



Sub-Area Plans Master Land Use Plan



MASTER PLAN SUB-AREA 1 PORT CITY INDUSTRIAL CENTER

Sub-Area 1 provides a location in which the industrial vitality of Muskegon may be readily observed. Home to the Port City Industrial Park, the area offers opportunity for service and manufacturing industries to locate in a secure, fully-serviced, park setting with close proximity to US-31 and I-96. Industrial growth within the sub-area has been particularly formidable over the past decade and is anticipated to remain strong. Complimenting the industrial flavor of the area is an enclave of regional commercial activity comprised of several national retail chains located at the US-31/I-96 Intersection, and the Muskegon Correctional Facility located along the eastern portion of the sub-area. While both uses are considered secondary to the primary focus of the sub-area, they provide high quality retail and employment opportunities.

It is the goal of the Master Plan to retain the industrial orientation of Sub-Area 1. Accordingly, the rezoning of land for additional non-industrial use shall be discouraged, provided however, parcels located along Sherman Boulevard and Laketon Avenue may be used for non-industrial purposes which are ancillary to the area's industrial focus. Such uses include, but are not limited to, financial institutions, health/fitness clubs, office supply stores, computer sales and servicing, employment centers, and other uses with the potential to serve local industrial needs.

Location (Area Boundaries):

North: Laketon Avenue
East: City Limit [Muskegon Charter Township]
South: Sherman Boulevard
West: US-31

Neighborhood:

East Muskegon

Land Use:

Primary: Industrial
Secondary: Regional commercial
State correctional facility

Area Description:

The sub-area is traversed by several of the City's local and regional arterials. These include Laketon Avenue, Sherman Boulevard, and US-31. Interstate I-96 lies approximately three miles south, intersecting with US-31. Access to these systems has heavily influenced sub-area development.

A majority of the sub-area is devoted to industrial use. The area is home to the Port City Industrial Park - a Class "A" planned industrial park. Uses within the park include environmental, engineering, and printing services; wholesale food services; and manufacturing and processing industries.





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The Muskegon Correctional Facility, a State prison complex, is located along the eastern side of the sub-area in a heavily wooded setting. The facility has been designed, constructed, and landscaped to blend with its natural surroundings. Although abutting the Port City Industrial Park, it has not been a deterrent to the park's rapid growth.

At the extreme southwest corner of the sub-area, near the Sherman Boulevard and US-31 Intersection, one finds a new regional retail strip center anchored by a Target department/variety store. Other uses include retail outlets specializing in electronics, computers, and pet supplies and a family style restaurant. Additional space is available for retail occupancy.



Along Sherman, east of the retail center, lie a combination of industrial and service facilities. Service uses include a financial institution and tennis/fitness club.

The retail center is situated directly across a new, complimentary, retail complex located in neighboring Fruitport Township. That development is anchored by WalMart, SAM's Club, and Lowe's retail stores. Other uses include a series of variety stores,

several major restaurants, and a Comfort Inn.

Laketon Avenue serves as the sub-area's northern border. Land use along the roadway is primarily industrial.

Sunrise Memorial Gardens, a cemetery, is located near the US-31 (Industrial Boulevard) and Keating Avenue Intersection.

Adjacent Land Use:

- North: Industrial and limited commercial
- East: City limit/Muskegon Charter Township. Land uses include vacant parcels, single-family residential, and industrial.
- South: Sherman Boulevard comprised of regional commercial, service, and industrial.
- West: US-31.

Sub-Area (Land Use) Stability:

As evidenced by the high rate of new industrial and retail growth over the past ten years, level of recent private investment, and proposed new investment, the sub-area is considered a stable land use area.

Sub-Area Issues:

Although considered highly stable, the sub-area possesses several factors warranting attention within the Master Plan. These are:

1. There is likely to be continued demand to convert industrial properties along Sherman Boulevard to non-industrial (retail or service sector) use.





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2. As the level of retail traffic grows, conflicts with industrial park traffic are likely to increase.
3. Much of the easterly vehicular traffic bound for the Target site does not proceed to the signalized intersection before turning left. Instead, left turns are made off Sherman, at the initial parking lot access opening. This results in vehicular conflicts, including the stacking of traffic in the northerly, eastbound, lane which has been designed to accommodate through movement.
4. Internal traffic movement on public streets within the Port City Industrial Park should be analyzed to ensure that sufficient signalization and/or signage exists to avoid long periods of queuing at intersections.
5. Site development (zoning) standards should be implemented to ensure that parcels abutting the future Marne to Muskegon Rail Trail [Musketawa Trail] are well designed, compatible with, and complimentary to the trail system.
6. The sub-area includes several wetland locations. These are generally found within the central portions of the Port City Industrial Park. These natural features should be recognized and protected.
7. The Sunrise Memorial Gardens, while a viable use, represents a use which is not consistent with the future growth and development of Sub-Area 1.

Master Plan Recommendations:

1. Maintain the sub-area's industrial focus.
2. Along Sherman Boulevard and Laketon Avenue maintain the current industrial zoning status to restrict conversion of industrial property to uses considered inconsistent with the area's land use focus.
3. Continue monitoring traffic movement throughout the sub-area. As needed, address circulation and access problems. Particular attention should be given to minimizing access points. This includes, where possible, the closure of unnecessary curb cuts; ensuring alignment of driveways; erection of internal directional signage to accommodate visitors and truck traffic; and like factors.
4. Implement zoning (site plan) standards to ensure compatibility with the Marne to Muskegon Rail Trail system. Such standards should include provisions for segregating parking areas from the trail system; visual buffering of outside storage, parking, and loading/unloading areas; appropriate building setbacks (at least 50'); landscaping; and the like.
5. Incorporate the sub-area's wetlands as a component of the City's natural features inventory. Implement zoning (site plan) standards to ensure protection of the wetlands including minimum setbacks (at least 50 feet); avoidance of snow storage within the building/wetland setback area; maintenance of natural buffer strip (at least 25 feet) from the actual wetland limit; and like criteria.



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6. Preclude further expansion of the Sunrise Memorial Garden Cemetery. Moreover, investigate the present status of the cemetery site to determine the extent of development and potential to convert unused property [lying adjacent to existing industrial parcels] for industrial use.

Pursuant to the above, and to Sunrise Memorial Gardens in general, it is important that buffering standards be established between the Gardens and adjacent industrial development. Said buffers should provide for heavy landscaping to ensure adequate visual and noise buffering.

7. Work with Fruitport Township to coordinate development and access management along Sherman Boulevard.
8. Work with Muskegon Charter Township to coordinate development and access management along Laketon Avenue.



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MASTER PLAN SUB-AREA 2 SHERMAN/LAKETON MIXED USE AREA

Sub-Area 2, located directly west of US-31 between Laketon Avenue and Sherman Boulevard, is an area undergoing change. Land uses include single-family residential, multiple-family, general retail, business services, medical facilities, and light and heavy industrial. Although classified as mixed use, specific development types tend to be spatially distributed to four distinct sectors. These are the Mercy Hospital Medical Campus near the Sherman Boulevard/US-31 Intersection (southeast quadrant of the sub-area), strip commercial bordering the eastern edge of Getty Street and southern edge of Laketon Avenue, a mixed residential tract within the sub-area's northwest quadrant, and industrial located in the sub-area's interior (Medendorp Industrial Park). As a whole, the sub-area's predominate, emerging use is industrial.

It is the goal of the Muskegon Master Plan to encourage expanded industrial development in Sub-Area 2. In doing so, the plan recognizes that Sub-Area 2 contains various non-industrial uses important to the well-being of the City and populace as a whole. Accordingly, the plan outlines measures to ensure adequate protection and compatibility between the sub-area's variety of land development types.

Location (Area Boundaries):

- North: Laketon Avenue
- East: US-31
- South: Sherman Boulevard
- West: Getty Street

Street. Laketon and Sherman intersect with nearby US-31 resulting in easy access for automobile and truck traffic.

Neighborhood:

East Muskegon

Mercy Hospital, along with associated medical offices, nursing facilities, and medical supply businesses, are located near the Sherman Boulevard/US-31 Intersection.

Land Use:

- Primary: Industrial
- Secondary: Health services
Single-family
Commercial

Single and multiple family housing are found in the sub-area's northwest quadrant. The multiple-family dwellings are of recent construction and provide rent assisted accommodations for area residents.

Area Description:

Sub-Area 2 may be accessed via Laketon Avenue, Sherman Boulevard, and Getty

Commercial development has occurred in strip fashion along Getty Street and Laketon Avenue. Uses include general and speciality retail, convenience retail, services, and offices. Strip commercial is also found along the western edge of Getty Street in Muskegon Heights and along the





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northern edge of Laketon in Sub-Area 3. Some industrial development is also found sporadically located along the two corridors.

The central portion of the sub-area, which is also the largest land area component, is developing as industrial and is known as the Medendorp Industrial Park. Similar to its counterpart lying east of US-31 (Sub-Area 1, the Port City Industrial Park), Sub-Area 2 provides an opportunity to create a high quality industrial area with close proximity to excellent transportation facilities.

Adjacent Land Use:

- North: Mixture of residential, commercial, and industrial.
- East: US-31.
- South: Sherman Boulevard with a mixture of residential and commercial.
- West: Mixture of residential, commercial, and industrial.

Sub-Area (Land Use) Stability:

Over the past ten to fifteen years, the sub-area has experienced significant change. Additional change is anticipated as evidenced by the following:

1. Mercy Hospital has encouraged the successful, campus-type, development of free-standing medical offices and clinics directly south and west of the main hospital building. A large number of the region's health professionals are located there. Additional, similar, development is anticipated.

2. Industrial development is emerging as the sub-area's predominate land use. The area's proximity to US-31, combined with the availability of large parcels, has made the area inviting to industrial users. The City is also encouraging industrial development through its land assembly efforts in this area.
3. Reinvestment in existing, single-family, housing units is minimal. Housing located in the interior portions of the sub-area is undergoing replacement by new and/or expanding industries. In some instances, homes (home sites) are being assembled to create parcels sufficient to accommodate industrial development.
4. New, rent assisted, multiple-family apartments have been constructed along Valley Street, near Barney. While this development has helped stabilize the "immediate" neighborhood area, its impact on the sub-area's other residential sectors is negligible.

Sub-Area Issues:

1. Designation and use of the sub-area for industrial development will require the removal of single-family housing.





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2. The combination of land uses (e.g., housing, medical, commercial, and industrial) may result in land use compatibility conflicts unless development is carefully regulated.
3. Generally, the strip commercial development along Getty Street and Laketon Avenue has not provided sufficient buffer protection with adjoining residential development.
4. Strip commercial development along Getty Street and Laketon Avenue varies in depth pursuant to residential encroachment. The “deeper” parcels may establish benchmarks for subsequent requests to extend commercial into residential locations.
5. The visual image afforded by Getty Street and Laketon Avenue is poor due to a lack of high quality streetscape and coordinated business signage. Sherman, between Roberts Street and Getty Street experiences a similar phenomena.
6. In several instances, non-residential “spot” development has been allowed to encroach upon residential locations.
7. The sub-area is traversed by Little Black Creek, a tributary of Mona Lake. This natural feature requires protection from sub-area development.

Master Plan Recommendations:

1. Except as noted, extend the limits of industrial development to Getty Street.

Exceptions:

- a. The general area occupied by Mercy Hospital (east of Roberts Street and south of Black Creek) should be recognized as a health services/office location.
 - b. The area north of East Barney Avenue, west of Madison Street, and south of East Delano Street should be retained as mixed use residential.
 - c. Permit strip commercial development along Laketon Avenue up to a depth of approximately 300 feet.
 - d. Permit strip commercial development along Getty Street at the following locations:
 - ◆ South of East Barney Street.
 - ◆ Between East Barney and East Delano Avenue. Within this area, commercial should be limited to the alley between East Barney Avenue and East Hackley Avenue. The block between East Hackley Avenue and East Delano Avenue may extend from Getty to Continental Street.
 - e. Pursuant to items c and d, above, ensure that sufficient zoning standards are in place to address the issues of limited access control, pedestrian and vehicular circulation, signage, landscaping, and related design criteria.
1. As the proposed industrial area is planned (designed), investigate the potential closure of Continental Street,



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Austin Street, and Valley Street at their intersecting points with Laketon Avenue. Entry to the industrial area may be gained via other access points.

2. Any commercial or industrial development bordering residential should provide high quality buffering in the form of architectural screening and landscaping.
3. Implement streetscape and coordinated signage programs for Sherman Boulevard, Getty Street, and Laketon Avenue.



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MASTER PLAN SUB-AREA 3 GETTY STREET TO US-31 RESIDENTIAL/MIXED-USE AREA

Sub-Area 3 is bordered by several of the City’s major arterials. These systems experience high levels of through traffic which render abutting lands desirable for commercial and industrial use. Notwithstanding the above, Sub-Area 3 retains a significant amount of concentrated residential development situated internal to the roadways.

It is the goal of the Master Plan to retain the internal residential orientation of Sub-Area 3, while recognizing the opportunity to provide for non-residential uses in select perimeter locations. In providing for non-residential perimeter development, careful attention must be given to adequate buffering between residential and non-residential uses. Additionally, perimeter roadways should be landscaped to reflect a setting (entry) which is more residential than commercial in character.

Location (Area Boundaries):

- North: Apple Avenue
- East: US-31
- South: Laketon Avenue
- West: Getty Street

The interior portion of the area consists of low to moderately priced single-family homes, West Michigan Christian High School, and approximately nine religious institutions (churches).

Neighborhoods:

- Sheldon Park
- Oakview

Due to the character of the perimeter roadways, the sub-area experiences a mixture of retail, service, and industrial development along segments of Apple Avenue, Getty Street, and Laketon Avenue. The northeasterly portion of the area is near the intersection of Apple Avenue and US-31. As such, parcels in this location along Apple have developed in strip commercial fashion, linking with similar development in nearby Muskegon Charter Township. The Apple Avenue/US-31 Intersection represents an initial entry point into the City and serves as a regional commercial center.

Land Use:

- Primary: Single-family residential
- Secondary: Educational facilities
- Churches /religious institutions
- Mixed retail, Industrial

Area Description:

The sub-area is bordered by Apple Avenue, Getty Street, and Laketon Avenue. All are principal arterials, providing for high rates of transient through movement.

Getty Street is almost fully developed as strip commercial. Laketon Avenue consists of a mixture of residential, commercial, and industrial (warehousing/distribution).





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Adjacent Land Use:

- North: Residential and strip commercial.
- East: Residential, commercial, and industrial.
- South: Commercial and industrial.
- West: Residential, commercial, and industrial.

Sub-Area (Land Use) Stability:

The area is slowly undergoing change, due in large part to the continual strip commercialization of Apple Avenue, Getty Street, and Laketon. Many of the residential blocks experience homes in need of rehabilitation and/or basic “paint-up/fix-up.”



Sub-Area Issues:

1. The demand for additional strip commercial development along Apple Avenue, Getty Street, and Laketon Avenue is anticipated to continue.
2. There is a lack of a consistent and cohesive streetscape along Apple Avenue, Getty Street, and Laketon Avenue.

3. Through traffic, non-related to sub-area residents, results from those attempting to avoid travel along the major perimeter roadways during peak times.
4. Several of the residential blocks experience homes in need of rehabilitation.
5. There is a lack of adequate buffer protection between many of the strip commercial areas and adjacent homesites.
6. There is a lack of coordinated planning between the City and adjoining Muskegon Charter Township.

Master Plan Recommendations:

1. Maintain the sub-area’s residential focus.
2. Restrict the continued strip commercialization of Apple Avenue.
3. Permit remaining residential properties along Getty Street to be converted to commercial use.
4. Implement through zoning, buffer requirements associated with non-residential uses which are to be located contiguous to residential development.
5. Restrict further expansion of industrial development.
6. Implement a comprehensive streetscape program along Apple Avenue, Getty Street, and Laketon.





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7. Focus residential rehabilitation and site maintenance efforts in this sub-area.
8. Working in conjunction with Muskegon Charter Township, prepare and implement a coordinated streetscape beautification program for the commercial sector along Apple Avenue near US-31.
9. Implement signage along Apple Avenue, west of US-31, alerting drivers to the City's core downtown (and major attractions).



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MASTER PLAN SUB-AREA 4 PECK STREET TO GETTY STREET RESIDENTIAL/MIXED-USE AREA

Sub-Area 4 is predominately residential in use. The Clinton-Peck and McLaughlin Historic Districts are located in the sub-area. The historic districts possess a variety of period housing, institutional, and commercial structures. To the northwest, Sub-Area 4 links with Muskegon’s Core Downtown. The sub-area also includes a variety of medical facilities and commercial, industrial, and institutional development.

It is the goal of the Master Plan to retain the residential orientation of Sub-Area 4, while also recognizing the importance of existing medical, office, commercial, and industrial development that is appropriately sited and designed. With the exception of Laketon Avenue, these latter uses are found along the perimeter of the sub-area. Laketon Avenue, a major east/west arterial located within the sub-area, possesses several pockets of non-residential development.

Except for recognized enclaves of desired non-residential development, the sub-area’s internal development should be limited to those uses of a residential character or having residential compatibility.

Location (Area Boundaries):

North: Apple Avenue
East: Getty Street
South: City Limit [Muskegon Heights]
West: Peck Street

Neighborhoods:

Angell
Marsh
McLaughlin

Land Use:

Primary: Residential
Secondary: Hospital/Medical facilities
Medical offices
Commercial, Cemetery

Area Description:

The sub-area is bordered by Peck Street, Apple Avenue, Getty Street, and Muskegon Heights (on the south). Laketon Avenue is located near the southern portion of the area. These roadways, classified as principal arterials, carry significant traffic through this portion of the City.

A majority of the area is devoted to single-family use. Housing character and local neighborhood quality vary markedly. On some blocks, one finds superior examples of well-maintained period housing. Conversely, one also discovers residential blocks with homes and home sites in need of major rehabilitation and/or clean-up. A visible example of the above situation may be found along the residential blocks surrounding Hackley Hospital. To the immediate west of the hospital, along





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Clinton Street, one finds high quality period housing on manicured sites. To the immediate east, along Hoyt Street, homes are generally smaller in size, significantly lower in assessed value, and often in need of rehabilitation. Comparable variations in housing character and condition are prevalent throughout the sub-area.

Hackley Hospital, the City's largest medical facility and a major employer, is located near the Laketon Avenue and Peck Street Intersection. Attached to the hospital are two multi-storied medical office buildings providing physician and associated medical space. Over the years, Hackley Hospital has acquired surrounding properties, including residential sites, in order to meet growth demands. The inclusion of such property has allowed the hospital to expand at its present location, versus relocating elsewhere. Over the past ten years, the hospital has instituted major site improvement activities including the beautification of several blocks along Laketon Avenue and perimeter landscaping consistent with the character of the area's historic background. Additional improvements are planned.

Located near Hackley Hospital, one finds a variety of religious facilities (local churches), medical offices, public and private schools, and Marsh Field. Marsh Field, currently undergoing rehabilitation, represents one of the City's finest baseball complexes and is suitable for tournament play.

Restlawn and Oakwood Cemeteries are located near the east-central portion of the sub-area. Collectively, they represent the sub-area's second largest land use,



occupying the equivalent of approximately 18 blocks. They are surrounded to the north, west, and south by residential development. On the east, they abut, and buffer, an area comprised of industrial uses.

Peck Street consists of a mixture of residential, office, and speciality retail development. In many instances, homes have been converted for non-residential use, but retain their residential character.

As in Sub-Area 3, Getty Street has developed in strip commercial fashion. Generally, such commercial parcels are limited to the first tier of properties along the roadway. There has been only limited intrusion into the adjoining residential blocks.

Getty Street also possesses a small industrial area, a portion of which provides incubator space for budding industrial businesses. Normally, industrial development would be discouraged in a residential sub-area, however, several factors prevent the above use from negatively impacting surrounding properties. As previously indicated, the industrial site is buffered by two large



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cemeteries. These features reduce the visual impacts of the industrial uses and prevent the east-west movement of industrial traffic through nearby residential blocks.

Within Sub-Area 4, Laketon Avenue has avoided the strip commercialization common to the City's major streets. This is due to a variety of factors, including the former presence of the Grand Trunk Railroad right-of-way, paralleling Laketon Avenue on the north. The historic presence of this 66 foot right-of-way, actively used for rail transport during the early to mid-1970's, precluded use of frontage properties. The line is now abandoned, most of the trackage removed, and the right-of-way in City ownership (with some exception). A portion of the right-of-way (between Getty Street and Hoyt Avenue) is presently being redeveloped as a component of the City's pathway system.

Adjacent Land Use:

North: Core downtown and residential.
East: Strip commercial.
South: Muskegon Heights (mixed uses)
West: Residential, strip office, institutional.

Sub-Area Stability:

The stability of the sub-area varies depending on the specific geographic location. As a whole, the sub-area is classified as slightly less than stable. This is due to the increasing rate of homes in need of rehabilitation.

Sub-Area Issues:

1. Many residential blocks experience deteriorating housing conditions and/or poor site maintenance.
2. It is anticipated that Hackley Hospital will require the additional removal of homes for hospital expansion and associated improvement purposes.
3. Peck Street is likely to experience continued demand for the conversion of single-family homes to non-residential use.
4. The area lacks a convenient, full-service, grocery store.
5. The presence and location of the hospital and related medical facilities results in some movement of transient traffic through adjacent residential blocks.
6. The perimeter roads, and Laketon Avenue, lack high quality, cohesive, streetscapes.
7. The demand for strip commercialization of Getty Street is likely to continue.
8. There is a lack of adequate buffer protection between many of the strip commercial areas/uses and adjacent homesites.
9. There is a lack of coordinated planning between the City and adjoining Muskegon Heights.
10. Although the sub-area is host to, or near, several major employers, it does





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not possess a higher quality, market rate, apartment complex.

11. The industrial development along Getty must be carefully buffered to ensure compatibility with nearby residences.
12. The general area (Sub-Area's 3, 4, and 5) includes high numbers of children and older residents. Other than local schools, the availability of recreational facilities for these residents is limited.

Master Plan Recommendations:

1. Maintain the sub-area's residential focus.
2. Coordinate the City's sub-area planning effort with that of Hackley Hospital on the development of a campus master plan to ensure high quality integration of the medical facility with surrounding neighborhoods and the roadway system. Ensure that such efforts include residents and the underlying Neighborhood Association.
3. Complete the proposed bicycle pathway along Laketon Avenue.
4. Permit remaining properties along Getty Street to be converted to commercial use.
5. Implement, through zoning, buffer requirements associated with the placement of non-residential uses contiguous to residential development.
6. Limit additional industrial development to the established industrial sector.
7. Implement comprehensive streetscape programs along Apple Avenue, Getty Street, Laketon Avenue, and Peck Street.
8. Focus residential rehabilitation and site maintenance efforts in this sub-area.
9. Consider placement of a local community center central to Sub-Area's 3, 4, and 5 that will provide leisure and educational facilities to area residents.
10. Work with an area retailer to assemble sufficient property for construction of a full-service grocery store and accessory uses.
11. Investigate the potential for construction of a market rate apartment complex. A possible location is one central to the confluence of Sub-Areas 4 and 5 with the Core Downtown.
12. Consider placement of duplex, tri-plex, and four-plex units as infill housing based on designs [building and site] which are complimentary to existing area housing.
13. Coordinate planning efforts with that of Muskegon Heights along common boundaries and corridors.



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MASTER PLAN SUB-AREA 5 PECK STREET TO SEAWAY DRIVE RESIDENTIAL/MIXED-USE AREA

Sub-Area 5 ranges from residential development in the north to heavier industrial uses along the south (southwest). The sub-area includes the headquarters of the Brunswick Corporation, SPX industrial facilities, St. Mary’s Cemetery, and Muskegon High School and school administration offices. The Jefferson, Campus, Clinton-Peck, Houston, and Clay-Western Historic Districts are located in the sub-area. The Jefferson District is classified as a “AA” historic district and provides excellent examples of period housing. The sub-area also possess a unique, downtown residential neighborhood lying south of the City’s Core Downtown, close to historic Western Avenue on the west. The neighborhood is part of a “AA” National Register Historic District and home to the Hackley House and Hume Home.

Location (Area Boundaries):

- North: Core Downtown
- East: Peck Street
- South: City Limit [Muskegon Heights]
- West: Seaway Drive

Neighborhoods:

- Marsh
- Nelson

Land Use:

- Primary: Residential - northerly portion
Industrial - southerly portion
- Secondary: Educational facilities
Offices
Mixed commercial
Cemetery

Area Description:

The sub-area is bordered by Peck Street, Core Downtown, Seaway Drive, and Muskegon Heights (on the south).

The southerly portion of the area is devoted to industrial development, including the headquarters of the Brunswick Corporation and SPX industrial facilities. These uses, as well as others, have been in existence for many years and are well established at this location. Most have made ongoing investments in new buildings and equipment and are the recipient of tax incentives from the City. The industrial area possesses several former industrial sites.



The northerly two-thirds of the sub-area consists of residential development varying in quality, size, and value. The residential blocks encompassed by the Jefferson Historic District possesses some of the City’s finest housing, with sites generally





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well-maintained. The blocks abutting the Core Downtown [generally described as that area between Hackley Park, Western Avenue, Ninth Street, and Houston] reflect a neighborhood enclave with direct linkage and identity to the City's downtown entertainment and business area. The Master Plan calls for this area to be classified as an "In-Town" residential neighborhood, distinct from the basic core downtown area. The "In-Town" neighborhood is part of the Class AA National Register Historic District. The Charles Hackley House and Hume Home, historic landmarks, are located in the "In-Town" neighborhood.

Notwithstanding the presence of many quality homes, the sub-area also possesses a number of blocks with units in need of rehabilitation and site maintenance.

Muskegon High School serves as a major anchor to the sub-area's residential segment. Over the years, the school has undergone several major expansions and site improvements. Additional enhancements are underway.



The sub-area includes the Peck Street and Sanford Street one-way pair located along the easterly border. These north/south systems serve as major collectors to local residential traffic and as arterials to through movement. Over the years, Peck Street has experienced the conversion of homes to office and speciality retail and services uses. The rise of such development may be traced to nearby Hackley Hospital and the northerly portion of the roadways proximity to the City's core downtown.

Seaway Drive (BR-31) serves as the area's westerly boundary. The roadway effectively isolates the area from development to the west.

Adjacent Land Use:

- North: Core Downtown
- East: Mixed residential, office, and speciality retail
- South: City limit (Muskegon Heights)
- West: Seaway Drive

Sub-Area Stability:

The area's stability varies throughout. Residential locations range from mature, well maintained, neighborhoods to those undergoing significant decline and in need of rehabilitation.

Most of the industrial development is also mature in age. And, like the area's residential development, ranges from well maintained facilities to those in need of major rehabilitation and/or removal.

Sub-Area Issues:

1. There are pockets of housing in need of





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rehabilitation.

2. Laketon Avenue suffers as a result of several business and property owners who fail to maintain the appearance of their buildings and/or frontage sites.
3. The area has several Part 201 sites. These are generally located in the area's industrial sector.
4. Buffers between residential and industrial development are virtually non-existent.
5. The small enclave of housing within the vicinity of East Hackley Avenue and Park Street is isolated by industrial and commercial development. The suitability, and long term survival, of residential development in this location is questionable.
6. The area's major streets lack a cohesive streetscape program.
7. The site occupied by Muskegon High School is undersized and may impact long term development efforts.
8. As with adjoining Sub-Area 4, Sub-Area 5 contains a number of major employers. However, the area does not possess higher quality, market rate, apartment in which employees may live.
9. The "In-Town" neighborhood district represents an exceptional residential asset due to its historic character and geographic position. However, the district's close proximity to the downtown, combined with its historic

quality, result in planning challenges unique to the area [e.g. tourist traffic, demands for conversion of large homes to commercial use, etc.].

10. There is a lack of coordinated planning between the City and adjoining Muskegon Heights.

Master Plan Recommendations:

1. Redevelop that portion of the sub-area located south and east of the industrial sector from residential to industrial.
2. Complete the proposed bicycle pathway along Laketon Avenue.
3. Implement, through zoning, buffer requirements to mitigate compatibility impacts between residential and non-residential uses.
4. Work with the Muskegon Public Schools Board of Education to development a long range campus master plan for the High School area.
5. Investigate the potential for development of a market rate apartment complex.
6. Implement comprehensive streetscape programs along the sub-area's major roadways.
7. Focus "brownfield" redevelopment efforts on the former industrial land.
8. Focus residential rehabilitation and site maintenance efforts in this sub-area.
9. Work with Laketon Avenue businesses



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to encourage site enhancements and, where necessary, building facade improvements.

10. Develop a comprehensive preservation strategy [plan] for the “In-Town” residential district which permits the City to capitalize on the tourist appeal of the district while retaining its residential integrity. The preservation strategy should include an analysis of building and site conditions on a parcel-by-parcel basis, preparation of a streetscape program unique to the district and consistent with its historic flavor, an analysis of visual and pedestrian linkages to Western Avenue and the Core Downtown, an assessment of traffic circulation impacts and recommended improvements, an analysis of infill needs and potential including a comprehensive evaluation of infill programs completed over the past several years, and related district factors.
11. Coordinate planning efforts with that of Muskegon Heights. Of particular note is the joint development of a small industrial park from Park to Seaway and Hackley to Laketon.



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MASTER PLAN SUB-AREA 6 BARCLAY STREET SUB-AREA

Barclay Street, one of the City's north/south collectors, traverses the center of Sub-Area 6. This sub-area contains a variety of land uses including parks and open space, single and multiple family residential, and various forms of commercial. No specific land use predominates, however, residential becomes the primary focus when single and multiple family land areas are combined. Ruddiman Creek borders the western edge of the area, leading into Ruddiman Lagoon and Muskegon Lake.

It is the goal of the Master Plan to retain the mixed-use character of Sub-Area 6 and to demonstrate how varying land uses may co-exist, as well as compliment each other.

Location (Area Boundaries):

- North: Laketon Avenue
- East: Seaway Drive (BR-31)
- South: Sherman
- West: Barclay and Ruddiman Creek

this location, one finds retail strip centers lying east and west of Henry. Historically, these centers have served a regional population base offering grocery, pharmacy, clothing, automotive, restaurant, and general retail goods.

Neighborhoods:

Campbell

The area lying between Henry Street and Seaway Drive is slowly becoming a solid core area of commercial development. While some residential and industrial uses do exist, it is anticipated they will ultimately be replaced by commercial facilities.

Land Use:

- Mixed Use: Open space/park
- Single-family
- Multiple-family
- Office, service, and retail

Commercial activity may also be found along Laketon Avenue, between Barclay Street and Seaway Drive. Commercial uses are situated in strip fashion along the roadway and include a variety of local retail and service facilities.

Area Description:

Henry Street, a north/south arterial, traverses the easterly portion of the sub-area. Henry Street is one of the metro areas most popular commercial corridors. Henry Street links the sub-area to the nearby cities of Roosevelt Park and Norton Shores. Commercial development is generally found throughout the length of Henry Street, with the largest concentration at the southern end near Sherman Boulevard. At

Between Henry and Barclay one finds the sub-area's largest section of single-family homes. Generally, homes are moderately priced and in good condition. There are limited instances of units in need of rehabilitation.





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Muskegon Catholic Central School lies west of Barclay, south of Laketon. Muskegon Catholic is one of the region's largest parochial schools.

A large, vintage, multiple-family housing complex is found in the Willow Drive area, south of Muskegon Catholic Central. Although renovated several years ago, the complex retains a row-house, barracks type, character. Additional multiple-family facilities may be found in the southern portion of the sub-area, between Barclay and Henry Streets.

Ruddiman Creek and Ruddiman Lagoon traverse the western rim of the sub-area. These natural features markedly enhance the sub-area's attractiveness and are important elements to the local quality of life. Ruddiman Lagoon empties into nearby Muskegon Lake. The creek and lagoon are closely associated with McGraft Park, found in adjacent Sub-Area 7.

Adjacent Land Use:

North: Residential and strip retail
East: Seaway Drive
South: City limit (Roosevelt Park)
West: Ruddiman Creek, McGraft Park, and residential

Sub-Area Stability:

Although commercial development along Henry Street is undergoing some change, the sub-area as a whole is relatively stable.

Due to competition from new commercial development occurring in outlying locations, Henry Street's position as the region's premier commercial sector has declined. Notwithstanding that fact, however, Henry Street's central position to a large population base should ultimately counter any declining trend.

Sub-Area Issues:

1. There is a lack of buffering between commercial and residential development.
2. Due to its location, the City may experience a demand for the expansion of commercial development between Henry Street and Seaway Drive. This would necessitate the removal of homes (located in the area between Hackley and Young Streets). The City has invested considerable funds in this area for purposes of maintaining its residential character.
3. The area's major streets (Laketon Avenue, Henry Street, and Sherman Boulevard) lack cohesive streetscape programs.
4. The area between Young Street, Seaway Drive, Laketon Avenue, and Henry Street is industrial in orientation. This is not consistent with surrounding land uses.





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5. The former Mall (now under Muskegon County ownership and used for storage) detracts from the visual quality and general character of Henry Street. The large vacant parking lot and appearance of unused buildings is not conducive to a high quality commercial (retail) environment.
6. Remaining single-family homes along Henry Street are likely to experience a future demand for conversion to commercial use.
7. Commercial development along Laketon Avenue has been restricted to the area between Seaway Drive and Barclay Street. Pressure may result to extend commercial uses farther west due to the large population concentration in this area.
8. Ruddiman Creek and Ruddiman Lagoon are subject to deterioration due to the influence of surrounding development.
9. There is a lack of coordinated planning between the City and adjoining Roosevelt Park.
- streetscapes along Laketon Street, Henry Street, and Sherman Boulevard.
4. Market the Outlet Mall site for redevelopment to commercial or office use. Due to its size, the site might also function as the location of a community recreation center.
5. Allow homes along Henry to be converted to office or commercial use.
6. Prohibit future industrial development along Henry.
7. Restrict commercial development along Laketon Avenue to Barclay Street.
8. Prepare and implement a comprehensive management plan for Ruddiman Creek and Ruddiman Lagoon. Utilize an environmental corridor overlay zone (as part of the zoning ordinance) to provide additional resource protection.
9. Coordinate boundary planning activities with the City of Roosevelt Park.

Master Plan Recommendations:

1. Implement, through zoning, controls to ensure adequate buffers between commercial and residential development.
2. Complete the full commercial development of that area lying between Henry Street, Laketon Avenue, Seaway Drive, and Sherman Boulevard.
3. Prepare and implement high quality





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MASTER PLAN SUB-AREA 7 McGRAFT PARK RESIDENTIAL AREA

Sub-Area 7 is one of Muskegon’s mature, stable, inviting residential areas. The sub-area is anchored by McGraft Park, located along the sub-area’s eastern edge, and the Muskegon Country Club on the west. Central to the sub-area is Bunker Junior High School.

Lakeshore Drive extends in a east/west direction along the northern edge of the sub-area, while Sherman Boulevard delineates the southerly perimeter. These systems enable vehicular traffic to move to the nearby, and highly popular, Lake Michigan shoreline and Pere Marquette Park.

It is the goal of the Master Plan to retain the McGraft Park Residential Sub-Area as single-family in orientation. As such, the Master Plan supports ongoing efforts towards the rehabilitation of mature housing stock for continuing single-family use and, where feasible, the construction of new single-family detached homes. Moreover, those features of the sub-area considered highly beneficial to the area’s residential character, aesthetic quality, and life style should be fully protected and, where necessary, enhanced. These include McGraft Park, Seyferth Playfield, and tributaries of Ruddiman Lagoon.

While fostering the above goal, it is acknowledged that a limited range of commercial and office activities are appropriate to select segments of Lakeshore Drive and Sherman Boulevard. Typically, non-residential uses should be oriented to the needs of the local populace. Such development should be highly controlled pursuant to type, location, and design in order to prevent negative impacts on the sub-area’s residential focus.

Industrial development should be prohibited.

Location (Area Boundaries):

North: Lakeshore Drive
East: McGraft Park Road/Barclay
South: Sherman Boulevard (City limit)
West: Muskegon Country Club

Land Use:

Primary: Single-family residential
Secondary: Regional and neighborhood commercial

Multi-family

Neighborhoods:

Lakeside
Glenside

Area Description:

The area is primarily comprised of mature residential housing stock in good to very





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good condition.

Complimenting the sub-area's residential flavor are several parks including Seyferth Playfield and well-known McGraft Park.

McGraft is recognized throughout the Muskegon Metropolitan area as one of the region's finest outdoor parks. As such, it is in demand by residents and non-residents alike. The park's outdoor amphitheater is commonly used by religious, civic, and other groups for summer concerts, while the indoor shelter and outdoor playgrounds are host to numerous picnics, family reunions, and civic festivities.

Commercial development is sporadically located along Sherman Boulevard. Typically, commercial uses are found as small nodes near intersections or as small strip segments within various blocks. Along Lakeshore, commercial development generally occurs in linear (strip) fashion.

Adjacent Land Use:

- North: Industrial, marina, and commercial.
- East: Residential and McGraft Park.
- South: Strip commercial.
- West: Muskegon Country Club.

Sub-Area (Land Use) Stability:

As a whole, the sub-area is relatively stable. However, some unwanted disruption to the area's residential environment is experienced along the Lakeshore Drive and Sherman Boulevard corridors. These are described below.

Lakeshore Drive - The advanced age of housing along portions of Lakeshore Drive, combined with a lack of maintenance and influence of certain nearby industrial and commercial uses, has resulted in intermittent pockets of homes in need of rehabilitation. Left unchecked, such conditions could impact nearby home sites, including those internal to the sub-area.

Sherman Boulevard - Some of the commercial uses along Sherman have not provided or maintained sufficient buffer protection to fully mitigate unwanted compatibility impacts (e.g., noise, lights, aesthetics, etc.) between said uses and nearby homes. This is not conducive to residential stability.

Sub-Area Issues:

In addition to the stability concerns referenced above, several additional issues warrant attention. These are:

1. The presence of commercial development and commercial zoning along Sherman Boulevard (both sides), combined with high rates of traffic (local and transient) will result in additional requests for strip commercial rezonings. The same phenomena holds true for Lakeshore Drive (although the amount of property left for rezoning is limited).
2. Commercial signage along Lakeshore Drive and Sherman Boulevard is not consistent pursuant to size, type, and design.
3. Zone district classifications along Lakeshore Drive lack continuity and, in





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certain instances, are not consistent with the Preamble Statements of the present zoning ordinance.

4. Many of the commercial establishments along Lakeshore Drive and Sherman Boulevard lack streetscapes consistent with the residential character of the sub-area.
5. Certain outlot areas associated with tributaries of Ruddiman Lagoon have been used inappropriately (e.g., depositing of leaves and brush, depositing of debris, heavy trespass, cutting of vegetation potentially suitable for wildlife and the protection of the water resource, etc.).

Master Plan Recommendations:

1. Maintain the character of the sub-area as single-family residential. Limited multiple-family may be permitted provided:
 - ◆ residential density (units per acre) does not exceed underlying single-family standards by more than 50 percent;
 - ◆ sufficient on-site parking exists to accommodate all units;
 - ◆ the character of the multiple-family complex (building and site) must be consistent with that of surrounding residential development;
 - ◆ all units should have on-site access to at least (1) stall of an enclosed garage; and,

- ◆ all projects should be subject to rigid site design (zoning) standards, including site plan review by the Planning Commission.

2. Maintain the existing system of sub-area parks and natural features as integral elements of the area's residential flavor.
3. Incorporate the sub-area's (Ruddiman Lagoon) tributaries as components of the City's natural features inventory. Implement zoning standards and maintenance criteria to ensure protection of the tributaries [refer to Number 4, following].
4. Develop and implement an educational program which advances preservation of the area's natural features. For instance; a) consider erecting an informational display map of the Ruddiman Lagoon/McGraft Park natural area and park system on the grounds of McGraft Park; b) develop a designated "walking" trail, with interpretive signage, traversing the park and lagoon area [the trail should be included as a component of the Lakeshore Trail Master Plan]; c) as part of the City's Leisure Services Program, coordinate a program with the local system of public and private schools and neighborhood associations for purposes of educating students and residents on the importance of the area's (City's) natural features; d) on public properties, near water courses, identify and implement a program of designated "natural" areas wherein lawn maintenance is either eliminated or markedly reduced. This might include a designated 25 feet, non-disturb, natural area adjacent to



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local water and wetland bodies.

5. Along Sherman Boulevard, work with adjoining Norton Shores to coordinate the preparation and implementation of consistent (compatible) sign, access, and related streetscape standards. Such standards should recognize the sub-area's residential character.
6. Implement zoning (site plan) standards requiring adequate buffer protection between the commercial uses along Lakeshore Drive and Sherman Boulevard and adjacent residential development.
7. Limit expansion of commercial development (rezonings) along Sherman Boulevard.
8. Existing commercial districts along



Sherman Boulevard, west of Pine Grove Street, should be restricted to the B-1 Zone District Classification. B-1 uses are designed primarily to serve persons residing in adjacent residential areas or neighborhoods.

9. Commercial development along Lakeshore Drive should be restricted to the B-2 Zone District Classification.

While it is recognized that Lakeshore Drive serves a rather high amount of transient traffic, many of the uses permitted within the present B-4 areas (e.g., major automobile repair, engine and body repair, storage of wrecked automobiles, storage of goods, parts assembly, vehicular sales, flea markets, etc.) are not conducive to the planned character of the area.



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MASTER PLAN SUB-AREA 8 LAKE MICHIGAN SHORELINE SUB-AREA

Sub-Area 8 might be classified as a peninsula since it is surrounded by water on three sides. These include Muskegon Lake, the Muskegon Lake Channel leading to Lake Michigan, and Lake Michigan. The area is home to the highly popular Pere Marquette Beach fronting on Lake Michigan, as well as Kruse Park. Each summer the beach draws literally thousands of residents and visitors who come to enjoy the water, sand, and sunshine. Other notable land uses include the Muskegon Country Club, the Harbour Towne planned residential development, the Silversides Submarine tourist attraction, and several marinas located along the Muskegon Lake side. In addition to Harbour Towne, residential development is found throughout the length of the area.

It is the goal of the Master Plan to maintain the quality and character of Sub-Area 8, while permitting select (and highly restricted) residential and commercial enhancements consistent with the range of sub-area uses. Industrial development should be prohibited.

Location (Area Boundaries):

- North: Muskegon Lake
- East: Eastern edge of the Muskegon Country Club
- South: Sherman Boulevard (City of Norton Shores)
- West: Lake Michigan

Neighborhoods:

Beachwood/Bluffton

Land Use:

- Primary: Single-family Residential
Lake Michigan shoreline/beach
- Secondary: Muskegon Country Club
Marina, marina service

Area Description:

Approximately one-fifth (1/5) of the sub-area is comprised of the Muskegon Country Club. Located at the eastern edge of the area, the Muskegon Country Club is a private, 18 hole golf course with associated club house, dining, recreation, and meeting room facilities. Site topography is rolling with mature trees abounding throughout. The golf course serves as an attractive aesthetic feature for entry to the sub-area. It also provides a significant land use buffer between this sub-area and adjoining Sub-Area 7.

Lake Michigan serves as the western boundary of the sub-area, extending the full length in a north/south direction. Associated with Lake Michigan is one of the region's finest sand beaches. The beach is home to Pere Marquette Park, a City recreational facility. Except for a small concession area, commercial development





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is non-existent along the beach. Over the years, public discussion has ensued regarding placement of speciality commercial facilities along a portion of the beach area. These might include restaurants and specialty retail with an emphasis on the tourist trade. Public opinion on such development is split. Some wish to preserve the “natural” qualities of the beach area, while others view small, well-planned, commercial facilities as consistent with the character of the area and benefiting the community.



Along the southerly end of the Lake Michigan stretch one finds Kruse Park with a boardwalk along the Muskegon Channel, boat ramps, and observation decks, and the Kruse Park area woodlands. As with the beach, the park and woodland features add to the high quality environmental character of this sub-area.

Well-maintained single-family homes are located throughout the length of the sub-area. A new residential site condominium planned unit development is under construction in the northern portion of the area, with linkage to Muskegon Lake. Known as Harbour Towne, the site condominium development includes high

quality, attached condominium units in a series of clustered pods. The project has proven highly successful and the housing reflects some of the most expensive units in the City (\$200,000+). The success of Harbour Towne demonstrates the ability of Muskegon to successfully compete with other communities in the high end housing market.



Marina facilities and services, the Muskegon Yacht Club, public boat launch facility, and a variety of mixed-uses are found along the Muskegon Lake shoreline between Thompson Avenue (extended) and the S.D. Warren plant. Marina facilities and a small beach area along Muskegon Lake are also located north of Harbour Towne.

The Silversides, a World War II vintage submarine, and designated national monument, has been placed along the Muskegon Lake Channel and serves as a regional tourist attraction. Over thirty thousand (30,000) guests per year visit the site.





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Adjacent Land Use:

- North: Muskegon Lake and a small segment of the S.D. Warren plant abutting the Muskegon Country Club.
- East: Residential
- South: Residential (Norton Shores)
- West: Lake Michigan

Sub-Area Stability:

Land use within the sub-area is considered very stable. The area's water related position makes it a highly desirable location. Housing quality is generally very good to excellent.

Sub-Area Issues:

1. The presence of Pere Marquette Beach, the Silversides Submarine, and marina development result in significant transient traffic through the sub-area.
2. There is divided opinion over the development of a portion of Pere Marquette Beach for commercial use.

Some residents believe the beach should be retained in a natural state. Others feel a small cluster of speciality retail would be economically beneficial and conducive to a park of this type.

3. In addition to commercial development along the beach, some residents believe additional commercial activity should be positioned near the Silversides in order to take advantage of the tourist trade.
4. The segment along Lakeshore Drive, between Thompson Avenue (extended) and S.D. Warren represents the sub-area's greatest concentration of mixed uses, including an industrial facility, boat storage buildings, bar and restaurant, convenience store, marina, boat sales and service, and housing.
6. Although somewhat congested, the above area offers a desirable marine character to the sub-area. However, some of the uses and/or placement of uses may not be desirable to the area's long term stability.
5. When compared to the Lake Michigan side and the area along the Muskegon Lake Channel, the opportunity for public access to the Muskegon Lake shoreline is limited.
6. There is a lack of coordinated planning with the City of Norton Shores along the Sherman Boulevard corridor.

Master Plan Recommendations:

1. Consistent with the City's Downtown/Lakeshore Redevelopment





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Plan, relocate the Silversides to a Core Downtown site. Reuse the vacated site for public open space/park purposes.

2. Restrict permanent commercial development along Pere Marquette Beach. Instead, consider the restrictive leasing of limited, seasonal, space to vendors who utilize portable trailers which may be positioned and removed on a daily basis.
3. Other than the commercial development detailed under item 2, above, restrict commercial uses (restaurant, convenience, bait and tackle, marine supplies, etc.) to the marina service area located along Lakeshore Drive, between Thompson Avenue (extended) and S.D. Warren. With limited exception as detailed below, commercial uses near the former Silversides site should be prohibited. The marina site located north of Harbour Towne contains a proposed restaurant facility (to occupy the former marina club building). The presence of the marina and existing building appear to be conducive to a restaurant at this location. Other forms of commercial activity should be restricted. Land development trends indicate the viability of additional housing in this area. Commercial demands may be satisfied in the marine service area delineated above, along Lakeshore Drive between Thompson Avenue (extended) and S.D. Warren.
4. Prepare a detailed sub-area plan for the marina service area identified earlier. The plan should call for the elimination of industrial uses but should permit the variety of mixed-uses currently existing.
5. Public access (pathway or boardwalk easements) along the length of Muskegon Lake should be implemented. This would permit connection of similar pedestrian movement opportunities presently found along Lake Michigan and the Muskegon Lake Channel. Such pathways should be incorporated as part of the Lakeshore Trail System.
6. Coordinate planning activities along Sherman Boulevard with the City of Norton Shores.



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MASTER PLAN SUB-AREA 9 MUSKEGON LAKE/LAKESHORE DRIVE MIXED-USED AREA

Regionally, Sub-Area 9 is most well-known for the presence of the S.D. Warren manufacturing facility. Situated between Lakeshore Drive and Muskegon Lake, the S. D. Warren site comprises one of the largest Lakeshore land holdings. It also represents a complex issue pursuant to land use planning. On the one hand, the facility provides employment opportunities, significant tax base, and represents the lumbering heritage so important to the region’s historic growth and development. Conversely, the facility results in the movement of heavy truck traffic through non-industrial locations, periodically emits off-site odors common to paper mills, fosters the City’s image as a heavy industrial town, and is considered by many to be visually blighting.

Near the S.D. Warren plant is the Lakeside Business District, a unique mixed-use waterfront area conducive to pedestrian scale activity. The district includes a variety of retail, marine, and service uses. Located along the eastern edge of the sub-area, adjacent to Muskegon Lake, is the site of the (former) Amoco tank farm. The sub-area rests at the base of an adjoining residential neighborhood.

It is the long range goal of the Master Plan to bring about the full redevelopment of Sub-Area 9 consistent with the maritime character of the Lakeside Business District.

Location (Area Boundaries):

- North: Muskegon Lake
- East: Laketon Avenue/Lakeshore Drive
- South: Lakeshore Drive
- West: Western edge of the S.D. Warren site

Neighborhoods:

- Lakeside
- Nims

Land Use:

- Primary: Industrial
Mixed-Use Commercial
- Secondary: Marine
Residential

Area Description:

The sub-area lies primarily between Lakeshore Drive and Muskegon Lake and consists of a mix of industrial, commercial, marine, and recreational uses. The westerly one-half consists of the S.D. Warren Paper Mill. This complex includes manufacturing facilities and storage yards for wood pulp and coal. Wood pulp arrives over the City’s road system via large trucks, while coal arrives by lake freighter. Over the years the plant has undergone several renovations including the application of environmental controls to curb periodic off-site odors common to paper production operations. The plant’s rather massive site is highly visible to those traveling Lakeshore and may be seen across the Lake from North Muskegon. As indicated in the





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introduction, the facility represents a complex planning issue. The plant provides a high number of employment opportunities, is a significant contributor to the City's tax revenue base, and links to the Region's former lumbering era. Conversely, the plant results in the cross town movement of heavy industrial traffic, periodically emits objectionable off-site odors, contributes to the City's image as a heavy industrial town, is perceived by certain investors as a hindrance to the revitalization of the lakeshore, and is considered by some to be visually blighting.



Near the S.D. Warren plant lies the Lakeside Business District. This unique blend of mixed retail, marine, entertainment, and service uses is markedly different than the City's other business locations due to its pedestrian scale and waterfront character.



The Lakeside District contains the City's only indoor movie theater, a grocery, local tavern, restaurants, several marina/marina service facilities such as Great Lakes Marina and Storage and Pier 33 Marina, and other complimentary commercial uses. The district is situated at the base of a mature residential area, thus providing nearby shopping and entertainment convenience for neighborhood residents.

The sub-area includes the site of the (former) Amoco tank farm. The site's low elevation, water related position with vistas to Muskegon Lake, and proximity to the Ruddiman Lagoon make it potentially conducive to public open space use.



Adjacent Land Use:

- North: Muskegon Lake
- East: Residential
- South: Residential, recreation, Ruddiman Lagoon
- West: Marina/marine services

Sub-Area Stability:

The sub-area is classified as stable. S.D. Warren, the larger land holder, has made substantial plant improvements over the years. The Lakeside Business District has





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also experienced a variety of building and site improvements.

Sub-Area Issues:

1. As a predominate, highly visual, land use, the S.D. Warren plant significantly influences other shoreline development.
2. Industrial development in this sub-area generates undesirable levels of heavy truck traffic and production related odors.
3. The sub-area possesses several, large, Part 201 and LUST sites. One of these includes the (former) Amoco tank farm which has public open space potential.
4. Select shoreline areas offer ongoing potential for the harboring of deep water craft pursuant to the shipping and/or receiving of bulk product and/or large shipment containers. The receipt of products such as aggregate, bulk quantities of chemicals or like materials, etc. may be viewed by some as industrial in orientation and inappropriate for this shoreline local.
5. It is common for industrial (employee) traffic to disperse throughout the adjacent residential neighborhood as a means of avoiding congestion on Lakeshore Drive and McCracken Street.

environmental concerns [e.g. odor, traffic impacts, etc.].

2. In the event of a relocation by S.D. Warren, redevelop the plant site for non-industrial use.
3. Acquire the Amoco tank farm site and redevelop for public open space use.
4. As industrial development along the shoreline is eliminated, restrict the movement of deep water (bulk shipment carrier) vessels to this sub-area thereby reducing (and eventually eliminating) use of the shoreline for the temporary storage and/or processing of waterborne industrial products.
5. Maintain the Lakeside Business District as a manageable, compact area suitable for pedestrian movement. Avoid the linear (strip) extension of commercial development outside the district's present boundaries. Encourage retention of the district's marine character. Place greater emphasis on the district's tourist potential via marketing and media efforts.

Master Plan Recommendations:

1. Support the continued growth and development of S.D. Warren within the limits of its current site. In doing so, work with the industry to address their



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**MASTER PLAN SUB-AREA 10
SEAWAY DRIVE/LAKETON AVENUE/LAKESHORE DRIVE RESIDENTIAL/MIXED-USE
AREA**

Although primarily single-family residential, Sub-Area 10 contains a wide array of land uses including some of the City's most well known commercial and industrial businesses. The sub-area is served by Laketon Avenue, Seaway Drive, and Lakeshore Drive and is the recipient of significant through traffic moving to local industries along the shoreline, Pere Marquette Park, and homesites in adjoining Sub-Area's 7 and 8. The northern edge of the sub-area abuts Muskegon Lake. However, like many of the other sub-areas with water relationships, the residential segments are effectively blocked from most of the shoreline by industrial or other private development.

It is the goal of the Master Plan to retain the residential orientation of Sub-Area 10 while restricting the expansion of commercial and industrial development to infill locations.

Location (Area Boundaries):

- North: Muskegon Lake
- East: Seaway Drive/Core Downtown
- South: Laketon Avenue and a small residential segment along Nolan Avenue and Frisbie Street
- West: Muskegon Lake

Neighborhood:

Nims

Land Use:

- Primary: Residential
- Secondary: Industrial
Mixed Commercial
Office

Area Description:

Seaway Drive and Laketon Avenue serve as the sub area's eastern and southern limit, respectively. Lakeshore Drive runs near the

northern and west edge, separated from Muskegon Lake by a strip of land varying in width and occupied by industrial, residential, marina, and office uses.

Cole's (industrial) Bakery is located in this sub-area along with an adjoining cluster of high-end condominiums and associated marina. Designed in planned unit development fashion, the project offers an excellent example of the potential for residential and industrial development to coexist.





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Also found along the Muskegon Lake shoreline is the Muskegon YFCA and office/retail space (Waterfront Centre). The YFCA is in close proximity to Heritage Landing County Park located on Muskegon Lake at the edge of the core downtown.



The Waterfront Center [identified as an historic structure on the State Register of Historic Places] has undergone several transitions in use. Originally constructed for industrial purposes, this multi-storied brick building was converted to retail use during the 1980's. Housing a variety of specialty, antique, and craft shops, and a restaurant, the rehabilitated industrial facility waned after several years of use. The building has since been converted to office space.



The interior portion, and a majority of the sub-area is comprised of low to moderately valued single-family homes. Housing and site condition are generally good with minor instances of blocks in need of significant enhancement. The southwestern portion of the area links with the Ruddiman Lagoon.

Strip commercial use is found along Laketon Avenue, between Seaway Drive and Barclay Street. A small commercial area on Laketon Avenue also exists near Palmer Avenue. Isolated commercial parcels occur on Beidler Street, north of Laketon Avenue.

Adjacent Land Uses:

- North: Muskegon Lake
- East: Seaway Drive (residential, industrial, and commercial)
- South: Commercial, semi-public (Muskegon Catholic High School, commercial, McGraft Park.)
- West: Muskegon Lake

Sub-Area (Land Use) Stability:

The sub-area is relatively stable. Prior investments have been made along the waterfront and will likely continue into the future. Housing condition is generally good.

Sub-Area Issues:

1. Laketon Avenue is likely to experience future demand for continued strip commercial development. With commercial uses located at each end of the Laketon Avenue segment, pressure to develop the full corridor has the





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- potential to occur.
- Existing industrial development on the south side of Lakeshore Drive abuts residential development with virtually no buffering between the uses. Housing at this location exhibits the greatest need for improvement.
 - The interior of the sub-area, which is residential in use, experiences several pockets/parcels of commercial development. Given the sub-area's close proximity to the Core Downtown and the commercial development along Laketon Avenue, interior commercial development is not desired.
 - Lakeshore Drive and Laketon Avenue (central and eastern segments) are in need of improved streetscapes.
 - Incorporate, through zoning, buffering requirements between residential and non-residential uses.
 - Design and implement streetscape programs along Laketon Avenue and Lakeshore Drive, including completion of the Lakeshore Trail.
 - Restrict industrial expansion to infill locations, internal to existing industrial development.
 - Focus housing/site rehabilitation efforts on those blocks identified as exhibiting a need.

Master Plan Recommendations:

- Along Laketon, limit commercial development to Barclay Street (south side) and Franklin Street (north side). Between Seaway Drive and the above streets, permit commercial infill along Laketon Avenue.
- Other than neighborhood businesses directly linked to the area, prohibit further encroachment of commercial development within the interior portions of the sub-area. Work towards the long-term elimination of commercial development on Beidler Street with reuse oriented to residential development.



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MASTER PLAN SUB-AREA 11 SEAWAY DRIVE/WATERFRONT SUB-AREA

Sub-Area 11 lies between Seaway Drive and Muskegon Lake, north of the Core Downtown. The most predominate land use features include the large expanse of wetlands associated with the convergence of the three branches of the Muskegon River with Muskegon Lake, and the B.C. Cobb Power Plant with its towering stack. Other uses include commercial, marina facilities, and industrial facilities. Sub-Area 11 provides the first glimpse of visual entry into the Core Downtown for visitors from the north. It is the doorway to the Downtown.

It is the goal of the Master Plan to bring about major redevelopment throughout most of Sub-Area 11 in a manner which integrates, yet protects, the area's unique natural features.

Location (Area Boundaries):

- North: City Limit [Muskegon Charter Township with North Muskegon lying north of Muskegon Lake]
- East: City Limit [Muskegon River floodplain and Seaway Drive-Moses Jones Parkway]
- South: Seaway Drive
- West: Muskegon Lake

plant and the Muskegon River (North, Middle, and South branches with associated wetlands). These features are easily observed by those traveling via Seaway Drive from the north. Both create positive impressions of the City.

The plant's tall, and impressive, smoke stack is considered a well known City landmark.

Neighborhood:

Jackson Hill

Land Use:

- Primary: B.C. Cobb Power Plant
Muskegon River/wetlands
Vacant parcels
- Secondary: Industrial Mixed Commercial



The expanse of open water and wetlands formed as the Muskegon River converges with Muskegon Lake offers an ecosystem supporting an array of fish, plants, migratory waterfowl and other wildlife. This area provides an excellent, and nationally recognized, sport's fishery.

Area Description:

The northern one-half of the sub-area consists of the B.C. Cobb (Consumer's Energy) coal fired electric power generating





Sub-Area Plans

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The southern one-half of the sub-area is comprised of strip commercial, industrial, undeveloped sites (due in large part to their wetland character), and Fisherman’s Landing (a public boat launching site).

Adjacent Land Use:

- North: City Limit [Muskegon Charter Township with North Muskegon lying north of Muskegon Lake]
- East: Muskegon River floodplain and Seaway Drive
- South: Core Downtown
- West: Muskegon Lake

Sub-Area (Land Use) Stability:

The northern one-half of the area is classified as very stable due to the presence of the B.C. Cobb Power Plant and Muskegon River. The southern one-half is anticipated to undergo marked change over the next ten to twenty years as older uses make way for the revitalization of the waterfront.

Sub-Area Issues:

1. The environmental integrity of the Muskegon River, and associated tributaries and wetlands, are critical to the future well-being of the City.
2. The large scrap metal/recycling industry, as with other industries of a heavy industrial character, are not conducive to the positive long term development of the sub-area.
3. Ottawa Street and Western Avenue exhibit the appearance of an aging, non-maintained, industrial corridor. Views of these systems from Seaway Drive lend a negative image to the City entryway.
4. The area possesses several sites of known environmental concern including the old City dump and wastewater treatment plant.

Master Plan Recommendations:

1. Prepare and implement sound environmental policies governing shoreline development in order to protect the integrity of the Muskegon River ecosystem.
2. In cooperation with (non-water related) industry along the shoreline, develop and implement relocation programs moving the operations to appropriate industrial sites, such as within the City’s complex of industrial parks.

Pursuant to this recommendation, select areas along the shoreline may be suitable for industrial uses directly





Sub-Area Plans Master Land Use Plan



associated with the deep water port capabilities of Muskegon Lake. Such industries may include aggregate and non-hazardous bulk products, large container shipments, and other goods utilizing the Great Lakes for product movement. Unlike other subareas with Muskegon Lake frontage, Sub-Area 11 is closely linked to the region's interstate road system.

3. Prepare a comprehensive, sub-area, redevelopment (design) plan for Sub-Area 11 based on the use of innovative development techniques (i.e., Waterfront Overlay Zone/Planned Unit Development). Future development should be coordinated in a planned, versus piecemeal, fashion.
4. As part of the above plan, investigate the potential to create a single roadway serving future sub-area development versus the present system (Western Avenue and Ottawa Street).
5. Develop the former Waste Water Treatment site as a natural area incorporating a system of nature trails for aesthetic enjoyment and educational enhancement.
6. Traverse the sub-area with the Lakeshore Trail system providing opportunity for a view of Muskegon Lake and associated natural areas.



Sub-Area Plans Master Land Use Plan



MASTER PLAN SUB-AREA 12 NORTH APPLE RESIDENTIAL SUB-AREA

Sub-Area 12 comprises the largest land mass of the 13 areas, extending from US-31 to Seaway Drive (BR-31), between Apple Avenue (M-46) and the (northern) City limit. A majority of the area is single-family residential, supplemented by small pockets of industrial, several segments of strip commercial, and multiple-family. Ryerson Creek and Fourmile Creek traverse the sub-area. These systems provide wildlife habitat, greenspace, and help to identify the area’s character.

It is the goal of the Master Plan to maintain the residential integrity of the sub-area, while setting aside small segments suitable for commercial and industrial uses in a highly compatible, non-threatening, fashion.

Location (Area Boundaries):

- North: City limit/BR-31
- East: US-31
- South: Apple Avenue (M-46)
- West: Seaway Drive/BR-31

Neighborhoods:

- Jackson Hill
- Angell
- Marquette
- Steele

Land Use:

- Primary: Residential
- Secondary: Industrial, commercial

Area Description:

Single-family homes are found throughout the sub-area including many new homes located in the Marquette neighborhood. They range from well to poorly maintained dwellings. Sub-Area 12 has the highest concentration of homes experiencing significant site deterioration. A variety of

schools and churches are interspersed throughout and compliment the residential flavor of the area.

Strip commercial development of a mixed variety is found along Apple Avenue near the US-31 and Getty Street intersections. This development is consistent with those of the adjoining sub-areas. Isolated commercial parcels are found along Apple throughout its length.

An industrial area is located near the intersection of Getty Street with Seaway Drive (Skyline Drive). This area is situated directly across from the Teledyne





Sub-Area Plans

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Continental Plant. The industrial area is isolated/buffered by woodlands and wetlands associated with the Muskegon River.

Adjacent Land Use:

North: BR-31
East: US-31
South: Residential, commercial, institutional
West: Seaway Drive (M-120)

Sub-Area Stability:

Due to the high number of homes and home sites in need of improvement, the general stability of the sub-area as a whole is less than desirable. For many blocks, advancements need to be made in neighborhood rehabilitation efforts.

Sub-Area Issues:

1. A large number of residential blocks exhibit poor housing and/or poor site condition.
2. Apple Avenue is likely to experience additional demand for increased commercial use.
3. Apple Avenue lacks a comprehensive streetscape program.

Master Plan Recommendations:

1. Housing rehabilitation efforts should be focused in Sub-Area 12.
2. A comprehensive streetscape program should be prepared and implemented for Apple Avenue.

3. Clustered commercial development should be confined to the US-31 and Getty Street intersections, consistent with similar development identified in Sub-Areas 3 and 4.
4. The industrial node near Seaway Drive (Skyline Drive) and Getty should be developed as a small industrial park.



Sub-Area Plans Master Land Use Plan



MASTER PLAN SUB-AREA 13 MUSKEGON COMMUNITY COLLEGE SUB-AREA

In addition to Muskegon Community College, Sub-Area 13 hosts General Hospital, a mixture of high density apartment complexes, a small area of single-family homes, a public golf course, and a variety of institutional and commercial uses. Similar to Sub-Area 1, Sub-Area 13 is separated from the main body of the City by US-31. Except for linkage to the City on its westerly side, the sub-area is surrounded by Muskegon Charter Township.

The southwest corner of the sub-area abuts the Apple Avenue (M-46)/US-31 Intersection. In this general location, Apple Avenue experiences a high degree of retail and fast food development, including the presence of local and national facilities. This general area represents the primary (core) retail center for Muskegon Charter Township and additional retail expansion is anticipated. Interestingly, the above intersection coincides with Muskegon County’s center of population.

Notwithstanding Apple Avenue’s existing commercial development and the roadway’s importance to the Township for additional business use, it is the goal of the Muskegon Master Plan to retain the institutional and multiple-family character of Sub-Area 14 within the confines of the City.

Location (Area Boundaries):

- North: City Limit and Muskegon Charter Township
- East: City Limit and Muskegon Charter Township
- South: Apple Avenue (M-46)
- West: US-31

Land Use:

- Primary: Institutional
Multiple-family
- Secondary: Single-family
Regional commercial

Area Description:

Access to the sub-area is quickly gained via US-31 or Apple Avenue (M-46). These

systems form the western and southern perimeters of the area, respectively. The intersection of the two systems also serves as the City’s primary entry for those traveling from the north or east. Both are important to the efficient movement of college bound and apartment traffic.

Muskegon Community College (MCC) and the University Park Golf Course lie north of Marquette Avenue, comprising roughly one-third (1/3) of the sub-area’s land mass. The Muskegon Center for Higher Education, a consortium of colleges and universities including MCC, Ferris State University, Grand Valley State University, and Western Michigan University, is located on the MCC Campus.





Sub-Area Plans Master Land Use Plan



An additional one-third of the area is comprised of medium to high density, multiple-family, apartments. These range from market rate to rent assisted units.

The remaining one-third is comprised of General Hospital, physician offices, the Muskegon County Health Department office building, the former State Regional Center (for the developmentally disabled), small nodes of single-family residential home sites, and a variety of commercial development. Thirteen restaurants are located on M-46 within close proximity to the US-31/M-46 Intersection, although not all are in Sub-Area 13. All of the major fast food chains are represented, as well as a number of family-style restaurants.



Sub-Area (Land Use) Stability:

The presence of Muskegon Community College, recent expansion of the college to support the Center for Higher Education, General Hospital, and predominately well maintained apartment development result in a high degree of stability for Sub-Area 13. Additionally, Baker College anticipates relocating its Downtown campus to the site of the vacant Regional Center during 1997. That move, while impacting the City's

Downtown, will further strengthen this area.

Sub-Area Issues:

1. It is anticipated the Muskegon County Health Department, located at the corner of Harvey and Oak, will relocate its operations to the downtown campus of Baker College (now owned by Muskegon County) resulting in the vacancy and availability of this large office complex.
2. While recent improvements have been made to the US-31/M-46 Intersection, traffic congestion remains pronounced along M-46 throughout the sub-area and in adjacent Sub-Area 12. Of particular concern are the many left turns at non-signalized intersections and by traffic exiting businesses along the roadway.
3. Due to their interior locations, combined with a limited number of access points along M-46 and limited signage, facilities such as MCC, the Center for Higher Education, General Hospital, and the like may be difficult to locate by those unfamiliar with the area. This problem will become more pronounced as Baker relocates to the area.
4. Apple Avenue lacks a consistent access, streetscape, and signage program. A similar situation exists in adjoining Muskegon Charter Township.

Master Plan Recommendations:

1. To enhance the marketability and





Sub-Area Plans Master Land Use Plan



ongoing occupancy of the County Health Department Office Building, provide, through appropriate zoning, opportunity for both public and private use of the facility for office purposes.

2. Working in concert with Muskegon Charter Township, prepare an Apple Avenue Corridor development program addressing access control, streetscape, and signage standards. Within the City, the program should include the full commercial segment of Apple traversing Sub-Area 12, extending to approximately Roberts Street in Sub-Area 13. Within Muskegon Charter Township, we recommend the study extend to at least the Sheridan Road/Apple Intersection area.
3. With the growth of nearby Apple Avenue as a prime commercial corridor, there appears to be no reason to foster the interior (northerly) development of Sub-Area 13 properties for retail, restaurant, or general service use. Therefore, such development should be restricted to existing locations along Apple Avenue.

The few internal commercial establishments presently located along Marquette Avenue should be restricted to existing sites and limited, through the City's zoning ordinance, to uses fully complimentary with the surrounding residential and institutional setting. These would include small convenience stores selling groceries and sundry items, ice cream shop, restaurant or deli with indoor seating [no drive-through], family video rental,

and like establishments. The current uses are consistent with the above.

4. General Hospital should be supported through the development of professional offices on, or adjacent to, the hospital campus. The master plan recognizes the potential need for such development.
5. College-related directional signs should be placed on Apple, near Shonat and Quarterline.