

CHAPTER 4: Status Of Planning And Zoning

Introduction

Zoning is the primary tool that local communities have to manage growth and development. Through local zoning, communities are able to preserve and enhance the character, property values and economic viability of the area. In addition, zoning regulations are key to protecting both recent and proposed investments in the highway and utility infrastructure by maintaining traffic capacity, the steady flow of traffic, and enhanced safety, through access management.

The purpose of this chapter is to present the status of planning and zoning in the transportation study area. Furthermore, the presence of key zoning regulations that deal with site plan review, access management, screening & landscaping, signage, and lighting in each community will be documented. It is not the intention to compare the strengths and weaknesses of zoning regulations among the various zoning ordinances, but rather to give a comprehensive perspective on planning and zoning.

Community Planning

Table 4.1 presents the status of planning and zoning activities in the study area. Alpena Township, Wilson Township, Maple Ridge Township and the City of Alpena each have master plans and exercise zoning authority. In January of 2000, the County of Alpena re-established a County Planning Commission after being dissolved in 1985. A primary goal of the new Planning Commission is to prepare a new master plan to replace the existing General Development Plan which was adopted in 1968.

Table 4.1 Status of Planning and Zoning – Alpena Study Area			
Political Unit	Future Land Use Plan Date Adopted	Zoning Ordinance Date Adopted	Other Related Planning Documents or General Law Ordinances
City of Alpena	November 10, 1998	July 21, 1986 Amended Oct. 1997	North Sub-Area Plan, Capital improvement Plan, Recreation Plan
Alpena Township	March 11, 1993	August 15, 1983 Amended Feb 1995	Recreation Plan
Wilson Township	1980	May 21, 1974	Recreation Plan
County of Alpena	1968	No Zoning Authority	County Recreation Plan

Future Land Use Plans

These community future land use plans present a desired future land use for the study area. The future land use is a vision of how the community wants to develop over the planning horizon, usually 20 years. Future land use plans typically consist of a map which displays future land use areas and accompanying text describing compatible uses in each land use area. An analysis of proposed types and intensities of future land uses within the corridor areas will provide a perspective into the potential changes, both in development and traffic conditions.

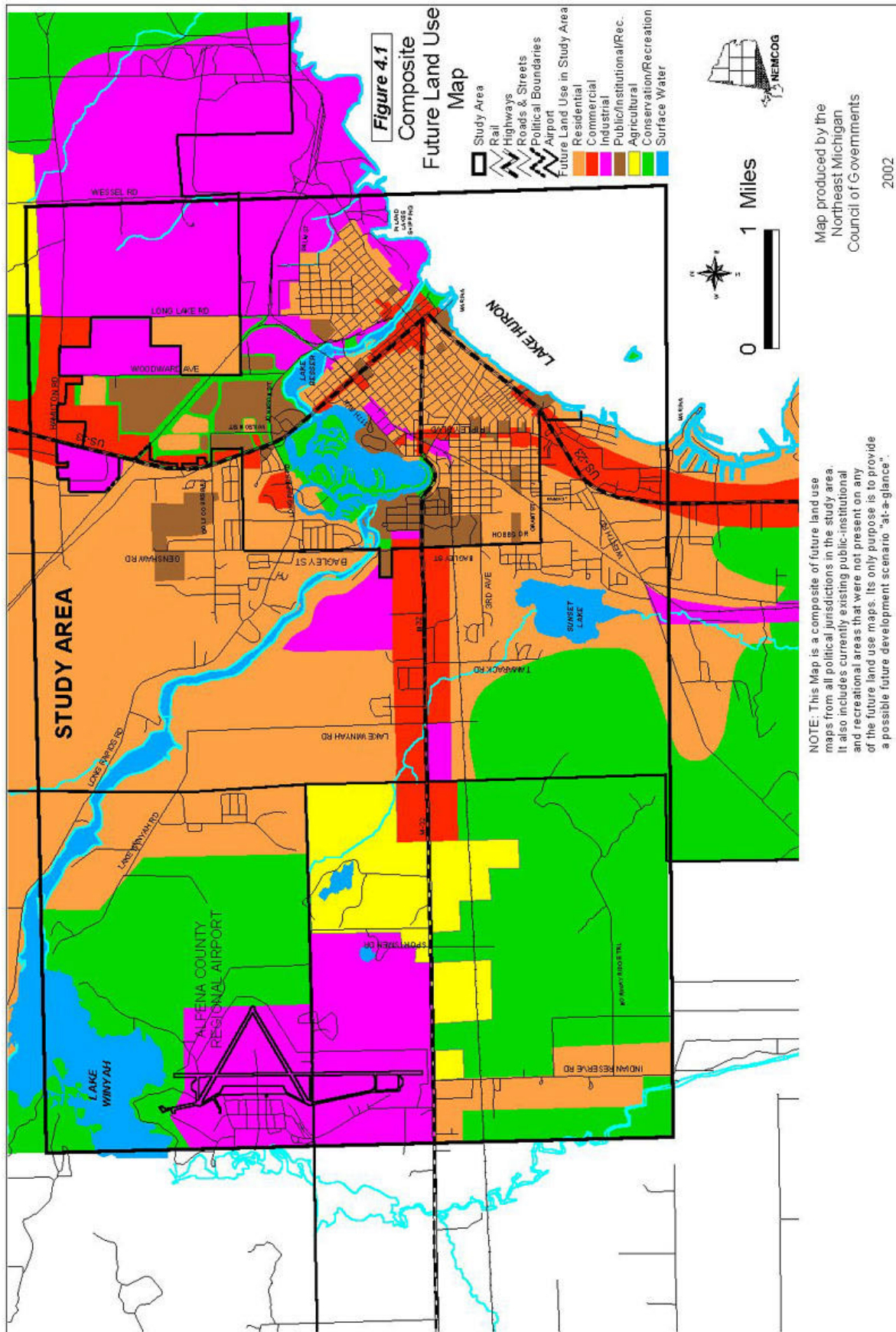
City of Alpena

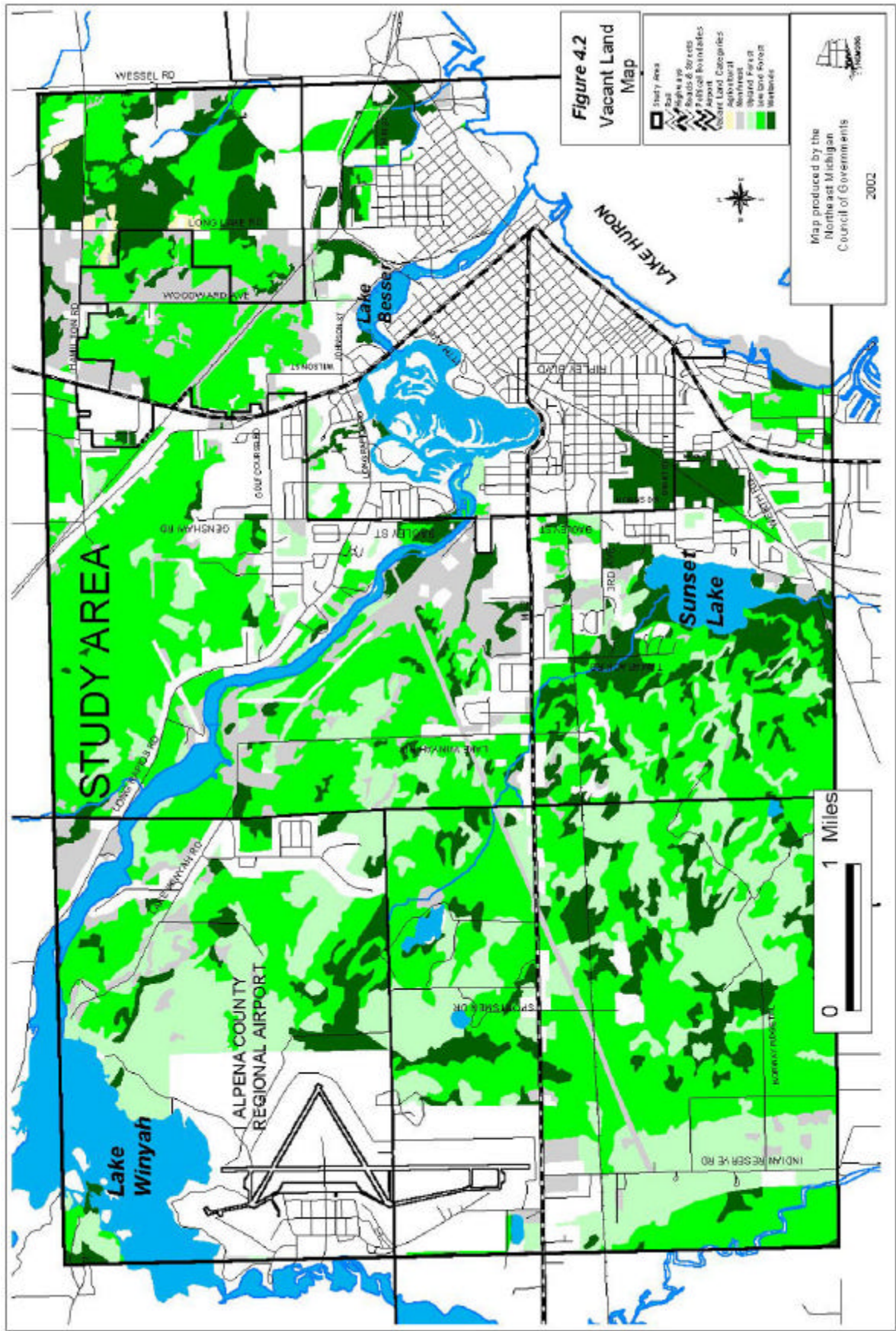
The City of Alpena Comprehensive plan, adopted November 10, 1998 describes 13 future land use categories. **Table 4.2** is a listing and description of these categories.

Table 4.2
City of Alpena Future Land Use Categories

Categories	Descriptions
Low Density Residential	Intended for uses with less than 4 units per acre with predominantly low density single family detached dwellings along with other complimentary uses and facilities such as parks and schools.
Medium Density Residential	This area is designed to provide a transitional residential area between single family residential and more intense land uses. A mixture of housing types including single family, duplex, attached two family and cluster units would be allowed with a density of four to six units per acre.
High Density Residential	This category is intended for dwelling units with densities above six units per acre and would allow apartments, condominiums and townhouses. It is anticipated that uses in this category would generate significant traffic and should be located near a major thoroughfare.
Planned Development/ Residential	This designation encourages the use of property as a residential Planned Unit Development (PUD). The PUD would allow a mix of densities with emphasis on creative and innovative housing design.
Office/Service	Intended uses in this classification include offices, museums, hospitals, public facilities, colleges and schools
Central Business District	This area is designed to provide for commercial development that is pedestrian oriented and offers a mix of uses within a central core. Automobile uses which tend to detract from retail frontage and hinder pedestrian circulation are discouraged.
Local Business	This designation is designed to provide opportunities for local services and convenience shopping for the day to day needs of the surrounding neighborhood.
General Business	This district includes the widest range and most intensive variety of retail and service businesses. Uses in this designation would be auto dependent and may attract customers on a regional scale. The intended uses typically desire maximum exposure and would be and associated with roadways with high traffic volumes.
Light Industrial	The light industrial district is designed to accommodate the industrial operations whose external and physical effects are restricted to the immediate area. Uses in this designation would be serviced primarily by small trucks only and not located on major thoroughfares.
Heavy Industrial	This category would require service by major trucks and would be located near major thoroughfares and/or rail lines Uses would involve large tracts of contiguous land and the use of heavy machinery and the storage and procession of chemicals and raw materials would be allowed. Uses may generate industrial waste, noise, odor and traffic problems and should be adequately screened from adjacent residential uses.
Planned Development/ Residential-Commercial-Industrial	This designation could include areas proposed under a unified development scheme incorporating a single land use or mixture of industrial, commercial and residential uses.
Public and Quasi Public	This category would include government service buildings, libraries and public and private schools
Park/Public Open Space	This classification includes the existing parks identified in the City's Park and Recreation Master Plan and also uses such as the City Maria, County Fairgrounds, and environment preserves.
Source: City of Alpena Master Plan	

As can be seen on the Composite Future Land Use Map that includes the City of Alpena (**Figure 4.1**), most of the northern third of the city is planned to have either light or heavy industrial use. While there are some large existing industrial land uses located in this area, a large quantity of this area is vacant land (**Figure 4.2**). As a result, the northeast portion of the city has the potential for considerable industrial growth. If built out as planned, this area will generate much higher volumes of commuter traffic coming to and from places of employment and increased volumes of truck traffic.





Excluding the northern industrial area of the City, almost all the remaining area of the City is developed. Residential and Institutional uses cover the largest land areas, and commercial uses are mainly found downtown and along Chisholm Street and Ripley Boulevard. While there is very little open land for new development, plans include the possibility of redevelopment of some institutional and residential areas for future commercial uses. As can be seen by comparing the Existing Land Use and the Composite Future Land Use maps, considerable expansion of the downtown commercial area is anticipated. Increased downtown traffic can be expected as redevelopment to commercial uses occurs.

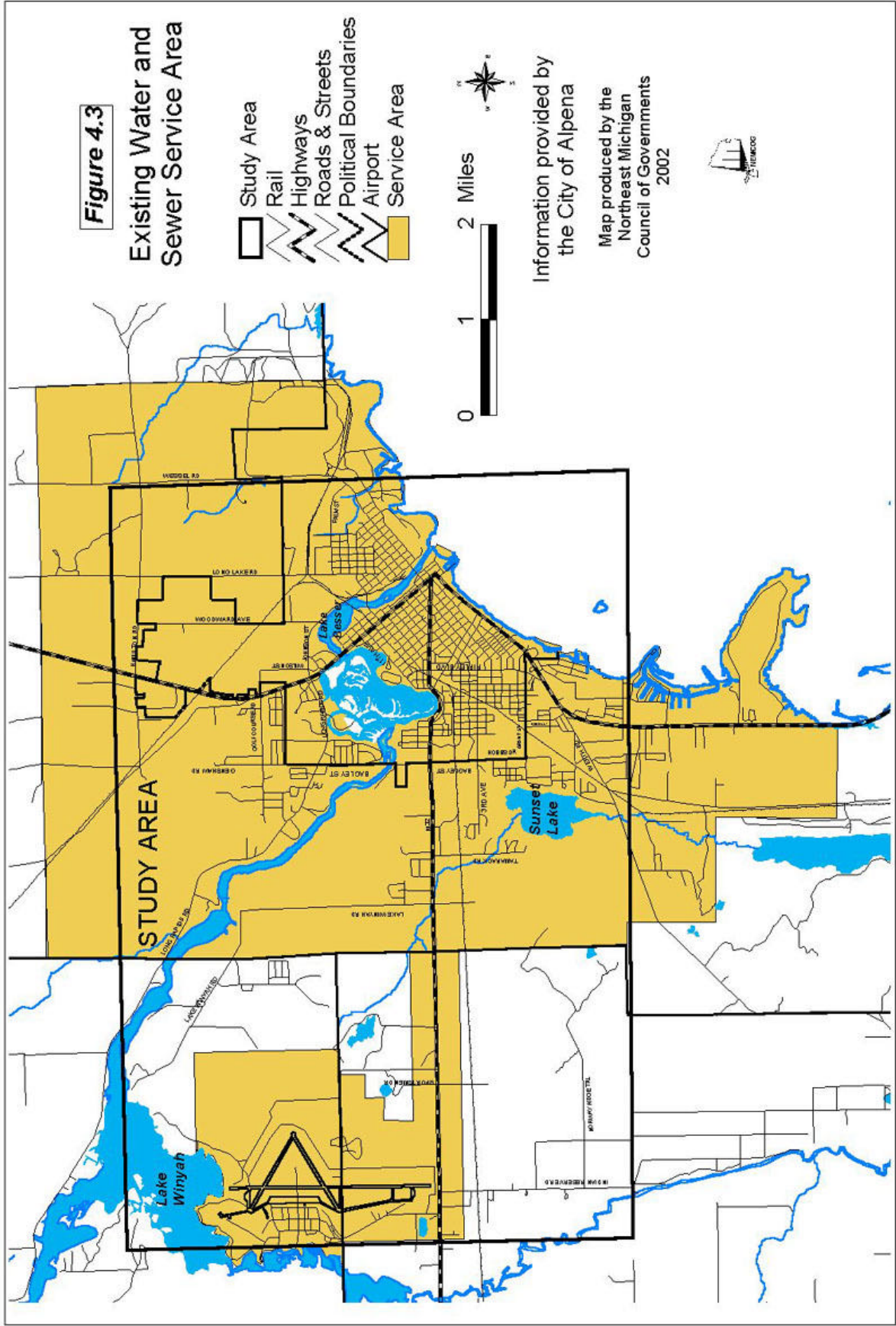
Township of Alpena

The Township of Alpena adopted its master plan in 1979 and the plan was last updated in 1992. The plan identifies 8 future land use categories. **Table 4.3** is a summary of these categories.

<p align="center">Table 4.3 Township of Alpena Future Land Use Categories</p>	
Categories	Descriptions
Conservation	This category includes lands that were identified as having unique or fragile environmental characteristics and are intended to be protected from potential development.
Forest/Recreation	This designation is used for lands which have either wetland conditions or rock formations at or near the ground surface. This designation is intended to preserve the open and natural characteristics of the area and provide extensive hunting and recreational lands as well as provide areas for timber supply. It is anticipated that this area could accommodate dispersed residential development on large parcels given the proper conditions exist for private wells and septic systems.
Agricultural	The agricultural designation is based on the soil capability of the area and is intended to preserve good farm soils for productive agricultural activities.
Waterfront Residential	Much of the existing residential development has occurred on the shorelines and waterways and this designation is intended to identify areas that need special residential development standards necessary to protect the water resources from the specific and typical development problems found in water front areas.
Low Density Residential	The Low Density Residential category identify areas of second tier development around existing residential development and as in-fill development between the M-32 and Long Rapids Road corridors.
Medium Density Residential	The medium-density residential designation is intended to incorporate all existing subdivided areas in the central portions of the Township.
Commercial	The primary areas designated for commercial development are the U.S. 23 South corridor, the U.S. 23 North corridor to Bradbury Road and the M-32 corridor.
Industrial	Two primary areas are designated for industrial use. More intensive industrial uses are intended to be located east of U.S. 23 North, along Hamilton and Wessel Road. Lighter industrial uses and transportation related uses are intended to be located on the west side between M-32 and the thunder bay river. Two other areas designated for industrial uses are south of M-32 near the Township western boundary and a mile long corridor along the rail lines and Piper Road, northeast of Devil's Lake.
Source: Township of Alpena Master Plan, March 31, 1993	

The Composite Future land use map (**Figure 4.1**) shows that the majority of growth in the Township is to take place on the periphery of the City with strips of commercial development along the US-23 and M-32 corridors. There will be concentrations of residential development which would be served by Golf Course Road, French Road, Bagley Street, Grant Avenue, Genschaw Road, Hobbs Drive, and Werth Road. Unlike the City, development in the Township is not limited by available land. Growth is limited by the water and sewer (municipal) services boundary. The future land use map delineates the area of future growth and shows how far these services will need to be extended. The map shows that these services are not currently provided north of Villeneuve, Guyotte and Bradbury roads to the north.

The boundaries now extend west to include the airport, and also include Partridge Point to the south. An arrangement has been proposed to extend the municipal services boundaries to include all of Alpena Township. Outside the existing municipal services boundary, Agricultural, Forest Recreation and Conservation uses cover the majority of land in the remainder of the Township. Residential uses are planned for the US-23 North corridor from the northern services boundary into the Township with a node of commercial use located at the intersection of Long Lake Road and US-23. Waterfront Residential is planned for the Long Lake shore line and the Lake Huron Shoreline along US-23 South.



Wilson Township

Wilson Township adopted its master plan in 1980. The plan identifies four future land use categories which are listed in table 4.4.

Table 4.4 Wilson Township Future Land Use Categories	
Categories	Descriptions
Residential	This category includes lands in areas where existing residential land uses are in place and future residential activity should be encouraged along the same lines set in the past. Lower densities are encouraged in agricultural areas to insure stability of the farming economic base. Concentrated development should only occur on lands that can adequately handle on site disposal systems. As growth continues care should be taken in areas with less suitable soils.
Commercial	Future commercial activities are encouraged to locate in area where existing activities have already established trends. Sites should be located to serve as convenience shopping areas for limited residential neighborhoods. Areas are on major through fares with good ties to good collector roads that serve the area.
Industrial	The future industrial areas include areas adjacent to the Phelps Collins Airport and the Quarry. Light industrial uses are encouraged to located near the airport to take advantage of air freight service available. The quarry is recognized as an important part of the Township economy and is encouraged to continue.
Recreational	Existing recreational uses include active recreation at
Source: Wilson Township Master Plan, 1980	

Transportation Related Zoning (Site Plan Review, Access Management, Screening, Signage, and Lighting)

Zoning ordinances of the communities were reviewed in regard to the process used for approving land uses, landscaping and screening regulations, signage regulations, and access management controls, all of which affect different aspects of transportation. The quality and total extent of development in the communities can have visual impacts, effects on comfort, and even safety impacts on motorists and others. Light glare from parking areas and other facilities close to the roadway can be a visual distraction for motorists. Certain types of lighting fixtures or screening can help to minimize these effects. Large signs by the roadway can interfere with otherwise scenic views or be distracting to motorists. Sign regulations can limit size, spacing, and types of signs. Multiple driveway developments and physical barriers between commercial parking lots can create more conflicts between traffic, affecting safety. Sound access management techniques can help to alleviate these problems. In short, zoning ordinances can address these issues, and help to guide a community's development in a way that is consistent with its goals and objectives.

City of Alpena*Site Plan Review*

The City of Alpena Zoning Ordinance requires Site Plan Review for practically all developments with the exception of one and two family dwellings. All site plans for principal permitted uses are initially submitted to the Building Official who has the authority to review the application and

make a determination. The Building Official also has the option of referring the site plan to the Planning Commission for their review and decision. Within 30 days of submission of the application, the Building Official must either make a determination on the site plan or refer the application to the Planning Commission. The ordinance requires that the planning commission be made aware of all decisions made by the Building Official.

Decisions made on applications for uses subject to special conditions are made by the Planning Commission. Determinations on applications for planned unit developments are made by the City Council after review by the Planning Commission. Public hearings are required for all uses subject to special conditions and planned unit developments.

If a site plan is to be reviewed by the Planning Commission, the ordinance requires that the Building Official and Planning Department prepare a recommendation on the application for the Planning Commission. Prior to the final determination on any site plan, the Building Official or the Planning Commission must seek recommendations from the Police Chief, Fire Chief, City Engineer and where appropriate the Alpena County Road Commission, the District Health Department, the County Drain Commissioner, the Michigan Department of Natural Resources and/or the Michigan Department of Transportation. The Planning Commission or Building Official may use recommendations from any of the agencies to establish conditions that would accompany the approval of the site plan.

The amount of documentation and supporting information that is required to be submitted with the application for site plan review is dependant on the type of land use being requested. Less intense land uses require much less information. The Zoning Ordinance specifically lists 9 land uses that fall into this category which are; day care homes, efficiency apartments, bed and breakfast facilities, manufactured dwelling units, dwellings above stores and offices, family care facilities, rooming houses, boarding houses and outdoor cafe's. All other site plan reviews require the submission of very detailed information about the site, the surrounding area, and the proposed development.

Access

Most of the zoning ordinance regulations regarding access and access management are contained within the site plan approval standards. Within the standards there are several requirements which are intended to develop and maintain good access, provide for efficient and safe pedestrian and vehicle circulation flows and provide for adequate access for emergency vehicles. The standards are basically non-quantitative and application is based on the judgement of the Building Official or the Planning Commission. Administration of several standards requires the Planning Commission or Building Official make specific determinations on the meaning of terms such as "adequate, excessive, adversely and effectively".

Outside of the site plan review standards, the City of Alpena Zoning Ordinance has limited language on access management and access controls. There is a regulation that requires accesses for certain uses must be provided by using an "existing or planned major thoroughfare, freeway service drive or collector street". The Planning Commission may waive this requirement if certain circumstances exist, or, in their judgement, substantial safety improvements can be achieved by allowing access by some other means.

Some specific access design criteria are included in the parking lot design standards. The regulations include requirements that establish limits on the number of access points (1 per each 66 feet of lot width), determine the location of access points, and provisions for maneuvering lanes that provide for safe circulation and prevent backing directly onto a street.

Screening

Landscaping and screening requirements are included in site plan review standards and greenbelts, obscuring walls or specific landscaping requirements are often listed as requirements for approval of the more intense or unattractive land uses. The ordinance has specific design criteria for greenbelts, walls and landscaping. Requirements on height, width, and type of screening can either be specifically listed or the planning commission can make a determination of the type of screening that should be required. Suitable plant materials are suggested and minimum size requirements of plants are listed. Plantings are required to reach the desired height in 5 years and must be kept in a healthy and vigorous growing condition. Heights of obscuring walls depend on the land use and wall and fence materials are subject to review and approval.

Signage

Detailed sign regulations are contained in one subsection of the ordinance. The ordinance lists general design criteria and regulations for all signs and specific criteria which identifies the types and sizes of signs allowed in each zoning district. Signs cannot be placed in the right-of-way unless specifically allowed and signs may not constitute a traffic hazard or be placed in clear vision areas at intersections. If illumination of a sign is permitted, lights cannot exceed 60 watts, lights shall be shielded and directed downwards, and the sign cannot be lit in such a way that it is hazardous to traffic.

In residential districts, ground signs are generally limited to 32 square feet and wall signs are limited to 4 square feet. Signs may not be illuminated and no minimum set back is required.

In Business districts the allowable size and height for ground signs is a function of the size of the lot and signs can range from 40 square feet to 80 square feet and be 13 to 17 feet high. Signs in the business district may be illuminated and there is no required setback for ground signs. Projecting signs are allowed in the business district but are limited to 10 square feet, must be located at least 8 feet off the ground and cannot project more than 3 feet beyond the property line. Temporary and portable signs are allowed which can be up to 50 square feet and can be on the premises for periods from 14 days to 3 months depending on the purpose of the sign.

Billboards are allowed in the industrial district in addition to all the types and sizes of signs allowed in the business district. Billboards must be setback 25 feet from property lines and 50 feet from street lines at any street intersection. They may not exceed 300 square feet and may not have an overall height of more than 15 feet. Billboards must be spaced at least 2,000 feet apart from each other and may not be closer than 500 feet to any park, recreation area, bridge, school, or church.

Signs for schools, churches, and nonprofit institutions in all zoning districts may be up to 50 square feet and may be illuminated. Signs for these uses must be setback 1/3 of the lot depth but not more than 100 feet.

Lighting

Similar to the signage regulations, lighting requirements are contained in a subsection of the City of Alpena Zoning Ordinance. The Ordinance requires lights be shielded to reduce glare, be directed downward, they may not interfere with adjacent highways or property, and cannot be flashing, moving, or intermittent.

Alpena Township

Site Plan Review

With the exception of single family dwellings, site plan review is required in all districts for all new uses, expansion or renovation of existing uses, or changes of use of existing structures. The Planning and Zoning Commission reviews and makes a determination on all site plans. For an application to be considered for principal permitted uses, 10 copies of the site plan must be submitted to the Zoning Administrator no later than 10 days before the next meeting of the Planning and Zoning Commission. Special approval uses require a public hearing be held prior to making a determination on the application. The approval standards for site plans for permitted uses or special uses do not require or suggest reviews by other agencies or departments.

The zoning ordinance requires that applications for site plan review contain detailed information about the site, the surrounding area, and the proposed development. The Planning and Zoning Commission has the ability to waive, in whole or in part, any of the information required by the Ordinance, although, the means of how the Planning and Zoning Commission would have the opportunity to review the request prior to the submission of the formal application is not clearly articulated.

In addition to the site plan review standards, there are also performance standards for all uses, general approval standards for special approval uses, and specific criteria listed for twelve special land uses. These are: airports, campgrounds, towers, drive-in restaurants, drive-in theaters, kennels, mobile home parks, open air businesses, race tracks, mining, stables and car washes.

Access

Contained in the site plan approval procedures, there are general statements that give the planning commission the responsibility to consider the location and design of driveways and access points to insure the safety and convenience of pedestrian and vehicle traffic and to allow for the harmonious coexistence of new and existing land uses.

In the General Provisions Article of the Ordinance there is an Access Management section. Currently the regulations only apply to M-32 and US 23, although this section is being revised to include more roads and more detailed standards. In this section, there are specific and quantitative requirements that limit the number of accesses, and design criteria is provided for the construction of driveways. The section includes regulations on spacing, width, and location of driveways, provisions for landscaping, and considerations for high traffic uses. Prior to the Planning and Zoning Commission's review of site plans that fall under these provisions, a review by the Alpena County Road Commission and the Michigan Department of Transportation is required.

There are general access requirements included in the parking lot design standards which require the zoning administrator to review and approve parking lot access to insure the greatest possible public welfare and safety. Several of the identified special approval uses include specific access requirements that provide for the location of access points. The specific uses that have access criteria are drive-in theaters, race tracks and car washes.

Screening

The ordinance does not contain a landscaping section but does have specific requirements for landscape plantings under the access management section. There are general screening requirements listed in the performance standards, which requires a 6' high obscuring fence to screen open storage areas. In the special approval section, specific screening requirements are listed for drive in restaurants, mobile home parks, race tracks and car washes. A greenbelt of 25 feet is required next to all lakes and streams. Contained in the greenbelt regulations are limits to the type and amount of change that can be done to the land and vegetation within the greenbelt.

Signage

There are detailed sign regulations in one section of the ordinance. The ordinance lists general design criteria and regulations for all signs and specific criteria which identifies the types and sizes of signs allowed in each zoning district. Signs cannot be placed in clear vision areas at intersections, and if illuminated, the lights must be non-glaring and not interfere with traffic control devices. Free standing signs must be setback 10 feet from the front lot line. Businesses that depend on passerby traffic that are not on a major route may have three off-premises directory signs.

In single family residential districts, agricultural, forest, and conservation district signs are limited to 4 to 10 square feet.

In the mixed residential, office and restricted business districts the allowable size for a sign is 32 square feet.

In all other commercial and industrial districts signs up to 80 square feet area allowed.

Allowable sign heights are not listed in this section, so height limitations for each district would be controlled in other sections as applicable.

In the Township of Alpena, the Michigan Department of Transportation is responsible for regulating and permitting billboards and off premise signs.

Lighting

Other than the requirements listed regarding the illumination of signs, no specific language on lighting is included in the ordinance.

Wilson Township

Site Plan Review

Site plan review is required for all new land uses, expansion or renovation of existing land uses, or the change of use of existing structures with the exception of one and two family residential units. The Planning Commission has the responsibility of reviewing and making determinations on all site plans for principal permitted uses, special approval uses and for Planned Unit Developments. Site plan review of a principal permitted use requires 6 sets of site plans be submitted to the Zoning Administrator no less than 10 days before the Planning Commission meeting. A public hearing is required for Special Approval Uses and Planned Unit Developments.

The Ordinance requires that site plans include detailed information on the site, the surrounding area, and the proposed development. The Planning Commission has the ability to waive, in whole or in part, information listed that is to be included in the site plan. Although, the means to implement the waiver for site plans submitted for principal and special uses is not clearly articulated, as the Planning Commission will generally see the sight plan for the first time after the formal application is submitted and the request is on the agenda for consideration. Regarding site plans that are reviewed as part of a Planned Unit Development, at least one informal conference is required prior to the formal submission of the site plan. These informal meetings provide the applicant the opportunity to meet with township representatives and refine the information that is to be included on the site plan.

Site plan reviews for principal and special uses do not require review or comment by other agencies or departments. Only as part of the application process for a Planned Unit Development, does the ordinance indicate that the Zoning Administrator may request representatives from Township and County agencies and departments to attend the preliminary informal conferences. However, submission of a PUD site plan to any other agency or department for review and comment is not typically required as a part of the formal approval process for a PUD. If a proposed development wishes to construct roads that deviate from the private road standards listed in the PUD section, the approval must be received from the fire chief, sheriff, drain commissioner and the road commission.

Access

Although the Wilson Township Zoning Ordinance does not have a specific access management section, access requirements and standards are included in the site plan review, special use permit, and Planned Unit Development processes.

General access and circulation standards are listed in the site plan review approval procedures. The approval procedures require that the planning commission consider the location and design of ingress and egress, the safety and circulation of pedestrians and vehicles within the site and adjacent streets, and that the new land use fits harmoniously with existing land uses.

More detailed access review standards are included as conditions of specific uses and/or are included in the review process for special approval uses. Golf courses, colleges, churches, motels, professional offices fraternal lodges, personal service establishments and similar high traffic uses are required to have accesses located on either a major thoroughfare or a primary county road or state trunkline. When considering special approval uses, the Planning Commission must determine that the use will not have a detrimental impact upon surrounding land uses in regard to the potential traffic generation. Special approval uses must have suitable access to the site for truck traffic, provide for the safe movement of pedestrian traffic and the site must not use minor residential streets to accommodate the use.

Additional access standards are applicable for plans reviewed under the Planned Unit Development (PUD) requirements. Internal traffic flow, ingress and egress, and external traffic flow are considered. The standards require that the traffic systems be designed to promote safety, convenience, easy access, and separation of vehicles from pedestrians. The review standards also promote the design of internal circulation systems within a PUD that are not connected to external street systems. The PUD requirements have specific design criteria for private streets. As previously stated, streets must be built to public road standards unless approval is received from the fire chief, sheriff, drain commissioner, and road commission. The Planning Commission must determine that any proposed deviations are not inimical to the health, safety and welfare of the Township. The PUD requirements list minimum right-of-way

and pavement widths ranging from 30 feet ROW with 18 feet of pavement to 60 feet ROW with 36 feet of pavement, depending upon the number of dwellings or use served by the street.

Screening

The Wilson Township Zoning Ordinance specifically requires several land uses to be screened with an obscuring fence or wall. Some of the uses that require screening are drive in restaurants, parking lots, hospitals and funeral home service entrances, utility buildings, junk yards and open storage areas. Screening walls or fences range in height from 6 to 8 feet and the design and materials must be approved by the Zoning Administrator. The requirement for an obscuring fence or wall may be waived by the Planning Commission if the Commission determines that the required screening would serve no good purpose.

The Zoning Ordinance also contains standards for the installation of buffer yards. The standards include suggested plant materials, minimum size for plantings, spacing criteria and maintenance provisions. The regulation includes a stipulation that if the existing vegetation meets the intent of the section the existing vegetation can be substituted for required buffer yard plantings. Buffer yards are specifically required for only a few uses in the Ordinance. The most common and effective application of this section is as a condition attached to a site plan, special use, planned unit development, or variance as determined on a site-by-site basis.

Signage

Sign requirements are contained in a single section of the Ordinance. General sign requirements applicable to all districts are listed and each district has specific regulations controlling the number, size, and placement of signs in each particular district. General requirements include a setback of 10 feet for all signs that are 30 square feet or larger. The setback for billboards and non-accessory signs is equal to the setback that would be required for a main use or building. Signs may be illuminated but flashing or intermittent lighting is not allowed. One off-premises sign may be allowed for businesses that are not on a major route but are dependant on passerby traffic. The Planning Commission, as opposed to the Zoning Board of Appeals, is given the authority in this section to modify sign requirements based on a finding of unusual circumstances or that no good or practical purpose is served by the strict compliance with the standards.

Residential nameplate signs in the residential, forest and conservation districts are limited to no more than one per dwelling with a maximum size of 2 square feet. Accessory signs for non-dwellings or businesses are limited to one per site with a maximum size of 24 square feet.

In the business district, one sign up to 300 square feet is allowed for each non-dwelling structure. In the industrial district, one sign up to 500 square feet is allowed for each non-dwelling.

Lighting

The Ordinance has requirements on outdoor lighting and the entire section on outdoor lighting is as follows: "All outdoor lighting, whether for illuminating parking areas, buildings, signs and/or other structures shall be shielded, shaded, designed and /or directed away from all adjacent residential districts and uses; and further shall not glare upon or interfere with persons and vehicles using public streets."

Maple Ridge Township

Site Plan Review

The site plan review section indicates that site plan review is required, with the exception of one and two family residential units, for all uses that are either; within 400' of waters identified in the comprehensive plan or as determined by the Township Board as "locally significant", uses that are "any use of complex of uses" on a site of three or more acres, or uses that require special approval, conditional or exceptional use for which a site plan is required by Ordinance.

Although it appears the intent of the ordinance is to be to very encompassing in its site plan review requirements, some uses that could have a significant impact would be exempted from the site plan review process. Any use allowed by right, under 3 acres and not within 400' feet of designated waters does not fall under the site plan review process. Some examples of uses that could be constructed that would be exempted from site plan review process include multi-family dwellings, banks, clinics or medical offices, professional offices, small retail uses, restaurants and auto laundries.

The graphic requirements sub-section of the site plan review section requires that site plans include information showing the proposed development and structures on properties within 100' of the proposed development. The requirements for showing site characteristics and its natural features on the site plan is limited to 20' contours (greater detail can be required if deemed necessary) and soil borings for sites over 3 acres. A statement regarding the impact specifications is required to be submitted with all site plans. The impact specification includes descriptions of the development, possible impacts on the surrounding population, demand infrastructure and public services, and impact on natural resources. A engineered grading plan and soil erosion and sedimentation measures need to be included on sites over three acres.

Site plan reviews are completed by the Zoning Board and review or comment by other agencies or departments is not required.

Access

The Maple Ridge Township Zoning Ordinance does not have a specific access management section. Minimal access and circulation standards are listed in the site plan review standards. The standards require that the zoning board consider the location and design of ingress and egress, the safety and circulation of pedestrians and vehicles, and the impacts on adjacent streets and uses. The ordinance has minimal access requirements associated with specific principle uses or conditional/special uses.

Screening

The Zoning Ordinance specifically requires several land uses to be screened with an obscuring fence or wall. Some of the uses that require screening are drive in restaurants, parking lots, hospitals and funeral home service entrances, public swimming pools utility buildings, junk yards and open storage areas. Screening walls or fences must be 6 feet in height and the design and materials must be approved by the Zoning Administrator. The requirement for a obscuring fence or wall may be modified or waived by the Zoning Board of Appeals if it is determined that the required screening would serve no good purpose.

The Zoning Ordinance also contains standards for the installation greenbelts or plantings. The standards include suggested plant materials, minimum size for plantings, spacing criteria and maintenance provisions. The regulation includes a stipulation that if the existing vegetation

meets the intent of the section the existing vegetation can be substituted for required buffer yard plantings. Buffer yards are specifically required for only a few uses in the Ordinance. The most common and effective application of this section is as a condition attached to a site plan or a conditional/special use or as a condition for a variance as determined on a site by site basis.

Signage

Sign requirements are contained in a single section of the Ordinance. General sign requirements applicable to all districts are listed and each district has specific regulations controlling the number, size and placement of signs in each particular district. General requirements include a setback of 10 feet for all signs that are 30 square feet or larger. Signs may be illuminated but flashing or intermittent lighting is not allowed. One off premises sign may be allowed for businesses that are not on a major route but are dependant on passer by traffic. The Zoning Board of Appeals is given the authority in this section to modify sign requirements based on a finding of unusual circumstances or no good or practical purpose is served by the strict compliance with the standards.

Residential nameplate signs in the residential, forest and conservation districts are limited to no more than one per dwelling with a maximum size of 2 square feet. Accessory signs for non-dwellings or businesses are limited to one per site with a maximum size of 18 square feet.

In the general business district, one free standing sign up to 300 square feet is allowed. structure. In the industrial district, one sign up to 500 square feet is allowed. Wall signs up to 25% of the wall area of the mounting wall are allowed in the business and industrial districts.

Lighting

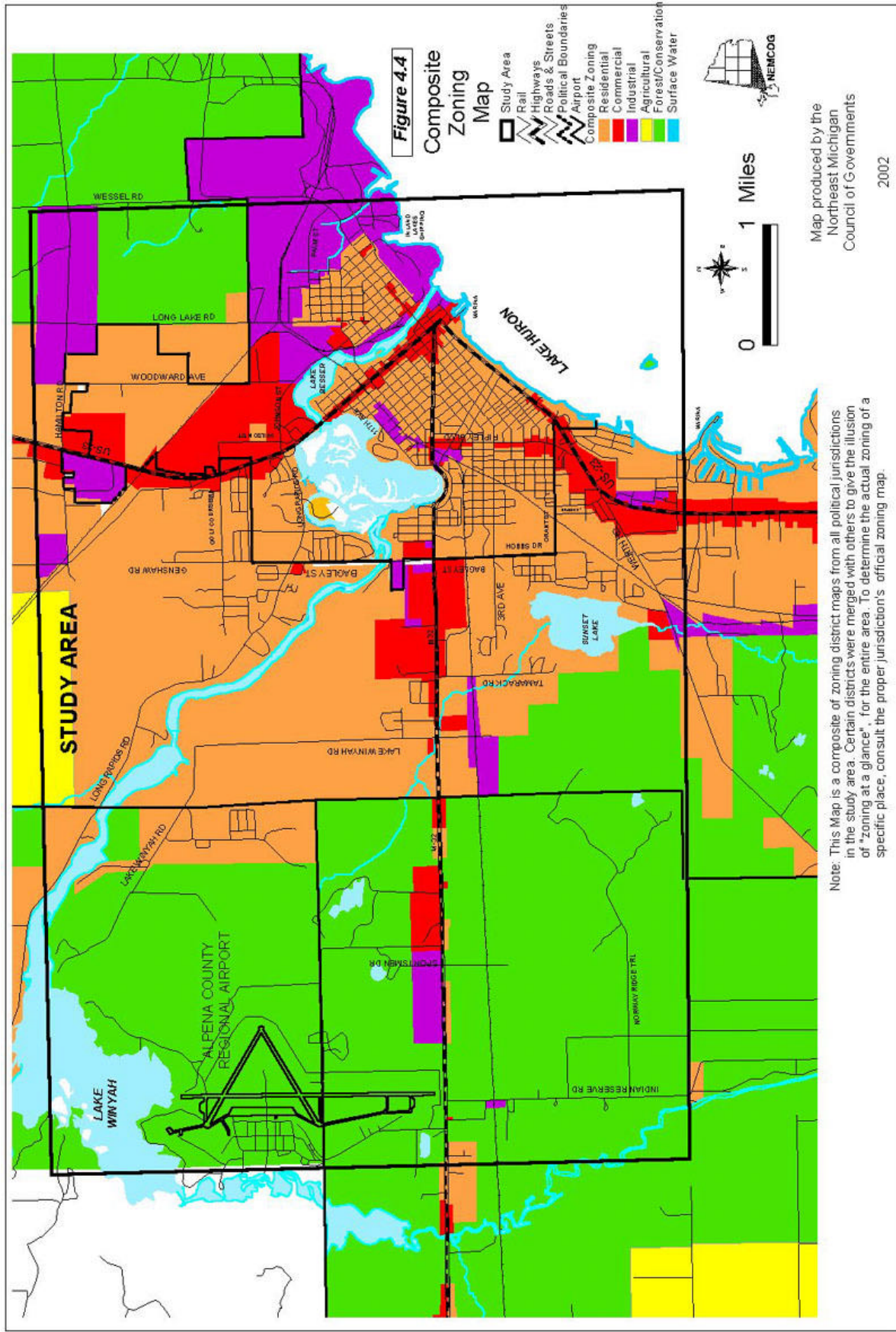
The Ordinance has requirements on outdoor lighting and the entire section on outdoor lighting is as follows: "All outdoor lighting, whether for illuminating parking areas, buildings, signs and/or other structures shall be shielded, shaded, designed and /or directed away from all adjacent residential districts and uses; and further shall not glare upon or interfere with persons and vehicles using public streets."

Zoning Map and Districts

Master plans, including the future land use plan, are implemented through zoning, capital improvement programs, and recreation planning. Zoning is the primary tool used by most communities to implement their master plan. Zoning regulates the type, intensity and location of development in a community. Within the study area, the Township of Alpena, Wilson Township and The City of Alpena have zoning authority.

While each of the municipalities in the study area has its own zoning ordinance and a wide variety of unique zoning districts, it is beneficial to develop a composite zoning map that shows each of the different zoning districts of the municipalities in a common basic format. The composite zoning map categorizes each zoning district into one of five basic intended uses; Residential, Commercial, Industrial, Agricultural, or Forest Recreation/Conservation.

As can be seen by the Composite zoning Map (**Figure 4.4**), approximately half of the study area is currently zoned for residential uses. Pockets of industrially zoned properties are found



throughout the study area but the large majority of the industrially zoned properties are found in the northeast portion of the study area on the east side of US-23 and the Thunder Bay River. Commercial zoning is found primarily along the US-23 north and south and M-32. Forest Recreation/Conservation zoned lands are predominant in the western third and the north east quarter of the study area. No agriculturally zoned lands are found in the study area.

City of Alpena

The City of Alpena adopted the current Zoning Ordinance in 1986 and the Ordinance was last amended in February 2001. The City has a total of 18 different zoning districts; 8 residential and 10 nonresidential. The Ordinance has a pyramidal hierarchy which means that typically all uses allowed in a district are also allowed in the districts above it in the hierarchy. For example, all the uses allowed in R-1 are allowed in R-2, all the uses allowed in R-1 and R-2 are allowed in R-3. In some of the residential districts the only difference between the districts is the size and area requirements as the uses allowed in each district are identical. The majority of the land in the City is zoned in conformity, with the future land use plan. A notable exception is in the northern part of the city which is zoned residential and is shown on the future land use plan as industrial.

R-1 and R-2 One Family Districts are designed to be the most restrictive of the residential districts. The intent is to provide for and environment of predominantly low density, one-family detached dwellings along with other residentially related facilities which serve the residents in the district

Minimum lot area: R-1 9600 sq. ft., R-2 8400 sq. ft

Minimum front set back: R-1 20 ft., R-2 20 ft.

Minimum lot width: R-1 80 ft., R-2 70 ft.

R-C Residential Cluster Districts are designed to permit the development of one-family dwellings attached or detached which, through design innovation, will allow for flexibility in site layout and planning so as to provide for the sound physical handling of the site in situations where site amenities, such as tree cover, wetlands, streams and other natural features may be preserved or where the site is of such physical dimensions or has a land use relationship to other land in near proximity that would cause normal subdivision to be unnecessarily restrictive.

Minimum lot area: As determined by planning commission

Minimum front set back: 20 ft.

Minimum lot width: As determined by planning commission

RT Two Family Residential Districts are designed to afford a transition of use in existing housing areas by permitting new construction or conversion of existing structures between adjacent residential and commercial, office thoroughfare or other uses which would affect residential character. This district also recognizes the existence of older residential areas of the City where larger residences in order to extend the economic life of these structures and allow the owners to justify the expenditures for repairs and modernization. This district also allows the construction of two-family residences where slightly greater densities are permitted.

Minimum lot area: 3600 sq. ft.

Minimum front set back: 25 ft.

Minimum lot width: 30 ft.

RM-1, RM-2 and RM-3 Multiple family Residential Districts are designed to provide sites for multiple –family dwelling structures, and related uses, which will generally serve as zones of transition between the nonresidential districts and lower-density single family districts. The multiple-family district is further provided to serve the needs for the apartment type of unit in and otherwise medium density single -family community.

Minimum lot area: RM-1, 1200 sq. ft./room; RM-2, 800 sq. ft./room; RM-3, 400 sq. ft./room

Minimum front set back: RM-1, 30 ft.; RM-2, 30 ft.; RM-3, 50 ft.

Minimum lot width: NA

MHP Mobile Home District is to give recognition to the fact that mobile homes can provide satisfactory living conditions provided certain minimum standards are maintained. Mobile home parks possess site development, use and density characteristics and private drive systems similar to multiple family residential development. They are, in this Ordinance, provided for as a transitional use between nonresidential development and residential districts or between multiple-family residential districts and one-family residential districts

Minimum Park size: 15 acres

Minimum lot area: 5,500 sq. ft.

Minimum front set back: 25 ft.

Minimum lot width: Per Mobile Home Commission Requirements

OS-1 Office Service District are designed to accommodate uses such as offices, banks and personal services which can serve as transitional areas between residential and commercial districts and to provide a transition between major thoroughfares and residential districts.

Minimum lot area: NA

Minimum front set back: 20 ft.

Minimum lot width: NA

B-1 Local Business District are designed to meet the day-to-day convenience shopping and service needs of persons residing in adjacent residential areas.

Minimum lot area: NA

Minimum front set back: 10 ft.

Minimum lot width: NA

CBD-1 Central Business District is designed to provide for office buildings and the great variety of large retail stores and related activities which occupy the prime retail frontage by serving the comparison, convenience and service needs of the entire City area as well as a substantial area other adjacent surrounding residential developments and agricultural area beyond the City limits. The retail stability of the district is promoted by encouraging the development of a continuous retail and service frontage and by prohibiting automotive related services and non-retail uses.

Minimum lot area: NA

Minimum front set back: 10 ft.

Minimum lot width: NA

CBD-2 Central Business District is designed to accommodate office and retail uses serving the overall community and general region. The CBD-2 districts are primarily representative of areas along major thoroughfares which are in transition to commercial and office uses. These areas were originally platted and used for residential purposes. The small lot sizes and close proximity

to low-density residential areas restrict the range of office and retail services provided within these districts to activities which are primarily conducted within enclosed buildings and having negligible impacts on adjoining residential uses. Correspondingly, automotive-related services are generally prohibited. Uses within the CBD-2 district are similar to those of the CBD-1 district, but reflect greater decentralization and dependence on access by vehicle.

Minimum lot area: NA
Minimum front set back: 10 ft.
Minimum lot width: NA

B-2 General Business District is designed to provide sites for more diversified business types requiring a city-wide general market area and /or arterial exposure. The General Business Districts are thus typically located along major thoroughfares.

Minimum lot area: NA
Minimum front set back: 10 ft.
Minimum lot width: NA

B-3 Commercial District is designed to provide sites for more diversified business types requiring a city-wide general market area and/or arterial exposure which due to the nature and potential diversity of the land uses of the District, could result in external physical effects. Further, through proper planning and development controls, potential effects would be limited to the District.

Minimum lot area: NA
Minimum front set back: 10 ft.
Minimum lot width: NA

I-1 Light Industrial District is designed so as to primarily accommodate wholesale activities warehouses and industrial operations whose external, physical effect are restricted to the area of the district and in no manner affect in a detrimental way any of the surrounding districts. The I-1 District is so structured as to permit, along with any specified uses, the manufacturing, compounding, processing, packaging, assembly and/or treatment of finished or semi-finished products from previously prepared material. It is further intended that the processing of raw material for shipment in bulk form, to be used in an industrial operation at another location, not be permitted.

Minimum lot area: NA
Minimum front set back: 40 ft.
Minimum lot width: NA

I-2 Light Industrial District is designed so as to primarily accommodate wholesale activities, warehouses and industrial operations whose external, physical effects are restricted to the area of the district and in no manner affect in a detrimental way any of the surrounding districts. The I-2 District is so structured as to permit, along with any specified uses, the manufacturing, compounding, processing, packaging, assembly and/or treatment of finished or semi-finished products from previously prepared material. It is further intended that the processing of raw material for shipment in bulk form, to be used in an industrial operation at another location, not be permitted.

Minimum lot area: NA
Minimum front set back: 40 ft.
Minimum lot width: NA

I-3 Heavy Industrial District is designed primarily for manufacturing, assembly and fabrication activities including large scale or specialized industrial operations, whose external physical effects will be felt to some degree by surrounding districts. The I-3 District is so structured as to permit the manufacturing, processing and compounding of semi-finished or finished products from raw materials as well as from previously prepared material.

Minimum lot area: NA
Minimum front set back: 50 ft.
Minimum lot width: NA

Township of Alpena

The Township of Alpena administers it's own zoning ordinance. The Ordinance was adopted on August 15, 1983 and last amended February 1, 1999. The current ordinance establishes thirteen zoning districts.

C Conservation district is intended to designate large tracts of land for recreational and resource conservation purposes. Allowed uses in the district are forestry and agriculture, private or public campgrounds, parks recreational areas, single family residences and cabins and private storage structures.

Minimum lot area: 5 acres
Minimum front set back: 25 ft.
Minimum lot width: 300 ft.

FR Forest Recreation District is designed to promote the use of wooded and rural areas of the Township in a manner that will retain the basic attractiveness of natural resources, and provide enjoyment for both visitors, and the community at large

Minimum lot area: 40,000 sq. ft.
Minimum front set back: 25 ft.
Minimum lot width: 150 ft.

A Agricultural District is designed to conserve large tracts of productive agricultural land for active farming use. The district is intended to include agricultural accessory uses, one-family dwelling units and other open space or low density recreational uses consistent with an agricultural setting.

Minimum lot area: 10 Acres
Minimum front set back: 25 ft.
Minimum lot width: 300 ft.

WR Waterfront Residential District is primarily established to provide residential site and uses on Lake Huron, inland lakes and streams within the Township in keeping with the master plan. In additions to waterfront residential uses, the district will allow as a special approval use certain commercial and recreational developments which are water-related, providing such development is designed to be compatible with the residential character of neighboring properties. Further, all development plans are intended to insure the continued maintenance of high environmental quality in the Township waters and shoreline areas.

Minimum lot area: 15,000 sq. ft.
Minimum front set back: 25 ft.

Minimum lot width: 100 ft.

R-1 One-Family Residence District is designed to provide for one family dwelling sites and the residentially related uses in keeping with the master plan of residential development in Alpena Township. The uses permitted by right and on special condition are intended to promote a compatible arrangement of land uses for homes, with the intent to keep neighborhoods relatively quiet and free of unrelated traffic influences

Minimum lot area: 20,000 sq. ft. (9,600 sq. ft. if served by water and sewer)

Minimum front set back: 25 ft.

Minimum lot width: 100 ft. (80 ft. if served by water and sewer)

R-2 Rural Residential District is designed to provide one family home sites in areas more rural in character. The inclusion of farm and agricultural uses is most important in differentiating from the R-1 District.

Minimum lot area: 20,000 sq. ft. (9,600 sq. ft. if served by water and sewer)

Minimum front set back: 25 ft.

Minimum lot width: 100 ft. (80 ft. if served by water and sewer)

R-3 Mixed Residential District is designed to provide one-family and multiple family home sites in Township areas where the character of existing uses is somewhat mixed, there being incidences of business and mobile homes among one-family residences.

Minimum lot area: 15,000 sq. ft. (9,600 sq. ft. if served by water and sewer)

Minimum front set back: 25 ft.

Minimum lot width: 100 ft. (80 ft. if served by water and sewer)

OS Office Service District is intended to accommodate various office, professional and personal service uses. This district can serve as a transitional area between the higher intensity retail and commercial uses and the lower-intensity residential uses. This district is specifically intended to prohibit retail commercial establishments which require high volume, short-term parking.

Minimum lot area: NA

Minimum front set back: 25ft.

Minimum lot width: NA

B-1 Restricted Business District is designed to give Alpena Township a business district that is somewhat more selective than a General Business District, to provide for the establishment of neighborhood shopping areas, personal services and professional office areas that are primarily compatible with and of service to Township residential uses.

Minimum lot area: NA

Minimum front set back: 25.

Minimum lot width: NA

B-2 General Business District is designed to provide sites for more diversified business types and are often located so as to serve passerby traffic

Minimum lot area: NA

Minimum front set back: 25 ft.

Minimum lot width: NA

B-3 Community Business District is established to cater to the needs of a larger consumer population and are generally characterized by an integrated or planned cluster of establishments served by a common parking area and generating large volumes of vehicular and pedestrian traffic.

Minimum lot area: NA
Minimum front set back: 75 ft.
Minimum lot width: NA

I-1 Light Industrial District is designed so as to primarily accommodate wholesale activities, warehouses, major repair operations, manufacturing and other industrial activities whose external, physical effects are such that it should be restricted to the area of the district and in no manner affect in a detrimental way any of the surrounding districts.

Minimum lot area: NA
Minimum front set back: 30 ft.
Minimum lot width: NA

I-2 Mixed Industrial district is designed primarily for manufacturing, assembling, and fabrication activities including large scale or specialized industrial operations, whose external physical effects will be felt to some degree to surrounding districts. The I-2 District is so structured as to permit the manufacturing, processing and compounding of semi-finished products from raw materials.

Minimum lot area: NA
Minimum front set back: 50 ft.
Minimum lot width: NA

Wilson Township

Wilson Township's original zoning ordinance was adopted on May 21, 1974, and was last amended on December 9, 1999. The township has 11 zoning districts. It should be noted that that the R-2 district is designated as the Agricultural district. Six of the districts allow residential uses and 4 of the districts allow commercial or industrial uses. The districts have a pyramidal hierarchy.

R-1 Residential district is designed to provide for one-family dwelling sites and residentially related uses. The uses permitted by right and on special approval are intended to promote a compatible arrangement of land uses for homes, keeping neighborhoods relatively quiet and free of unrelated traffic influences.

Minimum lot area: 20,000
Minimum front set back: 30 ft.
Minimum lot width: 100 ft.

R-2 Agricultural district is designed to serve farm and agricultural uses in areas which are rural and farm in character. The inclusion of farms and agricultural uses is most important in differentiating from R-1 districts.

Minimum lot area: 40,000
Minimum front set back: 40 ft.
Minimum lot width: 100

R-3 General Residential district is designed to provide for multiple-family structures which may be necessary to meet the needs of apartment dwellers. This district is further intended to be a transition use district.

Minimum lot area: 20,000

Minimum front set back: 50 ft.

Minimum lot width: 100

RR Recreational district is designed to accommodate cottage and seasonal home developments. It is intended that the seasonal home areas be reasonably homogeneous by discouraging the mixing of recreation home areas with commercial resorts, business services, and major institutional or community services.

Minimum lot area: 40,000

Minimum front set back: 40 ft.

Minimum lot width: 100

CR Conservation and Resource district is designed to protect and conserve natural and scenic resources and promote environmental quality and preserve community character. The CR district applies to stream and river corridors, lakeshores, impoundment waters, and/or scenic highways as deemed appropriate.

Minimum lot area: 40,000

Minimum front set back: 40 ft.

Minimum lot width: 150

FF Farm and Forest district is designed to promote the use of wooded and rural areas in a manner that will retain the basic attractiveness of natural resources, and provide enjoyment for both visitors and the community at large. The intent of the District is to hold rural areas for resource purposes, and to allow some multiple uses of marginal farm-forest lands.

Minimum lot area: 40,000

Minimum front set back: 40 ft.

Minimum lot width: 150

B-1 Local and Tourist Business district establishes a business district that is more selective than a General Business District. It provides for the establishment of neighborhood shopping areas, personal services and professional office areas that are compatible with, and of service to, residential uses. Tourist services are included as being in character with the District.

Minimum lot area: NA

Minimum front set back: 40 ft.

Minimum lot width: NA

B-2 General Business district is designed to provide site for more diversified business types and are often located to serve passerby traffic. Tourist services are included as being in character with the district.

Minimum lot area: NA

Minimum front set back: 40 ft.

Minimum lot width: NA

B-3 Business and Light Manufacturing district is designed to provide sites for light manufacturing and wholesale storage and as a distribution area to retail stores or industrial users. These sites do not necessarily have to abut or be adjacent to a primary or secondary County road but must have access to these roads without passing through a residential district, provided that the entrance and exit are approved in written form by the County road commission.

Minimum lot area: NA
Minimum front set back: 40 ft.
Minimum lot width: NA

I Industrial district is designed to accommodate wholesale activities, warehouses, major repair operation, manufacturing and other industrial operations, subject to certain performance requirements relative to their impact on the community and adjacent non-industrial districts.

Minimum lot area: NA
Minimum front set back: 30 ft.
Minimum lot width: NA

Maple Ridge Township

Maple Ridge Township's original zoning ordinance was adopted on May 20, 1974, and was last amended in May 1992. The township has 9 zoning districts. It should be noted that the R-2 district is designated as the Agricultural district. Six of the districts allow residential uses and 3 of the districts allow commercial or industrial uses. The districts have a pyramidal hierarchy.

R-1 Residential district is designed to provide for one-family dwelling sites and residentially related uses. The uses permitted by right and on special approval are intended to promote a compatible arrangement of land uses for homes, keeping neighborhoods relatively quiet and free of unrelated traffic influences.

Minimum lot area: 20,000 sq. ft. (12,000 sq. ft. with water and/or sewer)
Minimum front set back: 30 ft.
Minimum lot width: 100 ft.

R-2 Agricultural district is designed to serve farm and agricultural uses in areas which are rural and farm in character. The inclusion of farms and agricultural uses is most important in differentiating from R-1 districts.

Minimum lot area: 40,000 sq. ft. (22,000sq. ft. with water and/or sewer)
Minimum front set back: 40 ft.
Minimum lot width: 100 ft.

R-3 General Residential district is designed to provide for multiple-family structures which may be necessary to meet the needs of the apartment dwelling. This district is further intended to be a transition use district.

Minimum lot area: 20,000 sq. ft. (12,000 sq. ft. with water and/or sewer)
Minimum front set back: 40 ft.
Minimum lot width: 100

RR Recreational district is designed to accommodate cottage and seasonal home developments. It is intended that the seasonal home areas be reasonably homogeneous by discouraging the mixing of recreation home areas with commercial resorts, business services, and major institutional or community services.

Minimum lot area: 40,000 sq. ft. (22,000 sq. ft. with water and/or sewer)

Minimum front set back: 40 ft.

Minimum lot width: 100 ft.

CR Conservation and Resource district is designed to protect and conserve natural and scenic resources and promote environmental quality and preserve community character. The CR district applies to stream and river corridors, lakeshores, impoundment waters, and/or scenic highways as deemed appropriate.

Minimum lot area: 40,000 sq. ft. (22,000 sq. ft. with water and/or sewer)

Minimum front set back: 40 ft.

Minimum lot width: 150 ft.

FF Farm and Forest district is designed to promote the use of wooded and rural areas in a manner that will retain the basic attractiveness of natural resources, and provide enjoyment for both visitors and the community at large. The intent of the District is to hold rural areas for resource purposes, and to allow some multiple uses of marginal farm-forest lands.

Minimum lot area: 40,000 sq. ft. (22,000 sq. ft. with water and/or sewer)

Minimum front set back: 40 ft.

Minimum lot width: 150 ft.

B-1 Local and Tourist Business district establishes a business district that is more selective than a General Business District. It provides for the establishment of neighborhood shopping areas, personal services and professional office areas that are compatible with, and of service to, residential uses. Tourist services are included as being in character with the District.

Minimum lot area: NA

Minimum front set back: 40 ft.

Minimum lot width: NA

B-2 General Business district is designed to provide site for more diversified business types and are often located to serve passerby traffic.

Minimum lot area: NA

Minimum front set back: 40 ft.

Minimum lot width: NA

I Industrial district is designed to accommodate wholesale activities, warehouses, major repair operation, manufacturing and other industrial operations, subject to certain performance requirements relative to their impact on the community and adjacent non-industrial districts.

Minimum lot area: NA

Minimum front set back: 30 ft.

Minimum lot width: NA