

THE CITY OF

SOUTH HAVEN

MASTER PLAN
2018

DRAFT
3-5-2018



South Haven 2018 Master Plan

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INTRODUCTION

Authority to Create the Plan

The City of South Haven Master Plan has been prepared by the City Planning Commission and adopted by the South Haven City Council under the provisions of the Michigan Planning Enabling Act, Public Act 33 of 2008, as amended. The Planning Act authorizes municipalities to prepare and adopt a plan for the following purposes:

- To promote the public health, safety, and general welfare;
- To encourage the use of resources in accordance with their character and adaptability;
- To avoid overcrowding of the land by buildings and people;
- To lessen congestion on public roads and streets;
- To facilitate a transportation system, sewage disposal, safe and adequate water supply, recreation and other public improvements; and,
- To consider the character and suitability of land for particular uses.

Although the Master Plan has no regulatory power, it states specific land development and preservation goals. These goals are intended to guide both the Planning Commission and the City Council in making both day-to-day and long-range land use decisions.

This Master Plan has been developed based upon several factors: the existing natural and cultural resources of the City; current land use trends; the need for different types of land use including commercial, industrial, institutional, and residential land uses; and the desired community character as expressed through work sessions with local officials, neighborhood workshops, a Central Business District workshop, design charrette for the Overton property, a community-wide survey, and a community-wide open house.

The Michigan Planning Enabling Act requires that each community shall review its Master Plan every five years, and determine whether the plan should be amended or a new plan adopted. The City of South Haven has chosen to adopt a new Master Plan, which addresses land use policy for at least the next five years, and at the end of that period the Plan should be reviewed to determine whether its' stated goals and policies need to be revised.

Use of the Plan

The Master Plan is designed to furnish public officials, residents, and the development community with a policy and decision-making guide that represents the views and desires of the citizens of the community. This plan will reflect and expand upon the Municipal Master Plan of 2011, which is replaced by this document.

The Master Plan serves as a tool for decision making by providing information and rationale for land use decisions. The Master Plan does not contain a specific time frame or timetable for the development of City lands as recommended on the Future Land Use Map. Development takes place as land owners seek



rezoning and as developers request approval of plans for residential, commercial, and industrial projects in response to market demands.

The Plan sets forth recommendations for types of land uses which may be established in the City, and recommends locations for where these land uses are best suited, based upon availability of roads, utilities, natural resources, recreation opportunities, and community services.

In particular, the Plan will assist local officials in the following:

- **Review of rezonings and special use permits.** Applications for rezonings and special use permits should be evaluated not only in terms of specific ordinance standards but also in terms of how well the proposed action will be consistent with the goals and objectives of the Master Plan.
- **Review of public improvement projects.** All future public improvement projects, including the construction of new facilities, utilities, or buildings must first be reviewed by the Planning Commission for consistency with the Master Plan, according to PA 33 of 2008. In particular, any public improvement project must be reviewed to see whether it is consistent with the planned future land use pattern in the City. Public improvements projects include roads, public safety facilities, parks and recreation facilities, utilities, and any other public space, building, or structure.
- **Review of plats and site condominiums.** Site condominium divisions and traditional land divisions have a profound impact upon the character of a community and future public service needs. The Master Plan provides policies to assist the Planning Commission with decisions as to location and design of subdivisions, and the adequacy of public services to meet the increase in demand placed upon the community by the land use intensity of site condominiums and platted subdivisions. Policies for subdivision of land apply not only to residential land use, but to commercial and industrial land use as well. The Planning Commission is required to hold a public hearing and make recommendations on a proposed plat at the tentative preliminary plat step, according to the Michigan Planning Enabling Act.
- **Maintaining community character while managing growth.** Each community has a vision for its future, and a sense for the desired character. The Master Plan, more than any other document, provides direction for City officials in managing growth while retaining the desired community character, and providing the best quality of life possible for current and future residents.
- **Providing a legal framework for zoning actions.** The Michigan Zoning Enabling Act requires that zoning regulations be “based upon a plan.” (MCL 125.3203) A City’s zoning actions and regulations are generally viewed favorably by the courts provided that such actions and regulations are not deemed to be “arbitrary and capricious.” By providing adequate support for zoning decisions, the Master Plan therefore serves as the legal backbone of the zoning ordinances and helps to protect zoning decisions made by the Planning Commission, the City Council, and the Zoning Board of Appeals
- **Providing consistency of process.** This Plan is a very strong and visible statement by City officials and residents regarding the intended future character of the community and strategies to assure that character. As a formal and tangible document this Plan instills a sense of stability and direction



for City officials, applicants, and residents, and helps assure that each application for development is reviewed according to the same set of criteria.

Preparation of the Master Plan

The preparation of the 2018 City of South Haven Master Plan included extensive citizen input gathered in a variety of ways. The Planning Commission utilized an analysis of the results to shape the Goals and Action Steps found in Chapter Three. Following is a summary of each of the types of input, numbers of participants, and general outcomes of each type of citizen input method

Community Survey

A paper survey was mailed to each property owner in the City. The majority of respondents (90.6%) were ages 45 and older. Results indicated a strong preference for mixed uses in key locations in the City such as the former National Motors and Everett Piano site, as well as M-43 south gateway corridor. The former Michigan National Guard Armory was identified as a preferred Central Gathering Venue. Several streets and intersections were identified as being difficult to navigate as a pedestrian. The survey asked for an opinion on short-term rentals that are currently required to be licensed by the City; the majority of respondents were satisfied with the current regulations for short-term rentals. The survey included a question regarding outdoor recreational fires; most respondents thought these types of fires should be permitted but with restrictions.

An additional analysis was done whereby the answers to a question regarding short-term rentals was cross tabulated with residential status. Results showed that most persons who answered that question thought that short-term rentals should be permitted in all locations of the City as they are now; and a fairly even mix of both year-round residents and part-year residents whose dwelling in South Haven is a secondary residence made up the respondents to that answer.

Complete survey results are included in Appendix B.

Neighborhood Workshops

A series of three Neighborhood Workshops were held in three locations. Each workshop focused on a different geographic area of the City. The public was free to any or all of the workshops. A total of approximately 93 persons attended the workshops. Attendees at the workshops included members of the public, planning commissioners, City Council members, and members of the City of South Haven staff. The consultant team from MainStreet Planning Company facilitated each event.

On April 11, 2017, the first of a series of three neighborhood workshops was held at Lake Michigan College, located at 125 Veterans Boulevard in South Haven. Approximately 22 persons attended the event. Workshop #1 focused on a geographic area of the City bounded approximately by the City corporate boundary on the north, just east of the City corporate boundary on the east; southward to the area encompassing the I-196 interchange at Phoenix Street and that portion of I-196 to M-43 outside the City boundaries; and west to an area just west of Bradley Avenue (the Blue Star Memorial Highway).



This geographic focus area was chosen due to characteristics such as the presence of major transportation corridors, regional commercial land uses, and industrial land uses. The focus includes some lands outside the City's corporate boundaries, as Michigan law allows cities and villages to plan outside their municipal boundaries.

Workshop #2 was held on May 3, 2017 at the Baseline Middle School Cafetorium located at 7357 Baseline Road. Approximately 36 persons attended the workshop. Workshop #2 focused on the geographic area of the City bounded approximately by the City corporate boundary on the north; eastward to an area just west of Bradley Avenue (the Blue Star Memorial Highway); south to Superior Street; and west to the Lake Michigan shoreline. This geographic area encompassed the central business district, lands adjacent to the Black River, neighborhoods located in the northwest portion of the City, and properties along the Lake Michigan shoreline primarily north of the Black River.

Workshop #3 was held on May 11, 2017 at the Warren Senior Center located at 220 Broadway Street. Approximately 35 persons attended the workshop. Workshop #3 focused on the geographic area south of Superior Street; eastward to an area just west of Bradley Avenue (the Blue Star Memorial Highway); south to the City corporate boundary; and west to the lake Michigan shoreline. This geographic area encompassed significant industrial land uses, commercial properties along the M-43 and business loop I-196 corridors, neighborhoods located in the southwest portion of the City, and properties along the lake Michigan shoreline primarily south of the Black River.

Each workshop began with a presentation by the consultant team regarding the Master Plan process as required by State of Michigan law, as well as specifics regarding the Master Plan process in the City of South Haven. Participants then provided input using large aerial maps of the focus area, and were encouraged to draw on the maps or apply sticky notes with comments reflecting the following:

- Neighborhood character
- Areas of concern
- Positive trends
- Difficult or adequate pedestrian crossings
- Areas of traffic concerns
- Commercial and industrial development
- Other comments that relate to future land use

Large flip charts were also available to record comments by participants. Comments on flip charts provided an opportunity to:

- Validate positives
- List concerns
- List new ideas

A comment box was provided at Workshops 2 and 3. Results of the comments left on the aerial maps were recorded on aerial maps, with numbers on the maps corresponding to comments for each workshop. Comments were grouped by topic area and used to create Goals and Action Steps.

The Neighborhood Workshop Focus Areas Map is included at the end of this chapter. Complete results



of the workshops are available at the City of South Haven.

Downtown Development Authority (DDA) Issues Identification Workshop

On April 19, 2017, the consultant team from MainStreet Planning Company met with members of the DDA with the objective of identifying and prioritizing issues which may impact the Goals and Actions Steps of the Master Plan. The issues were those that are most likely to impact future land use, infrastructure development, and policies primarily in the boundaries of the DDA development area. After brainstorming a list of issues, DDA members prioritized issues via a voting process.

Issues of importance to the DDA included reducing the number of zoning districts in the downtown area; considering an expansion of the Central Business District; the need for moderate income housing in the downtown; and parking challenges. Priority issues are reflected in the Goals and Action Steps of the Master Plan.

Local Development Finance Authority (LDFA) Issues Identification Workshop

On May 8, 2017, the consultant team from MainStreet Planning Company met with members of the LDFA with the objective of identifying and prioritizing issues which may impact the Goals and Action Steps of the Master Plan. The issues were those that are most likely to impact future land use, infrastructure development, and policies primarily in the boundaries of the three LDFA development areas. After brainstorming a list of issues, LDFA members prioritized issues via a voting process.

Issues of importance to the LDFA included recruiting technology companies to South Haven; selecting sites such as historic buildings for technology development; increasing flexibility in uses permitted in the industrial districts; developing a technology incubator; and lack of affordable housing for both young workers and senior citizens who wish to continue to innovate. Priority issues are reflected in the Goals and Action Steps of the Master Plan.

M-43/I-196 Business Loop Bus Tour

On June 12, 2017, a bus tour of the M-43/I-196 Business Loop was held, followed by an issues identification session. Approximately 25 persons, including City of South Haven staff and the consultant team, attended the bus tour. The study area was bounded by Michigan Avenue on the north, and Aylworth Avenue on the south, to a depth of approximately one block. The area included several health-related facilities such as Bronson Hospital and the Bronson Wellness Center. The tour included stops along the way in order to walk portions of the corridor. Participants were encouraged to make notes regarding favorable and unfavorable aspects of the corridor in regard to traffic issues, pedestrian access, land use, and appearance. Following the tour, a feedback session was held at the Bronson Wellness Center. Results of comments gathered were used to create specific Goals and Action Steps for this portion of the City.

Overton Property Charrette

On September 26, 2017, a design workshop known as a charrette was held on the premises of the South Haven High School Integrated Learning Center. Approximately 35 persons attended this event, which



was facilitated by the consultant team including several landscape architects. After background information was presented, participants were divided into seven small groups. Each group brainstormed possible uses for the Overton property, and then sketched their design ideas on large aerial photographs of the site.

Each group presented their design concepts to the larger group, providing rationale for their design. Designs included a variety of land uses, including open space, recreational, residential, commercial, and community gathering space. At the conclusion of the event, participants voted on their top three preferred concept design plans. After the event, the consultant team then created two final concept plans for Planning Commission review. The final concept plans are included in the Master Plan document, and will be used as the basis for future land use on the Overton property.

Community Wide Open House

A Community Open House was held on December 20, 2017, for the purpose of gathering public comment on the Draft Future Land Use Map, and the proposed Concept Plans for the Overton Property. The Open House was attended by nine members of the public, three Planning Commissioners, and the consultant team.

Participants were invited to leave written comments regarding proposed future land use, and to ask questions of both the consultant team and Planning Commissioners. The results were used to further refine the Goals and Action Steps proposed for the 2018 Master Plan.

Joint Meeting of the Planning Commission and City Council

On March 5, 2018, a joint meeting of the Planning Commission and City Council was held. The City Council approved the distribution of the Draft Master Plan as required by the Michigan Planning Enabling Act, PA 33 of 2008 as amended.

Public Hearing

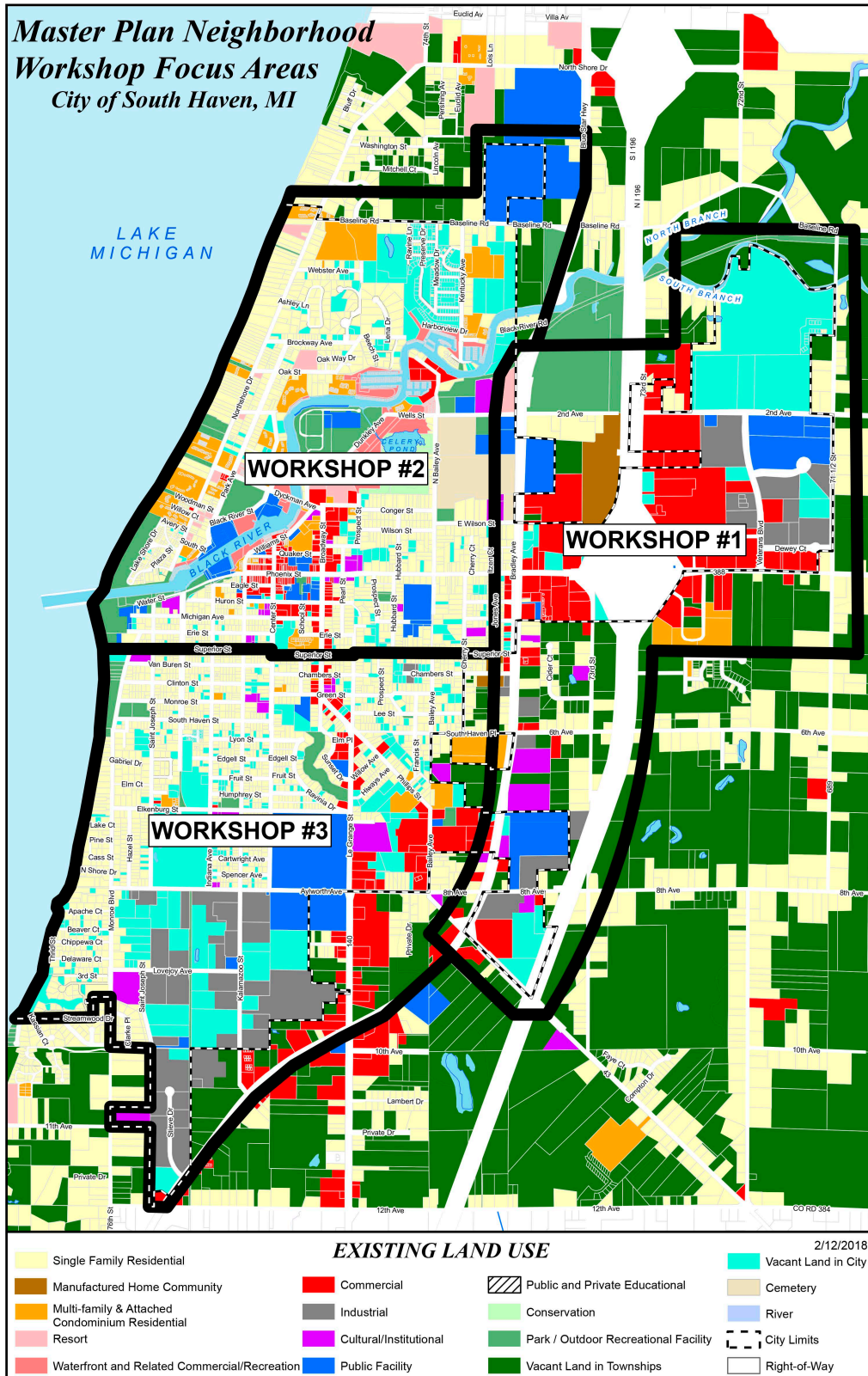
Following the 63-day comment period as required by the Michigan Planning Enabling Act, PA 33 of 2008 as amended, the Planning Commission held a public hearing on _____, 2018. The Planning Commission recommended adoption of the 2018 City of South Haven Master Plan by the City Council.

Adoption of the 2018 City of South Haven Master Plan

At a regular meeting of the South Haven City Council held on _____, 2018, the Council approved the adoption of the 2018 City of South Haven Master Plan.



**Master Plan Neighborhood
Workshop Focus Areas**
City of South Haven, MI



CHAPTER 1

COMMUNITY DESCRIPTION

Location and Access

The City of South Haven is located on the shore of Lake Michigan in the northwest corner of Van Buren County, approximately 45 miles north of the Michigan and Indiana state line. A small portion of the City is within Allegan County to the north. The City is a major vacation resort destination due its recreational assets, including harbors and Lake Michigan beaches, which significantly increase the City's population in the summer months.

The City consists of approximately 3.5 square miles and is bisected by the Black River, which flows into Lake Michigan just north of Water Street. The City is adjacent to South Haven Charter Township on the east and on the south, and is adjacent to Casco Township in Allegan County to the north. The 2010 population as reported by the US Census Bureau was 4,403 persons.

Interstate highway 196 / US 31 traverse the east side of the City in a north-south direction with an interchange at Phoenix Street. State of Michigan highways M-140 and M-43 also traverse the City. County Road A-2, known as the Blue Star Highway, is a major corridor running north and south through the eastern portions of the City.

Government and Services

The City of South Haven is a Council/Manager form of government. The City Council is comprised of a Mayor and six council members, two from each of the three City wards. The Mayor serves a two-year term of office and is elected as an at-large position. The Council member terms are four years in length, and are staggered to make available one seat per ward every two years.

The Council has policymaking and legislative authority, and appoints the City Manager, who is charged with the administration of City business in accordance with Council decisions. The manger has the authority to appoint and supervise all employees and is responsible for the development of the annual budget.

In addition to a City Manager and City Clerk, the City employs a staff of approximately 79 full-time employees, 14 part-time employees, and 25 seasonal employees. City Departments include Assessing, City Clerk, Building Services, Communications, Economic Development, Finance, Human Resources, Information Services, Police, South Haven Area Emergency Services Authority (SHEAS), Public Works, and Utility Billing.

Utilities

The City of South Haven provides sanitary sewer, water and electric service to the all residences, industries, and businesses within the City. These services are also provided to portions of



the surrounding Townships. Maps 5, 6, and 7 delineate the boundaries of sanitary sewer, water, and electric service areas as of 2017.

Sanitary Sewer- The City of South Haven owns and operates a sanitary sewer system that serves the City and portions of the surrounding Townships. The service area is illustrated on Map 6. The annual average flow is approximately 1.4 million gallons per day (MGD) and the nominal design capacity of the plant is 2.2 MGD.

In 2017 the City began major improvements to the wastewater treatment plant system. This project included the replacement of the original South Haven Main Pump Station located at 120 Dunkley Avenue that was constructed in 1933 as well as the Wells Street Lift Station located at 750 East Wells Street. The new Pump Station will have the capability to pump at a peak rate of 11 MGD to handle wet weather flow conditions that have been problematic for the City over the years.

The new pump station includes six self-priming suction lift pumps mounted on two pump skids. The skids include two low flow pumps and four high flow pumps. The existing Grit Removal Tank is supplemented with a second vortex type grit tank. The total capacity of these two tanks is 6.5 MGD which is in excess of the peak flow that is anticipated to be sent to the treatment process.

This project also includes adding fine screening, an additional Grit Tank to remove grit at higher flows and a new Detention Area to store excess flow when the capacity of the treatment plant is exceeded so that the flow can be returned to the plant and treated after the wet weather event has passed. A new mechanical fine screening system replaced the existing screen system. The new system includes two parallel mechanical fine screens installed in parallel channels and one screenings washer/compactor.

Each screen is designed to handle a peak flow of 8.0 MGD; the current average daily flow of 1.4 MGD, and the current minimum daily flow of 0.5 MGD. The new mechanical fine bar screen has 1/4-inch tear drop shaped bars with 1/4-inch clear openings. The screenings are discharged from the mechanical fine screen into a washer/compactor device. The washer/compactor will move the screenings horizontally with an auger and include a water rinse to clean the screenings.

Water - The City of South Haven water filtration plant is located on the south side of the Black River where the river enters Lake Michigan. Water is drawn from Lake Michigan via a 24-inch diameter intake pipe and distributed through a City-owned system. Capacity of the water system is between 1.7 MGD to 5.5 MGD (Million Gallons per Day). The City has 250,000 gallons of storage in clear wells beneath the plant, and one million gallons of storage in a reservoir beneath the sand dunes south of the beach parking lot. Water towers are located in three locations around the City to provide pressure to aid in distribution during periods when pumps are not running or power is in high demand. Water lines range from eight inches to 18 inches in diameter.

The water system service area is indicated on Map 5.

South Haven Area Water-Sewer Authority – On November 7th, 2016, Resolution 2016-87 was signed approving the South Haven Area Water-Sewer Authority Contract, authorized under the Municipal Partnership Act, PA 258 of 2011. This contract approved an agreement between the City of South Haven, South Haven Charter Township, and Casco Township in Allegan County to own and operate the



public water and sanitary sewer systems serving the townships and the City. The City and the townships had historically cooperated regarding water and sewer services; the contract replaced older agreements. The purposes of the Authority are as follows:

“The South Haven Area Water-Sewer Authority (“SHAWSA”) is created for the purposes of acquiring, owning, leasing, constructing, installing, operating, repairing, maintaining, replacing, improving, extending, enlarging and undertaking any and all other functions, powers and privileges regarding public water and sanitary sewer services in the City, South Haven Township and Casco Township.”

The Authority is governed by a seven-member Board with representation from each community; the Board can approve expansion without approvals of the local governments provided it does not require debt or impair existing service. But the Board needs approval of the Township Board or City Council to extend lines within that local government.

Electricity - The City of South Haven owns and operates a distribution system for electricity. The City buys electric power wholesale from the Indiana Michigan Power Company, which is a utility unit of American Electric Power. Rate changes are scheduled to take effect in the year 2020. The Electric service area is shown on Map 7.

Emergency Services

A regional fire and ambulance agreement was approved by the City in 1995 which formally created the South Haven Area Emergency Services (SHAES). This authority has jurisdiction in the City of South Haven, South Haven Charter Township, Casco Township and Geneva Township. The South Haven Area Emergency Services operates three stations equipped with numerous pieces of firefighting apparatus, three ambulances, and a trailered fire boat. Station 3 is located within the City of South Haven at 90 Blue Star Highway.

Both the police and fire departments operate with both full-time and part-time personnel. The City of South Haven Police Department provides service within the City and within South Haven Charter Township.

Community Cultural Facilities

Significant cultural facilities are located within the City; several are described as follows:

The **Michigan Maritime Museum** is located at the riverfront facility at the foot of the Dyckman bridge. Museum exhibits detail the history of maritime activities locally and in Michigan including Native American traditions, commercial fishing, commercial shipping, passenger steamship travel, boat building, the U.S. Life Saving Service, and the U.S. Coast Guard.

The **Liberty Hyde Bailey Museum**, located on Bailey Street, is a National Historical Site commemorating the life and work of Dr. Liberty Hyde Bailey considered the Father of Modern Horticulture. The museum



offers exhibits and programs linking botany, horticulture, environment and everyday life.

The **Historical Association of South Haven** (HASH) promotes understanding and appreciation of South Haven's history through programs and publications. It is located in the Hartman School Building at 355 Hubbard Street. HASH completed the exterior restoration phase of the South Haven lighthouse in 2016.

The South Haven Center for the Arts is dedicated to community enrichment through the Arts. It is housed in the old Carnegie library building at 600 Phoenix Street. The center houses many exhibits and shows in their building and a variety of art fairs in the community.

The Scott Club is located in a Victorian structure at 652 Phoenix Street. The club's purpose is to provide a place for literary advancement and support for local charities. The club sponsors many programs of community interest throughout the year.

Listiak Auditorium is located adjacent to the South Haven High School on Elkenburg Street and is used for school and community theatrical activities.

Recreational Facilities

The City of South Haven and adjoining Townships offer a variety of recreational opportunities and facilities. These include Lake Michigan beaches, boating and canoeing on the Black River, camping, non-motorized trail use, riding stables, cultural facilities, ball fields, playgrounds, and golf.

The City of South Haven maintains a variety of public parks including Monroe Playground Park, Stanley Johnston Park, Elkenburg Park, Hubbard Park, Riverfront Park, and Black River Park and Marina. The 2013-2017 South Haven Recreation Plan, which was prepared jointly with South Haven Charter Township, South Haven Public Schools, and the South Haven Area Recreation Authority (SHARA), contains a complete description of these parks as well as all recreation facilities and programs. A description of several of the significant recreation facilities follows.

South Haven has many public beaches or access sites. The North and South Beaches are the largest and most frequently used.

North Beach - The City's North Beach located on the north side of the Black River channel has over sixteen hundred lineal feet of Lake Michigan frontage with nearly ten acres of beach. The beach has 98 parking spaces, play equipment, restrooms, a concession stand, and access to the north pier.

South Beach - The South Beach is located directly on the south side of the Black River channel directly across from the North Beach. It has over two thousand lineal feet of frontage on Lake Michigan and approximately ten acres of beach. South Beach is the sole public beach on the south side of the river. South Beach is adjacent to and connected to the central business district by the City's Riverfront Park.

The play equipment located at South Beach meets National Playground Safety Institute Standards. In 2012, the City finished many improvements to the South Beach which include improved sidewalk access/connection from Erie Street to a beach promenade, a universally accessible trail mat, painted



crosswalks, accessible parking aisles and an extension to the existing Harbor Walk.

South Beach is the location of the South Pierhead Lighthouse. Established in 1903, this lighthouse is still operational and has an original catwalk which is one of only four original catwalks in the State of Michigan.

Public Access Points - The City has five Lake Michigan public access points on the north side of the Black River. These access points are at Woodman Street, Dyckman Avenue, Oak Street, and Newcome Street; Packard Park and Beach is located north of the Black River as well.

Public access points to Lake Michigan on the south side of the Black River are located at the ends of Lake Court, Apache Court, Beaver Court, Chippewa Court, and Delaware Court. The stairway at the Van Buren Overlook and Blue Stairs Beach also provide public access. Beach access at Apache Court is difficult due to the absence of stairs and the presence of steep bluffs. The lands abutting all of the access points on the south side are identified as high-risk erosion areas under Shorelands Protection and Management, Part 323 of the Natural Resources and Environmental Protection Act, PA 451 of 1994 as amended.

South Haven Municipal Marinas - The four municipal marinas in South Haven are the Southside Marina, Northside Marina, Black River Park Marina, and Museum Marina. These offer 223 boat slips for seasonal or transient boaters plus 630 feet for side tie dockage, additional space for boats up to sixty feet in length within finger piers, and accommodation for larger boats through the use of the head dock.

Kal-Haven Trail - This is a 33-mile non-motorized trail located on a former railroad right-of-way which connects the eastern outskirts of the City with the Kalamazoo area, and the countryside to the northeast. The Kal-Haven Trailhead in the City is located on N. Bailey Avenue just north of Wells Street. The trail provides the area with an excellent recreational facility for biking, hiking, horseback riding, cross country skiing, and snowmobiling.

Van Buren Trail - This trail is a 13 mile stretch of former railroad from the City of South Haven to the City of Hartford and will be linked to the Kal-Haven trail through the City of South Haven. See Map ____ for trail locations.

Map 2 illustrates the location of all of the major community and recreational facilities in the City of South Haven.

Transportation System

Street System

The Act 51 Map located in the Maps Section of the Master Plan illustrates the street system of the City of South Haven and abutting communities; a Truck Routes Map is included as well. Two major highways influence circulation and development in the South Haven area. The first is Interstate 196 (I-196), which is also US 31, located just east of the City running in a north and south direction, with a portion (primarily the interchange) within the City limits. The interchange at Phoenix Road is centrally located in the eastern portion of the City; a second interchange is located at North Shore Drive north of the City; and a third interchange is located at State Road 140 and 14th Avenue within South Haven Charter



Township to the south.

The second road of major influence is the Blue Star Highway. This is a County Primary road also called County Road A-2 which is a boulevard four lane roadway traveling through the City north to south parallel to I-196. The City of South Haven and the Van Buren County Road Commission have plans to re-surface Blue Star Highway from Baseline Road to Phoenix and add a five feet wide shoulder for bicyclists. A date for this project has not been determined.

Other major roads include: *Business Loop I-196* within the City travels along Phoenix Street to the west of the I-196 interchange then south along Broadway Street to Lagrange Street changing to M-140 as this road enters South Haven Charter Township; *Highway M-43* within the City is also called Phillips Street where it intersects the Broadway / I-196 Business Loop going south, changing to South Bailey Avenue, then changing to Highway M-43 once it enters South Haven Charter Township.

Within the City limits, the Dyckman Avenue Bascule Bridge provides the only connection over the Black River. The Blue Star Highway also crosses the Black River just north of East Wells Street within South Haven Charter Township. The Blue Star Highway bridge re-construction project begun in late 2016 will be completed in 2017.

Traffic Counts

The following traffic counts were provided by the Michigan Department of Transportation and the Southwest Michigan Planning Commission. Where available yearly comparisons are shown. All counts are expressed as Average Daily Traffic (ADT) volumes for two-way traffic.

Location	2007	2013	2015
1. Phoenix Street west of I-96		14,840	19,900
2. Phoenix Street west of Blue Star Hwy.	3,762	9,551	10,000
3. LaGrange Street(M-140) S. of Aylworth Ave.		7,326	5,700
4. M-43 N. of Blue Star Hwy.			6,000
5. M-43 S. of Blue Star Hwy.			8,400

South Haven Regional Airport

The South Haven Regional Airport Authority operates an airport approximately four miles southeast of the City on State Road 140 and 28th Avenue. Funding is provided by the City and other governmental units. The airport provides a passenger terminal and lounge, public telephone, pilots lounge/snooze



room and restrooms. Runways include a 4300 feet x 75 feet paved runway and a 3275 feet x 90 feet turf runway. The facility also includes 13 hangers with space for 45 airplanes, and 24 tie-down areas for the general public. The present membership of the authority consists of the Cities of South Haven and Bangor, the Townships of Covert, Geneva and South Haven in Van Buren County and Casco Township, Allegan County.

The airport is operated year-round and its amenities include available fuel, a PAPI System (Precision Approach Path Indicators), and a REIL System (Runway End Identifier Lights) for instrument approach. There are no landing fees. The airport will be preparing an updated Airport Layout Plan (ALP) in 2018.

Public and Private Transit

Van Buren Public Transit - The Van Buren County Public Transit has been providing public transit service to the South Haven area since 1979. This service is a county-wide public transportation system available to anyone any age who is capable of traveling. Two types of transit services are provided: a Dial-a-Ride service which is demand response and requires the passenger to schedule in advance the time and place of pickup; the second service available in South Haven is Flex Route, also called a deviated route. Funding for Flex Route is supported by a Senior Services Millage passed in 2014, which results in discounted fees for senior passengers.

The Flex Route service operates along a fixed route and keeps to a regular hourly schedule, but the vehicle does deviate from the route to pick up or drop off passengers from other locations along the route when prearranged through the scheduling office. The South Haven Metro Flex Loop operates Monday through Friday from 9:00 AM until 5:00 PM. Saturday service starts at 10:00 AM and the last loop begins at 3:00 PM.

Amtrak - The Pere Marquette line connects Grand Rapids, Michigan to Chicago, Illinois making a stop in Bangor, Michigan just 10 minutes outside of South Haven.

Bus Service- Indian Trails provides bus service from a building at 1210 Phoenix Street.

Natural Resources and Sensitive Environments

The identification of sensitive and valuable natural areas is important when evaluating development proposals, and in determining preservation policies.

The primary natural features in and surrounding South Haven are Lake Michigan, the Black River, and the bluffs along the Lake Michigan shoreline. Celery Pond, consisting of open water and a large wetland, is located west of North Bailey Avenue, south of Wells Street. The pond and wetland are currently owned by the City of South Haven, and are managed by the Southwest Michigan Land Conservancy. A few additional scattered wetland areas and minor tributaries of the Black River exist within the City.

A mature tree canopy exists in most areas of the City. Shrubs, grasses, and trees typical of the dune complex exist in that area adjacent to the beaches.



The Michigan Department Environmental Quality (DEQ) has designated certain sections of the Lake Michigan shoreline within the City of South Haven as *High Risk Erosion Areas (HREA)*. These are shore lands along Lake Michigan and the other Great Lakes and connecting waters where erosion has been occurring at an average rate of one foot or more per year for a minimum period of fifteen years.

Construction and substantial reconstruction proposed for these areas is subject to review for conformance with HREA regulations contained in the City Zoning Ordinance which are based on Part 323, Shorelands Protection and Management, of the Natural Resources and Environmental Protection Act, Public Act 451 of 1994 (NREPA).

The High-Risk Erosion Area regulations require that no principal structures be located between the setback line and the ordinary high water mark. According to the City Zoning Ordinance the South Haven HREA is comprised of two sub-areas designated as Area A-1 and Area A-2. Each sub-area has a different minimum setback distance which is measured from the bluffline. The bluffline is defined within the Zoning Ordinance as a crest of elevated segment of the shoreline, or the line of continuous, perennial vegetation nearest the water.

The setback for new structures from the bluffline is dependent upon the erosion rate which is calculated for two time periods: a 30-year erosion rate and a 60-year erosion rate. For Area A-1 the setback for the 30-year erosion rate is 85 feet and the setback for the 60-year erosion rate is 160 feet.

For Area A-2 the setback for the 30-year erosion rate is 155 feet while the setback is 295 feet for the 60-year erosion rate. The 1994 DEQ designated HREAs in South Haven begin at the south City limits and extend north to approximately Elkenburg Street.

Critical dune areas are located in South Haven Charter Township south of the City limits. Barrier dune formations pursuant to 1976 PA 222 exist within Sections 21 and 28 of the Township, and in Section 33 within Van Buren State Park. Construction within these sensitive dunes is regulated by the Michigan Department of Environmental Quality. These dunes play a major role in defining the physical character of the area and are an important local tourist attraction for both the City and the Township.

The 100 year flood plain along the Black River and other streams within the City has been established by the Federal Emergency Management Agency (FEMA) per the 2009 Flood Insurance Rate Maps (FIRM). These maps which list the actual flood plain contour elevation should be consulted prior to development of any parcels which are, or appear to be, in the 100-year flood plain. The City Zoning Ordinance contains regulations for building within flood plain areas.

Map 3 illustrates the Natural Resources and Sensitive Environments discussed in this section.

Adjacent Communities

Existing land use, existing zoning, and plans for future land use along borders that the City of South Haven shares with neighboring communities may have an impact upon future land use within the City. The following describes land use in Casco Township in Allegan County, and in South Haven Charter Township.



Casco Township. Casco Township in Allegan County borders the City of South Haven on the north side of Baseline Road. A portion of the City which contains Baseline Middle School extends into Allegan County, as well as an area of attached residential condominiums located north of Baseline Road extended, with frontage on Lake Michigan. Water and sewer extend from the City of South Haven into this area.

The character of that portion of Casco Township that lies north of the City of South Haven is similar to the character of the City in that it consists primarily of low density, single-family residential development as well as both middle and elementary public school facilities. Significant parcels of vacant land also exist in this area, as well as significant areas of wetlands.

The 2012 Casco Township Master Plan calls for Medium Density Residential (MDR) land use for the area extending approximately ¼ mile from the Lake Michigan shoreline in that area adjacent to the City of South Haven boundary. The MDR classification recommends residential development may have up to six dwelling units per acre and would require public sanitary sewer. It would permit a variety of moderately intense residential uses such as duplexes, townhouses or condominiums, and manufactured home parks. Typically, they are not single-family detached dwelling sites, though some combination of single family and condominium development may be appropriate within the desired density limits.

Current zoning in that area of Casco Township is LDR, Low Density Residential, which requires minimum lot sizes of 10,000 square feet with sanitary sewer, and 20,000 square feet without sewer. Zoning in the adjacent land within the City consists of RM-1 Multiple -Family Residential which permits single-family detached dwelling units, as well a broad range of attached dwelling units with a minimum lot size of 8,712 square feet; and R-2 Residential which permits single and two-family dwellings, on minimum lot sizes of 8,400 square feet, and attached dwellings within a PUD (Planned Unit Development). Planned land uses in Casco Township are compatible with current zoning in the City of South Haven.

The Casco Township Plan recommends High Density Residential (HDR) going east from the area planned for MDR land uses, and surrounding the Middle School, with commercial land use recommended for the area abutting Blue Star Highway, further east beyond the City boundary. The HDR density of 10 dwelling units per acre is higher than the 5.2 units per acre allowed for the R-2 residential zoning district within the City. The multi-family uses proposed for the Township HDR area would not be entirely incompatible with the uses allowed in the City R-2 Zone which permits single family detached and attached units, as well as two family dwellings.

South Haven Charter Township. The South Haven Charter Township 2009 Master Plan recommends High Density Residential (HDR) land use, which recommends single family dwellings at a density of 4-6 units per acre, abutting the City limits south of Baseline Road to East Wells Street (2nd Avenue) and just south of East Wells Street. This planned land use is compatible with the R-2 Residential and R1-B Single Family Residential zoning and permitted land uses adjacent to this area within the City. Areas zoned for B-3 Waterfront Business within the City in this area are located on the west side of the Blue Star Highway while uses planned for HDR within the Township are located on the east side.

Near the I-196 Interchange at Phoenix Street, the South Haven Charter Township Master Plan recommends Commercial/Industrial land use, which is compatible with the B-4 Major Thoroughfare Business zoning which exists within the City limits. A manufactured housing community also exists in



this area within the Township. An exception to general compatibility in this location is the area of R-1B Single-Family Residential just east of the Blue Star Highway, in the City limits, which abuts both the HDR area to the north in the Township, and that area planned for Commercial/Industrial in the Township.

Along the shared boundary general south of the I-196 Interchange at Phoenix Street, the Township Master Plan recommends High Density Residential, Industrial, and Commercial land uses in locations that are generally compatible with land uses and zoning within the City boundaries, with some exceptions:

- An area south of Aylworth Avenue west of Le Grange Street in the Township that is planned for Commercial/Industrial use and Mixed Use and zoned Community Service Commercial, abuts an R-1B Residential zoned land located in the City. The land in the City is occupied by the vacant former Michigan National Guard Armory Building, now owned by South Haven Public Schools; and vacant property is located just to the South of the Armory. Consideration should be given to planning appropriate land uses and design characteristics that are compatible with planned uses in the Township.
- Coordination of land uses may be important in that area within the Township south of Superior Street, east of Cherry Street, west of the Blue Star Highway, and north of South Haven Place (6th Avenue), where the South Haven Charter Township Master Plan recommends High Density Residential (HDR) land use, which may include attached dwellings at a density of 4-6 units per acre. Current zoning in the Township is High Density Residential and Mobile Home/Special Use Permit. (The South Haven Mobile Home Park is located in this area.) Within the City, adjacent zoning is primarily R1-B Single Family Residential, which consists primarily of single-family detached dwellings; with the area to the south across South Haven Place zoned RM-1 Multiple-Family Residential and existing of attached dwellings.

The 2009 South Haven Charter Township Master Plan calls for the existing residential neighborhoods in the Township bordering the southern City limits adjacent to Lake Michigan to continue to be developed as Medium Density Residential land use, which recommends densities of 2-3 units per acre, which is a lesser density than that permitted by the adjacent R-1B Single-Family Residential zoning existing in the City, which permits minimum lot sizes of 8,400 square feet, which is approximately 5.1 units per acre.

Further detailed analysis of land uses that are recommended along common boundaries with both Casco Township and South Haven Charter Township will be provided in the Future Land Use portion of the City of South Haven Master Plan.

Existing Land Use/Land Use Distribution

Existing land Use is shown on Map 1. Land use within the City boundaries is shown, along with lands within both South Haven Charter Township and Casco Township in Allegan County.

The following Land Use Distribution Table from the 2011 Master Plan has been updated to show differences in land use for 1992, 2008 and 2017. Some changes in land use categories have occurred since 1992, therefore some changes in percentages may be attributed to methods of categorization. For example, Public lands in 1992 are now included in the Public Facility/Hospital category. The category for Parks is now included in Recreational and Parks-City. Other changes may be due to annexation of lands



into the City, which increases the total land mass upon which percentages are based.

In general, Single Family land use is the largest category of land use in the City, at 25.2%. This has declined from the years 1992 and 2008 in both total acres and percentage, possibly due to rezoning of land previously used for residential purposes.

The second greatest land use category is Vacant land at 18.2%. While no figures were recorded for 2008, vacant lands comprised 16.5% of the land use in 1992. Therefore, regardless of annexations or other land use changes, the amount of vacant land in the City has remained fairly constant. A more detailed vacant land use analysis may be found in Chapter 3.

Street Right-of-Ways make up 16.9% of the total land use, an increase from 2008, but a decrease from 1992. Again, additional land area within the City may affect this number; additionally, the area of trails is not typically included in this figure. Overall, the area of streets, roads, or trails is typical for a city such as South Haven.

Commercial land use comprises 8.2% of the City, a decrease from the 2008 figure of 9.5%. This decrease is not only a decline in percentage but in actual acreage. The next largest category is Public Facility/Hospital at 7.7%, which has increased since 2008 from 5.0%, and has also increased in actual acreage. Industrial land use, the next largest category, has decreased from 15.5% in 2008 to 7.1% in 2017. The reason for this is not entirely clear, but may be based upon lands now categorized as vacant or commercial, and an increase in the actual land area of the City through annexation.

Other land use categories make up smaller percentages of the City, and can be seen in the following Land Distribution Table.



LAND USE DISTRIBUTION FOR THE CITY OF SOUTH HAVEN, 1992, 2008 and 2017						
Land Use	Acres 1992	% of Total Acres 1992	Acres 2008	% of Total Acres 2008	Acres 2017	% of Total Acres 2008
Residential	615	37.0%	837.1	37.7%	642.8	28.4%
Single Family	NA	NA	705.8	31.8%	548.4	24.2%
Multi Family	NA	NA	131.3	5.9%	94.4	4.2%
Waterfront and Related Commercial / Recreation	NA	NA	89.7	4.0%	54.3	2.4%
Resort	NA	NA	15.0	0.7%	22.2	1.0%
Commercial	66	4.0%	210.9	9.5%	184.7	8.2%
Industrial	163	9.8%	344.4	15.5%	160.3	7.1%
Public	76	4.6%	NA	NA	0.0	NA
Quasi Public	40	2.4%	NA	NA	40.3	1.8%
Public Facility/Hospital	NA	NA	110.5	5.0%	175.4	7.7%
Schools and Institutional	30	1.8%	79.7	3.6%	8.3	0.4%
Recreational and Parks - City	50	3.0%	NA	NA	92.7	4.1%
Parks	NA	NA	64.4	2.9%	0.0	0.0%
Conservation	NA	NA	37.8	1.7%	13.9	0.6%
Cemetery	NA	NA	41.2	1.9%	33.2	1.5%
Transition	NA	NA	6.0	0.3%	NA	NA
Vacant	274	16.5%	NA	NA	412.0	18.2%
Street Right-of-Ways	298	17.9%	314.5	14.2%	382.8	16.9%
Water	NA	NA	71.2	3.0%	5.5	0.2%
Water-Black River	50	3.0%	NA	NA	36.8	1.6%
Total	1,662	100.0%	2,222.4	137.7%	2,265.2	100.0%

Source: City of South Haven Geographic Information Systems



CHAPTER 2

GOALS AND ACTIONS

The 2018 City of South Haven Master Plan proposes goals and actions based upon the input gathered from a range of public engagement events, including:

- The Community Survey
- Three Neighborhood Workshops
- Issues Identification with the Downtown Development Authority (DDA)
- Issues Identification with the Local Development Finance Authority (LDFA)
- M-43/I-196 Business Loop Workshop
- Overton Property Charrette
- Community Open House

The Planning Commission reviewed the results of each public engagement activity, and recommended goals which best addressed the desires of the community. In addition, the Planning Commission took public comment at each Master Plan special meeting, and incorporated the comments into shaping goals and actions.

The goals recommended by the Master Plan are intended to be realistic, and yet visionary in some cases. The Master Plan is intended to shape land use decisions and policies for the next five years, to coincide with the State of Michigan Planning Enabling Act requirement that each municipality review its Master Plan every five years. Goals, of course, may be long-term, and may include implementation actions that extend well beyond the five-year period.

Action steps follow each goal, and are intended to provide specific implementation tools to accomplish goals. In some cases, Action steps are further described by additional sub-actions.

The Goals and Actions section of the Master Plan is organized by major land use and development categories. These include:

1. Natural Resources and Sensitive Environments
2. Residential Development and Neighborhood Character
3. Commercial Development
4. M-43/I-196 Corridor
5. Industrial Development
6. Transportation and Pedestrian Circulation
7. Economic Development
8. Central Gathering Venue
9. Recreation



1. Natural Resources and Sensitive Environments

Goal

Ensure that City of South Haven policies include development and maintenance procedures that consider the natural amenities both on and near the development site or maintenance location, and that result in preservation and protection of natural resources and sensitive environments where possible.

Actions:

1. Amend Section 14.05.3 (d) of Article XIV Site Plan Review of the Zoning Ordinance to include both regulated and unregulated wetlands to be shown on the site plan.
2. Incorporate by reference Section 1718 Environmental Impact Statement into Article XIV Site Plan Review; possibly expand when an EIS is required.
3. Amend Section 1709.5 (b) Plant materials & Landscaping Requirements of Article XVII General Provisions to increase the percentage of the areas designed for storm water management, such as bio swales and rain gardens, that may count toward landscaping requirements.

Review City of South Haven policy regarding the construction of street boulevards which function as storm water conveyances as well as visual amenities.

4. For both municipal and private projects, in particular those areas along Williams Street, near the Black River, and other areas as identified, provide guidelines for the planting of low maintenance grasses, native plantings, other plant materials, and rain gardens which help in filtering runoff from nearby streets, parking areas, and lawns. Review Addendum of Recommended Plant Materials & Landscaping and consider additional specific guidelines for filtering and rain garden materials.
5. Discuss desirability of providing regulations for Wind Energy Conversion Systems (wind turbines) and solar panels.
6. Conduct an analysis of community and neighborhood support for height restrictions for structures which may affect beach and harbor views.
7. Examine regulations for outdoor fire pits within City limits to ensure that regulations address distance from structures, types of materials burned, size of fire pits or fireplace, hours of operation, and any additional regulations to ensure safe and environmentally responsible recreational burning.
8. In cases where the removal of trees is proposed for development, or the addition of trees is required by landscaping requirements, coordinate site plan review with the City of South Haven Arborist in order to preserve the urban tree canopy.



2. Residential Development and Neighborhood Character

Goal

Preserve the existing desired character of neighborhoods established through history and tradition.

Actions:

1. Maintain existing height and lot coverage requirements in identified neighborhoods; analyze impacts of additional regulations for limiting size and height for new construction on lots previously occupied by a dwelling.
2. Review landscaping and screening requirements to insure buffering between residential and non-residential uses.
3. Research the implications of adopting an Historic Preservation Ordinance for identified residential areas.

Goal

Improve neighborhoods where the desired character has diminished over time.

Actions:

1. Amend the requirements of identified residential areas to permit certain non-residential uses such as offices in those neighborhoods where the desired character has diminished; amend the zoning ordinance to require certain architectural standards and conditions of use which provide compatibility with adjacent residential uses and preserve the original character of structures.
2. Identify neighborhoods where “missing middle” housing may be a compatible and desirable use as development and redevelopment. Missing middle housing is characterized by low density attached dwelling units such as duplexes, triplexes, bungalow courts, smaller multiplexes, and other forms of attached housing as implemented by the Attached Urban Housing future land use category.
3. Examine the City’s sidewalk, curb, and street maintenance schedule to determine where lack of maintenance may be a significant factor in declining neighborhood character.

Goal

Establish the limits of expansion of the Central Business District; plan for residential uses within the Central Business District.

Actions:

1. Establish the extent of the geographic boundaries of future land uses permitted by the Central Business District zoning district.



2. Plan a transition area adjacent to the Central Business District zoning district which may permit certain non-residential uses; amend the zoning ordinance to require certain architectural standards and conditions of use which provide compatibility with adjacent residential uses and preserve the original character of structures.
3. Amend the CBD, B-1, B-2, and B-3 zoning districts to permit residential dwellings of a particular typology such as the “missing middle” as described in the following Goal statement and Action step number 1; and as implemented by the Attached Urban Housing future land use category; in addition to those dwellings already permitted above permitted uses.

Goal

Provide for a diversity of housing options to include a wide range of demographics; in particular, plan for areas of housing known as the “missing middle” which may attract a wide range of income earners such as those in the early stages of life and career, those in the highest years of income earning, and those in the latter stages of life and career such as “empty nesters” and retirees.

Actions:

1. Determine the land use characteristics of housing typologies known as the “missing middle”, which includes duplexes both side-by-side and stacked; triplexes, courtyard apartments, bungalow courts, carriage houses, townhouses, smaller multiplexes, and live/work units. Prepare amendments to the zoning ordinance to facilitate development of this housing type in the R-1B and/or R-2 zoning districts, as well as in the CBD, B-1, B-2, and B-3 zoning districts.
2. Determine if public/private partnerships are necessary for the development of “missing middle” housing; work with the DDA or other City officials to enhance the possibility of implementing this type of development; coordinate this effort with the Redevelopment Ready Communities program if pursued by the City.
3. Determine if a need exists for additional senior citizen housing, or assisted care facilities. Analyze remaining lands zoned for uses which will accommodate senior housing and assisted living.

Goal

Plan for areas of mixed use development that incorporate residential housing options with commercial and recreational uses.

Actions:

1. Identify locations suitable for mixed use developments which will enhance the existing and proposed character of the neighborhood. Potential areas include the site of the former National Motors and Everett Piano Company property; the South Gateway Corridor; the Sherman Hills property; property near Lake Michigan College; and the property generally on the north side of 2nd Avenue, north of Lake Michigan College.
2. Review current Planned Unit Development regulations to determine whether current PUD



regulations are sufficient to meet intended mixed-use goals of the City; amend as desired.

3. Develop regulations for a new zoning district the purpose of which is to provide quality mixed-use developments.
4. Work with Lake Michigan College to develop a mixed-use district near the LCM campus that is pedestrian friendly, and provides living, eating, and shopping options, along with mid-priced housing to attract younger residents and students.

Goal

When reviewing plans for new neighborhoods, incorporate design principles that ensure a character consistent with the existing or desired character of the City of South Haven, such as safe and efficient vehicle access as well as pedestrian and bicycle access; preservation of natural features where practical; street trees; and lighting of streets and sidewalks.

Actions:

1. Review current Planned Unit Development regulations to determine whether current PUD regulations are sufficient to meet intended residential goals of the City; amend as desired.
2. Review current Subdivision Ordinance regulations to determine whether current regulations are sufficient to meet intended residential goals of the City; amend as desired.
3. Require easements for trails or pedestrian walkways as conditions of site plan, PUD, or subdivision approval for proposed residential developments.
4. Working with South Haven Charter Township, identify lands in the Township that border the City of South Haven, which may be suitable for residential development or mixed-use development with residential uses included. Review City utility extension policies in regard to development in the Township.

3. Commercial Development

Goal

Maintain a vibrant and active central business district; preserve historic and traditional elements where desirable, while integrating contemporary trends in land use and design.

Actions:

1. Review regulations for the CBD Central Business District, to determine if additional uses may be permitted in order to expand the types of uses that reflect current trends in land use and design. Examples include dwellings by right rather than only when above a permitted use when authorized as a special land use; outdoor cafes and outdoor seating by right with Planning Commission review;



breweries with brew pubs; and distilleries.

2. Analyze land uses and trends on the perimeter of the Central Business District, and on the borders of the boundaries of the Downtown Development Authority (DDA) development area. Determine if the limits of the Central Business District zoning district should be amended.
3. Plan a transition area adjacent to the Central Business District zoning district which may permit certain non-residential uses; amend the zoning ordinance to require certain architectural standards and conditions of use which provide compatibility with adjacent residential uses and preserve the original character of structures.
4. Establish a regular review by the Planning Commission of the goals of the DDA Development Plan and Strategic Plan; review development proposals with consideration to the stated goals and strategies of the DDA. Where appropriate, incorporate the recommendations of the 2010 Downtown Streetscape Master Plan when reviewing development proposals.
5. Review the impacts of recently adopted amendments to the parking requirements for residential uses in the CBD zoning district; evaluate impacts in light of desired outcomes for downtown development. Identify additional parcels for public parking and parking by permit.

Goal

Plan for areas of mixed use development that incorporate residential housing options with commercial and recreational uses.

Actions:

1. Identify locations suitable for mixed use developments which will enhance the existing and proposed character of the neighborhood.
2. Review current Planned Unit Development regulations to determine whether current PUD regulations are sufficient to meet intended residential goals of the City; amend as desired.
3. Develop regulations for a new zoning district the purpose of which is to provide quality mixed use developments. Identify unique areas where a new district may be suitable, such as near the Lake Michigan College campus.
4. Identify areas in the Central Business District which may be suitable for multi-family dwellings, and sponsor a rezoning if agreeable to the landowner.

Goal

Enhance and maintain the viability of the B-3 Waterfront Business zoning district.

Actions:

1. Analyze the current uses, land, vacant structures, available land, and challenges that exist in those



lands zoned B-3 Waterfront Business. Determine if current zoning regulations support the need for those businesses that best thrive in a waterfront location.

2. Consider expanding the definition of Marina to include restaurants, banquet space, private clubs, short-term lodging, and limited retail uses such as convenience stores.
3. Consider an amendment to the B-3 District that permits outdoor cafés and outdoor seating for restaurants by right with Planning Commission review.

Goal

Review the regulations, permitted uses, and special land uses allowed in all business districts, in order to increase vitality and expand options for business owners and customers.

Actions:

1. Review regulations for the CBD Central Business District, B-1 Neighborhood Business, B-2 General Business, B-3 Waterfront Business, and B-4 Major Thoroughfare Business zoning districts to determine if additional uses may be permitted in order to expand the types of uses that reflect current trends in land use and design.
2. Consider permitting by right several of those uses currently allowed only by Special Use Permit in all business districts. Planned Unit Developments permitted in the CBD, B-2, and B-3 districts currently shall include only those use permitted by right; consider permitting those uses allowed by special use permit as well.
3. Consider allowing PUDs in the B-1 zoning district.
4. Review regulations for the CBD Central Business District, B-1 Neighborhood Business, B-2 General Business, B-3 Waterfront Business, B-4 Major Thoroughfare Business, and PB-1 Professional Business District zoning districts to determine if district regulations could be combined resulting in fewer business zoning districts.

Goal

In that area where medical and health services currently exist, such as that area along Phillips Street and Bailey Avenue where Bronson Hospital, The Bronson Wellness Center, and other health related services exist, create a Health Services District to promote and expand the health services industry.

Actions:

1. Inventory current medical and health services providers to determine the value of establishing a Medical/health Village District within the City in the vicinity of existing medical and health related uses.



2. Identify land uses and vacant parcels in the vicinity of existing medical and health service uses; determine a proposed geographic boundary of a possible Medical/Health Village District.
3. Working with the medical and health community, create proposed uses and regulations for a proposed Medical/Health Village District the purpose of which is to attract and retain quality medical and health related businesses.

Goal

Work with South Haven Charter Township to identify lands along mutual borders that are suitable for commercial development.

Actions:

1. Establish communication between the South Haven City Commission/Planning Commission and the South Haven Charter Township Board/Planning Commission for the purposes of discussing development along mutual borders and at gateway locations.
2. Compare regulations for commercial development as well as landscaping, signs, lighting, parking, and other relevant regulations that exist in the City and the Township to determine the need for increased coordination of regulations in order to ensure quality commercial development along mutual borders and at gateway locations.
3. Inventory vacant lands within South Haven Charter Township along mutual borders to assess the potential for shared development goals and shared services; consider the City's policy of utilities extensions when determining suitability of locations for development.

4. M-43/I-196 Business Loop Corridor

Goal

Improve the safety of pedestrians crossing and traveling Broadway Street, Phillips Street and Bailey Avenue.

Actions:

1. Provide pedestrian refuge islands in the center of Broadway Street, Phillips Street and Bailey Avenue.
2. Petition the Michigan Department of Transportation to lower the speed limit on the corridor.
3. Install a sidewalk on the south side of Phillips Street between South Haven Place and Bronson Wellness Center.
4. Study the feasibility of installing a paved pedestrian/bicycle path or landscaped boulevard in the center lane of Broadway Street, Phillips Street and Bailey Avenue.



5. Study the feasibility of installing a sidewalk or non-motorized pathway at the rear of select parcels that front on Phillips Street.
6. Identify locations which do not have barrier free sidewalk ramps and install as necessary.
7. Study feasibility of restoring the cross-walk on Broadway Street north of Superior Street; and the feasibility of restoring the traffic light at Broadway and Superior Streets.
8. Determine locations where sidewalks are too close to the roadway and work with property owners to re-locate the sidewalks on private property within a public access easement.

Goal

Enhance the safety, traffic flow, and turning movements of traffic on Broadway Street, Phillips Street and Bailey Avenue.

Actions:

1. Support the recommendations of the City Council to the Michigan Department of Transportation to convert Broadway Street south of Phoenix Street to two lanes with a center turn lane and a striped bicycle lane on each side of the street. As part of the roadway conversion determine the practicality of increasing the width of the area between the sidewalk and roadway to provide room for landscaping and create greater separation between pedestrians and moving vehicles.
2. Working with State highway officials, explore feasibility of re-constructing the intersection of Phillips Street, South Haven Place and Le Grange Street to allow for 90 degree turning movements especially for north-south vehicles traveling on Le Grange Street. Working with State highway officials, conduct feasibility of construction of a traffic circle at this intersection.

Goal

Improve the general appearance of this corridor so it is more welcoming.

Actions:

1. Determine the practicality and benefits of creating a Corridor Improvement Authority per Public Act 280 of 2005, or a Business Improvement District or Principal Shopping District as allowed by Public Act 120 of 1961, for all or portions of the corridor in order to generate funds for physical improvements designed to beautify the corridor such as landscaping, lighting, street furniture, sidewalks, and grants for parking lot and façade improvements for existing businesses.
2. Review site plan review standards to ensure that regulations regarding enclosure of dumpsters, outdoor storage, signs, and other elements considered during site plan review are adequate for ensuring a positive image of the corridor.
3. Draft Form-based Code regulations or elements of a Form-based Code, which address façade



appearance and building placement, for sections of the corridor.

Goal

Preserve the residential character of Phillips Street.

Actions:

1. Designate in the Master Plan that the properties abutting Phillips Street between Francis Street and South Haven Place should continue to be used for single family residential use.
2. The existing R1-B zoning district for properties abutting Phillips Street between Francis Street and South Haven Place should remain in place. The existing M-43/I-196 Business Loop Corridor Overlay Zone, however, should be removed as the Overlay Zone regulations do not apply to areas planned to remain as residential.
3. Consider petitioning the Michigan Department of Transportation to abandon Phillips Street and Bailey Avenue as a state highway in order to reduce traffic volumes on this primarily residential street.

Goal

Develop/enhance Bailey Avenue as a primary destination for medical and institutional uses.

Actions:

1. Partner with Bronson Hospital, Bronson Wellness Center and health-related business operators and owners to create a new zoning district devoted primarily to medical uses and institutional uses and accessory support services.

5. Industrial Development

Goal

Identify additional parcels suitable for industrial or high-tech development to either expand existing Local Development Financing Areas (LDFA Parks) or create new ones; consider a high-tech corridor such as along Aylworth Avenue where infrastructure exists; work with South Haven Charter Township to identify possible sites within the Township.

Actions:

1. Recognize the City's policy of utilities extensions when determining suitability of locations for development.
2. Identify infrastructure, such as broadband, necessary to support technological industries; work with City officials to develop a strategic plan to provide the infrastructure needed to attract and retain



technological sector industries.

3. Identify infrastructure and parcel sizes necessary to support traditional manufacturing industries; inventory existing and planned industrial land use to assess whether additional properties are needed to attract desired industries.
4. Identify infrastructure necessary to support the health care industries; work with City officials to develop a strategic plan to provide the infrastructure needed to attract and retain health care sector industries and support industries.

Goal

Identify buildings or parcels outside the LDFA Parks which could provide incubator space for technology-based or other manufacturing and development industries, particularly start-up industries, suitable for sites outside industrial parks.

Actions:

1. Inventory vacant or available parcels and structures, particularly historic structures, and parcels or buildings available in the central business district; pursue financing to lease, purchase, or rehabilitate sites that are particularly attractive to start-up businesses; amend the Central Business District to permit uses for technology-based and other manufacturing and development industries.
2. Analyze housing availability for an expanded work force within an identified income range such as young or senior workers; coordinate residential land use planning with projected work force housing needs.

Goal

Provide a range of opportunities within lands zoned for industrial land use; provide flexibility that responds to market trends while maintaining quality of appearance and performance within industrially zoned areas.

Actions:

1. Review permitted uses and uses allowed by special land use in the I-1 Light Industrial District, I-1B Industrial District, and I-2 General Industrial District to determine if additional uses and mixes of uses may be proposed as amendments to the zoning ordinance. Consider non-conventional uses of industrial space such as breweries with sale and service of products and food items; exercise facilities; day care; and other uses as may be identified.



6. Transportation and Pedestrian Circulation

Goal

Provide for the safe and efficient movement of vehicles, pedestrians, bicyclists, and other users of the streets, sidewalks, and trails in the City of South Haven.

The Planning Commission recognizes that decisions concerning traffic and pedestrian facilities on streets under the jurisdiction of the Michigan Department of Transportation (MDOT) lie with MDOT in cooperation with local jurisdictions; and that streets and roads under the jurisdiction of Van Buren County and Allegan County lie with the respective County road commissions, in cooperation with local jurisdictions. In order to accomplish these goals, the Planning Commission will seek to provide input to State and County transportation authorities, and to gather information from State and County authorities which may impact local decisions through traffic studies, site plan review, and local funding of transportation and pedestrian facilities.

Actions:

1. Collaborate with the Michigan Department of Transportation on the following road improvements:
 - a. Support the actions of converting Broadway Street south of Phoenix Street and Phoenix Street from Broadway to I-196 to two lanes with a center turn lane and a striped bicycle lane on each side of the street. As part of the roadway conversion determine the practicality of increasing the width of the area between the sidewalk and roadway to provide room for landscaping and create greater separation between pedestrians and moving vehicles.
 - b. Address hazardous left turns from Phoenix Street onto the I-196 northbound entrance and exit ramps.
 - c. Address measures to improve the safety of drivers turning left onto Phoenix Street from the southbound I-196 exit ramp.
2. Review the feasibility of extending Dewey Lane to 71 ½ Street in order to provide a second means of access for businesses along Dewey Lane.
3. Through site plan review, seek to close or re-locate driveways on Phoenix Street between I-196 and Blue Star Highway to reduce locations for vehicle accidents.
4. Study the feasibility of re-installing a traffic signal at Broadway Street and Superior Street.
5. Study the possibility of re-constructing the intersection of Phillips Street, South Haven Place and Le Grange Street to allow for 90 degree turning movements especially for north-south vehicles traveling on Le Grange Street. As an alternative consider the possibility of a roundabout at this location.
6. Work with MDOT to provide pedestrian refuge islands in the center of Phoenix Street, Broadway



Street, Le Grange Street, Phillips Street, and Bailey Avenue.

7. Continue to monitor the safety of pedestrian crossings at the following locations, as identified in the Citizen Survey:
 - a. Broadway and Superior;
 - b. Broadway and Phoenix;
 - c. Along Dyckman Avenue and the Bridge from Broadway to Black River Street.
8. Continue to monitor the improvements in pedestrian safety resulting from the road diet reconstruction project for Broadway Street, Phillips Street, and Le Grange Street, when authorized by the City Council.
9. Determine the feasibility of constructing a vehicle bridge with a non-motorized trail or only a non-motorized bridge over I-196 to connect the east and west portions of 2nd Avenue in order to provide a second means of access over the highway for local traffic.
10. Consider providing a pedestrian / bike path between Meijer and the proposed campground on 2nd Street.
11. Consider installing “Bike Crossing” signs for the Van Buren Trail at Aylworth and Elkenburg Streets.
12. Consider providing a connecting bike path along 73rd Street between Phoenix Street and the Kal-Haven Trail, where the trail is adjacent to the Black River.
13. Consider providing a bike path north of the Black River to connect Kentucky Avenue with Blue Star Highway using easements over private property to accomplish this.
14. Consider providing a sidewalk on the north side of Phoenix Street between 73rd and 71½ Street.
15. Consider installing pedestrian and bicycle crossing measures at the intersection of Phoenix Street and 73rd Street to alert drivers and improve safety, especially in accessing those businesses on the south side of 73rd Street.
16. Consider providing a crosswalk on Le Grange Street across from South Haven High School.
17. Continue to implement the recommendations of the 2009 Pedestrian, Bicycle, and Paddle Plan.



7. Economic Development

Goal

Where applicable, the Planning Commission will implement land use strategies which will enhance economic opportunity and maintain economic vitality in the City and in adjacent communities.

Actions:

1. The City of South Haven has expressed interest in becoming certified as a Redevelopment Ready Community (RRC), through a program administered by the State of Michigan Economic Development Corporation (MEDC). Certification provides assistance to local communities through grants and other assistance from the State. The contents of a community's Master Plan is important when seeking to become certified by the State of Michigan as a Redevelopment Ready Community. Many of the components of the City of South Haven Master Plan already fulfill these requirements. These include identification of priority redevelopment areas such as the Overton Property. Best Practices are recommended to be included in the Master Plan such as Complete Streets (included in the South Haven Plan); Placemaking (elements of this are in the Plan); Sustainability (elements of this such green stormwater design are included in the Plan); Missing Middle Housing (included in the Master Plan); and a Zoning Plan (included in the Plan).

Preparation of the Master Plan has been coordinated with the South Haven Downtown Development Authority as recommended by the RCC program. The RRC program also requires that a community have a clear economic development strategy, which can complement the Master Plan in the future as an addendum. Continued coordination with the DDA is recommended.

An Action Plan for carrying out economic development activities is also a required element for RCC certification; the South Haven Master Plan contains clear Goals and Actions; timelines and responsible parties, as required for RCC certification, can complement the Master Plan in the future as an addendum.

2. Pursue the recommendations of the Master Plan in regard to commercial land use, long-term residential land use, health services, and the industrial and technology sector in order to advance progress toward a robust economy that does not rely predominantly on tourism.
3. Proactively investigate creative ideas for developing business parks which combine retail, industrial, technological, and multi-tenant uses in a culture of innovation and success; coordinate land use and zoning recommendations with the Local Development Finance Authority (LDFA).
4. Plan for housing options which will attract a younger work force or interns, such as in the Campus Village, Transitional Neighborhood Edge, Attached Urban Housing, Mixed Use area, or other area which may provide ownership or rental options at a price point suitable for those at the beginning of their career.
5. Partner with area business and industry, and area educational institutions, including South Haven



High School, Lake Michigan College, Kalamazoo Valley Community College, and other institutions as may be identified to plan for and attract start-up businesses, and work with established businesses to offer early-workforce development in combination with meeting educational goals of students; amend the zoning ordinance as necessary to enable the type and combination of business opportunities desired.

6. Establish communication with South Haven Charter Township and Casco Township to coordinate planning and development along mutual borders and at key gateway locations in order to enhance or create economic development opportunities that benefit the region as a whole.
7. Work with the South Haven Area Chamber of Commerce to determine how the goals and actions of the Master Plan may advance the goals of the Chamber, and consider the goals of the Chamber when prioritizing annual work tasks for the Planning Commission.
8. Establish communication with Southwest Michigan First, Van Buren County Economic Development Corporation, or other appropriate economic development entity to obtain assistance regarding land use goals or community direction which may impact economic development in the City.
9. Review programs available through the Michigan Economic Development Corporation (MEDC) which may be appropriate for South Haven in assisting to achieve economic development goals.

8. Central Community Gathering Venue

Goal

Identify a location for a central community gathering venue that could offer events and activities such as concerts, conferences, trade shows, weddings, b2b commerce (e-biz), community events, senior and youth activities, and other community uses that may be identified.

Actions:

1. Inventory the existing venues in the City or outside the City that provide opportunities for group events; determine needs for group events that are unmet or are in high demand; determine the characteristics needed for a gathering venue in or near the City. Determine occupancy needed, parking, access, utilities, and other characteristics that may influence site selection.
2. Evaluate the former Michigan National Guard Armory as a suitable site for a central gathering venue; communicate with South Haven Public School officials regarding school district plans for the building, and possible availability.
3. Evaluate the location on the east side of Indiana Avenue, between Elkenburg Street and Aylworth Avenue for parcel assembly, and as a possible central community gathering venue.
4. Evaluate other locations and parcels for possible acquisition for a central community gathering venue. Options include the former Everett Piano and National Motors site; near Black River Park and other locations along the river; All Seasons Marina; near the Maritime Museum; Stanley



Johnson Park; the Save-a-Lot building; the Hale's building; the Sherman Hills site; near the proposed State of Michigan campground; the Overton property; along Water Street; near South Marina area; and shared space with Lake Michigan College.

5. For any site selected as a potential central community gathering venue, meet with neighbors and surrounding businesses prior to any final decision regarding the development of a gathering venue.
6. Advocate for public and private investment and partnerships that may be necessary to develop a central community gathering venue.

9. Recreation

Goal

Incorporate elements of recreational facilities into development proposals where appropriate; recommend areas of the City for preservation or recreation when opportunities emerge.

Actions:

1. Coordinate all land use development applications and approvals with the City of South Haven Five-year Recreation Plan prepared jointly with South Haven Charter Township, South Haven Public Schools, and the South Haven Area Recreation Authority (SHARA).
2. Incorporate sidewalks, bicycle paths, and trails into development proposals, or easements for such, where such facilities are either recommended by additional City documents, or where the Planning Commission determines that a sidewalk, bicycle route, or trail should be recommended.
3. Inventory the recommendations gathered during Master Plan Neighborhood Workshops to integrate into development proposals, and to recommend for inclusion in the South Haven Five-year Recreation Plan. Recommendations include locations for parks, playgrounds, youth athletic fields, tennis courts, pools, splash pad/water park, sidewalks, bicycle paths, trails, kayak landings, canoe and non-motorized watercraft launches, boat launches, gondola service, public green space; and recreation center.
4. The Planning Commission shall review and approve or disapprove of any proposed public recreation improvements as required by PA 33 of 2008, The Michigan Planning Enabling Act as amended.



CHAPTER 3

FUTURE LAND USE & ZONING PLAN

The 2018 City of South Haven Master Plan will guide the growth and redevelopment in the City for the next five years, at which time the Plan will be reviewed and evaluated for possible major or minor amendments.

The Plan is significantly based upon the Goals and Actions as described in Chapter 2; the Plan is additionally based upon generally accepted land use planning practices and principles, which take into account availability of adequate transportation systems, utilities, presence of natural features, and availability of suitable parcels.

An important factor in determining future land use for the City of South Haven is the recognition that South Haven is a city built upon a traditional fabric of streets and parcels, with residents who have a relatively high acceptance of a mix of land uses within close proximity.

Another important factor in determining future land use in the City is the understanding among residents that, while the City is an attractive place for tourists and depends significantly upon tourism as an economic driver, residents desire a focus on making the City a desirable place to live, work, recreate, and possibly raise a family. Attracting and maintaining a young work force, as well as making the City an attractive place for retirees and those pursuing a second career, is a strong desire of residents.

Achieving a balance among the range of interests in the community of South Haven will result in a Future Land Use Plan that provides economic opportunity, preservation of neighborhoods, and a sustainable quality of life.

Future Land Use Categories

The Future Land Use Plan and accompanying map (Map 8) recommends a number of future land use categories. The categories may or may not correspond to zoning districts which currently exist within the City as regulated by the City of South Haven Zoning Ordinance. In some cases, a new zoning district may be recommended to implement the future land use recommendation for an area.

The Future Land Use Plan and map do not change the underlying existing zoning in an area. Recommended future land use in an area which is not permitted by the existing zoning in an area can only be implemented through a rezoning or other change such as amending an existing zoning district to permit uses and development regulations that are not currently permitted within that district. Recommendations for amendments to the Zoning Ordinance, or other regulatory and policy changes, are discussed in the Zoning Plan sections of this chapter, and in the Implementation Chapter (Chapter 4).

In some cases, more than one future land use is recommended for an area; in that case, rationale for each land use will be included in the text.



The following Future Land Use categories are recommended for the City of South Haven:

- Single Family Residential
- Multi-Family/Attached Residential/Resort
- Attached Urban Housing
- Manufactured Housing Community
- Central Business District
- Transitional Neighborhood Edge
- Waterfront Commercial
- Commercial
- Regional Commercial
- Mixed Use: Residential, Commercial, Recreational
- Campus Village
- Health Services
- Industrial, Research, Technology
- Overton Property
- Cemetery
- Public
- Public and Private Education
- Parks and Recreation
- Conservation

Single Family Residential-SF

This category comprises the majority of the land area in the City and is composed of detached dwelling units, occupied by owners or renters. Attached duplex dwellings are permitted in some areas planned for single family dwellings. Residential dwellings in the oldest parts of the City, primarily west of Le Grange and Pearl Streets, are located along streets laid out in a traditional grid pattern. Dwellings in newer parts of the City are located along streets laid out in a modified grid, primarily east of Le Grange and Pearl Streets, and generally south of Conger and Wilson Streets.

Outside the areas described above, single family dwellings occur on streets with a more suburban character and on cul-de-sac streets. A number of dwellings exist on larger lots outside platted subdivisions or site condominium developments.

Areas planned for Single Family Residential land use consist substantially of the areas planned this land use in the 2011 Master Plan with some differences. Where land was previously planned for single-family use, and is proposed for land use other than single family, the rationale for the proposed land use occurs within the discussion of that particular land use category. For example, an area previously planned for single family land use that is now planned for Waterfront Commercial is discussed under the Waterfront Commercial section of the Master Plan.

Additionally, single family land use is recommended as an option for some areas where more than one land use are recommended, and for areas recommended for Mixed Use Development.



Casco Township. Areas within Casco Township that are adjacent to the City of South Haven northern boundary are planned for Single Family Residential land use. The Casco Township 2012 Master Plan recommends Medium Density Residential in this area, predominantly west of Meadow Drive extended, with densities of approximately six dwelling units per acre, which is similar to the density resulting from the R-1A and R1-B zoning districts within the City. However, in addition to single family detached dwellings, the MDR land use category in Casco Township recommends duplexes, townhouse, attached condominiums, and manufactured home parks. These uses are not recommended for those properties in this vicinity within South Haven, with the exception of those attached residential uses that are already existing in the City in this location.

In addition, the Casco Township Master Plan recommends High Density Residential land use adjacent to the City boundary in an area which encompasses Baseline Middle School, extending north to the US 131 Expressway Interchange at North Shore Drive. The High Density Land Use category does not currently have a corresponding zoning district in Casco Township, although the Master Plan recommends a density of up to ten units per acre, which typically results in attached dwelling units. These uses are not recommended for those properties in this vicinity within South Haven, with the exception of those attached residential uses that are already existing in the City in this location.

The entire area in Casco Township adjacent to the City of South Haven municipal boundary is currently zoned Low Density Residential, which permits densities of approximately 3.5 units per acre, or minimum lot sizes of just over 12,000 square feet. The South Haven Future Land Use map recommends that this area be developed for single family detached dwellings as it is currently zoned, in order to complement the current character of the area on both sides of the municipal boundary, and in recognition of the presence of large areas of wetlands located in this area.

Zoning Plan for Single Family Residential Land Use

Single family detached dwellings are currently permitted in the R-1A, R-1B, and R-1C Single Family Residential Districts; and in the R-2 Residential District. Similarities and differences exist among these zoning districts, but these districts permit the majority of single family detached dwellings in the City.

The R1-A, R-1B, and R-1C zoning districts also permit attached two-family dwellings, provided the dwellings were existing prior to the effective date of an amendment which prohibits new two-family dwellings or conversions to two-family dwellings. Other uses permitted in these zoning districts include farms (subject to the State of Michigan Right to Farm Act, PA 93 of 1981 as amended); a range of public facilities (public facilities constructed by the City of South Haven are not technically subject to local zoning per Michigan case law but are subject to Planning Commission review); churches, private and public schools (public schools are not subject to local zoning); family day care homes, private recreation areas, golf courses, home occupations, and Planned Unit Developments which may contain a mix of single family and recreational uses.

The R-2 District permits all use as permitted in the R1-A District (which are the same as all uses permitted in the R1-B and R1-C), with the exception that, if more than one single family dwelling is proposed on a parcel, the requirements of Article XIII Planned Unit Developments shall apply. Planned Unit Developments in the R-2 District may contain single family attached and detached dwelling units, as



well as two-family dwellings and recreational facilities. Several attached condominium developments within the R-2 District are located either on the Lake Michigan shoreline or with access to the Black River.

The area requirements (sometimes called bulk regulations) of the four residential zoning districts differ somewhat; the R1-A District, which currently encompasses the older, more traditional portions of the City, is less restrictive in setbacks, lot width, lot coverage and other area regulations. Density based on minimum lot sizes of 5,000 square feet is approximately 8.7 units per acre. The density and character that results from development in the R1-A District is recommended for any development or redevelopment that occurs within that area primarily west of Center Street.

The requirements of the R1-B zoning district are somewhat more restrictive than those of the R-1A, with somewhat greater setbacks and lot width, and lesser permitted lot coverage. Density based on minimum lot sizes of 8,400 square feet is approximately 5.2 units per acre. Areas currently zoned R1-B are those areas outside the original, older neighborhoods, and are a result of changes in desired residential character occurring mid-century, primarily after World War II, where larger lots, greater setbacks, and a different neighborhood character were valued by homebuyers.

Those areas currently zoned R1-B but adjacent to areas zoned R-1A may also be appropriate for development of a character that would require rezoning to R1-A, and would need to be analyzed by the Planning Commission and City Council on a case by case basis. Extending the smaller lot, more dense character of the central city residential neighborhoods would potentially locate more residents near central business district amenities.

The R-2 zoning district is identical to the R1-B zoning district in terms of area regulations and permitted density. The difference in these districts is that two-family dwellings are permitted in the R-2 District, as well as attached single family and two-family dwellings in PUDs.

The R1-C District is the least restrictive of the four residential zoning districts in terms of area regulations and density. A minimum lot size of 2,178 square feet results in a density of approximately 20 dwelling units per acre. Currently, the only area zoned R1-C is that area adjacent to North Beach which consist of a cottage character shaped by an area known as the Monroe Park neighborhood. Since zoning in this area is based upon an historic land use pattern, no additional areas are recommended for land use which would require rezoning to R1-C.

Multi-Family/Attached Residential/Resort-MF/AR/R

Multi-family attached residential land use occurs in significant areas of the City, primarily due to the attractiveness of this type of housing unit in a city with a significant retirement and second-home population. Multi-family uses existing in the City include attached ownership (condominium) units as well as renter-occupied apartments and assisted living units.

The majority of attached condominiums are located north and east of the North Beach area, and in



numerous locations adjacent to the Black River, in areas valued for summer seasonal living. Although condominiums are ownership units and may be owner occupied, many are utilized seasonally by owners or are rented on a seasonal or short-term basis. Other attached ownership units exist in the Factory Condominiums on Elkenburg Street, and within the Central Lofts Condominiums located within the former South Haven Central High School on Erie Street.

Renter occupied apartment dwelling units exist in various locations throughout the City. These include Harbor View Senior Apartments, Dockside Apartments, Briar Hills Apartments, River Ridge Retirement Village (which includes assisted living), Maple Glen Apartments, and Countryside Nursing and Rehabilitation Community which is a retirement, assisted living, and skilled nursing facility on Baseline Road.

Resort land use is included in this land use category since both Bed and Breakfast Inns and Bed and Breakfast Hotels are permitted in the RM-1 Multiple Family Residential District which permits those uses recommended by this land use category. In addition, attached condominium units function as resorts in several locations since they may provide seasonal lodging. These types of land uses exist primarily in proximity to the Lake Michigan shoreline north of the Black River.

The Future Land Use Map recommends those areas that are currently zoned RM-1 for Multi-Family/Attached Residential/Resort land use with several exceptions:

- That area occupied by the Countryside Nursing and Rehabilitation Community also includes a recommendation for Single Family land use in the event that the site becomes available for redevelopment. The facility's location in an area predominantly developed for detached single family dwellings, as well as nearby beach amenities, may render the site attractive for single family development at some point in the future.
- An area zoned RM-1 south of and adjacent to the River Ridge Retirement Village, has been recommended for Waterfront Commercial due to the existence of larger vacant parcels fronting on the Black River, both within the City and South Haven Charter Township.
- An established resort located on Oak Street is recommended for MF/AR/R land use since it is likely a legally existing non-conforming use that could be brought into conformance as a use permitted in the RM-1 zoning district if desired by the City.
- The locations of the Dockside and Harbor View Apartments are recommended for MF/AR/R land use as the Dockside Apartments are zoned R-2 while the Harbor View Apartments are zoned R1-A. Both apartment uses are likely legally existing non-conforming uses that could be brought into conformance as uses permitted in the RM-1 zoning district if desired by the City.

Areas southeast of the I-196 Interchange within South Haven Charter Township are recommended for MF/AR/R land use. These areas are adjacent to existing attached residential land use within the Township; consist of large vacant parcels; are served by excellent roadway access via Phoenix Street and 71½ Street; and are planned for High Density Land Use in the South Haven Charter Township 2009 Master Plan.



Zoning Plan for Multi-Family/Attached Residential/Resort Land Use

Implementation of areas recommended for MF/AR/R land use will be by the RM-1 Multiple-Family Residential District, which permits attached and semi-detached dwelling units, as well as multiple-family dwellings and apartments by right. Attached and semi-detached units are typically developed as condominium (ownership) units or townhouses.

Other uses permitted in the RM-1 District include all uses permitted in the R-1 and R-2 Districts; mobile home parks as a special land use; bed and breakfast inns; bed and breakfast hotels as a special land use; hospitals as a special land use; housing for the elderly as a special land use; convalescent homes as a special land use; PUDs, marinas accessory to a PUD when authorized as a special land use; and bakeries with food service that existed as of the effective date of 2/2/2004.

A recommendation of this plan is to amend the zoning ordinance to add a Health Services District, which would more appropriately regulate hospitals and other health related facilities. This is discussed in greater detail in the section describing the Health Services land use category.

Attached Urban Housing-AUH

Attached Urban Housing land use is a new idea introduced in the 2018 Master Plan, and not previously included in the 2011 Master Plan. Attached Urban Housing is a result of several ideas that emerged at the three Neighborhood Workshops, the DDA Issues Identification Workshop, and the LDFA Issues Identification Workshop.

A primary concern of South Haven residents and business owners is the lack of particular type of housing that two key demographics, both Millennials and those in their later years, desire. This housing type is one which consists of attached housing that may include duplexes, fourplexes, multiplexes of a small scale, bungalow courts, townhouses, and carriage houses. These types of dwellings may be available at a price point lower than detached single family dwellings, and may be developed as rental units or ownership condominium units. The demographics seeking this type of housing are interested in a vibrant community, with walkability and cultural amenities nearby, at a cost commensurate with incomes.

As support for this recommendation, the Target Market Analysis for Van Buren County, prepared in 2016, identified South Haven as a small urban place which may be a location suitable for those seeking desirable places to live, but also identified the Missing Middle housing typology that is desirable for moderate income earners, but that may be in short supply in the Van Buren County area.

The term “Missing Middle” is used to describe this housing style, because it represents the middle portion of a land use typology known as the Transect. The Transect includes the full range of housing types in communities, from rural single family detached homes to high density apartments.

Missing Middle housing types are intended to be compatible with single family neighborhoods, and can provide opportunities for infill development that is otherwise not suitable for high density apartments,



and also may not be attractive for new single family detached dwellings. Missing Middle housing may also provide a transition from a single family neighborhood to a commercial corridor. The intent is that Missing Middle housing can be developed in small areas consisting of just a few lots, and that these types of dwellings do not add significant density to a neighborhood.

A key element of Missing Middle housing is that it provides or complements walkability, and is best located near services and amenities that are available in a traditional City such as South Haven. Another key element is that parking needs are not more than one space per unit since on-street parking is typically available. In addition, the design of Missing Middle type units is required to blend with existing architecture in single family neighborhoods.

Areas on the Future Land Use Map have been identified as suitable for Attached Urban Housing that would specifically be developed as the Missing Middle housing typology. In addition, Attached Urban Housing is recommended to be a component of the Transitional Neighborhood Edge land use, Campus Village land use and, in some instances, may be suitable within the Central Business District.

Specific areas identified are on the edges of single family neighborhoods where vacant or underutilized parcels may exist, and within areas identified for Mixed Use development or Multi-family/Attached Residential land use.

While not specifically identified, additional areas of the City, particularly within established residential neighborhoods, may be suitable for Attached Urban Housing. Rezoning to Attached Urban Housing would only be approved if the specific standards as established by the City are met. These standards would include the impact the proposed housing would have on the surrounding neighborhood, architectural features, available parking, and density proposed.

Zoning Plan for Attached Urban Housing Land Use

Implementation of the Attached Urban Housing land use category will require the drafting of regulations for a new zoning district. The district is recommended to be the Attached Urban Housing Planned Unit Development District or AUH-PUD, and any developments proposed will require an application for a rezoning. Currently, PUD approval in the City is approved as a special land use, with final approval by the City Council; only uses permitted in the underlying zoning district are permitted. This process is not recommended in implementing several of the recommendations of the Master Plan; the reasons for recommending approval of this type of land use as a PUD rezoning are as follows:

- The AUH-PUD will contain standards regarding architecture and compatibility with surrounding land use. However, since Attached Urban Housing is recommended for a number of locations, flexibility is desirable when determining number of units, setbacks, parking, lighting, pedestrian access, and other site design attributes to ensure that the development fits in to the existing or desired neighborhood fabric. PUDs permit a Planning Commission to apply flexibility when reviewing and recommending regulations that will apply to a proposed development.
- A rezoning to AUH-PUD requires that the applicant submit a PUD site plan with the application for a rezoning. This will help assure neighbors and citizens that the approval of the rezoning includes an approved site plan, which will establish the number of units allowed on the site, as well as the site attributes such as architecture, setbacks, landscaping, lighting, parking, pedestrian access, signs, and



other features which will impact neighborhood character.

- The AUH-PUD is recommended to prohibit short term rental licenses in order to advance the goals of the Attached Urban Housing land use category, which is to provide affordable, long term housing for particular demographics, including young workers, students and student interns, single parent households, empty nesters and retirees. If AUH-PUDs are processed as special land uses, any residential uses within the PUD would be eligible for short term rental licenses; if AUH-PUDs are processed as a rezoning, then residential properties within the PUD may be approved as ineligible for short term rentals.

Central Business District-CBD

Central Business District land use is that area that encompasses the original commercial district of the City, bounded approximately by Williams Street and Dyckman Avenue to the north; Broadway Street to the east; Michigan Avenue to the south; and Kalamazoo Street to the west. The area includes those parcels that are zoned CBD Central Business District.

The Central Business District future land use category includes the uses that are presently found in the CBD, including retail, service, office, restaurant, public and other uses typical of a downtown business district. Dwellings located above a non-residential permitted use are allowed when authorized as a special land use. Multiple-family dwellings are also permitted with special land use approval, with dwellings both at ground level and above the ground floor, however, these uses are not permitted on Phoenix Street, Center Street, or Broadway Avenue. The City Council may permit outdoor events such as farmers' markets, art fairs and other public outdoor events. Planned unit developments are additionally permitted by right.

A goal of the Master Plan is to increase residential uses in the downtown area. The Master Plan recommends that residential dwellings above permitted uses are permitted by right, and not only by special land use. A further recommendation is to permit Attached Urban Housing as a use by right in the CBD, as discussed in the previous section to encourage downtown dwellers who desire to live in a walkable environment near commercial, cultural, and recreational amenities.

Uses that reflect current land use trends such as brewpubs and distilleries are recommended to be included as permitted uses, possibly by special land use, in the CBD. Outdoor seating is permitted by special use permit, but could be permitted with site plan review by the Planning Commission. Another trend is to permit technology-based industries within existing buildings in central business districts, which may contribute to the preservation of historic buildings and contribute to the vibrancy of the downtown.

Parking needs by both visitors and residents is of paramount concern in the CBD. Locations for new parking areas are not included on the Future Land Use Map, but the identification of parcels for municipal lots, or privately-owned parking facilities that may be leased and operated by the City, is recommended. Further analysis of parking is needed to determine additional strategies for alleviating



parking concerns.

Parking issues that occur at the height of the tourist season may not be able to be completely alleviated. Requiring one parking space for each dwelling unit rather than two in multiple-family developments and Attached Urban Housing may be acceptable. A recommendation of this Plan is for the City to consider the use of parking meters in the CBD, to discourage use of parking spaces by employees or others that are not patronizing commercial uses in the CBD. Spaces should be designated for long-term residents of the downtown, whether on-street or off-street. A recommendation is to consider the drafting of an ordinance to require permits for both short-term and long-term overnight residential parking, similar to that currently adopted in comparable lakeshore communities in Michigan.

Zoning Plan for Central Business District Land Use

Implementation of the recommendations of the Central Business District land use category will be predominantly through the CBD Central Business District zoning regulations. The Plan recommends that the uses in the CBD be reviewed to insure inclusion of contemporary land uses such as breweries/brew pubs and distilleries; and technology-based industries. Consideration should be given for amending the CBD District to permit by right certain uses that are currently permitted only as special land uses such as dwellings above a permitted land use, and multiple family dwellings. Planned Unit Development regulations should be amended to permit uses that are allowed by special land use in the CBD as well as uses by right.

Outdoor cafes and seating and outdoor seating, currently allowed only by special use permit, could be uses by right with site plan review. Regulations for food trucks may be a desirable addition to the downtown culture.

Attached Urban Housing, while encouraged in the CBD, will be regulated as an AUH-PUD as described in the Zoning Plan for Attached Urban Housing, described in a previous section.

Parking issues as discussed in the previous section may be addressed through amendments to the Zoning Ordinance, or the drafting of general law ordinances to regulate parking. An amendment that requires parking areas in the CBD to maintain a five-foot setback from any adjacent residential use or zoning district should be considered.

Transitional Neighborhood Edge-TNE

Attached Urban Housing land use is a new idea introduced in the 2018 Master Plan, and not previously included in the 2011 Master Plan. The Transitional neighborhood Edge is a result of several ideas that emerged at Neighborhood Workshops and the DDA Issues Identification Workshop.

The area planned for Transitional Neighborhood Edge is primarily located on the edges eastern and southern edges of Central Business District, to a depth of approximately one-half to one block. This majority of this area fronts on Broadway Street, and is currently zoned B-2 General Business. Two areas in the M-43/I-196 Business Loop area are also planned for TNE, in areas zoned B-2 General Business, and



R1-B Single Family Residential. A map of the Future Land Use for the Central Business District and Transitional Neighborhood Edge is included in the Maps section.

The purpose of the TNE land use category is to provide for some transition of residential uses and structures, obsolete businesses, and vacant parcels to a mix of uses including retail, office, service, and residential which are compatible with adjacent residential land uses. Of high importance is compatibility of this land use with existing neighborhoods, through attention to setbacks, lighting, parking, and other characteristics which may impact adjacent land use.

The boundary of the TNE has been established through examination of existing land uses, proposed land uses, adjacent land uses, existing positive or negative character of corridors as it relates to overall image of the City, and the potential of advancing goals and actions of the Master Plan, which include: maintaining and enhancing the central business district; encouraging residential uses near the downtown; increasing year round residents in the City; providing for a cost range of residential opportunities; and protecting the character of established residential neighborhoods.

The boundary of TNE land use is recommended to extend only to those areas identified on the Future Land Use Map, and not be extended unless recommended by an amendment to the City of South Haven Master Plan.

Attached Urban Housing is recommended as a component of the TNE land use area, while single family detached housing may also be a compatible with other planned uses.

Zoning Plan for Transitional Neighborhood Edge Land Use

Implementation of the Transitional Neighborhood Edge land use category will require the drafting of regulations for a new zoning district. The district is recommended to be the Transitional Neighborhood Edge Planned Unit Development District or TNE-PUD, and any developments proposed will require an application for a rezoning (see previous discussion on current approval of a PUD as a special land use). The reasons for recommending approval of this type of land use as a PUD rezoning are as follows:

- The TNE-PUD will contain standards regarding architecture and compatibility with surrounding land use. TNE development may occur on a variety of sites with a range of conditions, and which require retro-fitting to existing conditions. Therefore, flexibility is desirable when determining lot coverage, setbacks, density, parking, lighting, pedestrian access, and other site design attributes to ensure that the development fits in to the existing or desired neighborhood fabric. PUDs permit a Planning Commission to apply flexibility when reviewing and recommending regulations that will apply to a proposed development.
- A rezoning to TNE-PUD requires that the applicant submit a PUD site plan with the application for a rezoning. This will help assure neighbors and citizens that the approval of the rezoning includes an approved site plan, which will establish the structures allowed on the site, as well as the site attributes such as architecture, setbacks, landscaping, lighting, parking, pedestrian access, signs, and other features which will impact neighborhood character.
- A form-based code may be included in the design requirements for TNE development, in order to ensure consistency of quality design that encourages further investment in this area.



- The TNE-PUD is recommended to prohibit short term rental licenses in order to advance the residential goals of the Master Plan.

Waterfront Commercial-WC

Waterfront Commercial land uses are predominantly planned where B-3 Waterfront Business zoning already exists, which is adjacent to, or in proximity to, the Black River. Minimal vacant land area (12.94 acres) zoned for B-3 uses exists, yet waterfront business is highly valued by citizens, and a desire exists to preserve and enhance waterfront businesses.

Additional areas, beyond that currently zoned B-3, are recommended on the Future Land Use Map for possible waterfront business use:

- An area between Wells Street and Oak Street that is currently zoned R-2 Residential, and contains attached single-family dwellings, may provide Waterfront Commercial redevelopment opportunities in the future. This area is also planned for Single Family land use, to affirm its current use long term if desired. The parcels directly east of this area, currently used for single-family detached dwellings, is also planned for both Waterfront commercial and Single Family land use, for the same reasons.
- An additional area planned for Waterfront Commercial land use is located east of Kentucky Avenue, south of Virginia Avenue, and adjacent to the north side of the Black River. This area is zoned RM-1 Multiple Family Residential, and R-2 Residential. The designated areas consist of currently vacant parcels. The area zoned RM-1 was likely planned for an expansion of the retirement village/multi-family use to the north, which is still possible under current zoning. The area planned for Waterfront Commercial extends into South Haven Charter Township where large vacant parcels exist.

Zoning Plan for Waterfront Commercial Land Use

Waterfront Commercial land uses will be implemented by the B-3 Waterfront Business District zoning. The B-3 District currently permits a wide variety of uses, either by right or with special land use approval including but not limited to boat launches, campgrounds as PUDs, retail businesses including convenience stores, marinas, recreation centers, hotels or resorts, dwellings above permitted uses, attached and semi-detached dwellings, multiple-family dwellings, single-family dwellings, private clubs, and restaurants.

A recommendation of the Master Plan is to amend the definition of marina to include restaurants, banquet facilities, private clubs, short-term lodging, and limited retail uses. An additional recommendation is to amend the B-3 District to include restaurants and cafes with outdoor dining permitted.

The area regulations of the B-3 District should be analyzed to determine if the required setbacks present challenges, or if they function to provide the desired development pattern.



Commercial Land Use-C

Areas planned for Commercial land use are primarily those areas of the City that are zoned B-1 Neighborhood Business and B-2 General Business. Significant areas within South Haven Charter Township are planned for Commercial land use as well. Rationale for areas planned for Commercial land use in the Township is based upon existing commercial land use, areas planned for Commercial land use in the South Haven Township 2009 Master Plan, and size of available parcels.

In some cases, lands are recommended to be developed as either Commercial or Regional Commercial, as discussed in the following section. This occurs near the I-196 Interchange at Phoenix Street, where the size, scale, and type of commercial uses permitted in the B-2 General Commercial District or the B-4 Major Thoroughfare Business District could both be suitable in this location.

Very few areas exist which are currently zoned B-1 Neighborhood Business. One area, located on the southeast corner of Indiana Avenue and Cartwright Avenue, is planned for Attached Urban Housing. This parcel contains a vacated commercial use which may be better suited for a transitional use such as that envisioned by the Attached Urban Housing land use category. Other areas zoned for Neighborhood Business contain viable commercial uses which are compatible with the surrounding residential land uses.

While not shown on the Future Land Use Map, other locations within residential areas of the City may be suitable for neighborhood businesses which have a character similar to those uses located at the northeast corner of Indiana Avenue and Elkenburg Street; and the uses located on the south side of Dyckman Avenue between Park Avenue and Northshore Drive. Site plan review can ensure that a proposed neighborhood commercial use is compatible with surrounding land uses, and contributes to established neighborhood character.

Zoning Plan for Commercial Land Use

Commercial Land Use will be implemented through the B-1 Neighborhood Business District and the B-2 General Business District. All uses permitted in the B-1 District are permitted in the B-2 District, with the addition of a range of retail and service uses, as well as certain uses which are permitted to be larger in terms of square feet of building size. Additionally, the B-1 District has a maximum of 1,500 square feet on a single floor, unless a single floor which exceeds this size is approved as a special land use. Other area regulations vary somewhat between the two districts.

Within the B-2 District, any site with more than two uses on a single lot or parcel, or any site over two acres shall follow the procedures for Planned Shopping Developments which are only permitted as a special land use.

Recommendations for Commercial Land Use includes review of land uses permitted by right and by special land use, to determine if the range of uses meets current commercial trends. For example, breweries, distilleries, and wineries with food service may be permitted in the B-2 in addition to distribution and sales. Some uses allowed only by special use permit may be allowed by right to encourage business development.



Planned Unit Development regulations should be amended to permit uses that are allowed by special land use as well as uses by right. Consideration should be given to permitting PUDs in the B-1 District.

Section 701 .1 should be amended to clarify whether all non-residential land uses permitted in the residential zoning districts includes uses permitted by right and by special land use; and whether uses permitted by special land use in residential zoning districts require special land use approval in the B-1.

Similarly, Section 801 .1 should be amended to clarify if all uses permitted in the B-1 District are permitted by right or if all uses permitted by special land use are permitted only with special land use approval.

All commercial land use districts should be reviewed in order to consider combining some districts which have similar requirements, with the goal of simplifying administration of the Zoning Ordinance and increasing clarity for development proposals.

Regional Commercial Land Use-RC

Areas planned for Regional Commercial land use are primarily those areas of the City that are zoned B-4 Major Thoroughfare Business, which occurs exclusively near the I-196 Expressway Interchange at Phoenix Street. Areas within South Haven Charter Township are planned for Regional Commercial land use as well, including some remaining vacant land north of the Meijer store. Rationale for areas planned for Regional Commercial land use in the Township is based upon existing commercial land uses, areas planned for Commercial land use in the South Haven Township 2009 Master Plan, and the size of available parcels.

In some cases, lands are recommended to be developed as either Regional Commercial or Commercial as discussed in the previous section. This occurs near the I-196 Interchange at Phoenix Street, where the size, scale, and type of commercial uses permitted in the B-4 Major Thoroughfare Business District or the B-2 General Commercial District could both be suitable in this location.

Zoning Plan for Regional Commercial Land Use

Regional Commercial land use will be implemented through the B-4 Major Thoroughfare Business District. All uses permitted in the B-2 General Business District are permitted in the

B-4 district, and all uses permitted in the B-1 Neighborhood Business District are permitted in the B-2 district. Therefore, the B-4 district permits a wide range of uses. Planned Shopping Developments are permitted in both the B-2 and the B-4 districts.

Differences in the B-4 district compared to the B-1 and B-2 districts are in greater required setbacks; permitted height (45 feet or 3.5 stories is permitted in the B-4 district as compared to 35 feet in the B-1, B-2, and B-3 districts); no size limitations on square feet of structures for many uses as compared to the B-1 and B-2 districts; and some differences in parking area setbacks.

As the uses that are permitted in the B-1 and B-2 districts are reviewed, and uses added or modified,



these uses will also be permitted in the B-4 district due to the “pyramid” nature of the City of South Haven Zoning Ordinance in regard to the B-1, B-2, and B-4 zoning districts. While this is likely acceptable in most cases, some consideration should be given to whether some uses permitted in the B-1 and B-2 districts, such as dwellings located above a permitted use, are suitable in the B-4 zoning district.

Clarification should be provided in the B-4 regulations as to whether all uses in the B-2 and B-1 districts which require a special use permit also require a special use permit in the B-4 district.

Mixed Use (Residential, Commercial, Recreational)-MU

Mixed Use land use is a new idea introduced in the 2018 Master Plan, and not previously included in the 2011 Master Plan. The Mixed Use land use category is a primarily a result of ideas that emerged at Neighborhood Workshops, and the results of the Citizen Survey. Participants viewed large areas of vacant parcels as having the potential to develop as cohesive neighborhoods which include a blend of housing, commercial uses, and possibly recreational amenities.

Mixed Use areas are shown on the Future Land Use Map in conjunction with other proposed future land use recommendations. The areas planned for Mixed Use are currently zoned for uses permitted by the South Haven Zoning Ordinance; the Future Land Use Plan recommends Mixed Use as an option, in the event a development proposal occurs in these areas. Mixed Use areas are recommended in the following locations:

The site of the previous National Motors and Everett Piano Company. This area was specifically the focus of a question on the Citizen Survey, and ranked highly as a site for mixed use development. The site is currently zoned RM-1 Multiple-Family Residential, and has been previously approved for both single family and attached dwelling units, along with open space. The site was previously designated as a Brownfield due to past industrial contamination; however, the site has been remediated, and has been capped and covered according to State of Michigan standards, resulting in the site being available for development.

The area in the northeast portion of the City known as the Sherman Hills property. Comments during the Neighborhood Workshop for this area strongly favored Mixed Use for this area. The site includes access to a tributary of the Black River. A development proposal was previously approved in this location; water and sewer lines have been extended to the area. At the time of the drafting of the Master Plan, significant progress in the development had not been made. The site was at one time identified as a Brownfield due to past agricultural activities in that area near the river and a proposed marina.

The area immediately South of the Sherman Hills property, with frontage on 2nd Avenue. This area is currently zoned I-Light Industrial, and consists of large vacant parcels. While development that occurs on this site may well be industrial, the option of Mixed Use is a response to comments made during the Neighborhood Workshop for this area. Another option recommended for this site is Campus Village, which is discussed in a following section. The Campus Village designation is a type of mixed use, which



may accomplish the goals of the Master Plan in a manner similar to Mixed Use development.

This area is located within the I-196 Business Park, and is subject to restrictive covenants which may limit uses to industrial and manufacturing; further review of the restrictive covenants is required prior to planning for development for uses other than industrial and manufacturing.

An area within South Haven Charter Township adjacent to the City boundary, just east and north of Dewey Court, is planned for Mixed Use. This area is planned for Mixed Use in the 2009 South Haven Charter Township Master Plan. Mixed Use in this area is compatible with the uses planned in general for this area in the vicinity of Lake Michigan College, such as Campus Village.

Zoning Plan for Mixed Use Land Use

The current Planned Unit Development (PUD) regulations within the South Haven Zoning Ordinance currently allow mixed use PUD's in the CBD, B-2 and B-3 Districts, and only uses permitted in the underlying zoning district are permitted. PUD approval in the City is approved as a special land use, with final approval by the City Council. While this may meet the goals of some mixed use developments, the Zoning Ordinance should be amended to permit a new zoning district, the MU-PUD, to be allowed in those areas recommended for Mixed Use on the Future Land Use Map. This new district would allow a mix of uses that are currently only permitted in different zoning districts.

As with any PUD, a site plan is required, as approved by the Planning Commission and recommended to the City Council for review and approval. The site plan will assure that the Mixed Use development is unified in design elements, access, pedestrian amenities, and is compatible with adjacent land uses. A recommendation is to require Mixed Use PUD's to be processed as a rezoning rather than as a special land use, since the regulations for special use permits in the City of South Haven Zoning Ordinance allow a special land use to terminate, and revert back to a use permitted by right in the district in which the special land use is located.

If the Mixed Use PUDs are processed as special land uses, any residential uses within the PUD would be eligible for short term rental licenses; if Mixed Use PUD's are processed as a rezoning, then residential properties within the PUD may be approved as ineligible for short term rentals.

Campus Village-CV

Campus Village land use is a new idea introduced in the 2018 Master Plan, and not previously included in the 2011 Master Plan. The Campus Village land use category is a primarily a result of ideas that emerged at Neighborhood Workshops and the Local Development Finance Authority Issues Identification Workshop, where participants expressed that retaining and attracting younger year-round residents, and a younger work force, are of high importance. Some participants expressed that availability of rentals for interns for area businesses is lacking. Additionally, residents expressed a desire for a strong relationship with area educational institutions, which results in internships, training, and employment.



The Campus Village is recommended to be located near Lake Michigan College, where the availability of large, vacant parcels exist. Most of the parcels are zoned I-1 Light Industrial, and may develop for industrial uses. Many industrial uses already exist in this location, and may be suitable for redevelopment as a Campus Village use.

A partnership should be formed between Lake Michigan College, (as well as other educational institutions in the area, and possibly institutions beyond the South Haven area), and area employers representing the health care services sector, manufacturing, hospitality, and other business sectors where needs can be identified. This partnership may be instituted by Lake Michigan College, or by City of South Haven officials. The partnership will assist in identifying whether a Campus Village is desired, and how the components of the Village can best meet the needs of education, business, and industry, as well promoting the City of South Haven as a desirable location for students, interns, and young workers.

As previously discussed, portions of those areas planned for Campus Village are located within the I-196 Business Park, and are subject to restrictive covenants which may limit uses to industrial and manufacturing; further review of the restrictive covenants is required prior to planning for development for uses other than industrial and manufacturing.

Zoning Plan for Campus Village Land Use

The Campus Village land use category is recommended to be implemented through drafting of a new zoning district. This district would contain regulations specific to campus communities, including housing, dining options including restaurants and coffee houses, and retail components at a pedestrian scale. Amenities would be open to the public as well as residents of the Village.

Residential uses in the Campus Village zoning district would not be eligible for short term rental licenses; but as a condition of approval, rental or ownership units would be required to offer three-month leases (but no less than three months leases), with three-month leases conditioned upon proof of internship, co-op employment, or seasonal employment.

Health Services District-HSD

The Health Service District is an idea that is carried over from the 2011 Future Land Use Plan, in which the category was called Health Related Businesses. At that time, detailed implementation steps were not provided. The Health Services land use category is a primarily a result of ideas that emerged at the Neighborhood Workshop held in this area, during the Local Development Finance Authority Issues Identification Workshop, and during the M-43/I-196 Business Loop Workshop. The proposed Health Services District land use is included in the Future Land Use map for the M-43/I-196 Business Loop and Health Services Area.

The intent of a Health Services District is to promote and expand the health services industry in South Haven by providing a setting in which the physical design and supporting amenities are attractive to the health service business sector. The Goals and Actions for Commercial Development set forth details for implementing the Health Services District.

The Health Services District is recommended for those parcels that front on Phillips Street, Bailey



Avenue, Aylworth Avenue, and the Blue Star Highway. This area includes Bronson Hospital, the Bronson Wellness Center, South Haven Nursing and Rehabilitation Community, physicians' groups, and other health related businesses. The area includes portions of South Haven Charter Township.

Some parcels within the area planned for Health Services, such as several fronting on Aylworth Street, are not currently utilized for health services businesses, may be appropriate for this land use category in the future, and may require parcel assembly.

Existing zoning in this area includes R1-B Single Family Residential, RM-1 Multiple-Family Residential, B-2 General Business, and PB-1 Professional Business.

Zoning Plan for Health Services District Land Use

The Health Services land use category is recommended to be implemented through drafting of a new zoning district. This district would contain regulations specific to a dynamic health district; amenities would be open to the public as well as patients and visitors. Examples of health services districts exist in Michigan, and may serve as templates when planning a similar district in South Haven.

A Health Services District may be permitted as a Planned Unit Development (PUD), or could be simply another zoning district with some flexibility in development design. An advantage to development as a PUD is that coordination among uses in regard to elements such as access, architecture, site layout, and landscaping is more easily achievable. An advantage to development as a zoning district (which is not a PUD) is that smaller parcels or parcels with existing structures could become part of the overall Health Services area by going through the site plan review process rather than the PUD process, although a rezoning to the Health Services District would be required before the site plan is submitted.

Use permitted in a Health Services District can be of a broad range, and may include uses such as: hospitals; diagnostic and treatment centers; day surgery centers; urgent care facilities; medical and dental offices; laboratories; ambulance services; assisted living and skilled nursing homes; educational facilities and conference centers; health clubs; private recreational facilities for employees and patients; retail establishments; restaurants; psychiatric and substance abuse centers; heliports; and other uses either by right or by special land use that complement and enhance the health care industry.

Industrial, Research, and Technology-I

Lands planned for industrial land use have not changed significantly from the 2011 Plan. Areas planned for Industrial, Research, and Technology land use are primarily those areas of the City that are zoned I-1 Light Industrial, I-1B-Industrial, and I-2 General Industrial, with some exceptions. An area with frontage on both Stieve Drive and the Blue Star Highway is adjacent to industrial zoning and land uses on the north and to the south in South Haven Charter Township; this area was planned for industrial land use in the 2011 Master Plan but is currently zoned B-2 General Business. This area remains planned for Industrial land use in the 2018 Master Plan. An area just south of property owned by South Haven Public Schools (the former Michigan National Guard Armory) is adjacent to industrial land uses to both the west and south; this area was planned for industrial land use in the 2011 Plan, but is currently zoned



R-1 B Single-Family Residential. This area is also planned for Industrial land use.

Areas within South Haven Charter Township are planned for Industrial land use as well. Rationale for areas planned for Industrial land use in the Township is based upon existing industrial land use, areas planned for industrial land use in the South Haven Township 2009 Master Plan, and size of available parcels.

Additional lands within South Haven Charter Township may be suitable for industrial development, although the Township has not planned for additional industrial land use beyond that shown on the City of South Haven Future Land Use Map. Some industry is dependent on municipal water and sewer, and would need approvals for extensions beyond that area already served.

Ideas for supporting and enhancing industrial development were gathered primarily from the Local Development Finance Authority (LDFA) Workshop, as well as from comments during the Neighborhood Workshops. Attracting technology-based industry was of high priority; identifying and providing the infrastructure to support technology-based companies is a related priority. An option is a high-tech corridor along Aylworth Avenue, where significant infrastructure exists.

Of next importance is attracting a qualified work force, and providing housing for employees; this work force may include younger workers, or those seeking second careers as employees of existing businesses or as entrepreneurs. Housing for this sector is addressed in the residential land use sections of the Master Plan.

Other recommendations of the LDFA were to seek out buildings, such as historic buildings outside areas zoned industrial (possibly within the Central Business District), which may be suitable for technology-based or start-up industries. While not shown on the Future Land Use Map, amendments to commercial zoning districts may permit some types of industrial uses within those districts.

Attraction and retention of traditional manufacturing jobs is a priority expressed by the LDFA; larger parcels served by adequate utilities are required for this type of industrial development. A concern voiced by the LDFA was that existing LDFA parks are largely built out, and additional area or additional parks may be desirable. The Vacant Land Use Analysis prepared for the 2018 Master Plan shows that, among the three industrial zoning districts, a total of 103.3 acres of vacant industrial land exists within the City (*add acres of I-1B*). Depending upon trends over the next several years, additional lands available for industrial development will need to be identified, either within the City or within South Haven Charter Township.

Incubator space for start-up industries was also identified as a need; this is discussed further in the Zoning Plan.

Zoning Plan for Industrial, Research, and Technology Land Use

Industrial, Research, and Technology land use will be implemented through the I-1 Light Industrial, I-1B-Industrial, and I-2 General Industrial zoning districts.

A wide range of uses is permitted in the I-1 District. Incubators with a minimum of six tenants is permitted as a special land use, and may include any use permitted by the B2-General Business District.



Additionally, research, design, and pilot experimental product development are permitted as a use by right. Amendments to commercial zoning districts, particularly within the Central Business District, which permit these uses is recommended.

Other amendments recommended for the I-1 District which reflect current market trends would permit: breweries and distilleries with sales of retail products and food service; exercise facilities; day care facilities; and other uses as may be identified.

In the I-1 District, Section 11.01 .20 currently permits similar light industrial uses when authorized by the Planning Commission as a special land use. Due to case law, authorizing similar uses as a special land use is no longer legal in the State of Michigan; all uses permitted as a special land use must be specifically permitted upon authorization. This section is recommended to be amended (or deleted) and is further discussed in Chapter 4, Implementation.

A recommendation is to consider amending the I-2 District to delete the regulation that any principal use permitted in the I-1 District is permitted in the I-2 District, to ensure that uses with the characteristics of those permitted and envisioned for the I-1 District are not negatively affected by those uses that are permitted in the I-2 District.

The purpose of the I-1B District should be reviewed, and consideration given to deleting this district from the zoning ordinance, as the differences between the I-1 and the I-1B are very minor, with the main difference being that Nonferrous smelting and casting is permitted in the I-1B. The area currently zoned I-1B, located on the north side of Lovejoy Avenue, is no longer used for Nonferrous smelting, and should be rezoned to I-1 Light Industrial, the zoning district which surrounds the site.

Overton Property

In 2015, the City of South Haven purchased the site of the former S. E. Overton Factory property, located at 229 Elkenburg Street. The S.E. Overton Factory manufactured piano benches, hammer sets, and gun stocks; other industrial activities have occurred on the site over time. After Demolition, the City desired to identify potential uses of the site, and to create a concept plan that will guide future development of the site.

The Overton site consists of approximately six acres of flat, open land. Frontage exists on two public streets, Elkenburg Street to the south, and Indiana Avenue to the east. An exception, consisting of .4 acres fronting on Indiana Street is surrounded by the site; this exception was included in the design concept plans.

Adjacent land uses consist of single-family detached residential in all directions; multi-family to the west (attached owner-occupied condominiums); and neighborhood commercial to the east. Elkenburg Park is located less than one block to the east; Lincoln Elementary School is located three blocks to the east, with the South Haven L. C. Mohr High School located just east of the elementary school. The Van Buren Trail is located adjacent to the Overton property on the west.



Ideas regarding the Overton site were first gathered at a Neighborhood Workshop for the geographic area in which the Overton site is located. Ideas for potential uses for the site that emerged during the workshop included:

- Outdoor swimming pool
- Senior housing
- Middle/low income/apartment dwellings
- Recreation center/YMCA/boys and girls club
- Mixed use with single and multi-family housing plus retail
- Expansion of the commercial use on the northeast corner of Indiana Avenue and Elkenburg Street

On September 26, 2017, an Overton Charrette Design Workshop was held at the South Haven High School. Approximately 35 persons attended the charrette; approximately one-half of the participants were residents of the immediate neighborhood surrounding the Overton site, while the other half were residents of the City at large. Professional Landscape Architects assisted participants in developing preliminary concept plans.

During the charrette, seven small groups produced eight preliminary design concept plans. Presentations were given by each small group, and each participant was then given the opportunity to vote for their top three preferred concept plans.

The results of the voting were then analyzed by the consultant team; the charrette participants were split equally in preferring a predominantly residential plan and a predominantly recreational plan. Conceptual Master Plans for each plan are included in the Maps section. Major elements of each plan are as follows:

Residential Plan. The Residential Plan includes several residential options including single-family townhomes; two-story townhomes; and three-story garden apartments. Both ownership and rental options are envisioned. Desired price points are those that would attract a younger work force or family, or those seeking second careers, downsizing, or retirement. The City will consider creative approaches in determining how best to create desirable price points.

The residential option includes a community club house which will be available to residents and the general public for special events. A small playground is included and would be available to those traveling along the Van Buren Trail. A trail connection to Elkenburg Park, suitable for hikers and bicyclists is recommended.

The existing commercial use on the northeast corner of Indiana Avenue and Elkenburg Street is a valued amenity; the plan envisions retention and expansion of neighborhood commercial uses at this corner to enhance the residential development that may occur.

A landscaped boulevard entrance to the development is recommended. This boulevard could consist of rain gardens or other landscaping materials. A second means of access to Indiana Avenue is highly recommended.

Recreational Plan. The Recreational Plan includes a two-story neighborhood recreation center, which



could provide a wide range of activities for residents of all ages, and may function as a community gathering venue. An outdoor amphitheater and splash park are included.

Space for racquet sports and hardcourt activities is included, along with flexible recreation space that may provide a variety of activities such as baseball, softball, and soccer. A dog park provides a canine amenity for those visiting the recreation area or traveling along the Van Buren Trail. A focal point for public art is shown on the plan.

A unique feature of the Recreational Plan is the recommendation to provide mixed-use commercial along Elkenburg Street. This component is proposed to consist of two stories, and will form a gateway entrance to the recreation portion of the site. Offices, retail shops, and restaurants would be permitted uses in the commercial buildings. Outdoor cafes are envisioned, as well as welcoming features for hikers and cyclists of the Van Buren Trail such as bike racks. A trail connection to Elkenburg Park, suitable for hikers and bicyclists is recommended.

Parking is provided to help alleviate parking in adjacent residential neighborhoods. On-street parking along Elkenburg Street is recommended to support commercial uses envisioned in this area.

Zoning Plan for the Overton Property

The Overton site is currently zoned I-1 Light Industrial; if the City maintains control of the property, they may develop it regardless of the zoning since municipalities are not required to comply with their own zoning ordinance as established by Michigan case law. However, according to Section 3.06 of the City of South Haven Zoning Ordinance, the City is currently subject to the requirements of the Zoning Ordinance. The City may retain this requirement, or may elect to amend the ordinance to reflect Michigan case law. If the property is sold to any other party, any use other than industrial proposed for the site will require a rezoning. For long term assurance that the property is developed for other than industrial uses, rezoning to an appropriate zoning district is recommended.

While development of the Overton property for residential purposes may be possible under the requirements for PUDs in the R-2 Residential District or RM-1 Multiple-family Residential Districts, the recommendation is that the PUD option not be pursued, unless the City amends the zoning ordinance to require that PUDs be processed as rezonings rather than special land uses as they currently are, similar to the recommendation for Mixed Use PUDs.

Whether the Residential or the Recreational Plan is the preferred option, the recommendation is for the City to draft requirements for an Overton Property zoning district which states all development requirements for the property, including a site plan which substantially includes the elements as shown on the Residential or Recreational Concept Plans developed at the charrette and included with the Master Plan.

Development of the Overton property is recommended to prohibit short term rental licenses in order to advance the residential goals of the Master Plan to provide for long-term living options for those younger workers or older residents who require a particular price point. Any sale of the Overton Property should include deed restrictions which require that the residential uses are not eligible for short term rental licenses. Another deed restriction may be that leases within the rental units shall be



for a minimum of three months, to provide opportunities for interns, co-op students, and persons with short-term work assignments.

If the Recreational Plan is the preferred option, and if the City maintains control of the property, the City again may develop the property regardless of the industrial zoning, but as stated previously, rezoning to an appropriate zoning district is recommended. When developing land for public improvements such as recreational facilities, the Planning Commission must review and approve any planned improvements, and the City Council then has the final approval authority.

In the Recreational Plan, that portion of the property planned for commercial development may be sold to a private owner following development of a final site plan by the City, or prior to approval of a final site plan by the City. In the case of selling to a private developer prior to approval of a final site plan for the commercial portion of the site, the new owner would be expected to include all elements as shown on the Recreational Concept Plan developed at the charrette and included with the Master Plan, and to comply with all requirements of the Overton Property Zoning District.

The Overton Property is located within the boundaries of Local Development Financing Authority #1. According to The Local Development Financing Authority Act (LDFA), Public Act 281 of 1986 as amended, properties eligible for tax increment capture are those whose primary use is either manufacturing, high technology, value added agricultural processing, or energy production. If the Overton property is developed with a use other than those eligible for tax capture, the boundaries of the LDFA may require a change according to procedures required by Act 281.

Manufactured Housing Community-MHC

Manufactured housing is planned for an area of an existing manufactured housing community, located just outside the City of South Haven boundary within South Haven Charter Township, on the south side of Superior Street at the termination of Jones Avenue. The manufactured housing community extends to an area south of Chambers Street. This area is recommended to continue as a manufactured housing community, as it provides an area for this type of housing to be available for both City and Township residents.

That area located in South Haven Charter Township, adjacent to the northwest portion of the I-96 Interchange at Phoenix Street, is currently established as a manufactured housing community, and is planned to continue as this land use.

Cemetery, Public, Public and Private Education, Parks and Recreation, Conservation

The Future Land Use Map shows the locations of this group of land uses which are primarily existing land uses that are unlikely to change during the scope of the 2018 Master Plan planning period. These



land uses are also identified on the Existing Land Use Map and the Community Facilities Map. Most of these uses are publicly owned, although private educational facilities are included.

An area located just west of the Central Lofts, bounded primarily by Center Street on the west and Superior Street on the south, is known as Baer Park and is planned for public park use. This area is part of an extensive ravine system extending south to Aylworth Avenue.

While this group of land uses will likely continue beyond the scope of the 2018 Master Plan, both public and private facilities do at times become available for alternative land uses, as in the case of the historic South Haven High School which is currently developed as the Central Lofts. If this should occur prior to the five-year review of the Master Plan as required by the Michigan Planning Enabling Act, the City should apply sound planning principles when considering alternative land uses. These principles include analysis of the range of uses permitted by the zoning district in which the use is located, surrounding land uses, available access, presence of natural features, and general suitability of the site for the proposed use or range of uses.

In the case where one of the land uses in this category involves a significant change, such as in the case of a school property or a park, the City is recommended to amend the Master Plan according to the process required by the Michigan Planning Enabling Act.

Complete Streets Analysis

Legal Basis for Complete Streets Analysis

In August of 2010, PA 33 of 2008 (the Michigan Planning Enabling Act) was amended to require that local master plans include consideration of additional elements related to transportation. These elements include safe and efficient movement of people and goods by not only motor vehicles but also by bicycles, pedestrians, and other legal users including persons with disabilities. Additionally, the amended Act defines street as “a street, avenue, boulevard, highway, road, lane, alley, viaduct, or other public way intended for use by motor vehicles, bicycles, pedestrians, and other legal users.”

In December of 2010, PA 33 was further amended to require that local master plans also take into consideration the location, character, and extent of public transit routes and public transportation facilities in the preparation of the master plan, and to coordinate with public transportation agencies in the planning process.

In the City of South Haven, the following analysis was done of existing transportation facilities, and recommendations were developed to insure adequate transportation for all users.

Existing Conditions

Most residential areas of the City are served by sidewalks with accessible curb ramps. In February of 2009, the City adopted the Pedestrian, Bicycle and Paddle Plan. This Plan identified gaps in the sidewalk system and established criteria to prioritize filling the identified gaps. Locations where ADA barrier free



sidewalk ramps are needed were also identified by the Plan.

In response to the recommendations of this Plan, the City annually budgets money to implement the sidewalk recommendations of the Plan, and has made good progress to fill the gaps.

Striped bicycle lanes exist on Blue Star Highway south of Phoenix Street, on Broadway north of Phoenix Street, on Phillips Street between South Haven Place to Bailey Street, and continuing into South Haven Township to Blue Star Highway. Williams Street also provides a striped bicycle lane on both sides beginning at Broadway and continuing south as the street name changes to Kalamazoo Street, where the striped bike lane ends at Eagle Street.

There are several signed bicycle routes within the City. These are illustrated on Map 2, Community Facilities. Bicycle racks are located throughout the central business district. Within the central business district, accessible parking spaces are located in parking areas behind businesses, since the majority of businesses maintain accessible entrances in the rear

Non-Motorized Trails are also illustrated on Map 2 and consist of the Kal-Haven Trail and the Van Buren Trail, which are further described in Chapter 1. A map of bicycle routes, bike lanes, non-motorized trails, and the Harbor Walk within the central business district follows this section.

The safe crossing of City streets was a significant issue brought forth at the three Master Plan Neighborhood Workshop sessions; the M-43 / I-196 Business Loop bus tour and workshop; and the Community Survey. A number of locations were cited as being un-safe for pedestrians. These include the following locations: Broadway Street at Superior Street; Broadway Street at Phoenix Street; along Dyckman Avenue and the Bridge between Broadway and Black River Street; and Williams Street at Dyckman Avenue.

In addition, participants also cited the need for pedestrian refuge islands in the center of Phoenix Street, Broadway Street, Le Grange Street Phillips Street and Bailey Avenue.

Public Transportation

The Van Buren County Public Transit has been providing public transit service to the South Haven area since 1979. This service is a county-wide public transportation system available to anyone of any age who is capable of traveling. Two types of transit services are provided: a Dial-a-Ride service which is demand response and requires the passenger to schedule in advance the time and place of pickup; the second service available in South Haven is Flex Route, also called a deviated route.

The Flex Route service operates along a fixed route and keeps to a regular hourly schedule, but the vehicle does deviate from the route to pick up or drop off passengers from other locations along the route when prearranged through the scheduling office. The South Haven Metro Flex Loop operates Monday through Friday from 9:00 AM until 5:00 PM. Saturday service starts at 10:00 AM and the last loop begins at 3:00 PM.



Transportation and Complete Streets Recommendations

Much of the information generated by the three Master Plan Neighborhood workshop sessions; the M-43 / I-196 Business Loop bus tour and workshop; and the Community Survey conducted in 2017 centered on improving pedestrian and vehicle safety. Many of the concerns raised during this Master Plan update have been noted in previous plans and studies conducted by the City.

Chapter 2 of the 2018 Master Plan offers specific goals and recommended actions to address the concerns brought forth by South Haven citizens. These recommendations call for pedestrian refuge islands in the center of Phoenix Street, Broadway Street, Le Grange Street, Phillips Street and Bailey Avenue; additional non-motorized paths in various sections of the City; and constructing a vehicle bridge with a non-motorized trail or only a non-motorized bridge over I-196 to connect the east and west portions of 2nd Street, in order to provide a second means of access over the highway for local traffic. Transportation Goals in Chapter 2 include a complete list of recommendations.

The City is currently pursuing a “road diet” for Business Loop I-196 through the City. The “road diet” proposal would reduce the number of through-traffic lanes from two in each direction to one lane in each direction with the remaining roadway surface re-striped to include a center left turn lane and bicycle lanes. While not included in the proposed road diet project, the curb lawn area could also be increased in width on each side of the street to provide room for landscaping and create greater separation between pedestrians and moving vehicles. This recommendation may be a possibility in the future.

The City began investigating the feasibility of this recommendation in 2013 by conducting a traffic impact study. In March of 2017 illustrations of the lane diet were completed for City Council consideration; the project is anticipated to be authorized by the City Council in 2018.

The Plan also recommends the extension of Dewey Lane to 71½ Street in order to provide a second means of access for businesses along Dewey Lane. This should be a public street. Construction of the road should take place in conjunction with the development of vacant properties.



Vacant Land Use Analysis

Map 5 illustrates the remaining vacant land within the City boundaries and also the remaining vacant lands within close proximity in South Haven Charter Township. Vacant land in acres by zoning district is shown in the legend for those lands within the City boundaries.

Commercial Zoned Land

Remaining vacant acreage among the B-1, B-2, and B-3, B-4, and PB-1 zoning districts is a total of 37.7 acres; within the CBD, 6.15 acres remain. Future commercial development in South Haven will depend not only upon the availability of this remaining number of acres of commercially zoned vacant lands, but will also depend upon redevelopment of existing commercial uses; commercial uses that are permitted within mixed use developments or Planned Unit Developments; and land that is rezoned for commercial purposes.

Additionally, commercial development that may occur within South Haven Charter Township or Casco Township will contribute to the overall availability of commercial services to the residents of the City of South Haven.

Industrial Zoned Land

Remaining industrial zoned vacant lands total 103.3 acres (*to be adjusted*). As discussed earlier, depending upon trends, additional lands may be needed to support future industrial development. Some vacant parcels of significant size remain within the City, and some additional limited areas have been planned for industrial development in the 2018 Master Plan. The Overton property, zoned I-1 Light Industrial, is planned for mixed use rather than for industrial development. The lands owned and occupied by Lake Michigan College are zoned I-1 Light Industrial but will likely be used only for educational uses, and possibly a mixed use Campus Village.

Future industrial development may occur within South Haven Charter Township, which will contribute to the overall economic health of the South Haven area.

Residential Zoned Land

The total number of vacant remaining acres of land zoned for residential purposes is 136.8 acres. Of this, the greatest amount of vacant land (60.88 acres) lies within the R1-B Single-Family Residential District, which is that zoning district located outside the original residential area of the City. The R1-B District requires a somewhat larger minimum lot size and a lesser density than the R1-A Single Family Residential District.

Vacant land zoned for residential purposes occurs in areas scattered throughout the City, often occurring as individual lots within platted subdivisions or site condominium developments, rather than as large vacant parcels, with some exceptions.

A significant amount of land zoned RM-1 Multiple-Family Residential remains (31.34 acres). One large vacant area is the site of the former National Motors, which is proposed for a variety of uses including



Single-Family, Mixed Use, and Attached Urban Housing. Another fairly large vacant area of RM-1 zoning exists south of the River Ridge Retirement Village; this area is planned for Waterfront Commercial.

Further residential land uses will occur in those areas currently zoned for residential land use, with the possibility that in some cases the Future Land Use category proposed will result in something other than residential land use, or a mix of uses that includes a variety of residential land uses. Additional residential land use is recommended for areas planned for Attached Urban Housing, Transitional Edge, Mixed Use, Campus Village, and possibly in the Health Services Area. A goal of the Master Plan is to increase residential land use in the Central Business District, which may occur on vacant land in the CBD, or as part of mixed use re-development.

Total Vacant Land

The City of South Haven consists of approximately 3.5 square miles, which equals approximately 2,240 acres (each square mile contains 640 acres). The total of vacant acreage in the City of South Haven is 283.95 acres, or 12.67 of the land area in the City according to the legend on the Vacant Land Map. (The Land Distribution Table in Chapter 1 shows 412 acres of vacant land in the City; this may be due to the method of land use categorization used in the Table.)

However, a significant percentage of the existing 3.5 square miles is composed of streets, roads, or trails. The Land Distribution Table in Chapter 1 shows that street right-of-ways comprise 16.9%. This results in actual available vacant land of a somewhat higher percentage, when accounting for streets, roads and trails. The Land Use Distribution Table shows vacant lands to be 18.2% of the total land in the City. However, the City is largely built out, and available vacant land is somewhat limited.

Future land use in South Haven will be significantly dependent upon re-development of existing sites, rather than development on large, vacant parcels.



CHAPTER 4

IMPLEMENTATION

In order for the Master Plan to serve as an effective guide for the continued development of the City of South Haven, the Plan must be implemented. The Michigan Planning Enabling Act, PA 33 of 2008 as amended, requires that recommendations for implementing any of the Master Plan's proposals be included in the Master Plan. Primary responsibility for implementing the Plan rests with the City Council, the Planning Commission and the City staff. This is done through a number of methods. These include ordinances, programs, and administrative procedures.

The Master Plan itself has no legal authority to regulate development in order to implement the recommendations of the Plan. However, the Plan provides strong support and rationale for land use decisions in the case of a legal challenge. Implementation must come from the decisions of the City Council, Planning Commission, and City Staff to provide needed public improvements and to administer and establish regulatory measures relative to the use of the land.

The private sector, which includes individual land owners as well as developers, is involved in fulfilling the recommendations of the Master Plan by the actual physical development of land and through the rezoning of land. The authority for this, however, comes from the City. Cooperation and coordination among individuals, private developers, and public agencies is, therefore, important in successful implementation of the Master Plan.

**The Master Plan
itself has no legal
authority to regulate
development.**

ZONING

Zoning is the predominant legal means for the City to regulate private property to achieve orderly land use relationships. It is the process most commonly used to implement community Master Plans. The zoning ordinance consists of an official zoning map and zoning ordinance text.

The authority to regulate land use through zoning is established by the Michigan Zoning Enabling Act, PA 110 of 2006, which requires that zoning be based on a plan. A Master Plan provides the basis for the rationale, character, and spatial location of zone districts. The zoning ordinance, in turn, is the primary Master Plan implementation tool.

The official zoning map divides the community into different zones or districts within which certain uses are permitted and others are not. The zoning ordinance text notes the uses which are permitted and establishes regulations to control density, height, lot coverage, setbacks, lot sizes, accessory uses, and other elements.

The zoning ordinance also sets forth procedures for site plan review, special land uses, Planned Unit Developments (PUDs), signs, landscaping, lighting, parking, stormwater, and other elements of development. These measures permit the City to control the quality as well as the type of development.



Local control of land use, as provided for by zoning, is an accepted legal practice. The principles on which zoning is based include the need to:

- Balance the interests of all landowners and residents with the rights of individual landowners;
- Help implement a long-term vision for the community;
- Protect the environment;
- Ensure development is adequately served by roads and utilities;
- Achieve the quality of life desired by residents;
- Provide fair and consistent review of development applications; and,
- Protect the public health, safety and welfare.

REZONING

Rezoning may be requested by individual property owners, developers, or by the City of South Haven itself. Rezoning may be required in order to implement the goals and actions steps of the Master Plan. In considering a request to rezone property the Planning Commission and City Council should evaluate the request according to the following factors:

- Does the proposed new zoning classification meet the recommendations in the appropriate portion of the Future Land Use chapter?
- Are the full range of uses allowed in the requested district appropriate for the proposed location or can the uses be designed to fit the proposed location without a negative impact on the nearby land uses?
- Have any conditions changed in the area since the Master Plan was adopted which might justify a rezoning not supported by the Master Plan?
- Will there be any community impacts which should be considered, such as increased traffic, need for water and sewer, public safety needs, or other needs which might create a need for services or improvements which are not available to the area?
- Are there any potential environmental considerations which will be contrary to the intent of the existing or proposed classification of land use? Can natural features be preserved through adequate stormwater management?
- Will there be any adverse effects on adjacent properties as a result of the proposed land use change?
- Will granting the rezoning request likely lead to a need to recommend amending the Master Plan for the area where the rezoning is requested?
- Could this use be accommodated in some other location or in the proposed location by some other zoning measure such as a special land use or a planned unit development?



ZONING PLAN

The Michigan Planning Enabling Act, PA 33 of 2008 as amended, requires that a Master Plan contain a zoning plan which outlines the development requirements for the various zoning districts and an explanation of how the future land use categories relate to the districts on the zoning map and in the zoning ordinance text. The requirements of the Future Land Use Categories in Chapter 3 describe how each of these categories relates to the existing zoning districts in the City, as well as to proposed zoning districts. The development requirements for each zone are set forth in the City of South Haven Zoning Ordinance.

Chapter 3 of the Master Plan includes a Zoning Plan following each Future Land Use Category; the Zoning Plan establishes the process for accomplishing the recommendations of each Future Land Use Category. In some cases, the existing zoning regulations are sufficient for carrying out the recommendations of the Plan; in other cases, new zoning districts are recommended. The Zoning Plan is the primary means of implementing the 2018 Master Plan, and should be referenced frequently.

ADDITIONAL ZONING ORDINANCE RECOMMENDATIONS

In the course of preparing the Master Plan, many requirements of the Zoning Ordinance were reviewed and analyzed. While the scope of the 2018 Master Plan did not include a complete Zoning Ordinance Audit, many requirements were found that need amending in order to be in compliance with State or Federal law or case law, or in some cases new regulations are needed either to comply with State and Federal law, case law, or simply to provide best zoning practices.

Following is a list of zoning ordinance amendments which should be initiated by the City in order to bring the zoning ordinance into compliance with State and Federal law, case law, or best zoning practices; this is not a comprehensive list, and a complete Zoning Ordinance Audit should take place to identify any remaining needed amendments:

1. Amend the regulations for signs to comply with the US Supreme Court decision in *Reed v. Gilbert* of June, 2015. This Supreme Court decision held that all sign regulations must be content neutral, and that content cannot be regulated based upon the purpose of a sign, since the purpose of the sign is the “speaker”.
2. Amend the regulations for wireless communication towers, antennas, and support structures to comply with the Federal Telecommunications Act and the Michigan Zoning Enabling Act which sets for the limits of regulation of the expansion and location of wireless service facilities.
3. Amend the regulations for special land uses, which are required to comply with the Michigan Court of Appeals decision of 2010 in *Whitman, et al v. Galien Township*. This decision made unlawful the authorization of a special use permit unless the use is specifically listed in the zoning ordinance.
4. Amend the regulations for agricultural uses to comply with the Michigan Right to Farm Act, PA 93 of 1981 as amended. For example, Sections 4.01.3, 15.10.12 and 15.10.13 are unlawful.



5. Amend regulations to insure the zoning ordinance complies with the limits to review of public schools as regulated by the Michigan Department of Licensing and Regulatory Affairs (LARA) and the Michigan Revised School Code.
6. Amend the regulations for public uses to comply with the Michigan Planning Enabling Act, which requires Planning Commission review for public projects, but cannot require a special use permit. In addition, amend Section 3.06 to clarify the limits of zoning requirements for public entities, as established by case law.
7. Add regulations for Conditional Rezoning consistent with provisions of the Michigan Zoning Enabling Act, PA 110 of 2006 as amended. Conditional Rezoning permits use and development of land conditioned upon specific uses and development characteristics as approved by the local unit of government.
8. Case laws requires that the public hearing for a Planned Unit Development (PUD) be held by the approving body; in the City of South Haven, a PUD is approved by the City Council as a special land use, but the public hearing is held by the Planning Commission. The City Council shall hold at least one public hearing prior to approval of a PUD, but the Planning Commission may hold an advisory public hearing. If the zoning ordinance is amended to approve PUDs as rezonings, as is recommended in the Master Plan, the City Council will still be the approving body, and must hold at least one public hearing.
9. Revise or delete the definition of “Resort” in Section 201.18 of the Zoning Ordinance, since all uses listed as resort uses, with the exception of cottages, are specifically defined elsewhere in Article II, and are specifically permitted in several zoning districts. In addition, resorts are specifically permitted only in the B-3 Waterfront Business District, and are permitted by reference in the B-4 Major Thoroughfare Business District; the specific type of lodging uses permitted should be stated. Consider specifically permitting Hostels as a type of lodging in a range of zoning districts, and permitting Bed and Breakfasts in certain business districts, as determined by careful analysis. Review the requirement in Section 1510.22 that allows motels and hotels to be built only on sites with a minimum lot size of one acre; consider amending the ordinance to permit motels, hotels, and other types of lodging uses on smaller sites, to encourage development and redevelopment on smaller parcels.
10. The State of Michigan Economic Development Corporation has developed a set of criteria when communities seek certification as a Redevelopment Ready Community. These criteria apply to the Master Plan, the Zoning Ordinance, and other municipal policies and procedures. The 2018 City of South Haven Master Plan contains several elements that qualify as required criteria, such as identification of the need for Missing Middle housing, and the identification of a redevelopment site such as the Overton Property. As South Haven pursues Redevelopment Ready certification, the Master Plan and Zoning Ordinance will need further analysis to ensure that elements necessary for certification are contained in these documents.



APPENDICES



APPENDIX A

Demographics and Economic Trends



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Introduction

Demographic data was collected from research published by the US Census Bureau. Every ten years, detailed information of United States demographic data is collected with house to house surveying methods throughout the entire country. This data set is the most accurate. Additional data is collected in the years between the Decennial Census on a revolving basis, using sampling methods that provide data that is somewhat less accurate, yet is still valuable in describing probable trends. This sampling method is called the Census Bureau Population Estimates Program.

Data represented in this analysis primarily includes information collected from the census surveys conducted each decade. The most recent information, collected in 2015, is the only data which was taken from the smaller sample size surveys. While demographic data provides a measurement of the characteristics of the population in an area, it is used in conjunction with other community conditions and trends in assisting with future land use decisions.

Population

Table 1 shows the population change in South Haven and the surrounding communities from 1990 to 2015. From 1990 to 2015, the City of South Haven has consistently declined in population. From 1990 to 2000, the population in the City of South Haven decreased from 5,563 to 5,021 persons, a nearly 10% decrease in population. From 2000 to 2010, the population of South Haven decreased from 5,021 to 4,403, a 12.4% decrease in population. A lesser rate of decrease in population occurred from 2010 to 2015, with only a 1.0% decrease.

Surrounding communities and Van Buren County as a whole showed varying rates of growth and decline. South Haven Charter Township has shown consistent but less extensive loss of population when compared to the City. Casco Township in Allegan County showed population gains from 1990 to 2000, declined in population between 2000 and 2010, and then increased in population from 2010 to 2015. Van Buren County as a whole exhibited population growth during the decades from 1990 to 2000, with slight decreases in population during both time periods from 2000 to 2010, and from 2010 to 2015.

The more significant decline in population in the City of South Haven was at least partially caused by the economic downturn which occurred primarily during the middle of the decade from 2000 to 2010, and recovery from that downturn has been slow in the State of Michigan. However, since the decline was clear prior to the downturn, other factors were likely influential, such as simply lack of employment opportunities which may attract younger families as well as singles, and possibly the higher cost of living in a lakeshore community.

Typically, a trend that is common in Michigan is while older cities (even smaller ones such as South Haven) lose population, the surrounding rural or suburban townships gain population. However, in this case, South Haven Charter Township also declined in population, and Casco Township increased slightly after a fairly significant decline. Plans for future land use in the City and surrounding communities will address issues that are identified as being linked to population loss, such as availability of particular housing types as well as employment.



Table 1: Total Population for the City of South Haven, Adjacent Communities, and Van Buren County, 1990 to 2015

Community	1990	2000	Total Change 1990 - 2000	% Change 1990- 2000	2010	Total change 2000- 2010	% change 2000 - 2010	2015	% change 2010- 2015
City of South Haven	5,563	5,021	-542	-9.7%	4,403	-618	-12.4%	4,357	-1.0%
South Haven Charter Township	4,185	4,046	-139	-3.3%	3,983	-63	-1.5%	3,930	-1.3%
Casco Township	2,856	3,019	163	5.7%	2,823	-196	-6.5%	2,895	2.6%
Van Buren County	70,060	76,263	6,203	8.9%	76,258	-5	0.0%	75,351	-1.2%
<i>Source: US Census Bureau, Census 1990, 2000, 2010 & American Fact Finder population estimates 2015</i>									



Table 2 shows the median age of the population within the City of South Haven and surrounding communities. The City of South Haven, as well as the State of Michigan as a whole, are experiencing a consistent increase in the median age of the population. The most significant change in median age in South Haven occurred from 1990 to 2000 with a 6.6-year increase in the median age. In the five-year period between 2010 and 2015, median age has increased by 4.4 years. The total increase between 1990 and 2015 is 16.6 years, increasing from 35.3 years of age to 52.1 years. Clearly a strong influence in the City of South Haven is its desirability as a retirement location.

Casco Township is the only municipality that contains a different trend than that of the surrounding communities. From 2010 to 2015, Casco has experienced both an increase in population and a slight decrease in median age. The median age decreased from 45.8 to 42.3, bringing it closer to the state median age of 39.5. Factors influencing this change may be the influence of available employment in the City of Holland and City of Allegan markets, as well as prices of homes and land.

The City of South Haven and the surrounding communities have a higher median age than that of the State of Michigan when viewed as a whole. Multiple factors contribute to the aging population. Baby boomers are reaching retirement age and younger generations are choosing to have less children. Also, more jobs and entertainment options in urban settings are attracting young people, primarily millennials ages 18-34, to larger cities.

This population trends may be a sign that the city should plan to provide accommodations for the aging population. Consideration of housing stock, public transportation and accessible infrastructure will help the population of South Haven to age in place while maintaining their quality of life. Economically, this opens the door for more medical services and businesses aimed at this age group.

Table 2: Median Age within the City of South Haven, Adjacent Communities, Van Buren County, and the State of Michigan 1990 to 2015

	1990	2000	2010	2015
City of South Haven	35.5	42.1	47.7	52.1
South Haven Charter Township	33.8	37.9	41.9	44.0
Casco Township	33.2	37.8	45.8	42.3
Van Buren County	33.3	36.6	39.8	41.3
State of Michigan	32.5	35.5	38.9	39.5

Source: US Census Bureau 1990, 2000, 2010, and American Community Survey 5-Year Estimates

Table 3 illustrates the population of the City of South Haven by age cohorts. Age cohorts separate the population into groups with similar characteristics. Analysis of the age cohorts of a community can assist the community in distinguishing current and future needs. The number of children ages 5 to 18 has declined by more than 50% in the last 15 years, from 1,023 in 2000 to 479 in 2015. An increase in the number of persons 19 to 24 years has increased; this increase may be in part due to children from the 2010 census aging into the young adult category. This age group has grown consistently since 2000. The 19 to 24 years' cohort rose 20.4% from 2010 to 2015. The next age cohort, persons 25 to 44 years, has been reduced by 28.2% since 2010. Both the 45 to 64 and 65 & over cohorts have grown. This is consistent with the median age data for the City of South Haven.



Table 4 shows changes in the population of millennials within the City of South Haven. Millennials are defined as persons born between the years of 1982 to 2000, who are now approximately ages 18-34. This generation is the first generation that has grown up in a digital world, and have sought to join the workforce during a time of recession. Millennials typically move to seek a location conducive to their lifestyle, while still seeking job opportunities. The Millennial population in South Haven has decreased fairly significantly from 2000 to 2015, with a 10.2% loss from 2000 to 2010, and a decrease of 6.8% from 2010 to 2015.

The implications for planning for future land use may include both the needs of an aging yet active population, and the need to attract and retain younger persons.

Table 3: Age Cohorts of the City of South Haven 2000 to 2015

Age Groups	2000	2010	% Change 2000 -2010	2015	% Change 2010-2015
Under 5	270	238	-11.9%	196	-17.6%
5 to 18	1023	754	-26.3%	479	-36.4%
19 to 24	208	246	18.3%	296	20.4%
25 to 44	1214	843	-30.6%	606	-28.2%
45 to 64	1287	1334	3.7%	1,460	9.4%
65 & over	1019	989	-2.9%	1,107	11.9%
<i>Source: US Census Bureau, Census 2000, 2010 & American Fact Finder population estimates 2015</i>					

Table 4: City of South Haven Millennial Population 2000 to 2015

	2000	2010	% Change 2000-2010	2015	% Change 2010-2015
Millennials (Age 18-34)	775	696	-10.2%	649	-6.8%
Percent of total Population	15.6%	15.3%		14.9%	
<i>Source: US Census Bureau, Census 2000, 2010 & American Fact Finder population estimates 2015</i>					

Households & Housing Information

Table 5 illustrates household and family composition in the City of South Haven. Nearly half of the households in the City of South Haven are one-person households. Single parent households have decreased significantly. In 2010, 53 male heads of household were reported with children in the home. That has dropped to six in 2015. In 2010, 190 female heads of households were reported with children in the home. Data from 2015 indicates that number has dropped to 78. Though there has been a significant decrease in single parent households, more single parent households exist with women as the head of household. The average household size and average family size have not changed significantly from 2010 to 2015.

The number of owner occupied dwellings has decreased in the five-year period from 2010 to 2015, from 1,344 to 1,201 units. The number of long-term renter occupied dwelling units has increased from 671 units to 834.



As shown in Table 6, the average household size in the City of South Haven is smaller than the surrounding communities and the State as a whole, with an average household size of 2.15. South Haven Charter Township is similar with an average size of 2.29. This is most likely due to the presence of an older population in both the City and the Township.

Table 7 shows numbers of households for South Haven, South Haven Charter Township, Casco Township, and Van Buren County from 1990 to 2015. The number of households (occupied dwelling units) in South Haven declined between 1990 and 2010. This is consistent with the demographic changes such as population loss that are evident in the population as well. However, from 2010 to 2015, South Haven has seen a modest 3.9% percent increase in the number of households, an increase of 36 households. While both South Haven and South Haven Charter Township have increased in the number of households within their jurisdiction, Casco Township and the County of Van Buren as a whole have experienced a decrease in the number of households between 2010 and 2015.



Table 5: Households and Housing-City of South Haven

	2010	2015
Total Households (Occupied Dwelling Units)	1,999	2,035
Family Households	1,228	1,048
-With own Children < 18	448	308
Husband-Wife Families	855	816
-With own Children < 18	205	224
Male Heads w/no Spouse Present	63	37
-With own Children < 18	53	6
Female Heads w/no Spouse Present	310	195
-With own Children < 18	190	78
Non-Family Households	771	987
-One Person	-	915
Average Household Size	2.17	2.15
Average Family Size	2.80	2.80
Total Housing Units (Occupied or Unoccupied)	3,407	3,399
- 1-unit detached	2,477	2,209
-2 or more unit structures	872	1,087
- Mobile home	58	102
Occupied Units	2,015	2,035
Vacant Units	1,392	1,364
- Seasonal, recreational, occasional	1,004	-
Owner Occupied Housing Units	1,344	1,201
Renter Occupied Housing Units	671	834

Source: US Census Bureau, Census 2010 & American Fact Finder population estimates 2015;
TownCharts Data 2018

Table 6: Number of Persons per Household in the City of South Haven, Adjacent Communities, Van Buren County, and the State of Michigan 1990 to 2015

Community	County	1990	2000	2010	2015
City of South Haven	Van Buren	2.44	2.3	2.24	2.15
South Haven Charter Township	Van Buren	2.56	2.43	2.45	2.29
Casco Township	Allegan	2.81	2.66	2.49	2.68
Van Buren County	-	2.76	2.56	2.64	2.61
State of Michigan	-	2.66	2.56	2.55	2.52

Source: US Census Bureau, Census 1990, 2000, 2010 & American Fact Finder population estimates 2015



Table 7: Number of Households for the City of South Haven, Adjacent Communities, and Van Buren County 1990 to 2015

Community	County	1990	2000	2010	% Change 2000- 2010	2015	% Change 2010- 2015
City of South Haven	Van Buren	2,186	2,095	1,999	-6.5%	2,035	3.9%
South Haven Charter Township	Van Buren	1,635	1,645	1,625	-1.2%	1,714	5.5%
Casco Township	Allegan	1,018	1,083	1,130	4.3%	1,048	-7.3%
Van Buren County	-	25,402	27,982	28,628	2.3%	28,367	-0.9%
<i>Source: US Census Bureau, Census 1990, 2000, 2010 & American Fact Finder population estimates 2015</i>							

Residential Building Activity & Building Permits

Table 8 shows the number of building permits for residential new construction from 2005 through 2017. For the years 2011 through 2015, no building permits for new residential construction were issued. This trend was not uncommon for municipalities in Michigan as the economy was recovering from the recession that began primarily in 2007. The slight upswing in building permits for 2016 and 2017 may be indicative of economic recovery and will likely continue for the next several years.

Table 8: Building Permits by Year, 2005-2016

Year	Single Family	Multi- Family
2005	30	0
2006	12	1 Duplex/ 2 Units; Attached Condos/ 25 Units
2007	33	1 Duplex
2008	13	0
2009	6	0
2010	9	0
2011	0	0
2012	0	0
2013	0	0
2014	0	0
2015	0	0
2016	8	1
2017	14	0

Source: City of South Haven Building and Development



Income & Employment Data

Income and employment data is shown in Table 9. Of the 4,357 residents of the City of South Haven, 3,670 are aged 16 or over, which is 84.2% of the total population. Of that 3,670 persons, 1,949 are in the labor force. This is 53.1% or just over half of the labor force population. Of the 1,949 persons in the labor force, 49.4% are employed, resulting in an unemployment rate of 7.1%.

The unemployment rate in Table 9 is based upon 2015 estimates; according to the United States Department of Labor, Bureau of Labor Statistics, Van Buren County's unemployment rate in December of 2016 was 5.5%. The unemployment rate was somewhat higher than the national unemployment rate for February of 2017 at 4.7%, and Michigan's unemployment rate of 5.2% in January of 2017, both as reported by the National Conference of State Legislatures.

The number of persons in the workforce is somewhat higher than Van Buren County as a whole; however, it is lower than in areas of the state with a more robust economy, and fewer retired persons, where rates tend to be well over 60%. Workforce participation rates are still recovering from the recession of recent years, and a significant number of persons are no longer seeking employment. Any economic recovery will likely result in higher workforce participation rates. Again, Table 9 data is based on 2015 estimates made by the US Census Bureau, and are not necessarily reflective of actual conditions today.

Both median and mean (average) household incomes in the City of South Haven are lower than the County as a whole; median family income is higher than the County as a whole, and mean family income is lower. Incomes for households tends to be lower than for families because households include single-person households and may be more likely to include single retired persons. Family households often include more than one wage earner. Therefore, the lower figure of \$39,493 per year mean household income likely is a reflection of retired persons living in the community, rather than a measure of economic concern.

Families with poverty status in the City is 18.1%, higher than the County rate of 13.5%. Individuals with poverty status make up 13.7% of all those with poverty, compared to 18.8% county-wide. The higher percentage of families with poverty status in the City as compared to the County is likely a result of a smaller base number of family households upon which this percentage is calculated as compared to the number of family households across the County. The figure for individuals with poverty status in the City is lower than the County as a whole, which is likely due to a much wider range of communities and incomes within the County as compared to the City of South Haven alone.

Table 10 below shows the federal guidelines for determining if families or individuals are experiencing poverty as reported by the US Department of Health and Human Services in 2017. This table may assist in help give a clearer picture of the actual fiscal condition of a resident in poverty.

Implications for land use include planning for economic development, to attract and retain both workers and employers and possibly an analysis of available housing types to accommodate a wide range of incomes.



Table 9: Income & Employment for the City of South Haven and Van Buren County 2015

	City of South Haven	Percent	Van Buren County	Percent
Total Population 16 Years & Over	3,670	84.2%*	59,341	78.8%*
-In labor force	1,949	53.1%	35,234	46.80%
-Employment	1,813	49.4%	32,252	42.80%
-Unemployment	261	7.1%	2,975	5.01%
	City of South Haven		Van Buren County	
Median Household Income	\$40,122		\$46,008	
Mean Household Income (average)	\$39,493		\$57,627	
Median Family Income	\$62,212		\$55,013	
Mean Family Income (average)	\$61,192		\$65,973	
	City of South Haven	Percent	Van Buren County	Percent
Families with Poverty Status	190	18.1%	2,610.90	13.5%
Individuals with Poverty Status	599	13.7%	13,605	18.8%
<i>Source: US Census Bureau, Census 2000, 2010 & American Fact Finder population estimates 2015; TownCharts Data 2018</i>				
<i>*Percentages are measured from the total population (See Table 1)</i>				

Table 10: Federal Poverty Guidelines 2017

2017 POVERTY GUIDELINES FOR THE 48
CONTIGUOUS STATES AND THE DISTRICT OF
COLUMBIA

PERSONS IN FAMILY/HOUSEHOLD	POVERTY GUIDELINE
1	\$12,060
2	\$16,240
3	\$20,420
4	\$24,600
5	\$28,780
6	\$32,960
7	\$37,140
8	\$41,320

Source: U.S. Department of Health & Human Services 2017. For families/households with more than 8 persons, add \$4,180 for each additional person.



Value of Owner Occupied Housing

Table 11 shows the value of owner-occupied housing in the City of South Haven by number and percentage, and a comparison to the median value of homes in the County as a whole. The number of units for which value was determined is 1,201.

The greatest percentage of houses in the City are valued between \$100,000 and \$149,000. The next largest category is composed of those houses with a value between \$150,000 and \$199,000, followed closely by the homes in the range of \$200,000 to \$299,000. Very few houses have a value less than \$50,000, and just over 10% are valued at above \$500,000. The data shows that housing values in the City are strong, with no one value category containing an unusually large percentage of homes.

The median value of homes in the City is significantly higher than the median value of homes in the County as a whole. This likely is the result of the many vacation and lake-front homes which tend to be valued higher.

Table 11: Housing Value for City of South Haven; Median Housing Value for City of South Haven and Van Buren County

Number of Units for which value was determined:		1,201
Value	Number	Percentage
Less than \$50,000	51	4.2%
\$50,000 to \$99,999	183	15.2%
\$100,000 to \$149,000	256	21.3%
\$150,000 to \$199,999	219	18.2%
\$200,000 to \$299,999	207	17.2%
\$300,000 to \$499,999	156	13.0%
\$500,000 to \$999,999	104	8.7%
\$1,000,000 and up	25	2.1%
City of South Haven Median Value:		\$169,200
Van Buren County Median Value:		\$118,700

Source: US Census Bureau, American Community Survey 5-Year Estimates 2015



APPENDIX B

Community Survey Results and Short Term Rental by Residential Status



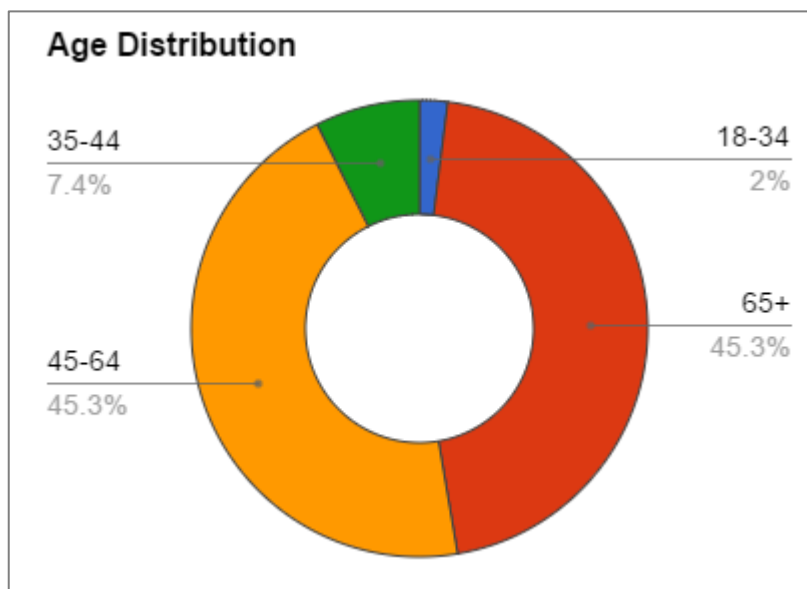
Prepared by MainStreet Planning Company

South Haven Community Survey Results



Introduction

The total number of participants in the South Haven mail survey totaled 1,172, which is a return of 26.9% based upon the 2015 population of 4,357 persons, although not each respondent was a City resident. Almost all returned surveys were from residents that were responding to surveys they received by mail. Only 13 surveys were returned after acquired from City Hall. The surveys were color coded with three different colors for mailed surveys; blue, yellow, and purple. A few residents made copies for another person residing at the same address. Most of these surveys were white, and accounted for 35 of the total returned. A total of 383 yellow surveys calculated, 361 blue surveys, and 373 purple surveys. The City of South Haven retained the results of neighborhoods included in each color group.



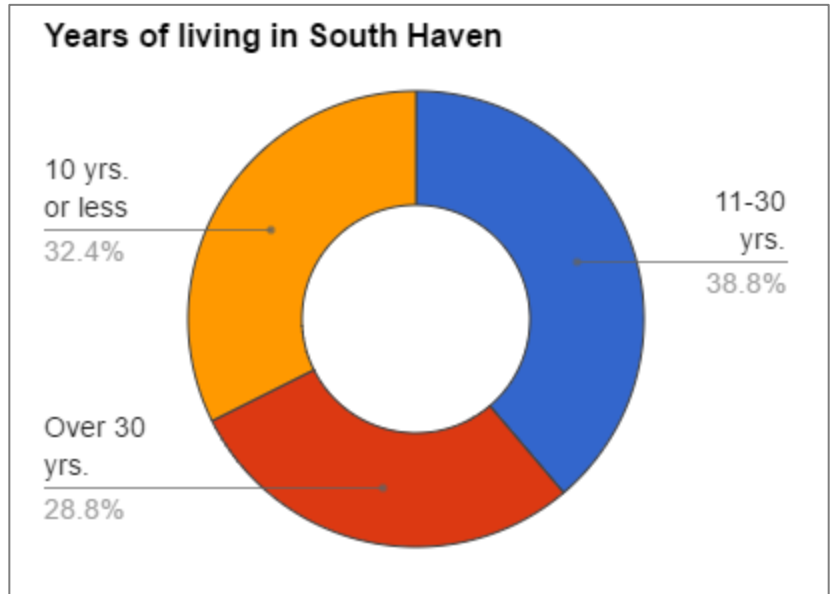
The two largest age groups to respond were between 45-64 years, and 65 and older. Each group comprises 45.3% of the respondents. Only 7.4% of respondents were between 35-44 years of age, and millennials were responsible for 2% of the returned surveys. This is reflective of the total population distribution of the South Haven.

Out of the 1,172 survey participants, 552 lived in South Haven year-round, making up the largest group at 47.1%. The second largest group of participants lived in South Haven as their secondary residence (459, or 39.2%). The remainder of the residence statuses can be found in the following table; however, it should be noted that not all groups are mutually exclusive. For example, someone can live in South Haven year-round and also own/lease a business in the City limits.

Residence Status		Count
a	Year-Round	552
b	Part Year (Principal Residence/Homestead)	459
c	Part Year (Secondary Residence)	132
d	I live outside the City limits, but own property in the City	68
e	I work in the City full time or at least part time	61
f	I own/ lease a business in the City limits	53

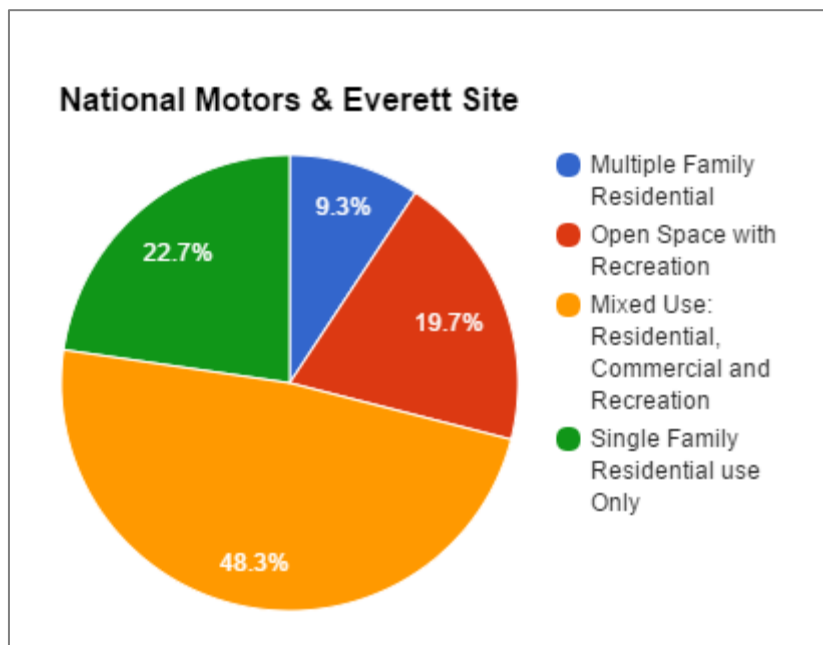


Most participants have lived in South Haven for 11-30 years (38.8%), while 32.4% have lived there for 10 years or less, and 28.8% have lived there for over 30 years. Overall, a fairly even distribution existed in the amount of years the participants have been living in South Haven.



Land Use for Site of Former National Motors and Everett Piano Company

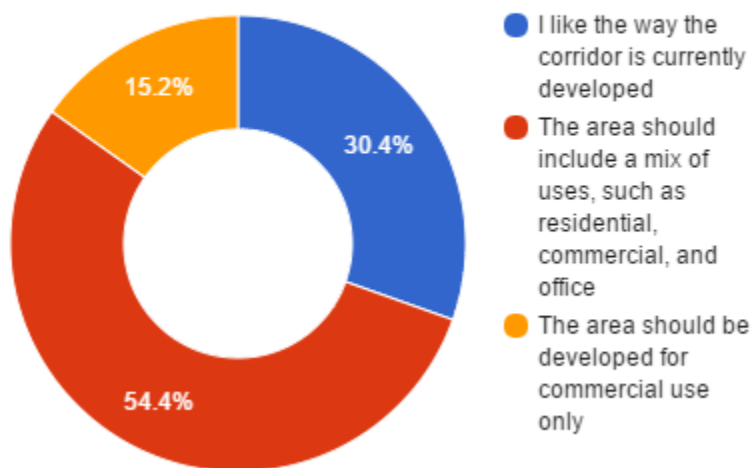
Residents were asked their opinion on the best future land use for the former National Motors and Everett Piano Company. The majority of respondents, 48.3%, agreed that mixed use residential, commercial, and recreational was the most suited land use. Open space with recreation (19.7%) or single family residential uses (22.7%) were the next most popular options. A smaller fraction of the population (9.3%), believe that this land should continue to be used for multi-family residential, which is consistent with the current zoning.



South Gateway Corridor Land Use

The South Gateway to South Haven is a section of M-43. When residents were asked what the most suitable land use for this corridor was, the majority of participants (54.4%) agreed that the corridor should include a mix of uses such as residential, commercial, and office uses. The next popular option was for the corridor to continue developing the way it has already been developed (30.44%). A smaller section of the population believes that only commercial development should occur in this corridor (15.2%).

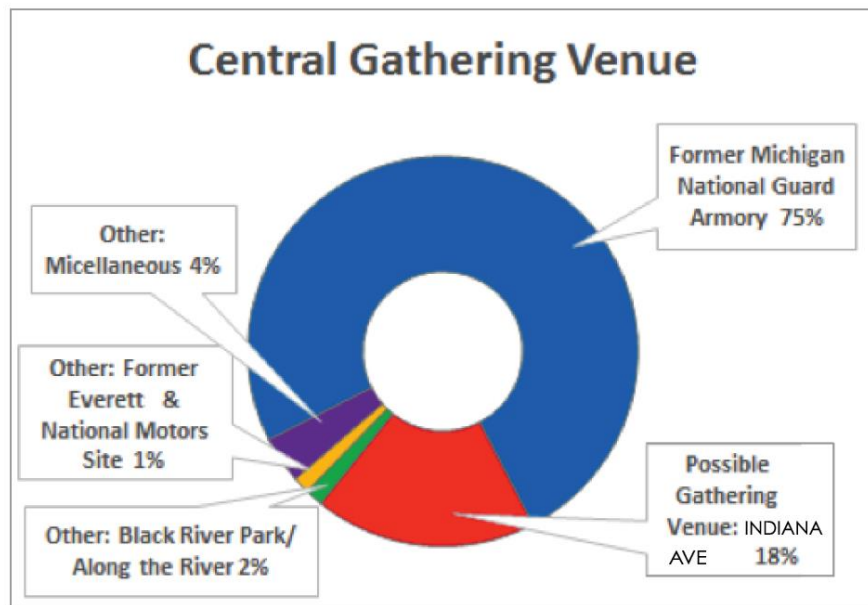
South Gateway Corridor Land Use



Possible Central Gathering Venue

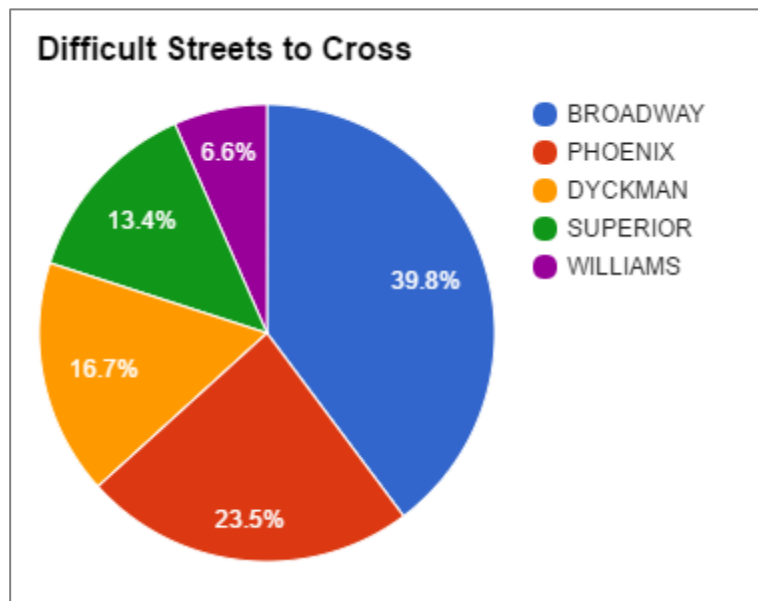
Residents were asked where they would prefer the location of a possible central gathering area. Results show 75% of participants believed that the former Michigan National Guard Armory was a suitable site. The survey also suggested a location off Indiana Avenue between Elkenburg Street and Cartwright Avenue. 18% of participants found this location to be more suitable for the gathering area. Participants were also given the option to suggest other locations, of which two primary locations stood out: the Former Everett & National Motors Site, and along the Black River. Other popular locations included the All Seasons Marina, near the Maritime Museum, Stanley Johnson Park, the old Save-a-Lot building, and the old Hales building. An additional 37 locations were suggested with no mutual consensus.





Difficult Streets

Participants were asked which three streets they had most difficulty crossing or walking as a pedestrian. Out of the many answers given, the top five were the following: Broadway Street, Phoenix Street, Dyckman Avenue, Superior Street, and Williams Avenue. The locations of cross streets were not always given; however, significant intersections were frequently recorded by the respondents. The graph shown reflects the word frequency of all answers.



Significant Intersections

Eight intersections were mentioned over 30 times. They are displayed in the graph below. The survey question specifically addressed pedestrians, however a few answers were clearly addressing issues encountered while driving. These answers were not included in the analysis of significant intersections. Four main areas were mentioned by at least 6% of the answers. They are described below.



Broadway & Superior: Broadway and Superior were noted far more than any other intersection. Overall, this intersection was mentioned 158 times. Many residents mentioned the removal of the stop light and suggested that it should be replaced. A few suggested that it should be utilized during the busy summer months, but covered during the off seasons.

Broadway & Phoenix: This intersection was mentioned 132 time by residents. The main complaint was the need for a clear and functional pedestrian crosswalk. Many mentioned that the current signage does not work properly, or does not stay green long enough to cross.



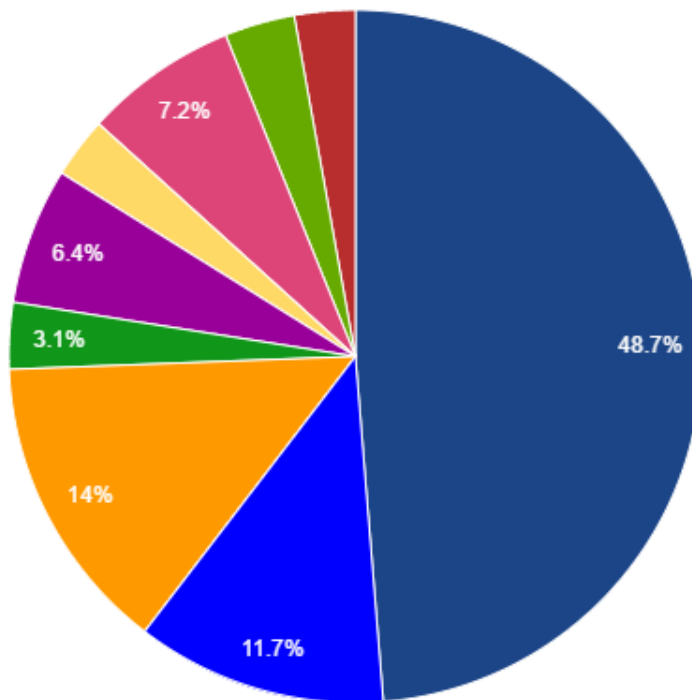
Broadway Street at Phoenix Street

Dyckman & the North side of Stanley Johnson Park: Complaints regarding Dyckman Avenue and Park Avenue; Dyckman Avenue and Black River Street; and Dyckman Avenue and the Bridge were all collected in this section. This is roughly a ¼ mile stretch of Dyckman Avenue west of the Bridge. Participants mentioned that the pedestrian crossing on the bridge was too narrow, and that there was need for a crosswalk across Dyckman Avenue on this side of the Bridge.

Williams & Dyckman This section only factors in the 72 comments that address Williams Street & Dyckman Avenue specifically. The main complaint was crossing across Dyckman Avenue, while travelling on Williams Street. The results indicate that this is a difficult intersection. If the complaints from Dunckley Avenue and Dyckman Avenue would have been added to this section, 10.2% of the total complaints would have been focused in this small geographic area.



- Other
- Broadway & Phoenix
- Broadway & Superior
- Green & Broadway
- Williams & Dykeman
- Huron & Broadway
- Dyckman/ N. Side of Stanley
Johnson Park
- Dunkley & Dykman
- Blue Star & Phoenix



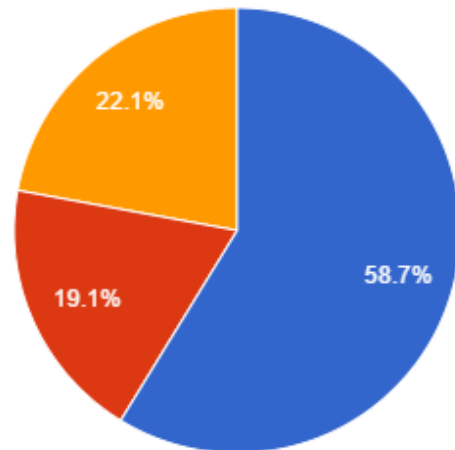
Many more potentially helpful comments were made regarding pedestrian crossings, but these comments were not tabulated as they could not be placed into a response category. This report simply summarizes the larger trends that emerged. Further analysis could be beneficial.

Short-Term Rentals

The South Haven City Council passed an ordinance in 2016 that regulates short term rentals, defined as dwelling units rented for a term of two to 29 nights for compensation. Residents were asked their opinion on the allowance of short term rentals in South Haven. The majority of the respondents are satisfied with the current regulations allowing short-term rentals in all areas. The other two opinions comprised similar percentages of respondents: 22.1% of surveyed residents believed that short-term rentals should be allowed by right in some areas, but should require special land use approval in other areas. A group of similar size (19.1%), believed that short term rentals should not be permitted in South Haven at all.

Short-Term Rental Preference

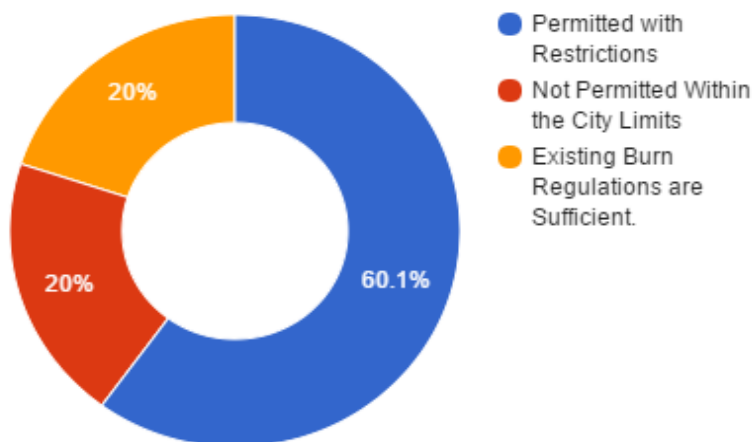
- ...should be allowed in all locations in the city, as they are now.
- ...should not be allowed in some location at all.
- ...should be allowed only in certain zoning districts as a special land use and other locations without a special use permit.



Outdoor Recreational Fires

In order to gain feedback for a recent regulation discussion, residents were asked their opinion on outdoor fires and fire pits. The majority of respondents (60.1%) believed that outdoor fires and fire pits should be permitted with restrictions, such as distance from structures, types of materials burned, size of fire pits or fireplace, and hours of operation. This opinion occurred three times as often as the other options. Persons who believed the city should not allow fires or fire pits comprised 20% of the respondents. The remaining 20% of respondents believed that the existing burn regulations are sufficient.

Fires & Fire Pits within City Limits



Short Term Rental by Residential Status

South Haven residents were asked their opinion on short-term rentals. The choices were as follows:

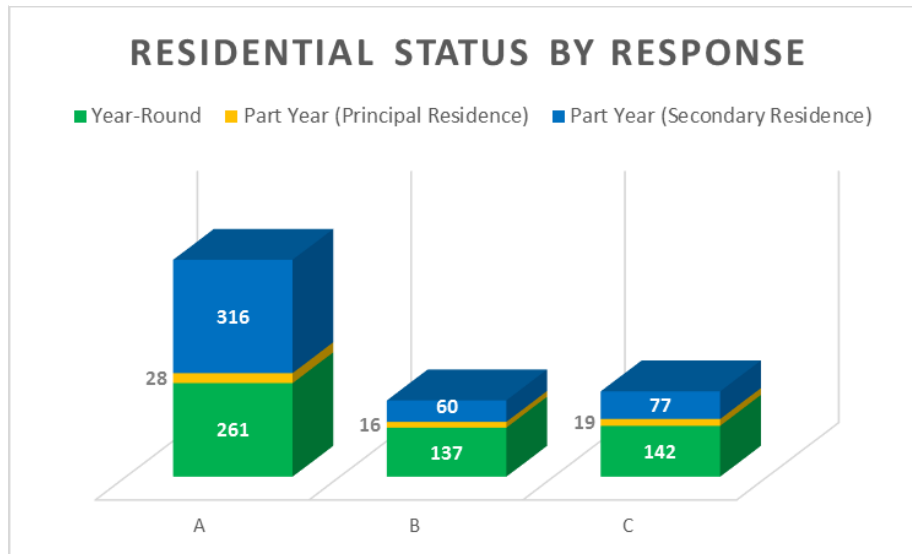
Short-Term Rentals...

A: Should be allowed in all locations of the city as they are now.

B: Should not be allowed in some locations at all.

C: Should be allowed only in certain zoning districts as a special land use and other locations without a special land use permit (by right).

Figure 1: Short-term rentals overall responses



The following results summarize the residential status for each opinion on short-term rentals. Option A was most favored by all resident types. It was the option chosen by 58.7% of participants. Option B & C were much less popular with 19.1% of participants choosing B, and 22.1% of participants choosing C.

Figure 1 shows a comparison of all answers broken down by

residential status.

Figure 2: Option A, Short-term rentals should be allowed in all locations.

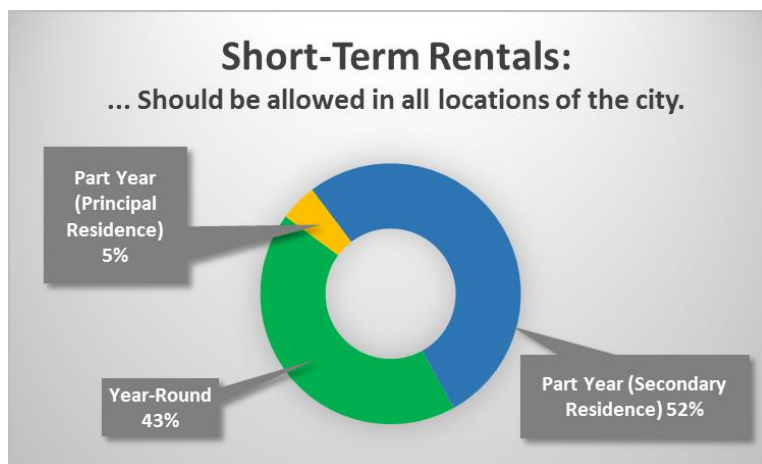


Figure 2 shows the residence status of the respondents that believed short-term rentals should be allowed in all locations of the city. This was the overall most popular response for all types of residents. The majority of respondents that chose this option, over half (52%), were part year secondary residents. Year round residents comprised 43% of the responses that chose this option. Almost twice as many of the year-

round residents that responded chose this option over the other two short term rental options. Part time principle residents made up a small percentage of the vote. Nonetheless, of the 63 part time principle residents responses that were received, almost half chose this option (28).



Figure 3: Option B, Short-term Rentals should not be allowed in some locations at all.

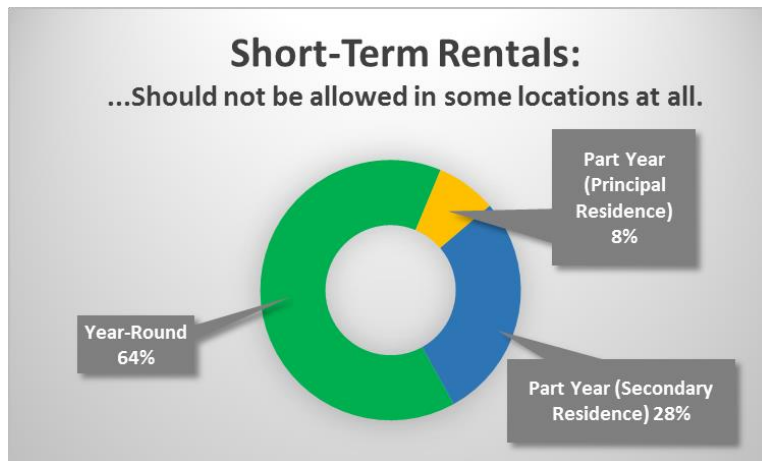


Figure 3 shows the residence status of the respondents that believed short-term rentals should not be allowed in some locations at all. This was the least popular response. The majority of the respondents that chose this option, almost 2/3 (64%), were year round residents. The percentage of respondents that chose this option was significantly less than the option to allow short-term rentals in all locations. Only 28% of the respondents that chose this option

were part year secondary residents. This was a large drop from the percentage that chose option A. As with the first option, part time principle residents made up a small number of the vote. Since many fewer year round residents and part year secondary residents chose this option, the percentage of part year principle residents is slightly higher.

Figure 4: Option C, Short-term rentals should be allowed only in certain zoning districts as a special land use and other locations by right.

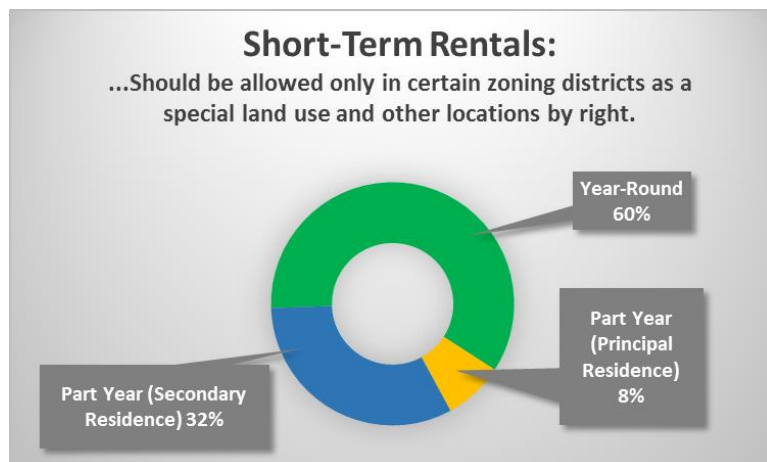


Figure 4 shows the residence status of the respondents that believed short-term rentals should be allowed only in certain zoning districts as a special land use and other locations by right. This response ranked second in popularity among the three options, though it received close to the same number of votes as option B. Similar to option B, the majority of the respondents that chose this option, almost 2/3 (60%), were year-round residents. Only 32% of respondents

that chose this option were part year secondary residents. Similar to option B, this was a large drop from the percentage that chose option A. The percentage of part year principle residents followed a pattern similar to the other two options.

Summary

The data shows that roughly the same amount of year round resident and part time secondary residents participated in the survey. A much smaller number of part time principle residents participated. The significant variation in the data was that a much larger percentage of the part time secondary residents chose option A. Roughly two times as many of the year-round residents and the part time principle residents chose option A over B or C, but over three times as many part time secondary residents chose option A over B or C. Overall, the majority of all types of residents chose option A as the most suitable option.



MAPS

