

# Michigan Relay Service: Overview

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## PUBLIC NOTICE OF ELECTRONIC MEETING OF THE VILLAGE OF SHELBY PLANNING COMMISSION MEETING – JULY 21, 2020

Pursuant to the provisions of Executive Order No. 2020-75 issued by Governor Gretchen Whitmer on May 6, 2020 notice is hereby given that the **Shelby Village Council will hold an electronic public meeting on July 21, 2020 beginning at 6:30 p.m.** This meeting is a regularly scheduled Council meeting with will be conducted electronically.

The reasons for holding an electronic public meeting are to limit the spread of COVID-19 (novel coronavirus) and to remain in compliance with Governor Whitmer's Executive Order 2020-110, which prohibits indoor social gatherings and events of more than 10 people.

**The electronic public meeting will be held via Zoom. Please click the link to join the Zoom meeting online: <https://tinyurl.com/ShelbyPC0721>. The public may also participate in the electronic public meeting by calling +1 312 626 6799 and entering the Meeting ID: 832 1296 2871 and Password: 847436 when prompted.**

The public will be able to listen to all discussion by Council members and will be permitted to speak for **up to 3 minutes** during the public comment section of the agenda.

Members of the public, whether or not they are joining the electronic public meeting, may submit written comments and questions regarding any matter, including items of business that will come before the Village Council. Written comments and questions may be submitted at any time.

- Those submitted prior to 12:00 noon on Friday, July 17, 2020 will be copied and included in the agenda packet for the meeting.
- Those submitted subsequent to 12:00 noon on Friday, July 17, 2020 but prior to the citizen comments portion of the agenda will be read aloud during the public comment portion of the agenda.
- Those submitted subsequent to the public comment portion of the agenda will be read aloud during the communications and committee reports section of the agenda.
- The Village reserves the right to summarize long written comments and questions rather than reading them aloud but will provide Village Council members the full text of these comments subsequent to the meeting.

To be considered for inclusion in the agenda packet or to be read aloud during the meeting, public comments and questions must include the name and home address of the person submitting them and must not include language that would be considered vulgar or be interpreted as hate speech or fighting words. The comments and questions should also indicate the date of the electronic public meeting for which they are being submitted. **Written comments and questions should be submitted to [administrator@shelbyvillage.com](mailto:administrator@shelbyvillage.com).**

Persons with disabilities who require assistance in order to participate in the electronic public meeting should contact the Village at the earliest opportunity by emailing [administrator@shelbyvillage.com](mailto:administrator@shelbyvillage.com) or by calling 231.861.4400 prior to 4:30 P.M. on Monday, July 21, 2020.

You may also utilize Michigan Relay Service which provides telecommunications relay services for the state of Michigan including TTY, Voice Carry Over (VCO), Hearing Carry Over (HCO), Speech-to-Speech (STS), Spanish and CapTel®. Dial 711 to use Michigan Relay Service or visit [hamiltonrelay.com/michigan](http://hamiltonrelay.com/michigan).

*Phone: 231.861.4400 | Fax: 231.861.7449 | [www.shelbyvillage.com](http://www.shelbyvillage.com)*

*218 N. Michigan Ave | Shelby, MI 49455*



## Procedure for Virtual Public Meeting

Governor Whitmer issued Executive Order Number 2020-75 on Wednesday, May 6, 2020 to allow focal government bodies (including their boards and commissions) to conduct remote meetings and expressly suspended compliance with section 3 of the Open Meetings Act to alleviate physical presence requirements in recognition of the threat imposed by the COVID-19 virus. In order to comply with Executive Order 2020-75 and to best meet the intent of the Open Meetings Act, the Village of Shelby shall:

- Continue with regularly scheduled Council Meetings, as deemed essential, via Zoom videoconferencing and teleconferencing.
- The Village is committed to staying as accessible as possible. Due to the limitations of technology, Village staff encourages residents to send an email with your comments to [administrator@shelbyvillage.com](mailto:administrator@shelbyvillage.com) that will be read into the public record. This will decrease the demand on our virtual meeting infrastructure. Thank you in advance for your understanding.
- For those who prefer to use a telephone to participate, you will need to call +1 312 626 6799 and enter the Meeting ID Number and Password (information posted below). When prompted, enter a participant number or just touch the # key. **During the call, use \*9 to “raise hand” and you will be called on by the last 4-digits of your phone number.** (For example, my last digits are 8296. Callers will be asked to speak by referencing the last 4-digits of their phone number.) Note: Telephone participants will have their phone numbers masked, to protect their privacy.
- Please remain patient as staff will do our best to assist everyone but be advised for virtual meetings there will be a strict three (3) minute limit for public comments.
- Zoom is available: as an app on Mobile and Tablet; as an app on PC/Mac laptops and desktops with audio and video capabilities; or dial-in via phone.
- **Participants or “public” will be muted during the meeting and must “raise hand” to be called on, during the public comment period.**
  - If you are participating via telephone dial-in, use \*9 to “raise hand” and you will be called on by the last 4-digits of your phone number.
  - If you are participating via the Zoom app, simply click “raise hand” and you will be called on by the meeting host.

For assistance or questions for accessing and/or making public comment during the meeting, please reach out to Rob Widigan at 231-861-4401 or by email: [administrator@shelbyvillage.com](mailto:administrator@shelbyvillage.com).

The Village again thanks everyone in advance for your patience and cooperation during this very unique time.

*Phone: 231.861.4400 | Fax: 231.861.7449 | [www.shelbyvillage.com](http://www.shelbyvillage.com)*

*218 N. Michigan Ave | Shelby, MI 49455*

## Information for the Monday, July 21, 2020 6:30 PM Planning Commission Meeting

Village of Shelby is inviting you to a scheduled Zoom meeting.

### Join from a PC, Mac, iPad, iPhone or Android device:

Please click this URL to join:

<https://us02web.zoom.us/j/83212962871?pwd=ZkFjZStCRnF3dFkycFBlcVFGd2x1Zz09>

Meeting ID: 832 1296 2871

Password: 847436

### Or join by phone:

Dial (for higher quality, dial a number based on your current location):

+1 929 205 6099 US (New York)

+1 312 626 6799 US (Chicago)

Meeting ID: 832 1296 2871

Password: 847436

Find your local number: <https://us02web.zoom.us/j/kWnbmBaLo>

# AGENDA

Planning Commission  
Tuesday, July 21, 2020  
Regular Scheduled Meeting– 6:30 P.M.



**\*VIA ZOOM ONLY\***

## Agenda Topics:

1. Call to Order:
2. Roll Call:
3. Pledge of Allegiance:
4. Review of Minutes of Previous Meeting:
  - a. January 21, 2020      **AR**
5. Public Participation (Public Comment Process on back of agenda):
6. Old Business:
  - a. 2020 Village of Shelby Master Plan – Draft Review W/ Andy Moore & Next Steps      **D**
7. New Business:
  - a. Vacant Planning Commission Seat      **D**
8. Adjournment:

**AR- Action Requested**  
**D- Discussion Item**

1. Each citizen may speak for a maximum of three (3) minutes during the Public Participation or Public Hearing period.
2. The electronic public meeting will be held via Zoom. Please click the link to join the Zoom meeting online: <https://tinyurl.com/ShelbyCouncil0713>. The public may also participate in the electronic public meeting by calling +1 312 626 6799 and entering the Meeting ID: 811 1407 6346 and Password: 409317 when prompted.
3. **Participants or “public” will be muted during the meeting and must “raise hand” to be called on, during the public comment period.**
  - a. If you are participating via telephone dial-in, use \*9 to “raise hand” and you will be called on by the last 4-digits of your phone number.
  - b. If you are participating via the Zoom app, simply click “raise hand” and you will be called on by the meeting host.
4. Citizens will be acknowledged by the Zoom meeting host and will address all comments to the Council.
  - a. Citizen speakers will address the Council and will begin their remarks by stating their name and address.
  - a. Discussions between citizen speakers and members of the audience will not be allowed.
  - b. Citizens who have prepared written remarks or supporting documents are encouraged to leave a copy of such remarks with the Village Clerk for inclusion in the Council minutes.
  - c. Citizen speakers are to express their own views, rather than speak for others.
  - d. Citizen speakers are to address Council, on the agenda or policy in question, not on personalities of the Village Officials or other members of the public. Challenge ideas, not people.
5. Avoid talking while others are speaking.
6. Respect agreements about time.
7. The Zoom meeting host will exercise his/her right to cut off discussions that are too personal, too loud, or too crude.

VILLAGE OF SHELBY  
 PLANNING COMMISSION  
 Tuesday, January 21, 2020 at 6:30 P.M.  
 MEETING PROCEEDINGS



**1. CALL TO ORDER:**

The Village of Shelby Planning Commission Meeting was called to order at 6:33 P.M. by

**2. ROLL CALL:**

Answering Roll Call: John Sutton, Paul Inglis, Tara Kelley, Mark Baker, Tim Horton, Kathy Martin, Wallace Martin, and Samantha Near.

Absent: Rich Setlak.

Staff Present: Village Administrator, Robert Widigan.

**3. PLEDGE OF ALLEGIANCE:** All stood for the pledge.

**4. MINUTES:**

a.) December 17, 2019

Paul Inglis moved to approve the minutes of the Regularly Scheduled Planning Commission meeting of December 17, 2019, as corrected.

Seconded by: Tim Horton.

Voice Vote: All in favor.

Motion Carried.

**5. CITIZEN PARTICIPATION:** No Citizen Participation.

**6. OLD BUSINESS:**

a.) 2020 Village of Shelby Master Plan – Vision, Goals, and Strategies

The Planning Commission members reviewed the nine-page vision, goals, and strategies document for the Master Plan Update. VA Widigan explained that Williams and Works developed the Shelby Vision, Goals, And Strategies based on the Village Survey, Shelby Area Community Assessment, and earlier meetings with Mr. Widigan and the Shelby Village Planning Commission.

Planning Commission members discussed the need for inclusivity and cultures, along with the costs to implement the listed goals and visions.

VA Widigan asked that planning commission members send any feedback to him no later than 4:00 P.M. on February 7, 2020. Paul Inglis reported that he will be meeting on February 16, 2020 with Jodi Nichols, Barbara Sims, and Tammy Cary to discuss moving the Community Foundation to Downtown Shelby.

It is noted that the Village of Shelby Council will be holding public hearings to gather feedback Rental Dwelling Ordinance and an ORV Ordinance soon.

**7. NEW BUSINESS:** No New Business.

**8. ADJOURNMENT:** Tim Horton moved to adjourn the meeting at 7:18 P.M.

Seconded by: Paul Inglis

Voice Vote: All in favor.  
Motion Carried.

Planning Commission Meeting minutes are not official until approved at the next Regularly Scheduled Planning Commission Meeting of July 21, 2020.

Approved

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Minutes Respectfully Submitted by Crystal Budde Clerk/Treasurer

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Date



Planning Commission Meeting Date: July 21, 2020

Date: July 21, 2020

To: Planning Commission Members

From: Robert Widigan, Village Administrator

RE: 2020 Village of Shelby Master Plan – Draft Plan Review & Next Steps

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**SUMMARY OF REQUEST**

Andy Moore from Williams and Works (W&W) has sent us the Draft Master Plan. Note that we still need additional pictures (that is what all the grey boxes are in the latter half of the document), but the formatting and all that is done.

The Planning Commission members and Village staff need to carefully review the Downtown Plan, and ensure it aligns with the Village’s thinking. For example, carefully review the cost estimates in the plan and see if they seem reasonable.

W&W is happy to make any edits deemed necessary. After any suggested edits are relayed to W&W, we will begin the next steps, which include extensive public feedback.

I have asked Andy Moore from Williams and Works to attend our Zoom Planning Commission meeting on July 21, 2020, to answer any questions.

**FINANCIAL IMPACT**

None.

**BUDGET ACTION REQUIRED**

None.

**STAFF RECOMMENDATION**

**No action is required.** Please review the attached documents and send me your ideas / edits.

**COMMITTEE RECOMMENDATION**

None.



VILLAGE OF SHELBY  
**2020 Master Plan**

DRAFT

# Acknowledgements

## **Village Council**

Paul Inglis, Village President  
John Sutton  
Dan Zaverl  
Bill Harris  
Andy Near  
Steve Crothers  
Jim Wyns

## **Planning Commission**

Rich Setlak, Chair  
John Sutton, Vice Chair  
Samantha Near, Secretary  
Mark Baker  
Tara Kelley  
Paul Inglis  
Tim Horton

## **Village Staff**

Rob Widigan, Village Administrator  
Crystal Budde, Village Clerk / Treasurer  
Randy Mahoney, Administrative Assistant

## **Planning Consultant**

williams&works

DRAFT

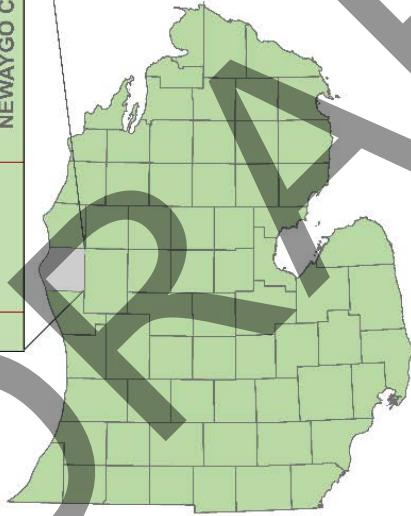
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section 1.

# Introduction



The Village of Shelby is a community of approximately 2,000 people located in Oceana County, within the western region of Michigan's Lower Peninsula. The Village is approximately 1.7 square miles centrally located in Shelby Township. Lake Michigan and Silver Lake State Park are both in close proximity to the Village, providing scenic and recreational opportunities.

The closest urban center is the city of Muskegon, with approximately 38,000 people. Nearby cities include Hart with a population of about 2,000 and Whitehall with a population of about 3,000. Grand Rapids (200,000 people) is approximately an hour commute via U.S. 31 and I-96. Aside from various villages in the surrounding area, the regional landscape is largely comprised of agricultural uses, scattered residential development, woodlands, and wetlands.



The Village of Shelby Master Plan has been created to envision and guide future land use and development. Founded on the desires of Shelby residents, this Plan is intended to serve as a guide with which to protect and enhance the quality of life in the Village of Shelby. This is accomplished by fostering orderly, manageable, and cost-effective growth and redevelopment, while establishing a framework for future decisions and providing a reliable basis for public and private investment. This will enable the residents of Shelby to truly enjoy the qualities that make the Village a great place to live.

This Plan was created in three phases:

- 1. EXISTING CONDITIONS.** Research incorporated demographic, economic, transportation, land use, and other data to develop a comprehensive impression of growth patterns and challenges that will impact the Village.
- 2. COMMUNITY INPUT.** A community-wide survey was conducted online during the fall of 2019 to gather public opinions on land use and planning in the Village. This input was sought to establish a basis for Shelby's planning and land use policy.
- 3. POLICY.** Information gathered from the first two phases were used to prepare Shelby's long-range land use policy. This includes goals and objectives, the future land use plan, and strategies for implementation.



As a guide, this Master Plan is both visionary and strategic. It outlines goals and objectives for the future and is the principal guide directing land use policy. It is intended to serve as a tool for public and private decision-makers, including the Village administration, boards, and commissions, as well as businesses, community groups, developers, nonprofit organizations, and individuals.

Although it is intended to provide direction for land use and planning in the Village, this plan is not a binding, legal document. Rather, the Plan must be considered a "living document," meaning it must be continually reviewed, modified, and expanded to reflect changing circumstances and opportunities, as necessary. The Planning Commission and Village Council may consider specific amendments to this document to better serve community interests and the desires of private property owners. The Planning Commission should conduct an annual review of the Plan to ensure that it is current and representative of existing conditions in the Village. The Michigan Planning Enabling Act (Public Act 33 of 2008) authorizes Master Plans and requires, at a minimum, the plan be updated every five years.





section 2.

# Natural and Cultural Features

## HISTORY OF THE VILLAGE

Shelby was originally established as Churchill's Corners in 1866 and was incorporated as the Village of Shelby in 1885. The Village of Shelby, like much of West Michigan, has roots in lumbering, agriculture, and tourism—all of which are tied to Lake Michigan. During the lumbering era, civilization came rapidly to Shelby. The first school appeared in 1862 and the first sawmill was built in 1871. By 1872, a north/south railroad came through town. By 1874, Passenger Pigeons (now extinct) were actively hunted.

Churches, hotels, banks, a fire department, and a library appeared by 1907. The hospital was organized in 1925 and soon, potatoes and asparagus became important crops. During World War II, a prisoner of war camp was located at the present-day Getty Park. This park was deeded over to the Village in 1908 by George B. and Sarah J. Getty and has since become a popular park for recreational activities and an asset to the Village's public schools.

In 2010, the Village celebrated 125 years. The Shelby community is a small, close-knit village. History has demonstrated that citizens can make a significant impact when they collectively put their minds to a task. Recently, Shelby leadership has expressed a desire to keep the area as a special place to live, work, play, and learn. That shared vision will help guide the Village of Shelby toward a community-oriented future.





## REGIONAL TOPOGRAPHY

The rolling countryside of Shelby reveals impressive views across numerous orchards, fence rows, and woodlots. Elevations range from between 660 to over 1,000 feet above sea level throughout the Village and Shelby Township. The region is part of West Michigan's fruit belt and is within 12 miles of Lake Michigan. The Village is nestled in what locals call "the bowl" and several subdivisions are perched upon hills to view the picturesque landscape. The combination of country scenery and a historic Village setting make the Shelby area a truly special place.





## CLIMATE

The climate of the Village of Shelby is impacted by its proximity to Lake Michigan. Westerly winds that travel across the lake moderate the yearly temperature and create lake-effect snow. The closest NOAA climatological data is obtained from a station in Muskegon. Shelby averages about 75 inches of snowfall per year. According to the NOAA Climatic Data for 2018, the average temperature was about 27.3 degrees in January. In July, the average temperature was 73.5 degrees and average annual rainfall was about 35 inches.

## LAKES, RIVERS & WATERSHEDS

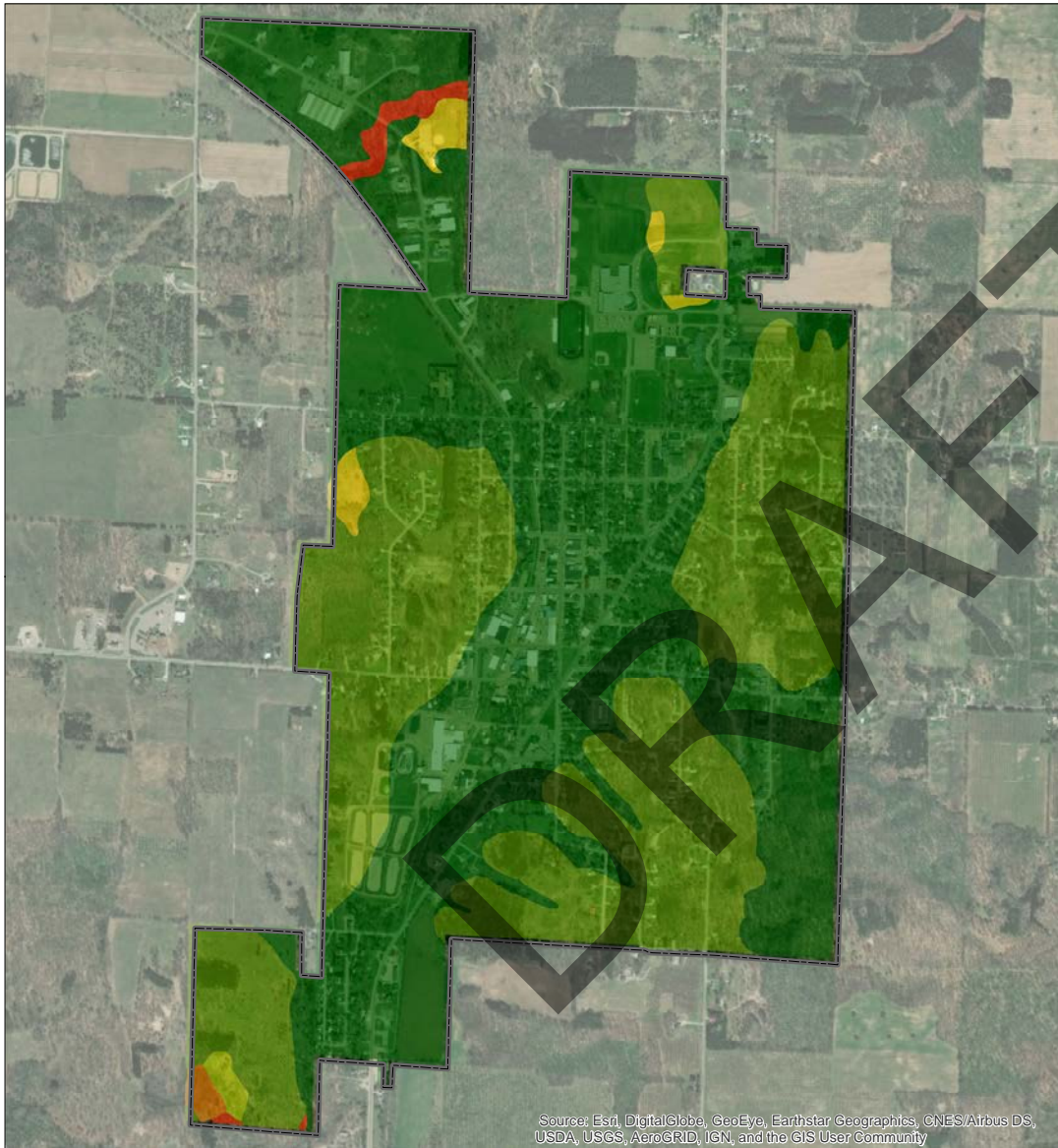
Although located close to Lake Michigan, the Village of Shelby has limited surface water. Dorrance Creek in the southwest quadrant of Shelby Township is the most prominent natural system near the Village. The headwaters of Piper (Stony), Mason, and Robinson Creeks are also found in Shelby Township. Despite the presence of many farms in the area, large expanses of creek beds have not been altered to enhance drainage, likely because much of the land is comprised of light, well-drained, sandy soil. Stream floodplains and wooded wetlands of the area remain essentially in a natural state, which adds to the beauty of the region.

The Village of Shelby is located entirely within the Stony Creek Watershed, which covers approximately 57 square miles<sup>1</sup>. The Piper (Stony) Creek headwaters begin west of the Village of Shelby and flow downstream into Stony Lake. Therefore, efforts to maintain water quality in the Village positively impact the resulting water that flows into Piper (Stony) Creek and eventually Stony Lake. In 2017, the lake was rated between the mesotrophic and eutrophic lake classification.<sup>2</sup> This classification is often caused by excess nutrients in the lake, which result in more algae and reduced water clarity. These nutrients are often transported by stormwater runoff that contain products such as nitrogen and phosphorus fertilizers. Therefore, limiting the amount of nutrients that are transported into the lake will benefit and improve the lake's water quality.



<sup>1</sup> Biological and Water Chemistry Surveys of Selected Stations in the Bass Lake, Pentwater River, Stony Creek, and Flower Creek Watersheds: Mason, Muskegon, and Oceana Counties. (2012) Michigan Department of Environmental Quality.






<sup>2</sup> 2017 Data report for Stony Lake, Oceana County. (2017). Cooperative Lakes Monitoring Program.

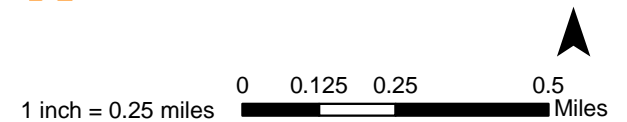


## SOIL & GROUNDWATER

The soils in a community can help determine suitable areas for development, recreational areas, and natural preservation. The soils within Oceana County were formed from the remains of the last glacial retreat. This has resulted in predominately sandy soils that are excessively drained or well drained (Map 1). Because water infiltrates the soil at such a high rate, runoff from impervious surfaces in the Village will enter the watershed at a relatively quick rate.

### MAP 1. SOIL DRAINAGE

-  Excessively drained
-  Well drained
-  Moderately well drained
-  Somewhat poorly drained
-  Poorly drained
-  Very poorly drained





section 3.

# Population and Demographics



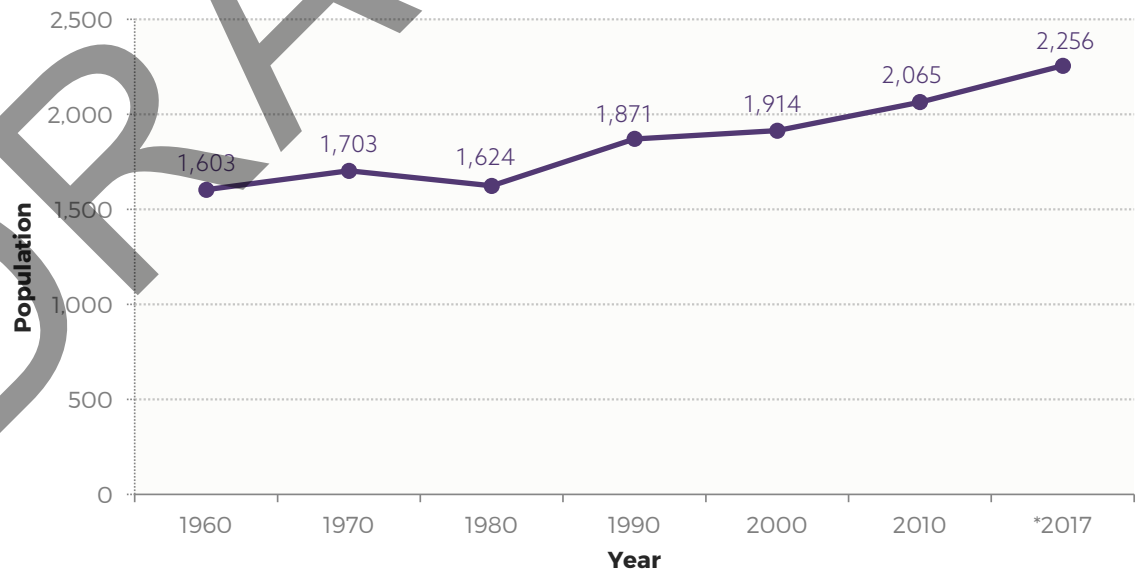
## POPULATION GROWTH TRENDS

According to the American Community Survey Estimates, the Village of Shelby had a population of 2,256 in 2017. The largest population growth occurred from 1980 to 1990, with an increase of 15.2%. Modest growth also occurred from 2000 to 2010 (+7.9%) and 2010 to 2017 (+9.2). Aside from a slight decrease in population from 1970 to 1980, the

Village has historically shown steady population growth each year.

Shelby is the largest village in Oceana County, with a population similar to the City of Hart. Compared to surrounding communities, the Village of Shelby experienced moderate growth from 2000 to 2017.

**FIGURE 1. HISTORIC POPULATION TRENDS**



Source: US Census Bureau



From 2000 to 2010, the Village population increased by 7.9%, which was greater than the Village of New Era (-2.2%), Shelby Township (3.0%), Oceana County (-1.1%), and the State (-0.6%), but less than the City of Hart (9.0%). Despite the national economic decline from The Great Recession (2007-2013), the Village of Shelby continued to experience an increase in population.

In recent years, there has been greater population growth in many communities as the economy recovered. From 2010 to 2017, the Village of Shelby experienced a 9.2% increase in population, which was greater than all neighboring municipalities, Oceana County (-1.0%) and the State (0.4%).

**TABLE 1. POPULATION COMPARISON**

Community	Population			% Population Change	
	2000	2010	2017	2000-2010	2010-2017
Village of Shelby	1,914	2,065	2,256	7.9%	9.2%
City of Hart	1,950	2,126	2,275	9.0%	7.0%
Village of New Era	461	451	485	-2.2%	7.5%
Shelby Township	3,951	4,069	4,030	3.0%	-1.0%
Oceana County	26,873	26,570	26,317	-1.1%	-1.0%
State of Michigan	9,938,444	9,883,640	9,925,568	-0.6%	0.4%

Source: 2000 & 2010 Census Bureau; 2017 American Community Survey Estimates



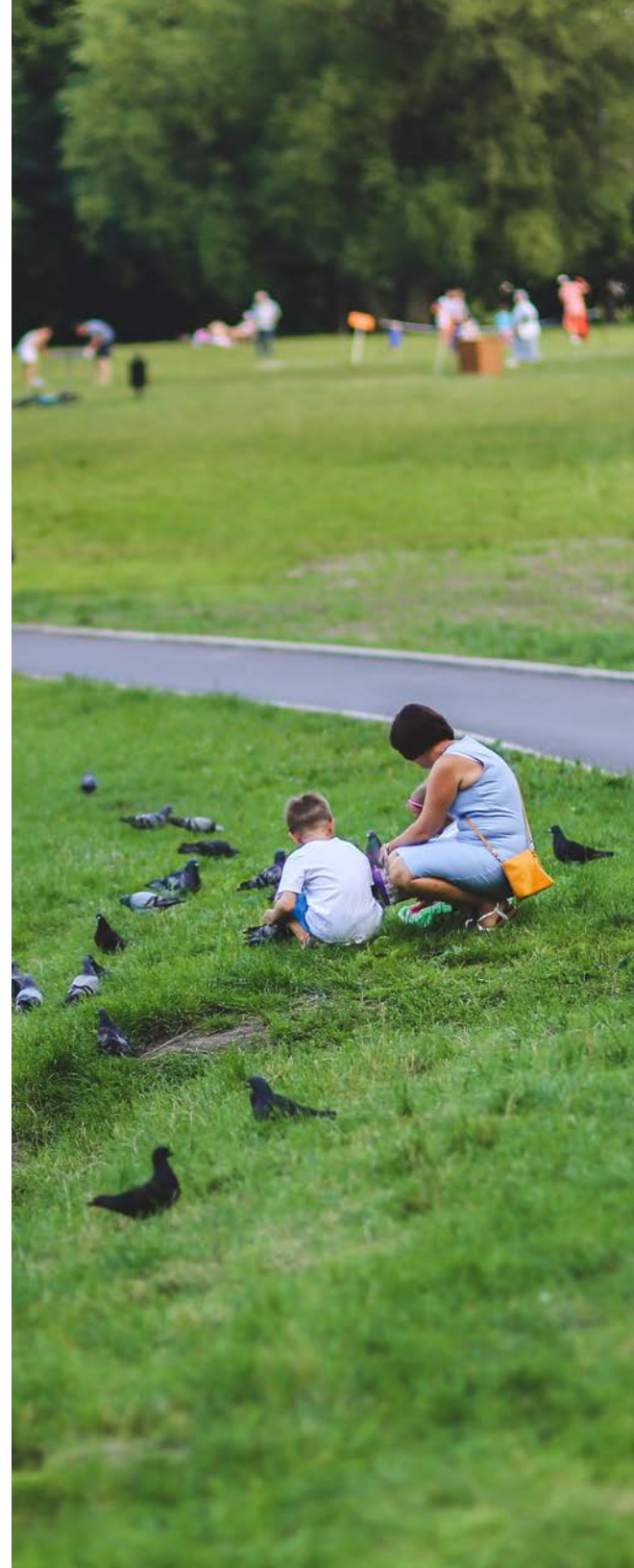
## AGE AND ETHNIC CHARACTERISTICS

In 2017, the Village of Shelby had a lower median age (31.2 years) compared to the City of Hart (36.0 years), the Village of New Era (41.1 years), Shelby Township (35.5 years), Oceana County (42.7 years), and Michigan (39.5 years). Despite having a similar population size as the City of Hart, the Village of Shelby's population is comprised of a younger demographic. Historically, the Village has also had a lower median age compared to Shelby Township, Oceana County, and the State of Michigan. Although the median age has generally been increasing in the State and Nation, the Village of Shelby does not appear to be following this trend.

**FIGURE 2. MEDIAN AGE COMPARISON**



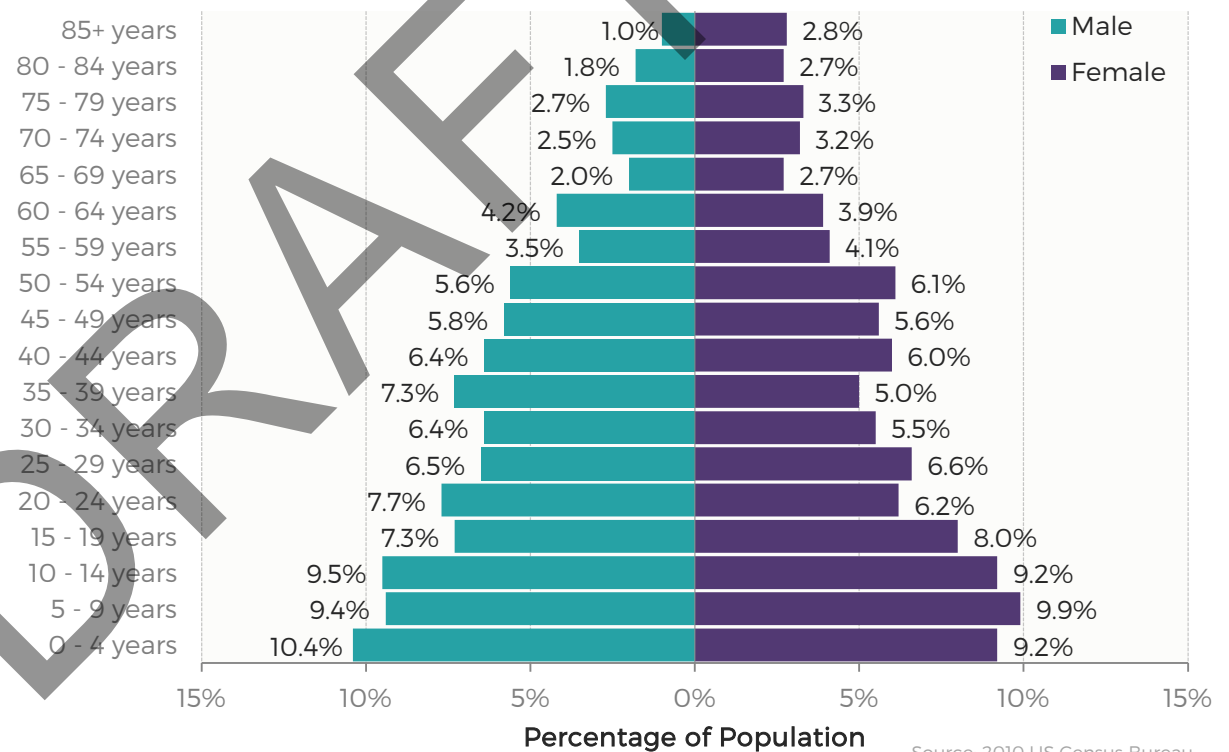
Source: US Census Bureau; 2017 American Community Survey Estimates





The population pyramid in Figure 3 illustrates age distribution in the Village by gender. According to the 2010 Census, the greatest age cohorts in the Village were from 0-4 years, 5-9 years, and 10-14 years for both males and females. Overall, 33.2% of the population was younger than 18 years. This suggests that there are many families with children that live in the Village. Additionally, there was a significant drop in the percentages of senior residents (65+ years) living in the Village (12.5%), suggesting that many seniors move elsewhere for retirement. The large base of the population pyramid indicates that both male and female populations are increasing overall. Generally speaking, when a large percentage of the population is in younger age cohorts, the geographic area is poised to experience population growth.

**FIGURE 3. POPULATION PYRAMID (2010)**



## MINORITY POPULATION

The Census Bureau provides information related to race and Hispanic origin. These are two separate concepts, as Hispanic is considered an origin rather than a race in the classification system. Therefore, people who are Hispanic may be of any race. In the Village of Shelby, residents of either Hispanic or Latino origin comprised 45.6% of the total Village population in 2010 (942 persons). This percentage

of the total population remained consistent in 2017, as the Hispanic population was estimated at 45.2% of the total population (1,020 persons). The 2017 American Community Survey also indicates that 42.5% of the population speaks Spanish. Therefore, the community is comprised of several English and Spanish speaking residents and has a large presence of residents with Hispanic or Latino origins.

The Village is also relatively diverse in terms of race. In 2010, minority populations comprised 25.4% of residents 18 years or older (Table 2). The largest population was “some other race,” which can include a variety of races not specifically indicated in the Census (81.7%). This was followed by residents with two or more races (9.2%) and American Indian and Alaska Natives (6.6%).

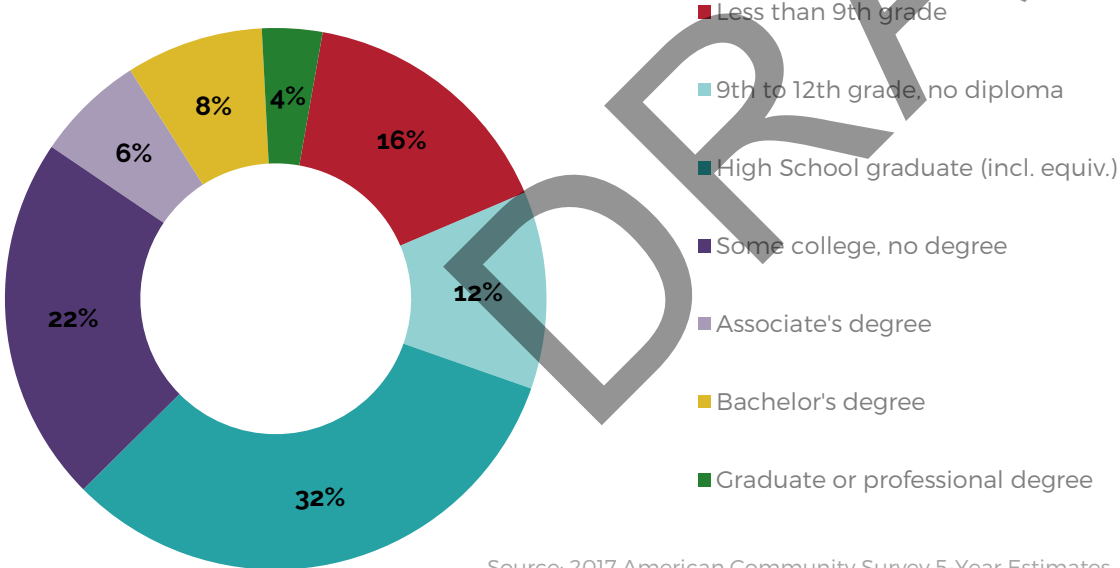
**TABLE 2. RACE OF RESIDENTS 18 YEARS OR OLDER IN THE VILLAGE OF SHELBY**

Group	# of Persons	2010 % of Minority Pop.	% of Total Pop.
Black or African American	5	1.4%	0.4%
American Indian and Alaska Native	23	6.6%	1.7%
Asian	4	1.1%	0.3%
Native Hawaiian and Other Pacific Islander	0	0.0%	0.0%
Some Other Race	285	81.7%	20.7%
Two or More Races	32	9.2%	2.3%
Total	349	100.0%	25.4%

# EDUCATION

According to the 2017 American Community Survey Estimates, 72.4% of Village residents 25 years or older have obtained a high school education or higher. This is lower than Shelby Township (79.3%), Oceana County (86.4%), and the State of Michigan (90.2%). About 11.8% of the population in the Village has a bachelor's degree or higher, which is also lower than Shelby Township (18.5%), Oceana County (18.1%), and the State (28.1%). Residents with a high school diploma (or equivalent) in the Village of Shelby comprise 32% of the population, while 22% of residents have some college (Figure 4). Only 18% of the population have either an Associates, Bachelor's, or Graduate degree.

**FIGURE 4. EDUCATIONAL ATTAINMENT OF THE POPULATION 25 YEARS OR OLDER (2017)**



Source: 2017 American Community Survey 5-Year Estimates

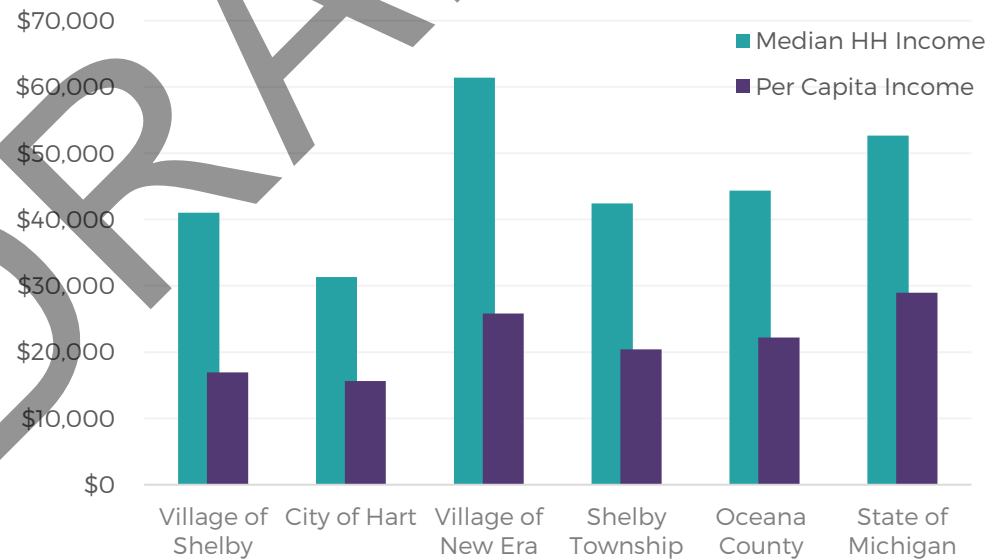




## INCOME

In 2017, the median household income in Shelby was \$41,027 based on the American Community Survey estimates. This was comparable to Shelby Township (\$42,422), Oceana County (\$44,382), and slightly lower than the State of Michigan (\$52,668). It is common for median incomes of village or city residents to be lower than outlying areas. Cities and villages often have more affordable housing options and community services are more readily available without the need for an automobile.

**FIGURE 5. MEDIAN AND PER CAPITA INCOME COMPARISON (2017)**



Source: 2017 American Community Survey 5-Year Estimates



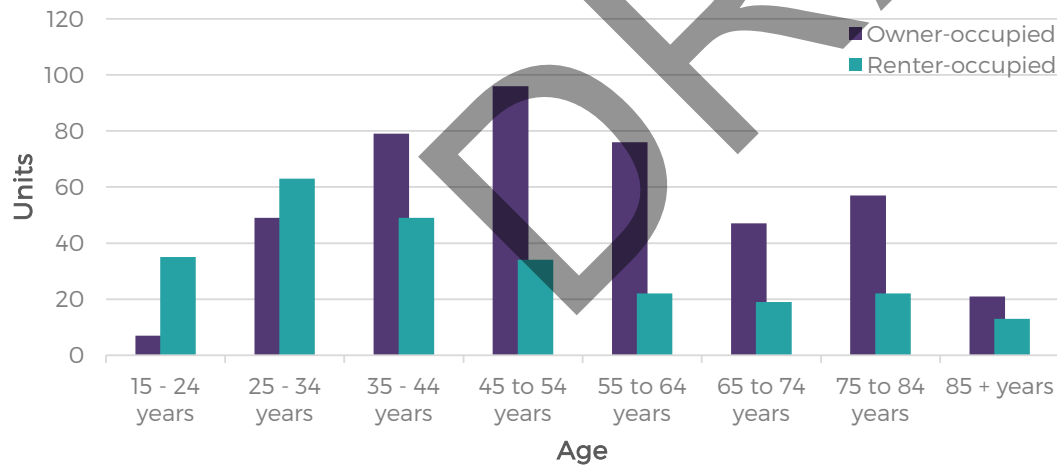
section 4.

# Housing and Economic Development

According to the 2010 Census, there were 772 total housing units in the Village. Approximately 62.7% of the occupied housing units were owner-occupied in the Village, 75.4% in Shelby Township, and 81.3% in Oceana County. Therefore, there are more rental options in the Village compared to the surrounding area. The ratio of owner-occupied housing units to renter occupied units in the Village was approximately 1.7:1. This is a slightly low proportion of owner-occupied units to rental units; however, it is normal for cities and villages to have a lower proportion than townships. Therefore, this is still a healthy proportion of owner- and renter-occupied units in the Village.

Rental units in the village are primarily occupied by residents 25 to 34 years of age, while owned units are primarily occupied by residents 45 to 54 years of age. Overall, rental and owned units are occupied by residents that are young or middle aged. However, there is an increase in owner-occupied units for residents 75 to 84 years. This indicates that there is a healthy senior population that own houses in the Village.

**FIGURE 8. OWNER AND RENTER-OCCUPIED UNITS BY AGE (2017)**

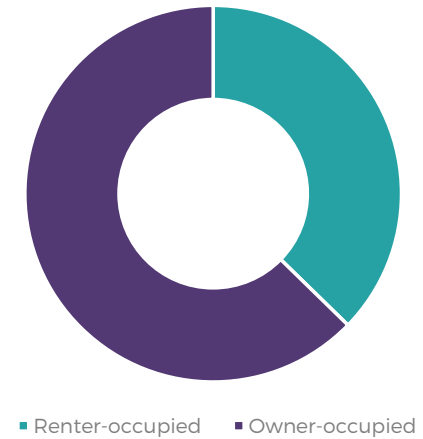


Source: 2017 American Community Survey 5-Year Estimates

**FIGURE 6. HOUSING OCCUPANCY (2017)**



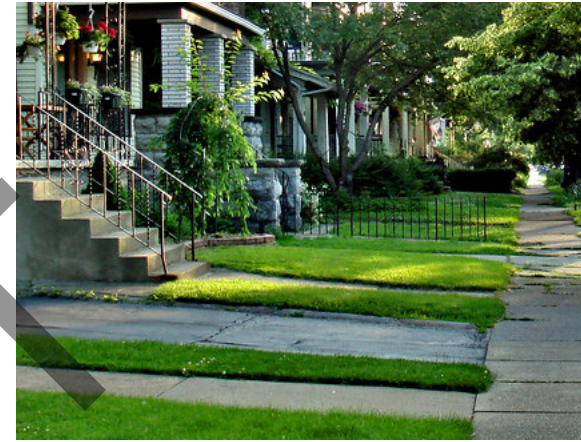
**FIGURE 7. HOUSING TENURE (2017)**



Estimate from the 2013-2017 American Community Survey



Out of the 772 housing units in the Village, 83 (10.8%) were vacant. Generally, when housing vacancy rates exceed 5% there is some concern for neighborhood stability. If vacancy rates exceed 10%, the neighborhood may be experiencing blight.<sup>3</sup> This area's proximity to Lake Michigan may cause houses to be used seasonally and increase the vacancy rate. However, the Census Bureau reported only one vacant house as having seasonal status in 2010. Many of the vacancies (35) were categorized as "other vacant" in the Census. Therefore, the number of vacancies may still be an indication of instability in the housing market. In order to address this concern, the Village passed a blight prevention and elimination ordinance in March of 2019.

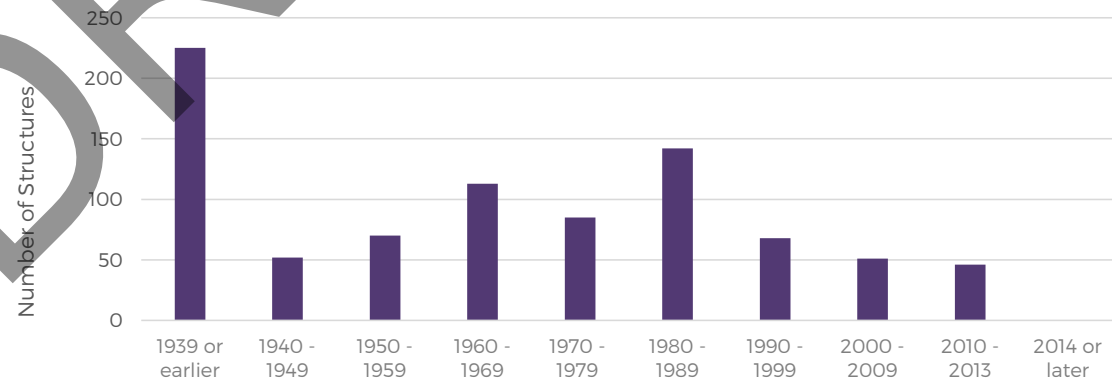


<sup>3</sup> Michigan State Housing Development Authority

## NEW DEVELOPMENT

According to the 2017 American Community Survey Estimates, 54.0% of the homes in the Village were built before 1970. The plurality of homes (26.4%) were built in 1939 or earlier. Although the Village experienced slight increases in the number of structures built from 1960 to 1969 and from 1980 to 1989, few homes have been built in recent years. This suggests that the Village has an older housing market.

**FIGURE 9. YEAR STRUCTURE BUILT (2017)**



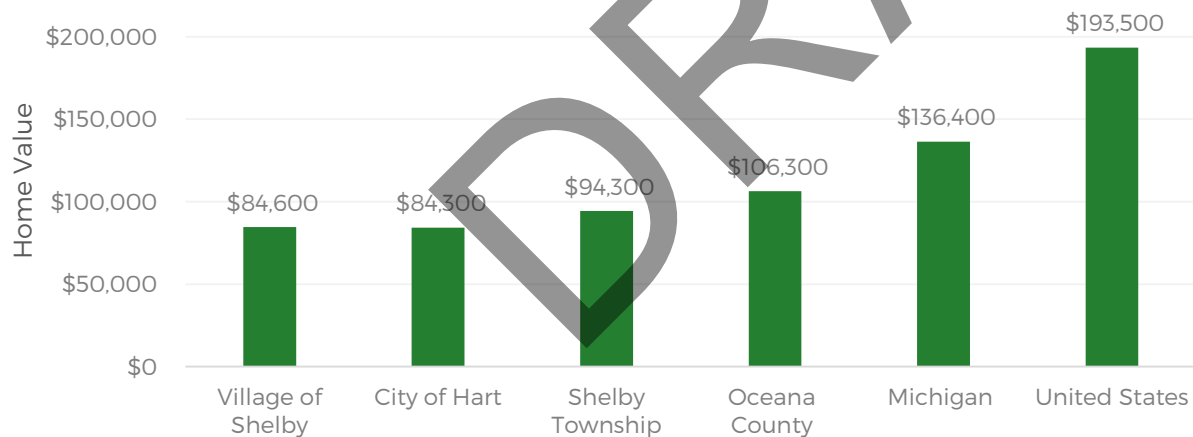
Source: 2017 American Community Survey 5-Year Estimates

<sup>31</sup> Michigan State Housing Development Authority

## HOUSING VALUE

Median housing values indicate that housing in the Village is attainable. The median home value in 2017 was estimated at \$84,600. This was slightly higher than the City of Hart (\$84,300), but lower than Shelby Township (\$94,300), Oceana County (\$106,300), Michigan (\$136,400), and the United States (\$193,500). Along with having a fairly low median home value, the Village also has a high percentage of individuals below the poverty level (22.6%) compared to the County (17.5%), State (15.6%), and the United States (14.6%). Given these values, it is particularly important to maintain the housing stock and monitor rental activity in the Village to ensure quality of life is maintained for residents of modest means. It is likely that many of those in poverty need such things as low-cost recreational programs and housing rehabilitation.

**FIGURE 10. MEDIAN HOME VALUES (2017)**



Source: 2017 American Community Survey 5-Year Estimates

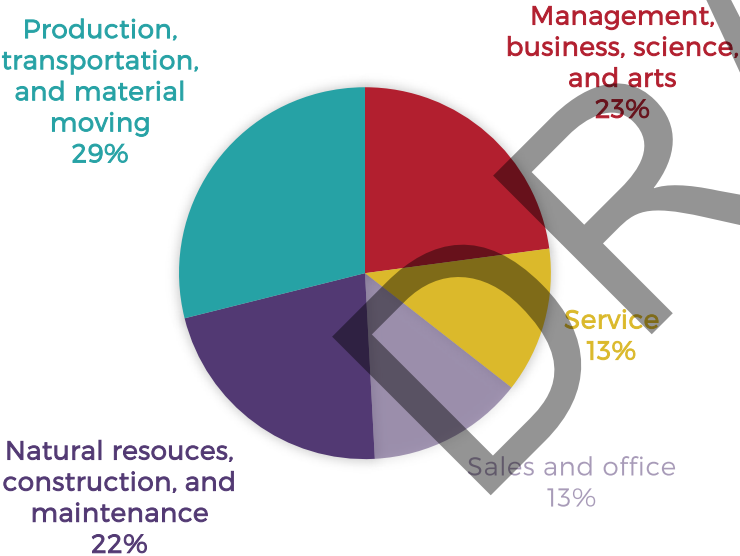


# EMPLOYMENT & UNEMPLOYMENT

According to the 2017 American Community Survey Estimates, residents in the Village of Shelby are primarily employed in production, transportation, and material moving occupations (29%). Management, business, science, and arts occupations (23%) and natural resources, construction, and maintenance occupations (22%) have similar percentages of residents employed. Service, sales and office occupations are much less population occupations, both representing 13% of the population.



**FIGURE 11. EMPLOYMENT BY OCCUPATION (2017)**

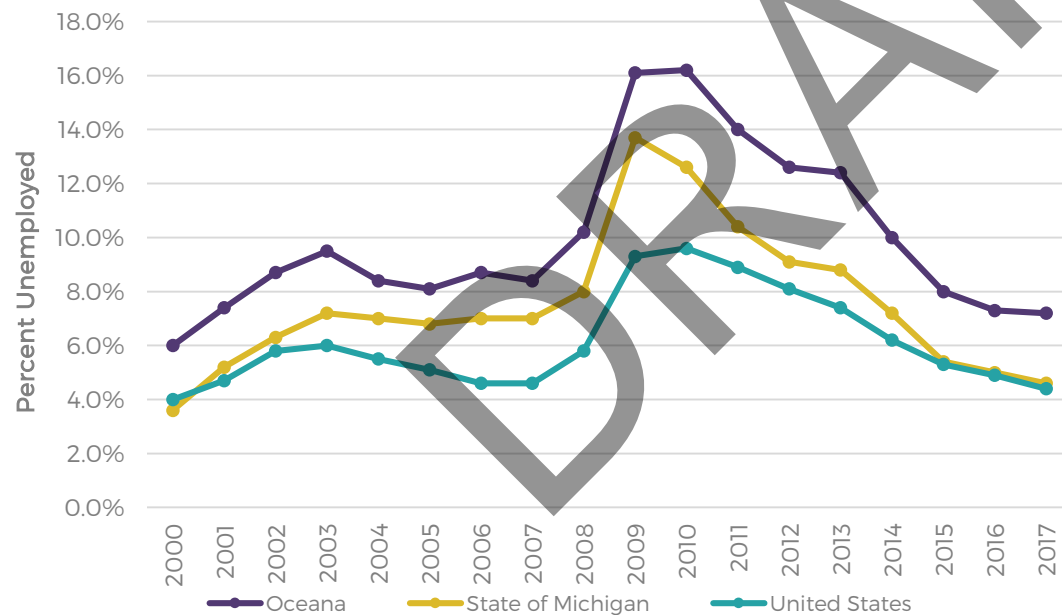


Source: 2017 American Community Survey 5-Year Estimates

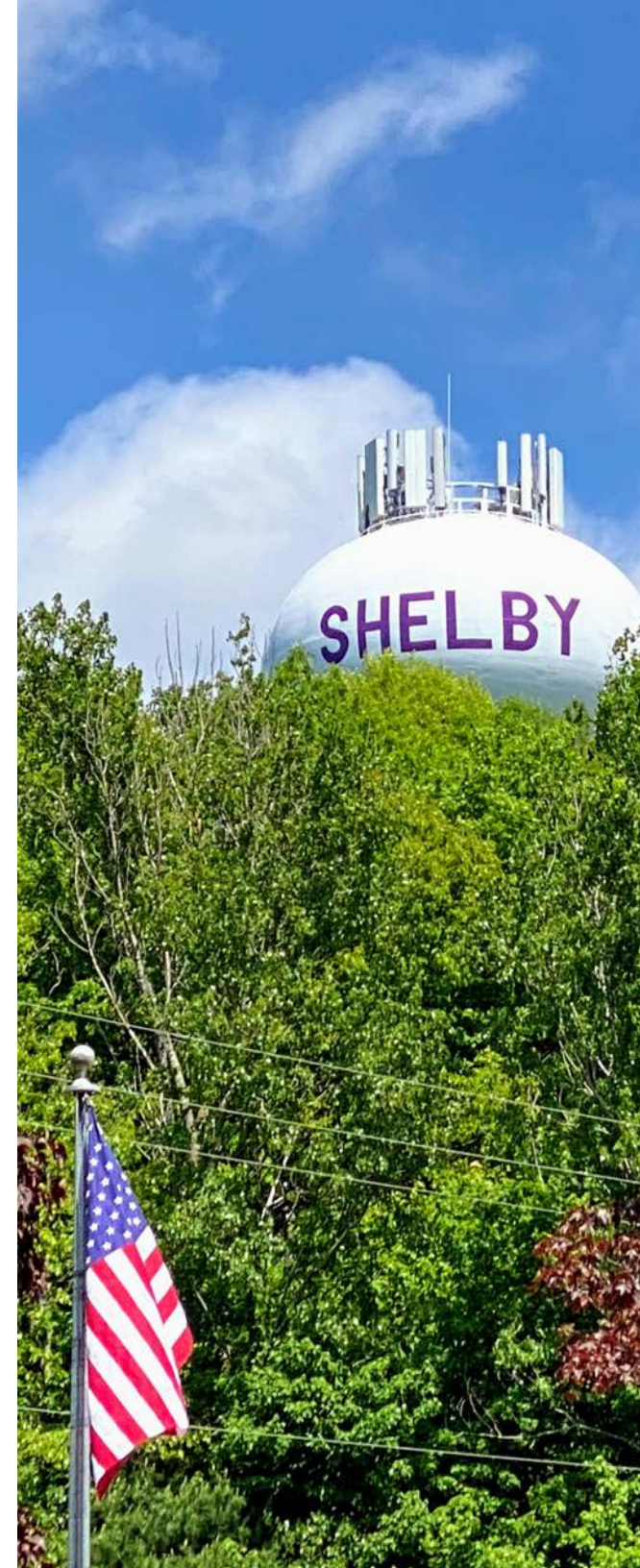
The mean travel time to work for Village residents was 16.9 minutes in 2017. This suggests that residents primarily travel outside the city for their employment. This commute time is similar to Shelby Township, which had a mean travel time of 16.2 minutes. Due to the Village and Township’s proximity to Whitehall and Muskegon, it is likely that many residents commute to these larger cities for employment. However, these commute times for the Village and Township are still lower overall than Oceana County residents, who commute approximately 22.0 minutes to work.

Unemployment rates in the Village remained relatively high between 2010 and 2017. As a result of The Great Recession in the late 2000s, the Village's unemployment rate peaked at 9.9% in 2012. Although this rate was estimated to have decreased to 7.1% in 2017, it was still higher than the State (4.6%) and the Nation (4.4%). This suggests that the Village has not experienced a quick economic recovery after The Great Recession. However, compared to trends in Oceana County, the Village has experienced overall lower unemployment rates. In 2017, the unemployment rate for Oceana County was 7.2%, with a peak unemployment of 16.2% in 2010. Oceana County has historically had a higher unemployment rate than Michigan and the nation.

**FIGURE 12. UNEMPLOYMENT RATES FROM 2000-2017**



Source: Michigan Bureau of Labor Market Information





## ECONOMIC DEVELOPMENT

In order to attract new investors, businesses, and residents, the Village of Shelby is pursuing a certification as a Redevelopment Ready Community (RRC) through engagement with the Michigan Economic Development Corporation (MEDC). This certification is obtained through a voluntary, no-cost program that is designed to promote effective redevelopment strategies through the implementation of RRC best practices. Through certification as an RRC, the Village is committing to a rigorous assessment of current conditions in the community and working to implement best practices. An evaluation from an RRC team will result in a baseline report that highlights the successes and recommended actions for the community. Through this process, the community is recognized as being proactive and business-friendly.

In order to be certified as an RRC community, the Village must meet all of the RRC best practice criteria:<sup>4</sup>

### **1. Community plans and public outreach**

This practice assesses community planning and establishes a vision for redevelopment, which can be included in the master plan, capital improvements plan, downtown plan, and other plans. Because these planning documents provide a framework for future growth and investment, the strategies outlined in the plans are intended to be policy guidelines related to physical, social, economic, and environmental development in the community. Additionally, this practice evaluates how well the community identifies its stakeholders and engages them to participate in local decisions. By including public participation, this practice aims to prevent or minimize disputes before they become an obstacle to development.

## 2. Zoning regulations

This best practice evaluates a community's zoning ordinance and considers how effectively it regulates development and furthers the goals included in the master plan. This results in a more streamlined ordinance.

## 3. Development review process

The goal of this practice is to ensure that specific development plans comply with local ordinances and are consistent with the master plan. This involves evaluation of the community's development review policies and procedures, project tracking, and internal/external communication.

## 4. Recruitment and education

This practice evaluates how the community recruits and provides orientation for newly elected officials and board members. This addresses diversity of perspectives and skills, along with encouraging education and training.

## 5. Redevelopment Ready Sites®

A redevelopment site is one that has been targeted by the community and is ready for investment. This best practice assesses how the community markets, identifies, and provides a vision for priority redevelopment sites. This stimulates the real estate market for vacant or underutilized properties.

## 6. Community prosperity

This best practice assesses the goals and actions that a community has identified in order to help strengthen its overall economic health. This includes marketing, initiatives, and methods that encourage diversity of the area's economic base, provide opportunities for economic expansion, and help create a sustainable community.



<sup>4</sup> Redevelopment Ready Communities® Best Practices (2017). Michigan Economic Development Corporation.



The Village of Shelby is also pursuing assistance from Michigan Main Street (MMS). MMS provides technical assistance for communities who desire to create a local Main Street program in order to revitalize and preserve their commercial district. This program uses a Main Street Approach™ to understand revitalization issues and identify unique assets within the community's downtown area. Through this method, MMS focuses on historic preservation and economic development. The Main Street Four Points® establish the program goals:

1. Economic Vitality – strengthening existing economic assets while diversifying the economic base.
2. Design – enhancing visual aspects to create a safe, appealing, and inviting space.
3. Organization – establishing consensus among stakeholders and a shared vision.
4. Promotion – creating a positive image to instill community pride and encourage commercial activity.

Through these points, the program is designed to revitalize a community's downtown district. According to the MMC Guidelines, a successful Main Street District should provide:

- Walkable, human-scale environments
- Unique, historic, and visually attractive architecture
- A mix of uses, activities, and consumers
- A strong existing tax base that attracts new businesses and creates jobs
- A center for activity and community life
- Positive community image and identity
- Opportunities for public-private partnerships
- A place for the community to define its identity through a shared vision of place

Thirdly, the Village is also exploring the creation of a Downtown Development Authority (DDA). The DDA Public Act 57 of 2018 was passed by the State of Michigan in order to provide municipalities with an economic development tool that they could use to improve downtown areas, increase taxable values, and encourage private investment. Once a DDA district is established, a development plan would be created to describe the costs, location, and resources for public improvements. This may also include a tax increment financing plan, which allows for the capture of the incremental growth of local property taxes to fund public infrastructure improvements over a period of time. This financing mechanism provides funding for large-scale projects and new development opportunities in the downtown district. Therefore, the potential creation of a DDA in the Village may provide additional opportunities for economic growth.



<sup>5</sup> Michigan Main Street (MMS) (n.d.). Michigan Economic Development Corporation. Retrieved from [www.miplace.org/communities/mms/](http://www.miplace.org/communities/mms/)

<sup>6</sup> Downtown Development Authority (DDA) (2018). Michigan Economic Development Corporation. Retrieved from: [www.michiganbusiness.org/49fab3/globalassets/documents/reports/fact-sheets/downtowndevelopmentauthority.pdf](http://www.michiganbusiness.org/49fab3/globalassets/documents/reports/fact-sheets/downtowndevelopmentauthority.pdf)





section 5.

# Land Use and Development Patterns



## LAND USE AND ZONING

The Village of Shelby is approximately 1.7 square miles and located entirely within Shelby Township. Although Shelby Township is a rural community that is primarily zoned in the AG, Agriculture District, the Village of Shelby provides some urban residential options and local services. The Village is primarily zoned R-1, Low Density Residential and R-2, Medium Density Residential. It also provides a small business center and some IND, Industrial District properties along the Village boundaries. Map 2 shows zoning in greater detail; this is an unofficial map that was interpreted through the Shelby Community Zoning Map.

## REGIONAL PERSPECTIVE

Due to the Village's location within Shelby Township, it is helpful to consider how land use and development patterns occur between the two communities. Current zoning patterns show C-2, General Business District properties located along Oceana Drive north and south of the Village. The eastern boundary of the village is boarded by RR, Rural Residential District properties and the western boundary is boarded by R-1, Low Density Residential District properties. North of Piper (Stoney) Creek is zoned IND, Industrial District within the Village and this extends into Shelby Township along Pierce Road to provide a cluster of zoned industrial properties. The rest of the Village is bordered by AG, Agricultural District properties. Due to the rural character of the area, residential district properties primarily exist as clustered developments within the Village with lower density development around the Village boundaries.

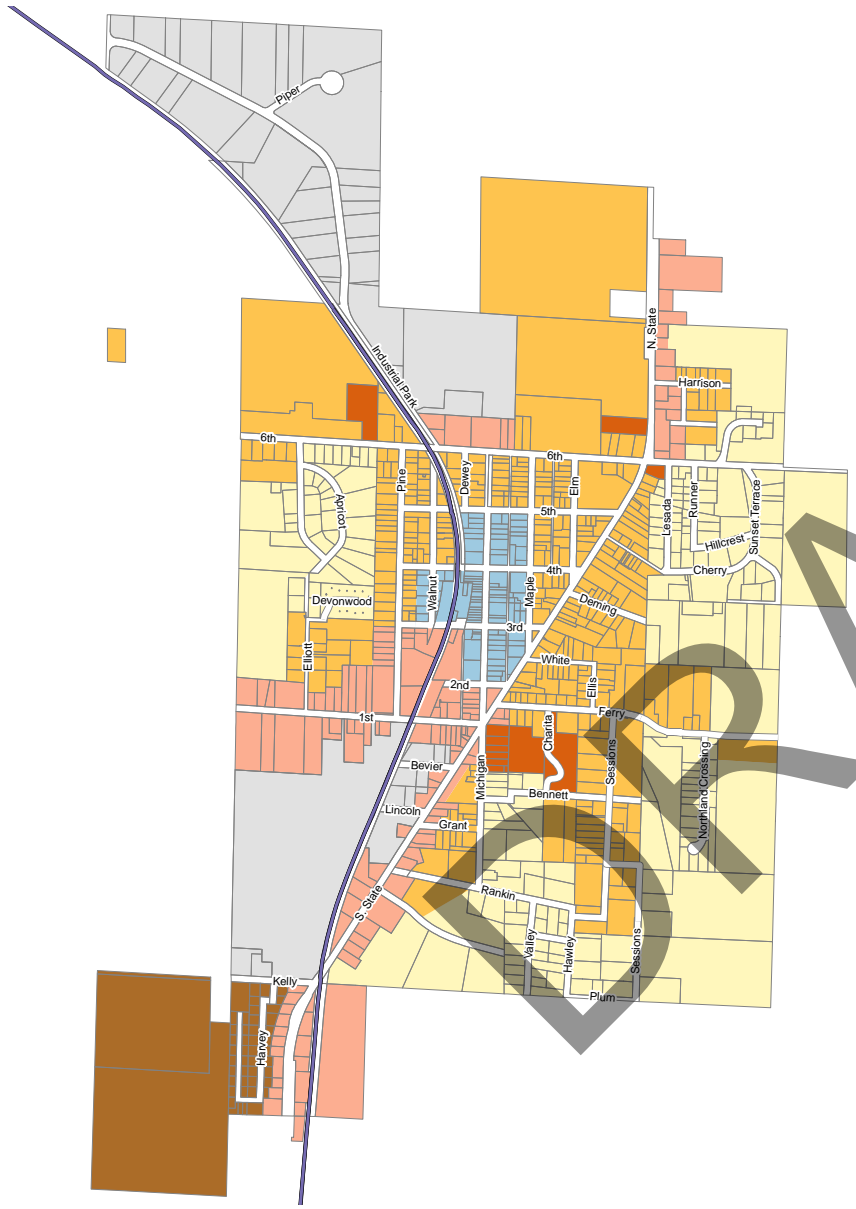
The 2012 future land use map for the Shelby Community indicates the expansion of R-1, Low Density Residential and C-2, General Business District properties and their expansion is still anticipated in future development. It is also expected that the C-2, General Business District will extend farther south along

Oceana drive to meet up with M-20 and eventually I-31. As the Village population increases, R-1, Low Density Residential District properties are expected to expand along the eastern boundary of the Village. Additionally, the IND, Industrial District is anticipated to expand in coordination with the surrounding industrial uses in the

Township. The William Field Memorial Hart-Montague Trail also travels through the entire Shelby Community, providing regional connections to the villages and villages of Hart, Mears, New Era, Rothbury, Montague, and Whitehall. An updated future land use plan and map addresses development in the Village further in Chapter 10.



## MAP 2. UNOFFICIAL ZONING



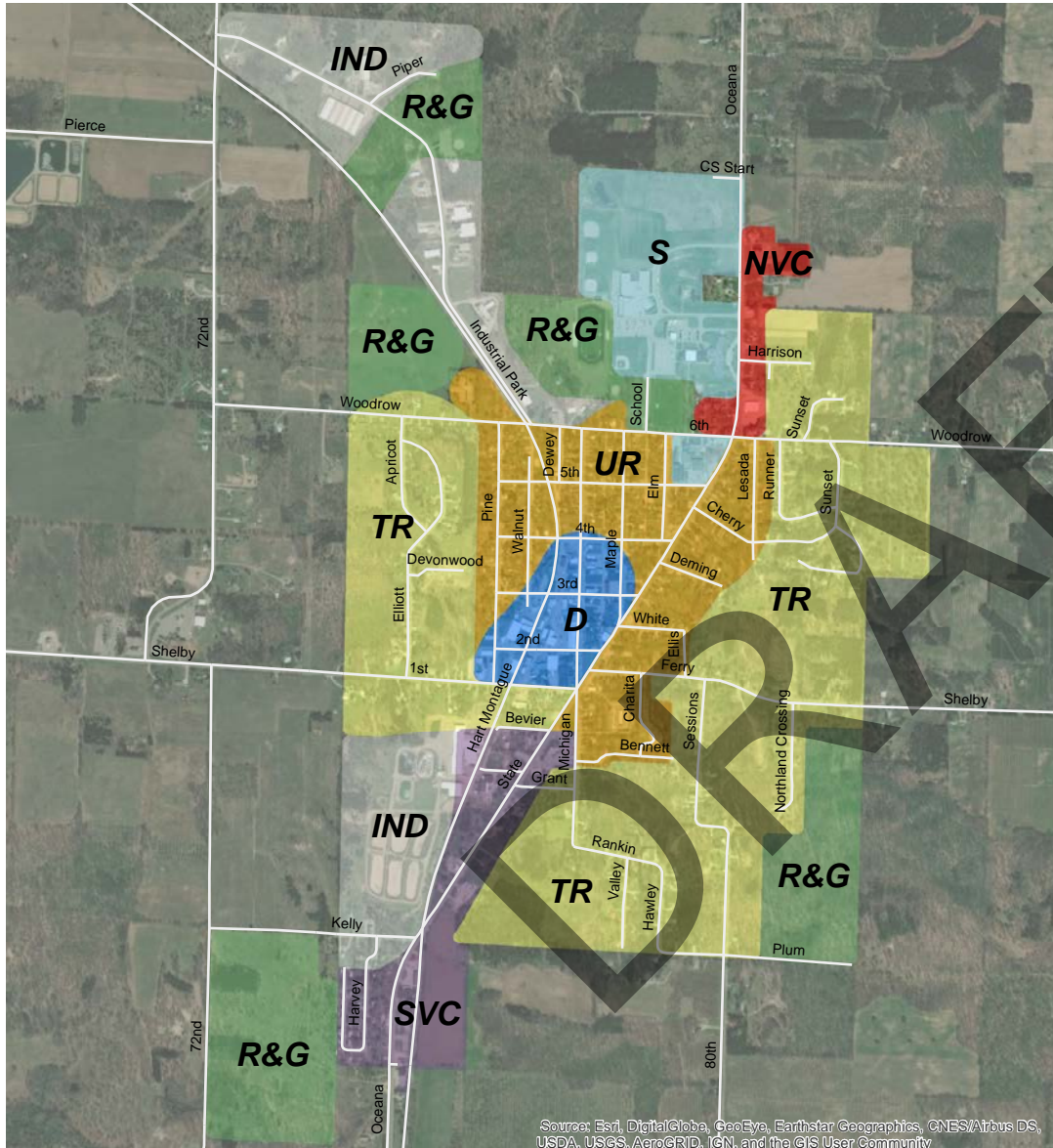
### DISTRICT

- R-1, Low Density Residential District
- R-2, Medium Density Residential District
- R-3, Multiple-Family Residential
- R-4, Manufactured Home Community Dist
- C-1, Central Business District
- C-2, General Business District
- IND, Industrial District

0 0.125 0.25



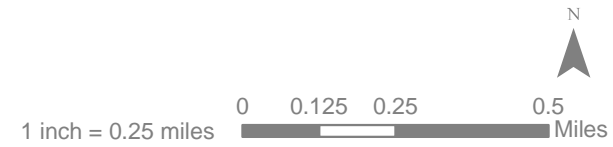
1 inch = 0.25 miles  0 0.125 0.25 0.5 Miles



### MAP 3. CHARACTER AREAS

- Downtown (D)
- Special Area (S)
- Industry (IND)
- Recreation & Greenspace (R&G)
- North Village Corridor (NVC)
- South Village Corridor (SVC)
- Traditional Residential (TR)
- Urban Residential (UR)

Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community





## EXISTING CHARACTER AREAS

The Village was divided into several character areas to help make distinctions between unique neighborhoods, districts, and corridors. Study and analysis of these character areas allow the Village to:

- Classify each area by a review and assessment of common characteristics, such as land use, zoning, density, intensity, and general infrastructure.
- Establish a clear and simplified framework for growth and create a foundation for the future land use map.
- Provide justification for future land use decisions within each area and to create general distinctions between areas.

## DOWNTOWN

The downtown of the Village of Shelby contains a variety of land uses within a compact environment. The buildings are arranged around elongated blocks, which provides an environment suitable for biking and walking. This downtown center provides many different community services and functions as a gathering place in the Village. Many of the buildings reflect a strong sense of history, with brick storefronts and one- or two-story buildings. Included in this area is the Shelby Railroad Depot historic landmark. Although many structures are indicative of the Village's history, some updates to the downtown area have included well-intentioned but architecturally inappropriate improvements. These have occurred over time and compromise the aesthetic feel of the downtown area.

The overall environment is pedestrian-scale, with sidewalks abutting the buildings and some large storefront windows. Because the downtown area is compact, spanning only a couple blocks, it lends itself well to pedestrian traffic. Residential areas are located adjacent to or on the outskirts of this area, providing a seamless transition between residential and urban areas. Overall, landscape elements, historically appropriate street lights, and street trees are generally lacking in the downtown area. However, Veteran's Memorial Park is located on the outskirts of the downtown area, providing a small greenspace. Street-crossings include pedestrian crosswalks and parking is primarily angled on the street or behind the buildings. This area also provides a great trail-to-town connection point to the William Field Memorial Hart-Montague Trail, which offers regional access.



### Downtown character:

- **Buildings:** Drawn to the street; very limited setbacks.
- **Uses:** Retail, personal and financial services, restaurants, professional offices, residential, industry, places of worship, and the Village Hall.
- **Scale:** Compact, walkable urban scale.
- **Blocks & Streets:** smaller blocks on an urban, compact scale, and regular grid layout.
- **Streetscape:** Sidewalks, crosswalks, moderate storefront windows and awnings, large street lights.
- **Public space:** Veteran's Park located southeast of immediate downtown area, connection to William Field Memorial Hart-Montague Trail.
- **Parking:** On-street angled parking and behind buildings.





### **NORTH VILLAGE CORRIDOR**

The North Village Corridor is comprised of the area along North State Street, north of East 6th Street. This area primarily contains limited commercial uses, services, places of worship, and scattered residential uses. Buildings in this area are varied in size and setback. The Cherry Hill Super Market has a very shallow setback, while places of worship and residential uses have moderate setbacks. Although this area has been designated as a Highway Business District in the Shelby Community Zoning Map, business uses are scattered. With a location adjacent to the Shelby Middle School and residential districts, this area offers some community services that are convenient for local residents.

Pedestrian connections are limited in this area. The only sidewalk from adjacent areas ends approximately 100 feet north of East 6th Street. This provides a connection from residential areas to the supermarket; however, all other properties are not connected. Pedestrian density is increased from the presence of Shelby Middle School and Shelby High School, which have access drives located on North State Street, and apartments just south of the middle school. Crosswalks are not located to facilitate pedestrian transportation across North State Street from these higher density pedestrian uses to neighboring commercial uses. Considering pedestrian circulation in this area may enhance and encourage alternate forms of transportation.



### North Village Corridor character:

- **Buildings:** Various setbacks and separated from adjacent uses.
- **Uses:** Commercial, services, places of worship, single-family detached homes, apartments.
- **Scale:** Moderate-sized lots that are automobile-oriented.
- **Blocks and Streets:** North State Street functions as the primary transportation corridor; limited connectivity between blocks and streets.
- **Streetscape:** Some grassy areas and yard trees between street and buildings.
- **Public space:** Not common.
- **Parking:** Surface parking lots largely located in front of or to the side of buildings; residential driveways and garages.

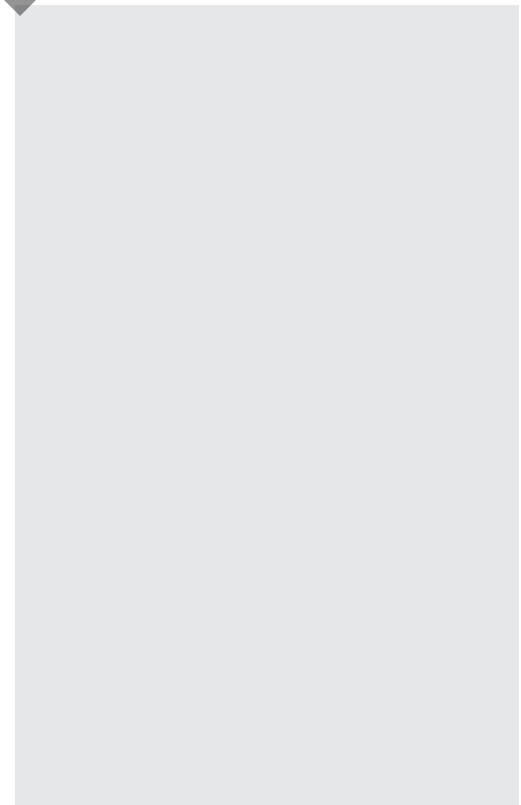
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## SOUTH VILLAGE CORRIDOR

The South Village Corridor (primarily located along South State Street) is generally auto-oriented with scattered commercial and service uses. This includes the Mercy Health Lakeshore Campus, automobile and construction businesses, a grocery store, a storage unit, residential uses, a manufactured home park, a place of worship, a community center, and some personal services. Sidewalks are not present in the majority of this area, aside from the very northern portion around the Mercy Health Lakeshore Campus. Buildings and uses are generally separated from each other, interspersed with open space. This corridor provides community access south towards the Village of New Era and serves a variety of needs in the local area.

### South Village Corridor character:

- **Buildings:** Moderate setbacks and separated from adjacent uses.
- **Uses:** Commercial, services, single-family detached homes, a manufactured home park, a place of worship.
- **Scale:** Moderate-sized lots and mostly automobile oriented.
- **Blocks and Streets:** South State Street functions as the primary transportation corridor with a few connecting arterial streets, limited connectivity between blocks and streets.
- **Streetscape:** A few areas with agricultural open space along the roadside; limited streetscape elements.
- **Public space:** Not common; access to William Field Memorial Hart-Montague Trail.
- **Parking:** surface parking lots largely located in front of or to the side of buildings; residential driveways and garages.



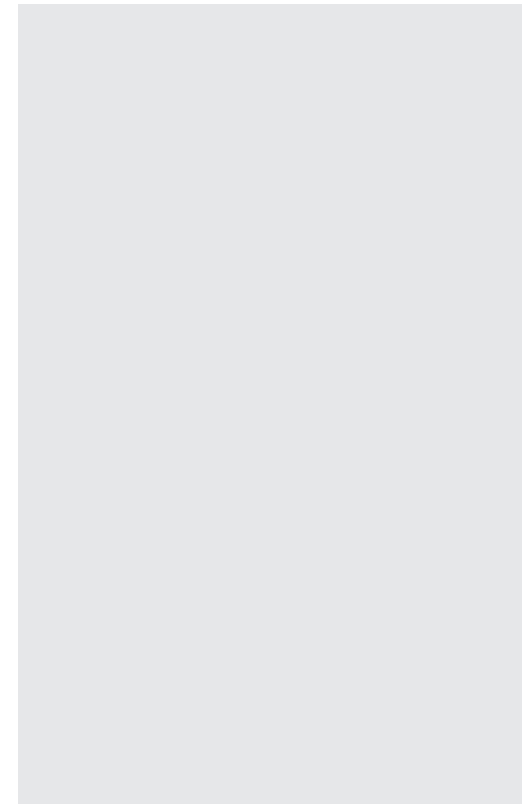
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## URBAN RESIDENTIAL

The Urban Residential area primarily borders the Downtown area. Single-family detached dwellings are predominant in Urban Residential neighborhoods; however, apartments can also be found. This area has a compact development and relatively high-density residential use. These neighborhoods were often platted in a smaller-scale arrangement with a grid street and block pattern. This has led to moderate or small-sized homes located in walkable neighborhoods. These neighborhoods have the best pedestrian connections in the Village, with many sidewalks, crosswalks, and access to the William Field Memorial Hart-Montague Trail.

### Urban Residential character:

- **Buildings:** Small setbacks with minimal front yard.
- **Uses:** Primarily single-family dwellings, some apartments, churches, and small service businesses.
- **Scale:** Compact, walkable urban scale.
- **Blocks and Streets:** smaller blocks on an urban, compact scale arranged in a grid street pattern.
- **Streetscape:** Sidewalks in many areas, crosswalks, and yard trees.
- **Public space:** Some small common areas.
- **Parking:** Off-street parking lots, driveways, and garages.



## TRADITIONAL RESIDENTIAL

This area is primarily residential in nature and comprises the majority of the Village. Similar to Urban Residential neighborhoods, single-family detached dwellings are also the predominate use in Traditional Residential neighborhoods. However, dwellings in the Traditional Residential area often have increased separation distances, greater setbacks, and larger lot sizes. There are fewer sidewalks and less connectivity between parcels. They are served by more curvilinear streets with limited connectivity to the established street grid network, often ending in a cul-de-sac. These areas tend to be more auto-oriented in nature.

### Traditional Residential character:

- **Buildings:** Moderate setbacks with some front yard; separated from adjacent uses.
- **Uses:** Primarily single-family dwellings, some attached dwelling units.
- **Scale:** Moderate lots that are auto-oriented.
- **Blocks and Streets:** Mixture of curvilinear streets and grid pattern.
- **Streetscape:** Yard trees.
- **Public space:** Not common.
- **Parking:** Driveways and garages.



## SPECIAL AREAS

Unique areas within the Village are classified as a special area. This category is primarily comprised of Thomas Reed Elementary School, Shelby Middle School, and Shelby High School.

### Special Areas character:

- **Buildings:** deep or moderate setbacks
- **Uses:** schools, athletic facilities, common open spaces.
- **Scale:** Larger, intense scale.
- **Blocks and Streets:** bikeable or walkable for those living in close proximity and also easily accessible by car.
- **Streetscape:** N/A
- **Public space:** open spaces, athletic fields.
- **Parking:** Vast parking areas.

DRAFT

## RECREATION & GREENSPACE

Getty Park, Mead Park, and undeveloped areas of the Village are considered part of the Recreation & Greenspace character. These areas provide essential public open and recreation spaces along with areas for wildlife habitat.



section 6.

# Community Facilities and Services

The Village and Township halls are located within Village limits, along with a library, post office, and the Mercy Health Lakeshore Campus Hospital. Schools in the Village of Shelby are located within the West Shore Educational Service District. Shelby High School, Middle School, and Thomas Reed Elementary are located on the fringe of the downtown. Between the 2010-2011 and the 2017-2018 school years, enrollment decreased at Shelby High School by 8.9%. Shelby Middle School stayed approximately the same and enrollment at Thomas Reed Elementary increased by 19.8%. The importance of these institutions (and the hospital campus) in generating traffic in the downtown should not be underestimated. The business community should consider creative ways to capture some of the traffic generated by these facilities as an opportunity for economic stimulus.

**TABLE 3. SCHOOL ENROLLMENT AND PERCENT CHANGE**

	2010-2011	2017-2018	% Change
Shelby High School	429	391	-8.9%
Shelby Middle School	324	323	-0.3%
Thomas Reed Elementary School	324	388	19.8%

Source: 2000 & 2010 Census Bureau; 2017 American Community Survey Estimates



### PUBLIC SAFETY SERVICES

Police service is provided by the Village. There are four officers and a Chief of Police that serve the Village. Fire service is provided by the Shelby-Benona Fire Department. This department provides protection to Shelby and Benona Townships, the Village of Shelby, and the Village of New Era through a paid on-call staff. A fire station is located in the Village of Shelby. The department is also active in the local schools by employing a fire safety educator who visits third grade classrooms each month to deliver a fire safety message.





## PUBLIC UTILITIES

The Village has its own department of public works staff who tend to the water and sewer system, snow plowing, and the maintenance of public parks. Public water is provided within the Village, as is public sewer. Any significant development in Shelby Township that may be provided by public services are isolated to Shelby Road. The Village of Shelby's water source comes from four ground water wells, which draw water from an aquifer located in glacial material. Well depth ranges from 135 to 330 feet deep. The Village completed an updated Wellhead Protection Program in 2006, which provided new wellhead delineation maps to identify water supply recharge areas.<sup>8</sup>

Shelby Community operations are directed by the Village Administrator and Village Council. The DPW is responsible

for the planning, design, construction, operation, and maintenance of all public property and facilities, including the park, street, and cemetery system. Residents of the Township are serviced by Village facilities.

Shelby is run by a Village Administrator and Village Council with operating responsibilities designated to the Village Administrative Staff and the Department of Public Works. Advisory roles are provided by the Planning Commission and the Park Committee whose members are approved by the Village Council. The Village receives input from Shelby Township on planning and recreation matters through the Planning Commission.

<sup>7</sup> Michigan School Data: Student Counts (2018). Michigan Department of Education.

<sup>8</sup> 2016 Annual Drinking Water Quality Report (2017). Village of Shelby, Michigan.



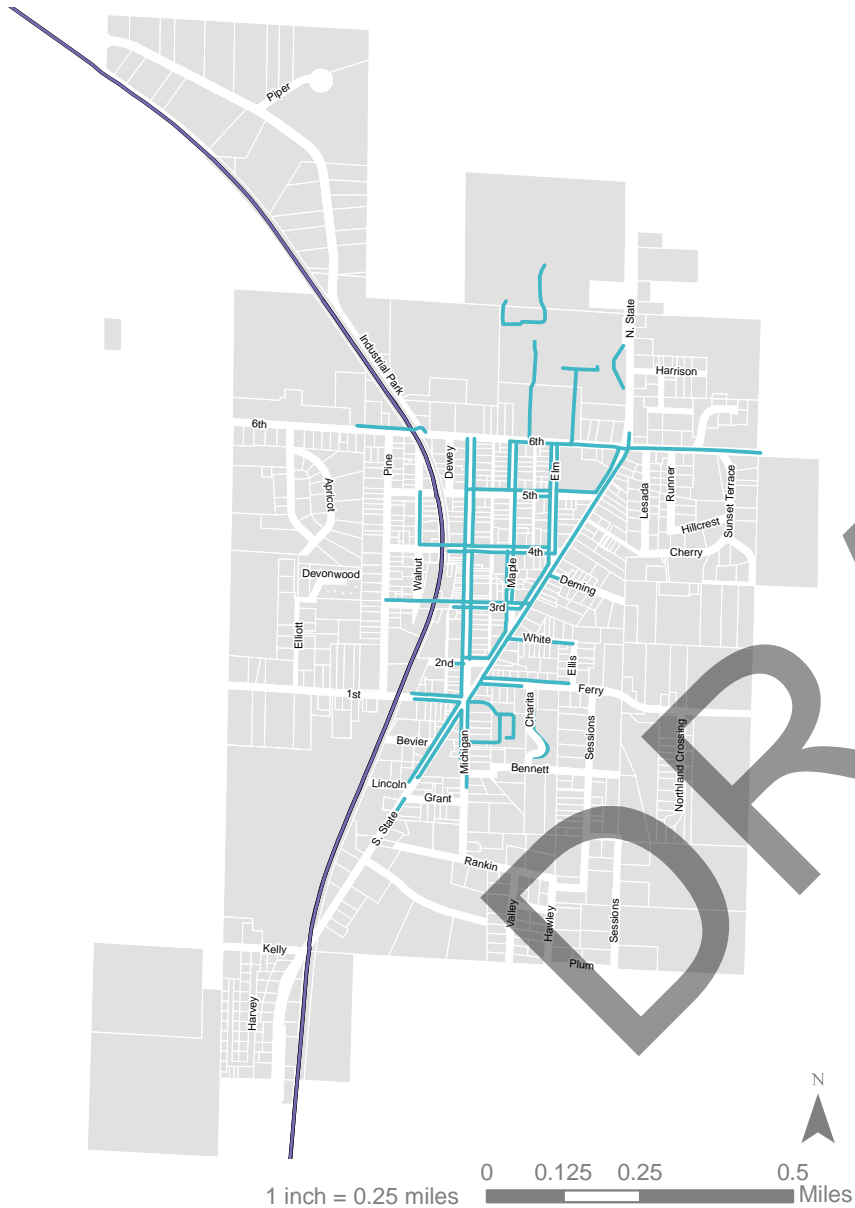
section 7.  
**Transportation**

## ROADWAYS

Local and regional access from the Village of Shelby is primarily facilitated by State Street (Oceana Drive in Shelby Township) and U.S. 31. State Street supports local traffic from New Era up to the Cities of Hart and Ludington and was the major north/south route until U.S. 31 was constructed. After the construction of US-31, it is still a major corridor, but primarily for traffic between Shelby and Hart. US-31 is located near the westerly boundary of the Village. A highway exit at Shelby Road provides quick access to employment, tourism, and entertainment destinations.

## AIRPORTS



Oceana County Airport is a C04 airport located within Shelby Township. This airport serves corporate clients and numerous private aircraft. Two runways are in use, one with an asphalt surface and the other with a turf surface. In 2019, there were 33 aircraft based on the field, with 31 of these being single engine airplanes, one being a multi-engine airplane, and one ultralight airplane. The average aircraft operation during 2017 was 57 aircrafts per week.



## PEDESTRIAN CONNECTIONS

Transportation also occurs through local sidewalks and the William Field Memorial Hart-Montague State trail. Local sidewalks are important features as they connect homes and neighborhoods to community centers. They also allow children and adults to move freely and safely about without being dependent on automobiles. Sidewalks should connect residential areas with the downtown, parks, and schools. In Shelby, sidewalks are generally present throughout much of the downtown area and the surrounding residential neighborhoods (Map 4). Outside of the village center, there are substantially fewer sidewalk connections. The William Field Memorial Hart-Montague State Trail also meanders through the Village of Shelby and is an asset to the community, providing regional recreation opportunities. It greatly increases the pedestrian accessibility throughout the Village, complementing the existing sidewalks in the downtown center (Map 5). It too, can provide some economic stimulus to the Village.




### MAP 4. SIDEWALK AND TRAIL LOCATIONS

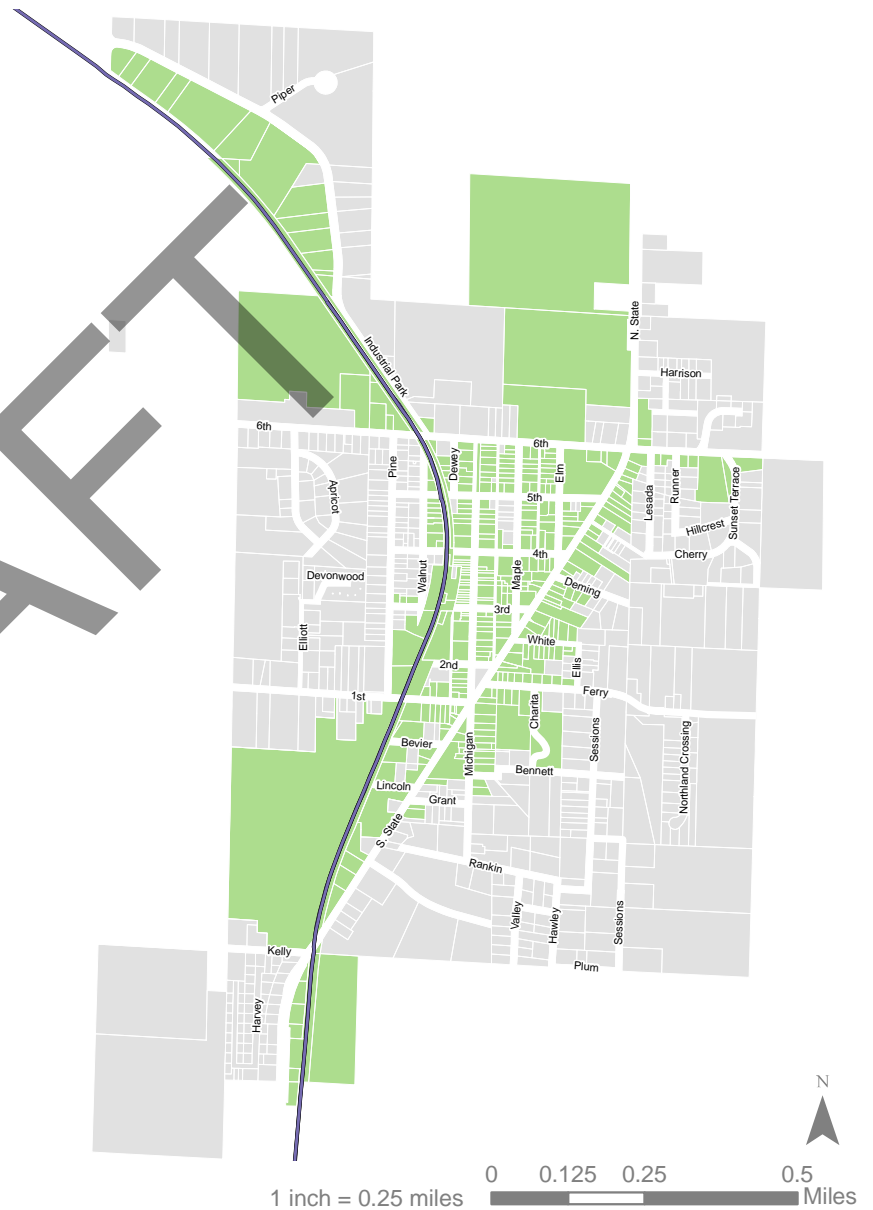
-  Sidewalks
-  William Field Memorial Hart-Montague Trail

While many areas in the Village contain sidewalks, there can be stronger connections made between the neighborhoods, downtown, and the William Field Memorial Hart-Montague Trail. The previous Master Plan recommended that all residential neighborhoods, including those in the township, contain sidewalks or trail, and this plan continues those policies. Where trails are not readily constructed, easements should be provided for their eventual construction. A long-term vision of trail systems which tie into the William Field Memorial Hart Montague trail and into the Village should be pursued. In addition to a strong sidewalk and trail system, signs and trail markings are important to guide cyclists and pedestrians to points of interest and local businesses.

DRAFT

## MAP 5. PEDESTRIAN ACCESSIBILITY

-  Hart Montague Trail
-  No Accessibility
-  Accessibility





section 8.

# Parks and Recreation

Park and recreation operation, planning, development, and maintenance are funded through the annual budget process by the Village Council. If any cost sharing occurs, the Township reimburses the Village. Recommendations for funding are prepared by the Park Committee for consideration by the Council for inclusion in the budget. Staff may also make recommendations to Council.

In the past, most improvements to the park system have been funded by general funds. Improvements to school properties or facilities for predominantly school programs are funded by the school district. The Park Committee also explores opportunities for volunteerism, donation of materials, time and labor, in-kind services, and funding assistance alternatives as means to expand and improve the park system and recreational opportunities in the community.

Recreation is a basic part of life for residents and visitors of the Village of Shelby. The natural beauty of the rolling hills in the Shelby Community and the Village's proximity to the William Field Memorial Hart-Montague Trail, US 31, and Lake Michigan make it an ideal setting for recreation. Visitors during all four seasons enjoy the natural beauty of the area. In addition to Silver Lake State Park, there are several campgrounds, beaches, and golf courses in the area.

The Village of Shelby has several community parks. Most of the recreational activities of residents are accommodated in one of three Village Parks (Monument, Getty and the DPW grounds) or on the school campus.



## VETERAN'S MEMORIAL PARK

This 0.85-acre park was established in 1903, making it one of Shelby's first parks. It is designed in a triangle shape and located between State, Third, and Maple Streets. There are picnic tables, benches, a monument, and a canon located at the park.

## NICHOL'S HORSESHOE PARK

In 2012, this park was created to provide a space for recreation and horseshoe tournaments. With 0.5 acres located off of Bevier Street, it is considered a neighborhood mini-park, but is open to all residents within the Village. During warmer months, horseshoe tournaments are held each Saturday. This park also includes a picnic area, tables, and a grill for public use.

## WESCO PARK

This park is located at the intersection of State and Fourth Streets. For those who walk to local businesses, this park provides rest and shade near the downtown area. It also provides a picnic table.

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## GETTY PARK

This 10-acre park located on 6th Street provides two tennis courts, two basketball courts, a full-size soccer field, and a little league and major league baseball field. Because of its recreation options, this park has been popular with youth in the community. It has also shared facilities with the school district, as it is adjacent to the Middle School campus. However, the tennis courts and basketball courts are in need of extensive improvements. There used to be a restroom and concession facilities, but these have also fallen into disrepair. Due to the substantial repairs that are needed for this park, the Village is looking to make many improvements to the park in 2019 and has applied for a DNR Trust Fund Grant. The proposed approximately \$1 million development includes a splash pad, shelter area, additional parking, walking paths, a new playground, pickleball courts, tennis courts, and another basketball court. The current restroom/storage building would also be renovated.



## MEAD PARK

This 33-acre community park consists of a mature forest, baseball field, and parking area. Within the forest is Piper Creek and an associated ravine. Located at 788 Industrial Park Drive, this park also provides direct access to the William Field Memorial Hart-Montague Trail.

## **SHELBY PUBLIC SCHOOLS**

Shelby Middle and High School comprise approximately 40 acres of land, including the campus of the middle and high school buildings, parking, a football field, stadium, four baseball/softball fields, a track and field facility, and practice fields. The schools also use approximately four acres of Getty Park for a soccer field. Thomas Read Elementary School is located on approximately 20 acres and includes an administration center with parking, walkways, small open play areas, and an improved play apparatus area. Each school building also has its own gymnasium.

## **DPW PARK**

This 0.5-acre neighborhood mini-park located on the corner of Industrial Park Drive and West Sixth Street provides an open space area that is open for play and picnics. It is part of the public service center that includes the DPW offices and truck garage, storage building, and water tower facilities.

## **TRIANGLE COMMUNITY PARK AND TOWN SQUARE**

This park is currently a 0.85-acre vacant lot that is not owned by the Village. It is located between State Street, Second Street, and Michigan Avenue. The parcel receives unsupported neighborhood use and is being pursued by the Park Committee to be acquired by donation or acquisition for a town square/mini-park. Concept plans have been prepared that include a town plaza with a community feature such as a clock, benches, landscaping, lighting, signs and crosswalks.

## **WALNUT PARK**

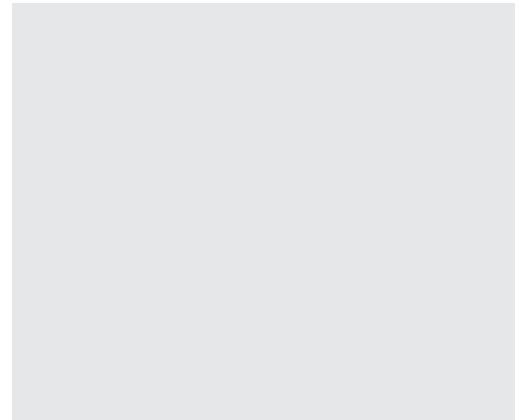
Located at the dead-end of Walnut Street and adjacent to the William Field Memorial Hart-Montague Trail, Walnut Park is an urban green space enjoyed by Village residents and trail users. This green space provides picnic tables and shade, making it an ideal location for rail trail users to rest. It also provides community members with a small soccer field on which to play during summer evenings.

## WILLIAM FIELD MEMORIAL HART-MONTAGUE TRAIL STATE PARK

This trail was one of the first of its kind in the state when it was built at its original 22-mile length. Its vision was founded by William Field, a native of Shelby, who donated \$170,000 to the trail's construction and was the foremost advocate of turning the rail line into a bike trail. The pathway is now over 35 miles in length and extends from Hart to the south side of Whitehall. Additionally, the trail connects to the Fred Meijer Berry Junction Trail and continues for another 11.1 miles to Muskegon. The DNR staff has estimated that approximately 65,000 – 70,000 visitors ride the trail each year. Therefore, this trail provides a unique opportunity for recreation, connection to the broader regional area, and asset as a trail-to-town pathway through downtown Shelby.

The trail runs the length of the Village for approximately two miles and passes through the business district, directly behind its downtown storefronts. In order to improve connections between the trail and downtown area, the Shelby Rural Economic Development Cohort Team, Shelby Roars (a community volunteer organization), Shelby Village Council, and Shelby Village Planning Commission have committed to working together to help improve a once attractive alleyway back into a safe and robust connection between Shelby's downtown and the trail. Through painting, resurfacing, landscaping, lighting, and art-inspired bike racks, the alley's rehabilitation would result in a beautiful artistic corridor to facilitate trail users downtown to enjoy the Village's businesses, restaurants, scenery, services, heritage, rural character, and charm. It is anticipated that this improved "Gateway to Main Street" would facilitate 5,000 – 10,000 additional visitors from the trail into the Village's downtown.

Additionally, the William Field Memorial Hart-Montague Trail provides connections to and from several other locations throughout the Village. The trail can be accessed from Mead Park, provides connections from the core residential neighborhoods to the business district, and is approximately two blocks from Getty Park. There are also restrooms, bike racks, an information board, and a shelter on the trail near the downtown area.



A stylized illustration of a tree with a brown trunk and branches, green leaves, and a target on one of the branches. The target has concentric circles of red, yellow, and red. A blue arrow is hitting the center bullseye. The background is white with scattered colorful confetti in shades of yellow, blue, red, and purple.

section 9.

# Goals and Objectives

## COMMUNITY THEMES

In order to meaningfully plan for its future, a community must think strategically. The Village of Shelby Master Plan strives to enact the vision of the community for the natural and built environments. In the community survey conducted in support of this Plan, members of the community expressed ideas and opinions regarding future land use planning in the Village. Each theme outlined below was based from input received in the community survey and includes an explanation related to the raw results.

- 1. Development & Redevelopment.** The majority of survey respondents (73%) believed the Village is growing too slowly. Residents desire increased business development and revitalization of the downtown.
- 2. Recreation & the Natural Environment.** This theme addresses residents' strong desire to protect groundwater and natural areas, improve park areas, and promote recreation on the William Field Memorial Hart-Montague Trail.
- 3. Infrastructure & Mobility.** This theme addresses residents' desire for increased sidewalk connectivity, safe crosswalks, and improved roads.
- 4. Neighborhoods & Housing.** Residents indicated a desire to improve neighborhoods and increase housing availability for people of all ages.
- 5. Placemaking & Regional Coordination.** Residents indicated a strong desire for community gathering places, attracting visitors to the downtown, and providing spaces and events for people of all ages to enjoy.

## A SENSE OF DIRECTION

The overarching themes identified through the community survey provides a foundation for developing a community vision, along with goals and objectives for achieving that vision.

The Village of Shelby maintains a small-town character while offering ample business opportunities. A multi-generational community thrives in a vibrant and resilient environment that promotes sustainability of natural features, accessibility of built features, and hospitality among neighbors. Exceptional recreation opportunities promote connectivity between local and regional destinations, contributing to the economic viability and identity of the downtown.

This vision provides a relatively broad yet concise description of the desired future community. Enacting and implementing this vision involves the following core components, which will provide the overarching principles for goals and objectives:

(1) Resiliency, (2) Ecology, (3) Accessibility, (4) Hospitality, and (5) Identity.

These core components provide principles upon which the desired community vision may be achieved. Shelby has a distinct advantage as a small, closely knit community to make a significant impact when its citizens collectively put their minds to a task. Based on the core concepts, several goals and objectives have been developed. Each goal describes the Village's long-term vision for the community, while the objectives detail the individual steps to achieve that vision. Goal statements are intentionally more general, while objectives are intentionally more specific.

Together, goals and objectives serve as the policy foundation for the Village of Shelby Master Plan by defining values and visions that the Village strives to achieve. These are based on input received from residents, business owners, property owners, and elected

and appointed officials. Goals and objectives are intended to provide an overview of the desired future character of the community, provide guidance for land use and public policy decision-making, and serve as a reference for future zoning and land use decisions.

This portion of the plan is designed to be action oriented. There is also a realization that, because of limited human and fiscal resources, strategies should be prioritized so those viewed as most important by the community get attention first. As a follow-up to adopting these strategies, a prioritized work strategy should be put forth as an annual work plan.

# 1. RESILIENCY

## DEVELOPMENT & REDEVELOPMENT

**GOAL 1:** Commercial and industrial development will provide a range of quality job opportunities and occur in a controlled and responsible manner, compatible with surrounding land use patterns.

**Objectives:**

- a. Promote consolidated commercial development along select portions of 1st Street, Michigan Avenue, and State Street rather than permitting sprawling strip development and multiple access points along these corridors.
- b. Review and revise zoning ordinance standards, as appropriate, related to building and site design to promote quality commercial and industrial uses, while retaining the small-town character of the Village.
- c. Investigate steps the Village can implement to foster local businesses with regionally and locally produced goods.
- d. Utilize buffers, landscaping, and screening to minimize land use conflicts and discourage the encroachment of commercial or industrial uses into residential areas.
- e. Evaluate zoning ordinance standards for site plan review and zoning uses in commercial and industrial districts to ensure approvals will meet design standards and allow for appropriate development and redevelopment.
- f. Encourage infill and redevelopment of existing industrial and commercial areas and limit industrial development to locations designated on the Future Land Use Map.
- g. Develop a business retention program that includes annual visits to local industries and businesses to discuss topics of mutual concern.



**GOAL 2:** The Village of Shelby will promote its exceptional location near Lake Michigan and the William Field Memorial Hart-Montague Trail for economic development.

**Objectives:**

- a. Establish a marketing campaign or brand for the Village targeting seasonal residents, identifying the Village as a regional trail town or recreational destination.
- b. Look for opportunities to increase trail connections in the Village, such as a historic interpretive trail around the Shelby Community or a Community loop highlighting points of interest around town.
- c. Encourage connections between the William Field Memorial Hart-Montague Trail and the downtown area through rehabilitation of the main alley as a “Gateway to Main Street,” wayfinding signage, and improved pedestrian and bicycle access.
- d. Work with area attractions (e.g., Silver Lake State Park and other area campgrounds) to distribute promotional materials about Shelby in their facilities (e.g., maps, coupons from area businesses, etc.).
- e. Promote recreational activity and tourism through site plan review standards that enable the Village to require certain site amenities of developers, such as sidewalks, trail linkages, deceleration lanes, and bike racks.

**GOAL 3:** Receive and maintain status as a Redevelopment Ready Community (RRC) through the Michigan Economic Development Corporation.

**Objectives:**

- a. Follow the best practices of the RRC program.
- b. Maintain an up-to-date list of priority redevelopment sites.

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# 2. ECOLOGY

## RECREATION & THE NATURAL ENVIRONMENT

**GOAL 1:** The Village of Shelby will promote sustainable use of groundwater resources and help preserve natural features by protecting areas with high-quality habitat.

**Objectives:**

- a. Create stormwater management standards that promote the quality of groundwater, giving preference to low impact techniques such as rain gardens and sunken landscape islands.
- b. Encourage new developments and street reconstruction that reduces impervious surfaces, implements green stormwater infrastructure, and increases land availability for natural groundwater recharge.
- c. Encourage education and cooperation among residents, waste haulers, landfill operations, and governmental entities for addressing solid waste disposal (preferred methods of disposal, recycling and composting, etc.) and common household contaminants.
- d. Implement a program to encourage the protection, maintenance, and addition of street trees to increase natural features, mitigate heat and glare from urban infrastructure, and enhance community aesthetics.
- e. Review and revise zoning standards, as appropriate, to ensure that natural features such as woodlands and wetlands are being protected and/or reasonably integrated into new development.

**GOAL 2:** Parks, recreation, and trail systems will be highlighted as an exceptional quality of the Village and contribute to the physical and mental well-being of residents and visitors.

**Objectives:**

- a. Develop wayfinding signs and/or interpretive plaques to direct people to points of interest, including the William Field Memorial Hart-Montague Trail, bike paths, parks, historic sites, and other points of interest.
- b. Pursue opportunities to connect parks and open spaces that enhance pedestrian access in common areas and preserve natural features, such as a connection between Mead and Getty Parks.
- c. Develop and redevelop park facilities that encourage recreation and provide gathering spaces for all people, including barrier-free ADA compliant designs.
- d. Develop a strong bike path and sidewalk system that provides safe connections between neighborhoods and schools, downtown, and parks.
- e. Encourage additional improvements and connections to the William Field Memorial Hart-Montague Trail and market the trail to residents and visitors alike.
- f. Continue cooperating with the Shelby Public Schools to provide youth recreation programming and investigate the need for more organized teen activities.
- g. Maintain a 5-Year Parks and Recreation Plan to remain eligible for recreation grants through the Michigan Department of Natural Resources (MDNR).

# 3. ACCESSIBILITY

## INFRASTRUCTURE & MOBILITY

**GOAL 1:** The Village of Shelby will maintain a safe and efficient transportation network that is consistent with the rural character of the area, coordinated with future land use patterns, and serves citizens of all means, abilities, and ages.

**Objectives:**

- a. Identify areas where traffic calming mechanisms should be employed, especially in neighborhoods and downtown.
- b. Establish a Complete Streets policy to encourage equitable use of the road by all types of users, including motorists, pedestrians, and bicyclists.
- c. Investigate an overlay district for 1st Street and State Street to control access, provide consistent landscaping and signage themes, and provide trail easements along frontage.
- d. Consolidate existing driveways on arterial and collector streets when opportunities are present.
- e. Promote neighborhood streets that provide direct connections to local destinations, such as parks, trails, or common open space.
- f. Adopt and implement a sidewalk repair and enhancement program throughout the Village to encourage sidewalk maintenance and crosswalk demarcation.

**GOAL 2:** Necessary facilities and services will serve the needs of residents in accordance with the capacity and character of the Village.

**Objectives:**

- a. Promote a coordinated approach between the Village and Township for the planning, provision, and expansion of public sanitary systems.
- b. Promote dialog with the county and surrounding communities regarding shared services to stretch limited community resources.
- c. Explore, with state and county officials, opportunities to promote meaningful alternative energy.
- d. Develop a local weatherization program to improve housing efficiency and reduce energy costs in neighborhoods.

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# 4. HOSPITALITY

## NEIGHBORHOODS & HOUSING

**GOAL 1:** Neighborhoods will accommodate a variety of housing types to serve various ages, income levels, and lifestyles of residents.

**Objectives:**

- a. Establish policies and mechanisms that encourage the retention of aging residents through mixed use housing, senior accommodations, accessory dwellings, and walkable developments.
- b. Foster a housing infill program for vacant or underutilized properties where new development aligns with the existing character of homes in the neighborhood.
- c. Encourage traditional and urban housing types in accordance with the character of different neighborhoods, including residential-above-retail and attached dwellings, with increased density near the downtown area.
- d. Review and revise, as appropriate, zoning standards for residential districts to allow various types of housing in accordance with the character and capacity of the area and reduce illegal conversions of single-family to multiple-family homes.

**GOAL 2:** Neighborhoods will foster positive social interaction by being connected, safe, walkable, and attractive throughout the Village of Shelby.

**Objectives:**

- e. Protect residential property from blight through strict enforcement of the Blight Prevention and Elimination Ordinance, enactment of a Property Maintenance Code, and improved inspection through the cooperative efforts of the Village and property owners.

- f. Develop educational materials regarding simple home maintenance, weatherization efforts, and the Village's maintenance standards that can be published in newsletters, on the website, or made available in other prominent public places.
- g. Work with area banks to take advantage of low interest housing rehabilitation programs, such as Property Improvement Program loans, available through the Michigan State Housing Development Authority.
- h. Designate central neighborhood gathering spaces to foster positive interactions among neighbors, such as the creation and/or maintenance of neighborhood parks, church yards, or school grounds.
- i. Coordinate with local schools, churches, and senior citizens to initiate neighborhood-based programs and activities, such as periodic social gatherings, community gardens, street tree propagation, small home improvement, a community tool box program, or landscaping programs.
- j. Engage in a simple public "spruce-up campaign" that could spark interest in property maintenance and be integrated as a community event through a beautification contest involving residents and businesses.
- k. Identify several areas in the Village that can be beautified then work with civic, business, neighborhood, church, and school groups to sponsor activities to upgrade these areas.

**GOAL 3:** The Village's zoning standards will promote the health, safety, and welfare of residents and support the Master Plan, while also providing flexibility to protect the private property rights of landowners.

**Objectives:**

- a. Prepare and adopt revisions to the zoning ordinance in order to implement the policies of the new Master Plan.
- b. Review and revise zoning procedures, as appropriate, to ensure zoning application processes are clear and simple.
- c. Develop strategies to communicate planning and zoning procedures, land use issues, and applicable trends with the community, such as through the Village website, a newsletter, school libraries, or social media.

# 5. IDENTITY

## PLACEMAKING & REGIONAL COORDINATION

**GOAL 1:** The Village of Shelby will foster its small-town character through distinct community characteristics, such as natural features, recreation, historic architecture, and cultural history.

**Objectives:**

- a. Coordinate with civic groups, the school system, and churches to promote shared resources and support diverse recreational, cultural, youth, and family activities.
- b. Implement community engagement events that highlight the Village's character, ethnic diversity, and promote community awareness, such as a holiday decorating competition or a home and garden tour.
- c. Engage in a hospitality training program for service business and employees to train them regarding community events and area attractions.
- d. Invest in wayfinding signage or markers that promote the Village's cultural, natural, and recreational resources and ensures equitable use of roadways by different types of users.
- e. Promote the Village's image a trail town through special events that highlight and/or celebrate the William Field Memorial Hart-Montague trail and encourage retail promotions that attract people to the downtown area.
- f. Enact site plan review standards which enable the Planning Commission to require certain site amenities of developers, including such things as trails, benches, sidewalks, and bike racks.
- g. Ensure zoning standards allow for appropriate site design elements, such as landscaping and signage, that align with the character of the surrounding area.



**GOAL 2:** The Village downtown will serve as a hub of community activity providing a unique and beautiful backdrop for area events, social interaction, and commerce.

**Objectives:**

- a. Encourage programs and policies which maintain an attractive streetscape with planters, street trees, and landscaping, and which promote walkability and a sense of place within the downtown.
- b. Work with anchor downtown businesses to strengthen their position in the community and cross promote with other businesses.
- c. Promote infill development that is consistent and complementary to the traditional downtown design and ensure this type of development is permitted and encouraged in the zoning ordinance.
- d. Develop and implement downtown design standards that enhance building form, function, and aesthetics throughout the downtown area.
- e. Implement the Main Street Four-Points® of the Michigan Main Street Program revitalization techniques: design, economic vitality, promotion, and organization.
- f. Create a Downtown Development Authority (DDA) to function as a catalyst for development in the downtown area through the implementation of public improvements, such as rehabilitation of structures, protection of historic buildings, and an attractive streetscape.
- g. Plan and implement community events downtown to encourage residents and visitors to enjoy local amenities and businesses.
- h. Evaluate zoning standards for the Central Business District to ensure all desired uses are permitted and required dimensional standards are appropriate, such as permitted building height, residential-over-retail dwellings, and mixed use developments.

**GOAL 3:** The Village will value unity and cooperation with neighboring communities, considering the regional context when planning future growth, development, public services, and natural resource preservation.

**Objectives:**

- a. Annually, conduct a combined workshop of the Township Board, Village Council and the respective Planning Commissions and Zoning Board of Appeals to review matters of planning and development and to assist in the prioritization of program activities.
- b. Pursue an ongoing program of intergovernmental coordination and planning with Shelby Township and the county, recognizing the Village's role in the region for urban development and services.
- c. Where practical, identify a future land use pattern that is compatible with the surrounding land uses in Shelby Township.
- d. Prepare a short- and long-term capital improvement programs covering major infrastructure and facility needs.
- e. Collaborate with communities along the William Field Memorial Hart-Montague Trail to promote the use of the trail and exploration of each community on the journey, such as New Era, Rothbury, Stony Lake, Hesperia and Hart.

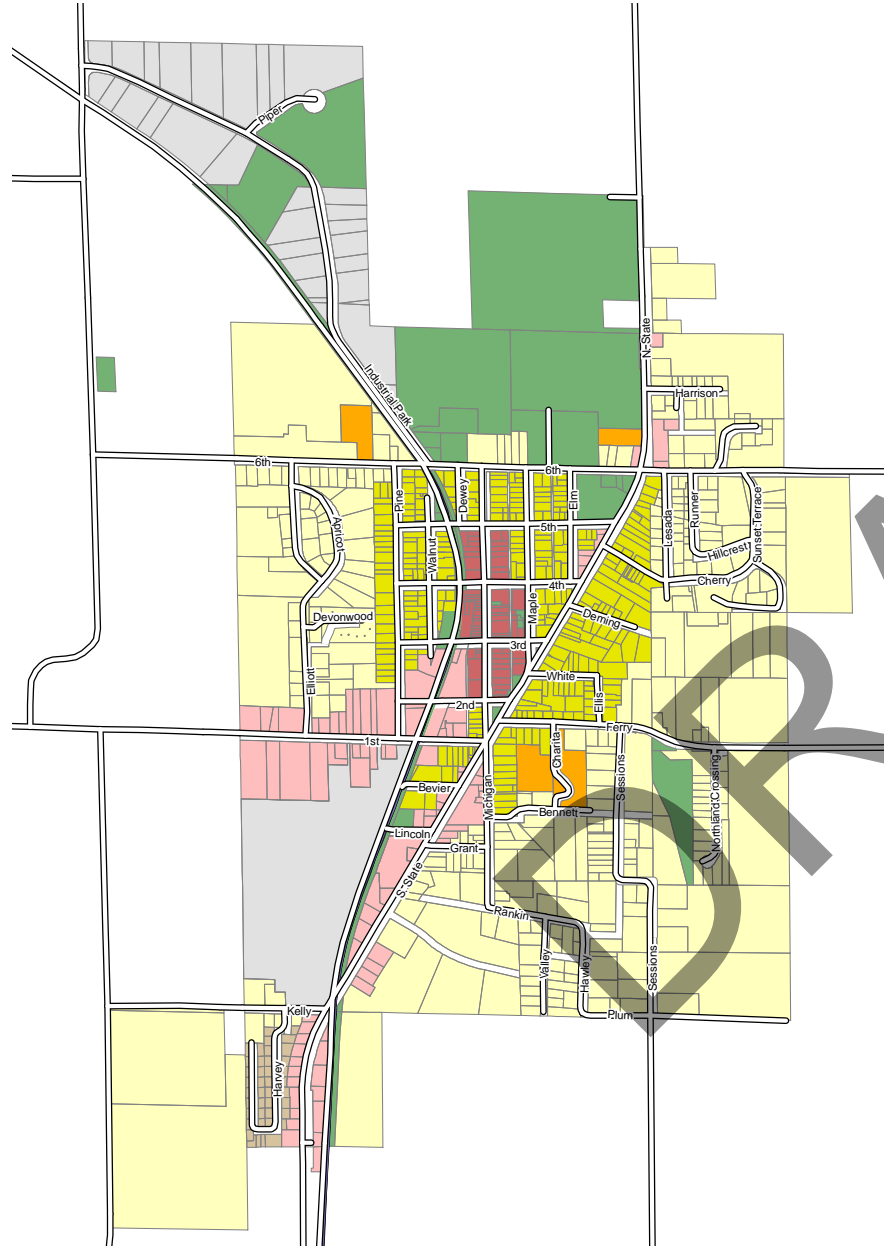
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section **10.**  
**Future Land Use**



The Village of Shelby is predominately a rural community, offering goods and services to both permanent and seasonal residents throughout the year. The Village has an exceptional location only miles from Lake Michigan and is near abundant recreational opportunities, while offering small-town charm and amenities. It is important to plan for future development in the Village so that the needs of current and future residents can be maintained, appropriate growth can occur in planned areas, and the character of the Village can be maintained.

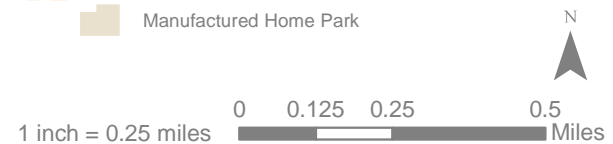
The Village of Shelby Future Land Use Plan provides a general guideline for land use over approximately the next twenty to thirty years. This applies to future growth, development, and redevelopment within the Village. Although the Village is largely developed, there are still several opportunities for infill development and redevelopment within its boundaries. Therefore, one purpose of this plan is to encourage and enrich existing development patterns that enhance and compliment the Village's rural character, neighborhood connections, recreational opportunities, business viability, industrial potential, and furthers economic development strategies to benefit the Village and its surroundings.



The future land use plan is inevitably associated to the Village of Shelby zoning districts. While the zoning ordinance is the law regulating the use of land in the Village, this plan is policy that guides the physical development of the Village and envisions the desired future land uses for the Village. There may be some future land uses that do not “fit” with existing land uses in the Village. This should not necessarily be interpreted as a lack of Village support for the continuation of these uses; however, the Village should carefully consider the impact of these uses on surrounding areas and future development when making land use decisions. The Future Land Use Plan seeks to carefully balance the desired future development of property in the Village with the realities of existing land use and development forms and patterns. The vision identified in this plan is also intended to realize the goals and objectives based on community desires. Future land use designations are broad and intended to be somewhat flexible. Where two or more designations adjoin one another, either may be considered appropriate.

### MAP 5. FUTURE LAND USE

Designation	
	Downtown
	General Business
	Industrial
	Civic
	Modern Residential
	Traditional Residential
	Multiple-Family Residential
	Manufactured Home Park



## MODERN RESIDENTIAL

This future land use designation accounts for the bulk of the Village's land use. Single-family dwellings are the primary uses on moderately-sized lots. Other related uses include, but are not limited to, churches, day-care facilities, neighborhood parks and similar low-intensity, neighborhood-scale activities. The conversion of single-family homes to multiple-family homes is generally discouraged in this designation.

In general, fewer parcels are served by sidewalks in this designation than those in the Traditional Residential designation. Streets are also more curvilinear, following natural topography and allowing a larger variety of parcel shapes and sizes. Although there are limited pedestrian connections, this Plan encourages increased connectivity during future development and redevelopment which will extend non-motorized transportation and facilitate alternate modes of transportation to the rest of the village. Developments should be attractive in design, utilize high-quality materials, and promote inclusive living environments for people of all ages, incomes, and mobility levels.

This designation also includes several open space areas that would be unsuitable for commercial or industrial uses. These areas may provide additional home sites or be developed as permanent open spaces that offer recreational opportunities to residents. This Plan encourages the development of small neighborhood parks throughout this future land use designation.

Primary Compatible Zoning Districts	Potentially Compatible Zoning District	Residential Density	Features
R-1, R-2	R-3	1-4 dwelling units per acre	Open community spaces, internal trails, sidewalks, street trees, street lights

## TRADITIONAL RESIDENTIAL

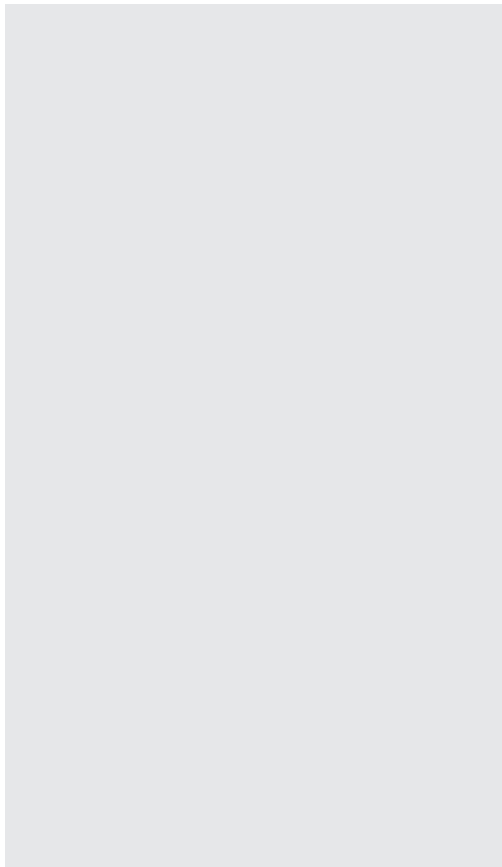
Similar to the Modern Residential designation, single family homes and related uses are the primary use in this future land use designation. However, neighborhoods in this designation are arranged in a traditional grid pattern that is characteristic of historic villages. Due to its proximity to downtown Shelby, this designation is intended to accommodate a higher residential density than the Modern Residential designation. This may include compatible two-family and multi-unit housing types, such as duplexes, townhouses, apartments, and condominiums. Small-scale neighborhood parks and limited commercial uses may also be present in this designation to serve the immediate population.

This designation generally accommodates a greater residential density than the Modern Residential designation and has an increased number of sidewalk connections to the downtown. Neighborhoods should be constructed of high-quality materials and future development should remain consistent with the traditional design, including front porches facing the street and relatively small setbacks that create a consistent streetwall with neighboring properties.

Primary Compatible Zoning Districts	Potentially Compatible Zoning District	Residential Density	Features
R-2, R-3	R-1, C-2	4-6 dwelling units per acre	Open community spaces, sidewalks, street trees, street lights, landscaping

## MULTIPLE-FAMILY RESIDENTIAL

The Multiple-Family Residential future land use designation dedicates specific locations to higher intensity multiple-family residential uses. These locations are existing apartment complexes in the Village of Shelby. The Village encourages the continuation of these uses; however, it is not expected that residential uses of this intensity will expand at this time. This is not intended to prohibit the development of multiple-family uses, as multiple-family uses that are compatible with the surrounding environment may still be permitted in the Traditional Residential future land use designation. However, larger scale developments as have been identified in this designation should remain relatively limited in order to retain the Village’s small town lifestyle, which was considered an important reason residents chose to live in the Village.



Primary Compatible Zoning Districts	Potentially Compatible Zoning District	Residential Density	Features
R-3	-	4-10 dwelling units per acre	Open community spaces, sidewalks, street trees, street lights, landscaping



## DOWNTOWN

The Downtown future land use designation is intended to encourage a walkable and pedestrian-scale environment in the Village's traditional downtown area. This designation is not conducive to automobile-focused businesses; rather, goods and services should promote a variety of social, economic, and cultural activities. The Downtown should serve as a community center, accommodating for the needs of residents and visitors. As such, new development and redevelopment should prioritize pedestrian accessibility.

This designation encourages higher-density development that includes local retail and services, mixed use developments, and residential above retail dwellings. Buildings should be oriented towards the street with minimal or no setbacks. Large sidewalks should accommodate outdoor seating, benches, street trees, and other similar amenities and features that create an enjoyable space.

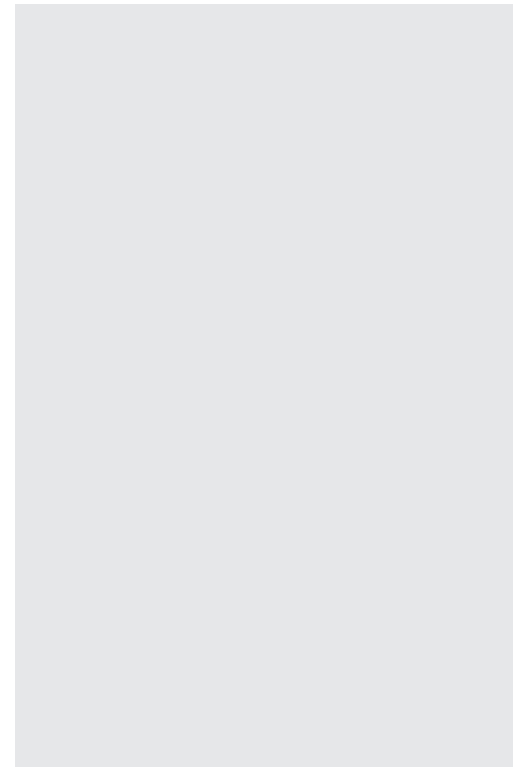
The presence of the William Field Memorial Hart Montague Trail through this designation should be considered in future developments and redevelopments. To accommodate recreational users, the Downtown should provide amenities for multiple forms of non-motorized connections and enhance corridors through which trail users can access the downtown. Amenities may include bicycle racks, bicycle lanes, wide sidewalks, water stations, and benches.

Primary Compatible Zoning Districts	Potentially Compatible Zoning District	Residential Density	Features
C-1	R-2, C-2	Mixed-use buildings; office, retail, or service uses that are pedestrian-oriented; community facilities; residential above retail	Crosswalk demarcations, wide sidewalks, traffic calming, countdown walk signs, plantings, wayfinding signage, street trees, public art, decorative street lights, bicycle racks, water stations

## GENERAL COMMERCIAL

This designation is intended for automotive and other commercial uses which are more intensive in nature. Often, these uses will provide goods, services, and jobs to the greater Shelby Community and surrounding region. This designation may also provide goods and services to travelers along US-31 due to the Village's proximity to this highway. Many of these uses may not necessarily fit into a downtown setting. Although this designation is intended to be more automobile-oriented, developments should still be designed to limit "strip" development to the greatest extent possible and promote smooth traffic flow and maximize safety. Landscaping, clear drive aisles and circulation patterns, rear or side parking, unique architecture, and reduced front yard setbacks may contribute to this environment.

In the community survey associated with the development of this plan, additional business development was highly desired, specifically identifying sit-down restaurants, assembly and manufacturing, arts and entertainment, and retail as most desirable. This designation includes several infill locations where such businesses could be established.



Primary Compatible Zoning Districts	Potentially Compatible Zoning District	Residential Density	Features
C-1	R-2, C-2	Office, retail, or service uses that are automobile-oriented; eating and drinking establishments; hotels/motels; medical facilities	Sidewalks, countdown walk signs, plantings, wayfinding signage, street trees, street lights, landscaping

## INDUSTRIAL

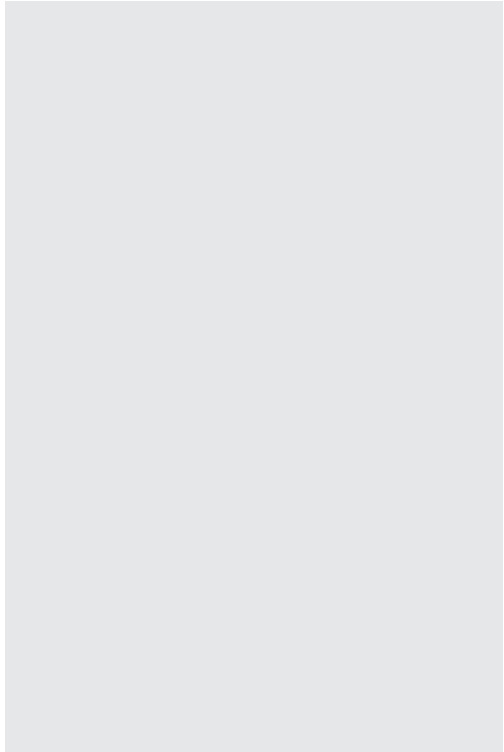
The Industrial future land use designation is intended to provide employment and services to Shelby residents and to broader surrounding communities. The community desire for increased businesses, including assembly and manufacturing, may be supported through businesses in this designation. Although some industrial uses have the potential to generate undesirable off-site impacts, significant problems have not been present in the Village. Most industrial uses are situated along Industrial Park Drive in the northwest, with Oceana Foods being the primary industrial property in the south. There are a few parcels still available for development along Industrial Drive. Due to the relatively built-out nature of the Village, this Plan does not envision the expansion of industrial areas. Rather, existing industrial uses should be strengthened and supported.

Should development or redevelopment of industrial uses occur, special consideration should be given to site design, safety, and traffic/truck circulation. The Village's rural character should be supported through through attractive developments. When industrial areas are adjacent to residential uses, landscape buffers are especially important to mitigate undesirable impacts and reduce incompatibility between uses.

Primary Compatible Zoning Districts	Potentially Compatible Zoning District	Residential Density	Features
IND	C-2, R-2	Assembly and manufacturing; warehousing; production of food products and household goods; research and development; similar industrial activities	Crosswalk demarcations, sidewalks, countdown walk signs, landscaping between incompatible uses, street trees, street lights

## CIVIC

The Civic future land use designation includes public land and public or quasi-public property intended for community use. This includes the Shelby Community Schools, Village parks, Village-owned land, public parking lots, the William Field Memorial Hart-Montague Trail, the Ladder Community Center, and other civic buildings, such as the Shelby-Benona Fire Department, Village Hall, and the Shelby Area District Library. Properties in this designation should be owned and operated by a public or quasi-public agency and be designed for the use of everyone.



Primary Compatible Zoning Districts	Potentially Compatible Zoning District	Residential Density	Features
All	All	Parks, schools, non-motorized trails, civic buildings and structures, fire stations, and similar public uses	Designed for public use, architectural features on buildings, landscaping, street trees, universal accessibility



section 11.  
**Implementation**



## **IMPLEMENTATION STRATEGIES**

The vision, goals, and objectives outlined in this Plan provide a direction for future community development. However, these must be proactively pursued and implemented by the Village in order to turn this vision into a reality. Therefore, the following strategies have been created as a framework by which the goals and objectives of this Plan may be achieved.

The following implementation strategies are intentionally general, allowing flexibility as the Village approaches specific tasks and prioritizes each strategy within its overall municipal operations. Each strategy is important and contributes to the overall vision expressed by this Plan and the following strategies are listed in no particular order. It is also recognized that many of these strategies are long-term in scope; although the Village Council, Planning Commission, and staff are primarily responsible for implementing the following strategies, full implementation may also involve the cooperation of many public and private entities. Several methods may be necessary to achieve each strategy, such as new or revised ordinances, special studies or assignments, academic exercises, local programs and initiatives, and administrative procedures. It will be the responsibility of the Village to determine which of these tasks are pursued based on available resources, timing, and political considerations.

# 1. ZONING ORDINANCE REWRITE

A zoning ordinance is law that governs land use development in a community. It often addresses building form, placement, and permitted uses in defined districts, along with an outline of procedures to ensure the protection of the health, safety, and welfare of residents. The Michigan Zoning Enabling Act requires that a zoning ordinance be based on a Master Plan. Therefore, this Master Plan provides a policy foundation for the development of a zoning ordinance.

Currently, the Village does not have a zoning ordinance dedicated to uses only in the Village. The current zoning ordinance governing land use in the Village was designed for the “Shelby Community,” which includes the Township. Although this provides some guidance for development, there is a lot of extraneous information that does not apply to the Village. Additionally, because the current zoning ordinance is applicable to a wide variety of land uses in the Village and Shelby Township, it is difficult to ensure that all provisions are suitable for land uses in both the Village and Township. Finally, joint Zoning Ordinances are difficult to administer without a joint Planning Commission and/or ZBA, as each community tends to make adjustments to the document over time to suit its needs and does not necessarily consult the other community in the development of those adjustments. The Shelby Community is no exception, as this has resulted in the once-singular “Shelby Community Zoning Ordinance” becoming two separate (although substantially similar) ordinances that are separately administered. Therefore, this Plan highly recommends the creation of a zoning ordinance specific to the Village.

The new Village Zoning Ordinance would provide a more streamlined reference for Village officials and residents. As the Village plans for its future development, the Zoning Ordinance, future land use map, and goals and objectives should be complementary and the policies should be consistent. Specifically, an ordinance may address the following:

- Language to encourage walkability, landscaping, and open space
- Form-based standards for commercial and downtown areas
- Historic preservation
- Evaluation of setback, site, and building design standards
- Language to encourage groundwater protection
- Updated signage regulations that are content neutral
- Screening between incompatible uses
- Updated graphics for interpretation

Additionally, the creation and adoption of an official zoning map is highly recommended in order to visually aid in identifying land use patterns in the Village. The current zoning map provides a general visual of zoning districts within the context of Shelby Township. These are general and lack clarity for specific land use decisions in the Village. A detailed map of zoning districts in the Village would enhance understanding of districts in the Village, provide clarity for future land use decisions, and align zone districts with the future land use map.

**RESPONSIBILITY:** The Planning Commission will primarily be responsible for accomplishing and implementing this strategy. Because this is an extensive task with multiple elements, additional support will likely be necessary to address the various challenges that may require activities to be addressed independently. The Village Council will have the final approving authority over any changes made to the Zoning Ordinance.

## 2. MAINTAIN VILLAGE PARKS & RECREATION PLAN

As the Village seeks to promote recreational opportunities and encourage gathering places, obtaining funding for greenspace will be important. The Village currently has several small parks that are available to residents, and the Village should be vigilant about seeking opportunities to develop new facilities or improve existing facilities to accommodate users of all ages and abilities. Improving recreation facilities and their connection to non-motorized pathways, such as the William Field Memorial Hart-Montague Trail, can increase community health and recreational opportunities. Although the Village is largely developed, there are still open space areas that could accommodate future parks. These could be evaluated more comprehensively in a Recreation Plan, which should be updated every five years.

The development of a Recreation Plan will also make the village eligible for funding assistance from the Michigan DNR Natural Resources Trust Fund, Land and Water Conservation Fund, and Passport Grants program. These grants are awarded each year and can help offset the costs of developing park and recreational facilities in the Village.

**RESPONSIBILITY:** The Park Committee or Planning Commission will primarily be responsible for accomplishing and implementing this strategy, with input from the Village Council and public.



### 3. TRAIL TOWN ENGAGEMENT STRATEGY

Trails have been recognized as offering many health, community, and economic benefits. Healthy lifestyles are promoted through alternate modes of transportation and a community's sense of place is often enhanced through trails.

Economically, they can attract local tourism and new business development. Trail benefits have been summarized by the Rails to Trail Conservancy:

Communities are realizing the economic potential of trails as highly desirable destinations that bring dollars into the places they serve...trails and greenways attract visitors from near and far - visitors who facilitate job growth in tourism - related opportunities like restaurants, local stores and lodging. Communities are increasingly utilizing this "Trail Town" model of economic revitalization that places trails as the centerpiece of a tourism-centered strategy for small-town revitalization.<sup>1</sup>

To organize local community support for a trail town environment, the Trail Towns - Capturing Trail-Based Tourism manual suggests utilizing the National Main Street Four Points® approach. As the Village implements the four points for downtown revitalization, consideration should also be given to the context of the William Field Memorial Hart-Montague Trail near the downtown. The Four Points® may be applied to the Trail as follows, and expanded upon as the Village participates in the Michigan Main Street program:

1. Economic Vitality - a diverse economic base can be supplemented by providing an additional purpose for business development and promoting engagement between businesses and trail users.
2. Organization - based on survey results, the community was highly satisfied with the William Field Memorial Hart-Montague trail; this can be a springboard for organizing people to work towards a common trail town goal.
3. Promotion - the trail town image can be marketed to highlight unique businesses and a positive town image through retail promotions and special events.
4. Design - the downtown atmosphere should be highlighted through landscaping, accessible parking, wayfinding signage, window displays, street lights, and other visual design elements. Attractive connections between the trail and downtown should enhance downtown accessibility, such as through the redevelopment of the main alley as a "Gateway to Main Street."

Promoting the Village as a trail town will involve coordination with other municipalities along the trail and a strong marketing campaign. A trail town committee should be created in order to organize marketing efforts, assess basic trail user needs, and establish a vision for the trail community. The Rails to Trails Conservancy recommends that any trail town program aim to achieve three objectives:<sup>2</sup>

1. Improve connectivity between the trail and the towns along its route
2. Improve services and amenities available in trail communities, ensuring that those investments are in the best interest of residents
3. Promote a culture of hospitality, stewardship and inclusivity in trail communities

Although several grant opportunities exist to support trail development in general, development as a trail town may provide additional funding opportunities. Such grants may include the USDA Rural Community Development Initiative Grants and Rural Business Development Grants.

**RESPONSIBILITIES:** Establishing a Trail Town will involve efforts from Village officials, key stakeholders, and the community. The community is vital to the success of these efforts, as “becoming a Trail Town is as much about local attitude as it is about physical improvements.” A Trail Town committee should be established to direct development and marketing efforts related to the trail. This committee should be established by the Planning Commission and may include Village officials, stakeholders, and interested residents.

<sup>1</sup> “Trail Towns - Capturing Trail-Based Tourism. A Manual for Communities in Northern Michigan.” (Traverse City, MI, 2013), 1.

<sup>2</sup> “Trail Towns,” Rails to Trails Conservancy, [www.railstotrails.org/build-trails/trail-building-toolbox/planning/trail-towns/](http://www.railstotrails.org/build-trails/trail-building-toolbox/planning/trail-towns/)

## 4. COMPLETE STREETS STRATEGY

The historic settlement of the Village of Shelby impacts its present-day street pattern. Traditional parcels were uniform in size and spacing, creating several blocks in a grid pattern. Roads later extended from this center to accommodate a greater variety of parcel sizes and orientations. Consequently, roads vary in width throughout the Village. Residential streets throughout the Village range from approximately 22 feet to 40 feet in width. These widths can accommodate emergency vehicle access and, in some cases, on-street parking. Some road widths in residential areas, such as N. Michigan Avenue, N. Elm Street, and N. Maple Street are relatively wide to accommodate on-street parking. These and similar wider residential streets may be appropriate locations for the installation of bike lanes.

Major transportation corridors (First Street, Michigan Avenue, and State Street) range from approximately 28 feet to 40 feet in width. These are relatively narrow for accommodating large volumes of traffic, as many road rights-of-way for major transportation corridors are 66 feet. The presence of narrow transportation corridors presents both positive and negative implications for the Village. Limited road widths along major Village corridors can impact the available locations for bike lanes. Because many homes were constructed with small setbacks towards the downtown center and these locations often have sidewalks already constructed, this width limits the locations that would be viable for the installation of bike lanes due to space constraints.

However, these narrow roads also naturally provide access management control. Reduced speeds increase pedestrian safety and driver awareness of the surrounding area. This can be particularly helpful downtown, where there is more pedestrian activity. Additionally, road improvements cost less when roads are narrower, as fewer construction materials are required.

Sidewalks and the William Field Memorial Hart-Montague Trail provide pedestrian accessibility to 36.5% of Village parcels. Connectivity between neighborhoods and the downtown allow residents to access goods and services, recreational options, and community gathering spaces. However, sidewalk connectivity is lacking in the Village overall. Connections decrease farther from the downtown; yet, there are still missing links near the downtown as well. Therefore, increasing connectivity among neighborhoods can enhance accessibility for all transportation users. Closer to the downtown, this may provide

immediate access to goods and services. Farther from the downtown, the rural character may be preserved through access measures such as internal trails and connections to the William Field Memorial Hart-Montague trail. Provisions for such features could also be included in the Zoning Ordinance to require new developments to address walkability and accessibility.

Specific road and accessibility features may contribute to the safety of all transportation users. Several roads throughout the Village do not have curbs or gutters. These features often provide structural support to the pavement edge, reduce flooding in yards from surface runoff, and provide a separation from the road and surrounding properties. The Village may consider installing these features in appropriate areas. Additionally, many crosswalks are not clearly demarcated and should be re-stripped. The installation of crosswalk countdowns may also be appropriate in some areas near the downtown.

The presence of the William Field Memorial Hart-Montague Trail greatly enhances non-motorized connections in the Village. Residential areas outside the traditional downtown area often do not have sidewalk connections. Although pedestrian accessibility is more limited in these areas, their proximity to this trail greatly enhances available connections to the downtown area and regional designations. Development should be encouraged to provide access to this trail due to its local and regional significance. Additionally, trail access should be clearly marked, with easy connections between the downtown and trail for all types of users. Promoting a bike and pedestrian-friendly downtown will encourage trail users to rest and visit the downtown, enhancing the local economy. Amenities and facilities such as bike racks, water stations, and wayfinding signage will be essential to encouraging transportation from the trail to the downtown.

**RESPONSIBILITY:** The Planning Commission, Village Council, and staff will primarily be responsible for engaging in road improvement and non-motorized transportation planning improvements. Because this is an extensive task with multiple elements, additional support will likely be necessary to address the various challenges that may require activities to be addressed independently.

## 5. GREEN INFRASTRUCTURE STRATEGY

Ample research has demonstrated the importance of incorporating nature into urban areas to enhance human health and wellness. Green infrastructure is an approach to urban development that integrates natural features into built developments. These natural features often mimic ecological or natural functions to provide solutions to developmental issues, such as water quality, stormwater runoff, and traffic noise, along with providing additional benefits related to community enjoyment of natural features. The results often promote well-being among the community, boost the local economy, and mitigate pollution.

Green infrastructure may be implemented in a variety of forms. These may include planting trees, using permeable pavement, bioretention and infiltration, and water harvesting. These measures of green infrastructure provide numerous benefits, including improved water quality, reduced noise pollution, increased habitat, reduced flooding, improved air quality, and reduced heat that is often associated with urban areas.

Implementing green infrastructure and stormwater best management practices in the Village can greatly enhance the natural environment, community aesthetic, and energy costs. Because the Village has indicated a desire to increase recreational opportunities and tourism through the William Field Memorial Hart-Montague Trail, green infrastructure can enhance tourism and placemaking. Research has indicated that shoppers are willing to spend more time in a downtown shopping district if there is a healthy tree canopy. Further, quality of life, including outdoor recreational opportunities, has been identified as a main consideration for a company when choosing location. Therefore, the Village may use these features to enhance tourism and economic interest.

In order to implement these features, the Village may consider standards for natural design features in the Zoning Ordinance. A density bonus could be offered for developments which implement certain features. Additionally, standards for stormwater best management practices should be included in the Zoning Ordinance. The Village may also include these features in local park updates and along the William Field Memorial Hart-Montague Trail to enhance community enjoyment of natural features and promote education through unique designs.

Many factors affecting water quality are also associated with sources that can be controlled by residents. In the Village, these may include fertilizers, pesticides, and stormwater management. The Village should encourage public education of green infrastructure and stormwater best management practices. This may involve the creation of events, such as a community tree planting event, to create excitement and investment in community natural features. This may also include the creation of informational material that explains green infrastructure, how it helps, and easy ways it can be implemented. This information could be made available in a newsletter, on social media, the Village website, or as paper pamphlets in the Village Hall.

**RESPONSIBILITY:** The Planning Commission and Village Council will primarily be responsible for designing and adopting zoning ordinance standards related to green infrastructure and stormwater best management practices. The Village staff or other interested parties may be involved in the creation of educational material and organization of community events that may encourage these features. Community involvement will be necessary for the full implementation and acceptance of these practices.

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## 6. COOPERATION WITH NEIGHBORING AND REGIONAL GOVERNMENTS

Some of the goals and objectives outlined in this Master Plan will require coordination and cooperation with neighboring municipalities, especially Shelby Township. Because the Village of Shelby and Shelby Township have been largely planned and zoned as a single unit in the past, the development of a Village Master Plan and Zoning Ordinance should carefully consider adjacent planning in Shelby Township to maintain land use compatibility. Discussions regarding future land use planning should regularly occur to retain consistency across municipal boundaries. Commercial and industrial improvements in the Village should also be coordinated with planned future development in Shelby Township. Site and design standards may be coordinated to create a unified aesthetic between Village and Township boundaries.

Additionally, any utility extensions into the Township should be coordinated to ensure appropriate capacity and accommodation of existing and future use of utilities and infrastructure. Utility extensions should correspond to development patterns in the Village and Township, allowing developmental growth while preserving the rural character of the Village and Township.

The Village should also pursue opportunities to engage with Oceana County and other regional organizations to actively plan for the City's future and implement the goals of this Plan. The County can offer valuable knowledge related to policy formation and public education about important community issues. This knowledge can benefit the Village on Master Plan elements such as creating policy for water quality protection, conservation of natural resources, and public outreach.

**RESPONSIBILITY:** The Planning Commission, Village Council, and staff will be responsible for advocating seasonal or bi-annual meetings with the governing bodies of Shelby Township.

## 7. COMMUNITY EDUCATION, OUTREACH, AND COMMUNICATION

The planning process is shaped by numerous factors, including the Village's land use pattern, individual opinions regarding land use issues, and social and economic factors. In order to address concerns at the community, state, and national levels, the Village planning process must be active, educated, and perceptive. Because planning involves several dynamic elements, it is essential that the Village's planning process involves citizen participation, understanding of the general planning process, and thoughtful action of the specific goals, objectives, and policies of this Plan.

In order to effectively educate the public, Village officials must first be educated on relevant planning and zoning trends. Village officials should actively pursue updates on current planning trends and the benefits of implementing the goals and objectives in this Plan. This may include seeking and attending conferences or seminars on relevant planning and zoning topics. These findings should then be conveyed to the public. Every public meeting, including those hosted by the Planning Commission and Village Council, should be instructive for the public.

Village officials should also encourage the establishment of committees to delegate responsibilities for achieving the goals of this Plan. These committees could consist of elected or appointed officials, key community stakeholders, and interested citizens. The focus of these committees would be topics of great importance in the community, such as a Trail Town Engagement Committee or a Green Infrastructure Committee.

Additionally, the Village should continue to look for ways to provide residents with news and information regarding their government. This may include news updates on the Village website, social media posts, creation of special meetings for the specific purpose of discussing the Village's planning efforts with the public, and development of informational material that could be kept at the Village Hall.

**RESPONSIBILITY:** The Planning Commission, Village Council, and staff will be responsible for seeking out new opportunities for education and updating citizens on the Village's current planning and zoning trends. Additionally, these members will be responsible for establishing committees to delegate responsibilities for achieving the goals of this Plan. The community will be responsible for participating in these committees.



# ECONOMIC DEVELOPMENT AND REDEVELOPMENT STRATEGY

Promoting development and redevelopment in the Village, as outlined in the goals and objectives, should be addressed through a comprehensive strategy to further outline their implementation. The Village has outlined four main components of this strategy: placemaking, streamlining, marketing, and redevelopment ready sites.

## **Placemaking**

A resilient community possesses the capacity to recover from challenges. These can take a variety of forms, including social, economic, or physical challenges. Community resilience is closely connected to placemaking, which enhances community connections to a place. By creating quality places where people want to live, work, play, and learn, communities are better prepared to address challenges. When people are invested in their communities, they are more willing to actively participate in its development and maintenance. This helps generate sustainability and community growth.

Placemaking must meet the specific needs of a community; therefore, community input is essential. The Village will continue to work with the property owners, businesses, and community partners in the improvement of downtown Shelby to make it a unique and inviting place. This may include the development of form-based elements in a “downtown design manual” to help preserve and enhance the character of the downtown and surrounding area. Public art installations and “tactical urbanism,” or the act of implementing flexible, short-term projects as a way of prototyping urban design, will be piloted and encouraged throughout the Village, but with a focus downtown.

## **Streamlining and Processes**

The Village will continue to assess and improve its development processes, including manuals, outlines, and forms available to guide the public and developers. This will include a review and revision of the Zoning Ordinance to ensure development reviews are thorough, fair, responsive, and efficient. Application forms and checklists will also be reviewed to ensure that they are accurate and easy-to-understand. A guide to development will also be developed to explain policies and offer a visual representation of how review and approval processes work in the Village.

The Village will also adopt a capital improvements plan, detailing a minimum of six years' worth of public structures and improvements. This should be updated annually and coordinate projects to minimize construction costs. In accordance with RRC Best Practices, this plan should be made accessible online and coordinated with other community plans and budget.

## **Marketing**

In cooperation with the Oceana County Economic Alliance (OCEA) and Shelby Area Chamber of Commerce, the Village will encourage the prosperity of all business in Shelby. The Village will leverage the William Field Memorial Hart-Montague trail and its location near Lake Michigan for economic development opportunities. These features provide exceptional opportunities for generating tourism interest and connections to other regional locations. Therefore, the Village will market itself as a "trail town" and recreation destination within the regional area. Marketing of the Village should identify target audiences within the three primary groups: existing and prospective residents, business interests, and tourists. By tailoring marketing efforts toward these groups, within the context of the RRC Best Practices, the Village can connect and provide for the needs of multiple groups and broaden its economic investment. The four-point principles of Main Street America and Michigan Main Street are also embraced in this Plan. Those principles include the following:

- ECONOMIC VITALITY focuses on capital, incentives, and other economic and financial tools to assist new and existing businesses, catalyze property development, and create a supportive environment for entrepreneurs and innovators that drive local economies.
- DESIGN supports a community's transformation by enhancing the physical and visual assets that set the commercial district apart.
- PROMOTION positions the downtown or commercial district as the center of the community and hub of economic activity, while creating a positive image that showcases a community's unique characteristics.
- ORGANIZATION involves creating a strong foundation for a sustainable revitalization effort, including cultivating partnerships, community involvement, and resources for the district.

### **Redevelopment Ready Sites**

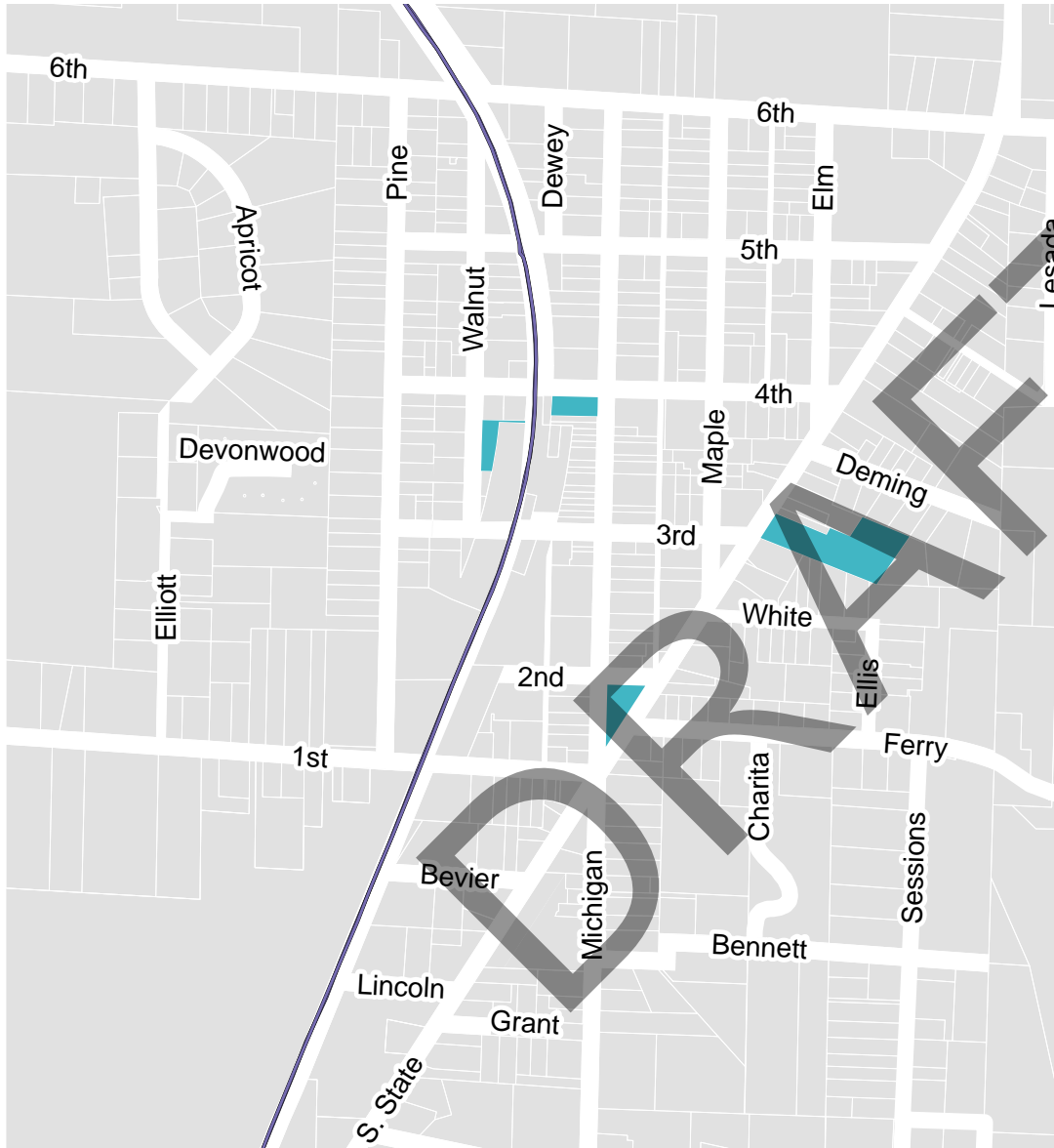
The City will prioritize redevelopment ready sites by assessing the inventory of undeveloped land and potential redevelopment areas, maintaining an updated list of at least three sites. Vision for these sites should align with RRC Best Practices. Prioritization criteria for redevelopment sites may include the following:

- Safe and adequate access to state and/or primary roads.
- Vacant or underutilized buildings and land.
- Availability of utilities.
- Future land use planning.
- Current zoning.
- Environmental suitability.

Through this review process, potential redevelopment areas were identified. The list of specific sites within these areas will evolve over time and as conditions change. While the sites may change over time, the general locations are depicted on Map 6.

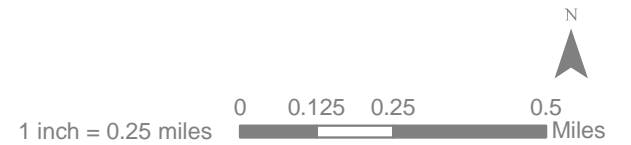
**RESPONSIBILITY:** The Planning Commission, Village Council, and staff will primarily be responsible for accomplishing and implementing this strategy.

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## MAP 6. REDEVELOPMENT SITES

-  Redevelopment Site
-  William Field Memorial Hart-Montague Trail

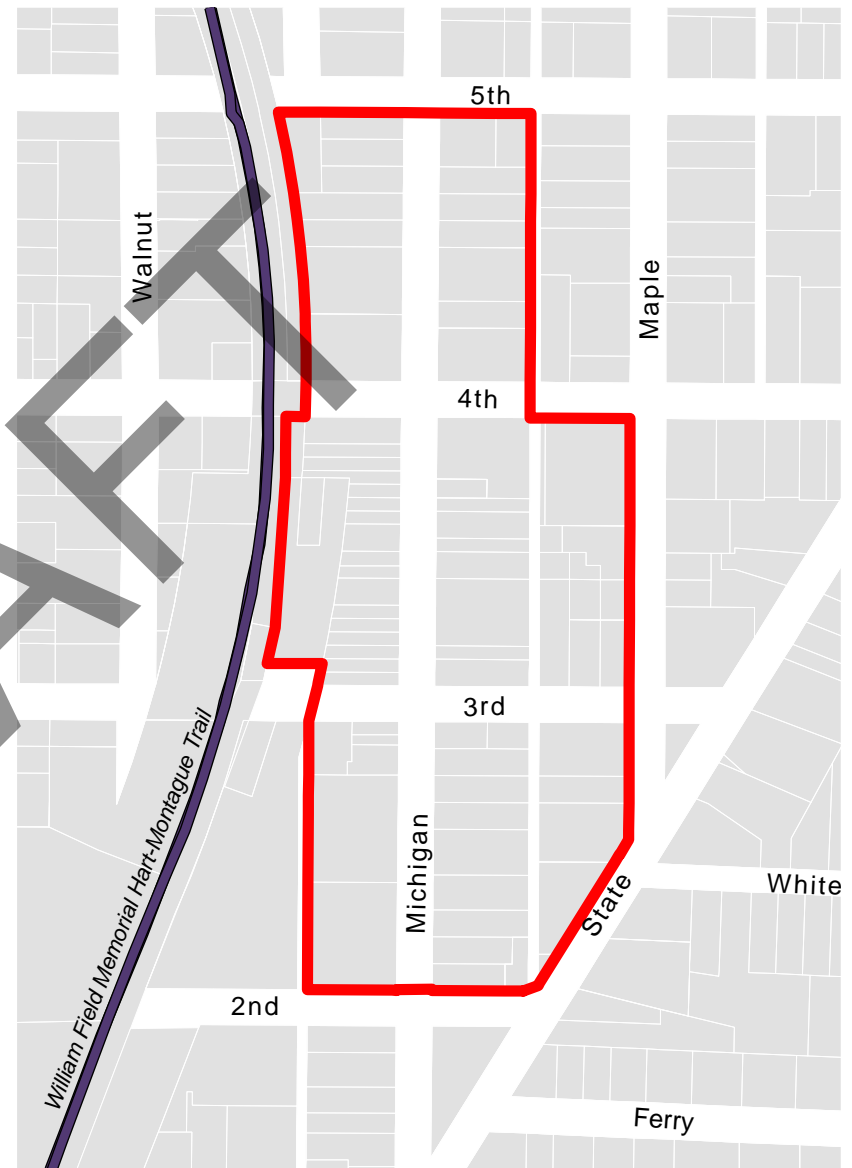


# DOWNTOWN PLAN

The Village of Shelby's downtown offers a variety of uses that meet the needs of the community and broader regional area. Shelby's downtown is envisioned as a hub of community activity, which will serve as a backdrop for events and center of social interaction and commerce. This Plan is intended to guide implementation of the Master Plan's vision for Shelby's downtown through sound planning practice. To achieve the Village's vision for the downtown Shelby, this plan includes identification of important design elements and suggested projects.

## DEVELOPMENT AREA

The Downtown Development Area includes a traditional downtown area in a gridded street pattern (Map 7). The downtown core provides commerce opportunities in historic buildings and a connection to the regional landscape through its proximity to the William Field Memorial Hart-Montague Trail. The entire Development Area is included within the C-1 Central Business zoning district and includes a variety of land uses.



## **Public and Quasi Public Uses**

The primary public and quasi-public uses in the Development Area are the Shelby Area District Library, Shelby Township and Village Hall, and the post office. The Village also owns a public parking lot along the western Development Area boundary. This parking area serves downtown traffic, while also functioning as part of the local trailhead for the William Field Memorial Hart-Montague Trail.

Recreation and greenspace areas are primarily provided through the William Field Memorial Hart-Montague trail. This trail runs adjacent to the western boundary of the Development Area and offers connections to the broader regional landscape. The trail's proximity to the downtown provides a unique opportunity for the Village to offer goods and services as a trail town, as recommended in this Master Plan. Greenspace is also provided at the Shelby Area District Library.

Additional greenspace is located along Development Area boundaries. Veteran's Memorial Park is located adjacent to the Development Area, bounded by 3rd Street, State Street, and Maple Street. This park functions as a place to rest and gather near the core downtown. An undeveloped parcel is also adjacent to the southern Development Area boundary, enclosed by 2nd Street, State Street, and Michigan Street. This parcel is open space and suggested as a redevelopment ready site in this Master Plan.

### **Opportunities:**

- Connections between the William Field Memorial Hart-Montague Trail and the Downtown Development Area.
- Unique community characteristics highlighted in greenspace, including elements such as history, culture, and art.

## Private Properties and Uses

The Downtown Development Area is primarily comprised of privately owned properties and uses, which offer a variety of goods and services to the Shelby Community.

**Commercial.** Commercial land uses are the most common land use in the Downtown Development Area and correspond to uses permitted in the C-1 Central Business zoning district. These include several restaurants, service businesses, a pharmacy, professional offices, and retail establishments. Additionally, the Helena Chemical company and N J Fox & Sons produce wholesaler are located near the southwest boundary of the Development Area. These uses, although also in the C-1 Business zoning district, are generally more intense than other downtown uses and are more industrial in nature.

**Residential.** In the Downtown Development Area, residential properties are generally located north of 4th Street and southeast of the intersection 3rd and Michigan Streets. The majority of these homes provide single-family residences on small lots.

**Institutional and Other.** The Downtown Development Area includes several institutional and non-profit uses, including churches, banks, the Ladder Community Center, and Habitat for Humanity.

**Vacancy.** A parcel at the intersection of 4th Street and Michigan Street has been identified as a potential redevelopment ready site. This parcel is currently vacant open space that provides an opportunity for infill development in the core downtown area.

## Opportunities

- Housing variety in mixed use developments, such as live/work or residential-above-retail.
- Business viability through flexible and robust zoning standards.
- Unified building aesthetics and preservation of historic buildings.
- Streetscape designs that encourage pedestrian mobility and mitigate visual impacts between potentially-conflicting uses.
- Infill on vacant or underutilized parcels that support the vision, goals, and objectives of this Master Plan.

## DESIGN ELEMENTS

The following design elements are recognized as important for Shelby to achieve a vibrant downtown that is accessible, safe, connected, and attractive.

### Building Form and Aesthetics

Buildings create the basis for a downtown's visual appeal. A downtown with a unified aesthetic will often encourage people to explore area businesses and attractions. The Village can promote functional and unified building designs through design standards that are implemented during development and redevelopment. The intent of design standards is to enhance building form, function, and aesthetics, contributing to the overall character of the downtown area. Design standards are often incorporated into the Zoning Ordinance, but may also be created in a separate document.

Downtown design standards are encouraged to address the following:

- **Building facades.** Design standards should encourage building facades and architecture that are attractive as well as functional, enhancing the historic and rural character of Shelby's downtown. Front window transparency can encourage shopping, while similar building materials and/or designs can provide a distinct identity for the downtown.
- **Site amenities.** Developers may be required to include certain amenities to encourage pedestrian activity, such as benches, sidewalks, or bike racks.
- **Pedestrian-focused.** To encourage walkability, pedestrian-scale building materials and features should be encouraged in new developments and redevelopments. This may include features such as covered entries, multiple-paned windows, pedestrian-scale light fixtures, and artwork.
- **Flexibility.** Mixed-use developments are encouraged through design standards. By adhering to the same design standards, a greater variety of uses can be permitted within a development. This enhances flexibility for the developer and contributes to a larger matrix of uses supporting a viable downtown.



## Streetscape

The downtown streetscape includes natural and built features which influence the quality of the street and its visual effect. This includes roads, sidewalks, signs, lighting, and other elements that often influence public places where people can engage in various activities and interact with each other. In the community survey conducted for this Master Plan, respondents indicated a desire for revitalization of the downtown, business development, and attractive community gathering places. Many of these features are influenced by the streetscape, as it provides transportation and the setting in which people can live, work, and play.

Streets in the Downtown Development Area have small rights-of-way as a result of the original Village plat design and small building setbacks. Although these provide natural access management, the narrow streets also limit opportunities for other modes of transportation, such as bike lanes or wider sidewalks through the downtown. This Downtown Plan encourages the creation of a Complete Streets Strategy, as suggested in this Master Plan, that addresses detailed streetscape options in the Downtown Development Area.

The following elements contribute to an active and equitable streetscape:

- **Safety.** The Development Area streetscape should offer safe access for a variety of transportation modes, including vehicles, bicycles, and foot traffic. Safe travel can be supported through crosswalk demarcation, sidewalk maintenance, curbing, and measures for traffic calming.
- **Connectivity.** The Development Area has a unique opportunity to provide goods and services as a trail town along the William Field Memorial Hart-Montague Trail. This Downtown Plan, in coordination with the Master Plan, encourages a connection between the trail and downtown through the rehabilitation of an alley as a “Gateway to Main Street.” Connectivity can also be improved through a comprehensive sidewalk network and bike paths or lanes. Methods for non-motorized transportation should be further evaluated in a Complete Streets Strategy.
- **Walkability.** Accessibility is a key value for people and businesses; areas that offer close proximity of various services and destinations are more likely to be convenient and active. Walkable places are often associated with increased density, more transportation options, and mixed land uses. Therefore, an environment conducive to walking is

especially important in the Downtown Development Area. Walkable spaces will support business viability and active community centers.

- **Aesthetics.** A streetscape's visual appearance largely influences the downtown experience, helping define the economic activity, community health, and sense of place. Streetscapes can be enhanced through features such as lighting, outdoor seating, clean streets, and landscaping. Although much of Shelby's downtown has minimal building setbacks, landscape planters or pedestrian lighting with hanging baskets can offer greenery. Aesthetics should encourage residents and visitors to interact with the environment, others, and businesses.

### **Signage and Branding**

Signage helps people orient themselves to the surrounding physical space and navigate between places, while branding provides a recognizable logo or message that helps people identify a place. Both contribute to a sense of place, ease of navigation, and safety. Wayfinding signage can help residents and visitors navigate between the William Field Memorial Hart-Montague Trail and downtown, between different businesses, and to points of historic or cultural interest. Branding can be used to identify local businesses or trail town amenities in the Downtown Development Area.

The following design elements should be considered for signage and branding:

- **Scale.** Pedestrian-oriented signs can provide information in greater detail often on a smaller platform. These could include maps of the downtown area or educational signage describing historic or cultural features. Automobile-scale signage may provide direction to slow moving traffic in the downtown through colors, symbols, or large words. Pedestrian-scale signage is especially encouraged in the Downtown Development Area to support a walkable environment.
- **Audience.** In the survey conducted for this Master Plan, respondents indicated a strong desire for community gathering places and attracting visitors downtown. Signage and branding can be used to highlight local businesses, events, and the core area of Shelby's downtown. Signage and branding can develop a sense of place for residents and welcome visitors. This Downtown Plan supports the Trail Town Engagement Strategy, as recommended in this Master Plan, to enhance the downtown's identity as a regional trail town through branding and clear wayfinding signage from the trail to downtown.

- **Purpose.** Wayfinding signage and branding can serve for identification, direction, information, and regulation. As signage and branding is considered in the Downtown Development Area, the purposes of signs and branding should complement each other, enhancing the user’s experience and promoting the character of Shelby.

## PROJECTS AND PROGRAMS

Following is a table of proposed projects and programs in the Downtown Development Area, a timeline for completion, and estimated costs.

<b>Near Term Projects and Programs (1 - 2 Years)</b>		
<b>Project/Program</b>	<b>Description</b>	<b>Estimated Cost</b>
Gateway to Main Street Alley redevelopment	Develop a “Gateway to Main Street” that connects Shelby’s downtown to the William Field Memorial Hart-Montague trail.	\$150,000
Create a Downtown Development Authority (DDA)	Create a DDA to become eligible for a variety of funding options, such as tax increment financing, to fund public improvements downtown.	\$20,000
Zoning Ordinance Evaluation and Amendment	Evaluate and amend, as necessary, the C-1 district and Ordinance standards for their ability to support downtown development, including mixed uses, housing variety, clarity of processes, ease of business establishment, and streetscape improvements.	\$10,000
Downtown Design Standards	Create downtown design standards to enhance building form, function, and aesthetics.	\$25,000
Streetscape Improvements	Implement a sidewalk repair and enhancement program to encourage sidewalk maintenance and crosswalk demarcation. Add landscaping and pedestrian level lighting on Michigan Avenue between 2nd and 4th Streets.	\$100,000
Business Retention and Development Program	Work with downtown businesses to identify topics of mutual concern, provide education of available loans and grants, and promote infill of vacant or underutilized properties.	\$50,000
<b>Near Term Estimated Budget</b>		<b>\$355,000</b>

**Mid Term Projects and Programs (3-5 Years)**

<b>Project/Program</b>	<b>Description</b>	<b>Estimated Cost</b>
Marketing and Promo-tion	Develop a marketing and promotion program to highlight the Village's unique businesses, location as a regional trail town, festivals, and events. Elements may include website updates, retail promotions for trail users, special events highlighting the trail and local businesses, educational pamphlets, and branding.	\$40,000
Hospitality Training Program	Provide a training program for downtown service businesses and employees regarding local community events and area attractions.	\$20,000
Wayfinding Signage	Design pedestrian-scale signage or markers that promote the downtown's cultural features, recreational resources, and local businesses.	\$50,000
Festivals and Events	Implement community engagement events that highlight Shelby's downtown, promote community awareness and ethnic diversity, and encourage local identity. These may include seasonal decorations, local or agri-business tours, and trail town celebrations.	\$100,000
National Register of Historic Places Inventory	Inventory historic places and prepare the nomination application to incorporate structures in the National Register of Historic Places, which will allow property owners to access historic preservation tax credits.	\$20,000
<b>Mid Term Estimated Budget</b>		<b>\$240,000</b>

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<b>Long Term Projects and Programs (More than 5 Years)</b>		
<b>Project/Program</b>	<b>Description</b>	<b>Estimated Cost</b>
Downtown property acquisition, purchase, rehabilitation and/or demolition	Create a reserve fund for building or property acquisition that can serve for public use or public/private redevelopment projects	\$250,000
Side Street Enhancements	Improvements of side streets with paving, striping, landscaping, lighting, and sidewalks.	\$200,000
Incorporate Green Infrastructure	Implement green infrastructure designs downtown to encourage water quality and natural features downtown. These may consider permeable pavement, rain gardens, water harvesting, green roofs, or measures for bioretention and infiltration.	\$200,000
Park enhancements	Make park improvements in or adjacent to the Downtown Development Area to attract visitors downtown, promote walkability, and provide a gathering space.	\$300,000
<b>Long Term Estimated Budget</b>		<b>\$950,000</b>

*Note: the scope and cost of projects may vary depending on the final design of each component. Project descriptions are intended to reflect an overall scope and vision for each project. However, the Village of Shelby recognizes that market forces, private investment, and future public-private partnerships may change final designs and cost.*

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# IMPLEMENTATION STRATEGIES WORK PLAN

A work plan, or implementation matrix, is a tool that can be utilized by the Planning Commission, Village Council, and Village staff to implement the Master Plan. The work plan identifies the actions outlined in the goals and objectives and implementation chapters, the responsible party, and the timeline for implementation. Each action is generalized so that similar action items are combined into a common and implementable strategy. To sure this table is followed, the Village should establish an annually revolving implementation table that identifies three or four goals in more detail. At the end of each year, the planning commission should revise the items and determinr if new items should rotated in or if items are still in progress. This review should be documented in the annual planning commission report to the governing body.

Action	Responsible Party	Timing
Comprehensive Zoning Ordinance Audit and Evaluation	Village Council, Planning Commission, Village staff	Year 1
Comprehensive Zoning Ordinance Update or Rewrite in accordance with the visions, goals and objectives, and implementation strategies of this Plan	Village Council, Planning Commission, Village staff	Year 1
Comprehensive Audit and Evaluation of General Law Ordinances	Village Council, Village staff	Year 3
Update or Add General Law Ordinances in accordance with the visions, goals and objectives, and implementation strategies of this Plan	Village Council, Village staff	Year 3
Village Parks and Recreation Plan Update	Village Council, Planning Commission, Village staff	Year 5

Action	Responsible Party	Timing
Trail Town Engagement Strategy	Village Council, Planning Commission, Village staff	Years 3-5, Ongoing
Complete Streets Strategy	Village Council, Planning Commission, Village staff	Years 3-5, Ongoing
Green Infrastructure Strategy	Village Council, Planning Commission, Village staff	Years 3-5, Ongoing
Cooperation with Neighboring and Regional Governments	Village Council, Planning Commission, Village staff	Ongoing
Community Education, Outreach, and Communication Strategy	Village Council, Planning Commission, Village staff	Years 3-5, Ongoing
Economic Development and Redevelopment - Placemaking	Village Council, Planning Commission, Village staff	Years 3-5, Ongoing
Economic Development and Redevelopment - Streamlining and Process Improvements	Village Council, Planning Commission, Village staff	Years 3-5, Ongoing
Economic Development and Redevelopment - Marketing	Village Council, Planning Commission, Village staff	Years 3-5, Ongoing
Redevelopment Ready Sites	Village Council, Planning Commission, Village staff	Years 3-5, Ongoing

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