

## Chapter 8

# PUBLIC FACILITIES AND PHYSICAL SERVICES

### INTRODUCTION

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

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

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

### ISSUES

#### **Sewage Disposal**

Individual septic systems are the most common sewage disposal method in the County. On-site septic systems prevail across the County, except for parts of Elmwood Township, the Village of

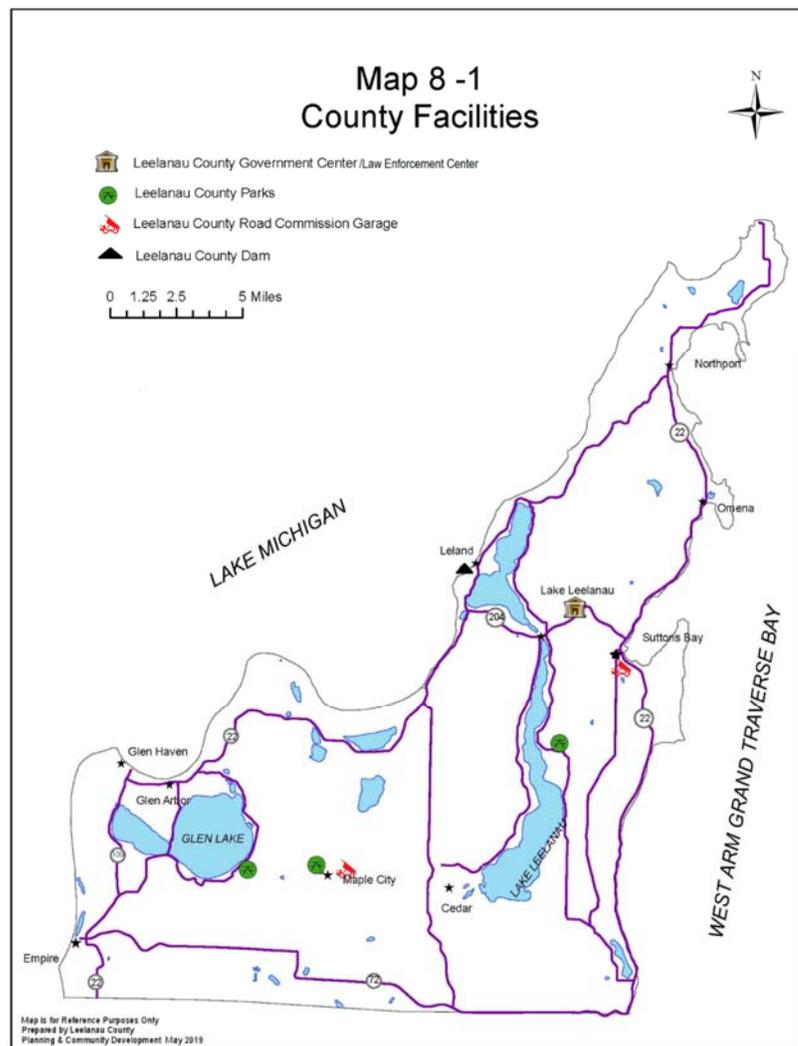
Suttons Bay, portions of Leland Township, Sugar Loaf, the Homestead Resort, Village of Northport, and Peshawbestown, which operate public sewer systems. See Map 8-2. The oldest of the systems was constructed in the 1930's in Suttons Bay and it has undergone numerous improvements and expansions over the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

These systems permit higher development densities than on-site septic systems but may also carry a higher hookup cost than an onsite septic system. Public sewers can contribute to a more compact development pattern or, if poorly planned, to greater sprawl. Thus, how future growth is managed where public sewer service is present, is a critical quality of life consideration.

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

**Water Supply**

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



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

### **Stormwater Management**

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

As important as stormwater management is, only one of the County's municipalities, the Village of Suttons Bay provides for stormwater management beyond storm pipes and drains along sections of main roads. The village also provides a sedimentation basin. The Village of Northport has added some storm water controls. The County has a stormwater ordinance (along with soil erosion control) that all commercial earthwork must follow—including a plan for stormwater control submitted along with a permit application.

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

### **Emergency Services**

While emergency services are taken for granted in more urbanized areas, there is often increased awareness of the presence or absence of emergency services in rural areas such as Leelanau County. Emergency services take on a special importance in the County where there are few emergency medical facilities and considerable distances to travel. Fire Services are comprised of eight fire departments in Leelanau County; Northport, Grand Traverse Band, Suttons Bay, Leland, Cedar, Glen Lake, Elmwood, and Traverse City Fire. Traverse City Fire Department is responsible for the annexed area of Elmwood Township that is under the jurisdiction of Traverse City.

All departments are members of the Michigan Mutual Aid Box Alarm System (MABAS) and cooperate on the same regional team as departments from around Northern Michigan, including Grand Traverse County. Being part of MABAS, each Leelanau County fire department divides their jurisdiction into "boxes" which defines their response capabilities (i.e. areas with fire hydrants, tall

structure which would require ladder trucks, etc.). See Map 8-4. Insurance Service Organization (ISO) assigns ratings (1 to 10, with 10 being the lowest rating) to fire department jurisdictions based on the level of service capable by that department. The vast majority of areas greater than 5 miles away from any fire station receive a rating of 10. Exceptions include Suttons Bay Township (6), Bingham Township (6), Glen Arbor Township (7) and Empire Township (7). All villages and areas within 5 miles of any fire station receive ratings between 4 and 7.

All departments with the exception of Grand Traverse Band have full-time staff providing 24/7/365 coverage to their area. Glen Lake, Leland, Suttons Bay and Northport provide Advanced Life Support (ALS) emergency medical services. Cedar and Elmwood provide Basic Life Support (BLS) emergency medical services and contract ALS services through neighboring agencies. Grand Traverse Band contracts all emergency medical services through Suttons Bay.

Law Enforcement agencies in Leelanau County include the Sheriff's Office, Grand Traverse Band Tribal Police, Michigan State Police, National Parks Service, and Michigan Department of Natural Resources. The Leelanau County Sheriff's Office provides a wide scope of services including jail administration, court bailiffs, marine patrol, animal control, and deputies assigned specifically to Leelanau Township and Suttons Bay Village. The Grand Traverse Band Tribal Police are deputized by the County Sheriff to handle complaints outside of the jurisdictional boundaries of the reservation. The Michigan State Police assign 2 Resident Troopers to patrol Leelanau County. The National Parks Service patrols the Sleeping Bear Dunes National Lakeshore, which has a Leelanau District and Platte River District (Benzie County). Increases in population, both seasonal and permanent, result in increased pressure for additional law enforcement services.

### **Administrative Facilities**

Administrative facilities throughout the County are comparatively limited. Most of the local municipalities have formal administrative offices but many of these offices have limited business hours. The only other local administrative facilities are the maintenance and/or garage facilities of the County's three village municipalities. The Grand Traverse Band of Ottawa and Chippewa Indians operates a number of offices in Peshawbestown, including public safety, tribal courts, clinical facilities, and community centers. The new administrative facility for Leelanau County was completed in 2008 just east of Lake Leelanau, with offices for the prosecuting attorney, treasurer, clerk, accounting, probate, register of deeds, district court, the Board of Commissioners, planning, equalization, inspections, commission on aging, drain commissioner, Veterans Affairs, and MSU Extension. A new jail facility, including offices for the Sheriff's Office, dispatch, and emergency services, was constructed on the same site in 2004. The Benzie-Leelanau Health Department is located nearby, in the Connie Binsfeld building. The Road Commission's administrative facilities are located in Suttons Bay.

### **Recreation Facilities**

The present total public recreational acreage, not including state and federal facilities, exceeds the normally accepted standard of 10 acres per 1,000 persons. Available recreational activities include birding, biking, boating, fishing, hiking, picnicking, cross-country skiing, snowmobiling,

snowshoeing, swimming, and many others. However, accessibility is a problem in that many facilities are not located near population centers. The majority of facilities, including two County parks, are located on the west side of the County, away from most population centers. No public trail system exists between parks to facilitate non-road park to park access.

### **Library Facilities**

Four of the County's municipalities operate library facilities including the Villages of Empire and Suttons Bay and the Townships of Leelanau and Leland. Library "loan programs" exist in some areas of the county such as Maple City, Cedar and Lake Leelanau. Residents can borrow books from established locations and return them when finished. Though generally accepted "volumes of books per capita" standards are met, access to the library facilities is limited. While access is convenient for those living within the village areas where the facilities are located, access to such services is far more limited to the vast majority of the County area.

### **Solid Waste**

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

The Natural Resources and Environmental Protection Act, 1994 PA 451, as amended NREPA), Part 115, Solid Waste Management, and its Administrative Rules, requires each County to have a Solid Waste Management Plan Update (Plan) approved by the Michigan Department of Environment, Great Lakes & Energy (EGLE). In December of 1999, the Update to the Leelanau County Solid Waste Management Plan was approved by the state. The Plan includes goals and objectives, and selected alternatives.

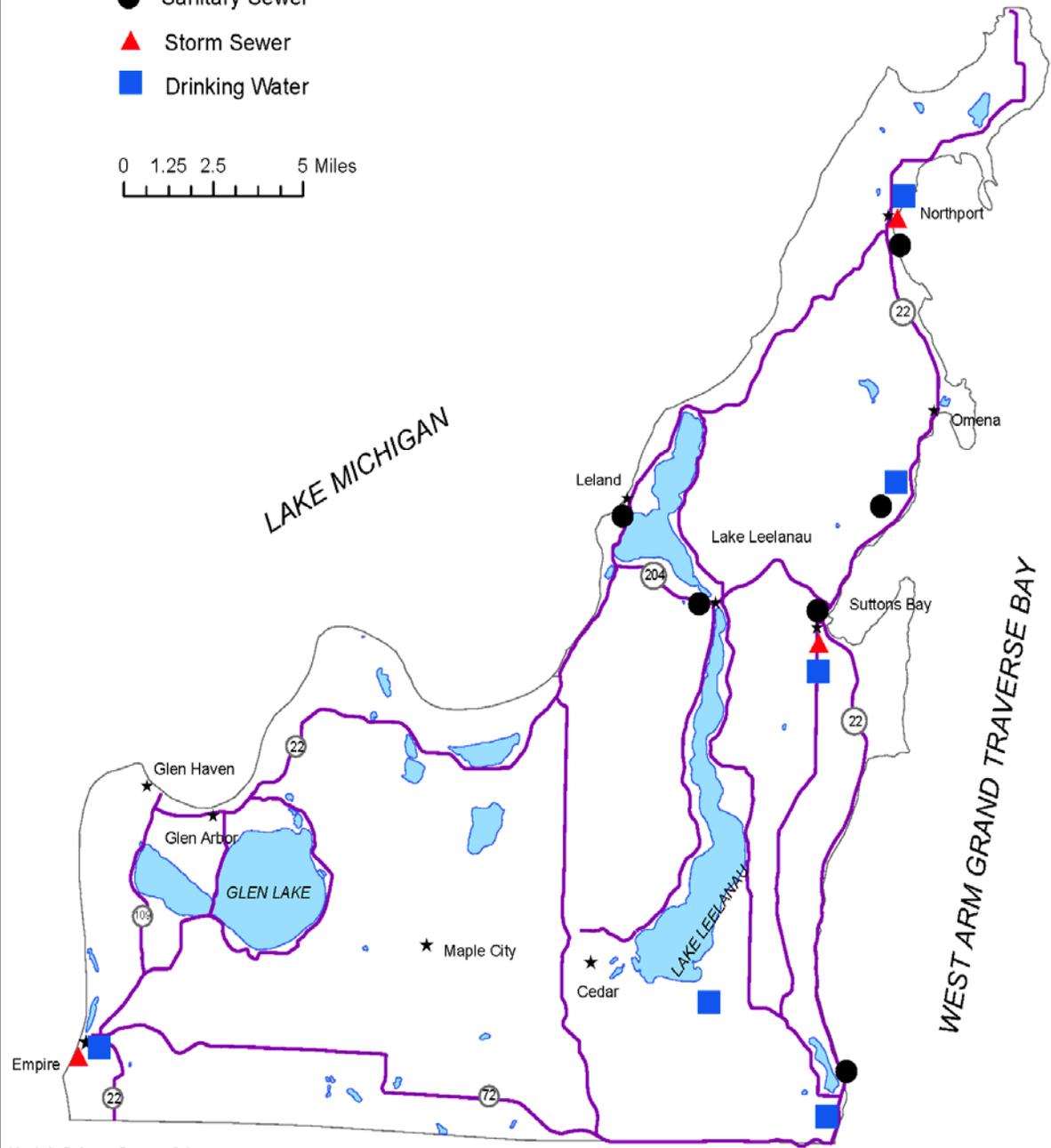
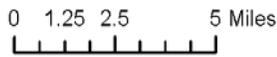
Implementation of the selected alternatives will take advantage of, where possible, opportunities for collaboration and coordination with neighboring communities and counties in the region. This effort will focus on opportunities for disposal capacity, recycling and composting processing capacity, residential and commercial solid waste, and recycling collection programs, household and agricultural hazardous waste programs, enforcement, education and outreach.

The County will need to continue a strong solid waste management program to ensure licensed facilities are available to meet its needs. It will also be important to increase emphasis on "reduce, reuse, recycle" and related education programs. Yard wastes were banned from landfill disposal by state law in 1995. An issue in the County will be the growing need to expand recycling, composting, and household waste, electronics, and scrap tire collection programs as community support grows. According to the 2018 Planning Questionnaire, nearly 70% of residents felt curbside recycling was needed in towns and villages throughout the County. These programs will require additional funding.

# Map 8 - 2 Public Water and Sewer Systems



- Sanitary Sewer
- ▲ Storm Sewer
- Drinking Water



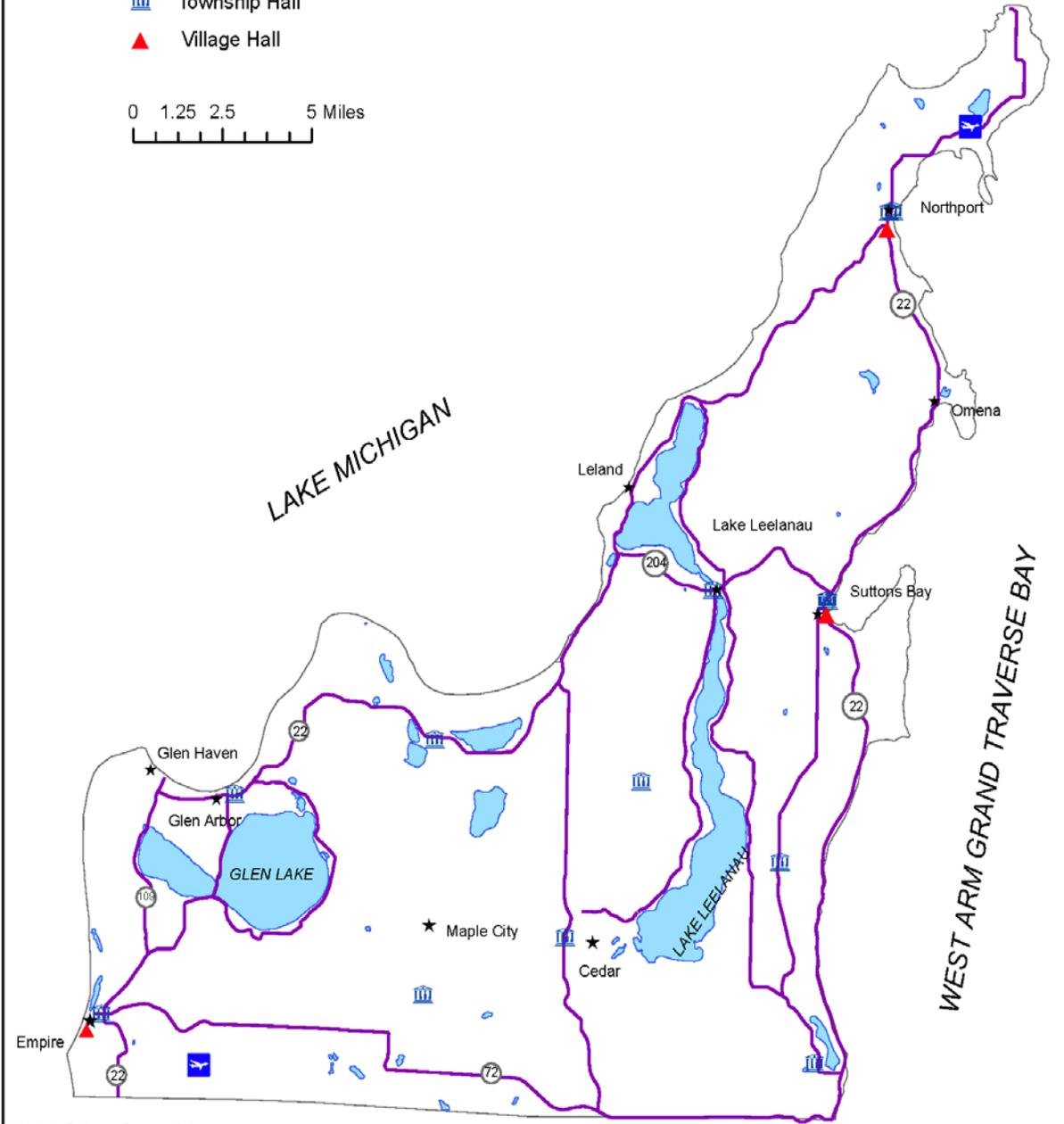
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# Map 8 -3 Municipal Facilities



-  Municipal Airport
-  Township Hall
-  Village Hall

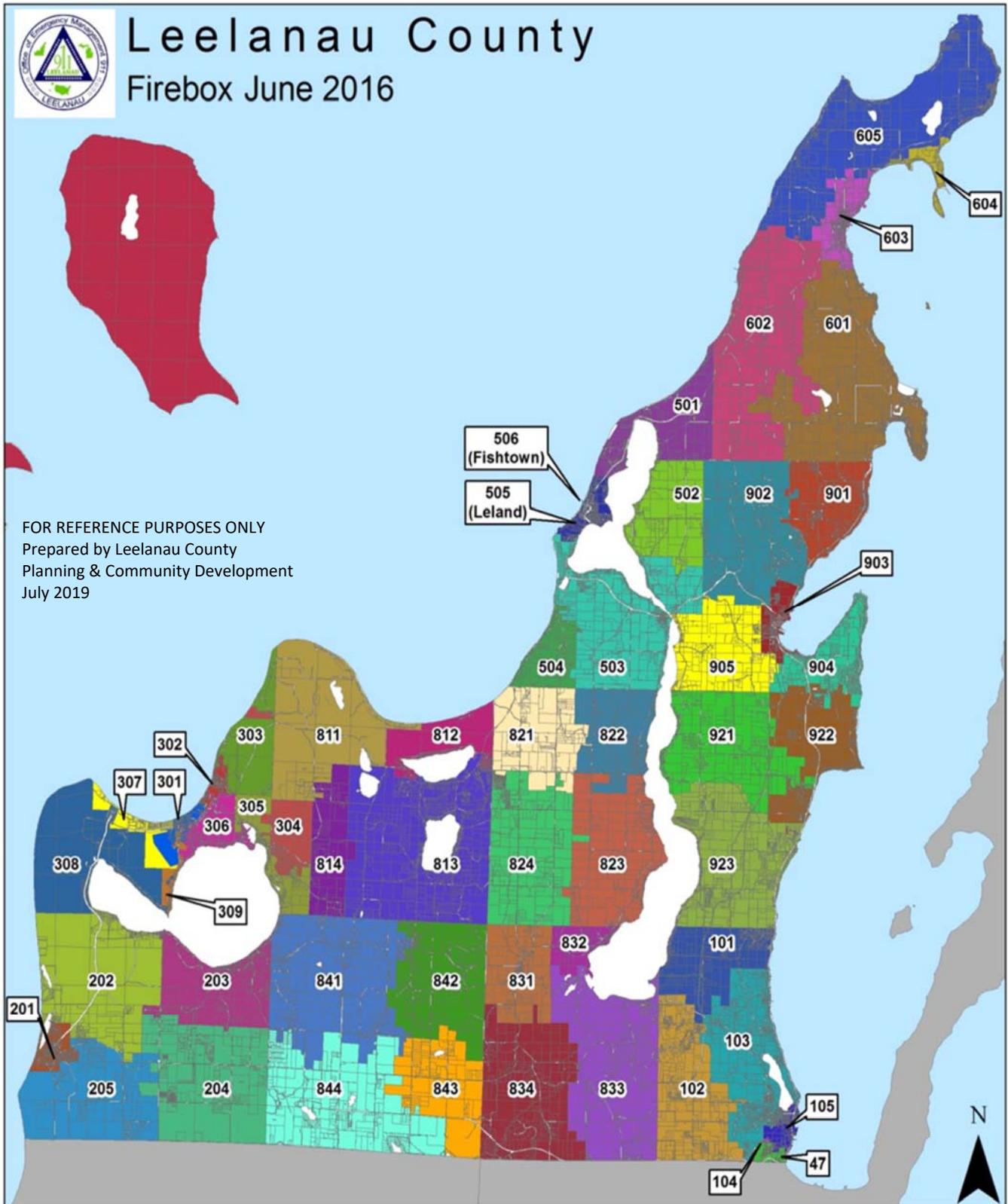
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Map 8-4

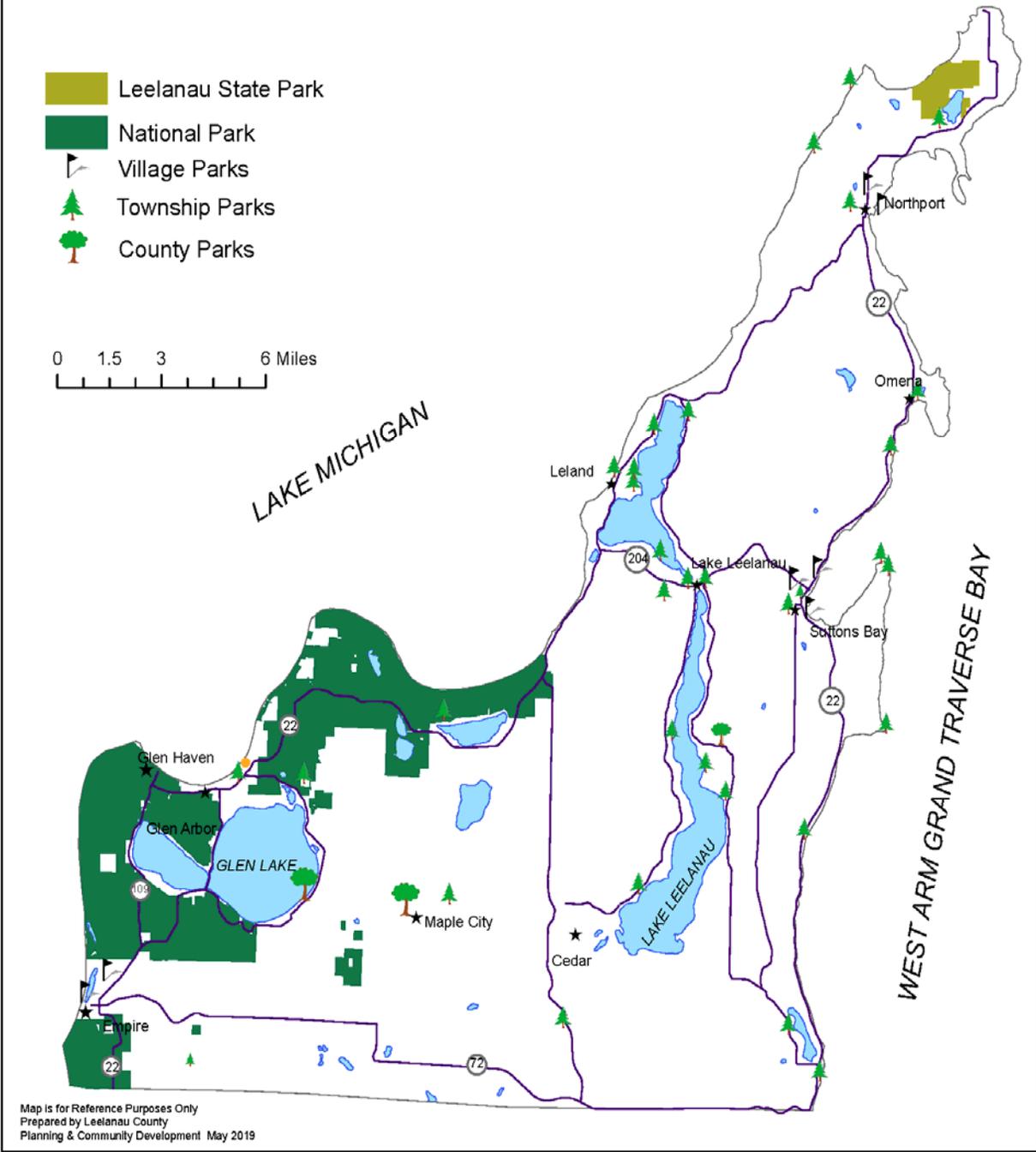
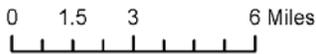
Fire/Emergency Service Areas



# Map 8 - 5 Public Recreational Facilities



- Leelanau State Park
- National Park
- Village Parks
- Township Parks
- County Parks



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 Planning & Community Development May 2019

## **A FRAMEWORK FOR FUTURE POLICY**

Public facilities and physical services will play a major role in shaping the future character of the County and its overall quality of life. The **General Plan** recognizes the intrinsic relationship between the County's future and the programs within which public facilities and physical services are to be provided and/or delivered.

The plan calls for the establishment of a program for the expansion and improvement of public facilities and physical services in a manner which discourages sprawl and promotes compact settlement patterns. This may be accomplished in part through specific public services districts.

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

Closely linked to the interjurisdictional treatment of future County public facilities and physical services is the establishment of uniform minimum service level standards for all future new developments. "Level of service" refers to the level at which a public service is operating, or the "adequacy" of the service. By incorporating minimum level of service standards into local regulations and plans, municipalities will be able to both monitor the quality of services delivered as well as assure new development does not occur unless necessary public services to support the proposed development are in place (or in place when the development becomes operational). Minimum service level standards in a village should address: 1) adequate sewer and water service, including pipe widths, flow rates and capacities, construction, and related considerations; 2) adequate stormwater management controls including retention ponds, sedimentation ponds, erosion control, and related considerations; and 3) availability of emergency services.

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

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

In addition to the need for an interjurisdictional approach to the provision of public facilities and physical services on the County, this plan advocates a far more active role by the general public regarding future decisions on improvements and/or expansions of public facilities and

physical services. In addition to improving public awareness of the issues through education so more informed decisions can be made, specific steps could be taken to actively solicit public input, including more convenient access to local administration offices and municipal staff, and holding public hearings as alternative solutions are devised.

## **PUBLIC FACILITIES AND PHYSICAL SERVICES POLICIES AND ACTION STATEMENTS**

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

**Goal:** Capital Improvements Programming.

### **Objective**

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

#### **Action Statement:**

The County Planning Commission and Planning and Community Development office should prepare and regularly update a comprehensive listing of all proposed, under construction, and completed County and local capital improvement projects including but not limited to information on project type, location, cost, funding source, timing and implementation .

#### **Action Statement:**

The County Board of Commissioners should annually update a comprehensive capital improvements program consistent with the **General Plan**, which is first reviewed and recommended by the County Planning Commission.

#### **Action Statement:**

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

#### **Action Statement:**

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

**Goal:** Protecting groundwater.

**Objective:**

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

**Action Statement:**

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

**Action Statement:**

In addition to keeping current records of septic system and well permits, the health department should update past records to the extent reasonably feasible.

**Action Statement:**

The County should require that septic systems and wells be certified by the health department to be in compliance with present standards, whenever property changes ownership. In time, a system of periodic inspection of all septic systems in the County should be established.

**Action Statement:**

Problem areas, where widespread failure of septic systems is suspected, or where failing systems may endanger a stream or lake, should be identified and mapped. These areas should be a priority for being brought up to code.

**Action Statement:**

All local units of government administering zoning should incorporate into their ordinances measures ensuring the protection of groundwater from hazardous materials. Model groundwater ordinance regulations should be incorporated into the local site plan review process.

**Goal:** Expansion of public sewer and water.

**Objective:**

Local governments expanding current public sewer and water facilities and services will need to coordinate in a planned phased manner with the **General Plan**.

**Action Statement:**

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

**Action Statement:**

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

**Objective:**

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

**Action Statement:**

Local governments without public sewer and/or water should include policies within their comprehensive land use plans regarding the intention, or lack of intention to introduce such services within the planning period of the plan, and under what conditions and where, the introduction of such services is to occur.

**Action Statement:**

Local governments without public sewer and/or water should research alternative systems to providing public sewer and/or water.

**Action Statement:**

Local governments should initiate low technology efforts to prevent water pollution from leaking septic tanks along inland lakes. Such efforts could include, but are not limited to, annual (or more frequent if necessary) septic cleanouts and/or inspections, mandatory inspection at time of sale, the creation of septic maintenance districts and/or prohibiting new development in areas without adequate on site septic facilities. Where low technology solutions fail, consideration should be given to creation of a limited sewer system to eliminate a health threat in a particular area.

**Action Statement:**

County and local governments, lake associations, and other organizations should work toward educating the public on proper ways to maintain septic systems, and prevent contamination of surface and groundwater.

**Goal:** Stormwater management.

**Objective:**

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

**Action Statement:**

The County Drain Commissioner's office should work with local governments and the County on long range comprehensive stormwater management programs for the purpose of educating the public on related issues and facilitating communication and coordination between stormwater management initiatives and projects.

**Action Statement:**

Local governments should adopt subdivision and related development regulations, or coordinate local provisions with any relevant County regulations. These should include provisions that comply with the Michigan Natural Resources Act, Act 451, Part 91, to protect against floods, soil erosion, and sedimentation.

**Goal:** Government Administration Offices.

**Objective:**

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

**Action Statement:**

The County and local governments should evaluate their current and projected space and technological needs, establish a program for renovation, technological additions, and/or relocation of offices.



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