

THE LEELANAU GENERAL PLAN



Policy Guidelines for Managing Growth on the Leelanau Peninsula

Adopted 1995
Amendments through 2005

LEELANAU GENERAL PLAN:

Policy Guidelines for Managing Growth on the Leelanau Peninsula

Adopted 1995; Updated 2000, 2005

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.

Welcome!

This document is the second update to the Leelanau General 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 County Planning Commission, along with the Planning and Community Development office, agree that it will be time to do a major revision of this Plan, which must be completed in 2010.

The reader of this document should fully familiarize themselves with the "Principal Goal" of the General Plan. It is the fountainhead from which all else flows.

The County Planning Commission suggests then reading Chapters 12, 13, 14, and 15. After that, read the rest of the document, always keeping in mind the components of the Principal Goal.

The County Planning Commission understands that this is a somewhat complicated document, and in response to that concern, the Planning and Community Development office will be creating a more "user friendly" summary of the Plan, in a display media format.

The Leelanau General Plan and its several revisions are the result of many hours of hard work by many citizens of Leelanau County, and County employees. We are forever grateful for these past efforts, and for those in the future.

The Leelanau General Plan is a living document, which is required to be reviewed and updated at least once every five years. It is a process that never ends. Timely reviews, updates, and major revisions are all necessary in order for this Plan to remain a relevant and useful document, to address this County's future land use, and preserve what is best and most desirable about Leelanau County for future generations.

Sincerely,

Eric Winkelman
Chair, and on behalf of the **Leelanau County Planning Commission:**

Ken Dezur, Martin Gallagher, Gerald Gorte, David Hanawalt, Frank Hayes, Joan Jackson, Greg Julian, Jim Lautner, Tom MacDonald,
Karen Paulus, Chris Smith, Kathy Turner

Leelanau County Planning and Community Development

Trudy Galla, Planning Director
Karen Gleason, Secretary
Sarah Lucas, Senior Planner
Ron Crummel, Housing Coordinator

**LEELANAU GENERAL PLAN
PROJECT STAFF (1995)**

Timothy J. Dolehanty
County Planning Director

Duane C. Beard
County Administrator

Trudy J. Galla
Assistant Planner

Pat Stratton
Administrative Secretary

Karen J. Gleason
Planning Department Secretary

**LEELANAU GENERAL PLAN
TECHNICAL ASSISTANCE STAFF**

Planning and Zoning Center, Inc.
302 S. Waverly Rd
Lansing, MI 48917
(517) 886-0555
(517) 886-0564 FAX

Mark A. Wyckoff, AICP, President
Mark Eidelson, AICP, Senior Planner
Brenda Moore, AICP, Community Planner
Tim McCauley, Community Planner
John Warbach, Ph.D., Research Associate
Carolyn Freebury, Administrative Support
Kelley Gettle, Support Specialist

**LEELANAU COUNTY
BOARD OF COMMISSIONERS**

Gerald N. Henshaw
Chairman

Robert S. Weaver
Vice Chairman

Joseph F. Brzezinski

Robert R. Sutherland

Leonard Olson

**LEELANAU COUNTY
PLANNING COMMISSION**

Daniel Heinz
Chairman

Bruce Ettinger
Vice Chairman

Barbara Cruden
David Coville
John Dozier
John Taylor
Michael Jasinski

Steve Kalchik
Richard N. Stein
Margot Power
Lawrence Verdier

**LEELANAU GENERAL PLAN
STEERING COMMITTEE**

John Avis
Gary Bardenhagen
JoAnne Beare
Jack Burton
Stephen Chambers
Lois Cole
Thomas Coleman
Barbara Collins
Shirley Cucchi
Catherine J. Cunningham
Walter Daniels
Judy Egeler
Randy Emeott
Kathy Feys
Kathleen B. Firestone
Mary Frank
Gary Frederickson
James Frey
Paul Gardner
Alex Garvin
John Hardy
Max Hart
Carl Headland
Beverly Heinz

Dan Hubbell
Richard Hufford
Kalin Johnson
Linda Johnson
Colleen Kalchik
Edward Kazenko
Ray Kimpel
Kay Kingery
Stu Kogge
Stan Kouchnerkavich
Fred Lanham, Jr.
Elizabeth Lafferty-Esch
Don Lewis
Dana Hoyle MacLellan
Douglas Manning
Larry Mawby
John McGettrick
Ann Marie Mitchell
Jack Mobley
Dave Monstrey
John Naymick
Mary Newman
Karen Nielsen
Glen Noonan

Richard Pleva
Margot Power
Robert Price
Larry Rice
Ed Reinsch
Georger Rosinski
Richard Sander
Charlene Schlueter
Kimberly Sschopieray
Chris Shafer
Ruth Shaffran
Thomas Shimek
Derith Smith
Dennis Stavros
Harry Stryker
Mitsume Takayama
John VanRaalte
Tom VanZieren
David Viskochil
Midge Werner
Ben Whitfield
Ruth Wilber
Dick Wilson

**LEELANAU GENERAL PLAN
2000 UPDATE**

**LEELANAU COUNTY
BOARD OF COMMISSIONERS**

Jean Watkoski
Chairman

Bernard Glettler

Melina Lautner
Vice Chairman

Richard Schmuckal
Wayne Wunderlich

**LEELANAU COUNTY
PLANNING COMMISSION**

Frank Hayes
Chairman

Lee Bowen
Barbara Cruden
Kenneth Dezur
David Hanawalt

James Lautner
Vice Chairman

Joan Jackson
Eric Winkelman
Lawrence Verdier

**LEELANAU COUNTY
PLANNING DEPARTMENT**

Trudy J. Galla
County Planning Director

Matthew Fortunak
Senior Planner

Karen J. Gleason
Planning Department Secretary

John McCurtain
County Administrator

Georgia Newton
Administrative Secretary

**LEELANAU GENERAL PLAN
STEERING COMMITTEE**

Lois Bahle
Laura Aylsworth Bonzelet
Kenneth Dezur
Bernard Glettler
Joan Jackson
Mary Newman
William Willis

Gary Bardenhagen
Susan Cronander
Mike Duwe
Frank Hayes
Kalin Johnson
John Stanek
Judith Belanger

Barbara Cruden
Judith Egeler
Carl Headland
Mary Lyons
Philip Thomas

**LEELANAU GENERAL PLAN
2005 UPDATE**

**LEELANAU COUNTY
BOARD OF COMMISSIONERS**

Robert Hawley
Chairman

Melina Lautner
Vice Chairman

William Bunek
David Shifflet

Mary Tonneberger
Mark Walter
Jean Watkoski

**LEELANAU COUNTY
PLANNING COMMISSION**

Eric Winkelman
Chairman

Kathy Turner
Vice Chairman

Kenneth Dezur
Martin Gallagher
Gerald Gorte
David Hanawalt
Frank Hayes
Joan Jackson

Greg Julian
Jim Lautner
Tom McDonald
Karen Paulus
Chris Smith

**LEELANAU COUNTY
PLANNING AND COMMUNITY DEVELOPMENT**

Trudy J. Galla
County Planning Director

David Gill
County Administrator

Sarah J. Lucas
Senior Planner

Georgia Newton
Administrative Secretary

Karen J. Gleason
Planning Department Secretary

THE LEELANAU GENERAL PLAN

Policy Guidelines for Growth on the Leelanau Peninsula

Preface

Introduction.....	1
Process Used to Develop the Plan.....	2
Relationship to Local Planning and Other County Operations.....	2
Credit on Organization of the Plan and Initial Creative Focus.....	3
General Plan Updates.....	3
Perspective.....	3
Principal Strategies.....	4
Citizen Benefits of the Plan.....	6
Organization of the Plan.....	7
Principal Goal.....	7

Part One: Peninsular View

Chapter 1: Intergovernmental Cooperation and Regional Context

Policy Guideline: Intergovernmental Cooperation	1-1
The Intergovernmental Context	1-1
Issues of Greater than Local Concern	1-1
Interjurisdictional Coordination Ethic	1-3

Chapter 2: Preservation of Peninsula Character

Policy Guideline: Preservation of Peninsula Character	2-1
Description of Peninsula Character	2-1
Major Threats	2-5
Visual Character Ethic	2-7
A Strategy to Protect Visual Character.....	2-8

Chapter 3: Working With Nature

Policy Guideline: Working with Nature.....	3-1
Environmental Features.....	3-1
Environmental Threats.....	3-1

Natural Resources.....	3-4
Stewardship Ethic	3-4
Environmental Protection Strategy.....	3-5

Chapter 4: Balanced Growth

Policy Guideline: Balanced Growth.....	4-1
Context for Balanced Growth.....	4-1
Balanced Growth Ethic.....	4-2
Balanced Growth Strategy	4-4

Chapter 5: Growth Guidelines and Decision Maps

Policy Guideline: Managed Growth.....	5-1
Growth Management Tools.....	5-1
Community Types.....	5-2
TDR and PDR.....	5-3
PA 116.....	5-5
Concurrency.....	5-5
Village and Rural Services Districts.....	5-5
Capital Improvements Programs.....	5-6
Official Map.....	5-6
Linked Open Space System.....	5-6
Impact Assessment.....	5-8
Model Ordinances.....	5-8
Open Space Zoning.....	5-8
Leelanau General Plan Decision Maps.....	5-8

Part Two: Functional View

Chapter 6: Natural Resources and the Environment

Introduction.....	6-1
Issues.....	6-1
Air Quality.....	6-1
Water Quality.....	6-2
Groundwater Quality.....	6-3
Woodlands and Hillside.....	6-3
Sensitive Natural Features.....	6-6

Farmland.....	6-8
Framework for Future Policy.....	6-8
Natural Resources and Environmental Protection Policies and Action Statements...	6-10

Chapter 7: Transportation

Introduction.....	7-1
Issues.....	7-1
Road Network.....	7-1
Level of Service.....	7-2
Framework for Future Policy.....	7-5
Transportation Policies and Actions Statements.....	7-8

Chapter 8: Public Facilities and Physical Services

Introduction.....	8-1
Issues	8-1
Sewage Disposal.....	8-1
Water Supply	8-3
Stormwater Management.....	8-3
Emergency Services.....	8-3
Administrative Facilities.....	8-5
Recreation Facilities.....	8-5
Library Facilities.....	8-5
Solid Waste.....	8-7
Framework for Future Policy.....	8-8
Public Facilities and Physical Services Policies and Action Statements.....	8-9

Chapter 9: Non-Municipal Public Services

Introduction.....	9-1
Issues.....	9-1
Electric Service.....	9-1
Gas Service.....	9-1
Telephone Service.....	9-1
Radio Service.....	9-1
Medical Facilities.....	9-2
Framework for the Future	9-3
Non-Municipal Public Services Policies and Action Statements.....	9-4

Chapter 10: Economic Development

Introduction..... 10-1

Issues..... 10-1

 Economic Trends..... 10-1

 Importance of Tourism and Seasonal Residents..... 10-2

 Proposal A..... 10-3

 Importance of Agriculture..... 10-4

 Geographic Isolation..... 10-5

 Fiscal Implications..... 10-5

Framework for Future Policy..... 10-7

Economic Development Policies and Action Statements..... 10-9

Chapter 11

Introduction..... 11-1

Issues..... 11-1

 Lack of Reliable Data 11-1

 Limited Fiscal Resources..... 11-2

 Needs of Special Populations..... 11-4

 Drug Abuse, Child Care, and Domestic Violence..... 11-4

Framework for Future Policy..... 11-4

Human Services and Facilities Policies and Action Statements..... 11-5

Chapter 12: Land Use

Introduction..... 12-1

Issues..... 12-1

 Land Use Change..... 12-1

 Residential Sprawl/Development Pattern..... 12-2

 Commercial and Industrial Development..... 12-3

 Inadequate County and Local Planning Programs..... 12-6

 Inadequate County and Local Zoning Programs..... 12-7

 Subdivision Regulations..... 12-9

 Farmland Preservation..... 12-12

 Cumulative Impacts of Current Trends..... 12-12

A Framework for Future Policy..... 12-13

Land Use Policies and Action Statements..... 12-14

Part Three: Implementation

Chapter 13: Local and Peninsula Land Use Issues

Introduction.....	13-1
Local and Peninsula Land Use Issues.....	13-1

Chapter 14: Structure for Land Use Decision Making

Introduction.....	14-1
Institutional Structure	14-1
Mutual Respect and Mutual Support.....	14-1
Local Planning Commissions and Governing Bodies.....	14-1
County Planning Commission.....	14-4
County Planning Commission Structure.....	14-8
Standing Subcommittees	14-8
County Planning and Community Development Role.....	14-8
County Board of Commissioners Role.....	14-10
Role of Other Governmental Agencies.....	14-12
Relationship with Citizens and the General Public.....	14-12

Chapter 15: General Plan Implementation

Introduction.....	15-1
Process Leading to Plan Implementation.....	15-2
Plan Adoption Process.....	15-2
Establishment of Priorities for Strategic Initiatives.....	15-2
Mechanism for Updating the General Plan.....	15-2
Concluding Thought.....	15-4

Appendices

Appendix A: Memorandum of Understanding

Background.....	A-1
Basic Participation.....	A-1
Municipal Responsibilities.....	A-1
County Responsibilities.....	A-2
General Provisions.....	A-2
General Understanding.....	A-2

Appendix B: History of the General Plan Planning Process

Introduction	B-1
Opportunity for Creative Planning	B-1
Citizen Advisory Committee and General Plan Steering Committee	B-1
Public Participation	B-2
The Go/No Go Decision	B-2

Appendix C: Leelanau General Plan Working Papers C-1

Appendix D: Definitions of Terms and Phrases D-1

LIST OF FIGURES

Figure 1-1: Issues of Greater than Local Concern.....	1-5
Figure 2-1: Leelanau County Land Use/Land Cover.....	2-1
Figure 2-2: Diagram of the Urban Sprawl Cycle.....	2-5
Figure 2-3: Population Trend.....	2-7
Figure 2-4: Protect Visual Character.....	2-10
Figure 3-1: Environmental Strategy.....	3-6
Figure 4-1: Balanced Growth Strategy.....	4-3
Figure 5-1: Average Density is the Same.....	5-3
Figure 5-2: Transfer of Development Rights.....	5-5
Figure 5-3: Concurrency.....	5-6
Figure 7-1: Vehicle Registration.....	7-6
Figure 10-1: Estimated Seasonal Population for Leelanau County, 1995.....	10-4
Figure 10-2: Percent Change in Housing Units.....	10-5
Figure 10-3: 2003 Total Millage for Homestead & Non-Homestead Properties in Leelanau County and Percent Difference in Millage Rates.....	10-6
Figure 10-4: Residential SEV as Percentage of Total SEV from 1984-1999.....	10-6
Figure 12-1: 1 Section, First Division into 10-Acre Parcels.....	12-7
Figure 12-2: 1 Section, Second Division, 4 Parcels from Each 10-Acre Parcel.....	12-7

LIST OF MAPS

Map 2-1: Landforms and Open Space.....	2-3
Map 2-2: Landscape Districts.....	2-4
Map 3-1: Inland Lakes and Streams.....	3-2
Map 3-2: Wetlands.....	3-3
Map 5-1: Community Types.....	5-4
Map 5-2a: Future Land Use Map—Agricultural Land.....	5-11
Map 5-2b: Future Land Use Map—Important Natural Features.....	5-12
Map 5-2c: Future Land Use Map—Urban Areas.....	5-13
Map 5-2d: Future Land Use Map—Natural Terrain.....	5-14
Map 5-3a: Policies Map—Community Types.....	5-15
Map 5-3b: Policies Map—Sensitive Environments.....	5-16
Map 5-3c: Policies Map—Public/Quasi-Public Facilities.....	5-17
Map 5-3d: Policies Map—Recreation Facilities.....	5-18
Map 5-3e: Policies Map—Other Facilities	5-19
Map 5-5: Transportation Map.....	5-20
Map 6-1: Ozone Air Quality Standard Exceeded.....	6-2
Map 6-2: Soil Permeability.....	6-4
Map 6-3: Prime Forestlands.....	6-4
Map 6-4: Steep Slopes.....	6-5
Map 6-5: Critical Dunes.....	6-5
Map 6-6: High Risk Erosion Areas.....	6-7
Map 6-7: Cropland Suitability.....	6-7
Map 6-8: Orchard Suitability	6-7
Map 6-9: New Residential Construction and Farmland/Orchard Suitability.....	6-9
Map 7-1: Road Class.....	7-3
Map 7-2: Traffic Accidents.....	7-3
Map 7-3: Airplane Facilities.....	7-4
Map 7-4: Traffic Count	7-4
Map 8-1: County Facilities.....	8-3
Map 8-2: Public Water and Sewer Systems.....	8-4
Map 8-3: Municipal Facilities.....	8-4
Map 8-4: Fire/Emergency Service Areas.....	8-6
Map 8-5: Public Recreational Facilities.....	8-6
Map 9-1: Electric Service Areas	9-3
Map 9-2: Communication Towers.....	9-3

Map 10-1: Leelanau County Work Force Reporting Outside the County.....	10-3
Map 11-1: Per Capita Income.....	11-3
Map 11-2: Percent of Population Age 65 and Over.....	11-3
Map 12-1: Land Cover, 2000.....	12-4
Map 12-2: Agricultural Lands.....	12-5
Map 12-3: Peninsula-Wide Zoning Pattern.....	12-10
Map 12-4: Composite of Township Plans (1999).....	12-11

LIST OF TABLES

Table 8-1	
Table 10-1: 1990—2000 Census.....	10-2
Table 10-2: Projected Population and Housing Units.....	10-2
Table 12-1: Population Per Square Mile.....	12-2
Table 12-2: Land Cover in Acres, 2000.....	12-6
Table 12-3: Agricultural Land in Acres, 2000.....	12-6
Table 12-4: Local Land Area by Generalized Zoning Classification, in Acres, 2004.....	12-8

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 and updated at least once every 5 years. A major revision is anticipated for 2010. 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 on page 7 of 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.