



Frankfort Master Plan

Adopted May 11, 2010



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Each chapter starts on a new page requiring some blank pages on the left side.*

City of Frankfort, Benzie County, Michigan

Master Plan Update

May 11, 2010

City of Frankfort Planning Commission

Danny Bartley
James Campbell
Julie Clingman
Kathryn Condon
Edward Duncan
Joseph Hommel (#)
Robert Johnson
Timothy Larson
Michele Larson
Akihiko Machida
Andrew Martin
Nancy Marshall
Suz McLaughlin (#)
Bruce Ogilvie, Chair
Douglas Rath
Patricia Storrer (#)
JoAnne Strohmer

This list includes all who served as Planning Commissioners, between the start of this project in 2007 through Adoption in 2010. (# denotes member of Draft Master Plan Public Comment Review Committee)

Citizen Members of Draft Master Plan Public Comment Review Committee

James Campbell
Robert Dittrich
William Higman

City of Frankfort Superintendent

Joshua Mills

The many hundreds of individuals in the community who have shared their thoughtful comment at all stages of the process.

Business Donors

Garden Theater
Estate of late David Gilroy, for Harborside Storefront
Still Grinning Catering
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Executive Summary



The City of Frankfort Master Plan is the culmination of eighteen months of work by citizens of Frankfort and the City's Planning Commission. This Plan establishes a vision for a sustainable future for this City, containing recommendations that will guide future land use and development decisions. It is a "road map" for the evolution of this City that seeks to remain vital and self-contained.

The long-term nature of a Master Plan is both intentional and required by the State of Michigan Planning Enabling Act of 2006. The contents of the Master Plan are regulated by Public Act 33 of 2008, known as the Michigan Planning Enabling Act and is detailed below.

"125.3807 Master plan; adoption, amendment, and implementation by local government; purpose.

Sec. 7.

- (1) A local unit of government may adopt, amend, and implement a master plan as provided in this act.
- (2) The general purpose of a master plan is to guide and accomplish, in the planning jurisdiction and its environs, development that satisfies all of the following criteria:
 - (a) Is coordinated, adjusted, harmonious, efficient, and economical.
 - (b) Considers the character of the planning jurisdiction and its suitability for particular uses, judged in terms of such factors as trends in land and population development.
 - (c) Will, in accordance with present and future needs, best promote public health, safety, morals, order, convenience, prosperity, and general welfare.
 - (d) Includes, among other things, promotion of or adequate provision for 1 or more of the following:
 - (i) A system of transportation to lessen congestion on streets.
 - (ii) Safety from fire and other dangers.
 - (iii) Light and air.
 - (iv) Healthful and convenient distribution of population.
 - (v) Good civic design and arrangement and wise and efficient expenditure of public funds.
 - (vi) Public utilities such as sewage disposal and water supply and other public improvements.
 - (vii) Recreation.
 - (viii) The use of resources in accordance with their character and adaptability."

It is the responsibility of this document to establish the Community Vision for the future after a period of intensive study and discernment. It advocates long-term policies, establishes goals, and provides action plans and guidelines for achieving them. Indeed, many of the specific projects described in this Master Plan may be unattainable within the next twenty-five years. Nevertheless, these projects are the physical expression of the policies, goals, and objectives of this Plan. Over time, there will be additional projects added, and others removed from the Plan in the course of regular updates. The citizens of Frankfort with its Planning Commission are required to re-evaluate their goals, objectives, and policies every five years, testing that the values expressed in this Plan, remain true to the community vision. In conclusion, the vision expressed is not a static one; rather it is dynamic and every changing: a work-in-progress for many years to come.

The Master Plan is divided into different sections. Sections describing the history of the community and the diversity of communities within the City help to paint a picture of Frankfort, as it existed in 2009 and 2010.

The Future Land Use Plan is divided into five sections: Land Use, Transportation, Economics, Natural Environment and Implementation. These sections describe each future land use district, how it relates to the zoning ordinance, as well as a full description of the street and transportation network required. The transportation section also contains recommended Complete Street profiles, used as a design template for each category of street. These physical recommendations help provide a clear picture of the future goals and actions necessary to fulfill the vision of the Master Plan.

While reading the Master Plan, care must be taken to remember that this document is required to consider development decisions that will take place over the next 25 to 50 years. The plan does not attempt to provide a "working blueprint" that requires the removal, modification or restructuring of existing buildings, structures, roads or spaces to fulfill its purposes. Nonconforming structures and uses are vital, integral parts of the community, as it exists. Therefore, the plan does not advocate the removal or modification of any of these structures. Rather, it establishes a policy for new construction and development that will continue to integrate and reflect the diversity of spaces and architectural style, the history and culture that is uniquely Frankfort.

Citizens understand that their purposes for Frankfort's future are reflected in this Master Plan. They have planned this as a

manual to guide the future well-being of this City, being continually mindful of the obligations to its past and the sustainability of its future.

The Master Plan represents the values expressed by the citizens of Frankfort over an eighteen month period of intense activity, reflection, questioning, and conversation. The values expressed during this process and the resulting ideas developed are driven by community goals, policies, and objectives tested during twenty-seven different public sessions and work-study sessions.

Public Engagement

Over the course of the last two years, the City has engaged in a dialog with its residents and other stakeholders about the future of Frankfort. The full extent of this dialog is contained in two reports, "The Frankfort Master Plan Assessment" dated May 30, 2009 and the "Summary of Frankfort Master Plan Public Workshops" dated September 8, 2009. Both of these documents are available at City Hall, the Frankfort Public Library and on the City's website. The input received during this process, as well as comments received during the State required review period, is the basis of the Frankfort Master Plan 2010

Vision for the Future of Frankfort

"The City of Frankfort is committed to providing a remarkable quality of life for a diverse group of residents and businesses that reflects the City's small town sense of community and unique physical and cultural character, while creating a City that is economically, environmentally and culturally sustainable."

This vision is the guiding force behind the Master Plan and the recommendations contained herein have been designed to reflect this community vision for the future.

Achieving the Vision

A vision is only as good as the implementation blueprint in the Master Plan. Developing the vision for this community, the citizens of Frankfort described the important physical characteristics and community values essential to defining the character of the City. The concept of "small town connectedness" between people, the water, view spaces, the history of the city and architecture with its physical appearance, each, and all together, describe the identified values of this community, as identified by most workshop and vision session participants. The method of implementing the vision while maintaining these essential characteristics is the work of this document and the enforcing zoning ordinance.

In Frankfort, this means the slow, careful, skillful integration of new development among the existing elements, already valued by the citizens. Many projects, goals, and objectives contained in these pages will be achieved in a few years, others, many years from now, if ever. Beyond the visionary aspects comes the reality that an infrastructure change involves significant investment. Initial public funding needs to target projects that will act as cata-

lysts to attract private investment and new capital activities. The City government must remain committed to a conservative fiscal approach to infrastructure change, ensuring that local public funds are leveraged through significant outside fund opportunities, and matching grants.

One method of leveraging private investment through use of public funds is the formation of a Downtown Development Authority (DDA) or Main Street Corridor Improvement Authority (CIA). These quasi-public entities receive funds through Tax Increment Financing (TIF) methods.

One explanation of a TIF is the capture of taxes on building improvements within a designated area or district.

A TIF district does not create a new tax or require additional payments from landowners. A TIF captures the difference in property tax between the baseline assessment before improvements, and the new assessment after a property improvement with the TIF district.

A TIF District retains taxes generated by building improvements, rather than allowing those tax increases to leave the immediate location.

The retained taxes will improve infrastructure, provide funds for matching grants, collective business marketing for the TIF district, events that benefit the district directly, landscaping, maintenance, even parking facilities, and the staff to oversee district operations.

Simply stated, TIF captures increases in property tax generated from improvements within the district that creates the improvements, for the further improvement of the TIF district.

What happens in Frankfort today, when property values increase?

New taxes generated by buildings and property improvements leave the City. An actual scenario of lost tax dollars is included, as a demonstration of the potential improvement in retained funds using TIF.

One significant, and often repeated, statement concerned the numbers of businesses only open in the summer. The public wants a year round business community. Currently seasonal businesses are operated to meet the expectation of the public they serve and they do not have year round customers, even in the "shoulder" seasons of spring and fall, therefore they close for the non-productive periods of the year. A principal mission of a TIF District is to increase marketing activity to create increased customer traffic.

What are the steps necessary to shift to a year-round economy?

The City of Frankfort demonstrates, through its formal documents, compelling evidence of a progressive, sustainable forecast for the future. Providing evidence that will attract year-round customers, promotes an increasing year-round population base, and a willingness to provide the infrastructure to allow “new economy jobs” (i.e, knowledge industry and technology- driven entrepreneurial businesses, health care, professional services, adult and respite care, personal services and financial service organizations for home health care, etc.). The TIF “key” unlocks that future, along with a renewed business community model, TIF creates new marketing and merchandising funds that clearly identify Frankfort to its target market.

The individuals interested in an improved quality of life, seek quality education, walkable and safe communities, small town connectivity, high quality natural features, parks, recreation, along with a committed and invested public government, combined and prepared to demonstrate through Master Plan, Land Use Plan and Zoning Ordinance a flexibility to adapt this high quality of life to newcomers and residents alike.

Because of the outstanding quality of life available in Frankfort, this City has a recruitment advantage over similarly sized communities in Michigan, and across the upper Midwest. While it takes considerable effort to recruit and attract this type of investment, there is strong evidence that the City’s aggressive steps to create a more sustainable community have started the process. The timing of the Master Plan update has the City well positioned to market this sustainable vision of the future and leverage the quality of life, physical and cultural amenities available in the surrounding counties.

Chapter 1: History of Frankfort



The following history was written by Steve Harold, Archivist and Historic Researcher in the Grand Traverse Areas and Director of the Manistee County Historical Museum, and Bruce Ogilvie, the chair of the Frankfort Planning Commission. The bulk of this material was first prepared for the 1993 City of Frankfort Comprehensive Plan.

The complete history of the City of Frankfort and surrounding area is chronicled in a number of publications, including the recent publications of the University of Michigan Press in 2008: Grant Brown, Jr., [Ninety Years Crossing Lake Michigan: The History of the Ann Arbor Car Ferries](#); and Jonathan P. Hawley, [Point Betsie Lighthouse: A History of the Lighthouse and Life Saving Services](#). Earlier, [Port City Perspectives](#), [150 Years of Frankfort](#), by local historians Florence Bixby and Peter Sandman, provided valuable insight and documentation of the recent history of the area.

Frankfort claims establishment as a place beginning in 1856, with the establishment of the first 'European' settlement. Clearly, earlier settlements of more ancient people occurred at various times in the valley and estuary of the Aux Bec Scies (Betsie River).

There is little hard evidence of Native American activity within the bounds of Frankfort. However since the harbor was the only point of refuge for many miles of Lake Michigan shoreline, it was certainly used at least for brief stops of several hours to many days and as a staging point for further activity upstream on the Betsie River. Similar occupation by fur trappers and an occasional trader would have taken place in the historic period (1600 to 1860). A number of these sites may undoubtedly exist within Frankfort and are deserving of protection, if locations are known. Father Jacques Marquette, one of the first Jesuit missionaries to the Great Lakes Indians, may have died and been buried in Frankfort in May of 1675. Very limited and inexact records make the death site a matter of considerable debate among historians. Frankfort is one of two locations attributed as the death site by the natives since the earliest settlers arrived in northern Michigan and one of at least two sites claimed by historians. In any case within two years the remains were taken to the church at St. Ignace and given a traditional Indian burial.

The land which was to become the City of Frankfort was recognized at an early date for its economic and commercial potential because it was nearly all purchased by the contractors who surveyed the land for the United States: the Risdon family. The first known settler in Frankfort was Joseph Oliver who purchased

the fourteen acres between Lake Aux Becs Scies and Lake Michigan in 1852 and built a small cabin. Oliver was a woodsman who lived off the land: fishing, hunting, trapping and cutting timber. In 1855 a schooner owned by George W. Tift of Cleveland was caught in a gale on Lake Michigan and driven before the wind. Imagine the surprise of Captain Snow when he found a previously little known river outlet and harbor which provided a safe refuge. Thus, Aux Becs Scies Lake was discovered by an outside investor, George W. Tift, who purchased most of the land around and adjoining the lake (more than a thousand acres all together).

In 1859 a company from Detroit owned by Ransom Gardiner, George S. Frost, and others purchased the Tift lands and commenced development of Frankfort within the year. In September, Louis A. Doby moved to the area as agent of the developers with John H. Adams to oversee the work. They sent along a sawmill and A.S. Dow to manage that phase of the development. Descendants of the Dow family—founders of the Dow Chemical Company—are unaware of any relationship to A.S. Dow. Doby held a contract to dredge a new channel so the harbor would be available for navigation by all types of craft. He also constructed a building for the firm which served as a hotel and store. The first lot in the development near the west end of Forest Avenue was sold to William H. Cogshall. He built a large home for his family but his dwelling also served the fledgling community as a hotel and for religious and political meetings. The second lot, also at the west end of Forest Avenue, was purchased by Dr. Alonzo J. Slyfield, who served for 22 years as keeper of the Point Betsie Light House. Although the development had a promising start there was relatively little activity during the Civil War years. Virtually all of this early development took place in the area of First, Second, Third, Fourth, and Main Streets and Forest Avenue.

By 1867 the United States government recognized the importance of Aux Becs Scies harbor and commenced improvements. Doby's work from 1859 had completely disappeared and a channel was dredged at the south end of the strip of land dividing the two lakes. Shortly an enthusiastic newspaperman reported four to ten vessel arrivals a day and new settlers in droves. Stores were built and a large hotel, the Delbridge House, opened for business. A post office had been established in 1860 with Cogshall as postmaster but was eventually closed for want of business. This was reopened in 1867 with N.W. Nelson as postmaster. Among the other early settlers were Jacob and Charles Voorhies, J.B. Delbridge, Dr. T. Harvey, and J.B. Collins who opened his drug store in 1869.

Although the initial opening of the harbor was in 1867 the work was actually ongoing for several years. By 1870 the channel was 200 feet wide and had a south pier of 600 feet while the north one measured 550 feet. A depth of about nine feet was maintained which allowed most of the vessels on the Great Lakes to enter the harbor. In 1873, the United States Lighthouse Service established the first pier head light to mark the entrance. In 1887 a United States Life Saving Station was established on the south side of the harbor. In 1934, as the United States Coast Guard, this station was moved to large new quarters on the Frankfort side of the channel. The original piers had been extended until they reached a length of 2,000 feet in 1912. Between 1929 and 1932 the breakwaters were built to protect the harbor at a cost of over a million dollars and the old piers were reduced in length.

Crystal Lake Township was organized in 1859 and initially included all of the present Benzie County. The first Township meeting was held in the spring of 1860 at Frankfort in Doby's (the development company) store. The Benzie County government was organized by Public Act 385 of 1869 and local citizens set off in search of a county seat and a courthouse. After two elections, Frankfort was chosen and the Supervisors met in the community for the first time in April of 1870. Although the first session was held in the Saterlee Hotel later sessions were held in a two story commercial building on the corner of Second and Main Streets. However, in 1872 new elections were held and citizens of the county decided to move the county seat into the country side east of Benzonia. Frankfort contested the move and managed to retain the seat of government, at least in name, until 1876. Following another election in 1894, the county seat returned to the community and a large school building was converted to a courthouse. Although the matter was frequently debated the county seat remained in Frankfort until 1908 when citizens voted to move it to an abandoned church in the Village of Honor.

In October of 1873, the citizens of Frankfort unanimously petitioned the circuit court to become a village under a new act of the State Legislature. The petition was granted but the effort failed when the State Act was declared unconstitutional. In 1885 the citizens petitioned the State Legislature in the normal fashion and the incorporated village of Frankfort was established by Local Act No. 352 of 1885 on April 1 and by Local Act No. 352 of 1885 on May 14. (Legal boundaries of Frankfort are: Government Lots 2, 3, and 4 of Section 21; the Southeast Quarter of the Northeast Quarter of Section 21; the South Half of the North Half of Section 22; Government Lots 1, 2, 3, and 4 of Section 27; and the Northwest Fractional Quarter of Section 28 of Township No. 26 North of Range No. 16 West.)

Frankfort has enjoyed a steady growth over the years and by the 1930's had reached a population whereby they could become a city. Accordingly, voters of the village elected to become a city of the fifth class on March 11, 1935, with 229 votes in favor

and 127 against. There was no change in the boundaries of the original village.

The first school in Frankfort was established as District No. 2 of Crystal Lake Township in January of 1868. School opened within a short time in temporary quarters near Lake Aux Becs Scies between Third and Fourth and was taught by W.H. Marsh. A school measuring 25 by 50 feet in size was built the following year on a lot set aside by the development company for that purpose on the corner of Leelanau and Seventh Streets. This building was gradually enlarged and the "graded" plan was adopted after 1881. The first students graduated from the 12th grade in 1884. Over the years the school has remained at the same location with the new buildings constructed as necessary. For many years a County Normal school was also provided at Frankfort.

The first religious services were held in the development company's boarding house in 1867. In January of the following year, the first pastor arrived. In 1871 they built the Congregational church at 431 Forest Avenue at a cost of \$5,000. Methodist services were held as early as 1867 and their first church was constructed in 1876. The Second Evangelical Lutheran Church was built in 1883 and St. Ann's Catholic Church in 1895.

After the burst of development in 1867 the community of Frankfort settled into a period of slow steady growth. A decade later 19 commercial businesses were listed in a State Gazetteer including three general stores, two drug stores, two furniture stores, a grocery, a meat market, a hardware store, and two hotels. The community enjoyed the services of a doctor, a lawyer, and a dentist. A similar listing shortly after the turn of the century shows over a hundred commercial enterprises.

The first industrial enterprises in Frankfort were all related to the readily available natural resource - wood. The 1877 Gazetteer lists two lumber, shingle, and wood dealers, two sawmills and a broom handle manufacturer. Although emphasis remained on wood over the years it eventually turned to fruit processing and other light industries.

In 1889 a new firm, the Frankfort & Southeastern Railroad, was organized to build a railroad. Although the railroad had many local investors the majority of the stock and control was held by mysterious outsiders, who were probably connected with James Ashley of Toledo, Ann Arbor and Northern Michigan Railroad. Late that year the tracks were constructed to the county line and connected with the Toledo, Ann Arbor, and Northern Michigan just east of the present village of Thompsonville. For two years a local train provided connecting service with the Ann Arbor line until the latter railroad actually purchased the Frankfort & Southeastern. They immediately started running through trains and transshipping freight across Lake Michigan from a warehouse at the west end of the village. This package freight was all handled by hand from rail cars to the warehouse to the boats. Vessels

which carried the freight included the ALICE STAFFORD, the OSCEOLA, and the CITY OF MARQUETTE which made 71 round trips to Kewaunee in 1892. The same year the railroad ordered two car ferries and built a spur and slip on the south side of the harbor. By 1893 the railroad had moved their entire operation, including the tremendous cross the lake freight business, to the new location virtually abandoning Frankfort.

The railroad continued to serve Frankfort with passenger and local freight service. In 1901 they proceeded to develop their extensive property in the southwest part of the village, the area known as “the island” because it was between the old channel and the one constructed in 1867. On the site, a magnificent five-story hotel five hundred feet in length was built. The building, known as the Royal Frontenac, enjoyed direct rail and steamboat service quickly developing a good clientele among the wealthy of Ohio, Detroit, Chicago, and other places. Unfortunately, this railroad operation was also short lived for the Royal Frontenac burned to the ground in a fire of mysterious origin on January 12, 1912, and was never rebuilt. The Royal Frontenac initiated tourism development in Frankfort and seasonal housing has since been constructed near its original location but also near Lake Michigan, the traditional tourist attraction. The Ann Arbor Railroad continued to provide passenger service to the community until 1954 and freight service until 1982.

In recent years small industries have continued to be developed in Frankfort. However tourism has grown steadily to a position of dominance from its start by the railroad after the construction of the Royal Frontenac. Tourists were originally drawn to the community because of its scenic and restful qualities but in recent years sport fishing has added thousands of visitors annually.

Frankfort got its start as a harbor along a main transportation route—the Lake Michigan coastline. Its location was selected due to its natural harbor. Early in the community’s history with fur trade, and later with the lumber industry the City’s location retained its importance due to the Betsie River. This is a classic “colonial” geographic economy situation. By that it is meant the City’s location is where a “step” in transportation modes takes place. In this case Frankfort became a service center for the surrounding farming community. Farm products were sold to merchants in Frankfort for shipping elsewhere. Lumbering, like what was going in Manistee or Muskegon, with 400 or more miles of river servicing a major watershed and major manufacturing-lumber mills, was not a major industry in Frankfort. Forest products provided important farm income but remained secondary to the agricultural community which grew with the Homestead Act and end of the Civil War. Frankfort was not a lumber town, but purchased forest products (firewood, fuel for the Elberta Iron Mill, and minor wood processing).

The main trade and “step” in transportation centered on merchants and agricultural service industries. The City’s main existence is based upon an exploitation of raw material (agricultural crops) and their export. The merchants/agricultural service industry owners were the builders and owners of the large homes in the city. Otherwise, major industry owners and investors are from outside the community.

The advent of the Ann Arbor and Northern Michigan Rail Road perpetuated the “step” in transportation function for the Frankfort/Elberta area longer than might have occurred otherwise. Thus much of the Frankfort’s economy is dependent on its location and the prevailing modes of transportation: boat and rail. This is particularly true as Frankfort never developed an industry which extracted a natural resource beyond agriculture and timber. When lumber was depleted, there were no other resource extracting industries to take its place, such as with Ludington’s or Manistee’s chemical and salt factories. Also starting in the 1950’s and continuing to today, transportation modes have shifted toward the automobile. This has made necessary a fundamental change in the character of Frankfort and its economic place.

The recent history of Frankfort is reflective of the more general history of the United States during the last sixty years. Overarching this recent time is the continuation of the tourist trade that is, arguably, the continuing, and dominating history of the last hundred years. The arrival, and departure, of the Ann Arbor Car Ferry fleet, the opening and closing of Pet Ritz Pie Factory, the establishment of small and medium sized manufacturing plants for the auto industry, because the Ann Arbor Railroad provided good transportation of raw materials and finished goods to the Southeastern Michigan auto plants, have all contributed to the maintenance of a diverse, self sustaining economy on the northwestern boundary of the lower peninsula of Michigan. When the Ann Arbor Railroad ceased operation soon after the end of the Car Ferry Services, a significant change of pattern emerged. By 1985, the City of Frankfort was experiencing unprecedented unemployment and dislocation of the original population.

By 2000, the results of population dislocation, the loss of locally owned and operated businesses, the increased dependence on automobile and truck borne transportation, and the increasing urbanization of the Grand Traverse Region had changed the character of Frankfort, and the surrounding Benzie County. The local Chamber of Commerce and the Convention and Visitor’s Bureau use the tagline in the advertising – Northern Michigan Preserved – what they are really saying, is this part of Michigan is much like it was in the 1950’s and 1960’s. Among the characteristics remains a predominant rural overtone, frequently dominated by automobile borne visitors and limited employment opportunities outside of the tourist driven, service industries.¹

¹ *Benzie County Convention and Visitor’s Bureau Guide to Benzie County, 2008*

The 2008 City of Frankfort would be recognizable to the residents of forty and fifty years ago. It is, in that very real sense, Northern Michigan Preserved. The essential character of this small city is residential – however, it is home to fewer full time residents than at any time in its recent past. Many of the traditional homes have become the part-time vacation residences for out of state and downstate people, who want to experience the “small town” life that Frankfort offers. Without significant manufacturing, industrial, or essential industries, the economy of the City revolves around the preparation for and living through the traditional tourist season – beginning early May and ending sometime in early October fulfilling the phrase, “Leafs to leaves,” attributed to one local wag about the Frankfort economy. Significant exceptions exist: Paul Oliver Memorial Hospital, Graceland Fruit, Frankfort Manufacturing, Production Industries, Luedtke Marine Engineering, and others, continue to provide meaningful work and long-term employment to area residents.

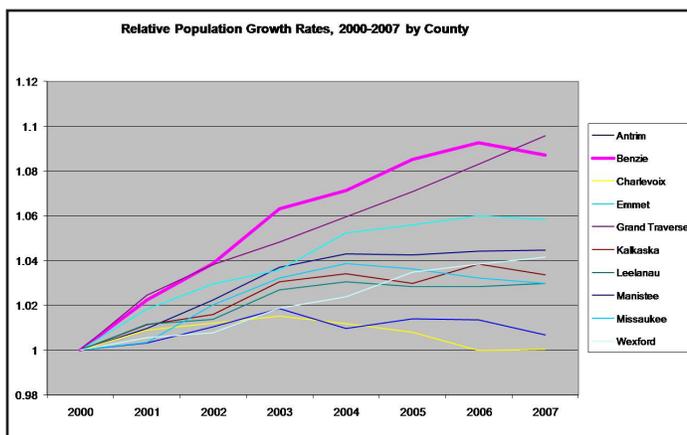
It is here where the natural landscape and man interact that dominates the notable features of Northwestern Lower Peninsula of Michigan. The ability to traverse this region of sand dunes and forested land begins with access. The City is connected by the Frankfort – Elberta Beach to Beach Trail that surrounds Betsie Lake connecting to the Betsie Valley Trail – a Rails to Trails Project of Michigan Department of Natural Resources. The Betsie Valley Trail extends southeast from Betsie Bay to Thompsonville, following twenty-three miles of what was the original Frankfort and South East Railroad. The use of the water and the water connection to Lake Michigan, through the Frankfort Marina and Harbor facilities, both public and private, are among the most sought after berthing for short and long-term use during the boating season on the eastern shore of Lake Michigan reflecting Captain Snows long ago use of this “safe harbor.” The Betsie Lake Utilities Authority (BLUA) is a state of the art water treatment facility maintained cooperatively by Frankfort and the Village of Elberta. The BLUA plant is capable of sustained treatment of at least double the current use without additional capital improvement. Frankfort is designated an Arbor Foundation Tree City, USA for the fifth consecutive year. Extensive gardens are a joint project of the local Rotary Club and Garden Club, connecting open spaces with the Beach-to-Beach Trail and the Betsie Bay waters. Within the past five years, the citizens of Frankfort invested in the state of the art Frankfort Fire Department Building and a City Hall Building that symbolize the determination of the citizens to keep Frankfort a viable, residential and resort community, toward the city’s Bicentennial Celebration in 2056.

Chapter 2: Analysis of Existing Conditions

Population and Demographics¹

The City of Frankfort is located in Benzie County, Michigan, which covers a land area of approximately 321 square miles. In the year 2000, Benzie County had a population density of approximately 49.8 people per square mile.

Over the last decade, the County has experienced a higher rate of population growth than surrounding counties. The majority of this growth has been concentrated in the eastern townships, and more than 90% of the growth has been due to in-migration. Only recently (starting in 2006) has Benzie fallen behind Grand Traverse in terms of population growth (see below).



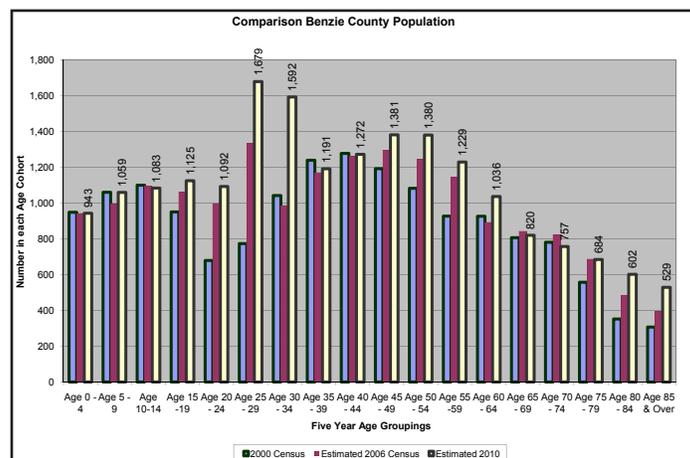
Source: Roberts, Karen. *Summary of Update to Benzie County Socio-Economic Trends Report, 2008.*

The City of Frankfort covers a land area of 1.4 square miles, with a population density of approximately 1,084 people per square mile. According to the U.S. Census Bureau, the population of the City of Frankfort was 1,513 in the year 2000. This number represents approximately 9.5% of the population of Benzie County (15,998) at that time. Another 11% of Benzie County's population resided in adjacent communities, including Gilmore Township (393), Crystal Lake Township (960), and the Village of Elberta (457).

Although the population of Benzie County has grown, it has also aged. The population of Benzie County is estimated to be the oldest of the northwest Michigan counties, as the County continues to experience an influx of retirees.

¹ All information on Population and Demographics is taken from Roberts, Karen. *Summary of Update to Benzie County Socio-Economic Trends Report, 2008.*

While the population of residents ages 45 and over is expected to increase through the year 2010, the population of young people ages 14 and under is expected to decline. Although the population of "family starters," or those ages 20 to 34, is also expected to increase, this growth does not offset the in-migration of older populations, primarily between the age 45 and 65. By

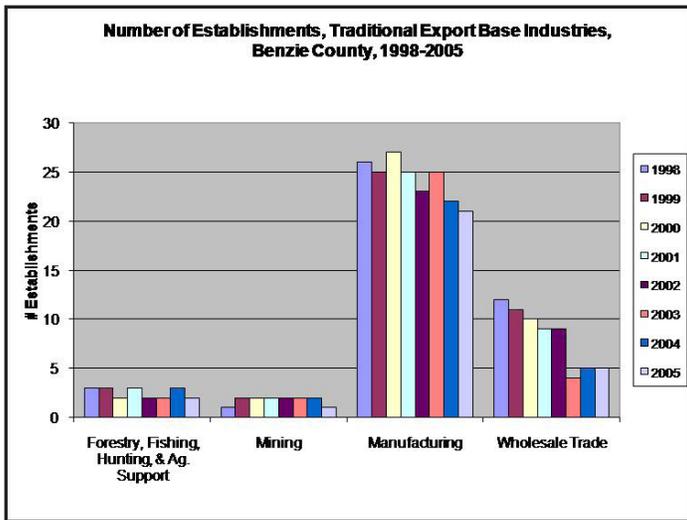


2010, it is estimated that approximately 43% of Benzie County's population will be over the age of 45, and nearly 17% will be over the age of 65.

In comparison, the City of Frankfort is slightly older than Benzie County overall. According to the U.S. Census Bureau, the City of Frankfort's median age was 49.3 in the year 2000 and approximately 30% of the City's population was over the age of 65.

The household median income of Benzie County, \$37,350 in the year 2000, is considered average compared to its neighboring counties, although there is significant disparity of incomes within the county. The City of Frankfort's household median income was slightly lower than the County's: \$33,821 in the year 2000.

While the populations of both Benzie County and the City of Frankfort have grown, the underlying economies have not. Overall, Benzie County has fewer college graduates than the rest of Michigan, and there is an over-concentration of service sector skills versus professional/technical sector skills in the workforce. Moreover, the economic structure of Benzie County is largely

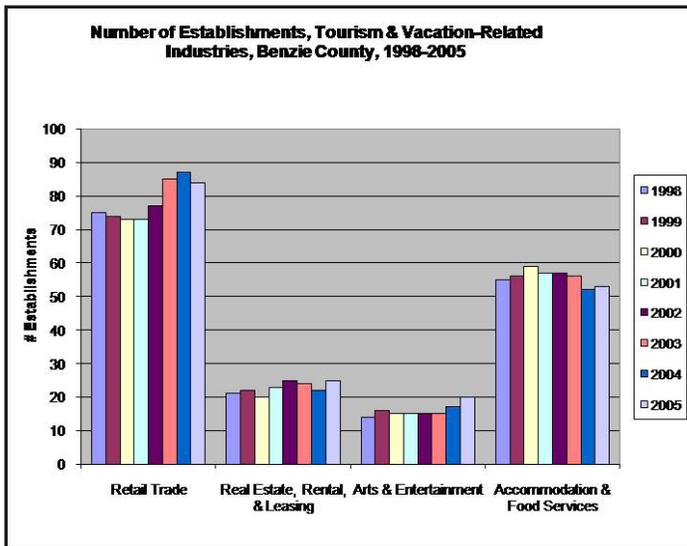


industrial, with an emphasis on construction, retail trade, and accommodations and food services.

Housing

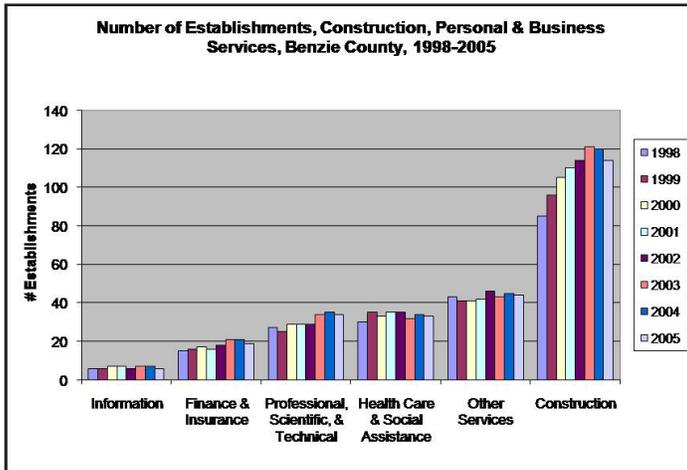
According to the U.S. Census, the average household size in the City of Frankfort was 2.11 persons in the year 2000, slightly lower than the national average of 2.59 persons.

As with population density, the City of Frankfort has a higher density of housing units per square mile than Benzie County overall. As of 2000, the City had approximately 625.7 housing units per square mile, whereas the County had 32.1. This conveys the more urban, centralized character of the City versus the more rural character of the surrounding County.



Based on the density of housing units within the City, the residential density per housing unit in the City was 1.73 persons. With the exception of Crystal Lake Township (0.91 persons), the City's density per housing unit is comparatively lower than the Village of Elberta (1.93 persons) and Gilmore Township (1.95 persons). In contrast, the City's density per housing unit is slightly higher than the density per housing unit of Benzie County: 1.55 persons.

The City of Frankfort also has a large seasonal population, as the City is a prime vacation destination during the summer months. Of the City's 873 housing units in the year 2000, approximately 151 or approximately 17.3% were considered seasonal units. Of the 151 seasonal units, approximately 30.5% were rentals. While the percentage of rentals has stayed relatively constant since 1990, the percentage of seasonal units has increased by 2.4% during that time.



Natural Resources

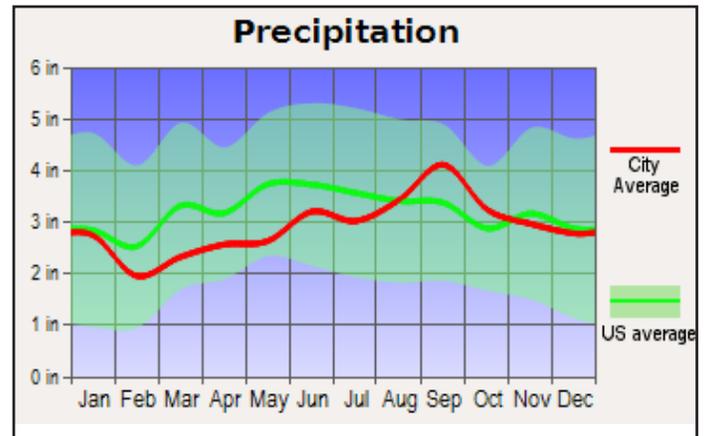
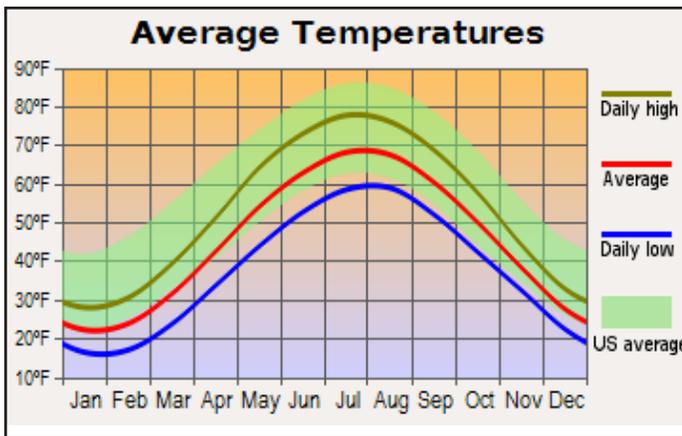
Climate

Frankfort's climate is fairly representative of northern coastal communities. The climate is mild during the summer months with typical July high temperatures around 80 degrees and lows around 60 degrees. The warmest month of the year is July with an average maximum temperature of 78.10 degrees. The climate is cold during the winter months. The average high temperature between December and March is about 30 degrees and the average lows are in the 20s. January is the coldest month of the year with an average minimum temperature of 16.8 degrees.

Temperature variations between night and day tend to be fairly limited during summer with a difference that can reach 18 degrees Fahrenheit, and fairly limited during winter with an average difference of 13 degrees Fahrenheit.

On average, Frankfort gets 35.20 inches of precipitation per year, which is slightly drier than the U.S. average. Of that total, the City gets 28 inches of rain and an average of 90 inches of snowfall annually. The wettest month of the year is September

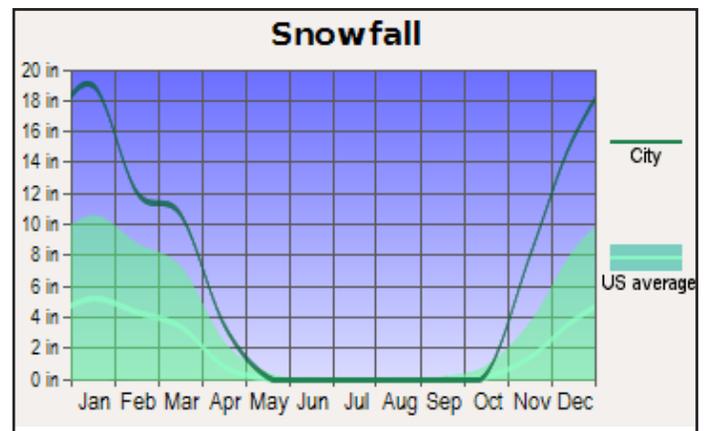
Source: U.S. Census Bureau, *County Business Patterns*, <http://www.nwmcog.org/CBP/CBP1998-2005-Benzie.pdf>; Roberts, Karen. *Summary of Update to Benzie County Socio-Economic Trends Report, 2008*.



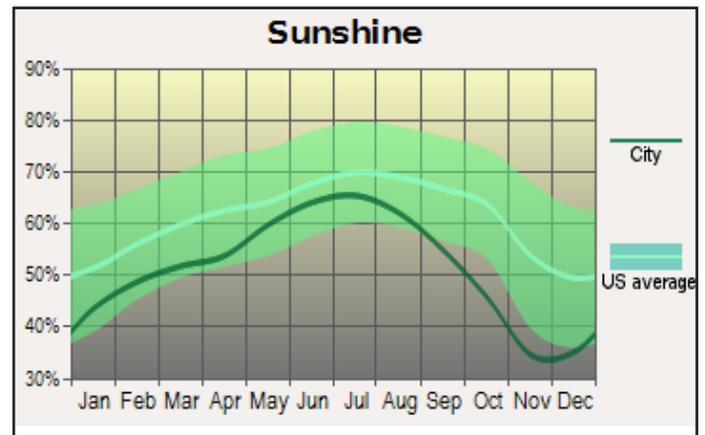
with an average rainfall of 4.13 inches. The number of days with any measurable precipitation is 127. On average, there are 163 sunny days per year in Frankfort, MI.

Geology and Natural History²

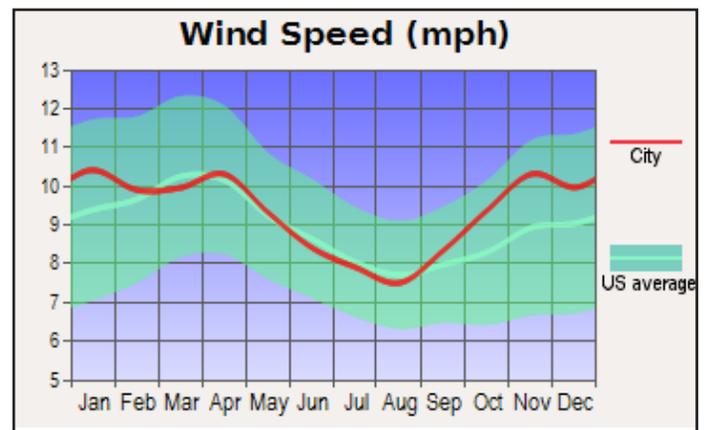
The City of Frankfort is atop of a glacial drift. A glacial drift is sand, clay, and gravels which are found on the surface of the ground. This drift material is about 200 to 300 feet thick in this area and rests on a subsurface of Michigan bedrock formations. The subsurface consists of slightly inclined limestones, gypsums, sandstones and shales of the Middle Devonian and silurian periods of the Paleozoic geological era. Because of the thick layer of glacial and lacustrine sediments, bedrock does not outcrop in this area as it does in the Petoskey, Rogers City and Alpena areas where limestone strip mining operations are found.



Frankfort's surface geology is a product of glaciation. A great deal can be learned about the natural features of the City and the surrounding area through a review of the underlying glacial formations.



The geological characteristics of any part of Michigan cannot be discussed without reference to the great continental glaciers which repeatedly scoured the land as far south as northern Illinois, Indiana, and Ohio. There were four such glaciers, the first beginning about one million years ago, and the last, withdrawing about 10 to 20 thousand years ago. Since each glacier largely buried or eradicated any evidence of its predecessor, the glacial period with which we are concerned is the last one, known as the Wisconsin stage. Like the earlier stages, it included several sub-stages, during which the ice halted its advance and withdrew briefly (geologically speaking) before advancing once again.



The latest period, known as the Port Huron Substage, is the one which created the basic landforms in the northern part of the Lower Peninsula. The geological results of this period have been modified by nature (wind, water, temperature and vegetation)

Charts and graphs generated by City-Data.com.
<http://www.city-data.com/city/Frankfort-Michigan.html>

² City of Frankfort 1998 Comprehensive Development Plan. Pp 3-10. The entire Geology and Natural History section was originally part of the City of Frankfort 1998 Comprehensive Development Plan as originally prepared by Larry Nix, PCP.

and, of course, man in the intervening years, but there remains clear evidence of the original glacial action.

Moraines

Hilly areas which consist of variegated rock and soil material deposited by water running off the edge of a receding glacier. Several forms appear in the study area.

End Moraines are rocky hills composed of material pushed before the leading edge of a glacier stopped advancing. The Manistee End Moraine made up of fine textured till generally located north of Manistee City, is one such moraine. It has better farming soils which, combined with the irregular topography and moderate lake effect climate, lends the area to unique farming conditions. It is in these areas that the conditions of climate, topography and soils combine to form nationally unique farmlands, sites which are preferred for cherry and other fruit and orchard farming. The network of hills south and east of Betsie Lake and the Betsie River valley are a part of the Manistee End Moraine.

Interlobate Moraines were created by large headlands similar to those along the present Lake Michigan shoreline that resisted the advancing glacier and directed the icy lobes into the valleys and pre-glacial stream beds. The ice which flowed into these channels was deeper and moved faster than on the ridges on either side. Thus the glacier moved toward the Manistee Moraine as a series of lobes, separated by ridges. These ridges were covered with glacial drift (the material transported in the ice) and are called Interlobate Moraines. The best examples in the Frankfort area are the ridges on either side of the Crystal Lake and Herring Lakes embayments.

Ground Moraines are areas which are covered with glacial drift but are neither End or Interlobate in nature. These areas were under the body of the glacier. The majority of Frankfort is on a coarse-textured glacial till (non sorted glacial debris of predominantly sandy clay loam, sandy loam, or loamy sand textured with variable amounts of cobbles and boulders). This is a ground moraine or undifferentiated ground moraine-end moraine complex. This includes the areas in Frankfort north of Main Street and east of First/Michigan Streets.

Morainal Plateaus are areas where glacial drift is particularly deep with a relatively flat top. In the study area they are often covered by sand dunes.

Glacial Drainage Channels

The Betsie River Valley is a lacustrine plain. A lacustrine plain is a glacial drainage channel. The theory is that these drainage channels were cut by flowing glacial melt water in much greater quantity than would be seen today coming from a stationary or receding glacier.

A major characteristic of lacustrine plains is the presence of wetlands and poorly drained soils. A small portion of the City, along the Betsie Lake shoreline and that part of the city that extends south along M-22, is a part of this lacustrine plain.

Bluffs

Bluffs were formed wherever lake waters eroded moraine headlands. The Frankfort Bluffs over Lake Michigan and those surrounding Crystal Lake are prime examples of this geologic feature.

Sand Dunes

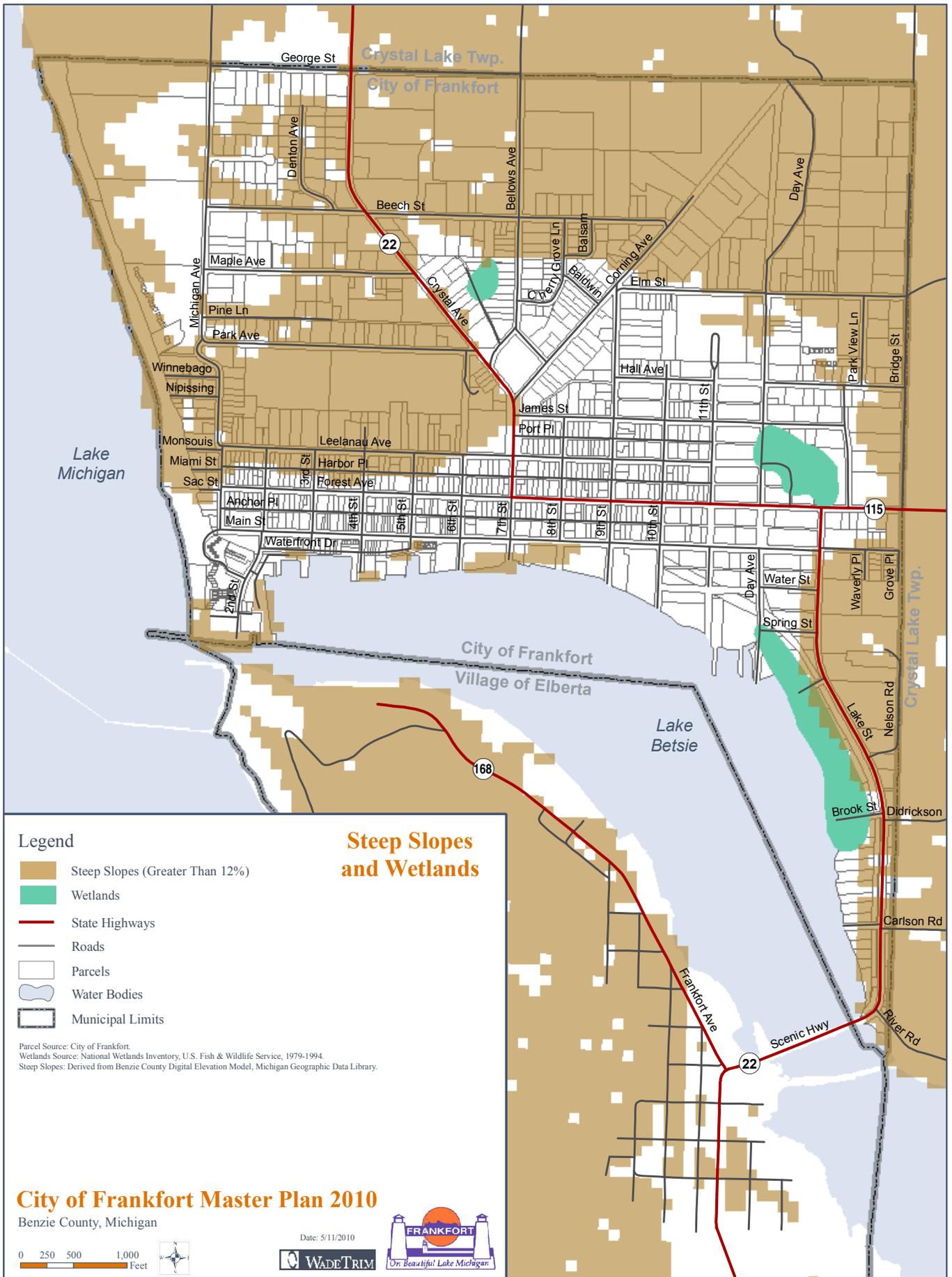
Although not strictly glacial in their formation, dunes in this area are created secondarily by erosion of moraines along the lake Michigan shoreline. This erosion and grinding, through the complex action of waves and currents, results in sand being formed and deposited at the edge of the water. As the level of the lake varies over time, sand is periodically dried and blown inland by onshore winds. The size of particles picked up in this fashion and deposited in mounds called dunes, is nearly uniform because smaller, lighter particles have been washed away as silt and heavier ones cannot be moved by the winds. Blowing sand drops to the ground when the wind is slowed by obstacles in its path and dunes begin to form much like snowdrifts.

Established dunes in this area continue to grow and move inland because of the erosive action of water at their foot precludes additional sand, which blows up the windward slope and deposits on the leeward side. Two types of dunes are common and still being formed at or near lake level. The most spectacular of these are being formed near the lakeshore in the Frankfort area. Those being formed at or near dunes are simply dunes "perched" atop morainal plateaus. Excellent examples of ancient dunes associated with post-glacial lakes and modern dunes are located north and south of Frankfort such as the Elberta dunes and Pointe Betsie Dunes. The Frankfort Bluffs along the Lake Michigan Coastline on top of the morainal plateau west of First Street and north of Forest Street are sand dunes. The high dunes, which are perched on top of a moraine (such as found in Frankfort north of Park Street and west of Michigan Street) are parabolic dunes on the former (late Wisconsinian) Lake Nipissing. (Best known of the Lake Nipissing dunes are the Sleeping Bear Dunes.)

Such dunes are fragile, and if destroyed they will not form again in this era. It is these dunes in the northwest corner of the City which are subject to regulation by Michigan's new Critical Dune protection legislation.

Embayments

As the glaciers receded, the melting water was trapped in the deep valleys gouged out of pre-glacial stream channels thus forming embayment lakes, with the glacier itself blocking one end. Later as the ice retreated north, the high waters of Lakes



Algonquin, then Nipissing, Algoma, and Chippewa (as Lake Michigan's predecessors were called) reached into these valleys forming wave-cut bluffs, beach terraces, sand bars, ridge and swale formations in four consecutive stages. As drainage outlets at lower levels finally became free of ice, the waters of the early lakes dropped to near present level leaving, over the course of time, sandy plains and many of our smaller inland lakes which formed in depressions in the plains.

Soils in these embayments tend to be sandy, with pure sand along the beaches and richer soils in the inland areas. Outstanding examples in the Frankfort vicinity are the Platte Lakes, Crystal Lake, and the Herring Lakes. Both sides of Betsie Lake, and inland along the Betsie River almost to Benzonia and north to Crystal Lake, used to be an embayment area to the predecessor of Lake Michigan. Along the edge of this bay, there remains today traces of the former shorelines of glacial and post-glacial stages of the Great Lakes. The former shorelines are either wave-cut bluffs or low ridges of sand and gravel of former beaches.

Over time the Betsie and Crystal Lakes embayments became inland lakes, as they are today. Glacial and contemporary Great Lakes wave action, longshore currents and wind combined to close off the bay—by formation of the baymouth dunes—to form inland the lake. The baymouth dunes were formed, among other factors, when the longshore current slowed down (such as when encountering an obstacle or in this case an open bay). This caused the deposition of waterborne materials which built up sand bars and eventually shore dunes. The dunes soon closed off the bay, forming an inland lake. Crystal Lake was closed off from Lake Michigan entirely in this manner. In the case of Betsie Lake, with the Betsie River drainage a natural channel continued to make its way to Lake Michigan. With prevailing summer winds from the south, and the Elberta dunes encroaching from the south side of the lake, the original outlet of Betsie Lake started from the northwest corner of the lake. Thus the original outlet of Betsie Lake was from the northwest corner of the Lake and ran northwest over a course which varied widely by year.

Topography

Several areas in Frankfort have steep slopes which have limitations for high density residential development. The hillsides, being steep, will cause erosion problems during construction and after when paved drives and lawn areas cannot retain water runoff. Required connection to City-supplied water, sewer and storm sewer systems may help mitigate these negative impacts.

Although these cautions are given in Soil Conservation Service Land Resource Inventory Maps, only a few of the hillsides in the City are so severe that development without proper measures is not possible. Notably the Lake Michigan bluffs and the hillsides between Leelanau Avenue and Pine Street, commonly referred to as "Tank Hill" are precluded from development activities.

Frankfort desires energy efficient homes – including the possibility of partially underground residences on hillside building sites. Obviously, caution is required for any such building activity. Erosion controls, during construction and afterwards required. The Lake Michigan shoreline bluffs continue as a protected area, precluded from development activities, based on objective standards and statutes of the Department of Natural Resources and Environment (MDNRE).

The setbacks for erosion control are determined by estimating the recession rate, or amount of erosion which is likely to occur at a given location along the shoreline. For example, from a point 1,000 feet north of the northern breakwater to the north city limits, setbacks are established at 70 feet. The 70 feet was determined by the Michigan Department of Natural Resources by using historical air photos and surveys, and comparing the shoreline with modern surveys and air photos. The erosion was measured for a period of 30 years. Thus a 70-foot setback indicates that the shoreline has eroded 70 feet in the past thirty years and is estimated to erode another 70 feet in the next thirty years. Erosion rates and setbacks were not established where loss of bluff occurred at an average rate of 1 foot per year or less (30 feet in 30 years). However, in recent years, with high Lake Michigan water levels, actual erosion has not occurred as predicted. Observed erosion has occurred in areas where not predicted, has not occurred where predicted, and has occurred at rates greater than predicted, therefore, increased setbacks are required.

The minimum setback (administered via permit by the MDNRE unless the same or stricter setbacks are incorporated into local zoning) is designed to protect residential structures built along Lake Michigan for a period of thirty years. Thirty years was the assumed length of an average mortgage at the time. For longer protection, a greater setback should be followed.

Vegetation/Land Cover

The majority of Frankfort, or 62% of its land area, is covered by natural vegetation. While 38% of the City's land area is covered by anthropogenic uses (e.g. residential, commercial, industrial, recreational, etc.) A similar percentage (31%) is covered by deciduous forest.

Other forest types include mixed forest (6%) and evergreen forest (4%). These forests are concentrated to the north of the City, with concentrations of deciduous forest between Leelanau Avenue and Park Avenue, and west of Michigan Avenue towards Lake Michigan shoreline. The majority of forest cover, however, is located in northwest Frankfort: north of Elm Street extending northward and eastward from Bridge Street to Crystal Avenue.

Other natural vegetation includes upland grasslands/herbaceous grasses and forbs. These areas cover approximately 8% of Frankfort and appear throughout the City, with the highest

concentrations near Bridge Street and Park View Lane, as well as Corning Avenue. These areas are typically disturbed, and are often utilized for grazing or other activities.

A small percentage (1%) of Frankfort's land area is covered by wooded wetland. These areas are located to the west of the Betsie Valley Trail, and are most concentrated near Brook St. at the edge of Lake Betsie. These are areas where the soil or substrate is periodically saturated with water.

Although covering only a small percentage (1%) of the City, Frankfort has several areas of sand beach along the Lake Michigan shoreline. The most prominent area is located at the terminus of Main Street at the Frankfort Beach, which extends south to the U.S. Coast Guard building and north to the Lake Michigan beach west of the end of George Street.

Soils

The soils within Frankfort are characteristic of the Lake Michigan interface, where steep slopes meet sand dune beaches. The majority (80%) of the City's soils are varieties of sand.

The Lake Michigan shoreline consists of Beaches and Dune Land/Quartzipsamment, which comprises approximately 2% of the City's soils. These soils are generally unstable and support little vegetation.

Thirty-seven percent of the City's soils are Spinks-Coloma sands, mostly located at the periphery of the City limits, north of Park Avenue and Elm Street. The current distribution of forests is consistent with the location of Spinks-Coloma sands, as Spinks-Coloma sands are characteristic of steep slopes and thus present some limitations for construction. These soils support many deciduous and evergreen species of trees, including American basswood, American beech, Eastern hemlock, Eastern white pine, red maple, and sugar maple, among others.

Approximately 20% of the City's soils are Covert sands. These soils are generally located to the east of the City from 9th Street to the city limits. These sands can be somewhat saturated, support vegetation such as black cherry, red oak, and red maple, and present some limitations for construction past the saturation zone.

The majority of the downtown sits atop Kaleva sands, which support vegetation similar to Spinks-Coloma sands and Covert sands. These sands present few limitations for construction due to its significant depth to saturation.

North of the downtown, there is a large area of Benzonia sands, running from approximately Harbor Place to Leelanau Avenue, and then northward along 7th Street toward Beech Street. Again, these soils support vegetation similar to Spinks-Coloma sands.

Other soil types with less frequent appearance include Dair muck, Fogg-Benzonia sands, Udipsamments, Histosols and Aquepts, Pipestone sands, and Perrington loam.

Wetlands

These wetlands were identified by the National Wetlands Inventory (NWI) and by the Michigan Resource Inventory System (MIRIS) as potential locations of wetlands and wetland conditions, but are not ground-truthed by the Federal or State agencies. The NWI defines "wetlands" as follows:

"In general terms, wetlands are lands where saturation with water is the dominant factor determining the nature of soil development and the types of plant and animal communities living in the soil and on its surface. The single feature that most wetlands share is soil or substrate that is at least periodically saturated with or covered by water. The water creates severe physiological problems for all plants and animals except those that are adapted for life in water or in saturated soil.

Wetlands are lands transitional between terrestrial and aquatic systems where the water table is usually at or near the surface or the land is covered by shallow water. For purposes of this classification wetlands must have one or more of the following three attributes: (1) at least periodically, the land supports predominantly hydrophytes;³ (2) the substrate is predominantly undrained hydric soil; and (3) the substrate is nonsoil and is saturated with water or covered by shallow water at some time during the growing season of each year.

The term wetland includes a variety of areas that fall into one of five categories: (1) areas with hydrophytes and hydric soils, such as those commonly known as marshes, swamps, and bogs; (2) areas without hydrophytes but with hydric soils—for example, flats where drastic fluctuation in water level, wave action, turbidity, or high concentration of salts may prevent the growth of hydrophytes; (3) areas with hydrophytes but nonhydric soils, such as margins of impoundments or excavations where hydrophytes have become established but hydric soils have not yet developed; (4) areas without soils but with hydrophytes such as the seaweed-covered portion of rocky shores; and (5) wetlands without soil and without hydrophytes, such as gravel beaches or rocky shores without vegetation. Drained hydric soils that are now incapable of supporting hydrophytes because of a change in water regime are not considered wetlands by our definition. These drained hydric soils furnish a valuable record of historic wetlands, as well as an indication of areas that may be suitable for restoration."³

The existing wetlands within the City of Frankfort are concentrated in two primary areas:

- 1) At the Betsie Lake shoreline, west of the Betsie Valley Trail
- 2) At the intersection of Day Avenue and James Street

³ U.S. Dept of Interior, Fish and Wildlife Service. *Classification of Wetlands and Deepwater Habitats of the United States*. Pp3.

There are also two smaller areas of wetlands within the City limits. One is located west of Bellows Avenue, north of St. Ann's Catholic Church, and the other is located near the Michigan Shores Co-Op.

It's estimated that there are approximately 170 acres of wetlands within Frankfort's limits. Of these, only approximately 130 acres have characteristic wetland soils. The remaining acreage was identified by the National Wetland Inventory, but do not have compatible soil characteristics.

Land Use

Nearly half (49%) of land uses within the City of Frankfort are residential, and a significant percentage of land uses (42%) are detached single-family uses. While single-family uses appear throughout the City, they are most concentrated to the north of downtown, from Anchor Place to Leelanau Avenue.

Attached single family uses comprise 5% of land uses within Frankfort. Apartments, multi-family buildings and townhouses are concentrated near the Lake Michigan shoreline, south of Main Street near 2nd Street and Waterfront Drive, and west of Michigan Avenue. Additionally, there are two small blocks of townhouses fronting Main Street at 3rd Street and 5th Street.

The City of Frankfort has relatively few (less than 1%) attached multifamily uses. These uses are dispersed along Main Street, with concentrations at Michigan Avenue to the west and Grove Place to the east.

There are fewer than 2 acres (less than 1%) of two family, or duplex, residential uses within the City. These are located within the predominately single-family areas north of Anchor Place.

There is one mobile home park within the City. This park is 1.29 acres in size, and is located at the intersection of Elm Street and Day Avenue.

Approximately a quarter (26%) of the land uses within the City of Frankfort are non-residential. These uses consist of commercial, industrial, civic/institutional, parks and recreation, health facilities, and mixed uses. The majority of these uses are concentrated near the downtown, along Main Street and to the west near Day Avenue.

Commercial uses, which represent 6% of land uses in the City, are most concentrated along Main Street as retail and service uses. Industrial uses represent only 3% of land uses, and are concentrated to the east of the City from the Betsie Bay waterfront northward.

Civic/institutional uses, such as churches, schools, and libraries, comprise 8% of land uses and are evenly distributed throughout the City. The City has two schools: Frankfort High School at

Hall Avenue and Day Avenue, and Frankfort Elementary School at Leelanau Avenue and 7th Street. There are also civic buildings along Main Street, including a post office and library at 7th Street, and several churches within the neighborhoods north of downtown.

Parks and recreation uses are most concentrated at the Betsie Bay waterfront, south of Main Street. These uses include parks such Mineral Springs Park, Rotary Park, and the Betsie Valley Trail, and cover approximately 48 acres, or 7% of the City. One of the most prominent park uses is the Frankfort Beach, located at the Lake Michigan shoreline near the terminus of Main Street.

The City's health facilities comprise 2.3% of the City's land uses, and are located north of the downtown at Park Avenue. These uses include the Maples Nursing Home and the Paul Oliver Memorial Hospital.

Mixed uses comprise less than 0.5% of the City's uses, and are scattered throughout the downtown.

The remaining quarter (25%) of the City is currently undeveloped. The majority of these vacant parcels are concentrated at the periphery of the City's limits near George Street and Bridge Street. Although there are several vacant parcels west of Lake Street at the Lake Betsie shoreline, the majority of these consist of wetlands or wetland soils that pose significant limitations for future development.

A breakdown of the percentages of different land uses within the City is shown below:

Single Family Detached	42%
Single Family Attached	5%
Two Family	0%
Multiple Family Attached	1%
Mobile Home Park	0%
Commercial	6%
Industrial	3%
Civic/Institutional	8%
Parks and Recreation	7%
Mixed Use	0%
Vacant/Undeveloped	25%
Health Facilities	2%

Transportation

The City of Frankfort is served with a well established grid network of streets, particularly in the historic portions of town. There are two state highways in Frankfort - M-115 and M-22. M-115 is the primary route for traffic coming from the south and the east. Lake Street (M-22) connects Frankfort with Elberta to the south. M-115 ends at the intersection of Lake Street and Forest Avenue. M-22 continues west as Forest Avenue before turning north at 7th Street. M-22 carries the highest traffic volumes and creates the most challenging pedestrian conditions. MDOT has jurisdiction over these roads.

Main Street is the City's central business district and runs parallel to the Lake Betsie shoreline. Vehicular traffic typically accesses Main Street from 7th Street and Lake Street. Main Street has on-street parking over the entire length of the street. West of 6th Street, on-street parking moves from parallel to head-in angled parking on the north side of the street.

Local streets have appropriate speed limits for residential neighborhoods. Moving north away from town, speed limits increase, most notably on M-22, which returns to highway speeds.

Non-motorized transportation consists of the City's network of sidewalks and the Beach-to-Beach Trail. The oldest part of town is fairly well connected with sidewalks on both sides of most streets. There are some notable exceptions, like the north-south streets between Forest and Leelanau Avenues west of 7th Street, which have some significant missing sidewalk pieces. The sidewalk network east of 7th Street and north of James Street is not as complete as the network west of 7th Street.

Pedestrian crossings are marked with striping on the roadway, but are otherwise not sufficiently called out. There are no bump-outs or pedestrian refuges at the busiest and most dangerous crossings - namely those M-22 crossings closest to the Elementary School. Workshop participants continually referred to the lack of adequate pedestrian crossings as a major impediment to walking and bicycling in Frankfort.

Benzie Bus

Launched in January 2007, the Benzie Bus system provides the public with county-wide bus service and daily round trips between the city of Frankfort and Traverse City. The bus system delivers curb side dial-a-ride service throughout Benzie County and regular, fixed-route transportation along M-115 and U.S. 31.

Benzie Bus maintains a fixed-route bus stop in the city of Frankfort at Glen's Market at 1002 Forest Avenue. All of the buses carry up to 15 passengers and feature wheelchair lifts, and most buses also include bicycle racks.

In 2009, the Benzie Bus system delivered about 70,000 one-way rides. About half of the riders were seniors and people with disabilities who pay a discounted fare, and about half were from the general population, including many commuters and customers traveling to local businesses. The Benzie Bus system picked up 13,206 passengers within the city of Frankfort in 2009, and delivered 13,483 riders to destinations in the city, including homes, schools, and shops.

Some 58 percent of Benzie County voters in August 2006 approved the creation and funding of the Benzie Bus system for five years, through late 2011. In the city of Frankfort, 65 percent of voters supported launching the bus system.

The mission of the Benzie Bus system is to connect people of

all ages and abilities to the community and to promote independence and prosperity through a safe and convenient public transit system. The bus system seeks to provide convenient service to residents and visitors who cannot, or do not choose to, drive, and to those who want to combine a bus trip with bicycling, walking, or carpooling.

The Benzie Bus system's vision for the near term includes establishing its permanent headquarters east of Honor on U.S. 31, holding a millage election in May 2011, and collaborating with other agencies to explore consolidating services, such as maintenance, in order to reduce costs and enhance service.

Approximately half of the Benzie Bus system's \$1.5 million annual operating budget comes from local passenger fares and the 0.50 mil property tax and the other half from state and federal funds, mostly gasoline taxes. Information about the Benzie Bus, including how to schedule a ride, is available at 231-325-3000 or toll free at 866-325-3380 and also online at www.benziebus.com

Infrastructure - Water and Sewer

The City of Frankfort provides water treatment and distribution. The City of Frankfort provides sanitary sewer and storm water distribution. The Betsie Lake Utility Authority (BLUA) provides sanitary sewer treatment.

The City of Frankfort has been committed toward upgrades of the sanitary sewer system to eliminate combined distribution of sanitary sewer and storm water as well as inflow and infiltration. Enhancements to BLUA have resulted in an increased capacity that will facilitate growth.

Frankfort-Elberta Area Schools (FEAS)

The Frankfort-Elberta Area School District has two schools in Frankfort. Frankfort Elementary School, which serves grades K-6, is located at 613 Leelanau Avenue. Frankfort Junior/Senior High School, which serves grades 7-12, is located at 534 11th Street. The Junior/Senior High School also offers classes at the Traverse Bay Intermediate School District Career Tech Center.

The student enrollment during the 2010-2011 school year was 545 students in all grades (K-12). 13% of the total student population, or approximately 70 students, are "schools of choice" students from surrounding school districts.

In both 2007 and 2008 the Frankfort High School was recognized by U.S. World and News report as a Bronze Medal School. In 2007 the Frankfort Elementary School was given an "A" rating from the Department of Education.

Educators are dedicated and caring and always look out for the student's best interest. MEAP and standardized test scores are consistently above state and region averages.

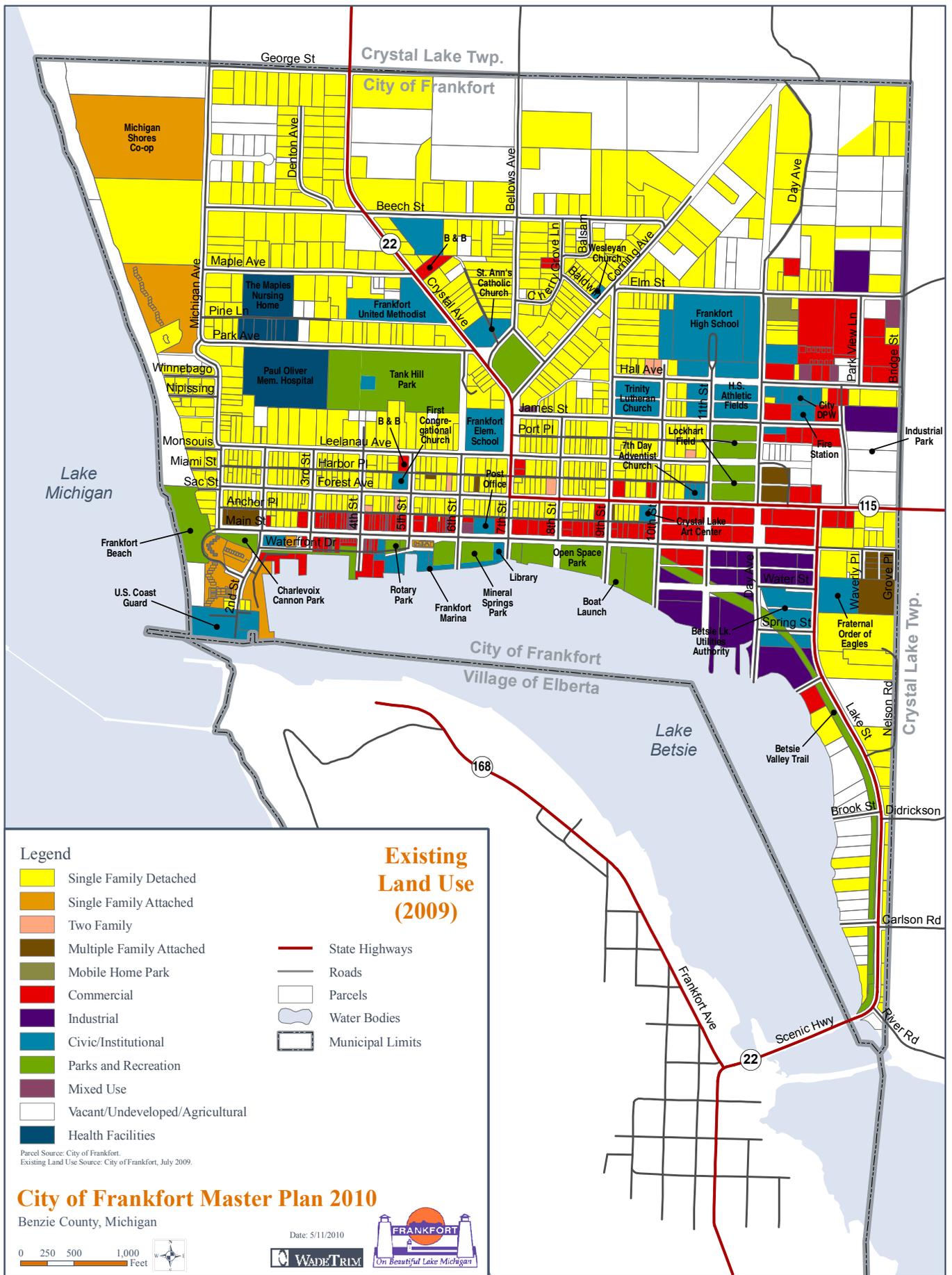
Harborview Recreation Center - 832 Main Street

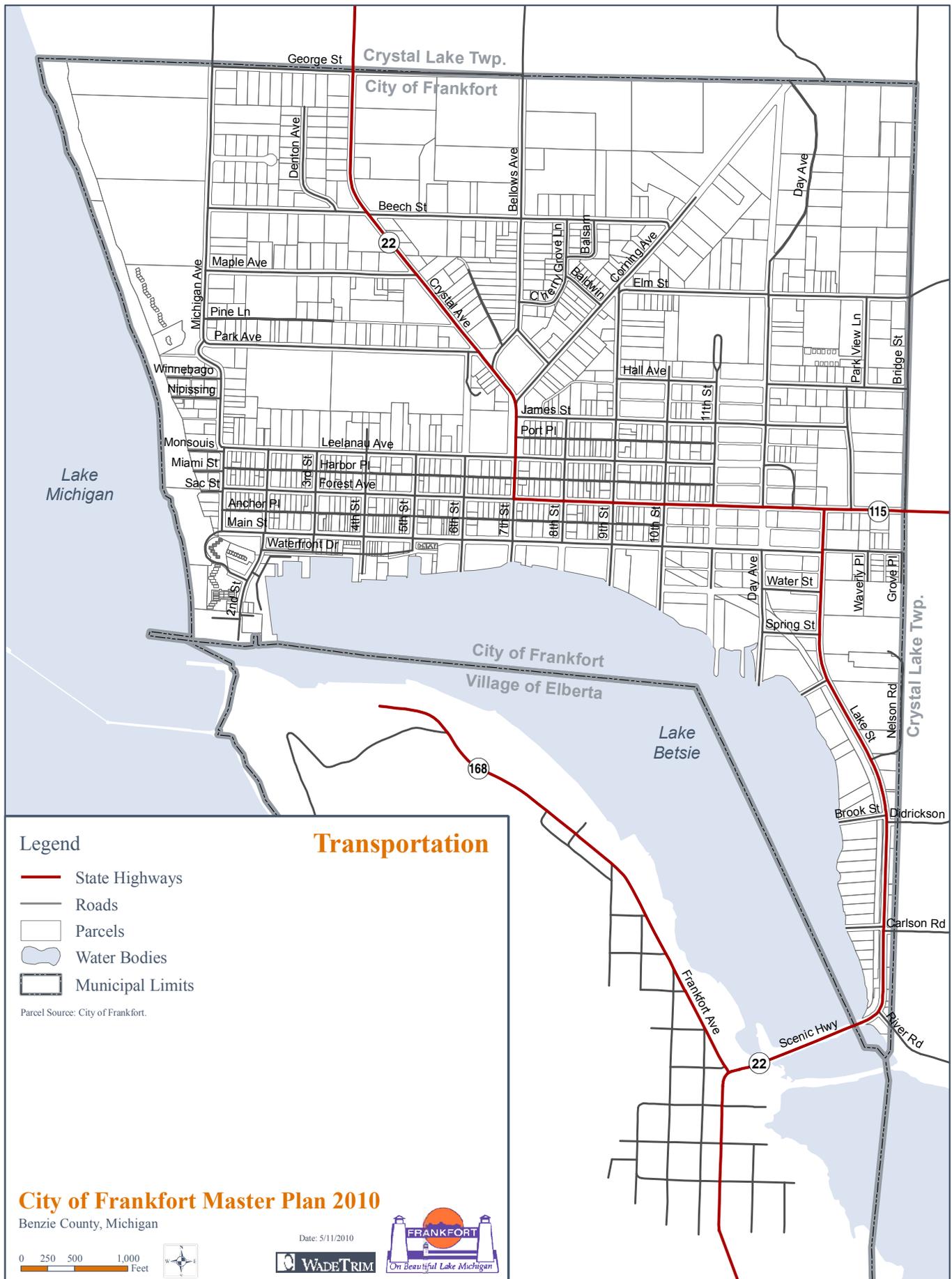
The City of Frankfort operates a year-round recreation facility at the eastern edge of Open Space Park overlooking the beautiful Betsie Lake. The facility is available for rental purposes to accommodate small gatherings including, but not limited to, weddings, anniversaries, graduation parties, birthday parties, bridal and baby showers. The Recreation Center has two (2) levels that are accessed via ADA compliant walkways. The main level has a certified commercial community kitchen as well as an expanded dining area with an attached deck overlooking Betsie Lake. The community kitchen was developed to serve a much needed entity, in our community, for a licensed commercial facility, available to community members for rent. This facility may be utilized as an incubator kitchen for developing a product line, a production kitchen for caterers, food vendors or fundraising or as a facility for means for large family functions such as reunions, weddings, etc. The lower level has a large game room area with pool tables, ping pong, air hockey and various electronic gaming equipment. In addition to the rental opportunities associated with the facility, the City of Frankfort operates a day camp program for eleven weeks throughout the summer. The year-around recreation program is focused through the utilization of the lower level.

The Frankfort Farmers Market operates out of the Harborview Recreation Center during the months of November through April.

Frankfort Community Center- 1290 Main Street

The City of Frankfort, through partnerships with various local civic groups, operates a community center that is available for rental purposes to accommodate small gatherings including, but not limited to, weddings, anniversaries, graduation parties, birthday parties, bridal showers and baby showers. The Community Center is also available to all civic groups as a gathering place. Currently, through partnerships, there is a plan to construct a new facility, including creation of a certified commercial kitchen, to better facilitate the needs of the community.





Map 3: Transportation Network. Source: City of Frankfort.



Map 4: Sanitary and Storm Sewer Network. Source: City of Frankfort.

Chapter 3: The Built Environment: Buildings, Districts and Future Land Use

Development in Frankfort

In Frankfort, the City's location at the confluence of the Betsie River and Lake Michigan established the City as an important Great Lakes port. Frankfort is bordered by both Lake Michigan and the Betsie Bay, both of which have historically been the basis for much of the economic development that has occurred in the City. Historically, Frankfort's waterfront was a working waterfront. The City's main economic driver was the car ferries that ran between Michigan and Wisconsin that docked in Frankfort. Officers of that fleet and associated administration settled in Frankfort.

Additionally, the topography of the City also shaped where development occurred. The dunes on Lake Michigan and the steep slope north of Leelanau Avenue confined early residential development within a relatively confined and walkable area.

SWOT Analysis

Frankfort is a unique place. It's a small, integrated, one-square mile, city with a few distinct features and a very rich history. Over the course of the City's history, there have been several major shifts in the economy which have had tremendous impacts on the City's development. Nevertheless, the City has maintained its unique character and community values even in the face of considerable economic change.

Maintaining the core values and physical character in the face of change is what defines the community. As the community continues to evolve, the City will be faced with the challenge of maintaining its core values and creating development regulations that preserve the character of the community while reflecting these core community values. To do so, the City must develop a more pro-active vision for future land use and development. This analysis of Strengths, Weaknesses, Opportunities and Threats (SWOT), will help identify those key issues that the City must address going forward to preserve the values and character of Frankfort.

Strengths and Opportunities

The location of the City at the confluence of the Betsie River and Lake Michigan creates the natural environment which defines Frankfort. The Betsie Bay and Lake Michigan are two significant freshwater resources and Frankfort has outstanding physical and visual public access to both of these resources. It is the access - both visual and physical - that defines the character of Frankfort and is the community's greatest asset.

These resources are also those which fuel the City's economy and attract tourism. Recreational boating, fishing and beaches are all major economic engines for the City. Preserving the quality of these resources and the public access to them is essential.

Frankfort is blessed with an intact traditional urban grid of networked streets and alleys. This development pattern is traditional in cities that were developed during the same period and, unfortunately, have been replaced with more suburban models in most communities in the upper Midwest. Most notably, the residential areas in Frankfort between the waterfront and Leelanau Avenue are traditional lots, with sidewalks on both sides of the streets, on-street parking, streets with curbs and gutters, and garages that are only accessed from alleys in the rear yard. These alleys provide a concentrated area for service and storage in a way that does not detract aesthetically from the main building.

Frankfort has the tools in place to be a highly "walkable" city. In the neighborhoods south of Leelanau Avenue, there are sidewalks, street trees to provide shade and a sense of enclosure for pedestrians and on-street parking to provide a buffer between pedestrians and moving traffic. In the neighborhoods west of 7th Street, there is good access to the Main Street commercial district which creates a destination for pedestrians and enhances pedestrian traffic.

Unlike most of Michigan's lakefront communities, Frankfort has a significant portion of undeveloped or under-utilized land along the Betsie Bay shoreline. This is a considerable resource that will have a long-term impact on the character (and tax base) of Frankfort.

As residents and stakeholders have reported throughout this process, the overall quality of life in the City is fantastic. The scenic qualities of Betsie Bay, Lake Michigan, the bluffs and topography of the City create a physical environment like none other in Michigan. The connection of people within the community, the tradition of involvement in civic affairs and an outstanding school system complement the natural resources. Combined, these features and characteristics create an overall quality of life that is the City's most marketable asset.

Weaknesses and Threats

The City's community character and historic qualities are essential to its long-term economic and cultural sustainability. Therefore, the greatest threats to Frankfort's future and overall weaknesses are the forces which conspire to alter the City's

physical character or alter the key natural resources.

The waterfront area, specifically, is one area of the City that needs special focus to ensure that public access - both physical and visual - is maintained. There is considerable concern within the community that new development adjacent to the waterfront will curtail this access or eliminate the most important views of both the water from the City and of the City from the water.

The less developed northern portion of town represents the least expensive land for new residential development. In the past, there have been many within the City who have advocated for new development in these northern areas, particularly of attainable housing. In reality, there is considerable opportunity for new infill development within walking distance of downtown. Moving attainable and affordable housing to the outskirts of the City exacerbates sprawl and increases vehicle traffic in town. The neighborhoods within walking distance of Main Street are where new development should be prioritized. These neighborhoods are already served by public water and sewer infrastructure. Furthermore, increasing the year-round residential base that lives within walking distance will strengthen the economic viability of Main Street. Prioritizing new development on the north end of town will serve to work against the goals of creating a more walkable community and will decrease the number of rooftops within walking distance of downtown, which is a key requirement for retail viability.

Future Development Goals

New development should be concentrated within easy walking distance of Downtown. Furthermore, based on the input generated during the planning process, future development should reflect and complement the historical patterns while simultaneously injecting new vitality into the urban core. Creating new development opportunities within easy walking distance of Downtown can be expected to provide a range of housing alternatives and help to strengthen the year-round economy by attracting more families, residents and entrepreneurs to the City.

Future Land Use and the Regulating Plan

The recommendations outlined in this section are based on the input generated over the course of this project, which has been compiled and is available in Appendix A: Summary of Public Input.

Stakeholders who participated in the workshop and visioning process broadly support a more walkable, pedestrian-oriented place which helps to create a more stable and sustainable year round economy. These over-arching themes include objectives like attracting more families to Frankfort, creating a broader range of housing opportunities, protecting the elements that make Frankfort unique (historic architecture, waterfront and natural resources), and efficiently investing in infrastructure that will help to achieve these objectives. There is little support for

changing the visual or physical character of the City and most participants agree on the need for physical enhancements, particularly within the Downtown, that will help to accomplish some of the goals listed above. It is necessary to modify existing zoning regulations to ensure the visual and physical fabric of the City continues to reflect the City's unique qualities and history. On the contrary, inaction will result in reactive planning and will do little to preserve the City's character and unique qualities. The approach advocated in the 2010 Frankfort Master Plan is to clearly define the elements that create Frankfort's visual, physical and historic character and to codify these in the accompanying zoning ordinance update. Using this strategy will clearly convey the City's vision for the future and will help to establish a clear and concise blueprint for future development in Frankfort.

It is important to remember that the projects, goals and objectives of the Master Plan will not be accomplished overnight, or even in three to five years. The projects outlined in this document represent a 20 to 30 year time frame. Some of these can be accomplished through private sector activity. Some of the more transformative physical projects will require public-private partnerships and significant public investment.

Future Development

The built environment is how human activity – buildings, streets and other infrastructure – begins to define a place. In Frankfort, the built environment creates a unique sense of place based on the City's rich history and natural environment. Whereas the preservation of the sensitive and unique natural environment is essential to maintaining Frankfort's sense of place, the natural environment will change over time. However, the City will always retain the ability to shape and influence the built environment to ensure that, even as the natural environment evolves, Frankfort will retain its community character.

There are three primary components of the built environment: buildings, streets and public spaces. This Master Plan includes recommendations for each element of the built environment and advocates a form-based examination of the City's built environment.

Residential Development and Housing: Attainable Housing

Residential development includes a wide variety of building types and is not restricted to detached single family homes. It is impossible to consider residential buildings without addressing the topic of housing.

One feature of sustainable communities is the provision of a range of housing alternatives that includes affordable rental and for-sale dwellings. Typically, these housing alternatives include a wide range of building types including (but not limited to) apartments and other multi-family buildings, duplexes, accessory dwelling units (ancillary living spaces), attached single family



Map 5: Regulating Plan.

units (townhomes), mixed use buildings and detached single family homes. Housing choice needs also to address affordability.

Sustainable communities need to ensure there is housing choice for people of all income levels. In many communities, affordable or attainable housing is restricted to those individuals earning 60% of the Area Median Income (AMI) or less. Limiting attainable housing to those individuals earning significantly less than the AMI addresses the housing needs of the poorest within a community but often excludes service industry and seasonal workers who earn up to the area median income.

In order to ensure that there is attainable workforce housing, there are two primary methods of creating this opportunity. Many seasonal communities require an affordable or attainable "set-aside" as a part of any new development. Aspen, Colorado and Flagstaff, Arizona are two examples of communities that use this approach to create workforce housing units in communities with very high real estate values and rental rates. The other tool that many communities employ is to allow a greater range of dwelling type in the zoning ordinance, so as to not over-inflate the value of single family homes and under-value workforce housing units.

The 1998 Frankfort Comprehensive Development Plan (CDP) states that maintaining affordable housing alternatives is a community goal. Specifically, the 1998 CDP states:

Goal: Strengthen the stability of existing residential areas and accommodate a variety of housing opportunities to maintain affordability for a wide range of income levels.

The 2009 review of the CDP and Vision Fair affirmed that this value remains a community goal. The 1998 CDP does not establish a wider range of acceptable building types that are compatible with the different zoning districts. The current iteration of the zoning ordinance provides the opportunity for a wider range of housing types, but does not permit them by right in all of the zoning districts, creating an additional regulatory hurdle for attainable housing.

The diversity of housing stock needs to include a range of product type that appeals to a range of income levels. Simply providing one or two dwelling types, apartments and single family detached houses for example, will create exclusionary products. Creating a range of allowable building types, while at the same time allowing for a density that encourages workforce housing, will create a range of housing choice that encompasses the entire range of incomes in the City.

Flexibility is key to ensuring an available stock of attainable workforce housing. Rigid lot size and coverage requirements often work to limit workforce housing development and certainly limit the range of building options. Therefore, flexibility - in

building type, lot size and coverage and parking - is essential to creating the diversity of housing stock necessary to provide attainable workforce housing.

Naturally, increased density allowances and a full range of acceptable building types will not be appropriate in every neighborhood. It is important to enhance the character of each neighborhood and the City by identifying the appropriate building types for each neighborhood. Developing guidelines for appropriate buildings and development requires a form-based approach that discusses building types and locations within each lot. Using this approach, Frankfort can revise the zoning ordinance to create opportunities for the growth that will help attract new investment and will create a year-round economy based on knowledge industries (as well as health care, services, manufacturing and tourism).

Urban Design: Physical and Architectural Character

The physical character of Frankfort is created by the combination of public and private space and the architecture of both. Planners discussed urban design principles and, during the workshops held during July 2009, led participants on a walk through town to discuss and illustrate how these concepts are applied in Frankfort to build a unique community.

Public Realm - The Street and Streetscape

The public spaces in Frankfort include parks, schools and other civic buildings and spaces. The most important public spaces in terms of community character are public streets. Streets are inherently public and the relationship between streets and buildings is what creates a sense of community character.

In Frankfort, the downtown and surrounding neighborhoods establish the City's prevailing physical character in the relationship of public to private spaces. In the neighborhoods, the streets follow a traditional grid pattern, are narrow with on-street parking, sidewalks and a lawn extension or "tree-lawn" with mature street trees. Houses are set back only a small distance and typically have open front porches. The front porch is critically important to the character of the community. Porches create the transition from public realm (the street and sidewalk), to private space (the home). A sense of community is often built through these transitional spaces. A number of studies have identified the front porch as an essential physical element in strengthening the sense of community.

Private Space - Architectural Character

The traditional homes and buildings of Frankfort are a major part of what makes Frankfort different than other similar coastal communities. The appearance of these structures, how they relate to the street and public space and how they relate to other structures is what sets Frankfort apart.

West Main Street and the residential neighborhoods west of 7th Street are the two areas of town with the strongest and most defining architectural character. These areas are particularly important to the City because they are high-traffic and high visibility areas and tend to be the areas, aside from the waterfront, that are most consistently noticed and referred to by visitors.

The architectural features of these districts include a traditional urban street grid, sidewalks, mature street trees and buildings that are close together and are set back minimally from the sidewalks. Homes have front porches and windows which create a transition between the public streetscape and private home interior. Parking, garages and service areas are all located along a rear alley. Homes and buildings are at least two stories and all homes are surrounded by an open yard or green space. Buildings have a distinct bottom, middle and top; these sections of buildings are distinguished by architectural features like windows, clerestories, cornices, moldings, awnings, lighting, paint and other decorative flourishes.

As mentioned, these architectural and urban designs combine to create a sense of place that distinguishes the City. To strengthen the City's unique "sense of place", these physical elements can be used as the basis for development guidelines and zoning regulations. Furthermore, many of these physical elements can be used in other districts to create more distinctive districts. Using some of these physical elements along with some of the variety already found in other residential areas will help the City's overall sense of place and ensure long-term stability in property values by creating a stronger Frankfort "brand" or image. Bringing these physical design features into other districts will create unique and distinctively different districts without "disney®-fying" Frankfort.

The Regulating Plan and Frankfort Building Districts

This chapter discusses the full spectrum of building types and how they work to create an identifiable character for the City of Frankfort. This plan identifies four neighborhood districts (with subdistricts) – East, West and North City and one Rural District, plus two mixed-use districts – Main Street and Waterfront – that permit residential uses on upper floors as a by-right use. Their locations are illustrated on the regulating plan on page 21.

West City Residential



Example of Historic single family home in West City Residential District. (photo: William Allin Storrer)

West City Residential

West Main Street and the residential area west of 7th Street are essential to the City's visual and community character. Within these neighborhoods there are a variety of architectural styles and housing types and this variety is an important feature.

The predominant features of buildings in this district are front porches, small front building setbacks, multiple stories and quality building materials. Garages and parking areas are typically located behind the house and accessed via alleys (e.g. Anchor Place and Harbor Place). Some garages have been expanded into accessory dwelling units. Currently within the West City Residential district there are single family detached houses, civic buildings, duplexes and accessory dwellings.

Benefits of West City Residential Guidelines

- Preserves the character of the historic residential neighborhood,
- Allows for new growth and development that is compatible with the traditional neighborhoods,
- Encourages variety within the framework of the historic neighborhood,
- Standards will help to maintain the overall appearance of the neighborhood

District Guidelines

Permitted Land Uses:

- Residential
- Civic (schools, church)

Compatible Building Types:

- Single family detached house
- Duplex
- Carriage house or ancillary living space
- Church/municipal building

Required Architectural Features:

- Front porch
- Main entrance shall be from the street.
- Pitched roofs
- Sidewalks must be provided along all streets.

Prohibited Architectural Features:

- Fully enclosed front porch
- Garage fronting street
- Parapets and flat roofs are prohibited.

Parking Requirements:

- Each single family building must have space for two on-site parking spaces.
- Multiple-unit buildings must include one on-site parking space for each dwelling unit.
- Accessory dwellings require one additional on-site parking space.
- All parking areas shall be in the rear yard.
- Parking in front or side yard along street frontage is prohibited.

East City Residential District

East City Residential District

East of 7th Street, the housing stock and architecture takes on a different character and loses some of the traditional architectural elements and streetscape amenities demonstrated in the West Residential District.

Generally speaking, the blocks south of Hall Avenue and west of Day Avenue are similar to blocks west of 7th Street. East of 7th Street, there are many of the architectural features that define the neighborhood west of 7th Street. These elements define the character of the West City Residential District and can be adopted to do the same in the East City Residential District. In the East City Residential District, however, there is more flexibility in building type so that there is a greater opportunity to provide a wider range of attainable housing alternatives.

Forest Avenue

This section of the City is also unique due to Forest Avenue, which is M-22 east of 7th Street and west of Lake Street. Forest Avenue is the primary gateway into Frankfort from the east and the south.

Between 7th Street and Lake Street, there is a mix of land uses including industrial, commercial, residential and office. Historically, this district has been residential, however, over the past 10 to 15 years, there has been a gradual conversion of single family homes to offices and other businesses. Though these structures maintain the appearance of a residential unit, the signage for these businesses and the additional traffic generated by them negates the character of the buildings and creates an unnecessarily complicated experience for visitors as they pass through. This district, as it is today, causes many visitors to think they are passing through the heart of Frankfort's commercial district, when in fact, they are blocks away.

Benefits of East City Residential Guidelines

The historic elements and character of the East City Residential District work to create a unique and defining space in Frankfort. In the East City Residential District, the wide variety of architectural styles and building types do not work together to create a neighborhood and district. Using many of the same traditional architectural features found in the West City Residential District (front porches, smaller front setbacks, alleys etc.) will help to change perceptions of the district and create a more distinct sense of place.



Example of existing residential buildings on Forest Avenue (photo: William Allin Storrer)



Example of non-historic architecture common in the East City Residential District. (photo: William Allin Storrer)

These guidelines are not intended to force existing property owners to alter their homes and properties to meet these guidelines. On the contrary, the variety of the existing buildings is what gives the district a unique history and this variety creates a different character for the District. These guidelines are to be applied only to new development.

The benefits of adopting these standards include:

- Developing a more visually unified neighborhood,
- Improving the public space throughout the district,
- Creating a better pedestrian connection to Downtown and areas west of 7th Street,
- Providing a wider range of attainable housing alternatives,
- Creating clear standards for future development.
- Standards will help to maintain and promote the overall character of the neighborhood as a residential district

District Guidelines

Permitted Land Uses:

- Residential

Compatible Building Types:

- Single family detached house
- Townhouse (attached single family dwelling)
- Loft
- Carriage house or ancillary living space

Required Architectural Features:

- Front porches
- Pitched roofs
- Parking located in rear

Prohibited Architectural Features:

- Fully enclosed front porch
- Garage fronting street
- Parapets and flat roofs are prohibited.
- New driveway curb cuts from Forest Avenue.

Parking Requirements:

- All parking areas shall be in the rear yard and accessed from the alley.
- Each single family building must have space for two on-site parking spaces.
- Multiple-unit buildings must include one on-site parking space for each dwelling unit.
- On-site parking for multi-unit buildings may be contained in a shared parking area in a rear yard that is accessed from the alley.
- Parking in front or side yard along street frontage is prohibited.

North City Residential District

North City Residential

North of Leelanau Avenue on the west and Hall Avenue on the east, there is a distinct change in the character of the residential neighborhoods. Leelanau and Hall Avenues are the point where the more uniform development pattern of historic Frankfort begins to give way to a more free-form approach. This change in the development character is directly attributable to the topography. The slopes and soils (and to a lesser extent woodlands) historically determined where building could occur in Frankfort. As topography and soils become more of a development constraint, the more varied the physical character became in these areas.

Steep slopes and tree cover are also critical to the character of the District. Maintaining the steep slopes and tree cover is essential. The slopes and vegetation within the North City District are so essential to the character of the District that buildings, driveways, sidewalks and ancillary or auxiliary structures restricted to 40% of the total building site to preserve these features.

The North City Residential District is a residential district that, architecturally, signifies a transition from the more intense residential neighborhoods of the East and West City Residential Districts. As opposed to the East and West City Residential Districts, which are defined spatially by the street grid, the North City Residential District is more organic and lacks the uniformity of the other residential districts

The lack of uniformity in this district allows for a wider variety of architectural styles and building placement. Typically, properties in the North City Residential District are houses on larger lots, with varying setbacks. Parking is accessed directly from the street instead of via alleys. There is also a greater distance between buildings and between buildings and the street. Buildings may be grouped together in a site to preserve sensitive natural features or to create a shared open space. The North City Residential District permits only one building type - single family detached buildings.

Benefits of North City Residential District

- Allows greater flexibility to address specific site and context issues (slopes, soils etc.)
- Reflects the diversity of the existing neighborhoods created by the varying site conditions



Example of typical North City District house.
(photo: William Allin Storrer)

District Guidelines

Permitted Land Uses:

- Residential
- Park/Open Space

Compatible Building Types:

- Single family detached house
- Carriage house or ancillary living space

Required Architectural Features:

- Pitched roofs

Prohibited Architectural Features:

- Garage fronting street or as the predominant architectural feature as visible from the street.
- Parapets and flat roofs are prohibited.

Parking Requirements:

- Each single family building must have space for two on-site parking spaces.

Rural District

Rural District

The Rural District is a single family residential district with the greatest variety of architecture, lot sizes and configurations and the fewest allowable building types. While clustering to preserve open space and sensitive natural features is encouraged, there are only minimal setback requirements and larger minimum lot sizes. This is also the only district where production agriculture is appropriate and encouraged.

This district is intended to be the least developed part of the City and the district that signals a transition from the urban center of the community to the more rural environs of the Township. This district has the fewest urban amenities.

Within the Rural District sensitive natural features exist, including steep slopes, wetlands, and woodlands. The identification of all natural features in a catalogue, with special attention for significant areas preserved from development. To accomplish this objective, the City will prepare a Rural District development fact sheet, including a map of sensitive natural resources, steep slopes, and details about soil conditions, allowable building sites, and site fingerprinting techniques. In particular, the development methodology must include a steep slope ordinance that identifies these sloped areas, and establishes use limitations based on slope and soil erosion characteristics.

Site fingerprinting is a development technique that clears only the minimum space necessary for construction. "Clustering" refers to concentrating development in one part of the site in order to preserve a resource - either a natural or visual resource. Clustering standards vary by each site context. A cluster provision in the zoning ordinance is necessary as lot sizes in clustered developments often do not meet generic large lot subdivision standards. Because of the sensitivity of the resources being preserved, there need to be more flexible alternatives to conventional development.

Benefits of the Rural District Guidelines

Conventional subdivision and development standards yield a generic product, one which does not convey the unique character of Frankfort. There are a number of benefits provided by alternative development techniques. These include:

- Conservation of sensitive natural resources include wetlands, woodlands and habitat for threatened and endangered species,
- Preservation of steep slopes,
- Development unique to the context of the site results from careful preparation through site fingerprinting and soil



Example of Rural District house and barn on Lake Street.
(photo: William Allin Storrer)



Example of Rural District house. (photo: William Allin Storrer)

- sampling,
- Greater variety of lot sizes, configuration and site amenities.

District Guidelines

Permitted Land Uses:

- Residential
- Agriculture
- Park/Open Space

Compatible Building Types:

- Single family detached house
- Accessory and farm buildings including barns and pole barns
- Carriage house or ancillary living space

Required Architectural Features:

- Pitched roofs for all buildings

Prohibited Architectural Features:

- Garage as the central or predominant architectural feature as visible from the street.
- Parapets and flat roofs are prohibited.

Parking Requirements:

- Minimum of two on-site parking spaces

Main Street

Main Street West

Downtown is the cultural and economic heart of the community. Frankfort's downtown provides services for local residents and also serves as the downtown for many other communities within the region. Main Street is a textbook example of a historic Main Street community. The district's historic architecture and concentration of intact historic buildings set downtown Frankfort apart within Benzie County and the entire Grand Traverse region.

The key to expanding the City's economy beyond a seasonal and tourism-based economy is the community character or "sense of place". Main Street is the district that defines the community's character. Guidelines that try to recreate the traditional building fabric of downtown will only serve to create an historic "Disneyland" type space. Instead, it is essential to take some of the historical architectural elements and incorporate them into new buildings that complement rather than repeat the historic core. Old and new buildings need to be able to stand side-by-side and coexist in a way that creates visual and aesthetic continuity. New buildings should use only quality building materials to ensure they complement the existing historic buildings.

As it currently exists, the Central Business District extends between 2nd Street to the west and 10th Street to the east. The heart of the business district, however is between 7th Street and 2nd Street. Land use is overwhelmingly commercial, though second and third floor residential uses are subject to a special use permit. The Master Plan envisions an expanded Main Street that extends east on Main Street to Lake Street and north on Lake Street to Forest Avenue. This creates additional mixed-use and commercial opportunity in areas along Main Street, where there is only scattered commercial development.

A key to developing a vibrant and sustainable Main Street district is to include residential units within the District. Adding residents to a Main Street or downtown district helps inject an energy into the neighborhood that extends beyond typical business hours.

Main Street begins to set the stage for a walkable, pedestrian friendly community that is based on the human scale, not the car. Enhancing the "walkability" of the district will bring more people into the district. Improving walkability means enhancing the pedestrian experience in and around Downtown. It requires a comprehensive effort to make Main Street more pedestrian friendly as well as steps to create stronger pedestrian connections between the Downtown and surrounding districts.



*Characteristic Main Street architecture
(photo: William Allin Storrer)*



*Typical example of Mixed Use building with second floor office/residential space
(photo: William Allin Storrer)*

Benefits of Main Street West Guidelines:

- Architectural guidelines reinforce human scale of Downtown Frankfort,
- Create additional pedestrian interest along the "street wall" or building facades, which helps to increase pedestrian traffic,
- Creates opportunity for new investment and development that is unique, yet complements the historic structures,
- Preserves visual and physical access to the Betsie Bay waterfront,
- Includes the history of Frankfort in future development,
- Creates a more dynamic pedestrian space,
- Will help to enhance the long-term economic viability of Main Street businesses.

District Guidelines

Permitted Land Uses:

- Commercial
- Office
- Residential
- Civic/Public
- Parking

Compatible Building Types:

- Mixed-use buildings
- Civic buildings

Required Architectural Features:

- Minimum two stories or 30'
- Majority of ground level facade must be glass
- Second story windows must be proportional: taller than wide
- Placement of entryways/doors every 30' at street level
- All buildings must have architectural features that distinguish between the bottom, middle and top of the buildings
- Maximum distance between visual breaks through the building is 40'. Visual breaks provide public views of Betsie Bay from Main Street.

Prohibited Architectural Features:

- Single story buildings
- Single family detached houses
- Carriage house or ancillary living space
- Garage or parking spaces adjacent to Main Street except in lots designated by the City for parking.
- Garage on street level accessed from Main Street
- False facades
- New or expanded drive-through facilities that are accessed from Main Street
- Auxiliary buildings

Parking Requirements:

- Parking in the Main Street District should be handled on shared basis
- Provide the alternative for a payment in lieu of parking program that will fund the acquisition and construction of surface parking areas within 500' of the core downtown area. This strategy will accommodate any new parking demand generated by new development without requiring the provision of on-site parking that typically results in reduced building size/footprint.
- Consider making Main Street District parking exempt upon the creation of a Downtown Development Authority (DDA) that can fund shared parking areas in the downtown through tax increment financing revenues.
- For retail and entertainment uses, require 3 parking spaces per 1,000 s.f. of gross leasable area (GLA).
- Office use requires 2 spaces per 1,000 s.f. GLA.

- Residential units require 1 space per unit
- On-site parking must be located behind buildings and accessed via alleys.

Setback and Height Guidelines:

- Build-to line - front of building must be within 2 feet of front property line
- No side setback requirement
- No rear setback requirement. Maximum 20' rear setback
- All buildings in this district must have a second story and be at least 30' in height
- Buildings on the north side of Main Street have a maximum height of the lesser of 45' or three built stories, when the third story is set back at least 10' from the build-to line
- Building height on the south side of Main Street and Waterfront Drive is measured from the high water mark having a maximum building height of 45' above the high water mark and shall not exceed 30' above the sidewalk on Main Street.
- All stories above 15' shall be set back a minimum of 10' from the build-to line on the south side of Main Street
- Extensions above the 45' limit may include wind energy devices, solar panels, dormers, spires and other architectural features and should be subject to an administrative variance.



Existing building typical of those in the Main Street East District.
(photo: William Allin Storrer)

Main Street East

Main Street East is made up of a mix of land uses including industrial and commercial, with some scattered residential and utilities. This section of Main Street has been historically associated with Industrial uses - first shipping and shipping-related businesses and then with Graceland Fruit's operations at Main and Lake Streets.

The architecture of buildings is quite varied with single story buildings, such as the building in the photo above, and larger warehouse style buildings. The municipal boat launch is the anchor of this portion of Main Street, at least during temperate months. The lumberyard and Graceland Fruit are two significant businesses that generate considerable vehicular traffic.

As Frankfort evolves, this portion of Main Street has considerable potential for new residential and mixed use buildings on the north side of Main Street. Increased residential opportunity in this area will help to create additional attainable housing opportunity. Main Street East is not intended to be a commercial district on par with Main Street West. It is, however, an opportunity to add residential density that will help to support the Main Street West commercial district.

Benefits of Main Street East Guidelines:

- Creates opportunity for residential development on the north side of Main Street,
- Has the flexibility to provide a range of attainable housing alternatives,
- Will create a destination at the east end that will increase pedestrian traffic along Main Street,
- Creates a design standard that reflects the overall character of the City,
- Creates a strong entry into Downtown Frankfort.

District Guidelines

Permitted Land Uses:

- Commercial
- Office
- Residential
- Civic/Public
- Parking

Compatible Building Types:

- Mixed-use buildings
- Civic buildings
- Townhouse (attached single family dwelling)
- Duplex/Three-plex
- Loft
- Live/work units

Required Architectural Features:

- Pitched roofs (for residential buildings)
- Parking located in rear

Prohibited Architectural Features:

- Fully enclosed front porch
- Garage fronting street
- Carriage house or ancillary living space
- Single-story buildings
- Parapets and flat roofs are prohibited.
- New driveway curb cuts from Main Street

Setback and Height Guidelines:

- Build-to line - front of building must be within 10 feet of front property line
- No side setback requirement
- No rear setback requirement. Maximum 20' rear setback
- All buildings in this district must have a second story and be at least 30' in height.
- Buildings have a maximum height of the lesser of 45' or three built stories when the third story is set back at least 10' from the build-to line.
- Extensions above the 45' limit may include wind energy devices, solar panels, dormers, spires and other architectural features and should be subject to an administrative variance.

Parking Requirements:

- All parking areas shall be in the rear yard and accessed from the alley.
- Each single family building must have space for two on-site parking spaces.
- Multiple-unit buildings must include one on-site parking space for each dwelling unit.
- On-site parking for multi-unit buildings may be contained in a shared parking area in the rear yard that is accessed from the alley.
- Parking in front or side yard along street frontage is prohibited.

Waterfront District



*View of existing conditions south of Main Street at Day Avenue
(photo: William Allin Storrer)*

Waterfront District

The waterfront is a sacred space in Frankfort. Historically, the Betsie Bay was the working waterfront and economic engine that built Frankfort. As the car ferries ceased operation, the waterfront began a significant evolution. The District's grittier, working spaces were replaced with marinas, boat launches, parks and trails. Through the evolution of this space, it has remained the spiritual heart of the community. Today, the boat traffic is largely recreational, however this change from the historic working waterfront does not diminish the importance of the waterfront to the economic fortunes of Frankfort.

The Waterfront district is one of the City's best assets and also presents one of the brightest opportunities. The waterfront at the east end of Main Street is under-utilized. The undeveloped area between the municipal boat launch and the Betsie Lake Utility Authority (BLUA) facility on Lake Street is a significant opportunity for redevelopment. This portion of the waterfront was historically a working district that serviced boats and provided the storage and maintenance that is absent in significant scale from contemporary Frankfort.

More importantly, the east end of Main Street provides an opportunity for mixed-use development that provides the views and access to the waterfront for residential development without altering the historic character of the Downtown District or the views of the Bay from Main Street. Future development should include a mix of marine-related services (which may include repair and storage), commercial and residential space. The east end of Main Street provides an opportunity to create an eastern anchor for Main Street and will help to provide a destination that will facilitate additional pedestrian movement through Main Street.

Benefits of Waterfront District Guidelines

Waterfront in Frankfort historically and traditionally is a working, commercial, and industrial space. Today, the veneer of recreational boating and living arrangements adds to the mix. Land use reality demands that it be called, and referred to as what it has become: a "mixed-use" area, combining land use elements of residential, commercial, recreational and industrial. With the addition of civic-institutional uses, including the US Coast Guard Station and the BLUA, this area exhibits just about every facet of Frankfort City life including education.

Benefits of designating the Waterfront as a mixed use district include:

- Re-establishes the "working waterfront idea",
- Utilizes recreational boating as a foundation for future growth and development,
- Creates the market opportunity for additional marine and marina services,
- Creates opportunity to add high-value residential units with waterfront views and water access without compromising public views of, or access to, Betsie Bay.

District Guidelines

Permitted Land Uses:

- Marina
- Marine Services (repair/sales)
- Boat Storage
- Residential
- Commercial
- Park/Trail

Compatible Building Types:

- Mixed-use
- Warehouse/storage
- Commercial

Required Architectural Features:

- Mixed-use and residential buildings - minimum two stories or 36'
- Maximum height of cold storage buildings is 45'
- Maintain views of Betsie Bay from Main Street

Prohibited Architectural Features:

- Single story residential and mixed-use buildings
- Single family detached houses
- Carriage house or ancillary living space

Parking Requirements:

- 1.5 spaces per residential unit
- 1 spaces per marina slip
- 3 spaces per 1,000 GLA of commercial space
-

Setback and Height Guidelines:

- No minimum front yard setback
- No side setback requirement
- No rear setback requirement. Maximum 20' rear setback
- Storage buildings have a maximum height of 45'.
- Extensions above the 45' limit may include wind energy devices, solar panels, dormers, spires and other architectural features and should be subject to an administrative variance.

Parks District

Parks District

Parks are essential public spaces. They are essential because they are the “green infrastructure” of a community, the network of undeveloped and natural spaces that bring nature into the built environment. They serve to mitigate the impact of human development by filtering stormwater runoff and providing pervious surface for groundwater recharge and natural drainage. The trees and shrubs in these spaces help to absorb carbon dioxide and help to limit the community’s carbon footprint.

Parks provide a natural oasis within the confines of the urban community. They add cultural value as informal and formal gathering spaces and provide local recreational opportunities. They work to form a non-motorized system of transportation that extends from the Lake Michigan shoreline in Elberta to the beach in Frankfort (the Beach-to-Beach Trail).

Traditionally, parks are identified but not given a unique district designation. These public spaces are so critical for Frankfort that these spaces must be preserved by creating a separate district solely for parks, natural areas and recreation. Furthermore, creating a unique designation will help the City develop a long-term preservation and maintenance strategy for parks, wetlands and other open spaces and natural areas.

District Guidelines

Permitted Land Uses:

- Park/Open Space
- Recreation
- Trails

Compatible Building Types:

- Recreation

Required Architectural Features:

- None

Prohibited Architectural Features:

- None

Parking Requirements:

- Dependent upon amenities in each Park



Beach-to-Beach Trail (photo: William Allin Storrer)



Market Square Park (photo: William Allin Storrer)



Mineral Springs Park (photo: William Allin Storrer)

Setback and Height Guidelines:

- None
- Alternative energy (i.e. solar and wind energy collectors) are permitted in all parks as a component of park buildings and comfort stations.

Civic District

Civic District

Buildings and spaces within the Civic District are designed for use by the public and for the public good. These may be quasi-public buildings like churches or they may be municipally owned or operated buildings like schools, City Hall or the BLUA facility.

Civic District Spaces are scattered throughout the City in various other districts. The architecture and character of these spaces should complement the adjacent properties and enhance the overall district.

The City should develop design guidelines, methods and cooperative activities with civic, religious and other not-for-profit or charitable organizations to utilize surplus or unused land in a way that is mutually beneficial for the City and for the organization.

District Guidelines

Permitted Land Uses:

- Civic

Compatible Building Types:

- Schools
- Churches
- Municipal Buildings/Facilities

Required Architectural Features:

- None, however architecture should complement adjacent and surrounding properties

Prohibited Architectural Features:

- None

Parking Requirements:

- Varies based on use -
 - School: 2 spaces per classroom (elementary), 5 per classroom (high school)
 - Church: 1 space per 10' linear feet of pew
 - Municipal Building: 1 space per full time employee (FTE) plus 1 space per 200 s.f. of common area space.



Benzie Shores District Library (photo: William Allin Storrer)



Trinity Lutheran Church (photo: William Allin Storrer)



Post Office - Frankfort Branch (photo: William Allin Storrer)

Setback and Height Guidelines:

- Must match setback and height guidelines of surrounding district
- Alternative energy (i.e. solar and wind energy) collectors are permitted on all civic buildings and are subject to the same administrative variance guidelines and standards of the surrounding district.

Institutional District

Institutional District: Healing, Aging and Medical Facilities

Medical facilities are community assets that provide essential medical services to the larger community. Frankfort is lucky to have the Paul Oliver Memorial Hospital to provide ambulatory services and urgent care. Additionally, the Maples is an assisted living center and the Benzie County ALS provides additional services for area senior citizens.

Because of their specialized uses, these buildings naturally stand out from the surrounding district. Therefore, these spaces need to be grander and more memorable.

District Guidelines

Permitted Land Uses:

- Medical - Primary and tertiary care
- Residential - Assisted living

Compatible Building Types:

- Hospital
- Multiple dwelling unit residential buildings

Required Architectural Features:

- None, however architecture should complement adjacent and surrounding properties

Prohibited Architectural Features:

- None

Parking Requirements:

- Varies based on use -
 - Hospital: 1 space per bed plus 1 space per employee
 - Medical Office: 1 space per examination room, plus 1 space per employee and 1 space per 200 s.f. of GLA
 - Assisted Living: 1 space per bed plus 1 space per employee

Setback and Height Guidelines:

- Minimum front yard setback 25'
- Minimum setback between building, parking or other service area and adjacent residential property is 50'.
- Maximum height of 36' above grade
- Extensions above the 36' limit may include wind energy devices, solar panels, dormers, spires and other architectural features and should be subject to an administrative variance.



Paul Oliver Memorial Hospital (photo: William Allin Storrer)



The Maples (photo: William Allin Storrer)

Industrial District

Industrial District: Entrepreneurship and Production Space

Frankfort's industrial district is located north of M-22 and east of Day Avenue. This area is where the city has concentrated efforts to create an industrial park and includes areas with the ability to accommodate expanded industrial activity.

This space is not restricted to manufacturing or industrial use. What the Industrial District seeks to create is a space in Frankfort for more intense production activities that are able to accommodate less pedestrian and residentially-friendly uses like shipping and receiving. Uses in this district may run the gamut from art studio to forge to manufacturing or logistics. Ultimately, this district is designed to provide space for entrepreneurial activity that requires large space and heavy infrastructure.

District Guidelines

Permitted Land Uses:

- Industrial/Light Industrial
- Manufacturing
- Warehouse
- Packaging
- Logistics
- Shipping/Receiving
- Auto Repair
- Art Studio/Production Facility

Compatible Building Types:

- Light industrial
- Warehouse
- Pole Barn/Expanded Garage

Required Architectural Features:

- None

Prohibited Architectural Features:

- None

Parking Requirements:

- Varies based on use -
 - Warehouse: 1 space per 1,000 s.f. of floor area
 - Industrial/Manufacturing: 1 space per every 2 employees
- Parking may occur in front, side or rear yard, as long as minimum setback from residential properties and landscape buffer is maintained.



Existing industrial property (photo: William Allin Storrer)



Frankfort Industrial Park (photo: William Allin Storrer)

Setback and Height Guidelines:

- Provide landscape buffer between building and any related parking, storage or production facilities and adjacent residential properties
- Minimum 50' setback from any residential property
- Minimum 35' front yard setback
- Minimum 25' side yard setback
- Maximum building height is 50'
- Extensions above the 50' limit may include wind energy devices, solar panels, dormers, spires and other architectural features and should be subject to an administrative variance.

Chapter 4: The Built Environment: Streets and Transportation Network

The Built Environment

As stated previously, the built environment is how human activity – buildings, streets and other infrastructure – begins to define a place.

There are three primary components of the built environment: buildings, streets and public spaces. Buildings and public spaces were discussed in Chapter 3. This section discusses the public realm of the street and transportation network.

Street Network

Frankfort's network of streets is a typical urban grid. Moving north from town, as the topography becomes steeper, the grid becomes elongated with fewer north-south streets in relation to the east-west streets.

In the older residential neighborhoods of Frankfort west of 7th Street and between Main Street and Leelanau Avenue, Leelanau and Forest Avenues are one-way streets. Forest Avenue is one-way headed west and Leelanau is one-way headed east. This configuration has broad public support and works well, particularly in deterring on-street parking in those blocks closest to the Lake Michigan Beach. These patterns are historically part of the City's traffic pattern.

Transportation

Goal: To encourage pedestrian and non-motorized circulation in all areas of the City while maintaining efficient and safe vehicular circulation. This can best be achieved with a network of complete streets.

Complete Streets

To accomplish the goal described above, it is necessary to develop a standard for "complete streets". Complete streets are designed to prioritize pedestrian or non-motorized traffic over cars. As defined by the National Complete Streets Coalition, complete streets are "designed and operated to enable safe access for all users. Pedestrians, bicyclists, motorists and public transportation users of all ages and abilities are able to safely move along and across a complete street."¹

"There is no one design prescription for complete streets. Ingredients that may be found on a complete street include: sidewalks, bike lanes (or wide paved shoulders), special bus lanes, comfortable and accessible public transportation stops,

¹ National Complete Streets Coalition. <http://www.completestreets.org/complete-streets-fundamentals/>

frequent crossing opportunities, median islands, accessible pedestrian signals, curb extensions, and more. A complete street in a rural area will look quite different from a complete street in a highly urban area. But both are designed to balance safety and convenience for everyone using the road."²

During the Vision Fair and again during the Planning and Design Charrettes, Frankfort residents stressed their desire to improve pedestrian conditions throughout the City and to make Frankfort a pedestrian friendly community. Developing a Complete Streets policy for the City and identifying appropriate road section profiles that accommodate all users will ensure that Frankfort will become a truly pedestrian-friendly community. All future street improvements should be based upon complete street principles.

Benefits of Complete Streets

- By providing designated space for each activity, complete streets improve overall safety for pedestrians, non-motorized and vehicular traffic.
- Complete streets are context-sensitive, thus not disruptive to the physical fabric of the neighborhood or individual properties.
- Complete streets demonstrate that the City of Frankfort is committed to maintaining a mix of transportation alternatives.
- Complete streets will make the City more walkable for pedestrians of all ages and abilities.
- Complete streets create safer pedestrian crossings.
- Complete streets will create a more distinct hierarchy of streets and thus help make the City more navigable for visitors and tourists.

Street Standards and Design Principles

All City streets should be constructed or reconstructed using Complete Street principles, using the sample street profiles and cross sections as a guideline for street standards. These standards are based upon "Complete Street" principles, best traffic management practices and on the input generated during the public outreach phase of the Master Planning process.

These principles should be used to guide street reconstruction, renovation and new construction. Going forward, these design principles will provide a template the City should use to guide these activities. These design principles and recommended templates are not intended to be constructed immediately, rather they are to be used as a guideline for rebuilding streets when they are reconstructed (either as part of scheduled, on-going

² *Ibid*

maintenance, or as a result of reconstruction due to other infrastructure activity).

Key Principles:

- Create safe pedestrian zones at crosswalks and on sidewalks.
- Provide pedestrian right-of-way signage at major crossings.
- Allow for on-street parking in all areas to create additional buffer between moving cars and pedestrians.
- Create pedestrian islands and or “bump-outs” to help calm traffic at all major pedestrian crossings.
- Slow vehicular traffic in residential neighborhoods.
- Provide on-road bicycle lanes and/or paved and striped shoulders to create opportunity for bicycle traffic to share major roads.
- Plant street trees using a selection of appropriate tree species.
- Add additional crossing signage and visual cues (striping, lights, etc.) at all major crossings around schools, parks and civic spaces.
- Design roads to the minimum necessary width to minimize the total impervious footprint of roads.
- Slow vehicular traffic in the main Downtown commercial district to increase business visibility and to increase safety for pedestrians and non-motorized transportation.
- Provide adequate and unique signage for the City’s commercial district.

Road and Street Classification and Design Templates

Frankfort’s road network is classified into the following six categories:

1. Boulevard
2. Main Street
3. City Residential Street
4. Lane/Alley Street
5. Rural Residential Street
6. Rural Highway

The Frankfort Master Plan includes complete street templates for five of the streets listed above. The configuration of Main Street is somewhat unique because of the commercial uses west of 7th Street and the current configuration of head-in angled parking. In lieu of a template for a piece-meal transformation of Main Street, the Master Plan includes a discussion of the issues and opportunities on Main Street and identifies additional principles that should be included in any reconstruction of the street.

The map on the following page and the table below identify the different streets in Frankfort.

Boulevard	7th St.
Main Street	Main St. (west of Lake St.) Lake St. (Forest Ave. to Spring St.)
City Residential	Day Ave. (south of Elm), Elm St., Forest Ave. (west of Lake St.), Grove Pl., Hall Ave., James St., Leelanau Ave., Main St. (east of Lake St.), Nipissing St., Park View Ln., Spring St., Waverly St., Winnebago St., 1st St., 2nd St., 3rd St., 4th St., 5th St., 6th St., 8th St., 9th St., 10th St., 11th St.
Lane/Alley Street	Anchor Pl., Harbor Pl., Miami St., Pine Ln., Port Pl. Sac St., Sky Pl., Waterfront Dr.
Rural Residential	Beech St., Bellows Ave., Baldwin Ave., Bridge St., Brook St., Carlson Rd., Cherry Grove Ln., Corning Ave., Crystal Ave. (7th St. to Park Ave.), Day Ave. (north of Elm St.), Denton Ave., Didrickson Rd., George St., Hanrath St., Maple Ave., Michigan Ave., Nelson Rd., River Rd.
Rural Highway	M-22 Crystal Avenue (north of Park Ave.), M-115 Forest Avenue (east of Lake St.), M-22 Lake Street (south of Spring St.)



Legend

- Main Street
- City Residential Street
- 7th Street Boulevard
- Lane/Alley
- Rural Residential Street
- Rural Highway

Street Types

City of Frankfort Master Plan 2010
Benzie County, Michigan

Date: 5/11/2010

0 250 500 1,000 Feet

WADE TRIM

FRANKFORT
On Beautiful Lake Michigan

Map 6: Transportation Plan Map

7th Street Boulevard



Boulevard street profile

Typical Right-of-Way (ROW): 48' (curb to curb)

Travel Lanes: Two, one each direction
Width of Travel Lanes: 11'

On Street Parking: No

On-road bicycle lanes: Yes, both sides

Sidewalks: Yes, both sides
Width of Sidewalk: 15' each side

Tree Lawn: Yes
Width of Tree Lawn: 5'
Width of Boulevard: 16'

Typical front yard setback distance: 10'

Driveway access: Via alleys

Adjacent land uses: Residential, Civic

Boulevard - 7th Street from Main Street to Market Square Park

7th Street between Market Square Park and Main Street is the geographic center of Frankfort. More importantly, 7th Street is the gateway into Downtown Frankfort from M-22. In its current form, this entry is under-whelming for visitors and does not encourage exploration. In short, it is not currently an entrance that conveys the unique qualities of Downtown Frankfort.

There are short term approaches to improving this entry. However, over the longer term, creating a grand street connecting the Betsie Bay to Market Square Park will create a distinctive entry experience that complements the character of historic Downtown Frankfort.

Street Layout - Boulevard

Using the existing 48' right of way, 7th Street can be reconfigured to become a complete street. The first order of business is to create a tree lawn with mature street trees that will help to immediately improve pedestrian conditions. In the longer term, the City should work with MDOT to reimagine 7th Street between Forest and Market Square Park. Because this segment of the road is an MDOT controlled road, any redesign needs to

be a collaborative effort between the City, Frankfort Elementary School and MDOT.

There is ample space within the current right of way north of Forest Avenue to build a 16' boulevard with street trees. This will create a grand parkway for the City and will turn the least pedestrian-friendly road in Frankfort into a textbook example of a complete street.

Benefits of Creating a 7th Street Boulevard

Transforming 7th Street into a boulevard has many benefits. These include:

- Slowing M-22 through traffic between Forest Avenue and Market Square Park to speeds more appropriate for the residential neighborhoods that the road passes through.
- Create a more visually distinct connection between M-22 and Main Street.
- Enhanced pedestrian safety and improved crossings.
- More street trees.
- Physical green space linkage between Market Square Park and the Betsie Bay
- Reduced impervious surface footprint which will reduce stormwater runoff.
- Create a distinct space, one that is unique to the City of Frankfort - on the road that is the geographic center of the City.
- Eliminate the sense that 7th Street divides the City by making a more welcoming, people-scaled streetscape.

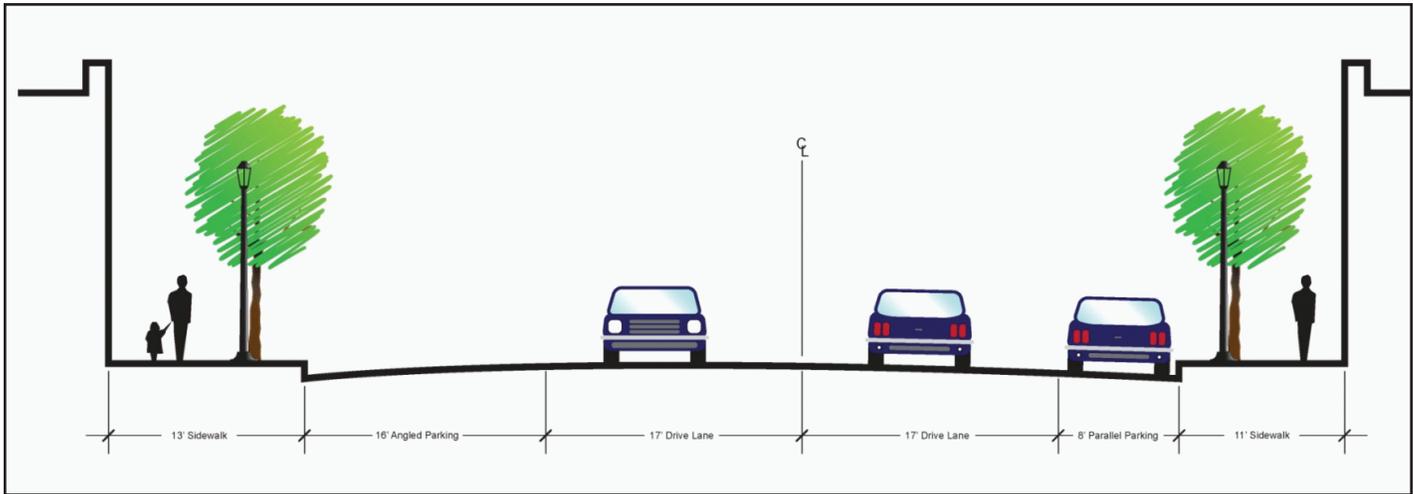
Implementation Strategy

The Michigan Department of Transportation (MDOT) controls 7th Street between Forest Avenue and Market Square Park, where it is also M-22. Therefore, the City must work with MDOT as partners to re-imagine how M-22 works in the City of Frankfort.

Turning 7th Street into a street with a fully landscaped boulevard is an idea that will take considerable negotiation and, in order to make MDOT a partner in this process, the City must create a working committee that meets with MDOT representatives from Traverse City, Gaylord and Lansing on a regular basis. Absent this communication, there is little likelihood that MDOT will approve such a configuration.

The vision of a grand 7th Street Boulevard is a long-term vision for Frankfort. In the near-term, the City should work with MDOT to improve pedestrian crossings at the Elementary School and Forest Avenue. Furthermore, a four-way stop or traffic signal is appropriate at the intersection of 7th Street and Forest Avenue to slow through-traffic to speeds more appropriate to residential neighborhoods. Such traffic control will also help to direct vehicular traffic to the Downtown commercial district and improve pedestrian connections between the neighborhoods east of 7th Street and north of Forest Avenue.

Main Street



West Main Street - existing conditions

Main Street

Main Street is the City's most important local street. Physically, Main Street can be broken into two different categories - East Main (east of 7th Street) and West Main (west of 7th Street).

West Main

West Main is the main commercial section of Main Street and has a different character and purpose than East Main. For one, the district surrounding West Main is the City's most diverse in terms of land uses. This is the center of the City's commercial district and the street is configured with angled and parallel on-street parking and wider sidewalks. There is considerably more pedestrian and vehicular traffic on West Main.

East Main

East Main Street is no less important. However, because the nature of the commercial businesses on East Main is different than those on West Main, there is only parallel parking available on the street. There are more individual curb cuts for driveways and parking lots. Buildings tend to be set further back from the street to accommodate on-site parking. The sidewalks are not as wide and the space is designed for cars more so than people.

Economic Considerations

In order for Frankfort to thrive, Main Street needs to be a bustling and vibrant area characterized by pedestrians strolling the streets, bicyclists entering the area from the Beach-to-Beach Trail and cars. All of these users must be encouraged to come downtown and therefore, a safe and comfortable experience for all is a must.

West Main Street functions well for most residents during the non-peak tourist months (October-May). However, during the peak tourist season, Main Street itself becomes a tangle of pedestrian, bicycle and traffic congestion. The sidewalks also become congested with walkers, bicycles, strollers, wheelchairs, pets, outdoor seating and store displays competing for the very limited sidewalk space. 11' wide sidewalks are not large enough to accommodate the range of competing uses that are found on Main Street during peak times of the year.

A vibrant and bustling commercial district is characterized by an abundance of sidewalk traffic and a combination of motorized and non-motorized traffic. Wide sidewalks encourage more shared space by creating dedicated space for retail displays and outdoor seating while establishing a clear pedestrian movement zone. Encouraging this sort of foot traffic benefits all downtown businesses and actually attracts people into the district.

Complete Street

Main Street is designed for vehicular traffic, not for shared space. The two 17' travel lanes are wider than typical lanes on an Interstate Highway (which are 14' wide). Head-in angle parking on the north side of the street creates an awkward interaction between cyclists on Main Street and parking cars. There are no striped, on-road bike lanes, bicycles are prohibited on sidewalks and there are no bike parking areas. Furthermore, the Beach-to-Beach Trail ends at City Hall and cyclists and trail users must continue to the beach via Waterfront Drive, which is not signed or striped for non-motorized transportation. These conditions add to the perception that non-motorized transportation is not welcome in downtown Frankfort.

Main Street, as it exists today, is not a complete street. There are too many conflicts between bicycles and cars and pedestrians. The sidewalks cannot accommodate the seasonal traffic that supports the business district and cannot be used for outdoor displays or cafe seating that would generate additional business and interest in the Downtown. The existing configuration does not enhance walkability and actually serves as a deterrent to bicycling and other forms of non-motorized transportation.

Based on the goals generated by the citizens of Frankfort and the values expressed during the series of public workshops, adopting complete street principles for Main Street is appropriate.

Complete Street Principles and Potential Modifications

There are many potential design alternatives for Main Street that will create a more complete street. As mentioned, the existing road profile is quite wide. Reducing the size of each travel lane to 11' will create additional sidewalk space and slow vehicular traffic.

Slowing traffic is a benefit for businesses on Main Street because it increases visibility. Slower traffic also makes for a better and safer pedestrian experience.

The current lane configuration is inappropriate for a commercial district. The width of Main Street is a safety concern because it encourages higher vehicle speeds. The extreme width of Main Street also creates an image problem for Downtown Frankfort, particularly during the shoulder seasons and winter. The expanse of pavement with angled parking and wide travel lanes looks empty if there are only a few cars parked downtown. This creates the perception that there is no reason to go all the way into the Downtown district and explore the City. A complete street profile will help to eliminate this issue.

The head-in, angled parking on the north side of the street creates an abundance of parking - approximately 29 additional spaces are created using this parking configuration as compared to parallel parking. The head-in parking, however, creates safety conflicts between cars backing out of spaces, oncoming traffic, bicycles and pedestrians crossing in the middle of the block. As the Downtown evolves as a mixed use district, the City will have to address parking concerns and may ultimately decide that this parking configuration is not the best configuration for Main Street.

Parking

Parking is a critical land use issue and one that always generates controversy. In every community, downtown parking generates passionate debate from merchants, shoppers and residents. Shoppers and patrons have come to expect available parking at the front door of every business. Merchants perceive

a parking shortage during events and peak hours if their customers are not able to park right in front of the business.

The truth is that sustainable business districts need to provide accessible and convenient parking options, however, these alternatives do not have to be immediately adjacent to each business to create a vibrant and thriving business district. Indeed, one reason thriving Main Street communities are successful is because they do NOT provide parking at the front door of every business. The foot traffic created by distributing parking so that patrons pass storefronts on their way to their destinations increases awareness and ultimately business.

The shopping mall model uses this philosophy to guide design of all shopping malls. The anchor stores are the destinations. However, points of entry into the Mall are placed so that visitors are exposed to the maximum number of businesses possible. This foot traffic is an essential ingredient for retail success in Main Streets and in suburban shopping centers.

Furthermore, when measured in linear feet, shoppers typically walk further from their cars into a mall or big box store than in a small downtown like Frankfort with well spaced parking lots and alternatives.

Main Street Parking - Existing Conditions

The current head-in angled parking on West Main Street provides a total of 104 spaces on the north side of Main Street. Converting the angled parking to parallel parking would result in a net loss of approximately 29 parking spaces.

There is potential to relocate these spaces to the north-south streets by extending curb and gutter north to Forest Avenue and striping the streets for additional on-street parking. Going forward, additional parking may be created in a new or expanded surface lot.

Future Parking Demand

New development and the addition of new residential units in the Main Street District will require additional parking. Instead of requiring dedicated, on-site parking for all of these uses, a more cost efficient approach is to create shared parking standards and identify locations for surface parking lots in the downtown district.

The location and design of these lots is vitally important. They need to be within walking distance of primary downtown destinations; typically this is a maximum of 1,250 ft.. Additionally, surface parking lots create a "hole in the street wall". This means that a solid block of buildings is interrupted by an open space. These holes in the street wall are impediments to a walkable district and should be avoided. There are design techniques that minimize the impact of these holes. For example, building a solid wall between the parking lot and

sidewalk and providing colorful landscaping, benches and public art can minimize the impact of a parking lot on the perception of pedestrians.

New parking lots are a long-term project. There is not currently sufficient year-round demand to justify the expense of acquiring land and building a new lot. However, as intensity is added to the mix on Main Street, the City will need to study options for shared parking.

Parking Policies

Peak parking demand occurs during special events and during holiday and summer weekend periods. It is not prudent to build additional parking areas or to cling to an approach to parking that is designed for the few periods of peak demand. Instead, developing a downtown parking policy during these peak times will alleviate parking concerns and create opportunities for additional business. For example, the municipal boat launch and Open Space Park have an abundance of parking spaces. During peak demand times/seasons, downtown merchants can implement a requirement that all employees park in these spaces.

Another approach is to work with a local business to provide a shuttle (e.g. a horse drawn carriage, bicycle jitney, golf cart) for patrons willing to park at Open Space Park. Adding additional events like the Farmers Market during these peak hours and locating them in Mineral Springs Park and Open Space Park will help to attract vehicle traffic to the east end of Main Street and these parking areas.

The library and Post Office are the two primary sources of parking demand on East Main. It is essential to ensure that the library continues to have a dedicated lot adjacent to the building.

The Post Office does not currently have on-site parking, relying instead on the few on-street spots in front of the building. There is adequate space available to provide limited on-site parking and drive-through mail and drop-off services. This alternative should be explored in partnership with the Post Office.

Graceland Fruit, located at the east end of Main Street, is one of the City's most important employers. Current employee parking is adequately handled with dedicated parking areas around the buildings. Graceland's shipping and receiving docks are located on Main Street and often these trucks spill out onto Main Street. The City should work with Graceland Fruit to develop a long-term strategy to ensure continued truck access to the facility, while at the same time, limiting the impact of shipping and receiving operations on East Main Street.

There will always be a need to provide parking on Main Street, however, parking should never be prioritized over pedestrians or preserving the character of Main Street. Frankfort is small enough to be able to create shared parking areas that are within a 500' to 750' walk of most downtown destinations - less than

the typical walk from a car parked in a big box store parking lot to the front door of the store.

Implementation Strategies

Modifying Main Street in a major way is a project that would be phased over many years. It requires significant investment and, in all likelihood, the relocation or modification of major utilities. Considering the size of the task, rather than advocating a complete physical overhaul of Main Street, the Master Plan recommends adopting complete street principles for all streets in the City, including Main Street.

Main Street can become a complete street, at least during peak times, through a series of short-term and temporary projects.

These projects may include:

- A seasonal employee parking area,
- Temporary expansion of the sidewalks using planters or temporary fencing during special events,
- In-road crosswalk signage that clearly states that traffic must yield to pedestrians in crosswalks.
- Designated bicycle parking areas on each block

A DDA, or empowered business association, is the best positioned agency, or quasi-public body, to spearhead these projects and programs.

The above strategies and programs are a sample list of methods to begin making Main Street a more Complete Street. As with any similar project, when there is opportunity to test a design through a pilot project or special program, the City should use the test before investing in expensive infrastructure changes.

Most importantly, illustrations of recommended Complete Street profiles are included to provide a standard design that should be used when streets are renovated or repaired as a result of other projects. It is not the intention of this plan to advocate for a wholesale reconstruction, rather to provide a guideline for future infrastructure improvements.

Benefits of Making Main Street a Complete Street

The economic health and vitality of Main Street is synonymous with the City's overall financial condition. Applying the complete street principles to Main Street will provide a number of specific benefits that will help the City and the downtown business community. These benefits include:

- Improved pedestrian conditions which will increase foot traffic,
- Wider sidewalks that create expanded sidewalk activity zones which will allow for outdoor cafe seating and additional outdoor retail space,
- Clearly designated areas for bicycle parking and improved signage for the Beach-to-Beach Trail
- Improved signage directing vehicular traffic from M-22 into the Downtown district,

- More activity on Main Street, which helps to attract more activity, visitors and customers,
- Slower vehicular traffic which increases visibility for Main Street businesses,
- Better integration of multi-modal traffic and the shipping/receiving activities at Graceland Fruit.

City Residential Street



City Residential Street section.

City Residential Alternative 1

Typical Right-of-Way (ROW): 54' (back of sidewalk to back of sidewalk)

Travel Lanes: Two, one each direction

Width of Travel Lanes: 9'

On Street Parking: Yes, both sides

Width of On Street Parking: 7' each side of street

Sidewalks: Yes, both sides

Width of Sidewalk: 5' each side

Tree Lawn: Yes, each side

Width of Tree Lawn: 13' each side

Typical front yard setback distance: 15'

Driveway access: Via alleys

Adjacent land uses: Residential, Civic

City Residential Street

City streets are the primary residential streets in town. Generally, these streets are located south of Park Avenue, on the west side of 7th Street and between Elm Street and Betsie Bay east of 7th Street. These streets are characterized by mature street trees, sidewalks, setbacks between 10-15 feet and on-street parking. Forest and Leelanau Avenues are both one-way streets. As mentioned previously, having the paired one-way streets west of Seventh Street does not violate any traffic safety best planning practice and based on consensus developed during the workshop, these streets should remain one-way streets.

Street Layout - City Residential Street

The recommended City Residential Street profile includes a two-way traffic (except on Leelanau and Forest Avenues) configured in a pair of 9' travel lanes. These lanes are kept narrow and the on-street parking is retained on each side of the street to slow traffic and ensure vehicles maintain appropriate neighborhood speeds of less than 25 mph. Slower vehicle traffic helps to encourage bicyclists to use the street, where cyclists are less likely to be involved in a bicycle-car collision. Keeping bikes in the street also helps to create a safer pedestrian zone on the sidewalk.



City Residential Street section - Forest Avenue (east of 7th Street)

The tree lawn creates a buffer between vehicle and pedestrian traffic that is augmented by the on-street parking. The combination of design elements provides equal access and protection for motorists, bicyclists and pedestrians.

Finally, street trees complete the street with a full canopy. Trees should be spaced so that they are able to grow into a complete canopy. Selecting street trees is an art. These trees must be selected based on several characteristics such as: salt and urban condition tolerance, native species, drought-resistance, fall color, flowering and fruiting characteristics and hardiness. A variety of species should be planted throughout the City. The City should also develop maintenance guidelines for street trees on every street type throughout Frankfort.

However, in order to create an allee of street trees, many of the same species need to be planted together on one block. The concern with creating blocks of a single species is that a pathogen or disease could wipe out the entire tree canopy for an entire block, the way Dutch Elm Disease decimated many urban forests in the 1970s and the Emerald Ash Borer has in recent years. These concerns notwithstanding, the value of a mature allee of street trees exceeds the cost of replacement because planting a series of different species along a street ensures a full canopy will never be realized. The City should work with an urban forester to develop a list of acceptable street trees.

Residential Parking

Parking in residential districts, particularly in those neighborhoods within blocks of the Frankfort Beach, can become quite

City Residential Forest Avenue Alternative

Typical Right-of-Way (ROW): 48' (curb to curb)

Travel Lanes: Two, one each direction

Width of Travel Lanes: 11'

On Street Parking: Yes, both sides - parallel

Width of On Street Parking: 8' each side of street

On-road bicycle lanes: yes, both sides

Sidewalks: Yes, both sides

Width of Sidewalk: 5' each side

Tree Lawn: Yes, each side

Width of Tree Lawn: 5' each side

Typical front yard setback distance: 10'

Driveway access: Via alleys

Adjacent land uses: Residential, Civic

congested during the summer months. Tourists driving to the beach and rental houses with more than two cars often increase parking demand during summer months and create disruptions in these neighborhoods.

Developing a parking policy for these neighborhoods will alleviate this problem. Requiring residential permits and signing these streets as permit only parking is one method of discouraging day beach users from parking in these areas. Requiring rental guests to purchase a seasonal permit for on-street parking access and limiting the number of rental passes per house is another technique that will help to eliminate the problem of rental parking. These are two administrative programs that can be used to address some of the parking concerns expressed during the course of this project and should not be considered as the only options available to the City.

Summer is not the only time when there are parking issues in residential neighborhoods. Winter snow removal creates a unique set of parking problems for many of the city neighborhoods. The City should work with residents to create a snow removal and parking policy that does not create undue hardship on residents and visitors.

Benefits of a Complete City Residential Street

- On-street parking and street trees make safer pedestrian conditions,
- On-street parking helps alleviate seasonal parking issues
- Street trees enhance property values and slow traffic through residential areas,
- Helps to create a visual hierarchy of the street network that helps with wayfinding
- Ensures that M-22 section of Forest Avenue remains a neighborhood-scale street and does not become a highway thoroughfare as it passes through highly populated areas of the City.

Lane/Alley



Lane/Alley profile

Typical Right-of-Way (ROW): 12' (width of travel lane)

Travel Lanes: 1, two way traffic

Width of Travel Lane: 12'

On Street Parking: Yes

Width of on-street parking: 7'

Sidewalks: No

Tree Lawn: No

Typical rear yard setback distance: 7'

Adjacent land uses: Residential, Civic, Park

Lane/Alley

Frankfort's historic development pattern mirrors those of other urban communities that developed at the same time. Like cities across the Midwest including Detroit, Chicago, Milwaukee, St. Paul and Minneapolis, Frankfort has a system of alleys that provide access to detached garages. These alleys were originally designed to provide services like garbage collection, utilities and driveways that were considered unsightly.

Today, these alleys continue to perform these vital service delivery functions. They also create the opportunity for carriage house and ancillary living space development. Adding these residential units helps to provide a broader range of attainable housing alternatives and adds people into the neighborhoods surrounding downtown.

In Frankfort, these alleys continue to be a key part of the street network and are essential to preserve the historic neighborhoods and architecture of the City.

Rural Residential Street



Rural Residential Street profile

Typical Right-of-Way (ROW): 25' (width of roadway)

Travel Lanes: Two, one each direction
Width of Travel Lanes: 9'

On Street Parking: Yes
Width of on street parking: 7'

On-road bicycle lanes: no

Sidewalks: Yes, typically one side
Width of Sidewalk: 5'

Tree Lawn: Drainage swale
Width of swale: Minimum of 14'

Typical front yard setback distance: Varies

Driveway access: From street

Adjacent land uses: Residential, Civic, Park, Agricultural

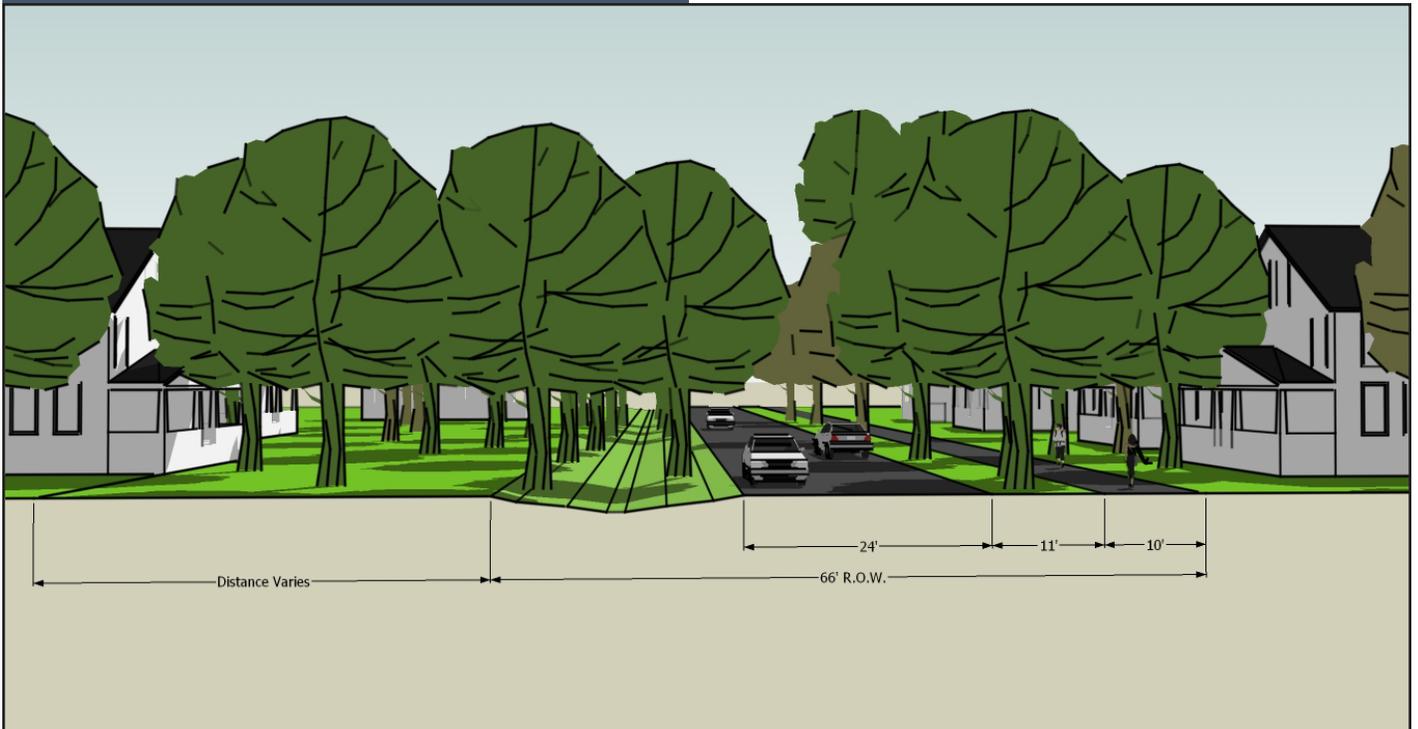
Rural Residential Street

Rural Streets are primarily located north of the hill on the west side of 7th Street and north of Park Avenue. These roads are more rural in character with no curbs and gutters, swales to accommodate stormwater runoff, on-street parking, varying setbacks and intermittent sidewalks.

Street Layout

As mentioned previously, there is no uniform definition for what a complete street looks like. Within Frankfort alone, there are seven different configurations that guide development of complete streets. The Rural Street configuration uses the more informal street configuration typical of the northern tier of the City.

Rural Highway



Rural Highway profile

Typical Right-of-Way (ROW): 66'

Travel Lanes: Two, one each direction
Width of Travel Lanes: 12'

On Street Parking: No

On-road bicycle lanes: No. Shared path
Width of Path: 10' minimum

Sidewalks: No. Shared Path
Width of Sidewalk: 10' minimum

Tree Lawn: Yes, between road and path
Width of Tree Lawn: Minimum of 11'

Typical front yard setback distance: Varies

Driveway access: From street or side streets

Adjacent land uses: Residential, civic, park, recreation,
agriculture, industrial

Rural Highway

The rural highway street classification is limited to M-22 north of Pine Lane, Lake Street south of the BLUA facility and M-115 east of Lake Street. This profile is designed to create a separated pedestrian/bike path that will improve safety and allow high-speed vehicle traffic.

Street Layout - Rural Highway

This road profile uses standard MDOT State Trunk Line requirements for sight distance, signage and lighting. However, the proposed profile would increase the number of street trees and adds in additional pedestrian amenities such as wider sidewalks, separated non-motorized facilities, and a wider buffer between the roadway and sidewalk.

Non-Motorized and Public Transportation

During the planning process, Frankfort residents and visitors have consistently identified walkability and non-motorized transportation as an essential community amenity. The benefits of an improved and expanded network of sidewalks and non-motorized trails is discussed in great detail elsewhere in the Master Plan.



*Pedestrians crossing mid-block in Downtown Frankfort.
Photo by Wade Trim*

Pedestrian Traffic

Frankfort, because of its historical development pattern and compact size, is very walkable. However, this does not guarantee a pleasant pedestrian experience in the City. There are considerable obstacles for pedestrians and cyclists in Frankfort, the greatest of which is the design of the City's primary roads, M-22 and Main Street.

Each of these roads is discussed in detail on pages 44-50. In addition to the recommendations contained in those pages, there are some more general pedestrian and non-motorized improvements that will enhance the pedestrian experience by making it safer and more comfortable for walkers and bicyclists.

Crosswalks

Forest Avenue between 7th and Lake Streets

Quite simply, there are inadequate crosswalks in Frankfort and a serious deficiency in adequate crossings where they are most needed. On Forest Avenue, between 7th Street and Lake Street, there is a single striped crossing. During the summer season, M-22 has a considerable traffic volume. The shortage of signed and/or lighted pedestrian crossings is a significant hurdle for pedestrians. More and improved crossings are necessary to connect the High School and neighborhoods east of 7th Street with the historic core of the City.

Intersection of 7th Street and Forest Avenue

The intersection of 7th Street and Forest Avenue is both the City's busiest and least pedestrian-friendly intersection. Because traffic from the east does not come to a complete stop, this creates an unsettling scenario for most pedestrians. Traffic from the other three directions is also competing to turn onto 7th Street or Forest Avenue which, during peak hours, reinforces the flawed notion that cars have the right-of-way.

This intersection needs a four way stop or a traffic control device so that pedestrians of all ages and abilities can safely cross this intersection at all times.



*Example of temporary crosswalk signage.
Photo by Dan Burden.*

7th Street at Frankfort Elementary School

This is a particularly sensitive location because of the Elementary School. There are two primary crossings one at Leelanau Avenue and one at Corning Avenue. Both are striped but lack additional signage requiring vehicles to yield to pedestrians in the crosswalk. This area is also very difficult for pedestrians because the road right-of-way is 100' wide and the lack of street trees and buildings close to the road creates a perception of a road designed for highway speeds. Street trees and buildings are visual cues to motorists that they are in a residential area and be alert for pedestrians. This corridor has the characteristics of a road designed for high speed traffic with little regard for pedestrians. The wide right-of-way can make it very challenging for children, seniors and those with any mobility issues to cross.

Several improvements are needed at these crossings. First, the striping is inadequate. A brighter zebra stripe pattern is a visual cue for a pedestrian zone. Flashing lights, particularly during school or event activities, will help to slow traffic and ensure safety for people of all ages and abilities as they cross. Tempo-

rary signs should be placed in the crosswalks on the centerline of the road to signal that pedestrians have the right-of-way in the crosswalk. Finally, the City should work with MDOT to explore the use of different surface treatments to help slow traffic in this busy pedestrian zone.

Main Street

Many of the recommendations detailed above and on the previous page are appropriate for crosswalks on Main Street. Improved signage, including the use of temporary signage in crosswalks, is necessary to improve the pedestrian experience on Main Street.

Unique to Main Street is the need for mid-block crosswalks between 3rd Street and 5th Street. This is the core of the Central Business District and has the greatest volume of pedestrian traffic. This part of downtown also has destinations on both the north and south sides of the street, creating a natural tendency to cross in the middle of the block instead of at the intersections in the designated crosswalks. To ensure pedestrian safety and to reflect that pedestrians have the right-of-way in the Main Street District, signed and striped mid-block crosswalks will enhance the pedestrian experience.

Bump-Outs

A bump-out or bulb-out is an extension of the sidewalk at the intersection that reduces the width of the roadway. These extensions help to slow traffic and reduce the distance pedestrians must cross in front of cars.

Bump outs also provide the opportunity to enhance the aesthetic appearance of the road. In the extra sidewalk space, public art, signage, benches or decorative landscaping can assist wayfinding and make the street more human in scale. These spaces help strengthen an identity for the district. Bump outs also help to protect cars that are parked on the street by creating a visual boundary of the parking lane. Bump outs should be constructed on Main Street, with priority given to the intersections of 3rd and 4th streets.

Neighborhoods

Pedestrian conditions in Frankfort's neighborhoods are outstanding, particularly in the older neighborhoods around downtown. Adopting the City Residential Street profile described earlier in this chapter will help to create a complete sidewalk network.

Crosswalks in these neighborhoods should be painted with zebra striping to create a more identifiable crosswalk to motorists, particularly visiting drivers. Because of the low traffic volumes and one-way conditions of Leelanau and Forest Avenues, bump outs are not necessary in these areas.

Accessibility

Providing handicap accessibility on all sidewalks is required. Ramps are necessary wherever a sidewalk meets a curb. Where the grade is in excess of 5%, all improvements need to meet ADA requirements for slopes and handrails.

Bicycle Traffic

Bicycles are another mode of non-motorized transportation prevalent in Frankfort, particularly in the summer months. Many people choose to experience new areas on bike or foot to get a more in-depth experience in an area. Bicycles are also an extremely popular form of recreation and exercise. They are also the principal mode of transportation for kids too young to drive but old enough for a bit of independence.

The popularity of the Beach-to-Beach Trail has demonstrated that trails provide an economic benefit to a community. The number of cyclists that park their bikes and shop, dine and spend time downtown is significant and should continue to be encouraged. Of course, attracting recreational users into the downtown district also creates some points of conflict. Specifically, when cyclists come into downtown, there are no on-road bicycle lanes so the tendency is to ride on the sidewalk. This creates a conflict with pedestrian traffic. Creating a safer on-road experience for bicycles is imperative to freeing the sidewalk for pedestrian traffic.

Bike parking is another issue that causes congestion on downtown sidewalks. Adding parked bikes into a very cluttered and narrow sidewalk space simply creates more visual confusion and congestion. Creating designated bike parking areas throughout Main Street will help alleviate this congestion. Installing permanent bike loops or individual racks all along Main Street and augmenting them with movable, temporary bike parking corrals placed in on-street parallel parking spaces will address peak season bicycle parking needs.

All proposals for new or redevelopment in the Main Street District should consider bicycle parking in addition to vehicular parking requirements.

Public Transportation - Benzie Bus

The Benzie Bus system provides the public with county-wide bus service and daily round trips between the city of Frankfort and Traverse City. The bus system delivers curbside dial-a-ride service throughout Benzie County and regular, fixed-route transportation along M-115 and U.S. 31.

Benzie Bus maintains a fixed-route bus stop in the city of Frankfort at Glen's Market at 1002 Forest Avenue. All of the buses carry up to 15 passengers and feature wheelchair lifts, and most buses also include bicycle racks.

The mission of the Benzie Bus system is to connect people of all ages and abilities to the community and to promote independence and prosperity through a safe and convenient public transit system. The bus system seeks to provide convenient service to residents and visitors who cannot, or do not choose to, drive, and to those who want to combine a bus trip with bicycling, walking, or carpooling.

The Benzie Bus system's vision for the near term includes establishing its permanent headquarters east of Honor on U.S. 31, holding a millage election in May 2011, and collaborating with other agencies to explore consolidating services, such as maintenance, in order to reduce costs and enhance service.

Approximately half of the Benzie Bus system's \$1.5 million annual operating budget comes from local passenger fares and the 0.50 mil property tax and the other half from state and federal funds, mostly gasoline taxes.

Chapter 5: The Human Environment: Economic Development



Over the past decade, building a sustainable local economy has become a considerable challenge for most municipalities. Michigan, in particular, faces more challenges than most states. Indeed, between 2001 and 2010, it is estimated that the state will have lost over 25% of its jobs.¹ These jobs are unlikely to be replaced before 2025, even if there is robust growth similar to the 1990s.

The job losses, while primarily in the auto sector, affect the entire state. Increasing unemployment leads to a reduction in revenues from income, sales and business taxes. Declining state revenues have had a direct impact on local communities as state-local revenue sharing has declined precipitously since 2001.

The loss of jobs and steep decline in state revenues have placed more pressure than ever on local governments to develop their own business recruitment and attraction strategies that will produce local jobs to support small communities. Frankfort, like communities across the state, is in a race to create a more diverse, year-round economy that will provide jobs that will help to attract young families that ultimately are necessary for the future of the community.

Economic Development Goals:

- To strengthen the overall economic conditions within Frankfort to create a more sustainable year-round economy that serves the needs of area residents.
- To Ensure Frankfort remains a destination for tourists and seasonal visitors.
- To increase the supply of strong and stable job-creating ventures and to create opportunity for a wide range of entrepreneurial enterprises.

The New Economy

The new economy is one that is not based on an overreliance upon a single industry or activity. In Michigan, the new economy represents a shift from a reliance upon automotive and manufacturing activity and a movement toward knowledge industries. Knowledge industries are fields like information technology, professional services, health care, tourism, arts, alternative energy, research and development. For the last decade, Michigan has been working to attract more new economy investment to the state with a particular focus on alternative energy, batteries and “green collar” manufacturing jobs.

Understanding these new economy fields and what attracts them to a place is key to establishing a more sustainable year-round economy in Frankfort. Historically, Frankfort has depended upon a single industry or endeavor for many of its jobs. In the past, lumber, shipping and the car ferries have provided the main source of jobs and economic growth for the City. In the more recent past, Graceland Fruit, The Maples, Frankfort Manufacturing, Paul Oliver Memorial Hospital and the Frankfort-Elberta Area Schools have been the City’s most important economic actors. While these actors are a critical piece of the City’s economic future, they should not remain the only source of jobs and opportunity in the community. Diversity will help Frankfort create a stronger year-round economy and, more importantly, will help the City better weather economic downturns that typically result from reliance on a single company, industry or sector.

Tourism

Tourism has been a key part of the City’s economy for the last century and will continue to be a staple component for the foreseeable future. Currently, the success of any single year is dependent upon the success of the summer tourism season. The City has not yet developed or implemented a more year-round approach that is designed to improve tourism during the spring, fall and winter seasons. Frankfort is uniquely positioned to capture non-summer tourism dollars because of the City’s location and resources.

Fishing, Recreation and Eco-Tourism

Recreational fishing begins during April each year with the run of Brown Trout through the Betsie Bay and does not conclude until late September or early October. Frankfort is a major destination for recreational fishing on the Great Lakes and Frankfort can better utilize this asset to extend the tourism season into the spring and fall.

Fall foliage tourism is a major economic engine for communities in the upper and northern lower peninsula of Michigan. While there are communities that actively promote fall foliage tours and schedule special events to coincide with peak fall color dates, Frankfort has not attracted the same kind of activity that other similar communities have.

Finally, the City’s proximity to Michigan’s most popular National Park, Sleeping Bear Dunes, is an unrealized asset. Compared with other marquee facilities like Yellowstone National Park or the Grand Canyon, Sleeping Bear Dunes is a rather rustic National Park. While Glen Arbor attracts significant spill-over

¹ Pew Center on the States. “Beyond California: States in Fiscal Peril”. November 2009.

tourism from the Park, it lacks the same sort of cultural and entertainment amenities that are found in Frankfort.

Cultural Tourism

Frankfort has cultivated a very strong portfolio of cultural, dining and arts institutions, activities and destinations. The community's commitment to the Crystal Lake Art Center and assistance in moving to the former Coast Guard facility demonstrates the important role of art within the City.

Downtown Frankfort is a culinary destination within the entire Grand Traverse region. No other community of 1,500 residents boasts the variety or diversity of dining that can be found in Frankfort, particularly during the summer months. Even during the winter, Frankfort has an unmatched variety of quality dining establishments that cater to broad range of diners.

Winter Tourism

Winter tourism is a challenge for many northern Michigan communities for a number of reasons, not the least of which is the weather. Historically, winter tourism has been the exclusive province of those areas with downhill and/or cross country ski resorts. As the popularity of winter sports has increased, these resort areas often do not have the infrastructure to accommodate all of the visitors attracted by their activities and there has been a considerable spill-over effect into surrounding communities.

Nearby Crystal Mountain, located just 19 miles away in Thompsonville is widely recognized as the best Midwest family ski resort. Because of Frankfort's cultural and culinary amenities, and its proximity to Crystal Mountain, additional relationships can be formed to help promote Frankfort as a winter destination.

Business Recruitment and Attraction

Attracting new economy investment is a complicated and multifaceted undertaking. The competition to attract the knowledge based industries discussed on the previous page is fierce. These businesses typically provide higher-paying jobs and require a more educated workforce. Attracting this type of investment requires that the City have a base of highly educated and skilled workers (which Frankfort has) and the community must have an outstanding quality of life.

Quality of Life as a Competitive Advantage

The importance of quality of life factors cannot be overstated. Coveted knowledge industries are typically those businesses that can locate in a number of communities across Michigan. Historically, Frankfort only had to compete with cities like Traverse City, Manistee, Ludington and Petoskey for business attraction. Knowledge industries were historically restricted to major cities and the two coasts. Thanks to the internet, video conferencing and air travel, Frankfort can now compete with San

Francisco, Chicago, Minneapolis, Detroit, Boston, New York and Miami for these businesses.

Traditional industrial and manufacturing development was predicated on access to markets and major transportation corridors. Because Frankfort is not located on a major transportation corridor - highway, rail or shipping - it never established a significant manufacturing economy. New economy businesses - the knowledge industries - base their entire economic model on a different set of priorities. A single priority "Quality of Life" is what is essential to these businesses and investments.

Quality of Life is the key factor that will attract knowledge industry and new economy investment to Frankfort. Lower taxes, safe communities, good schools, educated workforce, and climate are among the factors that businesses may weigh when deciding upon locations. Together, many factors contribute to a high quality of life. The importance of each of these factors will vary according to personality, though some of the more overriding contributors to quality of life are safety, community, access to cultural and natural amenities, schools, efficient transportation, access to technology, access to airport(s), walkability, housing stock and physical condition and character of the neighborhoods.

Frankfort has many of the assets that are critical for attracting these businesses. To attract new economy investment, the City will need to work with many partners to highlight the City's best assets and features.

Implementing the Economic Development Plan

Economic development in the economic conditions facing the State of Michigan in 2010 and beyond is challenging, to be kind. However, Frankfort is well positioned to realize many of the steps necessary to build a more sustainable year-round economy that can compete for knowledge businesses and new economy investment.

While the City is well positioned for economic development, there are many steps necessary to realize some of the goals and objectives outlined in this chapter.

Action Plan

There are a number of specific tasks and actions necessary to implement the economic vision outlined in the Master Plan. These include the following:

- Create a Downtown Development Authority and corresponding Tax Increment Financing District to capture property taxes for use within the district. This will provide working capital that can be used for infrastructure improvements within the district, marketing for Downtown Frankfort and for special events. (For additional information on the operation of TIF Districts and how TIF operates, see definition of TIF on page 73.)

- Create a partnership with the Chamber of Commerce and/or Benzie County and the Michigan Department of Labor and Economic Growth (DLEG) to develop a Knowledge Industry business recruitment package and strategy.
- Partner with the Michigan Economic Development Corporation (MEDC) to be a part of the MEDC's Pure Michigan Travel and Tourism campaign.
- Support local food production and promote Frankfort as a regional cuisine destination.
- Assign responsibility to a DDA, Frankfort Elberta Regional Chamber of Commerce or an appropriate City subcommittee to develop an annual schedule of events in Frankfort with events occurring throughout the year. Examples of events include the weekly farmers market, and Benzie Fishing Frenzy.
- Work with downtown businesses to encourage uniform business hours and develop seasonal events that can be marketed to customers beyond Benzie County.
- Develop relationships with Crystal Mountain and Sleeping Bear Dunes to promote Frankfort as a destination for dining, lodging, and entertainment.
- Develop a maintenance strategy to ensure that Downtown streets and sidewalks are clean and cleared of snow.
- Update the City's zoning ordinance as recommended in this Master Plan to preserve the character of the City, reflect the values of the residents of Frankfort and improve the overall quality of life within the community.
- Adopt Complete Streets standard to improve walkability and safety for pedestrians and non-motorized transportation.
- Draft standards that will help to encourage the development of new communication methods and installation of equipment, including broadband internet connections, that will help to improve the City's business atmosphere.

Benefits of Institutional Infrastructure for Economic Development

The projects listed above will create the institutional infrastructure necessary to build a sustainable year-round economy. Attracting new business investment, particularly in the new economy sectors, is a multi-disciplinary effort that requires marketing expertise, regulatory changes that improve the overall quality of life, communication and outreach.

Without the institutional infrastructure described in these recommendations, business recruitment activities will remain a piece-meal and happenstance activity in Frankfort and will ultimately yield little in the way of sustainable, year-round economic development.

Chapter 6: The Natural Environment



The Natural Environment

Frankfort's natural environment is an essential part to the community's special "sense of place". Frankfort was established because it is at the confluence of the Betsie River and Lake Michigan. The Betsie Bay is one of a few naturally protected harbors on Lake Michigan and this naturally encouraged the development of Frankfort.

Lake Michigan and the Betsie Bay are the two most visible reminders of the importance of the City's natural environment. In addition to the water, Frankfort boasts sand dunes, bluffs, wetlands and woodlands that all work to help define the character of the community. The preservation of these natural resources has long been a community value.

Historically, society viewed natural resources as resources that can (and should) be exploited by mankind. Woodlands were logged for the timber that built our cities, wetlands were drained for farming, the Great Lakes were used as a place for effluent and sewage. We used these resources to build our communities and to create wealth in a relatively young nation.

Over the past 100 years, our collective understanding of the environment and how natural systems work has profoundly influenced how we treat these resources. We now understand that wetlands filter stormwater runoff and recharge the aquifers that provide our drinking water. We now understand how forests regenerate themselves and this has led to more sustainable forestry operations. We have mapped and studied endangered, threatened and rare species of flora and fauna and now understand their habitat requirements and their value and roles within ecosystems.

We also have a better understanding of the value of our natural resources. This value is realized at a community scale and an individual scale. Just as street trees help create a unique neighborhood and district, mature trees also have a measurable impact on individual property values. Green infrastructure is the network of woodlands, wetlands, streams, lakes, rivers, and green spaces within a community. The industrial revolution proved that few communities can be considered "livable" communities without green infrastructure. These spaces and connections help to filter and clean stormwater runoff; they provide habitat for flora and fauna; they create recreational opportunities as parks; nature areas and trails; they maintain woodlands which help to cool communities and provide protection from winter winds.

A complete network of green infrastructure reduces physical infrastructure costs, increases property values, generates economic development and improves the overall quality of life for the community. Therefore, the City needs a detailed environmental and energy policy, with a complementary development of a detailed maintenance and preservation strategy for the natural environment.

This section consists of three sections - Natural Resources, Green Infrastructure and Energy.

Natural Resources

The City's natural resources are an essential part of what defines the community's overall character. The steep slopes and dunes, wetlands, the Lake Michigan and Betsie Bay shorelines and the significant woodlands throughout the City are all of critical long term importance to both the ecological and economic health of the City.

During the July 2009 planning and visioning workshops, participants repeatedly cited the importance of the City's natural resources and features. Specifically, the City's dunes, steep slopes, waterfront areas and water quality in the Betsie Bay generated significant discussion and tentative consensus was reached on measures to protect and preserve these natural features. This input supported the findings of the Master Plan assessment which showed significant support for preservation of these resources.

To accomplish the goals identified by workshop participants, actions should include:

- Develop a steep slopes ordinance.
- Generate a topographical map of the city at a minimum of two foot contour lines and use this map to identify steep slope areas.
- Identify and inventory wetlands and significant tree cover.
- Create a joint task force to develop Best Management Practices (BMPs) to protect the long-term water quality of the Betsie River, Betsie Bay and Lake Michigan.
- Implement Stormwater Best Management Practices and create incentives to reduce stormwater runoff through the use of devices like pervious pavers, rain gardens, rain barrels.
- Work with Betsie Lake Utilities Authority (BLUA) to identify financial strategies and pricing that reward property owners for a reduction in stormwater runoff.
- Develop maintenance standards and policies for street trees, parks and natural areas.

Green Infrastructure

As discussed, a City needs a network of parks, trails, natural and open spaces to ensure the community is a livable place. The spine of Frankfort's green infrastructure is its parks.

Frankfort has a range of park facilities that cover a range of activities. The City has passive parks (Open Space Park), active parks (Market Square Park, Mineral Springs Park, the Beach-to-Beach Trail) and pocket parks (such as Father Marquette Memorial Park). Each of these facilities provides green space, habitat and recreation.

The most livable communities, which include huge metropolitan areas, small towns, neighborhoods and districts, all have a connected network of green spaces. In some places, these larger undeveloped spaces (typically parks or natural areas) are connected by greenways, streets lined with mature trees and yards with diverse and native landscaping, drainage swales or channels, utility corridors and other undeveloped land.

Frankfort has high quality parks and natural areas. However, the City lacks significant connections between these spaces. There are opportunities like the proposed 7th Street boulevard that may provide enhanced linkage. Additional connections can be created through a robust street tree planting and maintenance program as well as via a larger network of rain gardens, overland drainage systems and so called "backyard habitats".

The following actions will help to enhance the City's green infrastructure:

- Work with MDOT to implement the 7th Street Boulevard project.
- Adopt a City policy of complete streets which will ensure all streets include street trees.
- Utilize and maintain the list of appropriate street trees for planting on all public streets.
- Develop and implement maintenance standards and forestry procedures to ensure the long-term health of the City's street trees. Provide these standards as information for residents to provide guidance for proper tree maintenance and optimal tree health.
- Work with residents, foundations, and other non-profit or funding agencies to create an endowed street tree fund, the sole purpose of which is to plant and maintain a full network of street trees throughout the City.
- Consider developing a municipal tree nursery in conjunction with Frankfort High School to provide nursery stock for the City and to provide career and technical training in horticultural trades for students.
- Complete the Beach-to-Beach Trail.
- Map and inventory the City's woodlands and wetlands.
- Work with the Michigan Natural Features Inventory to identify sensitive habitat and local populations of rare, threatened and endangered species.

- Work with Michigan State University Extension to encourage native landscaping, rain gardens and creation of "backyard habitats" which will help enhance connections between larger natural areas.
- In parks and civic properties use rain gardens, rain barrels and overland drainage in lieu of underground stormwater drains where possible.
- Use public buildings and properties as demonstration sites for more environmentally-friendly stormwater and landscaping treatments. One example would be to work with the post office to create a drive-through and drop off area and to create a rain garden on site to accommodate stormwater generated by the additional impervious surface.

Parks and Recreation

Parks and recreation facilities provide recreational opportunities for residents and visitors and provide significant environmental benefits. Successful facilities are those that combine recreational activities with the preservation of sensitive natural resources.

The value of the City's park system is much greater than the sum of the different facilities. Parks also act as economic engines that attract users into the City and have benefits that extend far beyond simply providing recreational activities and amenities. For example, the City's boat launch in Open Space Park is a major launch for recreational boats and fishermen. The ramp already sees significant traffic during peak fishing seasons, and will be more heavily used after the improvements are completed in 2010. Looking at the boat launch as part of Open Space Park demonstrates that the park provides much more than a space for special events, picnicking, and passive recreation.

The City's park system is of tremendous value to the City because it is a major indicator of and contributor to the City's overall quality of life. The range of activities and facilities provided by the City is essential to maintaining a high quality of life. It is no coincidence that such communities who eliminate park and recreation funding, programs and facilities in response to fiscal crisis are communities with a poor quality of life. As a result of these actions, it becomes more difficult for those places to attract new economy investment. Therefore, this Master Plan advocates for the maintenance and expansion of a robust and healthy system of parks and recreation facilities in Frankfort. This system needs to include a range of activities and programs that appeals to people of all ages, incomes, backgrounds and ability levels.

The City's Recreation Plan identifies more specific goals, objectives and projects. Because of the importance of quality of life factors for the City's economic sustainability, parks and recreation are also a major consideration for the City's Master Plan. This section is not intended to supersede the Recreation Plan, rather this section adds additional objectives and recommendations and

advocates the full implementation of the Recreation Plan.

Important park and recreation projects include the following:

- Maintain the five-year Recreation Plan to become eligible for grant assistance with recreational projects.
- Develop a recreation, facilities and open space network which is interconnected by open land corridors, conservation easements, public roadways, and utility corridors.
- Improve the Beach-to-Beach trail between City Hall and Lake Michigan to provide improved wayfinding and enhanced safety.
- Develop an informational brochure and distribution plan which describes the recreational and open space offerings and opportunities available to residents and visitors.
- Provide opportunities for the involvement of City residents in the identification, selection, and development of recreational activities.
- Over time, develop an integrated and multi-purpose open space and park system which helps to maintain the City's valuable lakeshore character while it addresses local recreational needs and open space priorities.
- Improve and expand the recreation facilities in the waterfront parks.
- Define, improve and regulate the Lake Michigan Beach area for the safety and well being of the public.
- Cooperate with the Frankfort-Elberta Area Public Schools to operate joint recreation facilities in the City of Frankfort and the Village of Elberta and formalize this cooperation by institutionalizing it.
- Renovate, repair, replace and upgrade existing parks and park facilities to expand each park's usefulness for all age groups.
- Expand and improve the hiking, biking, nature and walking trails.
- Hire a part-time parks and recreation director to supervise summer programs, sports camps, art workshops, volleyball tournament, horseshoe tournaments, community gardens.
- Recreation areas should be conveniently located, accessible, and well designed in each neighborhood area.
- Recreation areas should be developed with the visitor in mind, with continued use of the City's park system as an economic development tool.

Energy

As this plan has discussed, sustainability consists of three elements: cultural, economic and environmental sustainability. Environmental sustainability is complex and requires additional focus.

This chapter has discussed projects, policies and methodologies to reduce the City's environmental footprint and to mitigate some of the impacts of human development on the environment. Specifically, reducing stormwater runoff from impervious surface, identifying and protecting sensitive natural features and expand-

ing wildlife habitat are all goals that will help to mitigate our impact on the natural environment.

Energy policy is one way the City of Frankfort can have a global environmental impact. In the past, planners have focused on reducing point and non-point source pollution and advocated for open space preservation and reduced development impacts. Over the last 20 years, the science of global warming has painted a much clearer picture of how our behaviors contribute to global warming and how global warming threatens the future of the entire planet. During the Vision Fair workshop in March 2009 and again during the planning workshops during July 2009, Frankfort residents expressed a vision for a reduced carbon footprint and an eventual end to dependence upon foreign oil for energy in Frankfort.

Benefits of Sustainable Energy

Energy independence creates many positive benefits. Efficiency and reduced costs are the most immediate and positive benefits for the community. Furthermore, developing independent and sustainable energy generation for the City of Frankfort will create the opportunity to channel the money saved into other programs that will further benefit the community. The City of Frankfort values and encourages energy independence and conservation, realizing the importance of these concepts and demonstrating this image and the quality of life it creates. Cutting edge new economy investment tends to be drawn to bold new ideas and ventures. Energy independence will create an additional competitive advantage for Frankfort when it comes to recruiting new economy investment.

Finally, and perhaps most importantly, energy independence will reduce the City's overall carbon footprint and will help to create a model program that can be used to combat the impacts of global warming. In creating a model for energy independence, Frankfort can become a model for smaller communities across the globe.

Renewable Energy and Energy Independence

Over the last 30 years, our collective understanding of energy production has broadened. Instead of relying solely upon fossil fuels for our energy needs, we have developed a variety of alternative and renewable energy sources. The Oxford English Dictionary defines alternative energy as "energy fuelled in ways that do not use up natural resources or harm the environment."

Currently, Frankfort and the rest of the United States relies heavily on coal, oil, and natural gas for its energy. "Fossil fuels are nonrenewable. They draw on finite resources that will eventually dwindle, becoming too expensive or too environmentally damaging to retrieve. In contrast, renewable energy resources—such as wind and solar energy—are constantly replenished and will never run out."¹

1. National Renewable Energy Laboratory of the United States Department of Energy (DOE), Office of Energy Efficiency and Renewable Energy. http://www.nrel.gov/learning/re_basics.html

All information and description of renewable energy listed below is provided by the National Renewable Energy Laboratory and can be accessed at http://www.nrel.gov/learning/re_basics.html

Solar

Most renewable energy comes either directly or indirectly from the sun. Sunlight, or solar energy, can be used directly for heating and lighting homes and other buildings, for generating electricity, and for hot water heating, solar cooling, and a variety of commercial and industrial uses.

Wind

The sun's heat also drives the winds, whose energy is captured with wind turbines. Then, the winds and the sun's heat cause water to evaporate. When this water vapor turns into rain or snow and flows downhill into rivers or streams, its energy can be captured using hydropower.

Biomass

Along with the rain and snow, sunlight causes plants to grow. The organic matter that makes up those plants is known as biomass. Biomass can be used to produce electricity, transportation fuels, or chemicals. The use of biomass for any of these purposes is called biomass energy.

Hydrogen

Hydrogen also can be found in many organic compounds, as well as water. It's the most abundant element on the Earth. But it doesn't occur naturally as a gas. It's always combined with other elements, such as with oxygen to make water. Once separated from another element, hydrogen can be burned as a fuel or converted into electricity.

Geothermal

Not all renewable energy resources come from the sun. Geothermal energy taps the Earth's internal heat for a variety of uses, including electric power production, and the heating and cooling of buildings. And the energy of the ocean's tides comes from the gravitational pull of the moon and the sun upon the Earth.

Ocean

The ocean can produce thermal energy from the sun's heat and mechanical energy from the tides and waves. NREL does not conduct research in ocean thermal energy or ocean mechanical energy. See the U.S. Department of Energy's Consumer Guide Web site for basic information ocean energy.

Hydropower

Flowing water creates energy that can be captured and turned into electricity. This is called hydroelectric power or hydropower. NREL doesn't perform any research in hydroelectric power technologies. For more information on hydroelectric power, see the Hydropower Basics from the U.S. Department of Energy's Wind and Hydropower Technologies Program.

Goal:

To utilize a complete toolbox of alternative energy production that may include wind, solar, and biomass that will ultimately reduce Frankfort's reliance upon the existing energy grid and unsustainable consumption of natural resources.

To accomplish the goal of becoming an energy independent community, Frankfort needs to pursue a number of different alternative energy initiatives including:

- Encourage personal energy efficiency and conservation along with weatherization to help improve residential energy efficiency
- Develop wind and solar energy generation guidelines and incorporate these into the City's zoning ordinance as allowable uses subject to administrative review and approval.
- Work with entrepreneurs to encourage alternative energy production in Frankfort's industrial area.
- Partner with Consumers Power, DTE or other third party to investigate the feasibility and potential sites for community wind power generation.
- Partner with manufacturers of home and community-scale wind and solar energy collection systems to use Frankfort as a demonstration project.
- Pursue federal and state grant programs to fund alternative energy pilot projects.
- Implement the policies outlined in this master plan to concentrate new development activity near downtown, in those areas currently serviced by utilities to create a compact and efficient urban area.
- Adopt a Complete Streets policy to encourage walking and non-motorized transportation.
- Modernize all civic buildings to include energy efficient systems including (but not limited to) energy star-rated appliances and windows, efficient HVAC systems, passive solar lighting, motion-sensing lighting, adjustable, timed thermostats etc.
- Utilize green building techniques for all civic buildings and improvements.
- Encourage the adaptive reuse of old structures in lieu of demolition and new construction by providing an expedited site plan review or other similar incentive program for adaptive reuse.
- Continue to engage the citizens of Frankfort in discussion about renewable energy sources

Chapter 7: Implementation and Zoning Plan



Introduction

A Master Plan and community vision is only as good as the implementation plan. This section of the Master Plan identifies each of the individual tasks and actions that are necessary to achieve the objectives outlined in the plan, as well as a description of schedule, phasing, responsible individuals and commissions. The Implementation Plan also contains a discussion of potential funding opportunities for those elements of the plan requiring municipal investment. Finally, as required under Michigan State Law, this section includes the Zoning Plan which defines the links between the Master Plan and Zoning Ordinance.

What is a Zoning Plan?

A “Zoning Plan” is another term for “Zone Plan”, which is specifically identified in the Michigan Planning and zoning enabling acts. The Planning and Zoning Enabling Acts require that a zoning plan be prepared to provide the basis for a zoning ordinance. The zoning plan identifies zoning districts and purposes and the basic standards used to regulate location, height, bulk and use of buildings. This section of the Frankfort Master Plan 2010 defines the relationship of the Master Plan’s (Chapter 3) Regulating Plan to the zoning ordinance and identifies the necessary amendments that are required to implement the Regulating Plan.

The 1998 Comprehensive Development Plan (1998 CDP) defined the following districts in Frankfort, which are reflected in the City’s zoning ordinance as of May 11, 2010:

- R-1 Low Density Residential
- R-2 Medium Density Residential
- R-3 Multiple Family Residential District
- MM Major Medical District
- CBD Central Business District
- WB Waterfront Business District
- GC General Commercial District
- I-1 Industrial District
- PUD Planned Unit Development District

Districts and Standards

The City of Frankfort’s zoning ordinance sets forth the dimensional, use and location requirements for development within the City. The City’s existing zoning ordinance (as of May 11, 2010) contains the above nine districts. All references in this chapter to the existing zoning ordinance refer to the zoning ordinance as it exists as of May 11, 2010. As discussed in Chapter 3, there are changes necessary in the zoning ordinance to implement

the Master Plan. These changes include creating new districts, renaming other districts and modifying some district regulations to reflect the new designations outlined in Chapter 3. These changes to the May 11, 2010 zoning ordinance are detailed below:

Residential Districts

The current ordinance being replaced contains three residential districts. As detailed in the Frankfort Master Plan 2010, the form of the different neighborhoods in Frankfort necessitates a greater variety of zoning requirements in these areas. Creating three new zoning districts for the East, North and West City Residential districts will replace the R-2 and R-3 districts as they exist in the current (May 11, 2010) zoning ordinance. The intent of creating these districts to replace the R-2 and R-3 districts is to better incorporate the form of the different historic neighborhoods into the zoning ordinance. Instead of focusing on single family or multiple family use designations, these new districts address urban form and work to create flexibility to create additional housing opportunities. The rationale of this approach is that neither “medium density residential” nor “multiple family residential” translate into a building type or architectural urban form. For Frankfort, it is more critical to address urban and architectural form to preserve the City’s character.

Rural

The Rural District detailed in the Regulating Plan in Chapter 3 (Map 5, page 21), and described on page 28, corresponds to the R-1 Low Density Residential zoning district as it exists as of May 11, 2010 in the City’s zoning ordinance. The intent of this district is to maintain a residential district which may include agricultural uses and has a greater allowance for variation in architecture, site layout, accessory buildings and street layout. Again, it is the intent of this district to allow for a wide range of residential and agricultural uses and to create incentives and opportunity to conserve sensitive natural resources through the use of conservation development practices and, as appropriate, cluster development standards.

East, North and West City Residential

The three new City Residential Districts (Master Plan 2010) roughly correspond with the R-2 Medium Density Residential zone in the City’s zoning ordinance as of May 11, 2010. While the location of these three residential districts approximates the boundaries of the R-2 district, the form of each of these three districts is different enough to warrant three new residential zoning districts. Creating three new City Residential Zoning Districts

will allow more specific regulations to better address the historic characteristics of each neighborhood. Furthermore, creating these three new districts to replace the R-2 district will create a greater flexibility in the types of units allowed in each district which helps to create more attainable housing within walking distance of downtown in areas already served with water and sewer infrastructure - a major goal of this Master Plan. Finally, creating three form-based districts in lieu of a single R-2 Medium Density Residential District will identify specific architectural and urban design standards that preserve the historic character of each of the neighborhoods. Ultimately, it will be these regulations that preserve the City's traditional character and distinctive physical personality.

Mixed-Use Districts

There are two mixed use districts proposed in Chapter 3, Main Street (East and West Main Street) and the Waterfront District. These mixed-use districts update the Central Business and Waterfront Business Districts in the zoning ordinance as it exists as of May 11, 2010 to include by-right residential uses and to emphasize architectural form while creating flexibility for landowners.

Main Street

The Main Street designation updates the CBD zoning designation in the City's zoning ordinance as it exists of May 11, 2010. As mentioned, recommended changes include second floor residential uses as by-right uses and requiring buildings to be a minimum of two stories to reflect the historic development pattern of Downtown Frankfort.

A significant point of emphasis and point of departure for the recommended zoning changes is creating potential for new development on the south side of Main Street while maintaining clear and open visual and physical access to the Betsie Bay. Views can be preserved while creating potential for new developments by establishing building height guidelines that are tied to the high water mark and by using architectural and urban form guidelines to minimize the visual impact of new buildings.

Waterfront

The Waterfront District in Master Plan 2010 updates the WB district in the zoning ordinance as it exists of May 11, 2010. The focus and intent of the district guidelines remain the same - to create a "working waterfront" area at the east end of Main Street. Like Main Street, the Waterfront District allows residential use as a by-right use on the upper floors of buildings. This is vitally important to creating the flexibility necessary to attract additional residential uses that will help to drive commercial and "working waterfront" activities. Furthermore, increasing the opportunity for additional residential uses close to the heart of the Downtown commercial area helps to reduce costly infrastructure extensions and sprawl.

Civic and Parks

These two districts are new districts intended to establish guidelines that ensure these spaces remain in public use. These spaces are special because they belong to the entire community and therefore, the guidelines for each district need to reflect principles that benefit the entire community.

Creating a new district for these spaces helps to limit development pressure on these properties. In difficult financial conditions, like those we are facing in 2009, many communities look at parks specifically as saleable assets. Creating a zoning designation for Parks will ensure that any attempt to sell these community facilities or develop these spaces will require extensive public discussion and community debate.

Industrial

This space is not restricted to light manufacturing, warehousing and industrial use. What the Industrial District seeks to create is a space in Frankfort for more intense production activities that are able to accommodate less pedestrian- and residentially-friendly uses like shipping and receiving. Uses in this district may run the gamut from art studio to forge to manufacturing or logistics. Ultimately, this district is designed to provide space for entrepreneurial activity that requires large space and heavy infrastructure. This updates the I-1 Industrial District in the City's zoning ordinance as it exists of May 11, 2010.

Institutional

Medical facilities are community assets that provide essential medical services to the larger community. Frankfort is lucky to have the Paul Oliver Memorial Hospital to provide ambulatory services and urgent care. Additionally, the Maples is an assisted living center and the Benzie County ALS provides additional services for area senior citizens.

Because of their specialized uses, these buildings naturally stand out from the surrounding district. Therefore, these spaces need to be grander and more memorable. This District corresponds to the existing MM Major Medical District in the City's zoning ordinance as it exists of May 11, 2010.

Implementation

There are two primary ways of realizing the goals and objectives outlined in this Master Plan: 1) Revise the zoning ordinance and 2) Implement individual projects.

The primary zoning methodology is to amend the City's zoning ordinance and adopt a Form-Based Zoning Ordinance or variation thereof. Form-Based Zoning regulates appearance of the built environment, whereas, conventional zoning controls primarily land use and density. Form-Based Codes promote a positive picture of what you want your community to look like versus traditional zoning where it basically states what you don't want. Form-Based Codes encourage public participation because they

allow citizens to see what will happen where it is proposed to occur and what the proposed development will look like, thus leading to a higher comfort level. Form-based codes create a predictable public realm by controlling physical form primarily, with a lesser focus on land use, through city regulations.

Obviously, zoning changes will effect change over a very long period of time. Changes to the zoning ordinance will be incremental and more noticeable when viewed over many years.

The second method of achieving the goals and objectives of the Master Plan is through different projects. These projects may be construction projects like the construction of the 7th Street Boulevard, or they may be policy projects, like adopting Complete Streets policy. These projects may be funded and executed by the public sector, the private sector or as a public-private partnership. It is these projects that will have more visual and thus, more immediate impact within the Frankfort community. The Implementation Matrix on the following page outlines each project or action, responsibility for actions, necessary approvals, time frame and potential funding sources. This matrix can be used as a report card to evaluate the on-going implementation of this Master Plan.

Recommended Frankfort Master Plan Work Program Matrix

Page 1

KEY	AREA	PROJECT	IMPORTANCE	TIMEFRAME		PUBLIC RESPONSIBILITIES				PRIVATE RESPONSIBILITIES			APPROVALS			FUNDING OPPORTUNITIES			PROJECT	
				Plan/Desig	Implement	Commission	City Council	City Supt	Other	County/State/Federal	Property Owner	Other	City Council	Plan. Comm.	Other...	Public	State or Federal Grant	TIF/SA		Private
				n	n	n	n	n	n	n	n	n	n	n	n	n	n	n		n
Importance																				
1	1. Catalytic/Very Important																			
2	2. Very important																			
3	3. Important																			
Time Frame																				
1	1. Now																			
2	2. Soon: 1 - 3 years.																			
3	3. 3 - 5 years																			
4	4. Ongoing/As Available																			
5	5. Under Construction																			
6	6. Complete																			
Responsibilities																				
1	1. Lead or Coordinating																			
2	2. Key Participant																			
3	3. Task Force Opportunity																			
Other / Private Responsibility																				
ENERGY (DTE, CONSUMERS)																				
CLAC - Crystal Lake Art Center																				
CC - Chamber of Commerce																				
Other / Public Responsibility																				
DDA - Downtown Development Authority																				
MDOT - Mich Dept of Trans.																				
REC - Parks & Rec Board																				
County - Benzie County																				
Intergovernmental Relations																				
Form working group with MDOT for M-22 redesign and 7th Street Blvd																				
Work with Elberta and Crystal Lake Township to develop BMPs to protect water quality of Betsie Bay																				
Work with Frankfort-Elberta Schools and Elberta to develop shared recreation facilities																				
Partner with energy providers to identify sites and opportunities for alternative energy for Frankfort																				
Development/Construction																				
Install Bike racks																				
Improve all Main Street Crosswalks and add mid-block crossings																				
Improve Forest Avenue and 7th Street crossings																				
Improve downtown signage on M-22																				
Complete Beach-to-Beach Trail																				
Improve trail signage																				
Designate trail parking at Open Space Park																				
Identify potential locations for new parking areas																				
Planning																				
Amend Zoning Ordinance																				
Update parking regulations and standards																				
Develop City topographic map																				
Develop steep slope ordinance																				
Work with Michigan Natural Features Inventory to map sensitive natural areas																				
Adopt Complete Streets guiding principles																				
Rezone parks and civic properties accordingly																				
Rezone other properties based on the recommendations of the Master Plan																				
Develop zoning regulations for alternative energy																				
Adopt energy independence goal																				
Downtown Development																				
Form DDA																				
Create TIF District																				
Business recruitment																				
Partner with Frankfort-Elberta Chamber of Commerce for seasonal event planning in Downtown Frankfort																				
Develop downtown beautification & maintenance plan																				
Strengthen partnerships with Sleeping Bear Dunes and Crystal Mountain																				
Improve parking signage Downtown																				
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Improve trail signage																				
Designate trail parking at Open Space Park																				
Identify potential locations for new parking areas																				

Glossary of Terms



Accessory Use: A building or a usage of land that is additional to primary use. A garage apartment or ancillary living space located behind the main house is an example of an accessory use.

Ancillary Living Space: A freestanding, single-unit apartment located behind the main house or an extension of an existing residence in a residential area. These units are often located above a detached garage.

Buffer or Buffer Strip: Landscaped areas, open spaces, fences, walls, berms, or any combination of these, used to physically separate or screen one land use or piece of property from another. Buffers are often used to block light or noise.

Built Environment: The urban environment consisting of buildings, roads, fixtures, parks, and all other improvements that form the physical character of a city.

Clear-Cutting: The removal of all trees and most if not all vegetation from an area.

Cluster Development: the grouping of a particular development's residential structures on a portion of the available land, reserving a significant amount of the site as protected open space. The usable open space created by a cluster development can meet a number of community goals. These goals sometimes conflict with one another. For example, the protection of wildlife habitat may be incompatible with the preservation of agricultural land. However, the key benefit is the availability of open space that has been preserved by clustering units on smaller lots. The landowner and the community make the ultimate decision on how the open space is used.

Community Character: The image and perception of a community as defined by its built environment, landscaping, natural features and open space, types and style of housing, and number and size of roads and sidewalks.

Condominium: A form of property ownership in which each owner holds title to his/her individual unit, plus a fractional interest in the common areas of the multi-unit project. Each owner pays taxes on his/her property, and is free to sell or lease it.

These individual units may be either units within a common building or individual units on a common lot. The term condominium refers to a form of property ownership, not a specific style or

type of building.

Conservation Easement: A donation of a conservation easement (defined as a voluntary agreement between a landowner and a qualified organization that protects land, or a portion thereof, from residential or commercial development in perpetuity) may provide the donor with a charitable income tax deduction, a reduction in value of one's taxable estate, a reduction of property taxes on the protected property, and a special property tax credit. The landowner continues to own the property less its development rights, but retains the right to sell the restricted land or pass it onto heirs.

Conservation Subdivision: The subdivision of land on a reduced-density basis that results in the protection of land of conservation value (i.e. agricultural, natural, or historical resources). When the amount of land protected exceeds that required under zoning regulations, the landowner may be able to sell or donate a conservation easement to a qualified organization and benefit from an expedited approval process. Given the reduced density, infrastructure costs of development may be reduced. Conservation subdivisions are characterized by common open space and clustered lots. The purpose of a conservation subdivision is to protect farmland and/or natural resources while allowing for the maximum number of residences under current community zoning and subdivision regulations.

Density: The number of dwelling units (houses, apartments, townhouses, duplexes, etc.), or buildings per unit of land. In Neighborhood Planning, this is often expressed as dwelling units per acre or du/ac.

Downtown Development Authority (DDA): Established by Public Act 197 of 1975, the Downtown Development Authority Act is intended to provide for the establishment of a downtown development authority; to prescribe its powers and duties; to correct and prevent deterioration in business districts; to encourage historic preservation; to authorize the acquisition and disposal of interests in real and personal property; to authorize the creation and implementation of development plans in the districts; to promote the economic growth of the districts; to create a board; to prescribe its powers and duties; to authorize the levy and collection of taxes; to authorize the issuance of bonds and other evidences of indebtedness; to authorize the use of tax increment financing; to reimburse downtown development authorities for certain losses of tax increment revenues; and to prescribe the powers and duties of certain state officials.

Euclidean Zoning: Euclidean zoning is characterized by the segregation of land uses into specified geographic districts and dimensional standards stipulating limitations on the magnitude of development activity that is allowed to take place on lots within each type of district. Typical types of land-use districts in Euclidean zoning are: residential (single-family), residential (multi-family), commercial, and industrial. Uses within each district are usually heavily prescribed to exclude other types of uses (residential districts typically disallow commercial or industrial uses). Some “accessory” or “conditional” uses may be allowed in order to accommodate the needs of the primary uses. Dimensional standards apply to any structures built on lots within each zoning district, and typically take the form of setbacks, height limits, minimum lot sizes, lot coverage limits, and other limitations on the “building envelope”.

Euclidean zoning is utilized by some municipalities because of its relative effectiveness, ease of implementation (one set of explicit, prescriptive rules), long-established legal precedent, and familiarity to planners and design professionals.

However, Euclidean zoning has received heavy criticism for its lack of flexibility and institutionalization of now-outdated planning theory.

Facade: The exterior walls of a building that can be seen by the public.

Form-Based Zoning or Form-Based Code: Form-based codes foster predictable built results and a high-quality public realm by using physical form (rather than separation of uses) as the organizing principle for the code. These codes are adopted into city or county law as regulations, not mere guidelines. Form-based codes are an alternative to traditional Euclidean zoning.

Form-based codes address the relationship between building facades and the public realm, the form and mass of buildings in relation to one another, and the scale and types of streets and blocks. The regulations and standards in Form-based codes, presented in both diagrams and words, are keyed to a regulating plan that designates the appropriate form and scale (and therefore, character) of development rather than only distinctions in land-use types. This is in contrast to conventional zoning’s focus on the micro-management and segregation of land uses, and the control of development intensity through abstract and uncoordinated parameters (e.g., Floor Area Ratio, dwellings per acre, setbacks, parking ratios, traffic Level of Service) to the neglect of an integrated built form. Not to be confused with design guidelines or general statements of policy, Form-based codes are regulatory, not advisory.

Garage Apartment: A single-unit apartment located above a garage and sited behind the main house. It is permitted in districts that specifically allow them. See Ancillary Living Space.

Infill Development: A type of development occurring in established areas of the city. Infill can occur on long-time vacant lots or on pieces of land with dilapidated buildings, or can involve changing the land use of a property from a less to a more intensive one—i.e. from a parking lot to an office building.

Mixed Use (MU): A type of development that combines residential, commercial, and/or office uses, within a district, into one development or building. For example, a mixed-use building could have several floors. On the bottom floor, the space could be dedicated to retail or offices. The remaining two or three floors could be for apartments or condominiums. A Mixed Use District allows residential, commercial, retail, and office uses to be combined in a single area.

Multi-Family: A building that is designed to house more than one family. Examples would be a duplex, four-plex, or apartment building.

Nonconforming Use: The use of any land, building or structure that does not conform with current zoning regulations, but was lawful or not required to comply with zoning regulations at the time a zoning district was established. They may be permitted to continue or be given time to come into compliance with the existing zoning ordinance. In addition, specific code requirements address the ability to make major substantial changes to structures designated as nonconforming uses. This is also known as a “Grandfathered Use.”

Open Space: An area set aside or reserved for public or private use with very few improvements. Types of open space include:

- Agricultural Land
- Parks
- Greenbelts
- Nature Preserves

Permitted Use: A use that is allowed in a zoning district and is subject to the applicable restrictions of the district.

Plat: A map that shows tracts of land, boundaries, and the location of individual properties and streets. It is also a map of a subdivision or a site plan.

Prohibited Use: One that is not permitted in a zoning district.

Redevelopment: The conversion of a building or project from an old use to a new one. Examples are the conversions of old warehouses to lofts or retail spaces. It is also known as Adaptive Reuse.

Regulating Plan: The map that illustrates the locations of the different districts described in the Frankfort Master Plan 2010. Also called a Future Land Use Map.

Rezone: To change the zoning classification of particular lots or parcels of land.

Setback: The minimum distance between the building and any lot line.

Shared Parking: parking spaces that are shared by more than one user, which allows parking facilities to be used more efficiently. It is a type of Parking Management. Shared Parking takes advantage of the fact that most parking spaces are only used part time by a particular motorist or group, and many parking facilities have a significant portion of unused spaces, with utilization patterns that follow predictable daily, weekly and annual cycles.

Sprawl: A haphazard and disorderly form of urban development. There are several elements that characterize sprawl:

- Residences far removed from stores, parks, and other activity centers
- Scattered or “leapfrog” development that leaves large tracts of undeveloped land between developments
- Commercial strip development along major streets
- Large expanses of low-density or single use development such as commercial centers with no office or residential uses, or residential areas with no nearby commercial centers
- Major form of transportation is the automobile
- Uninterrupted and contiguous low- to medium-density (one to six du/ac) urban development
- Walled residential subdivisions that do not connect to adjacent residential development.

Steep Slopes: The U.S. Department of Agriculture (USDA) describes steep slopes as a gradient of 20% or greater. The significance of slope gradient is also connected to other soil properties. Typically slopes in excess of 20% are subject to greater amounts of soil erosion and are thus less suitable for development or agricultural uses.

Streetscape: The space between the buildings on either side of a street that defines its character. The elements of a streetscape include:

- Building Frontage/Facade
- Landscaping (trees, yards, bushes, plantings, etc.)
- Sidewalks
- Street Paving
- Street Furniture (benches, kiosks, trash receptacles, fountains, etc.)
- Signs
- Awnings
- Street Lighting

Substandard Lot: A lot that once was of legal size and shape, but due to the revision of zoning ordinances, does not conform to the current zoning standards. This is also known as a Non-conforming Lot.

Sustainability: A concept and strategy by which communities seek economic development approaches that benefit the local environment and quality of life. Sustainable development provides a framework under which communities can use resources efficiently, create efficient infrastructures, protect and enhance the quality of life, and create new businesses to strengthen their economies. A sustainable community is achieved by a long-term and integrated approach to developing and achieving a healthy community by addressing economic, environmental, and social issues. Fostering a strong sense of community and building partnerships and consensus among key stakeholders are also important elements.

Tax Increment Financing District (TIF District): Tax increment finance (TIF) districts allow local units of government to capture (from other taxing governmental units) the increase in property tax levies above and beyond the year in which the authority was established.

For example, a local unit that establishes a tax increment finance authority in 2007 may, in 2008 and every year following for as long as the authority chooses, retain property tax revenues above those collected (the increment) in 2007 (base year) that are otherwise due to other units of government, such as counties and school districts.

TIF districts may not capture millages for debt obligations and typically the State Education Tax (6 mills) may not be captured.

Zoning: The method used by cities to promote the compatibility of land uses by dividing tracts of land within the city into different districts or zones. Zoning ensures that a factory is not located in the middle of a residential neighborhood or that a bar is not located next to an elementary school.

Appendix A



3315
Frankfort, City of

AFFIDAVIT OF PUBLICATION

LEGAL NOTICE
City of Frankfort
Master Plan
Notice of Public Hearing

Notice is hereby given that, pursuant to state Public Act 33 of 2008 as amended, the Planning Commission of the City of Frankfort will hold a public hearing on Tuesday, May 11, 2010, at 7:00 p.m., in the Multipurpose Room of Frankfort Elementary School, 613 Leelanau Avenue, Frankfort, MI.

The public hearing is intended to provide an opportunity for interested citizens to express their opinions regarding all aspects of the proposed City of Frankfort Master Plan. The Master Plan serves as a guide for the physical development of the City, by setting forth goals and policies and providing a comprehensive view of the preferred future.

A copy of the proposed Master Plan is available for review at the City Hall during regular business hours, Monday through Friday, 9 a.m. to 4:30 p.m. The plan is also available electronically on the city's website:
<http://www.frankfortmich.com/currentevents.html>

Those unable to attend the public hearing are invited to submit written comments to the attention of the Chair of the Planning Commission at 412 Main St., Frankfort, MI 49635. All written comments must be received by no later than 4:00 p.m., on Tuesday, May 11, 2010.

April 23, 2010-1T

206568

STATE OF MICHIGAN
County of Grand Traverse

Tom Rochford being duly sworn deposes and says the annexed printed copy of notice was taken from the Traverse City RECORD EAGLE, a newspaper printed and circulated in said State and County, and that said notice was published in said newspaper on the following dates:

04/23/2010

that he or she is the agent of the printers of said newspaper, and knows well the facts stated herein

Subscribed and sworn to before me
this 23rd of April, 2010.

Kimberly M Caniff
Notary Public, State of MI
County of Grand Traverse
My Commission Expires April 6, 2014
Acting in County of Grand Traverse

PLANNING COMMISSION RESOLUTION OF ADOPTION:
CITY OF FRANKFORT MASTER PLAN

Resolution Number: 2010-01

The following Resolution was offered by Commissioner **Suz McLaughlin** and seconded by Commissioner **Patricia Storrer**:

WHEREAS, The City of Frankfort has established a Planning Commission under the Michigan Planning Enabling Act, State Public Act 33 of 2008, as amended; and,

WHEREAS, The City Planning Commission is required by Section 7 of said Act to make and adopt a master plan as a guide for the physical development of the city; and,

WHEREAS, The City Planning Commission has worked with the consultants at Wade Trim to oversee a planning process that included significant public input, as well as investigations and surveys of the existing resources; and,

WHEREAS, The plan was presented to the public at a hearing held on May 11, 2010, before the Planning Commission, with notice of the hearing being provided in accordance with Section 43 of the Michigan Planning Enabling Act, State Public Act 33 of 2008, as amended;

NOW THEREFORE BE IT RESOLVED THAT, The content of this document, together with all maps attached to and contained herein, is hereby adopted with eight amendments to the final draft, as contained in the minutes of this meeting, by the Planning Commission as the City of Frankfort Master Plan, on this 11th day of May, 2010.

AYES: Six (6): Campbell, Larson, Martin, McLaughlin, Ogilvie & Storrer

NAYS: Zero (0)

ABSENT: Zero (0)

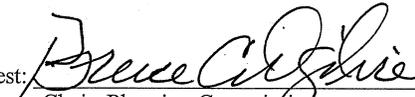
ABSTAIN: One (1): A new commissioner, Danny Bartley, who felt he had insufficient time to comfortably vote on the Master Plan, and therefore abstained.

Vacant Seats on Planning Commission: Two (2)

The required two-thirds majority for adoption is met.

I, **Suz McLaughlin**, Secretary of the City of Frankfort Planning Commission, do hereby certify the foregoing to be a true and correct copy of a resolution that was offered by the Frankfort Planning Commission at their regular meeting held on May 11, 2010, and the original resolution has been ratified by the same vote at the Regular Meeting of the Planning Commission on July 13, 2010.

Attest:


Chair, Planning Commission


Planning Commission Secretary



WADETRIM

241 East State Street
Traverse City, MI 49684
231.947.7400
800.968.6660
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