

**PENINSULA TOWNSHIP MASTER PLAN 2004**  
**Grand Traverse County**  
**Michigan**



Peninsula Township Planning Commission  
February 23, 2004

**PENINSULA TOWNSHIP  
 MASTER PLAN  
 February 23, 2004  
 TABLE OF CONTENTS**

Foreword ..... i  
 Introduction ..... ii

Chapter 1: Old Mission Peninsula History, Demographics, and Geography..... 1  
   Early Peninsula History..... 1  
   Education..... 3  
   Local Government ..... 3  
   Agriculture..... 4  
   Transportation ..... 4  
   Tourism ..... 5  
   Geography..... 5  
   Demographics ..... 7  
   Map 2: Location Map ..... 6  
 Chapter 2: Land Preservation ..... 10

Chapter 3: Land Use Policies ..... 14  
   Agricultural Policy ..... 14  
   Residential Policy..... 16  
   Commercial and Industrial Policy ..... 18  
   Parks and Recreation, Public and Semi-Public Land Policy ..... 19  
   Transportation and Roads Policy..... 21  
   Water and Sewer Policy ..... 23  
   Public Facilities Policy ..... 24  
   Historical Policy..... 26  
   Natural Resources Policy..... 27

Chapter 4: Current Land Use..... 32

Chapter 5: Future Land Use and Implementation Plans ..... 33  
   Map 11: Potential Future Dwelling Unit Building Sites Map ..... 34

Chapter 6: A Vision of Our Future ..... 37

Appendix A: Maps

- Map 1: 1990 Future Land Use Map
- Map 3: Soil and Slope Map
- Map 4: Tart Cherry Site Inventory Map
- Map 5: Agricultural Preserve Area Prime Scenic View Map
- Map 6: Agricultural Preserve Area Conservation Easements Map
- Map 7: Existing and Proposed Sewer Lines Map
- Map 8: Current Sewer Service Area Map
- Map 9: Existing and Proposed Water System Map
- Map 10: Current Zoning Map
- Map 12: Existing Land Use Map
- Map 13: Future Land Use Map

## **Peninsula Township Master Plan**

### **Foreword**

In accordance with the Township Planning Act 168 of 1959, Peninsula Township approved its first Master Plan in 1968. The Master Plan has been amended several times (in 1974, 1983, and in the 1990s). With the help of citizen committees, focus groups, and Township wide questionnaires, Comprehensive Plan Policies were prepared and adopted in 1993. These amendments provided added direction for preserving agriculture, scenic views and Peninsula's natural resources for the future.

In November 2002, the Township Board approved, upon recommendation of the Planning Commission, a compilation and organization of all existing Master Plan material into a new format that would make the Master Plan easier to use, review, and update. The new format is also intended to help the Township comply with new legislation, effective in 2002, that required Townships to review and update, if necessary, their Master Plans at least every five years. It is anticipated that this new format will be useful in a thorough review of the existing Master Plan.

The reader should be advised that the maps and written material contained herein are reproductions, and that the original documents are available for review at the Peninsula Township office.

The Peninsula Township Planning Commission approved this format of the Peninsula Township Master Plan on February 23, 2004 and recommended distribution to the Township Board and adjoining governmental agencies.

#### **Peninsula Township Planning Commission**

Greg Fiebing, Chair  
Betty Cronander, Vice Chair  
James Teahen, Secretary  
Jed Hemming, Planning Commissioner  
Bern Kroupa, Planning Commissioner  
Penny Rosi, Planning Commissioner  
Dave Sanger, Planning Commissioner

#### **Peninsula Township Planner**

Gordon Hayward

# Peninsula Township Master Plan

## Introduction

### Introduction

The Township Planning Act (Act 168 of 1959, as amended) requires that the Township Planning Commission prepare and approve a Master Plan for the development of unincorporated portions of the Township. The Act requires that the Master Plan address land use issues for a period 20 years or more in the future. Act 168 of 1959 requires the Master Plan to include the following subjects which are considered pertinent to the future development of the Township:

- “a land use plan and program in part consisting of a classification and allocation of land for agriculture, residences, commerce, industry, recreation, ways and grounds, public buildings, schools, soil conservation, forests, woodlots, open space, wildlife refuges, and other issues and purposes.
- the general location, character, and extent of streets, roads, highways, railroads, airports, bicycle paths, pedestrian ways, bridges, waterways, and water front developments; flood prevention works, drainage, sanitary sewers and water supply systems, works for preventing pollution, and works for maintaining water levels; and public utilities and structures.
- Recommendations as to the general character, extent, and layout of redevelopment or rehabilitation of blighted areas; and removal, relocation, widening, narrowing, abandonment, or changes or use or extension of ways, grounds, open spaces, buildings, utilities, or other facilities.
- Recommendations for implementing any of its proposals.”

The Master Plan is adopted by the Planning Commission, which uses it to guide in decisions regarding land use issues. Adoption of the Master Plan does not formally regulate or change land use, rather, it is a vision statement that is implemented over time. The Planning Commission is an administrative body, not a legal entity. It reviews planning issues and reports to the Township Board.

Section 10 of Act 168 of 1959, as amended speaks directly to the role of the Master Plan:

*Whenever the planning commission has adopted the basic plan of the township of 1 or more major sections or districts thereof, no street, square, park or other public way, ground or open space, or public building or structure, shall be constructed or authorized in the township or in the planned section and district until the location, character and extent thereof shall have been submitted to and approved by the planning commission. The planning commission shall communicate its reasons for approval or disapproval to the township board, which shall have the power to overrule the planning commission by a recorded vote of not less than a majority*

*of its entire membership. If the public way, ground, space, building, structure or utility is one, the authorization or financing of which does not, under the law governing same, fall within the province of the township board, then the submission to the planning commission shall be by the board, commission or body having jurisdiction, and the planning commission's disapproval may be overruled by resolution of the board, commission or body by a vote of not less than a majority of its membership. The failure of the planning commission to act within 60 days after the official submission to the planning commission shall be deemed approval.*

In order to better understand the purpose of the plan, it is important to first understand the relationship of the Master Plan and the zoning ordinance. The Master Plan represents a statement of policy and considers future land use, the Zoning Ordinance is law and affects current land use.

The Zoning Ordinance is a legal document that regulates current land use, and is intended to address current land use issues. The Township Board is the only body that can revise the zoning ordinance through a formal action. The Township Board also reviews and acts upon rezoning requests after receiving a recommendation from the Planning Commission.

The Master Plan will continue to be amended as needed. Just as Peninsula Township continues to change, the Master Plan will keep pace with the growth, reflecting important amendments to the governing policies. The long-term vision, however, has been cultivated over a period of time and will continue to guide Master Plan issues as they arise. There are three cornerstones to developing the Master Plan in addition to the history of Peninsula Township planning:

- community goals for preserving the character of the Township
- the implementation plan (discussed in Chapter 5)
- the long-term vision for the Township (discussed in Chapter 6)

#### History of Peninsula Township Planning

Historically, the Master Plan evolved from an original Land Use Plan that was adopted by the Township in 1968. Numerous adaptations, plans, public input and millages have transpired since that time, which have culminated in the preparation of this plan. The important landmarks are summarized below:

1968	Original Master Plan adopted
1970	Sewer and Water Plan adopted
1972	Zoning Ordinance adopted
1974	Revised Master Plan adopted
1983	New Master Plan adopted. Concept of development changed from a south to north perspective to a shoreline to center perspective.
1988	Planning Commission began major review of the Master Plan, which resulted in the adoption of the Agricultural Preserve Map. The Sewer and Water Plan was also amended.
1990	A series of amendments included the addition of the agricultural area and the Prime Scenic View Map, resulting in an amended Future Land Use Map (refer to Map I in Appendix A).
1993	Comprehensive Plan Policies adopted
1994	Purchase of Development Rights (PDR) program supported by Township voters and funded through a millage designed to purchase development rights from eligible properties
2002	PDR program expanded by another millage vote. Planning Commission votes to reformat Master Plan
2004	Reformatted version of Master Plan adopted

### Community Goals for the Township

Prior to establishing goals for the Township, the citizens were asked to provide extensive input into the process. Focus groups, public opinion surveys, and various policy committees had an impact on formulating the policies for the Township. After a lengthy process, the Planning Commission formally adopted nine specific Master Plan Policies. Each policy was additionally defined by goals and actions. The policies are described in Chapter 3.

## ***Peninsula Township Master Plan***

### ***Chapter I***

#### ***Old Mission Peninsula History, Demographics, and Geography***

##### **Early Peninsula History**

Before Europeans settled the Old Mission Peninsula, Native Americans inhabited the northern area, concentrating near what is now the Old Mission Village. According to local historians, the Ottawa, Chippewa settlements on the Old Mission Peninsula predate European settlements by several centuries. The tribes took advantage of the moderate climate to cultivate corn, pumpkins, beans and potatoes in small gardens averaging from one to six acres. Trading with other tribes to the south, they also obtained apple seeds and by the time early European settlers came to the Peninsula, apple trees were already flourishing in their small gardens.



*Old Mission Church*

The Native American men supplemented their families' diets with fish and other wildlife, both of which proved to be quite plentiful in the area. Their dwellings, which were similar in construction to other Native American dwellings in the colder climates of North America, consisted mainly of windowless lodges, wigwams, and transportable tents. The native women were responsible for plaiting baskets, tanning deerskins, dressing game, weaving mats from rushes and cattail leaves, and rolling wild hemp for making fishing nets.

The Treaty of 1836 (signed during Andrew Jackson's presidency) mandated that the government provide schools, missions and reservation land to Native Americans. The main purpose of this treaty and an earlier one of 1830 was to encourage the Indians to move west of the Mississippi River, leaving the eastern United States to be developed by the growing population of European settlers. Economic conditions along the eastern seaboard coupled with new roads leading west and the immigration of more

Europeans led farmers and home seekers to settle in the lake plains territories. Shipment of their produce to eastern markets became more economically viable with flatboats on the Ohio River and the Erie Canal. However, most of the newcomers to Michigan territory settled in the southern part of the territory. There was no immediate push for land in northern Michigan, thus an Indian settlement on Old Mission Peninsula was considered acceptable to the government.

In accordance with the education and mission objectives stated in the Treaty of 1836, a small boat powered by four Native American oarsmen, carried the Reverends Peter Dougherty and John Fleming, to the shore of Old Mission in May of 1839. Henry Schoolcraft, who negotiated the 1836 Treaty on behalf of the United States, encouraged Reverends Dougherty and Fleming to move from the Elk Lake area in Antrim County to the Peninsula. As soon as the two ministers arrived on the Peninsula, they immediately befriended the chief of the tribe, Ah-go-sa, who promised to build Reverend Dougherty a house. By autumn, the promise was fulfilled and a small house was built from logs cut from the nearby woods. Within two years, more people had moved to Old Mission and four more dwellings were added to the community. In 1840, a log house in Elk Rapids was dismantled and taken across the bay to Old Mission. Most of these logs were used to build the first schoolhouse. Reverend Dougherty and his wife, Maria, built the first frame house in the Grand Traverse region in 1842, known as The Dougherty House, which still stands today.



*Dougherty House*

By 1850, hundreds of forested acres had been cleared and planted with corn and potatoes. Forty log dwellings had been constructed in addition to the church, schoolhouse and mechanic

shops. The small thriving community also included a dock and three village stores. In 1850, the State Constitution was revised to allow Native Americans who were not members of any tribe to become citizens and purchase government land since their reservation of land had expired however, land on Old Mission Peninsula was not included. This revision allowed the Indians to be dispossessed when there was a demand for the land by European settlers. There was a growing fear that the Treaty of 1836 would no longer provide goods and services to the Native Americans residing on Old Mission Peninsula. The threat of dispossession, potential changes to the services being offered, and the con-

tinuing influx of European settlers to the area, caused Reverend Dougherty and the Native Americans to be suspicious of the government's intentions. As a result, Reverend Dougherty and a number of Native Americans moved across the bay to establish a new village (Omena), which they called New Mission. Others fled to Canada. By 1854, European settlers in the village numbered 216.

## **Education**

In the fall of 1851, the schooner Madeline brought five young men to the Old Mission Harbor. While the five were all good sailors, their education was severely lacking. With the intention of improving their reading and writing skills, the sailors hired nineteen year-old S.E. Wait for 20 dollars in gold per month to teach them how to read and write. The Madeline was subsequently sailed around to Bowers Harbor, where she was anchored for the winter. The schooner's cabin was converted into a classroom, and the men spent many hours under Mr. Wait's tutelage that winter. There is a large boulder with the plaque honoring S.E. Wait along the shore not far from the Boat House in Bowers Harbor.

Education was a primary concern of the Township residents and the first school was held in Reverend Dougherty's church. Eventually, there were six school districts in Peninsula Township offering education up to eighth grade, they were: Old Mission – 1853, Bowers Harbor – 1864, Mapleton – 1865, Archie – 1883, Stoney Beach which replaced Archie after it burned down, Ogdensburg – 1884 and Maple Grove – 1904. The schools were located so that no student would have to walk more than one mile to school. Students then attended high school in Traverse City or Elk Rapids. The school district was consolidated in 1955, resulting in the construction of the Old Mission Peninsula School, presently serving 260 elementary students.

## **Local Government**

Grand Traverse County and Peninsula Township were organized in 1853. The Township held its first meeting that year, establishing a school district and hiring its first teacher, Elisha Ladd. European settlers continued to migrate to Old Mission Peninsula. The first census, taken in 1860, indicated a total population of 421 people; 36 percent had emigrated from other countries, 64 percent had come from other states.

## **Agriculture**

Agriculture continued to play an important role in the lives of early Township residents. A group of settlers hired a state geologist to survey the area and prepare a report. The findings indicated that the climate and soils were favorably suited for fruit production. Shortly after publication of the report, George Parmalee planted cherry trees. Other pioneers followed Mr. Parmalee's example, concentrating on developing orchard agriculture on the Peninsula. By 1904, the census indicated that 1369 acres of apples and 202 acres of cherries were planted. In recent years a number of landowners have planted grapes for wine production, currently a growing industry on the Peninsula.

Industries that supported agriculture were also developing. While there has traditionally been little heavy industry on the Peninsula, industries such as a vinegar factory, barrel making and fruit drying played an important role in the early to mid-twentieth century. While none of these businesses exist today, the Peninsula is currently home to agriculturally based industry, such as fruit processing plants and wineries.

## **Transportation**

To support the increase in agricultural production and summer vacationers, boat traffic increased on the bay. Large sailing vessels and steam ships carried passengers and agricultural products to the natural harbors found at Old Mission and Bower's Harbor where large docks were built to accommodate these ships. As a result of the sinking of a large ship on a rocky shoal that extended out into the bay, the government granted \$6,000.00 for the construction of a lighthouse on the northern point of the Peninsula. Construction of the lighthouse on the 45<sup>th</sup> parallel was completed in 1870.

The first public road in Grand Traverse County was built in 1853 by volunteers and stretched from Traverse City to Old Mission. Early roads on the Peninsula followed Indian trails, which later became Peninsula Drive and East Shore Road. As travel by automobile overtook travel by boat in the early part of the twentieth century, more roads were built and improved.

## **Tourism**

In addition to an agricultural economy, Peninsula Township has historically drawn upon the natural beauty of the area to attract summer residents and tourists. Summer resorts, which are still found at Old Mission Point and Neah-ta-Wanta, have flourished since the late 1800s. However, with the increase in winter activities, tourism throughout Northern Michigan has grown into a year-round industry as evidenced by the National Cherry Festival in Traverse City, golf competition, classic car and boat shows, ski resort celebrations, and wine tasting festivities throughout the year.

A rich agricultural heritage and abundant natural resources combine to make the Township a unique place to live, work and play. Year round and seasonal residents alike are intent upon preserving the unique character of the Peninsula. The community has grown to accommodate families, farmers and tourists in a harmonious setting with plans to preserve the agricultural and rural aspects of the Peninsula.



*Neah-ta-Wanta Inn*

## **Geography**

### Location

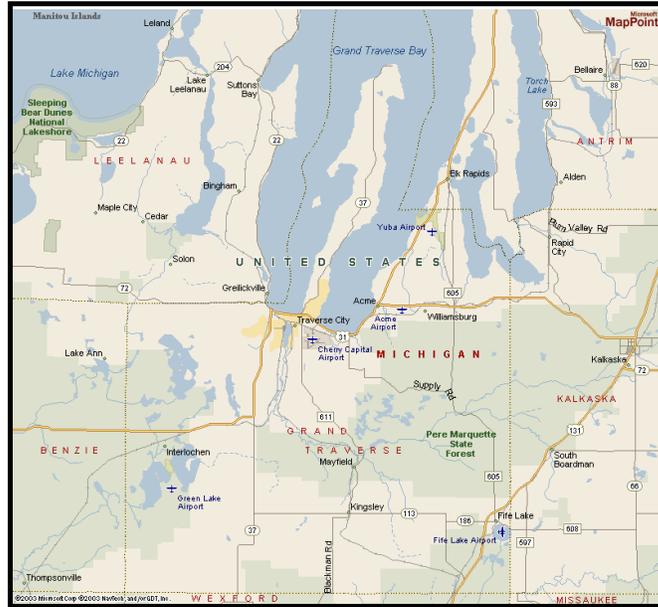
Peninsula Township is perhaps Michigan's most unique and scenic township (refer to Map 2 for location). It encompasses the Old Mission Peninsula, which extends approximately sixteen miles into Grand Traverse Bay, splitting the bay into its East and West arms. Ranging in width from one to three miles, there are 47 miles of shoreline along the bays. Total acreage on the Peninsula is 17,755 acres, separated into the following zoning categories:

12,320 acres zoned agricultural

5,400 acres zoned residential

35 acres zoned commercial

# LOCATION MAP



### Topography

Glacial topography on the Peninsula consists of rolling hills, valleys and wetlands (refer to Map 3 for Soil and Slope map). Some bluffs rise dramatically from the shores of the bay to over 200 feet in elevation, affording spectacular views of East and West Bay. The hills and soils provide excellent conditions for orchards and vineyards.

### Soils

The soil types of Peninsula Township that make the area well suited for agriculture include the Emmet-Leelanau association. Emmet-Leelanau soils are described as well drained, slightly acidic to neutral sandy loam and loamy sand occurring on gently to steeply sloping areas. Fruit crops, such as cherries, apples and grapes grow well in this soil type. The Tart Cherry Site Inventory Map illustrates the areas of the Peninsula where these crops grow best (refer to Map 4 for the Tart Cherry Site Inventory Map).

### Climate

Climate combines with topography and soil types to make Peninsula Township a uniquely ideal area for agriculture, particularly for fruit crops. Classified as humid continental cool summer climate, weather is moderated by the presence of the two bays. The microclimate, tempered by the insulating quality of the bays, results in a longer growing period. The frost-free season on the Peninsula ranges from 140 to more than 150 days compared to less than 100 days inland near Fife Lake. Annual snowfall averages 120 inches in the southwest portion of Grand Traverse County, compared to less than 90 inches on the Peninsula. Vulnerable buds are protected from early frost and harvests are protected from late season frost.

### **Demographics**

Population growth in Peninsula Township and Grand Traverse County has increased steadily since the 1930s as indicated in the following table:

<b>Year</b>	<b>Peninsula Population</b>	<b>% Change from Previous Decade</b>	<b>Grand Traverse County Population</b>	<b>% Change from Previous Decade</b>	<b>Peninsula Township as a % of Grand Traverse County</b>
1930	1,107	3.5	20,011	13.5	5.5
1940	1,146	33.5	22,702	22.5	5.0
1950	1,531	31.4	27,826	17.4	5.5
1960	2,013	31.2	32,687	17.0	6.2
1970	2,642	45.1	38,169	43.5	6.9
1980	3,883	47.0	54,899	43.8	7.0
1990	4,340	11.8	64,273	17.1	6.8
2000	5,265	21.3	77,654	20.8	6.8

Source: U.S. Census Bureau, Census 2000 and Peninsula Township Comprehensive Plan, as amended through January 10, 2001

In the 2000 census, the average household size for Peninsula Township was 2.45 persons.

A more detailed breakdown of the most recent census data helps to characterize Peninsula's population. Comparing education levels, income levels, and age characteristics, can lead to a more comprehensive understanding of how Peninsula Township residents compare with Michigan and the United States. The following table serves to illustrate these important characteristics:

<b>Subject</b>	<b>Peninsula Township</b>	<b>Michigan</b>	<b>United States</b>
<i>Education Level:</i> High School Bachelor's Degree Graduate or Professional Degree	13.1% 30.1% 23.2%	31.3% 13.7% 8.1%	28.6% 15.5% 8.9%
<i>Income Level:</i> \$0-24,999 \$25,000-49,999 \$50,000-74,999 \$75,000-99,999 \$100,000-149,999 \$150,000-199,999 \$200,000 or more	5.4% 18% 22.8% 13.9% 18.3% 10% 11.7%	17.9% 28.1% 23.5% 14.2% 1.1% 2.7% 2.5%	20.8% 29.1% 22.3% 12.5% 9.6% 2.7% 2.9%
<i>Age:</i> Under 18 years 18-24 years 25-44 years 45-64 years 65 years and older	23.1% 4.2% 19.3% 33.5% 19.9%	26.1% 9.4% 29.8% 22.4% 12.3%	25.7% 9.6% 30.2% 22.0% 12.4%

Source: U.S. Census Bureau, Census 2000

Please note that the educational data include children under the age of 18 years. Thus, the reader is cautioned that the educational data (showing an apparent population of 33.6% without a high school degree) includes 23.1% of the population under the age of 18 years. As a result, the implied percentage of the adult population lacking a high school degree is 10.5%.

As the table indicates, the demographics of Peninsula Township's citizens differ from the general population. Education levels are significantly higher in the Township population when compared to Michigan and the United States. Income levels for Township residents are somewhat higher than the general population in the state and nation. Peninsula Township also has a greater proportion of residents over the age of 45 than either the state of Michigan or the United States.

The natural beauty and quality of life offered in Peninsula Township continues to draw people to the area; therefore, managing growth patterns to optimize and protect these characteristics of Peninsula Township is the primary objective of the Master Plan.

## **Peninsula Township Master Plan**

### **Chapter 2**

#### **Land Preservation**

##### **Preservation Planning**

Formal planning for the Township began in 1968. Growth management issues of a steadily increasing population drove a number of subsequent revisions to the original plan. Preservation of agricultural land and scenic views, residential patterns, public services, and zoning ordinances were the major issues addressed in the revisions.

The first Master Plan, adopted in 1968, envisioned a ring-type growth that extended in a radial pattern from Traverse City. In 1970, plans for providing sewer and water services were adopted by the Township. Grand Traverse County, the City of Traverse City and the surrounding townships including Peninsula, worked together to develop the resulting regional Sewer and Water Plan.

By 1983, it had become apparent that Peninsula Township's residential growth was not following the ring-type pattern but rather had concentrated along both shores and was extending inland toward the center of the Peninsula. The second version of the Master Plan reflected this change in residential development patterns. The revised plan, adopted in 1983, addressed the resulting needs in road capacity, sewer and water facilities, and parks and recreation.

Township residents had also become increasingly aware of development pressure in agricultural areas and this led to "growth management" as a planning concept. As a result, priority was placed on managing where future growth would occur in order to preserve the rural character and scenic views in Peninsula Township. Agriculture was viewed as the Township's major industry and its continued viability was seen as a major factor in the preservation of rural character.

##### **The Importance of Preservation**

With residential increase, additional development pressures were placed on agricultural land. The following were contributing factors:

- urban unrest at the end of the 1960s encouraged an out migration from the central cities to rural

areas;

- more people buying second homes and retirement homes resulted in rural encroachment;
- economic changes taking place in the agricultural sector; i.e., younger people leaving the farm, declining farm profits, and changes in type of crop production affecting the whole farming sector; lands well suited for agricultural production becoming prime sites for residential development;
- residential development taking place on prime scenic view lots.

In response to the pressures being placed upon agricultural and scenic view properties, the Township wanted to prevent the loss of valuable agricultural land. To help determine corrective actions, the Township assembled focus groups and commissioned surveys of both land owners and residents.

A total of five focus groups were assembled to provide a forum for expressing concerns and proposing alternatives to the continued development of prime agriculture and scenic view properties. Educational speakers were invited to address Township residents' questions. A media campaign was launched to make township residents aware of these issues using newsletters, television, radio and newspaper coverage of the issues. In addition, maps were prepared using a Geographic Information System (GIS) to illustrate the relationship between agricultural and residential development. The surveys and studies indicated that Township residents considered residential development to be a potential threat to agriculture, and this in turn threatened the loss of open space and rural character in Peninsula Township.

Township residents also learned that as populations increase, the per capita costs of providing services also increases. (For example, the annual per capita cost of Township services increases from approximately \$100 per person to \$300 per person as the population grows from 5,000 residents to 25,000 residents. The more rural the area, the less demand on infrastructure and therefore, the lower the per capita cost for services.)

Furthermore, studies showed that another economic driver for preservation was increasing land costs. As residential development continued to grow, farmers found it difficult to continue farming because their land costs also increased. They were less likely to expand their holdings if they had to buy more expensive property. The higher price placed on farmland located in the path of development made selling the farm an attractive option. Over 850,000 acres of agricultural land were lost in Michigan in the ten years between 1982 and 1992. Peninsula Township followed the state's trend in farmland loss.

In addition to economic incentives for preserving the Township's prime agricultural land, there were also aesthetic reasons for preservation. A survey conducted in 1990 to determine the views of Peninsula residents indicated that Township residents were strongly in favor of limiting development, preserving agriculture, maintaining the historic areas and preserving scenic views (refer to Map 5, Agricultural Preserve Area Prime Scenic View Map, Appendix A). Residents were concerned that increased development might endanger the attributes of Peninsula Township that had drawn them to the area initially. The survey also revealed that residents were committed to providing a framework to preserve agricultural land.



*View of orchard from Center Road*

**Programs  
cultural Land**

**for Preserving Agri-**

In response to the concerns of its citizens, Peninsula Township adopted a number of different tools to aid in preserving agricultural land, including:

1. Economic Tools: to preserve agricultural land through the Purchase of Development Rights, state purchased easements, conservancy purchases and American Farmland Trust purchases
2. Regulatory Tools: Plan Unit Development and Special Use Permits, (intended to encourage creative development and open space), Zoning Ordinance and agricultural clustering

Township residents formally adopted the Purchase of Development Rights (PDR) program in 1994 by voting in a tax millage to support the program. The PDR program pays farmers to keep their land in agricultural production or as open space. A completely voluntary program, PDR allows farmers to receive money for the development value of their land and keep the farmland for their business. A reduction in property tax is also realized for land kept in agricultural use.

The PDR program was further supported by grants from the State of Michigan, the U.S.D.A., the Michigan Department of Transportation, and the American Farmland Trust. By the end of 2001, the PDR program and other programs had preserved 4,000 acres of agricultural land.

Township residents approved another millage increase in 2002 which generated additional monies. The additional funds enabled the Township to increase the coverage of the program to purchase the Development Rights on an additional 3,000 to 4,000 acres (refer to Map 6, Agricultural Preserve Area, Conservation Easements in Appendix A).

### ***Property Eligibility***

Several physical and economic factors are taken into consideration when determining if a property is eligible for the PDR program. The property must be included in the Agricultural Preserve Area highlighted in green on Map 5, Peninsula Township Agricultural Preserve Area Prime Scenic View Map, Master Plan 2003 (refer to Appendix A). The PDR Ordinance defines the program.

### ***Summary***

The PDR program provides an innovative way to preserve agricultural land, which is a primary component of the Township's economy. PDR also serves to protect the unique aesthetic qualities of the Township. The Township continues to look for ways to preserve the rural character of the Peninsula by enhancing the PDR program with other planning tools, such as clustering and transfer of development rights.

## **Chapter 3**

### **Land Use Policies**

#### **Introduction**

Following the results of the survey 1990, which gave the Township a clear direction for the preservation of agriculture and rural character of the Peninsula, the Planning Commission formed policy committees charged with developing policies that would reflect the citizenry's desire for growth management. The following areas were addressed:

1. Agriculture
2. Residential
3. Commercial and Industrial
4. Parks and Recreation, Public and Semi-Public Land
5. Transportation and Roads
6. Water and Sewer
7. Public Facilities
8. Historical Preservation
9. Natural Resources

After the committees had prepared the policies, public hearings were held and final revisions were made. On August 16, 1993, the Planning Commission unanimously approved the adoption of the policies, resulting in amending the Master Plan to include the policy statements. Goals and actions taken to meet the established objectives also accompanied the policy statements.

The policies are periodically revised and reviewed by the Planning Commission, with the most recent revision being approved for inclusion in this Master Plan. However, not all the action proposals have been implemented at this time.

#### **Agricultural Policy**

The Agricultural Policy Committee was responsible for developing policies for the protection of agricultural resources and related issues specific to Peninsula Township. The policies also incorporated elements of the Right to Farm legislation and the Michigan Department of Agriculture's *Generally Ac-*

cepted Agricultural and Management Practices (GAAMPs).

<p><u>Policy</u></p> <p>The agricultural industry of Peninsula Township is currently based on fruit production. Approximately 10,000 acres or 58% of the land area of the township is currently being used for active agricultural production. The climate, significant changes in elevation and proximity to water make the area unique for this agricultural activity. The same characteristics that make this area so desirable for fruit production also lead to pressure for residential development.</p> <p>Moreover, Peninsula agriculture is characterized by an increasing farm size through consolidations, increasing median age of the farmer, years of low production and high prices, to years of high production and low prices leading farmers to consider ways to raise funds during periods of low income by selling all or a portion of their farmland for residential purposes.</p> <p>However, farming on the Peninsula requires activities that lead to issues of incompatibility with adjacent non-farm residential development. Nonetheless, both farmers and non-farm residents alike prefer that existing farmlands be preserved.</p> <p>It is the policy of Peninsula Township to protect, preserve and enhance agricultural and open space lands as evidenced by the Peninsula Township Master Plan including open space policies, the Farmland and Open Space Preservation Act of 1974 (P. A. 116), the Historic and Conservation Easement Act and the Township Ordinances regulating land use by zoning and subdivision control. However, these policies and regulations, by themselves, have not been wholly effective in providing long-term protection of farmland, shoreline and open space lands under the pressure of increasing urban development.</p>	
<p><u>Goals</u></p> <ul style="list-style-type: none"> <li>• Preserve the unique and prime agricultural land on Old Mission Peninsula for present and future generations</li> <li>• Protect the agricultural industry from the effects of residential development in close proximity to farms by minimizing the conflicts between farming operations and residential uses</li> </ul>	<p><u>Actions</u></p> <ul style="list-style-type: none"> <li>• Continue the program for purchase and/or transfer of development rights as a method of preserving the agricultural industry</li> <li>• Encourage residential clustering and donations of conservation easements and develop additional practical alternatives for farmers to reduce the necessity to convert prime farm land to other uses</li> </ul>

<u>Goals (continued)</u>	<u>Actions (continued)</u>
<ul style="list-style-type: none"> <li>• Resolve the conflict that exists between the agricultural economic hardships of farming on land that has a high residential value and the desire to maintain the rural character by Township residents</li> <li>• Rely on state and federal regulations that apply to agriculture and not pre-empt them with local regulations</li> <li>• Inform the population regarding the nature of normal agricultural activities</li> <li>• Allow farmers to produce, process and market at wholesale and retail the products grown on their property (added by Zoning Ordinance Amendment No. 139 in 2002)</li> </ul>	<ul style="list-style-type: none"> <li>• Enumerate the practical requirements of agriculture and specify how those requirements interact with other uses in the Township, such as land development patterns</li> <li>• Plan for the issues related to agriculture such as buffers, farm markets, roadside stands, non-agricultural uses within the agricultural district, processing plants and entertainment farms and develop or revise regulations if needed, regarding these issues</li> <li>• Maintain two-way communications with the agricultural community through the use of surveys, special committees, focus groups, and task forces</li> <li>• Limit allowed uses on agriculturally zoned land to those directly related to the operation of a farm, except for residential uses. Continue to review methods of reducing trespass and complaints against farmers for normal agricultural activities. Include a list of normal agricultural activities that take place on the Peninsula in a landowner's guide, so residents are informed about the agricultural industry</li> </ul>

**Residential Policy**

The Residential Policy Committee was responsible for developing policies that would maintain sensitivity to the natural characteristics of the Peninsula.



*Wakulat Subdivision*

Policy

The geographical beauty and unique rural character of Peninsula Township are reasons many residents have chosen to live here. Development must be carefully planned to insure the preservation of quality of life and environment.

Developments and housing should be limited to what the land and infrastructure can accommodate

Goals

- Provide for a variety of low impact, environmentally sensitive housing. Preserve historic sites, prime agricultural land, open space, scenic corridors and prime scenic views that will maintain the scenic rural characteristics of the peninsula
- Consider planned unit developments and clustering as essential elements for preserving the quality of life and environment
- Discourage fragmented development patterns resulting from metes and bounds splits
- Base overall density for the township on the carrying capacity of the land, water, and the ability, as well as, the desire to provide infrastructure
- Anticipate residential uses near the commercial areas and design them to create a village atmosphere
- Encourage landscape techniques that emphasize the rural and wooded qualities and natural habitats of the peninsula
- Discourage residential development along ridgelines

Actions

- Adopt an incentive system tailored to meet our unique scenic and agricultural concerns to encourage environmentally sensitive development
- Review and simplify Planned Unit Development procedures to facilitate their use
- Adopt a site plan review procedure that will scrutinize all sites, including metes and bounds parcels to eliminate fragmented development patterns
- Incorporate lighting, landscaping, tree protection, consolidation of driveways, visibility from roadways, utility placement, and preservation of scenic views and environmentally sensitive areas into the site plan review
- Use 'conservation easements' and 'purchases or transfers of development rights' as a means of preserving open space components
- Modify the Master Plan and implementation regulations to decrease the number of allowed curb cuts, consolidate driveways, increase lot widths along primary roads and increase the distance between points connecting private roads to county primary roads

<u>Goals (continued)</u>	<u>Actions (continued)</u>
<ul style="list-style-type: none"> <li>• Discourage strip residential development along the roadways to insure safety and function of the primary road system and to maintain rural character</li> <li>• Eliminate overhead utility lines where they interfere with views</li> <li>• Reduce conflicts between private water frontage use and shared use, including public access</li> <li>• Preserve night sky visibility (see Natural Resources Policy)</li> </ul>	<ul style="list-style-type: none"> <li>• Expand the number and type of home occupations in light of current technology as long as specific standards are applied so that they do not change the character of the neighborhood where they take place</li> <li>• Quantify the carrying capacity of the township based on natural constraints and on township policy. Refer to carrying capacity when making decisions concerning density</li> <li>• Consider possible village centers at Mapleton, Bowers Harbor and Old Mission</li> <li>• Publish a landowner's guide, referencing development techniques, regulations and environmental practices (example: Grand Traverse Regional Guidebook)</li> <li>• Develop standards and buffering techniques for shared water frontage and public use frontage sites</li> <li>• Review and modify the Zoning Ordinance as necessary to ensure night sky visibility</li> </ul>

**Commercial and Industrial Policy**

The Commercial and Industrial Policy Committee was responsible for identifying the long-term commercial and industrial needs for the Township.



*Mapleton Grocery and Hardware*



*Old Mission General Store*

Policy

Agriculture and suburban residential uses, including home occupations, compose the primary economic base of Peninsula Township and help to maintain its rural ambiance. In keeping with this characteristic, commercial retail uses have been traditionally limited to serving the needs of township residents. Current commercial activity is primarily taking place in Bowers Harbor and in Mapleton, although there are also isolated commercial activities that pre-date the Master Plan and zoning regulations. Peninsula Township believes that concentrated commercial areas are more desirable than sprawl.

Goals

- Maintain existing commercially zoned districts without creating new ones. Should a need arise to expand commercial areas in the future, expansion should only be considered adjacent to the commercial areas of Bowers Harbor, Mapleton and Old Mission
- Continue the tradition of serving only the needs of the township with future commercial developments
- Limited road capacity for increased truck traffic and the character of the Peninsula preclude the expansion of manufacturing and warehousing activities
- Commercial golf courses are recognized as a legitimate land use, but should be subject to environmentally sound management practices (see Natural Resources Policy)

Actions

- Rezoning of land for commercial uses should not be considered
- Review agricultural uses that are commercial in nature for their applicability to the above policies

***Parks and Recreation, Public and Semi-Public Land Policy***

The Parks and Recreation Policy Committee was responsible for assessing the Township’s recreational needs including: possible expansion and improvement of parks, bike paths, walking trails, beaches, tennis courts, and baseball diamonds. The Committee was also asked to assess the need to acquire facilities. In addition, the Committee also investigated the need for increased programmed recreation such as festive events, arts and craft fairs and races.

Policy

Peninsula Township has an elected park board that oversees the development and operation of parks and also recreation programs. Peninsula Township currently owns and/or maintains:

- Archie Park
- Haserot Park
- Bowers Harbor Park
- Lighthouse Park
- Old Mission Lighthouse
- Old Mission Cultural Center



*Bowers Harbor Park*

Grand Traverse County owns and operates Power Island as a County Park. The Department of Natural Resources operates two launch sites: Center Road at East Shore Road and Bowers Harbor at Peninsula Drive

The State of Michigan has leased the Lighthouse Point State Park to Peninsula Township for operation. The lease will continue until Peninsula Township or the State of Michigan decides to terminate the lease. Traverse City Area Public School District owns and operates the Old Mission Peninsula School.



*The Lighthouse at the point*

The Township owns and/or operates several cemeteries and the Old Mission Peninsula Library. Old Mission Conservancy has acquired property including Pyatt Lake for a nature preserve.

Goals

- Continue to maintain and improve our current parks and seek expansion of public water access
- Preserve scenic vistas and provide scenic turnouts

Actions

- Encourage a pro-active stance regarding park maintenance, improvements and expansion
- Consider expanded recreation programs such as team sports, swimming lessons and nature walks

<p><u>Goals (continued)</u></p> <ul style="list-style-type: none"> <li>Recognize our roadways' recreational use and emphasize this by encouraging/preserving/maintaining their potential</li> </ul>	<p><u>Actions (continued)</u></p> <ul style="list-style-type: none"> <li>Purchase property for scenic turnouts and encourage the preservation of scenic vistas</li> <li>Acquire land for public parks at the south end of the Township. Determine active or passive uses, size and location to serve the residents in the general area</li> <li>Research Scenic Beauty Road alternatives</li> <li>Research the feasibility of widened shoulders for parking and an easement for bay access for ice fishing along Center Road</li> <li>Consider the potential for using Township facilities such as the Township Hall, Fire Station and Township Library for group recreational uses</li> <li>Consider a non-motorized plan for less traveled roads in the Township such as Peninsula Drive north of Bowers Harbor</li> </ul>
---	--

***Transportation and Roads Policy***

The Transportation Policy Committee was responsible for Peninsula Township’s road development and maintenance plan, road standards, and carrying capacities. In addition, the Committee investigated the viability of the central roadway corridor and evaluated alternative paths of travel from north to south.

Policy

Peninsula Township, which comprises twenty-seven square miles of land area, is an irregular shape varying from less than one to more than two and one-half miles in width to approximately seventeen miles in length. Although the highest population density occurs primarily at the south end of the peninsula adjacent to Traverse City, there are also scattered enclaves of residential development the entire length of the peninsula on both bays. The major north-south roads, Peninsula Drive, Center Road, Bluff and East Shore Road, carry the heaviest flow of traffic while several roads provide east-west access. All of the aforementioned roads

Policy (continued)

become heavily traveled during daily peak traffic periods, especially in the summer months. These roads do not have passing flares or other means of facilitating heavy traffic flow. Because of Peninsula Township's configuration, it does not appear that additional arterial roads would be feasible.

Goals

- Provide for a road system that encourages traffic to move safely and smoothly while maintaining a rural, agricultural ambiance in the township
- Encourage access to a public transportation system that offers an alternative to private vehicular traffic
- Provide for pedestrian movement in areas of higher density, such as neighborhood school districts and commercial areas
- Provide for pedestrian links between subdivisions
- Provide a system that would accommodate non-motorized recreational traffic without conflicting with vehicular traffic
- Maintain the integrity of the existing road system
- Identify roads that might qualify for a designation as "Natural Beauty Road" or a "Scenic Heritage Road"

Actions

- Develop a transportation plan for the township that will carry out the foregoing goals. In this regard, careful consideration should be given to the type, amount and location of future growth on the Peninsula in order to permit ease of traffic movement and accessibility
- Consider expanding elements of traffic management through road design, access controls, passing lanes, signs, flow control and use regulations on adjacent property
- Establish a hierarchy of roads that will distinguish between levels of use according to their function such as arterial, collector, local and residential
- Encourage street designs that provide low access quiet streets with limited through traffic. Where collector or arterial roads are part of the subdivision, they should connect to adjacent properties, but individual lots should only front on low access streets
- Keep road ends open to the public and provide fencing, buffering and/or maintenance to minimize adverse impacts on adjacent properties
- Require a plan for internal pedestrian movement and pedestrian links to adjacent subdivisions as conditions of approval for subdivisions, condominium subdivisions and planned unit developments

**Water and Sewer Policy**

The Water and Sewer Policy Committee was responsible for developing policies related to septic tank maintenance programs, water treatment plans, utility service districts (using existing and future technology), water quality needs and preservation (refer to Maps 7, Existing and Proposed Sewer Lines; Map 8, Current Sewer Service Areas; and Map 9, Existing and Proposed Water System).

<p><u>Policy</u></p> <p>In order to maintain the highest possible quality of air, land and water, the Township must prevent pollution rather than clean it up afterwards.</p> <p>The Township recognizes that one of the primary means of sewage disposal will be in individual septic systems.</p> <p>The Township should take a pro-active stance regarding safe water supplies and effective sanitary sewage disposal systems.</p>	
<p><u>Goals</u></p> <ul style="list-style-type: none"> <li>• Evaluate and identify the need for future water and sewer service districts</li> <li>• Adopt measures to insure that the continued use of septic systems does not degrade water quality</li> <li>• Base the plan on soils and density of development</li> <li>• Consider secondary and tertiary effects of any proposed action such as sewer induced growth</li> <li>• Consider cost-effective sampling and environmental assessments where necessary. This monitoring should include:             <ul style="list-style-type: none"> <li>* the quality of surface water and groundwater (See Natural Resources Policy)</li> </ul> </li> </ul>	<p><u>Actions</u></p> <ul style="list-style-type: none"> <li>• Protect the public health and ground and surface water quality, by considering adopting an ordinance to assure that existing and future individual sewage disposal systems are functioning properly.</li> <li>• Make information available to homeowners regarding the proper maintenance and operation of private systems. Make information available regarding ground water and surface water pollution from lawns and other sources</li> <li>• If the Township Board believes new utility systems offer a cost-effective improvement to current systems, the Board should provide information on such systems and should take the initiative to coordinate citizen groups and organize special assessment districts for utilities as needed</li> </ul>

<u>Goals (continued)</u>	<u>Actions (continued)</u>
<ul style="list-style-type: none"> <li>* the status of water supply and sewage disposal systems; chemical and biological levels in the soils and groundwater including nitrates, phosphates, chemicals such as pesticides and herbicides</li> <li>* biological contaminants such as fecal coliform bacteria</li> <li>• Where environmental contamination is threatened or present, the Township should investigate and review alternatives for corrective action, including such measures as proposing the installation of community sewer and water systems and/or other technology offering desirable results</li> </ul>	<ul style="list-style-type: none"> <li>• Insure that all central water and sewer systems conform to the requirements of the County Department of Public Works before the Township Board takes over ownership and operation to protect the public health and the quality of ground and surface water</li> <li>• Work with the Grand Traverse County Department of Public Works to provide for the collection and treatment of septage and holding tank waste</li> <li>• Encourage homeowners to maintain effective private sewage disposal systems and take prompt action to correct deficient systems</li> <li>• Encourage homeowners to upgrade individual systems</li> <li>• Encourage homeowners to join other homeowners to establish a common drain field or cluster system</li> <li>• Encourage homeowners to connect to a public sanitary sewer system</li> </ul>

**Public Facilities Policy**

The Public Facilities Policy Committee was responsible for developing a capital improvement policy that would include a long term analysis of public facilities and services, such as: Township offices, Fire Department, libraries, schools, police and medical emergency services. Equipment needs and facility locations were also evaluated.



*Peninsula Township Hall*

Policy

Peninsula Township's population increased 11.8% from 1980 to 1990 and has increased 21.3% during the last decade. The 2000 census of population for the township is 5265, while the seasonal (summer) population adds an additional 735. The rate of growth for the surrounding communities has been five times more rapid than that of the rest of the state. If current trends continue, this same rate of increase would give the Township 6800 year round residents by the year 2010 and a seasonal population of 8,000. In addition, the median age will increase beyond 46.7 years. These statistics tend to indicate that the increased population would demand an expansion of public services (U.S. Census Bureau, Census 2000).

Goals

- Continue to provide for efficient township government services including fire and police protection, educational facilities and the township library that define the township's quality of life
- Centrally locate new facilities for efficiency and convenience
- Continue to improve the quality of life of Peninsula Township residents

Actions

- Investigate the need for an additional fire station on the northern one-third of the peninsula
- Plan for additional personnel and additional equipment as the population increases
- Consider the need for additional police protection
- Pursue the location and purchase of additional properties for government services
- Form a committee consisting of representation from the Planning Commission and Township Board for the purpose of developing a capital improvements program in accordance with State mandates
- Consider converting the 1876 original township hall to a community center and building a new meeting room for governmental activities.

**Historical Policy**

The Historical Committee was responsible for reviewing Peninsula Township history. In addition, they were asked to determine if a policy to preserve areas of historical significance in the Township was warranted. The Committee identified specific buildings and/or areas of historical or archaeological significance and developed policies to recognize and preserve the designated sites.



*Centennial Farm*

<p><u>Policy</u> Residential, commercial and agricultural development on the Peninsula has accelerated within the past twenty years and from all indications is expected to continue. Over the course of this development, historical sites important to the understanding of Peninsula Township's unique past and current community characteristics face the danger of becoming lost. The commission feels, therefore, that this community's history should be recognized and preserved.</p>	
<p><u>Goals</u></p> <ul style="list-style-type: none"> <li>• Identify and recognize structures and locations of historical significance. Such places as Old Mission Harbor, Neah-ta-wanta, the area adjacent to the lighthouse, Archie Park, Bowers Harbor, Council Oak, Ogdensburg and Mapleton should initially be recognized (as suggested by the members of the Historical Committee)</li> <li>• Encourage the establishment of historical preservation districts</li> </ul>	<p><u>Actions</u></p> <ul style="list-style-type: none"> <li>• Establish historic districts and/or locations with zoning ordinance guidelines which will establish setbacks, facade design treatments, location of buildings and possible prime scenic views</li> <li>• Encourage preservation of designated buildings such as barns, historic homes and other structures that contribute to the character of the Township</li> </ul>

<u>Goals (continued)</u>	<u>Actions (continued)</u>
<ul style="list-style-type: none"> <li>• Include references to Peninsula Township's historical past, including Pre-European settlements, in the Master Plan</li> </ul>	<ul style="list-style-type: none"> <li>• Consider the possibility of historic overlay zones where it would be feasible to protect the historic integrity of a sizeable area</li> <li>• Establish a Historic Preservation Commission whose assignment would be to: <ul style="list-style-type: none"> <li>* Continue to accumulate historical material through research and contribution</li> <li>* Suggest further development and use of historic sites</li> <li>* Encourage preservation of historically significant structures such as the Dougherty House</li> <li>* Describe Old Mission Peninsula history from early human habitation until the present time</li> <li>* Research farms that qualify for Centennial Farm Status and encourage their designation as Centennial Farms</li> </ul> </li> </ul>

***Natural Resources Policy***

The Natural Resources Committee was responsible for developing a policy to preserve natural resources and open space. Specific natural resources were also identified including farms, scenic views and wetlands.

Policy

Peninsula Township integrates elements of rural, agricultural and natural beauty that compliment and support each other. The sense of open space is created by panoramic views which overlook agricultural acreage interspersed with uncultivated fields and mature stands of deciduous and coniferous trees. The framing of many of these views with the sight of clean, open bay waters, creates a spectacularly spacious effect. The fact that in many areas existing residential development is shielded from general view by trees or by placement in lower shoreline areas allows both the impression and to some extent, the reality, of low density vista.



*Haserot Beach*



*Vineyard View*

<u>Goals</u>	<u>Actions</u>
<ul style="list-style-type: none"> <li>• This is a unique area where we can grow certain crops as well as or better than anywhere else. The panoramic views, agriculture and open spaces, woodlands, wetlands and dark night sky are all considered valuable natural and aesthetic resources which should be protected</li> </ul>	<ul style="list-style-type: none"> <li>• Bring all sewage disposal systems into compliance with current health standards to maintain and improve the quality of Grand Traverse Bay waters and ensure compliance with those standards when property is sold or transferred (see Sewer and Water Policy)</li> <li>• Employ guidelines that would prevent overloaded septic system areas</li> <li>• Investigate the plausibility of alternative sewage disposal systems in overburdened areas (see Sewer and Water Policy)</li> <li>• Establish guidelines for landscaping which encourage retention of natural vegetation, use of drought and disease resistant grass varieties and encourage limits on lawn and hard surface size in residential districts</li> <li>• Establish guidelines regulating environmentally sound management practices for greens and fairways for golf courses</li> </ul>

	<p><u>Actions (continued)</u></p> <ul style="list-style-type: none"> <li>• Discourage the use of lawn fertilizers and pesticides on lawns and irrigation systems within a designated number of feet of lakes, streams or wetlands or on highly permeable soils</li> <li>• Require a managed vegetative strip along shores or wetlands for the purpose of intercepting fertilizers and other chemicals and for bank stabilization</li> <li>• Encourage the retention of agricultural land as it constitutes one of our greatest natural resources</li> <li>• Encourage the use of "Purchase of Development Rights", "Transfer of Development Rights", Clustering and Conservation Easements, as well as, PA 116 to help farmers retain their agricultural acreage</li> <li>• Develop a wetlands map classified by the relative importance of wetlands areas</li> <li>• Develop a management plan for wetlands which addresses land disturbance and direct discharge of surface runoff</li> <li>• Special attention should be given to preventing the planting of Purple Loosestrife and other undesirable vegetation and encouraging its eradication where it exists</li> <li>• Wetlands protection through public acquisition, conservation easement or the site plan review process should be encouraged</li> <li>• Increase tree population and vitality by encouraging retention and planting of disease and insect resistant species during development</li> <li>• Discourage clear cutting and high grading unless recommended by a consulting forester or in preparation for bona fide agricultural production</li> <li>• Identify and encourage the preservation of unique specimen trees</li> <li>• Encourage enrollment in the Private Forest Reserve Act</li> <li>• Encourage protection of unique and important woodlands via public ownership or conservation easement</li> <li>• Identify and preserve old hardwood plantings along road corridors and encourage new plantings</li> </ul>
--	--

	<p><u>Actions (continued)</u></p> <ul style="list-style-type: none"> <li>• The following criteria should be used in selecting prime scenic views and determining their priority for protection: views that are accessible for viewing to a large portion of the community on a regular basis; views that are of a particularly striking and spectacular nature; and, those views that are minimally developed</li> <li>• Consider the protection of prime scenic views through refinements of the prime scenic view map</li> <li>• Prime scenic views and corridors of a striking and spectacular nature should be protected and placement of open space in a prime scenic view should be encouraged in Planned Unit Developments and cluster developments</li> <li>• Structures should only be placed in areas where they do not detract from a view</li> <li>• Consider restricting home placements on ridge lines, as well as, placing restrictions on buildings and ornamental landscaping heights, if necessary, to protect the view</li> <li>• Purchase of development rights, a point based bonus system, conservation easements, and other techniques or alternative programs should be used as means of protecting outstanding scenic views, and compensating land owners for any resulting lost land values</li> <li>• To preserve the restful and natural qualities of night time: <ul style="list-style-type: none"> <li>* Limit outdoor lighting to border of owners' property, avoid lighting glare on roadways</li> <li>* Provide a generous time frame for existing lights to be adapted to new regulations</li> <li>* Require compliance for all new light fixtures and all existing fixtures when property changes hands</li> <li>* Determine penalties for non-compliance</li> <li>* Limit area lighting to low intensity fixtures and use motion detectors to activate such lighting when practical</li> <li>* Require that parking lots be lighted only when the lot is in use</li> </ul> </li> </ul>
--	--

	<p><u>Actions (continued)</u></p> <ul style="list-style-type: none"><li>* Determine the most effective light source for protecting night sky</li><li>* Allow exceptions for low level lights such as decorative porch lights, path lights and gas lights</li><li>• Take the responsibility for helping to educate residents, builders and developers in protecting surface, lake and ground water, wetlands, and prime scenic views through the publication of a guide that would reference development techniques, regulations and environmental practices even to the extent of suggesting environmentally sound lawn maintenance</li><li>• In addition, the use of the Grand Traverse Regional Guidebook should be encouraged</li></ul>
--	--

## **Peninsula Township Master Plan**

### **Chapter 4**

#### **Current Land Use**

Peninsula Township adopted the Zoning Ordinance in 1972 and today is a fully-zoned community. The Current Zoning Map (refer to Map 10 in Appendix A) contains a classification of every parcel of land in the Township:

- agricultural
- residential
- commercial and industrial
- public lands

The Current Zoning Map shows:

- 17,755 total acres in the Peninsula
- 12,320 acres zoned agricultural
- 9,200 acres in the Agricultural Preserve Area
- 4,000 acres with conservation easements (PDR and others)
- 2,000 under special use permits that restrict development
- 5,400 acres zoned residential
- 35 acres zoned commercial

The Zoning Map is maintained by the Township Clerk. The original map is available for inspection in the Clerk's Office. The Zoning Map, contained in this Master Plan in Appendix A, is a copy of the original; it should be used for general information only. Questions regarding specific parcels of land should be answered using the original map available in the Clerk's Office.

Although the Zoning Map lays the foundation for land use in Peninsula Township, current land use differs from the Zoning Map as a result of several factors:

- use variances granted by the Zoning Board of Appeals, as allowed in the Zoning Ordinance
- uses and conditions that pre-date the date of adoption of the Zoning Ordinance in 1972 ("pre-existing conditions")
- special uses allowed in the Zoning Ordinance through approved Special Use Permits and Planned Unit Developments

The Existing Land Use Map for Peninsula Township is included as Map 12 in Appendix A.

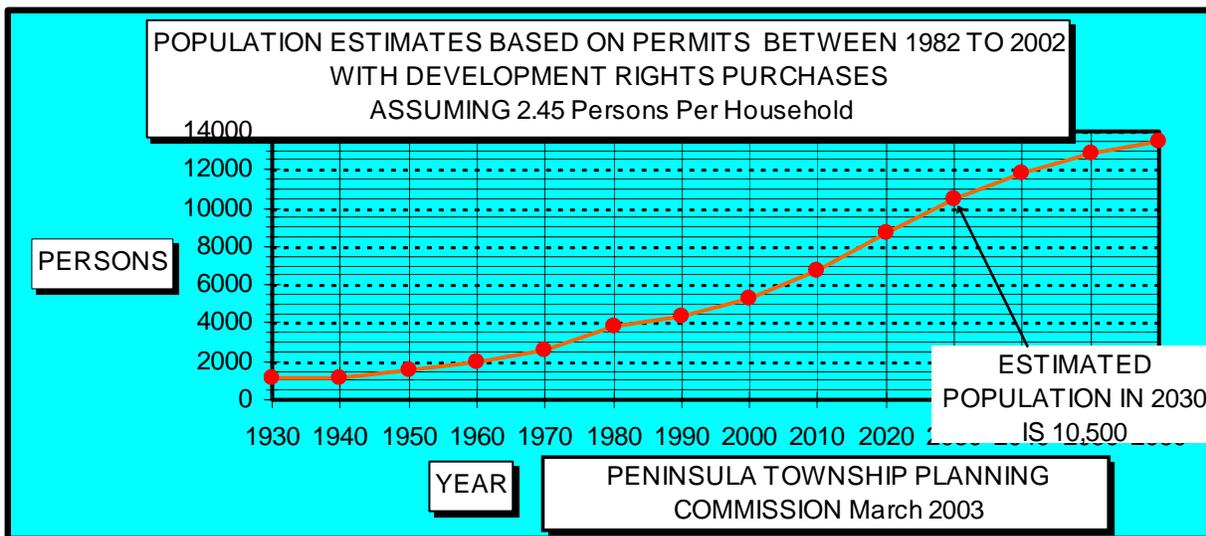
**Peninsula Township Master Plan**  
**Chapter 5**  
**Future Land Use and Implementation Plans**

**Future Land Use**

The Master Plan is a policy document that contains development goals and actions that impact development. The Master Plan is intended to be implemented over a period of time and to show how the Township will look in the future.

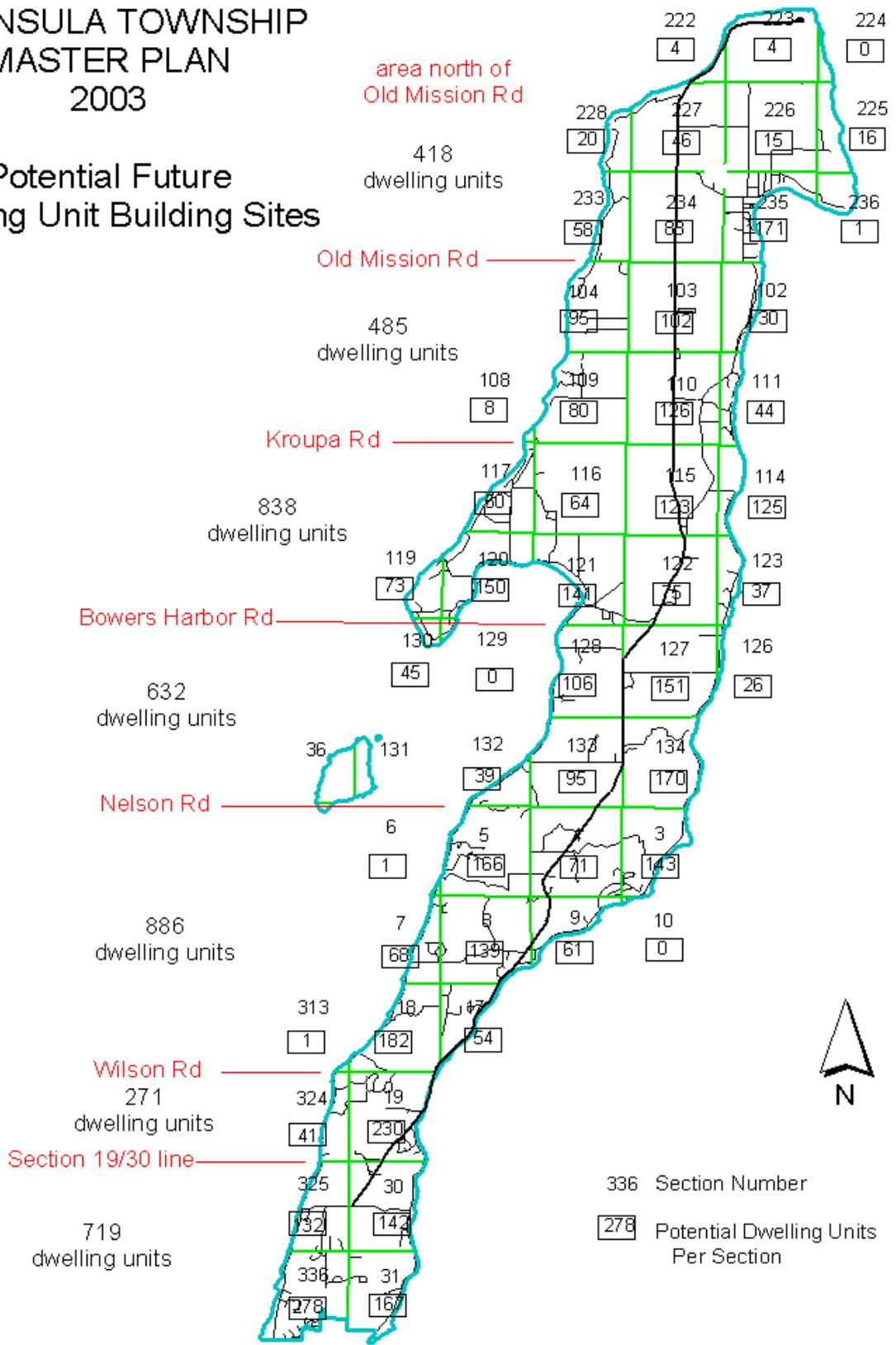
The Future Land Use Map depicts the intended land use, based on the policies contained in the Master Plan. The Future Land Use map is maintained by the Township Planner; the Map contained in this Plan (Map 13, Appendix A) is not the original and should not be used for analyzing specific parcels. Such needs must be answered by using the original Future Land Use Map available in the Planners Office.

The Future Land Use Map incorporates the Master Plan Policies and the results of the second phase of the PDR Program approved by the voters in 2002. Population projections, based on the Future Land Use Map and the 2000 Census actual data of 2.4 persons per household, indicate a Township population of 14,000 people by 2050. The Future Land Use Map can be used to understand future population location, traffic patterns and other growth aspects of the Township. Projections, based on data from the 2002 U.S. Census and Master Plan policies, have been developed for future population growth. These projections are shown in following table and on the Potential Future Dwelling Unit Building Sites (Map 11).



PENINSULA TOWNSHIP  
 MASTER PLAN  
 2003

Potential Future  
 Dwelling Unit Building Sites



## Implementation

Implementation of the Master Plan may require changing existing ordinances as well as adding new ordinances in order to accommodate future growth. (Refer to Existing Land Use Map, Map 12 and Future Land Use Map, Map 13 in Appendix A.)

Implementation will be accomplished through the use of four types of tools:

- regulatory ordinances
- economic-based implementation tools
- spending policies
- public and private decision making

### Regulatory Ordinances

Regulatory ordinances include the zoning ordinance, the Land Division Act, the Dangerous Buildings Ordinance, the Sewer and Water Policy, the Michigan Condominium Act and the Michigan Subdivision Ordinance. The authority to zone was granted under the Township Zoning Act. The purpose of zoning is to protect the public health, safety and welfare. In addition, the zoning ordinance takes into consideration the following legal concerns:

- implementing the Master Plan
- protecting property values
- protecting natural resources
- preventing nuisances
- ensuring compatibility of uses
- preventing overcrowding
- preventing overuse of land

The purposes of the Land Division Act, Condominium Act and the Subdivision Control Ordinance are to:

- regulate divisions of property
- promote the orderly layout and use of land
- assure the land is suitable for building sites and public improvements
- assure adequate drainage
- control residential building within floodplain areas
- assure proper ingress and egress to lots and parcels
- provide easements for utilities

The Dangerous Building Ordinance (Ordinance No. 4) provides a process to make safe or demolish

buildings that are injurious to life or health.

The Sewer and Water Extension Plan provides for adequate size, location and design of sewer and water systems to assure the systems meet local, county and state standards.

#### Economic-Based Implementation Tools

Separate from the regulatory ordinances are economic-based implementation tools, which include:

- Purchase of Development Rights
- Transfer of Development Rights
- Conservation easements

#### Spending Policy

Spending policy is another tool used in implementing the Master Plan. Often, spending policy is defined in a Capital Improvements Plan, or CIP. In accordance with the Uniform Budgeting and Accounting Act (MCL 41.435(g)(h)), annual preparation of the CIP must include the amount of capital outlay expenditures and the proposed method of financing. In accordance with Section 10 of Act 168, the Township may adopt a capital improvement program.

#### Public and Private Decision-Making

The fourth tool used for implementing the policies in the Master Plan is decision-making, both public and private. Public awareness is a critical component of a successful Master Plan. Peninsula Township has worked diligently with many interested citizens to formulate the visions, policies, actions and goals discussed in this plan. Actions used to create awareness include:

- committees comprised of interested citizens
- surveys
- newsletters
- public hearings
- guidelines and handbooks

Private organizations play an important role in formulating policy for the Township as well. Homeowners' associations and other groups such as Protect the Peninsula and the Grand Traverse Regional Land Conservancy have been significant contributors to the policy-making aspects of the Master Plan.

## Peninsula Township Master Plan

### Chapter 6

#### A Vision of our Future

Peninsula Township's pastoral and natural beauty has consistently attracted a residential citizenry that enjoys open spaces and agricultural countryside. From 1990 to 2000, the Township's population increased 20 percent. Both bay shorelines have been residentially developed and the remaining water views are being sought for development. However, passage of the Purchase of Development Rights millages in 1992 and again in 2002 made it evident that the Township's residents want to preserve the remaining panoramic views and the agricultural countryside from further residential and commercial encroachment. In addition to preserving and protecting the Peninsula, the full implementation of the Master Plan will discourage growth beyond an estimated population of 14,000. With that in mind, you are invited to enjoy a hot air balloon ride into the future over Peninsula Township.

Imagine that this is the year 2050 and we can silently fly over the entire Peninsula from south to north in a hot air balloon. The south end of the Peninsula from the Traverse City boundary to McKinley Road carries the greatest population density in several connected neighborhoods. These neighborhoods are serviced with pedestrian trails, pocket parks and a few small coffee shops and/or mom and pop convenience stores nestled in the residential area. Some of the residents can walk to stores and parks, lessening the need for vehicular traffic. The south end of the Peninsula also contains a public park, primarily devoted to passive recreation with wood chip trails, natural vegetation and little maintenance. This park also serves as a wildlife habitat where school children study native species of both plant and animal life.

There is an increase in multiple housing and an additional senior housing facility to accommodate an increasing number of senior citizens. Even with this more intense development, the night sky is still enjoyed as a natural resource. The growth and development at the south end is maintained and protected by a *sub-area plan*. Though the average age of the Peninsula resident has increased substantially, the overall population increase has necessitated building another elementary school. The school is central to this southern residential area and located near the public park. The linear, non-motorized trail system, which serves the length of the Peninsula, starts within this park.

Traveling toward the center of Peninsula, we can see a gradual transition from higher density residen-

tial to larger, estate residential mixed with open spaces and orchards. A few subdivisions are interspersed with the lower density estates. This is an area where there are more bed and breakfast establishments, a riding stable and a country inn. At the south end of this area there is a small coffee shop, bakery and convenience grocery store. The overall landscape is one of panoramic views of orchards and a scattering of houses against the background of blue bay waters. Both east and west shorelines are residentially developed. In the summer, shore stations with a variety of boats are an indication of widespread recreational use of the bays. However, the shorelines are protected with *coastal overlay zones* that buffer the shores with vegetation and designated building setbacks. The linear recreational trail continues through this center section and where it traverses the ridge, the views are spectacular.

As our hot air balloon continues north, woodlands, orchards and vineyards dominate the landscape along the center of Peninsula. Farm stands burgeoning with fresh produce and small wineries with wine tasting rooms dot the roadside. Though this district enjoys expansive views of the green hillsides and the bay, it will remain in agriculture or open space because of the Purchase of Development Rights program. Where small subdivisions do exist, they are adequately buffered from adjacent farms. The remaining farms, have to a large extent, consolidated and their farm processing facilities are very successful. Peninsula Appellation wine is acclaimed worldwide for its full body and unique bouquet. Tourists and residents alike enjoy touring the wineries and tasting the wines. Once again, the night sky in this area is remarkable in its clarity and intensity.

Our measured flight over both Old Mission and Bowers Harbor offers us the opportunity to compare both compact developments. Both areas are unique in that they have protected bays, sandy beaches and an abundance of relatively flat land. These areas have developed according to the *sub-area plans* designed for higher density residential, and neighborhood service commercial. Mixed use zoning in these two communities has allowed for apartments above small stores and more bed and breakfast establishments. Although affordable housing is difficult to attain on Peninsula, the residential zoning in these communities has encouraged mother-in-law apartments and guest cottages behind the main residence in some instances. Both communities have parks; the one at Bowers Harbor is larger and hosts school soccer matches, community events and family outings. Haserot Beach, which has been popular for many years, is in close proximity to Old Mission. These parks provide the recreational facilities that are needed by people living in the higher density communities. Both developments have their own sewer and water facilities and public roads. Old Mission has the added advantage of architectural preservation because it is also a historic site. Several buildings of historical significance have been identified

and preserved.

Letting our balloon descend slightly, we take note of the tasteful, historic architecture that is prevalent on Peninsula. The Architectural Review Committee has encouraged using architectural designs that reflect early 1900s Peninsula styles. This has been encouraged within the Harbor communities as well as other developments, where it was considered suitable. We also see that minimum signage, appropriate to the character of the Township, is the rule. There are no billboards, but a traveler will find helpful informational signs.

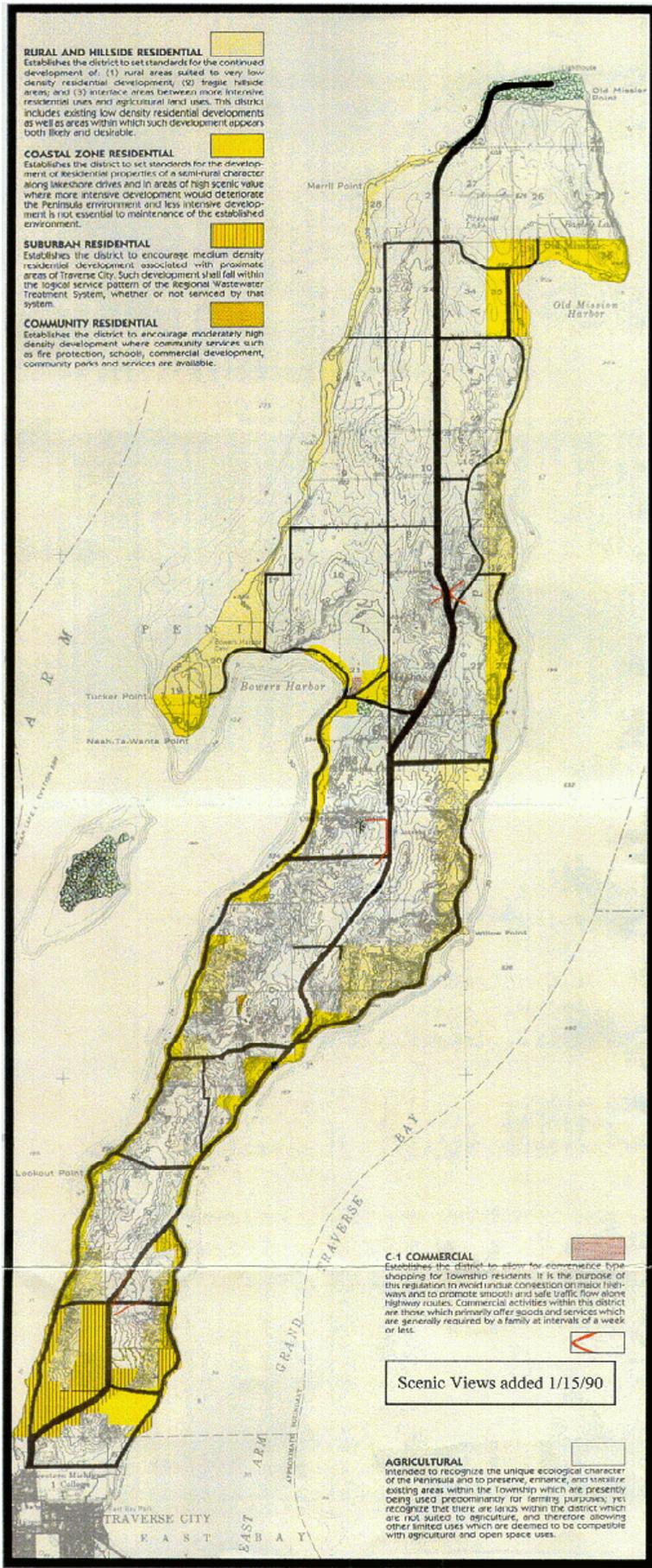
The Heritage Road and Access Management Plan developed early in the current century designated the traffic pattern for the Township. Highway M37 is the main traffic artery while Bluff Road, Peninsula and East Shore Roads are secondary routes. All utility lines are buried along M37, but there are also numerous scenic view turnouts. From our vantage point we can see few curb cuts along M37 and as a result vehicular traffic flows at a steady pace. We also see that roads connect the neighborhoods to each other. This provides emergency access to every home. Regular residential traffic moves slowly enough to ensure residents' safety. Residents throughout the Township have access to the linear trail.

The visitor will see that Peninsula Township's primary commercial districts are limited to Mapleton, Old Mission Grocery Store, several restaurants and boat and recreational vehicle storage. The population increase however, has led to small satellite commerce in residential areas that serves the local residents. Home occupations throughout residential areas are prevalent due to the advances in electronics. The occupations have not changed the character of the neighborhoods, but they have changed peak traffic patterns in the Township. Encouraging pedestrian access to services and recreation in the more densely populated residential areas has been a very important goal.

We have been able to view an abundance of wooded areas throughout the Township on our hot air balloon journey. We have also noted that the Lighthouse Park at the very northern shore of Peninsula is part of that wooded area. Bowers Harbor Park and Haserot Park provide substantial beach and open space for many activities, both structured and unstructured while Archie Park is popular with the fishermen. In addition, the newer neighborhood pocket parks offer recreation for the younger set with their sandboxes and wooden play structures and the large public park at the south end of the peninsula offers quiet nature trails and wildlife habitat as a relief to the more traditional urban setting that surrounds the park. The linear trail gives the pedestrian or cyclist a rare opportunity to view all of the

the fishermen. In addition, the newer neighborhood pocket parks offer recreation for the younger set with their sandboxes and wooden play structures and the large public park at the south end of Peninsula offers quiet nature trails and wildlife habitat as a relief to the more traditional urban setting that surrounds the park. The linear trail gives the pedestrian or cyclist a rare opportunity to view all of the scenic qualities of Peninsula for many miles. Although we can see the Township offices from our balloon, we might not be aware that the old Township Hall has been converted into a community center. This bustling gathering place hosts community celebrations and activities, serviced by well-equipped kitchen facilities. Expanding Township recreational activities is part of the ongoing capital improvements program.

Peninsula Township's unique elements of rural open space, agricultural production, natural beauty and dark night sky that existed in 2003 have been carefully preserved. The open spaces interspersed with mature stands of deciduous and coniferous trees and the panoramic views of the blue bay waters remain preserved through the Township Master Plan's goal to accommodate the increased population while preserving our quality of life.



Map 1

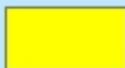
**PENINSULA TOWNSHIP**  
**MASTER PLAN**  
**Soils and Slopes**  
**2003**

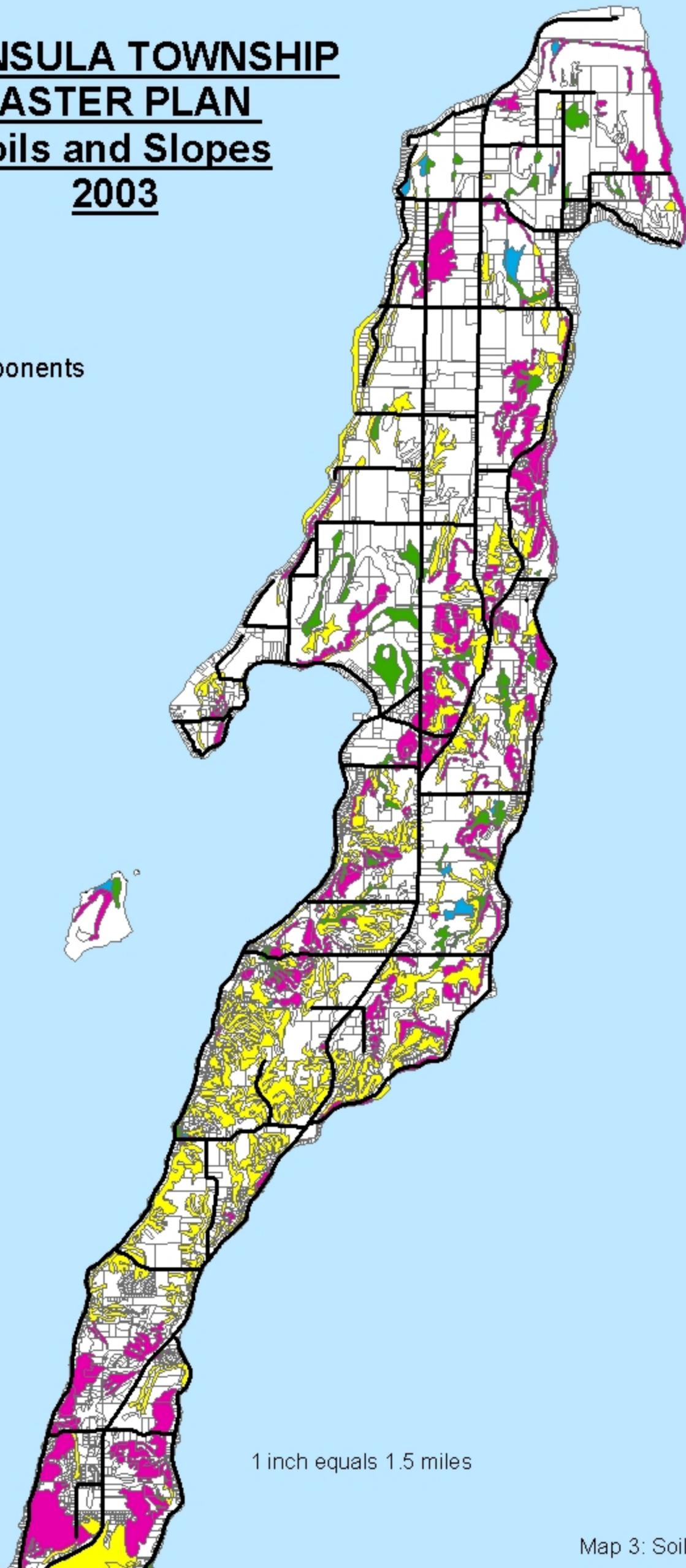
**Legend**

**Hydric Soils**

-  Hydric Components
-  Hydric Soils

**Slopes**

-  12% - 18%
-  18% - 25%
-  25% - 45%



1 inch equals 1.5 miles



Map 3: Soil and Slope Map

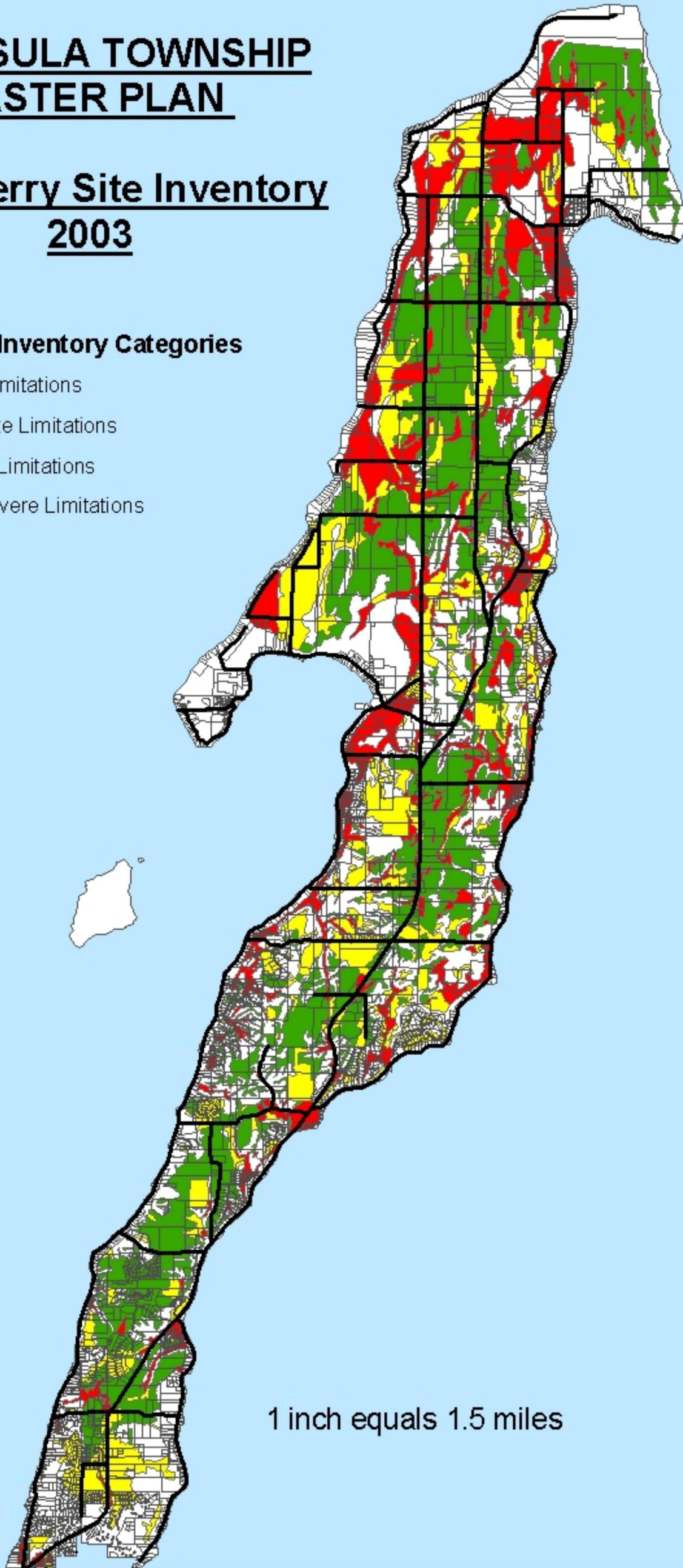
# PENINSULA TOWNSHIP MASTER PLAN

## Tart Cherry Site Inventory 2003

### Legend

#### Cherry Site Inventory Categories

-  Slight Limitations
-  Moderate Limitations
-  Severe Limitations
-  Very Severe Limitations



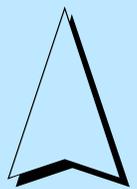
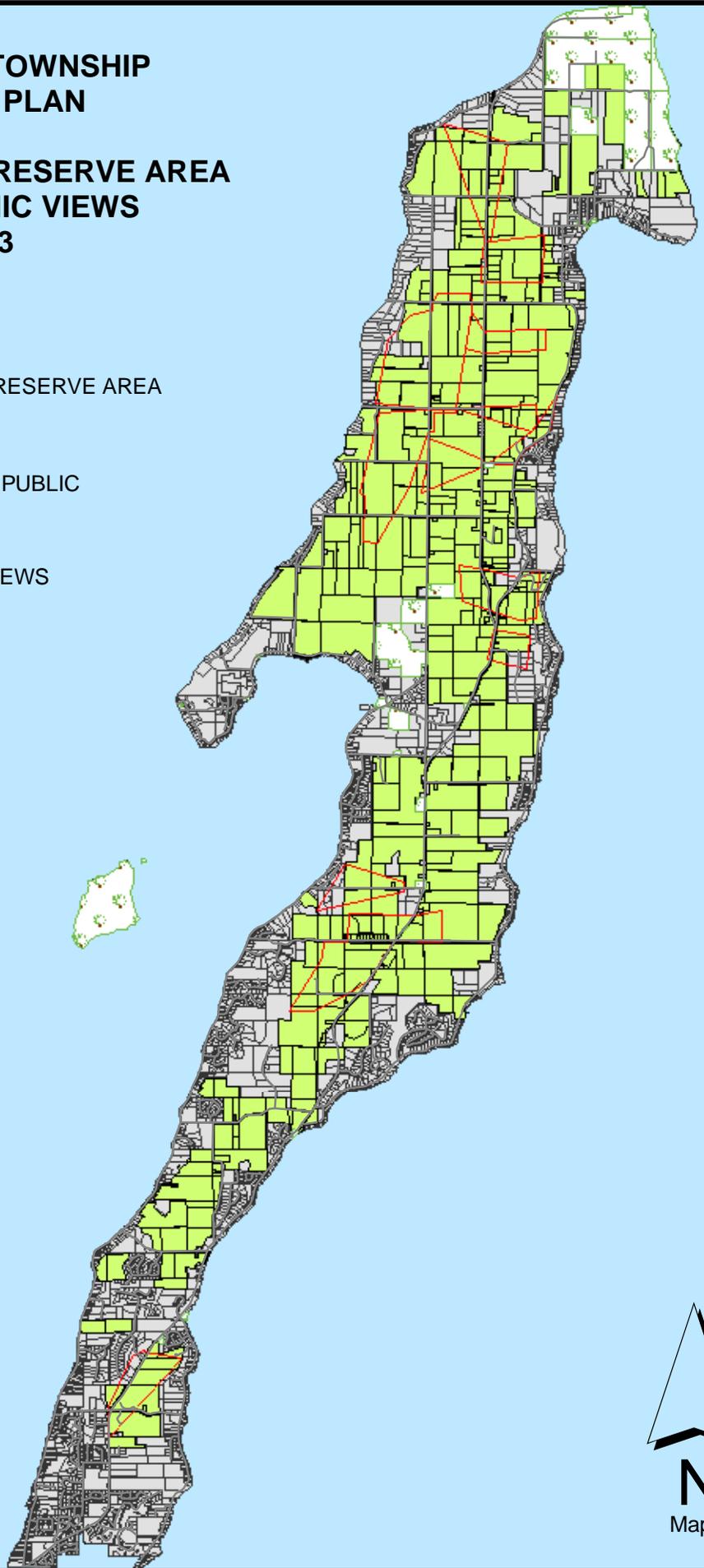
1 inch equals 1.5 miles



**PENINSULA TOWNSHIP  
MASTER PLAN**

**AGRICULTURAL PRESERVE AREA  
PRIME SCENIC VIEWS  
2003**

-  AGRICULTURAL PRESERVE AREA
-  PUBLIC AND SEMIPUBLIC
-  PRIME SCENIC VIEWS

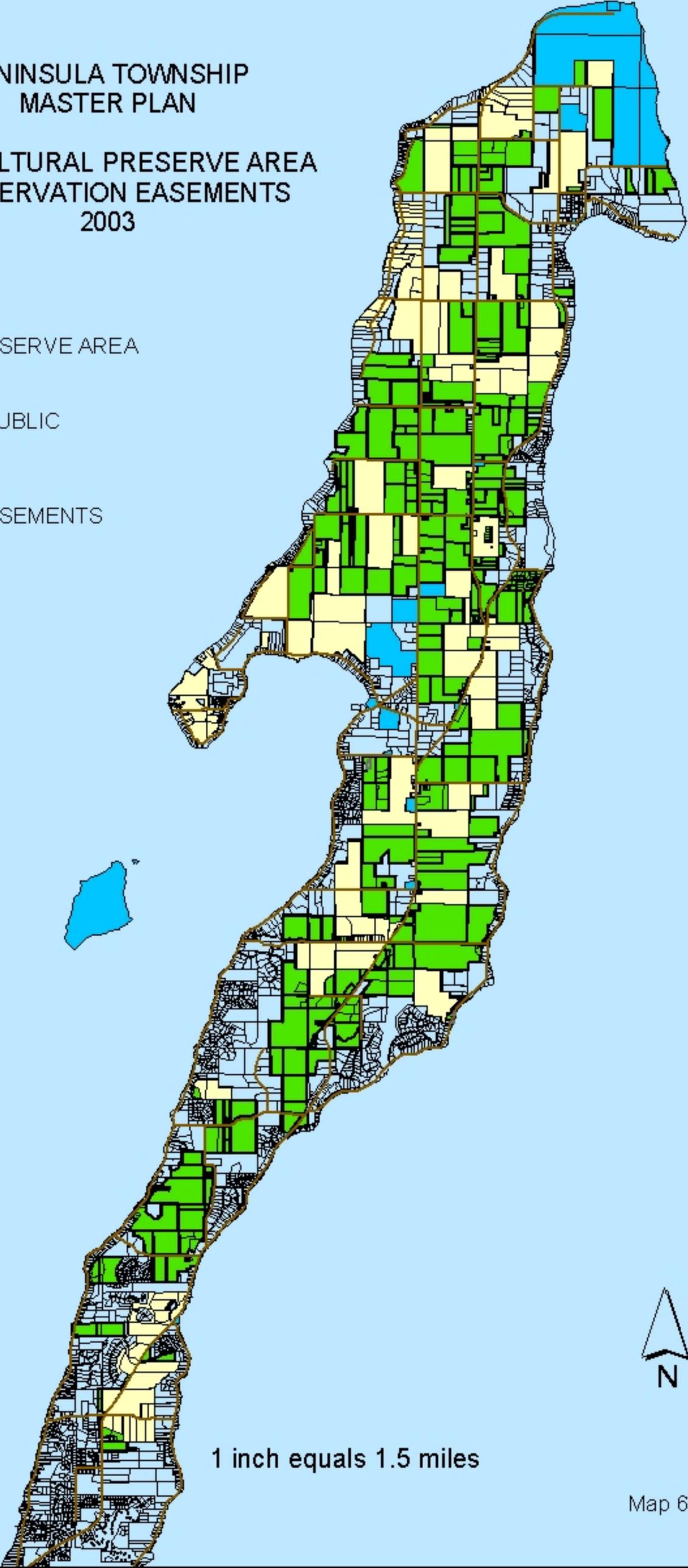


**N**  
Map 5

PENINSULA TOWNSHIP  
MASTER PLAN

AGRICULTURAL PRESERVE AREA  
CONSERVATION EASEMENTS  
2003

-  AGRICULTURAL PRESERVE AREA
-  PUBLIC AND SEMIPUBLIC
-  CONSERVATION EASEMENTS

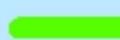
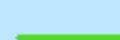


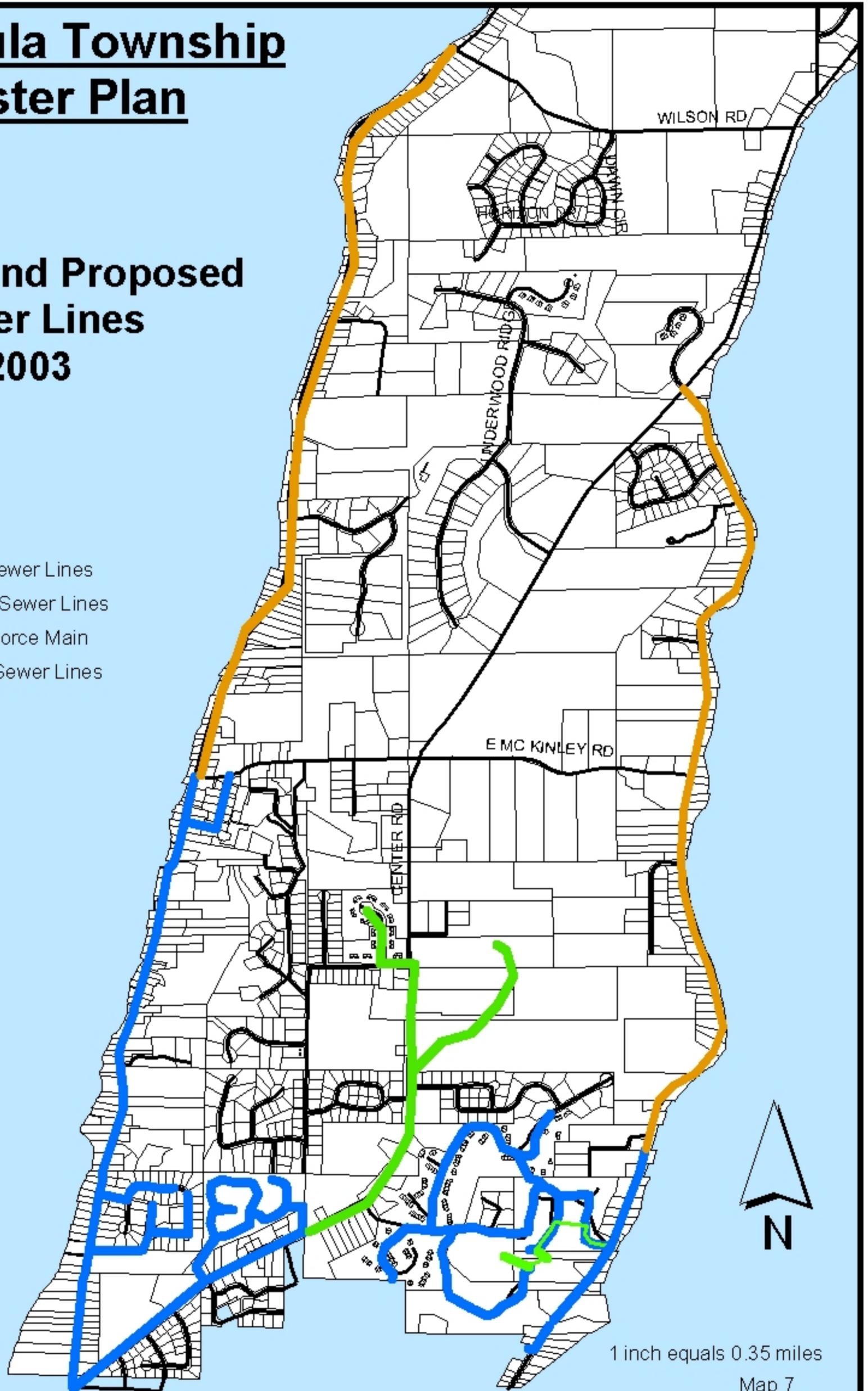
1 inch equals 1.5 miles

# Peninsula Township Master Plan

## Existing and Proposed Sewer Lines 2003

### Legend

-  Existing Sewer Lines
-  Proposed Sewer Lines
-  Existing Force Main
-  Optional Sewer Lines

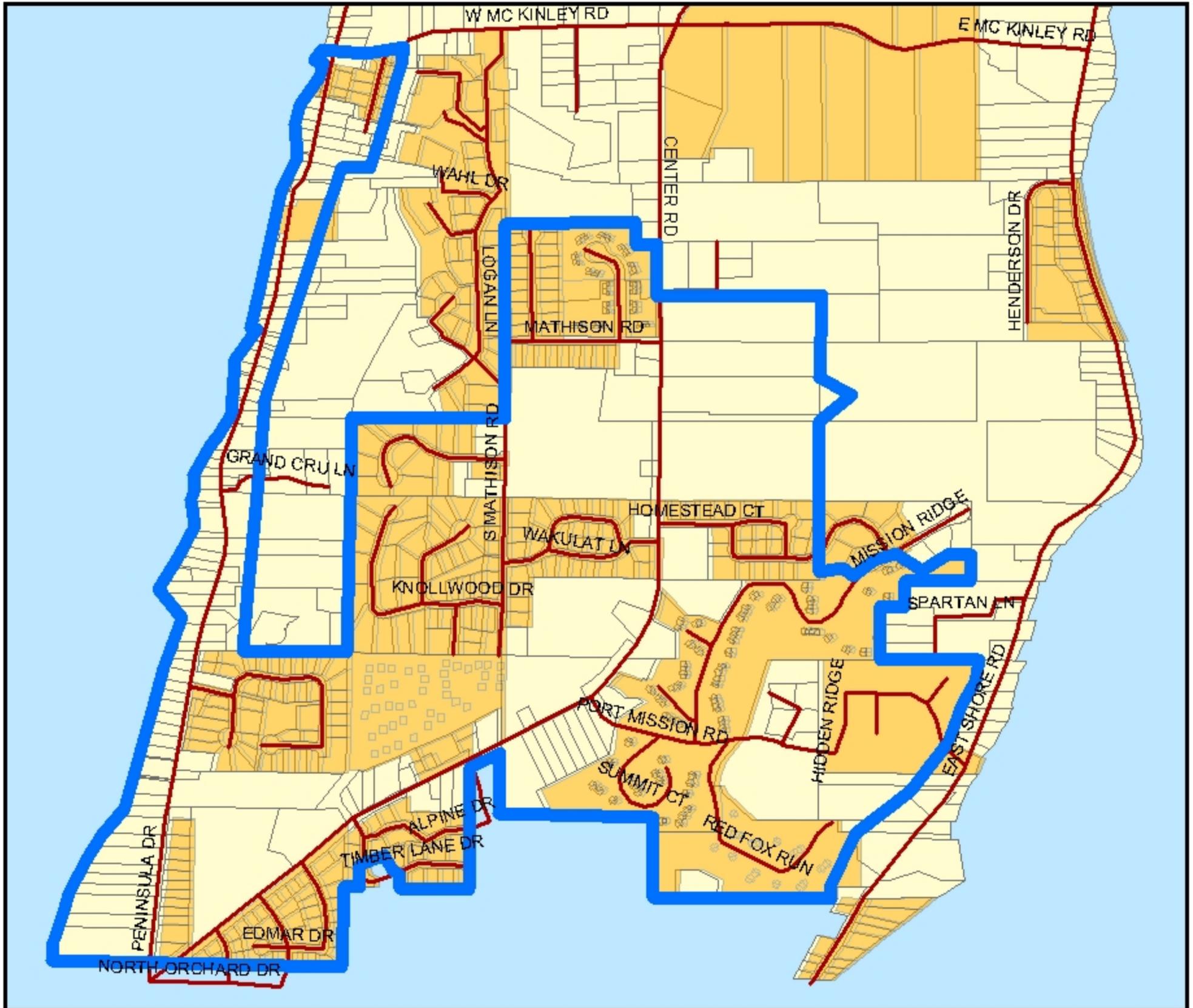


1 inch equals 0.35 miles  
Map 7

# Peninsula Township Master Plan

## Current Sewer Service Area

2003



### Legend

-  Existing Sewer Area
-  Subdivisions

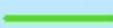
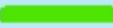
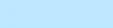
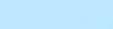
1 inch equals 0.25 miles



# Peninsula Township Master Plan

## Existing and Proposed Water System 2003

### Legend

-  Pressure Reducing Valves
-  Storage Tanks
-  Proposed 6 & 8 Inch Water Main
-  Existing 6 and 8 Inch Main
-  Proposed 12 Inch Water Main
-  Existing private water lines
-  Future Loop
-  Existing 12 Inch Water Main



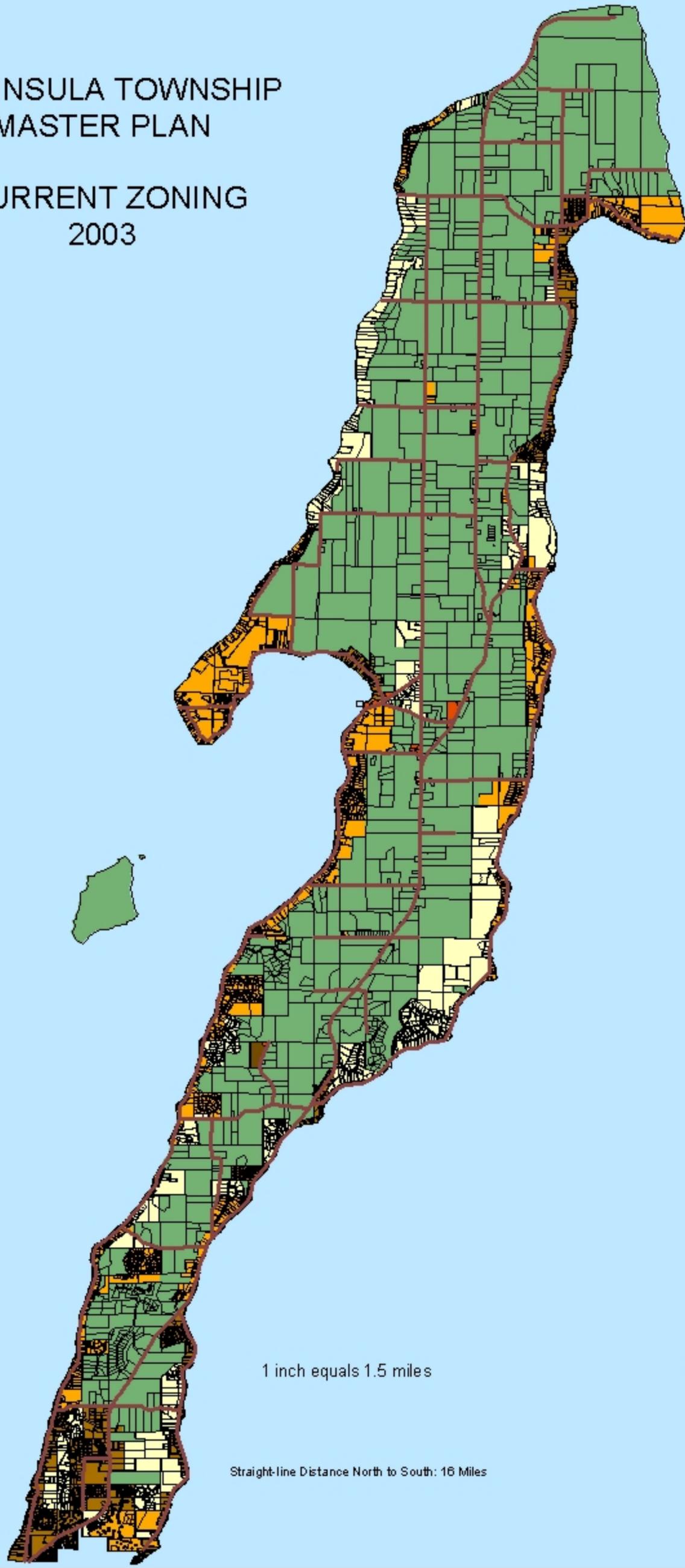
PENINSULA TOWNSHIP  
MASTER PLAN

CURRENT ZONING  
2003

**Legend**

**ZONING**

-  A-1
-  C-1
-  R-1A
-  R-1B
-  R-1C
-  R-1D



1 inch equals 1.5 miles

Straight-line Distance North to South: 16 Miles



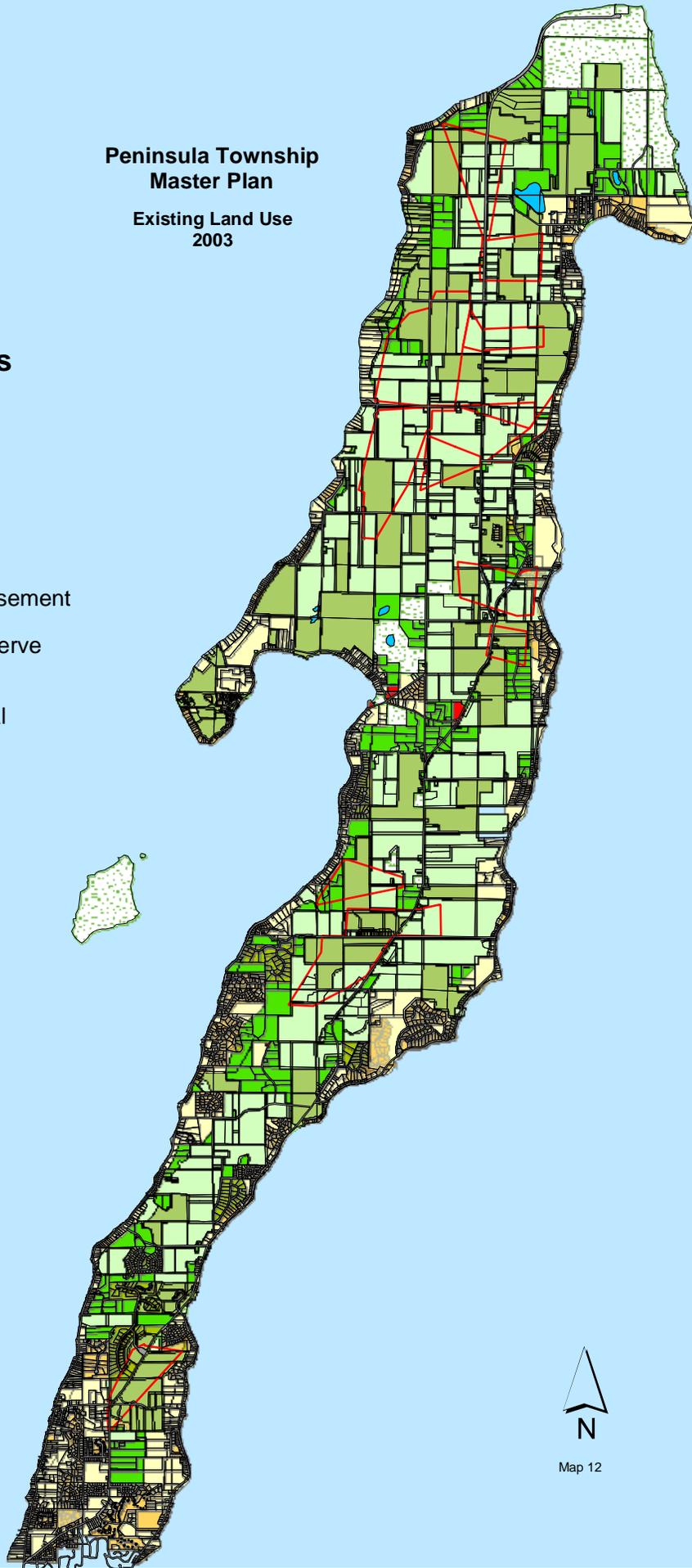
**Peninsula Township  
Master Plan**

Existing Land Use  
2003

**Legend**

**Land Use Districts**

-  Agricultural
-  Park and Public
-  Residential
-  Subdivision
-  Conservation Easement
-  Agricultural Preserve
-  C - 1 Commercial
-  Lake
-  View Shed



Map 12

PENINSULA TOWNSHIP  
MASTER PLAN

Future Land Use  
2003

-  Agricultural Preserve Area
-  Agriculture
-  Development
-  Public/Semi Public
-  Prime Scenic View
-  Future Sub Area Plan Area

