

PENINSULA TOWNSHIP

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PENINSULA TOWNSHIP PLANNING COMMISSION AGENDA

July 2, 2024

7:00 p.m.

1. **Call to Order**
2. **Pledge**
3. **Roll Call**
4. **Approve Agenda**
5. **Brief Citizen Comments (For Agenda Items Not Scheduled for Public Hearing)**
6. **Conflict of Interest**
7. **Consent Agenda**
 - a. Approval of Meeting Minutes: Planning Commission Regular Meeting, June 4, 2024.
8. **Business**
 - a. Special Use Permit (SUP) #138 Old Mission Lavender Farm, Amendment #1 – Public Hearing
 - b. Draft Master Plan – Final Review of Clean Version and Process Update
9. **Reports and Updates**
 - a. Shoreline Regulations Study Group – Verbal Update
 - b. Agricultural Advisory Committee – Verbal Update
10. **Public Comments**
11. **Other Matters or Comments by Planning Commission Members**
12. **Adjournment**

Peninsula Township has several portable hearing devices available for audience members. If you would like to use one, please ask the clerk.

Minutes

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PENINSULA TOWNSHIP PLANNING COMMISSION MINUTES

June 4th, 2024, 7:00 p.m.

1. Call to Order by Hall at 7:00 p.m.

2. Pledge

3. Roll Call

Present: Alexander, Beard, Dioski, Hall, Hornberger, Shanafelt; Absent: Shipman, excused

4. Approve Agenda

Motion made to approve agenda as submitted by Beard, seconded by Shanafelt.

Motion passed by consensus

5. Brief Citizen Comments (For Agenda Items Not Scheduled for Public Hearing): Hall notes that public comment will be allowed after the introduction to business item **8b**: SUP #123 Peninsula Shores PUD, Amendment #5.

Alan Kostrzewa, 7447 Logan Lane: Directing this to Jenn: yesterday at the 3 o'clock meeting for the Shoreline Study Group - I'm not sure if I understood it correctly - was there a comment made that the state of Michigan granted certain townships the right to regulate docks and hoists up from the high water mark to the center of the body of water?

Cram: This goes back to the question of jurisdiction. The conversation at that meeting was that the state controls the bottomlands, the Army Corps concerns itself with regulation of navigable waters, and the Township has jurisdiction over the creation of zoning ordinances because of the relationship between what happens in the water and what happens on the land. If you obtain any permit from the Army Corps for something you want to do in navigable waters, or from EGLE to do something with bottomlands, their permit will say that local jurisdiction regulations will still apply. They are not looking to override. Which is what was discussed.

Kostrzewa: So Peninsula Township does not have anything in writing from the Army Corps or the state of Michigan?

Cram: No, but we are in constant communication with them as permits are issued. If EGLE reviews a permit, they send it to us for review/comment and vice versa. There's a relationship. None of the government agencies want to look at it as if one trumps another in the interest of public safety, health, and welfare.

Hall: The Township's powers do not come from the Army Corps of Engineers or the federal government. They come from the State through the Zoning Enabling Act which gives the Township broad authority to enact ordinances for the general health, safety, and welfare of their constituents. There is no explicit statement in state law that says Townships can enact ordinances regulating dock locations on navigable

waters but it is believed (gathered from legal counsel) that under the Zoning Enabling Act authority, the Township can regulate seasonal docks because they are used in connection with land that is in the geographic jurisdiction of the Township. Permanent docks are regulated by the state.

Kostrzewa: So, it's a safety issue - regulating docks and hoists?

Hall: Among other things, yes.

Cram: Remember that we talked about the "why" the Township has an interest in regulating 1) public safety, 2) resource protection, and 3) to assist property owners with conflict resolution so that everyone can enjoy their waterfront.

Kostrzewa: Thank you.

6. Conflict of Interest: none

7. Consent Agenda

- a. Approval of Meeting Minutes: Planning Commission Special Meeting, May 23, 2024

Dloski moved to approve the consent agenda as-is with second by Hornberger.

Motion passed by consensus

8. Business

- a. Special Use Permit (SUP) #134 First Congregational Church, Amendment #1 - Public Hearing

Jenn Cram, Director of Planning and Zoning for Peninsula Township: Recaps proposed Amendment #5 for Planning Commission (requests to expand the existing area on the north side of the building, as well as add one swing set, additional play structure, shade structure, and fence to enclose the area; allowing the church to expand the daycare program and safely accommodate those children). Playground is primarily used for the congregation as well as participants in the daycare facility, but outside of regular hours of operation the playground is available for general community use. Exhibit #2 shows a letter of support submitted by the Walnut Ridge Homeowners Association (the neighborhood directly to the north of the church). No negative feedback has been received from any other adjacent property owners.

Hall: What are the hours of permitted use for the playground?

Cram: There are no posted hours but the hours are likely dawn-to-dusk. Requests feedback from Mike Wills (representative/applicant).

Mike Wills, 110 Fairway Hills Drive: Daycare hours are roughly 7am until 6pm, although the playground itself is not utilized for the full duration of those hours, but from approximately 9am to 5pm.

Cram: Summarizes the standards for approval and states that the amendment meets all standards, and states that all findings, conditions, and safeguards imposed by the Township Board for the original SUP remain in effect. Reminds Commission that at a previous meeting, it was agreed that minor changes such as are proposed by the applicant could be handled without the SUP amendment process being undertaken but instead dealt with administratively in a streamlined process. Despite the convention that action would not regularly be taken by the Planning Commission the night of a public hearing, staff is comfortable with/would recommend action taken after hearing public comment.

Dloski: Aside from the standard conditions, there are no extraordinary conditions whatsoever.

Cram: Not that I could find. A Land Use Permit will be required and will be issued once a site plan is submitted. GT County Environmental Health will determine if a Soil Erosion and Sedimentation Control permit is required, though we don't believe there will be. All normal LUP documents will be submitted beforehand.

Dloski: No plans to light the area for nighttime use?

Cram: There are no new proposed exterior lights as a result of the playground expansion.

Shanafelt: Hours of operation may not be posted, but notes that Noise Ordinance governs the time at which excessive noise can occur.

Cram: Reminds all of the Police Power Ordinance which applies to everything on the peninsula.

Shanafelt: (To Wills) You don't feel the need to post a sign indicating that the hours noted earlier are for school use only?

Wills: We have not found that necessary up until this point, but if licensing changes or something unforeseen occurs, that could change.

Motion to close regular session to move to open public comment by Hornberger, seconded by Dloski.

Motion passed by consensus.

Public Comment: none

Motion to close public hearing and re-enter regular session by Dloski, seconded by Alexander.

Motion passed by consensus.

Motion to waive Section 8.7 of Planning Commission by-laws (which states that deliberation with a decision to be acted on no sooner than the following meeting unless a motion to waive the delay is adopted by a majority of those present) and rather take immediate action, as Planning Commission, to recommend approval to the Township Board, by Dloski, seconded by Hornberger.

Motion passed by consensus.

b. Special Use Permit (SUP) #123 Peninsula Shores PUD, Amendment #5 - Continued Discussion

Cram: Gives Commission refresher on the Amendment: relocating Lots 11 & 12 from the center of the project near the intersection of Waters Edge Drive and Shoreline Court to the northwest corner, relocating Lot 1 from the northwest corner to the end of the cul-de-sac next to Lot 41. Asserts that despite public concern that this amendment is similarly disadvantageous as Amendment #4, the lack of increase to density, the maintenance of viewsheds, and the increase of open space by 1% allows this to be a benefit to the development and the community. Staff has found amendment #5 to be a substantial improvement to the SUP as a whole, and a considerably better, more creative proposal, particularly as smaller lots means smaller homes built (due to lot coverage specifications). Also reminds that fill is not allowed on the proposed relocated sites, in order to keep appropriate siting/elevation of homes. **Shows photo of trees flagged for possible removal on Lot 1.** Applicant/developer is committing that only two trees at 4" in diameter would be removed. Reminds Commission that when a land use permit is sought (at time of build) if further changes are requested, staff has the ability to control the removal and replacement of existing vegetation, to retain a buffer between the Lot and the neighbors. Based on public comment (at previous meeting on May 23rd and since) some small tweaks were made to the language, in order to establish a good record.

Dloski: Asks for a refresher on building/lot coverage ratio for this development.

Cram: It must be maintained at no more than 15% (of the lot that is covered by structure). Every time a land use permit comes in for this PUD, this figure is checked against the approved table to ensure adherence. Acknowledges credit due to the developer for using the entire building footprint (which will not be fully used) and staying well below the 15%, even if building to the lot lines or beyond. Engineer, Gourdie Fraser, cross-checked the regulations for lot coverage, open space, stormwater, etc...

Hornberger: What's on the screen now is one of the trees that's going to go?

Cram: (Moves screen to show Hornberger both trees.) Explains that this photo will be part of the record as it goes forward to the Township Board, if PC is willing to do so. Includes that the distance from the neighbor at 4150 Trevor Road to the proposed builds at Lots 11&12 is 200 ft. The views (provided by trees cleared) for that property to the water is to the northeast, not to the south (where development is located). Furthermore, had the PUD not been approved for 41 units, 55 units were possible and there would have been no requirement for open space. This would have made it possible for a new dwelling placed 15 ft from that property. Due to the 30 foot PUD buffer plus a 30 foot rear setback, a 60 ft setback from the northern property line of the development from where any home could be built. There is 200 ft from the edge of Lots 11&12 to the existing residence to the north.

Hall: Asks for further questions from PC (none) and compliments presentation by Cram. Explains that the public comment allowed is not due to a formal public hearing, but grants opportunity to those assembled.

None. Discussion is concluded. Hall asks Cram to advise on next steps.

Cram: Discussion should be had if PC has remaining questions or concerns. Otherwise, Commission could make a recommendation to the Board.

Hall: Asks for Cram's recommendation.

Cram: Staff has concluded that the application meets all conditions and recommends moving to the Township Board for approval. One condition of approval for future removal of trees needs to be finalized.

Hall: When would the conditions of approval be finalized?

Cram: At the Township Board, but the PC would normally make a motion to recommend approval to the Board with the proposed conditions of approval in the packet. There are currently six conditions of approval, and condition #3 (on page 11 of findings of facts and conditions) addresses what I drafted: "The building footprints for Lots 1 & 41 shall be staked and proposed trees flagged for removal. Additional trees may be required to maintain a buffer from Lot 1 to the western property line and existing residences below." So, if more trees come out than the two shown, staff could administratively - through the Land Use Permit process - request some additional buffering such as evergreen trees,

Beard: Staff could request? Or do you mean staff could require?

Cram: It would be wonderful to fine tune this condition of approval so that the applicant has clear direction on what the expectation of the PC is. I noted here, in parentheses: would like to flesh out further at the meeting on June 4th. I want to make sure you're comfortable.

Alexander: Mentions a gentleman who offered public comment at the last meeting concerning erosion issues and requested an invitation to view the site with the applicant/developer and the Commission/Planner. Wants to know if public has had further opportunity to view this.

Cram: Kyle O'Grady reached out with an offer to the commenter to schedule and has yet to hear back, but offer stands. We are happy to show Mr. Jaye where the new home would be constructed, but there is no current concern about stormwater (will be addressed later at land use permit process) as no stormwater can exit the property per stormwater control ordinance #33.

Hornberger: A concern about erosion seems unwarranted because only two trees would be removed and enough vegetation exists to prevent it. Does not see any problem with erosion once houses are built.

Alexander: Acknowledges appreciation for the documents submitted by Cram which detailed the history as well as noting the ruling by the Circuit Court and the Township. Sees no reason not to support.

Cram: This Amendment is consistent with Amendments #1 and #3.

Dloski: Agrees with Alexander, and reminds Commission that he was previously vehemently opposed to this Amendment. By reading the Grand Traverse Circuit Court's testimony, and findings of fact and conclusions of law, the record was set straight. The owners kind of danced around the issue that they had "vested right" because of this open space. The Court specifically found "I don't think there's any vested interest in open space just because it was agreed to at one point or proposed at one point". The judge goes on to make findings of fact to the completeness of the Township's record that they made, and looking at this record, I find it to be even more complete than the record that was made on the last Amendment. Granted, I sympathize with the homeowners to the north, but unfortunately, the law is what it is and I believe now that they have a right to conduct this and I'm going to support it.

Shanafelt: This strikes me as very similar to Amendment #3 in that we had a change in lot location that resulted in a change in open space. The critical thing for me in that Amendment was that open space was visible from outside of the development. Draws parallel between the 3rd and 5th amendment in that there is enough of an overall improvement, as there was not in Amendment #4. Glad to see the 30 ft setback maintained and the maintenance of existing vegetation.

Beard: We have the cart before the horse again. We're doing all our discussion when we don't have a motion on the table. I am going to move to recommend approval.

Shanafelt: Before we go there, do we want to discuss amending condition #3?

Beard: Ask Cram to re-read condition #3 for the Commission.

Cram: "The building footprints for Lots 1 & 41 shall be staked and trees flagged for removal. Additional trees may be required to maintain a buffer from Lot 1 to the western property line and existing residences below." Could make the language specific to the two trees, asking for like-for-like plantings if more trees needed to be removed.

Hall: Who would you make this determination? Could it be done administratively by your office?

Cram: Yes. It would be made by the zoning administrator (currently Cram).

Discussion ensues about the language for the condition of approval. Consensus is found and Cram/O'Grady will flesh out exact language before it goes to the Township Board to determine what is reasonable.

Shanafelt: Requests that final language is drafted, Hall is given a chance to look it over.

Motion to move to recommend approval of SUP #123 Peninsula Shores PUD, Amendment #5, subject to condition #3 language edits, to Township Board, by Beard, seconded by Alexander.

Motion passed by consensus.

c. Draft Master Plan:

Cram: Thanks Commission and Master Plan Steering Committee for all of their hard work and for their support of Cram and Kopriva. The draft was released for public review by regional planning agencies in December of 2021. There was a 63-day review period, which ended in February of 2022. The prologue highlights the accomplishments made in between the release of the draft and current day, as the document sat for some time. This shows evidence of community commitment and the goals for moving certain initiatives forward. A thorough review shows revisions fall into three different categories: 1) minor typos/grammatical errors, 2) content-based errors related to maps, vision statements, and action steps, as well as 3) bringing the document up to date from 2022 to 2024. Reminds Commission that existing

formatting errors have not been addressed, as there is potential for other revisions that may change formatting further. Explains the methodology for the commercial properties shown on the existing land use map, as concern was noted at last meeting. Once the Master Plan is finalized, the Zoning District map will be adopted using the Zoning amendment process. This will provide for an official electronic zoning district map rather than the existing hard copy zoning map. The existing land use map shows how land is currently being used. It is important to understand that how land is used is sometimes different from the way it is zoned. It's helpful for the Commission and Planning staff to use those maps to see discrepancies and nonconforming uses. Wineries, for example, show up as commercial due to the parcels where a tasting room and other commercial uses exist. Some winery parcels still show up as agricultural because those are truly used that way, but the tasting room or farm-processing portion shows up as commercial. During a discussion with legal counsel, they agreed that the existing land use map should be different from zoning. Concern was expressed at showing the wineries as commercial, as they are truly value-added agriculture. There is work being done to determine how to best show this on the map (with alternative colors or cross hatching). Possible to have two different types of zoning for agricultural properties. Expresses hope that more land within the agricultural preservation areas will be preserved (10 new applicants for PDR program may allow for 700 additional acres to be preserved under conservation easements). The existing land use map and future land use map do not change how a property is zoned. A final review will be done to capture all remaining typos and formatting issues before submission. After hearing public comment as well as discussion by Commission, action may be taken. The desire to get this Master Plan adopted has been heard loud and clear, and so moving this forward to the Township Board (at a public hearing on July 9th) is the recommendation, unless a Special Meeting of the PC is requested between now and then.

Dloski: How will the existing wineries be portrayed in the future land use map?

Cram: The existing (unofficial) zoning map shows them zoned as A-1 - Agricultural, while the existing land use map will show them as agriculture and/or value-added commercial.

Dloski: So, they are not going to be designated as strictly commercial properties.

Cram: Correct.

Shanafelt: Requests that red not be used, in favor of using cross hatching to indicate value-added agriculture. Notes that the current land use map doesn't show the Meeker addition as being a conservation easement.

Kopriva: We didn't add that in because the existing land use map is from 2021.

Shanafelt: Which map is considered "unofficial"?

Cram: The zoning district map.

Shanafelt: Although we say it's unofficial, we may want to clarify what we mean by that. Offers opinion that it may be misconstrued as "not having a clue".

Hall: The purpose of this unofficial designation is that we don't want people to rely on it.

Shanafelt: Agrees, but wants to clarify what we mean by it (for public consumption). In the acknowledgements, we noted the board and PC members that assisted with the 2021 draft, would like to note the existing board and PC members are made up of different people at this stage of process.

Cram: The work that has been accomplished has been primarily made by this commission and this staff.

Shanafelt: Asks that the current planning staff and commission members be named. Asks for consistency between parks (#57) and cemetery (#58) ordinances mentioned without a description of those ordinances, despite descriptions made of other ordinances, such as Amendment 201.

Cram: The reason that 201 was described is that it is an amendment to the Zoning Ordinance, which is very specific to the Master Plan. Alludes to the difficulty of summarizing the Parks Ordinance and Cemetery Ordinance for the Master Plan.

Shanafelt: We don't have consolidated concepts for those? Acknowledges that it might not be practical.

Cram: Offers to work with Becky Chown, Township Clerk, to summarize those. At the time the draft master plan was issued there was no Cemetery Ordinance (and Park Ordinance from that period was repealed).

Shanafelt: Suggests adding that language, informing residents that there was no existing ordinance before would be sufficient. Suggests changing language on page 13 regarding uses of the bay to be less restrictive. Typo on page 66, change "use a by-right" to "as a use-by-right".

Alexander: Also on page 67.

Kopriva: We welcome any other lists of typos to make sure they're included in our final edit. Reminds Commission that software creates issues with formatting that will be solved after revisions are complete.

Hornberger: Inquires into the way Pelizzari shows up on map.

Cram: Pelizzari, like other parks, is public but also held in a conservation easement.

Kopriva: On the last map, all the conservation easement parcels were a solid color but on this version it's cross hatched to show that it is both public and under easement. Existing color combination makes it look gray, so we are working on ways to better show this.

Cram: We went through parcel-by-parcel and looked at all those colored red as "commercial" with Sally Murray, our Township Assessor. A lot of those changed to public or something else. We looked at all the public lands to look at the accuracy of use. As we move from the existing land use map to the future land use map, we hope to see more green and a slight increase from rural-residential to suburban-residential because we can anticipate some exempt land divisions. Right now, someone with an R-1C chunk of land could come in and create up to four lots, going from rural-residential to suburban-residential. This is happening predominantly along the shoreline where we see the R-1C district.

Dloski: A question from page 57: 490.7 acres designated as "other". What does that mean? Is that PDR?

Cram: We would need to consult with Randy Mielnik to see what his thought process was there.

Dloski: We should make some effort to identify what those are.

Kopriva: They may be exempt, but put under "other". If they are classified as exempt, you wouldn't know what it's exempt for without a deeper dive. That is a holdover from the 2021 draft.

Beard: Are we going to be able to have a high resolution, digital version available on the web for clarity/zooming in? Requests that large print versions are available of the future land use map.

Cram: Commits to printing future land use map for non-digital access as well as high-res map for website.

Beard: On page 53, there is mention of wind and solar power and the electrical grid. Admits to being confused by language in the box, which seems to suggest that it is not possible to have an electrical grid on the Peninsula despite it being thoroughly wired.

Cram: I believe it should stay. Yes, you see power lines, but that is different from an electrical grid. Based on the above-ground power poles, there are areas on the Peninsula that experience frequent power outages during wind events. That is because we are not on this electrical grid. I am comfortable that this (language) is correct.

Shanafelt: Reminds Commission that one of the long-range plans he would like to see is fully underground power on the Peninsula. Wonders why that isn't possible, given enough resources.

Beard: This is not unique to the Peninsula. There are incidents all over Michigan - which is third in the country for power outages. What I hear, when we talk about a grid, is the ability to extend electricity to any given parcel.

Cram: It does, but that's different from a grid.

Hall: Requests from Cram a very brief explanation of "electrical grid" to clarify.

Alexander: On page 80, where you talk about the historic private resort associations, possibly change Illini to Illini Orchards.

Cram: Going back to the future land use map, we know that there is a large area on Neahtawanta that is under conservation easement and something in Leffingwell, so that is on our radar to confirm with Sally.

Dloski: Defines electrical grid. "A network of synchronized power providers and consumers connected by transmission and distribution lines that operate by one or more control centers".

Cram: So, we have power, but it is not practical for us to have the electric grid that you see in more urbanized areas. Will break this down in layman's terms.

Motion to close regular meeting and open public hearing portion made by Hornberger with second by Dloski. Motion passed by consensus.

Curt Peterson, 1356 Buchan Drive: I would suggest that you consider continuing this public hearing into your next meeting which would be at least 15 days from now. I make that recommendation because I'm not sure whether or not you have followed exactly the proper procedures for the Michigan Zoning Enabling Act 125.3839 which tell you the proper procedures. Fifteen days ago we did not even have a future land use map as part of this draft. Then last Thursday, one popped up less than a few business days from today. And then - you can call that the new future land use map - today at about 12:13 pm another future land use map popped up. Our assistant clerk sent that around to anybody that wants to receive the packets, but that is brand new information for any citizen here in Peninsula Township. Seeing that new-new existing future land use map for the very first time. I doubt that very many people have seen that as a drastic change from the new future land use map that you had last Thursday. I don't think, quite frankly, that we've received enough notification and those two maps - the one from last Thursday and the one from noontime today - are drastically different. You say on page 71 in the verbiage for this draft plan that a few small acreages may need rezoning, but if you look at this new one, considerable acreage is different. I would suggest, so that there are no possible legal challenges to this, go 15 more days and continue this public hearing. Let people come in here and talk about it. I can go on and on about the numerous mistakes other than this future land use map. Right now, I would be ashamed if I was a member of this planning commission, and I approved this tonight and passed it onto the township board with all the mistakes that are present. It needs somebody like Laura Serocki or Monnie Peters to go over this with a fine tooth comb to fix all the mistakes. Thank you.

Hall: It sounds like it might be a public service if you would send an email to Jenn with a list of the mistakes so we can correct them.

Cram: We did speak about the process with our legal counsel today and our only statutory requirement since it was released to the public in December of 2021 and the comment period came and went in February of 2022, is for the Planning Commission to hold an additional public hearing. There will be another public hearing with the Board, so between now and then (if the PC is comfortable with moving this forward) the community would have an opportunity to review the latest draft and the final document when it comes to the Board on July 9th. It was discussed with Chris Patterson and Jake Witte that there are some minor changes to come and they said that is standard within the master plan process. We are comfortable that we will have a clean document when it goes before the Board and there will be another public hearing where people can weigh in. If you're feeling uncomfortable and rushed, we're happy to pause this. We would propose a special meeting with the PC sometime this month prior to going to the Board on July 9th.

Hall: Asks for Cram's recommendation.

Cram: I want you all to feel comfortable. Sara and I have told you that we know there are additional formatting and things that will continue to be fixed based on feedback already received from the commission. We don't want to send a sloppy document onto the Board. We are working with a document that was drafted in 2021 and are trying to honor the work that the master plan steering committee did. We're trying to improve it because this will be our master plan for another five years, potentially. We all want this to be a good working product and feel that we've received the information from you that we need to make appropriate changes.

Hall: I'm going to paraphrase: you think that the document will be in proper form by the time it goes to the board.

Cram: Yes, and we will continue to post updated drafts to the website for public consumption as there will be additional information in the next week. We're trying to adopt this as quickly as possible, while making as few changes as possible, as we heard those requests from the public loud and clear. The maps needed the most work, as the agricultural preservation area wasn't included at all in the draft.

Alexander: After it goes to the Board for public hearing, they won't act on it. So, there will be more time. This is a future land use map which is an extrapolation anyway, so if we're making changes, it's interpretive. It's what we think is going to happen. So, the fact that it has changed today doesn't bother me.

Cram: From the May 23rd meeting to this meeting, a disclaimer was added at the bottom that noted that "this map is generated based on the use classification and the assessing records. These uses may be classified differently than the zoning district or uses allowed in the zoning ordinance. For instance, some agricultural uses may be classified as commercial uses will change to value-added, or residential uses may be classified as agricultural uses depending on the amount of agricultural production for assessing purposes. This is a snapshot in time and used as one of the many tools to determine future land use and zoning." We'll add something similar to the existing, unofficial zoning district map - as to why it's unofficial.

Dloski: It's time to move this over the finish line. We've been talking about this for years.

Maura Sanders, 20202 Center Road: I am here as Maura Sanders, not as Township Trustee. I kind of agree with Curt a little bit about extending the public hearing, at least for another two weeks. With the map that came out just today you guys are going to receive quite a bit of feedback from the community and they're going to get a chance to look at it today and tomorrow, and over the next couple of days and provide even more information back. I am not for extending this process because it's finally up and running but doing it right (correctly) now is going to prevent quite a bit of heartache in the next couple of months, I think.

Cram: So, that would mean that this would not be adopted until probably August or September.

Sanders: As Maura Sanders at 20202, I would rather wait until August and have it done right and get the feedback from the community versus getting bombarded with questions and complaints from the community. Just now, sitting in the audience, on my phone...somebody sent me a note saying "Hey, I don't get it. My parcel has been historically commercial and it was before I even bought, but the future land use map has it converting to suburban-residential." So, just having the opportunity for those folks to chime in, I think, is really important before putting a future land use map, which I know is a template, but let's try to get it as right as possible.

Shanafelt: From a statutory perspective, we, in principle, could hold another public hearing in two weeks that would still give us time to notice the public hearing at the Board.

Cram: No. This would not be able to go to the Board, then, until August.

Sanders: I'm as much into it as you guys are, wanting to get it done and across the finish line, but I just think really getting that input from the public - especially with the new map just coming online today - I think it's important. My two cents.

Shanafelt: Questions timeline to correctly notice the public.

Cram: Explains the process and time constraints with public noticing.

Shanafelt: Suggests a special meeting.

Cram: Explains to commission the issues that arise with newspaper publishing deadlines/timing to notice properly based on time remaining before the next board meeting.

Hall: The opportunity for the public to comment between now (if we don't have a special meeting) and the - if we do move this along tonight - the board meeting to consider it and hold a public hearing would be when?

Cram: July 9th. Between now and July 9th the public could make comments.

Hall: Thank you. So, that's my question. Isn't that sufficient opportunity for the public to make comments and send comments to your office, and then there's a public hearing where they can appear and make more comments. Why isn't that sufficient?

Peterson: Because it doesn't meet the Michigan Zoning Enabling Act (requirements).

Cram: It does.

Hall: We have a legal opinion that it does.

Cram: We respectfully disagree with you, Curt. Our legal counsel has weighed in on that.

Peterson: Well, they would agree with you.

Sanders: I think the question in my mind - in looking at the calendar - is collecting all the continued public input prior to the board meeting. How does it work after that board meeting? What draft gets to us so that we have the opportunity to review it.

Cram: You'll get the draft based on all the comments made from January to now, so that will be the final draft that goes to you. It will go out to the public as soon as possible prior to the public hearing with the board and they will have time to review it before going to the board, they can make comment at the board (meeting), and the board can choose to not take action that night and recommend further revisions in August and September.

Sanders: So, that's kind of where I'm getting. It could be pushing out to August or September.

Hornberger: But it is anyway. Whether we have a special meeting this month, it'll still be August.

Sanders: I, personally, just not as (a) board member would like the planning commission to take all that, the majority of public comment and get it sorted out prior to it coming to the board.

Cram: Discusses the possible issue of not having a quorum for a special meeting - the earliest date of which would be the last week of June. Attempts to find a possible date. Floats the idea of Tuesday, June 25th.

Fred Woodruff, 4824 Forest Avenue: I am addressing the Planning Commission as a member of the Study Group that recommended that the Township hire Maner-Costerian to examine the existing organizational structure of the township and the financing of its operation and make recommendations (on) alternative ways and means to raise revenues, reduce costs and increase efficiencies. However, before recommending hiring an outside consultant, the study group identified that one of the largest current gaps between the revenue received and the costs incurred in FY 2023-2024 appeared to be in the Planning and Zoning Department even when the department has been short of staff. This public hearing format (as well as the public comment period at your monthly meeting) doesn't lend itself to having a discussion of other's thoughts and ideas. But it seems to me that the more the township attempts to regulate land use the more costs will be incurred by the township and the more revenue will be needed to be raised to cover those costs. The draft master Plan calls for - SUPs, PUDs, PDRs, TDRs, Value-added agriculture, Alternative Energy, Shoreline protections, boutique hotels, non-motorized trails, improvement to parks, and promotion of historic places. It outlines 12 vision statements including "Operate under the best possible form of government with suitable and essential public facilities.", but that is #10. You have a difficult task ahead of you. The folks who responded to the 2019 survey made their wishes known. The draft master plan's vision statements appear to reflect those wishes. As you move forward, please make sure the township has the financial and human resources needed to implement those wishes on a fair and consistent basis. Thank you.

Bill Serocki, 6924 Center Road: First, I want to commend you folks on all your efforts on this. It's a monumental task and you're getting there. Just keep going. I had something that I noticed on one of the maps, and it was the definition of residential properties and each land use had a box with a different color. Under the residential use there was use definition of 1-5 acres and I found that a little confusing. I was wondering if it would help if you referred to one of the zoning maps for individual properties.

Cram: The problem is that the existing land use map and the future land use map are not how the property is zoned, it's how the land is used. So, for the suburban-residential we could add additional clarification, we're looking at - right now - if there is a parcel that is less than five acres and has one dwelling on it, we classified it as suburban residential. For all of the parcels that were five acres or greater, those were rural-residential. Those maps should look very different because the way that land is zoned is sometimes different from the way it's used. We could go back and just adopt the maps that were in the original version if everybody would feel more comfortable with that, but we heard from the community that those weren't accurate either. The land use maps never change zoning. They're just meant for us to look at how things are used, and how they might be used in the future. Do we need to explain that better?

Serocki: So, if someone were to be looking for an individual, specific property, they have to go to another map, right?

Cram/Hall: As they should.

Serocki: Asks for clarification for those not as familiar with planning and zoning, particularly as it relates to individual parcel zoning.

Cram: If someone wanted to look at specific zoning for their property they would go to the official zoning district map. If they want to see how their property is currently being taxed or used, they would go to the existing land use map. If they want to see how their property might be used in the future based on the vision statements and action steps, then the future land use map represents what the community wants the future to be. What we have heard is that the community wanted to minimize the potential for buildout, they don't want to see rezonings that increase density or upscale zoning. So, that's where the future land use map is going to be very similar to existing land use except that we'll see more land conserved and additional land divisions, because someone who has a property, say, that's zoned R-1A has the potential to create four lots if they have four acres. Offers to provide more description to be more helpful. Reminds that they want everybody, including Serocki, to be able to understand what these maps represent.

Shanafelt: The problem is that each map is multidimensional. You need to look at all of them to get a clear picture.

Cram: Points to maps in the township hall "soon we'll have an existing land use map and a future land use map".

Shanafelt: Right, and it's not mutually exclusive. You could be zoned residential and be in a viewshed, for example. The other point I wanted to make: how you come to terms with existing zoning and land use is just looking at the difference in the map you published yesterday and the one two weeks ago. There's less green because those greens are now - as you said, five acres - instead of being a farm, they put a house on it - residential and not agricultural anymore. It doesn't change the zoning, but the use, which are two very distinct conceptions that coexist.

Cram: I hear what Mr. Serocki said and know that there have been issues with that in the past, which is partially why the master plan was paused. There wasn't a level of comfort with the zoning district map, the existing land use map, and the future land use map. That's why we're digging in and trying to make it as accurate as possible based on the assessing data. If we need more descriptions to show why we did things, or what certain things mean, we can absolutely do that.

Motion to close public hearing by Hornberger, seconded by Beard.

Motion passed by consensus.

Motion for PC to recommend approval of the Master Plan, subject to the corrections addressed, to the Township Board, by Dloski, seconded by Hornberger.

Hornberger: We can talk about this forever. I think we have been talking about this forever. It's never going to be perfect, there is no such thing. My husband has a saying: "Perfect is the enemy of the good." This is something I'm proud of. We're ready to send this on to the board and a second public hearing.

Alexander: Echoes those sentiments. Notes that this should be a living document that changes that are unforeseen may arise.

Shanafelt: To take a slightly opposing view despite agreeing with everything that's been said. After hearing some of the commentary, there's a difference between meeting a statutory requirement and doing due diligence. Statutory requirements are in place to ensure that at least the minimum is done. Sometimes you need to do more. Practically, the board would not approve this until August and the board also has a capability to waive their equivalent of Section 8.7 and take action following a public meeting, so one thing we could consider - though your point about it being a living document is well taken - is giving a little bit of time to allow the realization that a future land use map is sheer speculation. To have comment and discussion about it in the context that this is a best guess might be useful, and to that end having another public hearing to do explicitly that would be useful and then the board could take it up in August. What I don't want is people to come in and talk about their pet peeves about how we're interpreting future land use which is a guess and speculation. There is the danger of doing this, which prolongs it.

Cram: I want to do what you're comfortable with. I will take three more years if you want.

Dloski/Hall: Reminds assembled that there is a motion on the table.

Beard: I'm tempted to support the motion, but I don't think it makes sense to put this half-cooked dinner on the plate in front of the board. There's a few more things that need to be tied up here and to burden them, with all they have to address I don't think it's the right way to go. To expect them to clear up these loose ends. Another meeting here and another chance for public input would wrap it up and put a bow on it, and hand them something that is relatively complete.

Shanafelt: The advantage of that, and the expectation, is that we actually do hand them something complete because that allows the board to act, and eliminates it going on and on.

Hall: Comment by the Chair: For the reasons that have been stated, I think dinner will be ready to be served and I'm in favor of moving this on.

Witte (legal Counsel): Reminds commission that under the Michigan Planning Enabling Act, the recommended approval of the master plan needs to be by resolution, and the resolution needs to refer to, and I'm going to quote the Planning Enabling Act here: the maps and descriptive and other manner intended by the planning commission to form the master plan". I don't know that I saw a resolution in the packet, but I'm sure Jenn could put one together. In terms of the language used to approve the master plan and a minimum to comply with the Planning Enabling Act, maybe that motion language should be amended to refer to the specific maps that are included in the master plan. Does that make sense?

Shanafelt: It makes sense, but we're not approving it, we're just recommending moving it to the board.

Hall: We are not the board.

Cram: Jake, we spoke to Chris Patterson today and that resolution is in process and will be ready for the board to approve. Thank you for clarifying that we are following the correct process.

Roll call vote: **Beard:** No; **Shanafelt:** No; **Hornberger:** Yes; **Dloski:** Yes; **Alexander:** Yes; **Hall:** Yes

Motion passed with dissent by Beard and Shanafelt.

Cram: I will work with township office manager, Susan Piehl, to update the website tomorrow with the latest maps. We will let people know that they can submit any comments or concerns to the Planning and Zoning office so they can be addressed. We'll let them know there will be another public hearing with the board on July 9. The board will receive a cooked dinner wrapped in a bow based on everything we've discussed. I hear everything that's been said and want to make sure people have the opportunity to comment. To add to something that Curt Peterson said and that is that Laura Serocki has vetted this and was one of the only citizens that provided thorough comment on the original draft back in February of 2022

and has provided thorough comment on this draft. All her comments have been considered. I want to thank Laura Serocki and her commitment to this process, publicly.

Shanafelt: Comments that it's six of one, half a dozen of another. The public hearing will be held under the auspices of the board, as opposed to under the auspices of the planning commission prior. Similar, just following a slightly different path.

Cram: In some communities, the planning commission has the authority to approve the master plan. For Peninsula Township, it is the board. We don't have to conduct another public hearing with the board based on the Planning Enabling Act, but that's what the board likes to do.

Hall: Reminds the community to submit their questions and concerns to the Planning office.

9. Reports and Updates

a. Shoreline Regulations Study Group - Verbal Update

Cram: The Shoreline Regulations Study Group has been meeting every other Monday since February. We last met this Monday. We've had robust conversations around single and shared waterfront ownership. The policy direction that is currently moving forward - recognizing that the existing zoning ordinance is more restrictive than what the community would like - is to increase the number of allowed hoists from one per 50 ft to three per 50 ft. A jet ski is considered half of a boat hoist, so two jet skis would equal one boat hoist. We've also discussed where seasonal docks, hoists, and equipment should be seasonally stored outside of the water. Rather than noting the "ordinary high water mark" the study group recommends "four ft from where the water meets the shoreline" to make it more user friendly. For single waterfront ownership, we would not require any type of permit or registration, as we're now calling it. We are recommending that an annual registration be required for all shared waterfront ownerships and that registration would be very simple. A checklist that notes what lineal frontage is, how many hoists you're proposing, how you are going to store things, etc.... A site plan may be brought in, if they wish, and there will be a template that shows all the activities they should consider on their shoreline. This would then confirm their compliance with the zoning ordinance. The other thing we're looking at as far as the location of the one dock per parcel and the number of boat hoists depending on lineal frontage is the idea of projecting the property lines out into the water and then having a setback from those imaginary property lines. As long as you are locating your dock and hoist within that footprint defined by the setbacks, we don't have a concern. We recognize that this will not work for all situations because the shoreline is concave and has different shapes, so we need to develop language that would allow for all lots of record to have at least one dock and hoist. The purpose of this, again, is for public safety, natural resource protection, and to minimize conflicts between neighbors. I can start drafting verbiage for proposed zoning ordinance amendments related to single and shared waterfront ownership. We also anticipate that proposed amendments or policy direction will come from this study group with regard to development along the shoreline. Such as: where should stairs be, what is the percentage of trees that should be removed. Those types of things will require a more lengthy process. Guest speakers will be coming to educate us on the importance of protecting the natural resource that we have - 42 miles of shoreline. Notes that there has been tremendous turnout from the community and it is a diverse group of participants. Public comment is always allowed at the end of the meetings. One study group member has gone out and interviewed and met with shared waterfront owners, coming back to the study group with reasonable proposals to address what he has heard. Just as we talked about the master plan, it won't be perfect but the hope is to have a better zoning ordinance that addresses most of the situations on the peninsula.

Alexander: Glad that members of the public are supportive and made positive comments.

Hall: Jenn (Cram) is doing her usual terrific, thorough job in running those meetings. The agendas are well thought out. We're getting a lot of detail and it's very good. It was interesting to see the community reaction to this process because there is a concern - that was also voiced tonight - about excessive

government regulation. There were a number of people in the study group who were originally vehemently against the idea that there would be additional regulation or changes to the regulation dealing with shoreline, and what we've found is that representatives of one particular shared waterfront that were very against the whole project have now seen that we are not some nefarious cabal of large government, we are in fact trying to get educated so that we can develop appropriate policy. One of the things we've realized is that people on the shoreline have more boats or watercraft, and so we need to have our zoning ordinance accommodate that. As we go through this, and people see how the process is working, we're getting buy-in. Some people are still concerned about whether or not we have jurisdiction, but we're trying to do what's right for most people most of the time.

b. Agricultural Advisory Committee - Verbal Update

Cram: We have received 16 letters of interest for nine positions for the newly created Agricultural Advisory Committee. The board will be conducting interviews soon. The tentative date is June 24th at 3pm. We have to first confirm that we have a quorum of the board. Becky Chown, our clerk, is working on that. We received a wonderful response from a very diverse group of agricultural operators or farmers. Also notes that this committee will function similarly to the parks committee, but meet every other month, or six times per year. We do want to have a PC liaison and a board liaison. The goal of this is to provide the farmers and agricultural operators with a voice so that we can understand issues they're facing and be nimble to make zoning ordinance amendments that support agriculture on the peninsula. At one point, Kevin Beard volunteered to be that liaison and I hope that's still the case. The same will be asked of the board when it goes back before them.

10. Public Comments

Fred Woodruff, 4824 Forest Avenue: I hope my comments were not interpreted as being anti-regulation, etc. My comments are: "I understand it's in the public's interest, it's at the local level where things really ought to be more understandable. I just want to make sure that item number ten gets moved up in your consideration as you go forward because you're going to need more human and financial resources to carry that out, so that Jenn can come to meetings feeling better."

11. Other Matters or Comments by Planning Commission Members

Cram: Announces that Tori Westmoreland has accepted the Planning and Zoning Administrator position, starting July 1. She has a planning degree from Arizona State, she's done some study abroad, has completed several planning related internships, and has excellent experience. She knows what she's walking into, and the staff was transparent about the work ahead and the challenges facing the community. This appointment will allow for improved capacity for land use permits, special use permits, and day-to-day operations, as well as staying on top of action steps for the master plan and making zoning ordinance amendments.

Asks about quorum for the July 2nd meeting, as there is potential for a public hearing. Indicates that she needs to ask Shipman if she can attend for quorum, otherwise no quorum.

12. Adjournment

Dloski moved to adjourn at 9:15 p.m. with a second by Shanafelt.

Motion passed by consensus.

Business

**Old Mission Lavender Farm
SUP #138, Amendment #1**

Peninsula Township Planning & Zoning Department
13235 Center Road
Traverse City, MI 49686

SPECIAL USE PERMIT (SUP)
FINDINGS OF FACT AND CONDITIONS
SUP #138, Amendment #1_Old Mission Lavender Farm
July 2, 2024

PENINSULA TOWNSHIP PLANNING COMMISSION

Applicant: Erin Hafeli
13387 Blue Shore Drive
Traverse City, Michigan 49686

Hearing Date(s): Planning Commission: May 7, 2024 (Introduction)
Planning Commission: July 2, 2024 (Public Hearing)
Board: TBD

PROPERTY DESCRIPTION

Parcel ID#: 28-11-004-012-00
Property Address: 2150 Carroll Road
Property Size: 10.3 acres
Zoning: A-1 - Agricultural
Adjacent Zoning: A-1 - Agricultural
Water: Individual Well
Sewage Disposal: Portable Toilet
Access: Carroll Road

INTRODUCTION AND BACKGROUND

On March 9, 2021, the Township Board approved special use permit (SUP #138) for the Old Mission Lavender Farm. The approval authorized the subject property as a place to grow, process, and sell lavender, lavender-related goods, and associated agricultural products. At the time of application there was a 576 square foot structure under construction that exists today. Approval of the SUP allowed for the construction of a connected 2,400 square foot building to expand space for retail sales and processing. That building was not constructed within the year following the approval and so the approval to construct it has since expired. The uses approved with the SUP did commence on the property and within the 576 square foot building within a year and are vested. Access from Carroll Road was installed along with the required six gravel parking spaces.

Planning Commission – July 2, 2024

The applicant/property owner is requesting the first amendment to SUP #138 to allow for additional value-added agricultural uses accessory to the production and processing of lavender, as well as for additional off-premises signage. The requested amendment is summarized below. The submitted application with further details is provided in **EXHIBIT 1**.

- Aromatherapy sauna and cold plunge
- Off-premises signage
- Curated picnics
- Yoga, sound baths, qigong, and other seasonal group exercise classes
- Lavender based classes/workshops (wreaths, center pieces, etc.)
- Farm Tours
- Photography sessions

SECTION 8.1.3 BASIS FOR DETERMINATIONS

FINDINGS - SECTION 8.1.3 (1) GENERAL STANDARDS:

General Standards. *The Peninsula Township Board of Trustees shall review each application for the purpose of determining that each proposed use meets the following standards, and, in addition, shall find adequate evidence that each use on the proposed location will:*

- a) Be designed, constructed, operated and maintained so as to be harmonious and appropriate in appearance with the existing or intended character of the general vicinity and that such a use will not change the essential character of the area in which it is proposed.

The character of the area surrounding the project site is generally agricultural in nature. The nearest single-family residence is over 600 feet away from the existing farm shop.

Staff finds, in summary, that some proposed uses are harmonious and appropriate with the intended use of the district. Some proposed uses, additionally, may qualify as activities included under the Right to Farm Act GAAMPs. The Michigan Department of Agriculture and Rural Development's Right to Farm division determines a farm operation's compliance with GAAMPs to obtain Right to Farm Act protection. Any finding provided by the Township regarding the appropriateness of activities that may fall under the GAAMPs is limited by the information provided by the applicant, the GAAMPs in place at the time of review, and any subsequent change in the GAAMPs and circumstances.

Staff finds that the requested aromatherapy sauna and cold plunge that always utilize dried lavender, lavender essential oil, or lavender hydrosol spray ("farm products") are accessory to active production of lavender (field crops) and the approved special use of processing lavender. The facts presented for the aromatherapy and cold plunge activities utilizing a "farm product" appear to be consistent with the 2024 Michigan Department of Agriculture and Rural Development Farm Market GAAMPs related to marketing, which is defined as promotional and educational activities incidental to the sale of farm products, with the intention to sell more farm products.

Staff finds that the facts provided indicate the requested curated picnics can be considered accessory to active production of lavender or other field crops provided one hundred percent (100%) of all items included in the curated picnic consists of at least fifty percent (50%) of, or include as the namesake and a primary ingredient, raw produce grown on land that is exclusively controlled by Old Mission Lavender Farm ("The Farm Operation"), and that the picnics are incidental to the sale of farm products. This is also

consistent with the 2024 Farm Market GAAMPs related to marketing, which is defined as promotional and educational activities incidental to the sale of farm products, with the intention to sell more farm products.

Staff finds that the requested lavender-related classes are accessory to active production of lavender and the approved processing of lavender and, so long as the classes are incidental to the sale of farm products, appear to be consistent with the 2024 Farm Market GAAMPs related to marketing, defined as promotional and educational activities incidental to the sale of farm products, with the intention to sell more farm products.

Staff finds that the farm tours are accessory to active production of lavender and the approved processing of lavender. The farm tours appear to be consistent with the 2024 Farm Market GAAMPs related to marketing, defined as promotional and educational activities incidental to the sale of farm products, with the intention to sell more farm products.

Although the photography sessions may or may not qualify as marketing activities as defined by the 2024 Farm Market GAAMPs, staff finds that they would be an appropriate special open space use compatible with the intent of the agricultural district to preserve and enhance the existing agricultural areas within the Township.

Staff finds that the requested yoga, sound baths, qigong and other seasonal group exercise classes are not accessory to the active production of lavender or other field crops. These uses do not have a direct relationship to active production and function on their own as commercial activities that are appropriate in the C-1 – Commercial district or as a home occupation accessory to a residential use in the A-1, R-1A, R-1B and R-1C zone districts.

The requested off-premises signage would require an amendment to the zoning ordinance. As such, they cannot be approved with this amendment request.

As discussed above, those requested uses that are accessory to active production and/or the processing of lavender are harmonious in appearance with the character of the surrounding area which is agricultural in nature.

- b) Not be hazardous or disturbing to existing or future uses in the same general vicinity and will be a substantial improvement to property in the immediate vicinity and to the community as a whole.

Staff finds that those requested uses that are accessory to active production and/or the processing of lavender would not be hazardous or disturbing to existing or future uses in the same general vicinity provided that the location of the uses are established (inside the farm shop, in the planted area, in the parking lot, etc.), the maximum number of participants is established, and the hours of operation are established that are appropriate for the area. We recommend that this be discussed with the planning commission at the July 2, 2024, meeting and a draft condition(s) of approval included.

With appropriate conditions of approval to limit impact on surrounding properties and ensure conformity with the intent of the A-1 Agricultural district, these accessory uses are a substantial improvement to the property by providing more income generating resources and to the entire community as a whole because this farm will be more viable and likely to exist and grow into the future.

- c) Be served adequately by essential facilities and services such as highways, streets, police, fire protection, drainage structures, refuse disposal, water and sewage facilities, or schools.

The proposed accessory uses will be served adequately by essential services as they do not place a substantial additional burden on adjacent roadways, public emergency services, public utilities, or schools. Water on the property is provided via well. There is a portable toilet and hand washing station for farm workers and the public to use.

Staff believes that the existing portable toilet and hand washing station may be appropriate for the requested accessory uses for up to 10 participants. We have asked the Grand Traverse County Environmental Health Department for input on the recommended number of portable toilets for certain uses. We recommend that once we receive feedback that a condition of approval be included that once accessory uses exceed a certain capacity that the applicant/property owner be required to install an appropriate on-site septic system and restrooms in order to increase capacity.

- d) Not create excessive additional requirements at public cost for public facilities and services.

The proposed accessory uses do not create excessive additional requirements at public cost and do not increase the need for public facilities or services.

- e) Not involve uses, activities, processes, materials, and equipment or conditions of operation that will be detrimental to any persons, property, or the general welfare by fumes, glare or odors.

We do not anticipate that the requested accessory uses will create negative impacts from fumes, glare or odors. We have received no complaints since the original special use permit was approved related to the processing of lavender.

FINDINGS - SECTION 8.1.3(3) SPECIFIC REQUIREMENTS:

Specific Requirements. In reviewing an impact assessment and site plan, the town board and the planning commission shall consider the following standards:

- (a) That the applicant may legally apply for site plan review. **Special use permits run with the land. The applicant is the current owner of the subject parcel where a special use was approved.**
- (b) That all required information has been provided. **All required information is provided as part of this application. (EXHIBIT 1). Additional information related to the location of proposed accessory uses, number of proposed participants and hours of operation is needed.**
- (c) That the proposed development conforms to all regulations of the zoning district in which it is located. **As discussed above, those requested uses that are accessory to active production or processing of lavender conform to the regulations within the A-1 zone district and are consistent with uses deemed appropriate for agricultural land by the 2024 Farm Market GAAMPs, constituting marketing activities, defined as promotional and educational activities incidental to the sale of farm products, with the intention to sell more farm products.**
- (d) That the plan meets the requirements of Peninsula Township for fire and police protection, water supply, sewage disposal or treatment, storm drainage, and other public facilities and services. **The proposed accessory uses that are accessory to active production or processing of lavender meet the relevant requirements of the township and other local and state permitting agencies.**
- (e) That the plan meets the standards of other governmental agencies, where applicable, and that the approval of these agencies has been obtained or is assured. **The proposed accessory uses, along with plans and relevant**

information, have been supplied to the necessary governmental agencies for review and approval. We are waiting for additional information from the Grand Traverse Environmental Health Department related to the capacity for portable toilets.

- (f) That natural resources will be preserved to a maximum feasible extent and that areas to be left undisturbed during construction shall be so located on the site plan and at the site per se. **The agricultural, open space character of the subject property will remain intact as the proposed accessory uses do not require any change to the existing building and will not impact planted areas.**

The proposed location of the aromatherapy sauna and cold plunge does not require the removal of any trees and will not impact existing planted areas.

- (g) That the proposed development property respects floodways and floodplains on or in the vicinity of the subject property. **The subject property is not located within any floodplain or floodway.**
- (h) That the soil conditions are suitable for excavation and site preparation and that organic, wet, or other soils that are not suitable for development will either be undisturbed or modified in an acceptable manner. **Soil is suitable for construction activities. There are no known wetlands on the property.**
- (i) That the proposed development will not cause soil erosion or sedimentation problems. **There is no grading or earth movement proposed, as such there are no concerns with soil erosion or sedimentation control.**
- (j) That the drainage plan for the proposed development is adequate to handle anticipated stormwater runoff and will not cause undue runoff onto neighboring property or overloading of water courses in the area. **The proposed accessory uses will have a minimal increase in impervious surface (sauna structure), as such there is no concern about an increase in off-site storm water runoff.**
- (k) That grading or filling will not destroy the character of the property or the surrounding area and will not adversely affect the adjacent or neighboring properties. **As noted above, no grading is proposed. The general character of the property will remain essentially unchanged.**
- (l) That structures, landscaping, landfills, or other land uses will not disrupt air drainage systems necessary for agricultural uses. **The proposed aroma therapy sauna and other accessory uses will not disrupt cold air drainage.**
- (m) That phases of development are in a logical sequence so that any one phase will not depend upon a subsequent phase for adequate access, public utility service, drainage, or erosion control. **The requested accessory uses, if approved, can be completed in one phase. No proposed accessory use is reliant on the other.**
- (n) That the plan provides for the proper expansion of existing facilities such as public streets, drainage systems, and water sewage facilities. **No expansion of public streets, drainage systems, or utility systems are proposed or required.**
- (o) That landscaping, fences, or walls may be required by the town board and planning commission in pursuance of the objectives of this ordinance. **No landscaping, fencing, or other screening is proposed. The closest residential structure is more than 600 feet away. Staff does not find that any screening for the aromatherapy sauna and cold plunge area is required. Staff would support the voluntary planting of vegetation to create additional privacy and ambiance.**
- (p) That parking layout will not adversely affect the flow of traffic within the site or to and from the adjacent streets. **There are fourteen (14) on-site gravel or field parking spaces proposed. This includes the original required**

six (6) spaces.

- (q) That vehicular and pedestrian traffic within the site, and in relation to streets and sidewalks serving the site, shall be safe and convenient. **Vehicular traffic will enter the property on Carroll Road. Any necessary overflow parking can occur in open field areas.**
- (r) That outdoor storage of garbage and refuse is contained, screened from view, and located so as not to be a nuisance to the subject property or neighboring properties. **Garbage cans are stored at the back of the building, which is south facing. No outdoor storage of garbage or refuse is proposed as part of this application.**
- (s) That the proposed site is in accord with the spirit and purpose of this ordinance and not inconsistent with, or contrary to, the objectives sought to be accomplished by this ordinance and the principles of sound planning. **The A-1 zone allows for field crop and accessory uses incidental to the active production of field crops as uses by right. Greenhouses, Nurseries and Farm Processing are uses that are also allowed in the A-1 district with the approval of a special use permit. The A-1 district also allows for special open space uses with the approval of a special use permit.**

The requested uses that are accessory to active production of farm products meet the objectives of the ordinance and the principles of sound planning by maintaining the existing character of the subject parcel while providing limited value-added agricultural uses on the property.

COMPLIANCE WITH GOVERNMENTAL REGULATIONS:

The petitioner shall comply with all state, county, township, and other governmental regulations relative to the establishment of the special use for a parcel zoned A-1, which includes meeting the requirements of the Michigan Department of Transportation (MDOT), the Grand Traverse County Drain Commissioner (GTDCDC), the Grand Traverse County Road Commission (GTCRC), and the Grand Traverse County Health Department (GTCHD). Zoning compliance is based on the governing special land use document, approved site plan, and Articles 6 and 8 of the Peninsula Township Zoning Ordinance.

APPROVAL CONDITIONS AND SAFEGUARDS:

Pursuant to Section 8.1.3 (2), the board may require such additional conditions and safeguards deemed necessary for the general welfare, for the protection of individual property rights, and for ensuring that the intent and objectives of the ordinance will be observed. The breach of any condition, safeguard, or requirement shall automatically invalidate the permit granted. Specific conditions and requirements for a land use permit include:

- 1) Continued compliance with permitting necessary with the Grand Traverse County Health Department.
- 2) Retail sales and related commercial activity are allowed provided not less than 50 percent of the items offered for sale include items wherein lavender and/or other ingredients grown on site (farm products) are a primary or namesake ingredient of the product. This requirement is measured by retail floor space during peak production season. Other goods produced and sold may include products such as flower arrangements, lotions, creams, candles, bath and body products, culinary products, air fresheners, handcrafted items, cleaning supplies, etc. Retail sales and related commercial activity may also include agricultural products commonly associated with a plant nursery such as, pots, potting soil, seeds, prepackaged agri-chemicals, potted plants, mulch, etc.
- 3) Only plant material and food products that are offered for sale may be displayed outside. All other merchandise offered for sale must be inside the building.
- 4) All production activities will occur inside the building and no raw materials, or partially completed products shall be stored outside. The proposed use does include the distillation of lavender, which would occur with equipment outside the building. This includes a propane burner and distillation equipment.
- 5) Signage is limited to the following:
 - a. One non-illuminated free-standing sign no larger than nine square feet in size or more than six feet in

- height.
- b. One wall-mounted non-illuminated sign that does not cover more than 5% of the total exterior building wall facing Carroll Road (inclusive of windows and areas above the soffits).
- c. Incidental directional signage for vehicular movement, parking, and safety.
- d. A sign related to the Michigan Agriculture Environmental Assurance Program (as applicable).
- 6) All production activities (processing lavender into soaps, lotions, food, etc.) will occur inside the building and no raw materials or partially completed products shall be stored outside.
- 7) Revised site plan and/or narrative identifying the location for proposed accessory uses.....
- 8) Hours of operation.....
- 9) Maximum capacity for portable toilet and sewage disposal requirements for future increases to capacity
- 10) Expansion of any activities beyond those listed above may be approved as an amendment to this SUP.

COMMENCEMENT AND COMPLETION:

The commencement and completion of special land uses are governed by Section 8.1.2(5) of the Peninsula Township Zoning Ordinance. Violations of the special land use permit and accompanying site plan are enforceable, and remedies are available under Section 3.2 of the zoning ordinance.

EFFECTIVE DATE OF SPECIAL LAND USE:

The special land use shall be effective when the application has been approved by the Peninsula Township Board of Trustees, subject to the above conditions. The board approves by a vote of:

AYES	_____
NAYS	_____
ABSTAINING	_____
ABSENT	_____

The undersigned hereby certifies that she is the clerk for the township of Peninsula, Grand Traverse County, Michigan, and that the foregoing special use permit was approved by the Peninsula Township Board of Trustees on _____.

The undersigned further certifies that a quorum was present at said meeting and that said meeting complied with all applicable laws and regulations.

Rebecca Chown, Peninsula Township Clerk

Approved by the Peninsula Township Board on _____

Isaiah Wunsch, Peninsula Township Supervisor

THIS PERMIT SHALL BE ATTACHED TO THE SITE PLAN AND BECOME A PART THEREOF.

I hereby acknowledge that I have received a true copy of the special land use permit and I have been informed of said requirements of this special land use permit and of the requirements of the Peninsula Township Zoning Ordinance.

Erin Hafeli

Exhibits:

1. Application
2. MI Department of Agriculture 2024 Farm Market GAAMPs
3. Record Eagle Article RE Hearth Sauna's

Exhibit 1

PENINSULA TOWNSHIP APPLICATION FOR SPECIAL USE PERMIT NO.

Parcel Code/s #28-11-004-012-00

Property Address: 2150 CARROLL ROAD

Applicant Address: 13387 BLUE SHORE DRIVE

Eiri Habeli

Applicant' Signature

Review Fee \$460⁰⁰ 1310 4/29/24

Check No. Date

APPLICATION REQUIREMENTS

1. Each application is submitted through the Zoning Administrator, and shall be accompanied by a fee as established by the Peninsula Township Board.
2. The applicant will assume direct costs for any additional professional review determined necessary by the Planning Commission or the Township Board, subject to prior review and approval of the applicant.
3. No part of any fee is be refundable and no portion of the fee covers the cost of any individual land use permit that may be issued on any of the building sites located in a Planned Unit Development.
4. Requirements for documents and information filled out in full by the applicant:
 - (a) A statement of supporting evidence showing compliance with the requirements of Section 8.1.3.
 - (b) Site plan, plot plan, development plan, drawn to scale (preferable 1"=50'), of total property involved showing the location of all abutting streets, the location of all existing and proposed structures and their uses, and the location and extent of all above ground development, both existing and proposed.
 - (c) Preliminary plans and specifications of the proposed development.
5. This application, along with all required data shall be submitted to the Zoning Administrator.
 - (a) Upon receipt of a completed application and the required data by the Zoning Administrator, it is transmitted to the Township Planning Commission for review.
 - (b) The Planning Commission may hold a public hearing on the application.
 - (c) Following a study by the Planning Commission it is transmitted to the Township Board for consideration.
 - (d) The Township Board may deny, approve, or approve with conditions, a request for special land use approval.

6. Specific Requirements: In reviewing an impact assessment and site plan, the Town Board and the Planning Commission shall consider the following standards:

Ordinance Reference - Section 8.1.3

Include a statement of HOW the proposed project meets the standards:

Section 8.1.3 Basis for Determinations: Before making recommendation on a special use permit application, the Town Board shall establish that the following general standards, as well as the specific standards outlined in each section of this Article, shall be satisfied:

- (1) **General Standards:** The Town Board shall review each application for the purpose of determining that each proposed use meets the following standards, and in addition, shall find adequate evidence that each use on the proposed location will:
 - (a) Be designed, constructed, operated and maintained so as to be harmonious and appropriate in appearance with the existing or intended character of the general vicinity and that such a use will not change the essential character of the area in which it is proposed.
 - (b) Not be hazardous or disturbing to existing or future uses in the same general vicinity and will be a substantial improvement to property in the immediate vicinity and to the community as a whole.
 - (c) Be served adequately by essential facilities and services, such as highways, streets, police, fire protection, drainage structures, refuse disposal, water and sewage facilities, or schools.
 - (d) Not create excessive additional requirements at public cost for public facilities and services.
 - (e) Not involve uses, activities, processes, materials, and equipment or conditions of operation that will be detrimental to any persons, property, or the general welfare by fumes, glare or odors.
- (2) **Conditions and Safeguards:** The Town Board may impose such additional conditions and safeguards deemed necessary for the general welfare, for the protection of individual property rights, and for insuring that the intent and objectives of this Ordinance will be observed. The breach of any condition, safeguard or requirement shall automatically invalidate the permit granted.
- (3) **Specific Requirements:** In reviewing an impact assessment and site plan, the Town Board and the Planning Commission shall consider the following standards:
 - (a) That the applicant may legally apply for site plan review.
 - (b) That all required information has been provided.
 - (c) That the proposed development conforms to all regulations of the zoning district in which it is located.

- (d) That the plan meets the requirements of Peninsula Township for fire and police protection, water supply, sewage disposal or treatment, storm drainage and other public facilities and services.
- (e) That the plan meets the standards of other governmental agencies where applicable, and that the approval of these agencies has been obtained or is assured.
- (f) That natural resources will be preserved to a maximum feasible extent, and that areas to be left undisturbed during construction shall be so located on the site plan and at the site per se.
- (g) That the proposed development property respects floodways and flood plains on or in the vicinity of the subject property.
- (h) That the soil conditions are suitable for excavation and site preparation, and that organic, wet or other soils which are not suitable for development will either be undisturbed or modified in an acceptable manner.
- (i) That the proposed development will not cause soil erosion or sedimentation problems.
- (j) That the drainage plan for the proposed development is adequate to handle anticipated stormwater runoff, and will not cause undue runoff onto neighboring property or overloading of water courses in the area.
- (k) That grading or filling will not destroy the character of the property or the surrounding area, and will not adversely affect the adjacent or neighboring properties.
- (l) That structures, landscaping, landfills or other land uses will not disrupt air drainage systems necessary for agricultural uses.
- (m) That phases of development are in a logical sequence, so that any one phase will not depend upon a subsequent phase for adequate access, public utility service, drainage or erosion control.
- (n) That the plan provides for the proper expansion of existing facilities such as public streets, drainage systems and water sewage facilities.
- (o) That landscaping, fences or walls may be required by the Town Board and Planning Commission in pursuance of the objectives of this Ordinance.
- (p) That parking layout will not adversely affect the flow of traffic within the site, or to and from the adjacent streets.
- (q) That vehicular and pedestrian traffic within the site, and in relation to streets and sidewalks serving the site, shall be safe and convenient.

- (r) That outdoor storage of garbage and refuse is contained, screened from view and located so as not to be a nuisance to the subject property or neighboring properties.
 - (s) That the proposed site is in accord with the spirit and purpose of this Ordinance and not inconsistent with, or contrary to, the objectives sought to be accomplished by this Ordinance and the principles of sound planning.
7. A public hearing on a special land use request is held by the Township Board if:
- a. A public hearing is requested by the Township Board, the applicant for special land use authorization, a property owner, or the occupant of a structure located within three hundred (300) feet of the boundary of the property being considered for a special land use.
 - b. The decision on the special land use request is based on discretionary grounds.
8. Complies with Section 7.7 Developments Abutting Agricultural Lands.

Page 4 of 4

This Special Use Permit Amendment primarily seeks to confirm certain accessory to agriculture uses. The principal objective is to obtain use rights for an outdoor aromatherapy sauna, which will continuously incorporate lavender or lavender products to align with farm advertising and marketing efforts in accordance with Michigan's Right to Farm Act. Lightwell Lavender Farm continues to engage in value-added processing on-site, producing among other things, lavender essential oil and lavender hydrosol as part of ongoing operations in compliance for SUP #138. As the Michigan Right to Farm Act supports marketing and promotion activities that are directly related to the farm's agricultural products, by adding this aromatherapy sauna, the aim is to enhance the farm's offerings, attract more visitors, and promote the benefits of the farm's lavender products. This accessory use is a natural extension of our existing agricultural practices and complies with the Generally Accepted Agricultural and Management Practices (GAAMPs) related to farm markets and value-added processing. Lightwell Lavender Farm operations are confirmed by MAEAP and MDARD right to farm standards.

Description:

- A unique wellness experience that blends Nordic sauna bathing with the serene ambiance of a lavender farm and lavender products. Participants are treated to a sauna experience that will continuously incorporate lavender or lavender products in at least one of the following ways: dried or fresh lavender present in the sauna, lavender sauna sachets, lavender essential oil or lavender hydrosol spray used as sauna aromatherapy, other lavender derived sauna products not currently developed.
- Each sauna session includes an opportunity to cool off outside the sauna in a cold plunge or outdoor shower, and the sauna unit will be manned in-person at all times and locked when not in use.
- The approximately 8'x26' portable sauna unit can be towed into place without groundwork, and the existing access to water and electric are sufficient for operation. The sauna capacity is 10 people and sauna use will be scheduled in advance or available for booking on demand when in operation.
- The farm is 10.3 acres with over 6,000 lavender plants and other biodiversity established on site. There is an existing 24'x24' farm shop. Over 1 acre is mowed continuously and available as field parking. A portable toilet and outdoor hand washing station is existing on site.

Secondarily, this SUP Amendment requests consideration and conversation around the following additional requests:

- Off-premises farm signage: Lightwell has a signed lease with adjoining land owners to allow for signage identification at the corner of Center Road and Carroll Road. This lease provides contiguous land access to the farm premises, and signage identification would be consistent with other instances of off-premises signage in existing on the peninsula. The request is that should zoning ordinances in the future allow for off-premises signage for agricultural land, that the applicant be granted rights for an off-premises sign in this SUP Amendment.
- Additional accessory to agriculture use rights to be considered:
 - o Curated picnics to include a dried bouquet of lavender or lavender sachet making up at least 50% of the volume of the picnic box offering

- Yoga, sound baths, qigong, or other seasonal group exercise at the farm to include a lavender bouquet, aromatherapy, you-pick lavender experience, or other lavender product as a primary feature of the group wellness experience
- Lavender related classes such as wreath making, bouquet or centerpiece making, or other farm-grown inputs for a craft-style class
- Photography sessions or other farm tour style offerings such as bonsai society, Audubon society, etc.

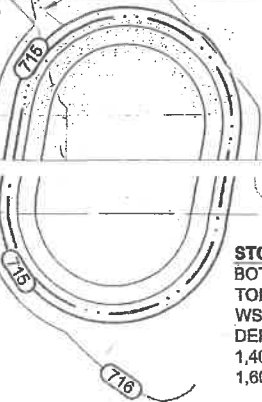
EDGE OF GRAVEL

716

715.85

715.33

GRADE DITCH TO DRAIN TO STORM BASIN



STORM RETENTION BASIN

BOTTOM: 613.00
TOP: 615.00
WS ELEV.: 614.50
DEPTH: 1.50'
1,400-CF REQUIRED
1,800-CF PROVIDED

35' SETBACK

GRAVEL DRIVE

h
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8
L
n
5
h
e
z
1

717

717

717.31

24'

EXISTING FARM SHOP

24'

717.07

717.11

717.18

EXISTING PORTABLE TOILET

EXISTING ELECTRIC ACCESS

COOL OFF ZONE

SAUNA UNIT

(HOSE TO GARDEN AREA) →

717.2

EXISTING WATER ACCESS

EXIST. WELL

FIELD PARK

720

714

Exhibit 2



Generally Accepted Agricultural and Management Practices for Farm Markets

2024

Michigan Commission of Agriculture & Rural
Development
PO BO 30017
Lansing, MI 48909



In the event of an agricultural pollution emergency such as a chemical/fertilizer spill, manure lagoon breach, etc., the Michigan Department of Agriculture & Rural Development and/or Michigan Department of Environment, Great Lakes, and Energy should be contacted at the following emergency telephone numbers:

Michigan Department of Agriculture & Rural Development: 800-405-0101
Michigan Department of Environment, Great Lakes, and Energy's Pollution
Emergency Alert System: 800-292-4706

If there is not an emergency, but you have questions on the Michigan Right to Farm Act, or items concerning a farm operation, please contact the:

Michigan Department of Agriculture & Rural Development
Right to Farm Program
P.O. Box 30017
Lansing, Michigan 48909
517-284-5619
877-632-1783
517-335-3329 FAX

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PREFACE

The Michigan legislature passed into law the Michigan Right to Farm Act (Act 93 of 1981, as amended) which requires the establishment of Generally Accepted Agricultural and Management Practices (GAAMPs). These practices are written to provide uniform, statewide standards and acceptable management practices based on sound science. These practices can serve producers in the various sectors of the industry to compare or improve their own managerial routines. New scientific discoveries and changing economic conditions may require necessary revision of the practices. The GAAMPs are reviewed annually and revised as considered necessary.

The GAAMPs that have been developed are as follows:

- 1) 1988 Manure Management and Utilization
- 2) 1991 Pesticide Utilization and Pest Control
- 3) 1993 Nutrient Utilization
- 4) 1995 Care of Farm Animals
- 5) 1996 Cranberry Production
- 6) 2000 Site Selection and Odor Control for New and Expanding Livestock Facilities
- 7) 2003 Irrigation Water Use
- 8) 2010 Farm Markets

These practices were developed with industry, university, and multi-governmental agency input. As agricultural operations continue to change, new practices may be developed to address the concerns of the neighboring community. Agricultural producers who voluntarily follow these practices are provided protection from public or private nuisance litigation under the Right to Farm Act.

The website for the GAAMPs is <http://www.michigan.gov/righttofarm>.

INTRODUCTION

As farmers look for ways to keep their businesses economically viable, many have chosen to shift their operations from a farmer-to-processor to a direct market business model. This includes selling raw and value-added products directly to the consumer through on-farm establishments, farmers markets, and other agricultural outlets. This allows farms to take advantage of consumer interest in agritourism, the “buy local” movement, and a desire for a connection with farmers and food production. These activities have far-reaching economic impacts. Many regions have capitalized on the growth of farm markets by developing regional farm market and culinary trails, and tourism promotion based on authentic culinary experiences offered by local farm markets. Farm markets provide the opportunity for visitors to meet a farmer, learn about modern agricultural practices, and gain access to fresh, local, nutritious food. Finally, farm markets and the associated farm, help maintain green space adding to the quality of life. Thriving farmland enhances the beauty of communities, retains residents, and attracts visitors. As farm operations engage in direct sales and on-farm activities, conflicts have arisen regarding oversight of these businesses.

Michigan is a Right to Farm (RTF) state and the RTF Act defines a “farm operation” as meaning the operation and management of a farm or a condition or activity that occurs at any time as necessary on a farm in connection with the commercial production, harvesting, and storage of farm products. This definition includes, but is not limited to, marketing produce at roadside stands or farm markets. Farm markets offer farm related experiences and farm products through a variety of agritourism activities. The experience in turn promotes sale of more farm products and provides an added income stream to support the farm business, the farm family, and surrounding communities; and keeps farmland in production.

Although the RTF Act includes farm markets in the definition of a farm operation, this definition does not define a farm market or describe specific marketing activities. These GAAMPs for Farm Markets were developed to provide guidance as to what constitutes an on-farm market and farm market activities.

DEFINITIONS

Affiliated – “Affiliated” means a farm under the same ownership or control (e.g., leased) as the farm and does not need to be on the same parcel of land.

Expanding Farm Market – An addition to an existing farm market that increases the square footage of the farm market.

Farm – A “farm” means the land, plants, animals, buildings, structures, including ponds used for agricultural or aquacultural activities, machinery, equipment, and other appurtenances used in the commercial production of farm products.

Farm Market – A farm market is a year-round or seasonal location where transactions and marketing activities between farm market operators and customers take place. A farm market may be a physical structure such as a building or tent, or simply an area where a transaction between a customer and a farmer is made. The farm market does not have to be a physical structure. The farm market must be located on property owned or controlled (e.g., leased) by the producer of the products offered for sale at the market. Fresh products as well as processed products may be sold at the farm market. At least 50 percent of the products offered must be produced on and by the affiliated farm measured by retail floor space during peak production season, or 50 percent of the average gross sales for up to the previous five years or as outlined in a business plan. Processed products will be considered as produced on and by the farm if at least 50 percent of the product’s primary or namesake ingredient was produced on and by the farm, such as apples used in apple pie, maple sap in maple syrup, strawberries in strawberry jam, etc.

Farm Product – A “farm product” means those plants and animals useful to humans produced by agriculture and includes, but is not limited to forages and sod crops, grains and feed crops, field crops, dairy and dairy products, poultry and poultry products, cervidae, livestock (including breeding and grazing), equine, fish and other aquacultural products, bees and bee products, berries, herbs, fruits, vegetables, flowers, seeds, grasses, nursery stock, trees and tree products, mushrooms and other similar products, or any other product which incorporates the use of food, feed, fiber, or fur as determined by the Michigan Commission of Agriculture & Rural Development.

Marketing – Promotional and educational activities at the farm market incidental to farm products with the intention of selling more farm products. These activities include, but are not limited to, farm tours (walking or motorized), demonstrations, cooking and other classes utilizing farm products, and farm-to-table dinners.

Processed – A farm product or commodity that has been converted into a product for direct sales. Processing may include, but is not limited to, packing, washing, cleaning, grading, sorting, pitting, pressing, fermenting, distilling, packaging, cutting, cooling, storage, canning, drying, freezing, or otherwise preparing the product for sale.

PHYSICAL CHARACTERISTICS OF A FARM MARKET

Location

A new or expanding farm market that is greater than 120 square feet must meet a minimum setback of 165 feet from all non-farm residences.

New or expanding farm markets are not authorized under this GAAMP on platted lots within a subdivision created under the Michigan Land Division Act (Act 288 of 1967, MCL 560.101, *et seq.*) or preceding statutes and on condominium units within a condominium (sometimes referred to as "site-condos") created under the Michigan Condominium Act (Act 59 of 1978, MCL 559.101, *et seq.*). However, farm markets are permitted in such areas if authorized by association rules or pursuant to a local ordinance designed for that purpose, unless prohibited by association rules.

A farm market should have a written site plan for potential MDARD review that preempts local government regulations.

Buildings

If the farm market is housed in a physical structure as defined and regulated by the Stille-Derossett-Hale Single State Construction Code Act (Act 230 of 1972), the structure must comply with the Stille-Derossett-Hale Single State Construction Code Act (Act 230 of 1972), including road right-of-way areas and ingress and egress points.

Parking and Driveways

Parking and driveway surfaces may be vegetative, ground, pavement, or other suitable material. However, other parking and driveway requirements must comply with all applicable regulations.

Vehicle Ingress and Egress

Any farm market and affiliated parking operating along a public road must obtain all appropriate ingress and egress permits.

Signage

The operator of the farm market must comply with all applicable state and federal regulations for signs. A minimum of one roadside sign is allowed pursuant to local sign ordinance setbacks, lighting, height, and size requirements.

For further information concerning this GAAMP you may contact the Michigan Department of Agriculture and Rural Development or Michigan State University Extension.

REFERENCES

State of Michigan. *Report of Recommendations*. Report of the Michigan Agricultural Tourism Advisory Commission. Commission report of Governor Granholm. January 2007.

State of Michigan. *Agricultural Tourism Local Zoning Guidebook and Model Zoning Ordinance Provisions*. Report of the Michigan Agricultural Tourism Advisory Commission. Commission report of Governor Granholm. January 2007.

Michigan Commission of Agriculture & Rural Development. *Final Report to the Michigan Commission of Agriculture & Rural Development*. Report of the Michigan Farm Market Task Force. Task Force report to the Michigan Commission of Agriculture & Rural Development. September 2008.

State of Michigan. Michigan Department of Transportation. Directory of Offices by Region.

<https://www.michigan.gov/mdot/about/regions> (Accessed 7.26.2022) .

ADVISORY COMMITTEE

Listed below are the advisory committee members for the Generally Accepted Agricultural and Management Practices for Farm Markets.

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Exhibit 3

“It’s fun — I get to hang out with people and hear their stories ... people really open up in a sauna. It’s a safe space.”

Nick Olson, Hearth Sauna



Hearth Sauna owner Nick Olson sits in his sauna parked at the Mt. Holiday lodge in Traverse City. Record-Eagle/Jan-Michael Stump

HOME AND HEARTH

Native 'boomerangs' back to TC, bringing Scandinavia to northwest Lower Michigan

BY BILL O'BRIEN

bobrien@record-eagle.com

TRaverse City — Nick Olson was in the midst of building a successful business career on the East Coast — like many local young professionals who seek greener pastures outside the Grand Traverse region.

But Olson missed his family — and the blue waters and scenic beauty of Traverse City — and returned to the area with a goal of creating a different business model that centered on bringing people and families together in places that improve their physical, social and mental well-being.

He's fulfilling those dreams through a business called Hearth Sauna, which opened this spring at the Mt. Holiday Ski and Recreation Area and is growing both locally and at other locations across the state.

"Family was the big one for me," Olson said. "It was a good time to come back. I missed the Midwest."

Olson, 40, was raised in Traverse City and graduated from the University of Michigan. He launched his business career in New

Jersey, where he opened the state's first Jimmy John's restaurant, part of the national sandwich restaurant chain that he ran as a franchise for seven years. He also created a bookkeeping and accounting business for Jimmy John's franchise owners that he continues to operate, before he "boomeranged" back to the Grand Traverse area to shift his business focus. He's also one of the co-owners of Grand Traverse Social Sports and ELEVS Climbing and Fitness, an indoor rock climbing gym near downtown Traverse City that opened three summers ago.

"We just want to bring people together — there's too much loneliness these days," Olson said. "It's fun — I get to hang out with people and hear their stories ... people really open up in a sauna. It's a safe space."

"It's a personal experience in a social setting."

Saunas originated in Northern Europe more than 2,000 years ago in countries including Sweden, Russia and Finland, but are particularly entwined in the Finnish culture. It means "bath" or "bathhouse" in Finnish, and is the only Finnish word in the English

dictionary. They were the only practical location to wash during the long winters before the days of running water, and more-recent research has identified various health benefits to sauna baths, including a reduction in the risk of vascular ailments including high blood pressure and cardiovascular disease.

Olson launched his first Hearth Sauna last October in Grand Rapids along Monroe Avenue, and installed his second unit at Mt. Holiday this spring.

He also has a sauna trailer outside of the ELEVS center on Boyd Street in Traverse City. The Grand Rapids-based Hearth Sauna will move to a new location this fall, and he's also planning to install a new sauna later this year at the Lightwell Lavender Farm on the Old Mission Peninsula, with plans for a fifth location this fall in the southwest Michigan community of Holland.

He's also looking at potential expansion into Ann Arbor and the Detroit area.

Single sessions at Hearth Sauna cost \$35 and 10-session packages are \$280, while a monthly membership with unlimited visits

SEE HEARTH PAGE 4B

HEARTH

FROM PAGE 1B

cost \$125.

Each session includes 70 minutes of access to the sauna which operates between 180 and 200 degrees, plus separate ice baths with filtered, cold-water baths maintained at 40 and 45 degrees. Sessions are available for individual users or groups up to 10 people, which can be scheduled through the business' website at Hearthsaua.com

The company's 28-foot-long mobile sauna trailers are manufactured in Minneapolis and cost around \$65,000, he said, while the ice baths are made by a company in East Grand Rapids. It costs just under \$100,000 for all the equipment for each location, and each unit goes through about 10 cords of hardwood per year.

As the business grows, Olson said he's looking to purchase a local tract of wooded property to provide fuel for the operation. The business has attracted a handful of private investors as he sells a 40 percent equity share for each location, with an anticipated payback in three years. Investors also receive a lifetime membership in the sauna club.

The business also secured a \$40,000 low-interest loan from Venture North Funding

and Development, a Traverse City-based economic development non-profit organization that assists small businesses across Northwest Michigan. Venture North has awarded some 170 business loans totaling \$10.3 million over the past 15 years, plus 450 grants worth more than \$1.2 million, and provided more than 8,000 hours of no-cost business consulting.

Venture North President Laura Gailbraith said Hearth Sauna "checks all the boxes of a successful small business."

"The business costs are reasonable, overhead costs are low and its hits a bull's-eye for what people are looking for -- a healthful, positive and enjoyable experience that can be done alone or as a social activity," Gailbraith said.

Jim Pearson, the executive director at Mt. Holiday, said Hearth Sauna "fits in nicely" to the activity mix at the complex. Saunas have a long connection with nordic sports like cross-country and downhill skiing -- staple activities at Mt. Holiday over the winter -- and creates another year-round attraction for the facility.

"Even if have a good winter, we still have nine other months of the year," Pearson said. "The challenge has always been the shoulder seasons, and (Hearth Sauna) helps with that."

Hearth Sauna's opening is helping Mt. Holiday expand



Record-Eagle/Jan-Michael Stump

Hearth Sauna, parked outside the Mt. Holiday lodge in Traverse City.

its activity mix, which Pearson said will include a new beer garden on the facility's patio that's scheduled to open in July.

The non-profit resort is also working to expand its biking and hiking trails, and plans to improve its snow-making capacity before next winter.

It also operates a zipline in the summer, and is looking to add other activities including laser tag.

"We're looking at other things we can bring to the hill to get people and their families out there," Pearson said. "It helps us maintain and keep the place here for future generations."

Olson also said his busi-

ness is a good fit for Mt. Holiday and looks forward to helping the facility, which dates to 1949, expand its activity mix. He's joined the resort's programming committee to help brainstorm on bringing new amenities there.

"They're excited to have new things here," Olson said. "It's a special space, and I do want to be part of things up here."

Olson said he's been pleasantly surprised with the early reception to Hearth Sauna at Mt. Holiday. While saunas are typically viewed as a winter activity, he's already signed up more than 30 patrons as sauna club members, including several

residents who live in the Holiday Hills neighborhood. "We've been busy -- people are ready to use the sauna and ice baths in the summer," he said.

Olson's also working on other ideas to expand the buzz around his business, including charity events every Thursday where the business will donate 50 percent of its proceeds to a local charity or non-profit organization that will change each month.

He's also working with other local sauna operators to organize a Michigan Sauna Festival to bring to the area next February.

"We're doing well, and we have so much opportunity to grow," he said.

**Draft Master Plan
Clean Version with Resolution**



Peninsula Township

MASTER PLAN



Stewardship of a Special Place

2024 MASTER PLAN

Draft July 2024

**PENINSULA TOWNSHIP BOARD
GRAND TRAVERSE COUNTY, MICHIGAN**

**RESOLUTION OF ADOPTION
PENINSULA TOWNSHIP MASTER PLAN**

RESOLUTION NO. _____

At a meeting of the Peninsula Township Board, Grand Traverse County, Michigan, held at the Peninsula Township Hall, on the 9th day of July, 2024 at 7:00 p.m.

A resolution to adopt the 2024 master plan of Peninsula Township, Grand Traverse County, Michigan, delineating land use planning goals and direction for the Township, as also adopted by the Peninsula Township Planning Commission, pursuant to the Peninsula Township Board's final approval authority affirmed by resolution.

PRESENT: _____

ABSENT: _____

The following was moved by _____ and seconded by _____.

WHEREAS, Peninsula Township (the "Township") recognizes that the practice of land use planning is necessary for the health, safety, and general welfare interests of the Township's residents, natural environment, and economy;

WHEREAS, the Township is aware that a comprehensive land use plan (also referred to as a "master plan"), considering the unique needs of the community and developing clear goals, is a necessary reference for consistent and well-substantiated local land use regulations;

WHEREAS, the Peninsula Township Planning Commission (the "Planning Commission") has the responsibility and is empowered by the Michigan Planning Enabling Act, MCL 125.3801 *et seq.*, Act 33 of 2008, to make and adopt a master plan for the physical development of the Township and to amend the Plan as needed from time-to-time;

WHEREAS, the Peninsula Township Board (the "Township Board") created the Planning Commission for the purposes stated in the Michigan Planning Enabling Act;

WHEREAS, the Township has pursued a revision to its master plan to guide the Township's land use policy in accordance with the requirement of the Michigan Planning Enabling Act resulting in a final draft ("proposed master plan") for review by the Planning Commission and Township Board;

WHEREAS, the Township has held several public meetings in the Township attended by Township residents, local government representatives, and persons with interests in the development issues of the Township and during said meetings, public input was provided in an effort to develop the proposed master plan for the future land use planning of the Township;

WHEREAS, the Township Board approved the distribution of the proposed master plan to each contiguous local unit of government at a special Township Board meeting on November 18, 2021, and has made several subsequent drafts of the proposed master plan publicly available;

WHEREAS, the Planning Commission held a public hearing on the proposed master plan on June 4, 2024, at the Peninsula Township Hall as required by the Michigan Planning Enabling Act;

WHEREAS, the Planning Commission adopted the proposed master plan via resolution as required by the Michigan Planning Enabling Act, at a July 2, 2024 Planning Commission regular meeting, finding it to be reflective of community land use goals and consistent with the requirements of the Michigan Planning Enabling Act;

WHEREAS, consistent with the Michigan Planning Enabling Act, the Township Board, as the legislative body of Peninsula Township, asserted the right of final master plan approval via Resolution 2021-11-18 #4 at a November 18, 2021 Township Board special meeting;

WHEREAS, the Township Board finds the components of the proposed plan to be in accord with the following requirements of the Michigan Planning Enabling Act: resulting in a Township land use plan that is coordinated, adjusted, harmonious, efficient, and economical; considering the character of the Township and the suitability of the community for particular uses, by considering such factors as trends in land and population development; promoting public health, safety, morals, order, convenience, and general welfare in accordance with present and future needs of the Township; and furthering interests including, but not limited to, safe and efficient movement of people and goods, safety from fire and other dangers, light and air, healthful and convenient distribution of population, good civic design and arrangement and wise and efficient expenditure of public funds, public improvements, recreation, and the use of resources in accordance with their character and adaptability.

NOW, THEREFORE, the Township Board hereby approves the proposed master plan as the Master Plan for Peninsula Township, Grand Traverse County, Michigan, dated July __, 2024, including the text, maps, charts, graphs, and other descriptive materials contained in the proposed master plan. A statement of this approval shall be signed by the clerk of the Township Board and shall be included in the inside of the front cover of the master plan.

Roll call vote:

Yes: _____

No: _____

The Supervisor declared the resolution adopted.

Isaiah Wunsch, Supervisor
Peninsula Township

CERTIFICATE

STATE OF MICHIGAN)
)
COUNTY OF GRAND TRAVERSE)

I, the undersigned, the duly qualified and acting Clerk for Peninsula Township, Grand Traverse County, Michigan, DO HEREBY CERTIFY that the foregoing is a true and complete copy of the 2024 Master Plan and Future Land Use Map adopted by the Peninsula Township Board, Grand Traverse County, Michigan at a regular meeting held on the 9th day of July 2024, and further certify that the above Resolution was adopted at said meeting in compliance with statutory requirements.

Becky Chown, Clerk
Peninsula Township

**PENINSULA TOWNSHIP PLANNING COMMISSION
GRAND TRAVERSE COUNTY, MICHIGAN**

**RESOLUTION OF ADOPTION
PENINSULA TOWNSHIP MASTER PLAN**

RESOLUTION NO. _____

At a meeting of the Peninsula Township Planning Commission, Grand Traverse County, Michigan, held at the Peninsula Township Hall, on the 2nd day of July, 2024 at 7:00 p.m.

A resolution to adopt the 2024 master plan of Peninsula Township, Grand Traverse County, Michigan, delineating land use planning goals and direction for the Township, as also adopted by the Peninsula Township Planning Commission, pursuant to the Peninsula Township Board's final approval authority affirmed by resolution.

PRESENT: _____

ABSENT: _____

The following was moved by _____ and seconded by _____.

WHEREAS, Peninsula Township (the "Township") recognizes that the practice of land use planning is necessary for the health, safety, and general welfare interests of the Township's residents, natural environment, and economy;

WHEREAS, the Township is aware that a comprehensive land use plan (also referred to as a "master plan"), considering the unique needs of the community and developing clear goals, is a necessary reference for consistent and well-substantiated local land use regulations;

WHEREAS, the Peninsula Township Planning Commission (the "Planning Commission") has the responsibility and is empowered by the Michigan Planning Enabling Act, MCL 125.3801 *et seq.*, Act 33 of 2008, to make and adopt a master plan for the physical development of the Township and to amend the Plan as needed from time-to-time;

WHEREAS, the Peninsula Township Board (the "Township Board") created the Planning Commission for the purposes stated in the Michigan Planning Enabling Act;

WHEREAS, the Township has pursued a revision to its master plan to guide the Township's land use policy in accordance with the requirement of the Michigan Planning Enabling Act, resulting in a final draft ("proposed master plan") for review by the Planning Commission and Township Board;

WHEREAS, the Township has held several public meetings in the Township attended by Township residents, local government representatives, and persons with interests in the development issues of the Township and during said meetings, public input was provided in an effort to develop the proposed master plan for the future land use planning of the Township;

WHEREAS, the Township Board approved the distribution of the proposed master plan to each contiguous local unit of government at a special Township Board meeting on November 18, 2021, and has made several subsequent drafts of the proposed master plan publicly available;

WHEREAS, the Planning Commission held a public hearing on the proposed master plan on June 4, 2024, at the Peninsula Township Hall as required by the Michigan Planning Enabling Act;

WHEREAS, consistent with the Michigan Planning Enabling Act, the Township Board, as the legislative body of Peninsula Township, asserted the right of final master plan approval via Resolution 2021-11-18 #4 at a November 18, 2021 Township Board special meeting, and will review and consider adoption of the proposed master plan after the Planning Commission's adoption;

WHEREAS, the Planning Commission finds the components of the proposed plan to be in accord with the following requirements of the Michigan Planning Enabling Act: resulting in a Township land use plan that is coordinated, adjusted, harmonious, efficient, and economical; considering the character of the Township and the suitability of the community for particular uses, by considering such factors as trends in land and population development; promoting public health, safety, morals, order, convenience, and general welfare in accordance with present and future needs of the Township; and furthering interests including, but not limited to, safe and efficient movement of people and goods, safety from fire and other dangers, light and air, healthful and convenient distribution of population, good civic design and arrangement and wise and efficient expenditure of public funds, public improvements, recreation, and the use of resources in accordance with their character and adaptability.

NOW, THEREFORE, the Planning Commission hereby approves the proposed master plan as the Master Plan for Peninsula Township, Grand Traverse County, Michigan, dated July , 2024, including the text, maps, charts, graphs, and other descriptive materials contained in the proposed master plan. A statement of this approval shall be signed by the chairperson or secretary of the Planning Commission and shall be included in the inside of the front cover of the master plan.

NOW, THEREFORE, be it further resolved that the Planning Commission will notify the Township Board of this action and will submit a copy of the updated master plan to the Township Board for its review and approval in accordance with the Michigan Planning Enabling Act.

NOW THEREFORE, be it further resolved the Planning Commission authorizes Township staff to format the final copy, confirm consistent typography, and finalize selection of any photography, illustrations, or depictions consistent with the approved final copy of the Master Plan.

2021 Acknowledgements

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2024 Acknowledgements

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Jenn Cram, Director of Planning & Zoning

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Prologue

April 2, 2024

The most recent update of the Master Plan was finalized and distributed to neighboring jurisdictions for their review and feedback in December of 2021. The Planning Commission, however, for a variety of reasons, did not act to adopt the plan in the intervening years. In January of 2024 the Planning Commission renewed the effort to adopt the plan. The Commission, realizing that the plan needed to be brought current, held several sub-committee and regular session discussions to edit and update the document. The timeline below reflects several initiatives anticipated in the 2021 plan that were finalized or have progressed significantly since then.

January 6, 2021 – The Non-motorized Study Group started meeting and developed a vision statement and goals. As of April 2024, the study group is actively applying for grants to obtain funding to support the development of a non-motorized plan for the peninsula that connects recreational opportunities in the region.

December 2, 2021 – The Citizens Agricultural Advisory Committee started meeting. The committee met to provide input on the policy direction for zoning ordinance amendments related to wineries, farm processing facilities, roadside stands and other value-added agricultural uses.

February 2022 – The Peninsula Township Parks Funding Feasibility Report was completed and approved.

July 12, 2022 – The Purchase of Development Rights (PDR) Ordinance #23, Amendment #3 was adopted. This amendment clarified and streamlined the scoring process and added points for matching funds from state and federal programs.

August 2, 2022 – Voters approved the PDR millage for the third time.

December 13, 2022 – Amendment #201 to the Peninsula Township Zoning Ordinance was adopted. This amendment to the zoning ordinance repealed sections related to winery chateaus and revised regulations for wholesale and retail farm processing facilities as well as remote tasting rooms.

January 24, 2023 – Peninsula Township 5-Year Parks and Recreation Plan updated and adopted.

April 11, 2023 – Parks Ordinance #57 was adopted. This ordinance repealed previous parks ordinances.

April 19, 2023 – Floodplain Ordinance #53, Amendment #1 related to floodplains was adopted.

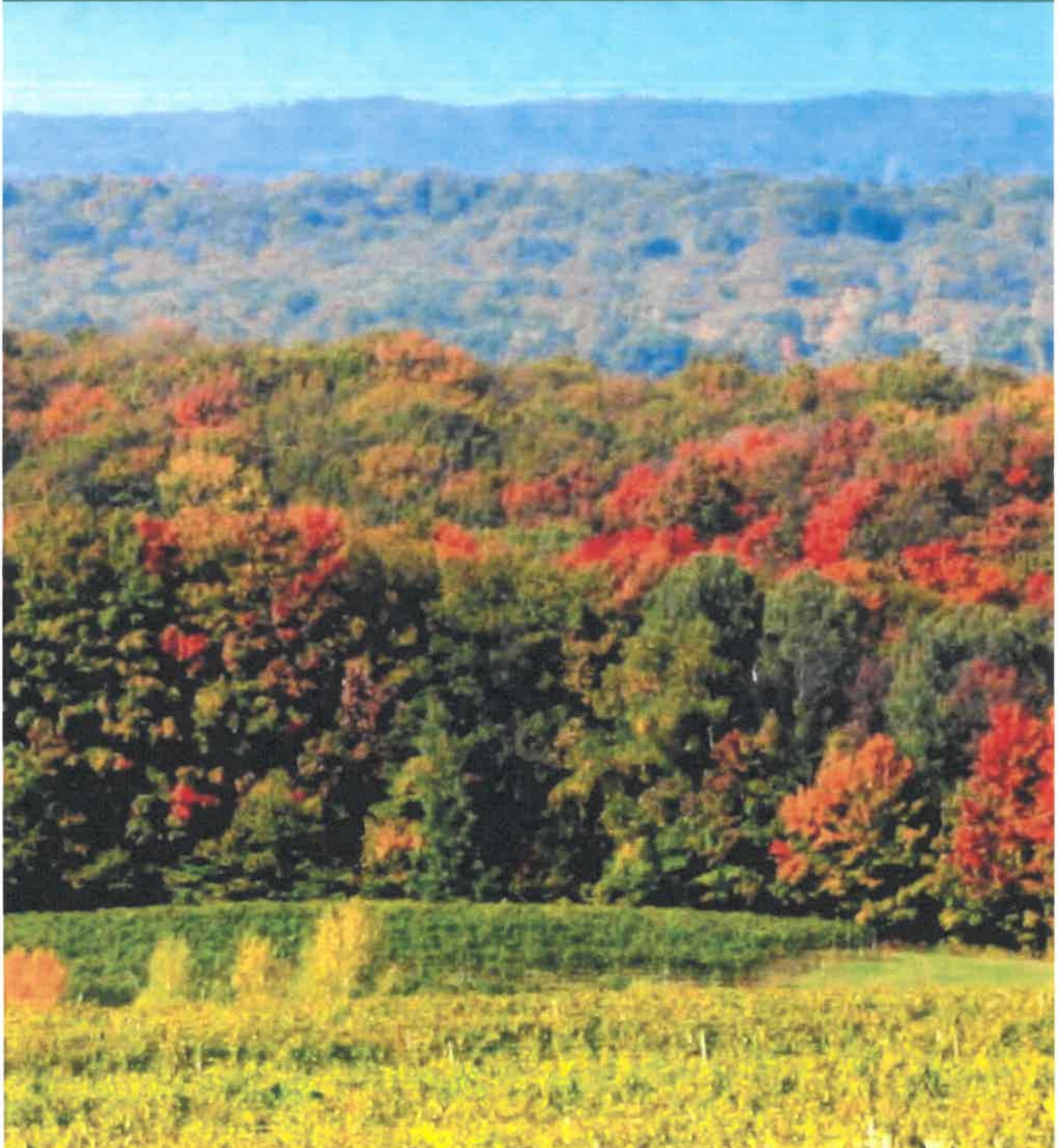
May 9, 2023 – Amendment #203 to the Peninsula Township Zoning Ordinance was adopted. This amendment to the zoning ordinance renamed roadside stands to farm stands and updated regulations to be consistent with the Michigan Right to Farm Act.

November 15, 2023 – Cemetery Ordinance #58 was completed and adopted.

January 29, 2024 – Shoreline Regulation Study Group started meeting. The study group was formed to provide diverse input on the policy direction for zoning ordinance amendments related to the number of docks and hoists and land uses on the shoreline.

March 12, 2024 – Amendment #204 to the Peninsula Township Zoning Ordinance was adopted. This amendment to the zoning ordinance revised how building height is measured. The Meeker Addition acquisition to the Pelizzari Natural Area expansion was also approved.

1. Introduction



Peninsula Township, Michigan

Peninsula Township (Old Mission Peninsula) has some of the most impressive scenery in all of Michigan, with rolling forested hills, 42 miles of Great Lakes' shoreline, stunning views of Lake Michigan bays, farms, orchards, vineyards, and wineries. Thousands of tourists visit the area annually to enjoy the beauty of the Old Mission Peninsula, and more than 6,000 people are fortunate enough to call this area home. Residents and community leaders have long recognized the spectacular beauty of the peninsula and have consistently taken innovative steps to be good stewards of this special place. One such step is to have a current master plan that defines an achievable yet inspirational vision for the future.

WHAT IS A MASTER PLAN?

A master plan is a document that describes a long-term and comprehensive perspective of the future of a community. It offers an educational element to frame community issues along with an aspirational and goal-oriented view of the future. Master plans often begin with a description of existing conditions, trends, and current attitudes, then look forward to define long-term community visions and goals.

The need for a master plan has been recognized perhaps as long as there have been townships and municipalities that grow and change. The places in which we live and work are constantly changing –

they grow, shrink, age, develop, and redevelop over time. Sometimes, physical change is subtle and nearly imperceptible. Other times, physical change can be dramatic as large private developments or public infrastructure projects are completed. Beyond the pace of community change is the larger question of whether the direction of change is taking a community forward toward a more livable, economically stable, and attractive place.

The fuel that drives community change is decision making. The community we see today is the product of past decisions both large and small made by individuals and public or private organizations. Local leaders make decisions about how to regulate land use, what public buildings and infrastructure to build and maintain, and what services to provide. The private sector makes decisions about how to respond to commercial needs and market demands. Together, these decisions produce community change. Thus, the need for a sense of direction and overall vision is apparent. The purpose of a master plan is to provide such vision, articulating the way forward based on community attitudes and preferences. Driven by such vision, master plans describe the necessary steps required to achieve goals.

The value of master plans is often measured by the extent to which they fully and completely reflect the desires of residents and stakeholders. Effective master plans typically offer a high level of community engagement at the foundation of their recommendations. They speak authoritatively about what residents desire and clearly describe the kind of community they wish to call home in the future.



Legal Context

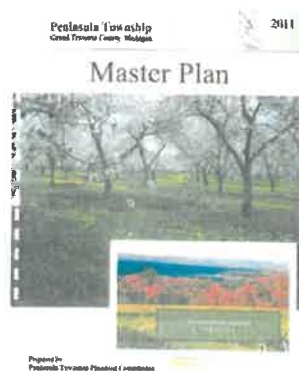
Apart from helping to satisfy the basic desire to shape the future and provide a direction for community change, there is a legal dimension to master plans. More than a dozen states actually require a local master plan (also called a comprehensive plan), and others encourage it in various ways. In Michigan, the controlling statute is the Michigan Planning Enabling Act (MPEA) of 2008. This act consolidated older, related planning statutes and defined basic requirements and procedures for developing a master plan in Michigan communities. One significant legal aspect of the MPEA relates to the connection between the master plan and zoning. The MPEA requires steps to reconcile proposed land-use categories in the master plan with existing zoning districts found in the zoning ordinance. Additionally, the Michigan Zoning Enabling Act of 2006 (Section 125.3203) similarly connects to the master plan by specifically stating that a zoning ordinance shall be based on a plan designed to promote the public health, safety, and general welfare.



Recent Planning History

Peninsula Township recently began steps to update the township's zoning ordinance (adopted in 1972). Many zoning amendments have been made to this document over the years, but work to update this particular version began in 2016 and focused primarily on updating format and structure; adding illustrative graphics, organization, definitional elements, and maps; conforming with state law, removing conflicting sections, and clarifying procedures. This work is nearing completion in late 2021 and is intended to provide a foundation for future zoning updates that will be more substantive in nature.

The 2019 formation of the Peninsula Township Master Plan Steering Committee was another major milestone. This committee included members of both the planning commission and township board along with several knowledgeable residents. Committee accomplishments included developing and implementing a new community survey, designing and launching the Participate Old Mission online community engagement platform (see Chapter 3), and developing this document. It is hoped this committee will continue to function and leverage institutional knowledge and insight gained during the planning process to maintain momentum toward future master plan updates.



A SPECIAL PLACE

Peninsula Township was established in 1853 as part of Grand Traverse County. Townships are a common form of local government in Michigan, but Peninsula Township is unlike other townships in Michigan for at least six important reasons as presented below.

1. Size and Shape

Michigan has 1,240 townships. Most are rectangular in shape and about 36 square miles, or 23,040 acres, in size. Peninsula Township is smaller than most townships with only about 28 square miles, or 17,858 acres. However, despite its smaller size, it is uniquely shaped as a long and narrow peninsula extending about 16 miles into Lake Michigan's Grand Traverse Bay. This long, narrow shape never more than three and a half miles wide at any point creates nearly 42 miles of precious Great Lakes shoreline. At the same time, this unique shape creates transportation challenges. A single point of primary access to the Traverse City urban area occurs at the south end of the peninsula where Peninsula Drive and M-37 converge.

This single point of traffic convergence creates a significant traffic chokepoint (see page 28). Additionally, because the township is a peninsula, there is almost no potential for shared public safety services with adjacent jurisdictions. Peninsula Township has just built a third fire station so that all residents can receive reasonable and equal fire and EMS response times.

2. Property Values

The natural beauty of the area helps make Peninsula Township a highly desirable place to live. To that end, raw land prices are significantly higher in the township than in surrounding areas. Highly desirable waterfront lots and interior parcels with spectacular views justify high land values and the construction of expensive homes.

According to MLive (posted Feb. 04, 2020), Peninsula Township was 15th among all cities and townships in the state of Michigan in terms of median home values at just under \$400,000. The most recent tax assessment records point to the fact that the total assessed value of property in Peninsula Township recently passed the \$1 billion mark.

3. Natural Beauty

Peninsula Township is one of the most scenic in Michigan and the nation as a whole. In 2013, USA Today identified M-37 as among the 10 most beautiful coastal drives across North America. Old Mission Peninsula was also designated as one of six Scenic Byways in Michigan. Elements that contribute to this natural beauty include striking views of East and West Grand Traverse bays, rolling topography, and extensive fields of fruit trees and vineyards. Clear water, sandy beaches, and protected bays also contribute to an incredible natural environment that draws tourists from around the world.

4. Microclimate

Because Peninsula Township is a narrow finger of land extending into Grand Traverse Bay, it has a special microclimate that helps support agriculture in the form of fruit trees and vineyards. The deep, cool waters of Lake Michigan and Grand Traverse Bay along with prevailing westerly winds and moderate temperatures help increase frost-free days in both the spring and fall. In cherry trees, for example, cool spring temperatures slow fruit and bud development, which minimizes the danger of damage due to freezes. Similarly, this unique microclimate contributed to the approval of a petition to designate Peninsula Township as a viticultural area known as Old Mission Peninsula (see Federal Register Vol. 52, No 109, Monday, June 8, 1987). This designation was granted by the federal Bureau of Alcohol, Tobacco and Firearms and was the fourth American viticultural area established in Michigan. An approved viticultural area is associated with an appellation of origin on wine labels and in wine advertisements.

5. Tourism

The natural beauty of the peninsula together with the wineries, Mission Point Lighthouse, and the overall popularity of the Traverse City region make Peninsula Township a popular tourist

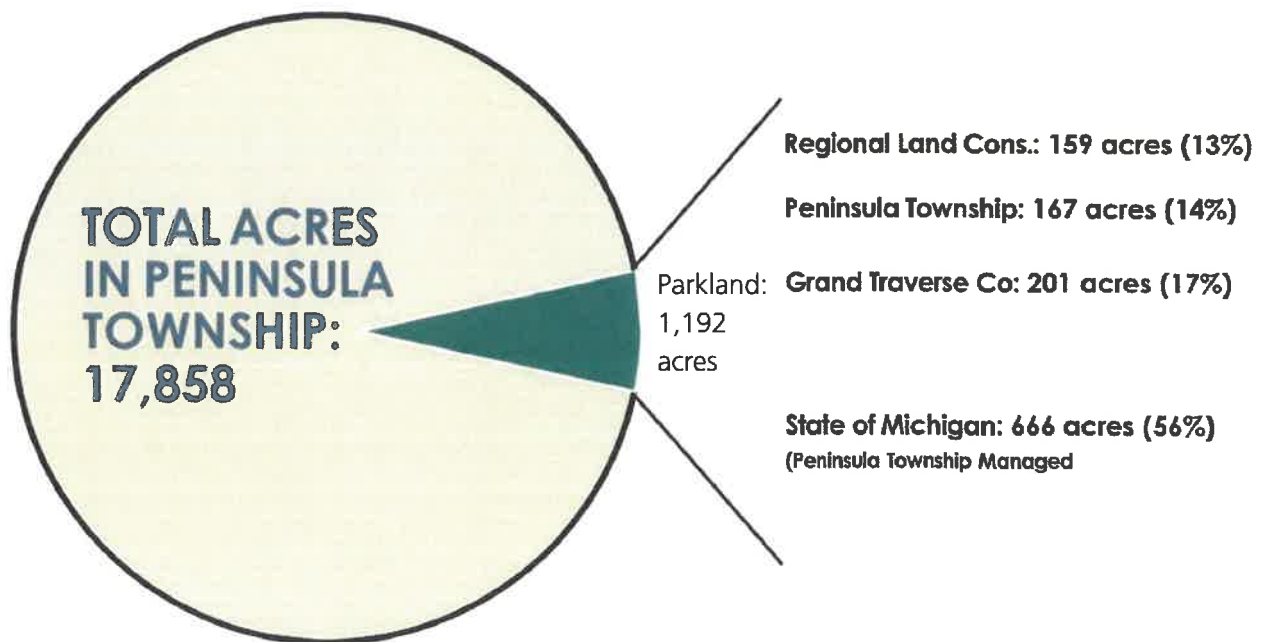
destination. The city of Traverse City reports that more than 3.3 million people visit the area each year (2012 statistics). That's about 35 times the total population of Grand Traverse County. Within this region, Peninsula Township is an oft-visited place. More than 50,000 people a year make the trip to the far northern tip of the peninsula and sign the guest book at Mission Point Lighthouse. Many more visit who don't sign the guest book. They come from all 50 states and many other countries. Additionally, the link to local tourism is so strong that one television advertisement for the tremendously successful Pure Michigan ad campaign featured images of the Old Mission General Store.

6. Parks And Recreation

Old Mission Peninsula is a magnet for recreational activities due to a combination of parkland, scenic vistas, shoreline roads, and Grand Traverse Bay. The township owns or manages 833 acres of publically accessible lands. The Grand Traverse Regional Land Conservancy protects another 159 available acres at Pyatt Lake Natural Area, The Bill

Carls Nature Preserve. Power Island's 200 acres are county managed and within township boundaries. The DNR manages two boat launches, and the township will manage a third at Kelley Park. The shoreline roads attract countless cyclists, runners, and walkers. Nearby schools send athletes to train on our shoreline roads and in our parks. Cycling and track groups promote peninsula rides and runs, and nationally publicized races are hosted here as well. Residents and visitors use the bays for a variety of activities including but not limited to boating, water skiing, fishing, sailing, and exercise via kayaking, paddle boarding, and swimming. When the bay freezes, here come the ice fishermen, skiers, and ice sailing boats. For residents and visitors alike, recreation is undeniably a sacrosanct feature of this peninsula.

Relative to its size, Peninsula Township enjoys an extraordinary number of acres of parkland. Seven acres out of every one hundred are set aside in some way for park and open space uses and owned by a unit of government or the Grand Traverse Regional Land Conservancy.





Archie Park



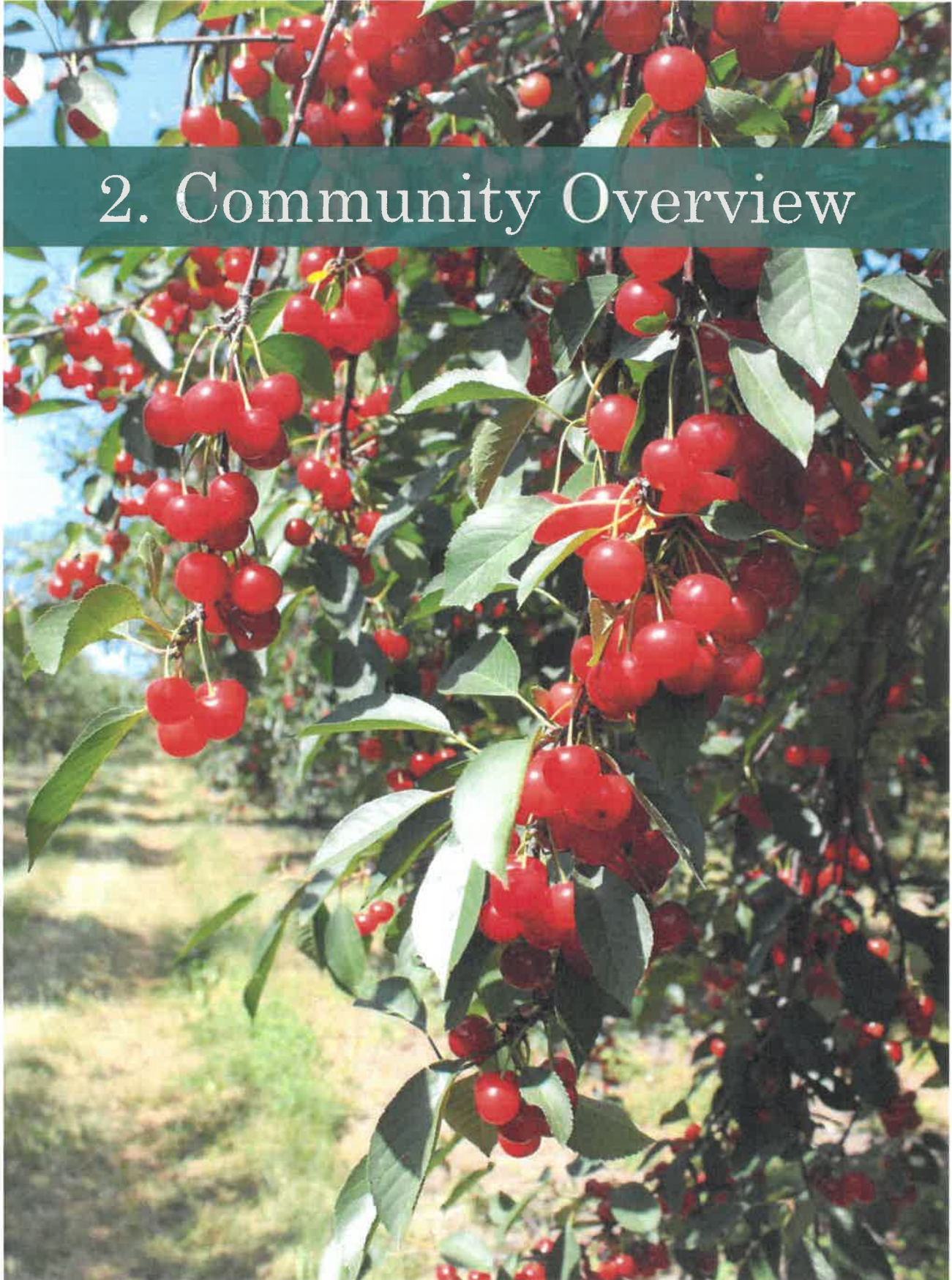
Kelley Park



Haserot Beach



Bowers Harbor Park



Overview

The jurisdictional boundaries of Peninsula Township extend approximately 16 miles into Grand Traverse Bay, covering 17,858 acres and roughly 42 miles of shoreline. Adjacent to the township's southern boundary lie the city limits of Traverse City. Access to the township is limited, given the single state highway, M-37, which leads from US-31 to the very tip of the peninsula.

History

Old Mission Peninsula has a rich history. Extensive descriptions of archaeological resources, native residents, early European settlements, and historic events can be found in books and resources provided by organizations such as the Old Mission Peninsula Historical Society and the Peter Dougherty Society. Peninsula Township also gratefully acknowledges Karen Rieser, who



prepared the following summary of local history based on her research and knowledge.

As part of the Great Lakes ecosystem, the glacially created Old Mission Peninsula has provided a home for many peoples and cultures. Historians are unclear as to who the “first people” were and can only define residents by what was left behind. As a result, it is believed that the first people to the Grand Traverse area were the mound builders of the Hopewellian era. A group of people living throughout the eastern and central parts of the U.S. and Canada who worked with iron and copper, the Hopewell people were here between 10-400 BC. The Anishinabek came sometime later. The peninsula provided a home for the members of the Odawa and Ojibwa tribes. Before settling on the peninsula, the Anishinabek had made their home on the southern shores of Lake Superior. In 1740, when the soil in the Mackinac area began to fail, the tribes moved south, some choosing to settle on the resource-rich peninsula extending into Grand Traverse Bay.

The Anishinabek lived peacefully in the area as successful farmers, fishers, and hunters. Contemporary visitors to the area would have observed numerous birchbark wigwams, Three Sisters gardens containing corn, beans, and squash, a shore lined with fishing nets, canoes venturing into the bay to harvest fish, and racks of fish drying in the sun. On occasion, hunting parties would search the heavily timbered forests seeking game such as rabbit, squirrel, deer, and turkey. A variety of social interactions would also have been observed: grandmothers working with the very young, adults teaching boys and girls necessary skills, and others working to maintain the emotional and physical health of the tribe.

By the mid 1800s, Michigan had become the 26th state, European settlers were occupying the land running along its southern border, and the state government possessed a variety of signed treaties that increased the land available for white settlement.

One such treaty, the Treaty of Washington signed in 1836, ceded 14 million acres of land to the federal government and made the entire Old Mission Peninsula a reservation. The local tribe lived on the property, received cash payments over time, and was promised a mission and school.



Replica Log Church



Peter Dougherty House



Old Mission Inn



Mission Point Lighthouse

In 1838, the Native Americans on Old Mission first encountered Europeans, including Reverend Peter Dougherty, a missionary sent by the Presbyterian Board of Foreign Missions to create the promised mission and school. The board's objective was to "civilize," Christianize, and Europeanize the Native American population.

Over the 13 years Reverend Dougherty lived on the peninsula, he built a school, a framed home for his family, a church, and a community of converts. In 1852, with rumors flying that Native Americans east of the Mississippi would be relocated per the Indian Removal Act of 1830, a portion of the tribe, now citizens and permitted to purchase land due to their conversion to Christianity, moved across West Bay to the Leelanau Peninsula (the remainder of the tribe migrated to Canada). Dougherty accompanied his converts across the bay, helped them purchase non-reservation land, and created a new mission.

The peninsula was now vacant but for a few squatters waiting to earn legal rights to the land from the federal government, but the government was unclear as to who owned the reservation. At the end of the Civil War, the government finally concluded that it owned the reservation and began to sell or disperse it to Civil War heroes and soldiers in lieu of payment for services.

By now, the area formerly used for Dougherty's mission was now casually referred to as Old Mission. The name officially changed when Traverse City postmaster George Hebben renamed the peninsula's post office the Old Mission Post Office.

Over the years, the peninsula became home to more European settlers. Log cabins appeared, soon replaced by clapboard farmhouses. Agriculture and tourism became big business. A variety of produce was grown, including potatoes, apples, cherries, hops, hemp, grapes, blueberries, lavender, and Christmas trees. Livestock such as mink, cattle, whitefish, and trout were raised or harvested from the bay.

Successful farming produced more than peninsula residents and the large number of tourists who flocked to enjoy the beauty of the area consumed. The need to move these products quickly led to the development of a maritime shipping industry. The deep waters of Bowers and Old Mission harbors became prominent ports. Each provided a massive dock, storage sheds, and office space.



In 1909, schooners such as the Boyce left Bowers Harbor headed for Chicago loaded with up to 8,000 pounds of potatoes. Later, steam-driven ships transported goods up and down Michigan's west coast, along the eastern coast of Wisconsin and Illinois, and to the large city port of Chicago. Eventually, water transportation was replaced by train and truck transport, still the method of choice today.

In 1870, the increase in maritime activity prompted the construction of a lighthouse station at the tip of the peninsula to warn sailors of the shoal that surrounds the point. The cargo ship Metropolis was just one of the vessels captured by the shoal; its wreckage can be seen just yards off the shore.



Steamer at Old Mission dock circa 1900

Tourists also arrived by schooner, steamship, train, and auto and stayed in a variety of lodging destinations, some still in business today. One might choose to stay at Hedden Hall, also known as The Porter House and today the Old Mission Inn. The Pines and the Neahtawanta Inn were also available to summer visitors. The Stonewall Inn, Bowers Harbor Inn, and Rushmore Inn, once popular destinations, are no longer available for lodging.

Over the years, commercial enterprises were established on the peninsula, several of which are still in business today. In 1853, the popular H. K. Brinkman Boots and Shoe Shop was located on Woodland Road. Grocery stores came and went, among them Lardies, now the General Store; the Bowers Harbor Store, now the Boathouse Restaurant; and Watson's Grocery, located across from what is now the Peninsula Market. John Emory, the great-grandson of Captain Emory, a maritime sailor, developed the Big Jon Company that designed and produced downriggers and other fishing equipment of such high quality they are now sold nationally.

Descendants of the Ojibwa, Odawa, and early pioneers still reside in the area; their devotion to the land runs deep. Land preservation, continued agricultural growth, and walking a respectful path into the future is of great importance to protect the past and enhance the future of this beloved peninsula.

The current presence of Native Americans in the area is also apparent with the Grand Traverse Band of Ottawa and Chippewa Indians. Tribal offices are located in Peshawbestown, Michigan, about 20 miles north of Traverse City in Leelanau County (or about six miles west of the tip of Peninsula Township across the west arm of Grand Traverse Bay). The Grand Traverse Band of Ottawa and Chippewa Indians is a federally recognized Native American tribe with a reservation extending into portions of six counties as well as Grand Traverse Bay, the eastern shore of Lake Michigan, Lake Leelanau, and Elk Lake. In addition, the tribe owns and operates the Turtle Creek Casino & Hotel, Grand Traverse Resort and Spa, and Leelanau Sands Casino & Lodge.

With these historic roots, the Old Mission Peninsula remains a thriving agricultural area and continues

to host tourists from all over the world. Visitors and residents alike enjoy breathtaking landscapes, clear waters, sandy beaches, a variety of events, multiple restaurants, award-winning wineries, and fabulous historical sites.

Fortunately, several of the peninsula's more prominent historical resources are designated as such at the state and federal levels, including the National Register of Historic Places, which is the official list of our country's historic buildings, districts, sites, structures, and objects worthy of preservation.

The National Register was established as part of the National Historic Preservation Act of 1966 and is overseen by the National Park Service. Three properties in Peninsula Township are included on the National Register:

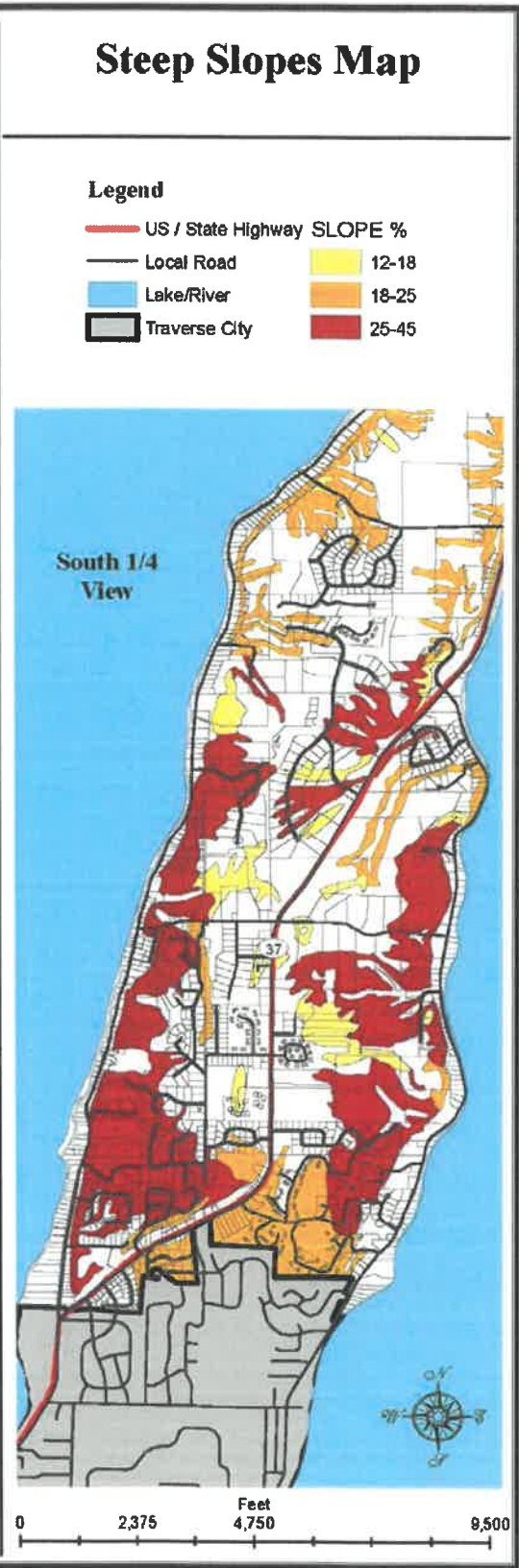
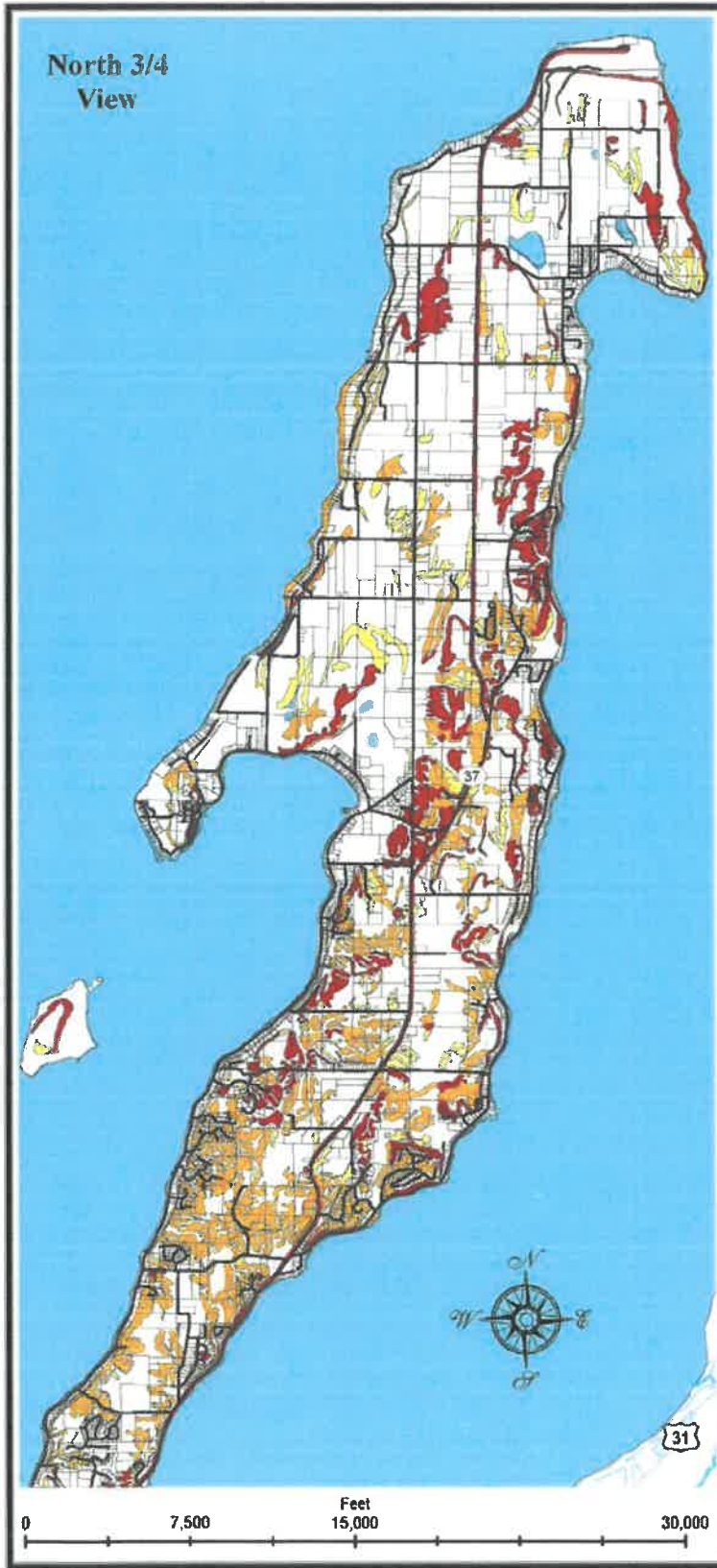
- » Hedden Hall (also known as the Old Mission Inn and the Porter Hotel);
- » Stickney Summer House and Bowers Harbor Inn (where Mission Table and the Jolly Pumpkin are now located); and
- » Dougherty Mission House.

The state of Michigan also identifies historic sites that may or may not also be on the national register. Current state of Michigan listings include:

- » Hedden Hall (also known as the Old Mission Inn and the Porter Hotel);
- » Joseph Hessler Log House;
- » Mission Point Lighthouse Park;
- » Mission Point Lighthouse;
- » Old Mission Congregational Church; and
- » Dougherty Mission House.

Soils

According to the U.S. Soil Conservation Service, there are six general soil associations in Grand Traverse County. One of these soils associations is the Emmet Leelanau association on the Old Mission Peninsula north of Traverse City and in the northeastern and north-central portion of the county. This soil association is described as being well-drained, slightly acid to neutral sandy loams and loamy sands occurring on gently to steeply sloping areas.



Topography

Glacial topography on the peninsula consists of rolling hills, valleys, and wetlands. Some bluffs rise dramatically from the shores of the bays to more than 200 feet above lake level, affording spectacular views of East and West Grand Traverse bays. The slope and aspect of the hillsides provide excellent locations for orchards and vineyards. An illustration of areas with steep slopes is shown on the map on page 23. Most steep slopes are found toward the south.

Climate

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

Agriculture

Native Americans were the original farmers in the region, and agriculture has played an important role in the lives of subsequent township residents for many generations. In the 1800s, 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 the report was published, 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 1,369 acres of apples and 202 acres of cherries had been planted. In recent decades, a number of landowners have planted grapes for wine production, which now represents an important industry on the peninsula. Other industries that support agriculture have also developed. While there have traditionally been few heavy industrial uses on the peninsula, the



township is currently home to many agriculturally-based businesses such as fruit processing plants.

Historical Context of Agriculture and Agribusiness

The first township master plan was adopted in 1968, and farmland protection was among the goals identified. Subsequently, a zoning ordinance was adopted in 1972 that defined an A-1 agricultural zoning boundary that is essentially the same today as it was then. Chateau Grand Traverse was the first commercial vineyard and winery operations to appear in the 1970s at a time when cherries and other tree fruits were the major agricultural activities on the peninsula. The grape/winery industry continued to grow throughout the late 1970s and early '80s with most growers selling to processors in Peninsula Township and Leelanau County.

The combination of increases in land values and a growing trend of prime farmland being converted into subdivisions created a concern among farmers and homeowners about the future of Old Mission Peninsula agriculture.

George McManus, county extension agent and later state senator, wrote an article for the Soil Conservation Service newsletter in 1973 asking a profound question: In the future, would there be cherries on Old Mission Peninsula? This article crystalized the concern about farming versus development in the minds of farmers and homeowners alike. The farmers were concerned

about non-farm residences in close proximity to active farm operations and their complaints about the dust, noise, and odors of normal farming practices.

In the late 1980s, these trends prompted a review of the township's master plan and zoning ordinance. The resulting master plan and zoning rules were based on the carrying capacity of roads and utilities. At the same time, increased flexibility for home occupations and employees in residences was proposed as a way to add economic opportunity. It also increased value-added opportunities for farming operations while keeping non-farm persons from close proximity to production activities. Further, a study by township staff showed that residential development did not always pay for the full cost of public services it used while farmland and open space required fewer services while paying a comparatively high level of taxes.

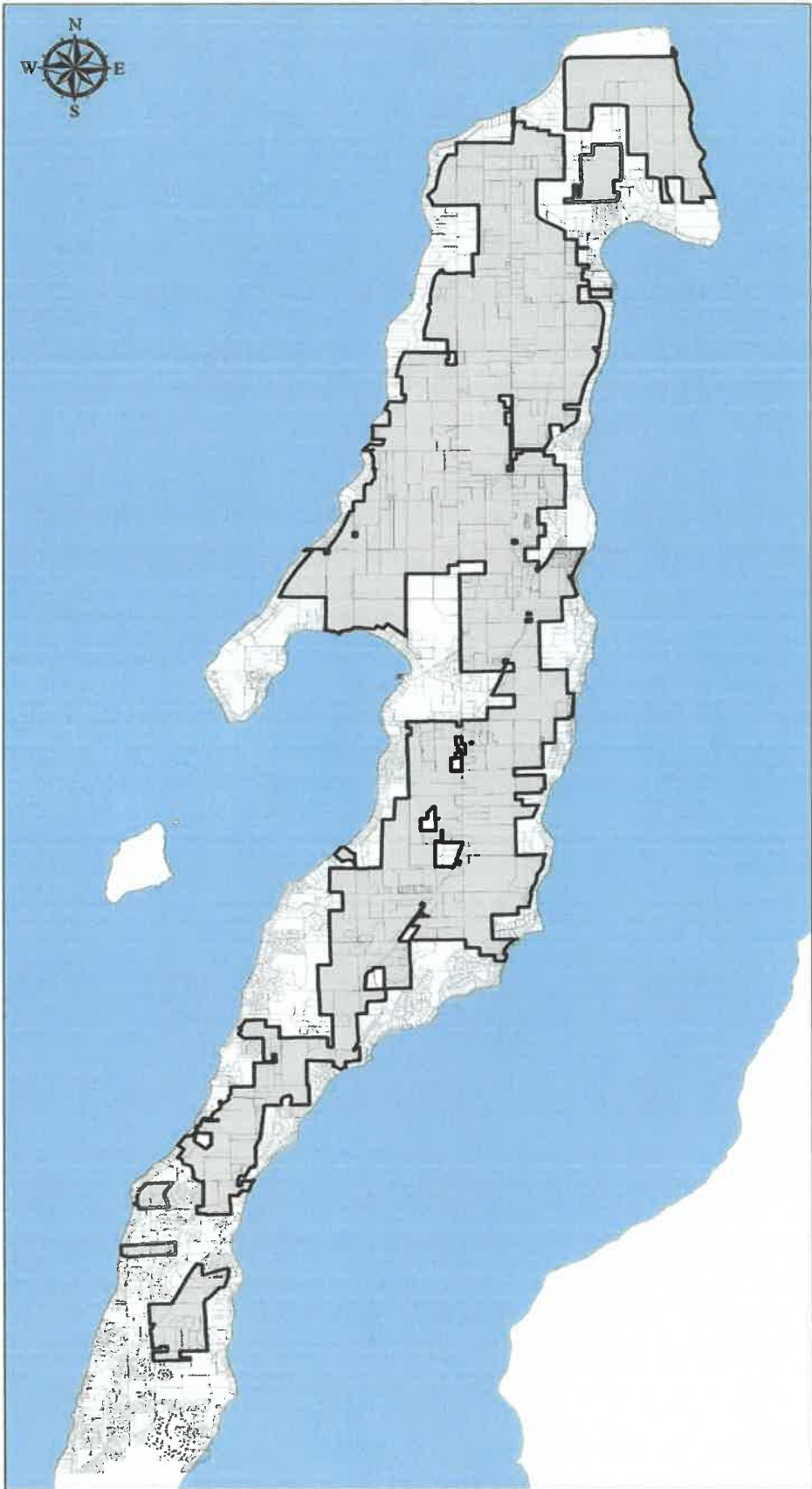
With the prospect of growth pressure and expectation of the loss of unique agricultural land in sharper focus, a purchase of development rights (PDR) program was created and supported by residents. In 1994, the voters in Peninsula Township approved a tax increase of one and a quarter mills for 10 years to preserve in perpetuity the agricultural and open space character of the township. This program was among the first of its kind in the nation. In 2002, voters again confirmed the plan by approving a second millage vote of two mills for 20 years. The second millage vote, while

for an increased amount over a longer period, was approved by 60 percent of the votes cast. Today, the money generated from past millage votes has largely been spent, and the PDR citizen committee is beginning to explore residents' interest in once again renewing the PDR millage. According to the 2019 citizen survey (see Chapter 3), residents are aware of the PDR program and a majority are interested in renewing the millage.

Past planning efforts in Peninsula Township led to the definition of the Agricultural Preservation Area (APA). This map closely aligns with the A-1 agricultural zoning district and depicts all high quality agricultural land that is technically eligible to participate in the PDR program if a voluntary application is completed by the property owner. As shown, the APA covers a significant portion of Peninsula Township.

Part of the basis for determining the boundaries of the APA also included the Red Tart Cherry Site Inventory for Grand Traverse County Michigan prepared by the U.S. Department of Agriculture, Soil Conservation Service. This 1971 report evaluated parcels of land according to their ability to consistently produce cherry crops. Considerations included soil conditions as well as physiographic and microclimatic factors. Color-coded maps were generated that depicted desirable locations for cherry production as well as areas associated with moderate or severe limitations that influence cherry production yields. Relevant maps from this report are included in the appendix.





**PENINSULA
TOWNSHIP**

**AGRICULTURAL
PRESERVATION
AREA (APA)**

PARCELS

□ APA



Create Date: February 11, 2020

Transportation

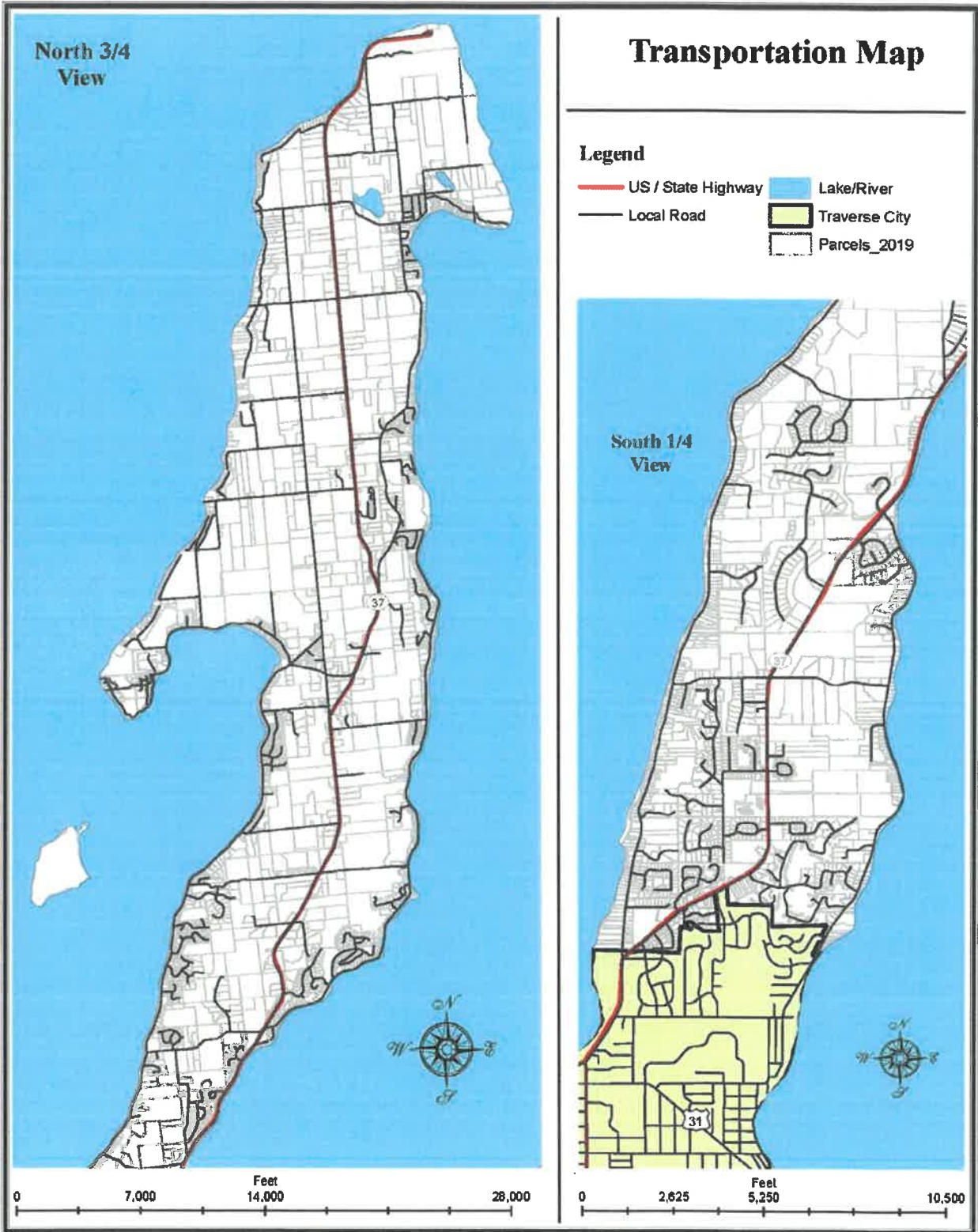
Elements of the transportation system we see today are deeply rooted in the past. As a result of the sinking of a large ship on a rocky shoal extending out into the bay in the 1800s, the lighthouse we see today at the tip of the peninsula was constructed in 1870 just south of the 45th parallel. The first public road in Grand Traverse County, built in 1853 by volunteers, stretched from Traverse City to the village of Old Mission. Other local roadways followed Native American trails and later became familiar roads such as Peninsula Drive and East Shore Road.

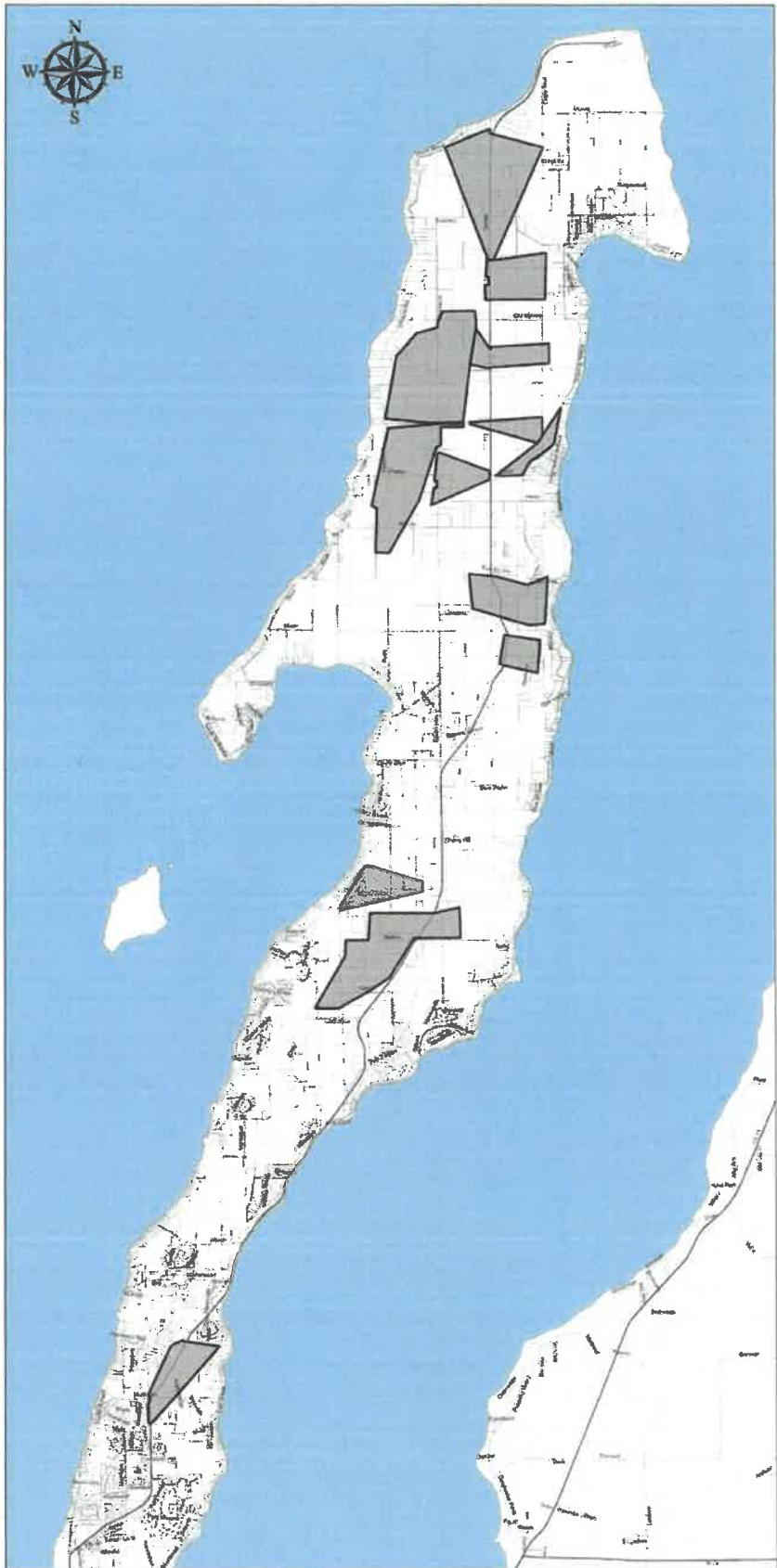
The peninsula's main thoroughfare, Center Road or M-37, provides the primary means of transportation north and south through the township. Center Road is managed by the state of Michigan's Department of Transportation (MDOT) and provides the connections to the state and federal highway system. As described later, M-37 is also a Scenic Heritage Route. A map showing the existing vehicular transportation system is provided on page 29.

Within a few miles of the base of the peninsula, residents of the township have access to three state highways that serve as major east-west and north-south corridors as well as provide access to Cherry Capital Airport. However, accessing Peninsula Township is a key planning issue that universally impacts almost all others. With only one primary road on and off the peninsula, the capacity of that road and related intersections restricts traffic flow

significantly. For this reason, significant residential growth and the potential for additional tourist traffic is often viewed in the context of the limited capacity of these intersections and the potential for increased traffic congestion.







PENINSULA TOWNSHIP

PRIME SCENIC VIEWS

~ HIGHWAYS

LOCAL ROADS

PARCELS

VIEWSHED



Create Date April 17, 2020

Views

The amazing views from public roads provided by Peninsula Township's unique geography and proximity to Lake Michigan have been specifically identified for planning purposes. Recently, the map illustrating major viewsheds was updated and is provided on page 30. This map was originally produced and subsequently updated to support the priority system established within the PDR program. As such, it is oriented toward views associated with the agricultural preservation area shown on page 26.

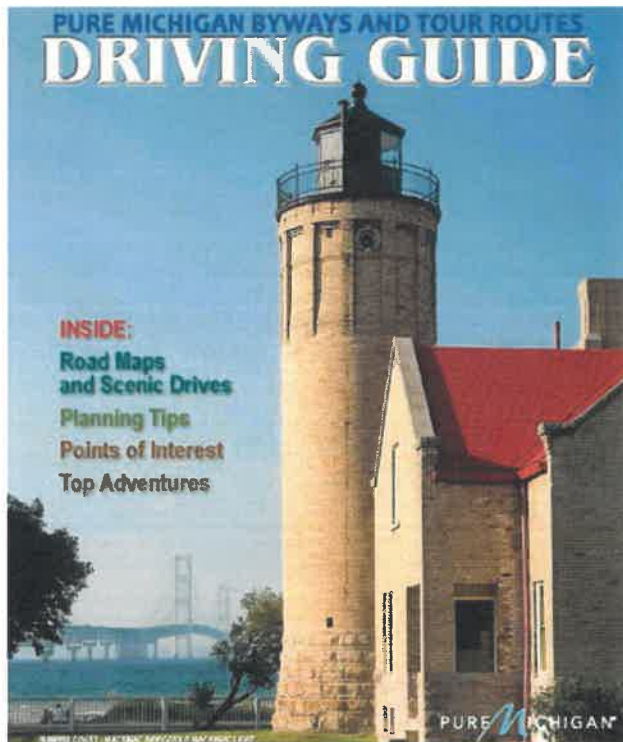
In addition to the views identified on page 30, the views associated with shoreline roads (and from the water) are similarly outstanding. East Shore Road, Bluff Road, and Peninsula Drive all offer spectacular views of water and shoreline landscapes along East and West Grand Traverse bays. It is noteworthy that, despite the fact that shoreline views are as attractive as interior views (as shown below), the township does not currently have an inventory of shoreline areas depicting waterfront viewsheds, existing trees and vegetation cover, and other natural features. Such an inventory may enhance future planning, as well as land use and infrastructure decision making.



Pure Michigan Byways

Pure Michigan Byways are state trunkline routes with special significance. They are designated according to an eight-step procedure and fall into categories based upon intrinsic qualities such as scenery, history, and recreation.

The Old Mission Peninsula Scenic Heritage Route (M-37) was designated in 2008 and keeps company with a few other scenic byways and heritage routes in the area such as the Leelanau Scenic Heritage Route, M-22, and M-119 (Tunnel of Trees).



Old Mission Peninsula

Cutting out into Lake Michigan's Grand Traverse Bay, M-37 is the peninsula's main route, running a relatively narrow but very beautiful corridor from the bluff communities of Charlevoix and Leelanau

The Old Mission Peninsula offers Grand Traverse Bay and has a long history. Further west in Ottawa and Ohtonawille, in 1839, Rev. Peter Donaghy established a mission for some tribes. The first public road in Grand Traverse County was built in 1853 by volunteers, providing a route from Traverse City to the village of Old Mission. European explorers first cut this "finger of land" along the 45th parallel road for a gravel road. In 1893, the road was designated "Queen's Highway" in honor of the arrival of cherry blossom cultivation's oldest garden.

The byway is entirely within Peninsula Township, where you'll find amazing views of Lake Michigan, orchards, vineyards, farm fields, rolling hills, parks, trails, and a lighthouse. There are many views added, agricultural destinations, such as vineyards, bird and oak forests.

walk, lakes, and farm stands. Just off the byway to the east or west on county roads. Many wineries offer spectacular views of east and west Grand Traverse Bay, the Michigan and farm stands provide seasonal fruit, such as cherries, blueberries, peaches, apples, etc., and fruit stands. Peninsula Township was the first local government in the state of Michigan to implement a voter-approved "Purchase of Development Rights" program to preserve the orchards, vineyards, and scenic views of the area.

USGS to Restore Harbor Road

The southern section of the byway is more residential, with many year-round and seasonal homes and clustered residential developments. Two miles north of Traverse City's busy urban corridor is the Grand Traverse Regional Land Conservancy's 16-acre Pelizard Island Area, which was once the Pelizard family farm. Its location amidst relatively dense development makes it a bird and park for many, as well as a destination for birders. There are nearly 3 miles of trail that meanders through wide-open fields, forest orchards, quiet open spaces, and coastal wetlands with great habitats, and are suitable for hiking, cycling, and snowshoeing. Visitors are likely to encounter several bird species. The wetland harvested for cut is destined for use in the area.

Further north, the East Grand Traverse Bay Boat Access Site provides launching of pleasure and fishing boats, canoes, and kayaks for the East, Grand Traverse Bay, Archie Beach, Township Park, provides bicyclists a parking lot and staging area for the Old Mission Peninsula, with access to Grand Traverse Bay. Further north, visitors can pull off at the Garden Road Inn, then look to take in the spectacular view of east and west Grand Traverse Bay and take pictures.

Just off the byway on Beaver Harbor Road is Beaver Harbor Park, a major township park with access to natural and recreational resources that includes tennis and volleyball courts, baseball, softball and soccer fields, playgrounds, strolling paths (such as pavilions, gazebos, and tables), a restroom, and recreational trails. North of Beaver Harbor Park, on Peninsula Drive in the community, is 150-acre Puffin Lake Nature Preserve, one of the last remaining examples of a "wooded dune and meadow complex" habitat in northern Michigan. The preserve landscape of diverse habitat means make a haven for more than 150 plant species. In the spring, ruby-crowned kinglets and blue jays carpet the ground. Many other birds use the lake as a resting place, and the preserve offers a wide variety of species and natural beauty. With its geological and botanical features and abundant wildlife, Puffin Lake is a must see.

Source: Pure Michigan Byways and Tour Routes



Public Water System

Construction of the Peninsula Township water distribution system began in the late 1980s out of the need for reliable potable water for domestic demand and fire protection. Through the years, population growth and construction in select commercial and residential locations has generated the need to expand the system. The sole water source is supplied by the city of Traverse City through a bulk water agreement regulated by the two governmental entities. Several mutual connection points between the city and township systems are monitored utilizing master meters that are recorded monthly by the Grand Traverse County Department of Public Works (GTCDPW) for tracking and billing purposes. Presently, the entire system operates under two centralized service districts, the Peninsula Drive District and the Huron Hills District; both provide both domestic and fire flows. The limits of each service district are defined by the primary infrastructure that supplies the users.

About one-third of all residents are served by a public water system. It is important that water pressure in a consumer's residence or place of business be neither too high nor too low. The normal operating pressure range for water distribution systems is 40 to 90 psi and a minimum of 20 psi during fire flow (emergency) conditions. Water is distributed to users located within the two service districts by infrastructure owned, operated, and maintained by the township. This infrastructure is comprised of one booster station, one water storage tank, seven reducing valve stations, and approximately 15 miles of distribution

pipings. Booster stations pump water to outlying districts at higher elevations, and water is fed back down towards the city of Traverse City to some extent through pressure reducing valves (PRVs). The operating pressures for each service district are dictated by gravity (ground or elevated) storage. A 500,000 gallon ground storage tank exists on Center Road near Cherrywood Commons just off of Mathison Road.

As an owner of a public water and sewer system, Peninsula Township is responsible for ensuring compliance with both the Safe Drinking Water Act (Act 399) and the Natural Resources and Environmental Protection Act (Act 451) as enforced by the Michigan Department of Environment Great Lakes and Energy (EGLE). Part of the role of the township engineer (Gourdie-Fraser & Associates) is to ensure the township's system complies with these requirements. This includes performing ongoing evaluation of the existing system to ensure adequate capacity to accommodate existing and future growth demands, maintaining inventory and condition of all assets, coordinating with the DPW for maintenance of infrastructure, and defining a capital improvement plan for each system. The following two maps illustrate the extent of the public water system in Peninsula Township and the location of proposed capital improvement projects recommended for the next 20 years. These improvements also appear in the table below.

Areas not served by the public water system rely on private wells regulated by the Grand Traverse County Health Department.

Capital Improvements

Project	Status	Cost	Recommendations
Water Main Upgrades (1 to 5 Year)	None	\$233,584.00	Increase Fire Flow
Water Main Extensions (1 to 5 Year)	None	\$632,905.00	Expand Service Area
Emergency Booster Station	None	\$260,000.00	Increase Reliability/ Capacity
Water Main Extensions (10 to 20 Year)	None	\$3,091,790.00	Expand Service Area
Special Assessment District Improvements	None	\$2,332,967.00	Expand Service
Maintenance			
Water Storage Tank Inspection & Cleaning	Last Completed in 2010	\$2,200.00	Needs to be performed every 5 years

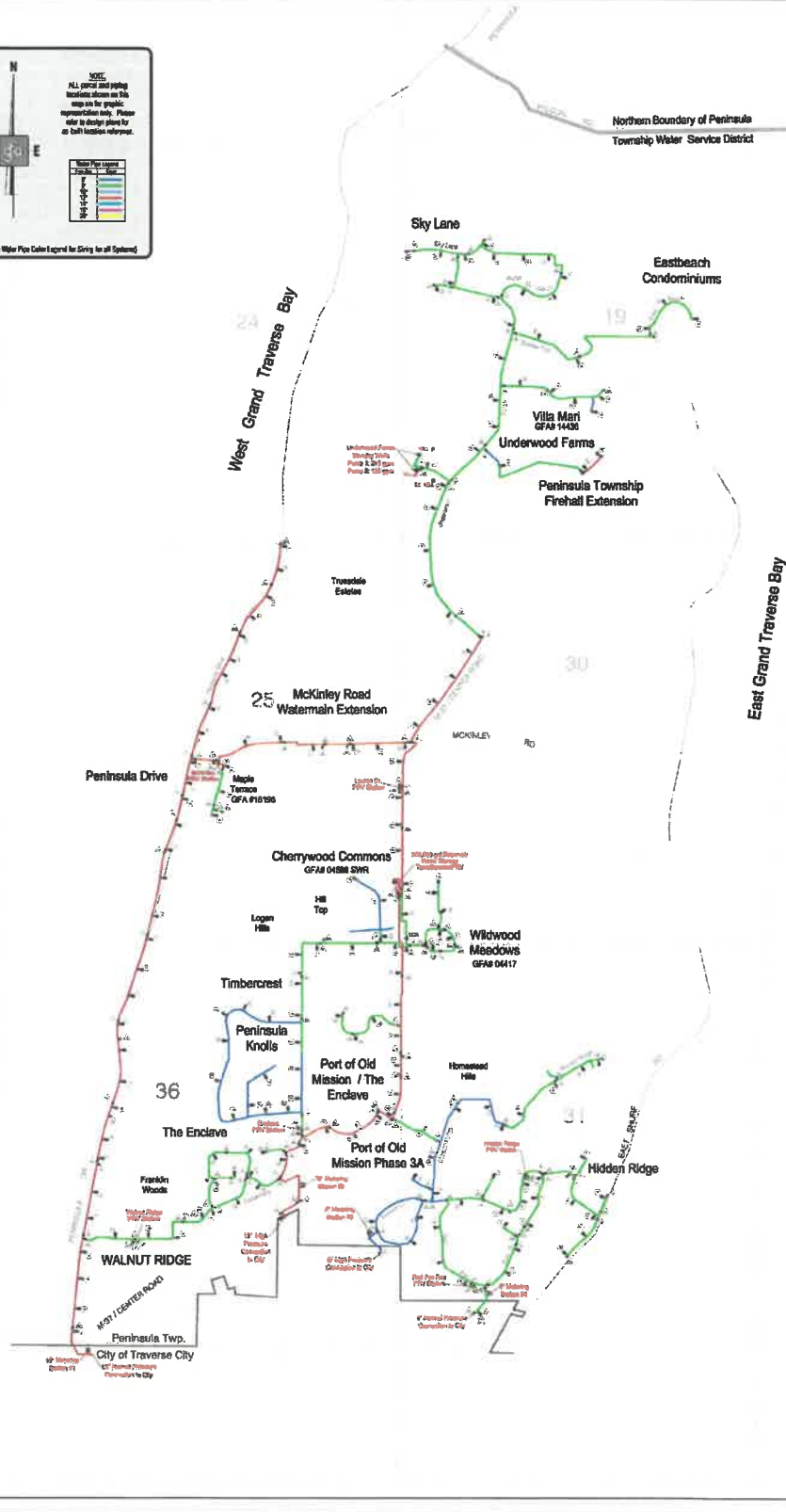
Peninsula Township Water System



NOTE:
 All pipe and pump
 installations on this
 map are for graphic
 representation only. Please
 refer to design plans for
 as-built location references.

Water Pipe Material	Color
Cast Iron	Blue
Steel	Red
Aluminum	Green
PVC	Yellow
HDPE	Purple
Other	Grey

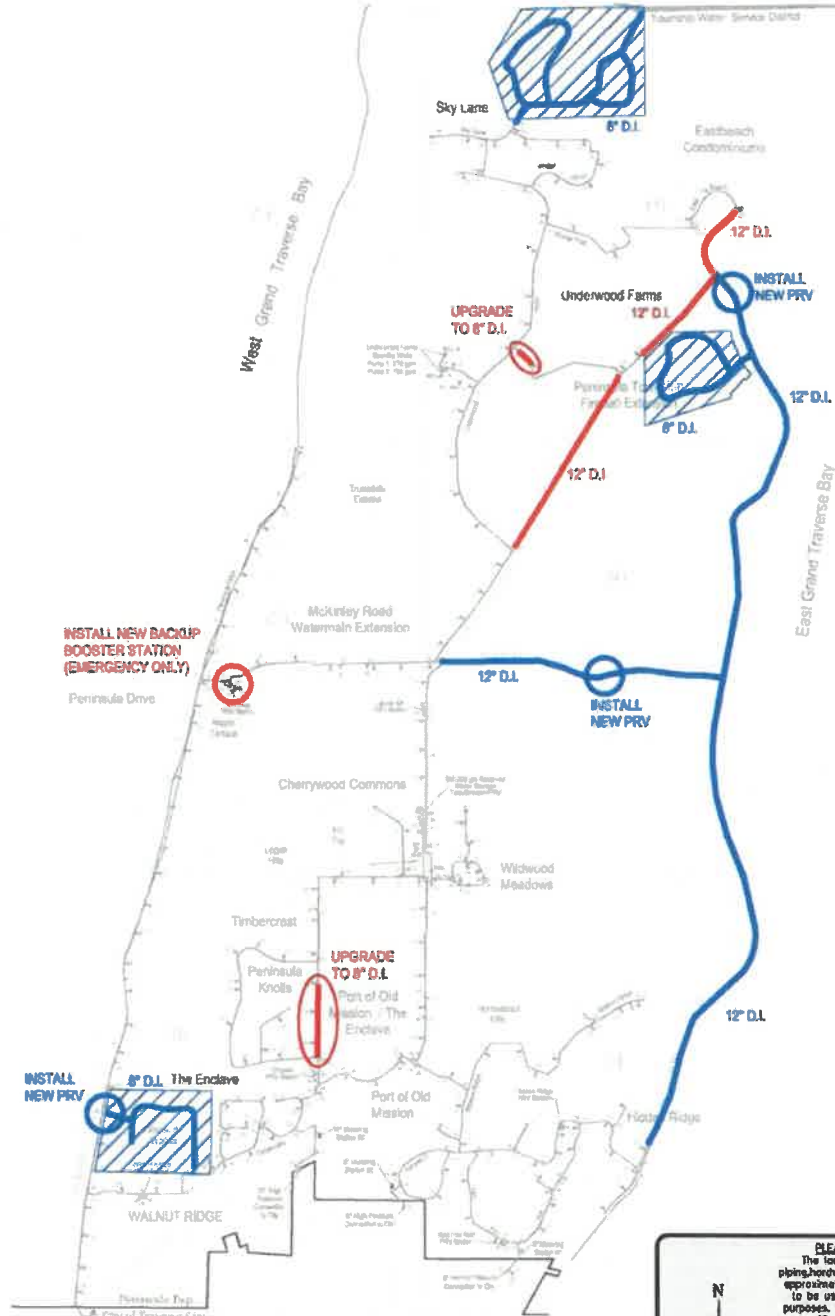
(See Water Pipe Color Legend for Sizing for all Systems)



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Revised: 02/26/2020

5 & 20 Year Capital Improvements Infrastructure Map
 Peninsula Township, Grand Traverse County, Michigan



PLEASE NOTE:
 The locations of all piping, hardware and lots are approximate and shall not be used for location purposes. Please refer to specific job plans for location information.

LEGEND

- 5 YEAR UPGRADES
- 20 YEAR UPGRADES
- BACKFLOW PREVENTER
- VALVE
- METAL ASSESSMENT DISTRICT

(See Water Pipe Color Legend for Sizing for all Systems)

Public Sewer System

Construction on the Peninsula Township sewer system began in the 1970s and has expanded through the years with the township's population growth. Wastewater treatment for the township is accomplished through a contract with the Traverse City Regional Wastewater Treatment Facility. The sole treatment source is provided by the city of Traverse City through a bulk sewer agreement regulated by the two governmental entities. Several mutual connection points between the city and township systems are monitored monthly by the Grand Traverse County Department of Public Works, which utilizes master meters for tracking and billing purposes.

About three in 10 residents are connected to the peninsula's public sewer system. The system is comprised of three major sewer system districts via infrastructure owned, operated, and maintained

by the township. This infrastructure is comprised of three pumping stations, 2,500 linear feet (0.5 miles) of force main, and approximately 8.6 miles (45,500 linear feet) of gravity (collection) piping.

The map on page 37 illustrates the extent of the public sewer system in Peninsula Township. Areas not served by public sewer utilize on-site septic systems as regulated by the Grand Traverse County Health Department. Because Peninsula Township relies heavily upon on-site septic systems, maintenance and performance are important topics in the context of protecting water quality. As discussed later, this subject is extremely important to residents. Nearby Long Lake Township is one example of a community that requires private septic system inspections when property transfers to new ownership. This process helps identify problem areas that may contribute to pollution and brings about corrective action before a property is sold or transferred.



Peninsula Township Sanitary Sewer System Gourdie-Fraser

PLEASE NOTE:
 The boundaries and/or easements shown on this map are not intended to be used for legal purposes. Please refer to applicable laws and/or records for further information.

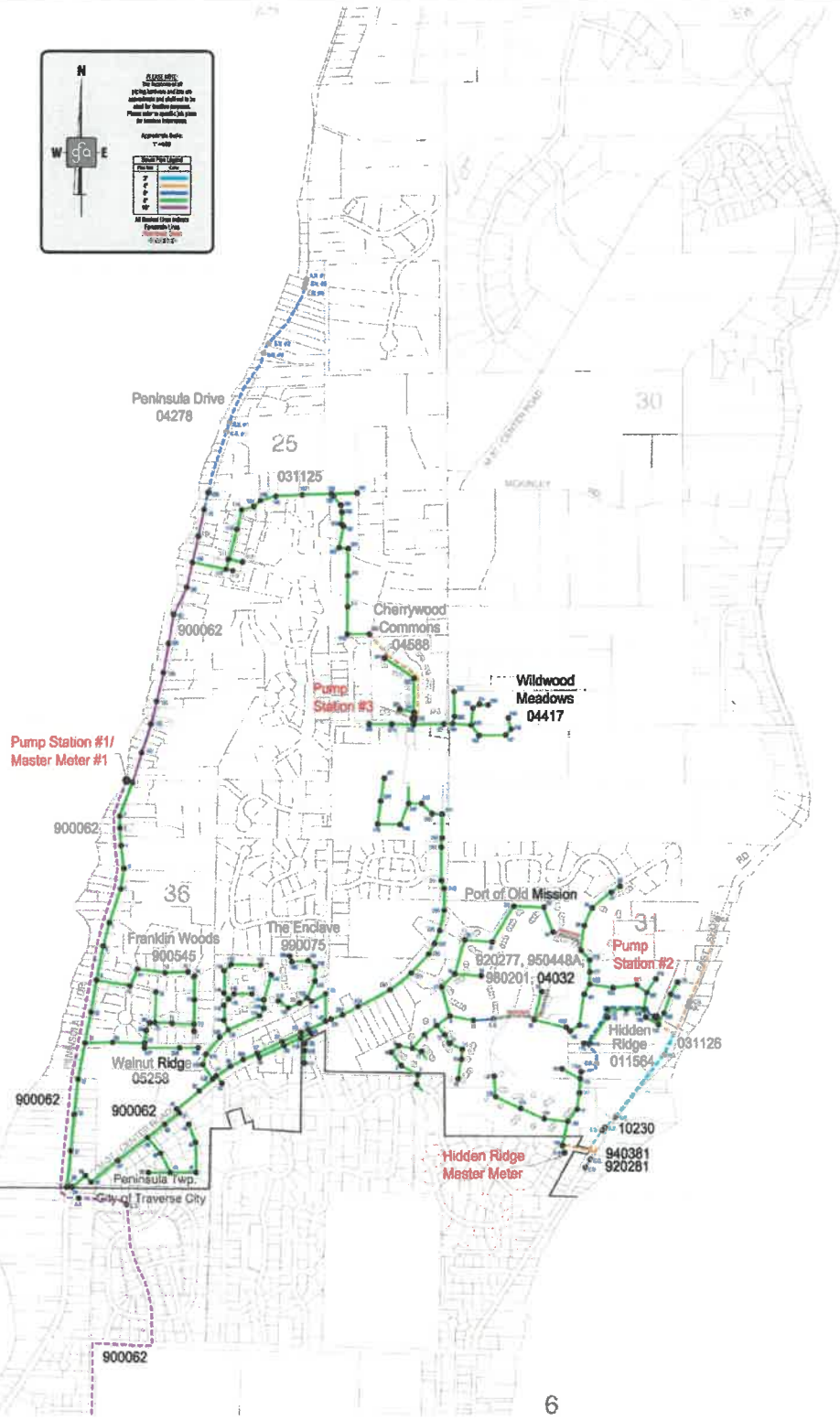
Approximate Scale: 1" = 400'

Legend:

- Sanitary Sewer Main
- Sanitary Sewer Lateral
- Sanitary Sewer Manhole
- Sanitary Sewer Pump Station
- Sanitary Sewer Master Meter
- Sanitary Sewer Inflow/Infiltration
- Sanitary Sewer Break
- Sanitary Sewer Repair
- Sanitary Sewer Replacement
- Sanitary Sewer Relocation
- Sanitary Sewer Abandonment

Map Symbols:

- North Arrow
- West (W)
- East (E)



Revised: 02/25/2020

Demographics

Peninsula Township’s population has grown steadily for many decades and continues to represent about six percent of Grand Traverse County. In the coming decades, however, as developable land becomes scarcer, it is expected that Peninsula Township will likely represent a decreasing amount of the total population of Grand Traverse County.

Resident Profiles

One way communities are unique is in terms of the characteristics of residents. These characteristics are important because the lens by which a livable community is defined align with attributes such as age, family size, income, educational levels, etc. For example, the quality of a local school district and employment opportunities are far more important to young families than to retired or elderly households.

Year	Peninsula Township Population	Change from Prior Decade (Num.)	Change from Prior Decade (Percent)	Grand Traverse County Population	Change from Prior Decade (Num.)	Change from Prior Decade (Percent)	Peninsula Township as a % of Grand Traverse Co.
1930	1,107			20,011			5.5
1940	1,146	39	3.5	22,702	2,691	13.4	5
1950	1,531	385	33.6	27,826	5,124	22.6	5.5
1960	2,013	482	31.5	32,687	4,861	17.5	6.2
1970	2,642	629	31.2	38,169	5,482	16.8	6.9
1980	3,883	1,241	47	54,899	16,730	43.8	7.1
1990	4,340	457	11.8	64,273	9,374	17.1	6.8
2000	5,265	925	21.3	77,654	13,381	20.8	6.8
2010	5,433	168	3.2	86,986	9,332	12	6.2
2020	6,068	635	11.7	95,238	8,252	9.5	6.4

Source: U.S. Census Bureau



According to Census Bureau QuickFacts data, a Peninsula Township resident is:

- » More likely to be of retirement age. About a third of all Peninsula Township residents are 65 years old or older (compared with 17.2 percent statewide).
- » More likely to live in an owner-occupied home. More than nine out of 10 housing units in the township are owner-occupied (compared with 71 percent statewide).
- » More likely to have lived in the same home one year ago. More than 91 percent of residents lived in the same home one year ago (compared with 85.8 percent statewide).
- » More likely to live in a household with fewer people. The average household size in Peninsula Township is 2.21 (compared with 2.49 statewide).
- » More likely to be 18 years old or older. Only 17.3 percent of Peninsula Township residents are under 18 years old (compared with 21.7 percent statewide).
- » More likely to have a computer at home with broadband internet. More than 96 percent of Peninsula Township residents have a computer and nearly 92 percent have broadband internet (compared with 88 percent with a computer and 79 percent with broadband internet statewide).
- » More likely to live in a household with a substantially larger household income. The median household income in Peninsula Township (2018 dollars) was \$100,949 (compared with nearly half (\$54,938) statewide).
- » Far less likely to live in poverty. The census bureau reports only 3.3 percent of people living in poverty in Peninsula Township (compared with 14.1 percent statewide).

The Current Moment in Time

Planning is naturally forward looking, but it also takes place through a lens that reflects past and current viewpoints. In 2021, Peninsula Township finds itself looking forward from a perspective of recent accomplishments and future challenges. Some recent accomplishments (in no order of importance) include:



Old Mission Peninsula School

In October 2015, Traverse City Area Public Schools (TCAPS) announced it would close three elementary schools, including Old Mission Elementary School. Thanks to extraordinary community efforts over many months driven by the recognition of the importance of preserving a sense of community on Old Mission Peninsula, a foundation was formed by local residents and 1.1 million dollars were raised to purchase the school building and continue the education legacy on the peninsula. In September of 2018, Old Mission Peninsula School opened to the public.

Citizens within Grand Traverse County may select which educational institution their children attend. Residents of Peninsula Township have the option to send their children to any of the existing public or private schools within the region. Old Mission Peninsula School offers K-5 education and is located centrally on the peninsula. Higher education is available and located at the southern boundary of the peninsula. The Northwestern Michigan College (NMC) campus is open to the public and located in Traverse City.



Peninsula Community Library

Given the changes occurring with TCAPS and the local elementary school, in 2016, the leadership of Peninsula Community Library mounted a campaign to raise funds to build a new library and move the former library out of the elementary school. More than 2.5 million dollars were raised, and our beautiful new 5,600-square-foot facility opened in September of 2019.



Continued Implementation Of The Purchase Of Development Rights (PDR) Program

Peninsula Township is well known for creating one of the first publicly funded PDR programs in the United States and the first in the Midwest. In 1994, voters agreed to tax themselves to fund a voluntary program to purchase development rights from agricultural landowners. Outside funding from the State of Michigan, American Farmland Trust, the Grand Traverse Regional Land Conservancy (GTRLC), and the federal Farm and Ranch Lands Protection Program subsequently added to this effort. In the years that followed (between 1996 and 2009), the PDR program protected more than 2,800 acres from development. Today, more than 110 agreements covering 3,347 acres are subject to PDR restrictions held by Peninsula Township. When combined with GTRLC-held conservation easements and other public land, roughly 6,500 acres have been permanently protected in Peninsula Township, or 36 percent of the total land area. The recent community survey suggests continued support for this program.

Expanding Local Wine Industry

The beginnings of the local wine industry can be traced back to the early 1990s with the establishment of entities such as Chateau Grand Traverse and Chateau Chantel. Today, 11 wineries support local agricultural products and preserve

farmland. The success of the wineries supports and promotes the popularity of Old Mission Peninsula viticulture.





Park Expansions

In late 2015, using funds from private donations, a Michigan Natural Resources Trust Fund grant, and the Grand Traverse Regional Land Conservancy, Peninsula Township acquired nearly 60 acres of land to expand Bowers Harbor Park. A development plan that includes an extensive walking trail system, parking, pavilions, and toilets was prepared. This major project supplements prior recent efforts to establish Mission Point Lighthouse Park at the tip of the peninsula, the 60.64-acre Pelizzari Natural Area at the base of the peninsula, and Kelley Park in Old Mission. Altogether, the total amount of parkland available to residents and guests is now nearly 1,200 acres, of which the township owns or manages 833 acres. For more information on local public lands, see page 15.

Fire Protection & Emergency Response

Fire Station No. 3, completed in early 2021, offers improved emergency response times for those living in the northern part of Peninsula Township. This significant milestone is accompanied by related steps to increase staff, place automatic external defibrillators (AED) in businesses, and place working smoke detectors in every home. This milestone is in addition to increased staffing levels (now about 13 full-time and 13 part-time employees) and recent certification for Advanced Life Support (ALS), which gives paramedics the ability to offer advanced medical care in the field, including intubation, IV fluids, pain and cardiovascular medications, and vital heart monitoring and stabilization. All these steps add up to increased resident safety and lowered Insurance Service Offices (ISO) ratings, which lower homeowner insurance costs.





3. Community Attitudes & Insights

GENERAL COMMUNITY ATTITUDES AND INSIGHTS

Master plans are fundamentally about choices regarding the future, guided by resident preferences and wishes. Understanding resident preferences and wants often includes some form of community engagement, which can occur in different forms and at different times during a planning process. For this master plan, initial community engagement included steps to conduct a new community survey. Past community surveys were done in 1990 and again in 2006. Information from these past surveys provided useful historical background data but offered little to support an understanding of current attitudes.

In the summer of 2019, Peninsula Township hired EPIC MRA to assist staff with a new resident survey. From September 26 through September 30, 2019, live operator telephone interviews with 200 adult residents of Peninsula Township were conducted. This phone survey was performed so that a set of results would be provided from a random sample of residents. Soon after the phone survey, the township offered an online version of the survey to residents and other stakeholders to provide an avenue for all who wished to participate. However, while it was expected that the online version would likely generate more responses, the results might be less random for a variety of reasons. Therefore, having survey results from two methods would help paint a more accurate picture of local attitudes.

The online survey was based on unique residential addresses in the county that appeared on the secretary of state's qualified voter file. This list was augmented with addresses supplied by the township assessor's office to include individuals not otherwise found on the secretary of state file. Once the augmented list was compiled, postcards were sent via first class mail to approximately 3,800 addresses. These postcards, bearing the Peninsula Township logo, informed the recipient household of the reason for the communication and instructions regarding how to access the questionnaire online. The postcard contained a four-digit code required to complete the survey. The online survey was open for participation from October 18, 2019, through November 6, 2019. A total of 980 usable responses were collected from this portion of the project.

IMPORTANT SURVEY TAKEAWAYS

The new survey results validated common perceptions about what residents value. They also revealed some unexpected results. While a full reporting of survey data is available in the appendix, some key takeaways include the following:

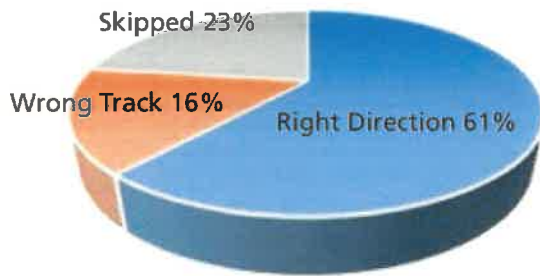
- » Among all attributes, **residents say they like living in Peninsula Township mostly because of the rural, quiet atmosphere followed closely by scenic views and the quality of the environment.** Looked at from the opposite angle, growth/overdevelopment and traffic/congestion topped the list of open-ended responses offered by respondents who believe the quality of life in the township has "gotten worse" in the past few years.
- » Looked at another way, when residents were asked to identify areas where the township could do more, strongest support went to the statement urging the township to **keep as much of the rural character and historic landscape as possible.**
- » One area where there is **unequivocal support for a new initiative is in the development of a non- motorized transportation plan.** More than three- quarters of respondents from both methodologies support this initiative, and two-thirds of that total support is strong support. Fleshing out the specifics of such a plan will, of course, be a comprehensive process, but the survey data clearly indicates support for pedestrian safety features such as signals, pavement markings, and signage along with attention to walking trails and bike paths.
- » A practical, albeit less direct, expression of residents' preference for a rural setting is manifested in the responses to the series of questions concerning the township's Purchase of Development Rights (PDR) program. **Well over half of all respondents in both survey methods report awareness that Peninsula Township currently has a taxpayer-funded PDR program, and well over half purport to have at least some familiarity with its provisions. Perhaps most importantly, survey results indicate that had a PDR renewal vote been held at that time, it would have passed by a significant margin.**

However, it should also be noted that these results were generated just a few months before the outbreak of COVID-19 and the period of economic uncertainty that followed.

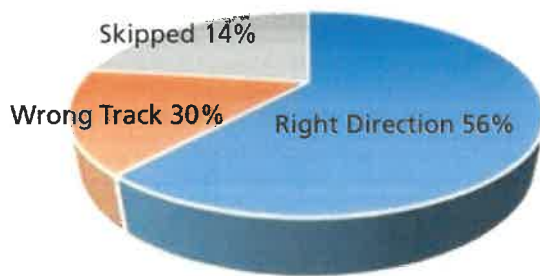
- » Finally, in keeping with residents' environmental awareness tempered with a desire for viewshed preservation, there is receptivity to the idea of some form of wind and/or solar energy sourcing on the peninsula. Again, the survey only briefly touched on the issue, but the greatest receptivity is for small-scale systems serving a single property followed by systems capable of serving a limited collection of properties or a small neighborhood.
- » In sum, township residents are, by and large, content with the status quo. To the extent there is an expression of openness to change, it reveals itself in policies directed at addressing growth, traffic congestion, and preservation of viewsheds.

In addition to these details, the following charts illustrate some findings on key issues.

Respondents were asked if, overall, they believe Peninsula Township is headed in the right direction or is going down the wrong track:

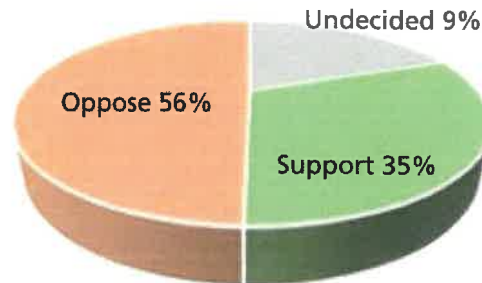


Phone Results

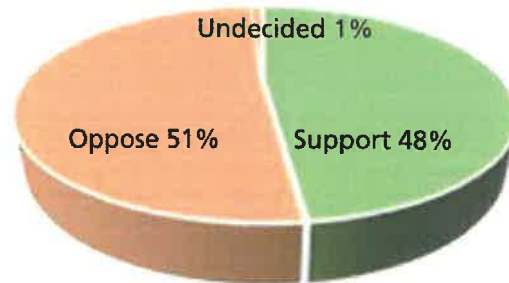


Online Results

Respondents were informed of the growth in the number of wineries in the township over the past couple of decades and asked if they supported or opposed the continued development and growth of these types of establishments:

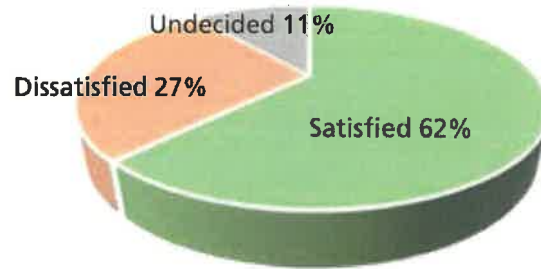


Phone Results

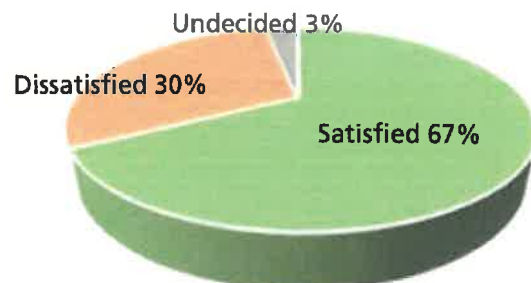


Online Results

Respondents were apprised of the township's policy prohibiting short-term rentals (if not at a bed and breakfast establishment or winery-chateau) and were asked if they were satisfied or dissatisfied with that policy:

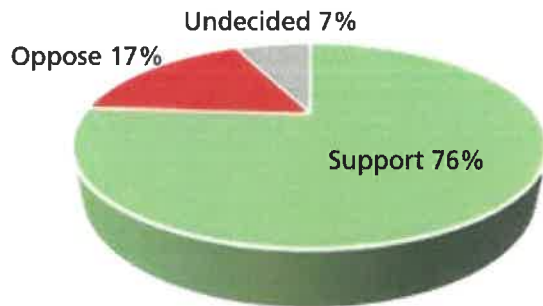


Phone Results

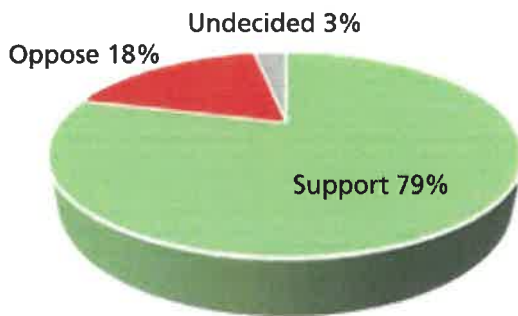


Online Results

After being presented with a statement noting the regular presence of runners, bicyclists, and pedestrians on township thoroughfares, the comparatively narrow width of many area roads, and the adoption of non-motorized transportation policies in nearby jurisdictions, respondents were asked if they would support or oppose the township initiating the process of developing its own non-motorized transportation plan:



Phone Results



Online Results

PARTICIPATE OLD MISSION

Along with the 2019 community survey, Peninsula Township launched a new online community engagement platform called Participate Old Mission (www.participateoldmission.com). Participate Old Mission was a virtual space where residents could ask questions, share ideas, discuss important topics, and provide feedback. It also allowed residents to contribute thoughts and ideas to projects and issues, including this master plan update. By late August, 2021, Participate Old Mission had more than 2,100 site visits and more than 350 site registrations.

One of the tools provided by Participate Old Mission was a “quick poll” that allowed residents to convey preferences and attitudes on various subjects. For example, preliminary results from one quick poll suggested that not only do people support non-motorized transportation but that they might also be willing to help fund non-motorized improvements. According to nearly 70 respondents (as of late August 2021), more than 85 percent said they are likely or very likely to be willing to help pay for an improved bicycle and/or pedestrian system in Peninsula Township.





4. Trends

TRENDS IMPACTING THE TOWNSHIP

Trends can and often do change, but the following material provides a brief description of clear and relevant trends Peninsula Township should be mindful of as it looks ahead.

Home Sale Prices Have Doubled

In 2010, the median value of homes that sold in Peninsula Township was about \$217,500. By 2020, the median value was \$446,300. In other words, median home values in Peninsula Township have doubled in the last 10 years. As recently noted, due in part to this steadily increasing trend in home values, the total assessed value of property in Peninsula Township recently crossed the 1 billion dollar mark. Comparable and final information is not yet available for the state or nation, but this rapid increase in local home values is believed to be significant.

Aging Population

As noted earlier, Peninsula Township residents are generally likely to be 65 years old and older (see page 39). Perhaps just as important, the national trend also points to a growing elderly population. Longer life spans and other demographic factors support the U.S. Census Bureau's projection that, by the year 2034, for the first time in history, the number of adults 65 and older in the U.S. will exceed the number of children under 18. Given this projection, it is reasonable to assume that older residents will represent an ever larger segment of the local population, and the planning implications are important.

The American Association of Retired Persons (AARP) has been active in providing research into what older residents desire from the communities in which they live, including rural communities. Key findings from a report titled *2018 Home and Community Preferences Survey: A National Survey of Adults Age 18 – Plus a Look at Rural Communities* (June 2019) include these takeaways:

- » Nearly three-quarters of rural adults say they want to remain in their communities and homes as they age.
- » Almost half of rural adults report they will stay in their current homes and never move compared to only a third or fewer of urban and

suburban adults who say they will never move from their current homes.

- » About three-quarters of rural adults own their own homes; nearly two in five report that major modifications to their homes will be needed to accommodate their needs as they age.
- » The presence of accessory dwelling units is low among rural adults, but eight in 10 say they would consider building one for a loved one who needs care.
- » The large majority of rural adults (89 percent) drive themselves to get around their communities.
- » Other popular modes of transportation include walking and having someone else drive them.
- » Well-maintained streets and easy-to-read traffic signs are very important to aging rural adults.

Remote Working

Thanks to COVID-19, more companies are offering hybrid or remote working arrangements, and increasing numbers of people feel less inclined to live close to where they work. It has been reported that about one in four Americans (26.7 percent) will work remotely in 2021 (Forbes, March 19, 2021). This means that more people will be less tied to a specific area and more able to choose where to live based on amenities and the quality of life. If this trend is sustained into the future, it will continue to represent an important factor in local growth.



Health And Non-Motorized Transportation

Decades ago, health experts began documenting the health benefits of physical activity. Obesity rates have increased dramatically over the last 30 years, and obesity is now considered to be an epidemic in the United States. Diabetes is also responsible for huge health-care costs, and the incidence of diabetes is expected to continue to increase.

At the same time, there is a growing recognition that the transportation infrastructure built in recent decades typically accommodates only vehicular traffic. This realization has led all levels of government to shift toward an increased emphasis on developing safe places to walk, bike, and engage in physical activity. Myriad programs and design strategies such as complete streets, traffic calming, context-sensitive design, safe routes to schools, and others are all aimed at increasing transportation options beyond vehicle travel to encourage non-motorized travel and physical activity.

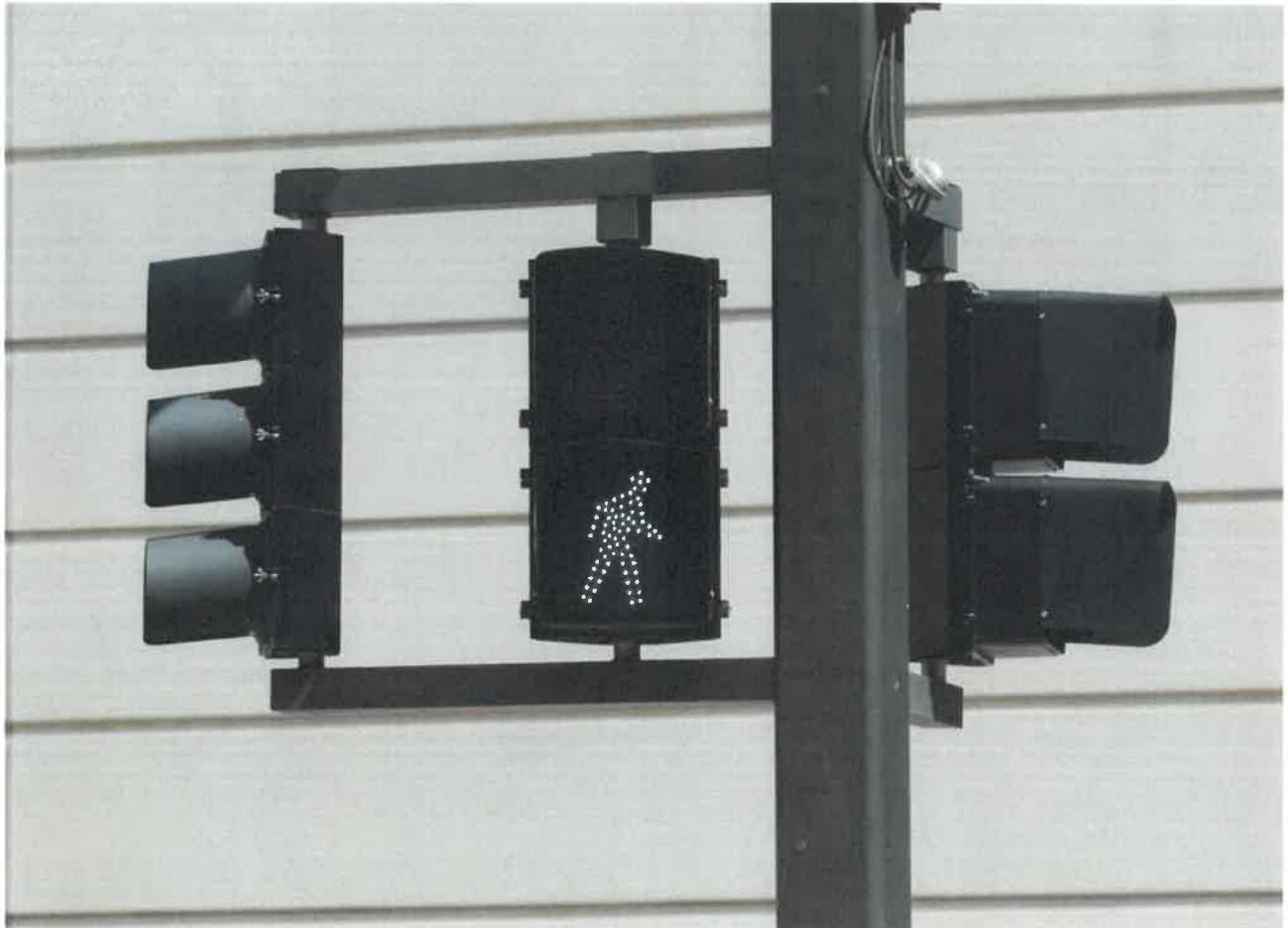
LINKS TO COMPLETE STREETS RESOURCES

<https://smartgrowthamerica.org/program/national-complete-streets-coalition/>

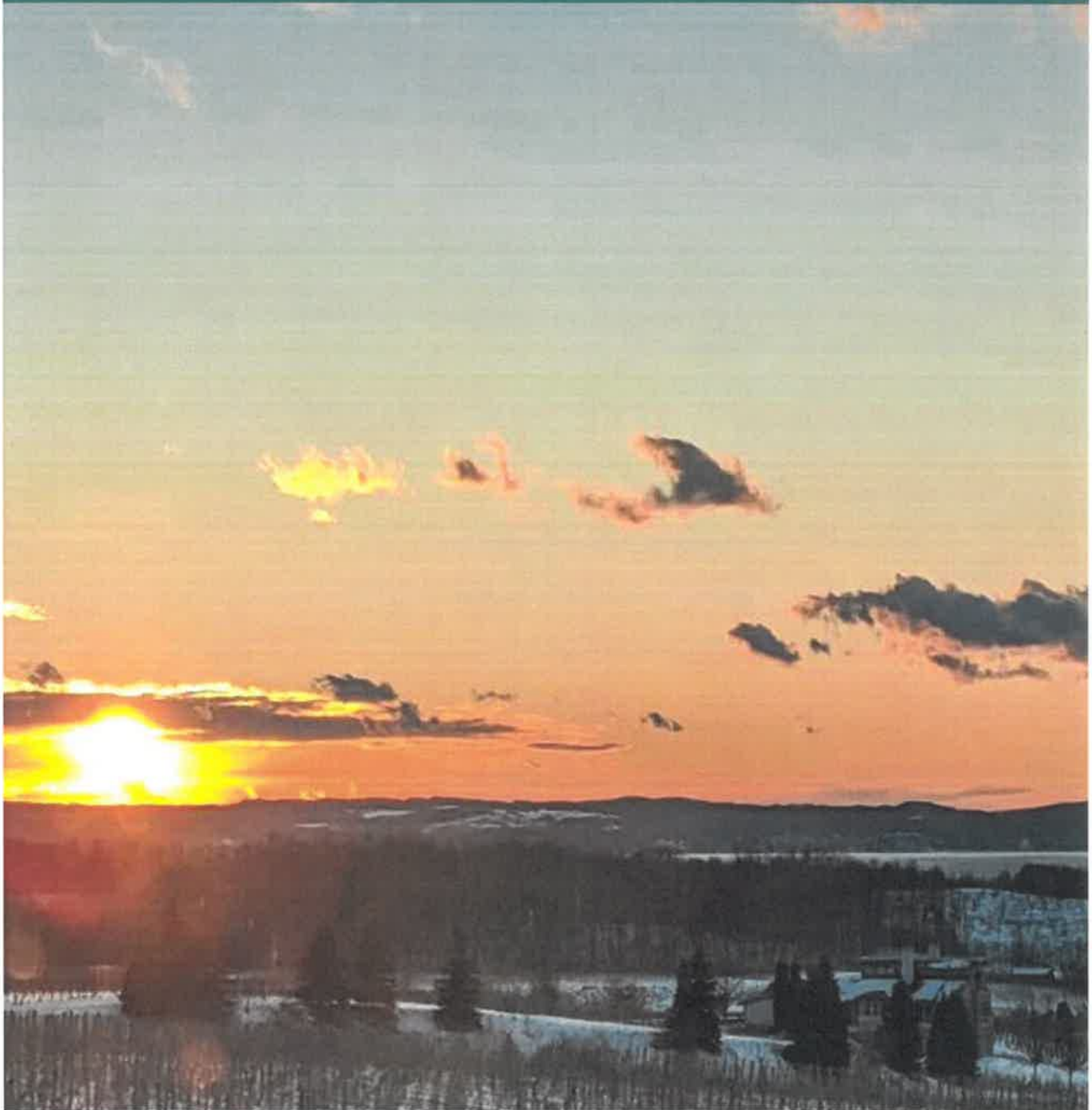
<http://micompletestreets.org/>

<https://www.ite.org/technical-resources/topics/complete-streets/>

<https://www.cdc.gov/transportation/recommendation.htm>



5. Legacy, Challenges, & Vision



PLANNING LEGACY

For many decades, Peninsula Township's rolling hills, miles of Great Lakes shoreline, and stunning views of bays, farms, orchards, and vineyards have drawn people to live and visit here. Nearly 50 years ago, community leaders saw mounting development forces and recognized the threat to farmland, environmental values, and quality of life. This realization led the township to develop a master plan in 1968 and, then, a zoning ordinance in 1972 that established a basic order to development patterns, notably a large interior agricultural district, coastal residential districts, and limited commercial districts as well as minimum lot sizes and setbacks in each district. Many of the zoning provisions enacted in 1972 continue to guide development patterns today.

In subsequent decades, as planning efforts in the township continued, recognition grew that strong growth pressures would continue to fuel construction activity and increases in population. Early projections suggested that Peninsula Township could reach 30,000 people or more if fully built out unless other measures were taken. Residents and township leadership viewed this level of development with alarm, as it would inevitably reduce the viability of agriculture, diminish scenic views, add huge additional infrastructure costs (i.e., water, sewer, and roads), and contribute to an overall decline in environmental quality. Such a large population would also create major traffic issues in Traverse City.

Peninsula Township demonstrated bold and proactive leadership and a core commitment to land preservation by creating one of the first publicly funded township Purchase of Development Rights (PDR) programs in the United States and the first in the Midwest. On August 2, 1994, voters agreed to tax themselves to the tune of six million dollars to purchase the development rights from willing farmers who wanted to keep their land in farming forever. Additional funding from the State of Michigan, American Farmland Trust, Grand Traverse Regional Land Conservancy (GTRLC), and the Federal Farm and Ranch Lands Protection Program subsequently augmented this effort (see page 40). This bold and proactive leadership came not only from elected and appointed officials but concerned residents such as John Wunsch and many others.

Between 1995 and 2009, more than 2,800 acres in Peninsula Township were protected from development. The PDR program was so successful, with more farmers interested in selling their development rights than money to buy them, that voters approved a second PDR millage renewal and increase in 2001 for 20 years, a period that is now ending.

Today, more than 110 parcels totaling 3,347 acres are subject to PDR restrictions held by Peninsula Township. When combined with GTRLC-held conservation easements and other public lands, roughly 6,000 acres have been permanently protected in Peninsula Township, or 34 percent of the total land area. Considering only the agricultural preservation area (APA), the total amount of protected land covers about 53 percent of the total acres identified in the APA (see maps on pages 26 and 27).

This is a great start, but as was the case in 2001, we have willing farmers who wish to sell their development rights and preserve their farms with insufficient funding available to accomplish these goals.

Given the program's success to date, the maximum population of the peninsula if fully built out would be approximately 12,000 people, a far cry from the original projection of 30,000 had action not been taken but nearly double what it is today.

NEW CHALLENGES

As previously described, Peninsula Township has a newly established public charter school, a newly constructed library, and recent park expansions.

The township also has 18 wine manufacturers (as licensed by the Michigan Liquor Control Commission); 11 wine tasting rooms; a market and gas station; three restaurants; five churches; many farm markets, nurseries, and farm stands; historical buildings; and governmental services, including township offices, three fire stations with full time fire and emergency medical services, and a full time community police officer to supplement law enforcement services provided by the Grand Traverse County Sheriff's Dept.

The Peninsula Township community has long recognized and valued the quiet, rural, and scenic character of the Old Mission Peninsula

and the critical need to protect these defining values. Recent planning efforts such as the 2019 community survey and the launch of the online engagement tool called Participate Old Mission provided a more current understanding of resident preferences, values, and desires. As the population has grown and residential and winery development has increased, the desire to protect the township's scenic views and quiet rural character has amplified. Protection measures have been highlighted in township planning documents since the early 1980s, with each plan reiterating and building upon this concept. According to the 2019 survey, the majority of residents believe the township is "headed in the right direction" and that the quality of life "has remained the same." **At the same time, there is growing evidence that the local story of stewarding this special place may be at a pivotal juncture.** As a case in point, we now see the following:

- » The local wineries filed suit against the township in late 2020 over limits on allowed commercial activity;
- » Record-high water levels in 2020 damaged vast segments of shoreline, causing severe erosion, millions in property damage, and the closure of a section of Bluff Road;
- » A potential renewal of the PDR program will require continued support from residents at the ballot box;
- » Growing recognition of the need for better traffic control and accommodation for non-motorized travel;
- » The recent determination that the Michigan Department of Transportation (MDOT) will continue to control and maintain M-37 (Center Rd.); recently, MDOT had considered relinquishing control and responsibility to the Grand Traverse County Road Commission;
- » Growing questions about whether our township form of government is best for the long term;
- » Lingering questions over state and local responses to the demand for short-term rentals and other dimensions of the hospitality market;

- » Development pressures that continue to remain strong along with property and home values that have risen;
- » The remaining effects of COVID-19 that hamper community engagement efforts; and
- » Greater focus toward Peninsula Township parks, which have been impacted significantly by behavioral and utilization changes related to COVID-19. This usage has prompted a new effort to define needs, operating and capital improvement budgets, and funding sources to better develop and maintain park facilities. This work is being undertaken by the Peninsula Township Parks Committee in conjunction with LIAA (Land Information Access Association).

VISION

Peninsula Township's leaders recognize that the Old Mission Peninsula is a special place for all the reasons described in Chapter 1. They also recognize that the current issues facing the township mean that careful and deliberate planning has never been more important than it is now if the township is to retain its current amenities and reach its full potential as the best possible gift to future generations. These challenges align with the 12 following vision statements that can also be thought of as organizing planning principles for Peninsula Township.

These vision targets surfaced from the 2019 survey results, results from Participate Old Mission, and deliberations during master plan steering committee meetings.

The following chart is a summary of vision statements for Peninsula Township organized into three distinct categories: "Land Use," "Mobility," and "Character, Facilities and Governance." In the following chapters, more in-depth descriptions of issues and future action steps are provided for each of these three categories. Chapter 9 addresses the subject of implementation and provides a summary of future initiatives and action steps.

These challenges align with the 12 following vision statements that can also be thought of as organizing planning principles for Peninsula Township.

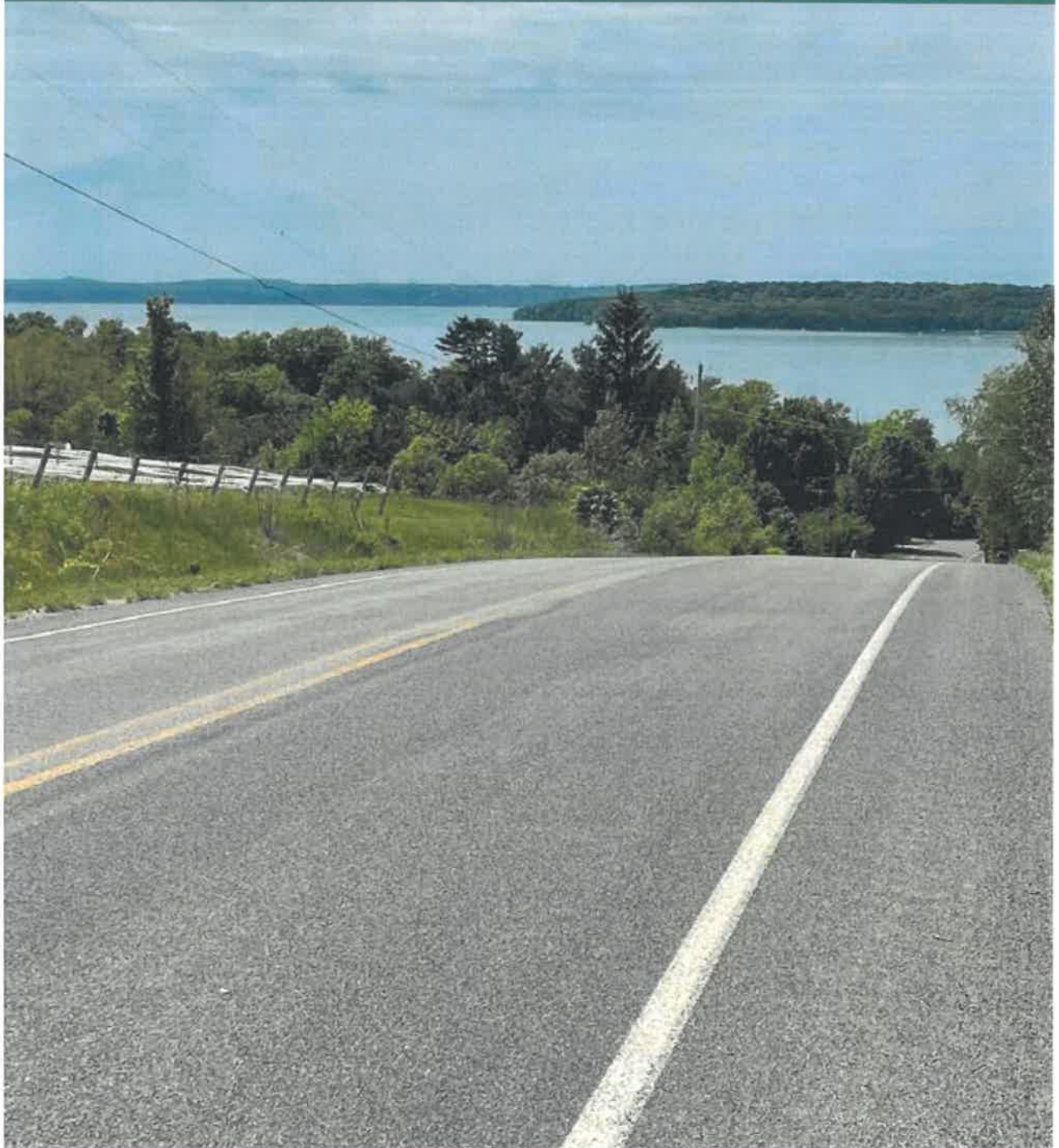
Summary of 12 Vision Statements

Vision	Subject Category	Summary
Recognize an “island-like geography.”	Land Use	The ability to maintain the quality of life in the township will be highly influenced by the reality that the peninsula is more or less an “island” with a single “bridge” that carries residents to and from Traverse City and beyond. This “bridge” is a two-lane street that has a finite carrying capacity and few options to increase that capacity. Shoreline routes such as East Shore Road and Peninsula Drive are not desirable options as routes because they serve neighborhoods with strong recreational and aesthetic value. Detailed vehicle traffic counts and studies are needed annually to help monitor change over time and to help guide township development policies. Recognizing the need to limit growth and associated traffic generation is a major underpinning and foundation for nearly all other vision statements and planning policies.
Continue to implement policies that reduce build-out potential.	Land Use	<p>Looking ahead to this new decade and beyond, we see thousands of acres of agricultural land that could still be developed into homes. Demand for homes on the Old Mission Peninsula is strong and likely to grow stronger given existing trends. At the same time, residents clearly want to preserve and maintain a rural atmosphere.</p> <p>The renewal of the PDR program is crucial to completing the task of land preservation that began in the early 1990s. Protecting the remaining 4,701 acres of agricultural land identified in the agricultural preservation area (APA) is an essential step toward limiting population growth and additional traffic congestion.</p>
Ensure that future development is constructed in ways that thoughtfully balance all land- use needs.	Land Use	Even with new PDR activity resulting from a third millage, some level of development can be expected as some property owners choose to develop their land within the constraints of the zoning ordinance. In the past, the township has explored the concept of a transfer of development rights (TDR) program as a way to concentrate new development by “transferring” permitted density to a more carefully planned area. The TDR program, coupled with the potential for mixed use development in the commercial zones to include first floor retail/ commercial with second floor residential, could help create local businesses that serve residents. Properly designed and constructed commercial uses could help reduce the need for residents to travel to Traverse City for goods and services, thereby potentially helping to reduce traffic.

Vision	Subject Category	Summary
<p>Constructively and collaboratively work toward the goal of adding value to local agricultural products while mitigating negative impacts of noise and traffic.</p>	<p>Land Use</p>	<p>The township supports local agriculture and efforts to retain rural character while drawing a distinction between production agriculture (i.e., growing things) on the one hand and non-production, or value-added activities such as processing and selling products on site, on the other. This latter category of activities leans in a more light industrial and commercial direction, generating issues related to traffic and noise that detract from rural ambiance and character. More efforts are needed to balance production agriculture with non-production or value-added and commercial activities.</p>
<p>Protect the shoreline and wetlands to the maximum extent possible through both regulation and education centered on vegetation protection and enhancement.</p>	<p>Land Use</p>	<p>The last several years of high water levels on the Great Lakes have had a profound impact on coastal communities throughout Michigan. Coastal erosion and flooding have impacted residents with substantial costs and damages. Predicting lake levels in the future is all but impossible, but it is prudent to improve regulations and education efforts regarding vegetation removal so that future high water levels are less damaging and water quality is protected from erosion. Similarly, it is important to continue to educate residents on the value of all wetlands and shoreline vegetation cover as a means of reducing both flooding and pollution.</p>
<p>Continue to view alternative energy (solar/wind) as having a potential role in Peninsula Township.</p>	<p>Land Use</p>	<p>Peninsula Township's geography (island-like with one major road on and off) along with the existing above ground infrastructure present challenges to delivering a reliable power source consistently. Alternative energy sources provide opportunities to supplement gaps. The township will continue to implement policies to regulate solar energy generation while protecting viewsheds.</p>
<p>Balance demand for a local hospitality industry against the need to control growth and manage traffic.</p>	<p>Land Use</p>	<p>There is a role for a local hospitality industry in Peninsula Township in three major categories: wineries (with guest rooms), bed and breakfasts (independent of wineries), and possibly small, quaint "boutique" hotels. The balance between additional hospitality functions and added traffic is a critical one related to numbers of available rooms and specific locations. The connection between offering accommodations in a rural B&B and supporting agricultural viability is also recognized.</p>
<p>Make pedestrian and bike travel safer and more convenient</p>	<p>Mobility</p>	<p>Residents and visitors alike deeply appreciate all that Peninsula Township has to offer pedestrians and bicyclists. However, planning for and implementing even modest local projects to support non-motorized travel have been nonexistent. Evidence of support for steps in this direction is abundantly clear from recent survey results. There also seems to be increasing recognition that it is time for ramped-up non-motorized transportation planning, even among those who are not inclined to bike or walk, simply from the standpoint of safety and impacts on vehicular traffic flow.</p>

Vision	Subject Category	Summary
Make vehicular travel safer and more convenient	Mobility	Associated with the desire to make pedestrian and bike travel safer and more convenient is the need to control vehicular speeds and improve safety.
Operate under the best possible form of government, with suitable and essential public facilities.	Character, Facilities, and Governance	As unique and special as Peninsula Township is, it shares one key attribute with most other townships in Michigan: its form of government. Increasingly, people are asking if a general township is the optimal form of government for the residents of the Old Mission Peninsula. State laws provide options for different structures of local government, which could improve service delivery and local control.
Continue developing an outstanding park system throughout the township with “hubs” at Mission Point Lighthouse Park, Bowers Harbor Park, and Pelizzari Natural Area.	Character, Facilities, and Governance	The township maintains three large parks strategically located at the north, middle, and south latitudes of the township along with several additional smaller parks. The township will continue to improve these parks through upgrades and expansions consistent with the needs of each area. Additionally, the township is now poised to move forward with a new boat launch at Kelley Park.
Continue preserving, enhancing, and celebrating local history and culture.	Character, Facilities, and Governance	People enjoy living in an area with a sense of place, and an important attribute of our identity is local history and culture. There are four primary historical sites in the township: the replica Log Church and Peter Dougherty Home in Old Mission and the Hessler Log Cabin and Mission Point Lighthouse at the tip of the peninsula. Two historic businesses also survive, the Old Mission Inn and the Old Mission General Store, along with three remaining historic private resort associations, Illini, Leffingwell, and Neahtawanta. Much of the story of nineteenth and twentieth century local history arcs through and across these places. More can and should be done to strengthen and support these offerings.

6. Land Use



INTRODUCTION

Peninsula Township encompasses approximately 17,858 acres of land. Wise land-use decisions made over time are often at the heart of why some places are more livable, attractive, and appealing than others. Fundamental private and public decisions about how land on the Old Mission Peninsula is used are central to a sense of careful stewardship of Peninsula Township.

This chapter begins with a description of existing land-use patterns followed by a brief description of existing zoning, which regulates how land can be used, along with associated development standards and review procedures. Following this background material is a description of important land-use issues facing Peninsula Township and a future land-use map.

EXISTING LAND-USE PATTERNS

A map illustrating existing land uses appears on the following page. Reflecting data provided by the Peninsula Township assessor and generalized to some degree in terms of residential density (dwelling units per acre), the map provides a platform for developing the future land-use map provided later in this chapter. It also provides a means to track and monitor land-use changes over time. The table below categorizes and quantifies existing land uses shown in the map on page 57.

Land-Use Background

- » Existing Land-Use Patterns
- » Existing Zoning

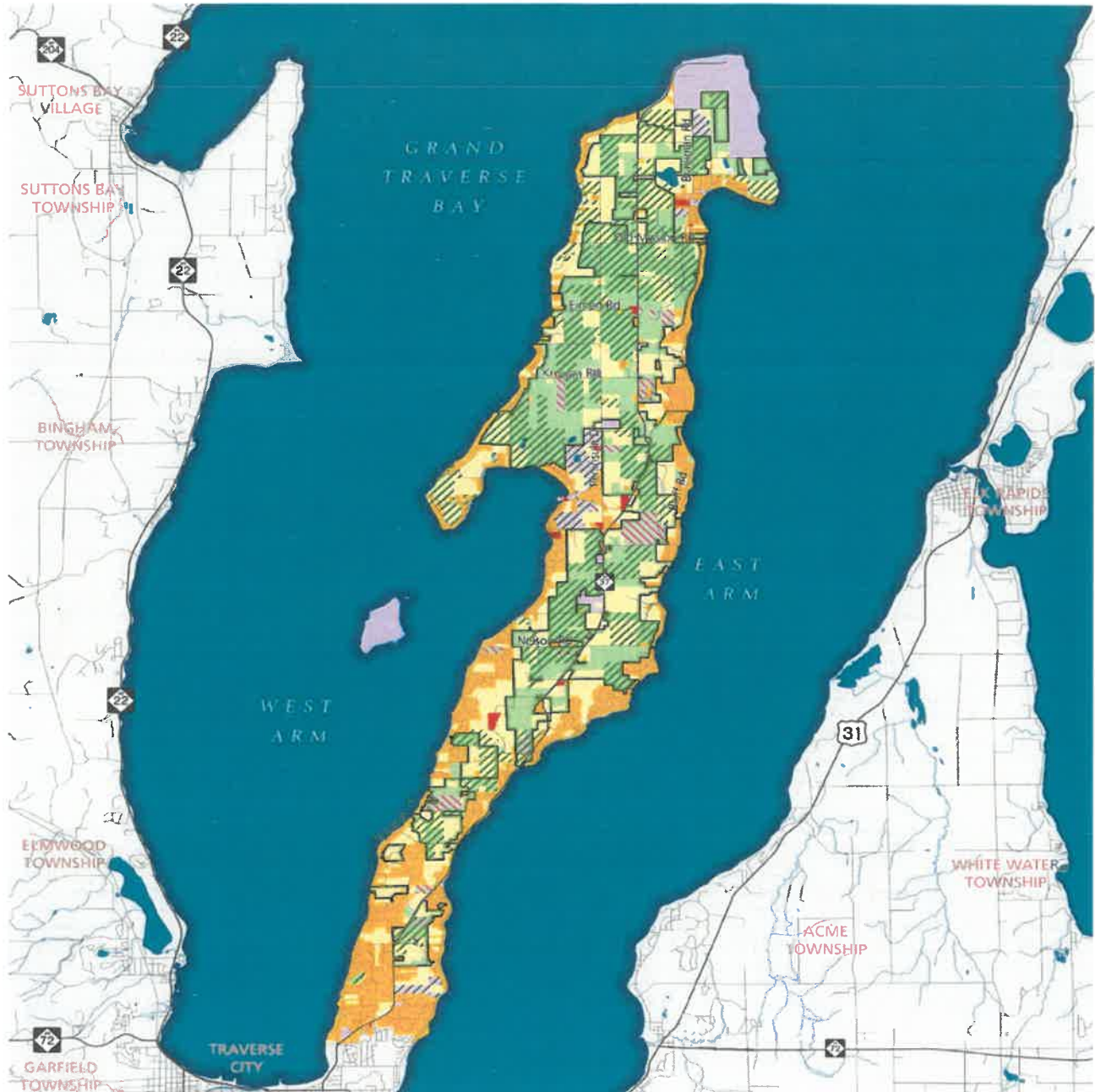
Land-Use Issues

- » PDR Program
- » Shoreline Protection
- » Alternative Energy
- » Mixed Commercial Area/TDR
- » Agricultural Viability/Wineries/Other Agri-business
- » Lodging and Short-Term Rentals
- » Special Land-Use Permits
- » General Review of Uses/Development Standards

Future Land Use

- » Map










Land Use	Parcel Count	Related Zoning District	Acreage	Percent
Agriculture	1,231	A-1	12,698.90	71.1%
Commercial	56	C-1	19.96	0.1%
Suburban Residential	1,511	R1-B, R1-C, R1-D	922.85	5.2%
Rural Residential	991	A-1, R1-A	1,881.90	10.5%
Public / Institutional	137	Varies	1,910.27	10.7%
Total	4,474		17,858	100.0%



Existing Land Use

Sources: Michigan Open Data Portal, Peninsula Township



- | | | |
|---|--|---|
|  Agriculture |  Industrial |  Value Added Agriculture |
|  Commercial |  Public/Institutional |  Land with Conservation Easement |
|  Suburban Residential
** Classified as residential use on less than 5 acres | |  Agricultural Protection Zone |
|  Rural Residential
** Classified as residential use on more than 5 acres | | |

**This map is generated based on the use classification in the assessing records and parcel layout/data from 2021. The existing land use map shows how the land is currently being used and is independent from the zoning classification on the zoning map. These uses may be classified differently than zoning districts or uses allowed in the zoning ordinance. For instance, residential uses may be classified as agricultural uses depending on the amount of agricultural production for assessing purposes. This is a snapshot in time and used as one of the many tools to determine future land use and zoning in the future.

06.24.24 DRAFT

EXISTING ZONING

For about five decades, land use in Peninsula Township has been guided by regulations contained in the Peninsula Township Zoning Ordinance. Although the zoning ordinance has been amended many times to address specific issues, the general framework remains unchanged in terms of zoning districts, allowed land uses, and basic development requirements such as minimum lot sizes and building setbacks.

In the summer of 2021, a comprehensive update of the zoning ordinance was under consideration. It was passed by the planning commission in May 2021 after several years of effort and is moving on to the township board for final approval.

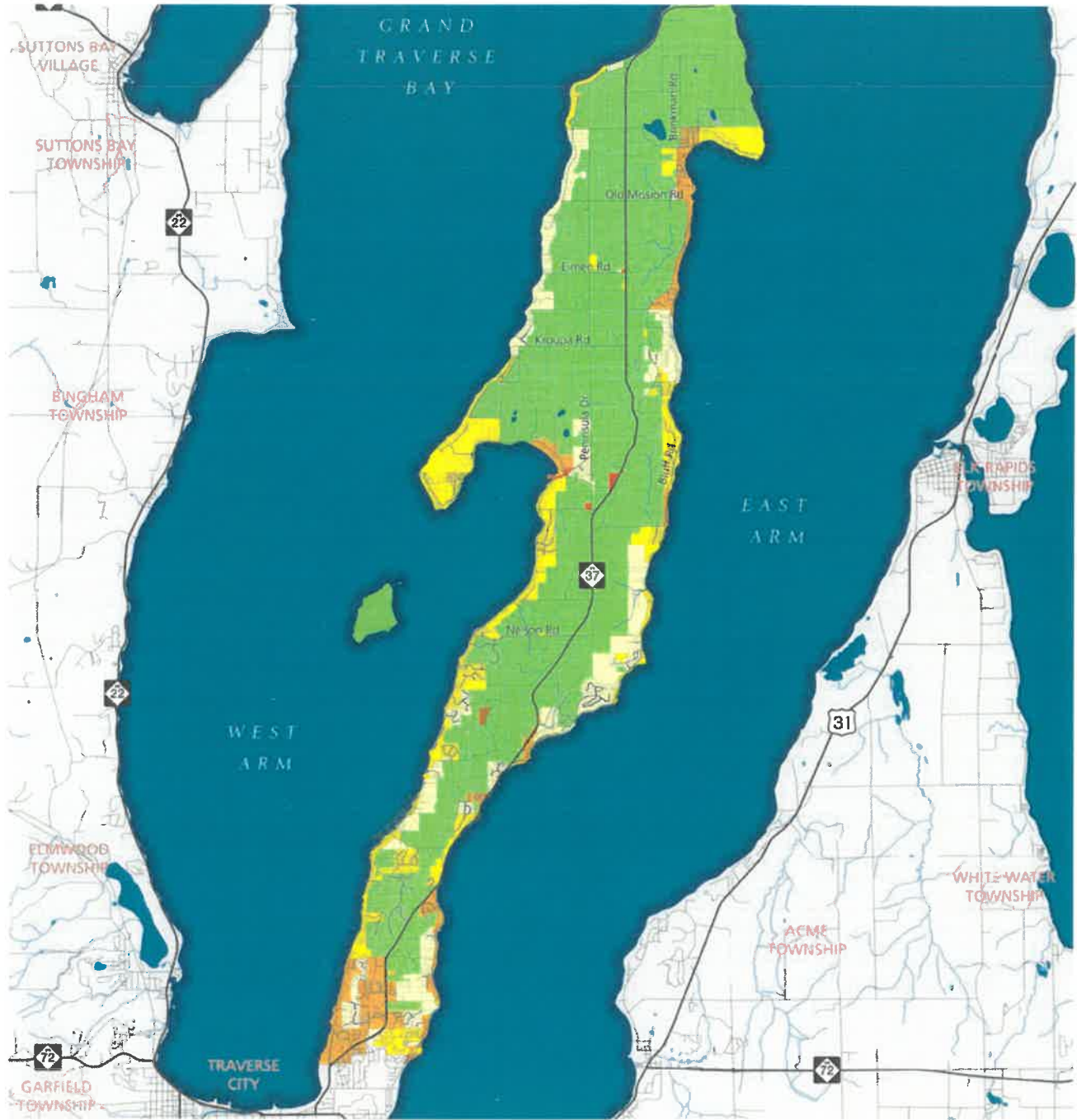
This update is aimed at issues such as organization, improved graphics, added definitions, improved cross-referencing conformance with other laws, and regulatory clarification. In large part, substantive changes to regulations were set aside until after this master plan is complete.

Six primary zoning districts apply to all parcels in the township. Generally, the interior portions of the township are zoned agricultural (A-1), and the waterfront areas are zoned residential (R-1A, R-1B, R-1C and R1-D). There are also several small areas zoned commercial (C-1). Descriptions of each zoning district, acreages related to each, and a map showing the location of zoning districts follow below.



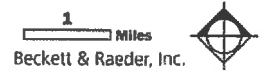
Existing Zoning Structure

Zoning District Name	Minimum Lot Size	Description / Purpose
A-1 Agricultural District	5 acres	The agricultural district is intended to recognize the unique ecological character of the peninsula and to preserve, enhance, and stabilize existing areas within the township that are presently being used predominately for farming purposes while recognizing there are lands within the district that are not suited to agriculture; therefore, the district allows other limited uses that are deemed to be compatible with agricultural and open space uses.
R-1A Districts: Rural and Hillside Residential District	1 acre	The R-1A rural and hillside residential district sets standards for the continued development of: (1) rural areas suited to very low-density residential development; (2) fragile hillside areas; and (3) interface areas between more intensive residential uses and agricultural land uses. This district includes existing low density residential developments as well as areas within which such development appears both likely and desirable.
R-1B District: Coastal Zone Residential District	25,000 sq.ft.	The R-1B coastal zone residential district sets standards for the development of residential properties of a semi-rural character along lakeshore drives and in areas of high scenic value where more intensive development would deteriorate the peninsula's environment and less intensive development is essential to maintain the established environment.
R-1C Districts: Suburban Residential Development District	20,000 sq.ft	The R-1C suburban residential district encourages medium density residential development associated with proximate areas of Traverse City. Such development shall fall within the logical service pattern of the Regional Wastewater Treatment System, whether or not serviced by that system.
R-1D Districts: Community Residential District	15,000 sq.ft.	The R-1D community residential district encourages moderately high density development where community services such as fire protection, schools, commercial development, community parks, and services are available.
C-1 Commercial District	25,000 sq.ft.	The C-1 commercial district allows for convenience-type shopping for township residents and for limited marina and transient lodging facilities. It is the purpose of this district regulation to avoid undue congestion on major highways and to promote smooth and safe traffic flow along highway routes. Commercial activities within this district are those that primarily offer goods and services that are generally required by a family at intervals of a week or less.
PUD Planned Unit Development	Varies	The PUD zoning designation can be applied to another zoning district to allow for more creative and imaginative land development and a more desirable living environment by preserving the natural character of open fields, stands of trees, and steep slopes as well as brooks, ponds, lakeshore, hills, and similar natural assets. PUDs concentrate density to areas of the site with the fewest environmental constraints and preserve sensitive areas in common open space. PUDs require additional plan review steps. When approved, PUD developments include the PUD notation with the zoning district.



Unofficial Zoning Map

Sources: Michigan Open Data Portal, Peninsula Township



- | | |
|---|---|
| A1 Agricultural | R1B Coastal Zone Residential |
| C1 Commercial | R1C Suburban Residential Development |
| R1A Rural and Hillside Residential | R1D Community Residential |

06.10.2024 DRAFT

**This map is for reference only and should not be used to determine current zoning classification. The official zoning map is provided at Township Hall.

LAND-USE ISSUES

A number of primary land-use issues surfaced from results of the 2019 community survey, information gained from Participate Old Mission, and discussions among the master plan steering committee. These issues are described below and are associated with specific initiatives and action steps.

PDR Program

As described in Chapter 2, the PDR program has had a tremendous impact on land use in Peninsula Township, and, along with the zoning ordinance, has been the most impactful land-use policy the township has adopted. To date, this program, along with other forms of land protection, has protected about 34 percent of the township from development. The PDR program was originally put in place to protect valuable and unique farmland and to limit the build-out potential of Peninsula Township. “Build-out” is a largely theoretical term that gauges what happens if development trends continue under existing regulations and other constraints; it refers to the state at which Peninsula Township would not have any available parcels for development given current zoning restrictions. The desire to limit build-out is associated with the need to protect farmland and rural character and reduce the number of vehicles on the roads as well as congestion at the base of the peninsula.

The PDR program is largely viewed as a tremendous success. To date, the funds from the two prior tax levies (in 1994 and again in 2002) have been expended, and a new millage is being contemplated in the near future. An oft-overlooked element is the fact that PDR programs require attention well beyond the time devoted to acquiring the PDR easement. In other words, Peninsula Township has an ongoing obligation to monitor program compliance and to ensure that land-use and construction activity are compliant with easement terms. Additionally, when all or part of an agricultural parcel is encumbered by a PDR easement, the relationship between the PDR easement and the zoning ordinance can become more complicated.

Initiatives and Action Steps

PDR Renewal

Renewal of a PDR levy is an essential step if Peninsula Township is to complete the job of preserving agricultural land and limiting growth. The importance of renewing the PDR program cannot be overstated in terms of expanding upon the local legacy of land stewardship and resource protection. It is also critically important in terms of reducing future traffic congestion. The 2019 community survey provides clear evidence that **overdevelopment and traffic congestion are among the top reasons given by residents who perceive a declining quality of life on the peninsula.** Renewing the PDR program is one direct way to address this concern. In simplistic terms, for every 100 acres of land that might be included in a PDR easement funded by a future levy, the number of new homes potentially drops by as many as 20 and the corresponding vehicle trips drop by as many as 200.

POTENTIAL IMPACT OF PDR ON FUTURE TRAFFIC

The A-1 zoning district allows one home to be constructed on a five-acre parcel.

A 100-acre parcel theoretically yields 15-20 homes (assuming lot frontage and related requirements are met).

According to the Institute of Transportation Engineers (ITE) and its published Trip Generation Manual, the number of vehicle trips associated with a single-family home is about 9.57 trips per day (it actually can range from 4.3 to more than 21 trips per day).

Therefore, it might be said that for every 100 acres of new PDR land, future potential traffic traveling on Peninsula Township roads is reduced by between 140 and 200 vehicles per day.

Shoreline Protection

The shoreline and water quality are precious to residents. According to the 2019 survey, protecting the water quality of the bays should be a top priority for the township. At the same time, current high lake levels have produced erosion and obvious concerns. According to the Army Corps of Engineers in its October 2020 Great Lakes Water Level Summary, the mean level of 581.53 feet was 31 inches above the long-term average and just 10 inches below the record high. This recent report actually indicates a drop in lake levels from similar reports earlier in 2020.

Record lake levels combined with storm events produced well-documented and severe erosion problems that are very evident on Bluff Road, where the magnitude of erosion led to the road's recent closure. Similar problems are familiar to residents who live along the shoreline elsewhere in the township and in the greater region.

Many shoreline areas also include roadways that provide access to waterfront residences. These include principally Bluff Road, East Shore Road, and Peninsula Drive. The relationship between roadway maintenance and shoreline management has been challenging. In most areas, pavement and shoulder drainage improvements have not included sufficient measures to prevent erosion, and, in some areas, conditions have been made worse by tree and vegetation removal. The classic example of this occurs along Bluff Road, where a variety of factors contributed to the recent road closure, creating substantial tension between area residents, the Grand Traverse County Road Commission, and Peninsula Township. Going forward, more efforts to utilize "green infrastructure" in road projects is needed to help slow and purify runoff draining into the bays. An excellent resource for roadway-related green infrastructure techniques is found in the Great Lakes Green Streets Guidebook produced by the Southeast Michigan Council of Governments (SEMCOG).

In response to high water problems, a common approach is to "armor" the shoreline with seawalls, boulders, or structures. While these efforts can provide short-term relief, experts warn that such structures can actually worsen erosion elsewhere, and the issue of what seawalls will look like when water levels recede also becomes relevant. Fewer than 10 years ago, Lake Michigan water levels

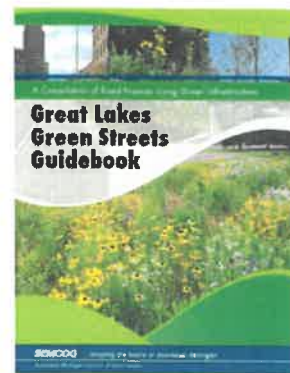
were at very low levels. More "natural" solutions are often promoted by professionals to help prevent erosion. These include establishing and/or protecting existing natural deep-rooted vegetation, which can hold soil in place, and requiring buildings and structures to be set back further from the shoreline so that the natural shoreline can be more "elastic" and adjust to changing lake levels over time.

The Peninsula Township Zoning Ordinance has related requirements in place to help ensure vegetated cover along the shoreline. Most significantly, tree cutting along a strip paralleling the shoreline and extending 35 feet inland from all points along the normal high-water mark of the shoreline is limited to 30 percent. In other words, at least 70 percent of this strip must remain vegetated.

In large part, these requirements need attention and updates to clarify and better articulate requirements that benefit both landowners and zoning enforcement. Additional measures to consider include potential limitations on construction of specific types of shoreline armoring.



Erosion damage at Bluff Road



http://www.watershedcouncil.org/uploads/7/2/5/1/7251350/greatlakesgreenstreetsguidebookseptember2013_1_.pdf

Initiatives and Action Steps

Update Shoreline Regulations

A complete review and update of the shoreline regulations are needed to better align with best practices. Definitions and explanations of best management practices are available from national resources as well as state and local sources. Much more clarity is needed to more specifically and completely define requirements that limit vegetation removal along with a strong and reliable enforcement mechanism. A detailed survey of coastal characteristics may also be needed to support the development of new regulations. This study could identify wetlands, unique coastal features, and relationships between local permitting and state and federal regulatory measures. The 2011 master plan identified the potential for overlay zoning districts to address environmental issues. There are other options as well that should be explored. The goal is to achieve a high level of clarity in terms of what shoreline vegetation may be removed along with an effective enforcement mechanism.

Additionally, as described on page 31, an inventory of shoreline areas depicting waterfront viewsheds, existing trees and vegetation, and other natural features is needed.

Encourage Shoreline Protection Education

Past efforts and events aimed at educating residents about shoreline protection have been



Ordinary high water mark.

well received. In November of 2019, township resident Monnie Peters organized a workshop for township residents who own shoreline property to help educate property owners on how to be good stewards of the shoreline they own and how they might go beyond basic regulatory compliance. Experts who spoke at this workshop included Baykeeper Heather Smith of the Grand Traverse Bay Watershed Center and Mark Breederland from Michigan Sea Grant. Copies of the recently updated booklet published by the Watershed Center, "Up North Shoreline: Stewardship Guide for Living on Grand Traverse Bay," were given to residents who attended the workshop. The township should continue to support and encourage the education of shoreline property owners.

Alternative Energy

The subject of alternative energy (both wind and solar designed to serve on-site energy demands) and larger community systems has become more relevant in recent years for both environmental and economic reasons. In Peninsula Township, the issues are complex, given the desire to protect significant views and maintain valued rural atmosphere. To some, alternative energy equipment and fixtures diminish scenic views and rural character.

Roof-mounted solar panels have been allowed in Peninsula Township for some time. More recently, zoning amendments were enacted to allow free-standing solar panels of various sizes. In all scenarios, free-standing solar panel installations are related to a net metering agreement; this means that the power generated is roughly equivalent to the power needs of the site. In this way, energy generated on site simply offsets demand for power from the grid. In other words, there is no net production of electricity beyond the need of the property upon which the solar panel equipment is located.

There have been no discussions about larger-scale solar energy systems that would connect directly to the electric grid and serve off-site customers. Such a project in Peninsula Township might resemble a solar project in Elmwood Township on M-72 W. This project was approved in the spring of 2021.



Wind energy is also a component of the alternative energy discussion. Existing zoning regulations permit wind energy conversions systems (WECS) as a special use in all zoning districts. These provisions require attention to address shortcomings. As examples, existing WECS provisions do not reference a “net metering” agreement as recent solar amendments do, and they allow for heights of up to 100 feet in all districts.

Initiatives and Action Steps

Update alternative energy provisions in zoning ordinance with more public input.

The 2019 community survey provided some evidence of support for alternative energy equipment, particularly as it relates to equipment generating power for on-site needs (i.e., as part of a net metering agreement). However, support seems to decline with the potential for larger equipment and facilities. More public opinion research is needed to explore this issue further as wind and solar are lumped together under the heading of “alternative energy.” It is not clear if an alternative energy facility similar to what is being constructed in Elmwood Township would be acceptable anywhere in Peninsula Township. Setting that question aside, it is clear that the existing WECS provisions require attention and updating so that they better align with the recent solar amendments.

Mixed-Use Commercial Area/Transfer of Development Rights (TDR)

In the 1990s, considerable effort went into studying a village center concept in Peninsula Township. One past effort considered the Mapleton area as a potential location for a town/village

concept. More recently, the 2011 Peninsula Township Master Plan recommended reconsidering this conceptual development idea. Conversations at that time occurred along with the notion of a new PDR program.

At the present time, a commercial area concept has no identified details, potential sites, or specific parcels. Generally, the concept consists of a small mixed-use area with small-format buildings providing consumer service establishments as well as limited retail, housing, and offices. A range of potential uses could include establishments such as bakeries, small restaurants, specialty markets, art studios, barber/ beauty shops, etc. Offices and/ or housing in upper floors could also be part of the land-use mix. The appeal of the concept includes the potential to offer greater local housing choices and opportunities to provide limited goods and services while showcasing local culture, art, food, agricultural products, and community identity. Providing some services on Old Mission Peninsula might help reduce the need for residents to travel to Traverse City (and thereby potentially reduce traffic congestion at the base of the peninsula).

An important underpinning of the 1997 “Preservation Village Concept Planning Report” was the idea of transferring development density from the agricultural preservation area to a new village development area. A program called Transfer of Development Rights (which exists elsewhere across the country) was proposed in which landowners could sell the right to develop houses on properties they own in a “Transfer Sending Area” to someone wishing to develop land in a “Transfer Receiving Area.” In this way, the transfer of development rights would help maintain rural areas by redirecting development toward a specific area, in this case, a mixed-use

village development. Housing units could continue to be scattered across the landscape on five-acre lots or could be concentrated in a more mixed-use setting with a greater variety of housing formats supported by a limited number of commercial/retail facilities. An overarching goal was for the outcome to remain “density neutral,” meaning the amount of potential development activity would remain unchanged with or without a TDR program/ village center concept.

If, after more community dialogue and study, a TDR program/village center concept receives more attention, the focus should also include investigating a form-based code as a means to control and design the development of a village center so that future building mass, lot placement, and other site design elements correctly relate to the site.

Initiatives and Action Steps

Continue to study and investigate the concept of TDR and a commercial center.

The 2019 survey asked one question about the village center concept without mentioning the connection to “density neutral aspects” of a TDR program. Only a minority of residents favored this concept, but it is complex, and a more complete explanation may be necessary. Developing a TDR program/commercial center should only be pursued if and when there is evidence such a concept aligns with community goals. More research, community dialogue, and study are needed to fully define, assess, and consider the TDR and commercial center concept. This work should include identifying best practices and success stories from elsewhere.

Agri-Tourism and Agricultural Viability

Peninsula Township has made major strides toward preserving agricultural land. Working in partnership with the Grand Traverse Regional Land Conservancy (GTRLC) since the early 1990s, the township has now permanently preserved about 34 percent of the township’s agricultural areas. Existing easements with restrictions on future development guarantee that this land will be used solely for agricultural purposes. As important as these strides are, most people agree that since residential development pressures remain high, more effort is needed to continue protecting agricultural land to preserve the township’s rural character.

Preserving agricultural land inevitably invites discussions about the continued viability of agricultural operations. Between fluctuating commodity prices, weather-related issues, operational costs, and the like, the profitability of farming often comes into question, driving the conversation toward finding the delicate balance between allowing additional activities that make the land more profitable and maintaining rural character. Possible additional activities might include those that add value to agricultural products grown on site. Of course, if the property is subject to a purchase of development rights (PDR) easement, all options are subject to the restrictions contained in the easement.

Existing township zoning sets boundaries concerning the extent to which agricultural land can be used for activities that begin to approach the realm of commercial activity. For the most part, these restrictions have been in place for many years. For example, roadside stands selling fresh or processed farm produce are allowed. On the



other side of the spectrum, larger uses such as food processing plants, winery-chateaus, and nurseries are potentially permitted only by special use permit.

Wineries

The development of wineries has become an area of concern in recent years. Existing zoning regulations were put in place years ago to carefully allow owners of large tracts of agricultural land to develop wineries that offer tastings and some level of guest activities. An important objective was the desire to support production agriculture by linking products sold in wine-related operations to producing grapes grown on the peninsula. Peninsula Township became designated as a viticultural area known as Old Mission Peninsula (a viticultural area is associated with an appellation of origin on wine labels and in advertisements). Over time, the number of wineries expanded substantially, and many now seek to develop business models with a greater variety of events and activities to draw customers. Interest in establishing new wineries also continues.

In late 2019, work began on updating the winery regulations to clarify and simplify the requirements. Ultimately, winery owners filed a lawsuit against the township, and the matter is currently being litigated over constitutional issues at the time this master plan is being updated. In the meantime, concerns remain regarding traffic, noise, and other off-site impacts. If existing wineries continue to expand activities (and new wineries come into play), traffic naturally increases. Winery patrons are principally tourists who must travel through the “chokepoint” at the base of the peninsula (see page 28).

Going forward, continued consideration should be given to updating the regulatory approach to wineries. All wineries are zoned agricultural and fall into one of two categories, either farm processing facilities or winery-chateaus. Wineries in the farm processing facility category must consist of at least 40 acres. They are allowed as a “use by right” in the agricultural zoning district with restrictions on building size, allowed activities, sales, and limitations on sources of produce. Winery-chateaus are also allowed in the agricultural district but as a special use that requires a special use permit (SUP). This is because winery-chateaus allow more intensive uses that may include guest rooms, guest activities, and single-family residences. In addition, winery-chateaus were required to consist of at least 50 acres, with at least 75 percent of the site used for producing crops

that can be used for wine production. Essentially, the farm processing winery is oriented more toward agricultural production while the winery-chateau potentially includes more nonproduction or “commercial” activities.

Updating winery regulations in the future should occur in the context of distinguishing between agricultural production and non-production or “commercial” activities that may accompany a farming operation. There is broad consensus that normal agricultural production activities should be allowed in the agricultural district with few restrictions. This is generally the case with existing farm processing regulations. Here, non-production activities are quite limited given requirements concerning size.

History of Winery-Related Zoning Amendments

Winery regulations have been amended multiple times in past decades. Specifically:

Amendment 95, Section 6.7.2 (8), April 14, 1992, removed the ability to sell alcohol at roadside stands.

Amendment 100, Parts A, B, and C, August 10, 1993, added winery-chateau use.

1994 PDR vote approved 1.25 mills.

Amendment 120, May 12, 1998, added remote wine tasting.

2002 PDR vote approved 2.0 mills.

Amendment 139, July 9, 2002, added farm processing facilities.

Amendment 146, Dec. 10, 2002, allowed residences in farm processing buildings.

Amendment 141, August 10, 2004, added guest activity uses for non-registered guests.

Amendment 181, August 11, 2009, added sales of wine by the glass.

Amendment 197, Jan. 8, 2019, increases farm processing facility building sizes.

On the other hand, when winery-chateaus wish to include non-production or “commercial” activities, additional restrictions and limitations and review processes are needed to address concerns over traffic, safety, and noise along with concerns over loss of rural character and surrounding neighborhood stability. When property is zoned agricultural, the principal use of the property should be production agriculture.

Given this framework, future updates to winery regulations also allow for the opportunity to shift toward more of a site capacity and neighborhood context focus when addressing the commercial dimensions. This might mean less emphasis on defining allowed and prohibited activities and events by types and categories and more emphasis on limiting capacity in terms of measurable thresholds such as maximum numbers of customers allowed (indoor and outdoor) based on attributes such as the size of the site itself (larger sites = more capacity), surrounding neighborhood features, and other physical and natural landscape considerations. Capacity issues also relate to water/wastewater (most areas are on wells and septic systems), road capacity and characteristics, proximity of neighboring homes, potential noise, etc. In terms of road capacity, it makes sense that any new wineries should be located on M-37 to help reduce traffic on local roads.

Capacity is also important from the larger perspective of the township as a whole. As such, overall context is needed in terms of considering an increasing number of wineries compared with the capacity of the area to support more traffic flow through the “chokepoint” at M-37 in Traverse City (discussed on page 28). As noted, winery customers are typically tourists who enter and exit the area via M-37. While tourist buses reduce the number of private vehicles, traffic demands increase incrementally with each new winery.

Continued careful study of these options is needed to achieve reasonable flexibility while maintaining rural character.

Other Agri-Business

Apart from wineries, other agricultural operations add value to agricultural produce and sell products on site. However, it is generally felt that the zoning ordinance does not provide adequate flexibility for a more complete range of potential agri-business

uses. The township has many farm stands, but farm stands are limited to 150 square feet in size. Farm processing facilities (including wineries as discussed above) are allowed in the agricultural zoning district as a permitted use (use by right), but 40 acres are needed. Food processing plants are allowed in A-1 but only as a special use. Greenhouses and nurseries are also special uses in A-1. In essence, there are limited opportunities for owners of agricultural land to grow or raise products, add value to these products, and sell them on the same site.

Carefully relaxing certain requirements is considered to be a logical step toward enhancing and supporting local agri-business. The associated challenge is to do so in a manner that does not diminish rural character by allowing an excessive amount of commercial activity in more rural areas, in viewsheds, and in other sensitive locations. As with wineries, it makes sense that larger agri-businesses should be located on M-37 to help reduce traffic on local roads.

As discussed above, there is a need to seek a balance between agricultural production and non-production or value-added activities. Like wineries, limited non-production or value-added activities should be allowed “as a use by right,” while higher levels of non-production, value-added, or “commercial” activities that are associated with traffic generation should be subject to a special layer of development standards and operational thresholds applicable in the Special Use Permit approval process.

Initiatives and Action Steps

Pursue development of updated zoning to address winery issues and add more flexibility to other agri-businesses.

As described above, steps are needed to update the winery regulations and add flexibility for other forms of agri-businesses. In terms of refinements to winery regulations (apart from the need to wait for a resolution to the lawsuit), the planning commission has developed a working document and framework that can be revisited and further refined. Similarly, updates are needed to provide greater flexibility to allow for the strategic blending of agricultural production and non-production agri-business to occur under the proper circumstances. This process will likely include updating special use

and use-by-right requirements within the existing zoning ordinance structure. Finally, consideration can be given to allowing shared remote sales and/or remote processing facilities. New buildings of modest size could be built (or existing underutilized buildings could be repurposed) on M-37 to increase opportunities for shared processing and sales of local agricultural products. This concept aligns with the desire to keep commercial activity off local roads and on M-37, which has the capacity to support higher traffic volumes in the safest manner possible.

It should also be noted that the context within which this discussion of agricultural uses takes place includes the fact that residents of Peninsula Township have essentially paid for PDR easements in the agricultural preservation areas and have a vested interest in such land-use issues as they relate to maintaining a rural atmosphere with lower levels of traffic and noise.

Lodging and Short-Term Rentals

Under current ordinances, lodging options include bed and breakfasts (B&Bs), approved guest rooms in winery-chateaus, and hotels (hotels are only allowed under a special use permit [SUP] within the 26 acres of land zoned C-1 in Peninsula Township). Apart from guest rooms at winery-chateaus and a few rooms at B&Bs, there are few lodging options in Peninsula Township.

The 2019 survey results suggest a majority of residents do not support short-term rentals (STRs) in Peninsula Township. Additionally, Peninsula Township officially opposes STRs (see Resolution 2021-05-11, passed on May 11, 2021). However, a proposed bill in the Michigan legislature seeks to limit local governments' ability to regulate STRs by amending the MZEA. A similar bill introduced in past legislative sessions received considerable attention. Peninsula Township adamantly opposes such legislation. It is interesting to note that the impacts of STRs are not felt evenly across the state. According to a recent Record-Eagle article (May 9, 2021), the Grand Traverse region is home to only three percent of the state's population but has 25 percent of the short-term rental units in all of Michigan. Nationally, a similar trend towards more short-term rentals exists. In highly desirable vacation/tourist areas, it is not uncommon for single family homes to be purchased by out-of-town investors who buy properties for the sole

purpose of using them exclusively as STRs. This drives up housing prices and erodes the notion that people know their neighbors and are part of a familiar neighborhood.

Public opinion supports the current position/policy of the prohibition on STRs. Regarding other forms of local lodging, there is support for investigating options to improve policies with respect to B&Bs, guest rooms at winery-chateaus, and hotels and to perhaps create a new category of "country inns." The exact definition of a "country inn" needs to be developed further and should be distinguished from existing B&Bs or winery-chateaus with guest rooms. Conceptually, a country inn is a building with unique character, food offerings, and guest rooms on a large rural tract of land. There is also the potential to connect lodging with an offering of a deeper agricultural experience and appreciation that includes opportunities to learn about agricultural practices, methods, challenges, and food processing.

The subject of hotels should also be addressed. Presently, a hotel is permitted on the limited amount of C-1 zoned land as a special use. A five-acre parcel size is also required. This minimum parcel size should be reviewed, as it might have unintended consequences such as nudging developers toward larger facilities than would likely be desired. Given a five-acre site and the existing maximum lot coverage of 35 percent, a building footprint could be more than 75,000 square feet. A building this size would likely be way out of scale with the surrounding rural area. For this reason, a revision is needed.

Initiatives and Action Steps

Develop updated regulations for B&Bs and/or create a new category of lodging called "country inns."

A review of allowed numbers of guest rooms given the size of a site and allowed guest activities is particularly relevant. Often, a related issue is the topic of allowed events such as weddings and other gatherings for small groups, which should be clearly addressed and limited. As mentioned previously, residents of Peninsula Township have paid for PDR easements and have a right to express a strong preference regarding land-use issues as they relate to maintaining a rural atmosphere with lower levels of traffic and noise.

Special Use Permits

The Michigan Zoning Enabling Act (MZEA) of 2006 establishes parameters under which a local zoning ordinance can be created and administered. A component of these parameters is the authority to define special land uses and activities that may be approved subject to special standards and requirements. The Peninsula Township Zoning Ordinance relies heavily on special land-use approvals to address sensitive issues such as wineries and related commercial activities. Since the zoning ordinance was first adopted 50 years ago, nearly 140 special use permits (SUPs) have been approved. Public hearings are conducted and notices are sent to adjoining property owners before an official statement of findings and conclusions is produced; this document specifies the basis for the decision and any conditions imposed.

One area of concern is the need for minor amendments to previously approved SUPs. Typically, SUP approval requires at least four months in order to allow two public hearings and approval by both the planning commission and township board. This process can be onerous, especially when a change or modification is small and inconsequential. The MZEA seems to allow for such procedural flexibility.

Special Use Permits in Peninsula Township

Zoning ordinances typically divide communities into different zoning districts that include the distinct land uses allowed in each one and the development standards that must be met. Uses listed in each zoning district include those permitted "as-of-right" or by right and those that are "special uses," which are also known as SUPs. ("SUP" literally stands for "special use permit.") Uses permitted "as-of-right" or by right can be approved administratively when the applicant demonstrates that the proposed project meets all zoning requirements (minimum lot sizes, setbacks, height restrictions, lot coverage, etc.). Generally, these uses include construction projects such as single-family homes, home additions, garages, decks, sheds, sea walls, etc. SUPs, on the other

hand, are more intense and potentially more impactful and include uses such as winery-chateaus and churches. Potential impacts from these uses in terms of traffic and noise justify an additional review process, requirements, and examination. The town board can approve projects with specific conditions and safeguards put in place to address potential impacts.

The process to approve an SUP (or a planned unit development, or PUD) takes several months. The first requirement is for the landowner to file an application with the township's planning commission. The planning commission then considers the application at one or more scheduled meetings, a key part of which is a legally advertised public hearing. The advertisement for the public hearing is placed in the Record-Eagle, and people within 300 feet of the project are required by law to receive a written notice in the mail. Ideally, before the public hearing, interested residents take the time to learn what is being proposed. Township staff welcome questions about proposed projects, and residents can also seek answers from the comfort of their own homes by emailing the Planning & Zoning Department.

The planning commission considers the testimony provided at the public hearing and works with staff and outside assistance from engineering and legal counsel to produce a document that describes how the proposed project does or does not meet the requirements of the zoning ordinance; this document also defines any specific approval conditions that are necessary to address concerns or mitigate negative impacts. After the planning commission reaches consensus on an actionable document and votes to approve it, the matter moves to the township board. Similarly, the township board holds a public hearing and considers the findings of fact of the planning commission before taking final action. The process, while time consuming, is designed to provide ample opportunities for public comment and deliberation by appointed and elected officials. At the conclusion of the process, the township may act to deny, approve, or approve a project with conditions.

Initiatives and Action Steps

Review and update procedures for SUP approvals and amendments.

The zoning ordinance should be amended to provide for an abbreviated process to consider minor amendments to SUPs. The choices could include only staff approval or just planning commission/township board action. Again, the Michigan Zoning Enabling Act of 2006 allows for options to be considered in terms of how SUPs are reviewed and acted on.

General Review of Uses and Development Standards in All Zoning Districts

The list of uses permitted as-of-right and by SUP has been largely unchanged for many years. Land uses exist today that did not exist in 1972 when the ordinance was adopted.

Initiatives and Action Steps

Review and update lists of permitted and special uses and development. Some particular focus areas include the following:

1. The MZEA generally states that a zoning ordinance shall not have the effect of totally prohibiting the establishment of a land use within a local unit of government in the presence of a demonstrated need for that land use. Given this requirement, a review of permitted and special uses should be conducted. Few (if any) land uses have been added to the zoning ordinance since its adoption nearly 50 years ago.
2. The C-1 zoning district does not include any uses permitted by right. Uses are only allowed via a SUP, and land-use descriptions are very broad. For example, the term "retail sales" is used, but that term potentially includes everything from a small market to a big box superstore. Only a small amount of land is zoned C-1 in Peninsula Township, and no areas are appropriate for large-format commercial activity. C-1 should be clearly defined in the context of "neighborhood scale" establishments that include retail sales and consumer services (barber/beauty shops, photo studio, computer repair, etc.). To address concerns over building mass and

scale, development standards such as maximum building size should be considered. Developing a form-based code should also be investigated and considered. According to the Form-Based Code Institute, this regulation is adopted as an alternative to conventional zoning regulation. It provides more predictable build results and a high-quality public realm by using physical form rather than separation of uses as its organizing principle. This tool could prove to be useful in the future to more clearly and specifically define the form, mass, and placement of new buildings in C-1 zoning districts.

3. Existing provisions related to "dark sky" issues should be addressed. Peninsula Township demonstrated leadership many years ago with regulations aimed at curbing light pollution. Existing provisions in Peninsula Township's Zoning Ordinance could be improved, however, by utilizing material found in a model ordinance produced by the International Dark Sky Association and the Illuminating Engineering Society of North America.
4. Parking standards should be reviewed and updated. The cost of building and maintaining parking areas plus environmental issues related to impervious surfaces and the volume and velocity of runoff that washes chemicals into water sources are strong reasons to ensure that minimum parking standards do not require larger parking lots than necessary. Parking standards in the Peninsula Township Zoning Ordinance have been in place for several decades, and better research now exists to consider updated standards for Peninsula Township such as including bicycle parking equipment and areas and delineating non-motorized use space in parking lots (see Parking Standards, American Planning Association, PAS Report 510/511). Bicycle parking requirements can be based on the amount of floor area or as a fraction of vehicular parking requirements. Requiring bicycle parking is another way to promote non-motorized travel in Peninsula Township.
5. Efforts are needed to examine existing zoning requirements in places like Neahtawanta. Areas such as these were platted long before local zoning was enacted and include many non-conforming lots. The Neahtawanta area is zoned R-1B, which requires 100 feet of

frontage and 25,000 square feet of lot area in order to comply with the minimum lot size in that zoning district necessary for home construction.

6. Improvements to regulations concerning the number of docks and hoists that are permitted in shared waterfront access are needed, particularly as they relate to new developments located on or near the bays. The updated zoning ordinance clarifies existing requirements for docks and hoists for individual properties, but the larger issue of shared waterfront access and allowable docks and hoists still needs attention.

FUTURE LAND USE

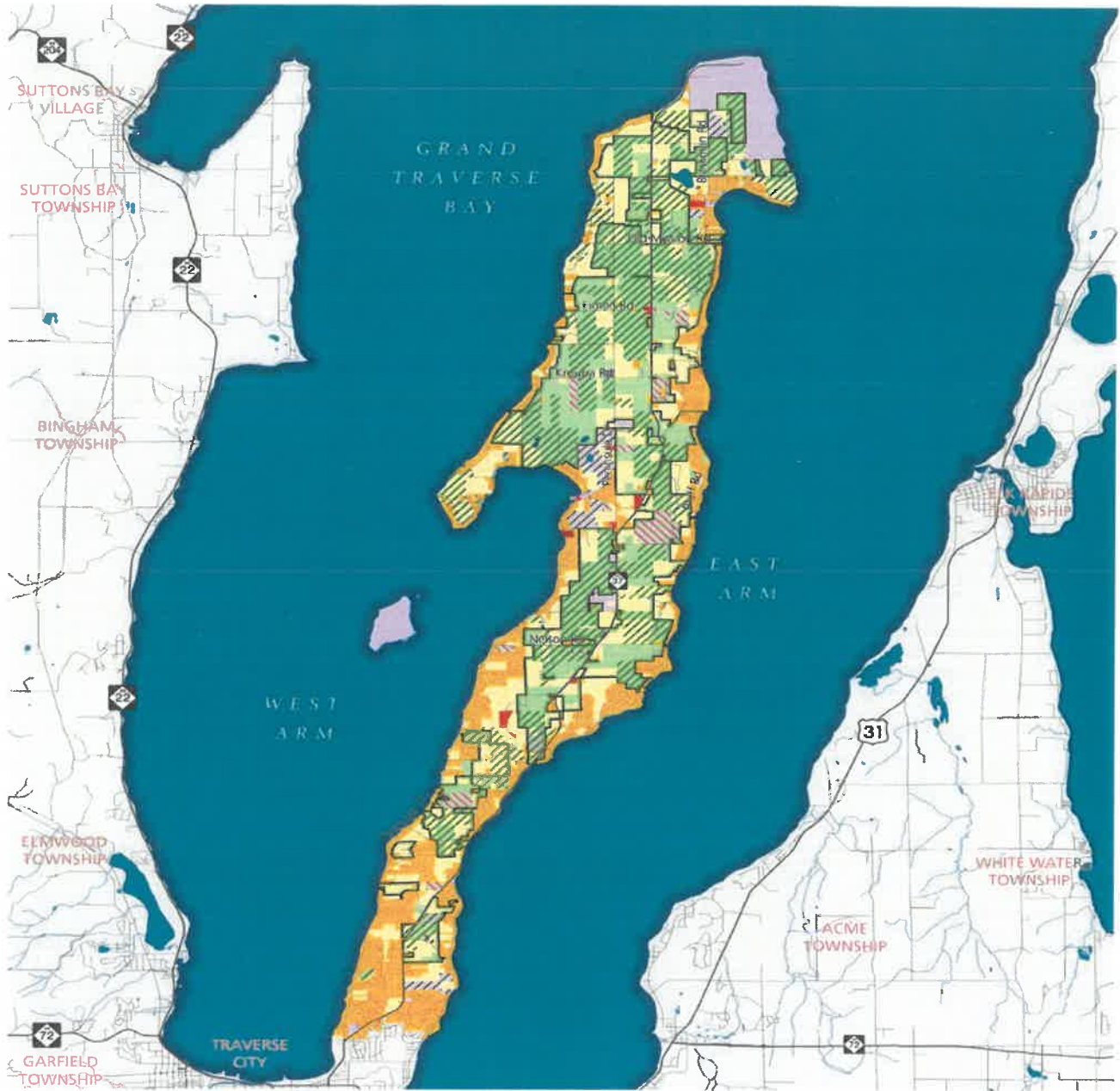
A future land-use map has been prepared that largely reflects existing land-use patterns in Peninsula Township. Future land uses throughout large portions of Peninsula Township are likely to be unchanged in the future for several reasons. First, township PDR easements restricting development were created to run with the land in perpetuity. Second, much of the land along the shorelines has been built upon, and few vacant sites remain.

It is important to note that this master plan does not propose potential large-scale rezoning of land in order to achieve the future land-use pattern illustrated in the map on page 72. The differences

between the existing land-use map provided earlier and this future land-use map largely reflect some degree of "build-out" that will naturally occur within the confines and parameters of existing zoning requirements. It should also be noted that the designated rural agricultural areas are not to be regarded as "undeveloped" properties awaiting development plans. Land designated as rural/ agricultural is land that is intentionally designated for agricultural use now and into the future.

This master plan does, however, recognize that some "small scale" rezonings (i.e., involving only a few acres) may prove to be necessary in the future in two specific ways. First, minor adjustments to zoning district boundaries might be needed in instances where odd-shaped parcels are involved and impacted. Second, more than 1,100 acres of property in Peninsula Township are "dual zoned," which means a zoning district boundary divides a given parcel. That said, dual-zoned properties are generally avoided with good planning and zoning practices that reduce ambiguity and confusion over requirements.

It should be clear that the designated rural agricultural areas are not to be regarded as "undeveloped" properties awaiting development plans. Land designated as rural agricultural is land intentionally planned for primarily agricultural use now and into the future.



Future Land Use

Sources: Michigan Open Data Portal, Peninsula Township

1 Miles
Beckett & Raeder, Inc.

- | | | |
|--|----------------------|---------------------------------|
| Agriculture | Industrial | Value Added Agriculture |
| Commercial | Public/Institutional | Land with Conservation Easement |
| Suburban Residential
<small>** Classified as residential use on less than 5 acres</small> | | Agricultural Protection Zone |
| Rural Residential
<small>** Classified as residential use on more than 5 acres</small> | | |

**The map is based on the existing land use map with changes for how the Township land use should be developed into the future. These uses may be classified differently than zoning districts or uses allowed in the zoning district. This is one of the many tools used to help determine zoning in the future.

06.24.24 DRAFT

7. Mobility



According to the Michigan Planning Enabling Act, a master plan addresses land-use and infrastructure issues and shows the planning commission's recommendations for physical development. It also includes all components of a transportation system and interconnectivity between streets, bridges, public transit, bicycle facilities, pedestrian ways, freight facilities, port facilities, railroad facilities, and airports with the aim of providing safe and efficient movement of people and goods for the community now and in the future. Mobility issues fall into several groups in terms of both vehicular and non-motorized travel.

VEHICULAR MOBILITY

M-37 – Center Road

M-37 is Peninsula Township's primary throughfare. It provides the most efficient route from north to south and sees by far the heaviest traffic volumes. To the south, just past the intersection with Peninsula Drive, the annual average daily traffic (AADT) is 11,817 (2020) according to MDOT. Toward the north a few miles, south of McKinley Road, AADT drops to 6,081 (2020). Further north (but south of Wilson Road), AADT is the same at 6,081 (2020). Just south of Gray Road, AADT drops to 4,364 (2020) (It is worth noting that the 2020 counts are substantially lower than 2019 counts, which might be attributed to COVID-19-related travel impacts.)

Clearly, M-37 acts as a funnel, moving greater and greater numbers of vehicles closer to Traverse City and M-72/Front Street. The largest jump in traffic counts occurs south of McKinley Road as adjacent subdivisions add traffic generation. As described previously, the intersection of M-37 with the road network in Traverse City is a major chokepoint with busy intersections and a finite capacity to move traffic.

One attribute of M-37 is that it slopes and curves, particularly toward the southern end of the township. Horizontal and vertical curves add considerable visual interest, revealing spectacular views of both

East and West Grand Traverse bays and breathtaking agricultural landscapes. This same attribute, however, impacts vehicular travel,

as it limits opportunities for passing zones and sight distances associated with driveways and intersecting streets.

As noted on page 32, M-37 was designated as a Pure Michigan Byway in 2008. A corresponding Old Mission Peninsula Scenic Heritage Route Management Plan was developed to provide an understanding of the designated route, what makes it special, and why it should be preserved. This plan includes:

- » A map and photographic inventory displaying the location of intrinsic qualities;
- » Maps displaying land use along the corridor;
- » Maps of road use and crash data;
- » Inventory of the natural, historical, cultural, and recreational resources;
- » A list of potential threats or challenges affecting the character of the corridor;
- » Goals and objectives that offer insight into the issues with recommendations for attaining the goals; and
- » Recommendations and strategies for making future management decisions with a prioritized project list.

The current master plan calls for maintaining M-37 as a free-flowing major road unrestricted by stop signs or signals. This objective relates not only to the convenience of residents and visitors but also reflects the belief that the agricultural nature of the area depends on supporting the movement of agricultural trucks and equipment on and off the peninsula.

Strategy

Peninsula Township has identified the need for a corridor study of M-37 for several years. Most recently, this issue stalled during discussions about whether or not the Grand Traverse County Road Commission would take over control of this road. Now that MDOT has declared that it will retain control of M-37, some of the answers/results sought from such a study include the following (some issues overlap with recommendations in the Old Mission Peninsula Scenic Heritage Route Management Plan):

1. What can be done to improve safety at the scenic turnout near Chateau Grand Traverse? Increasing numbers of vehicles park there,

taking in the views and watching sunsets, particularly during peak tourist seasons.

2. What should be done to improve intersecting roads with M-37 that are not at 90-degree intersections, a circumstance that inhibits safe sight distances and creates safety issues? Some examples include Seven Hills, Smokey Hollow, and Bluff roads.
3. What opportunities exist to construct turn lanes, passing lanes, or similar improvements to help support traffic flow that can be encompassed in future planning and development review activities?
4. How can we address issues related to the parking needs associated with the DNR boat launch near the East Shore Road intersection? Seasonal demand for boat launch access regularly results in spillover on-street parking on M-37, leading to safety issues as turning movements (often involving vehicles towing boats) are restricted and congested roadway conditions inhibit sight distances.
5. How can we clearly identify where sight distances are optimum for future driveways and new private roads?
6. Can we consider the need for an overlay zoning district along M-37? An overlay zoning district can define uniform setbacks from the right-of-way. A-1 is a common zoning district along M-37, and it requires only a 35-foot front setback. An overlay zoning district could require a larger setback along the corridor regardless of the requirements of the various underlying zoning districts. Other augmented development standards might also make sense.

Additional Study of Local Roads

The general discussion about mobility in Peninsula Township has highlighted the need for a township-wide traffic study. This study could occur with, or apart from, the M-37 corridor plan mentioned above. There are unique issues with the shoreline roads and the east/west connectors that relate to both vehicular and non-motorized mobility. This work should be aimed at determining how best to handle vehicular traffic while identifying which right-of-ways could support non-motorized traffic with designated travel areas. Identified right-of-way widths throughout the township would make it possible to determine which roads might support non-motorized transportation outside the motorized lane (i.e., separate walks and/ or cycle tracks).

Another aspect of this study should consider the desirability of one-way vehicular traffic on roads such as East Shore. A single one-way travel lane would allow space for non-motorized travel within the existing paved surface, eliminating the need to widen the road and take down trees along the shoreline to accommodate non-motorized travel. Such an evaluation should also take into account any potential impacts on emergency vehicle response times.

Strategy

As part of the corridor planning related to M-37, additional attention should be placed on local roads as described above. If local roads are studied as part of an M-37 corridor plan, overall costs will likely be reduced. For this reason, local roads should be included in any M-37 corridor plan.



Initiatives and Action Steps

Pursue development of a corridor plan and a study of local roads focused on the identified strategy elements.

NON-MOTORIZED MOBILITY

In the 2019 community survey, residents spoke convincingly about the need to plan for more non-motorized transportation opportunities in Peninsula Township. In fact, the 2019 survey results suggest that nearly eight in 10 respondents support the concept of more planning for bike and pedestrian travel. Related to this level of support is the fact that the larger Traverse City region continues to offer an expanding non-motorized transportation system in response to an increasing interest in biking, walking, fitness, and generally healthy living. Simultaneously, we see complaints surfacing from visitors to the peninsula who experience dangerous circumstances they attribute to a lack of accommodation for non-motorized travel. Recently, an experience was so significant that a visitor took the time to write a letter stating he'd been run off the road several times while biking; he made it clear he will not return to the peninsula unless improvements are made to protect cyclists.



Bicyclists on Blue Water Road heading toward Center Road

Non-motorized travel is not just about casual recreational cyclists or walkers. The base of the township serves as training grounds for local sports teams (football, basketball, hockey, and of course track and cross country). The Bayshore Marathon has been identified as one of the nation's most scenic races and is considered an ideal qualifying race for the Boston Marathon. Other races are similarly popular, and the local road system draws visitors from all over the nation, especially the Midwest. People visit with the intention of enjoying the roads and scenery but find conditions that raise important safety issues.

These long-standing circumstances present an opportunity to update the master plan and provide a compelling and exciting opportunity to begin a significant dialogue about the future of non-motorized mobility. Recent conversations during the planning process about non-motorized travel include a wide range of projects from minor pavement markings to dedicated trails extending throughout the peninsula with connections to parks and community facilities such as the library and school.

These early conversations have been supported with input from local organizations such as TART, Cherry Capital Cycling Club, and Norte. In April 2021, Peninsula Township specifically reached out to these three organizations for assistance and input. All three attended a master plan steering committee meeting in early May, 2021. Conversations were fruitful but led to the acknowledgement that there are significant questions to be addressed if we are to move forward. These include the subjects of:

- » Creating an overall vision for non-motorized travel on the Old Mission Peninsula;
- » Identifying additional information to support informed conversations about viable options and alternatives, some of which is engineering related;
- » Determining if non-motorized trails are permitted on agricultural land included in an existing PDR easement;
- » Identifying issues that are related and ancillary to non-motorized travel (these include existing speed limits, existing passing zones, general roadway safety, and related matters);

- » Identifying potential construction and non-construction projects that support the vision of non-motorized travel (non-construction projects might include printed materials, information campaigns, signage, websites, organizational partnerships, etc., and potential projects include those related to the Safe Routes to School program);
- » Prioritizing projects and possible timetables and comparing short-term/low-cost projects with longer-term/high-cost projects; and
- » Funding (federal, state, local, and private).

Strategy

The complexity of the above issues suggests it is not possible to instantly develop a complete plan and aggressive timetable for constructing projects that immediately result in better bicycle and pedestrian mobility for Peninsula Township. Rather, what lies ahead is the need for a working group of planning commission members, master plan committee members, and park committee members to collaborate with TART, Cherry Capital Cycling Club, and Norte with the goal of responding to the seven issues identified above. Ultimately, this work should include more community engagement so that the vision, projects, and implementation steps enjoy as much support as possible as well as the insights residents have about how to make Peninsula Township more healthy, livable, and sustainable.

Once complete, a non-motorized transportation plan should appear as an amendment to the master plan for two primary reasons:

- » If private development is proposed adjacent to a planned non-motorized improvement, potential connections should be considered; and
- » If funding is sought for a major project, the fact that the project is part of the master plan helps to identify its validity and importance.

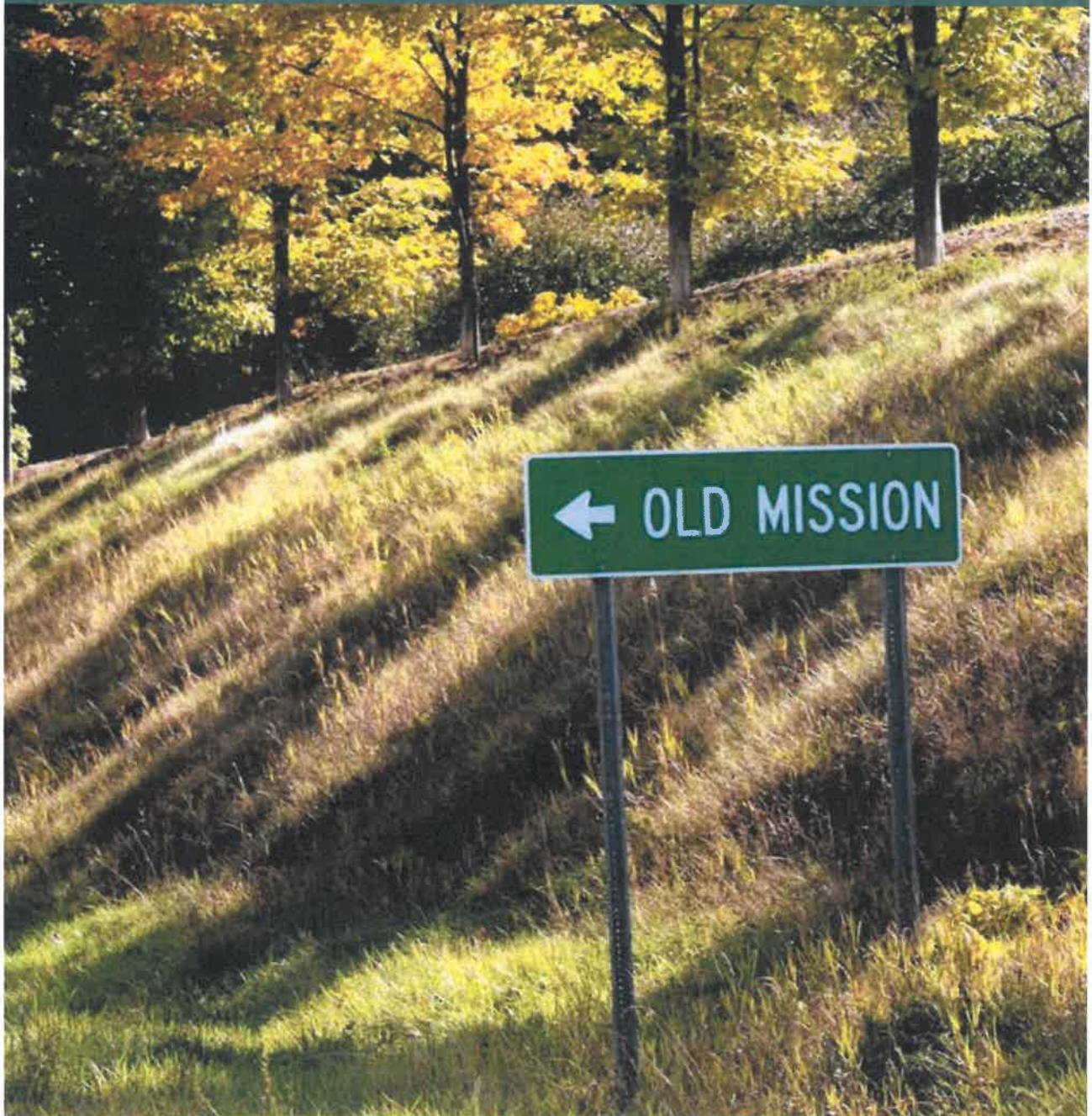
As starting points for further study and planning for non-motorized travel in Peninsula Township, the following ideas should be explored:

- » Paving roadway shoulders in the high-use Bowers Harbor area that connect the boat launch, Bowers Harbor Park, the Mapleton Area, and the Seven Hills and Devils Dive areas;
- » Adding segments of paved shoulders in areas where there are steep hills and/or poor sight distances or low visibility;
- » Utilizing one-way roads where low vehicular speeds and low traffic volumes exist, a change that would potentially allow for one vehicular travel lane and one lane for non-motorized travel;
- » Implementing better bicycle/pedestrian crossings at Gray Road and Center, Seven Hills and Center, and Smokey Hollow and Center;
- » Collaborating with Old Mission Peninsula School and Norte as well as Eastern Elementary School and Traverse City Central High School at the base of the peninsula to explore options for Safe Routes to School projects and associated funding (Norte administers Safe Routes to School programs in the Traverse City area as well as in Northport and Elk Rapids); and
- » Developing a specific recommendation for 1) updating the township zoning ordinance to require bicycle parking improvements (racks and/or bicycle parking areas) in much the same way that off-street automobile parking spaces are required now for non-residential developments and 2) requiring pavement markings to designate pedestrian/bicycle areas in new parking lots.

Initiatives and Action Steps

Forming a working group to begin developing a non-motorized transportation plan to represent an amendment to this master plan. This plan includes exploring options for Safe Routes to School funding and zoning amendments to require bicycle parking improvements related to new construction.

8. Character, Facilities, & Governance



CHARACTER, FACILITIES, AND GOVERNANCE

Apart from land use and mobility, various places, public facilities, and aspects of governance in Peninsula Township collectively help support the attachment people feel to this special place. Historic landmarks and old farm buildings that dot the landscape remind people of what came before.

Architectural themes related to coastal homes, beach houses, and farmsteads are common. Finally, public facilities such as the school, library, town hall, and fire stations help anchor residents to a sense of community. In addition, our local form of government has much to do with how people relate to their community and the sense of empowerment they feel about shaping the future.

History and Culture

There are four primary historical sites on the Old Mission Peninsula:

- » The replica Log Church
- » Peter Dougherty House in Old Mission
- » Hessler Log Cabin
- » Mission Point Lighthouse at the tip of the peninsula

In addition, two historic businesses still exist:

- » Old Mission Inn
- » General Store

Moreover, three historic private resort associations remain:

- » Illini Cottagers' Association
- » Leffingwell
- » Neahtawanta

Much of the story of nineteenth and twentieth century America arcs through and across these places.

To present the peninsula's diverse history at easily accessible sites that best consolidate private and public funds, on-going strategic planning should be aimed toward centralizing the history of Old Mission Peninsula at the Dougherty House and Mission Point Lighthouse sites.

Dougherty House

The Dougherty property is the appropriate place with the necessary acreage to eventually house the lengthy story of the Old Mission Peninsula. This story ought to include the lives of the Native Americans and the story of agriculture, starting with the Anishinabek, including the many changes brought by Dougherty and subsequent settlers, and acknowledging Old Mission Peninsula's vital importance today as a unique, world-class fruit-growing zone. This story should also highlight the conservation movement on the peninsula via a facility on the Dougherty grounds that shares the innovative PDR and land conservation efforts undertaken by local leaders. Finally, it ought to include the dynamic nature of Lake Michigan, including changes in water levels, changes in the ecosystem (including the effect of invasive species), and ongoing efforts to protect the lake from manmade threats.

Mission Point Lighthouse

The lighthouse restoration is complete and tells the local story of light service, lifesaving, and maritime history. Regular cultural events, a popular keeper program, successful fundraisers, and a planned Michigan lighthouse program should continue. A tour of the lighthouse grounds presents the opportunity to showcase our unique maritime history.

Strategies

Although there has been historically strong grassroots support and funding for separate local historic pursuits, the idea of merging the Peter Dougherty Society and the Old Mission Peninsula Historical Society has been suggested as a means to improve strategic planning, branding, and the pursuit of project funding. This idea has not been accepted or pursued, and there is no consensus about whether this step would be wholly beneficial. The organizations themselves are best equipped to evaluate how to enhance the presentation of local history at our historical sites. The township encourages them to explore this idea and also to develop a mechanism by which Native American history continues to be recognized and elevated.

Initiatives and Action Steps

- » Centralize the history of the Old Mission Peninsula at the Dougherty House/replica Log Church and Mission Point Lighthouse.

- » Create a single website to act as a portal to all things historical and cultural on Old Mission Peninsula.
- » Create and maintain seasonal displays at Peninsula Community Library to encourage an interest in the preservation movement among younger residents.
- » Identify and implement sustainable ways to maintain, operate, and improve the township's most valuable historic sites and parks.
- » Continue to draw increasing attention to Native American history.
- » Review the zoning ordinance and consider new ways to support historic preservation.
- » Study best practices in terms of how to accommodate visitor parking and increased traffic without increasing paved surfaces at the lighthouse.

Public Facilities

Public facilities support the needs of residents and visitors in various ways and generally include the public library, town hall/office building, and fire stations. The public library is new and will serve community needs for many years to come. However, looking forward into the coming decades, decisions are likely to be needed with respect to the town hall/office building and fire stations. Specifically, the town hall/office building may need to be expanded to accommodate new government functions and to reach higher levels of accessibility for those with mobility impairments. In terms of the fire stations, three facilities now serve the township. The recent addition of the third station in the spring of 2021 dramatically improved emergency response times for residents at the northern end of the peninsula. However, the two fire stations located to the south are older facilities that will soon need to be upgraded. Additionally, apart from the town hall (which has ADA compliance issues), the township lacks a public space that can be used for training purposes and larger events/ meetings.

Strategy

Upgrades/changes to the two southernmost fire stations will be needed in the future. Similarly, it is not unrealistic to expect that more township office space will be needed. Both issues would be tremendously impacted by any future steps taken toward pursuing another form of government to

better meet the needs of residents. Although it will always be possible to contract out services, local space and facility needs would likely still increase.

Along with providing procedural and content-related requirements for master plans, the Michigan Planning Enabling Act (MEPA) defines requirements for capital improvement plans (CIPs). CIPs typically refer to major expenditures on things such as land, buildings, public infrastructure, and equipment. CIPs provide a description of proposed capital improvement projects that are prioritized and scheduled with a cost estimate and identified funding source. CIPs consist of a working document that looks forward six years and is updated annually to reflect changing priorities and funding opportunities. The CIP should also reference water and sewer infrastructure needs (as described previously in Chapter 2) and potential capital projects at the parks as described below.

Peninsula Township (like many townships) does not now have a CIP. However, steps in this direction should be taken. The MPEA indicates that the planning commission is responsible for creating a CIP, but such an undertaking requires close coordination with the township board and staff. The process to develop a CIP generally includes project identification, ranking/prioritization, public input, plan development, and adoption. Note: CIPs do not include maintenance items.

Initiatives and Action Steps

- » Launch an effort to formally develop and adopt a CIP for Peninsula Township.

Parks

Peninsula Township has a well-established park system that has developed and expanded over many years. In Michigan, park and recreation planning is typically done within the context of the five-year Community Park, Recreation, Open Space, and Greenway plans required by the Michigan Department of Natural Resources (MDNR). MDNR offers grant programs that represent major funding sources for both parkland acquisition and parkland development. Projects proposed by a local government must be consistent with the planning and priorities established in these plans. Peninsula Township's park and recreation plan was adopted in 2018 and is now undergoing an update to refresh and realign goals and priorities with proposed projects.

In 2018, Peninsula Township residents voted to change the organizational responsibilities for park management from an independently elected parks commission to a township board-appointed committee. This committee has seven members and works closely with the township board; members of the committee are also assigned to specific parks.

Recently, Peninsula Township entered into a contract with LIAA (Land Information Access Association) to assist with updating the township's five-year park and recreation plan and to develop a list of capital improvements and a sustainable operating budget. So as not to duplicate efforts, specific park development projects will be defined in this updated park and recreation plan rather than here.

However, as parks are such an important factor in terms of the quality of life, it is important to draw attention to overarching planning considerations and strategies aimed at the four major hubs of park and recreation activity in Peninsula Township.

Specific Park Strategies

- » Pelizzari Natural Area (PNA): located in the most heavily populated area of Peninsula Township, PNA offers a place to walk and hike in a natural and peaceful setting. With expected residential growth in the general area, future opportunities that may present themselves to expand Pelizzari should be pursued and encouraged.
- » Bowers Harbor Park: Bowers Harbor Park is centrally located, and a new master plan for the recent park addition sets the stage for many improvements to increase functionality for both active and passive recreational activities.
- » Haserot Beach and Kelley Park: Haserot Beach is the only public beach on the Old Mission Peninsula, and a new boat launch is being planned at nearby Kelley Park and should be in place in the next few years. This area is appropriately focused on water-related recreational activities that should continue.
- » Mission Point Lighthouse Park and environs: Mission Point Lighthouse, Mission Point Lighthouse Park, and the adjoining Mission Point State Park are a major tourist destination. The parks' 145 acres include trails, picnic facilities, and beach access. The lighthouse itself attracts visitors from all 50 states and abroad.

When residents were asked how the township should continue to manage the lighthouse, most were in favor of maintaining the current practice of coupling maintenance and tourist promotion.

Initiatives and Action Steps

- » Continue steps toward developing an updated park and recreation plan.
- » In conjunction with non-motorized transportation planning, identify opportunities to connect the four major park hubs in Peninsula Township – PNA, Bowers Harbor Park, Haserot Beach, and Mission Point Lighthouse Park – to other township facilities such as Archie Park, also owned by the township, and Pyatt Lake Natural Area, owned by the Grand Traverse Regional Land Conservancy.

GOVERNANCE

As described earlier, Peninsula Township is quite geographically unique among Michigan townships, yet it governs and operates like most other townships in Michigan and nearby states. Township government has been in place for hundreds of years and is rooted in New England traditions of local self-governance.

According to the Michigan Townships Association, township governments were actually in place in most Midwestern states before they achieved statehood, which is why they reflect the six-mile-square land divisions established in the original federal land surveys.

Today, the issues that local officials confront on a daily basis could not have been imagined hundreds of years ago. The logical question going forward is whether or not to consider other options for how to deliver services to residents in the most responsive and cost-effective way possible.

Michigan law provides for two types of townships, general law and charter townships. Charter townships have additional powers, streamlined administration, and greater protection against annexation by a city. In the immediate area, charter townships include Garfield, East Bay, and Elmwood; all the rest are general law townships, including Peninsula Township.

An alternative Peninsula Township could consider is incorporating as a village. There are substantial complexities to the status of municipalities in Michigan, but essentially they include both villages and cities. One important difference relates to the relationship to the existing township. In the case of a village, the township is not replaced, and it retains some governmental functions. Cities, on the other hand, fully replace township government. The appeal of creating a village relates to the ability to exercise more regulatory authority, an ability to provide more local services, and the ability to take responsibility for public works and utilities. To be a village, an area must have a population of at least 150 and a density of 100 or more people per square mile. Cities have much higher population thresholds.

The issue of municipal incorporation should be carefully considered after weighing the advantages and disadvantages. Peninsula Township might have the tax base necessary to support the full range of services provided by a Michigan village. Most importantly, incorporation might provide the means needed to effectively respond to current and emerging problems associated with road maintenance, repair of collapsing roads, and speed limits. An incorporated Peninsula Township might also have greater access to grants to fund infrastructure projects.

An alternative to municipal incorporation is the appointment of a professional township manager. In a few Michigan Townships, (where governance issues are complex and demanding) a township manager is appointed and performs duties in much the same way as a city manager does in a municipality. A township manager would work directly for the Township Board and oversee the day-to-day operations of the Township, with department directors reporting directly to the township manager. Much more investigation is needed to weigh the pros and cons of this option.

Initiatives and Action Steps

Convene a study group to evaluate the advantages and disadvantages to incorporation or hiring a township manager, then recommend action accordingly to the township board. This group should be convened soon after this master plan is adopted and should be given specific action steps and time frames. Primary focus should be on options to consider, precedents from elsewhere in Michigan via similar townships that have undergone organizational change, and a complete list of pros and cons for each alternative. Consideration should be given to the need for increased control over local road design and management.



9. Implementation Summary

IMPLEMENTATION

The following chart is a summary of implementation steps necessary to achieve the vision Peninsula Township has established for itself. Vision elements described in Chapter 5 are aligned with initiatives and action steps described previously in this document. This material is intended to serve as a “quick reference” to summarize necessary steps forward toward implementing community goals.

TOPIC	VISION AND ORGANIZING PRINCIPLES (FROM CHAPTER 5)	ACTION STEPS	REFERENCE
LAND USE	Recognize and make the most of an “island-like geography.”	Conduct a comprehensive corridor/traffic study to understand existing and future traffic patterns and service levels.	Pages 74 and 75
	Continue to implement any policies that reduce build-out potential.	PDR renewal	Pages 25, 40, and 61
	Ensure that future development is constructed in ways that thoughtfully balance all land-use needs.	General review of uses and development standards in all zoning districts.	Page 59
		Review and update procedures for SUP approvals and amendments. Review and update PUD standards to further incentivize creative options for residential development and the clustering of residential units around larger tracts of open space.	Page 69
		Continue to study and investigate the concept of TDR and a commercial center.	Page 65
	Constructively and collaboratively work toward the goal of adding value to local agricultural products without creating areas that add noise and traffic congestion.	Pursue development of updated zoning to address wineries and add more flexibility to other agri-businesses.	Page 67
	Protect the shoreline and wetlands to the maximum extent possible through both regulation and education centered on vegetation protection and enhancement. Areas like Pyatt Lake and other beach and coastal wetlands are an important buffer against pollution and flooding.	Update shoreline regulations (potentially including an overlay zoning district) and encourage shoreline protection education.	Page 63
	Continue to view alternative energy (solar/wind) as having a potential role for Peninsula Township.	Update alternative energy provisions in zoning ordinance with more public input.	Page 64
Balance demand for a local hospitality industry against the need to control growth and manage traffic.	Pursue development of updated regulations for B&Bs and/or create a new category of lodging called “country inns.”	Page 68	
Continue developing an outstanding park system throughout Peninsula Township with “hubs” at Mission Point Lighthouse Park, Bowers Harbor Park, and Pelizzari Natural Area (PNA).	Continue steps toward developing an updated park and recreation plan.	Page 81	
	Pursue park expansion opportunities at PNA and elsewhere. In conjunction with non-motorized transportation planning, identify opportunities to connect the four major park hubs in Peninsula Township.		

TOPIC	VISION AND ORGANIZING PRINCIPLES (FROM CHAPTER 5)	ACTION STEPS	REFERENCE
MOBILITY	<p>Make vehicular travel safer and more convenient.</p>	<p>Pursue development of a corridor plan and a study of local roads focused on the identified strategy elements. This planning is aimed at identified issues such as:</p> <ul style="list-style-type: none"> » Improving safety at the scenic turnout near Chateau Grand Traverse; » Improving certain intersection roads; » Identifying potential turn lanes, passing lanes, etc.; » Addressing parking issues near the MDNR boat ramp; » Identifying optimum locations for future driveways; and » Evaluating the potential for an overlay zoning district along M-37 to establish uniform setbacks and other development standards. 	Page 74
	<p>Make pedestrian and bike travel safer and more convenient.</p>	<p>Form a working group to begin developing a non-motorized transportation plan to represent an amendment to this master plan. This plan includes exploring options for Safe Routes to School funding and zoning amendments to require bike parking improvements related to new construction.</p> <p>This non-motorized plan (developed in coordination with neighbors) should ultimately become an amendment to this master plan and include work to evaluate issues such as:</p> <ul style="list-style-type: none"> » Paving roadway shoulders in high-use areas; » Considering one-way roads where feasible; » Improving crossings at specific road intersections with M-37; » Collaborating with Old Mission Peninsula School and NORTE to explore Safe Routes to School projects and potential funding; and » Conducting additional studies of local roads (potentially along with the M-37 corridor plan) to specifically identify right-of-way widths and options for non-motorized travel. 	Page 76

CHARACTER, FACILITIES, AND GOVERNANCE

TOPIC	VISION AND ORGANIZING PRINCIPLES (FROM CHAPTER 5)	ACTION STEPS	REFERENCE
	<p>Continue preserving, enhancing, and celebrating local history and culture.</p>	<ul style="list-style-type: none"> » Centralize the history of the Old Mission Peninsula at the Dougherty House/Log Church and the lighthouse. » Create a single website to act as a portal to all things historical and cultural on the Old Mission Peninsula. » Create and maintain seasonal displays at the library to encourage an interest in the preservation movement among younger residents. » Identify and implement sustainable ways to maintain, operate, and improve the township’s most valuable historic sites and parks. » Review the zoning ordinance and consider new ways to support historic preservation. 	<p>Pages 79 and 80</p>
	<p>Continue developing an outstanding park system throughout Peninsula Township with “hubs” at Mission Point Lighthouse Park, Haserot Beach, Bowers Harbor Park, and Pelizzari Natural Area.</p>	<ul style="list-style-type: none"> » Continue steps toward developing an updated park and recreation plan. » In conjunction with non-motorized transportation planning, identify opportunities to connect the four major park hubs in Peninsula Township – PNA, Bowers Harbor Park, Haserot Beach, and Mission Point Lighthouse Park – with other township facilities such as Archie Park, also owned by the township, and Pyatt Lake Natural Area, owned by the Grand Traverse Regional Land Conservancy. 	<p>Pages 80 and 81</p>
	<p>Operate under the best possible form of government, with suitable and essential public facilities.</p>	<ul style="list-style-type: none"> » Launch an effort to formally develop and adopt a capital improvement plan (CIP) for Peninsula Township. » Convene a study group (appointed by the township board) to evaluate the advantages and disadvantages of incorporation as a municipality, or change to a charter township. Alternatively, consider other management options such as hiring a township manager. Give evaluative weight to options that take into account the need for increased control over local road design and management. 	<p>Page 80</p> <p>Page 82</p>

Appendix

Red Tart Cherry Site Inventory Map Summary

This map depicts site suitability for red tart cherry production. Areas shown in green are the most desirable areas. Areas shown in yellow require more intensive management practices to overcome limitations. Areas shown in red have severe limitations for red tart cherry production which are difficult to overcome by management practices. The original document should be reviewed for a detailed review of mapping and an explanation of study methodology and conclusions.

