

The Wexford Joint Planning Commission's Master Plan (2003) is adopted by this reference and made a part of this Plan.

DRAFT: Version 1 for WJPC review

In addition to the current content of Chapter F11, the following is added to the Master Plan 2021 Update:

Chapter F11: Zoning Plan

Zoning Plan

This portion of Chapter (F11) provides a general zoning plan followed by a brief explanation of the relationship between this Future Land Use Plan and the Wexford Joint Zoning Ordinance. The basis for the establishment of proposed zoning districts is briefly described in Part “F” of this Plan, and a table is provided cross referencing this Plan and with current zoning districts. The final part of this Chapter presents a list of proposed changes to the Wexford Joint Zoning Ordinance for the Zoning Ordinance to more closely conform with this Master Plan. It is done in the format of goals, objectives and strategies.

What is a “Zoning Plan”?

A “zoning plan” is also know as a “zone plan” as described in the Michigan Planning Enabling Act (MPEA) and Michigan Zoning Enabling Act (MZEA). Section 33(2)(d) of the MPEA (M.C.L. 125.3833(2)(d)) requires that a master plan be prepared to serve as the basis for a zoning plan, and Section 305 of the MZEA (M.C.L. 125.3305) requires that a zoning plan be prepared as the basis for a zoning ordinance. A zoning plan must be founded on an inventory of conditions pertinent to zoning in the jurisdiction of the Wexford Joint Zoning Ordinance and the purposes for which zoning has been adopted. The zoning plan must identify zoning districts and their purpose(s), as well as the basic standards proposed to control the height, area, bulk, location, and

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use of buildings and premises within a zoning jurisdiction. These matters are regulated by the specific terms in the Wexford Joint Zoning Ordinance.

Relationship to the 2003 Master Plan

This Master Plan is intended to guide the Wexford Joint Planning Commission and citizens in making decisions regarding the future land uses. A primary purpose of this Master Plan is to provide guidelines for the regulation of land within the jurisdiction of the Wexford Joint Zoning Ordinance through the survey of existing conditions, public input to craft a shared vision of what the community should be like in twenty (20) years. This vision is created by the Planning Commission through the analysis of alternatives, as informed by public input and recommendations. This Zoning Plan, along with relevant portions of this Master Plan, is intended to guide member Townships in the implementation of and future changes to the Wexford Joint Zoning Ordinance. The Wexford Joint Planning Commission's Master Plan (2003) is adopted by this reference and made a part of this Plan.

Zoning Plan Description of Each Zoning District

Schedule of regulations by district that includes at least, building height, lot area, bulk, and setbacks. (Sec. 33(2)(d) (M.C.L. 125.3833(2)(d))

Zoning District	General Purpose	Permitted Uses*	General District Locations	Max. Building Height (feet)	Min. Lot Area Sq. feet	Max. Lot Coverage (%)	Setbacks (feet)
Industrial	Ch F2	Ch F2	Not within WJPC's jurisdiction				

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Light Industrial	Ch F2	Ch F2	Not within WJPC's jurisdiction				
Commercial	Ch F3	Ch F3	See Future Zoning Map below	35 ft	20,000 sq ft w/o sewer; 15,000 - 20,000 sq ft w/ sewer; 15,000 sq ft buildable area. 150 min lot width.		Front: 5 to 30 Side: 20 Rear: 60 Waterfront: 100
Highway Commercial	Ch F3	Ch F3	Not within WJPC's jurisdiction				
Office	Ch F4	Ch F4	Not within WJPC's jurisdiction				
Residential (w/ sewer)	Ch F6	Ch F6	See Future Zoning Map below	35 ft	7,000+ sq ft; 7,500 sq ft buildable area. 75 min lot width.	33%	Front: 20 Side: 10-15 Rear: 25 (15) Waterfront: 100
Residential (w/o sewer)	Ch F6	Ch F6	See Future Zoning Map below	35 ft	15,000 sq ft; 15,000 sq ft buildable area. 100 min lot width.	33%	Front: 40(25) Side: 10-15 Rear: 25 Waterfront: 100 Wetland: 50
Resort	Ch F5	Ch F5	See Future Zoning Map below	35 ft	43,560 sq ft; 15,000 sq ft buildable area. 165 min lot width.		Front: 20 Side: 20 Rear: 60 Waterfront: 100 Wetland: 50
Rural Residential	Ch F7	Ch F7	See Future Zoning Map below	35 ft, w/ exceptions for farm buildings	43,560 sq ft; 20,000 sq ft buildable area. 165 min lot width.		Front: 50 Side: 30 Rear: 50 Waterfront: 100 Wetland: 50
Forest Conservation	Ch F8	Ch F8	See Future Zoning Map below	35 ft, w/ exceptions for farm buildings	20 acres (w/ open space exceptions). 1 acre buildable area. 165 min lot width.		Front: 50 Side: 30 Rear: 50 Waterfront: 100 Wetland: 50

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Ag-Forest Production	Ch F8	Ch F8	See Future Zoning Map below	35 ft, w/ exceptions for farm buildings	1 to 2 acres, or more than 40 acres (w/ sliding scale exceptions). 1/2 acre buildable area. 165 min lot width.		Front: 50 Side: 30 Rear: 50 Waterfront: 100 Wetland: 50
Wetland Conservation	Ch F9	Ch F9	See Future Zoning Map below	35 ft	1 to 2 acres, 15,000 sq ft buildable area. 165 min lot width.		Front: 50 Side: 30 Rear: 50 Waterfront: 100 Wetland: 100
Big Manistee & Pine River	Ch F9	Ch F9	See Future Zoning Map below	35 ft	80,000 sq ft and 400 ft from river. 1/2 acre buildable area. 165 min lot width.		Front: 50 Side: 30 Rear: 50 Waterfront: 100 (w/ bank height exceptions) to 150 not in flood plain Wetland: 100
Overlay Districts	Ch F8	Ch F8	See Future Zoning Map below	See other plans, e.g., airport plan			
Transition Areas	Ch F10	Ch F10	See Future Zoning Map below	See application to Selma & Cherry Grove Twps. Otherwise not within WJPC's jurisdiction.			

*General land use categories include: single-family residential, multi-family residential, commercial, office, industrial agricultural, forestry and mining.

Future Land Use, Future Zoning, & Current Zoning Comparison

The MPEA requires a description of each zoning district, and a proposed zoning map. As required by Section 33(2)(d) of the MPEA, this section and table describe how land use categories within the future land use map relate to the zoning districts shown on the zoning map and future zoning map.

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Future Land Use	Current Zoning
<i>Looking at the next 20 years.</i>	<i>As of January 1, 2016, as amended.</i>
Industrial (Ch F2)	Not found in the Jurisdiction of the Wexford Joint Planning Commission. It is found in the cities of Manton, Cadillac, and village of Buckley.
Commercial (Ch F3)	Commercial (§5501 et seq.)
Office/Service (Ch F4)	Not found in the Jurisdiction of the Wexford Joint Planning Commission. It is found in the township of Clam Lake.
Resort (Ch F5)	Resort (§5101 et seq.)
Residential (Ch F6)	Residential R-1 (§4301 et seq.) Residential R-2 (§4601 et seq.)
Rural Residential (Chapter F7 of the Plan)	Rural Residential (§3701 et seq.)
Agricultural-Forest Production (Ch F8)	Forest Conservation (§3601 et seq.) Agricultural-Forest Production (§3001 et seq.)
Special and Unique Areas (Ch F9)	Wetland Conservation (§2501 et seq.) Manistee and Pine River Corridor (§2001 et seq.) Lake Mitchell Overlay (§7201 et seq.) Lake Shoreline Overlay (§7301 et seq.) River Overlay (§7401 et seq.) Scenic Road Overlay (§7501 et seq.)
Transition Areas (Ch F10)	See urban growth boundaries within this Master Plan
Wellhead Protection Plan(s)	Wellhead Protection Overlay (§ 7501 et seq.)
Airport Master Plan	Airport Overlay (§7801 et seq.)

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Rezoning Criteria

The following are the standards or criteria to be used when considering zoning amendments (i.e., "rezonings"). Three (3) standards below shall be found to have been met for a zoning amendment to receive favorable recommendation for adoption by the Wexford Joint Planning Commission.

1. The change is consistent with the application of "Transition Areas" (Ch F9), if applicable. (If answer is "yes," rezoning is supported (may need to first amend this Master Plan).
2. The change is consistent with both the policies and the uses proposed for that geographic area in this Master Plan. (If answer is "yes," rezoning is supported (may need to first amend this Master Plan).
3. The change to the zoning ordinance is consistent with other aspects of the Master Plan, including but not limited to the "Future Land Use Plan." (If answer is "yes," rezoning is supported (may need to first amend this Master Plan).

A preponderance of the remaining standards, if applicable, (i.e., numbers 4-13) shall also be met for a zoning amendment to receive a favorable recommendation for adoption by the WJPC.

Failure to meet any of the following standards may also constitute adequate reason for recommending denial of a rezoning request.

4. The parcel in question can already be used for any permitted use under current zoning. (If the answer is no, rezoning is supported).
5. Uses within proposed rezoned area are compatible with other permitted and social uses in the same zoning district. (If the answer is yes, rezoning is reported).
6. If the proposed change is to the zoning map, would it be more appropriate to amend the zoning ordinance to add the proposed use to an existing zoning district either as permitted or special use? (If the answer is no, the rezoning/map change is supported).

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7. The location of the proposed rezoning is appropriate for all of the range of uses permitted and special uses in the zoning district. (If the answer is yes, the rezoning is supported).
8. The proposed zoning change is compatible with the districts, existing land uses, and trends in that area. (If answer is yes, the rezoning is supported).
9. All possible land uses in the proposed zoning change are equally or better suited to the area than the current uses. (If answer is yes, the rezoning is supported).
10. If the proposed change is to the zoning map, and the change results in "spot zoning." (If the answer is no, the rezoning is supported).
11. Any development possible (i.e., permitted use and special uses) in the new zoning district can be adequately serviced by public utilities and services. (If the answer is yes, the rezoning is supported).
12. Any permitted or special use within the proposed zoning change creates a greater negative impact on the surrounding area than the uses allowed under the current zoning. (If the answer is no, the rezoning is supported).
13. There is vacant land in the the jurisdiction of the WJPC (or Cadillac area and/or Wexford County) already zoned for the proposed use. (If the answer is no, the rezoning is supported).

Proposed Zoning Map and Transition Rules

Below is a future zoning map for the Wexford Joint Zoning Ordinance. The future land use map and thus the future zoning map are dynamic, and there can be transition or change according to the following rules:

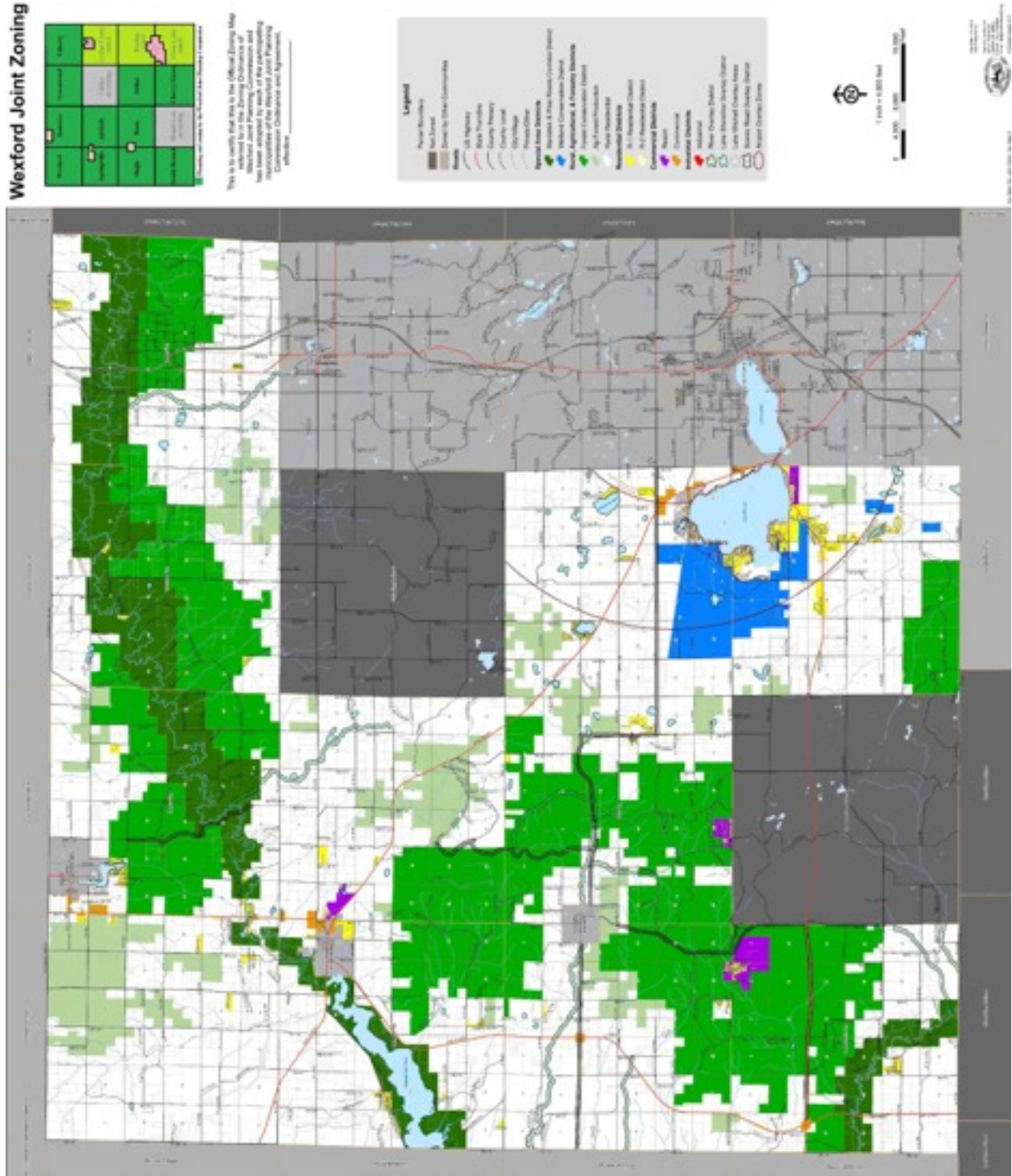
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The parcel/area is adjacent to the following Future Land Use:	and/or the parcel/area is adjacent to the following Zoning District:	The first choice is rezone to:	The second choice is to rezone to:	Then a third choice may be rezoned to:
Industrial (Ch F2)	None	Commercial (§5501 et seq.) when need is demonstrated	Rural Residential (§3701 et seq.) when need is demonstrated	None
Commercial (Ch F3)	Commercial (§5501 et seq.)	Residential R-2 (§4601 et seq.)	Residential R-1 (§4301 et seq.)	Rural Residential (§3701 et seq.)
Residential (Ch F6)	Residential R-2 (§4601 et seq.) Residential R-1 (§4301 et seq.)	Residential R-1 (§4301 et seq.) if w/ sewer Rural Residential (§3701 et seq.)	Rural Residential (§3701 et seq.) if w/ sewer Commercial (§5501 et seq.)	None
Rural Residential (Ch F7)	Rural Residential (§3701 et seq.)	Forest Conservation (§3601 et seq.)	Agricultural- Forest Production (§3001 et seq.)	None
Agricultural- Forest Production (Ch F8)	Forest Conservation (§3601 et seq.) Agricultural- Forest Production (§3001 et seq.)	Agricultural- Forest Production (§3001 et seq.) Forest Conservation (§3601 et seq.) .	Rural Residential (§3701 et seq.)	None
Special and Unique Areas (Ch F9)	Wetland Conservation (§2501 et seq.). Manistee and Pine River Corridor (§2001 et seq.)	None	None	None

Proposed Zoning Changes

This section presents a list of proposed and needed changes to the existing Wexford Joint Zoning Ordinance which are desirable to make in order for the Zoning Ordinance to more closely conform with this Plan and as necessary to remain consistent with current law.

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EXPECTED RESULTS

- A modern zoning ordinance in effect resulting in better land use management.
- The vision of this Plan for the future of the jurisdiction of the WJPC becomes a reality.
- Development regulations that provide timely review of zoning, lot splits/plats, planned nit developments and site-condominium projects.

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In addition to the current content of Chapter H1, the following is added to the Master Plan 2021 Update:

Chapter H1: Economic Development

Michigan and the WJPC’s geographic area are facing challenging economic times. This is in significant part due to a change the economy has made to a global economy. Some call it the new economy. Characteristics of the new economy are:

- **Global** – within the existing climate of worldwide economic competition, regions rather than towns or municipalities must be a strong economic player necessitating the pooling of resources.
- **Entrepreneurship** – Innovative small business start-ups with community support and assistance, such as educational programs, opportunities to network, working within a culture supportive of entrepreneurship, availability to resources, access to business incubators, access to business planning and economic advisors (such as SCORE), etc.
- **Knowledge-based** – Skills, creativity, and talent are highly-valued and abundant. Economic success often is rooted within an area’s quality of life, natural area protection/conservation, water quality, recreational opportunities, access to excellent health care and schools, dark night sky, opportunities for quiet/revitalization, etc. Success also relies upon an ability to incorporate knowledge, technology, creativity, innovation, and cooperative public-private-nonprofit endeavors, cooperative regional relationships, regional branding, etc.

It may help to compare the old economy with the new economy. The following table presents a comparison:¹

Old Economy	New Economy
Inexpensive place to do business was the key.	Being rich in talent and ideas is key.
A high-quality physical environment was key to attracting cost-conscious businesses.	Physical, natural and cultural amenities are key in attracting knowledge workers.

¹ Adelaja, Adesoji “Soji” O., Wyckoff, Mark A., et. al., *New Economy 101: Fundamentals of the New Economy*, Spring 2010; Part 3, PowerPoint, slides #44-45.

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Success = fixed competitive advantage in some resource or skill.	Success = organizations and individuals with the ability to collaborate, learn and adapt.
Economic development was government-led.	Partnerships with business/private sector, government and nonprofit sector lead change.
Industrial/manufacturing) focus.	Economic diversity is desired, and clustering of related businesses is desirable.
Fossil fuel-dependent manufacturing.	Communications-dependent & providing services.
People followed jobs.	Talented, well-educated people choose location first, then look for a job.
Location matters.	Desirable places with a high quality of life matter more.
Dirty and hollowed-out communities, and a poor quality environment were common unintended outcomes.	Clean, green environment and proximity to open space, cultural and quality recreational opportunities are critical.

Fundamental to future economic development and economic development planning in the New Economy are regionalism and regional strategies. This is important because in the new economy, we are competing with other regions globally. On a smaller scale it may be that Northwest Michigan is competing with Northeast Wisconsin, but on a larger scale the Great Lakes Basin may well be competing with northern India, eastern China, and Brazil. This larger scale has a much greater impact on our future prosperity and the success of economic development for the WJPC geographic area and for Wexford County.

As a result it is important to leverage local assets and align local strategies with those in our region and subregion. It is also to acquire resources and align strategies with the state's economic planning, and within the Great Lakes basin.

Each economic development region, often multiple counties in size, need to have plans that build on unique regional assets, resources, amenities and opportunities. Thereby a region and its counties and municipalities, may capitalize on regional comparative advantage in building regional and global competitiveness. Five Regional Strategic Growth principles have been developed:²

² Dr. Soji Adelaja, Director, Michigan State University, Land Policy Institute, 2007

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- Regionalism
- Urban-Rural Interdependency
- Strategic Assets Assessment & Strategic Growth Plan
- Targeting of Resources
- Importance of Regional Plans

This Master Plan is prepared by the WJPC with the intent to complement and work with in Wexford and Missaukee Counties, which in turn coordinates such planning within the 10-county Northwest Michigan Prosperity Region.

The WJPC's efforts are not able to be everything to everybody, but it is part of a region that can strive to be. When coordinating with subregion and regional plans, the process in preparation of this plan was to determine which parts of those subregion and region plans should link to specifics for this part of Wexford County. For example an analysis was done by looking at various planning maps, such as special and unique areas, to identify features who's spacial extent includes territory in the jurisdiction of the WJPC and beyond, and features who's spacial extent is completely with in the territory of the WJPC, but raises to a subregion or regional importance. This review was done across all aspects of planning for:

- Sustainable economic development.
- Attract talent and sustaining population.
- Diversify regional economy.
- Expand our markets.
- Embrace the new economy & its focus on regional public transportation and alternative energy.
- Promote and support entrepreneurialism.
- Focus on talent retention and new talent attraction.
- Focus on population retention and attraction of family-aged new residents

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- Focus on effective place-making and place-based strategies.
- Right size and maintain our physical and social infrastructures.
- Continue workforce development and increase participation in lifelong education.
- Create regional asset-based economic development strategies.
- Work cooperatively to identify and target new resources to implement regional strategies.
- Reform financing of public services and investments in our future.
- Use Strategic Growth Planning to attract federal and other resources.
- Foster distinctive, attractive places with a strong sense of place.
- Create walkable neighborhoods.
- Create a range of housing opportunities and choices.
- Mixing land uses.
- Provide a variety of transportation choices, including non-motorized, pedestrian-based transportation (Complete Streets).
- Preserve/conservate open space, productive farmland, historic, and environmentally significant areas.
- Strengthen and direct development toward existing communities and existing infrastructure.
- Take advantage of compact building design. and low impact development (LID) and Leadership in Energy and Environmental Design (LEED) for Neighborhood Development.
- Encourage community and stakeholder collaboration.
- Make development decisions predictable, fair and cost-effective.
- New Urbanism

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- Livable, healthy and sustainable communities (i.e., economic, environmental and social sustainability)

Michigan Strategic Growth

The Michigan Strategic Growth Plan combines the following elements:

- New Economy Principles
- Pillars of Prosperity
Sustainability
- Principles of Strategic Growth
- Smart Growth.

Each of these elements need to come together for a region of the state to capitalize on and succeed in job creation in the next couple decades. Each element is covered in more detail here.

New Economy Principles

The New economy principles focus on the following:

- Communities with people who are rich in talent
- Communities that can attract such talent
- Presence of physical and cultural amenities
- Communities which can learn and adopt
- Communities that create partnerships, i.e., business + government + non-profits

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Pillars of Prosperity

The process of building a prosperous community is built upon a few basic pillars or building blocks:

- Vibrant and successful communities
- Thriving agriculture and productive, intact forestlands
- Inclusive and entrepreneurial culture
- Natural resource conservation/protection for recreation and jobs

Principles of Sustainability

Specific programs put in place by the WJPC should be sustainable. "Sustainability" can be thought of as being built upon the following three characteristics, and are adjusted from time-to-time to remain in balance over the long-term:

- Economic
- Environmental
- Social Equity/Justice

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Principles of Strategic Growth

The following are the basic principles of strategic growth, and each requires a county-wide or regional approach:

- **Regional:** The “Michigan Strategic Growth Plan” must be implemented on a regional basis, i.e., thinking in terms of regions rather than villages, cities, townships, or even counties. Think in terms of regions, one can identify areas where people move about to live, work, play, shop, i.e., an area which is always larger than one municipality.
- **Urban-rural interdependency:** A number of “Michigan Strategic Growth” strategies can only be accomplished in rural areas, and others are only possible to do in urban areas - but both must be done. A “region” includes both urban and rural municipalities, and as they are interdependent on one another, these entities must work together.
- **Strategic assets assessment & strategic growth planning:** Regional assets must be identified and then planning can take place to: (1) describe and map assets to initiate coordinated multi-jurisdiction planning and/or management; (2) market and capitalize on those assets as selling points to attract talented people to the region (i.e., future economic development); and (3) take steps to ensure those assets are protected/conserved as vital parts of the community's character, natural environment, economy, etc.
- **Targeting resources:** Coordination between municipalities to identify tools, actions, budgets to implement a regional plan.

Smart Growth

Following are ten (10) principles of “Smart Growth.” The WJPC with this Master Plan update, adopts these principles as the basis for planning and recognizing these as state land use goals:

- Mix Land Uses

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- Compact Building Design
- Increase Housing Choice
- Encourage Walking
- Offer Transportation Variety
- Create Sense of Place
- Protect Farms, Unique Natural Features, Open Spaces
- Direct New Development to Existing Communities
- Make Development Process Fair, Predictable, Efficient
- Involve Stakeholders

These principles are intended to help achieve the long-term goal of sustainable development in the jurisdiction of the WJPC. These principles aim to ensure the needs of the present generation are met without compromising the quality of life for future generations. The goals, objectives, strategies, methods, and policies that contribute to this Master Plan update should supersede in the event of a conflict. In short, smart growth is development that serves the economy, community, and the environment. Smart growth provides a framework for communities to make informed decisions about how and where they grow.

The WJPC has adopted these principles because:

It makes Dollars and Sense

- Financially Conservative
- Environmentally Responsible
- Socially Beneficial

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It is Financially Conservative

- Responsible use of public money
- Reuse existing buildings
- Use existing roads and highways
- Use higher density to maximize the value of publicly-funded facilities and services
- Keep taxes and public service costs low

Environmentally Responsible

- Use and/or reuse developed areas
- Keep impervious surfaces to a minimum through dense development
- Build to fit existing land rather than changing the land to fit what is built
- Avoid oversized lots and yards to reduce excessive mowing, fertilizing, etc.

Socially Beneficial

- Encourage people to live close enough to be another, where appropriate, to create opportunities for social interaction.
- Design residential areas for conversation from the sidewalk to the front porch
- Encourage “eyes on the street” at all hours to reduce crime and fear of crime concentrating dense development