

# Boyne City Waterfront Master Plan 2006

## Introduction

Boyne City has, over the past century, gone through a series of remarkable transformations. The forest surrounding Lake Charlevoix and the Boyne River brought the lumber industry to Boyne City. Mills were established along the river and at the lake shore. The products of these mills were loaded onto ships and carried to distant locations, most notably Chicago after the fire. Other industries followed and established themselves most frequently on the lake's shore. The wetland fringe of the lake was seen as wasteland and thus was the cheapest available land. These wetlands and marginal edges were filled. Industries and businesses were established. Boyne City was on the map.

Eventually, the forests were played out as a money-generating resource. Industries such as the tannery remained until the early 1960s. The boom that accompanied the lumber industry dissipated and Boyne City settled into the role of a quiet, unassuming small town in rural northern Michigan. The forest had begun to recover some of its former glory. The impacts of logging on the river had begun to heal. The lake still was, as it always had been, a remarkable body of water. The scars it bore were not so readily apparent. Pollutants of all forms had made their way into the lake. Lumber resulting from mill waste, sunken burned out

ships and spilled loads literally cover portions of the lake bottom. Old cars were at one time simply rolled off the end of a pier into the lake. The lake and marginal lands adjacent to it served as early waste repositories. The filled wetlands and marginal lake edges could not recover. Healing by the mid-1900s was taking place but not without clear evidence of scar tissue.

The second significant wave of transformation came just as the evidence of the first wave had all but disappeared. Boyne Mountain was established in the 1950s and opened doors to a wave of tourism unprecedented in northern Michigan. The beginnings of tourist activity were, of course, already evident. The Boyne and Jordan rivers were known destinations for trout fishing. Summer cabins had begun to dot the lake's shoreline. Travel from Michigan's more populated regions was facilitated by the completion of federal and state highways. What were once long, arduous trips over bumpy, soggy dirt roads were transformed into smooth, tireless rides of several hours. The basic infrastructure of tourism in northern Michigan was in place. Boyne Mountain was well conceived and timed to take advantage of this tourism infrastructure. Boyne City found itself in the center of a regional tourist destination.

As visitors came to take advantage of these new recreation activities, they also took time to explore the natural beauty of this particular region of

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northern Michigan. The rolling hills were once again covered with forests. The rivers ran clear and cold and the lakes were a beguiling blue in the light of summer. Property became a marketable commodity, particularly along lake shores. Summer cabins and modest summer homes no longer dotted the lake shore, but rather lined the lake shore. Larger homes and estates were built; many of the original summer cabins were bought up and replaced with dramatically larger homes or multi-unit condominiums. Boyne City's second major wave of transformation culminated in a distinct seasonal economic pattern established around tourism and summer residents.

The break between the initial industrial transformation and the tourism/summer resident transformation was never absolute. Boyne City continued – and continues – to depend on industries and businesses unrelated to tourism for employment and tax revenues. These industries and businesses generally do not have the detrimental impact upon the environment as did the industries and businesses that characterized the first wave of transformation. These industries and businesses give stability and balance to the city. It is evident in talking with community leaders and citizens that some favor the promotion of industries and businesses that provide jobs and a stable presence throughout the year. It is equally evident that some favor the promotion of tourism and seek ways to increase this trade throughout the year. It is

likely that the future will be comprised of elements from both points of view. Boyne City's third major wave of transformation will be the result of how effectively the city embraces changes that will enable both of these economic generators to grow and contribute to the total health of the community.

The initial evidence that the city recognizes the need to transform itself once again can be found in the series of planning initiatives undertaken by the city. This Waterfront Master Plan is part of an effort to focus competing viewpoints into a unified vision for the extension, development, and stewardship of public and private lands along the lake and river shore lines within the city's boundaries. Further, this plan seeks to anticipate and encourage land use patterns adjacent to these public lands that transform the community in positive ways without deleteriously compromising the value, integrity and quality of those assets held in common, namely the waterfront public lands. The waterfront lands are the core physical elements in the next wave of the city's transformation. These lands are coveted equally by those who see value in building upon them and by those who see value in preserving them as open spaces. This plan represents the city's effort to balance these competing viewpoints and establish a philosophical platform on which the city can evolve and change in positive ways over the next 50 years.

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## Previous Planning Efforts for the Project Area

There has been considerable interest in planning for and managing activities related to Lake Charlevoix and to Boyne City for several decades. The scope and frequency of such efforts began to increase dramatically in the late 1990s. The earliest reports referred to as part of this study were the “Lake Charlevoix Management Plan Advisory Committee Report” dated January 1988 and an undated report entitled “Lake Charlevoix Attitude Survey” assumed to be prepared about this same time. The Lake Charlevoix Management Plan proposed these recommendations:

- Preserve fish habitat by carefully regulating activities such as dredging and filling on the lake.
- Regulate utilization of the lake surface by addressing boat density, dock and slip construction and car/trailer parking areas.
- Explore an effective system for transfer of development rights between properties.
- Create a Lake Charlevoix Watershed Commission to monitor and make recommendations in regards to activities in the watershed that bear directly on wise use of the resource.

- Establish a vertical setback for new structures of 587 feet (International Great Lakes Datum) for the base of the lowest floor.
- Establish a horizontal setback of from 100 to 200 feet from the lake, depending on the density of the proposed development.
- Maintain a 50-foot greenbelt of undisturbed vegetation around the lake.
- Use soil type and other factors to determine the optimum locations and densities of future development.
- Restrict development on wetlands.
- Prohibit property splits that create parcels without upland area suitable for development.

The Lake Charlevoix Attitude Survey presents an interesting insight in opinions about the condition and use of the lake. Approximately 30% of the people surveyed thought that clearing and development of wetlands was either “positive” or no worse than “somewhat negative”. On the other hand, 40% of people surveyed favored a uniform setback and greenbelt around wetlands that do not border Lake Charlevoix. At the time of this survey, approximately 20 years before the preparation of this Waterfront Master Plan, perceptions about the use of and protection of the lake and river were very mixed.

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The “Boyne City Downtown Development Authority Action Plan”, dated April 1997, begins to address the relationship between downtown and the public waterfront properties, most notably Veteran’s Park. This report notes that “There are few communities that rival Boyne City’s public lakefront. Yet, the experience of seeing Veteran’s Memorial Park and Lake Charlevoix from Lake Street leaves a negative impression which damages the image of the downtown.”



Of Sunset Park, the report notes that it “is an important link between Veteran’s Memorial Park and the downtown commercial district. However, it is difficult for pedestrians and cyclists to move from Veteran’s Memorial Park to the commercial district because the walkway across the bridge is narrow and uninviting, and there are no signs or landmarks to orient people...residents value the view to lake Charlevoix from Water Street (especially the “first view” at the intersection of Water Street and East Street). The view does not effectively frame Lake Charlevoix or draw people down to the waterfront. There is

potential to further enhance this view and create a dramatic lasting impression.”

The report cites a similar perception of the Boyne River. “One of the strongest assets and identifying features of Boyne City is its riverfront. The Boyne River, as it meanders through town creates a natural setting that cannot be matched.



Yet, the potential for Boyne River to be a quality natural feature and unifying thread to tie the downtown commercial district to the waterfront is largely untapped. The banks of the Boyne River through the two blocks of the downtown commercial district are severely eroded and covered with dying trees and shrubs. A commitment must be made to protect the Boyne River and reclaim it as a natural feature.”

Old City Park is described as follows. “Old City Park is one of Boyne City’s most hidden treasures. Dating back to the turn of the century, this park, with its variety of mature trees and classic gazebo is patterned after classic town squares. Its setting on the Boyne

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River further adds to its beauty. The park is used during the summer for “Evenings at the Gazebo” summer concert series. It is also used for Farmer’s Market on Wednesday and Saturday mornings during the summer and fall. The downtown could benefit from the activities in the park if there was a better connection.”

The report then goes on to address design issues and opportunities for downtown Boyne City. Parking and pedestrian access were items of particular interest to the Waterfront Master Plan. “The experience for pedestrians plays a critical role in determining whether people...will enjoy being (downtown), and whether they will keep coming back.”

The “Boyerne City Comprehensive Plan” was adopted in July of 1997. This plan addressed the city at large and only addressed water resources in the broadest terms. This plan recommended that wetlands only 5 acres or greater in size be considered when limiting development in wetland areas. Regarding water resources, this plan states that “the community’s surface water areas are extremely important natural resources.” It goes on to say, however, that “the characteristics associated with these water resources are not totally positive. Both (surface and groundwater) have the potential for flooding. The 100 year and 500 year flood levels suggest construction within the flood plain must observe certain development guidelines relative to elevations. Also, poor soils and sensitive forms of

vegetation and wildlife tend to constrain development in this area.”

Finally, this plan notes that there are approximately 200 acres of parks and open space within the city limits plus another 247 acres at the Avalanche Preserve. Citing standards prepared by the Michigan Department of Natural Resources, the plan states that “a community should have 10 acres of parkland for each 1,000 people. Since Boyne City’s 1995 population is projected to be roughly 3,800, the city should have 38 acres of parkland available for use by its residents. Given the acreage currently available, no deficiency of parkland presently exists nor is any deficiency likely to occur during the foreseeable future.”

This plan makes no reference to access, use or management of these public lands and does not distinguish between waterfront or non-waterfront properties. This plan seems to imply that a statistically abundant amount of acreage is sufficient to satisfy the recreation needs of the community.

The “Market Analysis & Implementation Strategy for Downtown Boyne City” by The Chesapeake Group, dated July 2002, focuses primarily upon very specific marketing strategies for retail expansion in the downtown core. Access to the waterfront and expansion and development of waterfront parks is identified in the report as a key to the viability of downtown. “The lakefront is of particular importance with

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gaining additional critical mass for active commercial activity within the central core area of downtown. Unfortunately, in many ways it is the most controversial because of its current use and little established quality planning guidelines. Yet from an implementation perspective, expansion of commercial activity along the lakefront, linked to the existing Water Street core, with expansion of marina activity, if the latter is possible from an environmental perspective, is of extreme importance to the sustainability of a viable commercial center in Boyne City and should be pursued.”

The plan also calls for the redevelopment of the Honeywell site, the relocation of municipal offices out of Veteran’s Park and the redevelopment of the city hall site for commercial development.

The “Master Recreation Plan”, adopted in 2003, addresses the city’s entire park system. Relative to waterfront issues, this plan calls for a focus on winter sports including ice skating at Avalanche as well as a skate park facility.

The “Boyer City, Michigan Resource Team Report”, dated April 2004, focused on downtown development. At the beginning of this report it was noted that enhancing the waterfront is only part of the solution for downtown. The report stressed the importance of tourism and recommended that winter tourism activity be increased. In summarizing

the design section of the report, the relationship between downtown and the water edges was given more emphasis as follows. “Key to enhancing, preserving and protecting the character and quality of downtown Boyne City is to focus on the community’s greatest resources – Lake Charlevoix and Boyne River. These two water bodies created the framework and form of the city as it evolved over the years. They are vital to the city’s economic base.”

The “Downtown Boyne City Market Study”, dated July 2004, was primarily focused on economic development of the downtown. It addressed the value of the downtown’s connection to the waterfront, the “lakeside resort” ambience, and the numerous festivals that bring people to the downtown and to the waterfront areas. The report suggested that the tourism market could be expanded with more use of water sports and associated demonstrations, winter sports and associated demonstrations, street fairs and markets and arts shows. This study specifically recommends that the Main Street organization “work with City and the public to develop a plan that enhances and maintains public access and strong visual connections between the downtown and the waterfront.”

The “Riverside Park Master Plan” was prepared in 2005 in conjunction with proposed work by the State of Michigan to clean up contaminated soils within the park. The plan calls for passive use with an emphasis on

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wildlife habitat development and environmental restoration of the site. This plan is being used as the model for the further development of plans for Riverside Park as part of the Waterfront Master Plan.

These plans, in general, repeatedly emphasize the potential value of the relationship between the city, the downtown and the river and lake. These plans do not, however, address how to build, strengthen and manage this relationship. By default, they pointed to the need for a specific plan that addresses the physical connection of the waterfront areas to the downtown and the community at large. The Waterfront Master Plan process has its roots in these plans and reports.

## Scope of Project Issues, Themes and Values

The scope of the Waterfront Master Plan project includes both public waterfront land along Lake Charlevoix and the Boyne River and adjacent land that is potentially subject to development or redevelopment over at least a twenty year period. Because of breadth of this scope, a broad range of issues, themes and values were raised by interested citizens, elected officials and staff. These issues, themes and values can be itemized as follows:

- Downtown to Waterfront Connection

- Lake Street: Barrier or Seam?
- Tourism/Industry
- Tourists/Residents
- Full-Time Residents/Seasonal Residents
- Broader Summer Use of Waterfront Parks
- Winter Use of Waterfront Parks
- Wetland Preservation/Ecological Restoration
- Fishing Opportunities
- Swimming
- Views of Lake
- Boaters/Non-Boaters
- Transient Slips/Permanent Slips
- Walkable Community
- Residential Density
- Parking Availability
- Open Communications
- Options/Flexibility
- Longest Term Benefit/Sustainability
- “Sense of Boyne”/Appropriate Character
- Maintenance and Stewardship

These issues, themes and values are at the core of this project and therefore have shaped and given direction to the process. These items are more fully described in the following paragraphs.

### Downtown to Waterfront Connection

All of the downtown studies called for stronger connections between the commercial core and the waterfront. It is recognized that many people



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walk up and down Water Street, but never cross over Lake Street and head out to the water's edge or further into Veteran's Park. The desire is to make this connection more enticing and thus more conducive to people having more reason to spend more time in the heart of town.

## Lake Street: Barrier or Seam?

This item has a direct relationship with the downtown to waterfront connection item. The "Boyne City Downtown Development Authority Action Plan" in 1997 clearly recognized Lake Street as a barrier between downtown and the waterfront. This perception remains. The problem is probably not just the street itself or the traffic volume, but rather the total character of the streetscape beyond the intersection of Lake and Water Streets and the lack of sufficiently enticing destinations within Sunset and Veteran's Parks to draw people into them. Lake Street needs to become a well-sewn seam as opposed to a barrier.

## Tourism/Industry

There is a concern that the Honeywell plant may someday close down. There have been and are discussions underway to encourage Honeywell to relocate to the city's industrial park. In a broader sense, there is a concern for the loss of industrial/manufacturing jobs in general, with Honeywell potentially being the most recent transition in a transition that began several decades ago. On the other

hand, the tourism industry continues to gain strength in Boyne City, considerably boosted recently by the opening of the new lodge and water park at Boyne Mountain. Jobs, the city's economy, and the character of the city itself are parts of this issue. This issue has both practical and emotional components.

## Tourists/Residents

The primary question here is whether changes and improvements, policies and planning efforts within the city are to benefit tourists or residents. People whose business benefits from tourists have one viewpoint; those who have no direct connection to tourist sometimes have another. It seems clear that tourists will be a factor in the city for the foreseeable future. It is equally clear that addressing the interests and needs of residents is the primary responsibility of the city's leaders.

## Full-Time Residents/Seasonal Residents

People living within the city as full-time residents may have different viewpoints about how the city should evolve and change than those who maintain a second home within the city. More often, the perceived issues are more about means than outlook. For example, some long-time residents repeatedly expressed the concern that rising property values, due in part to an escalating real estate market fueled by second home buyers or builders, prevented young people from this area buying a house. There is some truth to

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this observation, but it is only one facet of a much more complex economic pattern.

## Broader Summer Use of Waterfront Parks

There is a consistent but limited use of the waterfront parks on a day to day basis from spring through fall. It is special events that seem to bring



people to the parks. The farmer's market brings a weekly surge of people to Old City Park, as do concerts in the park. Festivals and shows pull people into Veteran's Park. Peninsula Beach Park bustles with activity on the 4<sup>th</sup> of July. Considerable interest has been expressed to make the waterfront parks more desirable as destinations.

## Winter Use of Waterfront Parks

Winter use of waterfront parks is very limited. The city would like to make greater use of these parks during this season and Main Street members hope that activities in the parks will boost the number of people shopping and eating downtown.



The most suitable park

for winter activities seems to be the Avalanche Preserve. Ice skating, cross country skiing, sledding and snow shoeing can all be readily accommodated here. Ice skating was frequently suggested for Peninsula or Veteran's Park. But every time it was suggested, someone spoke up about how cold it is on the waterfront during winter. The expanded use of the parks in winter is also a component of the Comprehensive Master Plan's "winter city" initiative.

## Wetland Preservation/Ecological Restoration

Wetland preservation primarily refers to upland wetlands



unattached to the river or lake. There are still wetland areas associated with Riverside Park and there are small fragments of wetlands at some road end locations. The primary concern regarding wetlands is the preservation of those upland areas that are not fully protected by current state regulations. Ecological restoration refers to any areas within the project area that can be restored to a richer, more diverse ecological condition. The best opportunities include Riverside Park, the river bank at Old City Park, a demonstration shoreline at Veteran's Park and the road end access sites.

## Fishing Opportunities

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A long-standing and valuable activity along the lake and river shores is fishing. Whether casting from shore, wading in the river or trolling just off shore, fishing is a popular activity. Fishing is also an indicator of the health of the river, the lake and the entire ecosystem. For this reason alone, creating, maintaining and stewarding conditions that contribute to the health of the fishery is valuable to everyone, regardless of whether or not one actually fishes.

## Swimming Opportunities

The swimming opportunity at Peninsula Park is used, but it is a limited opportunity. The swimming area is shallow and littered with debris. To get out to deeper water, one must go out beyond the breakwater. Finally, treated waste water is discharged out beyond Peninsula Park. This, understandably, discourages some from swimming at this park. Several people stated that swimming at

Tannery Park is quite good, but the



bottom is rocky and the site is not accommodating to large numbers of people.

There is a beach at Veteran's Park that is little known and even less used. This beach has potential for greater development and use. Young State Park offers an excellent swimming beach, but one must drive to this

location. Opportunities for swimming at the city's waterfront parks are limited, but room for improvement does exist.

## Views of Lake

It has been stated repeatedly that maintaining views of the lake is a primary interest. These statements apply to public lands and private developments. With all the discussion about attracting more people into the parks and out to the water's edge, it became apparent that many people find sufficient satisfaction in just being able to see the lake as they drive by. This observation contributes to the understanding of how valuable the lake is as a public asset.

## Boaters/Non-Boaters

A discussion about waterfront parks cannot be held



without the subject of boating being raised. There is a strong contingent of people who boat and see boating as one of the lake's primary purposes. There are others who find the number of boats and the number of marinas on the lake to be obnoxious.

There is a realistic concern that boating needs can consume all resources associated with the lakefront – land, views, fishing opportunities, lake bottom habitat and available

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monies for development. Others see boating as an economic engine that benefits the city as a whole. It is an issue that will not be totally resolved by the Waterfront Master Plan.

## Transient Slips/Permanent Slips



There is an increased demand for both types of boat slips. The cost to run the public marina exceeds the revenue generated by the facility. New private marinas, two within the city limits, are being proposed at numerous locations around the lake. The city is considering expanding its marina to help meet demand and increase revenues. It remains unclear if this is an economically viable proposal. There is no doubt that available slips, transient and permanent, bring tourists to the city and are utilized by city residents. What limits to slip development, if any, should be set is not the purview of the Waterfront Master Plan study. It is impossible, however, to not consider the ramifications that the potential development scenarios will have on the public waterfront lands.

## Walkable Community

Earlier studies for the downtown area all point to the walkable size of this area of the city. All of the waterfront parks, except for the road end sites, are within easy walking distances from the core of the city. It has been recognized that a higher concentration of people living within this core area of the city could shop, eat and recreate without the use of a car. To maintain and expand upon the ability for people to live in and explore an area by walking is a highly desirable characteristic the city would like to promote.

## Residential Density

Directly related to “Walkable Community”, there is the belief that a higher concentration of people living in the core area of the city will contribute to the viability of downtown businesses, take greater advantage of the waterfront parks and will enhance the ambience and seasonal stability of life in the center of town. Concerns generally

focus on parking for more cars and the amount of



traffic in the center of town. People also express concern about multi-story buildings sprouting in the middle of town and the loss of the city’s small-town character.

## Parking Availability

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This issue is primarily related to the downtown area. The parks under normal use do not seem to be overwhelmed by cars. Special events and festivals absorb every parking spot in town. There will be a need for additional parking in the core area of town to provide parking for employees, tourists and residents. The need is most noticeable during the height of the tourist season.



## Open Communications

It is important to all involved – citizens, elected officials, city staff, consultants – that the process by which the Waterfront Master Plan is developed is founded upon an open, broadly-based discussion of the concerns, needs and interest of as wide a spectrum of participants as reasonably possible. This is not only true for the master plan process, but will also be true for the anticipated numerous stages of implementation.

## Options/Flexibility

The master plan process has generated numerous options for development of waterfront parks. The plans will inevitably settle on one set of proposals, but these should not be interpreted as “all or nothing” proposals. The plans should be valued first for the intent and direction they represent. The specific means to physically implement and address

these intents and directions should be strongly considered because they have been developed with considerable input from and consensus of the community. Nonetheless, circumstances and opportunities do change over time and thus specific proposals for implementation should be reviewed and refined at the point when action is taken. It is recommended that the plan as a whole be reviewed and reaffirmed or amended every 5 years.

## Longest Term Benefit/Sustainability

There has been considerable thought and discussion given to the long-term benefits of all the proposals contained within the Waterfront Master Plan. It is readily apparent that there are short-term pressures to initiate changes, most notably in the private sector, that may or may not be in the city’s – and its citizens’ – long-term interests. No one’s crystal ball is absolutely clear. The Waterfront Master Plan is an attempt to organize and orchestrate public and private interests into a pattern of change that benefits the current and future citizens of this community, that conserves and restores the environment to a level of greater health and viability wherever possible, and that does not squander the natural assets and physical characteristics of the city.

## “Sense of Boyne”/Appropriate Character

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Boyer City has long prided itself on its “Home Town Feel – Small Town Appeal”. This is still true, but change is afoot and inevitable. Change is also most often incremental, with the increments sufficiently small that the alarm is not sounded until that which is valued has already been compromised – or lost. The trick is to sort out which aspects of change build upon and enhance the known qualities of a place and which create changes that undermine or compromise that which is worth keeping and conserving. There is no formula or process that ensures positive results. Attempting to prevent change only postpones it and frequently leads to less rational options in the future. Accepting any and every proposal for change as presented is also less than rational. The Waterfront Master Plan is an attempt to build upon the characteristics of Boyer City, that “Sense of Boyer”, that makes it a special, desirable place to visit, to live in, to enjoy. The plan attempts to project these characteristics into the future with direction and appropriate scale so that change and growth can occur while maintaining the essence of what is good and desirable right now. Is the plan perfect in this attempt? No, and it never could be. But it can be a positive step if the citizens and elected officials are diligent about taking action and reviewing and amending these initial steps.

## Maintenance and Stewardship

There have been numerous comments made about many aspects of common

public places – the sidewalks are not clean, the beaches have too much debris, the plant beds are weedy or dry, the trees need pruning, and so on. Boyer City has small-town capabilities from a staff and budget standpoint with responsibilities, particularly during tourist seasons, that are considerably greater than would normally be expected. As public parks are enhanced and more richly developed, maintenance requirements will only increase. Simply put, the enhancement of the waterfront parks should not take place without the means provided to adequately maintain them. The long-term benefits of providing such maintenance – and care – will be justified by the use and appreciation of these public assets. But it is difficult to anticipate this benefit over the voices of those who do not want to spend public funds in such manners.

Stewardship is a level of responsibility above that of maintenance. It applies most directly to Lake Charlevoix, the Boyer River, the upland wetlands that contribute to water quality, to wildlife habitat and to public spaces that embrace these natural assets that define and characterize Boyer City. The city should be a leader and a coordinator in a constant effort to conserve and nurture these unique, invaluable assets.

Project Area

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## Tannery Park

Tannery Park is a narrow slice of waterfront located on the southern shore of Lake Charlevoix at the intersections of Front, Division, and Sidney Streets. The site, 0.8 acres in size, has a rocky beach and reportedly good water for swimming.



These parks occupy both sides of the mouth of the Boyne River as it enters Lake Charlevoix. Together, these parks offer the longest continuous public waterfront along the lake within the city limits. Together they are 17.4 acres in size. These parks are located directly across Lake Street from the downtown area.

## Peninsula Park



Peninsula Park is located just west of the intersection of Front and Main Streets, next to the Harborage Marina. 7.3 acres in size, it currently is used for swimming and volleyball. The beach area has a small set of play equipment for children. A pump station for sanitary sewage is located on site. Gravity feeds to this location are pumped to treatment facilities near the airport. The treated effluent is currently released several hundred feet offshore from Peninsula Park.



Within these parks are currently located City Hall, a fire station, the Department of Public Work garage, the Chamber of Commerce building, a public marina, a transient dock, a ballfield, a substantial playground, a picnic shelter, and Veteran's memorials. These park sites are the primary locations for numerous festivals and events held each year.

## Sunset Park and Veteran's Park

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## Boat Launch

Located on Lake Street approximately 1100 feet north of Veteran's Park, the Boat Launch currently has 2 boat ramps and parking for approximately 52 vehicle/trailer combinations. The parking lot is frequently full at the height of boating season.

## Old City Park

Old City Park, 1.5 acres in size, is located along the Boyne River and is bounded on three sides by Park, River and East Streets. This park is the oldest park in the city and at one time contained examples of all native trees growing in the region. A tornado several years ago destroyed or damaged many of these trees. Time, also, has taken its toll. The park has a gazebo where weekly "concerts in the park" are held and it accommodates a very popular weekly farmer's market along its River and Park Street edges. The river's edge is a popular destination, so much so that it has been trampled down to dirt and rock. The Friends of the Boyne River organization have targeted the restoration of this section of river bank as one of their next projects.

## Riverside Park

Riverside Park, 7.0 acres in size, is a former landfill site that is publicly

owned but not currently used in any substantial way as a public park. There is a boat launch for small boat access onto the river. The site looks out over a former mill pond, offering wonderful views of the river. Extensive wetlands can be found in the park and along the river's edge. The State of Michigan will conduct a clean-up of the land fill areas within the park boundaries.

## Road Ends

Road Ends are public right-of-ways that terminate at the lake's edge. There are 5 such sites included in the Waterfront Master Plan. They are located along the north shore of Lake Charlevoix at, from west to east, Woodland Drive, Shady Lane, the intersection of Bay and West Streets, the intersection of Bay and John Streets, Charlevoix Street and Lower Lake Street...

Most road ends are 66 feet wide; Shady Lane is only 33 feet wide. Most have a modest slope toward the lake, although the location at Bay and John Streets has a substantial drop down to the lake. Many of these sites have been encroached upon over the years by adjacent property owners. Storm water systems are associated with all but the Shady Lane site.

## Project Goals

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The basic objective set forth by the city is to develop a comprehensive waterfront master plan that will more firmly define and establish the relationships between the waterfront and the city at large and guide the development of public waterfront lands. The project goals are:

1. Conduct a planning process that includes a significant public outreach program that offers residents multiple opportunities to guide issue identification, waterfront vision alternative development and, ultimately, final vision formalization and validation.
2. Identify and define a long-range vision for Boyne City's waterfront through a collaborative process with participation by a broad cross-section of community residents and leaders.
3. Protect, enhance and bring attention to the prime natural resources – Lake Charlevoix, the Boyne River and their associated ecological system.
4. Develop plans for existing waterfront parks sites that provide a variety of opportunities and choices regarding recreation, tourism, commercial and other water-dependent activities in an environmentally sound manner.
5. Study and propose land use patterns of properties potentially subject to redevelopment that are

adjacent to existing waterfront parks that support and sustain a complete vision for the City's waterfront.

6. Strengthen linkages between the downtown area and the waterfront.
7. Strengthen linkages along the waterfront.
8. Strengthen opportunities for public access to the lake and to the river.
9. Develop plans that, individually and collectively, enhance the quality of life for the community at large.
10. Protect upland wetland areas from the impacts of development.

## Rationale for Project

### Quality of Life

Lake Charlevoix and the Boyne River have a significant influence upon the quality of life in Boyne City. These natural resources contribute a unique character to the City. The ability to simply see or get near these bodies of water is, in many ways, a sufficient relationship for many people. The opportunity to see and fully sense these bodies of water is a subtle, sublime sensation. This sensation is vigorously defended by residents and eagerly sought out by visitors. It is much easier to state that Lake Charlevoix and the Boyne River have recreational, economic and environmental value.

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But the quality of life represented by a view of the water, by a walk near the water's edge, or simply the knowledge that these dynamic natural features give shape and character to this place should not be underestimated.

## Recreational Opportunities

The waterfront parks and access sites along Lake Charlevoix and the Boyne River offer a multitude of recreational opportunities. Individual sites offer many activities such as play areas for children, picnicking, and volleyball. Water-related activities include swimming, fishing, kayaking, canoeing, and boating. The linear nature of the waterfront allows opportunity for activities that often conflict with others in a traditional park setting. This linear arrangement of parks, along with the connecting corridors between them, provides more apparent open space than a typical park due to its proportionally higher amount of linear edge. Hiking, strolling, bicycling, rollerblading, bird watching, running and many other outdoor pursuits can be accommodated within the linear configuration of the waterfront parks. Ultimately, as waterfront parks and corridors are linked to upland park sites and corridors, the system of parks, trails and facilities will be quite comprehensive, especially for a community of Boyne City's size.

## Economic Benefits

It is quite obvious that waterfront properties typically have marketable

values at rates significantly higher than non-waterfront properties. The economic benefits that are less evident are the benefits that public access to these water bodies enhances throughout the community. For example, a view of the water that is held by a single multi-unit residential project benefits only the people who live there and provides to the public an annual amount of tax revenue. An open public park that frames a beautiful view to the water benefits everyone who lives in or visits the community. Tourist dollars are spent and taxable values increase because those bodies of water, accessible to all, make Boyne City a desirable – and valuable – place. Further, properties adjacent to public waterfront spaces will ultimately be valued essentially as if they were waterfront properties. Thus, maintaining and expanding public waterfront lands adds economic value to the entire community, virtually in perpetuity, without any significant loss of taxable value they would hold if privately developed.

Direct economic benefits of waterfront park development will largely depend upon the amenities offered and implemented, the ease of accessibility, the levels of use, and the degree of maintenance given to the parks. The greater the amenities provided and the heavier the potential use, the greater the direct potential economic benefits are likely to be.

The lake and river fronts are tremendous natural assets to Boyne City. Their environmental integrity

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and accessibility to the public will ensure their role as sustainable economic generators.

## Environmental Quality

The quality of the amenities offered by Lake Charlevoix and the Boyne River are directly



linked to water quality and the health of their ecological systems. There is no doubt that past activities have compromised or destroyed certain aspects of this system, most notably wetlands. There are opportunities within the scope of this project to develop greater depth and diversity within the waterfront landscape, to create or enhance wildlife habitat, to restore degraded water-side edges, and to improve water quality through more comprehensive storm water management. Such efforts not only build the integrity of these natural resources, but become themselves amenities to be enjoyed and appreciated.

## Pace of Change in Project Area

The pace of change in Boyne City at large has not quite kept up with projected rates cited over the past ten years. However, the pace of and pressures for change along waterfront areas have moved at significantly higher rates. Property values and

demand for waterfront residences and boat slips fuel the impetus for change. Boyne City recognizes the pressures at hand. The Waterfront Master Plan is an effort to define the extent and character of public lands along the waterfront and guide and coordinate private development and redevelopment initiatives in such a way that public and private interests are served in mutually beneficial ways.

## Planning Process

### Planning Approach

Significant efforts were made to seek input from and involve citizens of Boyne City in the Waterfront Master Plan planning process. The initial efforts were focused upon gaining insight into and understanding of the issues, opportunities and concerns as perceived by people who live and work in the community. Later input sessions focused on the community's response to preliminary plans. The sequence of steps taken during this planning process is detailed as follows. The full notes resulting from these interviews and meetings can be found in the appendix.

### Interviews and Correspondence

Individuals were interviewed over a two month period of time. There was effort made to meet and talk with people from various backgrounds. The

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intent was to identify issues, opportunities and concerns as they perceived them and to simply engage them in the process. Twenty-four individuals were interviewed. Additionally, five other people emailed or mailed comments. These interviews identified the basic issues and many of the pros and cons of each. They also gave insights into what type of directions and solutions might meet with favor and support. They also demonstrated that a certain level of dissatisfaction and mistrust existed between some citizens and the city government in regard to the openness and responsiveness of communications between them. The effort to approach people and meet them more than halfway to gain their input seemed to be a positive and appropriate means to gain an understanding of the views and interests of the community.

## Open House at Planning Department – April 29, 2005

The Planning Director requested that the consultants be available for 3 hours to answer questions about the newly initiated waterfront planning process. Several people did stop by and expressed interest in a shopper's dock atop the old pilings at Water Street and establishing wildlife habitat and expressed concern over the 3 marina proposals. They noted that Veteran's Park is used heavily for 4-5 weekends

in the summer, otherwise lightly, and that it can be a cold, windy place.

## Michigan Economic Development Corporation Presentation to Main Street Members – June 7, 2005

As an observer, several points relative to the waterfront planning process were noted. Business owners are concerned about the seasonal aspects of business in Boyne City. Better connections between the lake and the downtown and more use of the river for recreation and as an amenity are desired. The group agreed that a goal of 100 new residential units in the downtown area is desirable and feasible.

## Planning Commission Presentation – July 18, 2005

This presentation identified progress to date and was used to gain input from Commission members. Members suggested that Veteran's Park become more of a destination. They feel the seawall and heavy rip-rap deter access to the water and discourage use of the waterfront. They noted that swimming is limited due to heavy amounts of debris on the lake bottom. It was noted that considerable improvements and positive steps have been taken since the 1980s to improve the parks and the downtown area.

## Main Street Board Presentation – July 19, 2005

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This presentation identified progress to date and was used to gain input from Board members. Members stressed the need for the parks as destinations and for better pedestrian connections between downtown and the waterfront. Members generally favored more attention for boaters, including means to transport them from docks to downtown. They suggested a boardwalk over the rip-rap at the lake edge. The Honeywell site was discussed. The discussion ranged from preserving jobs to acquiring at least the lakeside portion for public use. They also suggested moving City Hall away from the waterfront.

## City Commissioner's Work Session – July 26, 2005

This work session was focused on giving input into the waterfront planning process. Commissioners expressed interest in balancing access to the waterfront for residents while promoting and building upon the benefits that tourists and boaters provide. They stated that Veteran's Park needs to become more of a destination and that each park should be designed to emphasize its unique character. Linkages of waterfront sites were emphasized. Mr. Douglas offered his proposed Sesquicentennial Waterfront Project for consideration. This included a structure at the point (over the old pilings) at Water Street, a monument and a canoe and kayak landing.

## City Commission Regular Meeting – August 9, 2005

The consultant attended this meeting to observe discussion about marina proposals and the Devlon project. Commissioners and members of the public exchanged thoughts about boat slips, fishing, transient users, views to the lake, the amount of parking in Veteran's Park and a "chicken cooking" spot for Rotary in Veteran's Park.

## Steering Committee Presentation – August 18, 2005

The project analysis maps were reviewed in great detail to identify issues, opportunities and concerns over the whole of the project area. The number of comments was extensive and served to give much more focus to the development of preliminary plans.

## Public Input Meeting – August 22, 2005

Participants at this meeting focused on many park and land use issues. They encouraged maintaining public access to and views of the lake. They see a need for stronger pedestrian connections between downtown and the waterfront, as well as linearly along the waterfront. They expressed concern over marina development within the river mouth harbor. They would like to see the Fochtman site redeveloped and better access to and linkages along the river created. They are concerned about the lack of

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affordable housing, about increases in traffic and growth in general. The “don’t want to be Petoskey”. This session lasted approximately 2 hours; considerable input and discussion took place.

## Comprehensive Master Plan Public Input Sessions – October 13 and October 25, 2005

Mark Robinson was asked to lead these sessions that focused upon the city-wide comprehensive master plan. These sessions provided some opportunity to explain how the two master plans will be combined. Comments from participants were helpful in understanding city-wide issues and their connections to the waterfront planning process.

## Parks and Recreation Commission Presentation – November 16, 2005

Commission members were presented with preliminary plans for the waterfront sites. Commission members noted a need for irrigation at Old City Park, the need for a kayak/canoe pull out in the harbor, and the need for enhanced management of park properties. They noted that development of parks as proposed would be a “paradigm shift” for a small community like Boyne City and that such a shift would require a significant expansion in maintenance and management capabilities.

## Steering Committee Presentation – January 5, 2006

The full preliminary plans were presented to the Steering Committee. The committee found much to favor in the plan options presented. They favored expansion of the public waterfront into the Honeywell site and were open to moving City Hall out of the waterfront area. One suggestion to relocate City Hall to Old City Park, after initial dismissal, was considered strongly in favorable terms. There was a request to investigate rack storage of boats. The interactive fountain and water features in general were supported. A shopper’s dock on the south edge of the harbor was not viewed positively. Generally, the plans were enthusiastically received for the broad scope and creative concepts. Significant useful input was received to refine the plans into final proposals.

## Main Street Board Presentation – January 5, 2006

The full preliminary plans were presented to the Board for their input and comment. Board members liked the pedestrian connections between the downtown and the waterfront and they positively received the redevelopment options that emphasized residential units in the center of town. They asked numerous questions about how the plans will be implemented and utilized over time.

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## Town Hall Meeting and Goal Setting Session – January 12, 2006

The preliminary plans were put on display during this meeting. Mark Robinson was available to answer questions. Goals resulting from the meetings included more pedestrian-friendly development, moving the Department of Public Works out of Veteran's Park, implementing park improvements and relocating Honeywell to the Industrial Park.

## Public Input Meeting – January 18, 2006

The full preliminary plans for all sites and adjacent land use zones were presented for discussion. The comments, questions and suggestions were numerous and very helpful. They can be summarized as follows:

### **Tannery Park**

1. How might ice affect the proposed permanent structure?
2. Would boats be docked on that structure?
3. Area is well used; lots of kids and dogs swim in that area. Would jet skis adversely affect swimming?
4. Kayaking is one of the fastest growing water sports. How about not using this area for jet skis but designating it for kayaks and canoes?

5. There is not enough parking here if more people are drawn into the area.
6. Support for the trailhead was given. Point was made that this land is currently privately held.
7. Could fishermen use this dock?
8. The shape of the boardwalk structure in the bay allows for a division of activities. For example, there could be both a safe swimming area and a place for watercraft of some type.
9. Correspondence was received by the City from homeowners in this area who are already concerned about blocking view corridors.
10. It was agreed that maintaining view corridors is crucial.
11. Support was expressed for the dock going out into the water because the lake bottom in the more shallow area is not good – lots of rock and muck.
12. Question was raised about experience with fire pits. What happens if more people want to use these features than you have parking? There was general support for the idea that something to do on the beach in the winter is a positive concept and that usage could be controlled by requiring a city permit.
13. The point was made that a lack of restrooms here will naturally limit use.

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14. Dan Reed stated that over-usage of a city park would actually be a good problem.

## ***Peninsula Park***

1. Where is the parking and for how many cars?
2. The opinion was expressed about not moving the children's playground.
3. Regarding the proposed buildings, one resident of the adjacent neighborhood expressed the opinion that his neighborhood has been looking forward to having the existing buildings removed so that the view to the water and horizon is restored. He would not like to see new buildings proposed there. However, if buildings or shelters were built, he would like for them to be as whimsical as those shelters proposed for Veteran's Park.
4. The comment was made that the roofed gazebo/structure proposed would offer shade for picnics.
5. Could the proposed skateboard court be used for winter ice skating? The consultant's point that while it would be within the realm of feasibility it might not be practical due to the size and relative immobility of the skateboard park equipment was understood by the audience.
6. Concern was expressed that the play structure might be too close to the street.

7. The pavilion proposed next to the play structure is a positive feature.
8. The proposed fire pit is ideal for this park.
9. Would the ice rink proposed here eliminate the one at Avalanche?
10. Wind is a factor to be taken into consideration if the ice rink is located here but the addition of a windbreak of some type such as a decorative canvas would help.

## ***Road End Parks***

1. Great enthusiasm was expressed for all of these ideas. There are endless possibilities for implementation such as neighborhood groups, Friends of Boyne, and the school system. Throughout Michigan many Road Ends have been lost. It is important to this community to save/reclaim these. These plans make it clear that these are public access points.
2. Good idea to allow better access at all these points, particularly for kayaks.
3. Would Woodland Drive Road End be a joint project with Evangeline Township?
4. Bench swings are a good idea but so are glider swings. Another possibility is the conversion of old chair lifts available from Boyne Mountain.

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5. Parking spaces are of value in these areas. Potential problem of over-usage could be somewhat controlled by the number of parking spaces provided.
6. Mike Cain expressed the need to remain sensitive to varying lake levels over the years and to storm water management as a component of road end parks.
7. It was generally agreed that there is no good potential for a boat launch area in any of these parks due to lack of space and parking in general.

## ***Riverside Park***

This was described as a very naturalistic park. Remediation of soils will take place this summer after which native Michigan vegetation could be restored over time. There is good bird habitat and the site is a good one for conservation education.

1. The concept was generally described as exciting.
2. There was considerable discussion about the proposed 5-story residential buildings, including the following questions and comments:
  - Could the buildings be 3-story instead of 5-story?
  - This would be a good location for housing for the elderly.
  - Undeveloped public space should extend all the way to East Street.

- This would bring desired density to the city center.
  - Could these buildings be of mixed commercial and residential use?
3. Is there information leading us to believe that Consumers might vacate this property at some point?
  4. What types of funding are available for picking up additional park spaces?

## ***Old City Park***

1. The opinion was expressed that the Farmer's Market could be moved to another location as it's too crowded. The opposing viewpoint was also expressed; crowds can be inviting.
2. It was stated that this property was donated to the city for the purpose of being a park. Therefore City Hall should not be moved there. Support for relocating City Hall to this location was also expressed.
3. The question was raised as to why City Hall had to be on valuable property. The opinion was expressed that the prime waterfront spots should be for the citizens, not for the employees.
4. Does the city own the old auto parts store? If so, why couldn't City Hall relocate there? If Honeywell moves and that property is acquired by the city,

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couldn't City Hall move across the street?

## ***Sunset Park to Boat Launch and Veteran's Park***

1. Is it the intent to change the present use of Veteran's Park? The only usage change would be the ballfield moving to Rotary Park. Otherwise, the basic park uses would remain the same. Comments and questions concerning the ballfield included the following:
  - Could the ballfield remain but be upgraded similarly to those at the Petoskey waterfront park?
  - A parent of three children who have played games at that field stated that it is a cold, windy site for baseball.
  - Another parent stated that it had been a good site for his children.
2. One person expressed a preference for the option with the loop road going all the way through the property. He stated that most of the time the weather doesn't allow walking.
3. The present location of the pavilion is limiting.
4. Support for the shoppers' dock was expressed by one person.
5. If these ideas are adopted, how will the project(s) be funded?

6. Is there a real chance to acquire Honeywell? If so, what would keep the Honeywell property from becoming a residential project like Devlon?
7. Has a cost estimate been developed for this master plan? Are we pipe dreaming or is this realistic? These questions led to a discussion of core values, aspirations and vision for long range planning.
8. One member of the audience stated that the tax rate is too high now. He perceived rising taxes as a result of the implementation of this master plan.
9. There was considerable discussion about the proposed roundabouts.

## ***Wetland Regulations***

Proposed regulations that reduce the area of regulated wetlands to one-quarter acre were handed out. There was very little discussion but the consensus seemed to favor such regulations.

## ***Department of Water Quality Presentation - February 7, 2006***

Mark Robinson met with Christy Fox to present and review the plan options before they were refined into final proposals. Ms. Fox's comments can be summarized as follows:

1. The structure extending into the lake at Tannery Park may

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- be too long to permit. The consultant should contact the DEQ division responsible for permitting of such structures to determine applicable limits.
2. The department in general discourages parking near the prime resource, in this case, Lake Charlevoix.
  3. There was quite a bit of discussion about options at Veteran's Park. Initially, Ms. Fox did not favor the loop road option. As discussion continued, however, it became apparent that the loop road was not so objectionable as long as sand was not blowing up and covering the road or parking. Further, wide expanse of lawn should not be the primary character of the park. Topographic variation, broader and more diverse use of vegetation, and an emphasis on drawing people to the lake are all desirable. "Visual interest and variety" were emphasized.
  4. Ms. Fox liked the large fountain at the edge of the lake.
  5. Ms. Fox spoke favorably of the proposed roundabouts, noting that their introduction into a situation in her own community produced favorable results.
  6. Ms. Fox suggested that more benches be shown at Veteran's Park.
  7. The introduction of storm water management features as integral parts of the parks was viewed favorably.
  8. The ultimate acquisition of the Honeywell site for purposes of public recreation was viewed very favorably.
  9. Relocating City Hall away from the lakefront was viewed very favorably. If it is potentially relocated in the Veteran's Park area, every effort should be made to site it in such a way as to minimize the loss of visual access to the lake.
  10. Ms. Fox suggested talking with Bill Swanson, a planner with Elmwood, about Elmwood's marina operation. Apparently, this is a financially successful operation.
  11. Ms. Fox noted that the state's approval of the master plan will in no way represent approval of any regulated activities. Permits for regulated activities will have to be obtained as required by law. Mr. Robinson noted that no expectation was made of blanket approvals for future construction projects or any change requiring a permit. The master plan is intended to explore ideas, push limits in a responsible manner, and establish visions and goals that encourage and are supported by the community. This was noted as an acceptable approach to the project.
  12. Ms. Fox noted the primary objective in funding the project is to "increase public access to the Great Lakes on a recreational basis."

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In general, the plans were received very favorably. Mr. Robinson will advise Ms. Fox of any substantial changes prior to completion of the final document.

## Relation to Marina Development Initiatives



During the entire course of this planning process, three marina construction or expansion projects within the core area of town have been under consideration. Two additional potential marina projects were made evident in 2006 in the Advance area. The three proposed projects in the core area of town include the One Water Street private facility, the Devlon private facility and the expansion of the public marina at Veteran's Park. First, it should be stated that it is not within the scope of the Waterfront Master Plan to recommend, define or otherwise decide if and/or to what extent these marinas should be developed. Secondly, it is necessary to at least consider the ramifications of such developments as related to the waterfront areas.



These considerations have proceeded as follows. All of these projects contribute to the visual spectrum of the lake, positively or negatively depending on one's viewpoint. If one is an avid boater and boating activity is a passion and joy, more boats and more docks are a visual aesthetic. If one is not such an avid boater, one would find that the boats and docks are visual clutter that are a blemish whether viewed from lake or land. There is little room for compromise between people who hold these opposing views. Apart from the visual aesthetic question, there is little within the scope of the Waterfront Master Plan than can be done to limit or shape the two private projects. The one exception to this involves the marina proposal at One Water Street. There appears to be an opportunity, although the city may already have passed on this option, to combine private and public slips at this proposed marina. This has merit for several reasons. First, public transient docks at this location would have the most direct link to downtown, thus fulfilling a repeated objective in market study after market study. Second, it may be considerably less costly to share

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development costs rather than expand independently and bear the entire cost. Third, public use of a portion of this proposed marina could reduce the pressure on the public marina and Veteran's Park itself to try to satisfy the seemingly endless demand for slips. Finally, if some additional demand for public transient and permanent slips can be met at private or jointly financed facilities, the expansion at Veteran's Park can be minimalized and the views to the lake in this area would remain, in the eyes of some, uncluttered.

Planning for the expansion of the public marina has essentially proceeded to a point where one proposal, if expansion goes forward, seems to have risen to the top. This is the proposal that builds a new breakwater essentially parallel to the western-most edge of Veteran's Park and then wrapping around into the existing harbor. The park will see impacts of such development, primarily in parking requirements and in the views to the harbor and the lake. One alternative to expansion of permanent slips at the public marina that was considered in the waterfront planning process at some length was the enhancement of the public marina as a primarily transient facility. The merits of this option are first, not having to physically expand the marina to the extent of current proposals, thereby reducing costs and impacts, visually and environmentally, to the harbor and the lake bottom. Secondly, the marina could

concentrate on being an exceptional transient facility and not attempt to meet demands for permanent slips that over time can never be fully satisfied. Third, monies from organizations such as the Waterways Commission are available for facilities that focus on transient facilities. This could substantially reduce development and ongoing maintenance costs.

One further boat storage question that was investigated was rack storage. Manufacturers were contacted and basic parameters for minimally viable facilities were determined. Areas within and outside the parks were studied to see where such a facility could fit. Within the project area, a suitable site could not be located and the option was tabled.

These considerations aside, the waterfront planning process primarily focuses on the land from the water's edge back. These marina options will be considered and responded to accordingly. They can be accommodated within the scope of the plans. The plans will not be substantially influenced if any or all of the marina expansion plans fail to materialize.

## Conclusion of Planning Process

With all of the input received and with further direction from staff, the plans were refined into final master plan proposals. These were presented to the staff for review and then to the Parks and Recreation Commission, the

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Planning Commission, the Main Street Board and the City Commissioners for review and consideration of adoption. All of these commissions and boards unanimously adopted the plan. The City Commissioners adopted the plan on May 9, 2006.

## Inventory

### Current Land Uses

Tannery Park and the Road End sites are completely surrounded by residential uses. All other sites within the project area are surrounded by a combination of residential and commercial, industrial or other non-residential uses.

### Park Properties

All park properties except Riverside Park, which is undeveloped, are maintained as relatively open sites covered by large expanses of lawn. Tree cover ranges from moderate in Old City Park to minimal in Veteran's Park to virtually non-existent in the other park sites. Veteran's Park and Peninsula Park seem to have parking areas far in excess of normal needs. As noted previously in reference to an earlier study, the extent of parking and vehicular access at Veteran's Park is more a distraction than an asset.

### Vehicular Circulation

All of the major park sites are readily accessible by major streets except for Riverside Park. Riverside Park, bordered by Spring Street and the river, is essentially an "out-of-the-way" location unrecognized as a park by most residents and tourists alike. The Road End sites are tucked within neighborhoods and typically known only by local residents. They can become more readily visible and accessible when they are developed and identified with a unified signage system.

### Pedestrian Circulation

It is possible to walk from Tannery Park to Veteran's Park on public walks and within public pedestrian easements through private residential properties. The route is not clearly identified and in some segments is very circuitous. The city has recently extended pedestrian walks along Front Street within the Harborage development. Old City Park is well connected to the city block grid of sidewalks. Riverside Park is not currently connected to any walk or trail system. The Road End sites are accessible via the road network of which they are a part, but there are no walkways associated with these roads. Finally, there is not a trail system that connects other parks within the city's system to the waterfront. Opportunity for such trail connections does exist.

### Utilities

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Water and sanitary sewer are available at the major park sites. The sanitary sewage treatment facility at Peninsula Park has been dismantled and relocated to a site near the airport. A pump station is the only remaining visible component left at Peninsula Park. Veteran's Park also has a pump station structure near the mouth of the river. Water service and sanitary sewer are primarily needed at Veteran's, Sunset and Peninsula Parks. Limited service is desirable at Riverside Park.

## Land Use Controls

The city's zoning ordinances are the primary land use controls utilized by the city.

## Development Trends

Along the waterfront and particularly along the lake shore, vacant properties are essentially nonexistent. Smaller, older lakefront homes are bought, demolished and replaced with much larger homes. Redevelopment opportunities, such as that represented by the Devlon project, most typically focus on multi-unit residential at as high a density as regulations allow. There is also a trend to combine commercial and residential uses in 2-3 story low rise structures. This is appealing as a means to introduce higher densities within the city's core area without consuming large portions of land. Parking does pose the one significant challenge to this type of development.

## Winter Activities

Winter activities in the waterfront parks are very limited. Cold winds blowing off



the lake can make the waterfront uncomfortable. Several people commented that ice skating would be better sited somewhere off the lake front. The potential does exist for walking (cleared paths), cross-country skiing and winter-oriented festivals and events. The Avalanche Preserve is well-suited to accommodate a broader range of winter activities.

## Relation to City-Wide Master Plan

The Waterfront Master Plan is a key component of the city-wide Comprehensive Master Plan. The Comprehensive Master Plan is being prepared by the Boyne City Planning Department. The Waterfront Master Plan has taken into account factors already identified in the Comprehensive Plan process. In turn, the Waterfront Master Plan will signal and give direction to certain aspects of the Comprehensive plan. These plans are intended to be merged as a singular plan to guide change and development patterns for the city as a whole.

## Environmental Systems

A comprehensive inventory of the natural systems associated with the lake and the river was not part of this

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project. It is known that all wetland areas along the lake shore line were filled in decades ago and indeed are the lands now called waterfront parks. It is known that the Riverside Park site was used as a landfill and that harmful waste products are finding their way into ground and surface water from this landfill. The State of Michigan is scheduled to remove these harmful materials in 2006. It is known that there are significant upland wetlands that intercept overland flow and serve as ground water recharge areas. It is also known that current regulations have not prevented such wetlands from being incrementally filled for new construction. There are wetlands associated with the Riverside Park site. The integrity of the native vegetation in these wetland areas is threatened by the presence of exotic invasives, most significantly Purple Loosestrife. It is known that the course of the river has been changed several times dating back to the lumbering era, but also in relatively recent times. Finally, it is known that the lake bottom is strewn with all sorts of debris, particularly wood from mill operations and burned, sunken ships.

Thus, the natural environment within the waterfront parks is relatively sterile. There is little of the richness and diversity of flora or fauna that can be associated with water side zones. That fisheries still exist, that minks or otters are observed from shore at Veteran's Park and that native vegetation, particularly in low water periods or in limited marginal edges,

can be observed attempting to assert itself gives hope that a degree of richness, diversity and ecological integrity can be restored within the waterfront park areas.

## Environmental Regulations

State of Michigan wetland regulations are the primary source of environmental regulations. The city ordinances are not as stringent as those in use by surrounding townships.

## Inventory Summary

A set of maps was prepared that photographically documented the general character and points of interest within the waterfront parks. These maps were used, along with analysis mapping, to provide reference points during public input meetings and to stimulate discussion about the attributes and usage of the park sites.

## Analysis

The waterfront zones along both the lake and the river present both opportunities and obstacles. None of the obstacles are insurmountable; the opportunities are clear and achievable. The analysis mapping graphically depicted areas of concern, opportunity sites and locations, connections or lack of connections, and various needs and constraints. The key points emphasized in the analysis are itemized below.

## Tannery Park

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- Limited area for facility development
- Limited vehicular access
- Potentially suited for highly specific facility
- Potential for boat docks, jet ski destination?
- Other water uses
- Bike lane can be continued along Lake Shore Road
- Potential for pedestrian, bike, and snowmobile access to Avalanche and Advance

## Corner of Front and Division Streets

- Open area suitable for development
- Used as location for Boyne City identity sign
- Potential as public open space?

## Harborage Along Front Street

- Building closer to water than desirable
- Water quality concerns due to lack of vegetative buffer
- Pedestrian and bike lane access along road should be maintained and/or developed
- Access could be enhanced with wider surface, identification and wayfinding signage, and shade
- Some streetscaping may enhance without blocking views
- View corridors (and private access to beach) should be maintained

- Benches could be incorporated along public pedestrian access

## Harborage Marina and Parking Lot

- Existing pedestrian access easement through marina
- Excellent location to view boats
- Water quality concerns due to lack of vegetative buffer between parking lot and lake
- Bike lane and pedestrian access along road should be maintained and/or developed

## Peninsula Park

- Parking underutilized majority of time
- Volleyball courts rarely used
- Area is relatively flat and suitable for many types of recreation and open space development
- Views to lake need to be maintained
- Links to downtown and Sunset Park are needed
- Lake bottom is littered with old debris
- Water's edge contaminated with bird droppings
- Sand could benefit from more frequent maintenance
- Undistinguished relationship between beach and rest of park
- Existing public pedestrian access leading north out of park compromised by signs indicating private property

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- Public pedestrian access through private properties should be clearly indicated and appropriately signed
- Enhance and encourage pedestrian access to park

## Intersection of Front and Main Streets

- Pedestrian and bike lane access abruptly end
- Awkward intersection for vehicles and pedestrians alike
- Stronger, continuous connection to downtown needed
- Weak introduction to downtown area

## Downtown and Sunset Park

- Strong linkage needed between Peninsula, Sunset and Veteran's Parks
- Such linkage is an opportunity to address relationship to commercial development
- Block bounded by Front, Main and Lake Streets is a redevelopment opportunity
- Water Street/Lake Street intersection is the place where people stop, look at lake, look right, look left and then turnaround
- Little incentive to explore further
- Views to lake hindered by Chamber building, parked cars, plantings and signs
- Obvious and enticing links to water are not readily apparent

- Water Street thrives during the summer; reasonably busy but less vibrant during winter months
- North side of river is constrained by buildings and parking lots
- Access along river and wider buffers are desirable
- River Walk is well executed but little used
- Visibility limited
- Both ends lead to nowhere
- Pedestrian access across Park Street between riverwalk and Old City Park is functional but not gracious
- Lake Street is generally a barrier between the lake and all areas to the west
- Businesses located north of Water Street are not types that take advantage of relation to lake
- Marina/harbor very active during boating season; virtually lifeless otherwise
- Harbor and mouth of river are tremendous natural resources
- Marina expansion seen as necessity by some; disaster by others
- Fishing highly valued both from shore and boats
- Potential conflicts between more boaters, fishermen and kayaking/canoeing

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## Veteran's Park

- Park is well suited to numerous events – carnivals, festivals, flea markets, art show, etc.
- Park is poorly suited for day to day use by residents or tourists
- Undefined space, limited facilities, no winter focus
- Space bisected by vehicular accesses and parking areas
- Rather sterile relation to lake
- Great views of lake which very few take advantage of
- Parking is excessive and poorly located
- Ball field is utilized but could be anywhere
- Valuable waterfront zone that could be used to greater advantage
- City Hall, Fire Station and Public Works occupy valuable space; potential relocation?

## Area Between Veteran's Park and Boat Launch

- Area is suitable for redevelopment
- More housing may be desirable to accommodate growing permanent and part-time populations
- Service and retail businesses can be incorporated into first floors of multi-story structures
- Honeywell site is suitable for redevelopment

- Honeywell site also suitable for extending public waterfront
- Glen's is a valuable destination; draws many people into downtown
- Glen's frontage is not particularly visually appealing or pedestrian friendly; storm water retention for large roof and parking areas would be desirable
- Pedestrian and beach access desired between Veteran's Park and Boat Launch

## Boat Launch Site

- Boat Launch filled to capacity during peak boating season
- No expansion of parking as currently configured
- Point at Boat Launch is an excellent vantage point
- Views to lake, park and cove

## Area Immediately Across Lake Street From Boat Launch

- Area suitable for redevelopment
- Potential parking expansion zone for Boat Launch?

## Manufactured Home Neighborhood Across From Boat Launch

- Area suitable for redevelopment
- This zone is currently an important community within Boyne City

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- Nonetheless, it could be highly valuable as a redevelopment zone in the future
- Any such redevelopment should address the provision of moderately-priced housing
- Road relocation, higher densities are all feasible

## Old City Park

- Connection from riverwalk to Old City Park and then down to river could be improved
- River bank trampled from uncontrolled access
- Richer, more diverse mix of vegetation on both banks of river would enhance visual and water quality
- Trees have declined due to age, recent tornado
- Gazebo functions well for concerts in the park
- Park adequately serves as Farmer's Market site; parking at peak use times somewhat limited
- Connection from river edge up to East Street is awkward. Future connection across East Street to continuation of river walk will need attention
- Connection between Old City Park and Riverside Park is difficult along river due to very steep banks and close proximity of adjacent structures

## Riverside Park

- Narrow physical dimensions of site limit facility development
- Access opportunities to river for fishing, canoeing, kayaking and simple enjoyment are considerable

## Areas North, East and South of Riverside Park

- Potential connections east along river and up to Rotary Park
- A small park/overlook area along the north rim of the river valley, across from Rotary Park, would be a unique and valuable public place
- Trail system can be extended east from Riverside Park up along river
- Trail system can extend south across river and into existing wetland area, eventually looping back to M-75

## Summary of Analysis

These observations and assessments, along with the input from citizens, commission and board members, and staff served as the foundation for developing planning proposals.

Master Plan Development –  
Preliminary Studies

## Organization

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There are three basic components to plan development within the project area. There will be master plans developed for each waterfront park, namely Tannery Park, Peninsula Park, Sunset Park – Veteran’s Park – Boat Launch (from now on referred to as Veteran’s Park), Old City Park and Riverside Park. Individual master plans will also be prepared for each Road End access site. Secondly, plans will indicate connections between these park sites. The exception here is that the Road End sites will not be linked other than by the road network of which they are already a part. Third, redevelopment opportunities will be explored and proposed in areas adjacent to waterfront parks. There are no such opportunities associated with Tannery Park or the Road End access sites.

These basic components establish how the organization of plans is established and how the broad scope of this project is divided into manageable pieces.

## Project-Wide Objectives

In addition to the project goals set forth earlier in this report, the following objectives emerged from the input-gathering process that influence all areas of the project.

- Emphasize Relation to Water

This literally means get in, get near, ride upon, cross over, look out at, feel the breeze from,

play in, fish in and simply enjoy – the water! Most obviously this refers to Lake Charlevoix and the Boyne River. But ideas emerged that brought water, for practical, aesthetic and playful purposes, into the parks.

- Build Upon Unique Character of Each Site

In the broadest sense, all of the sites are alike and some might say relatively characterless. But closer inspection over time started to reveal nuances that could be emphasized, unique unfulfilled opportunities, and physical, environmental or ecological aspects that could be enriched, strengthened or abstracted.

- Enhance Parks as Destinations

As noted earlier, it is recognized that a significant amount of the pleasure derived from the presence of the lake and the river is derived simply from glimpsing them and knowing that they’re there, and you can access them when and if you want to. But it is clear that people are not drawn in droves to the water’s edge. Thus, there needs to be more “draws” within the parks, a greater variety of activities, and a sequencing of spaces that attracts people from one space to another. The attempt is not

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to create a Disney-like illusion, but a shaping of place and provision of activities and elements that is enticing unto itself and, coincidentally, brings greater awareness and appreciation of the beautiful lake and river.

- Better Access and Circulation

In terms of vehicular access, more is not always better. Clear access points and adequate but not overly-abundant parking are sufficient. In terms of pedestrians, clear, frequent, attractive access routes and points of entry into the parks are essential. Walking circuits or loops, sequenced through a variety of settings, activity areas and landscapes enhances opportunities for casual walking, exercise and exploring. Within areas beyond the park boundaries, wide comfortable walkways, shade, and street furnishings all work to enhance the experience of walking. A thorough network of sidewalks within the entire core area connecting to surrounding neighborhoods, to the parks, to the river and to the lake is essential.

- Richer, More Diverse Landscape

The use of plant material to enrich all project areas cannot

be overstated. It is also difficult to graphically express at master plan levels. Opportunities include reintroducing richer palettes of native vegetation in naturalized or restored areas, the use of a greater diversity of trees, sweeps of shrub and forb layer for wildlife habitat where feasible, the use of tall grasses that add dimensions of color and wind-activated movement not offered by other materials, and broad sweeps of color using perennials and bulbs. Seasonal variation should be taken strongly into consideration. Early spring growth and color, vibrant and bold color and texture in summer, overwhelming color in the fall, and the subtleties of winter character should all be emphasized.

- Integrate Environmental and Aesthetic Enhancements

Rich layers of native vegetation can grace a river bank and filter surface runoff. Man-made ponds can take on wetland characteristics and serve storm water retention as well as bird-watching habitat. Such integration of practicality and pleasure should underlie as many aspects of the plan as possible.

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- Seamless Relation Between Waterfronts and Commercial/Residential Areas

The most obvious relationship in mind here is Lake Street. Lake Street is seen as an obstacle. It needs to be seen as one component in the matrix of spaces between the waterfront and the core areas of town.

- Redevelopment to Achieve “Synergistic Mass”

As noted in the report by the Chesapeake Group, many of the uses fronting Lake Street do not contribute to the synergistic mass of commercial and residential uses that is needed to create a lively, year-round pattern of activity in the city’s core. Redevelopment scenarios should explore what such a mix of land uses might be.

- Extend Seasonal Usage of Parks

Winter is the season that is most mentioned in this regard, but use during all seasons could be enhanced. Winter activities include walking, jogging, snowshoeing, cross-country skiing, sledding, ice skating, bird watching, kayaking, photography and observing those beautiful moments unique to the season. Ice skating and sledding are both slated to be

accommodated at Avalanche. Informal ponding for ice skating could be accomplished at Veteran’s, Peninsula, and Riverside Parks. The other activities can be enhanced by clearly marked, cleared or snow-packed routes, site furnishings that are kept accessible, lighting that opens routes during dark hours and colorful lighting that cheers the low-light level blues.

- Public Art

Public art is an activity, an attraction, a destination and a node. Public art should be used to the greatest possible extent throughout public



and commercial areas, using both permanent and temporary installations. Ice fountains and sculptures can be merged in water features. Sculpture of all kinds can be incorporated into the entire fabric of this project. Lighting can be used as art. Ornamental glass can float in ponds. There are innumerable ways in which water can be used. Environmental and site-based temporary installations would attract many people. The arts have a strong presence in Charlevoix County. Boyne

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City has the space to build upon this presence.

- **Lighting**

Lighting has already been mentioned in relation to winter activities, pedestrian circulation and art. But it deserves recognition as a distinct objective. Appropriately lighted public spaces extend user hours and create another layer of character to even the casual observer. Lighting that is carried out for strictly aesthetic purposes not only heightens this character, but becomes itself a reason to walk and explore. Such lighting can be used as a unifying element within the parks or as accents in specific locations.

With these project-wide objectives in mind, ideas were generated and studies made to develop the parks and surrounding land uses.

## Park Plan Development and Alternatives

### Tannery Park

Tannery Park is such a narrow, short strip of ground that at first little opportunity was evident. The first

idea to emerge was to extend a winding boardwalk out into the lake, terminated by a sheltered overlook. The thought was simply that since there wasn't much ground space to use, why not create space elsewhere. Added to this idea was the park as a ski jet destination, a kayak/canoe put-in, pull-out site and a swimming/sunning beach. The swimming/sunning aspect was enhanced by suggesting privacy screening from the road and by providing a handicap-accessible ramp from the parking directly down into the water.

Two parcels of land across from Tannery Park along Sidney Street were also given attention. The closest parcel is suitable for passive facility development such as picnicking and could provide more parking if desired. The second parcel, located at the end of Sidney Street, is located on a bluff with excellent views out over the lake. This parcel is considered as a trail head for trails leading to Avalanche and west to Advance. The vacant house on the property could be used for special events and as a warming house in winter months. This potential trailhead and warming house suggest that snowmobiling could be accommodated here.

One other opportunity presented itself relative to Tannery Park. The triangular shaped parcel bounded by Front and Division Streets is part of the Harborage. There may be an agreement reached between the Home Owner's Association and the city to

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place development and maintenance of this site into city hands. The site offers good views out to the lake. Thus, a series of terraces holding colorful garden borders is shown with bench swings or gliders placed along the path winding down to Front Street.

Together, these parcels created a potentially broader vision for Tannery Park.

## Connections: Tannery Park to Peninsula Park

Asphalt trails parallel Front Street through the Harborage. The south side trail eventually ties into sidewalks. There is an alternate public route that passes along the edge of the Harborage marina. This route should be clearly signed as a public way. The paths along Front Street and the streetscape in general would benefit from the introduction of shade trees. The canopy of such trees would interfere with views of the lake from houses sitting on the bluff above Front Street. Tree planting at the top of the bluff could add some landscape richness to this area without compromising views.

## Peninsula Park

Peninsula Park has been the most malleable of sites. By this it is meant that the site is conducive to numerous development options. The beach and the Willow trees along the edge of the beach will remain. The bottom of the

lake in the swimming area should be cleared of all debris.

The peninsula between the park and the Harborage marina is an excellent vantage point to view the lake, survey the beach and scan the lake front to the north. Seating and/or bench swings are suggested out on this peninsula, along with terraced stone steps that allow access down to the water.

Options considered for the main body of the park include a skate park, an ice skating rink, moving the children's playground from Veteran's Park to here, a water-based "splash pad" or play area for children, volleyball and tennis.

Parking has been consistently shown on the west side of the site. A mounded grassy overlook and a fire pit round out the suggested amenities.

Numerous configurations mixing and matching these facility options were prepared.

One early suggestion was to extend the lake well into the site,

creating a beach area almost 500 feet in length. It was determined, however, that the created swimming area would not receive good water circulation and thus water quality for swimming would be less than desirable. This option was



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the first proposed and first to be abandoned.

## Connections: Peninsula Park to Veteran's Park and Downtown

Front Street again is the obvious connection. As noted in the analysis, the intersection at Front and Main is awkward for cars, bicycles and pedestrians alike. One suggestion created a more traditional four-way intersection without the existing loop. It was also suggested to consider using a roundabout as has been suggested along Lake Street. This would have the added advantage of using the roundabout as a focal point entry way into downtown. With either vehicular intersection, pedestrian access should be extended along the west side of Front Street to Water Street and then across into Sunset Park and Veteran's Park. The sidewalk along the east side of Front Street should also be maintained. Street trees and shrub plantings should be used to enrich the streetscape along Front Street between Peninsula Park and Sunset Park.

The pedestrian access easement through the condominium development east of Peninsula Park should not be tied to or overtly promoted. It is neither as convenient nor graceful as would be a tree-lined walk along Front Street

## Sunset Park - Veteran's Park - Boat Launch

Many scenarios were studied of this area. Two primary options were eventually presented.

For Sunset Park, it is recommended that the Chamber of Commerce log cabin be relocated to Riverside Park, potentially as a headquarters for the Friends of the Boyne River organization. Also the evergreens located along Lake Street should be relocated. The building and the trees block views to the lake from the intersection of Water and Lake Streets. The parking on Water Street west of Lake Street should also be removed or be pulled back from Lake Street. Again, cars are more obviously in view than the lake. In essence, an expansive lake view across Sunset Park should be revealed as one reaches the intersection of Water and Lake Streets.

At Sunset Park, the walk along the river mouth and lake edge should be as close to the water as possible. The lake-side walk can extend out to the location of the old pilings where a sheltered overlook can be situated. A restroom facility can be located along the walk out to the sheltered overlook to serve picnics and events.

Options within Sunset Park proper include open lawns and sweeps of low, colorful plantings, an interactive fountain and a raised "water map" of Lake Charlevoix. Fishing should remain a desired activity along the water's edge in Sunset Park.

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The connection between Sunset Park and Veteran's Park is currently along sidewalks over the twin culverts holding up the road. The culverts are eventually scheduled to be replaced by a bridge structure. More gracious walks, 8-10 feet wide with overlooks, to the lake and upriver, could be included on this bridge span. A separate pedestrian bridge has also been considered.

Veteran's Park was studied with and without marina expansion. Marina expansion does not dramatically affect the development of the park itself.

Studies looked at how to draw pedestrians into the park and to develop the park as a destination. Everything was considered subject to change, at least on paper. City Hall, the Department of Public Works building, the playground, the shelter and the ballfields were all moved or removed in one configuration or another. Further, the site was studied with the addition of the Honeywell site, without the addition of the Honeywell site and with the partial addition of the Honeywell site.

Arising out of these broad studies, variables that were ultimately presented for review and discussion included relocating the Department of Public Works and Fire Station off site, relocating City Hall within the site, relocating the playground within the site, moving the ballfield to Rotary Park, and removing the existing shelter and replacing it with suitable

structures located elsewhere. The small boat ramp was also maintained as is in one plan and relocated in another.

Elements explored and studied along with these larger variables include a large interactive fountain that ranges from mist to water columns to ice sculpting, a water folly garden, constructed wetlands serving as stormwater retention basins, mounded outlooks, beach areas, shelters and overlooks, wind-activated sculpture, water-based play areas for children, and possibly one shelter structure that could double as a concert/events venue.

An open expanse is maintained to accommodate the many festivals, shows and events annually held in the park.

It is expected and is shown that trees and larger sweeps of shrubs, grasses and perennials will be used to give greater richness and diversity to the landscape.

Bench swings or gliders are shown in key locations. It is assumed that a full complement of site furnishings would be included in the park and would be detailed at the design development level of plan development. It is also assumed that lighting has an integral role in the ultimate character of the park and that such lighting would also be detailed at the next level of plan development.

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Walks and trails are shown that connect the park to downtown and to the waterfront as a whole. Walks loop through the park, giving several alternate routes to and around various spaces and features within the park.

The connection to the Boat Launch is a proposed walkway along the lake through the Devlon property. Sidewalks along Lake Street will also connect Veteran's Park with the Boat Launch.

The Boat Launch is proposed to be expanded by one set of 2 boat ramps. A small sheltered overlook and bench swing are included at the point next to the ramps. An excellent view of the lake, Veteran's Park and the Devlon shoreline exists from this vantage point. Additional parking for cars and trailers is proposed across Lake Street on currently vacant land. Boat rack storage was also studied. A suitably sized facility is too large for the Boat Launch site itself. If located across Lake Street, it would necessitate redeveloping existing properties. The four-story height of the building is hard to disguise. A suitable location in this area was not found.

## Connections:

### Downtown to Sunset and Veteran's Parks West Beyond Boat Launch

Options were studied to see whether Lake Street could be rerouted to Park Street, thus eliminating it as a perceived barrier. These options were neither graceful nor, in the final result,

practical. Lake Street needs to become an integrated component between downtown and the waterfront. The proposed means to do this is to use roundabouts to slow traffic and give clear, distinct opportunities for pedestrian crossings, to introduce a planted median along Lake Street creating, in effect, a boulevard, and to create a graceful streetscape, especially along its eastern edge that incorporates plantings, wide walkways with comfortable setbacks from traffic, appropriate street furnishings, lighting that is both functional and aesthetically oriented, and wayfinding signage for residents and visitors alike.

The roundabouts incorporate into each one a large wind-activated sculpture.



The roundabouts, the sculptures, the planted median and the streetscape create a new element along the waterfront. This portion of Lake Street is no longer a barrier; it is a destination. It is equally part of the downtown and part of the waterfront parks.

## Old City Park

Considerations here range from do very little to relocate City Hall to this location. The response to relocating City Hall to here was met with equal parts of ridiculousness and enthusiasm. This option is not being pursued, however, beyond the initial conjecture.



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More sedately, the gazebo will remain and continue to serve concerts in the park. The farmer's market will continue to be accommodated here. With potential help from the Friends of the Boyne River, the river bank will be nursed back to health. A new riverside walk is proposed along with access walks descending to the water's edge.

The site originally contained all 38 of the native trees found in the area, a mini-arboretum so to speak. This is a good idea. Old City Park can be a small arboretum set in the heart of town. The tree collection should be restored; old, damaged trees should be thinned. Proposed as part of this arboretum is a garden walk along a border consisting of native herbaceous plants. With this border, the tree specimens and the restored river bank rich in native plants, Old City Park can become a rich, diverse horticultural gem in the heart of town.

## Connections: To and From Old City Park

A fifty foot buffer should be established along the north bank of the river from the lake up to Park Street. A walkway should be incorporated into this buffer area. A clearly defined pedestrian mid-block crossing should connect this walkway to Old City Park.

A walkway should be added to the west side of the East Street bridge. An overlook could be incorporated as a vantage point to view the river.

The fifty foot buffer should be extended on both sides of the river going east upriver from the East Street

bridge. A trail should be incorporated into the buffer along the north bank leading to Riverside Park and ultimately to trail systems heading upriver.

Finally, parking can be expanded around Old City Park by adding some angled parking on the north side of River Street and by converting parallel parking on Park Street to angled parking.

## Riverside Park

This landfill site will be cleaned up by the state. The park's primary potential is as an environmental education and wildlife habitat site. The existing open areas in the middle of the park could be developed as wildflower meadows. Plantings of native upland hardwoods on the roadside and lowland conifers on the river side would create excellent edge habitats for birds and small mammals. The center of the site could be planted as a White Pine grove. The western end of the site has a small wetland area that should be preserved. An area for a substantial retention pond is needed and can be located just east of this wetland area. The pond should be developed as a constructed wetland, thereby adding to the wildlife habitat and environmental restoration theme.

The Chamber of Commerce log cabin should be relocated here to serve as a headquarters for the Friends of the Boyne River. A small shelter and restroom could also be incorporated into the park. The existing boat

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launch area should be maintained. Trails could loop around the park. Boardwalks could be extended to the river's edge and out into marshy areas as overlooks and fishing platforms.

## Connections: Riverside Park to Points North, East and South



Connections to proposed trail systems heading upriver should be made. Riverside Park is well suited to serve as a trailhead location. A connection across the river to the south could lead to a trail system that winds through the wetlands found along the south bank, eventually looping back into town and back to Riverside Park.

To the north lies Rotary Park. Between Riverside Park and Rotary Park is the rim of the Boyne River valley. Somewhere directly across from Rotary Park would be an outstanding opportunity to site a small "valley rim park". The views up the valley are spectacular.

## Architecture

Park structures graphically represented in the plans frequently depict something other than conventional rectilinear structures. The reasons for this are not merely whimsical, but as follows. The waterfront is an exciting, unique, and dynamic place. The elements of weather, the natural play of light, the

patterns of clouds moving across the horizon, and the ever-changing patterns in the water constitute a visual and sensual feast. Should structures that occupy the landscape offer anything less? It does cost more money to create great architecture for a great setting. But the long term benefits would pay dividends. Too much convention dulls the dynamic. The waterfront should be an exercise in excellence.

## Road End Access Sites

All of these sites have the following elements in common. They are 66 feet wide except for Shady Lane which is 33 feet wide. Each site has at least one and usually two parking spaces. Each site incorporates some degree of storm water retention if at all possible. Unified signage and bike racks are common to all.

Philosophically, the site designs were created as small gems, purposefully intended to become much more than mere access. This was done to provide the public with outstanding opportunities to engage the waterfront, even within the limited physical confines of these right-of-ways.

## "Nature's Way" - Woodland Drive

Nature's Way is carved out of a wooded setting and provides discovery and exploration possibilities for all ages. Attractions include native

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woodland plantings along an accessible interpretative path winding from Woodland Drive and ending at a scenic overlook on Lake Charlevoix. Located along the path and within circular beds are a series of sculptures, some connected with underground speaking tubes. Typical sculpture pieces could include a woodpecker tree, a squirrel tree, an over-sized clump of morel mushrooms, or other sculptural pieces that signify the natural environment. This site focuses, not unlike Riverside Park, on habitat and native vegetation typically found in a lakeside setting. Plants could be labeled and information about native plants and creating habitat could be made available. The woodland walk ends at a decked overlook with an excellent view of the lake.

## "The Narrows" – Shady Lane

Shady Lane is 33 feet wide and the longest of all the road end sites. The Narrows is a maze – of sorts – and a play on coming and going. The path is enclosed by wire mesh panels. The panels will support vines that will turn them into green walls. Hedges were considered, but fear of pruning by deer called for another solution.

Incorporated into the green walls are polycarbonate mirrors, 3 feet by 6 feet tall. The mirrors play on views of landscape and the lake. The final section of the path passes through a trellised opening, down a flight of steps, and onto stepping stones across the wetland shore that lead to a

sculpture setting on a pedestal in the lake.

## "Garden Walk" – Bay and West Streets

Garden Walk is a landscape with the refined character of a well-tended garden. A bench swing affords a peaceful view of the lake. A table allows individuals or small groups to stay for lunch or just pass some time.

## "Long Slide Down" – Bay and John Streets

This site starts at the top of a bluff and then slopes quite quickly down to a level just above the lake. A seat wall and terrace at the top are sufficient for a pleasant view. Steps wind their way down the slope and lead to a sunny open view of the lake. The best way down, however, is an on-grade slide that is 50 feet long and well-cushioned at the bottom.



## "Look Out!" – Charlevoix Street

Look Out! is a generous deck overlooking the lake. The slope to the lake is abrupt and rocky. The lake edge is covered in wetland vegetation. The deck provides a pleasant place to pause without intruding on the sensitive aspects of the shoreline. Stepping stone steps and "steppers" are included for those who want to explore the lake up close. Seating invites users to enjoy a lunch while watching activity on the lake or gaze

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at stars at night. An information marker describing historic uses of the site could also be incorporated.

## “Alcove” – Lower Lake Street

Alcove is already used as a sandy beach and this use will continue. A table and bench swing are added, the bench swing set upon a slightly raised terrace above the beach. An active spring discharges through a pipe onto the edge of the beach area. This water can be more graciously emphasized with rock and plantings as it courses its way to the lake.

## Commercial and Residential Development Opportunities

### One Water Street

This parcel is shown to extend party wall commercial buildings from Front Street toward the lake along the south side of Water Street. Residences would occupy the second story of these buildings. The restaurant would remain, but in a smaller configuration. Residential structures are proposed facing the lake to the west. A private marina is also proposed. Public participation in the marina for transient and/or shopper’s slips would be desirable.

### Block Bounded by Lake, Front, Main and Water Streets

This entire block is potentially subject to redevelopment. One scenario suggested extending Ray Street through to Front Street. An alternative to this connection is an open pedestrian passage of some type.

An office specifically for the Chamber of Commerce and the Main Street program is proposed at the northern end of the block as defined by Front, Water and Lake Streets.

Both the Front Street and Lake Street frontages should be developed as store fronts. The Front Street corridor is a primary connection route along the waterfront.

Retail and restaurants are all highly desirable with limited office space as markets suggest. Residences on above ground floors are also highly desirable. Buildings should not exceed three stories in height.

### Lake Street from the River to Vogel Street

This area is highly suitable for redevelopment that introduces more residential units into the downtown core and retail and other non-residential as market may bear.

The area from the river to State Street is suggested for mixed use.

The area between State and North Streets is suggested for a medical office target area. This suggestion is part of the City’s Comprehensive Master Plan.

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The area from North Street to Vogel Street is also suggested for mixed use.

The mixed use is contemplated as at least 60% residential. This area represents a significant opportunity to introduce more residents within walking distance of the core downtown area. Residents would have immediate access to shopping, restaurants and the waterfront.

Glen's is a valuable asset. It draws many people into the downtown core. As more people live in the immediate vicinity, Glen's will become even more convenient. Of course, as property values increase, they will be tempted to relocate. If they do and a grocery store does not replace them, the site is a prime redevelopment target, again with a heavy emphasis on residential.

Assuming the large box structure remains, the building's flat roof could be retrofitted with a green roof. This would reduce storm water runoff and be substantially more appealing to the eye from the bluff above. Further, the parking lot and streetscape should be reconfigured by eliminating the right turn lane, eliminating the middle access point, and introducing a standard sidewalk and street trees along Lake Street.

## Lake Street North of Boat Launch on East Side

This area is a prime target for development including residential or mixed use favoring residential.

## East Street: Auto Parts Store and Consumers Energy

The Auto Parts Store heavily encroaches on the river. Redevelopment should introduce a 50 foot setback. Since the site area is limited, three 2-story condominiums are suggested.

The Consumers Energy site also heavily encroaches on the north river bank. Redevelopment of this site should introduce a 50 foot buffer with river walk connections. The site could support residential development, ideally multi-unit structures 3-5 stories in height with limited footprints and superb storm water management. The scenario depicted in the plan shows 15 units total.

## River Street Extension to Spring Street

This redevelopment scenario extends River Street through a portion of the Consumer's Energy site to Spring Street. The immediate north side of River Street shows small subdivided lots suitable for one or two-story attached or detached small homes. Patio homes, zero lot line or row-type units are examples of units contemplated here.

Further north of River Street Extension are lots traditionally divided for single family homes.

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These ideas were reviewed with staff on several occasions and present to the public, the steering committee and public boards for review and comment. The final master plan proposals were directly derived from these preliminary studies and the recommendations and direction offered during the review and comment sessions.

## Master Plan Plans and Recommendations

Since the options for development of parks, connections and redevelopment sites were described in detail under "Preliminary Studies", the final recommendations will be presented as an itemized summary.

### Tannery Park

- Extend boardwalk out into lake with sheltered overlook as terminus.
- Incorporate ski jet docks into the boardwalk structure.
- Incorporate a swimming platform into the boardwalk structure.
- Create a sunning/swimming beach that has some degree of privacy from the road without compromising views to lake from houses above site.
- Provide a handicap path from parking down into the lake for swimming or simple immersion.

- provide a kayak/canoe put-in, pull-out area.
- Provide a fire pit along the edge of the rocky beach.
- Provide storm water retention/constructed wetland as space permits for surface runoff from site parking.
- Use porous paving material for parking spaces.
- Provide seat wall at edge of grassy sunning area.
- Explore opportunities to incorporate properties along Sidney Street into the public waterfront.
- Explore the possibility of creating a trail head at the end of Sidney Street for cross-country trails to Avalanche and Advance, as well as other destinations. Consider hiking, cross-country biking, cross-country skiing and snowmobiling.
- Consider remodeling the existing house as a multi-event facility and/or warming house.
- Explore opportunities to incorporate Harborage parcel into the public waterfront.
- Develop Harborage parcel as terraced public garden with bench swing, gliders and benches oriented to views of lake.
- Add streetscape plantings along Front Street walkways through Harborage. Be sensitive to views from homes on bluff above.

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- Add wayfinding and informational signage along walkways and in park as necessary and desirable.
- Provide functional lighting in parking area.
- Provide functional and decorative lighting for boardwalk.

## Peninsula Park

- Incorporate skate park and sand volleyball courts into north side of site.
- Maintain beach and existing Willows.
- Add a picnic shelter to the site. The shelter shown is lightly buffered by berms and includes a seat wall and terrace.
- A grassy mound overlooks the beach and the lake.
- A fire pit is partially shielded by the grassy mound and is enclosed by a seat wall. The fire pit is directly associated with the volleyball courts.
- A water-based play area or “splash pad” for children is shown. Seating is shown around this facility.
- Parking is defined along the southern side of the site.
- An area for swings, slides, and climbing structures for children is shown at the upper edge of the sand beach.
- The swimming area should have debris cleared away.

- The peninsula between the Harborage Marina and the park is emphasized with a mounded overlook and bench swings oriented to views of the lake and waterfront.
- The primary waterfront trail system passes through the park and along Front Street. It continues along Front Street to Sunset Park.
- A roundabout is featured at the intersection of Front and Main Streets. A wind-activated sculpture is the focal point of the middle of the roundabout. The roundabout is a link between downtown and Peninsula Park and an indication of arriving in the heart of the downtown waterfront area.
- Front Street, as part of the waterfront trail system, should be well planted with shade trees.
- Appropriate site furnishings should be incorporated into the park s necessary or desired.
- Wayfinding and informational signage should be incorporated into the park and along the connecting trail systems as necessary or desired.
- Provide functional lighting as necessary for parking areas, walkways, and structures.

## Sunset Park

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- Remove and relocate Chamber Building and evergreen trees.
- Introduce water-based model of Lake Charlevoix as a central feature of the Sunset Park plaza.
- Extend walks to water's edge in manner similar to current river's edge. This will allow fishing along a greater length of this waterfront area.
- Extend walkways and/or boardwalks out to the point of the existing pilings.
- Incorporate a restroom facility onshore to serve the shelter and park users in general.
- Plant portions of the park in broad sweeps of grasses and perennials for spring, summer and fall color.
- Provide site furnishings as appropriate.
- Provide pedestrian low level lighting so as not to obstruct views of lake.
- Light lake model from within so that it glows blue at night.



## Lake Street

- Incorporate roundabouts at Water and Lake Streets, State and Lake Streets and at the new intersection of Lake Street and the newly proposed street that bisects the block bounded by

North Street and Vogel Streets. Include a wind-activated sculpture at each roundabout.

- Incorporate a planted median from River Street to "New" Street.
- Streetscape – East Side:
  - Walkway should be offset from back of curb 5-6 feet and be 8-12 feet wide.
  - Incorporate street tree plantings.
  - Incorporate appropriate site furnishings.
  - Incorporate wayfinding and informational signage as necessary or desired.
  - Use a change in paving materials to clearly define pedestrian crosswalks.
  - Incorporate pedestrian-level lighting.
- Replace twin culverts with bridge structure. On both sides widen walkways to 8 feet. Incorporate overlooks in middle of bridge oriented to views of lake and river.
- Use 'River Corridor Monuments' to emphasize the river zone.

## Veteran's Park

- Move Department of Public Works and Fire Station to other locations off site.

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- Incorporate the lake side portion of the Honeywell site into the park if and when it becomes available.
- Relocate City Hall to the northern edge of the Honeywell site.
- Develop a large storm water retention/constructed wetland on the Honeywell site between Lake Street and City Hall.
- Develop a demonstration shoreline along the Honeywell site lake shore, including environmental education opportunities.
- Develop a public garden and plaza between the city hall and the associated public parking. Incorporate the Old City Clock into this plaza.
- Incorporate two large shelters, one on the water and one inland. The inland shelter could be utilized as a concert/event venue.
- Expand and improve a swimming/sunning beach area essentially at the location of the existing but little used beach.
- Clear away debris from lake bottom at swimming beach.
- Develop a water folly garden. Water follies combine the creative integration of water and sculpture.
- Develop an interactive fountain located at the western tip of the park next to the lake. The fountain combines mist, columns and jets to mimic the patterns of the lake – calm, brisk, windy, roaring, calm again, etc. Explore feasibility of using fountain in winter to create ice sculptures.
- Show proposed full expansion of public marina.
- Move playground to south and integrate with water folly garden and on-the-water shelter. This will effectively open up space in the heart of the park.
- Keep but relocate small boat ramp.
- Sculpt ground to provide some modest contouring to site. Use low berms as vantage points and light buffering of certain facilities.
- Expand and provide a greater diversity of tree plantings.
- Use shrubs, grasses and perennials in bold sweeps and masses to provide a richer, more diverse landscape.
- Maintain an open area within the center of the park to accommodate events and festivals.
- Create a network of trails for access, strolling, jogging, biking and skating. Provide loops and alternate routes.
- Provide pedestrian level lighting on all major walkways.
- Light the water follies and the interactive fountain.
- Provide area lighting for parking and security as needed.

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- Designate winter accessible trails and maintain through winter months.
- Consider up lighting of trees as accents along lake front.
- Incorporate bench swings as shown and additional site furnishings as appropriate.
- Incorporate wayfinding and informational signage as necessary or desired. Information about industrial history lumbering, former wetlands, etc. are all part of an interesting story.

## Demonstration Shoreline at Veteran's Park

A Demonstration Shoreline has been incorporated into Veteran's Park between the swimming beach and the Devlon property. The proposed city hall is located in association with this demonstration shoreline. The building, first of all, should have a horizontal setback of at least 100 feet from the mean elevation of the lake. The vertical setback for new structures should be at least 587 feet. The shoreline itself will be protected and stabilized using biomechanical erosion control techniques. Stormwater runoff from above the shoreline will be collected in a retention pond/constructed wetland. Native plants will be used to vegetate all zones of the shoreline, utilizing any suitable existing plants. Boardwalks are used for access into and through this area. A small education pavilion is shown for use as a gathering spot for school groups and visitors. The Demonstration Shoreline will

emphasize the following characteristics of sound shoreline management:

- Access Control and Protection
- Rock Preservation
- Ice-Shove Ridge Protection
- Building Setback
- Vegetation Preservation and Management
- Wetland Protection
- Control of Overland Runoff, Erosion and Sedimentation

## Boat Launch

- Add new shelter and bench swing.
- Expand boat launch ramps.
- Add modest car-only parking as shown.

## Old City Park

- Restore river bank using native vegetation and create new river walk.
- Control access to river via stepped landings down to the edge of the water.
- Maintain farmer's market, gazebo and concerts in the park.
- Develop the park as an arboretum highlighting all of the native trees indigenous to the area.
- Incorporate a garden walk that follows a border composed of native herbaceous plants.
- Extend a walkway and overlook along the west side of the East Street bridge.
- Provide two seat wall/terrace combinations near the river's

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edge as places to sit, rest, lunch and enjoy the river.

- Expand parking on River and Park Streets. Change the existing perpendicular parking on River Street to angled parking.
- Provide irrigation for the entire site so to better maintain lawns, gardens and tree plantings.
- Remove the existing play equipment.

## Riverside Park

- Relocate the Chamber of Commerce log cabin to here as a headquarters for the Friends of the Boyne River.
- Maintain the boat launch.
- Develop a shelter and restroom for casual and rental requirements.
- Provide a network of walks and trails throughout the park and connecting to extended trail systems.
- Extend boardwalks and fishing platforms to several locations along the river.
- Develop the park as a wildlife habitat restoration project. Incorporate plantings of White Pine, upland hardwoods and lowland conifers in appropriate zones within the park. Develop wildflower meadows between woodland zones as edge habitat.
- Develop existing wetlands as habitat and education opportunity.

- Construct a large, needed retention pond as wetlands in keeping with the habitat theme of the park.
- Provide site furnishings as necessary or desired.
- Provide area lighting only for parking areas.
- Develop wayfinding and informational signage as necessary or desired.

## Redevelopment Opportunity Sites

The redevelopment opportunity sites are graphically depicted in two ways. One, they are shown as locked zones of redevelopment. Secondly, an illustrated example of potential usage is shown depicting structures, pedestrian circulation, vehicular circulation and vegetation.

The zones of redevelopment include a set of “Land Use Guidelines”. These guidelines are intended to describe the general objectives and desired characteristics of each redevelopment opportunity. These objectives and characteristics are itemized as follows:

### Redevelopment Opportunity RF-1

(auto parts store on East Street)

- Establish 50 ft. river set back.
- Develop two story residential units.
- At least some parking on ground level under units above

### Redevelopment Opportunity RF-2

(Consumer's Energy site)

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- Establish 50 ft. river set back.
- Residential development:
  - 15 to 20 units
  - 3-5 story height
  - Minimal footprints of building
- Parking kept along River Street Extension edge
- Utilize storm water management techniques to protect river.
- Landscape plantings should be a rich, diverse mix – minimum lawn area.

## Redevelopment Opportunity RF-3 (Jefferson Street)

- Single-family homes on 50 ft. wide lots
- Vehicle access from alley in back

## Redevelopment Opportunity RF-4 (River Street Extension)

- Residential development:
  - Patio, zero-lot line or row-type houses
- No driveways along River Street
- Vehicle access from back side of units
- Well-developed, pedestrian-friendly streetscape along River Street

## Redevelopment Opportunity RF-5 (Spring Street)

- Single-family homes on 50 ft. wide lots.

- Upgrade streets and sidewalks to city streets.

## Redevelopment Opportunity LF-1 (One Water Street)

- Extend commercial party-wall construction along south side of Water Street.
- Incorporate residences on second floor.
- Restaurant site is suitable as is or reconfigured.
- Residential units along lake front
- 2-3 story height
- Maintain view corridors to lake from Front Street.
- Provide adequate parking on site.

## Redevelopment Opportunity LF-2 (Block bounded by Main, Front, Lake, and Water Streets)

- Commercial retail focus
  - Store fronts on both Lake and Front Streets
- Residence on upper floors
- Provide public access way in line with Ray Street.
- Develop streetscape on all edges.
- Provide office for Chamber of Commerce/Main Street at corner of Front, Water and Lake Streets.
- Accommodate roundabout at Water/Lake intersection.
- Provide sufficient interior parking to satisfy residential development.

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## Redevelopment Opportunity LF-3

(Lake Street next to south bank of river)

- Develop as storefront retail.
- Develop residential on second floor.
- Provide parking for residential within first floor of structure accessed by alley.

## Redevelopment Opportunity LF-4

(block bounded by Boyne River, River Street, Lake and Park Streets)

- Mixed use development
- Provide 50 ft. river buffer.
- Retail/Commercial storefronts at inner edge of sidewalks
- Residential units on upper floors
- 2-3 story height
- Develop associated streetscapes.
- Consider pedestrian bridge over river.
- Extend pedestrian access through block to River Street.
- Provide interior parking sufficient to meet residential needs.

## Redevelopment Opportunity LF-5, LF-7, LF-8, and LF-9

(blocks between Lake and Park Streets except LF-6)

- Mixed-use development with emphasis on residential uses
- Frontages along Lake, River and State Streets developed with zero setbacks
- Vehicle access limited on Lake Street

- Primary vehicle access via River, Park and State Streets
- Parking kept interior to site; not visible from Lake Street
- Interior parking adequate to satisfy residential requirements
- Develop pedestrian level streetscape on at least Lake, River and State Street frontages.
- Building heights of 2-3 stories

## Redevelopment Opportunity LF-6

(bounded by State, Lake and North Streets)

- Develop as medical land use zone.
- Consider limited residential along Lake Street.
- Refer to City-Wide Master Plan for further details.

## Protection of Upland Wetlands

The Master Plan recommends that upland wetlands, as small as one-quarter acre in size, be protected from development. Protected is intended to mean the prevention of filling or otherwise disturbing such wetland areas and establishing minimum setbacks from wetland areas. The precedent for these regulations was found in Meridian Township, at the recommendation of a citizen made during the early interview process. The key criteria for protecting upland wetlands can be summarized as follows.

**Protected wetlands** means any of the following:

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- 1) Wetlands, regardless of size, which are contiguous to any inland lake, stream, river or pond, whether partially or entirely within the project site.
- 2) Wetlands, regardless of size, which are partially or entirely within 500 feet of the ordinary high water mark of any inland lake, stream, river or pond, unless it is determined by the State Department of Environmental Quality that there is no surface or ground water connection between the wetland and the water body.
- 3) Wetlands which are larger than two acres, whether partially or entirely contained within a lot, and which are not contiguous to any inland lake, stream, river or pond.
- 4) Wetlands, regardless of size, which are not contiguous to any inland lake, stream, river or pond, if the State Department of Environmental Quality determines the protection of the wetland is essential to the preservation of destruction.
- 5) Wetlands, equal to or greater than one-quarter acre and equal to or less than two acres in size, which are not contiguous to any inland lake, stream, river or pond and are determined to be essential to the preservation of the natural resources of the city.

Where an applicant proposes to perform a regulated activity in a

protected wetland less than two acres in size, the following criteria shall be applied to the wetland to determine if the regulated activity can be permitted:

- 1) The wetland supports state or federal endangered or threatened plants, fish, or wildlife appearing on a list specified in part 365 of the Natural Resources and Environmental Protection Act (MCL 324.36501 et seq.).
- 2) The wetland represents what is identified as a locally rare or unique ecosystem.
- 3) The wetland supports plants or animals of an identified local importance.
- 4) The wetland provides groundwater recharge documented by a public agency.
- 5) The wetland provides flood and storm control by the hydrologic absorption and storage capacity of the wetland.
- 6) The wetland provides wildlife habitat by providing breeding, nesting, or feeding grounds or cover for forms of wildlife or waterfowl, including migratory waterfowl and rare, threatened, or endangered wildlife species.
- 7) The wetland provides protection of subsurface water resources and provision of valuable watersheds and recharging groundwater supplies.
- 8) The wetland provides pollution treatment by serving as a

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biological and chemical oxidation basin.

- 9) The wetland provides erosion control by serving as a sedimentation areas and filtering basin, absorbing silt and organic matter.
- 10) The wetland provides sources of nutrients in water food cycles and nursery grounds and sanctuaries for fish.

The full code text can be found in the appendices.

This concludes a summary of all recommendations included in the Waterfront Master Plan.

## Implementation

The implementation of a comprehensive plan such as this requires both diligence and patience. The breadth of the work to be accomplished and the associated costs are challenging, but can be achieved through a systematic allocation of resources. Efficient and systematic allocation of resources, however, is still not a guarantee of achieving all plan recommendations. Over any ten to twenty year period of time, available funding will fluctuate in response to the economic climate as well as other demands and responsibilities. Such fluctuations will sometimes enhance and sometimes inhibit the targeted objectives and timetable of this plan. Alternative funding sources and

partnership opportunities are both means to maximize the effective use of resources and reduce the fluctuations associated with budgetary ebbs and flows.

An implementation strategy for this plan must address the acquisition of land and development of facilities as well as all associated programming, maintenance and stewardship responsibilities. Clearly, there will be competing demands for limited resources in any given year. Equally clear is the fact that the demands for all of these facilities are significant. The City has established high standards in terms of both leadership and responsiveness to its citizenry.

The City has in place an excellent staff with advocates for the primary aspects of development. It will be important to continue to expand staffing and training in proportion to the increasingly complex web of recreation and conservation area resources.

## Recommended Priorities

Identified priorities have been grouped into three categories: Policy, Acquisition and Development. The following Action Plan has been developed to summarize the key priorities. This Action Plan is intended to serve as a guide to a responsible, measured and goal-oriented approach to implementation of the Master Plan. The Action Plan has been divided into three time periods. Within each time

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period is a list of Policy, Acquisition and Development action items. There is no implied hierarchy or ranking among these action items. The City is encouraged to pursue multiple initiatives and action items simultaneously and to act on significant opportunities for partnering, funding and acquiring land as they become available.

Shady Lane	
<b>Total Estimated Cost</b>	<b>\$8,116,954 – 9,468,306</b>

## Cost Estimates for Park Development

In the Appendices are found detailed cost estimates for each park site.

The estimated cost or cost range for each site is as follows:

Sunset Park	\$1,142,457 – 1,305,020
Veteran’s Park	\$4,048,992 – 4,821,324
Riverside Park	\$741,064 – 812,314
Peninsula Park	\$661,790 – 891,290
Tannery Park	\$343,619 – 355,094
Old City Park	\$225,434 – 271,334
Boat Launch	\$257,760 – 316,092
“The Alcove” – Lower Lake Street	\$41,561
“Lookout!” – Charlevoix Street	\$79,540
“Garden Walk” – Bay Street	\$94,140
“Nature’s Way” – Woodland Drive	\$160,962
“Long Slide Down” – John Street	\$132,498
“The Narrows” –	\$187,137

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## IMPLEMENTATION ACTION PLAN

Short Term 2006-2011	Policy	Acquisition	Development	Estimated Cost*
	Adopt Master Plan.	Review acquisition sites at Tannery Park. Prioritize these three sites. Acquire sites that fit long-term goals and budgetary constraints.	Develop Lower Lake Street public access site.	\$42,000
	Integrate approved Master Plan into the Comprehensive Plan.	Review acquisition site across river from Riverside Park. Explore options for purchase, donation or other forms of transfer into public ownership.	Develop Charlevoix Street public access site.	\$80,000
	Incorporate proposed wetland regulations into zoning ordinance.		Complete DNR clean-up of Riverside Park.	N/A
	Evaluate Master Plan progress/user satisfaction every five years including public input meetings.		Relocate Chamber of Commerce building to Riverside Park.	\$30,000
	Develop staffing plans for expanded park development.		Develop Sunset Park.	\$1,224,000
	Develop stewardship plan for conservation sites.		Develop Tannery Park.	\$345,000
	Work with Friends of Boyne River to plan and implement shoreline restoration in Old City Park.		Expand Boat Launch.	\$287,000
	Initiate discussion with Consumer's Energy about long-term plans for their property.		Implement shoreline restoration at Old City Park.	\$83,000
	Initiate discussion with Auto Value of Boyne City about long-term plans for their property.			
	Continue discussion with Honeywell about long-term plans for their property.			
		<b>TOTAL</b>	<b>\$2,091,000</b>	

\* Note: Costs for construction of facilities are in 2006 dollars. Costs do not include land acquisition costs.

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## IMPLEMENTATION ACTION PLAN

Intermediate Term 2012-2017	Policy	Acquisition	Development	Estimated Cost*
	Evaluate Master Plan progress/user satisfaction every five years including public input meetings.	Review potential opportunities for acquiring a "Valley Rim Overlook Park" site across from Rotary Park.	Develop Woodland Drive public access site in conjunction with Evangeline Township.	\$161,000
	Review trends and results of evaluation - make adjustments to re-focus Master Plan as necessary.	Secure agreement with Honeywell to acquire at least lake-side parcel if and when Honeywell decides to relocate.	Develop Bay Street public access site.	\$94,000
	Review staffing and maintenance needs relative to current needs and future expansion.	Secure agreements with commercial properties along river - Consumer's Energy, Auto Value, Fochtman and the Eagles site - to incorporate a 50 foot buffer along river into any future redevelopment plans.	Develop Peninsula Beach Park.	\$777,000
	Evaluate progress of stewardship plan.	Secure agreement to acquire site across river from Riverside Park.	Develop Old City Park.	\$165,000
			Develop Riverside Park.	\$746,000
			Develop interactive fountain and associated site work at Veteran's Park.	\$450,000
		<b>TOTAL</b>	<b>\$2,393,000</b>	

\* Note: Costs for construction of facilities are in 2006 dollars. Costs do not include land acquisition costs.

## IMPLEMENTATION ACTION PLAN

Long Term 2018-2023	Policy	Acquisition	Development	Estimated Cost*
	Evaluate Master Plan progress/user satisfaction every five years including public input meetings.	Acquire Valley Rim Overlook Park site.	Develop Shady Lane and John Street public access sites.	\$320,000
	Review trends and results of evaluation - make adjustments to re-focus Master Plan as necessary.	Acquire Honeywell site if available.	Develop Veteran's Park.	\$3,985,000
	Review staffing and maintenance needs relative to current needs and future expansion.	Acquire site across river from Riverside Park.		
	Evaluate progress of stewardship plan.			
			<b>TOTAL</b>	<b>\$4,305,000</b>

\* Note: Costs for construction of facilities are in 2006 dollars. Costs do not include land acquisition costs.

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## Land Acquisition Strategies

Land acquisition strategies include:

- Fee-Simple Purchase
- Donation
- Easements
- Required Dedication
- Condemnation
- Bargain Sale
- Option of First Refusal
- Utility Sharing
- Transfer of Development Rights

Acquisition of key properties is an essential element of the Master Plan. Acquisition in this section is meant to include all methods of bringing selected locations under public control (e.g. purchase, lease, grant, easement, swap, etc.). The acquisition philosophy of this plan is intended to support the full spectrum of park, recreation and conservation areas.

## Proposing Land for Acquisition

Potential parkland acquisitions are identified in various ways:

- 1) Staff may research land parcels and identify sites that either meet particular objectives, such as connectivity, or contribute on a system-wide basis.
- 2) An owner of a parcel may ask that the land be considered for purchase.

- 3) Neighbors or others interested in a particular site may propose that the site be acquired. Staff will research the parcels and determine if there is a public benefit to the acquisition. Acquisition would be dependent on a willing seller.

## Acquisition Guiding Principles

Public input has identified areas of high interest for acquisition. While some specific recommended sites appear in this plan, other parcels may be or might become of interest, including both undeveloped and developed parcels. It is recommended that the acquisition process proceed according to the following basic guidelines.

### Complete Linkages and Connections

One of the strong recommendations emerging from public input to this plan was to enhance non-motorized connectivity between parks, neighborhoods and the City center, as well as creating a network of connecting green corridors across the City.

### Preserve Key, Significant Natural Features

Public input also emphasize conservation of natural resources. Thus, protection, preservation and restoration of forests and environmentally sensitive areas are key

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elements of this plan. This plan also recommends protecting flora and fauna diversity, habitat and corridors. The rich collection of woods, meadows and wetlands found in the City are widely appreciated and these areas should be protected and added to when an acquisition will help preserve the biological systems that contribute to these interests. Accessibility, connectivity, buffering and watershed protection are all positive acquisition indicators.

## *Add to Existing Parks*

When opportunities to acquire a site adjacent to an existing park arise, acquisition should be considered.

## *Enhance Access and Linkage*

Linkage and connectivity are of particular interest. When connectivity and linkage are evaluated, the ability of traffic corridors to also accommodate bicycles, pedestrians and wildlife should be considered.

## *Appropriate to Adjacent Land Use*

When a site enhances, protects, provides connectivity or adds missing recreation opportunities to an adjacent park property, it would rate high.

## *Protection of Watersheds and Water Quality*

As urbanization pressures increase, watersheds experience increased risk of

degradation. Protecting watersheds by incorporating (in some form) fragile or important watershed features into the park system is important to the quality of life in Boyne City.

## *Suitability for Intended Use*

When a specific need is identified to enhance recreation opportunities or provide better balance of park or recreation facilities, sites well suited to satisfy that need would rate high for this criterion.

## *Method of Acquisition/Direct Costs*

This criterion provides the opportunity to rate a site's value relative to how it will be acquired. Grants or gifts would rate higher than purchases. Dedications, easements and leases may also be preferable.

## *Multiple Use Benefit*

Sites that provide opportunities for both recreation and cultural objectives should be rated high on this criterion.

## *Community Benefit*

It is important that the benefit for the entire parks system be considered when evaluating a parcel of land for acquisition. A parcel of land that would benefit the entire community would rate highest in this category.

## *Long Term Development and Maintenance Costs*

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Excessive development and maintenance costs that a potential acquisition site requires would be a factor in the perceived value of the acquisition. Sites requiring minimal anticipated development and/or maintenance costs would rate higher in this category.

## Urgency for Acquisition

Certain parcels of land may require a faster decision making process because there is a high potential for development that would lead to a loss of desirable land.

## Funding Sources Suitable for Parks and Conservation Areas

The City of Boyer City should pursue all potential funding sources for the acquisition and development of parks and conservation areas. Funding sources and mechanisms include but are not limited to the following:

### Boyer City Funding Sources

- General Fund Allocation
- Taxes
- Fees
- Bonds

### State Funding Sources

### Federal Funding Sources

- The Transportation Equity Act for the 21<sup>st</sup> Century (TEA-21)
  - Recreational Trails Program
  - Bicycle Transportation and Pedestrian Walkways
- Conservation and Reinvestment Act (CARA)
- Land and Water Conservation Fund (LWCF)
- Wetlands Reserve Program
- Urban Parks and Recreation Recovery Fund (UPARR)
- Watershed Protection and Flood Prevention Grants

### Private Foundations and Corporations

- American Greenways Eastman Kodak Awards
- Mitigation Banking
- Charlevoix County Community Foundation
- Frye Foundation

## Partnership Opportunities

Boyer City has a long history of partnering with public and private organizations to build, manage, operate and program recreation facilities. These have been beneficial arrangements that efficiently utilize monies and volunteers to achieve specific objectives.

## Parks and Recreation

In the public sector, the City should seek to broaden and strengthen partnering opportunities with

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Charlevoix County. At the federal and state levels, The Corps of Engineers and the Wildlife Resource Commission both are potential partners.

Partnership opportunities also exist in the development of transportation corridors. Federal, state and local agencies and departments can collaborate on such items as pedestrian and bicycle circulation, open space and wetland preservation and pedestrian crossings.

## Public-Private Partnerships

Boyne City should partner with recreation groups, businesses and non-profit groups to develop and operate recreation facilities. As the City grows not only larger, but also more sophisticated and diverse, new interests and organizations emerge. These interests and organizations should be welcomed, nurtured and ultimately actively engaged.