

THE LEELANAU GENERAL PLAN



Policy Guidelines for Managing Growth on the Leelanau Peninsula

*Adopted 1995
With Amendments through 2012*

LEELANAU GENERAL PLAN:

Policy Guidelines for Managing Growth on the Leelanau Peninsula

Adopted in 1995; With Amendments in 2000, 2005, 2012

Principal Goal

It is the principal goal of the **Leelanau General Plan** to establish a strategy for guiding growth that protects and, where possible, enhances the unique character of life on the peninsula. To that end, the **General Plan** focuses on balancing environmental protection, resource management, and economic development so as to provide a foundation for a suitable economy that permits long term prosperity for all present and future Leelanau County residents. The balance so achieved should not sacrifice environmental quality when reasonable and prudent development alternatives exist. This plan recognizes that a healthy economy depends on a healthy environment. Achievement of this goal means protecting the integrity of the land base for use by present generations without unnecessarily compromising the options of future generations.

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THE LEELANAU GENERAL PLAN
Policy Guidelines for Growth on the Leelanau Peninsula

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DEDICATION

This General Plan is dedicated to the present and future generations of the Leelanau Peninsula. The Plan is dedicated to the belief that the current residents of the county hold the Peninsula in trust, with a responsibility to pass it on to future generations in at least as good a condition as we received it from those who came before us. It is further dedicated with thanks for the generous labor, creative thoughts, and commitment of the hundreds of citizens who contributed to this effort.

LEELANAU GENERAL PLAN

Background and Summary

The ***Leelanau General Plan***, created through a public process involving many hours of citizen involvement, sets forth the needs and priorities for maintaining and improving the quality of life on the Leelanau Peninsula. This update, begun in 2002, is the third update to the ***Plan***, which was first approved on July 11, 1994 by the Leelanau County Planning Commission and on May 1, 1995 by the Leelanau County Board of Commissioners. The Leelanau General Plan is a living document, which must be reviewed at least once every 5 years. Timely reviews, updates, and major revisions are all necessary in order for this plan to remain a relevant and useful document, that will assist in the preservation of the best and most desirable elements of Leelanau County.

The background and findings of the Leelanau General Plan identify development, environmental protection, and economic development as the most pressing issues facing the County.

- Uncontrolled development may erode some of the most prized elements of the County – its scenic beauty, rural character, and high environmental quality.
- Monitoring the quality of the Peninsula’s water, land, and other natural resources is crucial to maintaining the high quality of life that the County currently enjoys.
- The geographic location of the County has created an economy that has difficulty sustaining year-round employment, particularly for younger residents. Coordination of economic development and adequate housing opportunities will be necessary to address this issue as the County grows.

The ***Plan*** recognizes that to successfully address *any* of these issues, a balance must be achieved between *all* of them. The Plan further acknowledges that this balance can only be achieved with coordination between multiple units of government and their citizens.

The ***Leelanau General Plan*** is a complex document, intended to serve as a foundation for planning on the Peninsula. A great deal of background information, policy guidelines, and recommendations are provided to assist citizens and governments in research and decision-making in land use issues. To assist with the use of the document, the Leelanau County Planning Commission suggests that readers first familiarize themselves with the Principal Goal of the ***Plan***, found at the beginning of the document and in the Preface. The Principal Goal serves as the foundation and rationale behind the policy recommendations found throughout the ***Plan***.

The ***Leelanau General Plan***, and its several revisions, are the result of many hours of hard work by many citizens of Leelanau County. The County Planning Commission would like to thank all those involved in the creation of this document, as well as the readers of the Plan, for their involvement in and commitment to the Leelanau Peninsula.

PREFACE

INTRODUCTION

The **Leelanau General Plan** was developed with the support and guidance of citizens and representatives of all local governments in Leelanau County to offer an overview with inner consistency on the issues of future peninsular land use. It is founded on the principle that all land use and infrastructure decisions that do not involve issues of greater than local concern should be made at the local level. These decisions should be carefully coordinated with adjacent jurisdictions and appropriate county agencies. The plan looks to a continuing partnership between the county and local units of government in the achievement of the shared vision described in this plan. The partnership can be built on mutual respect in areas of overlapping responsibilities and mutual support in areas where responsibilities are separate but compatible in pursuit of common goals and benefits. It is envisioned that future local comprehensive plans will be compatible with the **Leelanau General Plan**, but more specific with regard to land use and local implementing policies.

The Peninsula Chamber of Commerce provided the initial impetus for the public participation process which led to development of this plan. The public concern for improved growth management was first published in an economic development task force report sponsored jointly by the Chamber of Commerce and the County Board of Commissioners. The county board had expressed concern over fragmented planning on the peninsula and the apparent lack of value received on 1.5 million dollars spent in the prior decade on planning activities. In light of a significant number of severe development controversies, the county board desired to make county planning and planning county-wide more effective, or spend less money (perhaps none) if there were no meaningful role for the county in planning activities.

In response, the County Planning and Community Development Department, with the assistance of the County Planning Commission and County Board of Commissioners, created a 60+ member Citizen Advisory Committee (CAC). The CAC, in a series of meetings beginning in December 1989 and ending in July 1990, made recommendations for a new plan with a broader focus and greater support than the type of plan traditionally prepared independently by a County Planning Commission.

Each local governmental unit in the county entered into a mutual agreement (in the form of a memorandum of understanding) to participate with the county in the development of a general plan which would look in a coordinated manner at the issues and alternatives for guiding growth on the peninsula. The agreement is reproduced in Appendix A.

This planning process represented an unprecedented commitment in the state of Michigan on the part of both county and local units of government. Each local government agreed to:

- participate, fully and freely, in the process by appointing one elected official, one planning commissioner, and one citizen-at-large to participate;
- communicate all suggestions via the participation process;
- participate fully in the various forums, seminars, workshops, and other meetings scheduled as a part of the process;
- accept, review, discuss, and respond to all reports, working papers, documents, etc. produced relative to the plan;
- provide without cost needed data, reports, and other information.

In turn, the county agreed to:

- coordinate and pay the costs of preparation of the county-wide growth management plan;
- conduct basic planning research and mapping.

It is hoped the **Leelanau General Plan** is not merely a "county plan" even though it has been adopted by the County Planning Commission. Instead, it is intended to be a plan that affects the lives of all peninsula residents and visitors on a daily basis. It is not intended to be as detailed as local comprehensive plans usually are, but rather to address the broader issues, and especially the multi-jurisdiction issues from a peninsula-wide perspective.

The ultimate success of the **Leelanau General Plan** largely depends on the commitment that is made to implementation. Commitment needs to come from every local government, the county, the various state and federal authorities as well as a broad spectrum of county citizens. It would be easy to ignore addressing the issue of implementation in the **General Plan**, but that would only delay discussion on this most important issue until much later, and forego several opportunities for meaningful public input. As a result, Part Three of this plan proposes an implementation strategy.

PROCESS USED TO DEVELOP THE PLAN

Broad citizen involvement was encouraged by the Citizens Advisory Committee whose opinion is reflected in the following quote from an early working paper:

"Involving people in the planning process means acknowledging that everyone has something of value to contribute. This system seeks to avoid setting up citizens, developers, environmentalists, or local governments as "the enemy". Recognition of this fundamental can change the dynamics of growth manage-

ment from "us against them" to "we're all in this together".

Seventeen working papers (listed on *Page ix*) document key input and findings on the route to preparation and updates of this plan. Working Papers #6 and #12 are especially significant in documenting the shared common vision.

The process followed to create this plan attempted to create a shared common vision of the future.

RELATIONSHIP TO LOCAL PLANNING AND OTHER COUNTY OPERATIONS

This **General Plan** is intended to guide the actions of the County Planning Commission and many of the priorities of the County Planning and Community Development Department. It should also play a major role in guiding public facility and infrastructure decisions by the County Board of Commissioners and other county departments and commissions (such as the Road Commission) after capital improvement programs compatible with the Plan are prepared. Part Three focuses on these issues and the institutional changes that need to occur for this goal to be accomplished.

It is believed that common pursuit of the policy guidelines in this plan has led, and will continue to lead to, improved efforts to integrate and coordinate planning throughout the peninsula. *It is hoped a mutually supportive working relationship between the county and local units of government on the peninsula can build from the positive experience achieved by the many local government officials and citizens who significantly participated in the development of this plan.*

CREDIT ON ORGANIZATION OF THE PLAN AND INITIAL CREATIVE FOCUS

The authors of this plan wish to acknowledge that the structural organization of the **Leelanau General Plan** owes some of its exist-

tence to the award winning 1990 **Howard County** (Maryland) **General Plan**. That plan received a prestigious American Planning Association Award in 1991. The simple straightforward organization of that plan, the names of some of its chapters and the contents of its decision maps strongly influenced the structure and maps in this plan.

For its initial creative stimulus, the General Plan also recognizes the Intergovernmental Growth Management Consortium. This consortium of Michigan communities seeks new ways to use existing laws, as well as supports the passage of new laws to enable local governments to better manage growth. Leelanau County participated in the Consortium.

GENERAL PLAN UPDATES

The **General Plan** is founded on mutually supportive relationships in pursuit of mutual goals. To ensure that these relationships and goals remain mutual, it is important to periodically reexamine the plan and update it. Chapter 16 advocates the preparation of annual reports to document actions taken to implement the plan as well as the preparation of annual work programs and budgets. The **Leelanau General Plan** is thoroughly reviewed every five years to ensure it continues to reflect a common vision for the future of the Leelanau Peninsula.

In the summer of 1999, the Leelanau County Planning Commission appointed a steering committee to prepare a draft update to the **Leelanau General Plan**. The steering committee was divided into three sub-committees to address the issues of land use, economic development, and public facilities. These issues drove the review process, but each chapter was reviewed in detail and the most important issues were addressed. New information on the survey results, facilities strategies, and seasonal population was also compiled, and Working Papers 13, 14, and 15, respectively, were created with the data. In August of 2000, the Planning Commission approved the plan update with the understanding that four major issues—farmland preservation, open space

preservation, development rights, and greenways/trails—would be addressed following a review of the 2000 census data.

After receiving and reviewing 2000 Census data, the Planning Commission embarked on another update, which included a county-wide survey on a number of issues affecting the Peninsula, and updates to Working Papers #5 (Current Trend Future) and #11 (Demographics). The update primarily focused on Part 2 of the Plan, which discusses county issues in depth, and proposes policy initiatives to address those issues. Many changes consisted of updated information on trends, conditions, and initiatives, as well as added “accountability” to action statements. The “major issues” identified in the 1998-2000 update were addressed in this context. Two working papers were added to provide additional background information: Working Paper #16, which tabulates results from the county-wide survey, and Working Paper #17, which will include all comments on the proposed update. The Planning Commission approved a draft update for distribution in March 2005. After reviewing comments from local governments and other County agencies, the update was approved by the Planning Commission in October 2005.

PERSPECTIVE

The **Leelanau General Plan** assumes future growth will occur at about the same rate in the next 20 years as in the recent past. At the present time, the most significant economic development activity in the county is neither agriculture nor tourism (the mainstays of the economy for decades); rather, it is the construction of new single family homes. Over 4200 new dwellings were constructed in the county between 1980 and 2000. Much of this development activity has been on large lots scattered along existing roads throughout the county. If the low density residential sprawl pattern of most of the growth on the peninsula in the last three decades continues, however, it will destroy the present character and traditional economic vitality of the peninsula. Each new dwelling on prime orchard or forest land not

only permanently converts that land out of renewable resource use, but also creates a new public service burden and contributes to rising taxes on the farmer -making it more difficult for the farmer to stay in business.

Citizens and local government officials basically have two choices: maintain the status quo and accept a diminished quality of life or change destructive development patterns. This **General Plan** advocates the latter.

PRINCIPAL STRATEGIES

The **Leelanau General Plan** proposes a compact land development pattern that protects renewable resource lands (such as orchard land and forests) as well as sensitive natural resources (like wetlands and dunes). It proposes policies to encourage location of future land development in and near existing villages, as well as near Traverse City. It proposes infrastructure management policies to achieve and reinforce this land use pattern. It encourages the development and implementation of a transfer of development rights program (TDR) to accomplish open space protection, while simultaneously permitting large landowners an opportunity to capture the development value of their land. Open space zoning and rural clustering techniques are also proposed to encourage new development in rural areas to be sited so as to minimize visual impacts on the landscape and to minimize public service costs.

The plan proposes measures to protect the small-town, rural character of peninsula villages and the scenic qualities of the major road corridors. Using naturally occurring vegetation for landscaping, minimizing signs, burying utilities, placing parking at the side or behind commercial buildings are all measures proposed to retain the existing character of the peninsula.

More specifically, the plan proposes an environmental protection strategy that also:

- identifies and avoids development near sen-

sitive environments

- protects water quality of surface water and ground water
- minimizes land fragmentation of large parcels
- links open spaces
- restricts keyhole development
- protects renewable resources.

The plan proposes widespread acceptance by citizens of a stewardship ethic that views land not as an asset to be exploited, but rather as a resource held in trust for future generations for use by the present generation.

The **Leelanau General Plan** is neither a slow growth nor an anti-growth plan. It calls for *balanced growth* that is carefully guided to protect

The Leelanau General Plan proposes a compact land development pattern that protects renewable resource lands (such as orchard land and forests) as well as sensitive natural resources (like wetlands and dunes).

and enhance the quality of life on the peninsula. It accepts the principle that environmental protection and economic development are not incompatible objectives. It recognizes that a healthy economy depends on a healthy environment. To these ends the following general strategy is proposed:

- curtail sprawl and encourage compact development
- protect and enhance the existing economic base
- create new year-round jobs
- guide new development where public services are adequate or efficiently added

- phase future growth
- seek to achieve a better balance between the location of jobs/housing/ transportation
- protect agricultural operations
- protect sand and gravel resources
- address equity concerns of large landowners in the implementation of development regulations
- improve educational opportunities
- improve health and human services.

Additional tools to be used to better manage growth include:

- increased promotion of carefully considered PA 116 enrollments
- the use of a peninsula-wide transfer of development rights program to address landowner equity interests while still protecting renewable resources
- concurrency requirements so new development occurs after necessary public facilities are in place (not before)
- village and rural service districts to define what services will be available where and when
- capital improvement programs to better guide development of new public facilities.
- development of a county-wide map to identify the location of all new future public facilities
- development of impact assessment procedures and checklists
- development of model local ordinances
- further enhancements to the County Planning and Community Development office's data center function and Geographic Information System.

The plan recognizes special needs for affordable housing and jobs among a growing segment of the year-round residents. It also recognizes the growing economic disparity between persons of different age and income classifications.

The **General Plan** recognizes important roles for the county in the provision of:

- data
- maps
- coordination and communication
- technical assistance
- model plans and ordinances
- capital improvement programming
- conflict resolution
- training
- limited financial support and encouragement of local planning
- assistance in passage of new legislation to improve the range of available tools to manage growth.

A list of the principal issues in which guidance from this plan is likely to be sought are presented below.

- as the basis for more detailed township and village plans and development ordinances.
- as a framework for private investment in the county.
- as an aid to village, township, and county public facility and infrastructure decisions.
- as a guide to the County Planning Commission in fulfilling its responsibility to review proposed public facility expenditures, and township plans and zoning amendments.
- as a guide in improving protection of air and water quality.
- as a guide to improved long term resource management decisions, especially with regard to renewable resources, critical plant and animal habitats, and sensitive environments.

- as the basis for joint village / township / county grant utilization activities.
- as an organization plan for county program expenditures
- as a means of facilitating intergovernmental cooperation (e.g., with not only the county and local units of government, but also with area schools, the National Park Service, the Soil Conservation Service, the Grand Traverse Band of Ottawa and Chippewa Indians, MDOT, Benzie and Grand Traverse Counties, the Northwest Michigan Council of Governments, etc.).
- to define issues of greater than local concern and establish appropriate mechanisms to deal with those issues.

CITIZEN BENEFITS OF THE PLAN

If implemented as presented, this plan will benefit the average citizen in the following ways:

- taxes will be lower than they would be if the plan were not implemented because future infrastructure and public services supported by property taxes will be incrementally provided in compact areas as needed, rather than spread widely across much of the peninsula.
- owners of agricultural and forest land will have improved opportunities for success due to reduced pressures from non-farm residences and will have new opportunities to capture the development value of their land without dividing and selling it for residential development.
- children of current residents will have opportunities to continue to live and work within the county in affordable homes and at jobs that provide an income sufficient to support a family.
- there will be many different types of housing opportunities to meet the needs of young and older families, "empty nesters," retirees, and

persons with special needs.

- there will continue to be large expanses of orchards, woods and other open spaces across the peninsula for many years to come.
- the unique beauty of the peninsula will continue to be largely maintained.
- sensitive natural features like wetlands, floodplains, dunes, and unique plant and animal habitat will receive greater protection over time, increasingly through acquisition of key properties by land conservancies.
- new jobs will be encouraged in areas where public services are available and adequate to meet the needs.
- local and county governmental agencies will more closely coordinate planning and the provision of other public services to eliminate unnecessary overlap, gaps and inefficiency.
- public services will be adequate to meet the needs of a diverse population.
- developers will find, over time, greater uniformity in local land use regulations across the county.
- development of coordinated planning objectives and ordinances between and among all the local jurisdictions will greatly benefit all because conflicts and variations will be reduced. Such a concept should in no way affect the autonomy of local governments with respect to implementing their ordinances. Compatibility throughout the county, however, will enhance the character, future growth, development, and economic well being of constituencies of the county. Such consistency will add legal strength by minimizing challenges and interpretations.

For a more detailed description of life on the peninsula when this plan is implemented (See Chapter 3 of Working Paper 12).

ORGANIZATION OF THE PLAN

The **Leelanau General Plan** is organized into three major parts. Part One examines issues from a peninsular view. It presents a comprehensive description of the character of the Leelanau Peninsula and the key policy guidelines proposed to protect and enhance the quality of life on the peninsula. Part Two takes a traditional "functional" view of issues and proposed policy initiatives to address them. Specific policies and action statements generated from extensive citizen input in seven functional areas (such as land use, transportation, natural resources, etc.) are presented to supplement and support the general growth management strategy presented in Part One. Part Three presents the structure for and major efforts to be initiated to implement the **Leelanau General Plan**. It includes a proposed institutional structure for planning decisions and identifies the actions that should be taken to implement the **General Plan**.

PRINCIPAL GOAL

The major purpose of the **Leelanau General Plan** is to record a consensus based growth strategy developed over several years. It is intended for joint use by Leelanau County and local governments within the county in making coordinated and mutually supportive future

land use, infrastructure and public service decisions. It includes policy guidelines and a brief description of key planning tools to achieve the following goal:

*It is the principal goal of the **Leelanau General Plan** to establish a strategy for guiding growth that protects, and where possible, enhances the unique character of and quality of life on the peninsula. To that end, the **General Plan** focuses on balancing environmental protection, resource management and economic development so as to provide a foundation for a sustainable economy that permits long term prosperity for all present and future Leelanau County residents. The balance so achieved should not sacrifice environmental quality when reasonable and prudent development alternatives exist. This plan recognizes that a healthy economy depends on a healthy environment. Achievement of this goal means protecting the integrity of the land base for use by present generations without unnecessarily compromising the options of future generations.*



Leland River, Village of Leland.

FIVE POLICY GUIDELINES FOR GUIDING GROWTH ON THE LEELANAU PENINSULA

Policy Guideline:

Intergovernmental Cooperation

*A partnership founded on mutual respect and mutual support in achievement of the common goals of this **General Plan** should guide the development and implementation of new relationships between the county and local units of government in the county and between the county and adjoining counties in the region.*

Policy Guideline:

Preservation of Peninsula Character

The existing natural and people-made features on the peninsula that make up its rural character are interdependent with the activities that comprise its economic base. It is important therefore, that future land use change on the peninsula enhance, not undermine the character of the area around it, and in so doing contribute to protection of the unique rural character of the entire Leelanau Peninsula.

Policy Guideline:

Working with Nature

Extensive and diverse sensitive natural features found throughout provide the foundation for the present and the future quality of life on the peninsula. They should be protected where pristine, restored where damaged, and have access and use managed for long term sustainability.

Policy Guideline:

Balanced Growth

New residential, commercial, and industrial development on the peninsula is encouraged provided it is: 1) in locations with public services adequate to meet its needs, 2) environmentally friendly, 3) consistent with the character of development in the area, 4) consistent with local plans and regulations, and 5) compatible with the guidelines of this General Plan. In the implementation of this policy guideline, both the county and local governments would seek to ensure over time, that all the health, safety, and general welfare needs of its citizens that can be reasonably met are accommodated with a variety of land uses in the pattern proposed and in a manner which does not unnecessarily compromise options for future generations.

Policy Guideline:

Managed Growth

*Local comprehensive plans and local development regulations (including for example, zoning and subdivision regulations) should be updated and thereafter maintained, to include goals, objectives, policies and strategies for managing future growth compatible with the **Leelanau General Plan**. Local plans should include more specific land use and density proposals at the parcel-specific level. Local regulations should focus on design and other issues of local significance. Public facilities should all be constructed according to local capital improvement programs that are coordinated at all governmental levels on the peninsula.*

LEELANAU GENERAL PLAN WORKING PAPERS

#1	Results of the Leelanau County Growth Management Forums	March, 1990
#2	A Survey of Citizens Concerning Issues Related to Long-Range Planning in Leelanau County	June, 1990
#3	A Survey of Local Officials Concerning Issues Related to Long-Range Planning in Leelanau County	June, 1990
#4	Final Recommendations of the Citizens Advisory Committee	April, 1991
#5	Leelanau Peninsula Current Trend Future: Implications of "Business as Usual"	Sept. 1991 <i>Updated 2004</i>
#6	Goals and Objectives for Managing Growth on the Leelanau Peninsula	Sept. 1991
#7	Economic Development	May, 1992
#8	Transportation, Public Facilities and Physical Services	May, 1992
#9	Natural Resources and the Environment	August, 1992
#10	Land Use	Nov. 1992
#11	Demographics	Nov. 1992 <i>Updated 2003</i>
#12	Alternative Futures	March, 1993
#13	Public Comments on the Draft Leelanau General Plan	March, 1994
#14	Leelanau County Facilities Strategy / Long Range Plan	March, 1994
#15	Seasonal Population	Jan. 2000
#16	2003 Leelanau County Citizen Survey	June 2003
#17	Comments on the Draft Update to the Leelanau General Plan	Sept. 2005

A summary of each working paper is included in Appendix C.

Chapter 1

INTERGOVERNMENTAL COOPERATION AND REGIONAL CONTEXT

POLICY GUIDELINE: INTERGOVERNMENTAL COOPERATION

*A partnership founded on mutual respect and mutual support in achievement of the common goals of this **General Plan** should guide the development and implementation of new relationships between the county and local units of government in the county and between the county and adjoining counties in the region.*

THE INTERGOVERNMENTAL CONTEXT

The preface includes a description of the history of the efforts which led to the creation of this **General Plan** in 1994. A key opinion of many citizens and local officials in the county is that the usual historical approaches to planning on the peninsula have not achieved a desirable result. The "usual approach" to planning and development regulation as described in Working Paper #12 includes the following characteristics:

- Each of the sixteen jurisdictions in the county has its own zoning ordinance.
- The original county plan was obsolete (it was adopted in 1975 and never updated).

- Local jurisdictions generally do not initiate efforts to coordinate local planning and zoning activities with each other.

- Analysis of surveys revealed that local officials' attitudes on development issues can often be more pro-development than those of the constituency they serve (see Working Paper #2 and #3).

- County involvement in an advisory capacity is generally more appreciated and seriously considered since adoption of the **General Plan** in 1994.

- Governing bodies often do not share the same common vision of the future as do the planning commissions.

- Each community acts without officially noting the impact of its decisions on adjoining jurisdictions.

Common problems with the "usual approach" to planning on the peninsula were identified in Working Paper #4 and expanded upon in Working Paper #12. These problems included the following:



Solon Township Hall

- Lack of internal consistency of local plans.
- Inadequate (and liability prone) administration of local zoning.
- Lack of interjurisdictional coordination.
- Lack of a "big picture" view.
- Lack of maintenance of the master plan and regulations after adoption (although this has improved significantly since 1994).
- Disproportionate influence of often illusory promises of new jobs and tax base on future land use decisions.
- Lack of widespread support for a common vision required for implementation.

These conditions led the Citizens Advisory-Committee (CAC - which recommended creation of this plan) to reach the following conclusions:

"Over \$1,500,000 local tax dollars were spent on attempts to manage growth in Leelanau County during the decade of the 1980's. The end result is sixteen (16) individual planning and development control efforts in the state's second smallest county. The principal result has been an acceleration in fragmented development which is straining the county's quality of life.

It is the conclusion of the CAC that the fragmented planning and development effort has not worked and must be overhauled for the sake of present and future generations. A unified effort reflecting on the county as a geographic area - not solely as a unit of government - must be initiated. The effort must be broad-based and internalized by the citizenry. A shared vision of the future must be the basis of growth policies. Only then will the planning process achieve maximum public support and benefit."

Local officials' attitudes on many development issues are often more pro-development than those of the constituency they serve.

The result after the recommendation of the CAC was the **Leelanau General Plan**, adopted in 1994 by the Leelanau County Planning Commission and supported in 1995 by the County Board of Commissioners. It was

updated in 1999-2000, and again in 2005 and 2011-2012.

While the county continues to have 16 separate individual planning and development control efforts, there has been some movement toward coordination and consolidations through the establishment of Joint Planning Commissions and one professional Planner or Zoning Administrator overseeing multiple jurisdictions. Additionally, the County Planning Commission has initiated and promoted educational opportunities to foster greater coordination and understanding of issues. Also, since the last update (2005), the Grand Traverse region has engaged in the Grand Vision to foster coordination on a regional basis.

ISSUES OF GREATER THAN LOCAL CONCERN

One common thread running through the above list of problems associated with the "usual approach" to planning and zoning on the peninsula, is the lack of means to deal with issues of greater than local concern.

Public interests that are broader than simply local interests include (but are not limited to) the following. Some are illustrated on page 1-5 (see Figure 1-1).

- private property rights.
- air quality protection.
- watershed management for water quality protection
- groundwater and well-head protection
- habitat preservation for sustainable fish and wildlife populations.
- protection of unique and endangered species.
- protection of sensitive environments (wetlands, dunes, floodplains, high risk erosion areas, etc), especially the large contiguous ecosystems like the Solon Swamp, the Crystal River, Sleeping Bear Dunes.
- resource protection necessary to sustain resource-based industries such as agriculture and forestry.



Attendees at the Annual Session sponsored by the Leelanau County Planning Commission.

- sustainable economic development to provide jobs for present and future residents.
- loss of open space and scenic views along key corridors.
- harbors.
- keyholing on lakes which lie in multiple jurisdictions.
- use of public access sites.
- establishment of new public parks and access sites on waterfronts.
- existing public parks (national, state and local).
- safe, efficient and environmentally sound roads and highways connecting our communities.
- public sewer and water services.
- infrastructure serving more than one community, or being extended farther than necessary.
- land use along municipal borders.
- large scale development impacts beyond municipal boundaries (e.g., large resorts, industrial facilities or large shopping facilities, airports).
- LULU's (locally unwanted land uses that

meet a regional need, such as gravel pits, junk yards, landfills, towers, etc.).

- solid and hazardous waste disposal and recycling centers.
- public economic development initiatives.
- affordable housing.
- needs of the handicapped, children, the elderly, and other special populations.
- adequate social services for citizens with temporary or special needs.
- adequate educational opportunities for all citizens.
- a sovereign nation within the county making independent land use decisions.

In many instances, these broader public interests revolve around common environmental features (which do not respect municipal boundaries), infrastructure, and the needs of special populations.

INTERJURISDICTIONAL COORDINATION ETHIC

The interjurisdictional coordination ethic recognizes that land use and infrastructure decisions of each governmental unit have, over time, an impact on the character of the entire

The interjurisdictional coordination ethic recognizes that land use and infrastructure decisions of each governmental unit have, over time, an impact on the character of the entire peninsula.

peninsula (indeed, on the entire region). In addition, citizens increasingly recognize that they primarily live in a geographic region, instead of merely a single jurisdiction as did our ancestors. For example, people who live in community A may shop in community B. They may go to school in community C, be entertained in community D, and work in communities E and F. They may do all of this in the same day. All

citizens are citizens of a single jurisdiction, of a county, and of a region. Each has a stake in the future of the local unit of government in which they live, in the county, and in the region. Businesses and industries also share this same stake.

If the mutual goals of this **General Plan** are to be achieved, it will take the coordinated efforts of all units of government working together to achieve them. Future local comprehensive plans in villages and townships in the county will relate to the **Leelanau General Plan**, but will be more specific with regard to land use. They will also be tied to implementation via local zoning and subdivision regulations and focused on protection of local quality of life. Local plan relationship with the **Leelanau General Plan** will be the focus of the County Planning Commission's review and recommendation as required by Section 41 of the Michigan Planning Enabling Act, Act 33 of 2008.

One significant benefit of a successful county-local partnership with broad based local support will be the additional leverage it gives in dealing with Lansing and Washington, D.C. bureaucracies. Coalition building, partnerships and collaboration are not just buzz words, they are the foundation for future success in an era of shifting responsibilities and shrinking resources. Strong intergovernmental cooperation founded on mutual respect and mutual support in achievement of the common goals of this **General Plan** is fundamental to a better future for Leelanau Peninsula.



Leelanau Veteran's Memorial.

Figure 1-1

ISSUES OF GREATER THAN LOCAL CONCERN

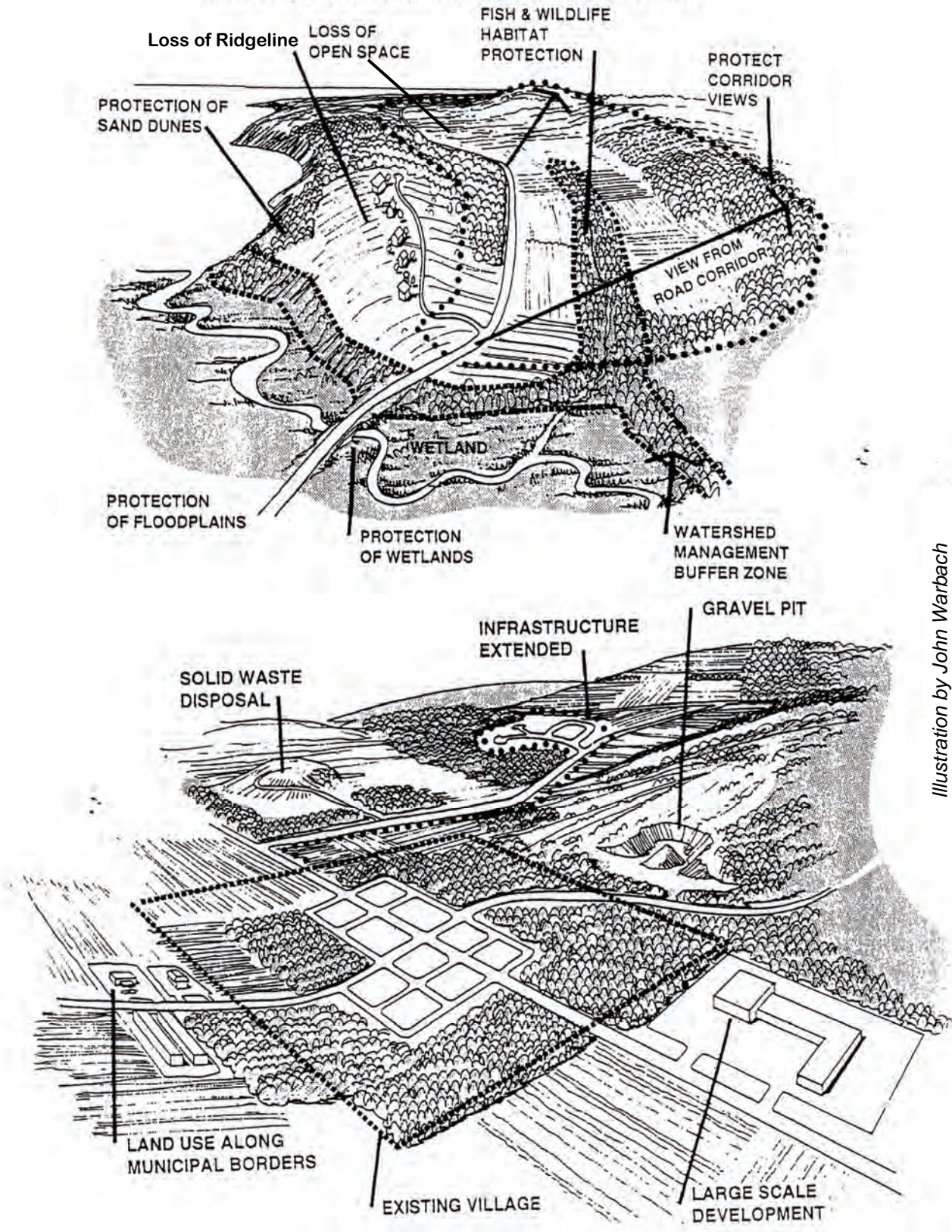


Illustration by John Warbach

Chapter 2

PRESERVATION OF PENINSULA CHARACTER

POLICY GUIDELINE: PRESERVATION OF PENINSULA CHARACTER

The existing natural and people-made features on the peninsula that make up its rural character are interdependent with the activities that comprise its economic base. It is important therefore, that future land use change on the peninsula enhance, not undermine, the character of the area around it, and in so doing contribute to protection of the unique rural character of the entire Leelanau Peninsula.

DESCRIPTION OF PENINSULA CHARACTER

Leelanau County can be described in many ways. In purely numerical terms, it is nearly 21% agricultural land, 48% wooded land, 19% open land, 2% wetlands, 2% sand dune/barren land, and 8% urban land. The pie chart below illustrates the land use/cover relationship in

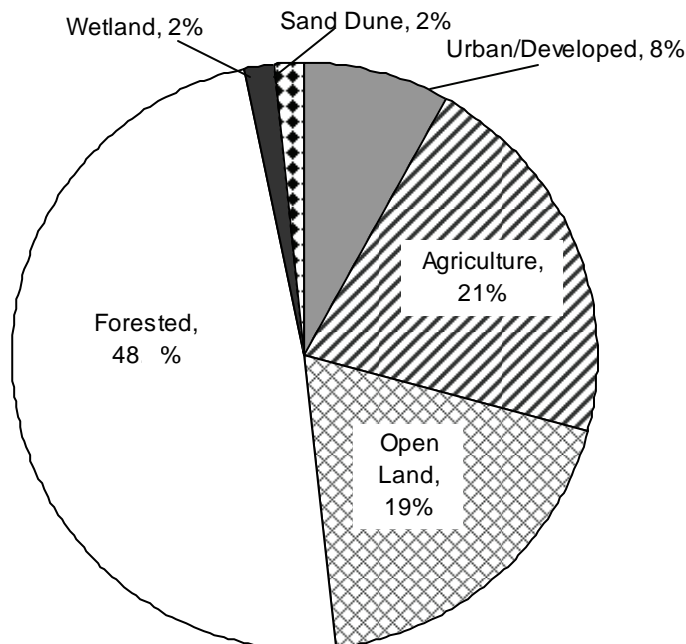
2000. (See Figure 2-1).

The character of the Leelanau Peninsula is a mixture of farms, orchards, forests, sand dunes, wetlands, rivers, lakes, bays, hills, valleys, resorts and villages.

But Leelanau County has a rural character that is much more than mere numbers can adequately convey. The outstanding quality of the Leelanau Peninsula is its unusually varied topography. As the photos throughout this plan illustrate, it is a peninsula of significant natural beauty. It is the home of a major national park and of a state park. It is a place of special scenic quality and opportunity for pleasure in the out-of-doors.

Visual character is the image one retains from looking at a landscape. This image is made up of many parts. It is the architecture of homes

**Figure 2-1
Leelanau County Land Cover, 2000**



and businesses in an area. It is also the shape of hills, valleys, and shorelines. It is how much the forests close in on the roads or how the fields are open. It includes the species of trees in the forests and the type of crops in the fields. Roads, too, are an important component: are they straight or curved, wide or narrow, and are there curbs **and sidewalks** on the residential streets?

The visual character of a community is important. It is more than just what buildings or landscapes look like. Visual character "sticks" in people's minds. It is a very important part of what attracts people to an area to live, invest, or vacation.

Familiar landscapes are important image guideposts people use in finding their way in daily activities. Change in the landscape can become a big issue because it affects a person's daily life by changing surroundings that were once familiar into suddenly unfamiliar settings.

High dune and glacial ridges form the major land features of Leelanau County (see Map 2-1). These ridges generally run north to south. There are small pocket valleys between the ridges, as well as broad slightly rolling plateaus in the center of the peninsula. Rolling plains are farms along the shoreline in the area of Northport. High points on the ridges are landmarks because of the striking views they provide to the inland lakes, Lake Michigan or Grand Traverse Bay. For example, the view to the north and west from the hill crest of Town Line Road is a panoramic view of Lake Michigan and the Manitou Islands that serves as both a beautiful view and as an orientation landmark. Because the ridges are highly visible, they need to be considered as sensitive visual environments. Development can easily change them.

Most of the peninsula is a checkerboard of woodlots, pastures or meadows, vineyards, active crop fields, orchards and water. There are few routes where forest borders the roads for more than a half mile, nor where open fields stretch for more than a mile without encountering another woodlot. There is more wooded landscape than open field.

Landscape Districts

The visually similar areas in Leelanau County are: (see Map 2-2).

West-Bay Shore Drive (M-22) from Greilickville to Omena. This is a narrow band of waterfront houses on the east side of the road and largely abandoned agricultural fields on the west that are being converted to large-lot residential use. There are occasional wooded areas and strip residential lots. The West Grand Traverse Bay is intermittently visible almost the entire length of this area.

The central peninsula farms. A broad sweep of crop fields and pastures stretch from the southeast part of the **peninsula** to the north central part of the peninsula. The south central peninsula farms are characterized by more traditional farms, fewer orchards. Extensive sand and gravel extraction activities also exist in the southwest portion of this area.

Ridge-top farms. These are farms, orchards and vineyards along both sides of the south arm of Lake Leelanau that are perched high on the ridges, and command long views.

Southwest forest and open valleys. In the southwest part of the county the hills are wooded and there are fewer farms and open fields. There are a few valleys that have been farmed, and are now largely meadows. This area extends from Bohemian Road (CR 669) to Empire north along Lake Michigan to beyond Leland.




Rolling dry dunes. In this area north of Leland to about Johnson Road there are open grassy fields on the hills and pockets of cedar and aspen in the wetter hollows. Between Manitou Trail (M-22) and Lake Michigan deciduous forest cover is fairly complete.

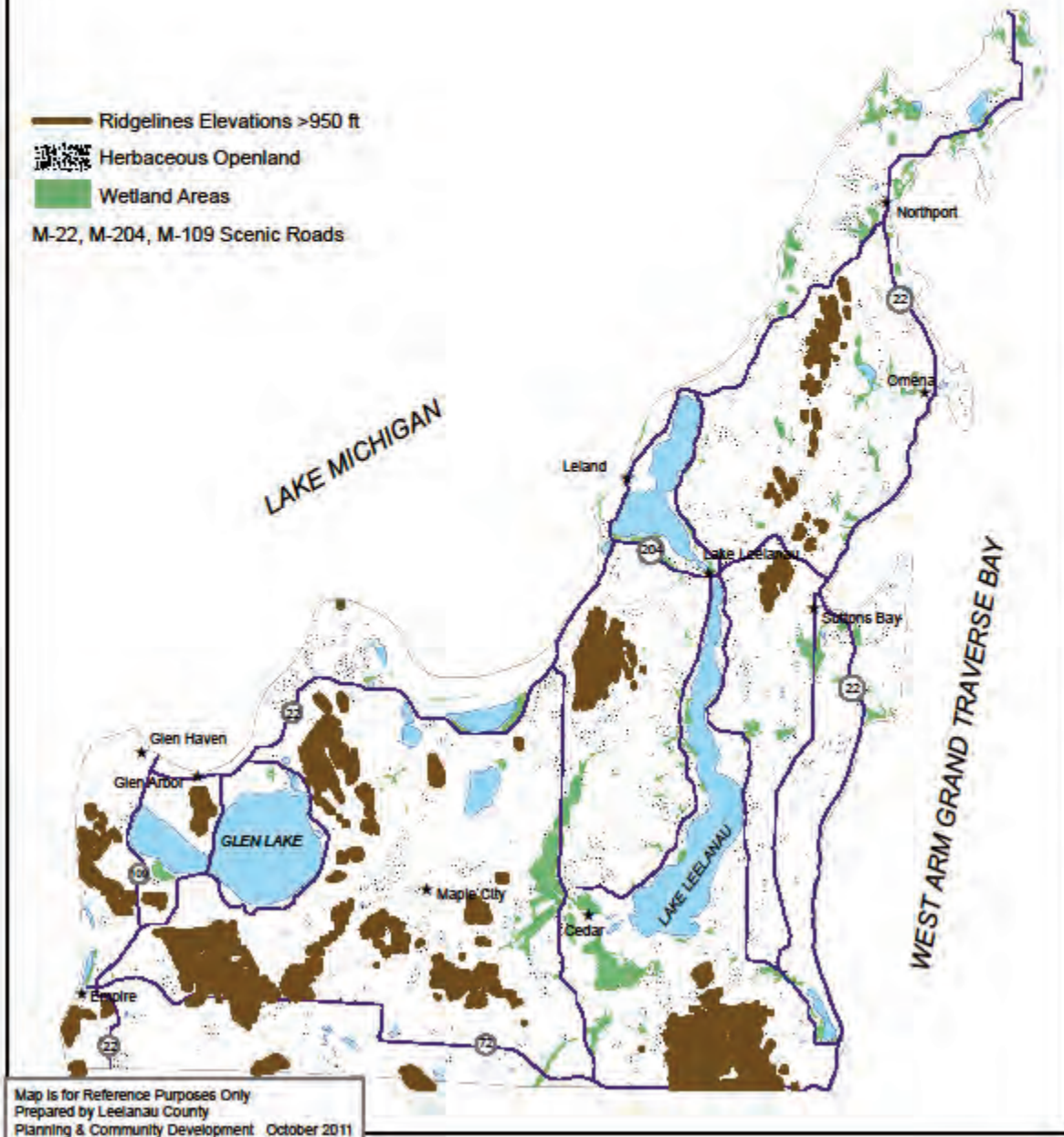
Northport woods. In this area to the south and west of Northport the deciduous forest is still largely intact, so that there are few open views.

Northport flats. The area north of Northport is flat compared to the rest of the Peninsula. There are large open fields, and large conifer plantations. Patches of deciduous forest remain near the water on both sides of the peninsula tip.

Map 2 - 1 Landforms and Open Space

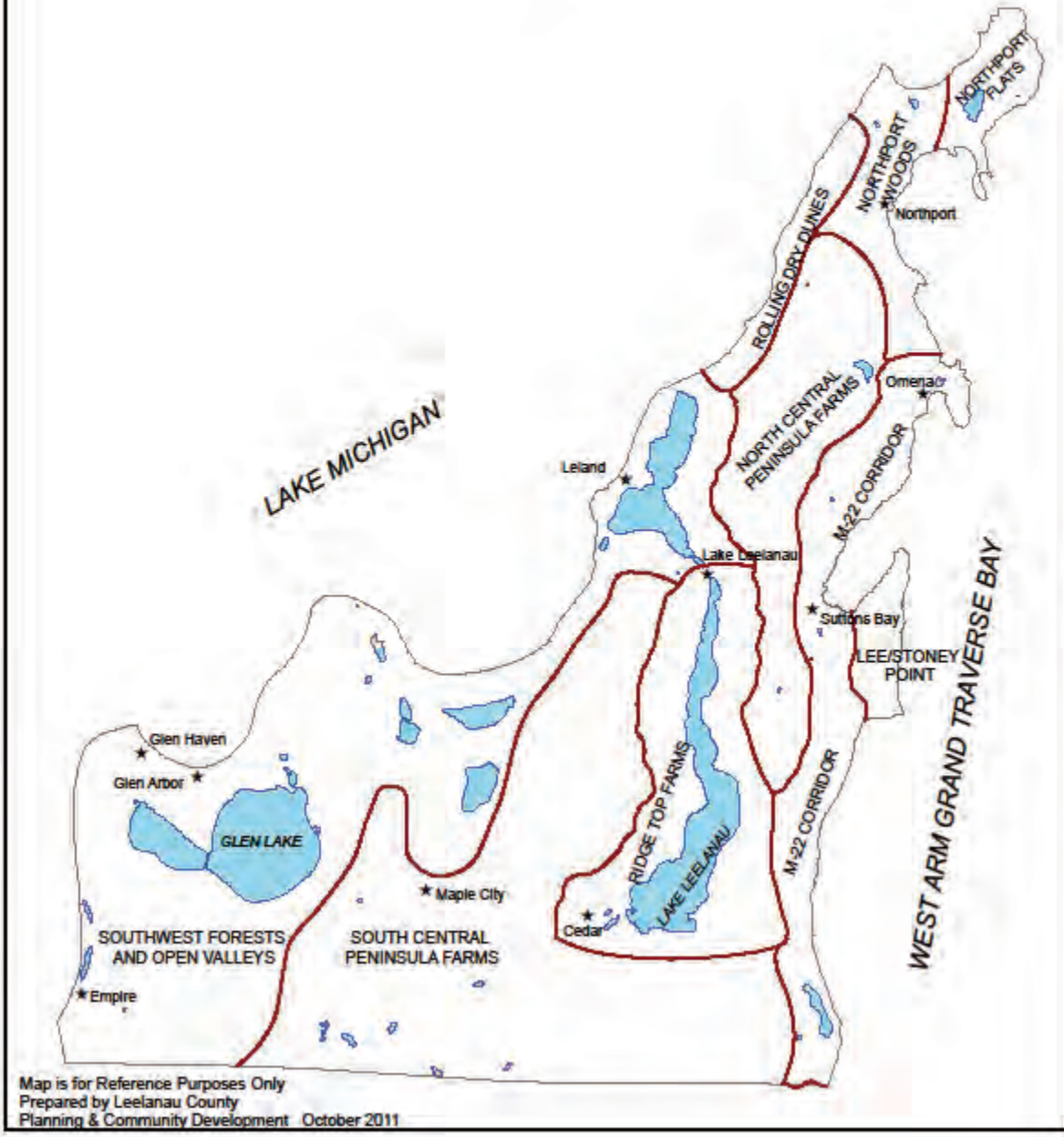


-  Ridgelines Elevations >950 ft
-  Herbaceous Openland
-  Wetland Areas
- M-22, M-204, M-109 Scenic Roads



Map is for Reference Purposes Only
 Prepared by Leelanau County
 Planning & Community Development October 2011

Map 2 - 2 Landscape Districts



Lee Point to Stony Point. This area of rolling farms, orchards and woods jut out into Grand Traverse Bay. However, because of the dense bay-side vegetation and high bluffs along much of the water's edge this area is more isolated from views of the water.

Water is an important feature of Leelanau County, both because the Great Lakes shape the peninsula, and because of the many lakes, streams, and wetlands within the peninsula. Places where roads are adjacent to the water or cross rivers and streams, make nodes, or focus points. Big and Little Glen Lakes and Lake Leelanau are the largest lakes in the county. Numerous smaller lakes, usually associated with wetlands, are scattered throughout the peninsula.

The major challenge to the future quality of life on the peninsula is continuation of the current land use pattern. The current development pattern can be described as low density sprawl.

Villages, small towns and crossroads get their character from the style of architecture, the nature of businesses, and the layout of streets. All the towns and villages in Leelanau County are small. Each has a small grid street pattern, making the location of businesses and homes easy. Suttons Bay has alleys behind the houses on many streets, reducing conflicts between pedestrians and cars, and between cars on the streets and those backing out of driveways.

Buildings throughout are generally small scaled. Few buildings are of large mass or over three stories in height.

Architectural styles are most often of five basic types. One is the agricultural, which includes farmhouses, barns and other outbuildings, and pole barn-type sheds and small processing facilities. A second is an old resort type. These are generally painted one or two-story clapboard Cape Cod, Victorian, salt box, vertical or horizontal log, or mixed small lakefront cottages. A third is the contemporary natural finish wood structure. Large and small lakefront homes as well as commercial buildings are

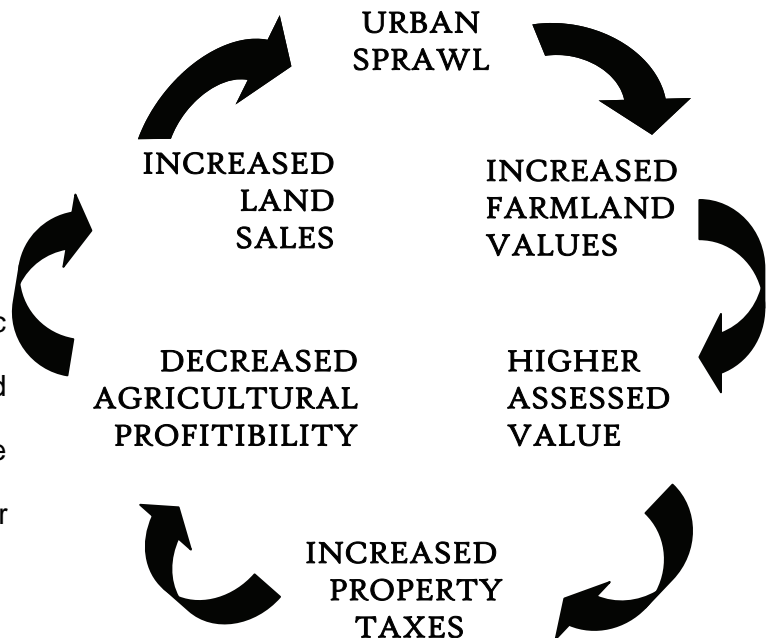
now being built in this angular style. A fourth is the suburban ranch home that is built on lakefronts, subdivisions, and in strip residential areas along county and state roads. These are often brick, wood or vinyl clapboard siding or a combination. The fifth is the eclectic contemporary, or the contemporary from some other region. These are structures such as concrete-block and painted metal grocery stores and mansard-roofed banks.

MAJOR CHALLENGES

The rural character of the Leelanau Peninsula is treasured by its residents and visitors. The rural character is a driving force of its tourist economy.

The major challenge to the future quality of life on the peninsula is continuation of the current land use pattern. The current development pattern can be described as low density sprawl. It is characterized by the fragmentation of large parcels into lots of between 1 and 20 acres in size with frontage on a county road primarily for use as the site for a single dwell-

**Figure 2-2
Diagram of the Urban Sprawl Cycle**



ing. These changes are occurring largely because local plans and zoning regulations not only permit them, but encourage them through so-called "large lot zoning" practices. These changes seem to be slow but are insidiously changing the rural character of the peninsula in ways that have serious cumulative effects. It is, in the sage words of ancient eastern leaders, "the death of a thousand cuts." These changes are documented in Working Papers #5 and #10. Some of the negative effects of the current land use pattern are listed below:

- renewable resource lands (such as prime farm and forest lands) are being destroyed probably forever.
- the agricultural economy of the peninsula is being seriously diminished.
- a future public service quandary is being created.
- open space and scenic vistas are being destroyed.

In short, these changes are cumulatively undermining the very unique character that makes the peninsula so attractive to permanent and seasonal residents, as well as to tourists, (and hence is undermining the tourist economy.)

The pressure to fragment rural lands and convert them from agricultural or forested cover to residential use stems largely from regional population and employment growth. The beautiful and varied landscape of the peninsula and the reasonable commuting time to other employment centers outside the county contribute to the market pressure. Unfortunately, each new dwelling on prime orchard or forest land not only permanently converts that land out of renewable resource use, but also creates a new public service burden and contributes to rising taxes on the farmer—making it more difficult for the farmer to stay in business (see Figure 2-2).

From 1940 to 2000 the population in Leelanau County increased 150% (See Figure 2-3). The increases, however, have been much greater in the townships than in the villages. For example, the population of the Village of North-

port increased by only 7%, while Elmwood Township's population increased by 442%.

New dwelling unit activity skyrocketed between 1980 and 2000 with over 4,200 new dwellings constructed. Much of this development activity was on large lots scattered throughout the county. Most of it was not in

The current development pattern is characterized by the fragmentation of large parcels into lots of between 1 and 20 acres in size with frontage on a county road primarily for use as the site for a single dwelling. These changes are occurring largely because local plans and zoning regulations not only permit them, but encourage them through so-called "large lot zoning" practices.

subdivisions with traditionally sized lots. From 1980 to 1992, over 1,500 acres were rezoned to residential (largely from agricultural districts).

Between 1980 and 1992 the percentage that agricultural lands represented of total state equalized valuation fell from 17% to 9% while residentially classed parcels rose from 70% to 81%. Agricultural land value during that same period rose from \$37.4 million to \$58.3 million while residential land value skyrocketed from \$158.1 million to \$508.8 million.

Employment, on the other hand, has been concentrated in jobs that are generally low paying.

The 2000 population was 21,119. The county's population grew by about 3% per year since 1990. The base population was expected to grow by another 28%, to 27,032 persons by the year 2010. (See Figure 2-3).

The number of projected new housing units was estimated to remain very high. An addition 2400 were projected by 2010 and 2750 more by 2020.

2010 Census Data:

The population of Leelanau County grew only by 2.8% from 2000 to 2010 with a 2010 Cen-

sus population of 21,708. The highest percentage increase was the area in Elmwood Township which is a part of the City of Traverse City. This area saw a 28.9% increase in population with Centerville Township next at 16.4% increase. The biggest loss in population was the Village of Northport with 18.8% decrease in population. Empire Village also decreased by .8% while Suttons Bay Village saw an increase of 4.9% in population during this period.

The County has experienced a decrease in taxable values, subsequently leading to lower tax dollars available for services. Total Taxable value for real and personal property declined by almost \$1.8 million dollars from 2009 to 2010, and represents a declining tax base for the county. Residential property values plummeted nearly 8% overall in Leelanau County from 2008 to 2009, with the largest loss in Solon Township at -19.36%. The '8%' represents a drop of some \$548 million in the 'true cash value' of all residential property in the county over one year. The figure is based on sales studies and other analyses undertaken annually by the County equalization Department.

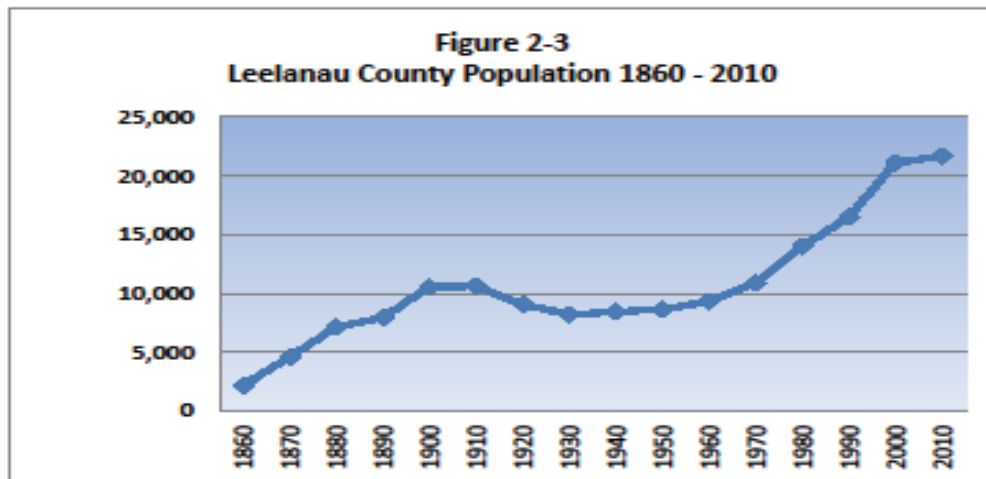
The long term impacts on the character of the peninsula, on public service costs and on the

economic viability of resource based lands, will vary dramatically based on where, and if these

Each new dwelling on prime orchard or forest land not only removes that land from renewable resource use, but also creates a new public service burden and contributes to rising taxes on the farmer - making it more difficult for the farmer to stay in business.

new dwelling units are constructed. For example, if all the homes were on lots in twenty new 150 unit subdivisions within or contiguous to existing villages, the community character impacts would be far, far less than if they were spread on large lots across the peninsula. In the former case 3,000 new dwellings on quarter acre lots would take up only 750 acres of land, whereas if those new dwellings are built at current average minimum lot sizes and spread across the county, about 3,185 acres of land will be needed to accommodate them. This is nearly 5 square miles of land. If, as is more likely given current trends, these residences are on lots larger than current average minimums, then as many as 30,000 acres (47 square miles) could be consumed just to provide lots for 3,000 new dwellings.

**Figure 2-3
Leelanau County Population 1860 – 2010**



In contrast, employment – in terms of both the labor force and the number of new jobs – does not grow as quickly as the population, due to the large number of retirees and residents that commute outside the County. Thus, far fewer acres of land are needed to accommodate new commercial and industrial development.

Unless coordinated and integrated land use planning occurs at both the county and local levels of government very soon, the landscape features of the peninsula that make it so attractive to year round and seasonal current residents and tourists will be lost or badly

3,000 new dwellings on quarter acre lots would take up only 750 acres of land, whereas if those new dwellings are built at current average minimum lot sizes and spread across the county, about 3,185 acres of land will be needed to accommodate them. This is nearly 5 square miles of land.

damaged.

Population increases anticipated for the 2000-2010 decade have not occurred primarily because of the economic downturn experienced in the later part of the decade and slower than anticipated overall growth in the Grand Traverse Region. While the population of the county/peninsula has only increased by 2.8% over the decade, there has been several significant population shifts within the county/peninsula. (See table 10-1).

The first and most significant is the population reduction in the northern most township in the county/peninsula that includes the Village of Northport. Additionally, there was essentially no change in population in the two townships that immediately abut Leelanau Township. Major development that would have appreciably increased the population, that were planned for this part of the County, have been cancelled, stalled or deferred. As the economy rebounds and economic activity in the Grand Traverse region increases it is expected that these population decreases will ultimately be reversed.

The second significant population shift in the county, and one that was anticipated, is in the

area immediately abutting Traverse City. Significant increases have been seen in Elmwood Township and to a lesser extent in Bingham Township continuing the pattern of suburbanization of these areas.

The third significant population shift, and one that is potentially resulting in additional significant “large lot” fragmentation, is the increased population in Centerville Township.

The last significant population demographic shift is the “Graying” of the county’s population. The average age of the county’s population increased by almost 8 years during the decade. This demographic shift may result in the required delivery of increased senior citizen services, increased transportation, public and special, and a potential shift to more multi-unit housing options from predominantly single family housing.

VISUAL CHARACTER ETHIC

It is most desirable for the rural visual character of the landscape to remain after growth accommodates increases in population and development. County citizens have indicated they do not want the landscape to take on a suburban or urban ornamental character, or the natural and rural character will be lost. The bays, lakes, rivers, streams, ridges, and rolling terrain along with woods and farms that drive the economy of the peninsula and contribute to the sense of identity of its citizens must be



Omena

protected. Almost everyone feels a right to see, enjoy, and seek to help protect these resources. Protection of the unique rural character of the peninsula needs to become a fundamental part of all future planning and development decisions.

A STRATEGY TO PROTECT VISUAL CHARACTER

The proactive participation of the county in development of the **Grand Traverse Bay Region Development Guidebook** illustrates the ways in which new development could occur in order to protect the visual character of the peninsula. Recommendations from the **Guidebook** which are incorporated into this **General Plan** follow.

The protection of scenic values can be accomplished through a variety of choices including (see also Figure 2-4):

- Building most new dwellings in villages and subdivisions rather than on large rural lots.
- Setting aside open land, or placing development where it has the minimum visual impact.
- Clustering residential, commercial, and industrial development to retain open space.
- Using plantings with predominantly naturally occurring species on areas visible from roads.
- Retaining naturally occurring vegetation to the maximum extent possible.
- In building, sign and other construction, lean toward using materials such as wood, stone, or brick rather than metal, plastic, or concrete. Muted, rather than bright colors seem to suit the north country lakes, woods, and traditional farms and villages.
- Using Form Based zoning.

Pleasing, rather than chaotic views, along roads can be accomplished by:

- Reducing the size and number of signs.
- Burying utilities or routing them away from the street.
- Enhancing parking lots with landscaping.
- Using service drives and alleys to limit curb cuts.
- Placing parking behind or beside buildings, but not in the front yard.

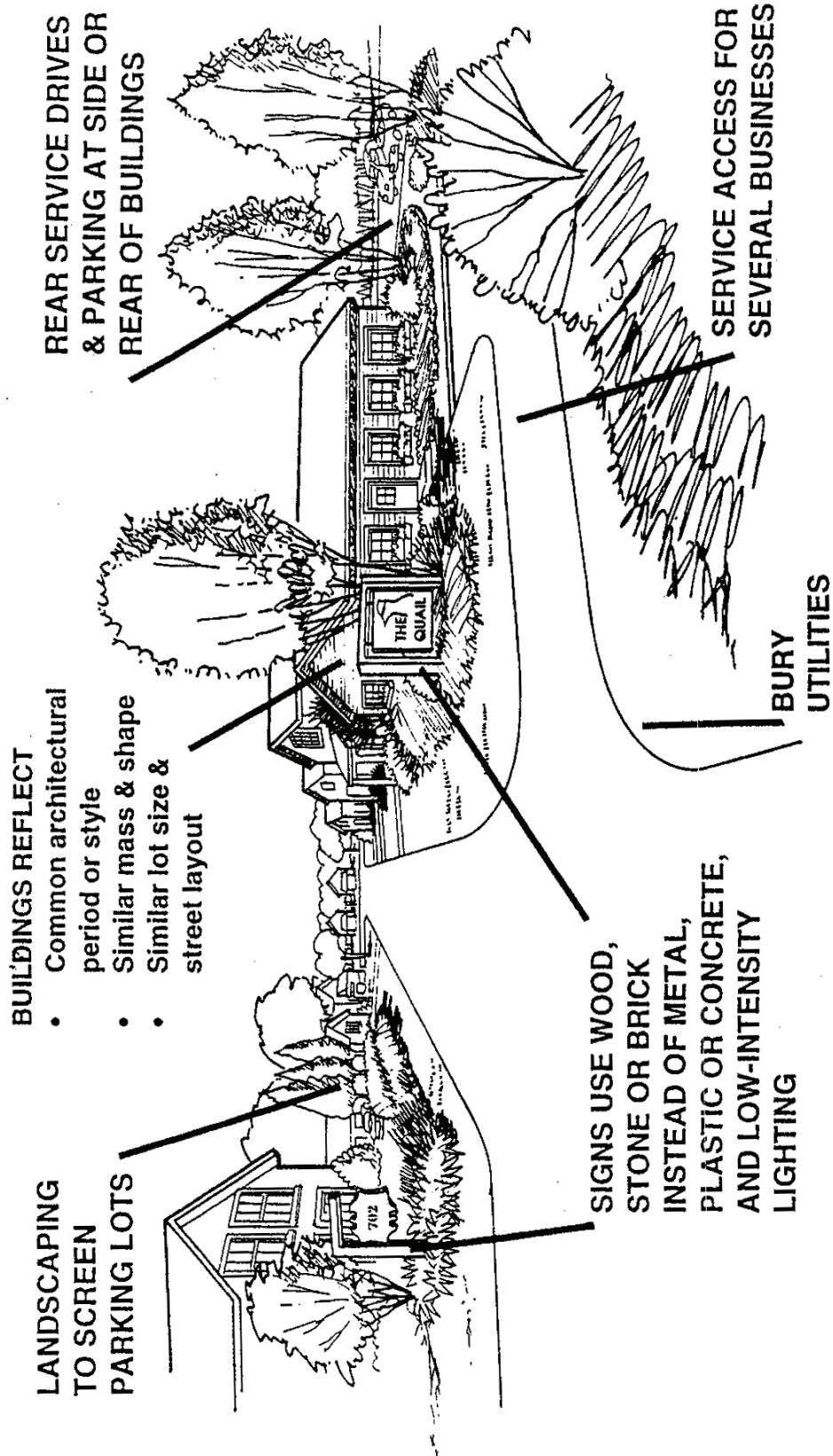
The character of villages should be kept intact. Key aspects of village character include:

- architectural period and style
- mass and shape
- material and color
- lot size and street layout.
- Form Based zoning.

At night, the stars should be visible in the sky - not obstructed by diffuse light from the built-up environment.

Future quality of life on the peninsula will depend to a great extent on the degree to which the particular rural character of the peninsula has been protected. Much of the local economy will depend on it. The sense of satisfaction residents have with their community will depend on it. Protective measures are not incompatible with additional growth because the issue is not whether or not to grow, it is where and how. It is most important to focus efforts on encouraging new development in and adjacent to existing villages, protection of existing village character, while protecting agricultural lands and other open spaces. Protection of the visual character of these areas will provide both long term economic benefits and quality of life benefits to both residents and visitors now and for many years to come.

**Figure 2-4
Protect Visual Character**



PROTECT VISUAL CHARACTER

Chapter 3

WORKING WITH NATURE

POLICY GUIDELINE: WORKING WITH NATURE

Extensive and diverse sensitive natural features found throughout the Peninsula provide the foundation for the present and the future quality of life on the peninsula. They should be protected where pristine, restored where damaged, and have access and use managed for long term sustainability.

ENVIRONMENTAL FEATURES

The natural environment of the Leelanau Peninsula is of exceedingly high quality. All but two short stretches of streams fail to provide the oxygen and low temperatures for trout. Most of the lakes are either oligotrophic or mesotrophic (a measure indicative of high water quality, and clarity). Wildlife is abundant. Dunes have world class ranking. Significant land areas are in federal or state ownership to protect natural characteristics. See Maps 3-1 and 3-2.

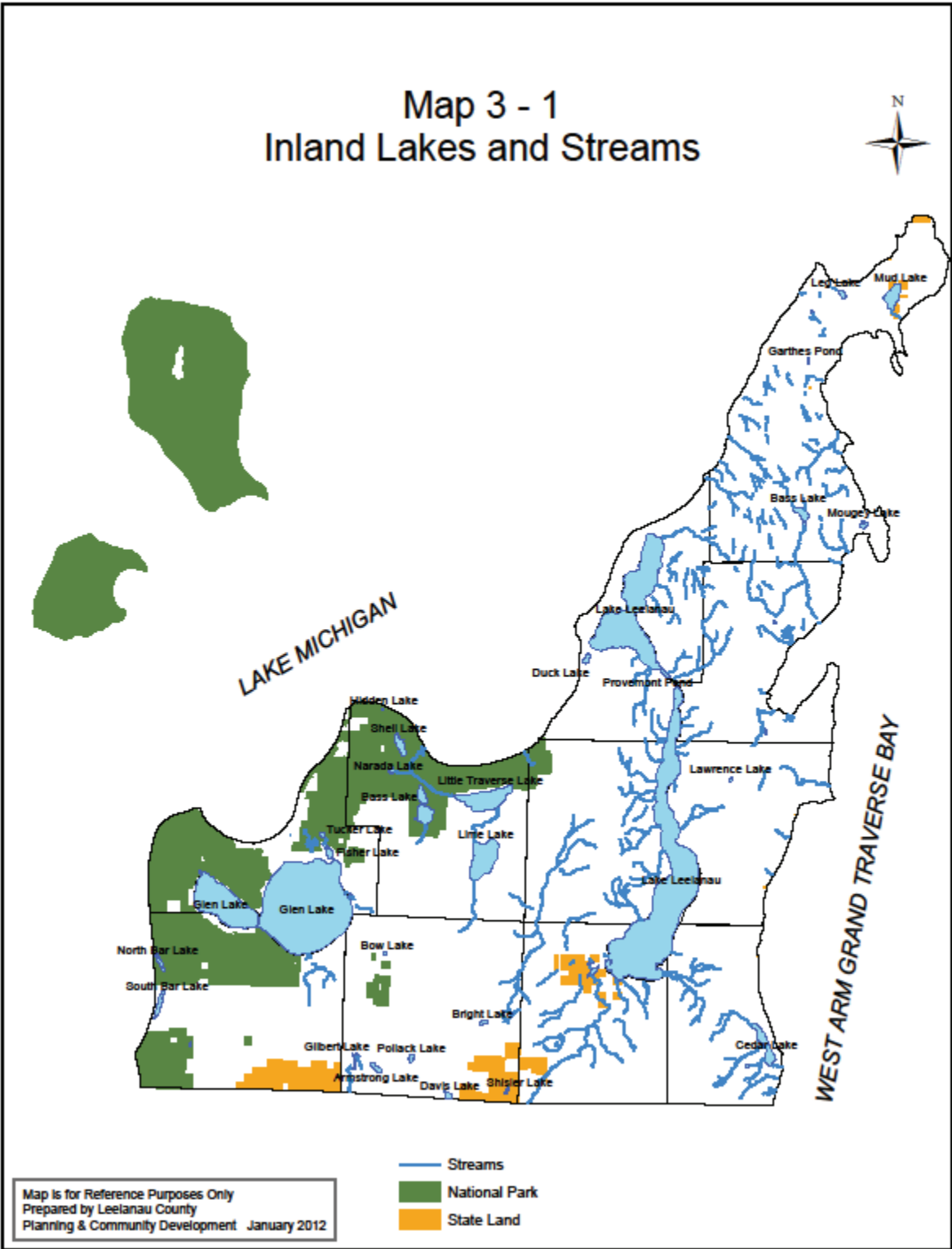
ENVIRONMENTAL CHALLENGES

The natural environment on the Leelanau Peninsula is at risk. While air quality is still good, ozone levels are rising due to contaminants brought from elsewhere (presumably southern Lake Michigan communities). Groundwater is extremely sensitive to contamination due to very sandy soils and 42 sites are now officially on the Act 201 list of contaminated sites in Leelanau County. This is an increase from 35 sites in 1994. Small incremental wetland fills continue to reduce wetland areas. Land fragmentation is cutting into farm and forest lands, and subsequent residential development is reducing animal habitat and hence biological diversity. About 2,540 acres of land were converted to urban between 1990 and 2000. Wildlife corridors and linked open spaces are being lost (except on federal and state land). The lack of mandatory septic system maintenance poses threats to water quality in lakes and streams from nutrients, sedimentation, and other pollutants.



Birdseye view of the Cedar swamp and river, and south part of Lake Leelanau.

Map 3 - 1 Inland Lakes and Streams

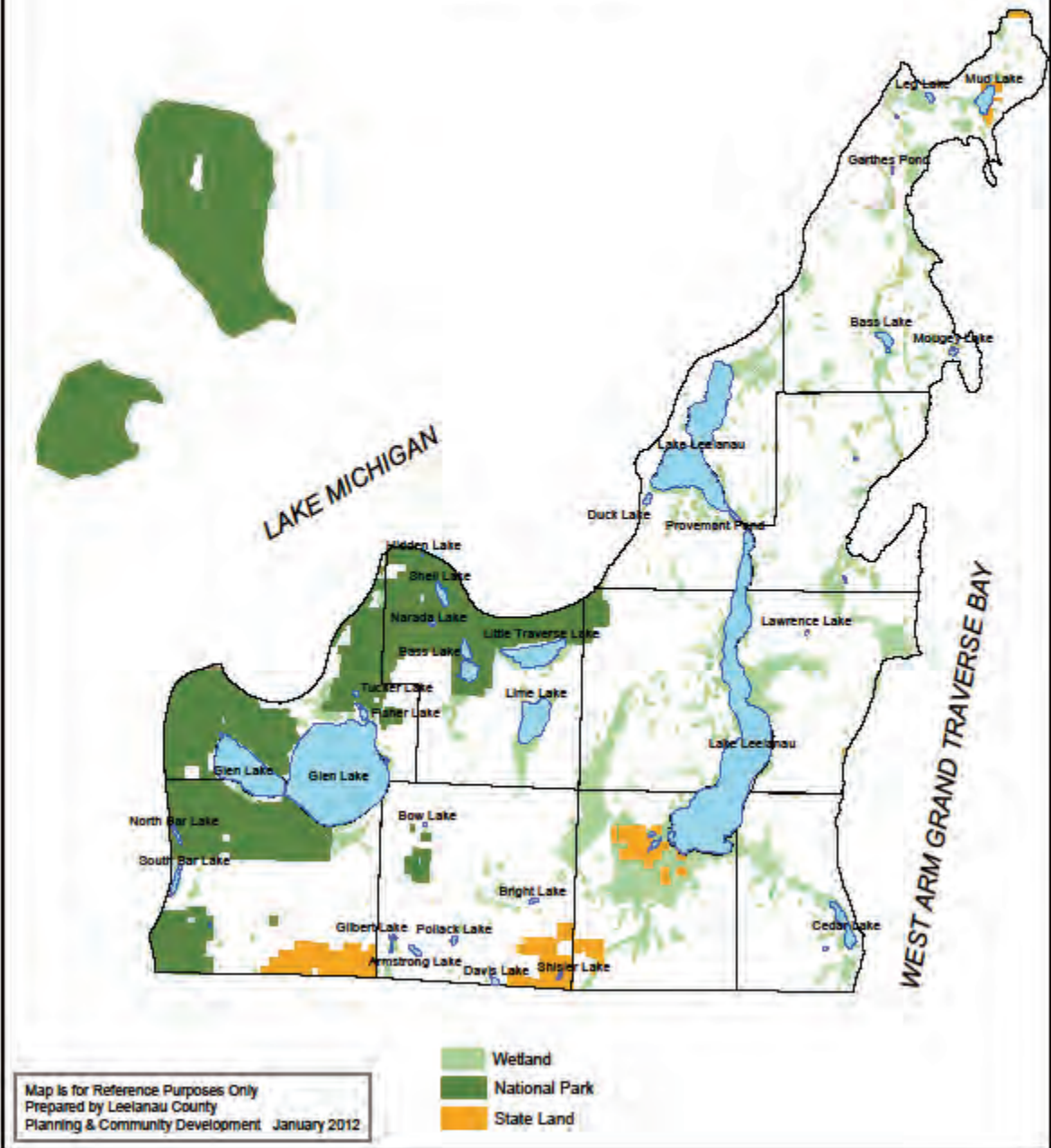


Map is for Reference Purposes Only
 Prepared by Leelanau County
 Planning & Community Development January 2012

— Streams
 ■ National Park
 ■ State Land

Data from 2000 Land Use/Land Cover

Map 3 - 2 Wetland Areas



Data from 2000 Land Use/Land Cover



Fall color in Leelanau County

Local plans and zoning regulations vary greatly in the degree to which environmental concerns are addressed. Local land use decisions often do not fully apply the environmental protection standards already included in existing ordinances.

On the plus side, however, citizen interest in environmental protection is high (see Working Paper #2, page 34) as is citizen vigilance. The Leelanau Conservancy has quickly established itself as an important positive force in protecting lands with sensitive environmental resources. This is done by outright land purchase, conservation easements and gifts. Currently, over 8,200 acres of land have been preserved by the Conservancy.

NATURAL RESOURCES

The natural resources of the Leelanau Peninsula are vital to the economic health and the sense of well being of area citizens. These natural resources are interrelated biological systems. They require knowledgeable and careful stewardship for protection measures to be effective.

STEWARDSHIP ETHIC

The natural resources of the peninsula should

be treated as if they are a trust for use by all generations. Long term quality of life, a sustainable economy, and generational equity all demand this. A stewardship ethic views renewable resources as resources to be managed for long term productivity based on their potential value and contribution to local quality of life. In some cases they may be managed for single use (such as for an orchard), in others for multiple use (such as a forest for wildlife habitat, hunting, and timber production). In contrast, however, contemporary land use practices are too often focused more on resource exploitation for short term economic gain to the owner/operator without consideration of long term impacts on that or adjoining land or water resources. As a result, land is scarred, water may be contaminated, and quality of life is reduced for generations—usually by the time the damage is recognized, the exploiter is long gone.

Thus, the primary environmental goal of the **Leelanau General Plan** is the protection of unique and sensitive lands and the water resources from inappropriate and poorly designed development. This includes unique and prime agricultural lands as well as sensitive environments like dunes, wetlands, and wildlife habitat.

It is important to guide new development in a way which works with nature rather than against nature. A healthy economy depends on a healthy environment. Where there are legitimate conflicts between proposed new de-

The primary environmental goal of the Leelanau General Plan is the protection of unique and sensitive lands and the water resources from inappropriate and poorly designed development.

velopment and an important sensitive natural resource, and reasonable and prudent alternatives exist, then the new development should yield to the sensitive environmental feature and be built elsewhere. Where long term sustainable economic or public safety and welfare benefits outweigh small environmental impact, then the new development should be allowed to proceed with appropriate mitigation measures. In all cases, planning and development

regulation should be oriented to preventing pollution, impairment, or habitat destruction.

ENVIRONMENTAL PROTECTION STRATEGY

The basic strategy for environmental protection on the Leelanau Peninsula as advocated by this **General Plan** follows (see Figure 3-1). More specific policies and action statements are found in Part Two.

- Identify and avoid sensitive environments in advance. New development could then avoid wetlands, dunes, floodplains, and endangered or threatened plant and animal habitat. Site plans need to be developed based on state, county, and local maps of sensitive resources, as well as on site specific reconnaissance.
- Protect water quality of surface water and groundwater. Regulations to manage regular inspection and maintenance of septic tanks are needed. New regulations to manage stormwater impacts on water bodies should be enacted and enforced.
- Minimize land fragmentation of large parcels. Uniform local zoning and land division regulations should be enacted which prevent fragmentation of prime farm, forest, and important open space lands. A transfer of development rights program (TDR) should be created to permit landowners to capture the value of development rights of open space lands in lieu of dividing the land for sale as residential lots (see Chapter 6 for more information on this technique).
- Linking open spaces. Wildlife corridors, habitat protection, and linkages between open spaces should be a primary consideration in the development of new local plans and peninsula-wide open space plans. Efforts should be made to acquire fee simple interests or conservation easements across such lands where they are not already in public ownership. Other efforts such as mapping biodiversity should be encouraged whenever possible.
- Compact development. New residential development in the county should be encour-

aged in villages and in clusters on non-prime resource lands.

- Keyhole development. Control of private keyhole development around inland lakes has become necessary. Since 1994, all but 1 township in the county have adopted keyhole regulations. New lakefront public access sites should be carefully sited to minimize environmental degradation and managed to avoid lake overcrowding and nuisance impacts on abutting properties.
- Protection of renewable resources. The protection of prime agricultural and forest lands and the promotion of environmentally sound sustainable agricultural and forest management practices can be achieved by coordinated county and local policies with the support of the farm community.



Little Glen Lake

**Figure 3-1
Environmental Strategy**

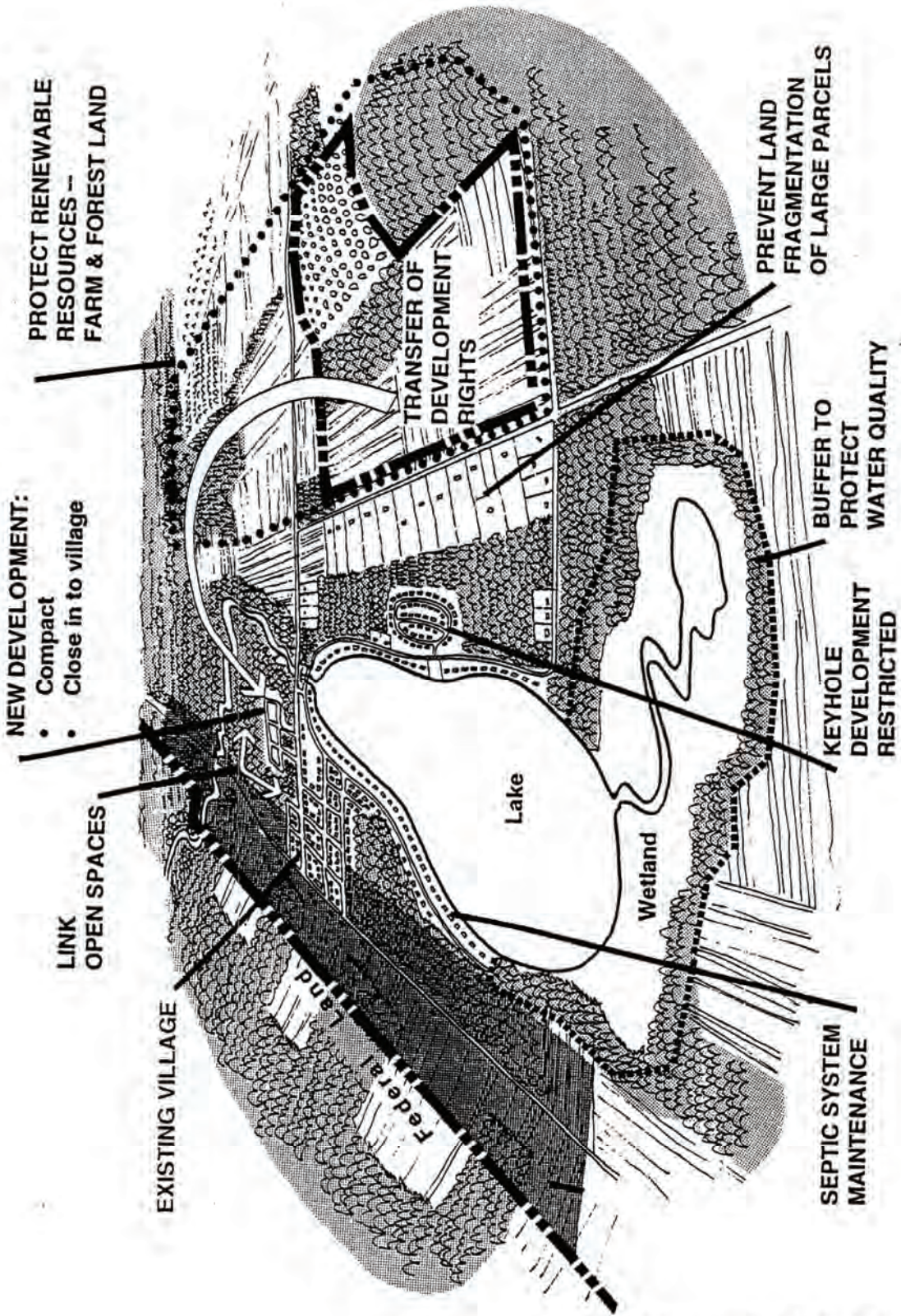


Illustration by John Warbach

Chapter 4

BALANCED GROWTH

POLICY GUIDELINE: BALANCED GROWTH

*New residential, commercial, and industrial development on the peninsula is encouraged provided it is: 1) in locations with public services adequate to meet its needs, 2) environmentally friendly, 3) consistent with the character of development in the area, 4) consistent with local plans and regulations, and 5) compatible with the guidelines of this **General Plan**. In the implementation of this policy guideline, both the county and local governments will seek to ensure over time, that all the health, safety, and general welfare needs of its citizens that can be reasonably met are accommodated with a variety of land uses in the pattern proposed and in a manner which does not unnecessarily compromise options for future generations.*

There is no real question as to whether there will be new growth on the peninsula, it is simply a matter of where, when, how much, and what type.

CONTEXT FOR BALANCED GROWTH

There is projected to be a continued demand for new dwellings on the Leelanau Peninsula. These new dwellings will serve some existing residents, but largely will accommodate seasonal residents, new residents who will be working, or retirees. The county will grow as a bedroom, seasonal and tourist community. New businesses will continue to be established and some existing businesses will enlarge. Many new businesses will focus on the needs of seasonal residents and tourists, but increasingly, as the indigenous year round population increases, they will focus on the growing needs of existing residents. Limited opportunities for industrial development will continue and will be concentrated in agricultural and high technology enterprises.

There is no real question as to whether there will be new growth on the peninsula, it is simply a matter of where, when, how much, and what type. The principal challenge is to devise an integrated and coordinated growth strategy which enjoys broad public support and that utilizes the best capabilities of county and local governments to guide growth into those locations best able to accommodate it, and/or most in need of it for the foreseeable future.

These policies should focus highest attention on both residential and agricultural land uses, due to their interrelatedness if current trends should continue. The greatest land use changes projected to occur involve conversion of agricultural and open space lands to residential use. Current trends must stop soon, or sprawl will consume critical areas of the agricultural economic base of the county and the open space that it provides.

While the amount of new development will be a function of demand, which is not easily regulated, the location of new development, its density, and the adequacy of public services in the area are principally a function of governmental decisions.

Commercial development should be directed into existing villages and resorts and not be permitted to expand beyond planned areas. While the amount of new development will be a function of demand, which is not easily regulated, the location of new development, its density, and the adequacy of public services in the area are principally a function of governmental decisions. Coordinating consistent land use decisions is necessary to accomplish balanced growth. It also requires local plans and regulations that are built on a common vision and which rely on common policies for their implementation.

BALANCED GROWTH ETHIC

This **General Plan** accepts the principle that environmental protection and economic development are not incompatible objectives. Jobs are essential for the income they generate to support families. Jobs in Leelanau County are largely related to agriculture, tourism, or to serving the needs of the growing commuter population (people who live in the county but commute to work elsewhere). Two (if not all three) of these job categories exist because of the natural resources and environmental quality of the peninsula. Without it, the jobs would be lost. Yet the job base on the peninsula is not sufficient in size to provide many new opportunities for young persons raised in the county to find work after graduation, and average pay scales are not sufficient to support a family. Affordable housing opportunities are becoming fewer and fewer. As a result, the disparity between the higher and the lower income citizens is growing (see Working Papers # 7 and 11).

Balanced growth will require housing not only for the wealthy seasonal residents, retirees, or

two income commuter families, but also for young families, the elderly, and other low income residents. It will require new businesses and entrepreneurial activity to support the needs of these new families. It will require new tourist jobs and probably some new light industrial jobs as well.

This General Plan accepts the principle that environmental protection and economic development are not incompatible objectives.

Where these new homes, businesses and industries are constructed will affect the future quality of life on the peninsula. If the present pattern of sprawl continues for 10-20 more years, the rural character of the peninsula will be irretrievably damaged as will most of the open space not in public ownership or protected through conservation easements. This will dramatically reduce, if not eliminate future tourism growth. It will also create an enormous public service burden that will not be cost-effective to meet because of the low density, spread-out pattern of development. Incremental sprawl of residences across the countryside will drive out agriculture and further narrow (rather than broaden) the tax base.

The solution is balanced growth that deeply respects the environment and the quality natural resources on the peninsula. The balance must be founded on the principle of sustainability.

Sustainable development meets the needs of the present without compromising the ability of future generations to meet their own needs. Sustainable agriculture respects the land and water and involves management practices that do not diminish the potential of current and future operators to gainfully produce crops. A sustainable economy is one which meets the needs of the present without compromising social, financial, and environmental/natural resources for current and future generations.

¶
In short, sustainable development means *protecting the goose that lays the golden egg*. On the Leelanau Peninsula, that means protecting



Village of Suttons Bay

**Figure 4-1
BALANCED GROWTH STRATEGY**

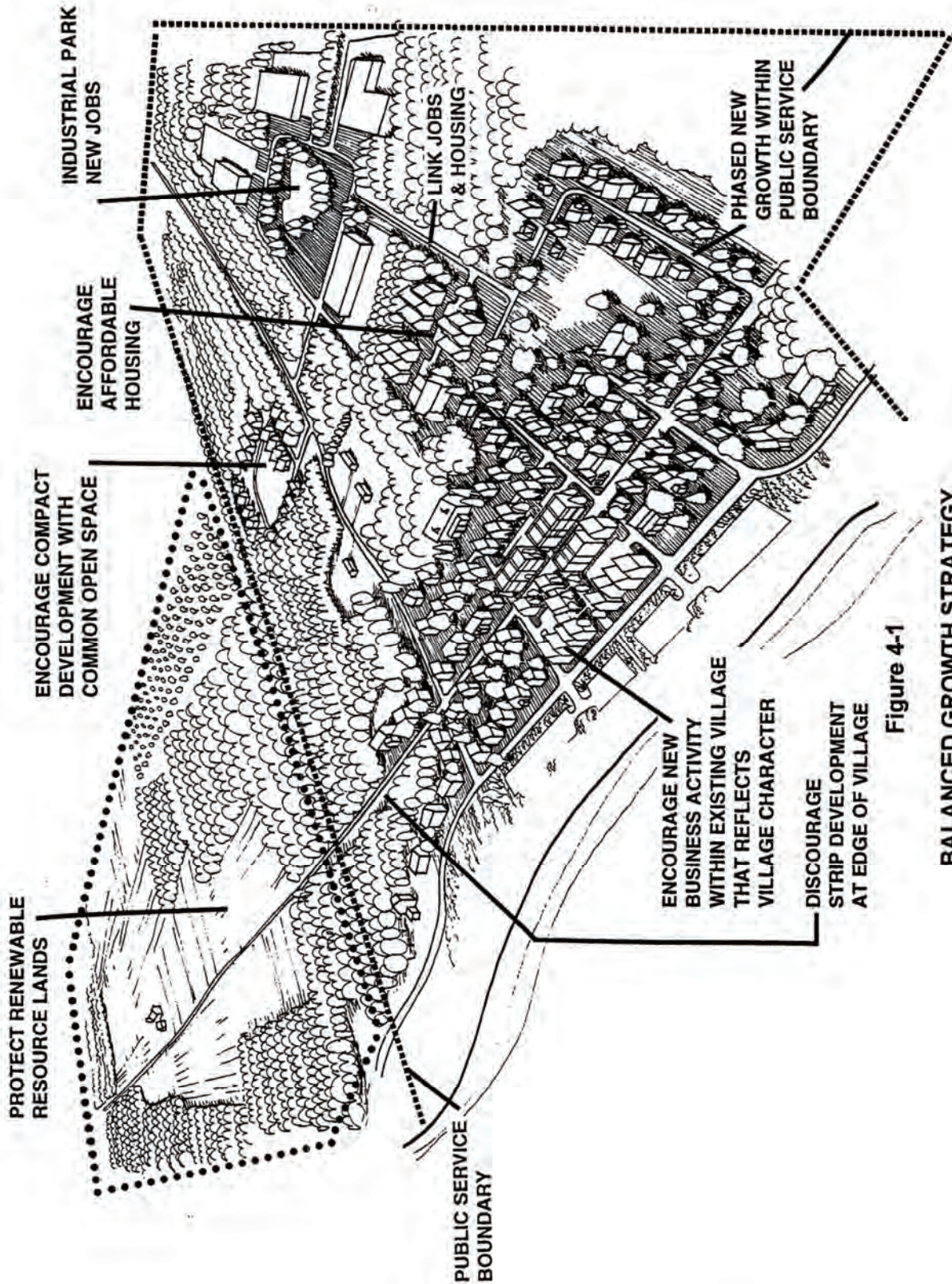


Figure 4-1

BALANCED GROWTH STRATEGY

the natural environment and the renewable natural resources to a greater degree than would likely be the case elsewhere. This is because most of what is good about the peninsula comes from the natural environment, and most of what sustains families on the peninsula also comes from it.

It will also create an enormous public service burden that will not be cost-effective to meet because of the low density, spread-out pattern of development.

BALANCED GROWTH STRATEGY

The basic strategy for balanced growth on the Leelanau Peninsula as advocated by this **General Plan** follows. See Figure 4-1. More specific policies and action statements are found in Part Two.

- **Significantly curtail sprawl and encourage compact development.** The future land use pattern on the peninsula will encourage new residential development in existing and adjoining villages (and perhaps new villages) and on non-prime soils or sensitive lands. Strip development will be strongly discouraged and all new commercial development will be in a village, resort or already established commercial area (such as Greilickville).
- **The existing economic base will be protected and enhanced.** Renewable resource lands will be protected for long term economically beneficial use. Activities supporting the tourist industry will be protected and enhanced but will not be expanded into new areas without careful planning. Business activity providing services to the year round population will be encouraged to concentrate in existing villages and strongly discouraged from moving to the edge of town.
- **New jobs.** New year round employment in services and light industry will be encouraged in several carefully planned industrial parks.
- **New development: where, when, how much, what type, and at what density.** Most new development will be residential but local regulations need to be changed to improve opportunities for jobs and affordable housing, especially in existing villages. New development should occur when, and only in locations which have or are guaranteed adequate public services to support the public service needs of new development. The density of new development will respect the character of the surrounding area, the capacities of necessary public services and not needlessly squander land resources. New development will occur in response to market demand and not speculatively, or ahead of necessary public facilities. In particular, new development will not result in the premature disinvestment in agriculture.
- **Phased growth.** New public facilities will be constructed to guide future growth based on annually updated capital improvements programs (CIP) prepared by each local government and the county. All CIPs will be coordinated and compatible with the **General Plan**.
- **Public service boundaries.** New public services should be provided on a planned basis within boundaries of village and rural services districts. These districts need to be designed to economically and efficiently meet the needs of land uses within them. Simultaneously, high intensity development should not be permitted outside established public service boundaries.



Fishtown, Leland.

- **Jobs/housing/transportation balance.** As new development occurs, an effort should be made to coordinate the provision of jobs and transportation so that a jobs/housing/transportation balance is achieved that results in reduced transportation demands and a greater chance for cost effective transportation services, including transit services.
- **Protect agricultural operations.** Agricultural operations need to be protected by local zoning measures that classify them as the principal and preferred use of prime orchard or other agricultural soils. Incompatible uses of adjacent land will be discouraged. Other local ordinances and programs should also be coordinated to protect sustainable agricultural operations.
- **Protect sand and gravel resources.** Lands with large amounts of marketable sand and gravel deposits should be identified and protected from conversion to other uses, or from being surrounded by residences to the degree that future extraction would be precluded. Existing sites of former extraction activities should be reclaimed.
- **Address equity concerns of large landowners.** The value of prime agricultural, woodland, and gravel lands for residential development often exceeds that of the resource value of these lands. A major effort will be made to develop a peninsula-wide program to permit large landowners to capture the development value of those lands without having to fragment or convert those lands for development purposes. In particular, transfer and purchase of development rights will be explored (see next chapter).
- **Educational opportunities.** An effort should be made to improve opportunities for continuing education, and government officials will support the initiatives of public schools to produce graduates with job ready skills. The consolidation of operational and curricular activities should also be considered.
- **Health and human services.** An effort should be made to improve health services and access to them.



Centerville Township Dairy farm.

Chapter 5

GROWTH GUIDELINES AND DECISION MAPS

POLICY GUIDELINE: MANAGED GROWTH

*Local comprehensive plans and local development regulations (including for example, zoning and subdivision regulations) should be updated and thereafter maintained, to include goals, objectives, policies and strategies for managing future growth compatible with the **Leelanau General Plan**. Local plans should include more specific land use and density proposals at the parcel-specific level. Local regulations should focus on design and other issues of local significance. Public facilities should all be constructed according to local capital improvement programs that are coordinated at all governmental levels on the peninsula.*

GROWTH MANAGEMENT TOOLS

The preface presented the principal goal of the **Leelanau General Plan**. Chapters 1 - 4 presented principal policy guidelines and explanatory text in support of this goal. This chapter explains a variety of existing and new tools that could be employed by the county and/or local governments in the county to increase significantly the chances for successful implementation of the **Leelanau General Plan**. Part Two of the plan presents specific policies and action statements to give even clearer direction on steps that can be taken to implement this plan. Part Three focuses on the institutional structure necessary for successful implementation.

Following is a description of the key growth management tools and techniques proposed to be used. Many relate to elements included



The Homestead Resort in Glen Arbor Township

in the decision maps included in the last section of this chapter. Some of these tools can be used under existing statutes, others will require new enabling legislation. Some can be implemented by individual actions of the county or local governments while others require coordinated actions by multiple units of government.

COMMUNITY TYPES

Identification of community types enables citizens and officials to categorize areas of planned high, medium, and low density development as well as to identify those areas most likely to need improved public services in the future and/or around which new development could be clustered. The density classes referred to here are "average densities" for development, a term not to be confused with "minimum lot size." Average density refers to the density that results by dividing a total number of future dwellings by the total acreage of a large land area. The number of dwellings on each parcel within the area in question may be a different size than the "average." In contrast, zoning ordinances typically establish minimum lot **sizes** below which no smaller parcel

may be used. The average density of an area is a better measure to use in the **General Plan** because many parcels of varying dimensions are already built upon and new dwellings could be clustered on a portion of a property to protect open space. Under clustering, the average density remains low while the density of the area with homes may be much higher. It is rather like the census-derived figure of 0.07 persons/acre in all of Leelanau County. This is an average density figure. However, within Suttons Bay or Northport, the average density is much higher.

The following community types have been identified and mapped in Leelanau County (See Map 5-1):

Urban Center. The economic core of a region, characterized by a high concentration of activity that may be but is probably not coterminous with municipal boundaries. The urban center typically provides employment opportunities for a large number of people within the region. It also provides a significant portion of the region's economic and tax base. Urban centers are characterized by an average density of one unit per 10,000 square feet in platted ar-



Local farm and orchard

eas, to one unit per one-half (½) acre in unplatted areas not serviced by a municipal sanitary sewer system.

Rural Center. A local activity hub consisting of residential neighborhoods, a surrounding rural area, and a core of small businesses. Modest in size, it may or may not be an incorporated municipality. Some employment opportunities exist within the rural center. Average parcel densities ranging from one dwelling unit per 10,000 to 15,000 square feet are common, mostly the result of platted subdivisions.

Resort Center. A seasonally active area with housing that is mostly geared to the needs of a transient population with limited public services and limited commercial facilities like gift shops and restaurants. Average parcel densities are similar to that of the rural center, but may range as high as one dwelling per two (2) acres in some areas.

Settlement. A small, relatively isolated community which may not have an associated commercial center, typified by clusters of single family residential parcels, that are each one-half (½) to five acres in size. Minimal employment opportunities exist, if any.

TDR AND PDR

Transfer of development rights (TDR) and purchase of development rights (PDR) are techniques which involve the sale of development rights. A development right is a severable property right like an easement or mineral right. Once all development rights are sold, the property can thereafter never be used for a structural development purpose (like a residential subdivision or commercial establishment). In most cases, nonstructural use rights (such as for agriculture or forest management) remain. TDR and PDR have special value as growth management tools because they permit landowners to capture the economic value of land for development purposes without actually developing it. Unfortunately, TDR is not currently a legally authorized technique for use by Michigan communities, although it is used in other states. Legislation has been drafted, but not enacted, to permit its use in Michigan. The legislation was drafted under the auspices of the Intergovernmental Growth Management

Consortium of which Leelanau County was a member.

TDR is a technique which permits protection of sensitive resources, renewable resource lands, historic resources, or other areas of special community significance by reducing permitted development density in those areas while still allowing the landowner to capture the economic value of the development rights in the land. This is done through the creation of "sending" and "receiving" zones where development rights in sending zones are sold to buyers (developers) for use in receiving zones. Buyers of development rights can then build at a higher density than without development rights. See Figure 5-1. TDR will be most effective in Leelanau County if structured on a peninsula-wide basis. Key agricultural lands and other sensitive lands could be placed into the sending zone. Multiple receiving zones could be established. They would largely be in villages and in the southeast corner of the county (near Traverse City) or in an area proposed for a new town.

PDR involves the purchase of development rights (or conservation easements) for permanent retirement, thereafter forever protecting the land from development. PDR can be used to purchase development rights on key parcels throughout the county to protect viable farmland. The program is run by the Leelanau Conservancy.

P.A. 116

The Farmland and Open Space Preservation Act (P.A. 116) provides an opportunity for farmers to enroll land in the program for periods from 10 - 99 years in return for tax credit. For many active farmers, the tax credit equals or exceeds property taxes. Many farms in the county were enrolled. However, PA 116 is not as active as it used to be, primarily due to the aging of the farming community. Many farmers have opted out of the program and there are few new applications being processed. A concerted effort should be made to encourage carefully considered enrollment as another growth management tool in those areas with prime orchard or prime farmland soils. Similarly, an analysis will be made and periodically updated of parcels in which the P.A. 116 enrollment will soon terminate in order to iden-

tify parcels "at risk" of conversion to other uses.

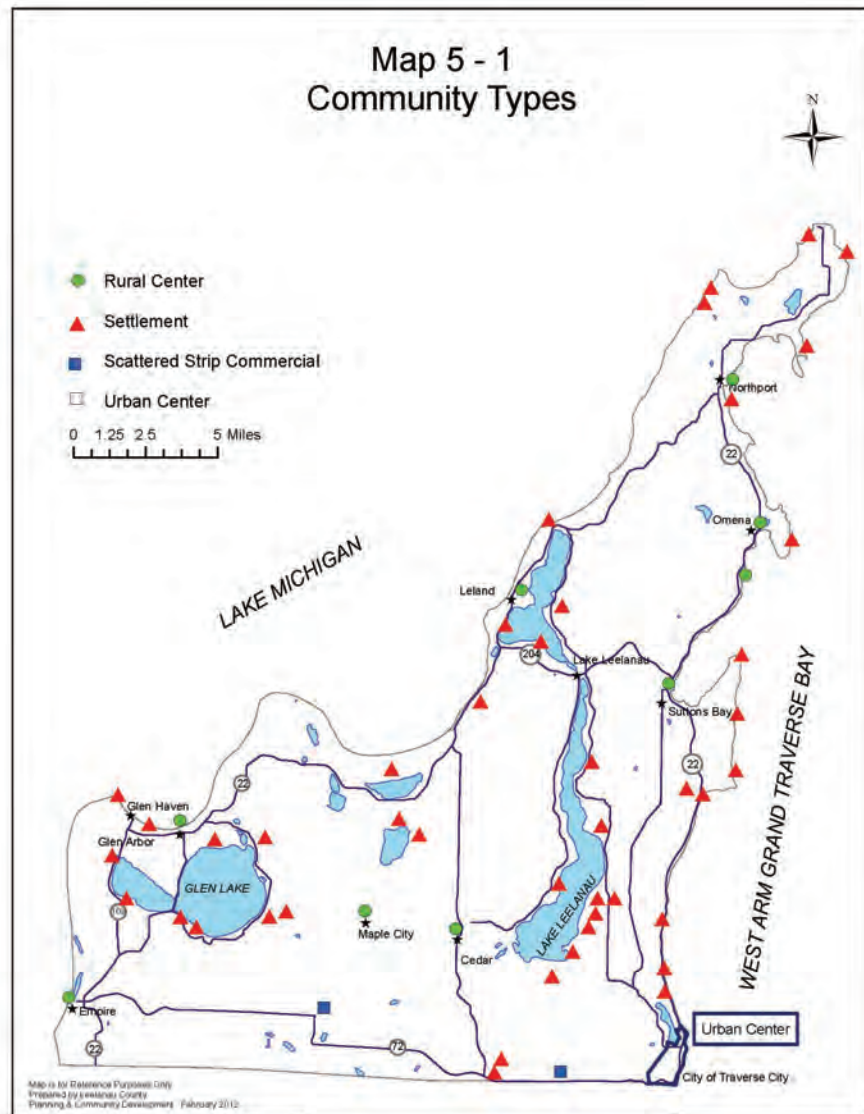
CONCURRENCY

This growth management technique requires that new development occur only when the public facilities and services necessary to meet its service needs are in place. Thus, if a paved road and/or sewer line were necessary to mitigate impacts of a proposed new use, they will have to be constructed before, not after the new use was established. Currently, it is not easy to require new development concurrent with adequate public facilities. With good planning and consistent implementation, it is possible to require concurrency with some

special land uses and planned unit developments. It is not possible to apply this requirement to a rezoning unless it is 'conditional rezoning'. In order for this technique to be effective, it needs to be used in conjunction with capital improvements programming. Consistent county/local planning and coordinated capital improvement planning can give many of the same benefits as concurrency without new legislation.

VILLAGE AND RURAL SERVICE DISTRICTS

The creation of village and rural service districts allows communities to identify areas in

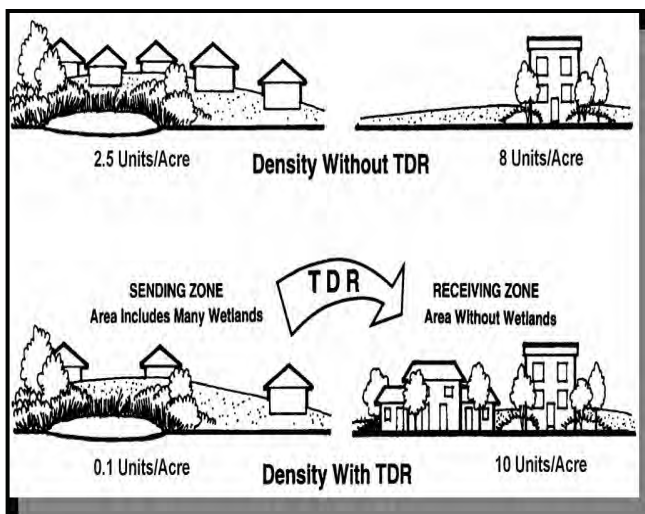


which specified public services will be provided during a planning period, areas in which partial or limited services will be provided, and areas in which few if any public services over and above current levels will be provided (rural service district). An urban services district should be established in the southeast corner of Elmwood Township in recognition of the urban character and service level of that area. The specific services to be provided within the planning period for each services district must be identified. This approach helps direct growth into areas where necessary public services are adequate. It also permits the development of a long term public service strategy linked to a capital improvements program (CIP).

CAPITAL IMPROVEMENTS PROGRAMS

A CIP is an annual listing of proposed public facilities or major improvements to be constructed in the next six years along with their proposed location, method of financing, when they will be constructed, and who is responsible for them. When each community in the county (including the county itself) prepares a CIP and coordinates public facility improvements consistent with the established village and rural service districts, a strong tool for guiding growth is created.

**Figure 5-1
TRANSFER OF DEVELOPMENT RIGHTS**



Source: <http://www.hrwc.org>

OFFICIAL MAP

This technique involves mapping the location of all new proposed public facilities to be constructed and all new public lands to be acquired within a planning period. Both private and public development decisions can be improved by common knowledge of public infrastructure and facility improvements. This is most beneficial when mapped on a county-wide basis. Each local government should prepare and periodically update an official map and send it to the office of County Planning and Community Development. A single official map could then be prepared depicting all county agency-proposed public facilities with all the proposed local government facilities. It is best prepared and updated in conjunction with a coordinated CIP process. The inclusion of proposed state and federal public facilities would further strengthen the use of this tool.

LINKED OPEN SPACE SYSTEM

As new development occurs on the peninsula, the existing network of open spaces will become smaller and fragmented. By identifying the most important wildlife corridors and open spaces now, it is possible to create linkages that protect wildlife and permit wise recreational use. This should be a primary consideration in the development of new local plans and peninsula-wide open space plans. The Northwest Michigan Council of Governments prepared a Greenways report in 1998 which identifies lands which may be key ecological corridors. Efforts may be made to acquire fee simple interests or conservation easements across such lands where they are not already in public ownership. Other efforts to promote biodiversity should be encouraged whenever feasible.

IMPACT ASSESSMENT

Uniform procedures and checklists for evaluating projects in or near sensitive environmental areas or with significant public service impacts should be developed and widely distributed for use by all local governments in the county. This will permit equal treatment of projects while coordinating decisions on developments that may have impacts beyond the borders of a single jurisdiction.

MODEL ORDINANCES

Similarly, model ordinances may be developed and made available for adoption and use throughout the county. The sample ordinances prepared as part of the **Grand Traverse Bay Region Development Guidebook** project have been revised into the **New Designs for Growth Development Guidebook (2008)**. These sample regulations address land division and access control issues, natural resource protection issues, and community character issues.

OPEN SPACE ZONING

Properties with non-prime agriculture or forest land soils that are not subject to more specific protection mechanisms could be developed without unnecessary loss of open space with a variety of open space protection techniques (see previous page). Sample zoning language has been developed as part of the **New Designs for Growth** project. A variation should be widely promoted for uniform use across the peninsula. The MSU Extension Service also prepared a guide in 2001 on Open Space Zoning.

LEELANAU GENERAL PLAN DECISION MAPS

Following is a description of three maps which graphically illustrate key planning concepts promoted by the **Leelanau General Plan**. These maps are intended to help explain, and thereby improve understanding of these concepts. It is expected that these maps will be used by decision makers when carrying out their responsibilities for future local or county planning or development regulatory decisions.

Future Land Use Map

Preservation of peninsula character is the central focus of the Future Land Use Map. As previously mentioned in this plan, the visual character of familiar landscapes are important image guideposts people use to find their way in daily activities.

The Future Land Use Map presents a general-

ized pattern of uses. The **Leelanau General Plan** is not, nor should it be, a detailed duplicate of a zoning map. Small-area land use decisions should appropriately be made at the scale of township and village plans and in subsequent zoning actions, each compatible with the policy guidelines of the Leelanau General Plan.

The Future Land Use Map does not, nor should it, distinguish between existing and proposed uses, or different levels of road improvement or "overlay" concepts such as environmentally sensitive districts. The map blends them into the overall fabric of the plan. The Future Land Use Map is prepared in a way to more accurately identify land use areas and designations.

The various elements appearing on the Future Land Use Map are as follows:

Agricultural Land (Map 5-2a)

Agricultural lands depicted on the map include the central peninsula farms, ridge-top farms, and orchards.

Important Natural Features (Map 5-2b)

Major wooded areas including the southwest forests, and Northport woods are among the important natural features shown. Lakes, wetlands, key streams and drains are among the selected water features appearing on the map. Dune lands, including those classified by the Michigan Department of Environmental Quality as "critical dunes," are also shown.

Urban Areas Incorporated Villages & Areas of Residential Population (Map 5-2c)

Commercial and residential areas are the primary urban classes delineated on the Future Land Use Map. Residential areas are classified as high, medium, or low density.

Terrain (Map 5-2d)

Three major topographic features of the Leelanau Peninsula are displayed in map form. These include glacial ridges, valleys, and the Northport Flats.

Open Space Zoning

Open space zoning is a set of techniques which permit residential development while maintaining a strong sense of rural community character and protection of environmental resources. Open space zoning establishes the protection of open space as the primary site development consideration of which the clustering of dwelling units and/or lots is a fundamental component. In this context, clustering means the positioning or grouping of dwelling units or lots upon a small portion of the site. The term clustering is applicable to both single family dwellings on individual lots in a small group surrounded by open space, as well as to a group of dwelling units with shared wall construction.

Open space zoning developments differ from traditional planned unit developments (PUD's) in that PUD's often place priority upon the clustering of dwellings around common areas to minimize infrastructure costs, and the provision of open space is often a secondary consideration. In particular, there is usually less open space in a traditional PUD than in open space development. In addition, traditional planned unit developments have been used more in urban and suburban locations as an alternative to a traditional subdivision rather than as alternative to strip-residential development (a primary reason for its use in a rural area). The maximum provision of open space consistent with the rural character of an area is the priority consideration in open space zoning provisions.

The maximum provision of open space consistent with the rural character of an area is the priority consideration in open space zoning provisions.

Open space zoning is characterized by three fundamental components. First, a significant portion of the site is protected as permanent open space. Second, residences are clustered to maximize the quantity and quality of open space on the site. Third, site development maintains a low visual impact, particularly along the public roadway. This is very impor-

tant because the image a person has of the rural character of an area is typically formulated largely based on the experience of that area from the roadway corridor providing access to and through it. Consequently, if that corridor changes from a natural or indigenous rural character to one characterized more by intermittent large-lot single-family homes (often stripped adjacent to the county road), then the perception of the character of that area has been dramatically altered.

Benefits of Open Space Zoning

There are a variety of public and private benefits associated with open space zoning. Public benefits include:

- Preservation of open space, preservation of rural character, preservation of environmentally sensitive areas, and preservation of significant vistas.
- Close-to-home recreation opportunities.
- Minimization of through traffic in residential areas.
- Minimize public service costs.

Private benefits include:

- Allowing owners of large parcels, such as farmers, another option to develop their land through methods other than the large lot split option.
- Often, farmers can still go on farming in protected open space areas, but the value of the land for residential purposes has been captured by the farmer—yet no houses are built.
- Existing rural residents are assured of maintenance of the long term rural character of the area. This also includes a greater assurance of minimized taxes for public services since higher service levels are not needed.

Source: Planning and Zoning News, March 1992, Pgs 7 and 8.

Policies Map and Chart

The Policies Map is a combination of the various summary maps included in the chapters of the **Leelanau General Plan**. The map highlights local government initiatives and specific land uses, policies or concerns, some of which are translated into land use designations on the Future Land Use Map. The Policies Map uses symbols and generalized patterns to suggest its intentions.

The Policies Map and Future Land Use Map are equally important elements of the **Leelanau General Plan** and should be viewed together. The various elements appearing on the Policies Map are as follows:

Community types (Map 5-3a)

Community types shown in terms of "average density" are depicted on the Policies Map to allow citizens and officials to identify areas most likely to demand certain public services. The five community types shown on the map are urban centers (within an urban service district or a rural service district), rural centers, resort centers, settlements, and scattered strip commercial areas. Community service districts are also presented on the map.

Sensitive Environments (Chart 5-3b)

Habitats of unique and endangered species, as identified by the Michigan Department of Natural Resources, are shown on the Policies Map. Wetland areas, stream corridors, dune lands, and high risk erosion areas are among the sensitive environments rendered on the map.

Public/Quasi-public Facilities (Map 5-3c)

Boating harbors, public water access points, and historic places are included in this category. Public water access points shown include designated Department of Natural Resources access sites and public road ends.

Institutional Facilities (Map 5-3c)

Schools and government facilities are shown on the map, as are major solid

waste disposal facilities consisting of the landfill and recycling drop-off stations.

Recreation Facilities (Map 5-3d)

The Sleeping Bear Dunes National Lakeshore, Leelanau State Park, Pere Marquette State Forest, local parks and golf courses are among the recreational facilities included on the Policies map.

Other (Map 5-3e)

Other elements of the Policies Map include illustration of the following:

- Major "receiving areas" for Transfer of Development Rights (TDR) programs
- Target areas for Purchase of Development Rights (PDR) programs
- Known mineral deposit areas

Transportation Map (Map 5-4)

The Transportation Map divides the road system into functional classifications. Functional classification does not deal with either number of lanes or right-of-way. It deals with the function of roadway and addresses the degree to which the road serves to provide local access to abutting properties versus longer trips connecting more distant destinations by higher level roadways. Roads that run continuously for several miles and serve to connect several areas together, tie into other important roadways and are the most direct means of travel between communities and other highways would probably be shown as an *arterial roadway*. Likewise, roads intended to serve only local travel would be classified as such. No State trunkline ("M" roads) has a classification under that of major arterial.

Other features shown on the Transportation Map include airplane landing fields, marina facilities, and roads with improved shoulders that may be used for non-motorized transportation.

A more formal definition of the road classification scheme follows:

Major Arterial: The function of a major arterial is to convey traffic between municipalities and activity centers, and to provide connections with intrastate and interstate roadways. Sig-

nificant community, retail, commercial and industrial facilities may be located along major arterials. Major arterials are intended to accommodate higher speeds and levels of service, not to provide access. Therefore, access management is desirable for preserving capacity. Of course, travel speed are reduced in heavily populated areas. The state trunklines of the Leelanau Peninsula serve as major arterials. Non-motorized traffic should be limited, if not prohibited on major arterials.

Minor Arterial: A minor arterial serves as a major "feeder" street. Signals may exist as needed, and side street traffic must yield to traffic on the minor arterial. Minor arterial interconnect residential, retail, employment and recreational activities within and between communities. Operating speeds may be lower than those of major arterials, but seldom fall below forty-five (45) mile per hour. Some non-motorized traffic can be accommodated in minor arterials. Most roads included in the county primary network are classified as minor arterials.

Major Collector: A major collector carries and distributes traffic between access roads, minor collectors and minor arterials. The primary function of the major collector is free traffic flow, therefore, access to homes, parking, and deliveries should be somewhat restricted. Roads in this category can easily provide for non-motorized traffic. In some areas, minor retail or other commercial establishments may be present. Some county primary roads and longer local roads are classified as major collectors. Travel speeds range from thirty-five (35) to forty-five (45) miles per hour, but are higher on open stretches.




Minor Collector: Minor collectors provide access to individual parcels and carry traffic to and from access roads. Traffic usually originates or has a destination point in the immediate area of the minor collector. Local county roads of one to five miles in length are typical of those classified as minor collectors. Non-motorized traffic makes greatest use of minor collectors. Travel speeds range from thirty (30) to forty-five (45) miles per hour, but are higher on open stretches.

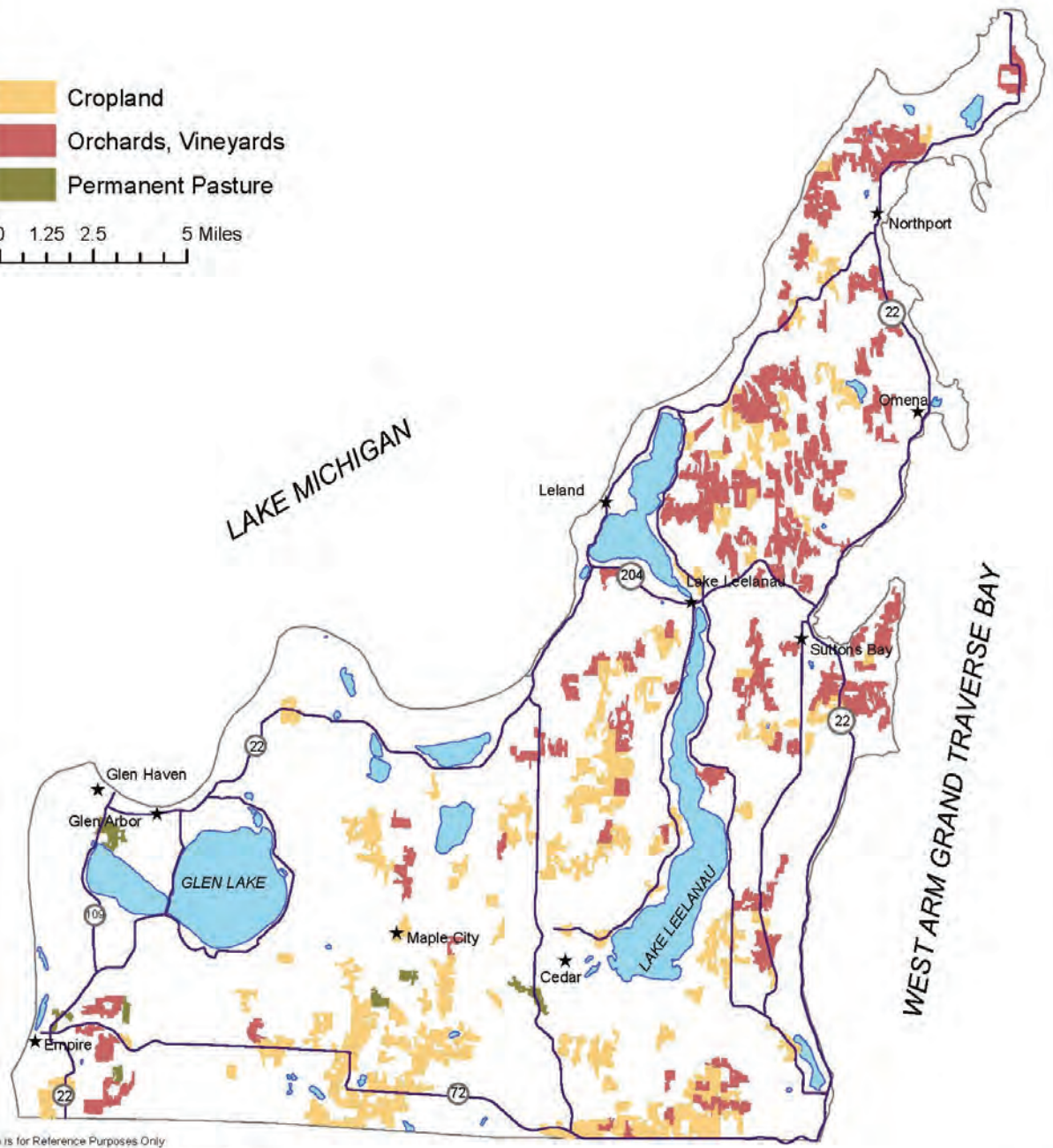
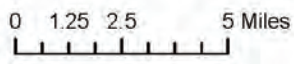
Access Roads: Access roads serve to provide

access to any land use setting. Traffic having origin or destination on the street is typical of that found in this classification. Trip length is usually short and movement is incidental, involving travel to and from collector facilities. Maximum travel speeds reach twenty-five (25) miles per hour and may be lower in certain circumstances, i.e. school zones. These roads, usually thought of as community residential and subdivision streets, are not conducive to through traffic.

Map 5 - 2a Future Land Use Map Agricultural Land



-  Cropland
-  Orchards, Vineyards
-  Permanent Pasture

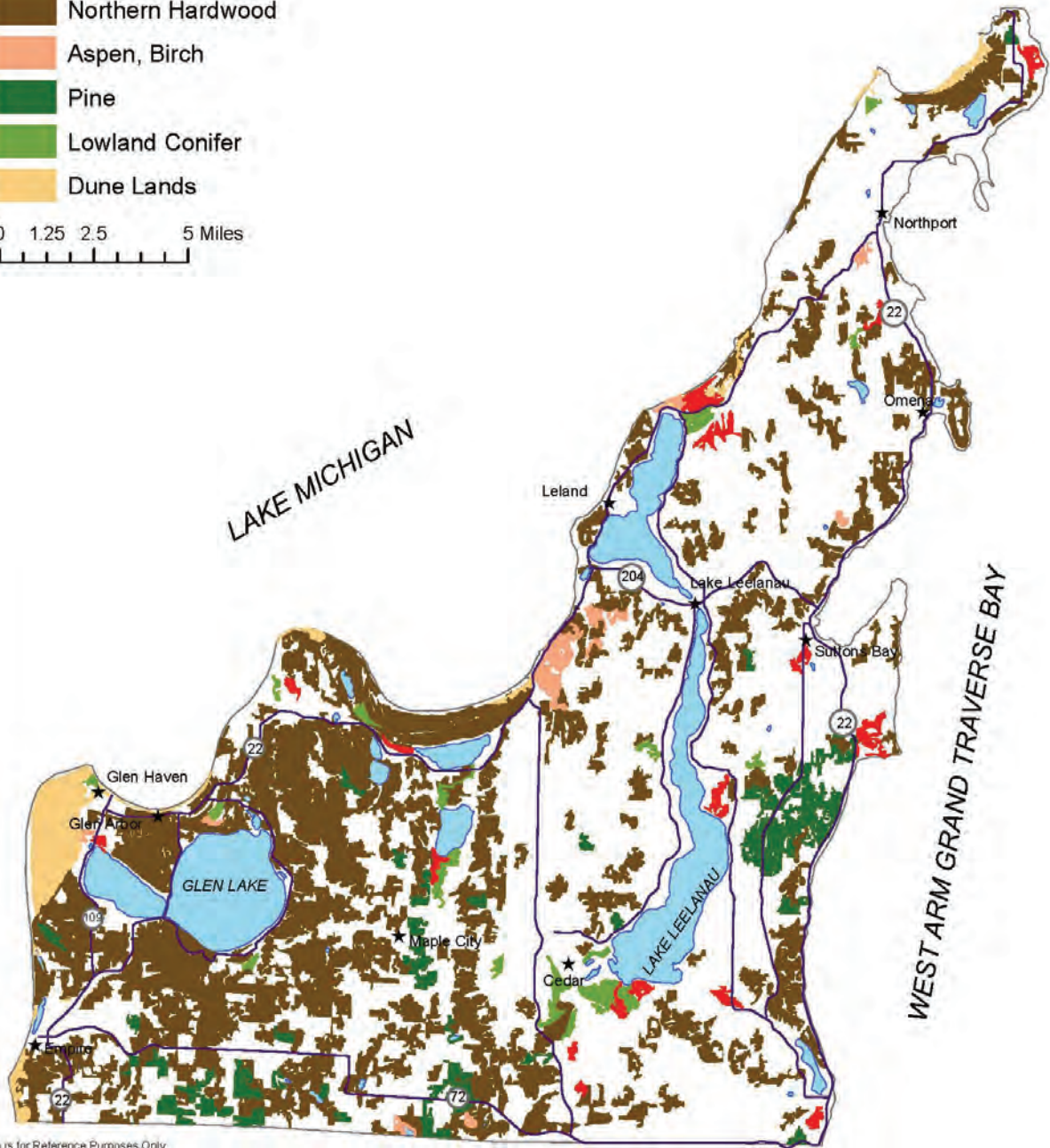
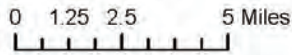


Map is for Reference Purposes Only
Prepared by Leelanau County
Planning & Community Development February 2012

Map 5 - 2b Future Land Use Map Natural Features



- Lowland Hardwood
- Northern Hardwood
- Aspen, Birch
- Pine
- Lowland Conifer
- Dune Lands



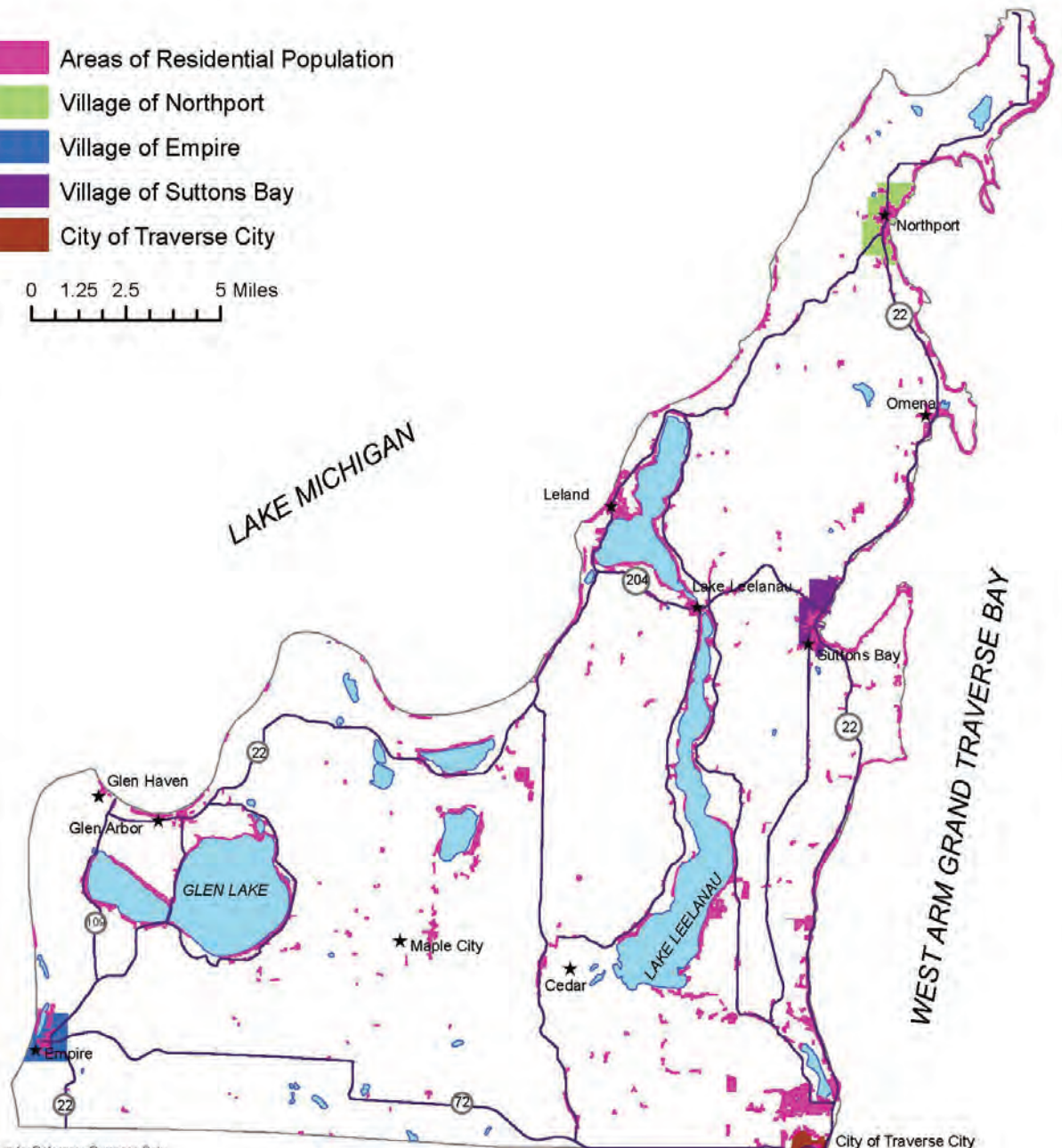
Map is for Reference Purposes Only
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Map 5 - 2c Future Land Use Map Incorporated Villages & Areas of Residential Population



- Areas of Residential Population
- Village of Northport
- Village of Empire
- Village of Suttons Bay
- City of Traverse City

0 1.25 2.5 5 Miles

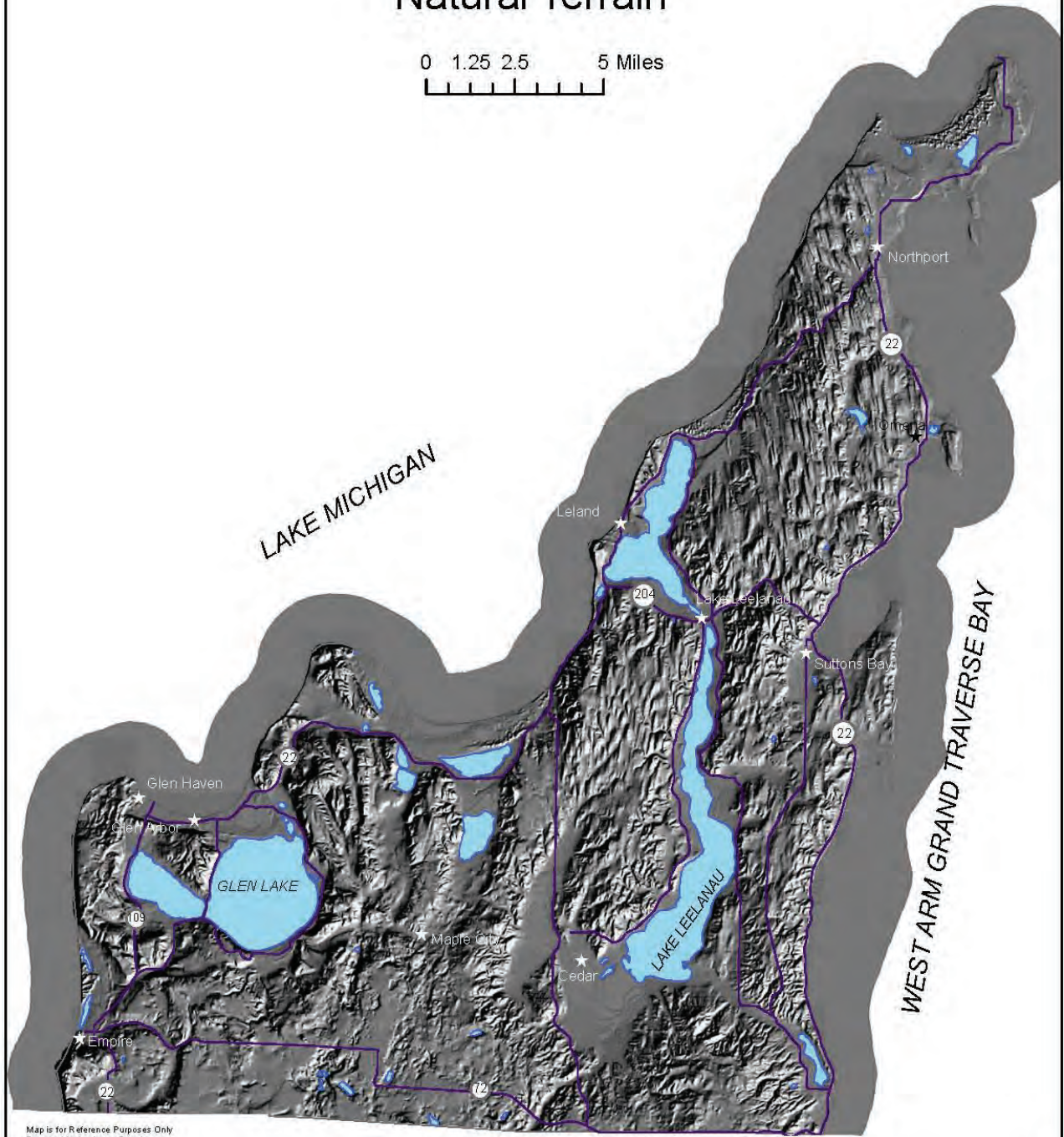


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Map 5 - 2d Future Land Use Map Natural Terrain



0 1.25 2.5 5 Miles



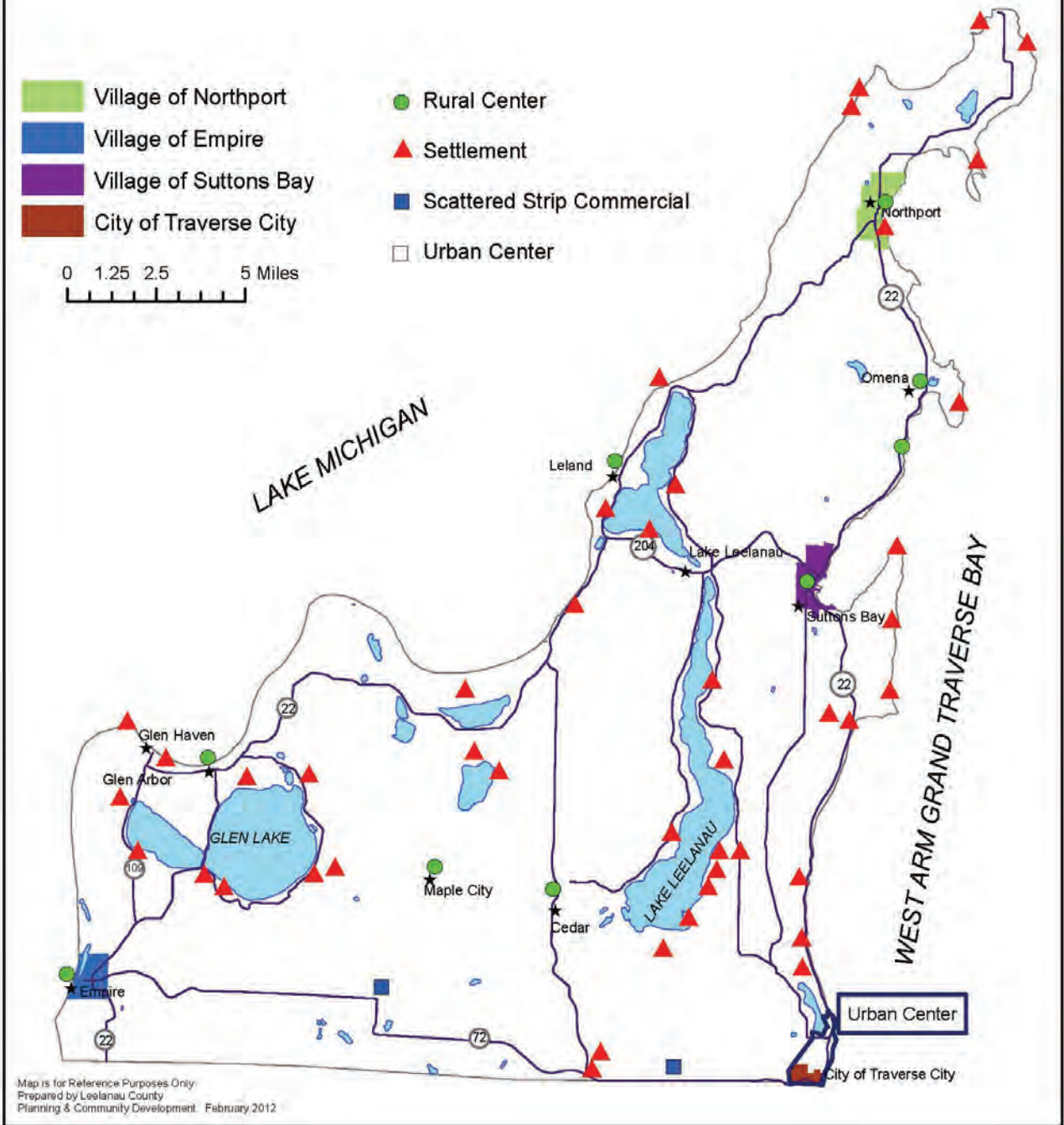
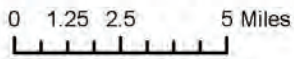
Map is for Reference Purposes Only
Prepared by Leelanau County
Planning & Community Development
with data from The Leelanau Conservancy February 2012

Map 5 - 3a Policies Map Community Types



- Village of Northport
- Village of Empire
- Village of Suttons Bay
- City of Traverse City

- Rural Center
- Settlement
- Scattered Strip Commercial
- Urban Center



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**Chart 5-3b
POLICIES CHART
Sensitive Environments**

Endangered Plant & Animal Species in Leelanau County, MI – February 2012

Indiana bat (<i>Myotis sodalis</i>)	Endangered	Summer habitat includes small to medium river and stream corridors with well developed riparian woods; woodlots within 1 to 3 miles of small to medium rivers and streams; and upland forests. Caves and mines as hibernacula.
Piping plover (<i>Charadrius melodus</i>)	Endangered	Beaches along shorelines of the Great Lakes
Piping plover (<i>Charadrius melodus</i>)	Critical Habitat Designated	
Michigan monkey-flower (<i>Mimulus michiganensis</i>)	Endangered	Soils saturated with cold flowing spring water; found along seepages, streams and lakeshores
Pitcher's thistle (<i>Cirsium pitcheri</i>)	Threatened	Stabilized dunes and blowout areas

U. S Fish & Wildlife Service

Critical Habitat

When a species is listed as endangered or threatened under the Endangered Species Act (Act), we must consider whether there are areas of habitat we believe are essential to the species' conservation. Those areas may be designated as "critical habitat." Some caves and mines have been designated as critical habitat for the Indiana bat because of their importance for hibernation. Below is information about a petition that we received to expand the critical habitat listing.

Bald Eagle

Bald eagles are no longer protected under the federal Endangered Species Act and Section 7 consultation with the U.S. Fish and Wildlife Service is no longer necessary. However, the bald eagle remains protected under the Bald and Golden Eagle Protection Act.

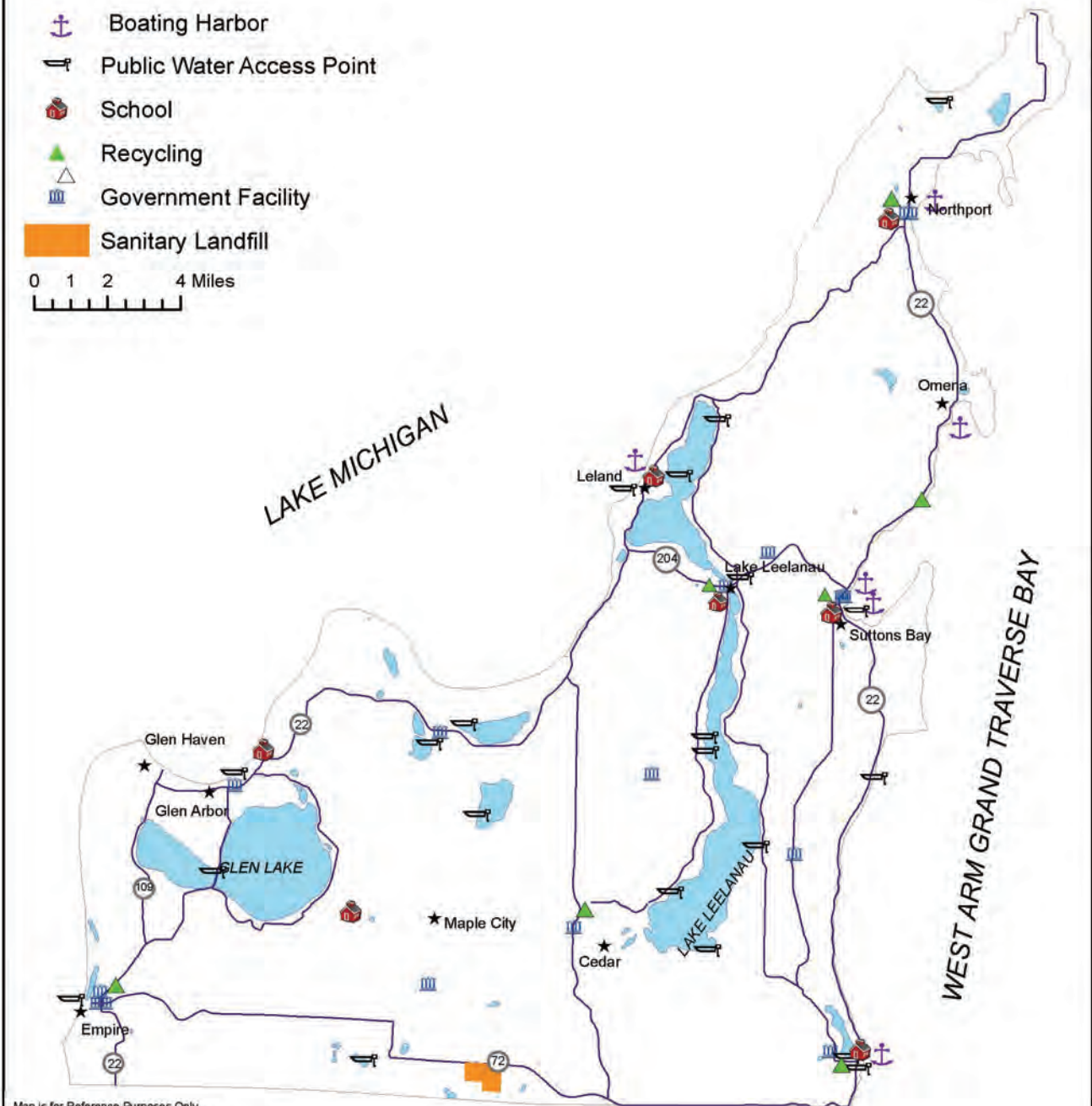
Gray Wolf

The Gray Wolf population that includes Michigan was removed from the list of threatened and endangered species and is no longer protected under the Endangered Species Act.

Map 5 - 3c Policies Map Public/Quasi-public and Institutional Facilities



-  Boating Harbor
 -  Public Water Access Point
 -  School
 -  Recycling
 -  Government Facility
 -  Sanitary Landfill
- 0 1 2 4 Miles

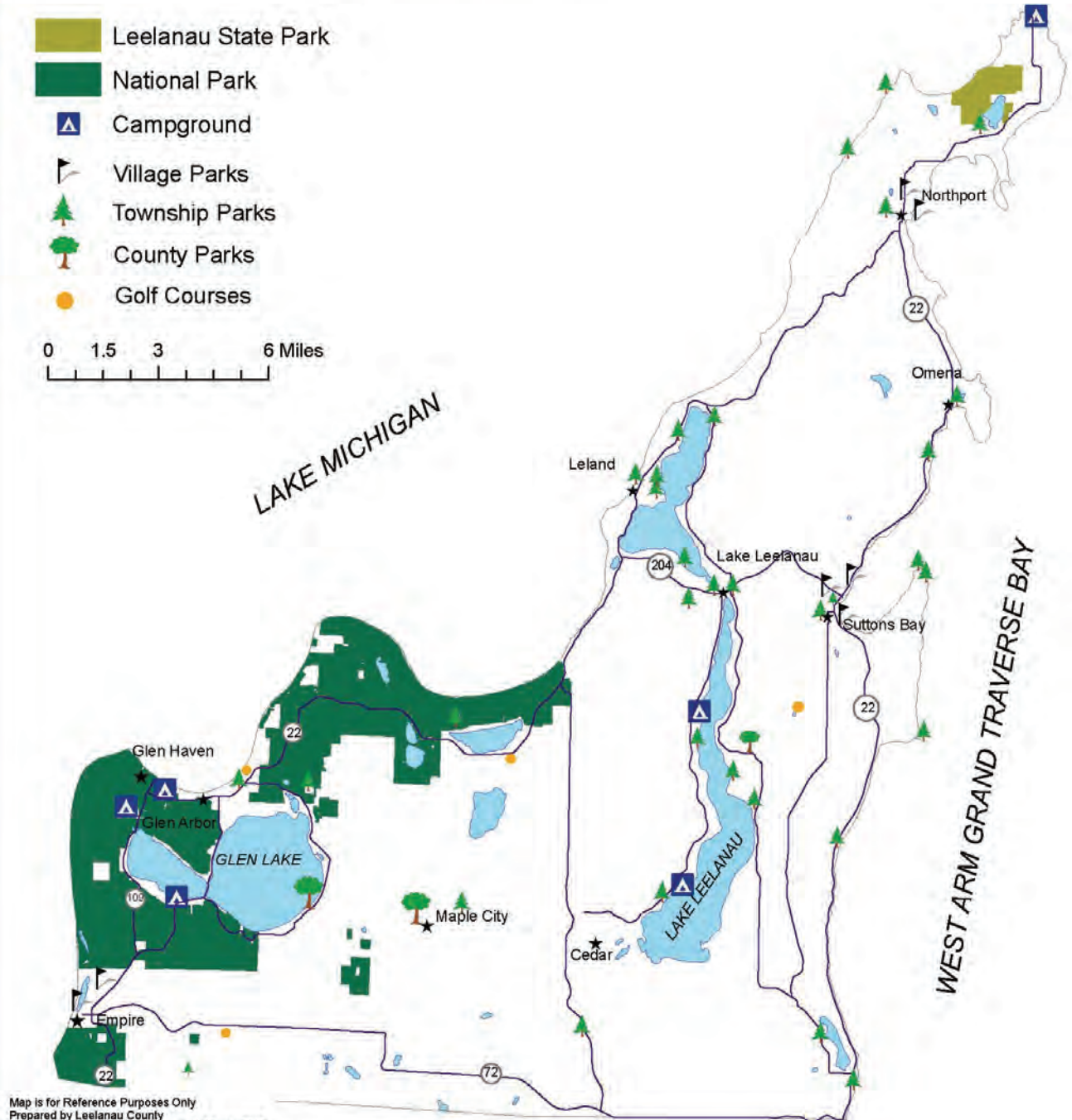
Map is for Reference Purposes Only
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Map 5 - 3d Policies Map Recreational Facilities



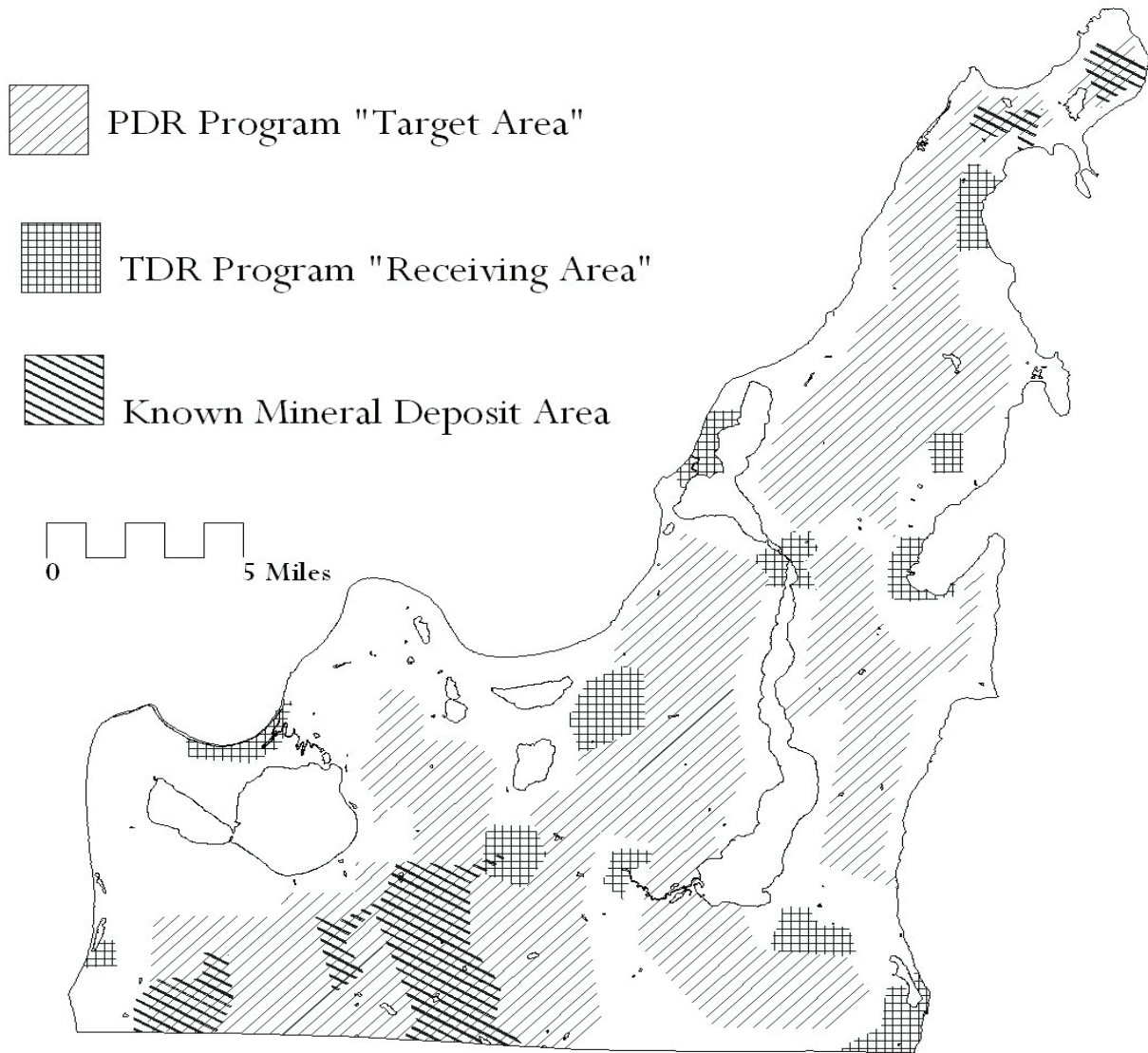
- Leelanau State Park
- National Park
- Campground
- Village Parks
- Township Parks
- County Parks
- Golf Courses

0 1.5 3 6 Miles



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**Map 5-3e
POLICIES MAP
Other Facilities**



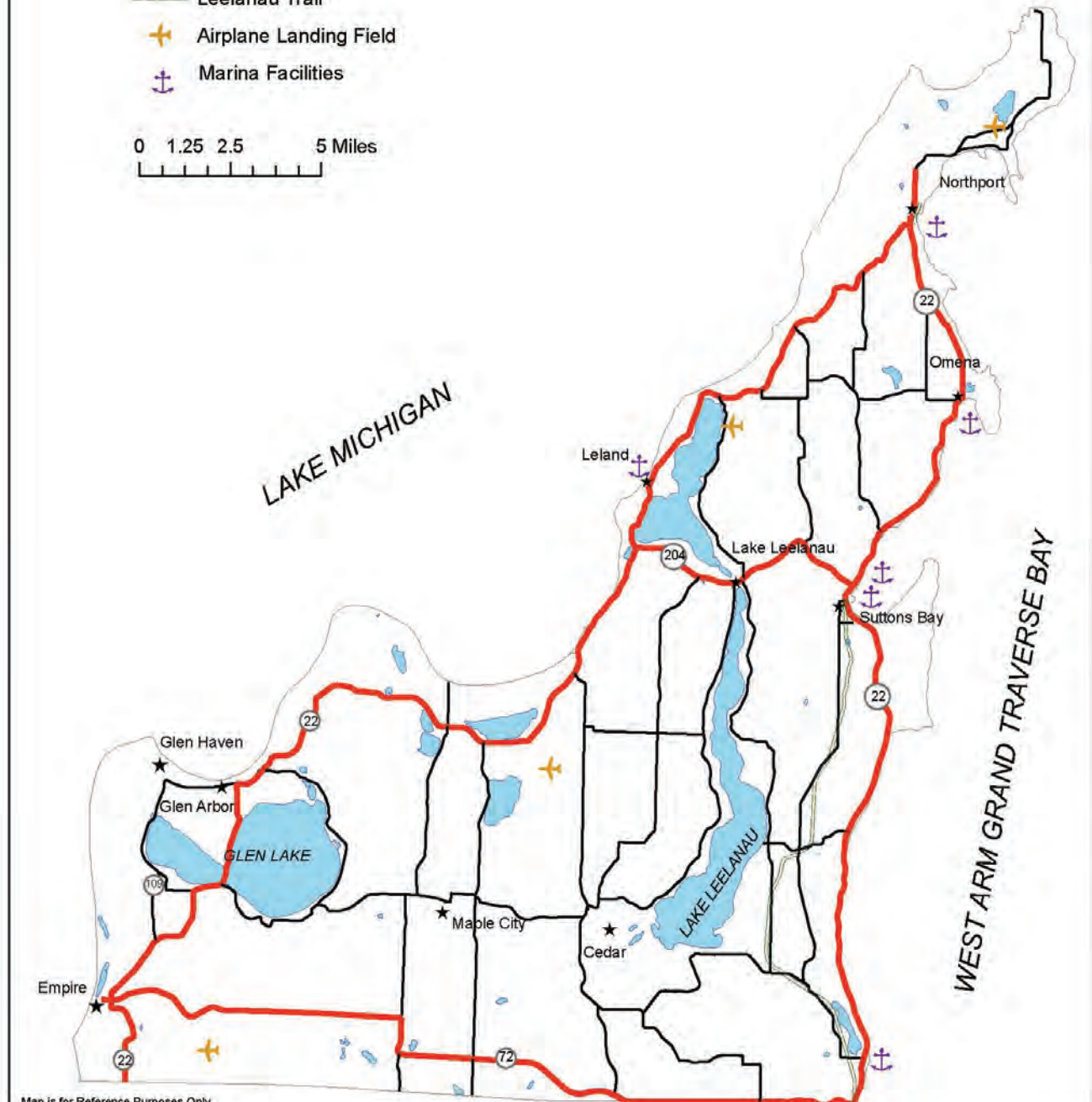
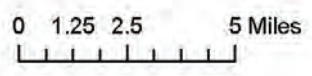
MAP FOR REFERENCE PURPOSES ONLY
Data Compiled by the Steering Committee in 1994
Prepared by the Leelanau County Planning Department, Fall 1999

Map 5 - 4 Transportation Map



Transportation

- State Highway
- County Road
- Leelanau Trail
- + Airplane Landing Field
- ⚓ Marina Facilities



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 Prepared by Leelanau County
 Planning & Community Development March 2012

CHAPTER 6

NATURAL RESOURCES AND THE ENVIRONMENT

INTRODUCTION

Few locations within the State of Michigan, or the United States as a whole, are so rich in the quality and variety of natural resources as the Leelanau Peninsula. These resources range from the most common, including summer air breezes and abundant high quality water resources, to more unique and sensitive resources, such as world class dunes, extensive wetlands, rolling hillsides, woodlands, special flora and fauna, and more. (See Working Paper #9 for more background information.)

The natural resources of the peninsula are vitally important in providing a strong and healthy environment. The quantity and quality of natural resources throughout the peninsula are the fundamental reasons for living on the peninsula. Also, they are critically important to the economy as its tourist industry thrives upon the peninsula's natural landscape.

Future growth and development will place increasing pressures upon the quantity, integrity and solitude of the peninsula's natural resources. If the current resources are to be protected for future generations, and yet still be "utilized" for economic benefit, purposeful actions must be taken to assure a healthy balance between growth, development, and the peninsula's natural environment. The **Leelanau General Plan** recognizes that a healthy sustainable economy depends upon a healthy environment. The plan further recognizes that maintaining environmental quality and improving the local economy need not be conflicting objectives, and are in fact, mutually reinforcing.

ISSUES

The principal issues related to natural resources and the environment include:

- air quality
- water quality
- groundwater quality
- woodland and hillside development

- protection of sensitive natural features
- farmland protection
- wildlife protection

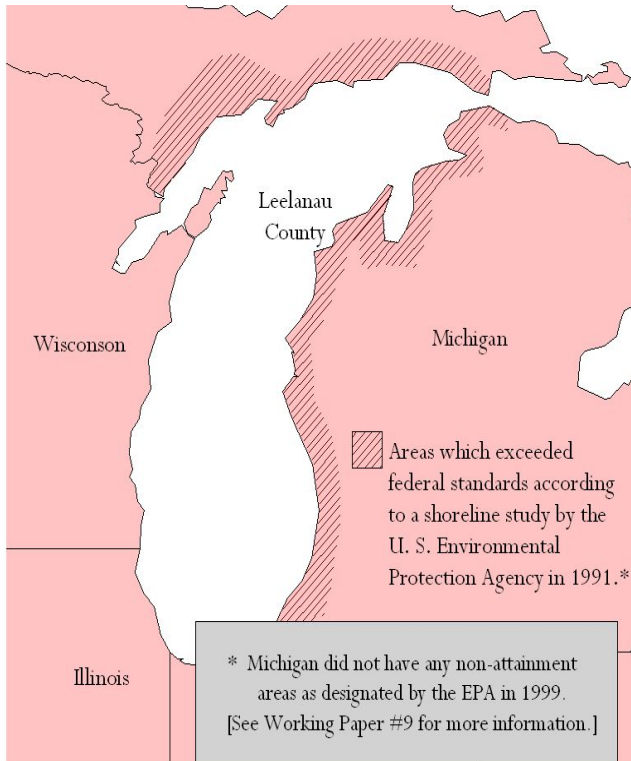
Air Quality

Air quality on the peninsula is quite high, but it is lower than it used to be. This is largely due to ozone pollution. Ozone is a gas formed when certain vehicular and industrial pollutants react in the presence of heat and sunlight. The ozone gas is an irritant and causes respiratory problems in humans. Evidence suggests that it is industrial activities from outside of Michigan which pose the greatest ozone threats. Major concentrations of smog (which heighten ozone levels) cross Lake Michigan from the Greater Chicago Area. See Map 6-1. The regional impacts of air pollutants is further accentuated by the fact that data gathered on Beaver Island shows a nine year average rain pH of 4.2; any-



Sleeping Bear Dunes

**Map 6-1
Ozone air Quality Standard Exceeded**



MAP FOR REFERENCE PURPOSES ONLY
Information taken from Working Paper #9
Prepared by the Leelanau County Planning Department, Fall 1999

thing less than 5.6 is considered "acid rain." Long term exposure to acid rain has the potential to damage trees and aquatic life.

While future state and federal environmental regulations may assist in the control of smog conditions, air quality on the peninsula could decline by locally generated air pollutants. For example, future growth and development will increase the number of vehicles along the roadways, particularly in and near Traverse City.

Trends and conditions suggest the need for an expanded monitoring system and a regional approach to air quality management. If this is started while air quality is still good, greater options will be available to prevent future degradation. Eventually it may be necessary to base future land use decisions, in part, upon the regional implications of such decisions and upon an appreciation of the sensitive dynamics between land use, air quality, and impacts felt both locally and many miles away. The

federal Clean Air Act is already requiring this in metropolitan areas.

Water Quality

Eight percent of the peninsula's surface cover consists of inland lakes. There are more than eight inland lakes of 175 acres or more in size, the largest being South Lake Leelanau covering nearly 5,400 acres. Seven of the peninsula's largest lakes are classified as oligotrophic, the highest of three lake quality classifications related to water biological productivity. Though the quality of the lakes is generally high, current conditions pose serious challenges to the maintenance of this quality level. Development along inland lake shorelines largely relies on private septic systems for sewage disposal. Dysfunctional systems, as a result of improper location, construction, operation, or maintenance, increases septic effluent leaching directly into area water bodies and decreases water quality. The use of fertilizers and pesticides, from both residential and agricultural land, further challenges the long term quality of the peninsula's inland lakes. Improperly managed construction activities and inappropriate land development locations encourage erosion and sedimentation of the lakes.

Seven of the peninsula's largest lakes are classified as oligotrophic, the highest of three lake quality classifications related to water biological productivity.

More than two dozen creeks and rivers assist in collecting stormwater runoff and carrying it to inland lakes as well as to Lake Michigan and Grand Traverse Bay. These creeks and rivers reflect a far wider quality range than do the lakes of the peninsula, though it can be said that the rivers and streams are of relatively very high quality. With two small exceptions, all water courses in the peninsula are designated trout streams, an indication of their high water quality level. There are, however, portions of major water courses, including Houdek Creek, which are currently showing the negative impacts of land use and development activities. Sedimentation and agricultural chemicals are principal threats facing streams

today. Best management practices to minimize the negative impacts of stormwater runoff are needed. Additional monitoring is also needed.

All water courses in the peninsula are designated trout streams, an indication of their high water quality level.

Groundwater Quality

Groundwater is the unseen water resource and one which nearly the entire peninsula is dependent upon for potable water. This reliance for basic human health rests on a fragile resource at best. Approximately 60% of the mainland portion of the peninsula rests upon "sensitive" aquifers. These underground water resources are overlain by highly permeable soils and thus easily susceptible to contaminants leaching down from the land surface (septic system leachate, petroleum spills, other hazardous spills, etc.). See Map 6-2. Even those aquifers which are somewhat better protected by being situated below low permeable clay soils or rock are vulnerable to contamination if adjacent aquifers become contaminated as underground water often flows freely between aquifers. Currently, there are 42 state designated "201 sites" on the peninsula where serious surface and groundwater contamination has been discovered. A 201 site is a single location within a list of surface and groundwater contamination sites in Michigan, as annually published by the Michigan Department of Environmental Quality (DEQ). One of the sites, the former Grand Traverse Overall Supply, is included in the Environmental Protection Agency's National Priorities List, which identifies the contaminated sites that are most dangerous to human health. New sites are being discovered yearly throughout Michigan. While attention is being focused on uncovering and cleaning up contaminated sites on the peninsula, it is equally important that steps be taken to prevent the creation of new contamination sites.

If current trends continue, future growth and development on the peninsula will further jeopardize groundwater and surface water resources. The lack of uniform stormwater man-

agement techniques to control erosion and sedimentation leads to further degradation of lakes and streams as does the practice of inappropriate application of fertilizers and pesticides. The lack of a comprehensive septic system monitoring and of an improvement program continues to allow inadequately treated human waste to enter the peninsula's lakes and groundwater resources. In most areas, the lack of a well established monitoring program to provide baseline data and benchmarks of current water quality conditions makes future water quality data that much more difficult to decipher. The collection and compilation of well records and other water quality data into the county's GIS system will be a major step forward.

Approximately 60% of the mainland portion of the peninsula rests upon "sensitive" aquifers.

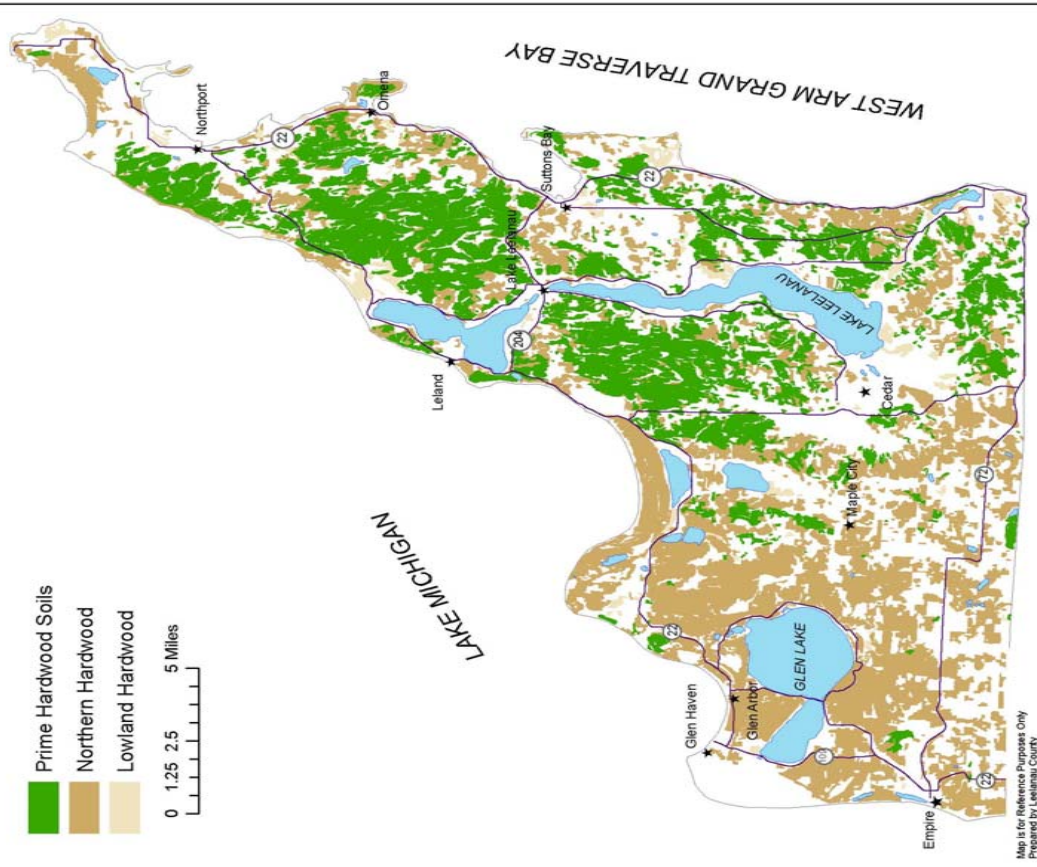
Woodlands and Hillsides

Woodlands and hillsides are abundant natural resources throughout the peninsula. Shaping the rural character of the peninsula, woodland stands are often found covering the peninsula's rolling terrain. See Maps 6-3 and 6-4. The hillsides, at times in combination with the woodlands, are the focus of many dramatic vistas and define many of the visual corridors throughout the peninsula. The woodlands provide habitats for much of the peninsula's animal and plant life and provide economic returns through harvesting and regeneration. These resources will also become increasingly threatened as growth and development continue. Market conditions and consumer preferences often make woodlands and hillsides attractive home sites. As increased residential development occurs, incremental encroachment upon the hillsides and woodlands can be anticipated. At present only very limited county and local programs effectively preserve the functional and aesthetic values of these resources.

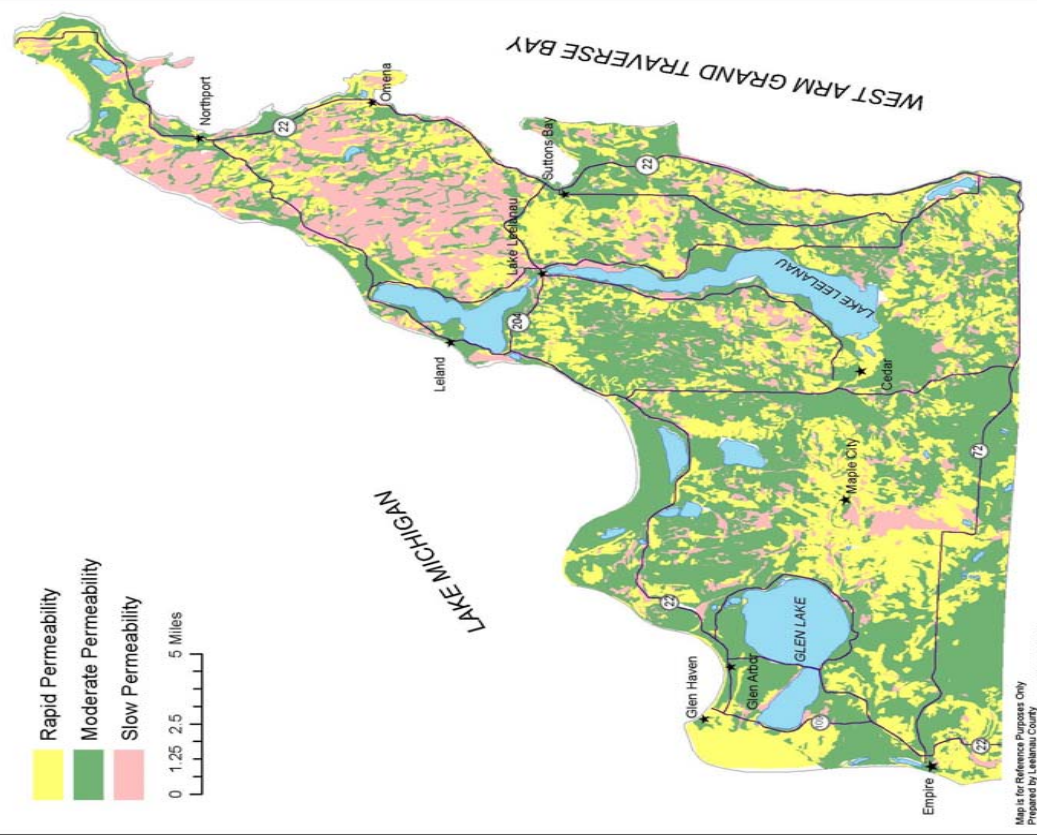
Sensitive Natural Features

The abundance of the peninsula's more common resources, including clean air, water,

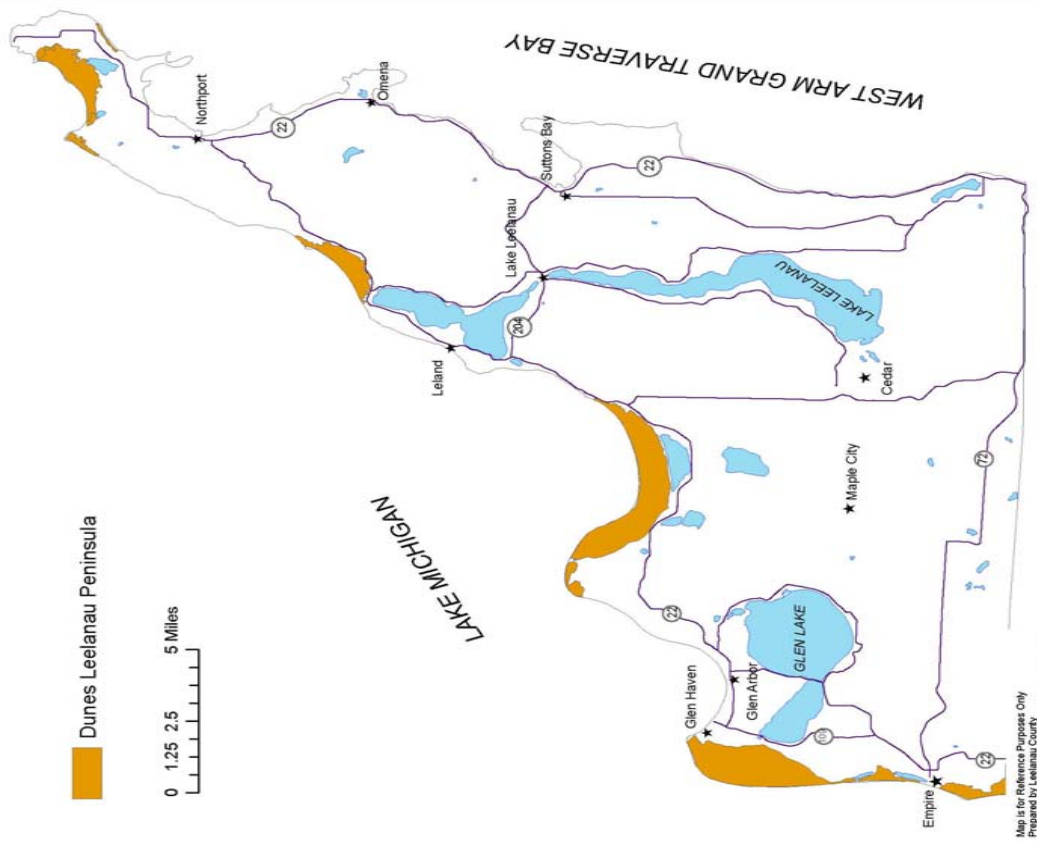
Map 6-3
Prime Hardwood Forestlands
Prime Hardwood Soils



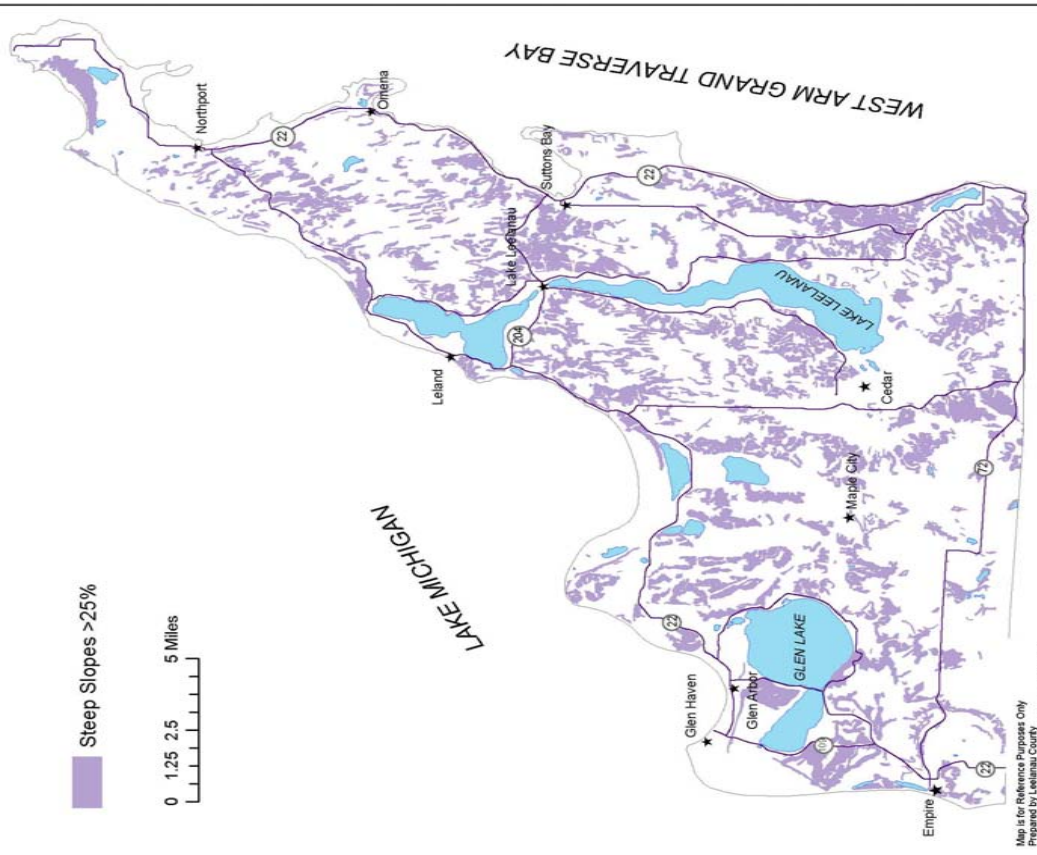
Map 6-2
Soil Permeability



**Map 6-5
Critical Dunes**



**Map 6-4
Steep Slopes**



woodlands, and hillsides, is nearly matched by abundant sensitive environmental resources. Floodplain areas provide for the retention of runoff associated with heavier rains. In accommodating periodic heavy runoff flows, the floodplains of the peninsula support special plant and animal ecosystems dependent upon the floodplain environment. While floodplain areas on the peninsula are few due to the limited number of major rivers, abundant lake waters, and the sandy soils, they are particularly vulnerable to changes in land use.

Wetlands include marshes, swamps, and other usually low areas between dry land and open water. Wetlands provide a multitude of vital benefits. They serve as filters which minimize the amount of organic materials and sediments discharged into streams and lakes while at the same time they retain stormwater runoff and limit flood impacts. Wetlands also provide ideal habitat for wildlife and are vital links in the peninsula's overall ecosystem. The sensitivity of this resource is perhaps best illustrated by the fact that even minor changes in the water levels of marshes, swamps, and other wetland environments can dramatically impact the quality of the wetland resources and their long term viability.

Lake Michigan shorelines (including Grand Traverse Bay) and dunes are also sensitive and unique environmental resources. See Map 6-5. Seemingly endless shorelines and monumental dunal formations epitomize the grandeur of the area. While these resources serve as critical components of the peninsula's tourism and recreation industry, they are particularly vulnerable to wind and wave action, as well as to any land use and development activities which disturb the stability of the dunes. The clearing of vegetation along the shorelines and dunes seriously increases their susceptibility to erosion, shifting, and demise. Disturbance of their natural character by land use activities heightens their vulnerability to winds and waves, and other climatic forces. Many of the peninsula's shoreline areas and dunal formations are considered "high risk erosion areas." See Map 6-6. The significance of these shoreline areas is highlighted by their inclusion for protection under the Michigan Natural Resources Act (Act 451). This Act serves to protect designated "critical dune areas", including Sleeping Bear Dunes and the Empire Bluffs as

well as less prominent dune areas.

The Lake Michigan shoreline and dunal formations harbor yet another sensitive environmental resource - threatened and endangered plant and animal species. Inventories by the Michigan Department of Natural Resources have identified numerous unique plant and animal species on the Peninsula which rely largely upon shoreline and dune areas for their survival. Other threatened species which rely upon a more inland environment have also been identified. The fact that these plant and animal species are already considered unique due to their threatened survival emphasizes the need to prevent disturbances in the ecosystem in which they thrive.

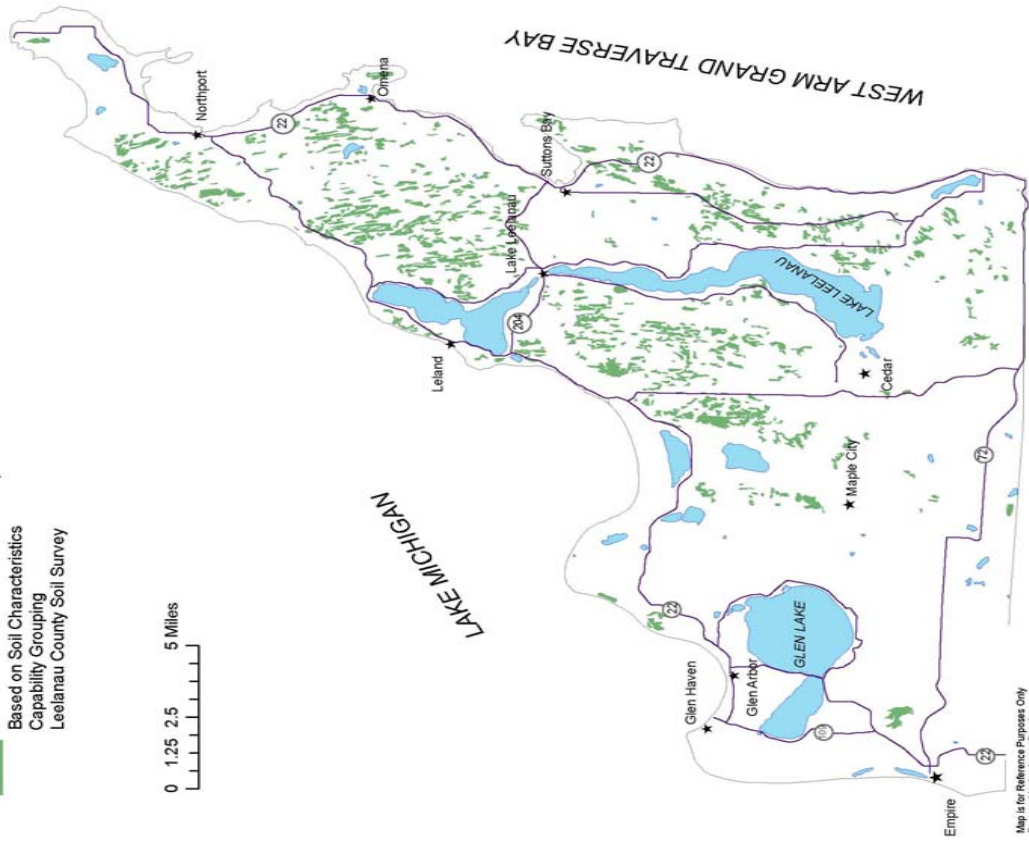
Shorelines of inland lakes are also sensitive natural resources. The calmer waters and areas of interface between the land and water are particularly important habitats for wildlife and plant life. Understandably, these areas are also actively sought for development and recreational use. The resulting threat to these environments through soil erosion and sedimentation, disturbance of the natural shoreline and vegetation, and leachate from faulty septic systems is a concern today and will become more significant as the peninsula population grows.

Reliance upon state and federal regulatory programs may not be adequate to assure the integrity of the peninsula's sensitive environmental resources.

The incremental consumption of land for residential and other intensive land uses can be expected to encroach directly upon the Peninsula's natural resources or the ecosystems within which these resources are found. Reliance upon state and federal regulatory programs may not be adequate to assure the integrity of the peninsula's sensitive environmental resources. While local programs have been put in place to help protect the quality of the Peninsula's sensitive natural resources, local governments and other organizations still encounter difficulty in evaluating conditions and effectively enforcing regulations. The lack of resource base-line data, monitoring, and

Map 6-7 Cropland Suitability

Land best suited for field crops
Based on Soil Characteristics
Capability Grouping
Leelanau County Soil Survey



Map is for Reference Purposes Only
Planning & Community Development March 2012

Map 6-6 High Risk Erosion Areas

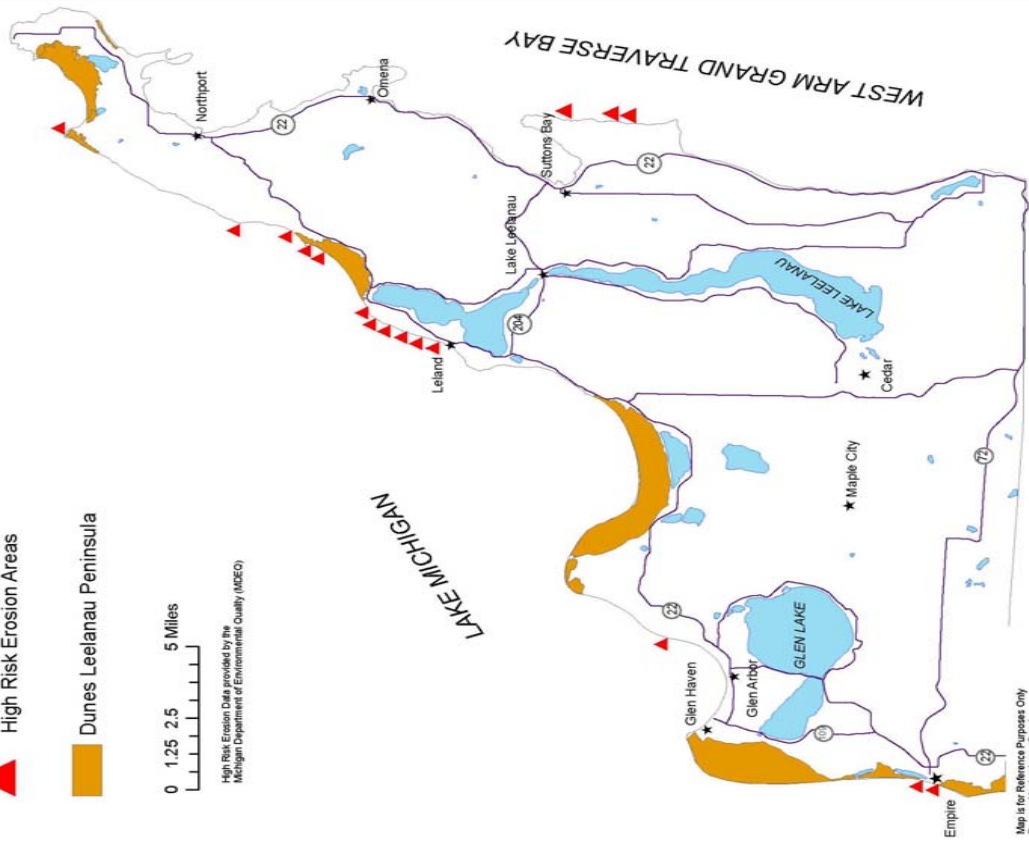
High Risk Erosion Areas



Dunes Leelanau Peninsula



High Risk Erosion Data provided by the
Michigan Department of Environmental Quality (MDEQ)



Map is for Reference Purposes Only
Planning & Community Development March 2012

evaluation of the effectiveness of protection programs prevents wise future decisions regarding natural resource management initiatives and policies. At particular risk are the sensitive environmental areas at the edge of the extensive peninsula acreage in public ownership including the Sleeping Bear Dunes National Lakeshore, Leelanau State Park, and Pere Marquette State Forest.

While local programs have been put in place to help protect the quality of the Peninsula's sensitive natural resources, local governments and other organizations still encounter difficulty in evaluating conditions and effectively enforcing regulations.

Farmland

Farmland is a special natural resource of the peninsula. See Map 6-7. Orchards are the dominant land cover. See Map 6-8. They contribute greatly to the economic well being of the peninsula as well as to its beauty and pastoral character. As important as this renewable natural resource is, there has been a decline in the number of acres devoted to farming over the past several decades. Typically, once farmland is converted to another use, it rarely reverts to agriculture. Fragmentation of farmland through the splitting of large farmland parcels for residential use resulted in farmland loss as much or more than the farmland converted to actual residences, yards, and roads. The increasingly dispersed settlement pattern across the peninsula is the reason why this irreplaceable resource is being chipped away. (See Working Papers #5 and #10). Map 6-9 shows the location of all new residences constructed in the county from 1990-2000 overlain on a farmland base map (composite of maps 6-7 and 6-8).

Under present conditions, this pattern can be expected to continue. We must acknowledge the conflicts which will arise when farmers and other large landowners try to "capitalize" on development potential by subdividing. For many, this land is their retirement plan, and farming has not been very profitable in recent years. However, if most of the farmland and

open space in Leelanau County are converted to residential use (as current trends illustrate), much of the scenic beauty of the Peninsula will be lost for existing residents and tourists. The maps prepared as a part of this **General Plan**, can be used to help establish the basis for a realistic and defensible farmland protection program.

A FRAMEWORK FOR FUTURE POLICY

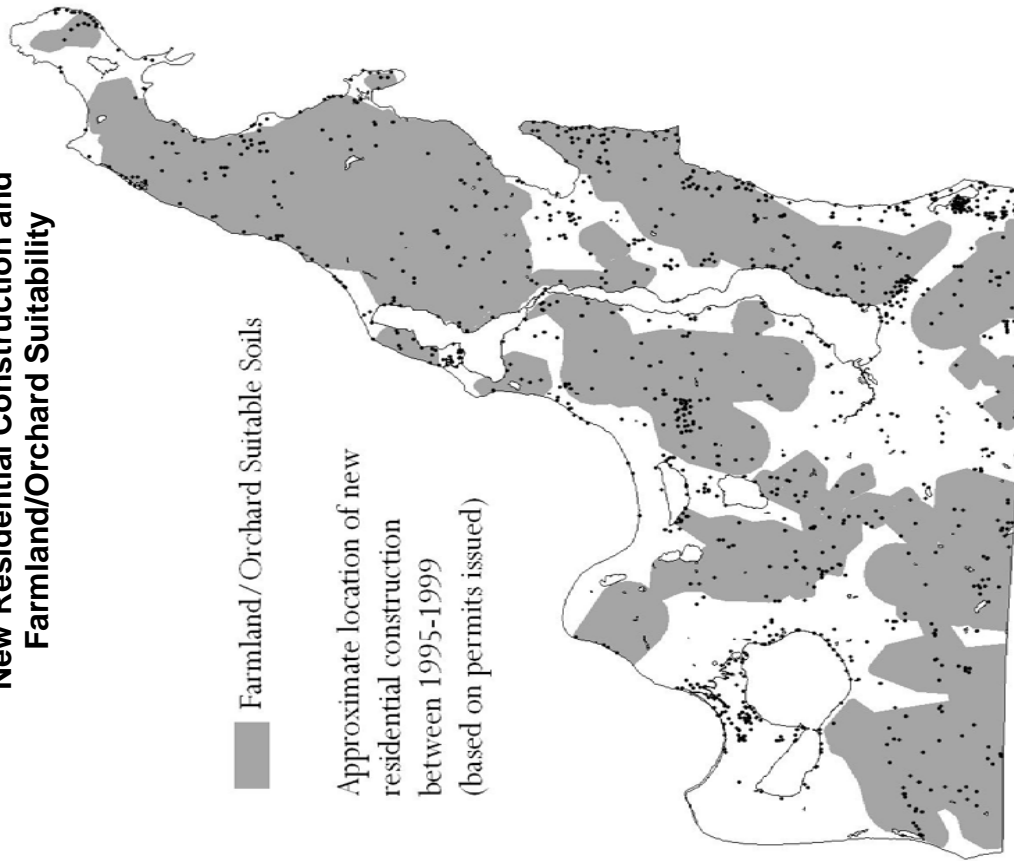
Trends and current conditions negatively affecting the peninsula's natural resources have resulted from the lack of a focused resource protection program throughout the peninsula. Residents are realizing that the resources are critical to their future welfare, and they are recognizing the immediate need for a more responsible approach to resource protection. The **Leelanau General Plan** recognizes the critical link between economic, social, and healthful well-being and protection of its natural resources. The plan seeks to establish a far more proactive approach, recognizing that long term protection must originate from a purposeful, strategic, and comprehensive conservation program.

The future of the peninsula depends on how its people manage its abundant natural resources.

At the heart of this program is the adoption of a land and water stewardship ethic by all populations of the peninsula including local government officials, residents, real estate brokers, farmers, students, and land developers. The future of the peninsula depends on how its people manage its abundant natural resources. The widespread adoption of a land and water stewardship ethic requires broad public understanding of the dynamics of ecosystems, the relationship and impacts between natural resources and land use, and the peninsula's economy as it relates to the natural environment. This understanding must be strengthened by continued research and evaluation of the dynamic relationships between environmental costs and economic gains.

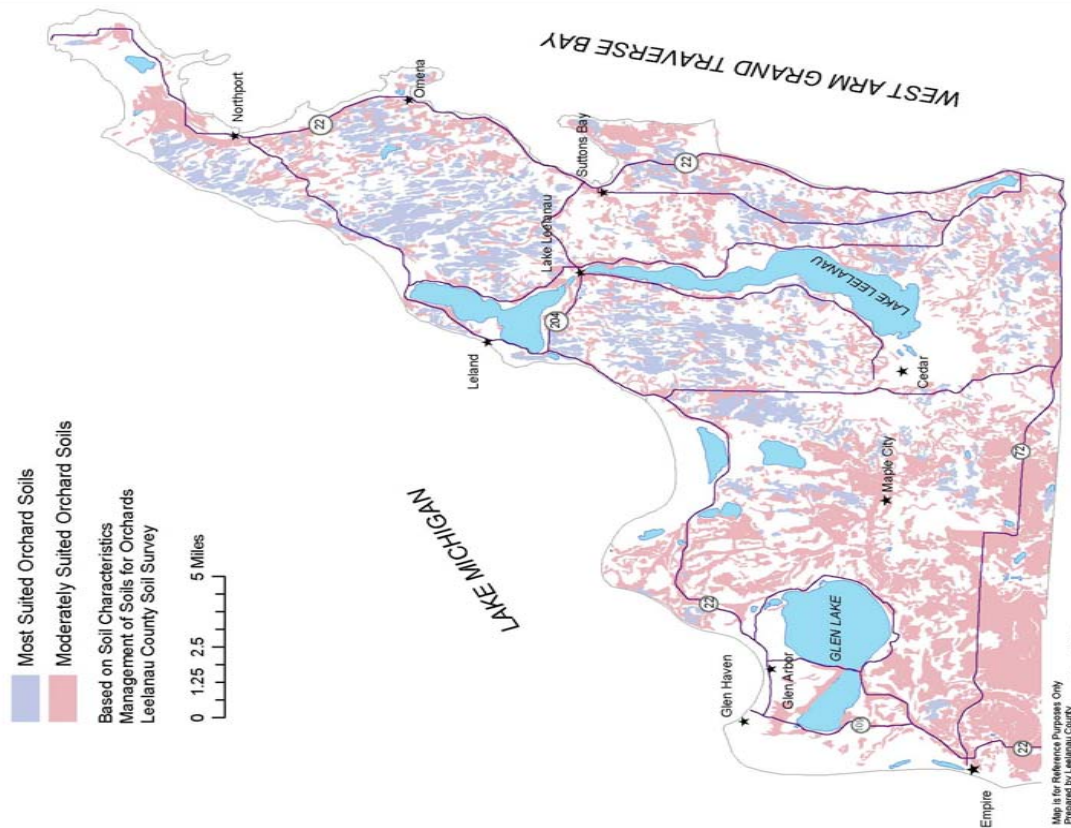
The **General Plan** recognizes that the quality

Map 6-9 New Residential Construction and Farmland/Orchard Suitability



MAP FOR REFERENCE PURPOSES ONLY
Data from Leelanau County Inspections and County Soil Survey
Prepared by Leelanau County Planning Department, 1999

Map 6-8 Orchard Suitability



of a single natural resource may vary across a township, and that the plan must respect the practical opportunities and constraints associated with resources of varying values. To this end, the plan calls for the identification of those resource areas of the peninsula which are characterized by particularly high productivity and provide the basis for long term economic viability and protection. This is especially applicable to prime agricultural (and especially orchard) lands, but should also be extended to include forestlands, mineral deposits, and other resources of economic and natural ecosystems importance.

These and other resource areas such as wetlands, dunes, shorelands, and wildlife corridors must be provided with increased protection through better coordinated local stewardship. This stewardship should be implemented through a number of strategic initiatives including: 1) preparation of model ordinances for local environmental protection, including development of environmental overlay zoning districts and anti-land fragmentation provisions; 2) inclusion of flexible site design standards within local zoning ordinances to permit increased preservation of natural resources while still meeting the intent of the ordinances; 3) development of incentive programs for landowners to protect sensitive and productive natural resources; and 4) support for statewide legislation to provide for the use of purchase and transfer of development rights (TDR). TDR permits landowners of special resources the mechanism to sell their development rights to another landowner located outside of a special resource area thereby capturing the devel-

opment value of the land without converting it to another use. This stewardship should include special programs for the responsible management of resources for economic use including agriculture, timber harvesting, fishing and fisheries, solar and wind access, and mineral extraction. The development guidelines in the **New Designs for Growth** Guidebook should be widely followed.

Large and contiguous open spaces should be recognized for their multi-functional values, including wildlife habitats and rural vistas, and be afforded the same protection emphasis as the peninsula's more sensitive resources. This is not to suggest no development should occur in these areas, but that it is more desirable that it be designed to relate to, rather than against nature.

The stewardship ethic should extend to the protection of the peninsula's air and water resources, through continuous air, groundwater and surface water quality monitoring, establishment of base line data and benchmarks, and long term management initiatives, including a peninsula-wide water quality protection program. This program should include specific provisions to assure the adequacy of existing and future private septic systems and wells and standards for underground storage tank operations and activities. All agencies with an interest in the quality of these resources should be included in the development and implementation of the program.

The **General Plan** recognizes that these and other related natural resource protection initiatives would naturally occur within a framework of interjurisdictional coordination and cooperation to assure that the initiatives are peninsula-wide, that they achieve a heightened level of consistency across the peninsula, and that permitting processes are streamlined among the various levels of government.

NATURAL RESOURCES AND ENVIRONMENTAL PROTECTION OBJECTIVES AND ACTION STATEMENTS

The following objectives and action statements are intended to establish the blueprint of the **General Plan's** vision for sustaining the peninsula's natural resources. It should be noted here, as throughout, that the positions taken in



Lake Leelanau Narrows

the following policy and action statements were supplied directly by the citizens of the county and not drawn up by a single board, however representative and concerned.

VISION: The vision of this General Plan regarding the counties Natural Resources and Environment is to include such goals, objectives and actions that will result, to the greatest extent possible, in the protection of air and water quality, the protection of Farmlands and open spaces, and the protection of environmentally sensitive areas that maintain and enhance the rural and scenic character of the County for current and future generations.

Goal:
To Balance long-term economic gain and environmental protection concerns in county and local government policies and programs.

Objective:
County and local policies and programs should be drafted toward ensuring environmental protection while encouraging appropriate local economic development.

Action Statement:
County and local policy-makers shall document both the environmental and economic effects of policies under consideration.

Goal: To protect air and water quality

Objective:
County and local governments should initiate proactive measures to monitor and protect air, groundwater, and surface waters.

Action Statement:
Use relevant air and water quality data to establish benchmark standards in Leelanau County. Such standards shall serve as a reference against which future data will be evaluated.

Action Statement:
Continue to maintain and update a well log and septic system database as part of the GIS system.

Action Statement:
Adopt programs and regulations to ensure safer and more effective on-site sewage dis-

posal and potable water.

Action Statement:
Establish a countywide Water Quality Strategy Plan.

Action Statement:
Provide GIS and other relevant data to local governments and lake associations in the development of watershed management plans as the first step to prioritizing efforts to protect water quality of inland lakes and streams.

Action Statement:
County government should provide model ordinances for local governments to adopt to protect air and water quality such as lake access and road end access.

Action Statement:
Encourage township use of the DEQ's "County and State Environmental permits checklist" to ensure environmental issues are adequately considered in the local zoning process.

Objective: On-site sewage disposal and potable water.

Action Statement:
Develop, in concert with other county and local organizations, a program for water quality testing of inland lakes and streams to identify water quality change and the source of any contaminants.

Objective:
To insure an adequate knowledge and information base for County and Local policy makers in areas related to Air and Water Quality.

Action Statement:
Continuously assess, develop and promulgate educational material related to the maintenance of air and water quality.

Goal:
Protect environmentally sensitive areas, including wetlands, dunes, steep slopes, shorelands, and wildlife corridors.

Objective:
To initiate proactive measures to protect and enhance environmentally sensitive areas.

Action Statement:

Distribute information identified on the Geographic Information System (GIS) for farmland and environmentally sensitive areas, to various county agencies and local governments, and interested parties such as developers and landowners.

Action Statement:

Establish overlay zoning districts for environmentally sensitive areas through the coordinated actions of county and local government. Additionally, encourage use of incentive programs to protect environmentally sensitive areas, as well as areas with significant open space and/or scenic vistas. These incentives programs would include the including acquisition of fee simple or conservation easements by non-profit organizations. The incentive program should place an emphasis on "filling gaps" between existing preservation holdings to increase ownership of contiguous areas.

Action Statement:

Initiate efforts to establish common protective measures for environmentally sensitive areas that fall within multiple jurisdictions.

Action Statement:

Develop and enact model flexible site development standards to minimize topographic changes, reduce the extent of paved areas, and avoid environmentally sensitive areas wherever possible.

Goal:

Protect Farmland and open space protection, including scenic vistas/corridors.

Objective:

Minimize consumption of open space, including scenic vistas and corridors.

Action Statement:

Provide model ordinances for local governments in developing regulations to encourage clustering of new residential development in order to minimize consumption of open space and scenic vistas.

Action Statement:

Provide information and materials to educate citizens and local governments about farmland protection options and prepare model ordinances that protect farmland while permitting

farmers to capture the development value of their land.

Action Statement:

Establish future Land Use Plans that focus development in or immediately adjacent to the existing villages.



Chapter 7

TRANSPORTATION

INTRODUCTION

Personal mobility has become a necessity. The daily pattern of nearly everyone's life demands the ability to get from one location to another, preferably in the shortest time possible. Whether it be for employment, recreation, schooling, or shopping, a comprehensive transportation network for vehicles, pedestrians, and bicyclists has become a fundamental necessity. Specialized needs for bulk transport and air transportation are also important. The need for personal mobility is made especially notable by the fact that nearly half of employed residents commute outside of the county to their place of employment. Of equal significance is the role of the tourism industry on the peninsula and the additional demands for efficiency and safety it places upon the peninsula's transportation network.

Nearly half of employed residents commute outside of the County to their place of employment.

This network has, and at least for the next few decades will likely continue to have, a direct impact upon the quality of life experienced by those who use it. The network directly impacts the efficiency of emergency services, available personal leisure time, the appropriateness of proposed future land use patterns, and the safety of motorists, pedestrians, and bicyclists. It also affects the rate of peninsula growth and development, and much more. The **Leelanau General Plan** recognizes the critical role transportation plays, and recognizes that improvements to the network must be strategically planned in coordination with the achievement of other key components of peninsula life and its future. (See Working Paper #8 for more background information.)

ISSUES

Road Network

The Leelanau Peninsula faces a number of crucial challenges in the provision of an efficient and safe transportation network. See Map 7-1. The most fundamental challenge is maintaining the extensive road network that is already in place and where necessary, expanding the network to improve traffic flow, safety and efficiency. This challenge is greatly affected by the peninsula's abundant natural resources, including its hillsides and lakes. Rolling topography and large inland lakes provide unmatched scenery and, at the same time, have resulted in a somewhat circuitous roadway network. As population increases, the result is experienced in an increase in travel times, automobile emissions, automobile and truck operation costs, and congestion in some places.

The existing roadway network is further challenged by the fact that it operates within a relatively limited hierarchy of road types. While the network includes corridors classified as regional arteries such as M-22, M-72, and M-204, the alignment and construction of these



New road construction in Leland Township

The most fundamental challenge is maintaining the extensive road network that is already in place and where necessary, expanding the network to improve traffic flow, safety and efficiency.

arteries limit their ability to function efficiently as regional arteries. The challenging route location (with many 90 degree turning patterns) and many limited sight distances greatly reduces their potential to move traffic safely and efficiently at normal highway speeds. As such, they provide less support for the system than roads built to comparable standards elsewhere. On the other hand, they force slower speeds and provide opportunities for enjoying the unsurpassed beauty of the peninsula. The winding nature of the majority of the peninsula's county roads, resulting in limited sight distances, presents numerous safety hazards. Additional road use by residents and visitors will likely result in more traffic accidents. See Map 7-2.

The often limited lane widths and, at places, absence of adequate shoulders increase the level of safety hazards still further. These conditions present equally unsafe conditions for pedestrians, bicyclists, and snowmobilers along the roadways. This is of particular significance as the Leelanau Peninsula attracts some of the most extensive biking opportunities and biking tours in Michigan.

Level of Service

Adding to the complexity of the transportation challenges is the fact that peninsula transportation is automobile dominant. Only limited opportunities currently exist for alternative modes of transportation. Alternative modes might otherwise reduce the demand upon the peninsula's roadway network, such as the Bay Area Transit Authority (BATA) which operates a bus service in the county, which includes regularly scheduled, fixed-route service, a summer route program, specialty service for the Commission on Aging, and a "dial-a-ride" door-to-door service. While bike/pedestrian lanes are being developed in some areas of the County, road segments specifically designed to accom-

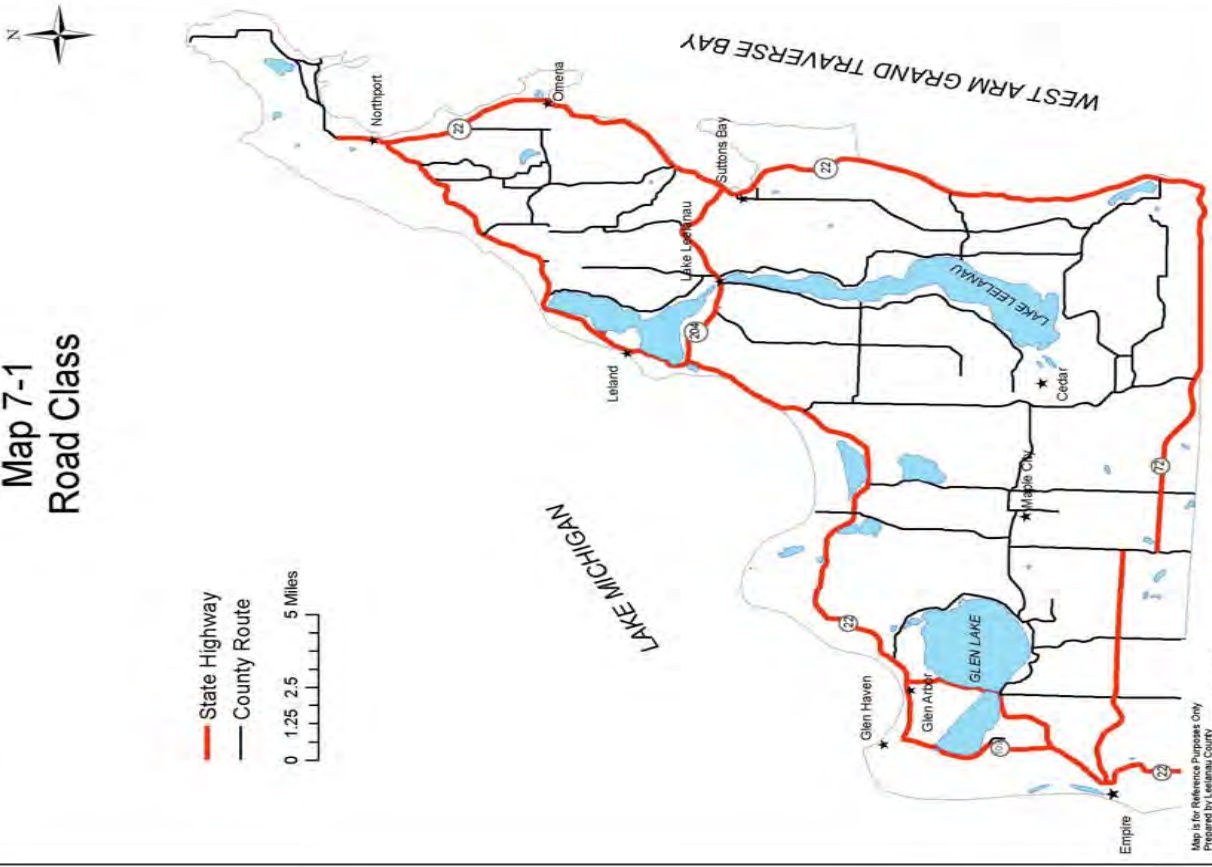
modate pedestrian and bicycle traffic are limited. Bike lanes have been added to M-22 between Leland and Northport. Airplane facilities are limited and rail service is no longer available. See Map 7-3.

The resultant overall level of service along roadways has declined over the years as the peninsula has experienced growth and development. Both M-22 and M-72 received a level of service designation "E" by the Department of Transportation in 1998, which indicates a roadway operating "at capacity." The poor road base of sections of these roads makes maintenance costs particularly high. While many of the peninsula's roadways are experiencing very adequate levels of service, those roads segments which have traditionally witnessed the lowest traffic counts are generally showing the greatest rise in traffic counts over the past ten years. The ability of the County Road Commission to maintain or improve the level of service along the network, either through general maintenance, incremental improvements, or major construction projects, is becoming increasingly difficult as available revenues are not keeping up with needs. The most needed projects in the peninsula (rebuilding some existing roads and solving a few congestion problems) are those which require massive amounts of expenditures. One such project, the extension of County Road 641, has been completed.

Both M-22 and M-72 received a level of service designation "E" by the Department of Transportation in 1998, which indicates a roadway operating "at capacity."

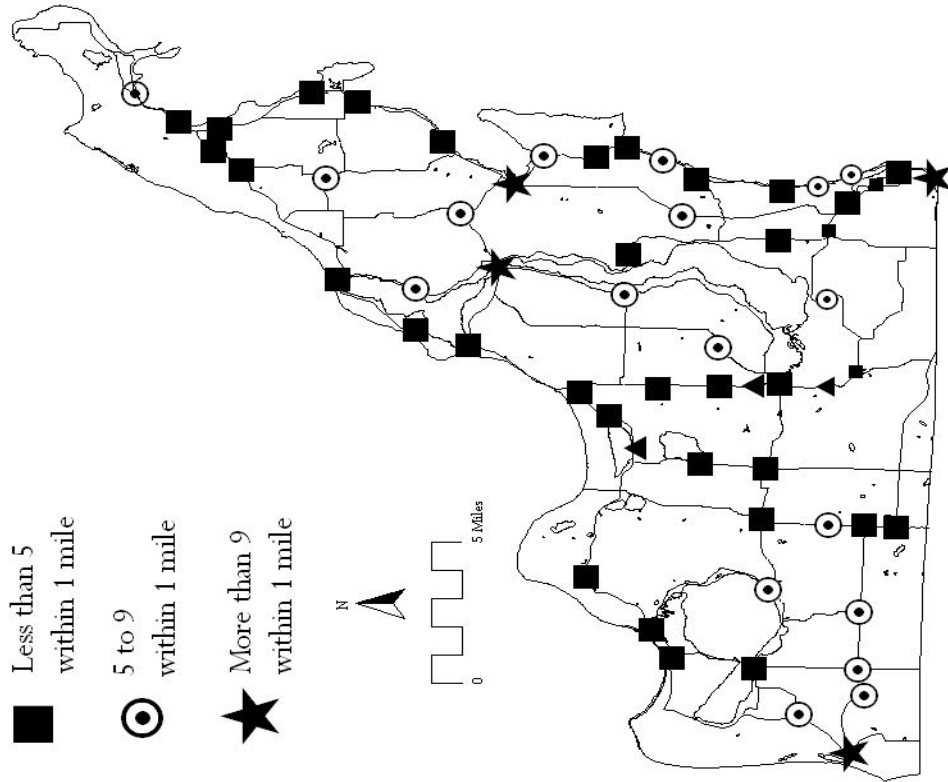
It can be expected that transportation conditions will worsen on the peninsula if current trends and conditions continue. Growth and development will further increase the number of vehicles on the County's roads. Between 1990 and 2000, there was an increase of over 6,100 vehicle registrations in the county. This is far in excess of the population growth. Vehicle miles traveled increased by 11% between 1994 and 2002. These increasing demands on the roadway network associated

**Map 7-1
Road Class**



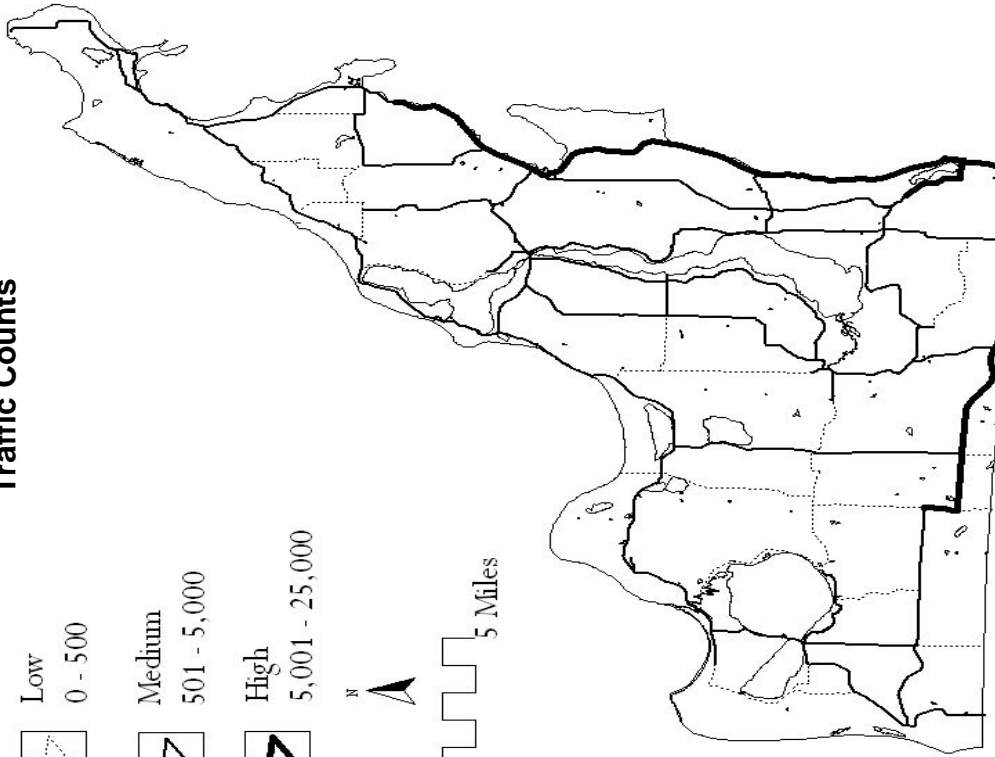
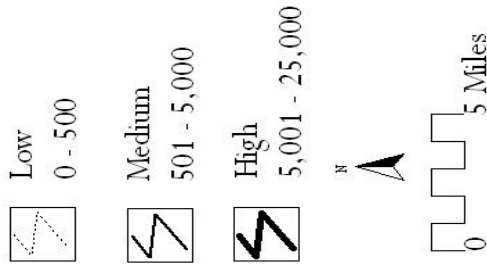
Map is for Reference Purposes Only
 Leelanau County
 Planning & Community Development March 2012

**Map 7-2
Traffic Accidents**



MAP FOR REFERENCE PURPOSES ONLY
 Data Provided by the Road Commission in 1990
 Prepared by the Leelanau County Planning Department, Fall 1999

Map 7-4 Traffic Counts

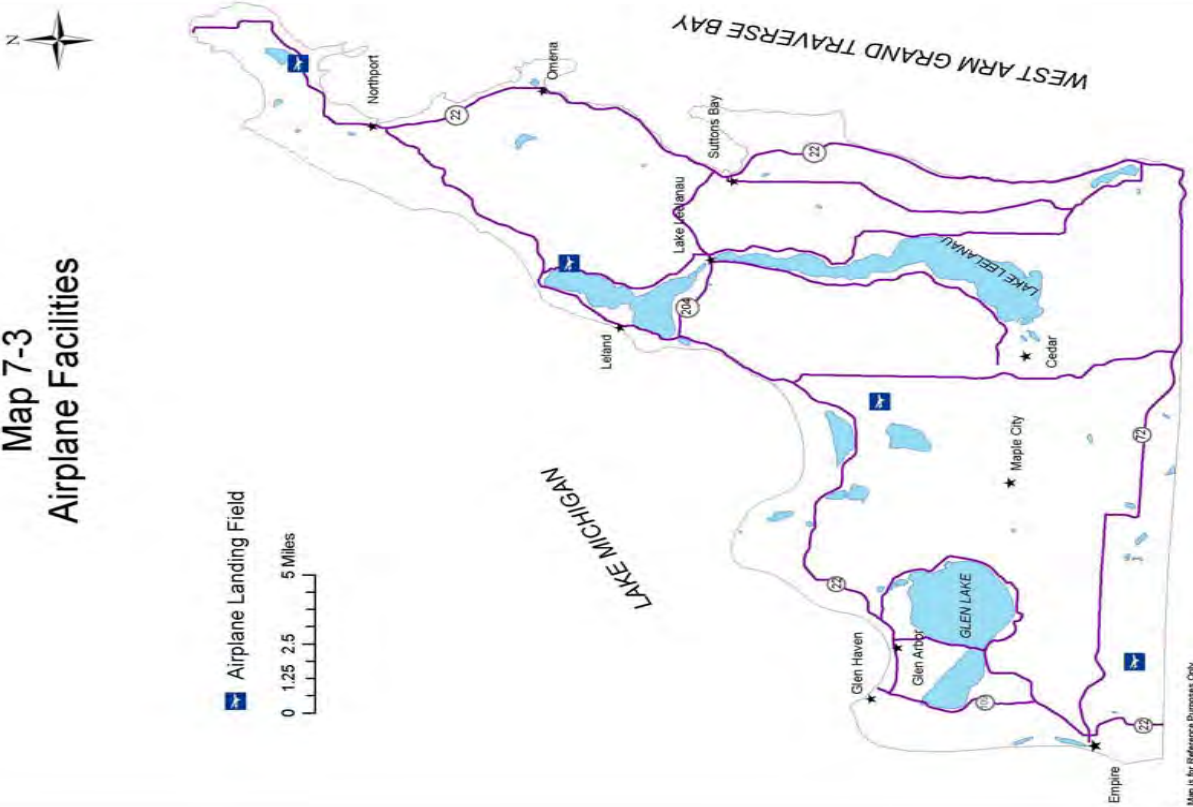
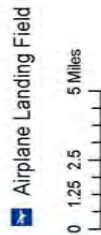


MAP FOR REFERENCE PURPOSES ONLY

Data Provided by the Leelanau County Road Commission

Prepared by the Leelanau County Planning Department, Fall 1999

Map 7-3 Airplane Facilities



Map is for Reference Purposes Only
 Prepared by the Leelanau County
 Planning & Community Development March 2012

with growth and development will further challenge the network's level of service. Significant decreases in service may be unavoidable in some places. The resulting lower levels of service will be reflected in increased congestion, extended travel times, higher maintenance costs, higher rates of vehicular and non-vehicular accidents, and longer emergency response times. Safety hazards along the roadways will not be a result of increased traffic levels alone, but will also be a result of the rise in the number of driveways, street intersections, and other new access points along major corridors resulting in hazardous turning patterns, stop and go traffic, and congestion. Land acquisition costs for widening road right-of-ways to accommodate road improvements will be more costly due to the high cost of land on the peninsula as market trends boost property values. Major developments planned for the Suttons Bay and Northport areas will have an impact on local roads and M-22.

Between 1990 and 2000, there was an increase of over 6,100 vehicle registrations in the county.

While problems associated with population growth and development are the impetus behind many of the County's road improvements, some improvement projects may sometimes fuel the development that causes these problems. Roads designed for a high volume of traffic may be viewed at times as an incentive to developers. Better roads are more attractive for development than those that are gravel or unimproved. This improvement of rural roads, and the development that typically follows, can have an impact on the Peninsula's rural character.

The road network on the peninsula serves to get people from one place to another without the frequent delays common in urban areas. However, without improvement, some problems will worsen in the next decade.

A FRAMEWORK FOR FUTURE POLICY

The transportation issues facing the peninsula

today and projected for the future if current trends continue, dictate a far more proactive stance to assure transportation needs are met. It is the intent of the **Leelanau General Plan** to provide the guidance for a proactive approach to comprehensive transportation planning throughout the peninsula. This proactive approach is founded upon a number of key initiatives.

The 1995 **General Plan** made the following recommendation:

At the heart of the peninsula's transportation planning and improvement efforts should be creation of a long term road development and multi-modal transportation plan. It should address the review, evaluation, and development of alternative funding mechanisms upon which capital and service improvements can be implemented. Without a long-term plan with clear improvement priorities, existing financial resources cannot be wisely utilized. Likewise, the identification of transportation needs and necessary capital improvements is of little value if feasible and practical funding mechanisms are not in place, or able to be implemented.

The Road Commission has identified a list of needed improvement projects for primary roads and ranked these projects in order of priority. This list is updated every year or two and compared to available federal highway funding.

Since 50 percent of the funding for many road improvements comes from local municipalities, the Road Commission is often reluctant to initiate road projects. Instead, the Road Commission responds to requests from the townships. The requests are usually for immediate improvements. Each year individual townships prioritize projects depending on the funds that they have available. The result is that local, short term priority needs are met, but not the longer term, broader transportation needs.

An important element of taking a broader, longer term view must be the provision of public information and education on the critical transportation issues facing the peninsula including: 1) costs of maintenance of the network; 2) relative costs of major improvements; 3) existing revenue generators and the revenues generated from each source; and 4) the disparity between transportation revenues and costs. Consideration should be given to development of new funding mechanisms such as tapping tourism dollars, a county sales tax, supporting changes in Act 51 funds, and federal assistance with transportation improvements where federal facilities are served.

Implementing a hierarchically based roadway network is critical to success. Each road segment must have a specific function within the entire network, whether it be to provide higher speed access between villages and other long distance destinations, access to neighborhood and shopping areas, or access to individual residences and lots. These roads must be coordinated according to their function and tie-in to one another to provide safe and efficient

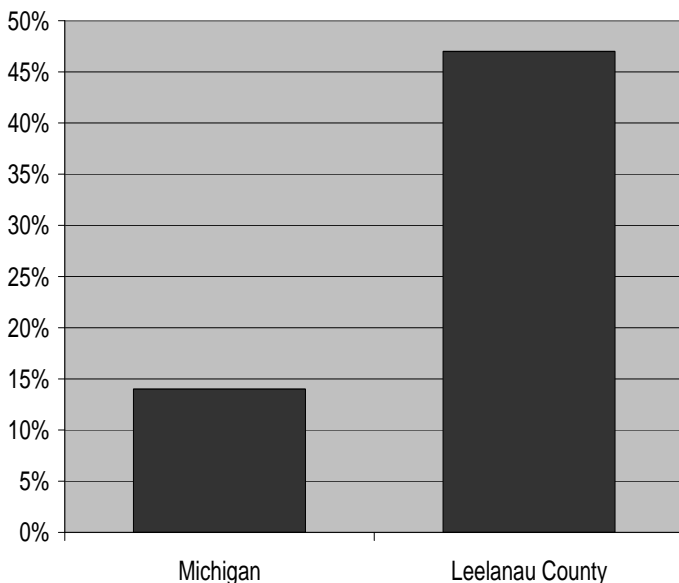
movement of traffic. Identification of a functional classification system must then be followed by engineering studies and capital improvement projects, thereby assuring that the design and construction of each road segment is capable of functioning as intended. Associated with the development of a coordinated peninsula-wide road network should be the development of peninsula-wide standards for all new road construction. These standards should address provisions for adequate shoulders, safety zones for bussing school children, and related safety elements.

Special consideration in the development of a peninsula-wide network and alternative funding programs should be the identification of the most appropriate locations for all-season roads, based upon the future land use map and policies of this **General Plan**. All-season roads should be designated as major arteries and not for use as local thoroughfares. This effort should be extended to consider necessary interfaces with a safe and efficient belt-line(s) around the Traverse City area.

Directly tied to the identification of a functional classification network and the improvements which must be made to implement the network is the need to establish a land acquisition program. This program would provide for the identification, designation, and appropriate funding for land acquisition. Identification of necessary land acquisitions through official evaluations, plans, and maps will enable the county to assure proposed acquisitions are undeveloped prior to acquisition. This is especially important where funds are not immediately available for right-of-way acquisition, and helps assure lower future acquisition costs. Modification of local regulations would help accomplish this goal where feasible.

It is very desirable that all road improvement projects should recognize the scenic character of the peninsula's roadway corridors and attempt to preserve the natural character elements. Classification of some roads as "scenic" or as "natural beauty roads" should be pursued based upon inventory data and long range plans.

Figure 7-1
Percent Increase in Vehicle Registration for Michigan and Leelanau County, 1990—2000
Includes passenger and commercial vehicles



This **General Plan** proposes far more substantive efforts directed at establishing a stronger multi-modal transportation network on the peninsula than has previously been invested. This effort will minimize demands upon the peninsula's roadway network and improve safety. Transportation planning should recognize multi-modal trends and include provisions for the respective safety of motorists, pedestrians, and bicyclists. Programs to be established could include comprehensive peninsula-wide bicycle systems and improved pedestrian systems in villages and other small settlements. These systems should be planned and designed to provide safe and functional linkages between existing villages and future settlement areas, shopping areas, recreational facilities and employment centers. New residential, commercial, and industrial land uses should be designed to provide continuity to existing and future pedestrian/bicycle systems. The systems would accommodate travel by the physically handicapped and, to the extent road right-of ways are used, should be afforded adequate shoulder and pavement construction.

These efforts should result from a non-motorized element of the transportation plan which provides the necessary planning, coord-

ination, and direction in establishing and maintaining this peninsula-wide system. The plan should include, at a minimum, a needs assessment, a review of alternative system alignments and associated advantages and disadvantages, identification of the preferred system layout, and the necessary capital improvements, by year, cost, and anticipated funding source, to implement and maintain the system.

Minimizing demand upon the peninsula's vehicular network should also maximize the utility of the Bay Area Transit Authority (BATA). BATA's current services and operations should be reviewed and evaluated to identify priority service areas and needs, the extent to which service needs are being met, and opportunities for improved and expanded service areas and daily schedules. Increased operations efficiency and new and alternative funding mechanisms should also be explored.

Preparation of the non-motorized transportation plan, and the future operations of BATA and other potential transit systems should consider linkages between neighborhoods providing affordable housing opportunities and centers providing employment to neighborhood residents.



Early fall along a county road.

Multi-modal transportation planning should be expanded to include new opportunities for the transporting of goods. These expanded opportunities should be implemented only after careful evaluation of applicable peninsula travel patterns including trip generation, origin-destination, and destination-location studies. Investigations should be encouraged by the private sector into ferry services for commuters and tourists. Employee transit programs should also be examined. Efforts should be directed to assure the long term continuation of commercial air services in close proximity to the peninsula and protection of glide paths to and from existing airports.

The development of consistent peninsula-wide private road regulations should not go unattended. Assuring adequate construction, operation, and maintenance of these roads is critical in protecting the safety and welfare of peninsula residents and visitors and minimizing the road maintenance burden of existing

residents. Access for emergency vehicles should be encouraged for all private roads.

The **Leelanau General Plan** recognizes that all of the transportation planning efforts within the peninsula must occur under an umbrella of strong interjurisdictional coordination. This coordinated peninsula-wide planning effort among local municipalities, the County Planning Commission and Board of Commissioners, the MDOT, the Road Commission, and the Grand Traverse Band of Ottawa and Chippewa Indians must address the need for a peninsula-wide functional circulation network that meets the needs of all users. The effort must include regular communication and joint planning with the Grand Traverse Band and MDOT to assure adequate transportation and safety in association with casino activities and other conditions along M-22. Coordination of all capital improvements, and the scheduling thereof, should be pursued to better assure the acquisition of needed rights-of-way and minimize network disruptions.

TRANSPORTATION OBJECTIVES AND ACTION STATEMENTS

The following objectives and action statements are intended to set up a blueprint for the **General Plan's** recommendations for the peninsula's transportation system. All statements are intended as proposals. How ever strongly desired, they are not meant as directives.

VISION: As regards the transportation needs of the county, this General Plan envisions multi-modal transportation networks that include networks of roads and trails that accommodate both motorized and non-motorized transportation modes. As envisioned these transportation networks will facilitate the efficient and effective movement of people and goods along key corridors, protect the scenic quality of the roads, provide a safe environment for non-motorized vehicle users and pedestrians and support the key tourist and agricultural sectors of the county's economy.

Goal: Development of a long term road and multimodal transportation plan.



Parking problems in Leland have led to an assortment of parking regulations

Objective:

Work on long-term planning for primary road improvements by the County Road Commission utilizing the TEA-21 planning process.

Action Statement:

Obtain significant input from each township to develop long-range, prioritized improvements to the local road system. Identify any new sources of funding for implementation.

Action Statement:

Work on meeting non-motorized needs, especially for an integrated network of bicycle lanes and of a pedestrian friendly sidewalk system in villages and other pedestrian areas. Identify appropriate sources of funding to expand the existing network of independent non-motorized trails.

Goal: Safe and adequate road network to accommodate motorized and non-motorized traffic.

Objective:

Promote construction of shoulders on all new, reconstructed or resurfaced roads on the Leelanau Peninsula by Michigan Department of Transportation (MDOT) and the Leelanau County Road Commission (LCRC).

Action Statement:

MDOT and LCRC should commit to construction specifications including road shoulders of adequate width to accommodate bicycle and pedestrian traffic.

Objective:

Increase safety of both motorized and non-motorized transportation modes by expanding road shoulders.

Action Statement:

MDOT and LCRC should utilize road shoulders to enhance safety for both motorized and non-motorized traffic.

Goal: Identification and funding of the "Class A" (all-season) road network.

Objective:

The Leelanau County Road Commission,

(LCRC) with the assistance of the County Board of Commissioners and all other municipal governments, should seek alternative funding sources to create a network of "Class A" (all-season) roads on the Leelanau Peninsula.

Action Statement:

The LCRC, MDOT, and local governments should study traffic patterns to determine the most appropriate location for the all-season road network. Consider the "Class A" as a peninsula-wide road network, not a local road network.

Objective:

Work with the Bay Area Transportation Authority (BATA) to be sure that public transportation needs are evaluated and accommodated efficiently and economically.

Action Statement:

The Leelanau County Government and Road Commission should join with citizens and local governments in supporting the continued fiscally sound operations of the Bay Area Transportation Authority as the primary mechanism for meeting the needs of mass-transit dependent individuals on the peninsula.

Goal: Improve equity of county road network funding, considering such factors as tourism and gas and weight taxes.

Objective:

Leelanau County governments should work together to supplement County Road Commission funding.

Action Statement:

Coordinate road improvement projects with neighboring counties.

Action Statement:

Support grant applications submitted by the Road Commission for road improvement projects.

Goal: Protect scenic quality of roads.

Objective:

Special effort should be made to protect the

scenic character of roads, when necessary road improvements are made.

Action Statement:

Support the efforts on the part of local governments and citizen groups to inventory the scenic character of state and county roads, initiate scenic highway and/or natural beauty roads designation on key non-arterial roads or road segments and once designated as a scenic highway and/or natural beauty road, future road improvements should respect and/or enhance the scenic character of the road and immediate environs to the extent possible without compromising safety.

Action Statement:

Support the efforts on the part of local governments and citizen groups to enhance the scenic character of the road by the planting and maintain of trees to the extent possible without compromising safety.

Goal: Maintain information on private roads and the local ordinances and/or county requirements that affect them.

Objective:

Consistent private roads regulations between local units of government.

Action Statement:

Develop model zoning ordinances to encourage similar regulations where private roads cross township lines.



Downtown Suttons Bay.

Chapter 8

PUBLIC FACILITIES AND PHYSICAL SERVICES

INTRODUCTION

Within the context of the **Leelanau General Plan**, public facilities and physical services are generally limited to the areas of recreation, libraries, cemeteries, sanitary sewer, potable water, storm sewer, administrative offices, and fire and police protection. These services differ in character from the many other so called "human" services also provided on the peninsula by governmental agencies. Public facilities and physical services are generally very tangible services based upon land resources, capital, and/or infrastructure, such as a playground, fire truck, or stormwater retention pond. Human services have a different service delivery system and generally address personal and/or family assistance, such as employment and senior citizen programs.

The provision of public facilities and physical services to people and property directly impacts public health, safety, and welfare and, as a result, the quality of life across the peninsula. Provision of public facilities and physical services by municipalities (including the county) on the peninsula is not extensive. See Maps 8-1 through 8-3. Yet, the desire to possibly expand such services must be given careful consideration. Improperly planned, the expansion of public facilities and physical services can contribute to urban sprawl and uncontrolled growth - conditions which are already present and which have been identified as destructive to the peninsula's future. The **Leelanau General Plan** addresses the future scope of public facilities and services on the peninsula within this context.

Decisions on whether and if so, where, to place/offer new public facilities and physical services is one where this plan can have a very significant impact. This is true for decisions at both the local level as well as on the county level. Where public sewer lines, water mains, schools, and government buildings are placed will have a lot to do with the nature and type of future growth that occurs. It thus becomes vital that the planning and implementa-

tion of future public facilities and physical services be done within a generally accepted framework based on intergovernmental coordination and open communication. (See working Paper #8 for more background information.)

ISSUES

Sewage Disposal

Individual septic systems are the most common sewage disposal method in the county. On-site septic systems prevail across the County, except for parts of Elmwood Township, the Village of Suttons Bay, portions of Leland Township, Sugar Loaf, the Homestead Resort, Village of Northport, and Peshawbestown, which operate public sewer systems. See Map 8-2. The oldest of the systems was constructed in the 1930's in Suttons Bay and it has undergone numerous improvements and expansions over the years. Leland Township's system was completed in 1993 and has undergone periodic reviews with regard to discharge levels of effluents and potential problems with the system. In 2008, Northport completed construction of a new waste water treatment system, as a joint venture between the Village and Leelanau Township. All of the systems were installed to provide a safe level of sewage disposal that was not otherwise available through on-site septic systems.

Public sewers can contribute to a more compact development pattern or, if poorly planned, to greater sprawl.

These systems permit higher development densities than on-site septic systems. Public sewers can contribute to a more compact development pattern or, if poorly planned, to greater sprawl. Thus, how future growth is managed where public sewer service is present, is a critical quality of life consideration. Sewer capacity for Leland Township and the Village of Suttons Bay is somewhat limited,

Table 8-1

MUNICIPAL PUBLIC FACILITIES AND SERVICES

	Bingham	Centerville	Cleveland	Elmwood	Empire	Village of Empire	Glen Arbor	Kasson	Leelanau	Leland	Village of Northport	Solon	Suttons Bay	Village of Suttons Bay
RECREATION SERVICES	YES	YES	YES	YES	NO	YES	YES	YES	YES	YES	YES	YES	NO	YES
# of Facilities	2	1	1	2		2	3	1	5	9	2	1	1	5
Acreage Range	<1	1	2	3-15		4-8	1	1.19	1/2 - 72	1-100	2-3	20	1.-5	5-30
Total Acreage	<1	1	2	18		12	1	1.19	124	111	5	G	5	68
General Conditions	G	G	G	G		G	G	G	G	G	G	X	G	X
Sports Fields				X		X		X	X	X	X	X		X
Tennis Courts				X				X	X	X	X	X	X	X
Basketball Courts				X			X	X	X	X	X	X	X	X
Playgrounds	X			X		X	X	X	X	X	X	X		X
Tot Lots						X		X	2003		X	X		X
Picnicking	X	X	X	X				X	X	X	X			X
Trails/X-skiing						X		X	X	X				X
Beach/Swimming						X	X	X	X	X	X			X
Boat Ramp		X	X						X	X	X	X		X
Marina/# of Slips				60						47	118			135
Sledding/Skating								X	X	X				X
LIBRARY SERVICES	NO (1)	NO	NO	NO	NO (1)	YES	NO (1)	NO (1)	YES	YES	NO	NO	YES	YES
# of Facilities						2			1	1			1	1
Year Constructed						1982			1968	1976			1984	1984
# of Volumes						16,000			25,600	40,000				12,331
# of Cardholders						2,432			2,100	4,000				2,699
# 2000 Circulation						9,040			23,535	93,000				22,995
CEMETARY FACILITIES	YES	NO	YES	NO	YES	NO	NO	YES	YES	YES	NO	YES	YES	NO
# of Facilities	2		3		3			1	2	2		1	1	
SANITARY SEWER	NO	NO	NO	YES	NO	NO	NO	NO	NO	YES	YES	NO	NO	YES
Year Installed				1976					1993	1993	2008			1934
POTABLE WATER	NO	NO	YES	YES	NO	YES	NO	NO	NO	NO	YES	NO	NO	YES
Year Installed				1970		1895					1930's			1908
STORM SEWER	NO	NO	NO	NO	NO	YES	YES	NO	NO	NO	YES	NO	NO	YES
Year Installed						1953	1993				1930-40			1993
FIRE PROTECTION	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES	YES
Fire/Emergency Station	X			X		X	X		X	X	X	X		X
OTHER SERVICES	NO	NO	YES	YES	YES	YES	YES	YES	YES	NO	YES	NO	NO	YES
Municipal Offices Center			X	X	X	X	X	X	X		X			X
Maintenance/Garage Facility						X					X			X
Airport					X			X						

however, Elmwood Township still has considerable excess capacity.

The resolution of these issues in the above communities and any others with expanded public facilities in the future may have peninsula-wide implications due to impacts on traffic levels, tourism, and other growth stimulating activities.

Water Supply

As with on-site sewage disposal systems, nearly the entire peninsula relies on individual private wells for potable water. The only municipalities to provide public water systems are Elmwood Township, Peshawbestown and the peninsula's three Villages. The oldest of the systems was constructed in the 1890's in the Village of Empire and it has undergone numerous improvements and expansions over the years. Like the public sewer systems, these public water systems have permitted higher

development densities and a more compact development form. Like the issues facing those municipalities with public sewer systems, the same growth management issues apply. The available excess capacity of these water systems should be managed in view of the resulting implications upon the local growth rates and development patterns. The master plans of these communities can provide guidance in the way of how, under what conditions, and at what rate water system expansions should take place.

Stormwater Management

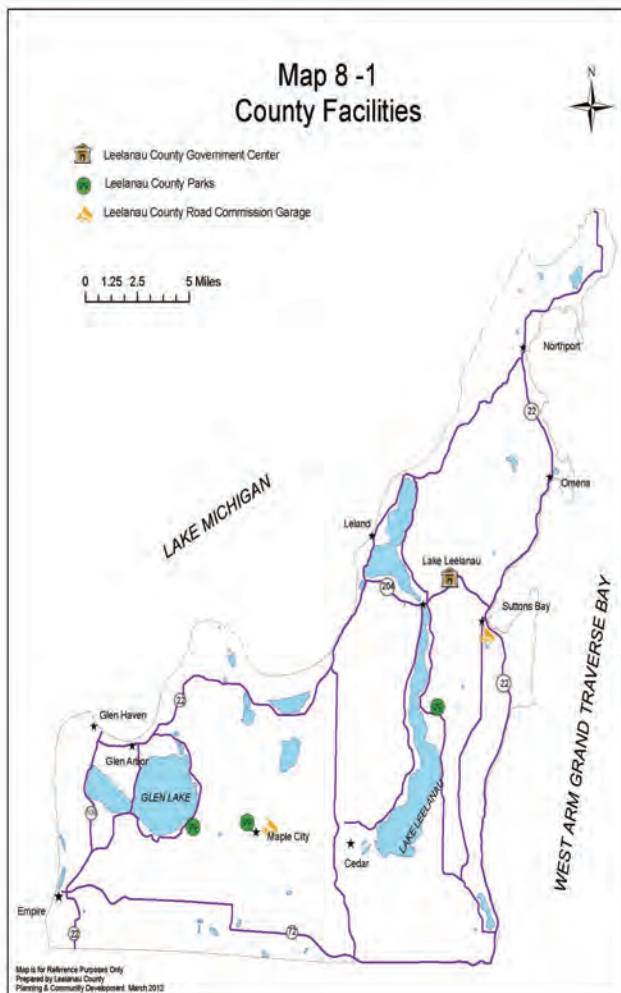
Stormwater management was traditionally geared toward minimizing flood conditions and the resultant damage to and/or loss of life and property. It has, in more recent years, been expanded to place equal emphasis on controlling the quality of stormwater runoff before it is discharged into watercourses in order to protect them from sedimentation and water-borne pollutants.

As important as stormwater management is, only one of the peninsula municipalities, the Village of Suttons Bay, provides for stormwater management beyond storm pipes and drains along sections of main roads. The village also provides a sedimentation basin.

Stormwater runoff quantities increase as vegetative cover is removed and buildings, roads and parking lots are created. Sedimentation and water pollutants also increase with stormwater, further highlighting the need for adequate runoff quality control. The impervious surfaces associated with future development will place increased demands upon existing stormwater infrastructure and may create flood conditions in those areas where such infrastructure does not exist. Current local plans and ordinances need to stress the importance of adequate stormwater management, both on a site specific scale or across the whole municipality. Despite the porous (well drained) soils that cover much of the peninsula, stormwater management will become an issue of greater importance as growth continues.

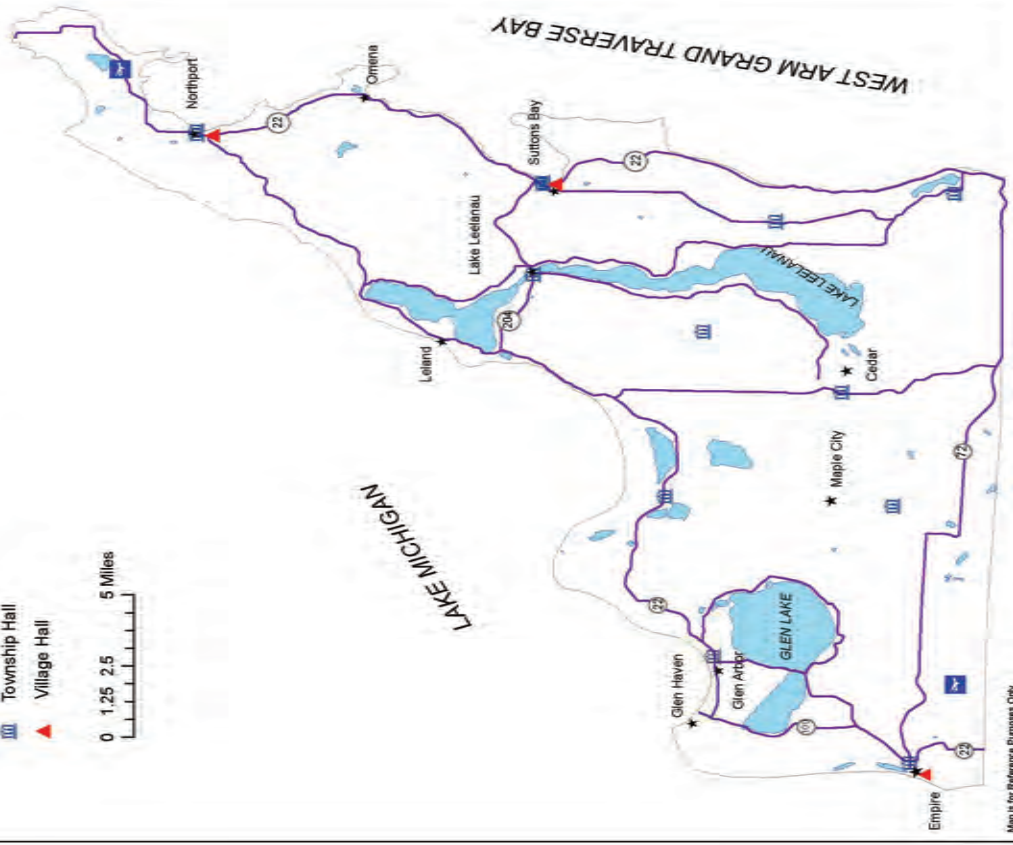
Emergency Services

While emergency services are taken for granted in more urbanized areas, there is of-



**Map 8 - 3
Municipal Facilities**

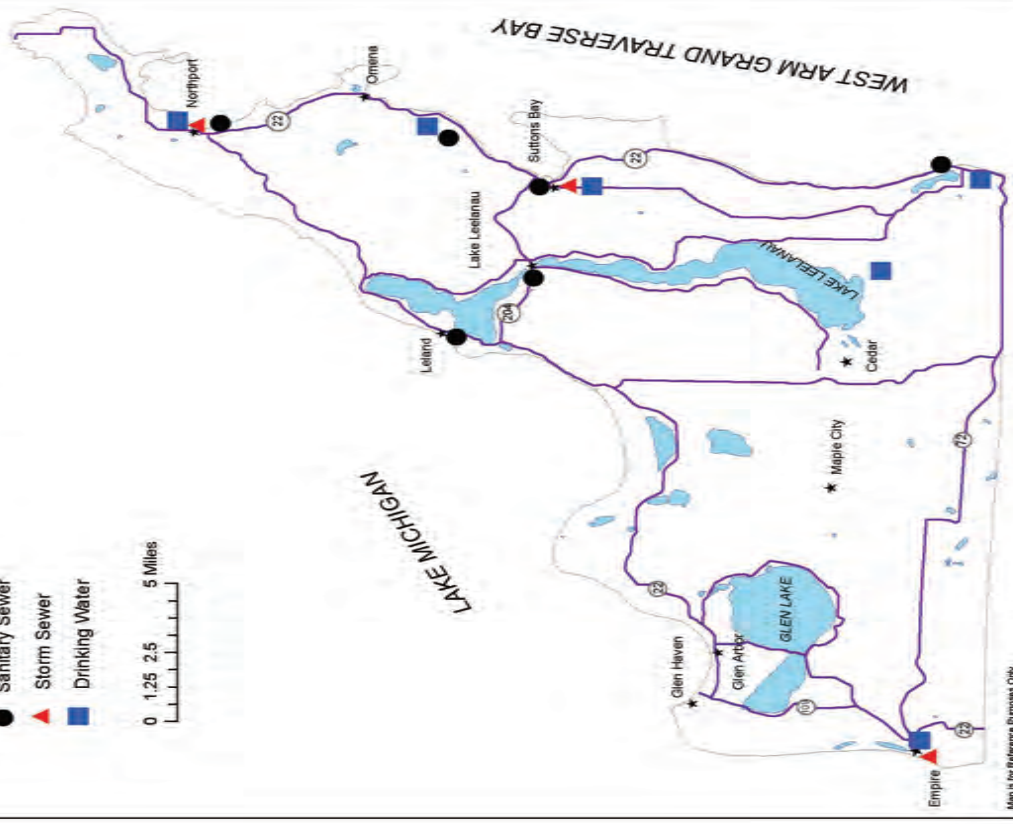
-  Municipal Airport
 -  Township Hall
 -  Village Hall
- 0 1.25 2.5 5 Miles



Map is for Reference Purposes Only
 Planning & Community Development, March 2012

**Map 8 - 2
Public Water and Sewer Systems**

-  Sanitary Sewer
 -  Storm Sewer
 -  Drinking Water
- 0 1.25 2.5 5 Miles



Map is for Reference Purposes Only
 Planning & Community Development, March 2012

ten increased awareness of the presence or absence of emergency services in rural areas such as the Leelanau Peninsula. Emergency services take on a special importance on the peninsula where there are few emergency medical facilities and considerable distances to travel. Fire emergency services are comprised of seven volunteer fire departments throughout the peninsula. See Map 8-4. Glen Arbor, Leelanau, and Suttons Bay townships have emergency medical personnel on staff. The vast majority of the peninsula has an Insurance Service Organization rating of 9 (with 10 considered the lowest rating). Exceptions include the Townships of Leland, and Elmwood, which have ratings of 8, the Village of Empire with a rating of 8, and the Villages of Suttons Bay and Northport and the Peshawbestown area, and Suttons Bay Township which have ratings of 7. New development will increase demands for improved emergency services.

Emergency services take on a special importance on the Peninsula where there are few emergency medical facilities and considerable distances to travel.

All police services are provided by the Leelanau County Sheriff's Department except for part-time summer officers in Suttons Bay and Northport, and the Grand Traverse Band Police Department within the reservation areas. The Sheriff's Department provides a wide scope of services including jail administration, court officers, services of process for the courts, marine patrol, animal control, and fire and rescue dispatch. Increases in population, tourism and rising crime rates in northwest Michigan will result in increased pressure for additional police services and improved police techniques and methods.

Administrative Facilities

Administrative facilities throughout the peninsula are comparatively limited. Most of the local municipalities have formal administrative offices but many of these offices have limited business hours. The only other local administrative facilities are the maintenance and/or garage facilities of the peninsula's three village municipalities. The Grand Traverse Band of

Ottawa and Chippewa Indians operates a number of offices in Peshawbestown, including public safety, tribal courts, clinical facilities, and community centers. The majority of the County's facilities have historically been located in the unincorporated villages of both Lake Leelanau and Leland, which was the County seat until 2004. In 2004, voters approved a proposal to move the county seat to a site in Section 19 of Suttons Bay Township, about a mile east of Lake Leelanau. The new administrative facility, was completed in 2008, with offices for the prosecuting attorney, treasurer, clerk, accounting, probate, register of deeds, district court, the Board of Commissioners, planning, equalization, inspections, commission on aging, drain commissioner, Veterans Affairs, and MSU Extension. A new jail facility, including offices for the sheriff's department, dispatch, and emergency services, was constructed on the same site in 2004. The Benzie-Leelanau Health Department is located nearby, in the Connie Binsfield building. The Road Commission's administrative facilities are located in Suttons Bay.

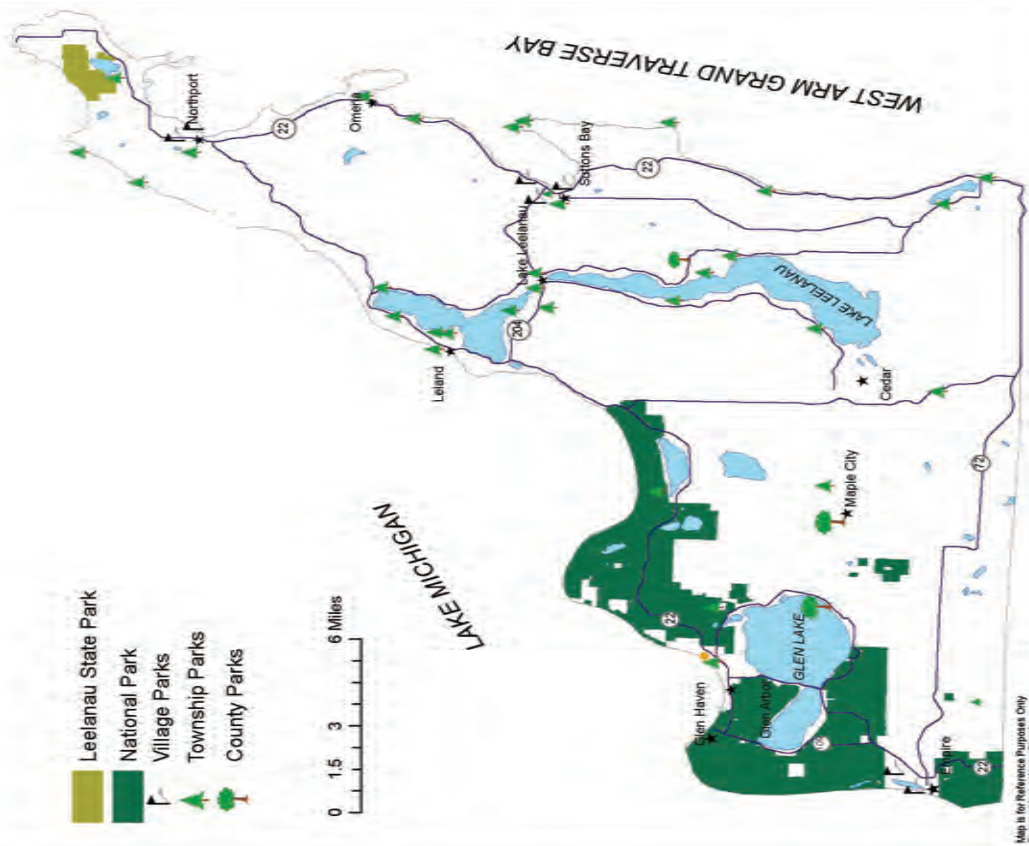
Recreation Facilities

The present total public recreational acreage, not including state and federal facilities, exceeds the normally accepted standard of 10 acres per 1,000 persons. Available recreational activities include birding, biking, boating, fishing, hiking, picnicking, cross-country skiing, snowmobiling, snowshoeing, swimming, and many others. However, accessibility is a problem in that many facilities are not located near population centers. The majority of facilities, including the 2 county parks, are located on the west side of the county, away from most population centers. No public trail system exists between the parks to facilitate non-road park to park access. Current settlement patterns make it economically difficult to expand recreation services in outlying areas, and most municipalities are not currently addressing this need in recreation and land use plans.

Library Facilities

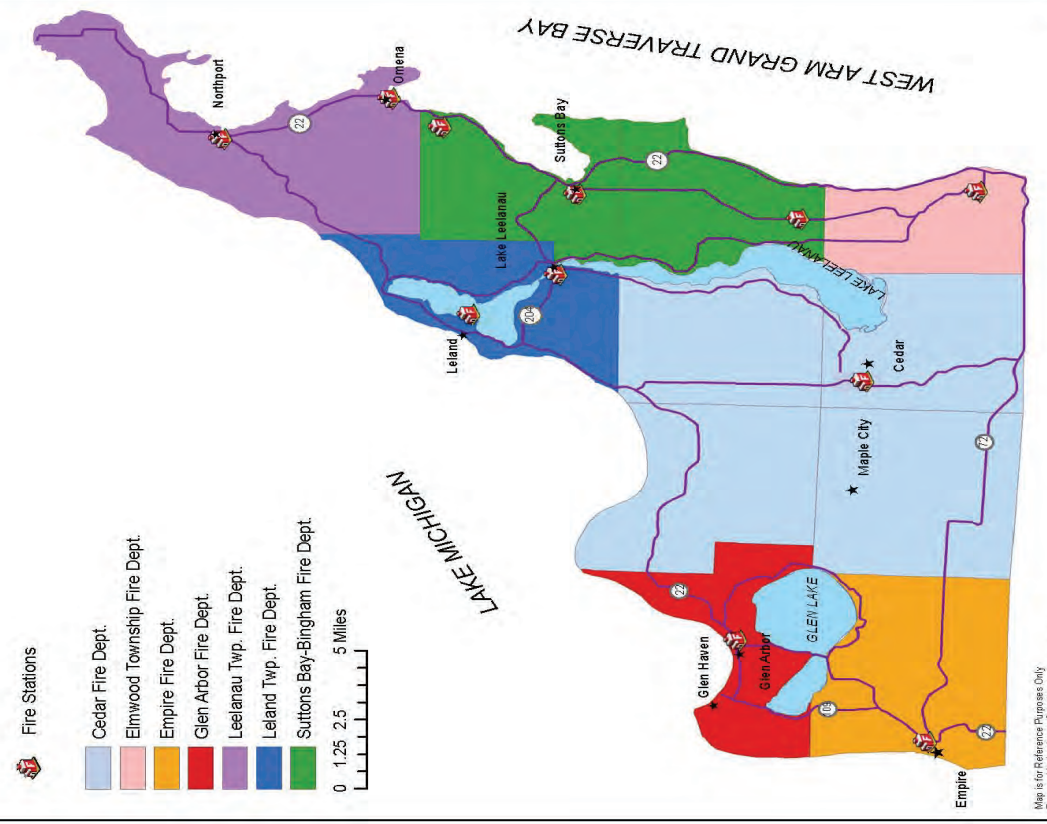
Four of the peninsula municipalities operate library facilities including the Villages of Empire and Suttons Bay and the Townships of

Map 8 - 5
Public Recreational Facilities



Map is for Reference Purposes Only
 Planning & Community Development, March 2012

Map 8 - 4
Fire/Emergency Service Area



Map is for Reference Purposes Only
 Planning & Community Development, March 2012

Leelanau and Leland. Library “loan programs” exist in Maple City, Cedar and Lake Leelanau. Residents can borrow books from established locations and return them when finished. Though generally accepted “volumes of books per capita” standards are met, access to the library facilities is limited. While access is convenient for those living within the village areas where the facilities are located, access to such services is far more limited to the vast majority of the peninsula area. Again, the current settlement pattern makes it economically difficult to expand service to these outlying areas.

Solid Waste

Since 1983, nearly all of the Type II solid waste collected in Leelanau County has been disposed of at Glen's Sanitary Landfill in southern Kasson Township. Glen's Sanitary Landfill, the only landfill facility on the peninsula, has a life expectancy of approximately 60 years. The peninsula is presently serviced by several solid waste haulers. Due in large part to a low population density on the Leelanau Peninsula and surrounding counties, Glen's Sanitary Landfill is dependent upon regional users of its facility.

The Natural Resources and Environmental Protection Act, 1994 PA 451, as amended (NREPA), Part 115, Solid Waste Management, and its Administrative Rules, requires each County to have a Solid Waste Management Plan Update (Plan) approved by the Michigan

Department of Environmental Quality (DEQ). In December of 1999, the Update to the Leelanau County Solid Waste Management Plan was approved by the DEQ. The Plan includes goals and objectives, and selected alternatives. Implementation of the selected alternatives will take advantage of, where possible, opportunities for collaboration and coordination with neighboring communities and counties in the region. This effort will focus on opportunities for disposal capacity, recycling and composting processing capacity, residential and commercial solid waste, and recycling collection programs, household and agricultural hazardous waste programs, enforcement, education and outreach.

The county will need to continue a strong solid waste management program to ensure licensed facilities are available to meet its needs. It will also be important to increase emphasis on “reduce, reuse, recycle” and related education programs. Also at issue on the peninsula will be the growing need to expand recycling, composting, and household waste collection programs as community support grows and as a result of yard wastes being banned from landfill disposal by state law in 1995. Recycling of electronic materials will also be an increasingly important issue. These programs will require additional funding.

A FRAMEWORK FOR FUTURE POLICY

Public facilities and physical services will play a major role in shaping the future character of the peninsula and its overall quality of life. The **Leelanau General Plan** recognizes the intrinsic relationship between the peninsula's future and the programs within which public facilities and physical services are to be provided and/or delivered. To this end, the plan proposes a public facilities and physical services program to squarely address these issues. The plan calls for the establishment of a program for the expansion and improvement of public facilities and physical services in a manner which discourages sprawl and promotes compact settlement patterns. This may be accomplished in part through specific public services districts (see also Part One, Chapter 5 and Part Two Chapter 6).

Use of service districts underscores the necessity for interjurisdictional coordination and the



Recycling Centers are conveniently located around the county, and open 24 hours a day / 7 days a week.

plan calls for such cooperation as part of this public facilities and physical services program. Critical considerations in this regard include the identification of service district boundaries, the coordination of capital improvements among municipalities, and the phasing of capital improvements to the benefit of both the local municipalities and the peninsula as a whole.

Closely linked to the interjurisdictional treatment of future peninsula public facilities and physical services is the establishment of uniform minimum service level standards for all future new developments. "Level of service" refers to the level at which a public service is operating, or the "adequacy" of the service. By incorporating minimum level of service standards into local regulations and plans, municipalities will be able to both monitor the quality of services delivered as well as assure new development does not occur unless the necessary public services to support the proposed development are in place (or in place by the

The General Plan calls for the establishment of a program for the expansion and improvement of public facilities and physical services in a manner which discourages sprawl and promotes compact settlement patterns.

time the development becomes operational). Minimum service level standards in a village should address: 1) adequate sewer and water service, including pipe widths, flow rates and capacities, construction, and related considerations; 2) adequate stormwater management controls including retention ponds, sedimentation ponds, erosion control, and related considerations; and 3) availability of emergency services.

The future provision of public facilities and physical services should also include a comprehensive investigation of current and future anticipated recreation needs in the peninsula according to local perceptions and attitudes, standards, and service areas. To the extent that needs are identified, comprehensive recreation plans should be prepared according to MDNR standards to identify effective local and peninsula-wide strategies for addressing these needs. Similar activities should be pursued for

the library system as well.

Future public facilities and physical services must address the solid waste management situation and should be founded upon a periodically updated comprehensive solid waste management program. While the program must recognize both the peninsula's and region's reliance upon Glen's Sanitary Landfill, strategies should be developed to effectively examine alternatives to reduce the waste stream and ensure backup space in other landfill facilities. In particular, the feasibility of curbside recycling in densely populated areas and ongoing recycling drop-off capabilities should be reviewed. Efforts will need to be directed at developing prototype designs for integrated solid waste management stations capable of accommodating the full scope of solid waste management operations including recycling, drop-offs, composting, and transfer stations.

Funding alternatives to property taxes, such as revenue bonds and special assessments, should be evaluated for all future public facilities and physical service improvements and expansions. Funding mechanisms should take into consideration the beneficiary of the improvement, the availability of state and federal grant dollars, user fees, and other available mechanisms.

In addition to the need for an interjurisdictional approach to the provision of public facilities and physical services on the peninsula, this plan advocates a far more active role by the general public regarding future decisions on improvements and/or expansions of public facilities and physical services. In addition to improving public awareness of the issues through education so more informed decisions can be made, specific steps could be taken to actively solicit public input, including more convenient access to local administration offices and municipal staff, and holding public hearings as alternative solutions are devised.

A strong public school system based on equal access and opportunity for continuing education is important to long term quality of life. Location of school facilities can influence development and traffic in an area. Since some school facility decisions are made independent of other government program and facility deci-

sions, only strong cooperative efforts based upon mutual respect can succeed in achieving common interests.

PUBLIC FACILITIES AND PHYSICAL SERVICES OBJECTIVES AND ACTION STATEMENTS

The following objectives and action statements are intended to establish the blueprint for implementing the **General Plan's** recommendations for the future of the peninsula's public facilities and physical services.

Vision: The General Plan envisions goals, objectives and actions that will result to the greatest extent possible, in the availability and adequate capacity of Public Facilities and Physical Services that will provide for the health, welfare and safety of citizens and visitors of the county while protecting the county's natural resources air and water quality. It is further the vision of this General Plan that Public Facilities and Physical Services will be available and of adequate capacity to support a sustainable 21st century economy.

Goal: Capital Improvements Programming.

Objective:

County and local governments should adopt and annually update capital improvement programs for the purpose of assuring and coordinating necessary improvements and expansions to public facilities and services compatible with local comprehensive land use plans and the **Leelanau General Plan**.



The Patrick Hobbins Hiking Trail at Myles Kimmerly Park, dedicated in 2003.

Action Statement:

The County Planning and Community Development office should prepare and regularly update a comprehensive listing of all proposed, under construction, and completed county and local capital improvement projects consistent with the **Leelanau General Plan**, which is first reviewed and recommended by the County Planning Commission.

Action Statement:

Local governments should prepare, adopt and update a comprehensive capital improvements program compatible with the policies of their comprehensive land use plans and the **Leelanau General Plan**, and which is first reviewed and recommended by the local planning commission.

Action Statement:

New public facilities or major expansions or replacements of existing public facilities should be included in an adopted local or county CIP.

Goal: Protecting groundwater.

Objective:

Every effort should be made to protect our groundwater. This is crucial to protecting our lakes and streams, and it is important if we are to avoid the burden of supplying extensive municipal sewer and water systems in the future.

Action Statement:

The county should take a lead role in seeing that septic systems and wells are properly maintained, since this is essential to the protection of groundwater.

Action Statement:

The county or local municipalities may require that the septic system and well be certified by the health department to be in compliance with present standards, whenever property changes ownership.

Goal: Expansion of public sewer and water.

Objective:

Local governments expanding current public sewer and water facilities and services will

need to coordinate in a planned phased manner with the **Leelanau General Plan**.

Action Statement:

Local governments with existing public sewer and/or water facilities and services should prepare comprehensive studies regarding the current and projected conditions and capacities of the infrastructure based on alternative growth scenarios.

Action Statement:

Local governments with existing public sewer and/or water facilities and services should identify within their adopted comprehensive land use plans the current and projected conditions and capacities of the infrastructure, and establish specific policies for service expansions.

Action Statement:

If the rate of growth is very rapid, local governments with existing public sewer and/or water facilities and services should adopt comprehensive land use plan policies which identify the maximum annual number of permitted new sewer and/or water hook-ups based upon current and projected capacities, planned future land use pattern, the adopted capital improvements program, and growth management strategies.

Action Statement:

Local governments without existing public sewer and water facilities and services should introduce such services only when and where there is a demonstrated need for such services and no other feasible or preferable alternative is available.

Goal: Stormwater management.

Objective:

County and local governments should adopt and coordinate regulations and programs to assure the adequate management of stormwater as a result of new construction activities.

Action Statement:

The County Drain Commissioner's office should develop long range comprehensive

stormwater management programs for the purpose of educating the public on related issues.

Goal: Government administration offices.

Objective:

County and local governments need adequate and accessible government administrative centers.

Action Statement:

The county should evaluate the current and projected spatial needs of the county government offices and how these needs can be most optimally met (including the use of technology based delivery systems) in a way consistent with the policies of the **Leelanau General Plan**.

Action Statement:

Local governments with existing administrative centers should evaluate their current and projected space and technological needs, establish a program for renovation, technological additions, and/or relocation of offices.

Action Statement:

The county and each local government should hold a public hearing prior to taking any formal action on major new or expanded public facilities or other significant changes to its current system of public facilities and physical services.

Goal: Police and fire services.

Objective:

The county and local governments should cooperatively develop programs and standards to ensure adequate levels of police and fire services.

Action Statement:

The county and local governments should continue to improve upon the capabilities of existing automated police and fire information and record management systems, providing police and fire personnel increased coordination and communication between facilities during emergency and non-emergency conditions and information upon which to base "fire loss management plans" and other fire prevention

measures.

Action Statement:

All local governments should adopt uniform level of service standards for emergency services and identify the minimally acceptable level for specific conditions.

Action Statement:

All local governments should develop, when/if the need becomes apparent, a funding mechanism to provide for "paid on call" fire protection personnel, in coordination with or in place of the current volunteer fire protection personnel.

Action Statement:

All local governments should adopt a uniform set of fire protection infrastructure standards such as the provision of interconnecting roads, expandable water systems, line sizes and fittings, and other construction-based standards.

Action Statement:

The county should update and encourage a program for the establishment and coordination of special crime prevention and monitoring programs such as neighborhood watch and operation identification.

Action Statement:

The county should establish and continually update a program to ensure that firefighters

and emergency personnel know the specific location of hazardous, flammable, and poisonous materials on farm, business and industrial properties as part of "right-to-know" efforts designed to minimize health threats to firefighters, other emergency services personnel, and adjoining landowners.

Goal: Expansion of recreational facilities.

Objective:

Local governments should be encouraged to acquire additional recreational acreage, and expand the scope of recreation opportunities and services, to meet the active recreation needs of the expanding population.

Action Statement:

All local governments should be encouraged to prepare and maintain current five-year recreation plans which: 1) identify the current and projected recreation needs of the municipality; 2) establish strategies to address the needs in a prioritized manner; and 3) meet all the requirements of the MDNR to become eligible to receive recreation grant dollars.

Action Statement:

All local governments should be encouraged to develop a funding program for the purpose of generating monies for the purchase of recreational acreage.

Action Statement:

Local governments should be encouraged to prepare an inventory of high recreational value acreage based upon established criteria and to take action to acquire this acreage where such acquisition is consistent with the local 5-year recreation plan.

Action Statement:

Local governments should be encouraged to adopt zoning ordinance regulations which require the provision of designated open space areas as part of the residential development approval process for large residential developments.

Action Statement:

Local governments and the county should



Centerville Township hall

jointly prepare, monitor, and update a peninsula-wide linked public trail system plan for the purpose of linking community centers and recreation facilities throughout the peninsula and facilitating long distance biking, hiking, horse-back riding, and cross-country skiing, and snowmobiling opportunities.

Action Statement:

The county and local governments should consider, in the development of park and recreation facilities, potential opportunities for local and peninsula-wide economic development opportunities which are in character with the peninsula.

Objective:

The county should continue to assist in the delivery of recreation opportunities as part of a more clearly defined recreation role.

Action Statement:

The county should consider the range of recreational roles most appropriate for it to adopt including, but not limited to, maintenance of current facilities and operations only, expansion of services and site acquisitions, establishment of passive recreation parks, and/or coordination of and technical support to local governments in the provision of recreation opportunities.

Action Statement:

Upon the identification of the optimum recreation role of the county, additional policies and action statements should be adopted in pursuit of that role.

Objective:

The county and local governments should encourage the continuation of a variety of water recreational activities while ensuring an adequate level of public safety between activities.

Action Statement:

The county and local governments should review current ownership interests in public shoreline parcels and where desirable, take the necessary steps to strengthen ownership ties through fee simple ownership.

Action Statement:

The county and local governments should jointly prepare an inventory of potential shoreline recreational acreage and take action to acquire acreage of recreation value where such acquisitions are consistent with the local 5-year recreation plans.

Goal: Solid waste management.

Objective:

The county should continue implementation and periodically update the comprehensive



Picnic area and boat launch on Lake Leelanau in Solon Township.

peninsula-wide solid waste management plan consistent with state requirements.

Action Statement:

The County Board of Commissioners should designate and approve funding for an agency or organization to continue implementation of the Solid Waste Management Plan.

Action Statement:

The county should coordinate and encourage the collection of household and agricultural hazardous wastes and the disposal of such items at licensed out-of-county disposal sites.

Action Statement:

The county should seek additional and alternative funding to promote recycling efforts through education.

Action Statement:

The county should encourage the development of transfer stations as needed to implement the goals and objectives of the Solid Waste Management Plan.

Objective:

Develop and implement an economically feasible integrated solid waste management program which provides for the protection of the public health and the environment.

Action Statement:

The county should annually provide for a mechanism to fund recycling and hazardous waste collection.

Action Statement:

The county should periodically evaluate the recycling program to encourage accessible recycling while being economically feasible.

Objective:

Provide the means and encouragement for public involvement in solid waste management activities.

Action Statement:

The county should maintain a public contact where the general public can direct questions about solid waste management, obtain educational materials, and sign up for hazardous

waste collection, and obtain information about solid waste issues.

Action Statement:

The county should continue to advertise the location and operating hours of recycling sites, household hazardous waste collection days, and agricultural hazardous waste collection sites.

Objective:

Develop sustainable methods of solid waste handling.

Action Statement:

The county and local governments should explore alternate methods of funding for operating and expanding both residential and commercial recycling programs.

Action Statement:

The county should evaluate new programs in relation to the State Solid Waste Policy.

Chapter 9

NON-MUNICIPAL PUBLIC SERVICES

INTRODUCTION

County and local governments do not provide all of the important public services on the peninsula. Residents and visitors also rely on natural gas, telephone, cable and satellite, internet, electric, and medical services provided by private sector businesses. The availability of these services impacts the quality of life on the peninsula. The availability of utilities can greatly affect economic development potentials, communications, and available day to day conveniences. Availability of medical services can have a profound impact upon local quality of life conditions.

Because of the importance of these non-municipal services, the continuation and expansion of them must be incorporated into the planning process for the peninsula. These services operate hand-in-hand with many municipally provided services and with other services provided by the private sector. (See Working Paper #10 for more information.)



Consumer's Energy substation

ISSUES

Electric Service

Currently, electrical service is provided to the entire peninsula through Cherryland Rural Electric Cooperative and Consumers Energy. See Map 9-1. Wolverine Power Supply provides electricity to numerous substations on the peninsula. Cherryland Electric Cooperative distributes this electricity throughout Leelanau County. Consumers Energy is also responsible for transmitting electricity to numerous substations located on the peninsula. There is one Wind Energy Conversion System (WECS) in Elmwood Township which is operated by Traverse City Light and Power and provides electricity to a few hundred homes.

Gas Service

Currently, natural gas service is far more limited in the peninsula than is electrical service. Detroit Edison is the sole supplier of gas on the peninsula. The lack of gas service limits (especially on the west side of the peninsula) the options available for heating and other gas burning residential and nonresidential activities. MichCon provides natural gas to Leelanau County.

Telephone Service

Telephone service is provided throughout the entire peninsula by SBC Ameritech, MCI, and CenturyTel. Cellular telephone service is available throughout the county. A network of towers providing cell phone service, emergency services communication, TV, radio and other communication services has been erected. See Map 9-2.

Radio Service

There are numerous radio stations servicing the peninsula. Some have towers on the peninsula or rent tower space.

Medical Facilities

Residents and visitors to the peninsula also have access to several dental clinics and several private clinics and doctors offering psychiatric, optometric, chiropractic and general medicine. The Grand Traverse/Leelanau Community Mental Health Services facility is located in Traverse City. The Maple Valley Nursing Home in Maple City is a private company which provides care to senior citizens. Tendercare is a similar facility operating in Suttons Bay, and there are other adult care facilities located throughout the Peninsula. In addition, there is a health clinic located in Peshawbestown. The County's only hospital, the Leelanau Memorial Health Center in the Village of Northport, announced its closing in 2004. Munson Medical Center in Traverse City is now the primary health care facility for the Peninsula, with an Urgent Care center in Suttons Bay and medical offices located throughout the Peninsula.

The average age of the population on the Leelanau Peninsula is rising. In part, this parallels national trends dominated by aging baby boomers, and in part is due to a rise in the number of retirees moving into the county. This trend will be accompanied by an increase in demands placed upon area health care facilities. This increase will undoubtedly show itself in both a heightened need for additional health care facilities and greater accessibility, and herein lies the fundamental challenge. The high and continually rising costs of health care today generally necessitates the need for larger hospitals to assure long term economic viability. Thus, whereas the Peninsula is approaching a need for increased health care

Improvements in health care and utility infrastructure inevitably improve local quality of life conditions. As quality of life conditions improve, the area becomes more attractive to both potential residents and businesses.

facilities and greater ease of access, it is becoming increasingly difficult to provide the necessary services—as evidenced by the closing of the Leelanau Memorial Hospital.

While the peninsula is experiencing these

health care needs and, to a lesser extent, natural gas and other utility expansion needs, it must be recognized that improvements in these areas will act to attract development. Improvements in health care and utility infrastructure inevitably improve local quality of life conditions. As quality of life conditions improve, the area becomes more attractive to both potential residents and businesses.

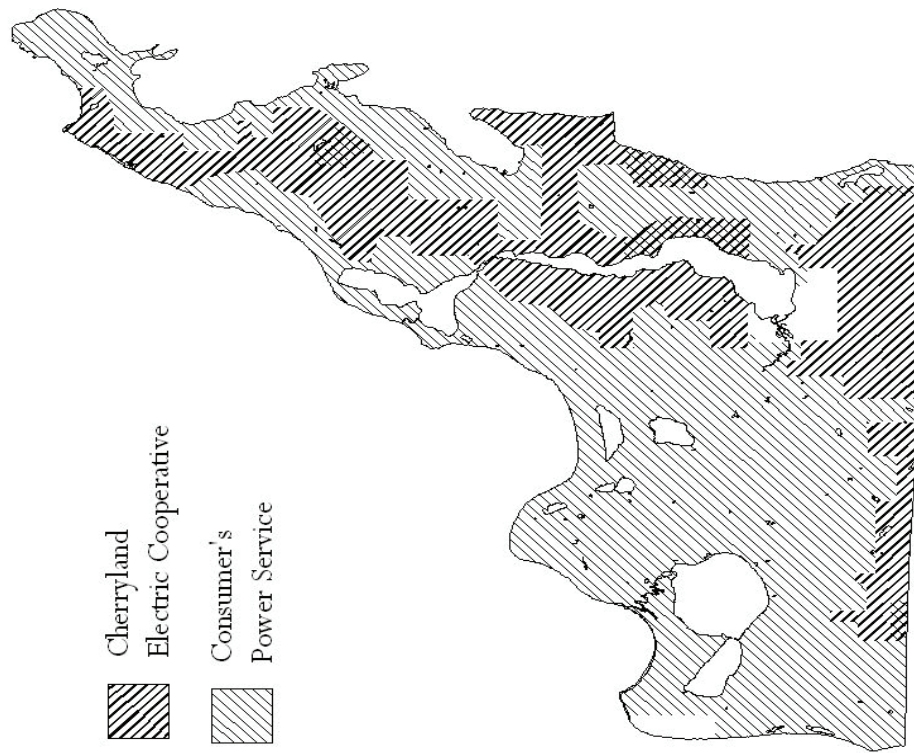
A FRAMEWORK FOR THE FUTURE

The **Leelanau General Plan** recognizes the critical link between non-municipal public services and the future welfare of the peninsula's municipalities and its residents. In this regard, it becomes vital that the planning of future utility expansions occurs in a coordinated manner with the future growth and development programs of the individual local municipalities as well as the peninsula as a whole. This is particularly applicable for natural gas distribution and cable service, both of which are provided in limited fashion.

Similarly, attention must be directed toward alleviating the burden upon peninsula residents, businesses, and visitors of paying excess telephone charges due to the peninsula's multiple long distance charges. Future telephone service should serve the peninsula with a single long distance code number. Coordination among telephone service companies, local municipalities, and the county should be channeled to assure the transition results in minimal disturbance to the daily patterns of the peninsula and its residents, businesses, and visitors.

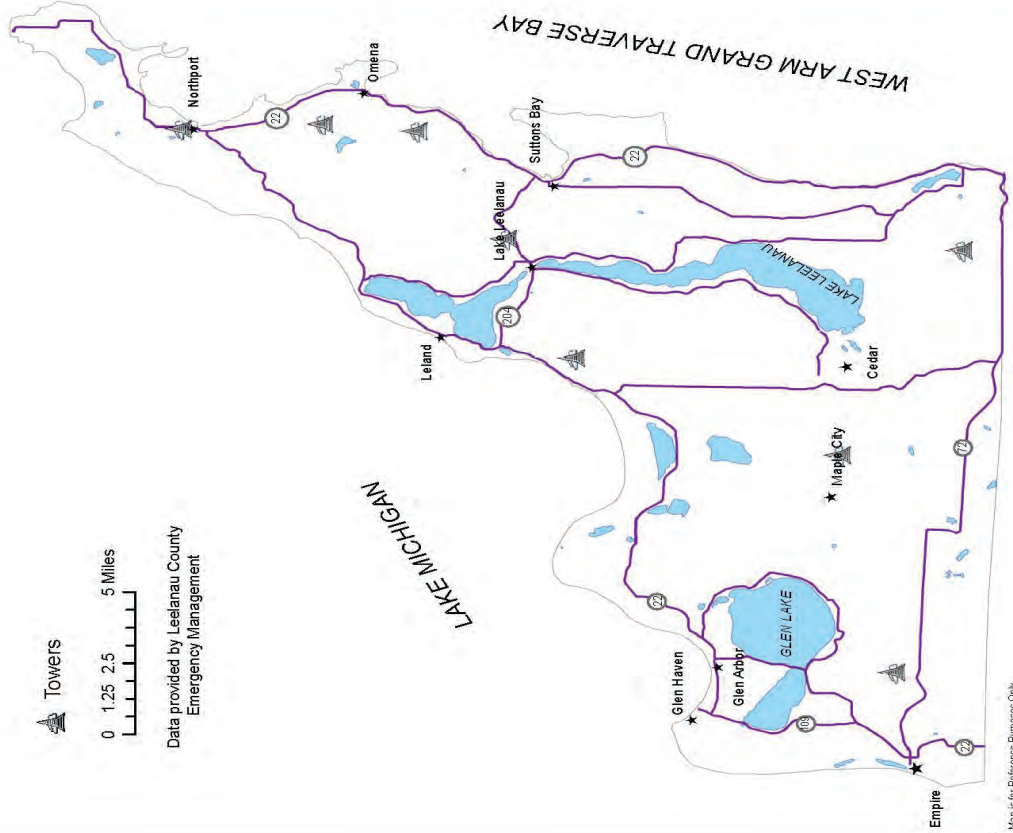
Joint initiatives by the public and private sectors could be established and aimed at improving health care services on the peninsula. Consideration should be given to an array of options to reach this end including opportunities for redevelopment of the former Leelanau Memorial Hospital in a manner which will meet some health care needs. Also, special health care transportation systems could be examined which might better improve access to public and private health care facilities. Other programs which might provide for a greater peninsula-wide distribution of health care facilities while still meeting the intent of local community plans, zoning ordinances, and this plan

**Map 9-1
Electric Service Areas**



MAP FOR REFERENCE PURPOSES ONLY
 Data Provided by the Utility Companies
 Prepared by the Leelanau County Planning Department, Fall 1999

**Map 9-2
Communication Towers**



Maps for Reference Purposes Only
 Prepared by Leelanau County
 Planning & Community Development, March 2012

could also be pursued.

NON-MUNICIPAL PUBLIC SERVICES POLICIES AND ACTION STATEMENTS

The following policies, objectives and action statements are intended to establish the blueprint for implementing the **General Plan** recommendations for the future of the peninsula's non-municipal public services and facilities.

VISION: The General Plan envisions goals, objectives and actions that will result, to the greatest extent possible, in the availability and adequate capacity of Non Municipal Public Services that will provide for the protection of health, welfare and safety of citizens and visitors of the county while protecting the county's natural resources, air and water quality. It is further the vision of this General Plan that Non-Municipal Public Services will be available and of adequate capacity to support a sustainable 21st century economy.

Goal: To have telephone, cell phone, broadband, electric, gas, and alternative energy in adequate capacity.

Objective:
Ensure environmental protection, while providing adequate utility services.

Action Statement:

County and local government should coordinate, to the greatest degree practical, all planning of and construction of capital improvement projects with the planning and construction activities of public and private utilities. Expansion of service areas should support the planned future land use pattern and timing of development as identified in local master plans.

Action Statement:

Local governments should develop policies regarding planned future land use patterns and the timing of development in coordination with existing and projected utility service areas and the Village Service districts of the **Leelanau General Plan**.

Action Statement:

Local governments should adopt zoning and subdivision regulations which require the placement of utilities below ground in all cases where practically feasible, and deal with placement, construction, collocation, modification and abandonment of wireless service facilities.

Action Statement:

County and local government should take necessary steps to ensure universal access to High Speed Internet/Broadband services for all residences in the county.



SBC Ameritech building in Northport

Chapter 10

ECONOMIC DEVELOPMENT

INTRODUCTION

The economy of a region is the driving force behind its evolution. However, while a strong economy does not necessarily relate to a heightened quality of life, a struggling economy almost always assures a decline in the quality of life. A fundamental element of the **Leelanau General Plan** is the establishment of policies to provide for a strong economy within the context of sustainable growth and development. Economic development does not have to occur at the expense of the natural or visual environment. Conversely, peninsula residents do not have to settle for a lower standard of living in the name of environmental protection. A basic premise of the General Plan is that a sustainable, healthy economy is dependent upon a healthy environment, and nowhere is this more true than on the Leelanau Peninsula. (See Working Paper #7 for more background information.)

A basic premise of the General Plan is that a sustainable, healthy economy is dependent upon a healthy environment, and no where is this more true than the Leelanau Peninsula.

ISSUES

As might be expected, residents are deeply concerned that uncontrolled development on the peninsula is negatively impacting the environmental and visual quality. This concern is being fueled by disconcerting economic trends and conditions.

Economic Trends

The peninsula's permanent population increased between 1% - 3% per year since 1990. Between 1990 and 2000, the County's population increased from 16,527 people to

21,119 – an increase of 28%. See Table 10-1. The County's population only grew approximately 3% from 2000 to 2010. See Table 10-2.

Between 1990 and 2000, the County's population increased from 16,527 people to 21,119 – an increase of 28%, and 2.8% between 2000 and 2010.

Most of the population growth experienced on the Peninsula has been the result of the in-migration of new residents, often retirees, from other counties – the number of senior citizens has steadily grown since 1960, particularly in Glen Arbor and Leelanau Townships. Others are often commuters who travel outside the County for work. Many in-migrating residents buy high-value property for retirement or seasonal homes, and many of the new residents come from urban areas with higher levels of public service. The higher property values and increased demands for public services result in greater tax burdens throughout the County, particularly impacting lower- and fixed-income households.

Significant year-round population increases result in the need for expanded services, such as health care and social services, and in the growth of the construction industry, in order to accommodate the demand for more homes. This is reflected in the County's employment patterns. Most of the County's job growth in recent years has been in the construction, service, and retail sectors of the economy. Many of these jobs are low-paying, seasonal, and fluctuate with the economy. In addition, Leelanau County's employees are earning less than their counterparts in the region and the state. And, with the growing population, competition for these jobs will increase as well. The County's labor force grew by about 18% between 1993 and 2003. With limited year-

**Table 10-1
2000-2010 Census**

Jurisdiction	Population		Population Change, 2000-2010	
	2000	2010	Number	Percent
Bingham	2,425	2,497	72	2.97%
Centerville	1,095	1,274	179	16.35%
Cleveland	1,040	1,031	-9	-0.87%
Elmwood	4,264	4,503	239	5.61%
Empire	1,085	1,182	97	8.90%
Glen Arbor	788	859	71	9.00%
Kasson	1,577	1,609	32	2.00%
Leelanau	2,139	2,027	-112	-5.20%
Leland	2,033	2,043	10	0.50%
Solon	1,542	1,509	-33	-2.10%
Suttons Bay	2,982	2,982	0	0.00%
Empire Village	378	375	-3	-0.80%
Northport Village	648	526	122	18.80%
Suttons Bay Village	589	618	29	4.90%
Traverse City	149	192	43	28.90%
TOTAL	21,119	21,708	589	2.80%

round employment opportunities found within the County, a large portion – about 46% – of the County’s labor force commutes outside the County for work, mainly to Grand Traverse County. See Map 10-1. Without diversified economic opportunities, it is likely that the trend towards commuting to work outside of the Peninsula will continue, which will result in increased congestion and traffic safety hazards.

Importance of Tourism and Seasonal Residents

While the tourism industry is most active in the warmer months, it impacts the economics of the peninsula all year. Many of the area jobs are seasonal and do not provide year-round income for workers nor generate year-round sales taxes. Still, tourism dollars continue to increase within the peninsula, which indicates a growing tourism economy. However, due to

**Table 10-2
Projected Population and Households**

	Projected Population	Projected Households
2020	24,165	10,597
2030	26,477	11,544

difficulties in tracking seasonal populations, there is no clear understanding of the impact of tourism and how it influences individual sectors of the Peninsula's economy. While the full impact is not known, some indicators are insightful.

Due to difficulties in tracking seasonal populations, there is no clear understanding of the impact of tourism and how it influences individual sectors of the Peninsula's economy.

In 1996, the Northwest Michigan Council of Governments prepared a study entitled, “Northwest Michigan Seasonal Population Model,” which attempted to quantify the impact of seasonal residents and visitors on the region. Based on overnight visits, the study estimates that, during the summer months, Leelanau County’s population nearly doubles. See Figure 10-1. The number of visitors to the County would be much higher if “day trippers” were accounted for. These visitors have an enormous impact on the region’s economy. Studies by Michigan State University indicate that seasonal homeowners and visitors to the region spent about \$61 million in 2000.

A large portion of the Peninsula's seasonal population, and a significant economic contribution, can be attributed to seasonal homes. Of the County’s’ 14,935 housing units in 2010, about 4,681 were classified as “seasonal.” County-wide, this is about 31% of the housing stock, and in some areas the percentage is much higher. For example, in Glen Arbor Township, 67% of the housing stock is classified as

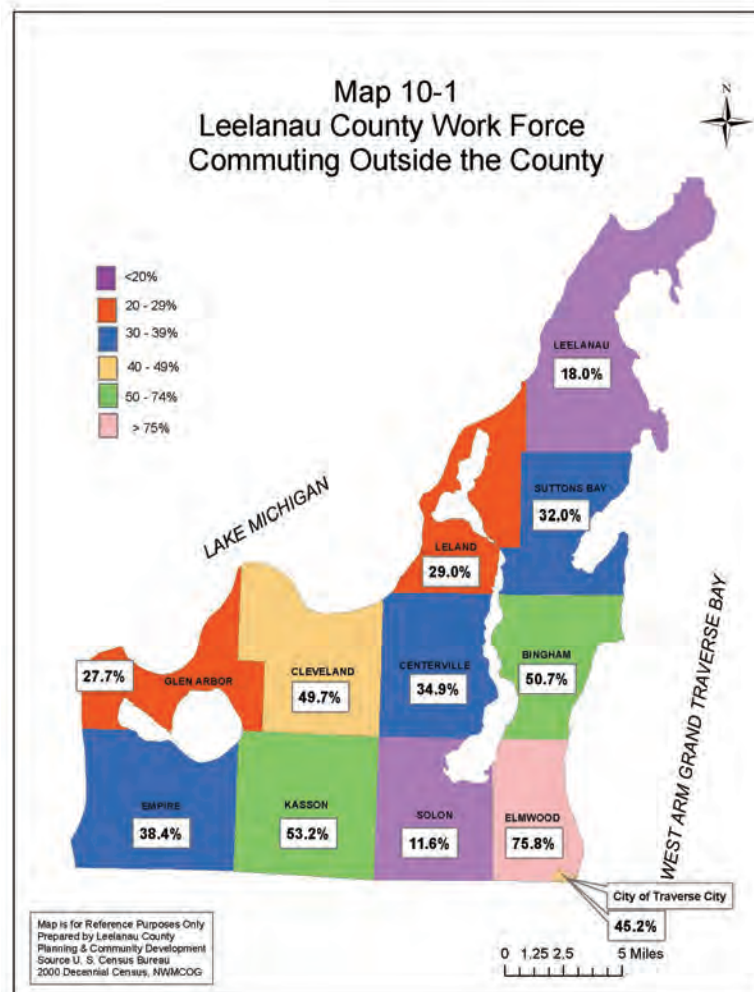
seasonal, and 46% of Leelanau Township's housing stock is seasonal.

When discussing seasonal populations, it is worthwhile to note that many "seasonal" residents may very well become permanent residents upon retirement or other lifestyle changes. The majority of in-migrant population growth is largely attributed to retirees. In a 1995 study conducted by Michigan State University, about 40% of seasonal homeowners in Leelanau County noted that they were likely to convert their seasonal homes to permanent residences. See Figure 10-2 for changes in housing units.

Proposal A

In March of 1994, the voters in Michigan approved Proposal A, a law which involves differences in tax rates for homestead and non-homestead properties. Properties identified as

a primary residency, and properties with an agricultural exemption, are classified as homestead. Other properties, such as seasonal homes, vacant land, and second homes are classified as non-homestead. Proposal A allows school districts to levy up to 18 mils on property classified as non-homestead, if approved by the voters in the school district. In addition, all properties are levied 6 mils for state school tax. Therefore, a non-homestead property could be levied school taxes to a maximum of 24 mils, while homestead properties pay no more than 6 mils. Homestead vs. non-homestead classifications create major disparities between tax rates of these types of properties. In some cases, owners of non-homestead properties pay over twice the taxes that homesteaders pay. See Figure 10-2. Although some non-homestead properties are owned by year-round residents (such as those with vacant properties, rental units, or two homes) much is owned by seasonal residents,



who don't require as many services as year-round residents, and don't have children attending local schools. See Figure 10-3.

Importance of Agriculture

Leelanau County is number one nationwide for the production of cherries. In Northwest Michigan, 85% of the sweet cherries grown are grown in Leelanau County. There are approximately 7,700 acres in Northwest Michigan in sweet cherry production and 4,000 of those acres are located in Leelanau County. The county also has 23% of the tart cherry acreage, and 4% of Michigan apples. The county's climate, proximity to Lake Michigan, rolling hills (drainage), and sandy soils make it ideal for fruit production. These areas so ideally suited for fruit production are also some of the most valued properties for residential home sites.

Agriculture is a major element of the County's economy. In 1997, the Census of Agriculture reported that the market value of agricultural products in Leelanau County was \$29 million. The actual economic impact of agriculture is likely much higher, when spending, support services, and tourism, are accounted for. "Agricultural tourism," such as heritage tours and visits to wineries, has become an important part of Michigan's tourist economy over the last few years, and Leelanau County has seen significant growth in that market as well. The 1998 Leelanau County Tourism Profile from MSU Extension shows Leelanau County ranking as third in the state for number of agricultural markets/wineries/u-picks per 1,000 residents. These types of agricultural activities – referred to as "value added" agriculture – play the dual role of creating greater economic opportunities for farmers while "marketing" the County and attracting additional tourism. The Peninsula is seeing increases in other types of value-added agriculture as well, such as organic farming, on-farm processing, specialty meat production, farm markets, and hydroponic farming. The growth of value-added agriculture will likely play an important role in Leelanau County's agricultural and tourist economies.

Nevertheless, agriculture is subject to a significant amount of pressure due to the instability of the agricultural economy, increased residential development, the rising market demand for rural lots, rising costs of production, and higher taxes. As these pressures grow, there is a greater incentive to sell farmland for its development value, taking more farms out of operation and reducing agricultural employment and revenues.

The 1998 Leelanau County Tourism Profile from MSU Extension shows Leelanau County ranking as third in the state for number of agricultural markets/wineries/u-picks per 1,000 residents.

Geographic Isolation

The peninsula is a destination location. Normal transportation routes do not "pass through" the peninsula due to its geographic location. As a result, the potential pool of consumer dollars is limited to only those persons who are traveling to or living in the peninsula. The indirect surface travel and comparatively limited air and water service further add to the challenges for economic development.

Fiscal Implications

The growth of the peninsula's population is altering land values as well. The percentage of land in farms, by State Equalized Value (SEV) has been steadily decreasing since 1974 while residential valuation has been steadily increasing. See Figure 10-4. While the peninsula's total SEV has increased from approximately \$225 million in 1980 to \$878 million in 1993, and \$1.5 billion in 1999, more and more national studies are beginning to suggest that new residential development, contrary to traditional thinking, does not "pay for itself" across the board, and that, in fact, the additional public services to meet the demands of new residential development often cost more than the additional taxes collected. If true in Leelanau County, the current trend in land use could seriously undermine balanced economic development efforts by presenting public service financial challenges that cannot be met without

burdening future generations. This could mean higher taxes by present and future residents to meet new public service needs created by new residents.

Though service, retail sales, agriculture, and construction are the peninsula's export industries, it is clear that the comparative lack of commercial and industrial development on the peninsula places the tourism industry in that much more of a dominant role. To provide for a more balanced economy is particularly difficult on the Peninsula as public services and infrastructure are limited. (See Working Paper #15 for more background information).

FRAMEWORK FOR FUTURE POLICY

It is a goal of the **Leelanau General Plan** to encourage a balanced peninsula economy. This balance hinges upon the ability to realize the large economic potential of the peninsula's resources while, at the same time, recognizing the fragile nature of these resources and taking strong protective actions to ensure their

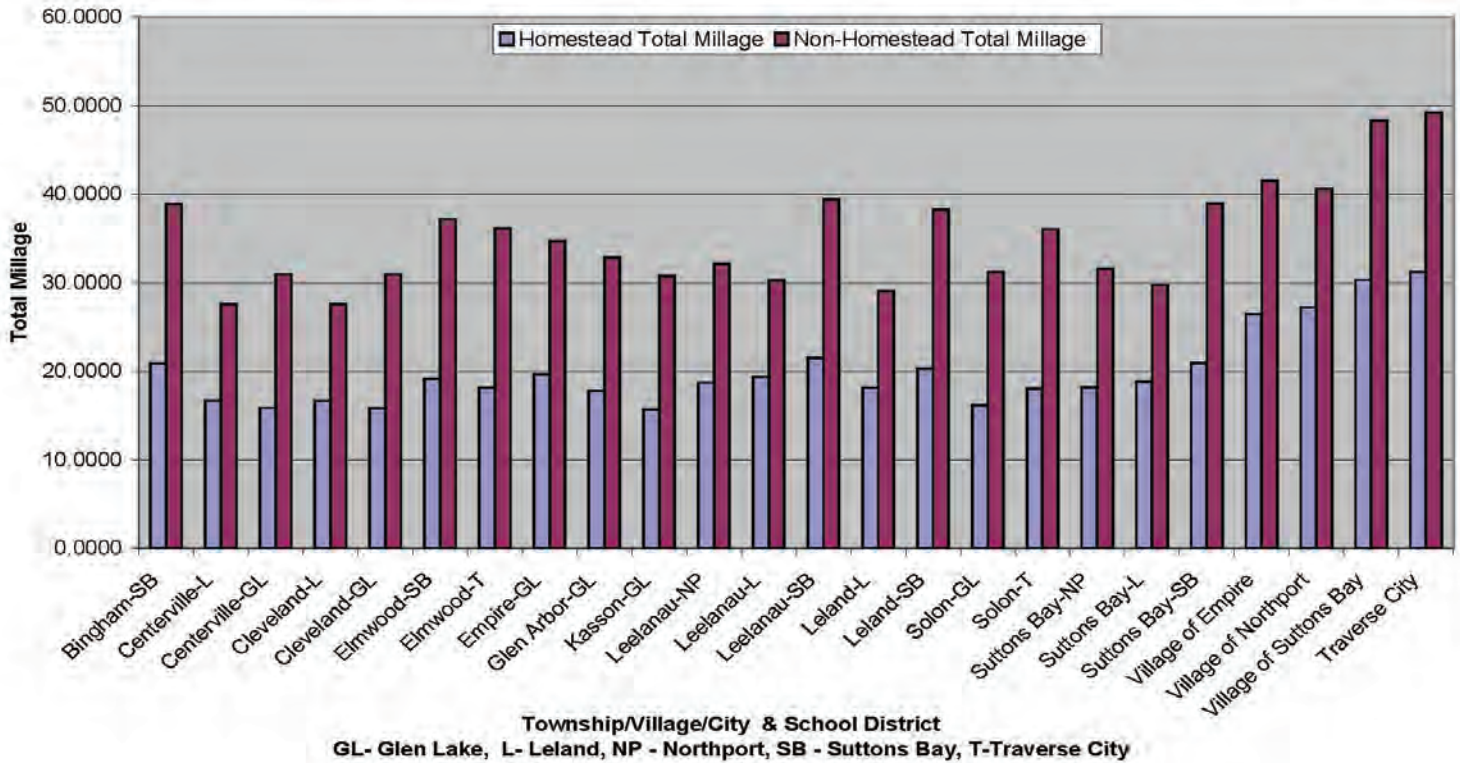
perpetuity. Sustainable growth and development, with environmental protection, and a more diversified economic base are the linchpins for a balanced peninsula economy. The absence or failure of any one of these three elements makes the others of little value or, in the worst case, a destructive force. The increasing significance of income circulated by seasonal residents, and property taxes paid by them, must also be acknowledged as an important part of the economic base of Leelanau County.

To achieve a balanced economy, a clearer understanding of the impacts of the tourism industry on the Peninsula is critical. New research must be directed to document the economic impact of seasonal populations. While Working Paper #15 is a good start, additional research should be undertaken when feasible. New research should assist in identifying the appropriate role of tourism on the Peninsula, and the character that future tourism development should reflect. This research and data collection should include the establishment of

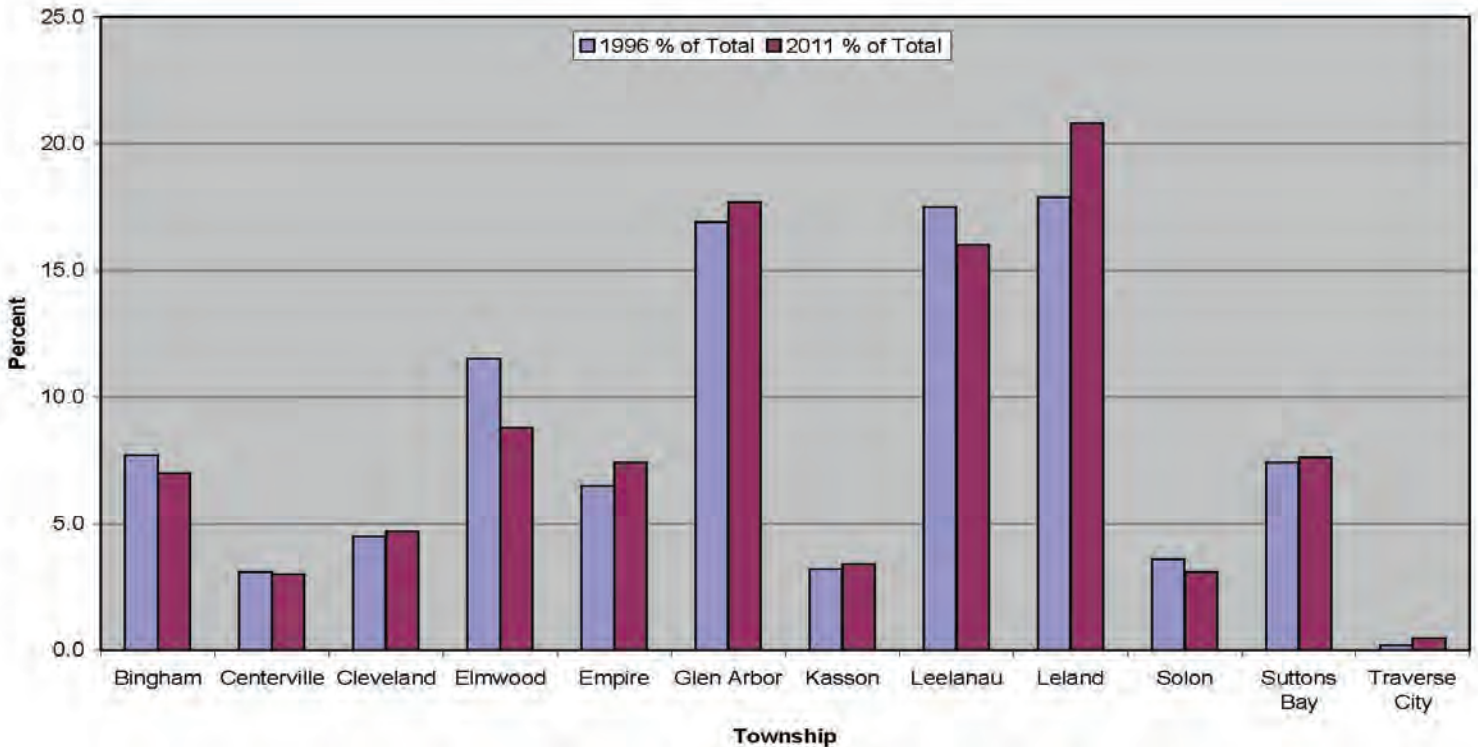
**Figure 10-2
Percent Change in Housing Units**

	2000 Census	2010 Census	% Change
Total Housing Units	13,297	14,935	12.3%
Occupied	8,436	9,255	9.7%
Vacant	4,861	5,680	16.8%
For Rent	361	289	-19.9%
For Sale Only	79	274	256.0%
Rented or Sold, not occupied	130	56	-57.0%
Seasonal, Recreational	4,111	4,681	13.9%
Migrant Housing	37	39	5.4%
Other Vacant	143	341	138.5%

Figure 10-3 2011 Total Millage for Homestead & Non-Homestead Properties in Leelanau County



**Figure 10 - 4
 Residential SEV as Percentage of Total SEV Comparing 1996 & 2011**



a monitoring system to identify tourism and seasonal population trends and conditions on the peninsula and its local and regional impacts.

To the extent that tourism continues principally as a summer activity, efforts should be directed at attracting new opportunities which are generally of low intensity, and require limited landscape alterations. Opportunities to be pursued in this regard could include marina expansions, the enhancement of the Manitou Bottomland Preserve, historical tours, continued support and protection of the Peninsula's special natural tourist attractions, bike tours, and facilities, and the expansion and promotion of nature appreciation and interpretation facilities.

The economic base should be diversified. Opportunities for additional economic development must be provided which can operate within, and be compatible with, the sensitive resource base which characterizes the peninsula. At the same time, these resources must be recognized for their long term non-economic benefits and should be approached in a responsible manner with a strong sense of stewardship.

In striving for this economic future, a major effort should be made to create more year-round jobs in businesses and industries which have demonstrated a commitment to environmental protection or which by their nature do not pose threats to the peninsula's environmental integrity. Location criteria should include proximity to public services, utilities, transportation, work force, and associated logistical elements. Potential individual industrial sites on the peninsula should be evaluated for future use consideration. Equal efforts should be directed at expanding the local business base through a variety of initiatives including the development of a business list.

It is of particular importance that economic development on the peninsula is not encumbered by the duplication of services among the many agencies involved. A data base should be developed which identifies the agencies and of-

fices offering economic development assistance in the peninsula and these agencies

Sustainable growth and development, with environmental protection, and a more diversified economic base are the linchpins for a balanced peninsula economy.

should be regularly contacted to uncover new programs and other support information. The Leelanau County Economic Development Corporation and local economic development task forces should form an active link with the Traverse Bay Economic Development Corporation, with the purpose of coordinating economic development activities from within and out of the peninsula, distributing marketing materials, and providing specialized training programs. There is a need for consistent, long-term economic development leadership in the peninsula and coordinated economic development services for the business community.

The increased economic development activity anticipated from these initiatives should be guided to those areas of the peninsula planned for village development and supported by the necessary public facilities and



Maple City

convenient to the work force. All capital improvements should be well planned, phased, and coordinated with adjoining municipalities and county projects. Model zoning language should be prepared which provides for planned and compatible mixed uses, small scale developments, and signage, which is sensitive to the surrounding natural and rural environment. Commercial areas should be pedestrian friendly and landscape amenities should enhance the village setting. Site development associated with new economic development projects should be guided by the recommendations of the Grand Traverse Bay Region Development Guidebook.

Opportunities for additional economic development must be provided which can operate within, and be compatible with, the sensitive resource base which characterizes the peninsula.

All businesses operating with heightened risks of environmental contamination should be monitored through the development of a regular and ongoing peninsula-wide monitoring system. Local municipalities should adopt environmental regulations included in the Grand Traverse Bay Region Development Guidebook to better protect future environmental integrity.

The **Leelanau General Plan** calls for an aggressive program to protect the peninsula's agricultural economy. A critical component of this program relates to the peninsula's future land use pattern, as discussed in Chapter 12. In addition, however, the General Plan encourages the expansion of marketing opportunities for farmers including the promotion of locally produced farm products, mail-order businesses for farm products, farmland tourism networks, organically grown products, and the examination of national and global marketing opportunities. The General Plan also encourages the development and expansion of small scale farming operations such as wineries, Christmas tree farms, small fruit operations, and Community Supported Agriculture (CSA) farms, as well as unique farming opportunities.

In addition, continuous monitoring of trends and conditions in crop production, P.A. 116 enrollments, conservation reserve programs, and other agricultural economic indicators should become routine and the data generated applied to current and future marketing initiatives.

Improved employment opportunities for many of the residents on the peninsula will remain out of reach without improved job skills. The training needs of target industries must be identified and appropriate training provided. The peninsula should become part of the Northwest Michigan Community College District to reduce tuition rates and gain easier access to needed training programs. Satellite centers should also be established to also provide easier access to training opportunities. These employment programs should not be reserved for adults only, but programs should be developed for the peninsula's children which encourage leadership and independence.

The Leelanau General Plan calls for an aggressive program to protect the Peninsula's agricultural economy.

The future evolution of the economy should be supported by an improved peninsula-wide information system. An integrated high-tech information network should be developed to expedite communications and improve education programs and access. This network should include high-speed internet access, a community/school access channel and a telephone system which ensures fast, convenient, and lower cost service than is currently available.

ECONOMIC DEVELOPMENT POLICIES AND ACTION STATEMENTS

The following policies, objectives, and action statements are intended to establish the blueprint for the General Plan's vision for future economic development.

VISION: To promote economic activity and strengthen the economy of Leelanau County.

Goal: While the effects of tourism are great in the peninsula, there is no recent, formal impact assessment of this sector of the economy. Without impact assessment, decisions on the balance between tourism and environmental protection will remain uninformed.

Objective:

Define the optimum role of tourism and tourism development in the peninsula consistent with protection of the natural environment.

Action Statement:

The County should cooperate with the Northwest Michigan Council of Governments in efforts to develop a data collection and monitoring system to continuously evaluate seasonal population changes as well as local impacts of tourism.

Goal: Much of the County's large tourism economy is dependent on the high quality of its natural resources and scenic beauty.

Objective:

Efforts to enhance the Peninsula's tourist economy should be directed toward attracting opportunities which capitalize on natural resources and scenic beauty while protecting and enhancing those same features.

Action Statement:

Local governments and citizen groups should identify historic preservation opportunities in the peninsula and develop a formal tour or

guidebooks including maps for historic features/trails.

Action Statement:

The County and local governments should consider the development of additional small parks in the peninsula, especially along lakeshores, streams, and ridges.

Goal: The peninsula needs more year-round jobs in industries which are sensitive to the environment.

Objective:

Economic development leadership should spearhead a business retention and development program for the peninsula.

Action Statement:

Local governments should develop model ordinances regarding small rural business opportunities and enact guidelines that promote the growth and development of small-scale (cottage industries) which retain rural character and do not overburden public services.

Action Statement:

The County, LEDC and MSU Extension should research and promote the development of agri-tourism opportunities, such as wineries and heritage tours, on the Peninsula.

Action Statement:

The LEDC should cooperate with local task forces to identify resource-friendly industries and projects that will enhance year-round em-



Farm market in Elmwood Township

ployment opportunities.

Goal: Maintain the stability of agriculture on the peninsula.

Objective:

The county and local units of government should initiate proactive measures to protect agriculture and farmland (see Land Use chapter).

Action Statement:

Local governments should enact policies supportive of farmland preservation efforts in order to allow landowners to participate in purchase of development rights programs.

Action Statement:

The County should work with the Leelanau Conservation District to devise an agricultural data base which more closely monitors crop production, P.A. 116 enrollments, conservation reserve programs, and other appropriate agricultural preservation/support programs.

Action Statement:

The County, local governments, and economic development corporations should encourage participation in programs offered by Michigan State University Extension that provide education, training, and resources to support the expansion of economic opportunities through value-added agriculture.

Objective:

Local economic development coalitions, local chambers of commerce, and/or regional economic development organizations should work closely together in order to coordinate economic development efforts within and outside of the peninsula and avoid duplication of efforts.

Action Statement:

The LEDC should establish links between local economic development committees and the Northwest Michigan Council of Governments to focus on tourism development, industrial development, small business/entrepreneurial skills, intergovernmental cooperation and any other topics deemed appropriate by the coalition. Local jurisdictions should become part of the coalition with the Michigan State University Extension Service providing leadership training, team building, and resource support.

Goal: Commerce activity needs to be located near business and residential centers and well-served by proper services.

Objective:

Development organizations should identify business and residential centers for concentrated development that provides efficiency in energy and service delivery.



Suttons Bay Village marina

Action Statement:

The County, local governments, and economic development organizations should focus economic initiative in or close to villages (where the people are) through the use of initiatives, guidelines, and zoning regulations.

Action Statement:

Develop in the county, with local government assistance, sample (model) zoning regulations which allow for planned and compatible mixed uses.

Action Statement:

The County should promote the establishment of high-speed Internet and cable services with Peninsula-wide access.

Objective:

Promote well-designed business facilities which blend with the environment and are not overly suburbanized in appearance.

Action Statement:

The County should provide technical assistance to local governments and promote the implementation of model sign ordinances which minimize the impact of signs on the landscape.

Action Statement:

Local governments should develop local site design guidelines to promote the establishment of native vegetation, wildflower fields, and native grasses over sod yards in commerce centers and to encourage the use of low impact development (LID) standards.

Action Statement:

Local governments should enact regulatory guidelines to integrate adequate parking with other access management techniques to minimize congestion and visual impact of commercial and industrial development.

Action Statement:

Local governments should coordinate prohibitions of strip development with zoning regulations of neighboring jurisdictions.

Action Statement:

The County and local governments should encourage private enterprise to upgrade and redevelop existing, aging commercial establishments and centers to arrest deterioration and maintain the appearance of the peninsula.

Action Statement:

Local governments should adopt regulations designed to promote small-scale development in service centers to blend with the rural character of the peninsula.

Action Statement:

Local governments should adopt regulations to require the design of commercial centers to be pedestrian-friendly with natural landscaping, pathway and amenity tie-ins.



Downtown Suttons Bay

Chapter 11

HEALTH AND HUMAN SERVICES

INTRODUCTION

Within the context of the **Leelanau General Plan**, health and human services include an array of services typically aimed at providing support and specialized assistance to individuals and families to improve their health and productivity as members of society and/or improve their quality of life. These services are characterized by programs for the elderly, parenting families, employment services, financial assistance, domestic violence intervention, shelters, health services, mental health services, parenting education and similarly related support assistance.

Human services are critically important to the peninsula for a variety of reasons. Availability of strong health and human services is essential to a community vested in thriving, stable families. Many of the services offered enable individuals to become active and productive residents of the peninsula and thus limit the demand on revenues for long term public assistance due to unemployment, disabilities, mental illness, and other difficulties. This can result in both a higher level of services delivered as well as more revenues available for other needed services and programs. The

Peninsula's health and human services target all families including young families, middle aged families, and elderly. Furthermore, services target migrant farm workers who temporarily reside in the peninsula during the growing and harvesting seasons and who, by their transient nature, may be in particular need of special services and programs. Without these services, agricultural operations could not be competitive.

ISSUES

Health and Human Services Data

There are approximately 21,708 persons in Leelanau County. 4,240 of those residents are under 18 years of age. (2010, Source: US Census). Approximately 91.8% are Caucasian, 4.7% are Native American, <1% Black, <1% Asian and 2.5% are of Hispanic origin. (Source: 2010 US Census). In 2010, there were 161 births in Leelanau County and 1 infant death. The low birth weight percentage for Leelanau County is 6.4% (2011, County Health Rankings).

Health status is related to the social-economic status. In Leelanau County, the average income was \$56,056 (Kids Count, 2011). But

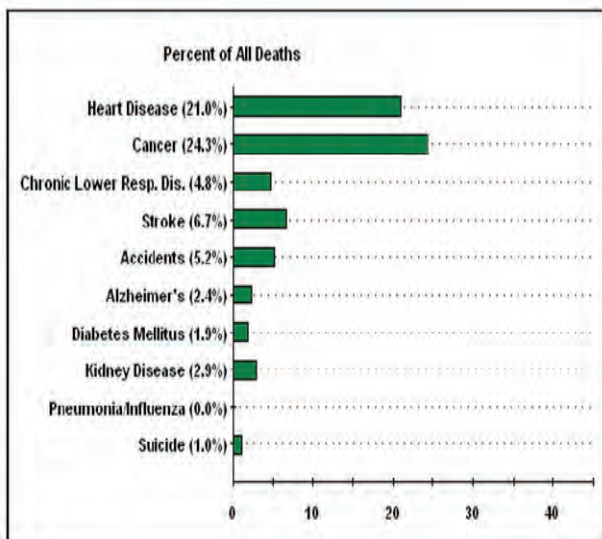


Benodjenh Headstart/daycare center and Strongheart Civic Center in Peshawbestown

statistics show that 7.5% of residents are below 100% poverty. 14.4% of children 0-17 years of age are living in poverty in Leelanau County. Furthermore, of the population that is 15-44 years of age, approximately 14% in Leelanau County are between 100 and 199% of poverty. (Source: US Economic Census 2007) The unemployment rate for the county is 7.73% (Source: MIDTMB, June 2011). Additionally it is important to note that family income and employment is affected by seasonal fluctuation due to service occupations that are related to tourism.

Nearly 3000 Leelanau County residents currently receive health and/or human services support annually. (DHS green book, 2012) The county includes a large percentage of families qualifying for free and reduced school lunch, high housing costs (27% above the State average) and significant gaps between low and higher income families. Many Leelanau residents struggle to access childcare, health care, housing needs (rent, utilities, heat, etc.), transportation, access to agency resources and the ability to feed and adequately clothe their families. A large number of Leelanau families with young children report that they feel lacking in one or more of the five protective factors that have served to focus the

Leading Causes of Death, Leelanau County, Michigan Residents, 2010



work of the Leelanau County Family Coordinating Council for almost 15 years. Most importantly, many Leelanau parents, albeit well intentioned, lack the resources to responsibly provide for their families.

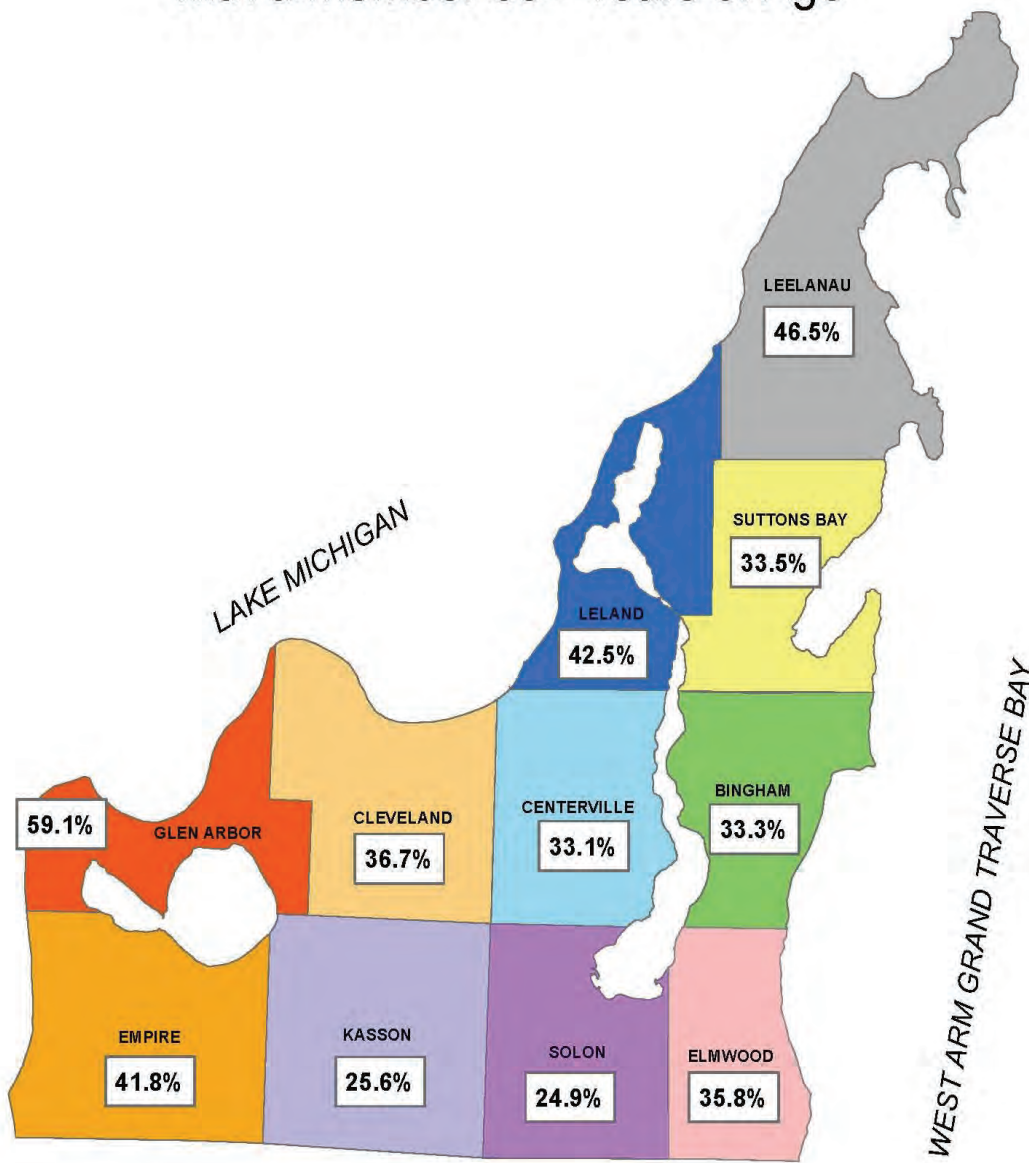
Leelanau families with young children are typically low wage earners. Far too many Leelanau County families lack resources, have limited access to necessary support services, and cannot afford childcare. Many Leelanau families with young children can be described as follows:

- Families with young children are typically low wage earners—they are often not settled into a career, and have the added stress of living in an area with limited economic opportunity for the typical wage earner (Leelanau wages are 35% below the State average).
- Families with young children often live in the isolating condition of rural communities and many lack adequate transportation.
- Families with young children may not even speak English- and an increasing population of Latino families has settled in Leelanau County.
- Parents often have difficulty accessing supportive services, because the bulk of such resources are housed in Traverse City.
- Many Leelanau young children receive childcare in unregulated settings because their parents cannot afford the higher quality care, and yet they earn too much to qualify for Head Start or other funded programs.

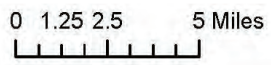
Other statistics that should be considered in developing a long-term plan for Leelanau County include:

- 65 percent of Northport's students and 58 percent of Suttons Bay were eligible for free and/or reduced lunch. The number of eligible students at other schools has also increased with 30 percent of Glen Lake students and 45 percent in Leland qualifying. (Local School Reports, 2012)
- 19 Leelanau County individuals are identi-

Map 11-2 Percent of Households with a member 65+ Years of Age



Map is for Reference Purposes Only
 Prepared by Leelanau County
 Planning & Community Development
 Source U. S. Census Bureau
 2010 Decennial Census



fied as 'literally homeless & unsheltered. (Point in Time Survey, January 2012)

- 21 Leelanau County individuals are 'at risk' of homelessness (Point in Time Survey, January 2012)
- 30 Leelanau County students reported as 'homeless' (Point in Time Survey, January 2012)
- Children 0 – 5 receiving FAP = 25.7% (DHS Green Book, 2011)
- 63 investigations in 2011 for child abuse and/or neglect, with 11 deemed substantiated (Leelanau Probate Court).
- 37 % of single parent families are unable to collect court ordered child support payments (Leelanau Probate Court).

Transportation consistently is a barrier to services. Many families have no vehicle or only one vehicle that may be in questionable working order. While Traverse City is the urban hub located in Grand Traverse County, travel to Traverse City is inhibited by an unreliable car or lack of gas money. With 2.5% of the population of Hispanic origin, health and human service providers do face some barriers to service with Spanish only speaking clients. As required by law, health and human services facilities consistently use a contracted interpreter or the Language Line to facilitate appropriate services.

Chronic diseases – including heart disease, cancer, stroke, diabetes, and respiratory diseases – share major risk factors including tobacco use, unhealthy diet, physical inactivity, and lack of access to preventive care. In Leelanau County, 18% adults report heavy drinking, 31% of adults are considered obese, and 12% of adults report that they smoke (2011 County Health Rankings). Furthermore, 21% of pregnant women in Leelanau County smoke during pregnancy (MDCH, 2007-2010). 12% of our children are obese. 50% of our students in high school report that cigarettes are easy to obtain. 66% said that alcohol is easy to obtain. 50% said that marijuana is easy to obtain. 86% reported that friends had been drunk recently, and 82% of high school students reported that some of their friends used marijuana (MI PHY 2012)

Access to medical and dental care continues to be a challenge for Leelanau County residents. 20% of our residents are without health/medical insurance. 9% rank their health as fair or poor (County Health Rankings 2011). Although little data is available to understand how many residents have dental insurance, anecdotally we know that many residents are without insurance, and given the high cost of dental care, forego regular dental care. Poor oral health has a negative impact on overall health, prenatal health and employability. There are no dentists in the county that accept Medicaid insurance. Many physicians do not accept new patients with Medicaid insurance.

The 2012 Community Health Assessment process that was led by Munson Medical Center and area local health departments revealed the following health priorities for the Grand Traverse region (not in any specific order):

1. Obesity (all ages)
2. Access to Preventative Care
3. Chronic Disease – Diabetes
4. Access – Health data sharing
5. Smoking – Adult , pregnant women and teen smoking
6. Access – Adults and children w/o insurance, medications
7. Behavioral Health – Access to Mental health (mild to mod):
8. Behavioral Health – Access for children and Adolescents:
9. Access - Lack of Medicaid Providers
10. Access – Dental care for un and under-insured
11. Chronic Disease – Senior case management and support services
12. Access to Prenatal Care

In 2008, the Traverse Area Poverty Reduction Initiative conducted a survey of low income individuals and families. When Leelanau County families were asked "What kinds of community services have been very helpful to you?" 61% said Food assistance, 64% said medical Care and 27% said Dental care. When asked "When thinking about the future, what is your best hope for reaching your personal goals and dreams?" 27% said "Getting

more Education” and 17% said “Getting Healthy. 24% reported that they “were happy with their life now”. (PRI Report, 2011)

HEALTH AND HUMAN SERVICES FACILITIES

Health Care facilities located within the county include the Lake Leelanau Office of the Benzie – Leelanau District Health Department, 5 primary care physician offices, 11 dentists (although none accept Medicaid insurance), 3 long term care facilities 1 migrant farmworker health clinic, 1 Grand Traverse Band of Ottawa and Chippewa Indian Medicine Lodge Clinic and 1 urgent care facility. Since no physical offices are located within the county, residents receive mental health services from Great Lakes Community Mental Health, Third Level Crisis Center, Catholic Human Services, and Pine Rest Counseling Services located in Traverse City.

Leelanau County offers an array of human services at the Connie Binsfeld Resource Center. The Health Department, the Department of Human Services, Women’s Resource Center, Leelanau County Family Coordinating Council and Share Care all provide services out of this center. The Leelanau County HelpLink program, located at the Glen Lake Community Reformed Church, and Leelanau Christian Neighbors are member organizations of the LCFCC and provide services to Leelanau County residents.

Leelanau County has five Parenting Communities peer counselors offering universal family support services to the approximate 1,000 Leelanau families with child/children under the age of six.

There are no shelters located within the county, although close coordination with the Women’s Resource Center, Children’s Advocacy Center, Goodwill Inn, Safe Harbor, and Third Level Crisis Center assures that families are referred to shelters in Grand Traverse County.

The Traverse Area Tobacco Coalition pro-

notes smoking prevention and cessation in Leelanau, Benzie and Grand Traverse Counties.

Leelanau County has 4 public school districts, St. Mary’s private/parochial school, and Pathfinder School, four school based preschools, a Tribal Head Start program and a private early childhood center which delivers Head Start and GSRP programs.

The member organizations of the LCFCC have utilized a number of Strategic Planning documents that address agency &/or organizational -specific plans for addressing health and human services needs for the Leelanau County population. Long-term Strategic Plans that contribute to LCFCC county planning include the following:

- Continuum of Care
- Community Health Needs Assessments
- Leelanau Early Childhood Development Commission
- Council of Governments/HUD Social Equity Initiative
- Suicide Prevention Coalition
- Regional Poverty Reduction Initiative
- System of Care
- Family Preservation and Family Support Teams
- 2-1-1 Initiative
- Great Start Collaborative Strategic Plan

CHALLENGES:

1) Limited Fiscal Resources

Also impacting the current delivery of human services on the peninsula is the comparatively limited amounts of money available for such programs. Leelanau County significantly trails behind the state in per capita allocations by the state to the county for human services. In 2009, the county ranked second to last for amount of public assistance per capita to Michigan counties. (Michigan Department of Human Services) In fact, the county received only between one half and two thirds of the per capita allocations for human services compared to the statewide average. Map 11-1 shows per capita income by township.

2) Needs of Special Populations

Senior Citizens/Elderly: 24.3% of the residents of Leelanau County are 65 years of age or older (US Census, 2010). This population is commanding a growing share of the national, state, and peninsula population. The elderly are faced with numerous day-to-day challenges which, in turn, challenge the human services delivery system. Economic stability, health and nutrition, transportation and mobility, medication management and self-sufficiency are all very real and pressing issues which must be addressed.

Insufficient income to meet living needs often faces the elderly on a fixed income. The very aged are more prone to mental illness and similar to the rest of the country, the elderly in Leelanau County are experiencing Alzheimer's disease.

Children: Leelanau County has 4620 children 0-17 years of age (2010 US Census). 14.4% of those children are living in poverty in Leelanau County. Leelanau young families are typically low wage earners (average wage income is 35% below the State average), live in isolating rural conditions, and are not well supported by 'helping agencies' due to transportation barriers. County demographics report a mix of White, Tribal (Grand Traverse Band of Ottawa and Chippewa Indians), and Latino families. Two of the four County school districts report close to a 50% ratio of non-White enrolled children with free and reduced lunch counts hovering just below 50%.

At any given point in time, there are approximately 30 students who deem themselves as homeless.

Latino families with young children who reside in Leelanau County. have migrated to the area after following migrant work, have very low incomes, unstable housing, seasonal employment, parents are typically very young (usually living in multi-generational households), speak little English and are eager to make Leelanau County their home. Traditional migrant services supports end when families 'settle out', meaning that they no longer follow the crops in

a migrating pattern, however Latino families often remain agricultural workers for at least one generation- thus experiencing the stress of seasonal employment without the support of the migrant services agencies.

Approximately 40 children in Leelanau County (2011, Benzie – Leelanau District Health Department) have Special Health Care needs. These children face a variety of chronic health and disabling conditions that qualify them for the Children Special Health Care Services Program provided by the Health Department.

3) Access to Health Care Services

Access to medical and dental care continues to be a challenge for Leelanau County residents. 20% of our residents are without health/medical insurance. 9% rank their health as fair or poor (County Health Rankings 2011). Although little data is available to understand how many residents have dental insurance, anecdotally we know that many residents are without insurance, and given the high cost of dental care, forego regular dental care. Poor oral health has a negative impact on overall health, prenatal health and employability. There are no dentists in the county that accept Medicaid insurance. Many physicians do not accept new patients with Medicaid insurance. There are no publicly funded mental health services available within the county.



Chapel at Old Settlers Park

4) Behavioral Health Risk Factors (Smoking, Obesity: access to nutritious foods and physical activity, drug use/abuse)

31% of adults in Leelanau County are Obese, 12% of adults report that they smoke (2011 County Health Rankings). Furthermore, 21% of pregnant women in Leelanau County smoke during pregnancy (MDCH, 2007-2010).

18% of adults report heavy drinking, and 12% of adults report that they smoke (2011 County Health Rankings). Furthermore, 21% of pregnant women in Leelanau County smoke during pregnancy (MDCH, 2007-2010). 50% of our students in high school report that cigarettes are easy to obtain. 66% said that alcohol is easy to obtain. 50% said that marijuana is easy to obtain. 86% reported that friends had been drunk recently, and 82% of high school students reported that some of their friends used marijuana (MI PHY 2012)

5) Domestic Violence

Domestic violence presents increasing demands upon human services systems. The rural character of the peninsula has not, contrary to what is often believed, buffered the peninsula from these challenges. In 2006 – 07 the Women's Resource Center in Traverse City served nearly 1,500 survivors of domestic and sexual violence from all counties in the region. This included:

- 369 adults and children received emergency and longer-term housing, including 6602 nights of emergency shelter in Helen's House and nearly 16,000 nights of shelter in the WRC's transitional and permanent supportive housing programs, a 257% increase since 2000.
- The WRC served 263 seniors, a 396% increase over 2000.
- The WRC provided nearly 7600 hours of one-on-one and group support and received nearly 4000 calls on its 24-hour crisis line.

Clearly, domestic violence remains a serious issue facing families in our region, including Leelanau County.

A FRAMEWORK FOR FUTURE POLICY

The foundation for the future delivery of human

services on the peninsula should continue to be based upon valid baseline data and an understanding of specific human service needs. Services should continue to be based upon clearly identified needs, and to this end detailed needs assessments, strategic plans and evaluation should continue to be developed and implemented.

The ongoing refinements to the Peninsula's health and human service delivery system, in response to this base data, should direct special attention to the needs of children, low income families and the elderly. The Peninsula's future largely rests with the health and vitality of its children. Yet, it is the peninsula's elderly who are the fastest growing segment of the population. The Peninsula's health and human service delivery system should respond to the particular needs of these populations through collaborative programs. Similar efforts should be pursued in regard to services for abuse, domestic violence, health, mental health, early childhood development, and other human service's needs, including special programs for migrant workers.

While addressing the needs in the paragraph above, special emphasis should be directed to the basic health and nutrition needs of the entire peninsula before other services can be effective and worthwhile. Affordable and convenient access to health and nutritional care must become paramount.

Improvements to the peninsula's human services delivery system should continue to be based upon interjurisdictional and inter-agency coordination and, more importantly, on collaboration. This collaboration should be particularly aimed at preventing unnecessary duplication of services and creating the most cost effective service delivery system. Other efforts should focus on periodic review and monitoring to identify unmet needs, and to finding the most appropriate organization(s) to address the need, as well as ways in which resources can be redirected to higher need services.

The extent to which the private sector can deliver human services in a cost effective manner in coordination with public agencies should be continually evaluated and monitored and, where

appropriate, encouraged. Privatization of services, along with the examination of alternative funding structures for services should be examined as the opportunity permits.

HUMAN AND HUMAN SERVICES OBJECTIVES AND ACTION STATEMENTS

VISION: Health and Human Services provide assistance to all persons in Leelanau County including individuals, children, migrant farm workers, elderly, those with low incomes, and families in need. Assistance from these services enable individuals to become active and productive, thereby reducing the demand on long term public assistance due to unemployment, disabilities, illness, mental illness, and other difficulties.

The following objectives and action statements are intended to establish the blueprint for the **General Plan** recommendations for the future of the peninsula's health and human services .

Goal: Reduce duplication and/or gaps in health and human services.

Objective:

Stewardship of public resources dictates that the county and local governments and human service agencies should exert every possible effort to make sure that there is a reasonable match between the needs and services; i.e., services should be based on quantifiable needs.

Action Statement:

Any resources devoted to program areas designed as “over-met” should be redirected to service areas identified as “under-met”.

Goal: To provide reasonable match between public resources, services and needs provided by agencies.

Objective:

County and local governments and health and human service agencies should assure that there is a reasonable match between the needs of Leelanau County residents and the services provided; i.e., services should be based on quantifiable needs.

Action Statement:

All health and human service organizations should utilize current strategic planning documents and current demographic profiles of the needs of citizens for health and human services as a benchmark against which to develop, deliver and monitor the effectiveness of their programs. These planning documents should be updated every 5 years.

Action Statement:

All health and human services agencies and County officials must assure public awareness of programs and services available to meet health and human service needs.

Action Statement:

The member organizations of the Leelanau County Family Coordinating Council should continue to provide an organized method of periodic review of all health and human service programs to ensure the most cost effective and comprehensive delivery of needed services.

Goal: Accommodate special needs of children.

Objective:

County and local governments will assure that children have their basic needs met and have access to developmentally appropriate early childhood care and programming.

Action Statement:

The member organizations of the Leelanau County Family Coordinating Council and the Early Childhood Development Commission and the County school systems should continue to periodically provide a comprehensive identification of the special needs of children on the peninsula, along with community need assessment of available services and delivery systems in order to compare the special needs of children with services delivered.

Action Statement:

Leelanau Parenting Communities will continue to provide services by peer educators in a menu format that emphasizes the various aspects of parenting and healthy family function using a variety of delivery methods (playgroups, parent education classes, home visits, and literature, natural settings, etc.). The framework of the

Five Protective Factors (Center for Social Policy, Strengthening Families through Early Care and Education, 2010) approach will continue to be provided as an evidence-based balanced structure to the program.

Action Statement:

In partnership with the peer based Parenting Communities program, the health department will continue to provide RN, SW and RD home visiting services to families through the healthy Futures and Maternal and Infant Health Program. Furthermore, the health department will continue to provide health services through the WIC program and Immunization programs.

Action Statement:

The district health department will continue to provide home visits services to children 0-26 years of age with chronic, debilitating conditions through the Children’s Special Health Care Services Program.

Action Statement:

The Early Childhood Development Commission should continue to identify mechanisms for assuring quality programming and support for families in Leelanau County.

Goal: Provide options for Pre-school/Headstart Education

Objective:

The county, local jurisdictions and school districts should support and encourage programs for Pre-school/Headstart as well as programs which provide a good, basic education for all children and families, including low income, high-risk, minorities, and students requiring special needs (including gifted and talented children).

Action Statement:

The county, local jurisdictions, human service agencies, and schools shall seek out and utilize all available funds and facilities to provide such programs.

Action Statement:

Human service agencies shall place more emphasis on educational programs which stress early education for those students with special needs.



Maple Valley Nursing Home, Maple City.

Goal: Accommodate special needs of the elderly.

Objective:

Provide human service programs, sponsored by Leelanau County that will facilitate self-sufficiency of elderly residents. Such programs should assist individuals to achieve their full potential and protect and enhance their personal health and enjoyment of life.

Action Statement:

Abide by all ADA (Americans with Disabilities Act) requirements and when possible, strive for UA (universally accepted) facilities to assist the physically challenged to promote self-sufficiency by all appropriate means.

Action Statement:

Support human service programs, to facilitate self-sufficiency of elderly county residents. Such programs should assist individuals to achieve their full potential and protect and enhance their personal health and enjoyment of life. In addition, support the involvement of volunteers, community-based organizations, non-profits, and senior citizens in mounting service and educational programs.

Action Statement:

The Leelanau County Commission on Aging should continue to provide services that will permit senior citizens to remain in their own homes and to minimize their dependence on institutional care. Programs such as nutrition programs, homemaker aid, public transportation, respite care and others are appropriate means for achieving this goal.

Action Statement:

The Leelanau County Commission on Aging should continue to provide preventive services for the elderly, including but not limited to contact, physical facilities, and congregate meals.

Action Statement:

Support the involvement of volunteers, community-based organizations, non-profits, and senior citizens themselves in mounting service and educational programs.

Action Statement:

Establish funding guidelines that consider state, county and local appropriations as well as fee and charitable gift revenues, recognizing that while initial county matching contributions may be appropriate, the responsibility for operational funding of senior citizen centers should remain at the local level.

Action Statement:

The Leelanau County Commission on Aging should develop and maintain a data base of clientele for senior citizen programs from which programmatic requirements, such as senior citizen housing, can be projected and planned.

Action Statement:

The County and the Commission on Aging should identify ways in which Leelanau County can become more amenable to senior citizens. Specifically investigate the feasibility of establishing an environment for "continuum of care" which responds realistically to the process of aging in providing the needed and desirable physical and service infrastructure.

Goal: Accommodate the needs of the physically challenged citizens.

Objective:

Leelanau County will assure no barriers no physically challenged individuals.

Action Statement:

The County should encourage all public entities examine existing county programs and identify and eliminate barriers to access or use of such programs by physically challenged individuals.

Goal: Accommodate the special needs of migrant agricultural workers.

Objective:

Recognition should be given that migrant workers are key members of the county's agricultural community and attention should be given to their needs during their annual residence in the county.

Action Statement:

The district health department will continue to provide migrant WIC services to pregnant and parenting migrant farmworker families.

Action Statement:

The district health department and member organizations of the LCFCC will continue to assure access to health services for migrant farmworker families through referral to the Northwest Michigan health Services Clinic (migrant clinic).

Action Statement:

The district health department administrative staff will continue to assure access to health services through joint planning with the administrative staff of the Northwest Michigan Health Services Clinic (migrant clinic).

Action Statement:

The member organizations of the Leelanau County Family Coordinating Council will identify the special housing, health care, education and human service needs of migrant farmworkers and develop ways in which existing programs could be strengthened to cost-effectively meet those needs.

Goal: Support domestic violence and substance abuse prevention.

Objective:

Reduce cause and effect of domestic violence and shelter needs.

Action Statement:

Continue to be supportive of the Women's Resource Center providing an office and staff at the Connie Binsfeld Resource Center. This staff person provides one-on-one counseling and empowerment groups. The counselor assists

with Domestic Violence and Sexual Assault cases, works with those who are homeless and connects them to local resources. Furthermore, this counselor accompanies victims involved in the courts.

Action Statement:

Maintain efforts to encourage referral to Traverse City based domestic violence shelters.

Action Statement:

The County and local governments should continue to provide information to county citizens as to where to find help in cases of domestic violence.

Objective:

County and local governments should advocate for increased healthy family support programming as it results in reduced numbers and severity of domestic violence assaults.

Action Statement:

County and local governments should cooperate with various agencies to encourage provision of safe havens from domestic violence

Action Statement:

It should be recognized that substance abuse prevention is also a very effective measure in prevention of domestic violence, and that county and local governments should support efforts to prevent substance abuse.

Objective:

County and local governments should maintain their efforts to prevent and treat substance abuse.

Action Statement:

Health and Humans service agencies will refer families for Prevention and treatment of substance abuse to agencies such as Third Level Crisis Center and Alcoholics Anonymous.

Goal: Provide county based options for mental health services.

Objective:

Assure a range of mental health services which address the mental health needs of Leelanau County residents and coordinate programming with other state, county, and local agencies pro-

viding similar services or serving common clients.

Action Statement:

Conduct an annual review of the community mental health plan and ensure a reasonable relationship between the plan and the annual appropriations and needs for community mental health services on the peninsula.

Action Statement:

The County, health department and the member organizations of the Leelanau County Family Coordinating Council will advocate for mental health services that are based in Leelanau County, and available to Leelanau County residents.

Goal: All residents of Leelanau County will have access to health care services.

Objective:

The district health department in partnership with other health and human services providers will promote access to health care through direct services to families, advocacy, and home visiting.

Action Statement:

The health department and human service providers will continue to link families to resources to promote access to health care services. The health department will continue to offer the Women, Infants, and Children program (WIC), Immunizations for uninsured and underinsured, home visits through the Health Futures and the Maternal and Infant Health Program and Women's health clinic services. Assistance with Health insurance applications (MICHILD, Medicaid/Healthy Kids, CHAP applications) will continue to be offered onsite at the health department.

Action Statement:

In partnership with Munson Medical Center, the Health Department administrators will continue with regional planning work with the goal to increase the number of primary care and dental providers in the region that will serve Leelanau County residents, improve and expand health promotion/prevention activities, improve and expand home visiting in the region.

Action Statement:

The Health Department and the member organizations of the Leelanau County Family Coordinating Council, will partner with Munson Medical Center and Priority Health to engage the community in discussions about obesity prevention. Workgroups will be established to address areas of impact to address the obesity epidemic.

Action Statement:

Within the context of the WIC program, staff of the health department will conduct nutrition counseling, promote breastfeeding and promote access to healthy foods, specifically targeting those children at risk for being overweight or obese.

Action Statement:

Within the context of the WIC program and home visiting programs, the health department staff will continue to assess and counsel pregnant women regarding smoking cessation using the 5 A's approach.

Action Statement:

The Health Department will continue to be an active member of the Traverse Area Tobacco Coalition, impacting broad public health policy as it relates to tobacco use.

Chapter 12

LAND USE

INTRODUCTION

Land use change is inevitable on the Leelanau Peninsula. New homes, businesses, public buildings, and agricultural operations (among other land uses) are likely and desirable. The primary issues facing the County are where, when, and what type of land use change will occur, and whether the necessary public services that will be required are currently in place to meet the needs of new development. These growth management issues are fundamental to achieving the desired balance between economic development and environmental protection proposed by this plan.

For the last few decades, the primary development activity on the peninsula has been the construction of new single family homes. These are largely for seasonal occupancy and/or occupancy primarily by new county residents who work outside the peninsula. Large areas of land are being converted to residential use. See map 6-9 in chapter 6. The new businesses and other land use changes that will occur in response to this trend will have an effect on the character of the peninsula for decades to come. It will be take coordinated action by county and local



Cherry blossoms, Suttons Bay Township

governments to guide this new development so as to minimize detrimental resource, safety, and visual impacts. Part One of this plan describes the basic strategy for achieving these goals. This chapter focuses on specific policies and action statements for addressing change on the Leelanau Peninsula (See Working Papers #5 and 10 for more background information).

For the last few decades, the primary development activity on the Peninsula has been the construction of new single family homes.

Land Use Change

Land use patterns shape the character of the Leelanau Peninsula and the quality of life it offers. Land use affects the character of the peninsula visually, financially, and environmentally. As land is developed, the appearance of the parcel, the surrounding vista, and the transportation corridor within which it is located, are altered. This results in a transition from a mostly rural character to a more urban or suburban appearance. As land is developed, natural resources associated with the development area are often lost or reduced in quality and/or quantity. The new use usually increases demands upon existing public services and infrastructure. The cumulative effect is often a rise in taxes to provide the necessary additional services and/or infrastructure. Once land is developed, it rarely reverts to a less intensive use and, where natural, renewable resources are at stake (such as prime farmland), the conversion is permanent.

The Leelanau Peninsula is particularly vulnerable to the potential negative impacts of land use changes and development. Poorly located and designed development often stands out as

a "sore thumb" in contrast to the peninsula's rural and scenic character. As previously discussed in Chapters 2 and 3, the cost for delivery of public services is already somewhat higher than elsewhere due to the constraints brought about by the peninsula's geography, and indiscriminate loss of natural resources will have an unfavorable impact upon a tourism-based economy.

The effects of land use on the character of the peninsula underscore the necessity that future land use and development patterns be purposely planned and guided, rather than left to evolve by chance.

The effects of land use on the character of the peninsula underscore the necessity that future land use and development patterns be purposely planned and guided, rather than left to evolve by chance.

The Leelanau Peninsula can be generally described as a "water wonderland" with a landscape dominated by rolling terrain, crop and orchard farms, open spaces and woodlands. See Maps 12-1 and 12-2. The western half of the peninsula is dominated by woodland areas, inland lakes and associated wetland environments, and a spattering of farms. The eastern half of the peninsula is dominated by farmland with intermixed woodland and wetlands. Within this patchwork of rural life rests a few settlement areas of more urban character, including the Villages of Suttons Bay, Northport, and Empire, and the small communities of Leland, Glen Arbor, Cedar, Maple City, Greilickville and the Grand Traverse Band Reservation Area.

The Leelanau Peninsula land use pattern is a reflection of the competing land use demands placed upon its landscape. There is a wide range of population density. See Table 12-1. The peninsula has traditionally been dominated by vast areas of crop and specialty farming with equally vast areas of special natural resources, including woodlands, wetlands, shorelines, dunes, lakes, and hillsides. The growth of the tourism industry and the in-

flux of seasonal residents have affected the agricultural and natural resource base of the peninsula. In addition, the growth of the peninsula's population has complicated the effective protection of these resources.

Residential Sprawl/Development Pattern

Possibly the most evident impact *result* of this population growth has been the evolving pattern of sprawl and associated dispersed population. The one time peninsula-wide pattern of large acreage farmland parcels is being replaced in some areas by 5- to 10-acre parcels used for residential purposes.

Residential development drives nearby farmland property assessments higher, followed by increased property taxes. The farmer is faced with a rising property tax bill without the benefit of increased agricultural income to offset the disparity. Ultimately, the farmer may be pressured into selling off small lot splits from his original acreage to increase his income, to offset the rising taxes. Once started, this sprawl cycle increases in intensity and rate. See Figures 12-1 and 12-2.

The resulting pattern of encroaching residential development fragments farmland and other resource acreage. The smaller the acreage of other natural resources, (such as woodlands) the less valuable they become as habitat for wildlife, as elements of peninsula rural character, or as income generators for managed timber operations. The loss of the farmland and

**Table 12-1
Population Per Square Mile**

	Leelanau	Benzie	Grand Traverse
1940	24.2	24.7	50.4
1950	25	26	62
1960	27	25	73
1970	32	27	85
1980	41	34.8	117.8
1990	48	38.9	139
2000	60.6	49.8	167
2010	62.5	54.8	187.3

source - US Census Bureau

other natural peninsula resources seriously effect the peninsula's natural and cultural uniqueness.

The traditional large lot zoning scheme (a minimum lot size of 10 acres or less), often employed to protect agricultural lands, is not producing the desired effect across the nation. Yet it is widely practiced throughout the county. More often than not, ten-acre parcels are created for the sole purpose of establishing a residence. The result is that one (or two) acres of the ten-acre lot are used for a house and yard and the remaining eight acres is left idle. The net result is a loss of ten acres of productive farmland (or woodland, or mineral resources). The cumulative result on productive resource land is affected, though it does protect a certain amount of wildlife. See Figure 12-1 and 12-2.

The traditional large lot zoning scheme (a minimum lot size of 10 acres or less), often employed to protect agricultural lands, is not producing the desired effect across the nation. Yet it is widely practiced throughout the county.

The resultant lot pattern dramatically increases the cost of public services and emergency response times, as increased amounts of infrastructure need to be constructed and maintained, and greater distances have to be traveled to address the needs of relatively few.

Also, this lot pattern has greatly contributed to the demise of the peninsula's rural character. When developed, these individual lot splits are often characterized by residences lined up along the county road frontage. Not only does this development pattern conflict with the safe and efficient movement of traffic due to increased driveway access points and turning patterns, but views of the rural landscape are effectively hidden and replaced with homes, front yards, garages, mailboxes, and driveways. The sense of rural character within a community is largely derived from the visual experience one has as he or she moves through the community along its roadway corridors. The experience is dramatically re-

shaped when the visual foreground is dominated by strip residential development.

Increased environmental degradation has become evident as more and more residential development has occurred along the peripheries of and within the peninsula's natural resource areas. This is particularly evident along shoreline areas and hillsides and in some wetlands, with an increasing trend as well toward extensive developments along ridgelines.

Commercial and Industrial Development


Similarly, commercial development has occurred in locations previously dominated by open spaces and a strong pastoral setting. Though the peninsula's principal commercial development is located within village areas, it has begun to encroach into the more rural settings. This disrupts the resource value of surrounding lands and serves as a magnet drawing other nonresidential uses. This spot commercial development can be seen along principal roadway corridors as well as within some of the more interior areas of the peninsula. In a few cases, development was for industrial land uses. This encroachment has the effect of reducing the sense of rural character, increasing the fragmentation of valuable natural resources, increasing traffic demands and hazards along roadways, and generally disrupting the traditional land use pattern which had previously been supportive of its agricultural, open space, and natural resource foundation. It also is occurring in areas not easily provided with public services.



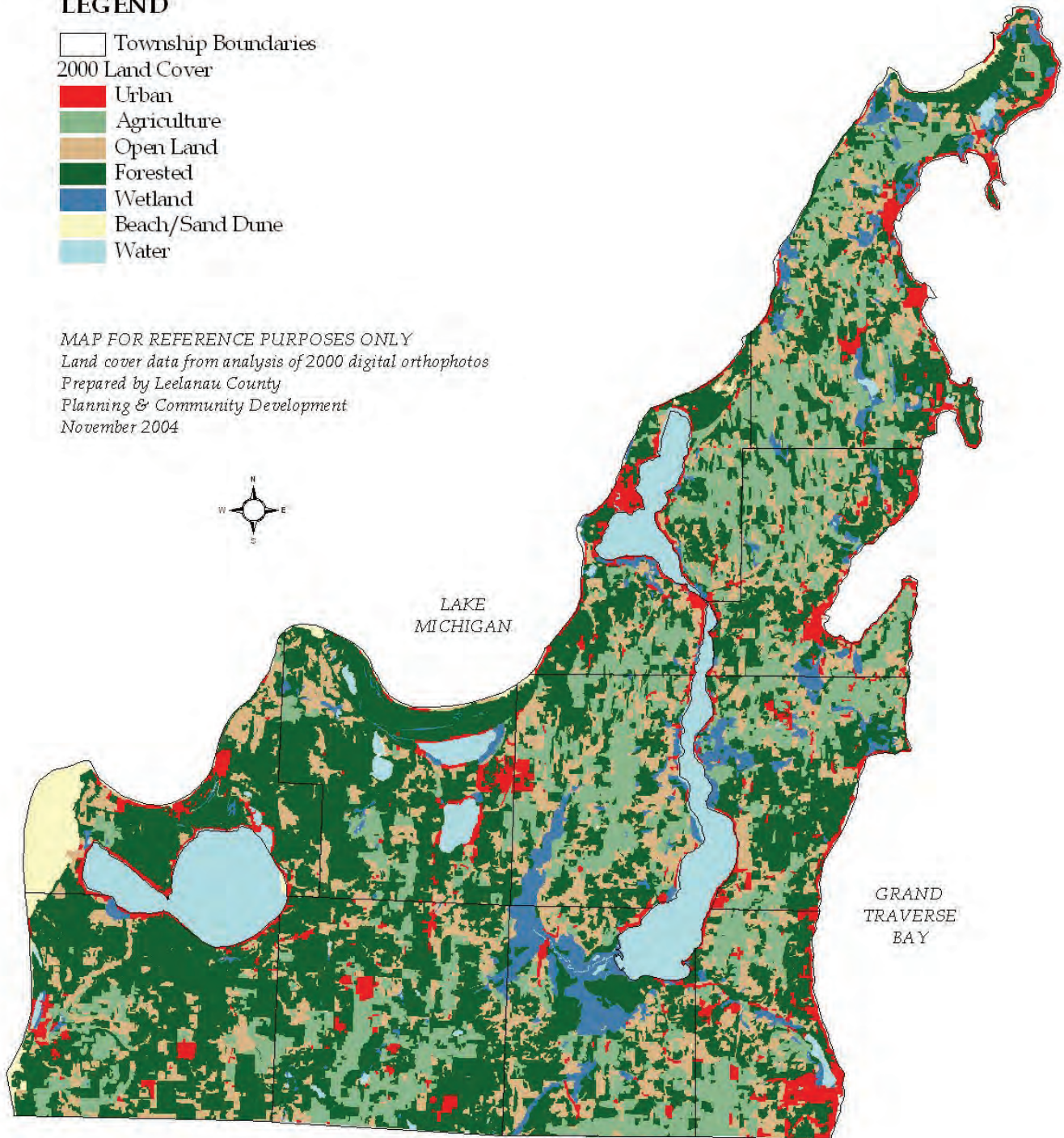
Commercial development along M-2 in Solon Township.

Map 12-1 Land Cover, 2000

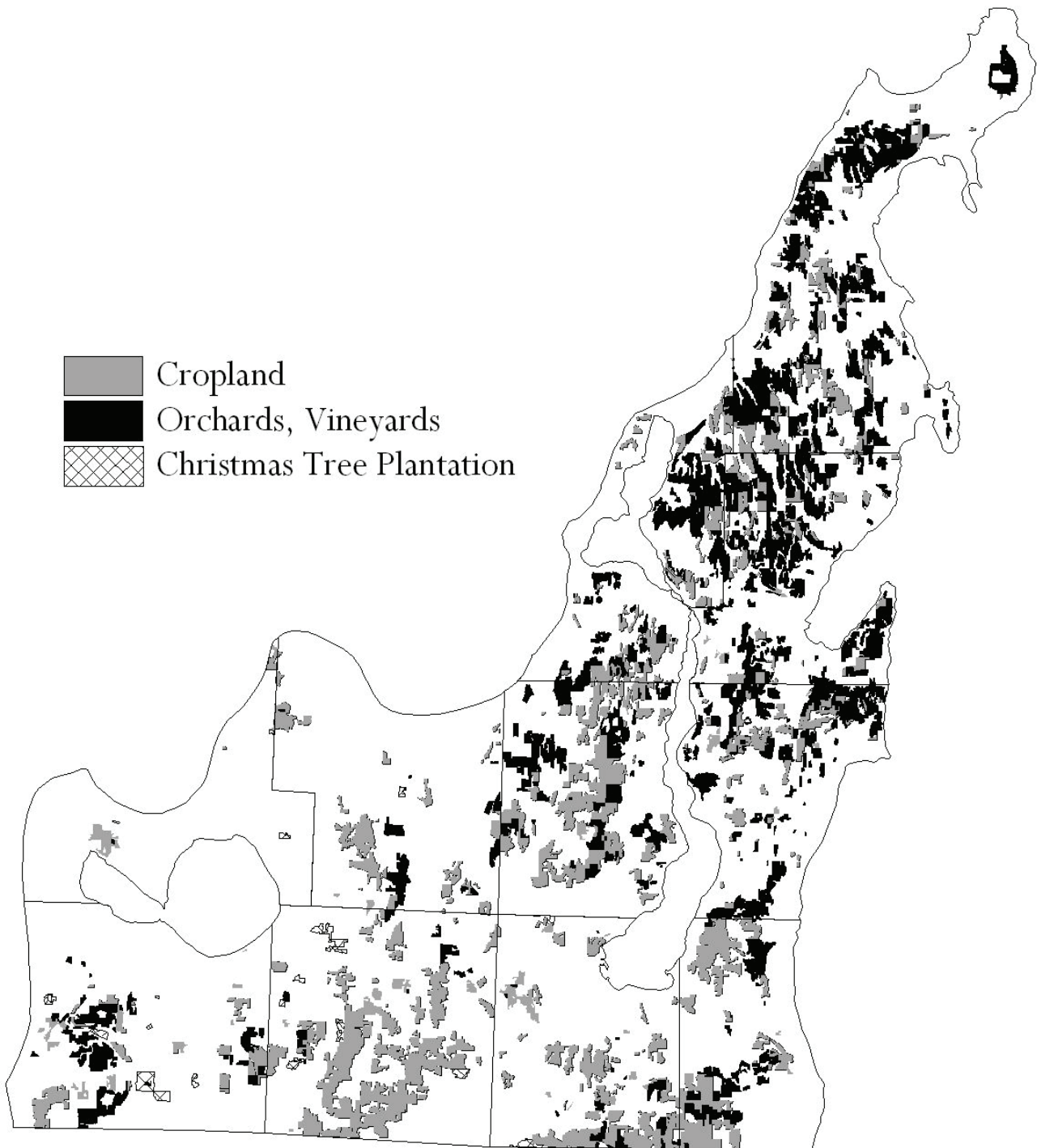
LEGEND

-  Township Boundaries
- 2000 Land Cover
 -  Urban
 -  Agriculture
 -  Open Land
 -  Forested
 -  Wetland
 -  Beach/Sand Dune
 -  Water

*MAP FOR REFERENCE PURPOSES ONLY
Land cover data from analysis of 2000 digital orthophotos
Prepared by Leelanau County
Planning & Community Development
November 2004*



Map 12-2 Agricultural Lands



MAP FOR REFERENCE PURPOSES ONLY
Data from 2000 aerial photographs
Prepared by Leelanau County Planning & Community Development
Prepared January 2005

Table 12-2
Land Cover in Acres, 2000 (chart for Map 12-1)

	Acres	Per- cent
Urban/Developed	15,957	7.3%
Agriculture	41,767	19.3%
Open Land	38,117	17.6%
Forested	96,223	44.5%
Wetland	3,064	1.4%
Sand Dune	3,410	1.6%
Water	17,825	8.2%
Total	216,363*	100%

Table 12-3, Agricultural Lands in Acres, 2000
(chart for Map 12-2)

Cropland	18,528	44.4%
Orchards, Vineyards	20,515	49.1%
Other Ag Land (including pasture)	2,724	6.5%
Total agricultural land	41,767	100%

Note: Table 12-2 DOES NOT include easements/right-of-ways acreages in the total County acreage, while table 12-4 does include this acreage. Table 12-4 does not include water bodies.

Inadequate County and Local Planning Programs

The above conditions and trends have largely been a result of historically inadequate land use planning and zoning programs throughout the peninsula. Prior to the adoption of the Leelanau General Plan in 1995, local municipalities worked from plans that were later considered to have been ineffective in managing new development and population growth. These plans were characterized by: 1) weak planning processes, whereby the general public had minimal effective input into the preparation of the plan; 2) limited mapping of local conditions, thereby increasing the difficulty of analyzing critical local trends and conditions upon which recommendations were made; 3) counterproductive policies regarding long term agricultural, open space, and natural resource preservation; 4) the absence of policies or

regulations regarding the preservation of sensitive natural resources; and 5) the inclusion of policies which generally resulted in the loss of the peninsula's rural and historic character through encouragement of a dispersed development pattern.

Accordingly, locally adopted plans (including the prior county plan and zoning ordinance) were considered to have accommodated development while doing little in the way of managing growth on the peninsula. While some of the locally adopted plans provided direction in the type and location of future land uses, none of those plans addressed the appropriate rate and timing of new development, adequacy of public services at the time new development became operational, or the total amount of appropriate new development.

However, after the adoption of the Leelanau General Plan in 1995, all of the County's local governments developed new master plans. Many initiatives outlined in the General Plan were later incorporated into the newly adopted local plans in an attempt to address the County's myriad land use issues. With assistance from private consultants and the County, most municipalities undertook comprehensive planning activities, including extensive analyses of current conditions through mapping and public surveys. Policies such as clustered housing options, lower overall densities in agricultural districts, environmental protection, and higher densities near lakeshores and villages were included in these plans. And, with the passage of amendments to the planning enabling acts in 2001, local governments are under further obligations to seek input on their plans, update them every 5 years, and link their zoning ordinances directly to their plans. In short, the last ten years have seen a much greater commitment to planning on the part of local governments, with substantial effort being made to balance the County's natural resources with inevitable residential development.

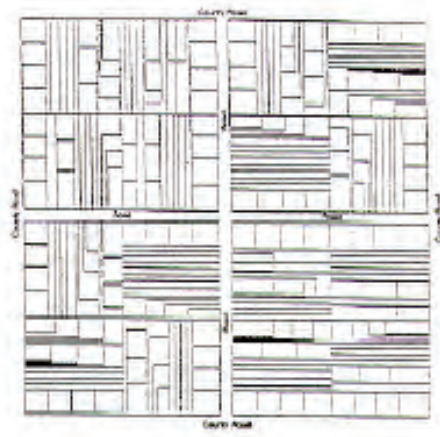
Inadequate County and Local Zoning Programs

The planning efforts that took place after the

Figure 12-1
1 Section , First Division into 10-Acre Parcels



Figure 12-2
1 Section , Second Division
4 Parcels From Each 10-Acre Parcel



adoption of the **General Plan** are visible as well in local zoning ordinances, which have been updated to reflect policies advanced by local plans. Many local governments have taken advantage of special development techniques which are geared toward effective resource protection and that are specifically provided for in the state zoning enabling acts. See Table 12-3. These techniques include: 1) approval of special land uses within a particular district, provided they undergo a special review procedure and meet special and more stringent standards than otherwise applied to "uses by right"; 2) the submittal of project site plans for review and approval prior to the establishment of the development in question; and 3) "planned unit development" regulations which encourage resource and open space preservation opportunities through more flexible land use and site development than is normally permitted by traditional district standards.

Some zoning issues that created problems in the 80's and 90's are still present today, however. Municipalities in the County still struggle with allowable densities in agricultural districts. Local governments have significant difficulty in designating lot sizes that will be small enough to make building sites both affordable for buyers and profitable for land owners, yet large enough to limit densities in rural areas. And,

while the vast majority of the peninsula is zoned into agricultural districts, the predominant minimum lot size in these agricultural districts varies widely between jurisdictions, from 2 acres to 10 acres. Further, a great deal of property that is not in actual agricultural use is nevertheless zoned agricultural. This zoning scheme does little to advance the causes of agriculture or managed growth. "Agricultural zoning" in effect functions as low density residential zoning.

In 1990, the County Planning Department prepared a "build-out" analysis of all zoning then in place in the County. A build-out analysis calculates the total population of a jurisdiction

Efforts are being made to funnel some of this population growth into planned communities, through the use of open space and cluster housing regulations.

if all undeveloped, but buildable land, is developed at the maximum density permitted "by right" under the zoning ordinance. The County's build-out population, under 1990 zoning, would have been about 285,000 people. Since that time, most townships have revisited residential densities in their zoning ordinances. As a result, the build-out potential under 2004 zoning regulations was reduced to about

Table 12-4: Local Land Area by Generalized Zoning Classification, in Acres, 2004

District Classification by Type/Minimum Lot Size	Bingham Twp	% of land in district	Centerville Twp	% of land in district	Cleveland Twp	% of land in district	Elm-wood Twp	% of land in district	Empire Twp	% of land in district	Glen Arbor Twp*	% of land in district	Kasson Twp	% of land in district	Leelanau Twp*	% of land in district
Residential 6,000-25,000 sq ft			1,155	6.7%		3,102	25.2%	72	0.3%	329	2.6%	295	1.3%			
Residential 30,000 - 43,559 sq ft					2,331			1,735	8.2%	894	7.1%					
Residential 1-1.99 acres	1,958	13.5%	15,684	90.7%						486	3.9%					
Commercial	101	0.7%	5		167	169	1.4%	508	2.4%	286	2.3%	607	2.7%	6	0.02%	
Resort/ Recreation			446	2.6%	795	417	3.4%	1,009	4.8%	344	2.7%			71	0.3%	
Government					9			9,670	45.6%	8,515	67.9%			1,306	5.2%	
Limited/Agriculture Residential 2-4.9 acres	12,366	85.5%						8,226	38.8%	1,682	13.4%			3,238	12.9%	
Agriculture/Conservation 5-10 ac.					15,688	8,600	70.0%					18,088	80.4%	19,979	79.6%	
Industrial/Manufacturing	40	0.3%										3,225	14.3%	127	0.5%	
Planned Development												295	1.3%	387	1.5%	
	14,465	100%	17,290	100%	18,990	12,288	100%	21,220	100%	12,536	100%	22,510	100.0%	25,114	100%	
	Leland Twp*	% of land in district	Solon Twp	% of land in district	Suttons Bay Twp	Empire Village	% of land in district	Northport Village	% of land in district	Suttons Bay Village	% of land in district	Leelanau County	% of land in district			
Residential 6,000-25,000 sq ft	1,173	8.0%	214	1.3%		254	41.3%	788	81.7%	343	58.9%	7,725	4.0%			
Residential 30,000 - 43,560 sq ft	157	1.1%	6	0.04%								5,123	2.7%			
Residential 1-1.99 acres	10,359	70.9%			699							29,186	15.1%			
Commercial	113	0.8%	56	0.3%	11	33	5.4%	13	1.3%	47	8.1%	2,122	1.1%			
Resort/ Recreation			96	0.6%	15	212	34.5%	26	2.7%	53	9.1%	3,484	1.8%			
Government			1,840	11.1%	667							22,007	11.4%			
Limited/Agriculture Residential 2-4.9 acres	2,767	18.9%	3,074	18.6%	13,511							44,864	23.3%			
Agriculture/Conservation 5-10 ac.			11,226	68.0%				48	5.0%			73,629	38.2%			
Industrial/Manufacturing	52	0.4%			69			40	4.1%	28	4.8%	3,581	1.9%			
Planned Development						116	18.9%	49	5.1%	111	19.0%	958	0.5%			
	14,621	100%	16,512	100%	14,972	615	100%	964	100%	582	100%	192,679	100.0%			

153,550 people. This is a significant decrease in development potential; but nevertheless illustrates a continued permissiveness in local zoning regulations. While a realization of the County's full buildout potential is unlikely, the fact remains that local zoning is designed in such a manner that it accommodates – and in some cases, encourages – vast population growth.

There are 15 municipalities and a sovereign nation found in the 350 square miles of the Peninsula, all with their own land use regulations.

Efforts are being made to funnel some of this population growth into planned communities, through the use of open space and cluster housing regulations. These zoning tools allow landowners to design more compact, aesthetically pleasing residential developments on large tracts of land, as an alternative to simply splitting off the maximum number of lots allowed by zoning. These developments have the advantage of permanently preserving larger tracts of open space, and include design elements that help retain rural character and protect sensitive environmental features (see Chapter 5 for more on open space zoning). While open space/cluster zoning regulations are currently on the books in most townships, some difficulties remain in actually developing these types of communities. They are typically allowed as “special uses” and are thus subject to different application and approval processes than traditional lot splits. And, because they usually involve high densities in rural areas, they generate a great deal of public outcry. Open space/cluster housing proposals often result in lawsuits, particularly when large acreages are involved. Despite the design controls inherent in planned developments, many residents protest that high densities, and their accompanying population increases, are inappropriate in rural areas. This phenomenon is a testament to the fact that many of the same problems that arise with scattered residential development – such as traffic, service issues, and increased taxes – occur in cluster devel-

opments as well. In order to address some of these issues, many townships have recently begun examining alternative zoning techniques, such as “conservation zoning” plans, which can permit developers to apply maximum densities while preserving rural character.

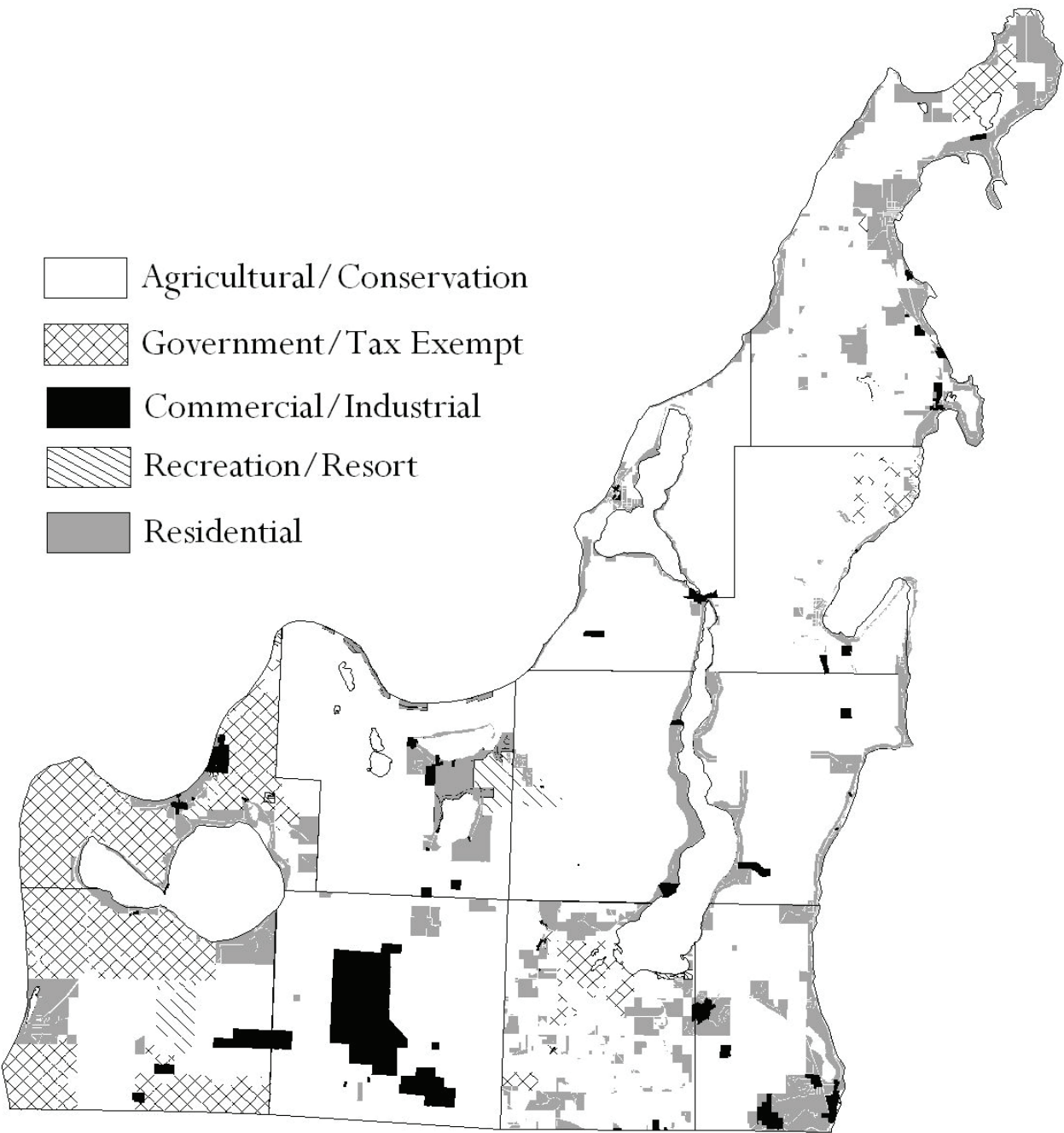
These density and development issues are common to all jurisdictions in the County. They do not, however, translate into consistent regulations across the Peninsula. There are 15 municipalities and a sovereign nation found in the 350 square miles of the Peninsula, all with their own land use regulations. The extreme variability among local zoning ordinance fragments the peninsula and upsets the geographic and visual wholeness of the peninsula and its local municipalities. Inconsistent standards encourage fragmented and disjointed development patterns, and establish inappropriate or unplanned growth areas.

Subdivision Regulations

Until the Land Division Act of 1997, which amended the Subdivision Control Act of 1967, there was a lack of regulations for lot splits in the County. The Subdivision Control Act allowed four splits every 10 years, plus an unlimited number of land splits if each parcel sold was over 10 acres. These regulations have been blamed for retail and residential development sprawling into areas of farmland. The Land Division Act changed the rules for splitting land. The Land Division Act, adopted in 1997, regulates the number of splits based on the size of the original parcel (the ‘parent parcel’). Prior to the Land Division Act, parcel splits resulted in inappropriately shaped lots, unbuildable lots, lots with inadequate drainage and other public services, lots without adequate access, lots which unnecessarily fragmented important resource areas, and other undesirable conditions. Many examples can be found around the peninsula.

Now, under the Land Division Act, local units of government must approve all land divisions to make sure they meet standards as to shape, and road or utility access. In addition,

**Map 12-3
Peninsula-Wide Zoning Pattern**



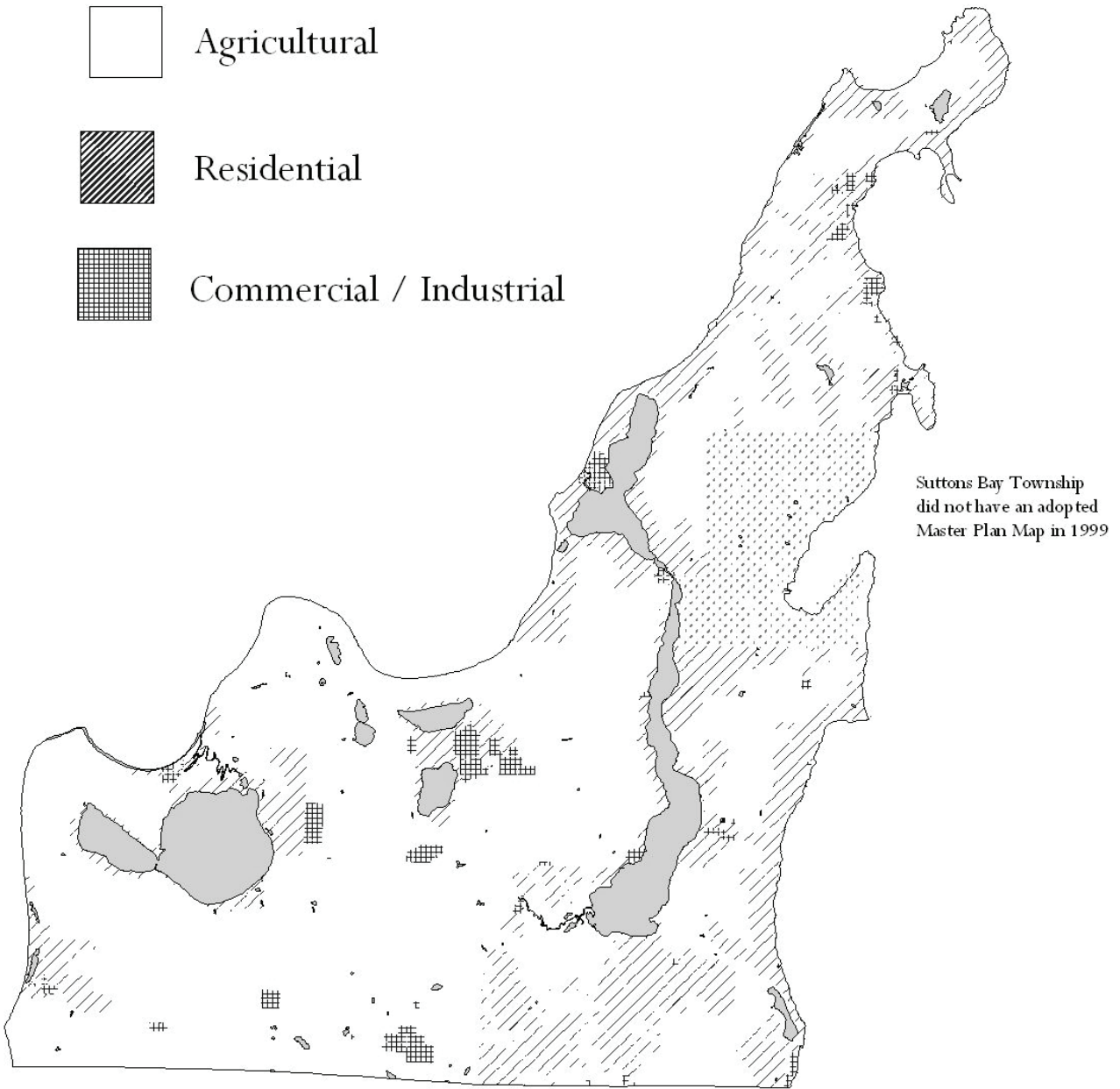
MAP FOR REFERENCE PURPOSES ONLY

Data from respective townships

Prepared by Leelanau County Planning & Community Development

Prepared January 2005

**Map 12-4
Composite of Township Plans (1999)**



MAP FOR REFERENCE PURPOSES ONLY
Data Provided by the Leelanau County GIS
Prepared by the Leelanau County Planning Department
Prepared in the Fall of 1999

all deeds for land must contain a specific statement on farmland operations in the vicinity and the protections afforded by Michigan's Right to Farm Law.

Today, all townships have a designated person who reviews and approves all lot splits to make sure they conform to the Land Division Act. Townships have also adopted regulations such as site plan review, private road standards, and site condominium regulations which allow more input and guidance from citizens and township officials regarding the shape and location of new lots.

Farmland Preservation

In 2002, Leelanau County adopted an ordinance that allows for the purchase of development rights (PDR) on eligible farms. The program, which is voluntary, allows a farmer to sell some or all of the development rights on an active farm, in order to capture part of the monetary value of their land while permanently preserving active farmland.

While the existence of the PDR ordinance represents a commitment to the preservation of agricultural land in the County, there are a number of obstacles yet in place for farmers who wish to take advantage of this program. The development rights are purchased with a combination of federal, State, and local dollars. Private donations can be used to provide local funding; however, as of 2005, there was no funding mechanism in place to provide a consistent and adequate source of matching



Farm in Cleveland Township.

dollars from local government. Reliance strictly on private donations is not likely to allow the preservation of a significant amount of farmland. Also, Master Plans for each township must specify “where” in the township farmland should be preserved. These must be included in the Plan as text and a map.

The State of Michigan uses a number of criteria to award funding for the purchase of development rights. These include the eligibility and economic viability of the farmland, as well as the degree of local commitment to the preservation program. When considering “local commitment,” the State looks at things such as the amount of land designated for preservation; the percentage of townships that have opted into the program; the presence of matching funds; and planning and zoning policies that are supportive of agriculture. Regulations that require buffering of agricultural land and allow opportunities for activities such as roadside sales, on-site processing, and agricultural tourism are considered to demonstrate a commitment on the part of the community to preserve agriculture over the long term. Other factors considered by the State are the local governments’ participation in training programs for planning commissioners, their promotion of local agriculture, and education for non-farm residents on the role of agriculture in their community. This reinforces the importance of the role that County and local governments play in creating an environment that is supportive of both farming and farmland.

Cumulative Results of Current Trends

Current population and development trends have been harmful to the peninsula. The population of the peninsula is expected to increase by nearly 100% between 1990 and 2020 (this has not officially been updated). This population increase will result in a far more accelerated rate of sprawl, land and resource fragmentation, the proliferation of extensive residential developments in rural areas, consumption of agricultural lands, disturbance of natural resource areas, degradation and destruction of sensitive resource areas, and traffic problems. The distribution of new dwelling units since

1990 largely illustrates this trend.

Accompanying this trend will be the continued loss of the peninsula's rural character as rural roadway corridors evolve into linear urban forms with strip residential development and effectively screening those rural qualities previously visible from the road. With the incremental loss of rural character, the area tourism industry may well suffer.

Each local plan should specify substantive policies addressing the issues of growth according to type, location, rate and timing, total amount, and the provision of public services to meet project needs prior to new development becoming operational.

A sprawl development pattern on the peninsula will generate an increasing level of local concern regarding present conditions and what the future may hold. Local planning and zoning programs will have an increasingly difficult time providing guidance in addressing pressing issues. Ultimately, the public will increasingly call for local government to provide adequate direction for the coexistence of competing land use demands.

A FRAMEWORK FOR FUTURE POLICY

The Leelanau General Plan calls for a far more aggressive initiative in providing both the county and its local municipalities with the capabilities for effectively guiding the future land use pattern and achieving the future vision desired in this plan.

The local plans of municipalities should include policies regarding the planned future land use pattern and public services delivery program which support comparable policies of the Leelanau General Plan. This plan recognizes that a degree of uniqueness is desirable to be maintained among local municipalities and that there should be a corresponding degree of flexibility between a local plan and the peninsula-wide plan. However, flexibility should not weaken the foundation of mutual

concern in the General Plan or otherwise fundamentally diverge from what is considered most appropriate for the peninsula as a whole. In addition, each local plan should specify substantive policies addressing the issues of growth according to type, location, rate and timing, total amount, and the provision of public services to meet project needs prior to new development becoming operational. Local plans should be property specific while the county plan will be area specific. An adopted local plan that is compatible with the county plan could, if desired, be ratified as a part of the county plan (See Part Three).

Agriculture, forest land and open space protection should play a leading role within the planned future land use pattern of each local Township. To this end, farmland and forest land which is considered economically viable on a long term basis and worthy of protection should be identified. Parcel size and soil suitability should be key determinants in this identification.

Once identified, consistent ordinances could be created throughout the County, to establish a regulatory program aimed at effective long term protection of agricultural and forest land. The premise of these regulations should be the prevention of land fragmentation where prime renewable resources exist. These efforts should be accompanied by support for the County's purchase of development rights (PDR) program, "right-to-farm" legislation and for new state legislation permitting the use of transfer of development rights. Such a program would prevent land fragmentation, while at the same time providing farmers the opportunity to increase their income, by selling the development rights of their farmland property to landowners in more populated or urbanized areas of the peninsula. The peninsula municipalities could push for a coordinated peninsula-wide TDR program once state authority is in place.

The county should assist in the development and implementation of any TDR or PDR program. Local plans and zoning ordinances should provide for adequate buffers between

residential and resource areas, based upon uniform peninsula-wide standards, to better ensure the long term viability of these resources.

Equally proactive measures can be taken to preserve the peninsula's other open spaces. A Flexible open space zoning ordinances can provide an alternative to the traditional large lot zoning approach. These regulations should provide for residential development, preserve important open spaces and sensitive lands, and minimize the visual outcome of the new residential development. Permitted development would be directed toward those open spaces not characterized by prime farmland soils. Open space zoning can be applied only to those areas where the preservation of renewable resources is not the principal intent. For renewable resources, preservation programs should be used instead.

At the heart of open space, farmland, and forest land protection programs would be a research and education initiative to identify and protect valuable productive and environmentally sensitive lands. This would include identifying effective resource management techniques, clarifying the destructive pattern of large lot zoning, and explaining the benefits of open space zoning.

Residential development, in association with open spaces or otherwise, would be based upon efficient and economical use of land and the protection of renewable resources. Development patterns should reflect opportunities for varied housing types and lot sizes. To this end, local plans and zoning ordinances should be updated to reflect the average development densities proposed by this plan while still recognizing and responding to particular local conditions. Local average development densities should reflect the peninsula-wide planned future land use pattern regarding existing village areas, new settlement areas, and resource protection areas, while emphasizing the role of regional cooperation.

Future residential development would include the special housing needs of special populations, such as young families, the elderly, and those with low incomes. The extent of these and other special populations on the peninsula should be identified and alternative techniques established for local programs to address these needs. Commercial or industrial development should not be permitted unless adequate public facilities are in place to meet the immediate needs of such development. Such policies can be clearly stated within local plans and carried forward into local zoning ordi-



Farms and forestland, Kasson Township

nances. Particular attention should be given to new proposed resort developments. Large resorts are commercial in nature and generate issues beyond the immediate municipality. Accordingly, such projects should be reviewed on a multi-jurisdiction basis including the municipality in question, adjoining municipalities, and county agencies. Efforts should also be made to create opportunities for value-added agriculture, which will provide year-round jobs while supporting the agricultural economy.

Special consideration should be given to providing affordable housing opportunities in close proximity and/or in association with full service commercial centers including cultural, child care, and employment opportunities.

Strip residential development can be very strongly discouraged through local land use plans and regulations that encourage a more compact and less destructive settlement pattern. Potentials for such developments can be identified early through model project review procedures. The Grand Traverse Bay Region Development Guidebook is a useful guide to more appropriate site designs. The same considerations equally apply to strip commercial development. Where new commercial development cannot be incorporated into the peninsula's existing village centers, new small compact centers should be provided consistent with local zoning regulations.

Public service districts are proposed in Part One as a key element of the plan implementation strategy. They are intended to identify the future limits of public services, and associated urban development, within a specified time period. Thus, a "village" services district, or similarly named district, would identify the bounds within which a local municipality intended to introduce new or expanded public services to support a village development pattern. On the other extreme, a "rural" services district would identify the bounds within which no substantial introduction or expansion of public services would occur and within which the continuation of the existing rural character is planned. A "partial" or "limited" services district could provide for a level of public services

somewhere between the village and rural services districts. The determination of the service district boundaries would be critically linked to the planned future land use pattern in the municipality and peninsula.

The implementation of service districts better ensures that the peninsula and its local municipalities will have a compact development pattern and managed growth rates. The implementation of the service districts also enables municipalities to more effectively plan and prioritize capital improvements, as well as to minimize unnecessary public service costs.

Implementation of the service districts will ultimately need to be rooted in the master plans adopted by the local municipalities of the peninsula. These plans should identify the boundaries of each service district, the planned future land use pattern within each district, the intended levels of public services planned for each district, the basis for the locations of each district, and conditions whereby changes to the district boundaries would be appropriate.

Local plans and regulations should be enhanced to provide for increased protection of the peninsula's special resources. Land use demands placed upon inland lakes would be minimized through adoption of keyhole regulations and *greenbelt regulations*. Extraction of the minerals should be based upon local plans and regulations which provide for the protection of priority sand and gravel resources and the surrounding environments and the reclamation of extraction sites.

To support this proactive approach to future land use across the peninsula, the county should provide technical and other assistance to municipalities working with the Leelanau General Plan. This is especially true where legal challenges are initiated. Similarly, the county should assist local municipalities in the development of consistent local regulations based upon previously prepared peninsula model regulations. And, with the passage of legislation that stresses regional cooperation, local governments should also be encouraged

to take advantage of grant programs and other opportunities to create consistent plans and zoning regulations. Continuity in implementation of local plans and regulations would be achieved through the training of new planning commissioners, zoning board of appeals, township board and village council members. The basis of the Leelanau General Plan and the role that each local official can play in its implementation should be included in the training program.

LAND USE OBJECTIVES AND ACTION STATEMENTS

The following objectives and action statements are intended to establish the blueprint for the General Plan's vision for future land use on the peninsula.

VISION: Achieve a desired balance of land uses throughout the Peninsula which promote economic development and environmental protection.

Goal: To preserve Agricultural and Forest land to the greatest extent possible by protecting the economic viability of farming and allowing farmers to capture the development value of farmland without creating scattered suburban developments which cannot be serviced economically.

Objective: County and local governments should initiate proactive measures to protect farm and forest land.



Farm in Kasson Township.

Action Statement: Document both the environmental and economic effects of policies under consideration.

Action Statement: Create model ordinances (such as Open Space Residential and PUDs) to reduce land fragmentation of renewable resource lands and conversion to non-farm or non-forested activities.

Action Statement: Support local efforts to enact regulations permitting the use of transfer of development rights (TDR) for the purpose of establishing a peninsula-wide program that protects renewable resource lands by transferring development rights into adjoining existing villages or new settlements.

Objective: To encourage adoption of coordinated local open space zoning or similar regulations by all townships and villages in the county.

Action Statement: Maintain an education program targeted to the general public, landowners, developers and other interested parties (realtors, bankers, etc.) to illustrate problems with existing large lot zoning practices and the values and benefits of open space zoning.

Action Statement: Encourage adoption of open space zoning, such as clustered housing, by local units of government to supplement existing large lot zoning districts as a means of residential development outside of villages.

Action Statement: Encourage new development on non-prime land, where feasible, as long as sensitive environments such as wetlands, dunes and floodplains are protected.

Goal: To establish appropriate residential development patterns and average densities.

Objective: Residential development patterns throughout

the peninsula should reflect economical and efficient use of land and be especially mindful of the value of protecting renewable resource lands from premature conversion or land fragmentation.

Action Statement:

Provide for a variety of housing with development patterns consistent with the need for a variety of housing types and lot sizes consistent with existing average densities of development, when in villages.

Action Statement:

Encourage development patterns that minimize conversion of productive farmland. Where non-prime land is not available, incorporate new homes as part of an open space zoning development.

Goal: Encourage commercial development that is reflective of the character of Leelanau County.

Objective:

Discourage strip commercial development and promote compact and cluster development patterns through local land use plans and regulations.

Action Statement:

Encourage the development of mixed-use commercial and residential centers in a way that is pleasing, conforming and reflective of the character of Leelanau County.

Action Statement:

Encourage local units of governments to take part in the New Designs for Growth Peer Site Review Committee in order to receive objective input on proposed developments.

Action Statement:

Encourage local units of government to implement Access control regulations throughout the county (i.e. curb cuts in roads), included in the New Designs for Growth guidebook as a tool to better control access in emerging commercial areas and prevent the spread of a strip commercial pattern.

Action Statement:

Support zoning practices that encourage retention of existing businesses as well as adaptive reuse of existing buildings. Allow existing buildings and commercial centers to be used for a new use.

Action Statement:

New commercial development that cannot be accommodated in existing village centers should be encouraged by local zoning to locate in multiuse commercial centers.

Objective:

Local governments should implement site condominium, subdivision and lot split regulations to prevent premature conversion of large parcels and to ensure adequate access.

Action Statement:

Township and villages should utilize local review committees (such as New Designs for Growth Peer Review Committee) for review of all proposed developments in the county.

Action Statement:

Local governments should adopt regulatory measures which protect the attractive natural features in the peninsula using view amenity protection, site plan review, and other site design measures.

Goal: Type, amount and location of commercial and industrial development.

Objective:

New commercial and industrial development should occur only in planned locations with a "Class A" road (or equivalent) and other adequate public facilities and in the amount necessary to meet immediate as opposed to speculative population needs.

Action Statement:

Local comprehensive land use plans and zoning regulations should focus new commercial and industrial development in existing villages or existing commercial service centers except where careful planning has identified the need for and public benefits of locating new commercial or industrial facilities elsewhere (see policies in Economic Development section).

Action Statement:

New large resort development should be considered a commercial use of land that has impacts of greater than local concern. As such, approvals for new resort development should be reviewed and evaluated by adjoining local governments and county agencies prior to a decision by the local government having the development approval authority.

Goal: Need to establish public service districts to guide future growth.

Objective:

Village, partial and rural service districts should be established for sewer, water, and roads to prevent sprawl and to economically provide only the services necessary for the average development densities established by the Leelanau General Plan and implemented as determined by local plans and zoning regulations.

Action Statement:

Local comprehensive land use plans, local zoning regulations, and both local and county public facility decisions should reflect conformance with the village, partial, and rural service districts established in this Leelanau General Plan (see action statements which follow).

Action Statement:

Village service districts are established in this plan to identify the future extent of public services for new sewers, water, and roads within the next twenty years in those areas abutting existing villages in the county. An urban service area should be designated in that urban portion of southeast Elmwood Township abutting Traverse City.

Action Statement:

Special areas in the county, such as around an existing inland lake, that may benefit from some limited public service, such as a sewer system to solve a water quality problem, may be established as a partial services district. Such service areas should not be developed or designed so as to accommodate more intensive future development unless redesignated as a village service district. Where less

capital intensive solutions are possible (such as a septic tank maintenance program) they should be used.

Action Statement:

The portion of the county not in an urban service district, a village service district or a partial service district, should be in a rural service district. Public services to be available to properties in rural services districts during the next twenty years are not expected to be significantly different than they are in 2000.

Action Statement:

Local governments without existing public sewer and water facilities and services should introduce such services only when and where there is a demonstrated need for such services and no other feasible or preferable alternative is available.

Goal: Buffers between residential land uses and farms and between residential and commercial/industrial land uses.

Objective:

Local comprehensive land use plans and development regulations should include buffer standards between residential land uses and agricultural, commercial or industrial land uses to minimize the nuisance impacts of one use upon the other.

Action Statement:

Local governments should establish appropriate buffer standards between land uses and



Condominiums north of Suttons Bay.

promote common use of these standards throughout the peninsula. The Grand Traverse Bay Region Development Guidebook should be used as a basis for the creation of standards for landscaping, buffering, screening and separation distances between incompatible land use activities.

Action Statement:

Educational materials should be developed and distributed to promote wide understanding and application of the buffer standards.

Action Statement:

Local zoning regulations should require the land developer to provide the buffer, not the adjoining farmer or other landowner.

Goal: Private lands contiguous to Sleeping Bear Dunes National Lakeshore, Leelanau State Park, and Pere Marquette State Forest.

Objective:

Low density compatible uses should be encouraged by the creation of flexible zoning and incentive programs for private landowners who commit their land to uses which enhance the scenic resources and the public investment in parks.

Action Statement:

Local governments should create incentive programs which have the effect of decreasing residential density on appropriate land adjacent to public parks. Acquisition of conservation easements could be used as the preferred method for preserving scenic land in private ownership near the parks.

Action Statement:

Local plans and zoning ordinances should recognize the importance of preserving scenic open space near parks. Local government units may create ordinances which encourage low density and/or clustered development and quality commercial development in villages adjacent to parks. Such zoning should be compatible with incentive programs to preserve land and should include site plan review provisions for new development near existing parks.

Goal: Inland lake management.

Objective:

Regulations to protect inland lakes from the effects of keyholing and shoreline erosion and fertilization should be established and implemented.

Action Statement:

Keyhole regulations should recognize the importance and legitimacy of public access to inland lakes and not work to thwart efforts to increase public access promoted by other policies in this plan. Different types of public access can be provided for (e.g., for recreation, or for fire trucks to draw water in an emergency).

Action Statement:

Local governments should adopt greenbelt regulations for lakes and streams that require setback areas with native vegetation and limited tree removal.

Action Statement:

Local governments, with the assistance of the County, should work to develop keyholing and greenbelt regulations that are consistent across jurisdictions.

Goal: Mineral extraction operations.

Objective:

Economically viable sand and gravel resources should be identified and protected from surface conversion to other uses prior to initiation of extraction activities. Extraction should always be based on an approved reclamation plan which focuses on the future land use after extraction activities are complete.

Action Statement:

The County Planning Department should assist in the identification and classification of sand and gravel resources.

Action Statement:

Local governments should include protection of priority sand and gravel resources in local comprehensive land use plans and zoning regulations.

Action Statement:

Local governments, with assistance from the County, should adopt and implement sand and gravel and reclamation regulations which aim to protect the environment, and require reclamation for an approved future land use, prior to digging the first shovel into the ground.

Goal: Establish Legal support for defense of local development regulations.

Objective:

Where local governments in the county have developed local regulations consistent with a model prepared and promoted by the county, the county should provide legal assistance in the defense of any legitimate challenge to those regulations.

Action Statement:

The county prosecutor's office (or other expert qualified legal counsel) should provide legal assistance in the development of any model ordinance language promoted by this plan.

Action Statement:

Any community facing a legal challenge to a regulation consistent with an approved model should be eligible to receive assistance from or through the county prosecutor's office in defense of its regulation or regulatory action.

Goal: Support training programs for local commissions and boards, for the implementation of land use plans and regulations is the responsibility of local commissions and boards, and these are subject to high turnover.

Objective:

Training programs which, a) outline the purpose and goals of the Leelanau General Plan, b) describe the responsibilities of local Commission and Board members and, c) provide case studies of various zoning issues that demonstrate the need for objectivity and consistency in decision making, should be conducted/coordinated periodically by the county.

Action Statement:

The County Planning Department should administer the creation and presentation of such training programs. A frequency for presenta-

tion should be determined through consultation with the local units of government.

Action Statement:

County and local officials should participate in formal training programs such as the Citizen Planner program offered through MSU Extension.

Goal: Promote the use of regulations that will Protection protect of solar and wind access rights and promotion of energy conserving technology.

Objective:

Local governments should adopt zoning regulations that promote energy conservation as a part of new land use and development activity.

Action Statement:

The County Planning Commission should develop a model ordinance that ensures protection of solar and wind access rights for application in local site plan reviews.

Action Statement:

The County and local governments should encourage use of energy saving technology in new construction and site design.

Goal: Manage Island development to preserve and protect the unique features of each Island.

Objective:

A plan for island development and/or preservation should be prepared.

Action Statement:

The County and local governments should participate in any planning process undertaken by state or federal government for each of the islands that are a part of the County. Policies for privately owned island properties should adhere to policies included in this General Plan and in locally adopted master plans.

Goal: Provide a diversified selection of housing for all needs.

Objective:

In preparing land use plans and zoning regulations, local governments should provide for a variety of housing types.

Action Statement:

The County should assist local governments in identifying the overall need for housing of different types, with particular emphasis on the requirements of populations such as the elderly, infirm, migrant workers, young families, and low income families.

Action Statement:

Local zoning ordinances should provide for a variety of housing types including small lot single family homes, multiple family dwellings, and condominiums.

Action Statement:

The permitting and plan approval review processes for housing developments should be simplified as one means of reducing housing costs.

Action Statement:

Zoning and other land use regulations should have the flexibility to accommodate practical and affordable housing options.

Action Statement:

The county and local governments should support initiatives for congregate housing for elderly and other special needs populations.

Action Statement:

The County and local governments should encourage the development of affordable housing within or adjacent to commercial centers which also incorporate cultural, recreational, child care, and public safety amenities.

Action Statement:

The County should maintain its housing rehabilitation and replacement program through the Planning and Community Development office.

Action Statement

The County should participate in the nonprofit Leelanau REACH (Resources for Economical and Accessible Community Housing) in order

to continue efforts to add to the County's affordable housing stock.

Action Statement:

The County and Leelanau REACH should utilize programs of the US Department of Housing and Urban Development, Michigan State Housing Development Authority, and other related programs for technical and financial assistance.

Action Statement:

The County, local governments, and Leelanau REACH should cooperate with efforts on the part of Homestretch to add affordable housing to the County's housing stock.

Chapter 13

LOCAL AND PENINSULA LAND USE ISSUES

INTRODUCTION

This chapter advocates continuance of the traditional practice of most land use decisions being made at the local level of government, however, it also acknowledges the appropriate role of county policy makers in issues of greater than local concern. This chapter sets the stage for Chapter 14 which proposes a new institutional structure for land use decisions in Leelanau County.

LOCAL AND PENINSULA LAND USE ISSUES

As previous working papers (and chapters in this plan) have documented, the continuation of "business as usual" as it relates to land use decisions on the Leelanau Peninsula will result in continued environmental degradation, loss of rural character, higher public service costs and a future with far fewer choices available to our children and our children's children. There is a better way. It is built upon a common vision of the future, and consensus on a means for achieving that future. Fundamentally it relies on agreement between local and county policy makers as to their respective roles and responsibilities in planning for and managing change.

At the root of this collaborative approach is the recognition that all land use issues can be characterized as falling on a continuum representing the degree to which they have local and/or area-wide impacts associated with them. This continuum is represented below with issues of local concern on one end and issues of greater than local concern on the other.

The current legal structure for land use decisions in Michigan places authority for most land use decisions with the local unit of government (if the local unit wishes to exercise

this authority). This is usually exercised through local comprehensive (land use) plans and zoning regulations as authorized by several enabling statutes. In some areas, counties make these decisions if local governments choose not to exercise their authority, as with county zoning.

Other land use decisions are made at the county or state level. Examples include decisions on prisons, landfills, and hazardous waste facilities. In some cases authority can be shared or transferred between state and county or local governments, as with the administration of dune, high risk erosion, wetlands, or natural river zoning provisions. In each of these examples, a separate state statute defines the respective procedures and responsibilities of the decision making entities.

At the local level, there is a greater opportunity for input in the democratic processes associated with land use decisions. Local officials are also likely to have a far greater familiarity with particular properties and land uses than are government officials far away. As such, as a general principle, land use decisions should continue to be made at the level of government closest to the people. There are, however, at least three obvious instances in which this principle is not valid.

At the local level, there is a greater opportunity for input in the democratic processes associated with land use decisions.

The first and most obvious, is evident where exclusively local decisions prevent consideration of broader public concerns. This is most apparent in a situation where a community is attempting to be exclusionary, as in prohibiting the establishment of low cost housing (like a mobile home park) or is attempting to prevent the creation of a needed public facility like a

prison or recycling station. Obviously, if every local government took the same position, affordable housing, prisons, or recycling stations would never be established anywhere.

Second, this principle also fails where a local government does not have the fiscal, administrative, human, legal, and/or other necessary resources to adequately administer local regulations. Without trained personnel, and the fiscal resources to pay them, and to defend attacks on local regulations, then unequal treatment and inconsistent application of regulations will occur. This undermines the legal validity of local regulations and may ultimately result in their being set aside by the courts. This will prevent achievement of the public policy objectives the regulations are intended to implement.

A third problem is evident when seemingly innocuous individual land use decisions cumulatively add up to a very serious and negative result. A current example is the combined effect of the many new lots being established on 1-20 acres across the peninsula. Any one or two lots is neither a problem nor an issue. But the combined effect is resulting in significant loss of productive farm and forest land, of wildlife habitat, and of the natural rural character of the peninsula (see Working Papers #5 and #10).

Thus, while most land use decisions are made, and should remain being made at the level of government closest to the people affected (city, village, or township), if efforts are not made to improve, enhance, and coordinate local land use decisions, the result will be continued loss of quality of life across the entire peninsula. This **General Plan** advocates an improved institutional relationship between the townships and villages and the county, as well as improved support services from the county to local governments, relating to planning and zoning programs. Chapter 14 describes this improved institutional relationship, and some of the proposed new services that should be initiated to implement the plan. These proposals were developed with broad public input via the General Plan Steering Committee and

were first documented and presented in Working Paper #12.

Chapter 15 presents a brief description of the key processes and priority initiatives that must be taken to successfully implement this plan. They largely fall within the authority or ability of the county to initiate. However, many will not be successful unless supported by and implemented with the support of the village and township officials in the county.

This General Plan advocates an improved institutional relationship between the townships and villages and the county, as well as improved support services from the county to local governments, relating to planning and zoning programs.

It should be apparent that most of county-level initiatives are related to dealing with issues of greater than local concern. This focus is taken in order to supplement and enhance local government capabilities to make the bulk of land use decisions (i.e. those which have purely local impacts), while also helping to ensure continuous coordination, communication, and cooperation with county policy makers on issues of greater than local concern. Success of this **General Plan** will be measured in terms of the degree to which future quality of life on the peninsula is at least retained, if not enhanced by instituting these measures.

Chapter 14

STRUCTURE FOR LAND USE DECISION MAKING

INTRODUCTION

The Leelanau General Plan was developed in the 1990's with an unprecedented level of interjurisdictional cooperation and participation from governments and citizens alike. Updates were completed in 2000 and 2005. Together, residents of Leelanau County worked together to develop this plan; and its implementation and success will depend on their continued support. Intergovernmental communication, cooperation, and coordination will be crucial in achieving success.

INSTITUTIONAL STRUCTURE

Fundamental to successfully working together in the implementation of the **General Plan**, is having a clear understanding of the respective roles and responsibilities of county and local governmental agencies. Following is a description of the institutional structure for implementing the **Leelanau General Plan**. The role of each of the major "players" is also described. This structure is reproduced from Chapter 6 of Working Paper #12.

Mutual Respect and Mutual Support

This institutional structure, which effectively began in 1995 with the adoption of the Leelanau General Plan, is based on the responsibilities imposed on the county and its local governmental bodies by existing state law and historical traditions. But to be successful, it will need mutual respect where their responsibilities overlap and mutual support where they are separate.

Areas of overlapping responsibility include planning. The **General Plan** is peninsula-wide, more general and policy oriented, and focused on issues of greater than local con-

cern. It has been reviewed by local planning commissions and local governing bodies, and approved by the County Planning Commission and County Board.

As local plans are updated and adopted, they should be more specific with regard to land use, and focused on local concerns. The local governing body should be more involved with planning, as it also may approve the plan adopted by its planning commission. Local plans should be updated at least once every five years. Local plan compatibility with the **Leelanau General Plan** will continue as now to be the focus of the County Planning Commission, as required by Michigan Planning Enabling Act (Act 33 of 2008)

The County Planning and Community Development office and Board of Commissioners will continue to provide a variety of local support services to local government efforts, in order to implement elements of the local plan that are compatible with the **General Plan**, and will not oppose local planning and regulatory efforts compatible with the **General Plan**. Support services supplied by the county include (but are not limited to) general data collection and management, GIS, technical assistance from the County Planning and Community Development office (and other county agencies), assistance securing grants, and appropriate assistance with financing plan updates, new infrastructure and public lands/facilities development. Likewise, local governments should support Planning Commission and County Board of Commissioners efforts to implement the **General Plan**.

Local Planning Commissions and Governing Bodies

All of the traditional roles and responsibilities of local planning commissions and governing bodies remain (see sidebar in this chapter).

Local units of government will continue to be responsible for local planning, and the administration of zoning, subdivision regulations, decisions on local zoning requests, and the issue of local land use permits. They could, however, if they so wish, share this administration with other local units of government, or contract to have it done by a private party, or even by the county. There will be stronger involvement by the governing body in preparation and maintenance of the local comprehensive (or master) plan as the governing body may approve the plan following adoption by the local planning commission.

All local zoning ordinances must be consistent with the local plan and should be updated at least once each 5 years.

Local plans and zoning regulations (including village plans which are now statutorily required to be reviewed by the county) are submitted to the County Planning Commission for review and comment prior to adoption (just as the **General Plan** or any amendment are submitted to local governments for review and comment prior to adoption). Local plans and development regulations will be recommended for approval by the County Planning Commis-

sion if they reflect the policies of the **Leelanau General Plan**. Subsequent zoning and subdivision regulations will be reviewed at both the local and county level for consistency with the local ordinance, the local plan, and compatibility with the **Leelanau General Plan**.

Local planning commissions, working in concert with their governing body, are called to participate in the preparation of (and thereafter annually update) a 6-year capital improvement program (CIP). The CIP should indicate the type and location of new capital improvements (new facilities, land, or major additions/changes to existing facilities). The CIP should indicate when the project will be initiated, the cost, method of financing and how long it will take to finish. This will be prepared consistent with guidelines created by the County Planning Commission. Once each local CIP is prepared, they could be compiled with the county CIP so that a peninsula-wide CIP can also be prepared. All projects will have to be compatible with both the local master plan and the **Leelanau General Plan**. Once established, no new public facility may be established in a township or village that is not consistent with the approved CIP. This is a presently authorized but not utilized power of



Citizens and local government representatives attend a training session at the Government Center.

LOCAL ROLES AND RESPONSIBILITIES FOR LOCAL PLANNING COMMISSIONS AND LOCAL GOVERNING BODY

Local Planning Commissions

Planning commissions in cities, townships, villages and the county are organized under the Michigan Planning Enabling Act (Act 33 of 2008). Some of their principal responsibilities include:

- Creating, adopting and maintaining a local comprehensive plan to guide future land use change and to serve as the legal basis for the local zoning ordinance.
- Creating, maintaining and administering responsibilities under the local zoning ordinance adopted pursuant to the Michigan Zoning Enabling Act (Act 110 of 2006)
- Advising the local governing body on proposed rezonings, text amendments, plats, capital improvements and related planning or zoning decisions.
- Educating citizens on the values and benefits of planning.
- Welcoming citizens and citizen comments on local planning and zoning issues and acting upon or referring those comments as appropriate.
- Conduct required public hearings prior to acting on zoning, subdivision or infrastructure development matters.
- Considering the recommendations of the County Planning Commission and/or County Planning and Community Development office on planning and zoning issues.
- Working with property owners in order to try to achieve good development (or redevelopment).
- Initiating amendments to ordinances as neces-

sary and soliciting advice from the local planning commission.

- Learning about and staying up to date on their responsibilities as planning commissioners and on various tools available in implementing local plans.
- Making recommendations on special projects or delegated responsibilities (e.g., zoning ordinance enforcement).

Local Governing Body

The local city or village council and township board of trustees also have specific planning and zoning responsibilities. These include:

- Appointment of qualified persons representing important interests, to serve as members of the planning commission and zoning board of appeals.
- Adoption of ordinances recommended by the planning commission for implementation of the comprehensive or master plan, including but not limited to a zoning ordinance and subdivision regulations.
- Providing an adequate budget for the planning commission to carry out its responsibilities, including keeping the plan and zoning ordinance current, and receiving proper training on their roles, responsibilities and new tools, and techniques for improving the community.
- Receiving and acting on citizen input and complaints about planning and zoning issues as appropriate referring matters to the planning commission for action.

city, village, and township planning commissions.

The local governing body should make a special effort to appoint qualified people representing important interests, to serve on the local planning commission and to provide adequate financial resources and professional services to the planning commission so that it can appropriately complete its responsibilities. It should also work with the planning commission in the preparation and/or updating of the local master plan and capital improvements program, as well as on development regulations. It may formally approve the local comprehensive (or master) plan following adoption by the planning commission.

County Planning Commission

The principal duties to be performed by the Planning Commission are listed below. All are authorized by the Michigan Planning Enabling Act (Act 33 of 2008).

1. Prepare and maintain the **General Plan**.
2. Review local plans and zoning regulations.
3. Guide public facility decisions.
4. Coordinate planning and growth management activities with other public and private agencies (especially as relates to issues of greater than local concern).
5. Seek grants and other financial assistance.
6. Provide technical assistance.
7. Support the development and maintenance of a data center in the County Planning and Community Development Department (including GIS).
8. Prepare and promote model ordinances.
9. Arrange and promote educational opportunities on planning and growth management.
10. Carry out specially delegated responsibilities of the County Board of Commissioners.

Each of these duties is described in more detail in the following paragraphs.

1. Prepare and Maintain the General Plan

The primary responsibility of the County Planning Commission is the preparation and maintenance of a **General Plan** for the peninsula. The **Plan** is reviewed at least once every five years. This also requires the maintenance of background data and periodic updating of working papers and other reports on specific planning issues. The **General Plan** serves as a guide for long-range development of local comprehensive plans with respect to the pattern and intensity of land use and the provision of public facilities, as well as for any long-range fiscal plans for such development. The **General Plan** includes recommendations for the most effective economic, social, and physical development of the county as well as provide the basis for future county facility plans.

In maintaining the **General Plan**, and any amendments to it, or a supplementing sub-area or functional plan, the County Planning Commission, with the help of the professional planning services of the County Planning staff, will carry out necessary studies, investigations, and surveys relative to the economic, social and physical development of the county.

Throughout, the **General Plan** will focus on issues of greater than local concern and appropriate mechanisms to deal with them.

The **General Plan** is comprised of the following components:

- a policy plan which includes general policies and action statements in key functional areas. These set forth the institutional arrangements and guidelines for making improvements in public facilities, transportation, land use, human services, natural resources and the environment, economic development, etc. (Separate functional or sub-area plans may be prepared and adopted as needed, or as resources permit, to deal with special problems or opportunities. They may subsequently also be

TRADITIONAL RESPONSIBILITIES OF THE COUNTY PLANNING COMMISSION

The County Planning Commission was created by the County Board of Supervisors on January 13, 1970 pursuant to the requirements of the County Planning Act, PA 282 of 1945. Initially it also had responsibility under PA 183 of 1943 to prepare and implement a county zoning ordinance. This responsibility was suspended in December 1992 as the last township in the county without its own zoning ordinance adopted an interim zoning ordinance (Suttons Bay Township) and then adopted a new zoning ordinance and master plan. In May of 2011, a new Ordinance was approved by the County Board of Commissioners to comply with the new Planning Act. Currently, the County Planning Commission is responsible for:

- Preparing and maintaining a plan for the development and/or protection of the peninsula. It will be responsible for adopting the **Leelanau General Plan**.
- Reviewing and commenting on proposed new public facilities or improvements.
- Making recommendations on proposed township plans and/or rezoning or text amendments.

- Assisting in the development of model regulations for use by the county or local governments.
- Educating the general public about the values and benefits of planning.
- Welcoming citizen comments on local planning and zoning issues and acting upon or referring those comments as appropriate.
- Learning about and staying up to date on the responsibilities of the Planning Commissioners and on various tools available in implementing local plans.
- Coordinating planning and associated development regulations with other governmental units and public agencies.
- Attempting to prevent incompatible planning and zoning.

adopted as a part of the **General Plan**).

- a generalized future land use plan
- a transportation plan.

2. Review of Local Plan and Zoning Regulations

The County Planning Commission will continue to use the **General Plan** in its review of local plans and zoning proposals (including new ordinances, amendments and rezonings). The County Planning Commission will also use the **General Plan** in the discharge of other statutory reviews such as proposed PA 116 enrollments.

3. Guide Facility Decisions

The County Planning Commission is directed

to maintain the **General Plan** so that it may be used as a guide to city, village, township, and county facility decisions as well as joint county/local government investment decisions. This will be accomplished by participating in the preparation and annual maintenance of a peninsula-wide capital improvements program compiled from all proposed local and county public facility improvements. The CIP will involve a strategy for prioritizing proposed projects along with definitive financing plans for the improvements to be constructed in the earlier years of the program for those county programs on the list. This activity will be performed by the County Planning Commission with assistance of the County Planning and Community Development office. The **General Plan** and capital improvements program should also serve as the framework around which private investment in the county may be organized. Decisions on new county public facilities will be made by the County Board of Commissioners, but only after receiving a rec-

ommendation and approval by the County Planning Commission as to consistency with the **General Plan** and the current capital improvements program.

The statutory authority requiring County Planning Commission review and approval of public works proposal was initiated with the adoption of the General Plan by the County Board of Commissioners and the Michigan Planning Enabling Act. This applies to the expenditure of funds by a county board, department or agency for acquisition of land, the erection of a structure or extension, correction or improvement of any physical facility, including roads or drains, until the County Planning Commission has reviewed the proposed location and extent of the project and reported back to the County Board and/or the department or agency submitting the proposal. If the project or proposal is consistent with the adopted capital improvements program and the **General Plan**, then it will be recommended for approval.

4. Coordinate Planning and Growth Management Activities with Other Public and Private Agencies

The County Planning Commission is charged with cooperating with all state, federal (including the National Park Service), and local governments and other public agencies (such as schools, Leelanau Conservation District, etc.) as well as with the Grand Traverse Band of Ottawa and Chippewa Indians, and will seek to coordinate with their programs in the county. The General Plan will also serve as the basis for coordinating all related plans of the subdivisions of Leelanau County government. Coordination with local governments should be expansively interpreted to include issues of greater than local concern and not merely limited to border issues. In accordance with state planning acts, the County Planning Commission will consult with adjacent counties and townships to avoid conflicts with overall plans. The County Planning Commission will be encouraged to coordinate planning efforts with private agencies as well, such as utility companies, chambers of commerce, etc.

5. Seek Grants and Other Financial Assis-

tance

In addition to the powers allowed by other provisions of the County Planning Act, the County Planning Commission, with approval of the County Board may apply for, receive and accept grants from any governmental agency, or from the federal government, and agree to and comply with such terms and conditions as may be necessary, convenient or desirable. The County Planning Commission may do any and all things necessary or desirable to secure financial aid or cooperation of the federal government in carrying out the functions of the commission, when approved by a 2/3 vote of the County Board of Commissioners.

6. Provide technical assistance

As a part of their coordination function, and in order to ensure implementation of the **General Plan**, the County Planning Commission will be authorized to assist in structuring technical assistance services to public agencies and citizens. These activities will be largely provided through the County Planning and Community Development office and will be dependent on budgeted funds and/or fee for service arrangements.

7. Support the Maintenance of a Data Center in the County Planning Office

The Planning Commission will assist county government in providing policy assistance in the maintenance of the County's geographic information system (GIS) and County-wide website. The website, which includes a wide range of information on subjects including population, land use, and government services, is used by County departments, local governments, and citizens. As such, all County departments, as well as local governments, will continue to play a role in the maintenance of this system.

8. Prepare and Promote Model Ordinances

The County Planning Commission with staff support from the County Planning and Community Development office is charged with the responsibility to propose standards, criteria,

and suggested model ordinances to regulate the use and development of land and water within the peninsula. These will be developed through subcommittees with input by interested and affected parties. The Planning Commission will use these to help encourage the development and implementation of uniform regulations throughout the peninsula. The County will encourage the use of development regulations found in the **New Designs for Growth** Guidebook, which was financially supported by Leelanau County as a part of the **General Plan** project and includes recommendations consistent with the **General Plan**.

9. Arrange and Promote Education Opportunities on Planning and Growth Management

The County Planning Commission is charged with the responsibility of ensuring that each of its members has basic and advanced training in the exercise of their responsibilities as County Planning Commissioners. Being aware of new planning approaches and implementation tools to address emerging problems and opportunities in the county is of special interest. In fulfilling this responsibility, the County Planning Commission is encouraged to promote and arrange, as feasible, convenient educational opportunities for planning commissioners, zoning board of appeals mem-

bers and members of governing bodies in local units of government in the county. The County Planning Commission is encouraged to conduct an annual day-long conference for local government officials on a variety of issues of contemporary interest in the county.

The County Planning Commission provides summary and other educational materials for broad public distribution. These materials focus on describing pertinent plans, planning concepts, regulations, and/or special programs in terms suitable for easy understanding by a wide audience.

10. Carry Out Specially Delegated Responsibilities of the County Board of Commissioners

In addition to the above duties, the County Planning Commission from time to time, also undertakes special studies, or advises on special issues assigned to them by the County Board of Commissioners. Staff support is provided by the County Planning and Community Development office. Where this exceeds work planned in an annual work program, the County Planning Commission could expect that either other pre-approved tasks will be foregone, or additional resources will be made available to complete the new task.



County, township, and village officials meet annually to discuss county issues.

In all dealings with the public and local government officials, the County Planning Commission is expected to be open and receptive to input and seriously consider all relevant facts before rendering an opinion. All Planning Commission decisions are expected to be in writing with supporting documentation. The County Planning Commission is expected to maintain (and update as necessary) rules of procedure (or bylaws) and use them as a guide to its conduct and procedure.

A report of Planning Commission activities accompanied by a work program and budget for the next year is annually prepared.

County Planning Commission Structure

The 11-member County Planning Commission includes representation in accordance with the Michigan Planning Enabling Act.

In order to broaden input in consideration of key issues of greater than local concern, the County Planning Commission may establish standing subcommittees to advise it, as permitted in its adopted bylaws. The specific issues to be brought before subcommittees include consideration of those issues listed in Chapter Two and others as pertinent.

Standing Subcommittees

In order to broaden input in consideration of key issues of greater than local concern, the County Planning Commission with support of the County Board of Commissioners, shall establish standing subcommittees to advise it. The specific issues to be brought before subcommittees should include consideration of those issues listed in Chapter Two and others as pertinent.

Role of the County Planning and Community Development Office

The principal responsibilities of the County Planning and Community Development office include those listed below. However, none of the current responsibilities listed in the sidebar are proposed to be dropped even if not men-

tioned below:

1. Providing staff assistance to the County Planning Commission.
2. Providing staff assistance to the County Board of Commissioners, and other county agencies.
3. Providing technical assistance services to local governments.
4. Continued development and maintenance of a data center (including GIS).
5. Representing the county on various committees.

1. Providing Staff Assistance to the County Planning Commission

The County Planning office will continue to provide the principal staff assistance to the County Planning Commission in the discharge of each of the ten major duties described above.

2. Providing Staff Assistance to the County Board and other County Agencies

The County Planning office will also continue to provide staff assistance to the County Board of Commissioners and other county department as directed or requested (and as financial and personnel resources permit).

3. Provision of Technical Assistance Services to Local Governments

In addition, it provides expanded technical assistance services to local governmental units in support of actions to implement the **Leelanau General Plan**. The County Planning Department is permitted to offer these services on a fee or other basis pursuant to guidelines proposed by the County Planning Commission and approved by the County Board of Commissioners.

4. Maintenance of a Data Center

A special responsibility of the County Planning office in conjunction with other county departments, is the continued development and

TYPICAL DUTIES OF THE LEELANAU COUNTY PLANNING AND COMMUNITY DEVELOPMENT OFFICE

The County Planning and Community Development Department provides a variety of technical support functions to:

- The County Board of Commissioners;
- The County Planning Commission;
- As necessary, special boards and commissions of the county.
- Local units of government.
- Other county departments.

Specific responsibilities include:

- Representing the county in peninsula-wide committees, task forces and special groups.
- Providing county representation in regional planning and economic development groups.
- Responding to data requests from citizens, outside interests, local units and county entities.
- Maintaining peninsula-wide socio-economic, census and environmental data bases, and a computerized mapping system.
- Providing technical and administrative support for the County Solid Waste Plan implementation efforts.
- Spearheading special studies, projects and reports for the county board and/or other entities as assigned.
- Assisting with the creation and updating of land use plans and zoning ordinances of local units of government and transmitting analysis on these to the County Planning Commission.
- Monitoring contemporary planning and land use issues and proposing regulations and land use plan text amendments based on updated knowledge.
- Conducting background studies and making recommendations for a variety of planning needs in the county.
- Conducting and participating in education seminars, meetings and other community outreach efforts to both educate the public and strengthen planning staff skills.
- Administration of the County's affordable housing program.
- Monitoring state and federal policies and programs that influence county planning efforts.
- Budgeting and other administrative functions for the Planning Department.
- Administration of the Brownfield Redevelopment Authority, and U.S. EPA grants and MDEQ loans/grants.
- Participation in the Land Bank Authority.
- Administrative functions for Leelanau Clean Water (LCW).

maintenance of the County website and geographic information system (GIS). A wide range of local, county, state and federal data sets will continue to be gathered and maintained for use in the website and GIS. A special focus of data analysis activities should be monitoring land use change and related change indicators (see Working Paper #5) to provide an "early warning system" on variables indicating trends that are in conflict with adopted **General Plan** policy, or which suggest a need to change policy in the plan. A special effort will be made to stay abreast of contemporary planning tools and techniques and related research efforts and to acquire, as useful, such information for the department's library as will be helpful.

5. Represent the County on Various Committees

The County Planning office will continue to represent the county on various committees (both inside and outside of the county), and provide staff support to ongoing County committees related to solid waste and economic development.

County Board of Commissioners Role

As relates to planning and efforts to better guide growth on the peninsula, the primary responsibilities of the County Board of Commissioners include:

1. Appointing qualified members of the County Planning Commission.
2. Maintaining a qualified professional planning director and planning staff.
3. Providing adequate financial support to the County Planning Commission and County Planning Department.
4. Making decisions on county initiated or financed facilities and infrastructure.
5. Helping with local government efforts compatible with the **General Plan**.
6. Approve or delegate approval of the **Leelanau General Plan** and amendments to the

Plan.

Each of these responsibilities is described in more detail below.

1. Appoint Qualified Members of the County Planning Commission

With the more expansive responsibilities of the County Planning Commission described above, and the completion of a new **General Plan**, it is very important to ensure that as new Planning Commissioners are appointed, that persons capable of representing both peninsula-wide interests and their own jurisdiction be appointed. A mechanism for local input by citizens and local government officials in each jurisdiction will be established to generate a list of qualified candidates prior to making any appointments.

2. Maintain a Qualified Professional Planning Director and Planning Staff

The policies and action statements of the **Leelanau General Plan** will require the continued employment of a qualified professional planning director and additional planning staff. A job description for the director requiring, at a minimum, a degree in urban or regional planning or a closely related field, and certification as a professional community planner (Michigan) or via the American Institute of Certified Planners (AICP), or at least 5 years of professional experience as a planning director in an agency with comparable services will be maintained. This will help ensure the continued high quality professional service the county has grown to enjoy from its Planning Department. In addition, as County Planning staff responsibilities grow, so must the staff resources to meet those needs.

3. Provide Adequate Financial Support to the County Planning Commission and County Planning Department

As critical as maintaining trained and experienced staff is, the maintenance of an adequate budget to support the activities of the County Planning Commission and County planning Department in support of the **General Plan** and technical assistance services is as

critical. The annual report and work program will assist in identifying the necessary funding requirements. Opportunities will continue to open to provide maps, and other services on a fee basis. These should be explored as supplemental revenue resources, but not at the exclusion of completing other required responsibilities.

4. Making Decisions on County Initiated or Financed Infrastructure

With the adoption of the **Leelanau General Plan**, and the revision of the current annual capital improvements programming process to include local projects (see Appendix C of Working Paper #12), it is possible to make better informed decisions on future public facility and infrastructure issues. These decisions should be based on input from the County Planning and Community Development office, the County Planning Commission and the general public following new procedures yet to be established.

5. Help With Local Government Efforts Compatible with the General Plan

A program of in-kind professional services to local governments who desire to modify/update local plans or development regulations to be compatible with the **Leelanau General Plan** will be initiated. Professional services, maps and data from the County Planning and Community Development office should go a long way to helping local governments do the best possible job with local planning and zoning programs. This type of incentive (or even better, local financial support) will probably do more to speed plan implementation than any other single action.

6. Approve the Leelanau General Plan

Following adoption of the **Leelanau General Plan** by the County Planning Commission, it will be important for the County Board of Commissioners to formally approve the **Leelanau General Plan**, and thereafter approve any amendments to it. No other action will more graphically demonstrate continued county board support for this important growth management tool.

Role of Other Governmental Agencies

A special effort will be made by the County Board of Commissioners, County Planning Commission and County Planning staff to establish formal, regular communication with the County Road Commission, County Drain Commission and Health Department in the pursuit of mutual objectives under this plan. Cooperation and coordination of efforts related to the provision of public services and facilities, particularly as to their potential for growth inducing impacts is critical to successful implementation of the **Leelanau General Plan**. All new public facilities proposed by these agencies are to be included in the annual county CIP according to procedures adopted by the County Board of Commissioners.

The County Planning office is responsible for establishing and maintaining, as necessary, liaison with state and federal agencies whose decisions could impact on the successful implementation of the **Leelanau General Plan**.

Relationship with Citizens and the General Public

Ultimately all public services are established and maintained for the benefit of the present and future citizens and visitors of the county. As this new institutional structure is refined and implemented, it is important that existing opportunities for public input and assistance not be reduced, and that as feasible, they be expanded to include people not presently represented. Opportunities will include not only those required by law at public hearing, but also other less formal opportunities as resources become available or the need becomes more apparent.

The role of the citizen has been instrumental in providing guidance in the development of this **General Plan**. It is intended that the citizen continue to have ready access to the planning process and information and policies developed as a result of it.

Chapter 15 GENERAL PLAN IMPLEMENTATION

INTRODUCTION

Achievement of the principal goal of this **General Plan** (see page vi) requires an effective program of coordinated local and county efforts. The principal institutional components of this program were presented in Chapter 14. This chapter describes the general process to be followed. Key priorities for inclusion in short range action programs and budgets are also identified. A more detailed process for implementation will need to be developed after adoption of the **General Plan** for annually updated work programs tied to local and county budgets.

As important a benchmark as this plan represents, the initiatives proposed in this **General Plan** will not implement themselves. It will take the concerted efforts of citizens, elected officials, local and county planners, and other administrative officials to bring this plan from concept into reality. It will take continued support and commitment for many years. However, the goals of this plan and the actions proposed to implement it offer the promise of a much better future than that likely to occur if existing trends continue unabated.

As important a benchmark as this plan represents, the initiatives proposed in this General Plan will not implement themselves.

The central ingredients to successful implementation will be commitment by citizens, by the County Board of Commissioners, and by support from local units of government. Benefits to all groups will be most visible in terms of lower infrastructure and maintenance costs for public facilities and retention of the rural character of the landscape (so cherished by resi-

dents and visitors). Many indirect benefits will also occur. For example, local plans and development regulations will be easier and less costly to prepare and maintain because the information in the Planning and Community Development Department's "county data center" can easily be updated and displayed on maps from the Geographic Information System and on the County-wide website. In working in partnership with the county in a manner compatible with this plan, local governments will be able to justifiably provide for a narrower range of land uses in their plans and zoning regulations. This could eliminate the continued scattering of commercial and industrial uses in inappropriate locations while improving the success of businesses established in appropriate locations. These and many other benefits previously identified will result from implementation of this **General Plan**.

The central ingredients to successful plan implementation will be commitment by the County Board of Commissioners and support from local units of government.

As this **General Plan** explains, county concerns related to growth and development issues are most significant on issues of greater than local concern. Such issues, while numerous, do not include the full range of land use issues that must be addressed by local communities, but they do overlap on certain issues. This should not be viewed as negative, or an obstacle to progress, but rather as an opportunity to insure that both local and peninsula-wide issues are adequately addressed before making decisions on issues of greater than local concern. All citizens will benefit, and future debacles over such issues as siting of golf courses and/or radio towers in sensitive natural resource areas could be avoided.

Process Leading to Plan Implementation

There are three basic steps that need to be addressed in implementing this **General Plan**. They are:

- Plan adoption process.
- Establishment of priorities for strategic initiatives.
- Establishment of a process for updating the plan.

Plan Adoption Process

The plan proposes adoption by the County Planning Commission, with approval by the County Board of Commissioners. The County Planning Commission needs to conduct a public hearing(s). The plan will be submitted to each local governmental unit in the county and public notices will announce the review period. Any suggestions for revisions that are received during the public review period, will be forwarded to the County Planning Commission. Additional refinements may occur as a result of this process and prior to adoption. Following adoption of the **General Plan** by the County Planning Commission, it will be formally submitted to the County Board of Commissioners. With changes to the Planning Acts in 2001, the County Board has the option of final approval of the document, if they pass a resolution to that affect.

Communities that subsequently adopt plans compatible with the General Plan, would be eligible to have the County Planning Commission accept the local plan as a formal part of the Leelanau General Plan.

Establishment of Priorities for Strategic Initiatives

Following plan adoption, the next major process will be to establish the key strategic initiatives to be immediately undertaken, and others to be included in the next round of annual work programs and budgets. This process needs to

extend beyond the County Planning and Community Development Department/County Planning Commission budget to include all county departments, being replicated wherever feasible, in the planning and budgeting processes of other governmental units (such as townships and villages) and of nonprofit organizations (such as area chambers of commerce, land trusts, etc.) which have key roles in plan implementation (see especially the action statements in Part Two).

Mechanism for Updating the General Plan

It is also very important that these annual priority and budget sessions be institutionalized and adhered to. An annual report on actions taken to implement the plan should be made to the County Board of Commissioners, along with adoption of any necessary amendments by the County Planning Commission. Periodically, and at least once each five years, the **General Plan** should be thoroughly reviewed and updated.

Key Priorities

The most important priorities identified should be included, wherever feasible, in work programs and budgets by the appropriate organization(s). This list should be annually updated and supplemented. A host of worthy project and program initiatives to help implement this plan are included in Part Two. Action statements in Part Two should be considered as priorities based on the following considerations:

- Those action statements having an assigned responsibility to a particular group are of the highest priority.
- A lower priority level exists when the responsibility is implied, as when the term "the economic development leadership shall..." is used, or when an indefinite assignment is made such as "the county will...".
- No immediate priority is implied when no

organization or individual is listed as responsible for the action. That leaves these action statements as targets until an organization steps forward to take responsibility for implementation, and/or adequate county resources become available.

Notwithstanding the important contribution that action statements in Part Two can play in the eventual implementation of the plan, the following actions are the top priorities which require immediate action. Some of these priorities are derived from action statements in Part Two; others are from Part One. As the following priorities are completed, new priorities can be added via the annual updating process. Most of the proposals for plan implementation are actions that can be taken now under existing state laws if local and county governments will agree and commit to action. However, the few actions which will require legislative authorization (such as for transfer of development rights) are so important, that significant energy will be needed to help achieve enactment of these new tools by working in concert with other local governments across the state.

The top priority actions that should be quickly initiated include (in no particular order):

- A county capital improvement programming process (CIP) that is tied to the budget process. Once in place among all county agencies and commissions, it should be extended peninsula-wide to include CIP's prepared independently by local units of government. Once the first, six-year CIP is complete, the Planning and Community Development Department should prepare an "official map" showing the location of all county and local capital improvements planned in the county.
- Continued development of the "county data center" within the County Planning and Community Development Department and the county-wide website. This center would serve information needs of county agencies as well as local governments, civic and citizen organizations. It should be supplemented with more advanced equipment and software to meet growing demands for information management and sophisticated communication opportunities.
- Expansion of technical assistance services of the Planning and Community Development Department to meet growing needs by county agencies, local governments, businesses, and citizens in the county. A special emphasis of expanded services should include priority service to communities acting in partnership with the county in implementation of the **General Plan**.
- To the extent necessary, the county should develop explicit incentive programs for local governments to fully participate in **General Plan** implementation. These programs, delivered by the Planning and Community Development Department, could include, but are not necessarily limited to:
 - provision of information and maps (especially a basic map set for planning to each township and village on the peninsula).
 - technical assistance in updating plans and regulations.
 - provision of training for planning commissioners, zoning board of appeals members, elected officials and zoning administrators (via LSPO, see below).
 - provision of model plans and ordinances compatible with the **General Plan**, especially.
 - a model structure for local comprehensive plans.
 - model ordinances to promote open space protection (rural clustering) and to reduce premature land fragmentation (land division and subdivision regulations).
 - impact assessment checklists.

- provision of financial assistance in local plan updates (as resources permit) subject to a suitable contract between the County Board of Commissioners and the local unit of government.
- Continued support for new legislation to provide new tools to better guide growth and manage change. This includes but is not limited to legislation to authorize transfer and purchase of development rights, development agreements, concurrency, official maps, urban and general services districts, new ways to levy special assessments, and new ways to deal with inter-jurisdictional impacts of large scale developments.
- Refinement of a peninsula-wide transfer of development rights (TDR) program. The significant equity issues associated with land use restrictions on large landowners without corresponding mechanisms permitting them to capture development value (without actually developing the land) require that the effort to generally get passage of TDR legislation be pursued vigorously.
- Organization and support for a county chapter of the Michigan Society of Planning (possibly to be called the Leelanau Society of Planning Officials - LSPO). Such an organization would work with the County Planning Commission and receive support from the County Planning and Community Development Department in development and implementation of periodic education programs for planning commissioners, elected officials and citizens on a wide variety of planning, economic development, and regulatory issues.
- Continuation of the website with information on projects and related efforts in planning.
- Assistance to villages and townships in local plan and regulatory changes to better accommodate affordable quality housing and related job needs.

Concluding Thought

This **General Plan** represents thousands of hours of input by hundreds of citizens in Leelanau County. The circumstances it is intended to address did not occur overnight and they will not be resolved overnight. Yet it sets forth an alternative option to the future that will be created if existing trends continue (see Working Paper #5). Existing trends are fueled to a very great extent by existing plans, regulations and institutional relationships. To create a future different from existing trends, current plans, policies, regulations and institutional relationships must also be changed. This **General Plan** proposes an alternative structure based on considerable input and thoughtful consideration by Leelanau County citizens. It offers an opportunity for citizens to choose a different future with a mechanism to put that choice into place.