

Chapter 5 SIGNIFICANT ISSUES AND TRENDS



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This chapter discusses issues and trends that are important to the future of Glen Arbor Township. It looks at significant issues in four broad categories:

1. Community character;
2. Infrastructure improvement needs;
3. Affordable housing;
4. Intergovernmental relations.

Within each category a variety of issues are addressed ranging from residential development and its relationship to commercial development, the limited amount of land available for new development, waste treatment, the protection of natural features and natural resources, and the Glen Arbor village boat launch status among others. Alternative approaches to address these issues are discussed and recommended actions are suggested here and summarized in Chapter 9.

Community Character

Overview

The most significant set of issues facing Glen Arbor Township relate to preservation of existing community character. The Township is a highly attractive tourist, recreation and second home destination, with private development concentrated on a limited area due to extensive public land holdings, and all of the lands and the natural resource attractions are sensitive to the impacts of development. This means that while there is pressure to intensify development in areas where, if development doesn't tread lightly, the very resources that attract people to the area—the lakes, woods and dunes—will be degraded. Thus, there is growing concern over development that is too dense with too much lot coverage and mass to be safe for the environment (especially for groundwater and surface water runoff). There are also aesthetic dimensions to this character. When building mass becomes too great relative to the parcel size and out of scale with development on land around it, then the northwoods community character, so cherished by residents and visitors, suffers as well.

In order to systematically examine this set of issues, it is necessary to break them down into component parts:

- Relationship between residential population and commercial development as part of a buildout analysis;
- Waste treatments issues in the village of Glen Arbor; Related natural resource protection issues;
- Bigfoot development: building height, mass and density issues;
- Exterior design of buildings.

Photo 5-1
Western Avenue in the Village of Glen Arbor on a Summer Day



Photo by Mark Wyckoff

Relationship between Residential Population and Commercial Development

One of the issues raised at the August 2003 Town Meeting was what could be done to increase the range of local businesses in the village of Glen Arbor, especially on a year around basis. See Photo 5-1. Glen Arbor Township has both a permanent, year around, residential population and a seasonal tourist and second home population. As the permanent residential population of Glen Arbor Township grows, there can be an increase in businesses to support that population. Conversely, either the year around residential population needs to grow or tourists need to come all seasons for the businesses to increase. Normally a Township uses planning and zoning to provide sufficient land for both residential and commercial uses to support a healthy balance. However, the market must be there for the new businesses to flourish.

Township residential population growth is constrained by the limited amount of undeveloped private land. An analysis was conducted on the potential relationship between private, developable land remaining in Glen Arbor Township and in the immediately surrounding jurisdictions. The question is, is there sufficient undeveloped residential land in the Township to support a wider range of businesses in Glen Arbor (such as a full service bank or dry cleaners). The answer seems for a number of reasons to be no. That does not mean there will not be more businesses in Glen Arbor. There will be. However, unless tourism becomes four full seasons, and/or nearly all the seasonally occupied housing is

occupied on a year around basis (or equal shares of each), there does not appear to be a sufficient market to support a wider range of year around businesses in the village of Glen Arbor. A more detailed explanation follows.

Based on typical market standards, there are already more year around businesses in Glen Arbor than the year around population could support. That makes those businesses extremely dependent on tourists to supplement local business. For example, typically it requires a population of about 2,500 persons to support a small grocery store or drug store of about 30,000 square feet and a site area of about 3 acres (Urban Land Institute, 1977). There is an IGA as well as the Bear Paws grocery and a separate drug store already in Glen Arbor and another grocery store in nearby Empire. The 2010 population of the four-township area including Glen Arbor, Cleveland, Empire and Kasson Townships was 4681. See Table 5-1. It is likely only a portion of that population shops in Glen Arbor. This example demonstrates that it will take many more people to support a wider range of year around businesses in Glen Arbor.

Table 5-1 Population of Glen Arbor Township and Surrounding Communities, 2010

Community	2010 Population	Occupied Housing Units	Seasonal/Vacant Housing Units
Glen Arbor Township	859	408	1222
Cleveland Township	1031	480	445
Empire Township including Empire Village	1182	584	504
Kasson Township	1609	633	109
Total Four Townships	4681	2105	2280

Source: U.S. Census Bureau

An analysis of vacant land was made for Glen Arbor Township in order to estimate the number of residences that could be expected when the Township reaches “buildout,” or the point when all available land has a house on it.

It appears from the buildout analysis that, if current zoning regulations were to remain in effect, and ignoring for a moment the suitability of the land for a structure (i.e. whether it is wetland, or is not suitable for a septic system), then only 675 new residences could be built on land already divided, but not developed. Another 496 could be built on land that could be divided from current large parcels, and 65 additional units could be constructed at the Homestead and 96 at the Woodstone development. While this is a total of about 1332 new residences (and almost equal to the current number of dwelling units in the Township), the actual number of new dwelling units is likely to be about half of

that, the equivalent year around population increase is probably not very great. This is because many of the remaining lots and undivided land have either wetlands, groundwater close to the surface, or steep slopes (up on Miller Hill). This will greatly reduce the total number of dwelling units that get built. In addition, there is a longstanding practice in the Township for the development of large lot family “compounds” that accommodate a large number of family members for short periods, but also involve more land than the minimum ordinance requirements. Many of the potential new residences calculated as splits from existing homes on large lots may never be built as the owners intend to keep larger properties as an amenity, choosing not to sell off a buildable lot. Plus, the ratio of year around dwellings to total dwellings has remained about 1 to 4, and if this trend continues, then at most a couple of hundred additional dwellings would be for year around occupancy. At just over two persons per household, this only adds a couple of hundred potential year around customers for businesses.

Most of the new residences will likely be second homes. Only if zoning density were significantly increased would the new development result in significantly more people. However, to do so would require public sewers, which are not likely cost effective with such a low density population spread as widely as it is at the present (this conclusion is explained in more detail in a few pages).

But perhaps more important, it is likely the Township will approach buildout over the next twenty years. The “Baby Boomer” generation is approaching retirement and a part of that generation has more disposable income than any generation before it and could afford to buy or build a home in Glen Arbor Township. The Baby Boomer generation is familiar with the amenities of the area and has frequently visited here. That is probably why there was a mini land rush underway in Glen Arbor Township in 2004.

In recent years, new construction has been minimal, more existing homes are for sale, and the economic depression and Midwest unemployment have slowed development drastically. The national financial uncertainty, the global war on terrorism and the growing U.S. budget deficit have basically stopped current real estate activity. However, based on past trends, it is likely most of the available and buildable land in the Township will be developed over the next twenty years.

So does that mean the Township should plan for less commercial development than land is presently zoned for, since more land is zoned commercial than is used commercially at present? No, other factors contribute to a decision on how much land should be planned for commercial development. These include:

- What portion of the population is year-around versus seasonal? If the year-around population can support a larger commercial area, sufficient designated land should be provided. If the year-around and seasonal population is large enough, and the seasonal visitors enlarge the population in all four seasons, then there might be the equivalent of a year-around

population, although the visitors' needs for support businesses may be somewhat different than that for only a year-around population. Glen Arbor's seasonal population is generally highest in the summer, next highest in the fall. Winter and Spring are relatively low.

- Age of residents. The average age of the population in Glen Arbor Township is substantially older than that of Michigan and of Leelanau County. This group may be retired, and less likely to shop outside the community because they do not travel to work and because of the increased effort to travel for shopping. Glen Arbor Township appeals to an older population as a retirement destination, and this is likely to continue and may foster an increase in a variety of appropriate businesses. The multiplier effect of retired persons on the local economy is very strong. A 1985 study found that \$4,000 of social security payments is sufficient to create a job in the local economy compared to \$91,743 in manufacturing payroll or \$65,516 in agricultural sales to produce one job. (Chesnutt, Lee and Fagan, 1993) No more recent data is available.

Photo 5-2
Sylvan Inn Bed & Breakfast



Photo by Terry Gretzema

The exact relationship between the area of potential residential development in Glen Arbor and the appropriate related area of commercial development is difficult to estimate accurately. Documented research on the market needed to support commercial development is targeted at more urban populations.

Communities are often easier to sustain with a mix of land uses. Research suggests about 78% residential and 22% commercial/industrial has been a target for some communities. (Balance, 2002) While the large proportion of tax exempt National Park Service land in Glen Arbor Township may, over time, help limit the extent of residential growth to a manageable geographic area, there is very little nonresidential development. Glen Arbor Township's residential SEV is about 95% of total, while business is only about 5% and industrial SEV is zero (see Chapter Two). However, there is not much land available for business development, and the market is not presently there to support much more on a year around basis.

The land presently in the Business District in the village of Glen Arbor should remain zoned that way to accommodate new and expanded businesses that serve tourists and/or, tourists and year around residents. If the National Park were to attract anywhere near the 3 million visitors a year it was originally predicted to serve, there would be a demand for many more seasonal businesses in Glen Arbor. These additional businesses would help spread the tax base so that residential landowners did not bear almost all the burden for Township services.

Waste Treatment Study in Glen Arbor Township

The township decided in 2008 to undertake a feasibility study for a wastewater treatment facility for the critically threatened "downtown" Glen Arbor Township area, most immediately adjoining the high value receiving waters of the Crystal River and Sleeping Bear Bay of Lake Michigan, and most subject to shallow ground water depths and potentially compromised septic treatment capabilities. State of Michigan funds were available to support such endeavors, assuming the study warranted and resulted in a constructed facility. Further, in 2008-2009, federal/state economic stimulus funds were available, on a needs and time priority basis, for facility construction.

Make-up

Study participants were selected to include residential, commercial, planning, technical and county health department representation and for coordination with the Michigan Department of Environmental Quality (MDEQ.) Over time, 2008 through 2010, two professional engineering firms were also engaged.

Scope

The real and potential deficiencies, insofar as on-site treatment in the subject area, were well known to the Leelanau county Sanitarian, principally due to transient and/or high ground water levels, summer high usage demands for existing restaurants and receiving soils of primarily sand, largely absent organic content as desirable for acceptable septic treatment performance.

The more compelling existing conditions are currently handled by frequent removal by pumping or holding tanks or, in a few instances, by commercial owner installed additional treatment facilities.

The less compelling conditions, to the extent they comply with existing on-site health department code, are present in the subject area.

A service area with prioritized, need basis sub-areas was ultimately defined for the purpose of preserving and protecting the high value adjoining Crystal River and Lake Michigan receiving water quality.

Results

Preliminary collection and treatment systems were conceptualized.

The collection system chosen was pressurized and of small diameter that could be installed with minimal excavation in the sandy, high ground water levels of the area. The treatment system evaluated could be either a biological/physical chemical design requiring a minimal site size but continual operation and maintenance attention or a land treatment orientation requiring larger site size but compatible with the immediately adjoining National Lakeshore lands and requiring minimal operation and maintenance attention.

Capital costs were projected to be in the range of \$15,000 to \$25,000 per residential participant with O&M costs in the rate of +/- \$50 per month.

Location Issues

Treatment facility sighting availability proved to be an immediate problem. Would there be a surface discharge or a groundwater discharge? The study group, finding no reasonable alternative, eventually planned for a site in an adjoining National Lakeshore location with a groundwater discharge, selected to

- 1) minimize impact on National Lakeshore values and
- 2) minimize impact on down gradient potable groundwater use.

Discussions with National Lakeshore administrators were preliminary and initially unsuccessful for resolving locational issues. The study participants resolved to achieve answers to sighting issues via their elected representatives. Indeed, when the National Lakeshore was first contemplated, the National Park system generated an engineering needs report for the area that postulated the eventual need for a wastewater treatment facility for the "downtown" Glen Arbor Township. The Lakeshore was subsequently formed and totally surrounded the "downtown" area with no provision such a facility.

Needs Issue

Study participants were finally ready to take findings to the public and to tell potential users their anticipated costs. The county health department and supporting engineering firm were asked to collect, collate and present the existing data to justify the proposed collection and treatment scheme.

Such data are primarily the drinking water test data from the groundwater potable wells for the subject area. Not surprisingly, the body of data showed no significant deterioration due to up gradient groundwater septic discharges. Thus, while the inferential groundwater quality is suffering from compromised septic discharges, the degree of this problem is masked by a lack of appropriate and defining monitoring and by the dilution potential of the unaffected and up gradient virgin groundwater.

The compelling problems in commercial "downtown" continue and are managed through holding tanks and pump-outs as required, supplemented by the individual efforts of a few affected parties and all policed and monitored by the county health department and sanitarian.

Conclusions

Study participants concluded the following:

1) Recommend to Glen Arbor Township the placement of a group of groundwater monitoring wells in representative locations in "downtown" and undertake periodic sampling and analysis together with up gradient controls to maintain future vigilance.

2) Arrange a meeting with "downtown" commercial representatives via Chamber of Commerce and report study findings and request that initiative for specific follow-up, to the extent appropriate, reside with the commercial entities. Both of these recommendations were completed. the Glen Arbor Township board plans to make a report to the public on this subject at the 2012 Annual Meeting.

Documentation

The engineering firms enlisted in the study were:

2008-2009, Lapham Associates, Mount Pleasant, MI

2009-2010, Gosling Czubak, Traverse City, MI

The National Park Service engineering study referenced is:

Feasibility Study for Regional water and Sewer systems

Sleeping Bear Dunes National Lakeshore, Michigan

U.S. Department of the Interior, National Park Service

Consultant, Williams & Works, Inc.

Grand Rapids, MI 49503

August, 1973

A copy of this study is available for reference in the Glen Arbor Township offices.

Waste Treatment

The treatment of sewage is a very important concern in Glen Arbor Township. If human and commercial waste is not properly treated, high quality surface waters and groundwater would be polluted. The Glen Lakes, the Crystal River and Lake Michigan are high quality surface waters that are important to the quality of life and economy of the community.

Surface waters and groundwater are vulnerable to pollution from improperly designed or poorly functioning conventional sewage treatment systems. Conventional septic tank and drain field systems can cause pollution and public health problems if the water table is too high, the soil too porous to filter waste, the soil too dense to allow percolation or the system too close to water supplies. Even though they may be functioning properly, the treated waste discharged by municipal treatment systems generally contain small amounts of contaminants. The accumulation of those minute (and accepted under state DEQ permit standards) amounts can, over time, negatively affect streams and lakes.

Glen Arbor faces three problems regarding the treatment of wastes. These are:

- Much of the village area has a relatively high water table, as little as 1' to 2' below the surface. This makes conventional septic treatment systems difficult or impossible to use as County ordinance requires a minimum of 4' between the bottom of the drain field and the water table. For lands closer to Lake

Michigan, the water table fluctuates a considerable distance and is somewhat related to the level of Lake Michigan. The District Health Department found no water at depths of 8' to 9' in 2003 when Lake Michigan was close to its record low level in locations where the water table was within 3' of the surface during the high Lake Michigan levels of the late 1980s. Property owners seeking permits to install septic systems during periods of lowered groundwater may not understand the need to design the system in consideration of potentially higher groundwater levels at some future year.

- Soils are sandy and are exceptionally porous. As a result, they perform very little cleansing of biological or nutrient contamination. Septic systems may be installed according to permit requirements, but still not be fulfilling their function, and yet not showing obvious signs, like backing up liquids to the surface.
- Many of the existing lots in the village are small, which limits the size of commercial and residential buildings that can be developed on existing parcels. Lots need to be large enough for an adequate separation distance from the potable water source as well as large enough for the drain field and a replacement field (which is required by County ordinance). This means that some lots (such as those 50' by 100' and 100' by 100') may be impossible to develop for commercial purposes. It may be necessary for a lot to be a minimum of 100' by 200' to develop a small retail business, which is about ½ acre. See Figure 5-1 for an illustration of how much space a septic system, parking, building and other requirements would take on a half-acre lot. There is little space for additional parking or amenities such as landscaping. A business requiring more space, such as a restaurant or larger retail establishment, will need an even larger parcel or combination of parcels in order to be able to build. A small retail establishment with about 8 employees would require an area of about 4,900 sq. ft. for the septic system, including initial and replacement drain fields and setbacks from lot lines. A very small retail operation may be able to utilize a smaller septic system requiring less space but would never be able to expand. A restaurant with about 40 seats would require a total of about 18,000 sq. ft. for the septic system and septic system setbacks or an area of about 120' by 150'. Altogether, about 40,000 sq. ft. is needed for the restaurant, parking, loading, setbacks and septic system. See Figure 5-2. A much smaller restaurant, with about 10-15 seats may be able to fit on a lot smaller than 40,000 sq. ft. if it could also gain the 50' well separation distance, loading and parking space and never enlarge.

There are several potential solutions to these problems. These include:

- The use of single unit alternative treatment systems that have a different configuration than the conventional septic system. This option is not available for commercial development, only residential development.
- The use of group systems that permits multiple homes or businesses to be placed on one treatment system. Depending on the number of units, or types of businesses served, such a system could require an MDEQ discharge permit.

- Requiring future lot splits and subdivisions to maintain an adequate minimum lot size that would permit use of a conventional septic system. In most soils of Glen Arbor Township this would require a minimum lot size of at least an acre and probably larger for commercial developments, especially restaurants.
- Requiring prior to sale of property that every septic system be inspected and if substandard, brought up to code before the sale can be completed.
- Linking to the sewage treatment system at the Homestead. This is probably the least likely option as the Homestead must be willing, there must be available capacity or capacity must be able to be cost-effectively added, the cost of running lines with pumping stations must be acceptable, and a discharge location must be found to accommodate additional waste.
- Construction of a municipal waste treatment system with a waste treatment plant.

**Photo 5-3
Pristine Waters of Big Glen Lake**



Photo by Mark Wyckoff

Natural Resource Protection

In overall area, Glen Arbor Township will forever have the majority of its natural landscape preserved in the National Lakeshore. If residents want to retain nature in the privately owned areas, to protect water quality of the lakes and rivers, and to sustain wildlife populations as part of the nature experience, they will have to be diligent in caring for the pure water and plant and animal ecosystems in the Township. See Photos 5-3 and 5-4. Glen Arbor ecosystems are highly sensitive, so will need special care.

The Glen Lakes Associations, the Leelanau Watershed Council, various conservancy groups and others are dedicated to monitoring the quality of Glen Arbor natural resources and are able to provide guidance on how to protect area natural resources.

Because nature is part of the scenery and quality of life in Glen Arbor Township, property owners need to plan to retain or enhance vegetation in the most visible places, such as along roads. This can be difficult as property owners often want to provide as much visibility of their home or business as possible. However, the construction of hundreds of new homes in the Township could drastically “suburbanize” the privately owned areas if property owners are not sensitive to

their individual role in preserving Glen Arbor quality of life. One denuded property along a road does not destroy the north woods visual character, but the fifth property within a mile of each other will have a substantial effect.

Glen Arbor Township should maintain a positive posture for saving existing trees and natural vegetation as an important development issue. Providing informative brochures and guidelines in cooperation with various local conservancy groups should reinforce the value of our natural resources.

**Photo 5-4
Hatlems Creek**



Photo by Terry Gretzema.

Bigfoot Development

By overwhelming margins, the biggest issue of concern to citizens at the August 2004 Town Meeting was the negative impact of large buildings on small lots, especially when located on the waterfront. The impacts can include a reduction in light and air to adjoining properties, in some cases the large mass buildings cut off views of the lake from public roads, or adjoining properties. They also have the strong visual impact of a developed site in an area otherwise characterized more by nature than by buildings. There may also be impacts from additional cars, noise, light, and activity associated with more intensively used sites. This is especially significant when contrasted with single family homes, which in Glen Arbor Township are always nearby.

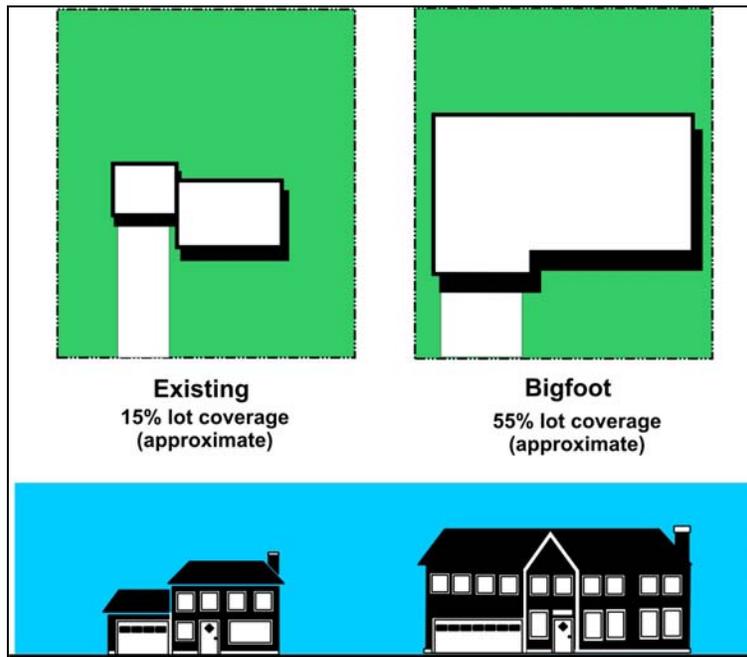
A single development at the end of Lake Street on Lake Michigan known as the LeBear development and several new large single family homes on small lots on Glen Lake are responsible for the major public concern over what is commonly called “bigfoot” (for big footprint) development. See Photo 5-5. The LeBear Development was constructed according to the zoning regulations then in effect. However, it has a height and mass that is much greater and a setback from the road that is much less, than any buildings nearby. This is characteristic of bigfoot development on individual single-family lots as well (see Figure 5-3).

**Photo 5-5
LeBear Luxury Resort and Spa**



Photo by Terry Gretzema

**Figure 5-3
Comparison of Regular and Bigfoot Development**



Graphic by John Warbach

In 2003, the Township amended zoning regulations to partially address the issue by establishing lot coverage requirements in the residential districts. However, it quickly became apparent this would not completely address the issue. As a result many drafts of a new “bigfoot” regulation were prepared before an approach was refined that prohibits building massing (relative to the lot size) while ensuring light and air for adjoining properties and reduces the risk of spread of fire. The new regulation seeks to ensure that the portion of buildings at the required side yard setback do not result in a solid mass up to the maximum permitted height of buildings. This is accomplished by preservation of an open plane above a 45 degree angle from a person standing near the side lot line to the top of the building. This provision does apply in all residential districts.

One action to prevent the kind of building massing associated with developments like LeBear, is to rezone properties zoned commercial in waterfront areas that are presently developed as residential. This will have the desired effect because multifamily development is a permitted use in commercial zones. Another is to reexamine waterfront areas zoned for multi-family development and reclassify into an exclusive single family zone. Both of these approaches are proposed in this Plan.

If these approaches do not have the desired effect, then reexamination of the current height limitation may be necessary. Currently the ordinance allows the roofline of buildings in all zones up to 40 feet in height. This is considerably higher than the more typical 28-35 feet maximum common in rural Michigan. As there are a number of residences that are presently built to the forty-foot maximum, there is some reluctance to change this requirement. Similarly, if the new “bigfoot” regulations do not adequately keep building mass proportional to the site and not overshadow abutting property on any side, then additional revisions to regulations may be necessary to preserve the northwoods character of Glen Arbor Township.

Exterior Design of Buildings

In the same vein, Glen Arbor Township should give serious consideration to developing business building guidelines that discourage the use of some materials on the exteriors of commercial buildings, and which encourage continuation of northwoods design in new commercial buildings. See Photos 5-6 and 5-7. Exterior building materials to be discouraged would include:

- Sheet metal, flat metal and other metal surfaces over much of the exterior
- Mirrored glass and glass block as a major design element
- Concrete block
- Other similar materials more in keeping with an urban or suburban character.

Exterior building materials to be encouraged would include:

- Log, rough cut and finished cut wood
- Indigenous rock and stone
- Wood or aluminum siding that looks like wood

- Other similar materials in keeping with a northwoods character.

Photos 5-6 Typical Northwoods Design

Photo by Terry Gretzema



Photo by Mark Wyckoff

In addition to northwoods designs, traditional coastal American designs like cape cod or variations of colonial, federalist or mountain designs may also be appropriate. The Township may develop a set of guidelines with encouraged design features. The Township working with the Chamber of Commerce and local architectural talent could develop useful design and material guidelines to maintain the local business character. The [Grand Traverse Bay Region Development Guidebook](#) should be consulted for ideas when preparing such a guidebook.

Infrastructure Improvement Needs

New Restroom and Garden on Old Fire Station Site

In our 2005 Master Plan reuse of the Fire Station property and the provision of public restrooms were the top two infrastructure needs. Mission accomplished! Thanks to the entire community plus a host of dedicated individuals and strong financial contributions, the Glen Arbor Garden/Restroom facility was completed and put in service with future garden maintenance endowment.

Photo 5-7
New Glen Arbor Garden/Restroom



Photo by Joanne Rettke

Photo 5-8
Boat Launch on Lake Street



Photo by Mark Wyckoff

Photo 5-9
Vehicles and Trailers Parked Along Lake Street



Photo by Mark Wyckoff

Public Boat Launch

The public boat launch on Lake Street in Glen Arbor village is a busy area during fishing and water recreation season. See Photo 5-8. Vehicle and trailer parking increase congestion on Lake Street in these periods. See Photo 5-9. No parking solution has been found. Twice in the past, serious attempts have been made by the Township to negotiate a launch location at Glen Haven. Although strongly supported by many groups, there has been some opposition to the idea. To date the National Park Service has not been cooperative in searching for a solution in the Glen Haven area. Based on this and the extensive changes recently made to the Glen Haven waterfront, it is clear the public boat launch will remain in its current location for the foreseeable future.

The Township should continue to monitor the congestion and parking near the current boat launch and implement any improvements possible. Further, if the National Park Service should consider a boat launch on their public land in the future, Glen Arbor Township should reconsider launch relocation.

Trails

As a whole, Leelanau County is home to a wide variety of trails and hiking paths. Sleeping Bear Dunes National Lakeshore has a number of unconnected trails meandering through wooded areas and sand dunes. The trail system on North and South Manitou Islands allow for incomparable hiking opportunities to see rare wildflowers, old farmsteads, and a wide variety of birds. The Leelanau Trail

winds 15 miles through the last of Leelanau County's railway corridors from Greilickville to Suttons Bay. The trail takes users over rolling hills, beautiful northern forests, orchards and meadows, and numerous streams, lakes, and ponds. Yet more could be done to improve biking, pedestrian and cross-country trails in Glen Arbor Township. Among the stated goals of the Township Recreation Plan, are the objectives of furnishing sufficient recreational facilities to serve the increasing population in the Township and to coordinate with the County and region to provide recreational facilities for citizens and visitors. Creating a network of trails in the Township that also link other parts of the National Park is one way to do this. This need was recognized in the 1984 Plan with the following observations:

"The character of the National Lakeshore attracts visitors who desire to experience the outdoors and the scenic nature of the Township. Glen Arbor is actually in the central part of the National Lakeshore with large sections beyond the Township to the south near the Platte River and to the north near Good Harbor Bay. Thus, there is the need for hiking, skiing and biking trails through the Glen Arbor area. Since private lands separate the park lands, a recreational path route through Glen Arbor Township should be designated.

The recreational path should serve three principal functions: (1) to provide a connection through the Township between sections of the National Lakeshore, (2) to provide for continuity and physical relationship between activity centers of the Township, namely the Dunes, Glen Haven, Glen Arbor, the Leelanau School and the Homestead, and (3) to provide a safe and enjoyable place to walk and ride bikes."

Based on citizen input received at a 2004 Town Meeting, there is substantial support for improving bicycle and pedestrian trails around Big and Little Glen Lakes (presently there are only narrow paved shoulders along the road) and from the Homestead and the Leelanau School through the woods to Glen Arbor. Other desired trail locations within the National Park include from the campground to Glen Haven with views of the bay and from the Homestead to Port Oneida through the woods and old fields. Connections off the road from Glen Lake south to Empire and into the National Park land in Benzie County are also desired.

While the paved shoulders of main roads are sufficient for bike trails in much of the Township at current traffic volumes, if volumes rise, the danger for bicyclists will rise appreciably. Already sections of road with 45-55 mph traffic pose significant risk to bicyclists, especially when younger children are involved. Leelanau County is one of the top destination locations for bicyclists in Michigan. A network of multi-season non-motorized trails separated from road pavement should be carefully planned and constructed. This will require cooperation between the National Park Service, the Township, MDOT, the County Road Commission and private landowners.

The Leelanau Scenic Heritage Route, LSHR, is a State designated Scenic Heritage Route following the Leelanau peninsula perimeter. It is coordinated by the Northwest Michigan Council of Governments and was developed by a large number of State, County Township citizens groups and individuals along with the Sleeping Bear National Lakeshore, SBNL. At the suggestion of the LSHR committee the SBNL embraced the concept of a non-motorized hard-surfaced trail which would generally parallel M-22 and M-109 starting at the south Leelanau County line at Manning Road north through Empire and Glen Arbor village and on to the County Road 651 at Good Harbor Beach,

The Sleeping Bear Heritage Trail, SBH, is fully on public land using SBNL property wherever possible and the State and County roads rights of way where necessary. No private land will be used. Environmental impact on the Park has been carefully minimized. Trail use safety for all hiking biking, skating and handicapped use was given full priority. The trail will be a minimum of ten feet in width and separated from motorized traffic as much as possible. Significant portions of the trailway will leave road right of way to maximize user safety. Increase trail scenery and link Park and countryside highlights together. The SBHT has been integrated into all recent public reviews and is a part of their long range plans. The first portion of the trailway to be built links the Dune Climb with Glen Haven and the DH Day Campground on to Glen Arbor village. The route plan is completed, a federal award of \$1.3 million was received, and construction was completed in July 2012. Glen Arbor has and will continue to support and cooperate with the trail's completion. This unique project was envisioned and encouraged in earlier Glen Arbor planning activities. It should provide significant benefits for residents, tourists and local business.

Traffic Safety

A traffic safety concern exists on M-22 as it exits the east side of the village. A restaurant complex, a boat livery, a convenience store and gas station and two retail stores generate heavy street parking and random pedestrian crossing of M-22. Tourists with children tend to hurry out from between parked cars and cross M-22, making frequent close calls with M-22 thru traffic. Every effort should be made, working with MDOT, to reduce this traffic hazard with future increased parking, marked cross walks and additional M-22 warnings and reduced speed limits.

Public Rights-of-Way

The original Glen Arbor Plat included several dedicated rights-of-way that have not been maintained by the public. Some of these may soon be needed for public purposes and may be difficult to use without controversy. The first are the two alley sized rights-of-way between Lake and Lake Isle Streets (with Manitou Boulevard in the middle). Presently there is no pedestrian or bicycle connection between these streets and each is a very long block causing walkers or bikers to

go a long way around to get from one to the other. Assuming there have been no infringements on these public-rights-of-way, and that they are in fact still publicly owned, it would improve the pedestrian character of the village if they were improved and maintained as a pedestrian/bicycle path, but not for vehicular access. This improvement is in keeping with the major investment in sidewalks the Township has made in the last three years and which have dramatically improved the safety and quality of movement for pedestrians. The other location in which sidewalks should next be constructed is from the Township Park on M-22 south to Lakewood Drive on at least the east side of the street and possibly on both sides. This will provide a pedestrian connection to this growing subdivision and better define the start of the village part of Glen Arbor Township. It will be necessary to go around several large trees to put sidewalks in here and doing so will add more interest to the path while protecting important tree cover. Within twenty years, sidewalks will also be an asset from County Road 675 to Oak St. on the north side (although a trail permitting bicycles would be better here because of heavy summer traffic and narrow road shoulders). Sidewalks will also be valuable from the western edge of the village along M-109 to Lake Isle on at least the south side of the street. Again, protecting existing trees will be important.

The second public right-of-way that may need to be used within the next twenty years is the unconstructed part of Pine Street to State Street. Every map of the village, including that used by the Glen Lake Sleeping Bear Chamber of Commerce, shows Pine Street going through to State Street. But it stops 50-60 yards short. This is unfortunate as many visitors do not realize there is public parking on Pine (which is one reason Pine Street parking is often underutilized during peak summer retail hours) and are dissuaded from searching for a proper parking space when going around the block means going around two blocks. If Pine Street were extended to State, not only would the street system be completed as originally platted (and the grid is the most efficient street system there is), it would open up substantial space for additional parking. If the existing width of the pavement on Pine were continued, with perpendicular parking for the full length, at least thirty additional parking spaces could be created. There is one major problem with this option. There is a natural swale that would need to be crossed and the Pine Street right-of-way is adjacent to dedicated conservation land south of the art colony. Any crossing of the swale would likely require a permit from the DEQ and the road design would need to be very sensitive to the wildflowers that live there and the seasonal wetland vegetation. This is a natural area that is already recognized for its value and function, and any road extension would destroy some of that value. As a result, this option should not be pursued unless the parking problem becomes much worse, and simpler, less costly options fail to meet the need.

Parking

The simplest ways to meet the immediate need for more parking on Lake Street from State to Western Ave. (see Photo 5-10) are to:

1. Restripe the parking area on Pine Street (it is very faded) and place a conventional parking sign (blue background with a white capital P and arrow pointing south down Pine). A second parking sign should be ordered (with a north facing arrow) and installed at the Township Hall to better let visitors know about parking behind the Township Hall (which is also very underutilized).
2. Widen the pavement on State Street from Lake at least to where the Pine Street right-of-way is (and possibly to Oak if necessary) and marking the pavement for parallel parking. See Photo 5-11. Businesses in the area should instruct all employees to park there first, once parking behind businesses is used up, freeing street parking for customers. This would add about 30 parking spaces and when combined with the option above, would make better use of about a hundred spaces in an area in need of additional parking.
3. Construct a walking bridge from State Street to the Pine Street parking area. This will make it more accessible to some users.

In general, if parking needs grow further, the Township should first look to widening existing streets and adding parking there, before investing in off-street lots. However, the character of Glen Arbor would be irretrievably altered if all unused space became parking lots. Some congestion and limits on parking are good, as it slows traffic, making the area safer for pedestrians. But if congestion becomes too bad because of inadequate nearby parking, then local businesses will lose customers, and the image of Glen Arbor will slowly shift from a desirable place that is fun and convenient to one which is desirable, but a risky prospect when it comes to finding parking within a convenient timeframe. Some visitors and potential future residents will not come back. Thus, additional parking needs must be periodically monitored and addressed with serious proposals, but providing more parking “at all costs” is neither desirable nor necessary. That said, future parking needs should be considered as new development takes place, and as businesses ponder future changes on their property.

It should always be remembered that any shortage of street parking exists only for a short period of time in the summer and for occasional special events. However, as the popularity of Glen Arbor grows as a destination, parking resources will continue to be stretched to its limits. A complete study of current and future parking needs should be conducted with solutions provided in keeping with Glen Arbor’s unique characteristics.

**Photo 5-10
Lake Street Parking**



Photo by Mark Wyckoff

**Photo 5-11
State Street Parking**



Photo by Mark Wyckoff

Affordable Housing

Typical Options

There is a need for affordable housing in the Glen Arbor area. Local businesses are primarily in the service sector: retail sales, restaurants, lodging and residential services including construction. It is very difficult for these workers, many of them seasonal, to find adequate housing close to their jobs. This is a disadvantage to both the workers and to their employers. The cost of residential property is very high, in part because much of it is waterfront.

Affordable housing is often provided in the following ways. These include:

- **Manufactured housing.** These can be either mobile homes or modular units, assembled on site. Manufactured housing is fairly common in the northwest region of Michigan on individual, rural lots, and less common in mobile home parks, where it is likely a sewage treatment system would be required. There is very little privately owned undeveloped land in Glen Arbor Township that is suitable for a mobile home park, and land values are high throughout the Township. This makes it unlikely a mobile home park would be proposed within the Township.
- **Multi-family developments,** with relatively small unit size. Apartments for low to moderate income families are scattered in cities throughout northwest Michigan, but are not very common.
- **Older, smaller existing homes.** Unless in a prime location, older, smaller homes can often be an affordable housing alternative. Making sure older homes are well maintained or meet modern building codes can be a problem. In a resort area such as Glen Arbor, small, older homes may have been built as summer cottages, and they may serve poorly as year around homes without substantial improvements that would drive up costs.
- **New construction** where building costs are low. Factors that contribute to lower building costs include lower cost land, building at a high density and access to public sewer and water. Public sewer and water is not available in Glen Arbor Township and land costs are very high.

None of these options are very viable in Glen Arbor Township. That suggests the need for affordable housing may need to be met outside the Township by working with neighboring jurisdictions.

Affordable Housing in Adjoining Jurisdictions

There is relatively little area zoned to accommodate mobile homes in the three township area of Cleveland, Empire and Glen Arbor Townships. There are no areas zoned for mobile home parks in Glen Arbor and no zoning districts permit mobile home parks by right. This is because there are no affordable parcels in the Township large enough and level enough for a mobile home park, and no public utilities available. Empire Township has an existing mobile home park on the south side of Little Glen Lake, but no other areas zoned for mobile home parks. The Recreation (REC) and Commercial Resort (CR) zoning districts in

Cleveland Township both permit mobile home courts as a use by right. The REC district is primarily designed for outdoor recreation, such as golf courses, tennis courts and ski areas. The CR district is designed primarily for lodging businesses. There are about 800 acres of REC district in Cleveland Township, but much of this is associated with the Sugar Loaf Ski Resort and Golf Course. There are about 130 acres of CR district in Cleveland Township, but these are in generally small pieces and are in prime locations next to inland lakes.

There is some provision for smaller homes within the three townships. Glen Arbor Township permits multiple family units as small as 480 square feet. Multiple family units are permitted in both the Business District and the R-V District, and there is substantial undeveloped land in each district. However, since there are no public sewers, multiple family use is a problem as a large septic field would be required and undeveloped lots in areas zoned to permit multiple family uses are few and far between.

Photo 5-12
Apartments above Manitou Mercantile



Photo by Mark Wyckoff

Thus it appears that affordable homes are not likely to be built in Glen Arbor Township in the typical fashion. However, the need can be met in several ways in adjoining jurisdictions. What can occur in Glen Arbor Township is the provision of affordable housing as apartments above businesses in the commercial district. This is already occurring to a limited extent, most notably in the Manitou Mercantile building. See Photo 5-12. As more commercial buildings are erected in the Township, apartments could be encouraged on the second floor, where the lot had adequate area to handle the septage. Over time, this could significantly

help meet some of the need for affordable housing in the Township. The balance of the need will have to be met in adjoining jurisdictions, and Glen Arbor Township should periodically meet with its neighboring jurisdictions to see what role it could play in helping to ensure this need is being met in the area.

Intergovernmental Relations

Adjoining Units of Government

It is very easy for governmental bodies or agencies of government to focus attention only on managing the lands and services they provide at the exclusion of attention on relationships with adjoining units of government. However, while local governments must manage the lands they own and services they provide, if they do not make an effort to regularly communicate with adjoining units of local government, future unexpected problems are likely, as are missed opportunities. This is of course, because a decision by one unit of government often has an effect on adjoining units of local government and vice versa. The Michigan Legislature has recently acknowledged the importance of intergovernmental cooperation in the planning arena, by requiring local governments to notify adjoining units of local government at the start of local planning projects and prior to adoption of new or amended plans. This was done for the last Glen Arbor Township 2005 Master Plan and will be done again for this revision.

Adjoining Townships, Glen Arbor and Empire Townships, have a history of active cooperation in everything from fire and ambulance service to libraries and there is no reason that cooperation should not continue into the future. This is an issue that will likely be of even greater significance in the later part of the next twenty years as the odds are growing that there will be an effort made statewide to consolidate local governments, probably by voluntary means. This will likely be driven more by fiscal considerations than ideology, as a structural budget deficit will not only continue to cut into the total state budget, but will especially hurt state revenue sharing and that in turn will reduce local ability to provide necessary services. Since Michigan has the third largest number of units of local government in the nation, and fragmentation of local governments can be shown to be fiscally inefficient when the area involved is relatively small, it is likely that efforts will be made to encourage local governments to consolidate with adjoining units of government. Such efforts are likely to be tied to fiscal incentives for consolidation. It may be useful for Glen Arbor Township to keep this in the back of its collective mind in case an opportunity comes up that requires a relatively quick decision (as occurred with the opportunity for school consolidation two years ago).

National Park Service

In the future Glen Arbor township needs to maintain a cooperative working relationship with the SBNL to successfully pursue projects such as ongoing discussion to maximize the use and value of the new Sleeping Bear Heritage Trail and finding potential land areas for a village septic system if required in the future.