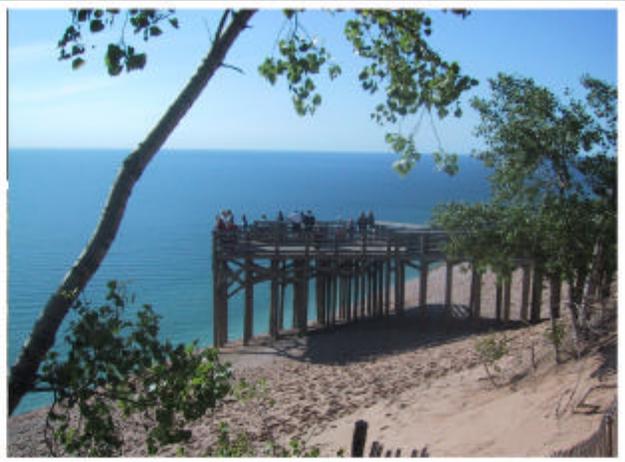
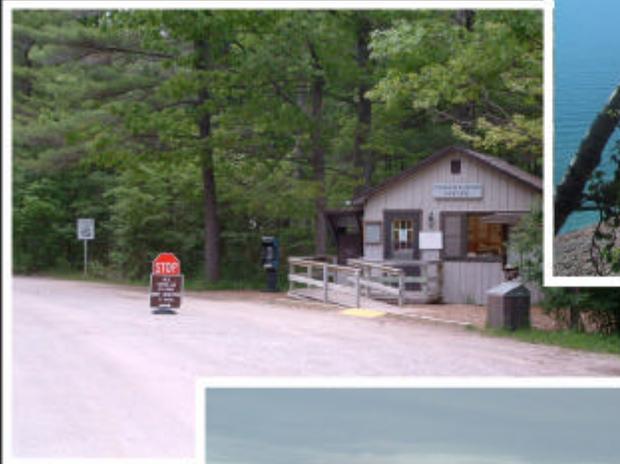


# Chapter 7 FUTURE LAND USE



## CHAPTER 7 FUTURE LAND USE

This chapter presents information on future land use in the context of existing land use in Glen Arbor Township. It begins by describing existing community character by subarea of the community, and then describes likely and desired future land use changes. The final section presents a summary of the elements of the Future Land Use Map.

### **Preservation of Community Character**

*Community Character: The image of a community or area as defined by such factors as its built environment, natural features and open space elements, type of housing, architectural style, infrastructure, and the type and quality of public facilities and services.* Moskowitz and Lindbloom. **The Latest Illustrated Book of Development Definitions**, Rutgers University, 2004, p 83.

Glen Arbor Township is a community with unparalleled northwoods character, although that character is quite different in different parts of the Township. A primary purpose of the Glen Arbor Township Future Land Use Plan is to provide guidelines for the treatment of the areas of the Township which have varied characteristics. The orientation of the Plan is toward preservation of these characteristics rather than to accommodate significant potential development, as is the case with most local land use plans. Glen Arbor Township is the site of unique characteristics which must be preserved, or disturbed as little as possible, in order to maintain the basic attributes which make the Township a highly desirable place to visit and in which to live. This Plan provides the basis for preserving the outstanding natural features of the Township while accommodating limited future development. That means that when development does take place, it should be done with great concern for the natural and cultural features of the Township, both public and private, which make it unique. Success will mean that both the existing generation and future generations will be able to enjoy the natural landscape and other amenities of the Township.

### **Community Character by Subarea**

One of the most fascinating and enjoyable aspects of Glen Arbor Township is the beauty that it's varied topography and waterfront lands offer. When the sun shines, few other places in the world offer as much splendor. Many of the spectacular scenic views available in the Township are captured in photographs used throughout this Plan. Following is a brief description of the Township by subarea. First the existing character is described, then observations are made about how that character should be maintained as change occurs in each subarea.

### **M-22/M-109/675 Corridors**

The overwhelming bulk of what residents and visitors to Glen Arbor Township see of the Township is from the major public roads. Only a small number of people have seen the Township from the air, or by boat in Lake Michigan or the Glen Lakes.

M-22 at the south end of the Township winds from a marina and small resorts at the Narrows Bridge into the village. See Photo 7-1. It is an elevated residential corridor with a mixture of cottages and year-around homes under a tree canopy with frequent views of Big Glen Lake. Alligator Hill frames this corridor (as well as the homes along Day Forest Road on the north side of Little Glen Lake). The primary changes in this subarea are likely to be continued replacement of cottages and smaller homes with larger, year-around homes. There is a strong desire to maintain existing vegetation, and especially the tree covered highway as this development occurs.

**Photo 7-1**  
**Looking East across Big Glen Lake from the Narrows**



*Photo by Mark Wyckoff*

Where M-22 meets M-109 is the heart of the village of Glen Arbor. The village is a small tourist-oriented northwoods town. See separate description of the village later.

On the east side of the village, M-22 winds past the entry to the Leelanau School and the Homestead, before passing under a canopy of trees that serves as a passage into the historic agricultural area known as Port Oneida. This area is largely in National Park ownership and efforts to maintain its rural agricultural character and heritage are well underway. It is desired that these efforts be maintained and expanded, if feasible, to ensure this character and its heritage is preserved for the benefit of future generations.

M-109 on the west end of Little Glen Lake winds north past the Sleeping Bear Dune Climb area, perhaps the best known natural feature in the Township. It also goes past the historic D.H. Day farm almost into Glen Haven and then turns east along nearly flat terrain into the village. See Photo 7-2. The few privately owned parcels along this corridor are concentrated on both sides of M-109 along the west end of Little Glen Lake and as one gets closer to the village, along Lake Michigan. Again, the primary changes in this area are likely to be continued replacement of cottages and smaller homes with larger, year-around homes. The few undeveloped lots are likely to be developed over the next twenty years. There is a small motel which is the only nonresidential property in this area.

**Photo 7-2**  
**D.H. Day Farm**



*Photo by Terry Gretzema*

Eastbound County Road 675 from M-22 provides stunning views of the clear shallow waters of the Crystal River. The sandy bottom and varied vegetation along the river are easily viewed from the road and the many river crossings that

exist between M-22 and Fisher Road. Only a few private structures remain along this segment. At Fisher Road is a private marina at the headwaters of the Crystal River and Fisher Lake (which is linked to Big Glen Lake). From Fisher Road to the south end of the Township on 675 is a mixture of tree-covered roadway, waterfront residences with occasional views of Glen Lake and short strips of second tier residences. There is also a motel and restaurant on the east side of the road. Again, the primary changes in this area are likely to be continued replacement of cottages and smaller homes with larger, year-around homes. The few undeveloped lots are likely to be developed over the next twenty years.

Much of the undeveloped land for residential lots in the Township is 2<sup>nd</sup> tier. That means it is not on the waterfront side of the road, rather it is on the other side of the road. For example there are a number of lots along M-109 west of the village, and along Northwood Drive where the land has been split and is only awaiting a buyer before new single family homes are constructed. See Photo 7-3. These areas are tree lined, and it will be important to ensure retention of the bulk of the trees as land is cleared for building sites, or the character of the area will suffer greatly.

**Photo 7-3**  
**New Subdivision Along Northwood Drive**



*Photo by Mark Wyckoff*

### **National Lakeshore**

The Sleeping Bear Dunes National Lakeshore with bluffs rising 450 feet above Lake Michigan surrounds most of the private land in the Township (see Photo 7-4). Among the most notable features within the Township include the Dune Climb, Stocking Drive with many scenic overlooks, the historic unincorporated village of Glen Haven, many trails such as Alligator Hill and Pyramid Point, and South Manitou Island. These lands will be forever protected as part of the National Park system. The only significant changes to the geography of the Park expected over the next twenty years are the acquisition, as the opportunity presents itself and funds are available, of most of the few remaining private parcels already surrounded by National Park land. Additional desired changes include adoption of a new Park Management Plan that preserves all the existing access in the mainland parts of the Park, adds a new boat launch in an appropriate location in or near to Glen Haven, the construction of new non-motorized trails, and an expansion of the preservation efforts at Port Oneida. These issues are all described in more detail in Chapter 5.

**Photo 7-4**  
**Looking Down the Sheer Face of a Sand Dune**



*Photo by Mark Wyckoff*

### **Lake Michigan Shoreline**

The Lake Michigan shoreline throughout all the National Park property has reverted from single family homes to a natural state. Except for the boat launch in Glen Arbor, the LeBear development, the Leelanau School, the Homestead, and other smaller resorts, nearly all the rest of the shoreline is single family homes on large lots. Very little land remains that is not already split at the minimum zoning requirements. This is high value property that continues to change from cottages to permanent year around homes. The trend to build homes on all remaining shoreline lots is expected to be complete over the next decade.

There is considerable public opposition to building mass and type along the Lake Michigan shoreline that is different from single family homes on large lots. See Photo 7-5. Viewed from Lake Michigan, single family homes largely blend into the trees along the shoreline, whereas, larger structures, like the LeBear condominiums, stand out in ways that are considered undesirable by Township residents. New single family homes should be constructed to blend into the shoreline and more intensive and larger mass uses like multifamily structures should not be permitted along the shoreline.

There are very few docks along the Lake Michigan shoreline and frequent high waves make it difficult to build seasonal docks on Lake Michigan. This helps maintain a natural appearing shoreline.

**Photo 7- 5  
Natural Vegetation Screens Buildings along the Shoreline**



*Photo by Terry Gretzema*

### **Glen Lakes Shoreline**

Similarly, almost all the shoreline along the Glen Lakes is already divided into lots that meet the 100 foot frontage requirement and have a residence upon them. This is also very high value property. While the depth of the lots varies dramatically, from very shallow along the west shore of Glen Lake to very deep along much of the north shore of both Big and Little Glen Lakes, much of the shoreline has a natural appearance. That is because most of the lots have large trees and few lots have large lawn surfaces. The trend of switching from cottages to year-around structures is far advanced and expected to continue. However, there is a public concern that lots should not get overbuilt with too much building mass. This can cut off views of the lake from adjoining residences, as well as from the public road. It can also result in water runoff problems.

Many shoreline lots have accessory structures which accommodate vehicles, boats, guests and family visitors, although some lots have separate structures for visitors. In some cases these are boathouses that are on the waterfront. Most residential lots have a single dock. Much of the shoreline is shallow to a great distance so docks are often long, with multiple boats moored on each dock.

The Township has keyhole zoning provisions, but there is concern they are not as strict as necessary to keep a future backlot development from funneling a large number of lake users onto the lake through a single lakefront lot. Empire Township is reviewing its keyhole provisions and Glen Arbor Township will examine those with an eye to adopting similar provisions.

At one time there were many small resorts around the Glen Lakes. See Photo 7-6. However, only a few remain. Small resort property is now usually more valuable for single family homes, either as part of a condominium arrangement (as per the original resort arrangement) or as separate lots. The conversion of the remaining resorts around Glen Lake to single family homes is likely over the next twenty years.

**Photo 7-6**  
**Two Small Resorts on Glen Lake**



*Photo by Mark Wyckoff*

**Crystal River Shoreline**

Much of the Crystal River shoreline is within the National Park and will be forever protected. See Photo 7-7. Another large segment (the Oxbow by M-22 and 675 depicted on the right side of Map 7-4)) was recently protected through acquisition by the Township. The property is managed by the Leelanau Conservancy. Bills are pending before Congress to purchase about 104 acres of Crystal River property from the Homestead where a golf course was formerly proposed. The remainder of the private property on the Crystal River has widely spaced cottages and year-around homes, mostly near the village of Glen Arbor, or flows past buildings in the Leelanau School and the Homestead. If the Homestead-owned acreage is not acquired by the National Park Service, then 98 more houses could be constructed along or near the river as a part of the Woodstone Development. Otherwise there are few places privately owned along the river where existing lots are large enough, or dry enough to permit the construction of new homes. Because of the environmental sensitivity of the clear shallow waters of the Crystal River, new homes need to be carefully sited and constructed to prevent degradation of the water quality. This will require minimal vegetation disturbance and the installation of few, if any, lawns.

**Photo 7-7  
Crystal River**



*Photo by Mark Wyckoff.*

**The Homestead**

The Homestead is a well-known resort which is the largest single private development in the Township. It is designed as a planned development. It is accessed across National Park Service land on M-22, north of Glen Arbor and sits next to the Leelanau School. A total of 730 dwelling units are planned including 461 condos, 76 site condos, 54 units in three subdivisions, 25 quarters, 24 eighths, and 90 units in three hotels. The quarter and eighths ownership options are time shares for a certain number of weeks per year. Only 65 of the 730 total units have not yet been constructed. The Homestead is zoned as a resort and is expected to be built out over the next twenty years (see Map 3-8).

**Photo 7-8  
The Inn at the Homestead**



*Photo by Terry Gretzema*

The Woodstone Development is a part of the Homestead properties. It is a new residential site condominium project east of Lake Street and north of Northwood Drive and southeast of the center of the village of Glen Arbor. It will have 96 units on about 100 acres if 104 acres are purchased by the National Park Service as described above. So far about ten dwellings have been built and several more are under construction. The Woodstone Development is expected to build out within the next twenty years. See Map 3-9.

**Miller Hill**

The only other large privately owned, undeveloped area in the Township is up on Miller Hill on the east side of the Township overlooking Sleeping Bear Bay and the Glen Lakes. While there was little development on the Hill in 2004, more and more of the land is being divided and readied for sale. Slopes are steep and as a result, roads are very limited, are made of gravel and are not well suited for year-around use. There are serious questions about the ability to get fire trucks into many of the existing private driveways on the Hill. Miller Hill is also largely clay and erodes easily, posing serious problems for septic waste disposal and storm water runoff. As a result, future density should remain low. A special effort needs to be made to ensure that as new homes are constructed on Miller Hill, that significant attention is paid to removal of natural vegetation. The vegetation helps

**Photo 7-9a**  
**Homesites Cut Into Forest on Miller Hill**



*Photos 7-9a and 7-9b by Mark Wyckoff*

**Photo 7-9b**  
**Clearcutting in Forest on Miller Hill**



keep the soils on the Hill in place, and can also help screen the new development from being viewed on the Lake. In 2004 there was a clear string of homes on Miller Hill visible from the west side of Big Glen Lake, all of which could be screened with natural vegetation, if the home sites were carefully designed. It is especially important that new homes not be allowed to be constructed so as to be visible above the tree-line in order to preserve the natural appearance of the entire Glen Lake setting. This will require some new provisions in the Zoning Ordinance.

### **Village of Glen Arbor**

The unincorporated village of Glen Arbor is not a separate political entity, but rather is an integral part of the Township. It has no formal boundaries, yet the residential portion is significantly larger than when the 1984 Plan was prepared. It is the area with the densest population and the bulk of the commercial and institutional uses in the Township. Lot sizes vary widely from very small in the oldest platted parts of the village to large along Lake Michigan and between Lake St. and M-22 south of State St. Commercial businesses are a mix of tourist and those serving the year-around population with most providing some services or products to visitors. Businesses include everything from retail clothing to toys and restaurants. During the summer the village is very busy and parking is sometimes a problem. However, part of the charm of the village is the high level of activity associated with busy shops and crowded streets. As noted in Chapter Five, there are measures the Township can take to increase parking in the village as the need and opportunity present themselves.

This concentration of retail and services within the village is very important to the long term viability of the village. It promotes efficient shopping and less vehicle use by keeping businesses within walking distance of convenient parking. It enhances sales by giving shoppers more opportunities and thus enhances the economic well-being of the businesses and in turn the commercial part of the village itself. The policies of this Plan, the Future Land Use Map and the Zoning Map are all designed to strengthen the function of Glen Arbor as a retail center for tourists and residents. As noted in the 1984 Plan, and reinforced again:

*“Preventing scattered business locations in other parts of the Township helps preserve the natural features in these areas. It is the intent of this Plan that scattered business uses will not be encouraged. Examples of areas which will be subject to increased pressure for business use are on M-22 south of the village and east along the Crystal River. The trend is already in evidence. Expansion in both areas may begin to dissipate the village area’s strength.”*

This Plan continues the policy of only allowing new commercial uses in the village on land zoned for that purpose, as there is ample land zoned for business use in the village that is presently underutilized.

**Photo 7-10**  
**Becky Thatcher Jewelry Shop Combines Home and Business**

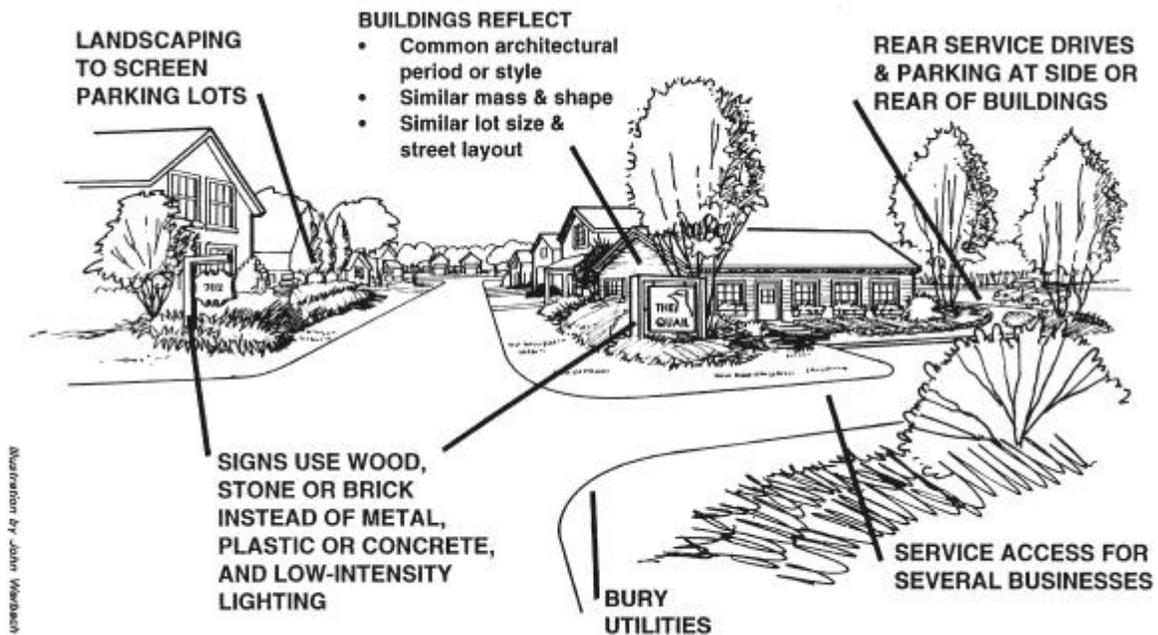


*Photo by Terry Gretzema*

There is a mix of homes and businesses in the central part of the village with a slow conversion of most homes to businesses. See Photo 7-10. This is in part a response to market demand, and in part because the Township Zoning Ordinance has most of the property in the village core in a business classification. In order to preserve adequate land that is well sited for business use, it is important that the Township keep the existing lands zoned business, whether they are presently used that way or not. In addition the text of the Zoning Ordinance should be changed to remove freestanding single family homes as a permitted use in the Business District. Instead, the Zoning Ordinance should permit dwelling units in the Business District only as part of a multifamily dwelling, or on the second or third floors above businesses. This change will have the added benefit of providing more affordable housing opportunities for both year-around and seasonal residents, as well as for seasonal workers.

A key dimension of maintaining the character of the village is to encourage that as new buildings are constructed, they have certain common elements (as illustrated in Figure 7-1) and do not use certain materials. For example, buildings in the Business District should be encouraged not to have exteriors made of predominantly metal, glass, concrete, cement block, corrugated fiberglass or similar materials that are inconsistent with a northwoods appearance. The Township should add provisions to the Zoning Ordinance to encourage the implementation of a similar visual character in the Business District.

**Figure 7-1  
Protection of Visual Character**



Source: Leelanau County General Plan

### **Natural Carrying Capacity**

As indicated in Chapter Five, public sewers are not likely a feasible option in Glen Arbor Township, without a very high cost and little benefit to most private landowners. This is largely because existing septic systems are working fine except in some parts of the village. There are also serious issues associated with where waste treatment facilities could be constructed and where treated waste could be disposed of, because of the limited amount of private land and the pristine water quality of the Glen Lakes, Lake Michigan and the Crystal River. With the limited amount of undeveloped, privately owned land, and the absence of public sewers, it is unlikely that development much more intensive than that which already exists in the Township will be proposed. This situation makes it both easier and more certain to make future decisions that will retain the existing character of the Township that is so cherished by residents and visitors alike.

To a very great degree, the boundaries of the Township, the lands owned by the National Park Service, the natural limitations of soils for septic wastes, and the high water quality of the lakes and river create a natural carrying capacity for development in the Township. That capacity is nearly reached and is likely to be achieved within the next twenty years. The existing land use pattern has been set and most of the opportunities for development are infill or replacement of existing structures. This means that future land use decisions must largely focus on ensuring conformance with local setback and design considerations. These will

ensure retention of existing character and protection of the natural environment. Any proposed change to this land use pattern or to the density or intensity of development beyond that which is presently planned and zoned, should be closely scrutinized and will likely be met with little public support, unless a very strong set of public benefits were to be achieved. If the proposed change were inconsistent with this Plan, then this Plan would need to be amended, along with the Zoning Ordinance, before such a change were approved and implemented.

### **Relationship to Plans and Zoning in Adjoining Jurisdictions**

Three local units of government border Glen Arbor Township. These are Cleveland Township to the east, Kasson Township to the southeast and Empire Township to the south (see Photo 7-11). Only a very small portion of Kasson Township borders Glen Arbor Township, along the southeast shore of Big Glen Lake. The existing Master Plans and Zoning Ordinances of Cleveland Township and Empire Township and the Zoning Ordinance of Kasson Township were reviewed to determine compatibility with existing and future land use as proposed in this Plan. Kasson Township will have a draft of a new Plan available in July for review and comment. Empire Township expects to have a draft of its updated Plan available in early 2005 for review and comment. The Cleveland Township Plan is of fairly recent vintage.

The Township Planning Commission met with representatives of each of these jurisdictions (except Cleveland Township was unable to attend) on May 3, 2004 to discuss issues of common interest. Topics discussed included the status of future land use plans and zoning ordinances in each jurisdiction, the availability of public sewer or water or any plans for same, boundary line land uses (existing and planned), what affordable housing options existed, what industrial land uses were provided for, a variety of lakefront development and watershed management issues, growing concerns over hillside development, and other related issues. The meeting confirmed the above analysis that the existing, planned and zoned land uses along common borders were compatible, as were policies concerning future land change. However, it is apparent that since Glen Arbor Township has very high land values, and no land well suited for a mobile home park or for industrial use, it is important that the Township cooperate with its neighbors to ensure any areawide needs for these uses are adequately met. Other observations from a review of the existing plans and zoning ordinances of these adjacent jurisdictions follow.

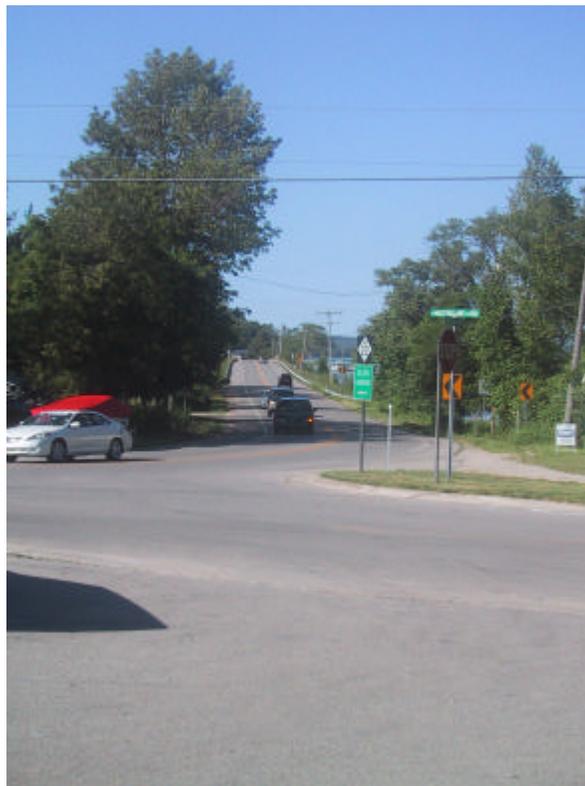
All three bordering communities have policies consistent with the preservation of the wooded, low density character that currently exists in those townships and in much of Glen Arbor Township. Large portions of two of these townships are also publicly owned by the National Park Service.

Off the lake, and near to Glen Arbor Township, all three communities have plans or zoning regulations (or both) that seek to maintain a density of from 1 dwelling unit per 5 acres to 1 dwelling unit per 10 acres. Along the Glen Lake shoreline in

Empire Township, density is closer to 1 unit per acre. In general, permitted uses include single family and two-family dwellings.

In Cleveland Township, the adjacent area is zoned for agriculture while the future land use map shows it as low density residential. This difference occurs because the future land use map indicates what the area is to be zoned when it is no longer zoned agriculture. It will still have a density of 1 dwelling unit per 10 acres, but will also permit planned unit developments (PUDs) that have a minimum impact on slopes and roads.

**Photo 7-11**  
**Entry Across the Narrows Bridge from the South in Empire Township**



*Photo by Mark Wyckoff*

There was great concern over protecting water quality in the Glen Lakes and trying to achieve more uniformity with regard to lakefront development. Both Empire Township and Kasson Township have relatively developed shorelines along Glen Lake, which are similar in development pattern to those portions of Glen Lake shoreline in Glen Arbor Township and are similarly zoned. The Empire Township Plan identifies a potential need for a public sanitary sewer system to serve the low to moderate density shoreline areas, due to a lack of suitability of some shoreline segments for on-site septic systems. Empire Township has adopted more recent lakefront zoning regulations including prohibitions against keyholing and construction of boathouses and Glen Arbor Township will review these with an eye to achieving greater uniformity. The Empire Township

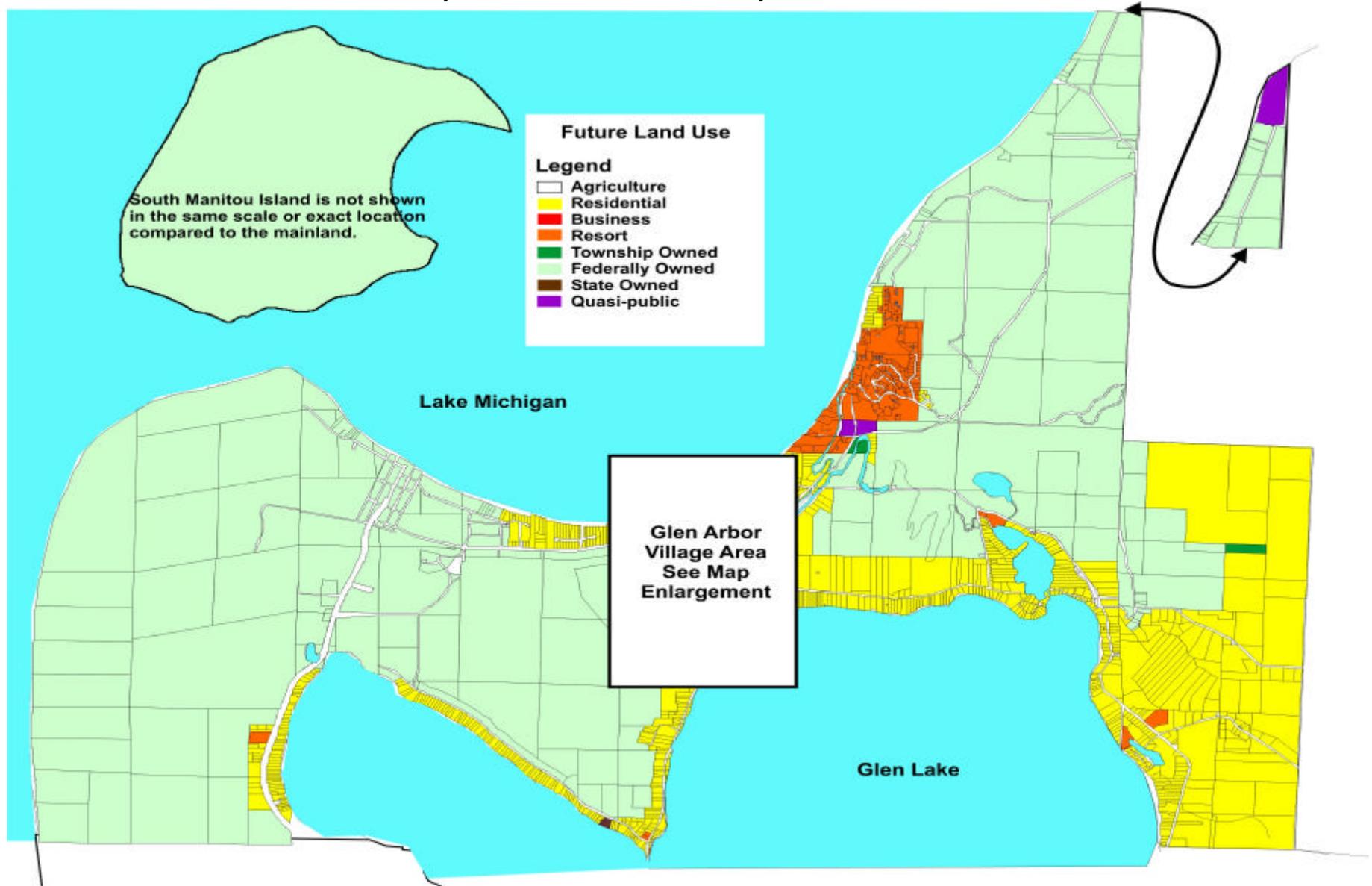
representative also mentioned the strong letter of support sent by the Township Board to Glen Arbor Township Board concerning moving the boat launch to the Glen Haven area.

### **Future Land Use Map**

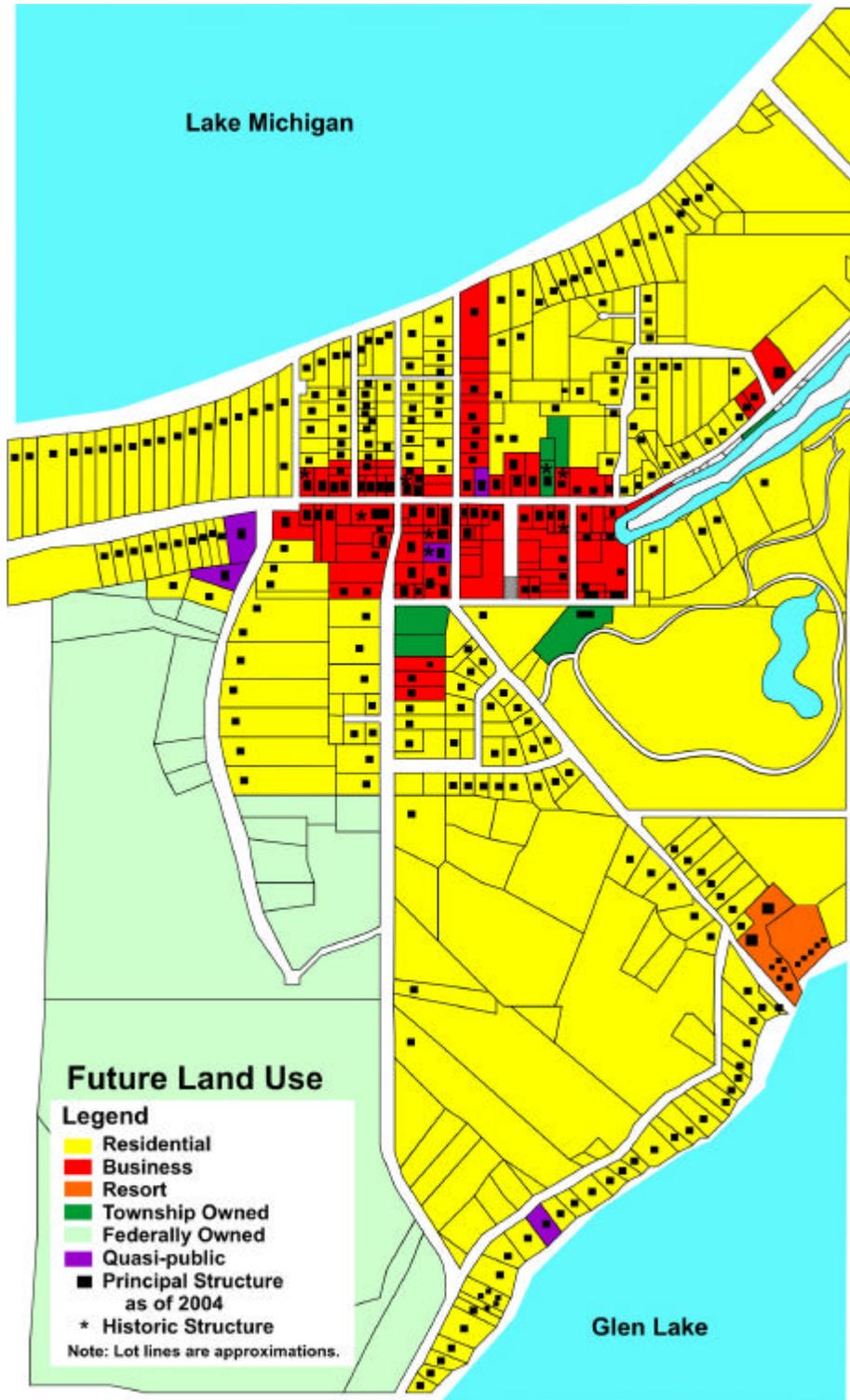
The Future Land Use Map (comprised of Maps 7-1a and 7-1b) sets forth the proposed general arrangement of future land use for Glen Arbor Township. The dominant use area depicted is, of course, the Sleeping Bear Dunes National Lakeshore. Some infill is anticipated over the next twenty years. The comparatively few acres in the Township outside the National Lakeshore are divided on the Map into categories that reflect the policies which the Township intends to continue to implement through the Zoning Ordinance, other controls and investments.

Map 7-1a depicts the whole Township, while Map 7-1b shows just the village of Glen Arbor and surrounding area. To a long-time resident very familiar with the Township, there is very little proposed change to land use on the Future Land Use Map compared to the present. That is because there is little privately owned land and the Township will likely reach buildout within the next 20 years. As a result, the land use pattern is well established, and once filled out as planned and zoned, will adequately serve the needs of both year-around residents and visitors. Density is not depicted on the Future Land Use Maps. General density ranges are discussed below. Permitted density is established by the Zoning Districts (which are summarized in the next chapter) and depicted on the Zoning Map, which is a part of the Township Zoning Ordinance and not illustrated in this Plan.

Map 7-1a Glen Arbor Township Future Land Use



**Map 7-1b  
Glen Arbor Township Future Land Use – Village Area**



The following categories of land uses are depicted on the Future Land Use Map:

**Residential** (yellow and a small amount of agricultural land in white)

1. Very low density because of significant natural limitations on the land.
2. Waterfront residential is predominately low density, but includes some areas of higher residential density based on historic platting and includes some backlot areas where waterfront access rights are common.
3. Low density adjacent to areas in the very low density area, or adjacent to (and often across the road from) developed waterfront areas.
4. Medium density in the village of Glen Arbor.

**Resort** (orange)

5. Resort residential and resort business as part of planned developments.

**Business** (red)

6. Village business.

**Public and Institutional** (four colors, depending on entity owning land)

7. Public and quasi-public.

**Very Low Density Residential**

***Characteristics***

Areas shown as very low density residential are characterized by natural features which are either worthy of protection or incapable of supporting relatively intense use. [The words "intense" and "intensity" are used in this text as relative terms in comparing the various use areas. The Township is not characterized by what would normally be called intense development, and it is not intended that it will be.] The former would be typified by the steep hillside and wildlife wetlands and the latter by areas which have severe limitations for individual sanitary waste disposal (septic tank) systems. In other words, the natural features of the very low density residential areas need a high level of protection from the impact of development. The very low density residential areas include:

- Land currently in agricultural use up on Miller Hill and the Port Oneida area.
- Areas of steep hillsides. These are located primarily in the eastern part of the Township. Although there are other hillside areas (such as the west side of Big Glen Lake) they are already developed.
- Areas well suited to wetlands wildlife habitat. The cranberry marsh south of the village and some lands near the Crystal River fall into this category. Although, similar conditions exist near Fisher Lake and Brooks Lake, the predominant characteristic of those areas is of waterfront development.
- Areas with "severe limitation" for individual waste systems. Lands near the Crystal River are included. Similar conditions exist on parts of the Fisher Lakes and Brooks Lake.

***Objectives***

It is the intent of this Plan that the very low density residential areas will be the least developed of all areas of the Township so that the natural features are preserved as much as possible. When land is used, it would be at very low

density with options available which would allow development in small portions of a parcel while major portions are preserved. Minimum land parcel sizes are three acres (130,680 square feet) or more in area. Most of the very low density residential areas are on the east side of the Township and fall within the current Agricultural District which is a minimum parcel size of three acres. They are also the furthest from and hardest to reach for fire and emergency services.

### ***Uses Intended***

Zoning districts permit agricultural use, forest management, and single family dwellings. Passive recreation uses and trails can be compatible with the objective of preservation provided that natural land features are not altered significantly.

### **Low Density Residential**

#### ***Characteristics***

The low density residential areas can be divided into two main categories:

- Areas which consist of fairly level, undeveloped open terrain that generally border areas of more intensive development (such as waterfront residential areas).
- Areas which are sparsely developed and in close proximity to more intensively used land, such as near the village of Glen Arbor.

Three of the areas planned in this manner are already occupied by dwellings. They include the M-109 frontage west of the village, the area north of M-22 and generally between the Homestead and the village and the east side of Fisher Road near Northwood. The major emerging areas at this density are on the north side of Northwood Drive from Lake to Fisher Road and part of the area bounded by Lake, Sunset, M-22 and south of the lots on Lakewood (not including the cranberry marsh).

Another common characteristic of these areas is that they do not fall easily within the other categories: they do not front on lakes and usually they do not contain soil problems or steep hillsides.

#### ***Objectives***

Low density residential use areas have densities ranging from roughly one to three acres (45,000 to 131,000 square feet per dwelling). This land is largely in the R-III Zoning District. Policy for the low density residential areas is to maintain significant open spaces by allowing densities which make it possible. Density can be higher than in the very low density residential areas because existing natural features do not require as much special attention.

### ***Uses Intended***

Zoning districts applicable to the low density residential areas should permit a full range of uses normally associated with single family, detached residential areas. Clustering is permitted to allow flexibility so that open spaces can be maintained. Limitations should be placed on uses other than residential so that natural

features are preserved.

## **Waterfront Areas**

### ***Characteristics***

The waterfront properties in Glen Arbor have characteristics which require special consideration in plan implementation. Most of the waterfront is almost exclusively characterized by both seasonal and year-round single family housing. Most parcels are already developed. Waterfront parcels not in single family use are in small or large resorts, or used for marinas.

The waterfront areas include shoreline on Lake Michigan, the Crystal River, Fisher Lake and the Glen Lakes. They also include some non-waterfront land such as the land between the west side of M-109 and the Sleeping Bear Dunes and between M-22 and Alligator Hill. Although not directly abutting the water, the orientation of homes in these areas is toward the water. Some properties include waterfront access parcels which are separated from them by roads.

### ***Objectives***

Policies for the use of waterfront property recognize that these areas are primarily developed and land use controls are tailored to fit the situation. All single family property on the waterfront should be in a single zoning classification. Currently, several different zoning classifications apply. Existing lot sizes range from 15,000 sq. ft. to 30,000 sq. ft. depending on how the land in the area has been platted or split. Currently, the R-II District establishes requirements for waterfront residential lots. New splits must have at least 100 feet of frontage on the waterfront and at least 30,000 sq. ft. New structures must not exceed 30% of the lot, and must conform with anti-bigfoot requirements.

### ***Uses Intended***

The predominant use of the waterfront areas is for seasonal or year-round dwellings. New nonresidential uses on lots not already used for that purpose are not permitted. Controls relating to preservation of lakefront views from the road and adjacent properties are necessary, as are (bigfoot) regulations to prevent overbuilding of structures on a parcel. Excessive mass of structures on waterfront lots is out of character with the shoreline area, often prevent viewing the water from the road, and increases stormwater runoff with negative effects on water quality.

Since the waterfront areas of the Township are mostly developed, and the demand for water access is expected to increase, it is anticipated that there may be increased pressure for the use of keyhole or funnel development. This is typically where one or two waterfront lots are acquired and used to funnel backlot users onto a lake, often with a very large dock and many boats. Zoning regulations prohibit this type of development, or any other overuse of waterfront resources in Glen Arbor Township. Funnel development is prohibited because it can cause overcrowding of public waters, create hazards to life and property by

increasing the risk of boating and other similar accidents, adversely affects the recreational experiences of both riparian owners and the public, adversely affects property values of shoreline property located near funnel developments, and can destroy residential communities.

### **Medium Density Residential**

#### ***Characteristics***

These are residential areas with the greatest density in the Township that are not on the waterfront or part of the Homestead or other resort. All medium density areas are within the village of Glen Arbor. They are close to and surround the businesses in Glen Arbor. When and if public utilities are needed such as centralized sewer and water systems, they will be needed in the village area.

#### ***Objectives***

The objectives of the Plan in the medium density residential area are to provide for the Township's most intense residential development outside of the Homestead resort. Currently there is a wide range of lot sizes in the village, running generally from 6,000-30,000 sq. ft. However, lots under 15,000 sq. ft. often face serious septic and well separation problems. The R-I District has a 15,000 sq. ft. dwelling minimum and should continue to guide future land division and use in this area. Shorefront residential property within the village should be rezoned to be consistent with other waterfront residential areas.

#### ***Uses Intended***

Zoning districts for the medium density residential area primarily permit one-family dwellings. However, multiple-family dwellings would be permitted where lot size is adequate to accommodate septic systems and density is not more than one dwelling unit per 15,000 sq. ft. Churches, schools and recreation uses are also permitted.

### **Village Business**

#### ***Characteristic***

The village business area is, of course, characterized by the present businesses. Most of the original platted part of the village is presently zoned Business and those parts of the original village south of Western Avenue not yet used for business use are planned for future business use.

#### ***Objectives***

It is the intent of this Plan to concentrate retail stores and services in the village business area in order to strengthen it as a commercial center and not to allow it to expand outside the edge of existing business use as presently zoned in the village, except for a few peripheral lots on M-109 at the west edge of the village and a few lots used for residential and commercial uses on the west side of M-22, north of State Street.

### ***Uses Intended***

The village business area is typified by a broad variety of uses which serve the retail needs of the summer and winter visitor and of the year-around resident.

Examples of uses include:

- Grocery, pharmacy, hardware, clothing, gifts, novelties and other retail sales
- Financial, real estate and other service establishments
- Restaurants and taverns
- Medical, dental, optical and related health and fitness services
- Electrical, plumbing, and building trades
- Office buildings.

Multiple family dwellings are also permitted in village business area, either as free-standing apartment buildings, townhouses, apartments over businesses or other forms of shared wall dwellings. However, all parking for residents must be on site and all Health Department requirements for well and septic must also be met.

### **Resorts**

#### ***Characteristics***

Two types of resorts are provided for.

1. The Homestead, a large planned development with a compatible and well designed mix of a wide variety of residential living options for short and long time occupants, as well as a variety of food service, retail, and commercial recreation options (including a par three golf course and ski hill).
2. Small resorts with cottages or other residential units and the owner/operator living on site, possibly with other limited commercial services such as a marina, boat sales, rentals, food service or sales, laundry and/or other personal services.

#### ***Objectives***

There are only a few family oriented resorts remaining with 3-6 cabins rented on a weekly basis. Three marinas are also located along the waterfront (one at the Narrows, one at the end of Lake Street, and one at the north end of Fisher Lake where Fisher Road and 675 intersect). Existing small resorts and marinas in the Township have a proud and long heritage that is desired to be maintained and thus such uses are permitted uses in a Commercial Resort district. Many existing residents first visited the Glen Lake area by staying at traditional resorts.

However, the closure of most small resorts along the shores of the Glen Lakes and Lake Michigan over the last decade, and their replacement with year-around homes indicates a market and community preference for single family homes on individual lots, so, no new resorts or marinas are desired to be established on these waterbodies, although existing resorts or marinas could be redeveloped consistent with the Commercial Resort requirements. Future dwelling units should be limited to 15,000 sq. ft. per dwelling on that land suitable for building upon, all parking must be on-site and all Health Department requirements must

be met.

Redevelopment of resorts over 2-3 acres into anything other than a single family homesite, should be done as a planned unit development (PUD). A PUD is a development planned to meet specific objectives with regard to a mix of land uses in a manner that involves creative preservation of most of the natural features and/or open space on a site. Planned developments are usually large enough to support a variety of uses which are all related. They can include not only housing and recreation uses but also businesses such as restaurants and shops designed to serve users of the planned development and sometimes other patrons, as does the retail area at the Homestead. A planned development must be undertaken in accordance with an approved site plan (which carefully looks at number, type and arrangement of land uses, parking, signage, ingress, egress and related aspects of the project on the site), so that businesses and other nonresidential uses can be permitted and buffered from residential areas both within and outside the development.

### ***Uses Intended***

New resorts, or expansions of large existing resorts like the Homestead are expected to involve a wide range of land uses and will be handled as planned unit developments under appropriate zoning provisions. While a smaller range of uses is involved in the older style, small resorts, the land area involved is also much smaller and nuisance impacts from higher intensity use levels on adjoining single family lots is greater. Thus, either PUD or special use permit standards should guide future expansions of existing small resorts, although the traditional range of cottages and related recreation uses in small resorts should be permitted.

### **Public and Quasi-Public Uses**

Public or quasi-public uses include government buildings, parks, institutional uses, churches, private schools like the Leelanu School and private clubs, such as the Glen Lake Yacht Club. The Plan recognizes such existing uses. The Future Land Use Map also depicts the location of most such uses including all Township-owned, State-owned and Federally-owned parcels (including anticipated acquisition of some privately owned lands within the National Park boundaries). The designation of public and quasi-public areas and uses on the Future Land Use Map is not intended to represent or suggest a specific zoning district as these uses are intended to be allowed in any zone.

### **Private Roads**

Many developments are served by private roads instead of public roads. However, in some cases these private roads serve a dozen or more lots and do not connect with nearby public roads, or other private roads. This single means of access creates unnecessary risks for fire trucks or other emergency vehicles if a storm or fire blocks access. The Township Private Road Regulations (Section IV.23) should be reviewed and updated to require emergency connections

between public and private roads and to ensure the private road opening is maintained wide enough and high enough for fire trucks and other emergency vehicles to easily pass through.

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