

City of Marquette **Community Master Plan**



A Superior Vision for Marquette

Community Master Plan

RESOLUTION OF ADOPTION

City of Marquette, Michigan

City of Marquette Planning Commission

WHEREAS, State of Michigan Public Act 33 of 2008, as amended, provides for a municipal Planning Commission to prepare, amend, and adopt a Master Plan for the physical development of the City; and,

WHEREAS, the City of Marquette Planning Commission has amended its Community Master Plan for the City of Marquette, by means of a public process that began in 2012, in compliance with said Public Act 33; including updated text, charts, and maps; and,

WHEREAS, the City of Marquette Planning Commission has collaborated with the public to establish a vision for the Community Master Plan, and provided numerous other opportunities for public input into the Master Planning Process, including an announced public comment period between April 29th and June 9th (2015) and an Open House held on May 27, 2015 to answer questions and receive written and oral comment on the draft amended Master Plan; and,

WHEREAS, the City of Marquette Planning Commission, in accordance with Section 39(2) of the Act, notified adjacent communities, relevant agencies and the Marquette County Planning Commission of the intent to amend the Master Plan, and in accordance with Section 41(2) of the Act distributed the final draft to those entities for review and comment, and;

WHEREAS, the Marquette City Commission - the legislative body of the City - has had the opportunity to review the proposed amendments to the Community Master Plan and comments received during the defined comment periods, and has provided detailed comments to the Planning Commission regarding the proposed amendments to the Community Master Plan, and has by a resolution dated July 27, 2015 granted the City of Marquette Planning Commission the opportunity to adopt the amended Community Master Plan; and

WHEREAS, at a public hearing held on August 18, 2015 the citizens of the City of Marquette were afforded the opportunity to provide oral comments on the amended Community Master Plan to the Planning Commission;

NOW THEREFORE BE IT RESOLVED THAT, the content of this document, together with all maps attached to and contained herein are hereby adopted by the City of Marquette Planning Commission as the *City of Marquette Community Master Plan*, on this 18th day of August, 2015.

Motion: P. Schloegel

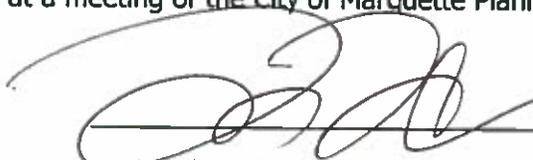
Second: G. Moran

Ayes: A. Andres, T. Klipp, C. Kovala, R. Kulisheck

Nays: None

Absent: S. Lawry

The Chairman and Secretary of the Planning Commission hereby certify that the above resolution was duly adopted at a meeting of the City of Marquette Planning Commission held on August 18, 2015.



Taylor Klipp, Chairman



David Stensaas, Secretary/City Planner

Community Master Plan

City of Marquette, Michigan
Adopted August 18, 2015



ACKNOWLEDGEMENTS

Planning Commission members (January 2012 - August 2015)

Aaron Andres
Brett Beranek
Stephen DeGoosh, Chairman
Jacob Guter
Travis Hongisto
Taylor Klipp, Chairman, Vice Chairman
Christopher Kovala
Natasha Koss
Robert Kulisheck
Steven Lawry, Chairman, Vice Chairman
Gary Moran, Vice Chairman
Joel Norton
Robert O'Neill
Sean Penglase
Wayne Premeau, Chairman, Vice
Chairman
Elizabeth Roberts
Joseph Scanlan
Paul Schloegel
Charles Shafer
Glenn VanNeste

Contributing Staff, City of Marquette Community Development Department

Matt Koss, Engineering Technician/GIS
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Dave Stensaas, City Planner and Zoning
Administrator, Project Coordinator
Dennis Stachewicz, Director of Planning
and Community Development
Keith Whittington, City Engineer

Contributing Interns

Jannis Bartning - Geomatics student, NMU
Walter Elsner - Geomatics student, NMU
Rosie Frankowski - Fellow student, NMU
Laura Haw - Planning student, U. Mich.
Rhiannon Haller - Planning student, U. Mich.
Sean Hobbins - Fellow student, NMU
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Geneva Martin - Fellow student, NMU
Alex Salfai - Geomatics student, NMU

Other Contributors

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Tiina Harris, City of Marquette
Arts and Culture Division
Kay Hiebel, Executive Director -
Marquette Regional History Center
Mona Lang, Executive Director - Marquette
Downtown Development Authority
William Vajda, City Manager, City of
Marquette



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There are two primary choices in life: to accept conditions as they exist, or accept the responsibility for changing them.

- Denis Waitley, author and keynote speaker



The Marquette Commons and Saturday farmer's market are seen in the photo above, as well the downtown Marq-Tran transit facility, and a portion of the downtown bike path (both at far right). All of these facilities were built since the last update of the Community Master Plan, providing for this graphic snapshot of the effect of change, which captures a sense of the dynamic forces which are constantly changing the physical, social, and economic landscapes of the City.

An Updated Master Plan for the 21st Century

This is a critical time in the evolution of the City of Marquette. If you are reading this you are likely to have a role to play in that evolution. As Marquette approaches a century and a half of incorporation (in 2021), the City is facing unique challenges brought on by urban growth, a large population reaching retirement age, changing preferences for ways to live and travel, rapid technological advances, shifting economic ground, and climate change. Comprehensively, these challenges for us include maintaining a City that has attractive neighborhoods, affordable housing options, many ways to safely travel, a flourishing natural environment, and a healthy business climate. City planning is a balancing act of short-term and long-term concerns, public interests and business interests, public safety and municipal budgets, water quality, waste management, and public recreation amenities. We plan in order to create a balance in the community that serves the public well.

The Marquette City Planning Commission followed a comprehensive planning process in developing this Community Master Plan, to discover how Marquettters are faring today and to ensure that we can improve their lives and businesses over the next 20 years, and to maintain the quality place Marquette residents want to live in today and in 2035.

This planning effort builds upon the City's extensive history of public planning efforts. This master plan considers extensive data and policy information, public opinions gathered, accomplishments and shortcomings of the previous Community Master Plan, and emerging issues. A set of prioritized recommendations for the next twenty years has been developed through this process, and is presented in the following *Master Plan Recommendations* chapter. This document replaces the Community Master Plan adopted in 2004. It is not merely an update to what was included in that Plan, but has been extensively re-written and this Plan has a new, more user-friendly format that leverages the conveniences of the digital age.

[This Community Master Plan \(CMP\) document consists of three major sections:](#)

- the **Handbook**, which encompasses this summary information chapter; the *Vision, Recommendations, and Implementation* chapter, and *Master Land Use and Zoning Plan* chapter.
- the **Factbook**, which presents information about the most important areas of general concern for City of Marquette residents and businesses at this time in our story, in nine chapters. Recommendations were developed for each chapter.
- and **Appendices**, which provide data and more detailed information relevant to the general information presented in the Factbook section on the CMP.

The handbook can be used as a stand-alone print document for easy and inexpensive distribution, while the entire document will be available to the public at City Hall and on the City website, and will be cataloged at the Peter White Public Library and the Lydia Olsen Library (Northern Michigan University).

Purpose of the Plan

The Community Master Plan is primary guidance for strategically managing change and opportunities within the broad realm of urban affairs. It is grounded in the data, observations, and community preferences of the present time, but it speaks to the future. The Master Plan essentially identifies the gap between where we are as a community and where we want to go (as expressed in the Vision Statement), and provides recommendations on how to bridge the gap. The recommendations of the Master Plan follow from the Vision Statement, and its goals and objectives are clear and manageable. Recommendations are formulated to implement the identified initiatives within immediate, short-term, and long-term time horizons, based on analysis by the Planning Commission.

This is not a "shelf document." The Community Master Plan is used by the Planning Commission on an ongoing basis as a reference in consideration of a variety of issues that require action by the board, such as re-zoning requests, conditional land-use permits, and site plan reviews. It is also the basis of the Zoning Ordinance and Waterfront Form-based Codes. In Michigan, a municipality may not adopt a Zoning Ordinance without an adopted Master Plan, as the legally enforceable provisions of the ordinance are intended to be based on the community preferences documented in the Plan. For example, property maintenance codes previously adopted by City of Marquette were directly supported by survey data gathered during the last revision of the Master Plan in 2004.

Marquette is presently a small town in a rural area, but it may not remain so for much longer. In fact, Marquette could grow substantially depending upon how trends including large-scale economics and climate change develop, and/or based on its own successes and failures, as well as unforeseen events. Regardless, there will be many complex problems to solve over time, and the Master Plan is the key resource that City officials and the public can use to steadily advance the community towards its visionary future. The Community Master Plan is a living document that will be amended periodically, and updated thoroughly at least every ten years, to reflect changing circumstances.

Vision Statement

The City of Marquette is the Superior location to live, learn, work, and enjoy life!

Marquette achieves this through the following goals:

- Fostering a forward-thinking community that is inclusive to people of all ages, abilities and financial status.
- Improving quality of life through continuing improvement in education, health care, civic engagement, employment opportunities, arts and culture, and recreation.
- Nurturing strong participation in all aspects of its community.
- Protecting its natural assets and amenities, particularly Lake Superior and its four-season climate.
- Nurturing a "green" economy, promoting partnerships and entrepreneurship, maximizing local talent and goods.
- Strengthening its position as a hub for regional food production/distribution and other business transactions.
- Improving continuously on its status as a unique tourist destination.
- Maintaining a safe, multi-modal transportation system that balances the needs of work and play while conserving natural features.
- Emphasizing the safety of the most vulnerable transportation system users - pedestrians and cyclists – is prioritized.
- Implementing a downtown transit route with several sheltered, marked stops facilitates car-free travel and reducing parking demand in the City's commercial center.
- Preserving neighborhoods, historic areas, and Lake Superior viewsheds; and conserving undeveloped land, public space, waterfront property and natural features along inland waterways.
- Emphasizing mixed-use and compact downtown development.
- Providing universal access to the built environment through ordinance requirements.
- Valuing the opportunities of its natural assets.
- Interpreting Marquette for residents and visitors, through various means such as signs, plaques, and QR codes.

The development of the Vision Statement and goals involved extensive collaboration between the Planning Commission and members of the public, during the summer and fall of 2012. The process is explained in Appendix A-Public Involvement. The goals are to be achieved through recommendations which have been developed for each Chapter of the Factbook portion of the Plan, and which are summarized in the following section.

Our Greatest Strengths

The Marquette Spirit

There's a unique spirit that animates Marquette's people. It is marked by unassuming confidence, pragmatism, and passionate enthusiasm, and built on the contrasts of warm sugar sand beaches in August and white-out winter storms in February, and its rough-and-tumble frontier village beginnings to the state of the art facilities of Northern Michigan University and UP Health Systems-Marquette. Located at the center of the U.P. and south shore of Lake Superior, where the hard-rock roots of ancient mountains tumble down from the north and west to the lake shore and the lowlands to the south and east, Marquette is a place of surprising unity where the best of human nature can be found as easily as its beautiful lakeside parks. While no City program is ever going to be responsible for this spirit, nurturing it in whatever forms are available in the future is as important to Marquette's success as anything else in this plan.



Wading Among Big Rocks, Skipping Small Ones

photo by Denny Beck

Our Unique Environment

When creating this Community Plan one of the main considerations was the unique environment, both natural and built, in which the community lives. In unity with the unique spirit of Marquette's people and the extraordinary features of Lake Superior, the surrounding forested hills, a four-season climate with typically heavy winter snowfall, and preservation of the "wild" in our region, these environmental elements all serve to create a distinctive identity of the City and its residents. This unique identity is a point of pride for current residents, and draws visitors and others who would make a life here. Because a beautiful natural environment surrounds the City on all sides and plays such an instrumental role in City and community life, the Master Plan emphasizes the maintenance of the spectacular natural surroundings for their role in our high quality of life and their benefits to our economy and the ecosystems that support all life.

The high-quality built environment of the City simultaneously contributes to the unique atmosphere of Marquette. With Northern Michigan University located in the City, along with the largest regional hospital, Marquette is home to many students and highly-educated and talented professionals who come from all over the world and add to the vitality of the community. Many of these individuals appreciate the beautiful architecture found downtown and in neighborhoods, and the parks, paths, and other amenities found throughout the city. Clean open spaces, well-maintained sidewalks and roads, and places that are inviting to recreate, shop, dine, and seek entertainment are critical elements of the built environment, and help establish the unique place to which residents and visitors form attachments.

Our Biggest Challenges

Balance of Community Preservation and Growth

The main challenge facing Marquette is change, in particular the ongoing tension between the desires of community members to preserve beloved historical and natural elements of the City while accepting new technologies, urban development, landscape changes, and more people and traffic. The historical and environmental elements of Marquette are the foundation for the present and future, and many residents call for the safeguarding of these features. However, Marquette is a growing community, and growth presents many challenges, including potential compromises between preservation and development. Growth of the human population, the local economy, and the urban landscape must be carefully managed through a wide variety of efforts in order to preserve those elements of the past and present-day Marquette that are dear to the hearts of this community, some of which have been expressed in the planning workshops and other forums that served as a foundation for public input to this document. Good planning, including public participation and attention to both historic and contemporary issues, is essential to anticipate the challenges that we are likely to face and gives us tools to work with to create an excellent community on the horizon of time.

Implementation and Funding

Similar to communities state and nation-wide, Marquette faces challenges due to a lack of funding support of its desired initiatives. The State of Michigan continues to suffer from the effects of the 2008 nation-wide recession, as well as the maintenance of an over-built road system in some urban areas. Marquette's economic base in recent decades has shifted from a predominantly mining, forest products, heavy industry, and mercantile economy to a more balanced mix of medical services and education, light and heavy manufacturing, mercantile/shopping, government, and traditional natural resources industries. However, funding sources for community development and services, as usual, is limited to a small share of local tax revenues and received federal, state and private grants. Thus it is critical to understand and prioritize the important needs of the city's residents, businesses, and institutions.

The vast scope of City assets and administrative responsibilities demonstrates the necessity for creativity and resourcefulness in planning and programming, relationship-building and partnerships, and services and facilities that minimize inputs while maximizing outcomes. The Community Master Plan provides information that the City Commission (elected officials) can rely on when developing priorities for the City of Marquette's *Strategic Plan*, which serves as a guide for short-term priorities.

City Overview & Geography

Marquette is located on the south shore of Lake Superior in the central Upper Peninsula of Michigan. The City was incorporated in 1871 and is the seat of Marquette County, the largest county by area in the state. The city has a total area of 19.45 sq. miles, of which 11.39 square miles is land (including several small islands), and 8.06 sq. miles is water. Marquette Charter Township borders the City on the north and west, and Chocolay Township lies to the south of the City. Much more regarding the geography of the City is presented in the Factbook chapters of this document, particularly in chapters 6 and 8.

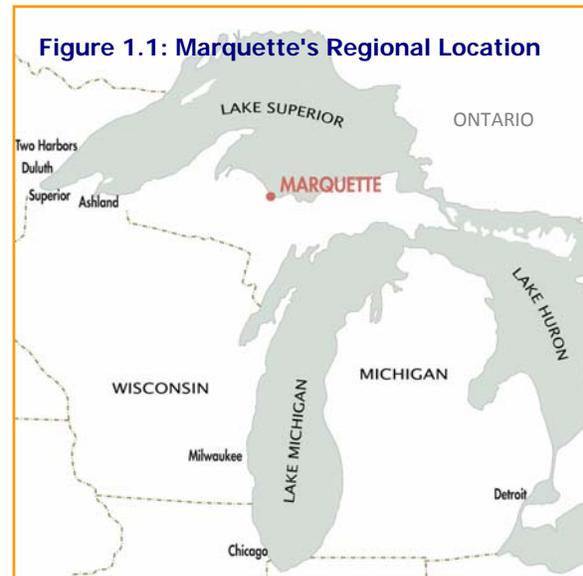


Figure 1.1: Marquette's Regional Location



Figure 1.2: Location of the City of Marquette in Marquette County

(source: by Scott Nazelrod [CC-BY-SA-3.0] via Wikimedia Commons)

The following are some helpful facts about the City of Marquette, acquired from the US Census Bureau's *State and County QuickFacts* in 2013.

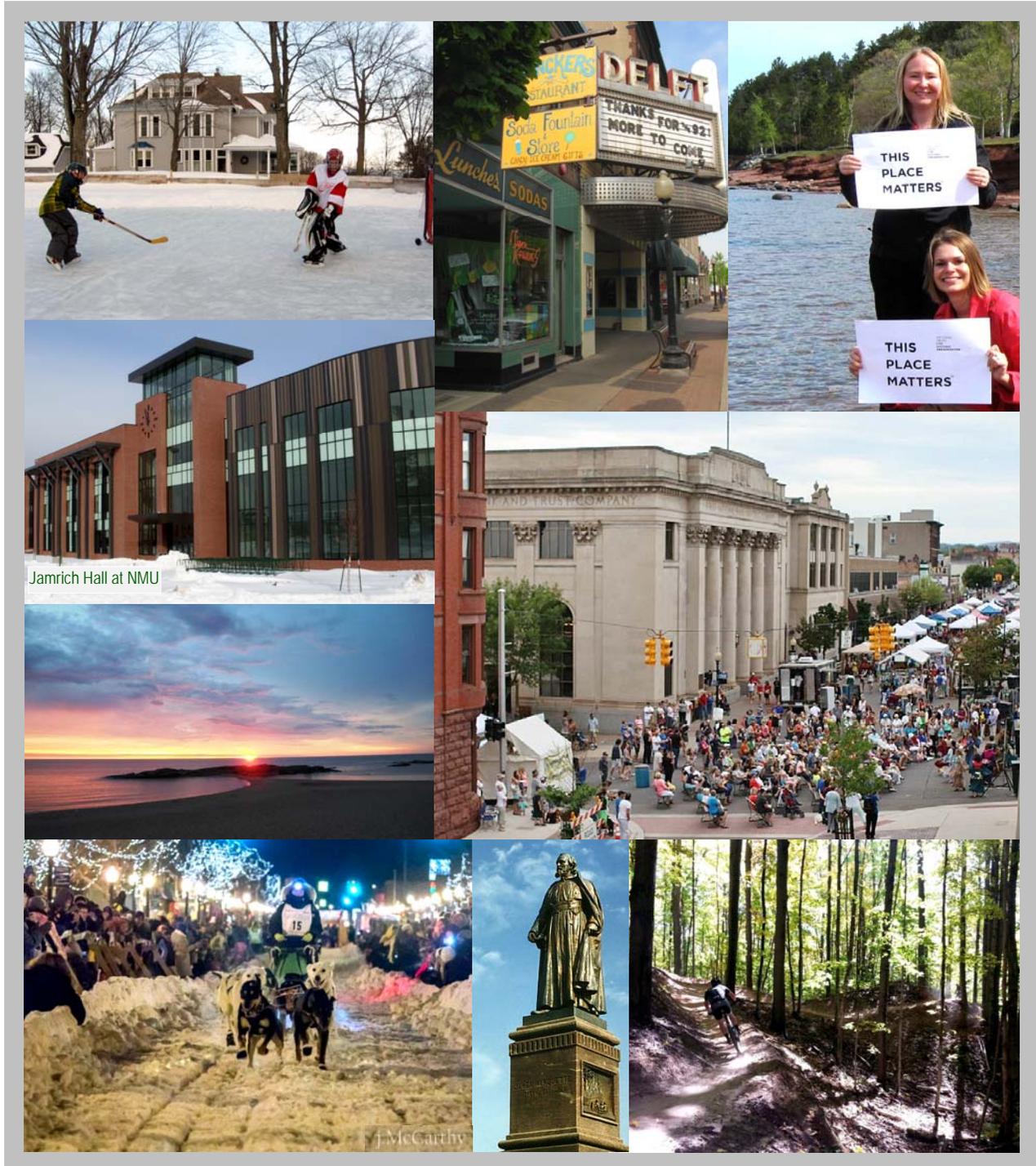
Table 1.1: City of Marquette Quick Facts

Geography QuickFacts	Marquette
Land area in square miles, 2010	11.39
Persons per square mile, 2010	1,874.40
People QuickFacts	Marquette
Population, 2012 estimate	21,532
Population, 2010 (April 1) estimates base	21,367
Population, percent change, April 1, 2010 to July 1, 2012	0.80%
Population, 2010	21,355
Persons under 5 years, percent, 2010	3.70%
Persons under 18 years, percent, 2010	12.20%
Persons 65 years and over, percent, 2010	13.00%
Female persons, percent, 2010	48.20%
White alone, percent, 2010 (a)	91.10%
Black or African American alone, percent, 2010 (a)	4.40%
American Indian and Alaska Native alone, percent, 2010 (a)	1.50%
Asian alone, percent, 2010 (a)	0.90%
Two or More Races, percent, 2010	1.80%
Hispanic or Latino, percent, 2010 (b)	1.40%
White alone, not Hispanic or Latino, percent, 2010	90.20%
Living in same house 1 year & over, percent, 2007-2011	70.10%
Foreign born persons, percent, 2007-2011	1.80%
Language other than English spoken at home, percent age 5+, 2007-2011	5.20%
High school graduate or higher, percent of persons age 25+, 2007-2011	92.30%
Bachelor's degree or higher, percent of persons age 25+, 2007-2011	36.30%
Veterans, 2007-2011	1,771
Mean travel time to work (minutes), workers age 16+, 2007-2011	11.6
Housing units, 2010	8,756
Homeownership rate, 2007-2011	50.50%
Housing units in multi-unit structures, percent, 2007-2011	41.90%
Median value of owner-occupied housing units, 2007-2011	\$166,700
Households, 2007-2011	7,846
Persons per household, 2007-2011	2.22
Per capita money income in the past 12 months (2011 dollars), 2007-2011	\$21,284
Median household income, 2007-2011	\$36,967
Persons below poverty level, percent, 2007-2011	24.90%
Business QuickFacts	Marquette
Total number of firms, 2007	1,961
Merchant wholesaler sales, 2007 (\$1000)	63,583
Retail sales, 2007 (\$1000)	210,780
Retail sales per capita, 2007	\$10,110
Accommodation and food services sales, 2007 (\$1000)	52,531

(a) Includes persons reporting only one race.

(b) Hispanics may be of any race, so also are included in applicable race categories.

Modern Marquette Scenes





Introduction

In order to ensure that the Community Master Plan is a useful document, it is necessary to aggregate its recommendations and outline a plan for implementation that will assist in the prioritization and fulfillment of the many recommendations presented. While the Master Plan may be seen primarily as a tool for City leaders, its implementation requires commitment and involvement from the entire community over a lengthy period of time. This chapter will outline the recommendations from each chapter of the Factbook - and identify the preferred timeframes for their completion - in order to help direct the implementation of the new Master Plan. Also in this chapter there will be a review of progress made since the adoption of the last Master Plan in 2004.

This chapter also includes an important section regarding the Capital Improvements Plan, which summarizes the six primary categories of City of Marquette owned-and-operated infrastructure assets, plus the buildings and grounds owned by the City, and plans for the general maintenance and improvement of these systems.

Promotion of Master Plan Recommendations

In addition to the many detailed recommendations outlined in the following Implementation Strategies section, there are a number of general measures that must be followed to ensure successful implementation of new Community Master Plan:

- Use the Master Plan as a primary resource – actively seek ways to promote projects that are in accordance with the plan
- Promote community understanding of the new plan
- Update City policies and regulations to reflect the Master Plan's vision
- Partner with adjacent Townships and key community stakeholders (e.g. the DDA, University, and Hospital) to ensure consistency between individual master plans

Progress During the Past Decade

Prior to presenting the recommendations for the years 2015-2035, a review of progress made since the adoption of the last Master Plan in 2004 is in order. The 2004 Plan recommended a variety of projects and programs to be undertaken by the City and community partners in order to achieve stated goals. A summary of the progress made to date on these action items is presented in Table 2.1 on the following page. Some of the most noteworthy accomplishments include:

- Construction of the roundabout at S. Front Street and US-41/M-28.

- Establishment of a comprehensive urban forestry program.
- Development of the linear park (multi-use path) along the abandoned railroad corridor south of W. Washington St.

Table 2.1: Progress since 2004 Master Plan

Project outlined in 2004 Master Plan	Description	Action Category	Current Status
Community Wide			
Community Design Standards	Establish design standards, which are locally based and reflect Marquette’s natural and architectural character	Immediate	City Engineering Standards Completed
Community Entrance Corridor / U.S.41 South	Develop design guidelines and a corridor redevelopment plan	Immediate	Partially Completed via Form-based Code
Sensitive Development Regulations	Establish regulations, which manage stormwater runoff, protect water quality, steep slopes, and woodlands	Immediate	In Progress
Wayfinding System	Establish a community-wide wayfinding system to replace the current city directional community facility signage	Immediate	Not Started
Development of “Mature” Housing	Encourage development of higher density housing for mature households (55+) years in close proximity to downtown and established neighborhoods	Short Term	Partially Completed
Expansion of Historic Districts	Expand National Register of Historic Places districts in the downtown and south Marquette neighborhood	Short Term	Not Started
Neighborhood Associations	Provide technical advice to establish neighborhood associations	Short Term	Not Started
Parking Strategies	Reevaluate parking strategies to encourage additional on-street parking particularly in the Downtown area	Short Term	In Progress
Urban Forestry Program	Establish a comprehensive forestry management and replanting program.	Short Term	Complete
Greenway System	Develop a community-wide greenway system incorporating non-motorized pathways and connections	Long Term	In Progress
Economic			
Brownfield Redevelopment	Continue to implement projects that utilize former brownfields for tax revenue producing economic development projects	Immediate	In Progress
Downtown Zoning Provisions	Amend the zoning ordinance to regulate the expanse of professional offices and service businesses on the first floor of downtown buildings.	Immediate	Complete

Non-Service Sector Strategy	Focus recruitment of new business on telecommunication, software development, internet, and biotechnology uses	Immediate	In Progress
Orphanage Property	Promote adaptive reuse of the property for housing	Immediate	Not Started
Soo Line "Roundhouse" Property	Redevelop the "Roundhouse" property as a mixed density residential development	Immediate	Not Started
South Rail Yard Redevelopment	Redevelop the Lower Harbor area for a mix of commercial, residential, and open space uses	Immediate	In Progress
Downtown Revitalization	Continuation of the DDA's efforts to revitalize the downtown utilizing financial incentive programs, and technical assistance	Short Term	In Progress
Iron Bay Business Park property	Continue expansion and sale of properties within the industrial park	Short Term	Partially Completed
Eco-Tourism and Sport-Tourism Program	Develop a eco-tourism and sport-tourism program in conjunction with the Lake Superior Partnership	Long Term	In Progress
Neighborhood			
Neighborhood Conservation	Establishment of Rental Housing Inspection program	Short Term	Complete
Neighborhood Preservation	Designation of historic districts or enactment of historic overlay provisions which promote sensitive design and rehabilitation	Short Term	Not Started
Neighborhood Rehabilitation	Utilize state and federal programs to provide lower interest financing and grants for housing rehabilitation	Short Term	In Progress
Redevelopment of Intersections near NMU	Redesign to allow traffic circulation around the University	Short Term	In Progress
Traffic			
US-41 / Front St. Intersection	Modify the intersection to include either a roundabout or a "T" intersection.	Immediate	Complete
Marquette "Street Design" Standards	Utilize the street design standards for new street construction or major reconstruction of existing streets where curb removal is a component	Short Term	In Progress
Seventh Street Connection to Business 41	Extend to improve north-south access	Immediate	Complete
McClellan Avenue Extension	Extend McClellan Avenue to Wright Street	Immediate	Complete
South East-West Connection	Extend M-554 into Marquette Township	Long Term	Not Started
Kaye / Fair Avenue	Complete the Kaye / Fair Avenue connections	Short Term	Not Started

Lakeshore Boulevard	Redesign Lakeshore Boulevard using “parkway” design standards	Immediate	New Design Complete
McClellan Avenue Redesign	Boulevard with a median McClellan Avenue between M-554 and Grove Street	Short Term	Not Started
Reconfiguration of Roadways	Implement recommended roadway design changes (reduced travel lanes, reduced pavement width, additional on-street parking, intersection controls) as roads are considered for redesign or maintenance	Immediate	In Progress
Traffic Calming	Identify areas to implement traffic calming mechanisms as City roads are considered for redesign or maintenance	Immediate	In Progress
Walkability			
Linear Park on Railroad Property	Develop a linear park on the Washington Street railroad corridor	Immediate	Complete
All-Season Connections	Maintain all-season non-motorized connections to neighborhoods and community facilities.	Short Term	In Progress
All-Season Access	Provide all-season access along the Lake Superior shoreline	Short Term	In Progress
Neighborhood Plans	Develop neighborhood specific walkability plans, which include identification of projects and estimated cost of project implementation.	Short Term	In Progress
Integration with Traffic Enhancements	Integrate Citywide walkability concepts into road redesign or maintenance projects	Immediate	In Progress
Winter City			
On-street Parking	Develop a parking system that would allow for on-street parking during winter season.	Short Term	Not Started
Winter Recreation Opportunities	Encourage and financially support outdoor winter recreation opportunities	Short Term	In Progress
Land Use			
McClellan Extension Design Guidelines	Creation of design and development guidelines for commercial and residential development	Immediate	Complete
Neighborhood Retail	Amend the zoning ordinance to allow for the introduction of limited, neighborhood based retail uses.	Short Term	Not Started
Innovative Housing	Modify zoning provisions to allow for a diversity of housing types, densities, and mixed uses.	Immediate	Complete
Night Sky Provisions	Incorporate within the zoning ordinance “Night Sky” provisions which regulate evening outdoor light pollution.	Immediate	Partially Complete

Recommendations and Implementation

The following table outlines the projects needed to implement Marquette's Community Master Plan. Planning Commission members rated these recommendations individually and their ratings were averaged, and in a few cases the items were rated twice to resolve an equal number of ratings at each end of the scale. Determination of priorities is expressed according to "action categories" that are based on the item being addressed within defined time parameters:

1=Short Term (0-2 years); 2=Mid-Term (2-5 years); 3=Long Term (5+ years)

These priorities will be revised over time based on availability of funding, staff, and/or other resources needed to implement the project or program.

Table 2.2: Community Master Plan Recommendations

Recommendation Topic	Summary Description and/or Specific Recommendations	Action Category
Future Land Use Recommendations	Chapter 3 Recommendations for Land Use and Proposed Zoning throughout the City.	<i>See Chapter 3 for recommendations</i>
Economic Development	Chapter 4	<i>See Chapter 4 for information</i>
Demographics and Housing	Chapter 5	
Increase housing availability	Facilitate and "incentivize" the development of housing near downtown, as well as more working-class housing options.	2
Increase transportation options and accessibility of network	Develop more transit services and facilities; expand non-motorized transportation options; and emphasize universal access.	1
Economic development planning inclusive of senior citizens	Include senior citizens in economic development planning, as they will be a more significant portion of entrepreneurs going forward.	2
Public safety focus on seniors	Enhance attention to senior citizens in public safety work. Public safety - promote community safety organizations.	2
Continue/expand programming for seniors	Continue and possibly expand multi-generation community facilities and civically-sponsored programs.	2
Rental inspection program amendment for parking areas	Revise rental inspection application/process to require that zoning standards for hard surface parking areas be a required element for approval.	3
Code enforcement for property maintenance	Continue code enforcement for property maintenance and improve on ordinances.	2
Neighborhood associations	Provide technical support in the establishment of Neighborhood Associations.	2
Student housing	Increase on-campus student housing.	3

Green housing	Encourage the construction of sustainable, energy-efficient homes/buildings.	2
Housing options	Encourage a diversity of new housing options.	1
Infill development incentives	Create incentives for the development of affordable, sustainable, infill housing projects, as alternatives to "greenfield" development.	2
Historic districts	Support the creation of historic overlay districts.	2
Preservation easements	Assist with education regarding Preservation Easements.	2
Placemaking	Engage in Placemaking activities that support neighborhoods.	1
Transportation	Chapter 6	
Street Design Guidelines	Continue to use and refine design guidelines for all the major types of roadways within the city (including specifications for configuration of travel lanes, reduction in lane width and lanes wherever feasible, incorporation of on-street parking, and the enhancement of existing intersection signals and controls).	2
Snow Management	Re-evaluate snow management procedures, to include hosting an annual Snow Summit, performing cost analysis for center-push vs side push plowing and snow removal activities, re-evaluating the ordinance requiring sidewalk snow removal, and consideration for the creative use of removed snow.	2
Urban transit service	Improve transit service in the City, by: 1) Staying involved with the planning process outlined for the creation of a MarqTran <i>Human Service Coordination Plan</i> ; 2) focusing on public transportation and mobility management in community planning, decision-making and marketing; 3) by facilitating partnerships between institutions that utilize transit services, to creatively employ underutilized transit resources throughout the community.	1
Raise and move Lakeshore Blvd.	Raise Lakeshore Boulevard and move it inland, and armor the shore to protect the road, as outlined in the Lakeshore Boulevard and Lake Superior Restoration Project final recommendations that were completed in early 2014.	1
Kaye-Fair connection	Extend Kaye Avenue to connect with Fair Avenue, as a partnership of NMU and the City.	2

Walking Facility improvements	Continue improving facilities for people walking. Maintain and add sidewalks, upgrade intersection facilities (crosswalks, curb ramps, walk signals), maintain and expand bicycle facilities.	1
Neighborhood-scale planning	Support neighborhood involvement and planning in transportation decisions.	2
Regional transportation improvements	To improve regional transportation:	2
	1) Support research into the redevelopment of railroad and intermodal/rail facilities in Marquette County and across the Upper Peninsula, such as that which has been undertaken recently by Dr. Lautala of Michigan Tech. University.; 2) Support the implementation of a Customs Office in Marquette, to allow the port facilities to be upgraded to handle larger Great Lakes cruise ships and more diverse cargo; 3) Support efforts to improve the economic sustainability of the Sawyer International Airport.	
Community Services	Chapter 7	
"Green" municipal facilities and operations	The City of Marquette should demonstrate "green" leadership in facilities operations, choosing options that are environmentally sound and otherwise sustainable, from materials recycling, to vehicle fleet management, to decisions regarding construction and re-construction.	2
Sidewalks and Paths	Funds should continue to be set aside, and areas near schools should be prioritized, to facilitate sidewalk and bike path maintenance and extensions. Seek <i>Safe Routes to Schools</i> funding for further enhancements to the pedestrian and bicycle network.	1
	A robust program of winter maintenance to keep pedestrian networks open is vital to a healthy, prosperous community.	
Winter Focus	Decisions that affect municipal facilities and amenities should only be made with full consideration of winter, in order to maximize the quality of life and economic impacts of those decisions. Events and activities that help residents get outside during winter months should continue to be developed.	2
Heartwood Forestland	Much of the NTN's South Trails network is on land that was part of the Heartwood Forestland property acquisition, and the disposition of this	2

	<p>municipally-owned property in S. Marquette should be formally established by the adoption of a "sub-area plan" for use and management of the property, in order to guide future investment in the trails network.</p>	
<p>Lower Harbor Ore Dock</p>	<p>Public deliberations about the potential for improving the structure, as well as other options should be conducted, and if there are viable productive uses found for the structure, the City should engage the public in visioning and planning for these possible future uses.</p>	<p>1</p>
<p>Natural Environment</p>	<p>Chapter 8</p>	
<p>Riparian Buffer Ordinance</p>	<p>The development of an ordinance to control stormwater runoff and sedimentation into streams by the use of riparian buffer zones is needed, as there are several streams in the City that collect stormwater runoff and drain into Lake Superior.</p>	<p>2</p>
<p>Watershed Residential Zoning</p>	<p>In order to help balance the need for new development with the need for resource protection, the Master Plan promotes the use of a new residential zoning designation called "Watershed Residential". This type of residential land use is particularly relevant in the southern portion of the City where new development pressures threaten to degrade the existing natural resources. The regulation of development in these environmentally sensitive areas is in keeping with recommendations presented in the Whetstone Brook and Orianna Creek Watershed Management Plan.</p>	<p>2</p>
<p>Heartwood Forestland</p>	<p>The City should, with maximum expediency, undertake and complete a formal determination process for land uses and conservation priorities for the former Heartwood Forestland property.</p>	<p>2</p>
<p>Alternative Energy Production Systems</p>	<p>The City should create land development ordinance provisions to permit the use of alternative energy production systems within the city limits, for both small residential and commercial applications, as well as larger systems for industrial applications.</p>	<p>2</p>

Sustainability and Systems Analysis	Thinking and acting with economic, social, and environmental concerns all taken into consideration is a responsible foundation for decision making relevant to sustainability that should be further developed into a practice for outcomes that result in the actual sustainability of our environmental assets.	2
Waterfront Activity	Chapter 9	
Utilize <i>Smart Growth Coastal and Waterfront Elements</i>	Smart Growth fosters sustainable land use and development, and provides guidance for communities to grow in ways that are compatible with their natural assets, creating high-quality places for residents, visitors, and businesses.	2
Establish Innovative Zoning Districts	Where conventional, use-based zoning is not conducive to meeting the community vision for a walkable, well-connected waterfront and downtown, it may be necessary to amend a zoning ordinance. Establishing/expanding form-based code districts that regulate structure, design, and form over land use provides greater flexibility with regard to creating a pedestrian-oriented, mixed use waterfront district that protect view-sheds, waterfront uses, public access, and water resources.	1
Regulate Land Use along Waterfront Roads	Permitting private development on the inland side and public use on the water side of a road, to maintain viewsheds and retain access to the waterfront.	1
Engage Community in Planning and Visioning	Engaging the community and getting citizens and professionals together can lead to an effective waterfront visioning and strategic planning process.	2
Utilize <i>Placemaking</i>	Capitalize on the economic value of "placemaking" - planning, designing and managing public spaces to meet the needs and desires of residents and visitors and establish a common vision - to increase both private development and public access to the waterfront, as well as to create a more walkable downtown that embraces water resources.	2
Acquire Coast Guard Light House Reserve	The City should continue to pursue transfer of this property from the federal government to municipal control, provided ongoing environmental assessments of the property reveal no significant contamination.	2

Public Health	Chapter 10	
Built Environment	Apply smart growth principles to decisions related to land development and planning, in order to increase physical activity via active transportation (walking and biking between destinations). The following tenets of smart growth indirectly address health via supporting a robust built environment:	1
Smart Growth	Mix land uses; take advantage of compact building design; strengthen and direct development towards existing communities; and foster distinctive, attractive communities with a strong sense of place.	
Encourage development in urbanized areas	Create/maintain incentives for new development/re-development in developed areas, including tax- increment financing and assistance with tax abatement program applications.	2
Follow Complete Streets Guidance	City staff should develop all street rehabilitation and reconstruction plans following the Complete Streets Policy and Guiding Principles that were adopted as a resolution by the City in 2011.	2
Routes and Wayfinding	Develop a comprehensive network of on-street bicycle and pedestrian facilities connected to the multiuse path system, including easily-identified wayfinding guidance (signs and markers), to connect our neighborhoods to schools, parks, workplaces, shopping and other destinations.	2
<i>Safe Routes to School</i>	Coordinate with schools for SR2S grant funds, and otherwise prioritize walking and biking to and from schools.	1
Open/Green Spaces	Promote existing community parks, beaches, paths, forests, etc., by:	2
	Raising awareness about ways to enjoy the outdoors all year round, as the Arts and Culture Center raises awareness about art in the community.	
	Supporting efforts to provide exercise facilities within many public parks.	
	Ensuring public property has plentiful tree canopy to create attractive, shaded space that is inviting to the public and ecologically valuable.	
Planning and Policy	Integrate land-use, transportation, community design and economic development planning with public health planning to increase active transportation and other physical activity.	2

Community Food Systems	Craft and/or amending guiding and regulatory documents so the community can support the strengthening of the local food system, after evaluating existing policies and regulations for obstacles to that support:	2
Amending Guidance and/or Regulation	Support urban food production through home gardens, community gardens, and land uses allowing for urban market/commercial farm use.	
	Develop policies/ordinances that could allow the interim use of public land for gardens, agricultural practices, or to be landscaped with edible vegetation.	
	Create more opportunities for access to healthy foods, by allowing temporary sales of garden produce in residential areas; through expanded land uses for small food retail stores; and by improved transit.	
	Provide adequate open space for neighborhood vegetable gardens.	
	Support routine consideration of health in public decision-making by embracing a "Health in All Policies" approach to "embedding" or "institutionalizing" health policy within existing and new structures and processes of government.	
Resource Preservation and Protection	Take advantage of opportunities to collaborate with public, private, and nonprofit entities to preserve agricultural and environmental resources and protect ecologically critical and fragile areas.	1
Arts and Culture	Chapter 11	
Economic Development Planning	Consult the Arts and Culture Master Plan regarding questions or concerns about relevant issues. Reference to A&C Master Plan	2
Heritage	Chapter 12	
Interpretation	Interpretation of our heritage assets should be a high priority for the City and DDA.	2
Historic Preservation	See Ch.5 for historic preservation recommendations (p.5-29).	2

Annual Street Reconstruction Projects from the Capital Improvements Plan

In addition to the recommendations made in the CMP, the Planning Commission has review authority over the street/utility reconstruction portion of the CIP (via section 8.3 of the City Charter and P.A. 285 of 1931), and each year it makes recommendations for annual street reconstruction projects funded through the six-year Capital Outlay Budget. A long-range Capital Improvements Plan (CIP) for infrastructure improvements, including a multi-year "program of improvements," guides investments in the physical infrastructure of the community, and a summary of the present CIP is presented in Appendix F. The current process for this element of the CIP follows:

- The City Engineer recommends implementation of specific street/utility reconstruction and Street Improvement Maintenance Projects (SIMP) projects listed in the CIP to the Community Development Director and City Manager;
- A suggested budget cap is applied by the Manager for these projects;
- The City Engineer creates a new "budget-constrained" list of recommended projects and presents the two lists of projects (the original and the "budget constrained" lists) to the Planning Commission for their recommendation;
- The Planning Commission makes a recommendation for the implementation of street/utility reconstruction and SIMP projects, within or above the annual budget cap.

Funding Sources

The following tables provide a variety of potential funding sources at the Federal, State, and Local levels. While funding sources are continually changing and becoming available, this partial list provides current resources that could assist in the implementation of the Master Plan recommendations.

Funding Source	Program Name	Program Description
Federal	Community Development Block Grant Program (CDBG)	Program replaces categorical grants. Eligible projects include property acquisition, installation or repair of public facilities, building rehab and preservation, and planning activities.
Federal	Economic Development Administration; Public Works and Development Facilities Assistance	Project grants to support the construction or rehabilitation of essential public infrastructure and development facilities necessary to generate higher-skill, higher-wage jobs and private investment. http://www.cfda.gov/static/11300.htm
Federal	Section 202 Housing Program	Loan Programs to provide funding for senior citizen and handicapped housing. Either for reconstruction or new built.
Federal	MAP-21 (Moving Ahead for Progress in the 21st Century Act), formerly TEA21	Federal programs for enhancements to transportation systems.
Federal	Rural Economic and Community Development (RECD) (formerly Farmers Home Administration)	Loans and grants for infrastructure programs in rural communities.

Federal	Urban and Community Forestry Program	Assists State Foresters, equivalent State agencies, interested members of the public and private nonprofit organizations, in urban and community forestry programs in cities and communities. http://www.cfda.gov/static/10675.htm
Federal	Forest Legacy Program	Uses conservation easements and other mechanisms to protect and conserve environmentally important forest areas that are threatened by conversion to nonforest uses. http://www.cfda.gov/static/10676.htm
Federal	Community Facilities Loans and Grants	Loans and grants to construct, enlarge, extend, or otherwise improve community facilities providing essential services to rural residents in communities with populations under 20,000. http://www.cfda.gov/static/10766.htm
Federal	Business and Industry Loans	Assistance in obtaining quality loans for the purpose of improving, developing, or financing business, industry, and employment. http://www.cfda.gov/static/10768.htm
Federal	Resource Conservation and Development	Advisory services and counseling to assist local units of government and local nonprofit organizations in rural areas to plan, develop and carry out programs for resource conservation and development. http://www.cfda.gov/static/10901.htm
Federal	Public Telecommunications Facilities / Planning	Planning grants and matching construction grants to assist in the planning, acquisition, installation and modernization of public telecommunications facilities. http://www.cfda.gov/static/11550.htm
Federal	Broadband Technology Opportunities Program	Project grants to promote the widespread use and availability of advanced telecommunications and information technologies in the public and nonprofit sectors. http://www.cfda.gov/static/11552.htm
Federal	Community Development Block Grant / Section 108 Loan Guarantees	Loan guarantees to provide a source of financing for economic development, housing rehabilitation, public facilities, and large scale physical development projects. http://www.cfda.gov/static/14248.htm
Federal	Healthy Homes Demonstration Grants	Project grants to develop, demonstrate, and promote cost-effective, preventive measures to correct multiple safety and health hazards in the home environment that produce serious diseases and injuries in children of low-income families. http://www.cfda.gov/static/14901.htm
Federal	Indian Arts and Crafts Development	Use of property, facilities, and equipment; advisory services and counseling; and the investigation of complaints. Intends to encourage and promote the development of American Indian and Alaska Native arts and crafts. http://www.cfda.gov/static/15850.htm

Federal	Historic Preservation Funds	Matching grants to States for the identification, evaluation, and protection of historic properties; expansion of the National Register of Historic Places; and various preservation activities. http://www.cfda.gov/static/15904.htm
Federal	National Register of Historic Places	Advisory services and counseling to help expand and maintain the National Register of Historic Places for planning, preservation, research, public education and tourism efforts. http://www.cfda.gov/static/15914.htm
Federal	Hydropower Recreation Assistance	Advisory services and counseling regarding applications for hydropower licensing; meeting present and future outdoor recreation needs; maintaining and enhancing riparian areas. http://www.cfda.gov/static/15927.htm
Federal	Urban Park and Recreation Recovery Program; still exists but not currently accepting applications for grants: OMB must renew before 10/31/2013	Grants for the rehabilitation of recreation areas and facilities, demonstration of innovative approaches to improve park system management and recreation opportunities, and development of improved recreation planning. http://www.cfda.gov/static/15919.htm
Federal	National Maritime Heritage Grants	Funds Maritime Heritage Preservation Projects and Maritime Heritage Education Projects designed to preserve historic maritime resources and increase public awareness and appreciation for the maritime heritage of the United States. http://www.cfda.gov/static/15925.htm
Federal	Community Development Financial Institutions Program	Project grants to promote economic revitalization and community development through investment in and assistance to community development financial institutions. http://www.cfda.gov/static/21020.htm
Federal	Promotion of the Arts - Challenge America Grants	Grants to benefit people in underserved areas or whose access to the arts is limited by factors such as age, disability, ethnicity, educational or economic level. http://www.cfda.gov/static/45027.htm
Federal	Wetland Program Development Grants	Grants to build capacity to protect, manage and restore wetlands. Programs include (1) Developing a comprehensive wetland monitoring and assessment program; (2) improving the effectiveness of compensatory mitigation; and (3) refining the protection of vulnerable wetlands and aquatic resources. http://www.cfda.gov/static/66461.htm
Federal	Browfield Revolving Loan Fund Grants	Revolving loan funds for Brownfield cleanups and financial assistance for a program of training and evaluation of training needs in the procedures for the handling and removal of hazardous waste substances. http://www.cfda.gov/static/66811.htm

Federal	Twenty-First Century Community Learning Centers	Formula grants to create community learning centers that provide academic enrichment opportunities for children, particularly those attending high-poverty and low-performing schools. http://www.cfda.gov/static/84287.htm
Federal	Urban Areas Security Initiative	Project grants to enhance State and local governments' ability to prepare for and respond to threat or incidents of terrorism. http://www.cfda.gov/static/97008.htm
State	Rehabilitation of Blighted Areas Act (Act 344, 1945)	Localities are permitted to develop plans and sell bonds for funding of rehabilitation projects to eliminate blighted areas.
State	Shopping Area Redevelopment Act (Act 120, 1961)	Permits renewal of principal shopping areas of a community with revenue bonds and special assessments.
State	Economic Development Corporation Act (Act 338, 1974)	Nonprofit EDC is created by community and may acquire land, construct buildings, and acquire equipment which it sells or leases to private industry.
State	Michigan Urban Land Assembly Act (Act 177, 1981)	Provides for a state loan fund to assist communities with high unemployment and demonstrating a shortage of industrial property in the acquisition of real property for economic development.
State	Michigan Strategic Fund Act (Act 272, 2013)	MEDA can make loans, financed by bonds, directly to municipalities or a DDA or EDC which can be used for street improvements, recreation facilities, and related costs.
State	The Local Development Financing Act (Act 281, 1986)	Can finance public facility improvements using tax increment financing, from revenues captured from increased value of any eligible property. Properties can include manufacturing type facilities.
Local	Special Assessments	Fees levied by a community within a district for the financing of a local improvement that is primarily of benefit to landowners who pay the assessment.
Local	General Obligation Bonds	Negotiable bonds issued by the community and payable from the levy of ad valorem taxes on all taxable property within the community. Backed by full-faith and credit of issuing jurisdiction.
Local	Revenue Bonds	Negotiable bonds issued by a community and payable only from the net revenues of the project being financed.



Photo by Cynthia DePetro

Introduction

The decisions a community makes regarding its land use policies is likely to have more impact on the general well-being of the community over time than any other component of the master planning process. The chosen pattern of land use, and the policies and ordinances that support those choices, together have numerous implications for housing and neighborhood quality, transportation options and traffic patterns, natural resource protection, economic development, and heritage preservation. The recommendations of this chapter have been based on community input, the goals of the Vision Statement, and the analysis of data and information presented in the *factbook* section of this document.

The most direct relationship this Master Plan has in determining local laws is between this chapter and the Zoning Ordinance, which is the law that most directly impacts land use. State law requires that municipalities have a Master Plan in place to guide the implementation of a zoning ordinance, thus the implementation of many aspects of the Community Master Plan (CMP) is carried out on an ongoing basis through the actions taken by staff, the Planning Commission, and the City Commission in compliance with the zoning ordinance. Other elements of the CMP are more conceptual and may be implemented in various ways by concerted efforts to accomplish projects and tasks that can be identified as goals, objectives or strategies of stated recommendations.

Nobody can predict what will happen in the next 20 years, and amendments to this document should be made to address changes that significantly alter the availability of services, traffic patterns, markets, surrounding land uses, and community goals. But, the recommendations of this chapter reflect goals, current land-use patterns, and good planning principles. The following are a summary of factors considered in developing the future land use map and the zoning plan.

Marquette's Land Use Pattern

The following is a brief synopsis of observed land use characteristics. Similar to many U.S. cities, Marquette has many single family neighborhoods radiating from a central commercial area built in congruence with natural features, primarily Lake Superior and the shallow central valley.

The oldest neighborhoods are directly north and south of the urban core, while mainly post-World War II housing stock is farther away from the core and to the west. Multi-family housing that was constructed as such is concentrated to the west and north of downtown Marquette, and on and near the NMU campus. There are also two high-rise apartment buildings near downtown (Snowberry Heights, Pine Ridge), which house several hundred residents. But, for all practical purposes multi-family housing is scattered throughout the city, due to both conditional use allowances for duplexes in single-family zoning districts, and more so due to the widespread conversion of single-family homes into multiple-unit rental apartments (up to four rental units per house).

Commercial development is concentrated downtown and along a few major thoroughfares and the highway corridor, with a mainly east-west orientation through the central area of the city's space. Commercial and residential uses can be compatible and complimentary, and mixing those uses is an age-old practice that can boost urban activity and walkability. Downtown Marquette and the N. Third St. corridor are two connected areas in the city in which there is a generally healthy mixing of residential and commercial land uses.

Heavy industries are fairly limited in Marquette. The two coal-fired power plants and hydroelectric works, and the transportation and loading of iron ore, are the two major heavy industries. Industrial uses are concentrated in the northern reaches of the city, although there is a fairly large industrial district directly west of downtown, a power plant on the south side of downtown, and a smaller industrial district was recently established in southwest Marquette, south of Pioneer Road. Light industrial land uses, which generally do not show up on the map of industrial activity are dispersed in commercial districts and the waterfront form-based code districts, as most of those uses are typical of traditional commerce districts.

There is extensive land dedicated to parks, beaches, and active recreation (e.g. ball-fields, golf, trails) throughout the City, much of it near L. Superior. Much undeveloped, forested land, and other land that has been challenging for development due to topography, is found surrounding the larger stream courses in S. Marquette. Also in S. Marquette, the State Department of Corrections (Marquette Branch Prison) owns a large amount of land adjacent to the prison and the Carp River. There is a large amount of land in the City limits that is owned by public schools, particularly Northern Michigan University, most of it in N. Marquette. Flood-control land (owned by the Board of Light and Power) is spread across northwest Marquette along the Dead River.

All of this municipal, state, and federal land, despite the current underlying zoning, is exempted from zoning to varying degrees by the state laws governing zoning controls.

Existing Land Activity - Overview

Figure 3.1, on page 3-3, displays existing land uses. To understand which land uses are actually being conducted in a given location, this Existing Land Activity Map is a useful tool. Table 3.1, on page 3-4 lists the approximate distribution of general activities by category. While zoning does help to direct the pattern of land use within a city, analyzing and mapping the current land activity paints a more realistic picture of how the land is actually being used. The uses are derived partially from property classifications for tax assessment purposes, and other categories are explained on page 3-4.

Figure 3.1: Existing Land Activity

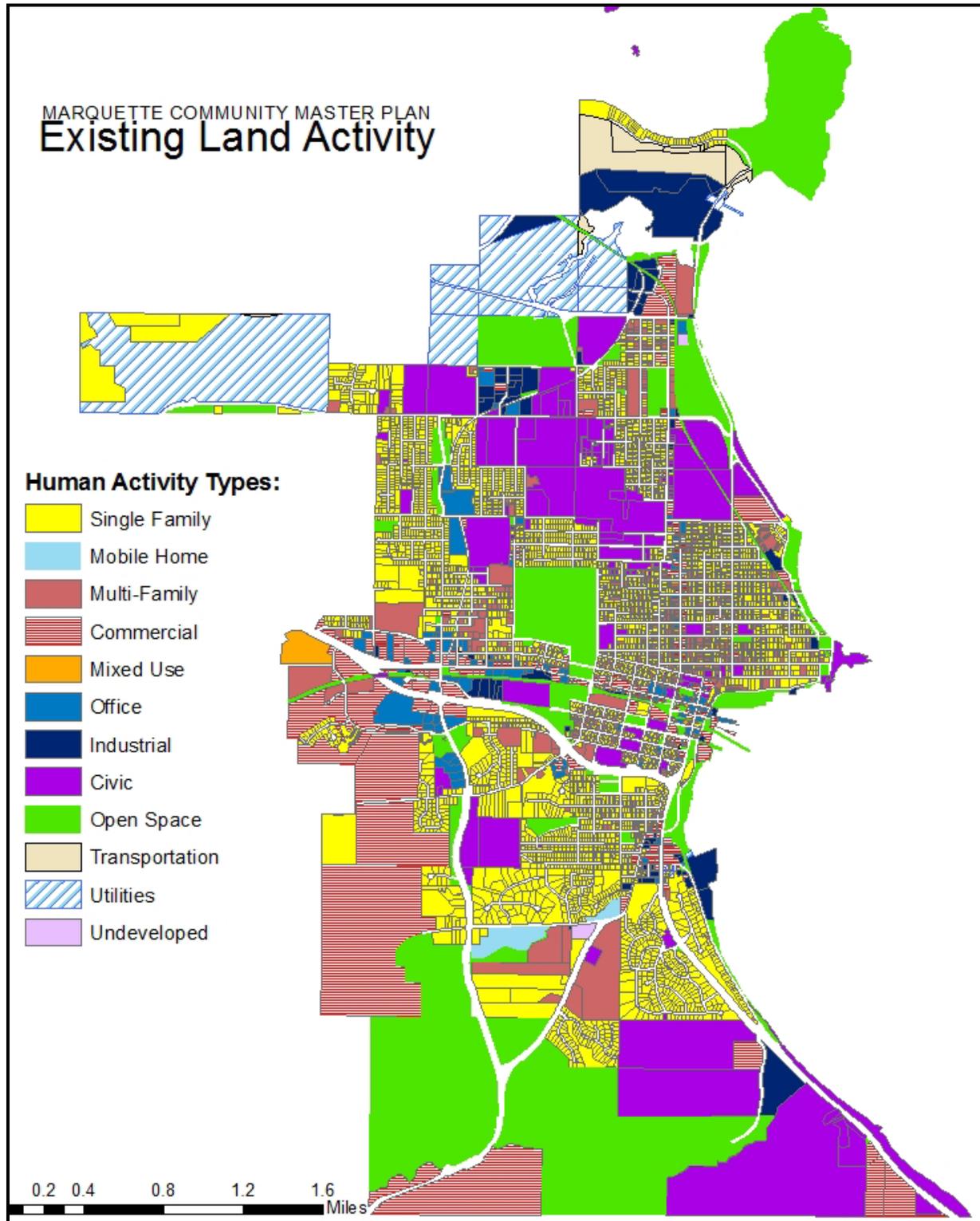


Table 3.1: Existing Land Activity Distribution

Existing Land Activity	Acres	Percent of Total Area
Single Family	1,567	24.3%
Mobile Home	30	0.5%
Multi-Family	348	5.4%
Commercial	802	12.4%
Mixed Use	30	0.5%
Office	129	2.0%
Industrial	249	3.9%
Civic	1,144	17.8%
Open Space	1,476	22.9%
Transportation	102	1.6%
Utilities	559	8.7%
Undeveloped	8	0.1%
Total	6,445	100.0%

For the City of Marquette, the largest discrepancies between land use and zoning are related to industrial and institutional land uses. While the zoning allocates 465 acres of industrial land use, only 249 acres are currently functioning in an industrial capacity. Many of the parcels that are currently zoned industrial are instead being used for civic/institutional purposes. In the categories of land activities "Civic" includes municipal, county, state, and federal government land (including public schools, cemeteries, and prison), private schools, hospital/health care facilities, and houses of worship. "Open Space" includes municipal land designated as park space, municipal and private land zoned as a conservation-recreation district, as well as other land that is in the Deferred Development zoning classification that has been developed previously but which has been serving as public open space. "Undeveloped" land consists mainly of vacant properties that are not currently developed but are in zoning districts where development is the likely outcome for the property.

Mixed-Use activity includes both commercial and residential uses on the same property, often in the same structure (with residential above commercial), as seen in some large downtown buildings and homes with ground-floor offices. Although single-family residential accurately includes properties with homes intended for single dwellings or duplexes (by permit process), the widespread conversion of single-family homes to rental properties has created what is essentially a great deal of multi-family housing within the single-family and general residential zoning districts as well.

Zoning and Existing Land Activity

It is important to understand the existing land activity data and zoning designations before discussing where Marquette should be headed from a land use planning perspective. While the zoning classifications simply represent the type of land use that is designated for each

area of the City, they do not necessarily reflect what has actually been developed or what activities are occurring in a specific area. For example, most of the NMU campus is currently in a residential zoning district, as allowed under conditional uses in the General Residential zoning district. And, there are cases where a land use exists that does not fit with the zoning due to historical uses that pre-date the ordinance but which have been allowed to continue under terms of ordinances, such as small commercial uses in residential areas.

Existing Zoning - Overview

Table 3.2, below, displays the spatial distribution of land as it is designated by zoning.

Zoning District	Acres	Percent of Total Area
Chapter 80 – Zoning Ordinance	7210.87	98.56%
MHOD - Marquette General Hospital Overlay District	37.49	0.51%
CBD – Central Business District	48.24	0.66%
BC – Community Business District	71.12	0.97%
DD – Deferred Development	198.48	2.72%
BG – General Business District	285.68	3.91%
OS – Office District	329.18	4.51%
PUD – Planned Unit Development	422.78	5.79%
I – Industrial District	475.07	6.50%
RM – Multiple Family Residential District	626.04	8.57%
RS – Single Family Residential District	853.64	11.69%
RG – General Residential District	1828.22	25.03%
CR – Conservation and Recreation District	2021.92	27.68%
80.35 Marquette Downtown Waterfront Form-Based Code (DWFCB)	37.09	0.51%
G3 – General 3 Frontage	6.83	0.09
G5 – General 5 Frontage	12.37	0.17
NL – North Lakeshore Frontage	4.21	0.06
WWZ – Working Waterfront Zone	3.90	0.05
WF – Workshop Flex Frontage	1.24	0.02
F5 – Founder 5	3.68	0.05
Public Use Area	3.15	0.04
Future Row	1.72	0.02
80.36 South Marquette Waterfront Form-Based Code (SWFCB)	68.36	0.93%
TN-R – Traditional Neighborhood- Residential	5.77	0.08%
W-RC – Waterfront-Recreation Conservation	7.51	0.10%
W-MU – Waterfront-Mixed Use	9.18	0.13%
TN-CR – Traditional Neighborhood- Commercial Residential	9.69	0.13%
P-SD – Powerplant-Special District	14.45	0.20%
GC-MU – Gateway Corridor-Mixed Use	21.76	0.30%
Total	7303.32	100.0%

The zoning in the City of Marquette has been generally satisfactory to meet the goals of the community, with some exceptions. In terms of land-use changes that impact zoning, there has been a significant evolution of the employment base and land use in the past few decades, and that change has become manifested in a waterfront district that is now

dominated by recreational and residential uses, and a seemingly ever-increasing number of service-oriented businesses throughout the traditional commercial districts. Commercial districts are still focused in the City's geographic center - adjacent to Washington St., U.S.41-M28, and downtown - and in the N. Third St. corridor. Smaller districts of office and community businesses uses are located throughout the City, while home-based offices have become much more common and in many cases are almost completely inconspicuous.

Aside from the Municipal Power Plant on Lake St., heavy industry no longer is active around the downtown, and remnants of the industrial past are now mainly preserved for heritage reasons and/or aesthetics. Industrial zoning is needed less than in the past, as has been demonstrated by unfulfilled vacancies in "industrial parks" that were created relatively recently. Commercial zoning has been transformed in the waterfront areas of downtown by the creation of two "waterfront form-based code districts." Form-based zoning has become more common in the past decade, as it is a reaction to the failures of use-based zoning to help control the form/style of development. The two form-based districts along the lakeshore and to the west of Front St. consist of only 124 acres, but this area contains many varied land uses, and some critical waterfront uses that include the lower harbor.

The proliferation of suburban-style, land intensive "strip development" that widely replaced walkable, pedestrian-scale, compact commercial development being one of the most obvious shortcomings of development standards based simply on types of land use. The N. Third Street corridor is an area for which another form-based code has been developed recently (2014), and once adopted into codes the "suburbanization" of that pedestrian-scale district should be halted and eventually reversed throughout the entire corridor.

Residential land uses make up the large majority of zoning area within the City, accounting for 45.7 percent of its total area. The residential zoning categories may be a bit misleading however, as multi-family residential districts are intended only for multi-family housing, whereas both the single family and general residential districts include apartments, and duplexes are a conditional use allowed in the general residential district. And the proliferation of single-family homes that have been converted to rental properties, has in essence created widespread multi-family land uses in the single-family districts. Mixing multi-family and single-family uses is in itself not a bad idea, in areas where residential transitions to commercial it can be very valuable, but in districts designed for and built out as single-family homes there are an assortment of problems that come with converting homes into as many as four separate rental units.

Also, when the last major overhaul to the Zoning Ordinance was adopted in 1978, the requirements for residential lot sizes was set at levels (e.g. 70 ft. and 80 ft. lot widths for general and single family residential districts, respectively) that have caused a variety of hardships for property owners to expand, reconstruct, or build accessory structures. The requirements were intended to accommodate larger suburban lots that were then the trend, but the legacy for the thousands of 50'-wide residential properties has been that of dozens of costly appeals cases going to the Board of Zoning Appeals each year.

The Conservation-Recreation (CR) district includes the most land in any single zoning district. Large swaths of conservation-recreation lands are located in the northern and

southern thirds of the City and along the lakeshore. All of the City parks are designated CR, as are some private properties, NMU properties, and Board of Light and Power properties. A large amount of land in the city is dedicated to institutional land uses, particularly the NMU campus, but the City currently lacks specific zoning for institutional land uses, and in the case of publicly-funded schools, the State of Michigan has the responsibility to regulate their land and therefore the City's zoning ordinance has no standing regarding those properties.

✧ RECOMMENDATIONS FOR LAND USE - THE FUTURE LAND USE MAP ✧

The Future Land Use Map (FLUM), shown in Figure 3.3 (inserted on p. 3-14) presents the proposed pattern of preferred land use for the next twenty years. The FLUM reflects many of the recommendations that have been presented throughout this document, with regards to issues such as economic development, transportation, neighborhood quality, and natural resource conservation. As discussed in Chapter One, the recommendations of this Community Master Plan are based on public input, including the goals that follow from the Vision Statement (see p. 1-3). The CMP is also based on findings from the research of professional staff and consultants, data analysis, historical perspectives, as well as the evaluation of current conditions and practices.

RESIDENTIAL

As is typical for most communities, residential land uses account for the largest land use category in the new Master Plan. To better differentiate the types of housing that fall within the broad residential land use category, three categories of residential land use will be presented: Single-family Residential, Mixed-Use Residential, and Watershed Residential.

Although many homes that serve as rentals produce no greater impacts than a typical single-family home, some do have unusual impacts such as an inordinate number of motor vehicles parking on site, and reduced open space (yards) due to the space paved or otherwise used for vehicle parking.

Single-Family Residential

Single-Family Residential represents the largest category of land use in the Master Plan. Because of the density of development that has occurred within the city's center and near Lake Superior, and the land required for single-family dwellings there is little room remaining for significant growth in the amount of single-family housing available in those areas. For that reason, most areas of new single-family residential use that are recommended in this Master Plan are located outside of central portions of the City.

It is important to note that the designation of an area as a single-family land use refers primarily to the number of dwelling units located on the lot (in this case 1 or 2 units per lot). It does not necessarily outline the number of occupants allowed in each dwelling (which should be based on a minimum floor space allotment per occupant, in development ordinances), nor does it include "conditional uses" other than residences, as there are several conditional or special uses that may be permitted through an application and hearing process. As it applies in this context, "Single-Family" includes both the current "Single Family" (RS) residential zoning district and the "General Residential" (RG) zoning district, as well as the TN-R district in the South Marquette Waterfront Form-Based Code District.

Please see page 3-24 regarding the creation of additional and/or more detailed zoning/form-based code districts and designations within the Single Family land use districts, to more specifically address the unique character existing and possible in different areas of the city.

Watershed Residential

In order to help balance the need for new development with the need for resource protection, the Master Plan promotes the use of a new residential designation called "Watershed Residential" within the Single Family land use area. This type of residential land use is particularly relevant where development may degrade the unique natural environment found in and along stream corridors. This land use designation would "overlay" zoning districts (including PUDs) and require development in the overlay zones to meet building placement and design standards to limit development on environmentally sensitive areas that include steep slopes, stream corridors, and seasonal wetlands (see Chapter 8 for more details). In return, it would allow developers to cluster residential developments in order to achieve higher building densities in the designated buildable areas, while protecting the sensitive areas and still incorporating them into their property portfolio (see Figure 3.2).

The regulation of development in these environmentally sensitive areas is in keeping with the recommendations of the *Whetstone Brook and Orianna Creek Watershed Management Plan* (2002), which scientifically analyzed the watersheds, identified buildable areas, and provided recommendations that are still relevant today.

Figure 3.2: Conservation Subdivision Example



Multiple-Family Residential

This designation is applied to areas where there are 12 or more dwelling units per acre (high-density residential), or where this type of high-density housing is appropriate. Apartments, duplexes, condominiums, and town-home developments are all included in this designation, which includes single-family homes that have been re-zoned to a multi-family district, and group living arrangements allowed by ordinances in the single-family districts. A large area between Division St. and M-553 in S. Marquette is designated for expansion/development of multi-family housing options. The mixed-use districts will also allow for development of multi-use housing.



Mobile Home

Two designated areas, both with access to Pioneer Road, have served to accommodate mobile homes in the City for many years. These mobile home parks are appropriate locations for the continuation of this housing option within the city limits.

COMMERCIAL

The pattern of commercial development within the City of Marquette is a critical issue for the community. There has been much good progress in re-establishing the historic downtown as the commercial hub of the city in the past two decades, and there have been important investments in other commercial districts such as the N. Third St. "village" and along the W. Washington St. corridor. There is a clear preference in Marquette for maintaining a compact town and in that regard there is still room for improvement, but sprawling, suburban-style development has largely been kept to the U.S.41-M28 corridor. There are appropriate places for a wide variety of commercial uses in Marquette, as the following sections point out.

Central Commercial

Marquette has seen its historic downtown deteriorate under the pressure exerted by large, nationally-known retailers in areas outside of downtown and adjacent to the City, but businesses, the Downtown Development Authority, residents, and others have invested resources of all kinds to re-establish a strong downtown with a vital business district. And, portions of the downtown district have been included in the Downtown Waterfront Form Based Code district during the past decade. Progress has been impressive during the past decade, as the lead photo in the Executive Summary shows, but there are a number of policy actions that could further improve the downtown for commerce, making it an even more attractive shopping, service, dining, and entertainment destination. Those strategies are discussed in the "Other Policies" section of this chapter, on page 3-25.

Regional Commercial

This type of commercial land use designation serves to provide appropriate sites for hotels, car dealerships, very large stores (> 50,000 sq. ft.), and restaurants. Such uses typically develop along highway corridors on the edges of towns, and Marquette has such a commercial district along U.S.41/M-28, between McClellan Ave. and the western city limits. This area at the western edge of the City has a similar aesthetic to the highway-corridor development in the adjacent township, and it is designated as a "Regional Commercial" land use on the master land use plan, which is appropriate as it does have many businesses that cater to inter-regional travelers and shoppers, and this is an appropriate location for that type of commercial land use for the foreseeable future.

Corridor/General Commercial

The Corridor designation refers to the spatial development of commercial businesses in a linear pattern that is located along a major transportation corridor, which is often associated with the stereotypical "strip" development that is associated with urban sprawl. The term General in this context refers to commercial enterprises that serve a broad market, and businesses that are not specific to a type of location (i.e. a mall, a downtown, a mixed-use building or development). Corridor commercial development is typically general in nature, thus the combined terms in this zoning category. These types of commercial property uses are usually reliant on automobile traffic, and in a corridor often promote the tendency for customers to drive from one store to another, rather than parking in a central location and walking to adjacent stores. There are several major arterial streets in Marquette that have become dominated by this type of development and will continue indefinitely to be the preferred location for auto-oriented businesses.

Village Commercial

The area designated as Village Commercial is the subject area studied in the Third Street Corridor Sustainable Development Plan (3CSDP). There are detailed re-development proposals in the 3CSDP, with illustrations for each block, and there is a draft form-based code for the entire district. This is a mixed-use district (commercial with residential options), and the implementation of the 3CSDP will facilitate the modernization of the corridor to ensure the prosperity of commerce, expansion of mobility options and non-motorized transportation access, and the appeal of multiple housing options in the corridor.

Mixed-Use

Like the N. Third Street corridor, there are several dispersed areas throughout the city that are appropriate for a combination of commercial and residential uses. Many of the areas so designated on the FLUM are now primarily residential, such as the N. Fourth St. corridor, and some are currently commercial, but all of the areas so designated are proposed to allow for a mix of mainly retail commercial and residences. Such retail uses would provide pedestrian access to services and



Mixed use provides first-floor retail with residential units above

amenities such as corner markets, cafés, or other “mom-and-pop” stores, thus reducing the number of car trips required by residents to satisfy their need for basic services. In these districts, residential would in most cases be above ground-floor retail uses, as is the case in the Central Business District and the TN-CR, and GC-MU sub-districts of the South Marquette Waterfront Form-Based Code District, but specific requirements and allowances for a particular property will be determined by zoning or form-based codes as appropriate.

Industrial

The new Master Land Use Plan identifies approximately 300 acres of industrial land use within the city limits. All of the industrial land activity identified is that which is presently zoned for industrial activities. Much of that is used for power generation in N. Marquette, municipal utilities, and activities associated with rail transportation of iron ore to the Upper Harbor. Private industrial land use is concentrated in two areas of N. Marquette. The zoning ordinance was amended in 2011 to allow for "light manufacturing" in commercial districts and some of the form-based code districts, which has expanded the potential location of some business activities that may formerly have been restricted to districts zoned Industrial.

Railroad Corridor (synopsis on following page)

The Upper Harbor Ore Dock railroad corridor runs north and west of the Presque Isle Power Plant



The transportation of iron ore to the Upper Harbor Ore Dock utilizes a corridor to the southwest of Presque Isle Park, which has been a part of the landscape for over 100 years. The corridor includes extensive rail sidings, and service roads, and will continue to be used for these activities for the foreseeable future.

State/Federal

Recognizing that lands owned by the State of Michigan and Federal agencies are used for civic purposes, but are exempted from local zoning authority, those properties have been aggregated into one land use classification that includes public schools, Northern Michigan University, and land owned by other agencies of the state and federal governments. Even

though zoning is exempted outright on these properties, some other City ordinances for land use still are enforceable, including the Sign Ordinance and Fence Ordinance.

Parks

These areas are being used for public parks on land owned and maintained by the City of Marquette and/or the Board of Light and Power. These properties include space for both passive and active recreation, a cemetery, and include the multi-use path system (a linear park) that traverses the west side of the city and south of Washington Street in abandoned railroad corridors. Expansions of the municipal park system, including multi-use paths, will be added to this land use category.

Conservation/Recreation

This land use category includes areas outside of municipal parks that are either being conserved or used for public recreation. Until a public planning process is conducted for property acquired through the purchase of "Heartwood Forestland" holdings, the land is to be kept in a conservation status. Much of the remaining "C/R" property is carried over from current/historical designations for land use, reflecting community preferences to conserve Lake Superior shoreline, to enjoy private recreation opportunities such as the Golf and Country Club, and to have open-space "buffers" in various locations. Some property in this category was formerly in a "deferred development" category that has been determined to no longer be necessary.

Civic

The Civic land use category includes municipal land (excluding parks), County facilities, private schools, hospital/health care facilities, houses of worship, and some other public and semi-public areas such as the Holy Cross Cemetery. The site selected for the new UP Health System Marquette medical campus (formerly Marquette General Hospital), on W. Baraga St., is designated as Civic as well.



The Lower Harbor ore dock is owned by the City of Marquette and is built upon "bottomlands" regulated by the State of Michigan. This is a Civic land use. Photo courtesy of the Superior Watershed Partnership Shoreviewer.

Board of Light and Power

This land use category includes property used by the Board of Light and Power (BLP) for the production of hydro-electrical energy, along the course of the Dead River, including flood-control areas designated by the Federal Energy Regulatory Commission. This land is managed by the BLP, and provisions of the City Charter dictate the disposition of BLP property.

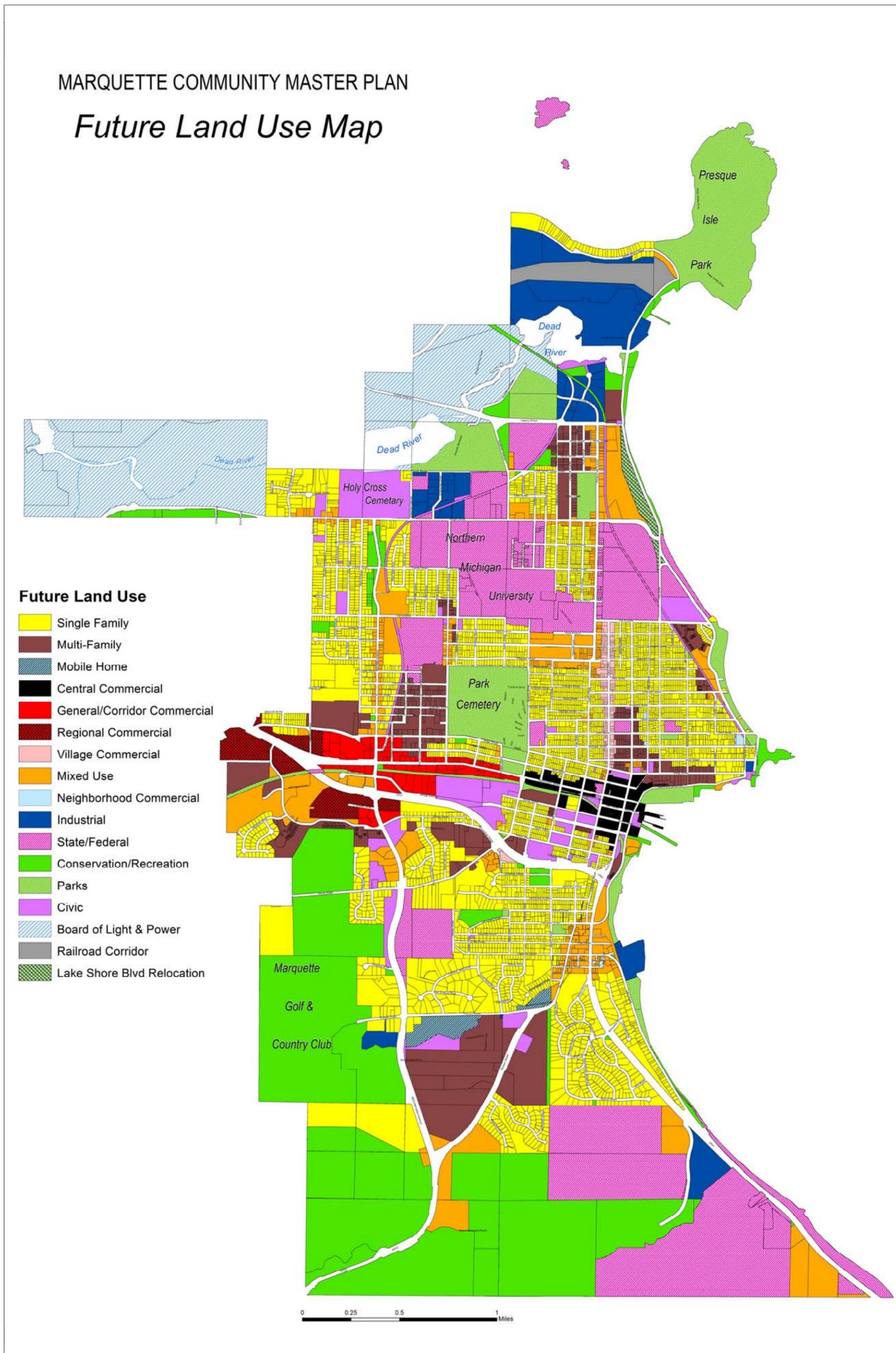
Lake Shore Boulevard Relocation

This designation is for the planned relocation of Lake Shore Boulevard and the adjacent area to the east, where the current road right-of-way is, that will be restored as a functional dune and shoreline revetment complex. A design for this project was approved in 2014 and funding is currently being sought to implement the project. Storms in the second half of 2014 caused extensive damage to the rock revetment between Wright St. and Hawley St., allowing for flooding of Lakeshore Boulevard and long term damage to the road and the adjacent multi-use path, creating the need to close this section of road in interest of public safety. At the outset of 2015 the City is seeking emergency aid to have the rock revetment replaced and it is unclear how the events of late 2014 will affect the previous plans to reconstruct the road further inland and restore the dune complex lakeward of the road.



The relocation of Lakeshore Boulevard north of Wright Street will create more natural shoreline and protect the road from being undermined by water infiltration during storm events.

Figure 3.3: Future Land Use Map



* RECOMMENDATIONS FOR ZONING - THE ZONING PLAN *

The Zoning Plan: Recommended Zoning Districts for Future Land Uses

The following narrative provides details regarding each of the recommended zoning districts, and explains how the land use categories shown in the Future Land Use Map (FLUM) relate to the existing zoning districts and the proposed districts. The Zoning Plan is a required element of city planning, but it is not an ordinance, it is essentially a recommendation of how to achieve the Future Land Use Map through zoning districts. There is a considerable gap between the Future Land Use Map and existing zoning districts, and the Proposed Zoning Map is envisioned as a whole-cloth overhaul of the zoning ordinance and its districts. In fact, the Community Development Department has anticipated the development of a "Land Development Code" that will combine the zoning ordinance and form-based codes with other land-use ordinances (e.g. fences, land division/subdivision) into one unified ordinance. A budget line-item for that project was approved by the City Commission, and the project will follow adoption of this Community Master Plan, with an expected start date of summer 2015.

The Proposed Zoning Map, shown in Figure 3-4 (inserted on page 3-24) provides geographic locations of the recommended zoning districts and form-based code districts. Many of the proposed zoning/form-based code districts are carried over from the Official Zoning Map existing at the close of 2014, but several zoning districts are being recommended for the first time. Unless otherwise stated, the standards for bulk dimensions, yards, parking, signage, and etcetera are envisioned to be similar to existing standards, but new standards for all districts that are approved will be developed with the planned conversion of the Zoning Ordinance and form-based code districts into a unified Land Development Code. The creation and approval of such a Code/Ordinance will include many opportunities for input from the public and other interested entities, including several public hearings.

RESIDENTIAL

Three broad categories of residential land use currently are used in the Zoning Ordinance: Single-family Residential (consisting of two districts, the Single-Family and General residential districts), Multi-Family Residential, and Mobile Home. The two Form-based Code districts also include several other districts that accommodate residential uses, including the North Lakeshore Frontage, General 5, General 3, Founders 5, Traditional Neighborhood-Residential, Traditional Neighborhood-Commercial Residential, the Gateway Corridor Mixed-Use, and Waterfront Mixed-Use districts. In areas that currently are zoned Single Family and General residential, the districts and/or ordinance standards could be expanded to include designations such as "Traditional Neighborhood", "Mixed-Use Residential", "Mixed-Density Residential", "Watershed Residential" (see p.3-8), and "Multiple-Family Cluster." Those options should be further evaluated during the planned conversion of the Zoning Ordinance and form-based code districts into a unified Land Development Code.

General Residential (GR)

The Plan proposes that the General Residential District continue to include and correspond to the current General Residential District. Within this district it is possible that other, compatible residential districts may be created during the planned amendment of the Marquette City Zoning Ordinance, as noted in the section above.

Single-Family Residential (SFR)

The Plan proposes that the Single Family Residential District continue to include and correspond to the current Single-Family Residential District. Within this district it is possible that other, compatible residential districts may be created during the planned amendment of the Marquette City Zoning Ordinance.

Recommendations to improve General and Single Family zoning districts:

** Ordinances should be revised to constrain the widespread conversion of single-family homes to rental units, many of which are poorly suited to accommodate multiple residents and the required parking space for each occupant.*

The issue of permitted residential occupancy is addressed by the City's zoning ordinance and form-based development codes. These ordinances address the permitted occupancy, but are out of date. The housing data in Chapter 5 points out the magnitude of the trend for conversion of homes to multi-unit rental properties, and Code Enforcement data (published in the annual reports of the Community Development Dept.) establishes support to amend ordinances to create higher standards that are enforceable for legally establishing multiple rental units in single-family homes.

** Ordinance standards should be revised for properties in the existing General Residential districts, so that minimum lot widths of 40 feet will conform with the schedule of general regulations.*

Thousands of homes that were built on lots platted prior to the 1950s are now non-conforming due to the requirement for 70 ft. minimum lot widths in the Zoning Ordinance *schedule of general regulations*. The intent of the wider lot size requirement, which were adopted in the late 1970s, was for new lots to be built to larger, sub-urban dimensions. Most new construction then was in outlying areas where new lots could be made larger. But the main concern should be the ongoing maintenance and reconstruction of the older lots, which far outnumber lots in the Single-family Residential district. Trends have also changed and smaller homes are now more popular, but larger lot standards would still be provided in the SFR district for those who already own large lots or want to live in those suburban areas.

** Ordinances should also be revised by creation of additional and/or more detailed residential zoning/code districts, and designations within the districts, to more specifically address the unique character existing and possible in different areas of the city.*

For example, instead of the current two districts for "single-family" housing that differ mainly in the minimum lot size and width as well as permissible conditional uses, the ordinances could be expanded to over a half-dozen districts that may include designations such as "Traditional Neighborhood", "Mixed-Use Residential", "Mixed-Density Residential", "Watershed Residential", "Multiple-Family Cluster." Each district's use categories (e.g. single-family/duplex, multi-residential, mixed-use and non-residential) could specify the maximum number of dwellings, required yards/setbacks, maximum lot coverage, maximum height of structures (primary and accessory), maximum lot coverage of structures and paving, minimum floor area per dwelling unit, and of course the minimum lot size and width.

** Accessory Dwelling Units should be considered as a conditional use option for homeowners in General and Single-family zoning districts.*

Currently the ordinances regulating residential land use do not provide for the option of constructing accessory dwelling units (ADUs), only accessory structures such as sheds and garages which may not be used for dwellings. ADUs may impart several vital benefits to the community, including the strengthening of families, the preservation of "greenfields" and prevention of sprawling development outside of the urban core, and an increased tax base. ADUs do hold potential for negative impacts, but if ordinances restrict the use of ADUs to family of persons owning the primary structure, require design standards, and limit this as a conditional use in traditional/urban neighborhoods, there are going to be relatively few of the structures built. ADU development will also be attenuated by cost, as observers have pointed out that an addition to a house is likely to be a lower cost alternative to an ADU.

Multiple-Family Residential (MFR)

The Plan proposes that the Multi-Family Residential District continue to include and correspond to the current Multi-Family Residential District. Within this district it is possible that other, compatible residential districts may be created during the planned amendment of the Marquette City Zoning Ordinance.

The zoning plan proposes the following to expand allowable uses in this residential district:

** Include co-operative/co-housing arrangements as a primary use in the RM zoning districts.*

Co-operative/co-housing is a long-term living arrangement in which a group of people live together under one roof, with separate individual and family sleeping quarters, and possibly separate bathrooms and kitchens, but share some facilities and spaces (such as kitchens, dining rooms, yards, sheds). The only "co-op" housing arrangements in Marquette at this time are likely to be fraternity or sorority houses, but "co-housing" is becoming more common in the general population and there are many (more than 70 according to one internet search) in Southern Michigan, particularly in Ann Arbor and larger cities. New co-operative housing can also be established with a Planned Unit Development (PUD) agreement, which establishes a zoning district unto itself.

Mobile Home (MH)

This new district corresponds to the two existing mobile home "parks"/land use areas, and this proposes that standards be created for these districts with the planned amendment of the Marquette City Zoning Ordinance. The current zoning districts for both of these areas is Planned Unit Development (PUD), but no documentation exists to support either area as a PUD, so a new zoning district must be created for the mobile home parks. Creating a "Mobile Home" zoning category will also provide designated areas in the city limits where this housing is to be allowed for the foreseeable future.

Central Commercial (CC)

This zoning district corresponds to the existing Central Business District in the Marquette City Zoning Ordinance. This district is the historic hub of city commerce and was a larger but more general commercial district when the first City Plan was published in 1951, but commercial



The Marquette Food Co-op opened a new grocery store on W. Washington St.. in 2014. Photo courtesy of the Marquette Food Co-op.

district zoning evolved and was refined to accommodate different types of commerce zoning for different markets. Even during the past decade portions of this district were reallocated to a form-based code district (see next category), in which the physical form of the property takes precedence over the allowable uses.

Downtown Marquette Waterfront Form-Based Code (DMWFBC) District

This zoning district corresponds to the existing DMWFBC district. This district includes several land use areas identified on the FLUM (p. 3-14), including Central Business District, Civic, Parks, Mixed-Use, Conservation/Recreation, and Multi-family Residential.

South Marquette Waterfront Form-Based Code (SMWFBC) District

This zoning district corresponds to the existing SMWFBC district. This district includes several land use areas identified on the FLUM (p. 3-14), including Multi-family Residential, Single-family Residential, General/Corridor Commercial, Industrial, and Parks.

Regional Commercial (RC)

The zoning plan proposes that this zoning district will correspond to select parcels currently in the General Business (BG) district. All of these parcels, with the exception of the "Jilbert's Dairy" parcel on Meeske Ave. (which is a long-standing business of regional scope), are located along the US-41/M-28/W. Washington St. corridor and have recently been sites for businesses that have a regional customer base. The new RC zoning classification is proposed to create standards that are different than those of the BG, to provide for maximum lot coverage/buildings size (floor area/square footage), as well as to have parking standards that are suited to the most automobile-dependent businesses.

Corridor/General Commercial (CGC)

The CGC zoning district is proposed to correspond with the CGC land use areas shown on the FLUM. For the vast majority of properties, this corresponds to the General Business zoning district in place in 2014, which is the zoning district these properties have been part of for many years. These are mainly properties that were developed with access primarily designed for customers arriving in automobiles. The following recommendation is for the Corridor/General Commercial zoning district:

** District ordinance standards should include measures that would improve the pedestrian environment and the landscaping standards of this district. Creating incentives for placing buildings closer to sidewalks and placing parking lots in the rear or to the side of buildings that are built to the sidewalks may be options. These measures would help to differentiate this area from nearby corridor development outside of the city.*

** A maximum lot coverage amount should be included in standards for this district, to provide for landscaped areas for aesthetic and environmental purposes, and to prevent the creation of extremely large stores and parking lots, which are better suited to the proposed RC district.*

Village Commercial (VC)

The area designated as Village Commerce is the subject area studied in the Third Street Corridor Sustainable Development Plan (3CSDP), which is included as Appendix G of this

plan. There are detailed redevelopment proposals in the 3CSDP, including illustrations for each block, and there is a draft form-based code for the entire district, with standards for bulk dimensions, yards, parking, signage, and etcetera. This is a mixed-use district (commercial with residential options), and the implementation of the 3CSDP will facilitate the modernization of the corridor to ensure the prosperity of commerce, expansion of mobility options and non-motorized transportation access, and the appeal of multiple housing options in the corridor.



A portion of the N. Third Street corridor

Neighborhood Commercial (NC)

The zoning plan proposes this new category that would apply to currently non-conforming retail or professional service businesses that are presently combined with residential uses (mixed-use), with frontage on non-arterial streets, and which are still in operation under non-conforming status. It may also be applied to new uses of the same type, such as small convenience/grocery stores in residential districts, fronting non-arterial streets and adjacent to sidewalks in the right-of-way. Allowable uses are recommended to exclude light manufacturing, storage, and other activities that are not retail-oriented or for the provision of professional services. It is envisioned that the designated properties would be allowed to have reduced parking space requirements that reflect being in proximity to hundreds of potential customers within a 5-minute walking distance, but a reduced allowance for signs and other advertising tools. Properties that are being included in this category include a convenience store and house on the same lot at 127 E. Hewitt, a mixed-use building (apartments/offices/former dance studio) at 131 E. Michigan, and a multi-tenant retail and service building that has been in operation at 505 Lakeshore Boulevard since 1912.

Mixed-Use (MU)

This zoning district is proposed to mimic the designated mixed-use areas of the FLUM. The M-U district will accommodate retail, professional service/office, and studio uses fronting both arterial roads and non-arterial roads within residential neighborhoods and in other districts in close proximity to residential uses, or where these mixed-uses would be appropriate. Such areas are particularly well-suited for certain demographics, such as the university student population and older adults not wanting property to maintain. Most of these areas are compatible for mixed-use zoning based on current or historical uses that are found to be compatible with residential neighborhoods, or new uses that are compatible with the designated mixed-use areas of the FLUM. Proximity to sidewalks and/or a multi-use path is an important feature for most of these properties.

Residential uses include moderate-density, multi-family options. All former Office zoning districts are included in this recommended zoning district. Standards for bulk dimensions, yards, parking, signage, and etcetera are to be based on the type of use(s) of the property.

Planned Unit Development (PUD)

A PUD is a development of flexible design, which meets the requirements of established PUD districts, as well as other ordinance provisions and conditions placed upon it by the Planning Commission. Several PUDs have been established throughout the city, for a variety of uses, from residential to industrial, and some of mixed commercial and residential uses. A PUD is unique in that it is a project that, once approved, creates a zoning district for that specific development.



A portion of "The Landing" residential PUD on S. Lakeshore Boulevard.

The development of PUD projects in the future will occur in various places as private interests choose appropriate sites, but the proposed land uses of the PUDs will be required to conform with the FLUM. It is anticipated that the PUD will continue to be a very attractive option for developers.

Industrial/Manufacturing (IM)

The zoning plan proposes that the industrial/manufacturing zoning district conform to the areas that are identified on the FLUM as industrial land activity, all of which are presently zoned for industrial activities. Much of that area is used for power generation (in N. Marquette), municipal utilities, and activities associated with rail transportation of iron ore to the Upper Harbor Ore Dock. A much smaller total area is being used for product manufacturing activities, which in some cases would be accurately described as "heavy manufacturing," but in many cases would meet the current Zoning Ordinance definition of "light manufacturing." The Zoning Ordinance was amended in 2012 to allow for "light manufacturing" in commercial districts and some of the form-based code districts, which has expanded the potential location of some business activities that may formerly have been restricted to districts zoned Industrial.

Some areas currently zoned as Industrial are recommended to be changed to match the current land activity. Some land that was designated as Industrial in 2004 has also since been reallocated to other uses by property owners.

Railroad Corridor (RC)

The transportation of iron ore to the Upper Harbor Ore Dock utilizes a corridor to the southwest of Presque Isle Park, which has been a part of the landscape for over 100 years. The corridor includes extensive rail sidings, and service roads, and will continue to be used for these activities for the foreseeable future. The recommended zoning district for this corridor is west of Lakeshore Blvd. and would encompass an area at least 200 ft. wide, with the railroad, sidings, and service roads inclusive.

State/Federal (SF)

Recognizing that lands owned by the State of Michigan and Federal agencies are generally exempted from local zoning authority, which is a legal precedent commonly known as "governmental immunity." Those properties have been aggregated into one land use classification that includes public schools, property of Northern Michigan University, US Coast Guard property, and all other state and federal landholdings in the city. It is likely that some

of these properties will be transferred to private owners at some point in time, and in that event either the purchaser will need to request a rezoning of the property, or the current owners will need to initiate a conditional rezoning process (see p.3-26), before development/redevelopment can commence.

Municipal (M)

Municipal property is used for widely varying purposes, including public works operations, offices, redevelopment (e.g. Founders Landing), and a large amount for parks, recreation, and other open space/conservation purposes. The zoning plan proposes to include all municipal property that is currently held for active purposes of government (according to the Municipal Property Inventory) in one Municipal zoning district, with the exception of property managed by the Board of Light and Power. The standards for the Municipal zoning district must provide for a great deal of flexibility while also meeting public expectations that standards similar to those in non-governmental zoning districts will apply for development on municipal property. Ensuring public safety and welfare, and sensitivity to the natural and built environment on and surrounding municipal property, must be reflected in ordinance standards that will be developed for this district.

Like state and federal land, municipal property that is being used for functions of government is exempted from zoning authority (in this case its own ordinance). As stated above, zoning standards for development on municipal property must be developed for a municipal district, but the ordinance must also provide allowances for the application of governmental immunity to certain projects conducted by the municipality. A process should be developed (and codified) to determine whether or not specific projects undertaken by the municipality are appropriate and qualified to be considered immune from its zoning ordinance, and the process should include who makes this determination, specific criteria for establishing immunity exemptions, and an appeals process. This should be done regardless of the creation of a municipal zoning district; such a process may prove useful at any time.

Civic (C)

The zoning plan proposes that public and semi-public land uses not found in the proposed SF, M, CR, or other districts be included in a new Civic zoning district. The C district would conform to the Civic land uses shown on the FLUM. Land uses in the C district would include: houses of worship, county government facilities, private schools, hospital property/facilities, and some other public and semi-public areas such as the Holy Cross Cemetery. There are several current zoning districts for these properties that would be changed under this proposal.

Conservation-Recreation (CR)

The zoning plan proposes that the CR zoning district be revised to conform with the CR category of the FLUM. The creation of the M district would reduce the vast extent of the CR zoning district as it exists in 2014, and some existing CR properties would also go into other zoning categories as appropriate, particularly the PUD category.

Board of Light and Power (BLP)

The zoning plan proposes to include all property owned and managed by the Board of Light and Power in one zoning district. The Board of Light and Power is a municipal utility with an elected body that it is responsible for the light and power operations of the City. Its

landholdings, which are generally used for purposes of electrical power generation, are subject to sale provisions of the City Charter, and though the BLP has reporting responsibilities to the City Commission it is not a municipal department. The zoning plan proposes to create a BLP district that is similar to the Municipal district, with development standards that address the range of potential uses and also providing allowances for the application of governmental immunity to certain projects conducted by the BLP (as a municipal authority).

Table 3.3, beginning below, provides a synopsis of how the land-use designations recommended in the Future Land Use Map are to be achieved through zoning districts and form-based code districts. This table includes a column for current zoning/code districts as well as the proposed zoning districts and form-based code districts.

Table 3.3: Future Land Use, Current Zoning, and Proposed Zoning

Future Land Use Category	Current Zoning	Recommendation
Single Family	Single Family Res. (RS), General Res. (RG), Conservation/Recreation (CR), Planned Unit Development (PUD), Marquette General Overlay District (MGHOD), Traditional Neighborhood-Residential (TN-R)	Single-Family Res. (RS); General Res. (RG)
Multi-Family	Multiple Family Res. (RM), Deferred Development (DD), Planned Unit Development (PUD), North Lakeshore (NL)	Maintain RM current zoning districts.
Mobile Home	Planned Unit Development (PUD)	Rezone to Mobile Home Res. District.
Central Commercial	Central Bus. District (CBD), General 3 (G3), General 5 (G5), Working Waterfront Zone (WWZ), Workshop Flex (WF), Industrial (I), Community Bus. (BC)	Maintain the existing CBD boundaries just change the name.
General/Corridor Commercial	Industrial (I), Community Bus. (BC), Planned Unit Development (PUD), General Bus. (BG)	Maintain zoning similar to BG but amend standards.
Regional Commercial	General Bus. (BG)	New zoning district.
Village Commercial	Community Bus. (BC) and General Res. (RG)	Apply form-based code recommended in Third Street CSDP.
Neighborhood Commercial	General Res. (RG) and Multiple Family Res. (RM)	New zoning district.
Mixed Use	Industrial (I), Community Bus. (BC), Planned Unit Development (PUD), General Bus. (BG), General Res. (RG), Multiple Family Res. (RM), Deferred Development (DD), Office (OS), Founder 5 (F5), Conservation/Recreation (CR), Gateway Corridor-Mixed Use (GC-MU), Traditional Neighborhood-Comm. Res. (TN-CR), Waterfront-Mixed-Use	New zoning district.

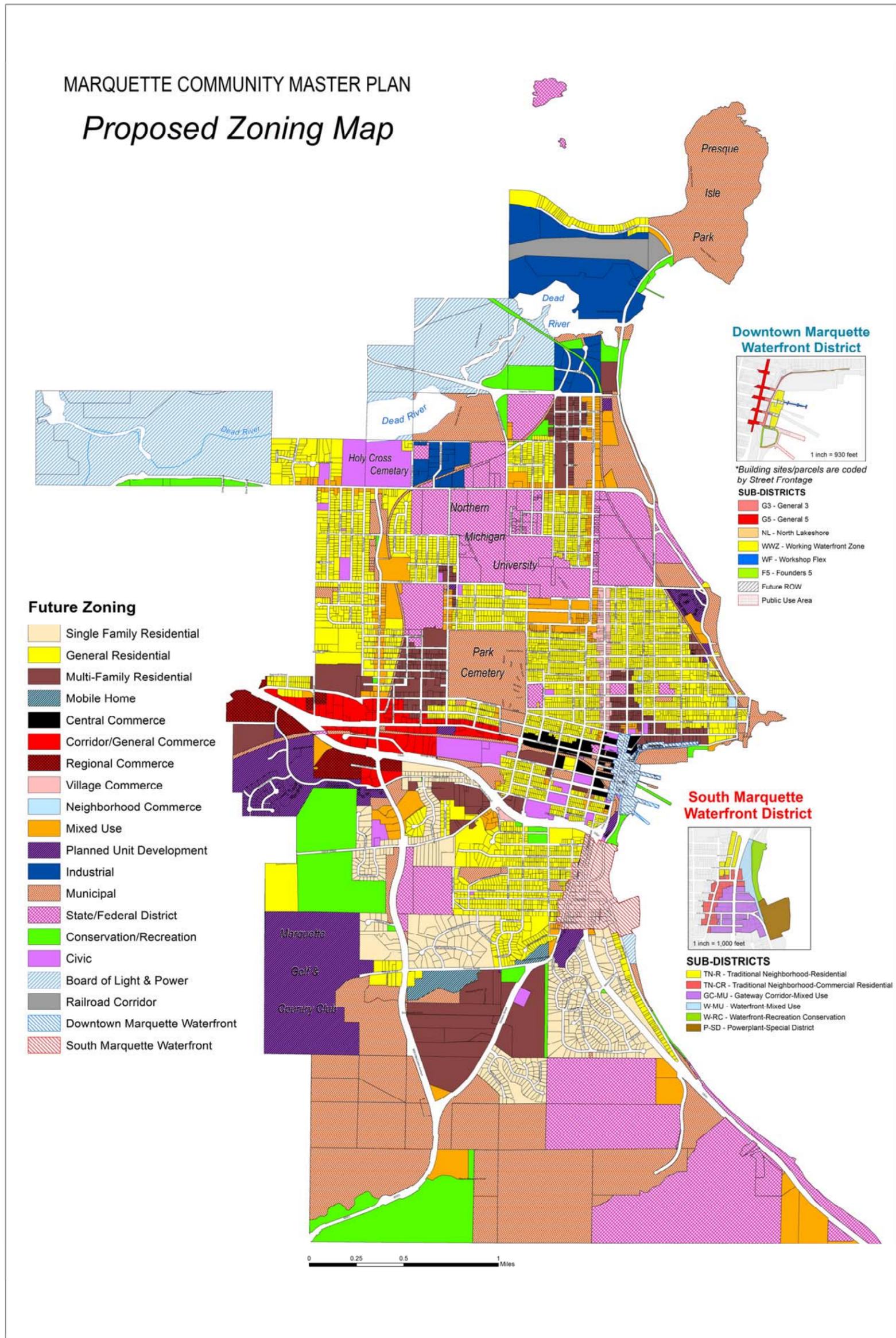
Industrial	Industrial (I) and Conservation/Recreation (CR)	Maintain current I-zoned districts that are being used for industrial activity.
State/Federal	Industrial (I), Community Bus. (BC), General Bus. (BG), General Res. (RG), Multiple Family Res. (RM), Deferred Development (DD), Conservation/Recreation (CR), Central Bus. District (CBD), Single Family Res. (RS)	New zoning district.
Conservation/Recreation	General Bus. (BG), Multiple Family Res. (RM), Industrial (I), Single Family Res. (RS), Planned Unit Development (PUD), Deferred Development (DD), Office (OS)	Maintain the CR district for appropriate properties.
Parks	Industrial (I), General Bus. (BG), General Res. (RG), Multiple Family Res. (RM), Deferred Development (DD), Conservation/Recreation (CR), Central Bus. District (CBD), Planned Unit Development (PUD), Waterfront-Recreation Conservation (W-RC)	New zoning district.
Civic	Industrial (I), Community Bus. (BC), General Bus. (BG), General Res. (RG), Multiple Family Res. (RM), Deferred Development (DD), Office (OS), Conservation/Recreation (CR), Waterfront-Mixed Use (W-MU), Central Bus. District (CBD), General 3 (G3), General 5 (G5), Working Waterfront Zone (WWZ), Single Family Residential (RS)	New zoning districts - Civic and Municipal (see Proposed Zoning Map)
Board of Light & Power	Gateway Corridor-Mixed Use (GC-MU), Industrial (I), Conservation/Recreation (CR)	New zoning district.
Railroad Corridor	Industrial (I)	New zoning district.
Lake Shore Blvd. Relocation	Deferred Development (DD)	Add this to the Municipal zoning district.

Proposed Zoning Map

The Proposed Zoning Map, shown in Figure 3-4 (on the following page) provides geographic locations of the recommended zoning districts and form-based code districts. Many of the proposed zoning/form-based code districts are carried over from the Official Zoning Map existing at the close of 2014, but several zoning districts are being recommended for the first time, as described in the preceding pages. The Proposed Zoning Map will only become legally binding through a separate process of amending the Marquette City Zoning Ordinance, which is planned to follow the adoption of this Master Plan with the conversion of the Zoning Ordinance and form-based code districts into a unified Land Development Code.

The standards for bulk dimensions, yards, parking, signs, and etc. shall generally be similar to existing standards, but proposed standards for all districts will be subject to review by the public, and must be recommended for approval by the Planning Commission in a public hearing for amendment of the Zoning Ordinance, and finally must be approved by the City Commission in a public hearing to adopt proposed amendments of the Zoning Ordinance.

Figure 3.4: Proposed Zoning Map



Recommendations for Zoning Ordinance Improvements

The zoning plan in the previous section identified recommended changes in the number and character of the city's zoning districts in order to implement the future land use plan. It also recommended specific amendments to ordinances that apply to certain zoning and form-based code districts. Below are more recommended changes for the Land Development Code, which are intended to both improve generally upon the current ordinance and to facilitate implementation of the future land use plan.

Development Standards

- Enhance architectural design standards for residential and non-residential uses so that standards applied to new development would require consistency of bulk and setbacks with existing buildings, as well as consideration of general style and materials consistency in residential areas, and promotion of specific materials quality for waterfront districts.
- Establish setbacks from natural features including wetlands and streams.
- Develop incentives for the preservation of open space.
- Implement riparian buffer requirements to prevent runoff from parking lots and other impervious surfaces from entering surface waters.

Planned Unit Developments (PUD)

- Implement an improved procedure of submission for the Zoning Compliance Permit (ZCP) and/or review the fee schedule for phased projects to consider options for reducing the high cost of these permits. Developers typically submit a ZCP for each building when they are ready to build, and thus multiple permits may be required and issued for phased projects. The permits are required to ensure development is in accord with the approved PUD and contract; and to ensure that interior construction meets the city Fire Safety Code; and to provide proof of municipal permission to the County Building Codes authority.
- Implement procedural amendments to ensure that phased projects are eventually completed, or that various phases are constructed independent of one another and sustainable without subsequent phases.

Parking

- The existing parking standards shall be reviewed to determine proper parking ratios for districts and development uses including residential development within commercial areas, recognizing the availability of existing on-street parking and shared parking.
- Potential incentives to encourage shared parking for new uses and redevelopment of existing sites shall be evaluated for incorporation into the zoning ordinance.
- Require hard-surface parking for new rental property applicants prior to approval of applications, and require renewal applicants to also provide adequate hard surface areas for the number of renters.

Site Plan

- Require evaluation of the traffic impact of future large projects.
- Require the project preserves open space where appropriate to preserve natural features including wetlands and floodplains, large-diameter trees, and scenic views.

- Require that existing utility infrastructure be capable of meeting the demands of the proposed development.
- Require that a proposed development minimize the disruption of natural site topography and drainage.
- Require that proposed developments connect to the existing pedestrian/path network where adjacent.

Zoning District Standards

- Review existing zoning standards to determine the tools available to encourage improvement and redevelopment of existing commercial areas within the city.
- Review design standards for Central Commercial and Village Commercial districts to ensure that business are close to the sidewalk to support the standards of a "Walkable Community."
- Revise standards for lot coverage in commercial districts to ensure that new "big-box" stores and other extremely land-intensive businesses are limited to the recommended Regional Commercial districts.
- Consider overlay zone or other approaches to limiting density of development permitted with environmentally sensitive areas.
- Review the uses allowed in districts intended principally for single-family residential use and identify uses permitted that are inconsistent with the district intent and other uses that are not currently permitted that should be considered.
- Review setback and height standards to determine that standards reflect and protect the character of neighborhoods.
- Consider establishing regulations concerning medical marihuana related to land use and districts, in consultation with the City Attorney.
- Review regulations concerning sexually oriented business and district locations.
- Establish regulations to permit development of private property while protecting important viewsheds along the waterfront and other identified viewshed areas.

Governmental Immunity

- Like state and federal land, municipal property that is being used for functions of government is exempted from zoning authority (in this case its own ordinance). The zoning ordinance (and/or other relevant codes) should also provide allowances for the application of governmental immunity to certain projects conducted by the municipality. A process should be developed to determine whether or not specific projects undertaken by the municipality are appropriate and qualified to be considered immune from its zoning ordinance, including who makes this determination, specific criteria for establishing exemptions, and an appeals process.

As mentioned in previous sections of this chapter, the Community Development Dept. will (beginning in 2015) facilitate the creation of a "Land Development Code." A consultant will be hired to work with the staff and Planning Commission to conduct a comprehensive revision of the City's zoning ordinance, and to combine that revised ordinance with the adopted downtown form-based codes and the code developed for the N. Third St. corridor, as well as the other land-use related ordinances that the city staff is charged with enforcing.

Other Policies Related to Planning and Zoning

The following is a partial listing of policy and ordinance concerns that should be addressed during the revision of the creation of the Land Development Code. The items listed below are some of the most important to review.

Conditional Rezoning

A thorough process for the consideration of applications for conditional rezoning should be developed, along with criteria for approval of such applications. In order for this option to be available to landowners wishing to re-zone property, including as a condition of sale, there have to be provisions in the zoning ordinance to address the conditional rezoning option.

Transportation

- Codify access management standards to maintain street capacity and minimize traffic conflicts.
- Resolve conflicts between zoning ordinance provisions and city code standards for curb cuts, and include revised standards into a comprehensive access management ordinance/code subsection of city code.
- Resolve conflicts between zoning ordinance provisions and city code standards for "clear vision triangles" at intersections.
- Establish bicycle parking requirements and standards for new large-scale commercial and residential developments in all districts.

Sign Ordinance

A critical review of the sign ordinance is likely to establish that several improvements are in order, including:

- A more refined method of allocating signage to businesses with multiple tenants in one building, particularly in the Central Business District. Such a review should be undertaken with the planned overhaul of the zoning ordinance and form-based codes.
- A revision of exemptions (signs exempt from ordinance standards) and definitions that takes into account sign content neutrality.
- The inclusion of detailed standards for murals that are proposed to serve as signs, and those that are not intended as signs (graphic advertising).
- Creation of standards for the form-based code districts and any new zoning districts.

Central Commercial District

Progress in the downtown core of the city has been impressive during the past decade, as the lead photo in the Executive Summary shows, but there are a number of land use and policy decisions that could further improve the downtown to create an even more attractive shopping, service, dining, and entertainment destination for people visiting from outside of town. These priorities are shared by the Downtown Development Authority and the Planning Commission:

- A wayfinding project should be undertaken to recommend and erect/place directional and interpretive aids for visitors and residents around the downtown and waterfront districts.

- Implementation of a parking management plan. A study was conducted by Nelson-Nygaard and Associates that made many recommendations for the downtown and N. Third St. districts.
- A market analysis of retail and other business activity should be conducted.

Master Plan Maintenance

A master plan is not a static document. It must continuously be maintained and updated if it is to remain valid. This plan calls for the Planning Commission to review it regularly - each year - and for an in-depth review to be conducted a minimum of every five years as required by the Michigan Planning Enabling Act. Below are recommendations on key indicators that the City of Marquette Planning Commission can use to determine the need for a plan update.

Changes in Current and Projected Conditions

The master plan is based on certain assumptions concerning the growth of the city, and these assumptions are contained primarily in the plan's factbook and are reflected in the future land use plan. It is important for the Planning Commission to regularly monitor these assumptions to determine if they are still valid. If they become invalid, the planning commission must determine what the changes in circumstances mean for the CMP's goals and recommendations. Some of the critical assumptions include the following:

Adjacent Planning and Zoning

Changes in the Master Plans and/or zoning maps of Marquette Township, Chocolay Township, and Marquette County should be reviewed to consider their impact on the City's plans. Particular attention should be given to changes that increase the intensity of land uses adjacent to the City. The Michigan Planning Enabling Act requires the townships and the county to notify the City whenever it is proposing to adopt changes to their plans. The Michigan Zoning Enabling Act does not contain similar coordination requirements, but as discussed above, the City could enter into arrangements with the townships to notify it of proposed rezonings within "500" feet of the City boundary in return for the reciprocal notification by the township.

Transportation

Major changes in the traffic flow on the arterial streets in the City could have significant impact to land uses, neighborhoods, and to other streets that traffic may divert to either temporarily or long-term. The City should continue to monitor traffic counts and accident rates at key intersections to identify potential congestion/delay points and/or safety issues.

Utilities

The master plan identifies portions of the City that are not served by municipal water and sewer, but does not explicitly anticipate expansion to those areas. Any expansion of that service area could affect the proposed development of those areas. The Planning Commission should be kept abreast of the status of utility improvement plans.

Master Plan Goals and Policies

A master plan is based both on the facts that describe the conditions in a community, and the municipality's vision of the future. That vision is outlined in the community's goals. For

example, the current breakdown of various housing types is a fact. Community attitudes can change over time, which means that goals may change in time even though the facts have not. The master plan's recommendations describe how a community is proposing to reach its identified goals. Effective policies can also help a community reach the master plan's goals.

Housing Cost

Changes in housing cost in comparison with household income impacts housing affordability. An increase in the housing affordability gap may justify consideration in changes to future land use plans or other housing policies to increase the supply of affordable housing. Measuring changes in housing costs is complicated because cost is not directly tied to changes in housing values and rents. It is also impacted by turnover rates for owner-occupied dwellings (not every property owner buys a new house every year) and other housing costs, such as energy, utilities, and insurance. The Census Bureau provides data and estimates that measure housing cost (as shown on p.4-14) and the change in housing costs. The City can also get a rough measure of housing cost by comparing changes in property values (provided by assessing data) and changes in rents based on a random sample of rental units if so desired.

Annual Review

The Planning Commission will hereby implement a new policy to hold a review of the Community Master Plan recommendations and the future land use/zoning plan on a regular basis, dedicating at least three regular meeting work sessions to this task annually. At least one work session should be scheduled to occur in the fall months to begin the review, and at least one should be scheduled during the winter months to complete the review. As part of review of a master plan, the Planning Commission should look at the plan's goals and recommendations and ask the following:

1. Is there a need to modify the vision/goals and/or recommendations of the plan based on changes in conditions in the community?
2. Have there been changes in community attitude that require the plan vision/goals to be reviewed?
3. Have the current plans recommendations been or not been effective in implementing the stated recommendations?

Although review of the master plan is recommended to be conducted each year as stated above, many problems with a master plan will become obvious during consideration of a rezoning. It is important to continue to reference the master plan for each rezoning request, but this review should also consider if amendments to the master plan are in order as a result of findings from the rezoning requests. This is covered in more detail in the subsection on referencing the master plan for zoning reviews.

Five Year Review

Under the terms of the Michigan Planning Enabling Act, the Planning Commission must review the master plan at least every five years to determine if there is a need to update it. The procedures outlined above can be followed at that time to meet that requirement, but there are also detailed guidelines available from Michigan State University Extension (the Land Use Series *Check List for Adoption of an Amendment to a Plan*) that should be consulted in order to comprehensively evaluate the need for a Master Plan amendment. The findings and determination should be recorded in the minutes and through a resolution attached to the appendix of the Plan.

The review should be a formal process if the Planning Commission intends it to serve as compliance with the requirements of Section 45 (2) of the Michigan Planning Enabling Act. This means there should be a record of the factors outlined above (or others, including those found in the aforementioned MSU-E *Check List*) that were reviewed, and the basis upon which the Planning Commission determined an update was or was not necessary. The findings should be set out in a resolution adopted by the Planning Commission. The Planning Commission's annual review of the CMP will also be helpful for making a good determination of the need for amendments when the five-year review comes due.

Using the Master Plan for Zoning Ordinance Amendment Review

In considering a rezoning request or a proposed text amendment, the primary question to ask is; "Does this zoning amendment conform to our master plan?" Subsidiary questions follow:

- Was there an error in the plan that affects the appropriateness of the proposed amendment?;
- Have there been relevant changes in conditions since the plan was approved that affect the appropriateness of the proposed amendment?; and
- Have there been changes in the community's attitude that impacts the goals and objectives of the plan and affect the appropriateness of the proposed amendment?

Answering these questions should answer the question of whether or not a zoning amendment is appropriate, and that should frame the reason within the context of the plan. This method of analyzing a request rests on the assumption that a request that complies with a valid plan should be approved and that one that does not comply with a valid plan should not be approved (the principal exception to this rule would be text amendments intended to improve administration of the ordinance). Further, it assumes that the three circumstances that would invalidate a plan are:

- an oversight in the plan;
- a change in condition that invalidates the assumptions that the plan was built on;
- or a change in the goals and objectives that the community set for itself.

Oversight

An oversight in a master plan can be an assumption made based on incorrect data, an area on a future land use map that is incorrectly labeled, or other factors, that if known at the time of the master plan adoption, would have been corrected.

Changes in Conditions

A plan is based on the assumption that certain conditions will exist during the planning period. If those conditions change, then goals, objectives, and land use decisions that made sense when the plan was adopted will no longer be valid and a zoning amendment that was not appropriate before may be appropriate now.

Change in Policy

In the end, a master plan is based on the community's vision of what is the best future for their municipality. When that vision changes, the master plan should change. When a zoning issue results in a change in vision, a decision can be made that is contrary to the current

master plan as long as that new vision is first explicitly incorporated into the master plan. Unless the master plan is amended to reflect changes there should be no recommendations made to approve proposals that are contrary to the master plan.

Consistency with the Master Plan

The issue of consistency with the Master Plan can vary based on the master plan concerned. For the purposes of this plan, consistency with the Master Plan in the case of a rezoning means it is consistent with most of the recommendations, as well as the Future Land Use Map. In the case of a proposed text amendment, consistency means it is consistent with the vision statement and goals and most of the relevant recommendations.

Additional Considerations Related to Zoning Ordinance Text Amendments

Changes to the text of a zoning ordinance should be evaluated not only on the standards outlined above, but on other possible criteria that may not have any impact on the goals and objectives of the Master Plan. These “plan neutral” changes are appropriate when:

1. The text change is necessary to clarify a provision of the ordinance
2. The text change is necessary to correct an error in the ordinance
3. The text change is necessary to improve administration of the ordinance or to better serve the community
4. The text change is necessary to address a provision that is determined to be inconsistent with state or federal law

Two points should be made. First of all, the factors for consideration (oversight, change in condition, or change in goals or policy) can work in reverse; making a proposal that otherwise seems appropriate, inappropriate. Secondly, these factors should not be used to create excuses for justifying a decision to violate the master plan, or to change it so often that it loses its meaning.

Rezoning Requests

A rezoning request has the potential to significantly affect both land use and transportation impacts on the subject property and on surrounding properties. This is one of the most significant land use actions that come before municipal decision-makers, and the zoning ordinance explains the process for rezoning in detail. As with amending the zoning ordinance due to changes in community values and goals (vision), unless the master plan is amended to reflect changes there should be no recommendations made to approve proposals that are contrary to the master plan. Figure 3.5, on the following page, illustrates the decision tree for reviewing a proposed rezoning request.

Figure 3.5: Decision Tree for Planning Commission Review of a Proposed Rezoning

