

CHAPTER 9. IMPLEMENTATION STRATEGIES

The following strategies are established to implement the goals and objectives and land use recommendations of this Plan. It is recognized that many strategies will be long-term in nature and that many entities in addition to East Bay Township will need to cooperate in order to fully implement this Plan. In many instances, the Township's role is that of facilitator for some of the strategies listed in this Chapter.

This Chapter presents the action strategies for the Comprehensive Plan. Each strategy is numbered sequentially and in a generalized order of priority. The relevant Goals and Objectives statements are identified by their outline designation from Chapter 7. In many instances, a strategy will relate directly to more than one objective statement. A general description of each strategy is provided along with a suggestion of the roles and responsibilities of one or more agencies in carrying it out.

1. REFINE SEWER AND WATER POLICY TO GUIDE DEVELOPMENT

Description. Policies that direct the location of public water and sanitary sewer services are an important growth control mechanism. The Township policy that requires new development to connect to existing or proposed sewer lines will generate greater development interest in those locations where those services currently are available. It will also improve the likelihood of development in proximity to existing sewer lines. Likewise, the Township should consider a similar policy with respect to domestic water in coordination with the Township's *Water System Study and Report*. That study recommended several staged capital improvements to the two water systems, including the eventual looping and connection of the English Woods and Cherry Ridge systems. By requiring new development located in proximity to existing water lines to connect, the improvements recommended in the Study will be implemented incrementally.

In order for this technique to be effective, the Township must recognize that capacity limitations exist for both public water and sanitary sewer. The capacity issue is relevant in terms of growth management as the anticipated development in the northern one-third

of Township is expected to consume the currently available capacity of public water and sewer within the next few years.

Wastewater. The Township should play an active role in exploring the future capacity needs and options with the GTCBPW. This proactive effort will allow East Bay Township to gauge the level of growth realistically allowable within the existing capacity limitations, and at the same time resolve future needs. At this point in time, the GTBPW indicates that the Treatment Plant is near its capacity limits. Therefore, additional sanitary sewer capacity at the Treatment Plant, above that already contracted, is realistically not obtainable. Further, the GTCBPW is emphasizing the need for a new wastewater treatment facility if the Townships foresee increasing demand for sewers. Such an option would require significant capital investment by the Townships, City and County. Regardless, it is important to understand that not addressing sewer capacity needs soon will jeopardize the Township’s position of effectively managing the timing and impact of future development.

While working with the GTCBPW to address capacity limitations, the Township should in the meantime direct future land use accordingly. To accomplish this, the Township should consider two approaches: first, the Township could “ration” the available R.E.s, possibly permitting a certain number per year; and second, require development to connect to existing sanitary trunk sewer rather than allowing extensions. The first approach will challenge the Township to balance the market’s demand with capacity limits. This second approach prevents the potential for additional growth corridors. For example, if a developer proposes to extend a sanitary sewer line one-half mile to serve a subdivision, the door is opened for growth along that one mile corridor. Additionally, before future development does occur, the Township should have in place a policy that requires community wells and distribution systems and community or individual septic systems for a development to be engineered to current County standards. This policy will allow these developments to be connected to public systems as they become available in the future. Another alternative approach would be to require that sufficient funding be escrowed by the developer to cover the connection to public systems when they are eventually extended.

Finally, to assure that on-site wastewater systems continue to function properly, the Township should require periodic inspections. Some communities require that drainfields and septic tanks be inspected for proper operation at time of sale.

Water. The Township will implement the 5-Year and 10-Year capital improvements recommended in the *Water System Study & Report*. Based on the report, initial service (0 to 5 years) is planned along the Three Mile Road corridor, along Carlisle Road (south of Hammond Road), adjacent to Four Mile Road (between Vanderlip and Hammond Roads), and the Holiday Hills area. Portions of this initial water service area parallel the existing and planned sanitary system facilities, particularly along the Three and Four Mile corridors.

The *Water System Study & Report* also master plans the area bounded (generally) by Townline Road to the west, US-31 to the north, Five Mile Road and the Holiday Hills area to the east, and Smith Road to the south, to be served within twenty years. This water supply master plan provides the Township with a resource to plan the future land uses in sync with the expansion of water supply infrastructure.

Forest Lakes Area. The Township will address the sanitary sewer system alternatives for the nearly 1,400 residential units in the Forest Lakes Area with the lake associations and property owners. Four alternatives for a sanitary sewer facility in the Forest Lakes Area are provided in the *Sewer Facility Alternatives for Forest Lakes Area* report. The natural beauty of the Forest Lakes Area is attracting significant residential growth. Further, the conversion of seasonal homes to permanent year-round dwellings has become popular. These two factors, as well as the fact that the Forest Lakes Area lies within a highly sensitive ecosystem, provide a strong impetus for the Township to consider growth management through utility options.

Another alternative not mentioned in the *Sewer Facility Alternatives for Forest Lakes Area* report, is to consider allowing clustered drainfields in the Forest Lakes Area. Clustered drainfields would allow numerous residences to contribute sanitary waste to a common site. The operation and maintenance of the drainfields could be the responsibility of the GTCBPW. This alternative decreases the potential for multiple individual on-site septic fields to fail. Rather, a properly engineered clustered drainfield is capable of managing multiple contributors.

The Township should address the alternatives with the lake associations and property owners to generate the necessary input from those in the Forest Lakes Area, especially considering the estimated costs of the alternatives. It is possible to isolate the Forest Lakes Area from the growth north of the Consumers Energy easement. However, it is important to realize that one of the alternatives is to connect to the

existing sanitary sewer lines. In view of the Township’s goals to limit sprawling development, this alternative should be avoided as it would foster further development along that sewer line, extending the urbanized portion of the Township.

In terms of water supply, the Township should consider a public water system for the Forest Lakes Area including an elevated storage tank. This may be necessary given the potential higher density buildout and the potential environmental impact of oil and gas exploration and production. Additionally, such a public water system would increase the fire protection capabilities of the Township for the Forest Lakes Area. Again, if such a system is created in the Forest Lakes Area, the potential to connect the system with the public water system to the north exists, thus creating one large system. This connection should be avoided since it would work against the Township’s objectives to contain development within the growth limits..

Responsibilities. Lead responsibility for this policy may be placed with the Township staff. The Township will need to continue and expand its efforts in conjunction with the County Board of Public Works as the entire community works to expand wastewater treatment capacity. The County Health Department may be asked to assist in the inspection of on-site disposal systems.

Related Goals and Objectives. This strategy supports the following goals and objectives: B3 & 4; C4; E1 - 4.

2. PREPARE A SUB-AREA PLAN FOR THE THREE MILE & HAMMOND VILLAGE AREA

Description. A “village center” has been proposed at Three Mile and Hammond to include some commercial development, the Library and Township offices and more concentrated housing. Some of these uses are in place and others are planned. The intent is to establish a walkable and human scale development with its own identity and good non-motorized connections to the remainder of the community. This strategy would call for a detailed land use plan to be developed cooperatively by the Planning Commission, others from the community, and property owners within an area bounded by Three and Four Mile Roads and including an area about ¼ mile north and south of Hammond Road. Such a plan would include general agreement on land use types and intensity, some architectural guidance

(i.e., façade treatment, signage, lighting and landscaping), circulation patterns and well-defined and controlled vehicular access points.

Responsibilities. The Planning Commission will take the lead in implementing this effort. The Road Commission and all property owners should participate. To maintain the momentum of the effort, outside consulting support should be considered.

Related Goals and Objectives. This strategy supports the following goals and objectives: B4; D1 - 3 & 7; I3.

3. PREPARE CORRIDOR PLANS FOR HAMMOND, THREE MILE AND SUPPLY ROADS

Description. This strategy recognizes that the Township will experience increased traffic along Hammond and Three Mile Roads as a result of a connection between Hartman and Hammond Roads and/or improved access along Bietner and Keystone Roads. In addition, with the likely construction of the US-131 interchange at Supply Road in Kalkaska County, eventually increased traffic will develop along Supply Road, as well.

This increased traffic will foster growth and development pressures along all three roadways. Land use policies may govern and direct the types of uses to be encouraged, but the form of some uses should also be directed through corridor plans. These would take the form of a set of development standards that may be instituted through overlay zone, consistent PUD standards, or similar mechanisms. The purpose will be to establish harmonious and complementary standards for building elevations, landscaping, lighting, access management, building massing, viewshed protection and related elements of design. The first step will be to develop general corridor plans and then identify appropriate mechanisms to implement them.

Responsibilities. The Planning Commission will take the lead in implementing this effort. The Road Commission, TC-TALUS, Garfield and Whitewater Township and affected property owners should participate. To maintain the momentum of the effort, outside consulting support should be considered.

Related Goals and Objectives. This strategy supports the following goals and objectives: C2; D1-4 & 7; F1.

4. EVALUATE AND REVISE THE ZONING ORDINANCE

Description. The Zoning Ordinance is the primary implementation mechanism for this Plan. In many of the strategies, reference is made to evaluations and updates of the Ordinance to conform with this Plan. This strategy contemplates a complete evaluation of the entire Ordinance including all of the other, more specific, recommendations included in this Comprehensive Plan. This will include a revision of the Zoning Map to support the future land use map, a revision of some zoning classifications to better conform to the future land use designations in this Comprehensive Plan. In addition, the Ordinance should be evaluated for flexibility to address innovative development techniques and for its ability to control inefficient development patterns. In this connection, the Zoning Ordinance should be amended to permit open space/cluster development in all districts such that flexible, open space development becomes the norm in the Township as opposed to the traditional subdivision of land.

Responsibilities. This strategy may be implemented by the Planning staff and the Planning Commission. This is an extensive task and it is likely that outside support will be needed. Any resulting amendments to the Ordinance will require the review of the Township’s legal staff and ultimately the adoption of the Township Board.

Related Goals and Objectives. This strategy supports the following goals and objectives: B2; C2; D3, 4 & 7; G6; H4.

5. NATURAL AREA PRESERVATION TECHNIQUES

Description. The Comprehensive Plan identifies about 9,300 acres as important natural areas worthy of preservation. Each has its own characteristics and preservation techniques must be tailored to each area.

- a. VASA Trail and State Forest Lands. The objective of this area is to create a large natural preserve, or “central park” that may serve the entire northwestern Michigan region. Ultimately, the area included in this central park may be expanded into

portions of Acme, Whitewater and Union townships. The area includes significant tracts of State Forest lands which are likely to remain in the public ownership indefinitely. Clearly, this is the most effective technique for preservation. However, certain key parcels in this area are privately held and potentially could be developed. Therefore, the purpose of this strategy would be to build a fund to first secure rights of first refusal or options to acquire key parcels and then to ultimately execute those rights when and if the owners choose to sell.

The Grand Traverse Regional Land Conservancy may play an important role in the implementation of this strategy, in terms of technical expertise, fund raising and, potentially, in actual execution of the strategy.

- b. The Boardman River valley also includes significant State-owned lands as well as important parcels in public or quasi-public ownership. In addition to efforts to increase public ownership of land in this sector, protection of the Boardman River itself is a critical element of this strategy. Therefore the essential element of this strategy is the implementation of the recommendations within the Boardman River Natural River Plan. These will include controls on land uses, building setbacks, on-site wastewater disposal and stream buffer and filter strips.
- c. The Mitchell Creek watershed includes many wetlands areas in the lower portion of the watershed in Sections 17, 18, 19 and 20 (T27N/R10W). This area also includes upland areas suitable for development. The Mitchell Creek Watershed Protection strategy outlines relatively broad areas to be protected and preserved and this Comprehensive Plan has incorporated much of those areas. However, while the intention is to preserve and protect quality wetland areas in addition to wildlife and floodplain areas, it is not the intent to limit development opportunities where appropriate within the urban growth boundary. Since the lower portion of the Mitchell Creek Watershed is within the urban growth boundary, the following strategies are planned to achieve this careful balance.
 1. Wildlife corridors and stream buffering will be achieved through the establishment of 100 foot setback standards from either side of the stream channel for Mitchell

Creek and its tributaries and for Baker Creek. This will result in a 200 foot buffer for wildlife activity and for filtration of natural runoff. In those areas where such a buffer intersects a larger wetland area, the buffer would expand to incorporate both features. These buffer strips would consist of a three-tier approach. The streamside zone of about 25 feet in width with land uses limited to footpaths and well-designed watercourse crossings. The middle zone would consist of about 50 feet and would include natural vegetation and very low impact recreational use. The outer zone would be about 25 feet in width and may include landscaped or lawn areas associated with development.

2. As indicated in Strategy 5, it will be necessary to conduct a careful field evaluation to determine all of the regulated wetlands that exist in the Mitchell Creek watershed. This may be done using GPS technology for incorporation into the Township’s mapping system.
3. It is recognized that even with a field determination, it is possible that adjustments may need to be made to accommodate a more detailed information or in recognition of mitigation approaches. In those instances where property owners have undertaken certified wetlands, 100-year flood plain and hydric soil determinations, some discrepancies may be found between those analyses and the Township’s records. Possible adjustments in this area may be considered if the effects of a change will not impair the natural feature preservation goals of this Plan, either at the site in question or in the vicinity.

Responsibilities. This strategy must be led by the Township Planning Commission with Planning staff utilizing outside consultants as needed to complete field work and to develop specific Zoning Ordinance language to implement the plan.

Related Goals and Objectives. This strategy supports the following goals and objectives: A2; G2, 3, 4 & 6.

6. INVENTORY KEY NATURAL AND CULTURAL FEATURES

Description. A key aspect of the Township’s Comprehensive Plan is the preservation of the natural beauty and important features of the community. Some of these features are addressed by state legislation and/or by local ordinance. Others, however, are identified in this Plan within the Natural Area Preservation land use classification, but only in general terms. The purpose of this strategy is to prepare an inventory of important natural features and to identify the likely trends or conditions that may threaten them. Using automated or manual mapping, the Township may develop a set of mapped exhibits that would serve as a guide to future land use decisions. In some areas, it may be appropriate to develop overlay zoning or other preservation mechanisms. These inventories must eventually be field-verified, and with modern global positioning systems (GPS) this process can be accomplished fairly efficiently. In addition, as private property owners submit site plans for consideration, independent and professionally-prepared natural features determinations may be collected for incorporation into this inventory.

Standards for the preservation of such features will need to be developed which are, at once, effective and yet which permit some reasonable use of private lands. These may include the steps outlined in Strategy 4 above as well as possible modifications to standard dimension requirements. These would be structured to permit proposed buildings to be shifted on a site to preserve features. In addition, as recommended in the County Master Plan, it is clear that in some instances, the best mechanism for preservation is acquisition. The Township should work with the County and the Grand Traverse Regional Land Conservancy to build a larger trust for this purpose.

Responsibilities. The Planning staff should take the lead in preparing the inventory. The County Planning Department has developed a detailed inventory of sensitive environmental areas as a follow-up to the completion of the Focus 2020 County Master Plan. Those records should provide a helpful basis from which to build a Township inventory. Outside support may be needed in structuring a consistent approach to completing the inventory and to complete wetlands designation work.

Related Goals and Objectives. This strategy supports the following goals and objectives: A1; G1.

7. IMPROVE PUBLIC UNDERSTANDING OF GROWTH MANAGEMENT BENEFITS

Description. Prepare a program of public service announcements, speaker’s bureau and school curriculum on the importance of the careful management of the Township’s open lands, natural areas and farmlands. The theme may be directed at explaining that it is possible and desirable to have both development and rural character, but effective management is needed. The speaker’s bureau would periodically target service clubs, neighborhood and community organizations, and other interest groups.

Responsibilities. The New Designs for Growth organization has undertaken this role to date with significant success. However, the support and involvement of the public and parochial schools, along with the Township Planning Department, may provide the further in-kind support in bringing data and resources together and in continually reinforcing the theme with the general population and with school-age children.

Related Goals and Objectives. This strategy supports the following goals and objectives: A3; B2; D1 & 6; F3; G5; H3; J1 – 3.

8. DEVELOP NON-MOTORIZED CONNECTIONS

Description. A Trails Plan is needed to connect the Village Center with the TART system and to connect future residential areas with the Village and with one another. The designation of trails, extended shoulder walking and bike paths, sidewalks and related facilities will require the cooperative efforts of the Township, the Road Commission and private property owners. Therefore, the nature of this strategy is to develop a plan for specific connections within the existing and planned activity areas and natural features of the Township.

Responsibilities. Within East Bay Township, responsibility for implementation will rest with the Township Board. However, it will be important to coordinate with the Road Commission and private property owners to broaden the impact of the strategy.

Related Goals and Objectives. This strategy supports the following goals and objectives: D7; G4 & 6; I3.

9. BROADEN COOPERATIVE ECONOMIC DEVELOPMENT ACTIVITIES

Description. Working in cooperation with neighboring communities, the Township should develop a menu of incentives to economic development. The items on this menu may range from financial support for certain types of highly desirable development to expedited processing of permit applications. Within the spectrum of possible incentives would be such things as the use of Tax Increment Financing (TIF) through a Local Development Finance Authority to provide infrastructure. Such incentives should be used in accord with both this Plan and the Focus 2020 County Master Plan. The purpose would be to advance the economic development of the entire region and not foster competition at the local level for marginal economic benefit. A critical element of such a strategy will be some level of local tax sharing to enable all communities to benefit directly as well as indirectly.

Responsibilities. Under the leadership of the Township Board, this strategy must be accomplished by a regional entity such as the Traverse Bay EDC. It is critically important that the implications of the potential incentive mechanisms be thoroughly discussed and understood and that each participant accept each incentive in terms of its local and regional benefit.

Related Goals and Objectives. This strategy supports the following goals and objectives: A3; C2 & 3; D4 & 6; F1 – 3; J1.

10. PRESERVE IMPORTANT VIEWSHEDS.

Description. A central element of the Township’s quality of life are the spectacular views from the rolling hillsides, especially north of the ridgeline. These viewsheds were identified in the Mitchell Creek Watershed Protection Plan and the purpose of this strategy is to preserve these viewsheds by managing the scale and placement of buildings that adjoin these areas. This strategy will result in an amendment to the Zoning Ordinance that defines viewsheds consistent with the Mitchell Creek Study and in terms of the features visible in the view. The ordinance will require efforts to preserve the viewshed and permit the Planning Commission to exercise flexibility in applying such district regulations as setback and building height, to achieve the viewshed preservation objective.

Responsibilities. The Planning staff will develop a draft amendment to the Zoning Ordinance for the consideration of the Planning Commission and the Township board.

Related Goals and Objectives. This strategy supports the following goals and objectives: A1 -3; D4.

11. DEVELOP A TRANSPORTATION THOROUGHFARE PLAN

Description. The generalized transportation pattern in the Township has been established. However, as time passes, some roadways originally designed for a particular use may evolve into another. To address this issue, the Township should develop a transportation thoroughfare plan that is consistent with this Comprehensive Plan and reinforces its goals and objectives. The Thoroughfare Plan should include a road hierarchy, recommended right-of-way widths, development setbacks, access control in areas of high intensity development, the non-motorized transportation system (see strategy 7) and a multi-year capital improvements plan for improving roads.

Responsibilities. This strategy must be implemented cooperatively by the Township and the County Road Commission. It will be necessary to strengthen mutual understanding between the two and to develop a plan that addresses the objectives of both. A sub-committee of the Planning Commission, working with the Planning Staff and the Road Commission should develop the Thoroughfare Plan.

Related Goals and Objectives. This strategy supports the following goals and objectives: D7; F1; I1 - 3.

12. ESTABLISH A GREATER GRAND TRAVERSE PLANNING COUNCIL

Description. This strategy recognizes that East Bay Township exists as a part of the Greater Traverse City area and, as such, it is impacted by land use decisions made in adjoining communities. The purpose of a Greater Grand Traverse Planning Council would be to establish a forum for continuing dialogue on projects that have a greater than local impact on the area. This will include discussion of proposed private development projects with regional impact, potential re-zonings and Master Plan revisions. While some public sector projects may be

appropriate to this forum, as well, the primary intent would be to focus on land use issues. The membership of the Planning Council may be focused on those communities with similar interests, such as the urbanized or urbanizing portions of the region.

As an alternative to the formation of a new entity, consideration may be given to adjusting the scope of responsibility of such similar existing entities as TC-TALUS or the Planning Advisory Committee formed for the Focus 2020 effort.

Responsibilities. The Planning Commission should take the lead in implementation of this strategy in conjunction with their counterparts in the region. Liaison with the County Planning Commission should be maintained throughout the process of implementation. In addition, the input of New Designs for Growth will be important in the implementation of this strategy.

Related Goals and Objectives. This strategy supports the following goals and objectives: C3; D6; F1 - 3; J1.

13. SURVEY OF FARMLAND OWNERS REGARDING FARMLAND PRESERVATION

Description. A comprehensive and objective survey of the owners of farmlands should be completed within the Township. The objective will be to determine the interest of farmers in preserving their lands for agriculture versus permitting limited development or total development. The survey should be comprehensive in scope and objective in format to assure that it truly reflects the opinions of the current land owners. It should also include enough background information so that respondents will understand that preservation of farmlands need not mean a total ban on development and, by implication, the inability to realize any return from their lands.

Responsibilities. The Planning staff and Commission should take the lead in conducting the survey. Since the number of farmland owners is small, this survey may be undertaken by the Planning Department. Outside support may be needed in structuring the survey format, designing the survey instrument and tabulating the results.

Related Goals and Objectives. This strategy supports the following goals and objectives: H1 - 4.

14. PROMOTE THE PURCHASE OF DEVELOPMENT RIGHTS (PDR).

Description. Under Acts 569, 570, and 571, the State of Michigan has now established a Purchase of Development Rights (PDR) program which enables farmers to realize the value of their lands for development purposes without taking that land out of production. However, implementation of the program will require ongoing financial support from the State. In addition, it is possible for the local units of government to expand the program by supplementing the appropriation for local PDR applications. A program for screening applications for the PDR program must be developed and keyed to the identification of farmlands for preservation. Development rights should be valued based on the current development potential of the lands.

Responsibilities. The Planning Commission may implement this strategy. Since funding is likely to be limited, a predictable and systematic approach for processing PDR applications should be developed. This may be done in-house or through the services of private consultants.

Related Goals and Objectives. This strategy supports the following goals and objectives: H1 – 4.

15. PROMOTE TRANSFER OF DEVELOPMENT RIGHTS

Description. Currently the transfer of development rights is not permitted in Michigan. However, a proposed bill is pending before the State Legislature and East Bay Township may be a good candidate for TDR in the short term, given the strong housing market and some acceptance of higher densities. Therefore, the purpose of this strategy is to work with the State Legislature to develop enabling legislation that will permit TDR in those cases where it will work in East Bay. The implementation of a TDR program will require careful oversight by the Planning Commission. The essential work called for by this strategy will involve an eventual revision of the Zoning Ordinance to designate TDR “sending” and “receiving” zones.

Responsibilities. This activity should be the responsibility of the Planning Commission. Other units of local government will need to be involved in the development of such a statute and the Michigan

Association of Counties, the Michigan Townships Association, the Michigan Farm Bureau and the Michigan Municipal League will be able to provide valuable guidance and support for the Township.

Related Goals and Objectives. This strategy supports the following goals and objectives: H1 - 4.

SECTION I. INTRODUCTION

SECTION II. COMMUNITY PROFILE

SECTION III. COMPREHENSIVE PLAN

BIBLIOGRAPHY

BIBLIOGRAPHY

The following sources were consulted in the preparation of this Master Plan. Where conclusions or specific data was drawn from a source, it is noted in parentheses or in footnotes within the text. In all instances, the reader is encouraged to consult the sources noted below.

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