

# MANISTEE CITY PLANNING COMMISSION

70 Maple Street  
P.O. Box 358  
Manistee, Michigan 49660

MEETING OF DECEMBER 2, 1999

There will be a meeting of the Manistee City Planning Commission to be held on Thursday, December 2, 1999 at 7:00 P.M. in the Council Chambers, City Hall, 70 Maple Street, Manistee, Michigan.

## AGENDA

- I. Roll Call
- II. Matters Pertaining to the General Citizenry:
  - A. Public Hearing:
    - 1.
    - 2.
  - B. Site Plan Reviews:
    - 1. Ringel/Schoonover - Lot Split
    - 2.
  - C. Questions, Concerns and Consideration of Matters Pertaining to Citizens in Attendance:
    - 1.
    - 2.
- III. Business Session:
  - A. Approval of Minutes from Last Meeting (11/4/99)
  - B. New Business:
    - 1. Election of Officers
    - 2.
  - C. Unfinished Business:
    - 1.
    - 2.
  - D. Other Communications:
    - 1.
    - 2.
    - 3.
- IV. Work/Study Session:
  - 1. Section 2F, 2G, 2H & 2I - Master Plan
  - 2.
- V. Adjournment

cc: Planning Commission Members  
City Council  
R. Ben Bifoss, City Manager  
Jon Rose, Community Development  
County Planning Department  
Jack Dinsen, Manistee Township Zoning Board  
Don Alfred, Filer Charter Township Planning Commission  
Manistee News Advocate  
WMTE Radio  
WXYQ Radio  
Jeff Mikula, Abonmarche  
Julie Beardslee, Assessor  
Mark Niesen, Building Inspector

# MEMORANDUM

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TO: Planning Commission Members

FROM: Jon R. Rose   
Community Development

DATE: November 24, 1999

RE: Planning Commission Meeting December 2, 1999

This will be the last Planning Commission Meeting for 1999.

We have received a request for a Lot Split and Combination from Ringel Real Estate on behalf of Mr. & Mrs Schoonover. Mr. & Mrs. Schoonover own parcel # 51-51-363-701-15 in the Lakeview Subdivision. They have sold Lot 7 to Mr. & Mrs. Joseph O'Niell. Staff review of the request shows that all of the requirements of the Zoning Ordinance have been met. A copy of the request is enclosed.

Under New Business we will have the Election of Officers. For the new members information this is an annual event. I will preside over the meeting during the election of officers.

Enclosed is the last half of Section 2 of the Master Plan. We will discuss this section of the Master Plan under the Work/Study Session portion of the meeting.

We will see you at the Meeting!!

JRR:djm



318 Parkdale Avenue • P.O. Box 212  
Manistee, Michigan 49660  
Phone: (231) 723-6596 • (888) 335-7464 • Fax (231) 723-6235

November 18, 1999

Jon Rose  
City Hall  
Maple Street  
Manistee, MI 49660

Re: Request for parcel division

Dear Jon:

Enclosed find a request for parcel division regarding property owned by Mr. and Mrs. Schoonover. The said parcels being lots 7 and 8 of Lakeview Village Subdivision according to the plat thereof as recorded in Liber 5 of plats, page 23.

As you are aware, we sold lot 7 on August 13, to Mr. and Mrs. Joseph O'Neill of Wyoming, Michigan as evidenced by the attached copy of your letter to Mr. and Mrs. Schoonover of October 28, 1999.

Jon, we were not aware that a split was necessary on a previously approved subdivided parcel of property. Had we been aware of this, we certainly would have complied with the City's requirement to jump through additional hoops.

Your letter of October 28, 1999 indicated that to get this placed on the December 2 Planning Commission agenda it must be submitted by November 22 of this year. We are trying to comply with the submission of this application by the indicated date.

I believe the attached is self-explanatory. However, should you require additional information, please do not hesitate to call.

Sincerely,

Ronald W. Ringel, Broker

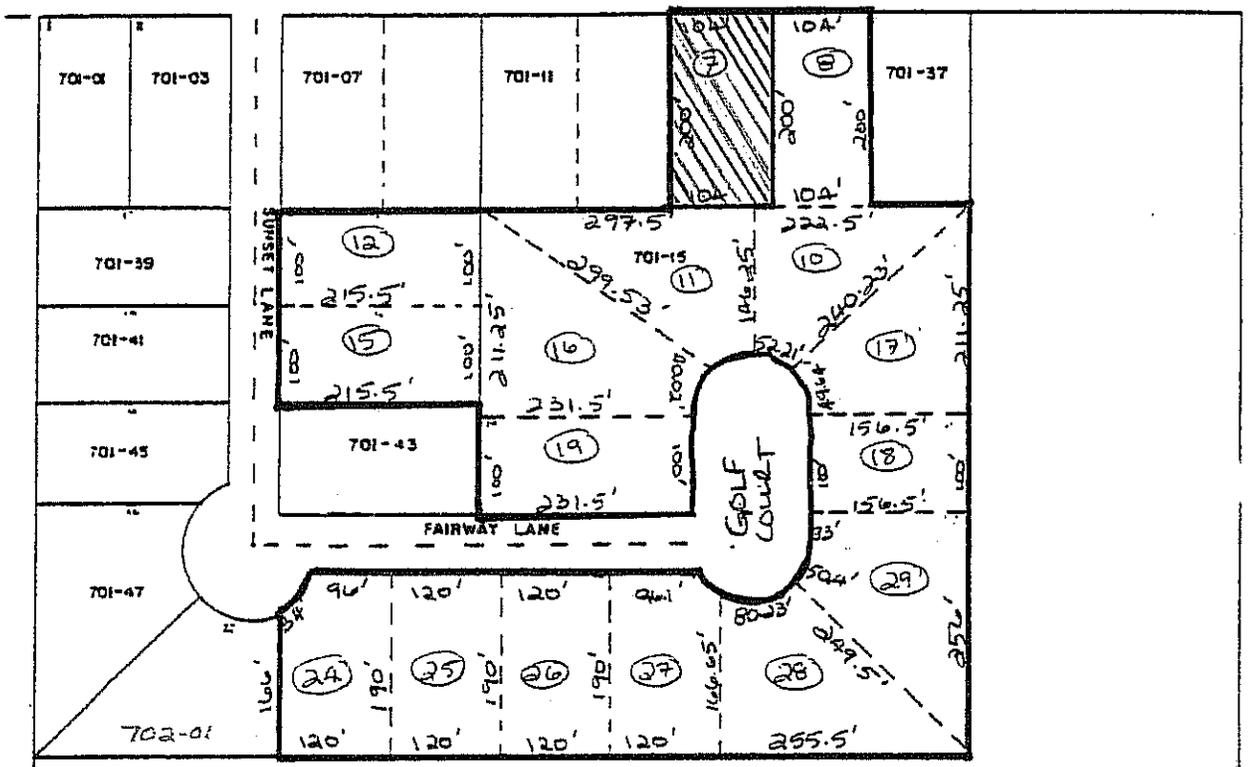
RR/cw  
Enclosures

c: Mr. and Mrs. Schoonover  
Mr. and Mrs. O'Neill

51-51-363-701-15



12TH STREET



**Request to split Lot #7 Lakeview Subdivision  
from Parcel Code #51-51-363-701-15**

225-01

CITY OF MANISTEE

12 OCT 1999

PARCEL NUMBER : 51 51 363 701 15  
 COUNTY : Manistee 401  
 SCHOOL DISTRICT: MANISTEE AREA PUBLIC SCHO 30  
 PROPERTY LOCATION: NEIGHBORHOOD: SWTMM1  
 SCHOONOVER HOMER R & MARY ANN ZONED: RD1  
 13284 GRAF ROAD DBA:  
 BRETHREN MI 49619-0015  
 MAILING ADDRESS(S):  
 SCHOONOVER HOMER R & MARY ANN  
 13284 GRAF ROAD  
 BRETHREN MI 49619-0015

SALES INFORMATION					
GRANTEE	DATE	INSTR	LIBR	PAGE	SALE PRICE
	10/01/90	1	537	1004	60,000

DESCRIPTION	DATE	AMOUNT

YEAR	TRUE CASH VALUE			HMST	ASSESSMENT	EQUALIZED	TAXABLE
	LAND	BUILDINGS	CODE				
1999	127,960	0	C	0	64,000	64,000	60,780
1998	127,960	0	C	0	64,000	64,000	59,823
1997	127,960	0	C	0	64,000	64,000	58,251
1996	127,960	0	C	0	64,000	64,000	56,665

Improved, Platted, Residential  
 Level  
 Paved Road

LAND COMPUTATIONS				
SIZE	FACTOR	DESCRIPTION	RATE	VALUE
1974.5	1.00	1974.5*200	80.00	157,960

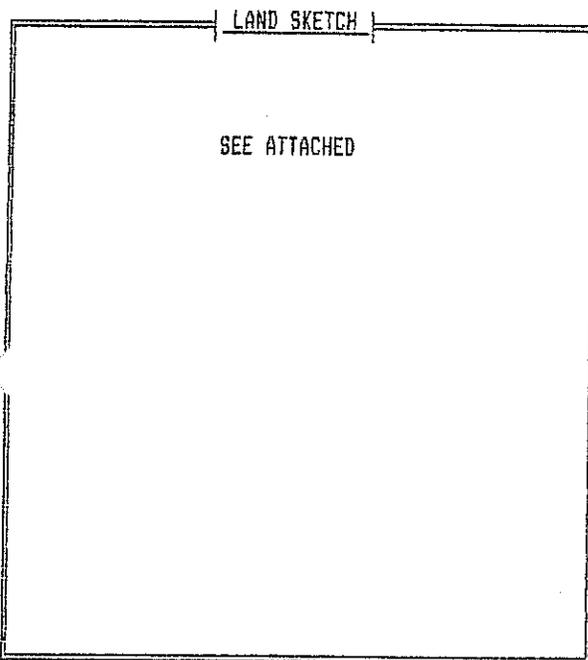
LAND IMPROVEMENTS Sf/Lf/Ea Rate DepCost

ADJUSTMENTS or Enhancing/Detracting Influences  
 FOR LOTS W/O H2O AND SEWER AVAIL. 1250.5FF  
 \*\$80.00FF X 30% =

-30000

DESCRIPTION:  
 LAKEVIEW VILLAGE SUBDIVISION LOTS 7 & 8, 10 THRU  
 12, 15 THRU 19, 24 THRU 29 [[SALE(80) 200 4392  
 0252, 6393 0396, 4393 0749 (82) 4418 0725 (84) 4446  
 0189, 4449 0278, 0672,2453 0746, 758, 970 (90) 750  
 1533 0297, 600 1537 1004 (94) 600 1594 0259

2000 FINAL VALUES:		
PROPERTY BASE VALUE :	157,960	TOTAL TRUE CASH VALUE: 127,960
NEIGHBORHOOD FACTOR:	1.00	CALCULATED ASSESSMENT: 64,000
TRUE CASH VALUE :	157,960	ASSESSMENT OVERRIDE:
LAND IMPROVEMENT BASE:	-30,000	CLASS FACTOR APPLIED: 1.00000
COST NEW MULTIPLIER:	NA	BDR ASSESSMENT:
DEPRECIATION :	NA	STC/MTT ASSESSMENT:
NEIGHBORHOOD ECF :	NA	FINAL ASSESSMENT: 64,000
NBHD LAND FACTOR :	NA	EQUALIZATION FACTOR: 1.00000
TRUE CASH VALUE :	-30,000	STATE EQUALIZED VALUE: 64,000
BLDGS TOTAL TRUE CASH:	0	CAPPED VALUE: 61,752
TRANSFER:		
HOEMSTEAD PERCENT:	0%	TOTAL TAXABLE VALUE: 61,752



EXAMINED BY: JB  
 EXAMINE DATE: 02-12-96  
 INTERVIEWED:  
 PROPERTY CLASS: Residential



LAND USE SUITABILITY

Suitability Analysis:

Land use suitability maps show patterns of requirements, preferences or predictors of various land use activities, (Hopkins, 1977). In the Manistee Development Plan, land use suitability was used to determine general patterns of suitability for the following land use types: residential (low, medium and high density), special planned residential, neighborhood commercial, general commercial, light industrial and heavy industrial. These land use types, as well as the results of the suitability analysis will be discussed later in this section.

Mathematical Combination:

Suitability was determined in the Manistee Development Plan through the mathematical combination of various suitability factors. For each of the land use types described above, a set of locational criteria were developed and reduced to mathematical form.

For example, the proximity to sewer utilities is an important factor in determining where residential uses would best be located. First, the city was examined for its sewer availability and mapped to show areas as one of four categories of sewer availability: less than 200 feet, greater than 200 feet but less than 800 feet, greater than 800 feet but less than 1/4 mile, and greater than 1/4 mile. To allow the sewer utilities factor to be used in a mathematical expression, it is necessary to assign numeric values to each of the four categories on the basis of their desirability for residential land. Since the final suitability analysis will express greater suitability with lower numbers, the sewer utilities factor also uses lower values to express greater desirability. As shown below, each of the four sewer factor categories received simple numeric values on the basis of their respective value to residential suitability.

Relative Value for Residential Land Use	Numeric Value	Locational Criteria
greatest	0	Less than 200 feet from sewer.
	1	200 to 800 feet from sewer.
	2	800 to 1320 feet from sewer.
least	3	Greater than 1320 feet from sewer.

### Linear Combination:

Since the Manistee Development Plan analysis required the combination of many factors, all having different influences over the final suitability of a given area, it would be erroneous to simply rate each factor with the same range of mathematical values and assume uniform importance. To provide a more accurate measure of the variation between factors, and to allow for their logical combination, each factor was given a relative importance weighting. This secondary value, or multiplier, was used to expand the range of values for each set of simple numeric mathematical values described in the example above.

Again, a sewer utilities factor for determining residential land use suitability will be used as an example, only the analysis will be narrowed to high density residential land usage. By comparing the sewer utilities factor to all other factors, an importance value of 2 was assigned to signify it is about twice as important as a factor receiving a multiplier of 1. All secondary values were derived by multiplying each numeric category by its assigned weighted value. The results for sewer availability in locating high density residential suitability are shown below:

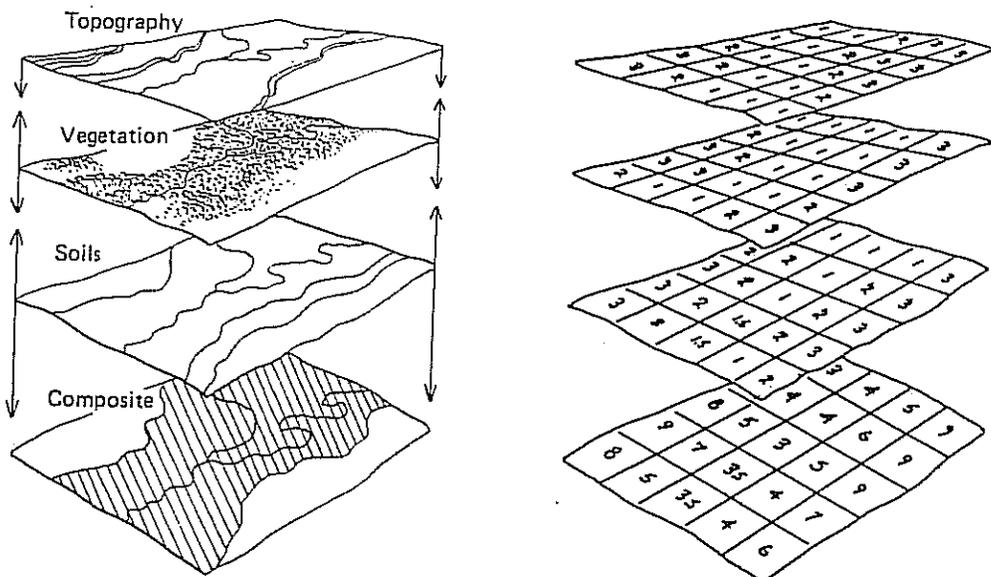
Original Numeric Value		Relative Importance	=	Secondary Value	Locational Criteria
0	x	2	=	0	Less than 200 feet from sewer.
1	x	2	=	2	200 to 800 feet from sewer.
2	x	2	=	4	800 to 1320 feet from sewer.
3	x	2	=	6	More than 1320 ft from sewer.

### Computer-aided analysis:

The linear combination method of determining land use suitability described above can best be accomplished by a factor map overlay. In this method the weighted value of each factor is mapped and added to all the other factors. After all maps have been added together, a composite map is then drawn to show an overall suitability rating.

Using a manual method of map overlays is tedious and often creates artificial limits to the total amount of data used in the analysis. A computerized methodology was devised by the Manistee Development Planning team to help organize and process the large amounts of factor data collected in earlier phases of the planning process. The program required that maps be coded into a large grid system superimposed over the city. The grid system consisted of just over 10,500 cells, each of which were 82.5 feet by 82.5 feet, (0.156 acres). A map of each factor was created and cells coded by secondary values, (as described in the Linear Combination section above). As shown in the map overlay process

figure below, once each of the maps coded in this manner have been added together, a total rating of suitability is established for each cell. The matrix in Appendix 2F.2 shows all factors used in the Manistee Development Plan including the relative importance weights and final values for each. (For a more detailed description of the computer program used to complete the analysis, see Appendix 2F.1).



MAP OVERLAY PROCESS

Once all the factored maps for each land use type were added together, it was possible to see variation in suitability within ten numeric classifications. These were judged for inclusion into broader groupings and colored in such a way to make simple visual analysis possible. The resulting maps, labeled as LDR, MDR, HDR, SPR, NCM, GCM, LIN, and HIN SUITABILITY MAPS, refer to low density residential, medium density residential, high density residential, special planned residential, neighborhood commercial, general commercial, light industrial, and heavy industrial, respectively. Each of these land use types are explained in greater detail in the chapter describing the Manistee Development Plan. A general description of the factors involved in each of the various land use types are included in the remainder of this section.

## LDR - Low Density Residential: (Map 2F.1a)

Analysis for low density residential is based on two concepts. One is that lower density residential uses are vulnerable to the negative effects caused by most commercial, industrial and other non-residential uses. The other concept is that low density residential use has certain suitability aspects that distinguish it from higher densities. Low density residential use is considered by the analysis to need less in the way of community facilities that higher densities would require. This is due to the smaller number of persons affected over a wider area, (the plan suggests four or fewer units per acre for low density). It is also due to the notion that people move to lower density residential areas to escape the "crowded" atmosphere often associated with the central business district, the very place where such community facilities are usually located.

By examining the various factors used in determining low density residential suitability, (see Appendix 2F.2), the importance of grouping similar uses and rejecting conflicting land uses can be easily seen. The lesser importance of community facilities factor can best be seen by contrasting the relative importance value for low density residential to high density. Consistent with this diminished importance of community facilities, public utilities also shows fewer points scored if public utilities area available in the case of lower density residential uses.

As with all the residential uses, the factor measuring environmental constraints to residential development was considered with as much weight as existing land use in determining suitability. Also, factors applying to commercial, industrial or planned uses were not applied to the analysis for residential uses.

## MDR - Medium Density Residential: (Map 2F.1b)

Medium density residential suitability was based upon criteria that were very similar to low density residential. The only difference between the two is that the Existing Land Use and Existing Zoning District Type factors use different classifications for the "best case" situation. Existing land uses of low and medium density residential were considered best for medium density suitability while only low density was considered best for low density suitability. Similarly, existing zoning district types of R-1, R-2 and R-3 were considered best for low density while only R-2 and R-3 were considered best for medium density residential uses.

All other factors used in determining medium density residential suitability, including the relative weights of each factor, are identical to those used for low density residential as described above.

HDR - High Density Residential: (Map 2F.1c)

Though the same factors as were used in determining low and medium density suitability were also used for high density suitability, some differences exist which should be explained. First, reflecting a similar change as that found between low and medium density, the Existing Land Use and Existing Zoning District Type factors use different "best case" values. Cells in which high density residential land use and R-2 or R-3 zoning already existed received the best scores while any other residential use, residential zoning, or compatible zoning received the second best scores. This change proved to be much more limiting than the change between low and medium density residential since high density uses are much more sparse.

Another important distinction between high density and the other residential uses are the weights applied to each factor. Referring to the matrix in Appendix 2F.2, for instance, the Proximity to Community Facilities and the Public Utilities Availability factors have received higher relative importance ratings for high density residential when compared to low and medium density. Such an adjustment was necessary to reflect the need to maintain highest densities near existing facilities and utilities.

SPR - Special Planned Residential: (Map 2F.1d)

As the name implies, the Special Planned Residential suitability analysis is intended to express special characteristics of certain parcels within the City. Generally, the land use, community facilities, zoning, and public utilities factors are the same as the other residential suitability factor arrangement, (except the best case land uses are vacant lands and the best zoning districts are any residential zones). However, the real change occurs by the removal of the Environmental Constraints to Residential Development factor and the addition of a Unique Residential Properties factor. This change was made to recognize that some lands exhibit characteristics which make them very desirable for residential development and, provided they are carefully planned and cautiously implemented, should be considered as such even if they are located in areas which impose environmental constraints. The analysis was set up to choose those lands with water access, a good view, or are available through the City under a planned or "deed restricted" arrangement.

Factors concerning community facilities, zoning, and utilities were placed at the lowest level of importance, while existing land use was highest. The Unique Residential Properties factor was weighted between these extremes.

## NCM - Neighborhood Commercial: (Map 2F.1e)

Unlike the residential suitability factors described above, the Neighborhood Commercial suitability analysis relied less on existing land use and not at all on environmental constraints and proximity to community facilities. Instead, two new factors were introduced to the analysis. These were called "Unique Neighborhood Market Areas" and "Transportation Availability and Compatibility", both of which were developed to provide the analysis a greater commercial orientation. The "Unique Neighborhood Market Areas" represent various distances from dense residential areas, the assumption being that markets for neighborhood commerce will in general be defined by the number of persons (customers) in the surrounding area. As suggested by the name, the "Unique Neighborhood Market Areas" factor was developed solely for determining neighborhood commercial suitability.

The "Transportation Availability and Compatibility" factor, on the other hand, is applied to all the commercial and industrial suitability maps and is a measure of the role played by transportation in outlining suitability. For the neighborhood commercial analysis, major intersections and secondary roads are considered the best while highways, primaries or "Main Street" is considered less desirable. Highways, primaries and "Main Street" are not considered prime neighborhood locations since these properties are normally better devoted to general commerce with automobile access.

## GCM - General Commercial: (Map 2F.1f)

The intent of the general commercial suitability analysis was to determine the best locations for general commercial activity. Precision in determining general commercial land use suitability is difficult and could be the subject of a complete independent market study. Such a study is beyond the scope of the Manistee Development Planning project. However, a good indication of suitable commercial locations was derived from the suitability analysis by applying the following factors: "Existing Land Use", "Existing Zoning District Type", "Public Utilities Availability", "Transportation Availability and Compatibility", and "Comparable Plan Use Designation".

The last two factors used in this analysis bear further explanation. The transportation factor was, as in the neighborhood commercial analysis, developed to give a measure for the influence of the street network over commercial activity. In the case of general commercial activity, the best scores were given to major intersections, Highways, primaries, and "Main Street", and the worst scores were given to secondaries, locals and all other street types. The "Comparable Plan Use Designation" is intended only to create a higher rating for areas which have been considered in other planning documents or studies as good commercial land. In this analysis, commercial designations in either the Downtown Development Authority (DDA)

or the Manistee Lake Management Study were considered better for commercial activity than lands not so designated.

**LIN - Light Industrial: (Map 2F.1g)**

Suitability for light industrial land uses was weighted more heavily with existing land use than the other factors due to the potential for land use conflict. Existing Zoning District Type was similarly scored high. The rest of the factors, including "Public Utilities Availability", "Transportation Availability and Compatibility" and "Comparable Plan Use Designation", were scored the same at the lowest level.

As in the case of commercial use suitability described above, the transportation factor is intended to quantify the influence of various transport modes on suitability. Therefore, lands with access to the highway, airport, or rail line were considered best. Lands adjacent to primaries and "Main Street" were considered second best, and all other lands were considered least best.

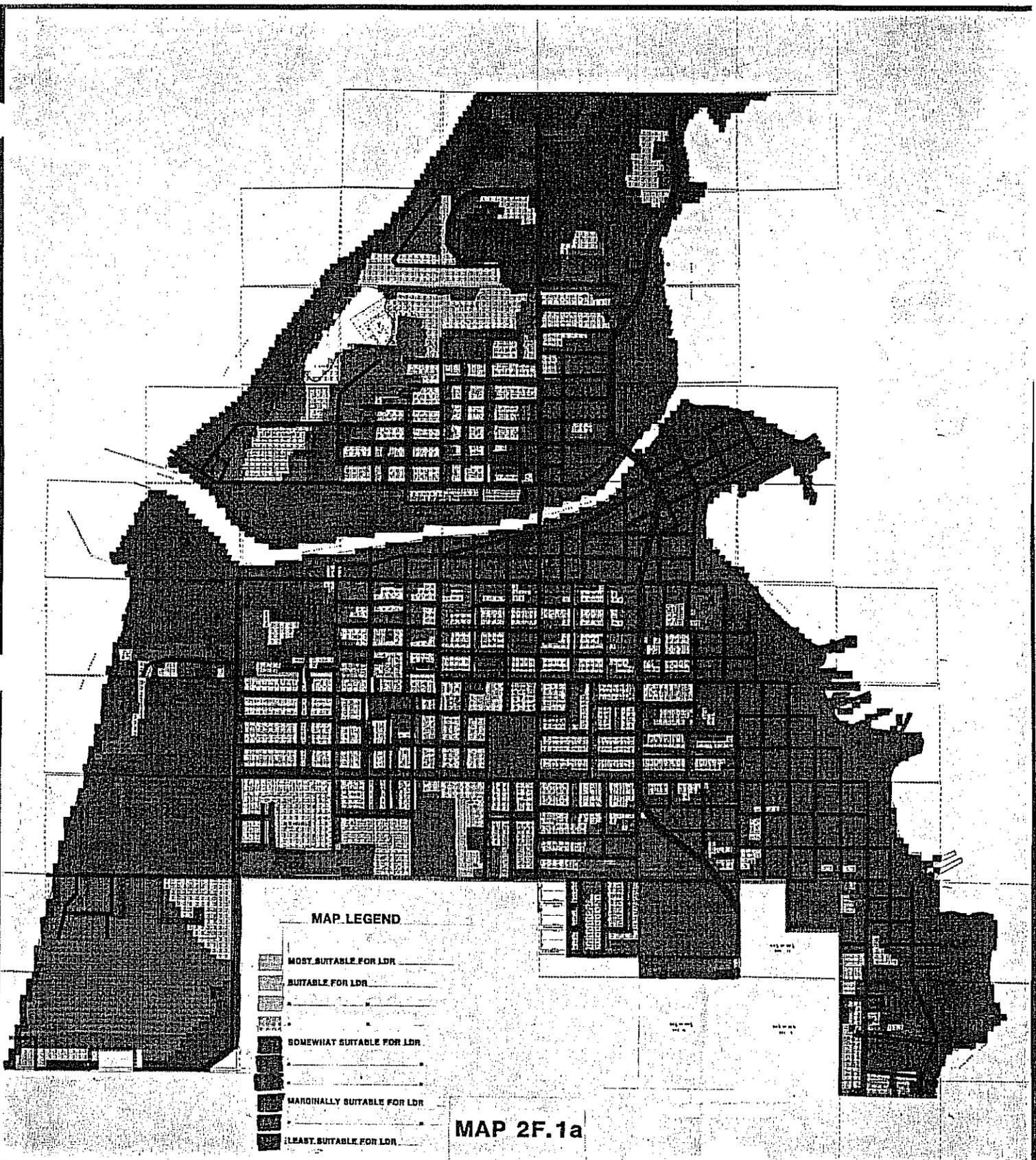
The "Comparable Plan Use Designation" factor was used only to enter the industrial recommendations of the Manistee Lake Management Study into the suitability analysis.

**HIN - Heavy Industrial: (Map 2F.1h)**

Suitability for heavy industrial uses, like the analysis described above for light industrial uses, existing land use and existing zoning district type were the factors most emphasized due to the potential for conflict. Also like the light industrial, public utilities, transportation and comparable plan use types were factors used in the analysis. The light industrial and heavy industrial uses are distinguished only between the existing uses and the compatibility of adjacent uses.

**Use of Suitability Maps:**

All of the land use suitability maps shown in this plan are of a general nature intended for "broad brush" land use planning purposes. They are not intended, nor should they be used for, making specific land use decisions regarding individual development projects. If an individual development project is considered for approval which deviates from the land use plan shown in the Development Plan section of this report, then these maps should not be used as the sole determinant. Rather, a thorough analysis of the likely impacts of such development should be conducted and any deviation from the suitability criteria used in making the Maps 2F.1a-h can be accounted for in the context of such a study.



**MAP LEGEND**

- MOST SUITABLE FOR LDR
- SUITABLE FOR LDR
- SOMEWHAT SUITABLE FOR LDR
- MARGINALLY SUITABLE FOR LDR
- LEAST SUITABLE FOR LDR

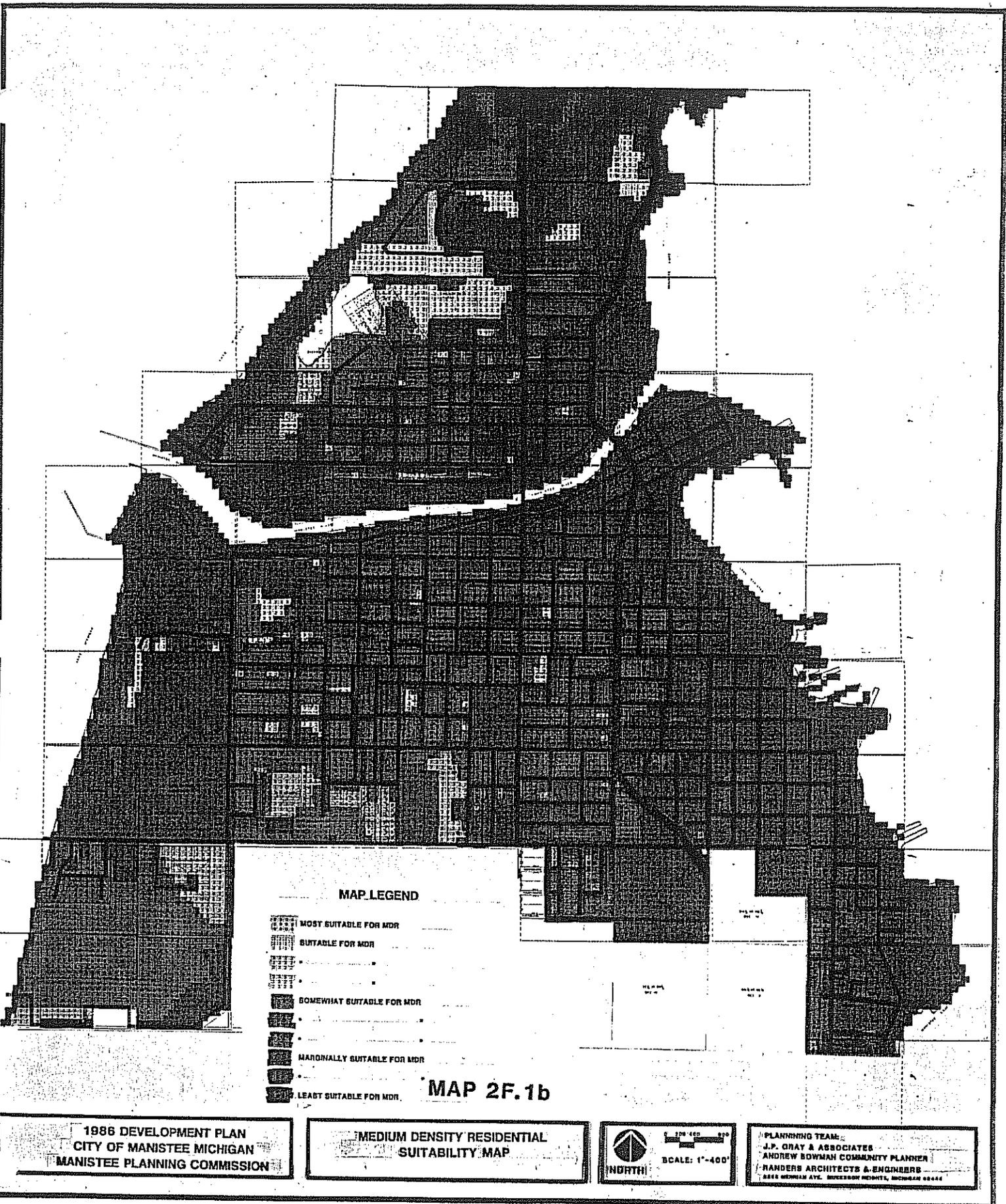
**MAP 2F.1a**

1986 DEVELOPMENT PLAN  
CITY OF MANISTEE MICHIGAN  
MANISTEE PLANNING COMMISSION

LOW DENSITY RESIDENTIAL  
SUITABILITY MAP

SCALE: 1"=400'

PLANNING TEAM:  
J.P. GRAY & ASSOCIATES  
ANDREW BOWMAN COMMUNITY PLANNER  
RANDERS ARCHITECTS & ENGINEERS  
7355 BURNHAM AVE., INTERSTATE HEIGHTS, INDIANAPOLIS, IN 46226



**MAP LEGEND**

-  MOST SUITABLE FOR MDR
-  SUITABLE FOR MDR
-  BOWEHIAT SUITABLE FOR MDR
-  MARGINALLY SUITABLE FOR MDR
-  LEAST SUITABLE FOR MDR

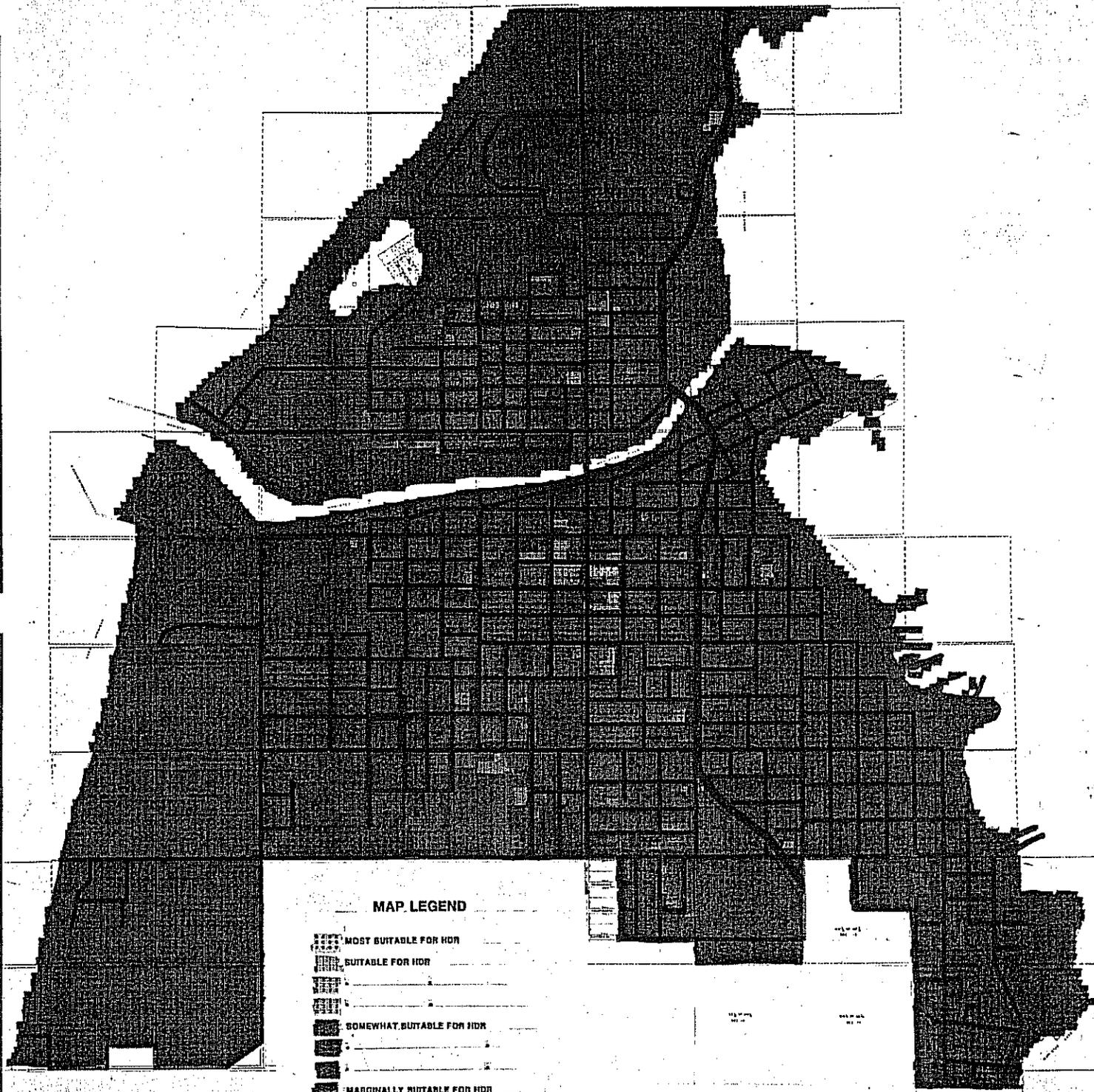
**MAP 2F.1b**

1986 DEVELOPMENT PLAN  
CITY OF MANISTEE MICHIGAN  
MANISTEE PLANNING COMMISSION

MEDIUM DENSITY RESIDENTIAL  
SUITABILITY MAP

 SCALE: 1"=400'

PLANNING TEAM:  
J.P. GRAY & ASSOCIATES  
ANDREW BOWMAN COMMUNITY PLANNER  
HANDBERS ARCHITECTS & ENGINEERS  
2828 WOODMAN AVE. MUSKOGEE HEIGHTS, MICHIGAN 49664



**MAP LEGEND**

 MOST SUITABLE FOR HDR

 SUITABLE FOR HDR

 SOMEWHAT SUITABLE FOR HDR

 MARGINALLY SUITABLE FOR HDR

 LEAST SUITABLE FOR HDR

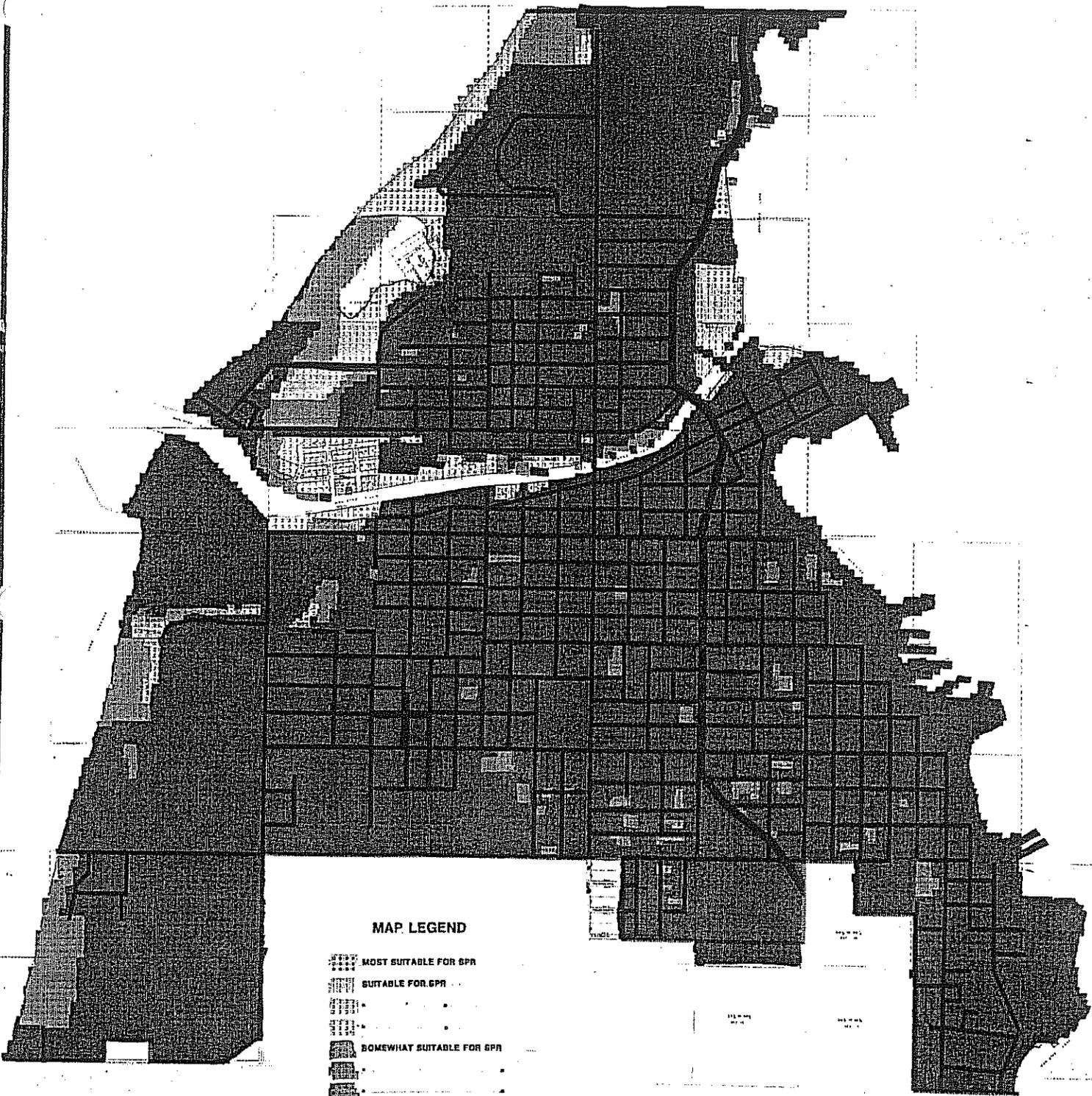
**MAP 2F.1c**

1986 DEVELOPMENT PLAN  
CITY OF MANISTEE MICHIGAN  
MANISTEE PLANNING COMMISSION

HIGH DENSITY RESIDENTIAL  
SUITABILITY MAP

  
NORTH  
SCALE: 1"=400'

PLANNING TEAM:  
J.P. GRAY & ASSOCIATES  
ANDREW BOWMAN COMMUNITY PLANNER  
RANDERS ARCHITECTS & ENGINEERS  
1822 MERIAM AVE. INDEPENDENCE HEIGHTS, INDIANAPOLIS 46244



**MAP LEGEND**

-  MOST SUITABLE FOR SPD
-  SUITABLE FOR SPD
-  SOMEWHAT SUITABLE FOR SPD
-  MARGINALLY SUITABLE FOR SPD
-  LEAST SUITABLE FOR SPD

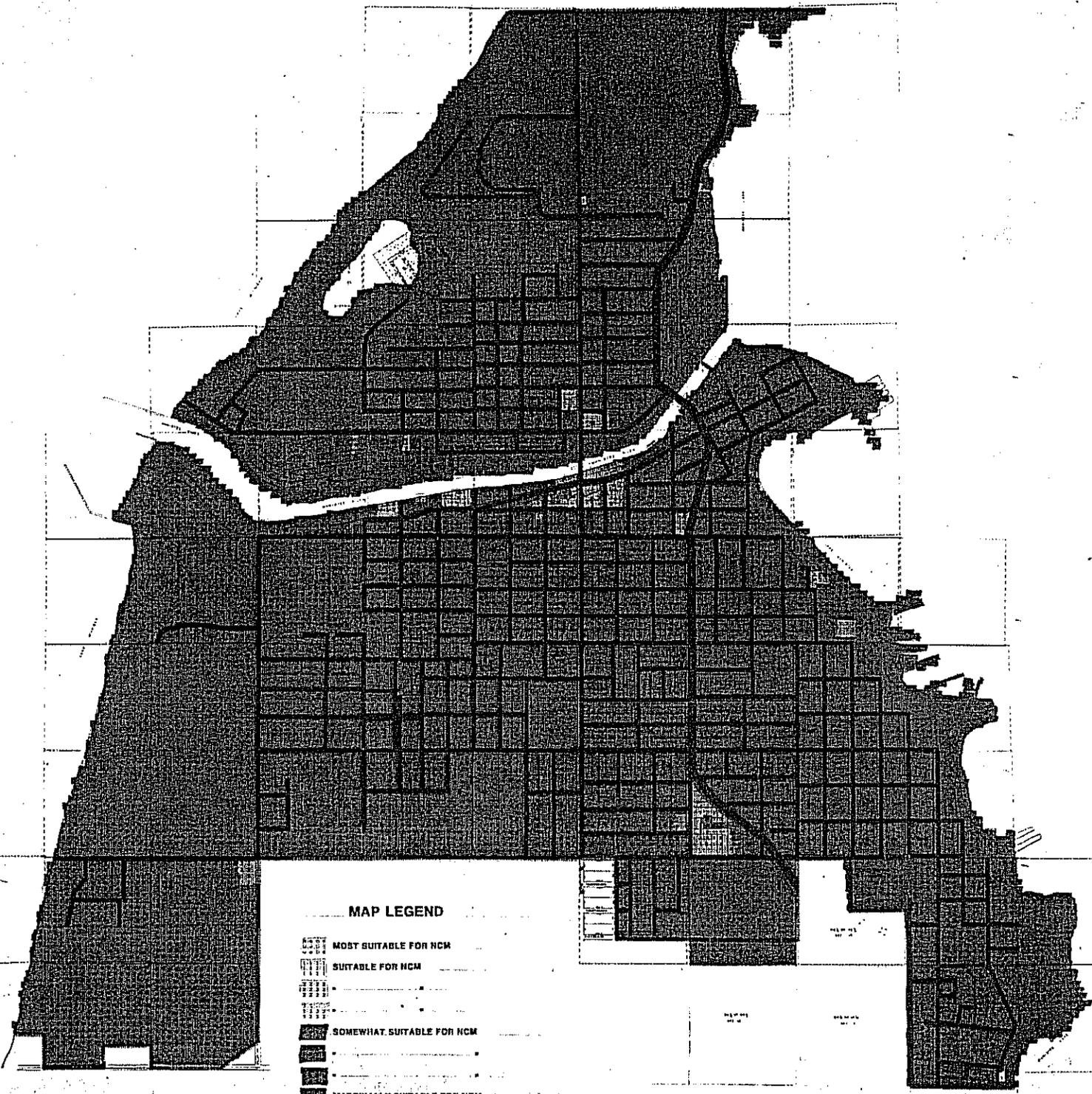
**MAP 2F.1d**

1986 DEVELOPMENT PLAN  
 CITY OF MANISTEE MICHIGAN  
 MANISTEE PLANNING COMMISSION

SPECIAL PLANNING DISTRICT  
 SUITABILITY MAP

 SCALE: 1" = 400'

PLANNING TEAM:  
 J.P. GRAY & ASSOCIATES  
 ANDREW BOWMAN COMMUNITY PLANNER  
 RANDERS ARCHITECTS & ENGINEERS  
 2824 BERKHAM AVE., MUSKEGON HEIGHTS, MICHIGAN 49624



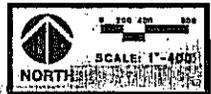
**MAP LEGEND**

- MOST SUITABLE FOR NCM
- SUITABLE FOR NCM
- SOMEWHAT SUITABLE FOR NCM
- MARGINALLY SUITABLE FOR NCM
- LEAST SUITABLE FOR NCM

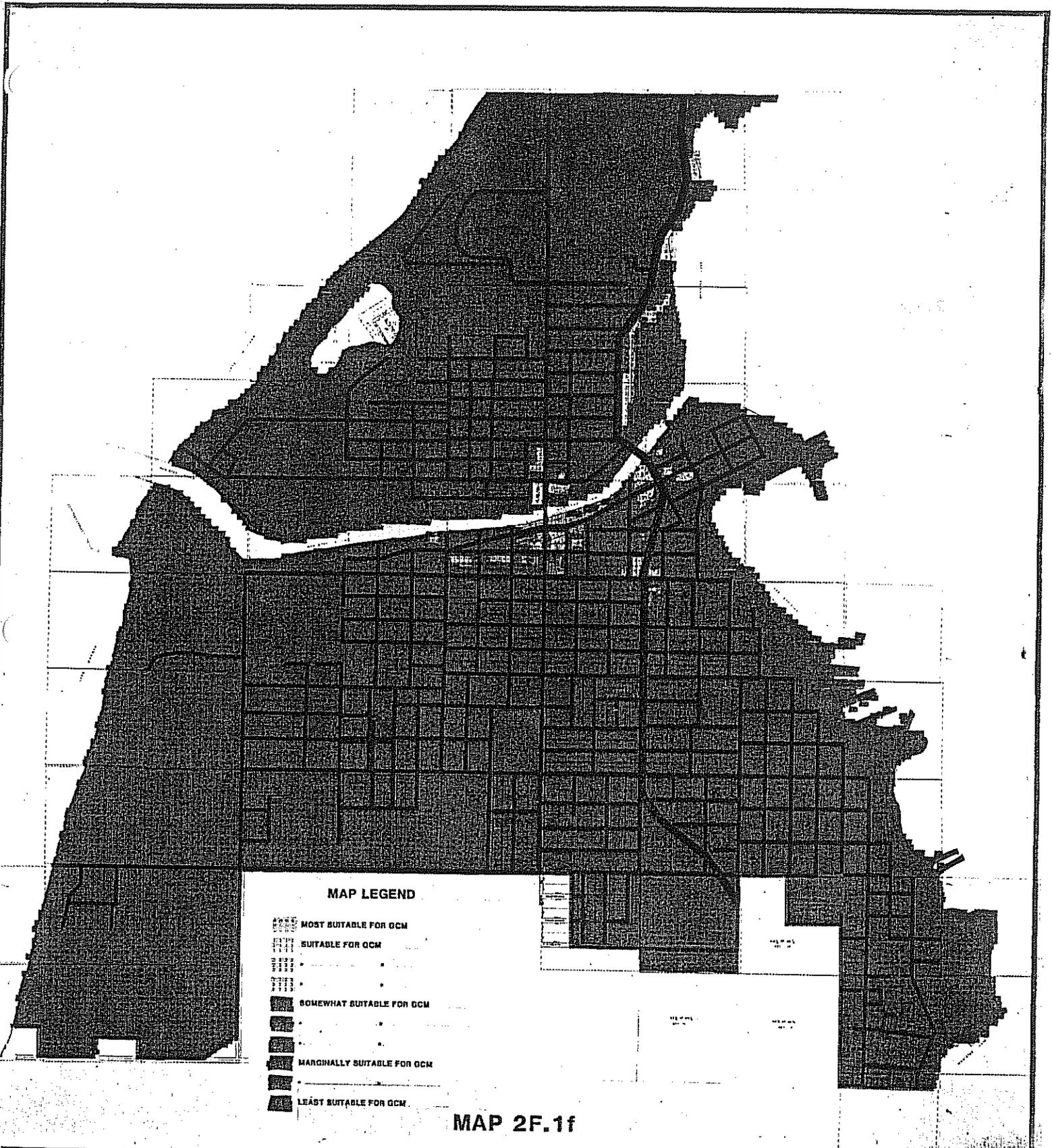
**MAP 2F.1e**

1986 DEVELOPMENT PLAN  
CITY OF MANISTEE MICHIGAN  
MANISTEE PLANNING COMMISSION

NEIGHBORHOOD COMMERCIAL  
SUITABILITY MAP



PLANNING TEAM:  
J.P. GRAY & ASSOCIATES  
ANDREW BOWMAN COMMUNITY PLANNER  
RANDERS ARCHITECTS & ENGINEERS  
3225 WISCONSIN AVE. BUCHAREST HEIGHTS, INDIANAPOLIS 46204



**MAP LEGEND**

- MOST SUITABLE FOR GCM
- SUITABLE FOR GCM
- SOMEWHAT SUITABLE FOR GCM
- MARGINALLY SUITABLE FOR GCM
- LEAST SUITABLE FOR GCM

**MAP 2F.1f**

1986 DEVELOPMENT PLAN  
CITY OF MANISTEE MICHIGAN  
MANISTEE PLANNING COMMISSION

GENERAL COMMERCIAL  
SUITABILITY MAP

NORTH  
SCALE: 1"=400'

PLANNING TEAM  
J.P. GRAY & ASSOCIATES  
ANDREW BOWMAN COMMUNITY PLANNER  
RANDERS ARCHITECTS & ENGINEERS  
6335 BERKMAN AVE. BURGESS HEIGHTS, MICHIGAN 49646



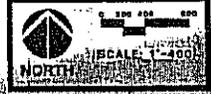
**MAP LEGEND**

-  MOST SUITABLE FOR LI
-  SUITABLE FOR LI
-  SOMEWHAT SUITABLE FOR LI
-  MARGINALLY SUITABLE FOR LI
-  LEAST SUITABLE FOR LI

**MAP 2F.1g**

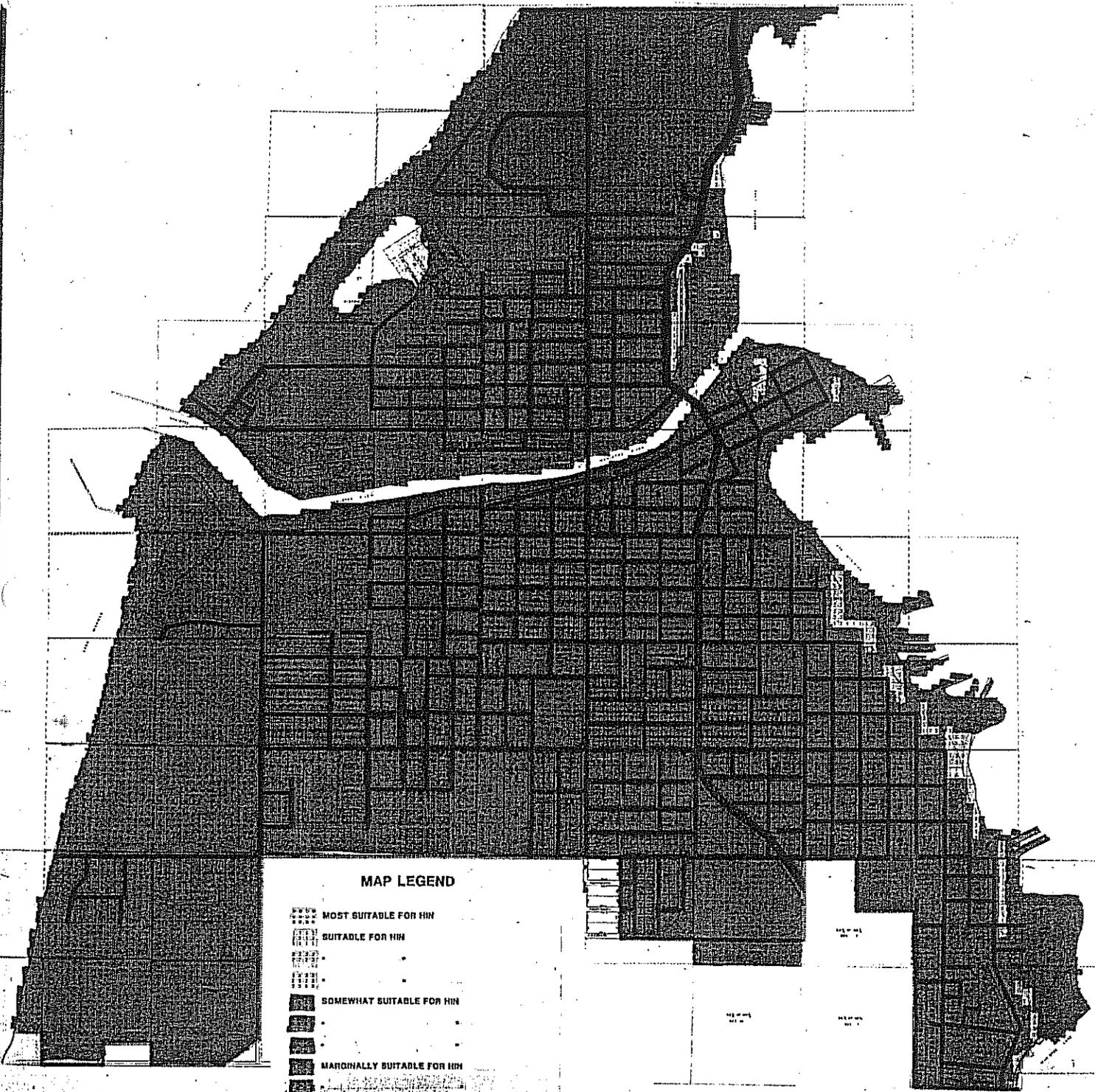
1986 DEVELOPMENT PLAN  
CITY OF MANISTEE MICHIGAN  
MANISTEE PLANNING COMMISSION

LIGHT INDUSTRIAL  
SUITABILITY MAP



NORTH  
SCALE: 1"=400'

PLANNING TEAM:  
J.P. GRAY & ASSOCIATES  
ANDREW BOWMAN COMMUNITY PLANNER  
RANDERS ARCHITECTS & ENGINEERS  
8888 BERRAN AVE. MUSKOGEE HEIGHTS, MICHIGAN 49644



**MAP LEGEND**

- MOST SUITABLE FOR HI
- SUITABLE FOR HI
- SOMEWHAT SUITABLE FOR HI
- MARGINALLY SUITABLE FOR HI
- LEAST SUITABLE FOR HI

**MAP 2F.1h**

1986 DEVELOPMENT PLAN  
CITY OF MANISTEE MICHIGAN  
MANISTEE PLANNING COMMISSION

HEAVY INDUSTRIAL  
SUITABILITY MAP



PLANNING TEAM:  
J.P. GRAY & ASSOCIATES  
ANDREW BOWMAN COMMUNITY PLANNER  
RANDERS ARCHITECTS & ENGINEERS  
8555 VERMILION AVE. WALKER MICHIGAN 49891

## 6. COMMUNITY FACILITIES NEEDS

As discussed in the population section of this document, the City has experienced dramatic shifts in population levels during its history. In fact, the population which is now estimated at 7,500 persons, was at the turn of the 20th century 14,260. As a result, the city has facilities able to handle a community with a much larger population base.

The City of Manistee Development Plan is first and foremost a plan to help the city grow again. If this growth is achieved, then the Planning Commission can reasonably expect a population similar to that shown in Table 2D.4. These numbers suggest that with a moderate growth rate based upon the Land Use Plan and building trends since 1976, the city can expect to regain its 1940 population by the year 2010. Since the city is well endowed with most small city community facilities (see Community Facilities Map 2G.1) the Manistee Development Plan need not concentrate on creating abundant new city facilities. In short, the City of Manistee is a city already equipped to meet its projected population and is in need of growth to match.

The remaining text is intended to describe the most important existing facilities in the Manistee area.

**Water and Sewer.** Water and sewer lines are well distributed throughout the city. Estimates indicate that to develop to the 9,436 population projected by the planning team under growth promotion projections, there will be need for not more than one mile of water main, and that sewer flows would increase by no more than .05 million gallons per day, (See Appendix 2G.1). This future need is based upon likely development in the special planning areas currently not being serviced by sewer and water. The Manistee wastewater treatment plant improvement project, like the Manistee Development Plan, has been based upon the a 3% annual growth rate and it is therefore expected that there will be ample primary and secondary treatment capacity to include all new development proposed by the plan.

**Cultural Facilities.** Manistee's cultural facilities include a public library, museum, a restored theatre, and a national guard armory. All of these facilities must have patronage to continue in operation and it is expected that the New Manistee will offer much towards this end. Facilities such as the museum, library, and Ramsdell Theater, provide area-wide use and outside support should be considered either in contributions from the various communities relying on their use, or from multi-jurisdictional authorities such as Manistee County or even the State of Michigan.

**Schools.** As with the other cultural facilities mentioned above, schools need patronage. Maintaining schools with today's funding sources requires a tax base large enough to support the student

enrollments. Due to population declines and lower birth rates, many of Manistee's public schools have shut down and a consolidation effort has been implemented to make more efficient use of buildings and personnel. As suggested in the Fiscal Impact section of this plan, it is the intent of the Manistee Development Plan to bring about an increase in tax base support without causing inordinate additional student enrollments.

**Police and Fire:** The Manistee Fire Station, located off the corner of Hancock St. and First St., has been the subject of much study and controversy in the recent past. It was pointed out during the course of these studies that there should be a commitment to preserve the historic integrity of both the City's downtown area and the Manistee Fire Station. Also, the existing site of the Fire Station is in a good location to serve much of the Manistee City area, though the site placement with regard to a major intersection could have been better planned. A new facility, then proposed at the corner of Washington and Memorial Dr., was not built and it is not the intent of this plan to propose such a structure. The police department is currently located in City Hall.

**City Hall:** The Manistee City Hall is the administrative center for the city and is located at the corner of Maple Road and Water Street. The building is located well for its function and currently has ample office space for existing staff.

**Hospitals:** The City of Manistee is more than adequately served by West Shore Hospital as well as the Manistee County Medical Care Facility. The hospital has 100 beds, an intensive care unit, a coronary care unit, and 24 hour emergency and ambulance services.

**Churches:** The City of Manistee has a large number of Christian Churches. The largest single denomination is Roman Catholic. A list of the churches follows:

Evangelical Covenant Church	349 Third Street
Fellowship in Truth	302 Walnut Street
First Congregational United Ch	412 Fourth Street
Good Shepherd Lutheran Church	521 Cypress Street
Guardian Angles	371 Fifth Street
Holy Trinity Episcopal	410 Second Street
Jehovah's Witness Kingdom Hall	331 Fourth Street
Manistee Assembly of God	315 Cypress Street
Methodist Church of Manistee	387 First Street
Nazarine Church	340 Fifth Street
New Life Tabernacle	Fifth & Pine Streets
Seventh Day Adventist Church	205 Maple Street
St. Joseph's Catholic Church	254 Sixth Street
St. Mary's of Mount Carmel	260 St. Mary's Parkway
St. Paul's Lutheran Church	417 Fourth Street
Trinity Lutheran Church	420 Oak Street

**Halls:** The City has a number of halls. Some of the hall uses are

restricted to members only. The majority can be leased for occasions of gathering. A listing follows:

Manistee Armory	555 First Street
Elks	432 River Street
FDE Eagles Lodge	55 Division Street
Knights of Columbus	282 Twelfth Street
Moose Lodge	1010 Robinson Street
Carriage Inn	200 Arthur Street
Manistee County Courthouse	415 Third Street
Manistee County Library	95 Maple Street
Manistee County Trans. Inc.	Memorial Drive
North Side Improvement Assn.	Fifth Avenue Beach
St. Joseph's Parish Center	249 Sixth Street

Parks and Recreation: A Parks and Recreation Plan was recently adopted (1986) by the Planning Commission. This document shows existing needs and makes recommendations for parks and programs. The entire document has been included in Appendix 26.2 of this document.

schools need patronage. Maintaining schools with today's funding sources requires a tax base large enough to support the student enrollments. Due to population declines and lower birth rates, many of Manistee's public schools have shut down and a consolidation effort has been implemented to make more efficient use of buildings and personnel. As suggested in the Fiscal Impact section of this plan, it is the intent of the Manistee Development Plan to bring about an increase in tax base support without causing inordinate additional student enrollments.

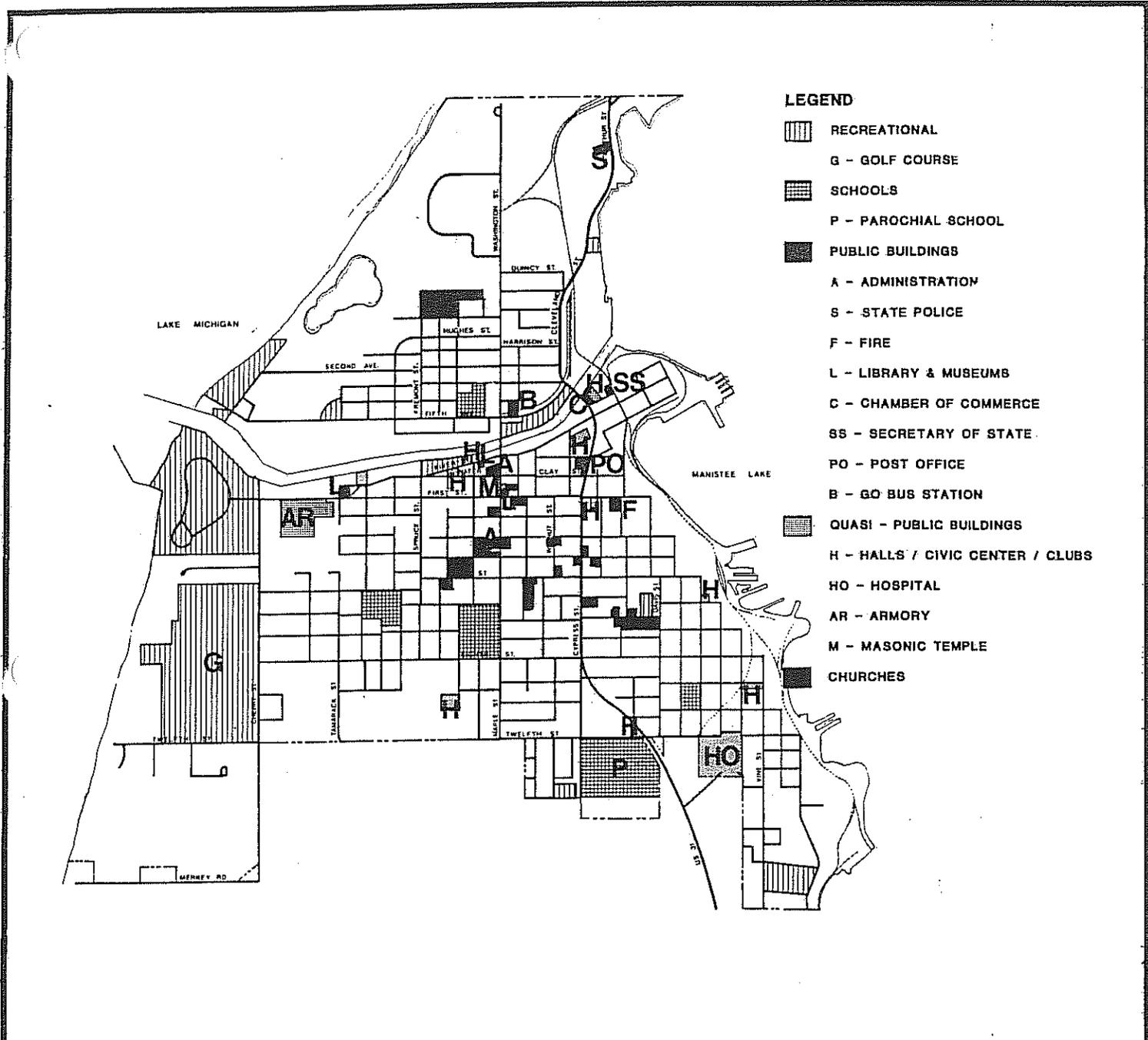
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**Hospitals:** The City of Manistee is more than adequately served by West Shore Hospital as well as the Manistee County Medical Care Facility. The hospital has 100 beds, an intensive care unit, a coronary care unit, and 24 hour emergency and ambulance services.

**Parks and Recreation:**

A Parks and Recreation Plan was recently adopted (1986) by the Planning Commission. This document shows existing needs and makes recommendations for parks and programs. The entire document has been included in Appendix 2G.2 of this document.



**LEGEND**

-  RECREATIONAL
- G - GOLF COURSE
-  SCHOOLS
- P - PAROCHIAL SCHOOL
-  PUBLIC BUILDINGS
- A - ADMINISTRATION
- S - STATE POLICE
- F - FIRE
- L - LIBRARY & MUSEUMS
- C - CHAMBER OF COMMERCE
- SS - SECRETARY OF STATE
- PO - POST OFFICE
- B - GO BUS STATION
-  QUASI - PUBLIC BUILDINGS
- H - HALLS / CIVIC CENTER / CLUBS
- HO - HOSPITAL
- AR - ARMORY
- M - MASONIC TEMPLE
- CHURCHES

<p align="center"><b>1986 DEVELOPMENT PLAN CITY OF MANISTEE, MICHIGAN MANISTEE PLANNING COMMISSION</b></p>	<p align="center"><b>COMMUNITY FACILITIES</b></p>	 <p align="center">NORTH SCALE 1" = 1000'</p>	<p align="center"><b>PLANNING TEAM</b> J.P. GRAY &amp; ASSOCIATES ANDREW BOWMAN - COMMUNITY PLANNER RANDERS ARCHITECTS &amp; ENGINEERS</p>
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**MAP 2G.1**



## FISCAL IMPACT ANALYSIS

## Description:

Fiscal impact analysis is a cost-benefit evaluation which has been described as "...an analytical procedure for estimating the public costs and revenues associated with public or private land development decisions." , (MDNR, 1978). There are several methods available for conducting a fiscal impact analysis, each varying widely in sophistication and applicability. The application of any particular method depends upon the scope of the study, the character of the community, and the resources available. The Manistee Development Plan planning team chose what is known as the "per capita multiplier method" as the best available method for supplying planning analysis for an entire community under two growth scenarios: existing trends and alternative growth. Though other methods could be more accurately applied to a central city environment with declining population, (Burchell, 1978), the versatility, ease of use and wide acceptability of the per capita multiplier method made it the clear choice of the Manistee Development Plan planning team. To further aid with the analysis, a set of "spreadsheet templates" were used as offered by the University of Florida, Bureau of Economic and Business Research, (Sipe, 1984). Since these templates were designed for use in Florida, some minor modifications were necessary to tailor the analysis to the needs of the Manistee Development Plan, (see Appendix 2H.2 for further discussion of spreadsheet templates).

In general, the Manistee Development Plan fiscal impact analysis was designed to estimate the projected fiscal impact of future development in the City of Manistee over the next ten years, (1987 to 1996). Since fiscal impact is most often applied to small projects, and the spreadsheet templates were set up accordingly, it was necessary to treat the city's future development as if it were a large, phased development project. In the per capita method, existing costs are divided by current population to derive per capita values. These costs are then multiplied by projected population over the ten year analysis period to give an estimate of expected future costs, (see cautionary notes at the end of this section). The revenue side of the equation is calculated in a similar "per capita" fashion with one important difference: the value of future property development is determined by using projected trends and actual property tax revenue estimates. Other revenues, such as intergovernmental transfers, must be determined through a per capita approach, however.

Before describing in greater detail the methods and results of this study, it should be noted that such an analysis requires many assumptions about the future which may over-simplify many aspects of a very complex public financing system. This analysis has relied on assumptions concerning the inflation rate, projected rate of development, future housing costs, budget

trends, and a whole host of other factors which, by their very nature, are in a constant state of change. Therefore, one of the most important assumptions one should make is that over the next ten year period, the actual conditions will most likely deviate from what was assumed in this document. The planning team has agreed, however, that deviations from the assumed conditions will be minimal due to the accurate trend data received from city staff.

#### Residential and Non-residential Impacts:

Each development type (residential, commercial and industrial) uniquely contributes to the fiscal picture of the city and school district. The effects of industrial development and commercial development are, however similar enough in a general analysis to be included in the same analysis. Residential development, on the other hand, is entirely different. Since the per capita method relies on population as the direct influence over fiscal impact, residential development in particular has the a most profound influence (especially over the cost of development). For this reason, the Manistee Development Plan fiscal impact analysis relied upon two analytical spreadsheets, one for expected residential development and the other for non-residential development, (see Appendix 2H.2 for more discussion).

For the Manistee Plan, two scenarios of future growth were studied, both of which are discussed in subsequent sections. The Existing Trend Analysis simply projects the most recent growth data for the city and calculates the attendant fiscal impacts. The Alternative Growth Analysis shows how the fiscal impact might change if smaller housing units are built at a slightly greater rate than the existing trend.

#### EXISTING TREND ANALYSIS:

##### Demographic Characteristics:

**Per Household Multipliers.** Perhaps the most important component of the multiplier approach to estimating fiscal impact are "per household multipliers". The Manistee Development Plan uses two such multipliers: the total persons per household and school-age children per household. These average values form the basis for distributing per capita costs (by calculating total additional population for the City of Manistee and total additional school-age children for Manistee Schools) and are as follows: 2.48 persons per household and 0.744 school-age children per household (both figures were derived from 1980 Census data).

**Other Demographic Characteristics:** The number of rental units expected in the City was used by the analysis for determining the likely homestead exemption contribution from rental units. This datum was obtained from 1980 Census data for the County of

Manistee and was calculated to be 20.5%.

Also, an "indirect multiplier" was calculated through a regression analysis of current employment trends in the City of Manistee. As the name suggests, this multiplier measures the likely indirect effects (basically employment and new employees) of projected development. A more detailed discussion of these indirect effects and the derivation of the multiplier can be found in Appendix 2H.1. For the Manistee Development Plan, the indirect multiplier was calculated to be 0.37.

#### Projection of Development:

Number of Future Dwellings. Table 2.D5 in a previous section of this document on population projections shows an analysis of the residential building permits which have been issued over the last eleven years. The average yearly number of residential units constructed was determined to be ten. This rate of new construction was maintained for the ten year projection period calculated for the existing trend analysis. The number of future dwellings was necessary for projecting expected total population, school-age children and tax base. Using average lot sizes suggested in the Mansitee Land Use Plan, the 100 dwellings projected for the next ten years represents only about 3.5% of the total projected additional dwellings, (see Table 3A.5 in the Land Use Plan section of this document).

Value of Future Structures. Based upon data supplied by the City Assessor, an average true cash value of each residential parcel was calculated to be \$26,195. This average value was calculated by dividing the total value of residential property by the total number of parcels and therefore will understate the average value of a developed parcel. Though County data could have been used to determine a more accurate County-wide value per dwelling, the use of such a value would represent a much wider geographic area possibly creating a greater error when applied exclusively to the city. Also, since these values will be used only to calculate revenue, understating them will cause the results to be conservative on the revenue side.

Determining the yearly value of nonresidential structures was done similarly to residential structures. The number of permits issued per year for both commercial and industrial units was determined from data supplied by the City Assessor. As Table 2D.5 in the Population section of this document shows, existing trends are nine commercial units per year and one industrial unit per year. The average values per unit (calculated as described for residential structures above) were \$66,890 and \$275,764, respectively. For industrial, a ten year projection at one facility per year would leave approximately 29% of the total planned industrial land undeveloped, (using available acreage calculations shown in Table 3A.3 and average acreage needs for industrial uses as indicated in Table 2H.1).

TABLE 2H.1 DATA, STANDARDS AND ASSUMPTIONS USED IN FISCAL IMPACT ANALYSIS

TABLE 2H.1  
DATA, STANDARDS AND ASSUMPTIONS USED IN FISCAL IMPACT ANALYSIS  
MANISTEE DEVELOPMENT PLAN 1986

Data:	Description:	Source:
3%	Inflation rate for next 10 years.	Assumed estimate
2.48 pph	Persons Per Household, (existing trend)	1980 Census (calc)
0.744 cph	Children [School-age] Per Household, (existing trend)	1980 Census (calc)
2.60 pph	Persons Per Household, (alternative growth)	Burchell, 1980 (p.64 Prac's Guide)
0.540 cph	Children [School-age] Per Household, (alternative growth)	Determined by analysis
20.5%	Percent rental units of all units, (County)	1980 Census Package 3/9/81 (calc)
0.37	Multiplier for Job Creation	See App. B (Location Quotient)
10	Residential units per year	11 Year Average (City permit data)
9	Commercial units per year	11 Year Average (City permit data)
1	Industrial units per year	11 Year Average (City permit data)
6.1	Average acres per industrial parcel	1984 City Assessment Data
0.22	Average acres per commercial parcel	1984 City Assessment Data
\$26,195	Average value of residential property	1984 City Assessment Data
\$66,890	Average value of commercial property	1984 City Assessment Data
\$275,764	Average value of industrial property	1984 City Assessment Data
3%	Residential growth rate in excess of	Assumed estimate
4.5	New commercial units per year	Assumed half of current 11 Year Ave.
\$2,124	Operating capital per student	83-84 Data from Superintendent.
21.8873	City mileage rate	Interview with City Manager.
27.85	School mileage rate	Interview with Superintendent.
50%	Assessment Ratio	Michigan law.
77%	Proportion public to private students	Interview with Superintendent.

Projecting commercial development was not as easily accomplished. Since the ten year building data indicates a rate of 9 commercial units per year, the 23 acres of available commercial property shown in the proposed Manistee Land Use Plan (see Map 3A.1 and Table 3A.3) would be exceeded in the fifth or sixth year. Since the permit issuance study showed a rather sporadic growth trend, (see Table 2D.5 of the Population section of this document), a more reasonable rate was expected to be half that amount, or 4.5 commercial units per year. Therefore, the expected commercial value per year was estimated as follows:

4.5 commercial units per year, times an average commercial unit value of \$66,890, equals \$301,005 in commercial value per year, (see Table 2H.1 for data references).

The ten year projection, then, based upon the Mansitee Development Plan, would consume just over 98% of the undeveloped available commercial property.

#### Local Data:

**Municipal Budget.** The City of Manistee municipal budget as approved by the City Council for the fiscal year 1985-1986, was arranged into general revenue and expenditure categories to fit the spreadsheets and simplify the analysis. These categories and their corresponding budget amounts are shown in Table 2H.2.

**School District Data.** Expenditures for the Manistee Public Schools were calculated from data supplied by the superintendent. A "per student" multiplier was determined for operating expenditures by dividing total operating capital by the total enrollment for same year. These data were from the 1983-84 school year and resulted in a per student expenditure of \$2,124. The 1985 school portion of the millage rate was reported at 27.85. Also, of the expected total future students, a certain percentage will not be attending public schools and therefore were not calculated in the cost side of the analysis. This value was determined by Manistee Public Schools to be about 23%, (in other words, 77% of all new students will be attending public schools and should be calculated for determining costs).

**Other Data.** Table 2H.1 shows other data which was necessary for making fiscal impact projections. The City's tax rate of 21.8873 mills was obtained from the City Manager's office while the assessment ratio of 50% is part of Michigan tax assessing law.

TABLE 2H.2  
 CITY OF MANISTEE  
 BUDGET  
 FISCAL YEAR 1985-86

REVENUES:	General Fund	Water and Sewer Fund
Local Taxes	\$ 910,000	
Intergovernmental Transfers	623,000	
Utility / Other Charges	210,000	\$ 758,000
Miscellaneous	360,000	
<b>Total Revenues</b>	<b>\$ 2,103,000</b>	<b>\$ 758,000</b>
-----		
EXPENDITURES:		
General Government	\$ 315,000	
Public Safety	917,000	
Utility / Public Works	638,000	\$ 758,000
Transportation	93,000	
Miscellaneous	140,000	
<b>Total Revenues</b>	<b>\$ 2,103,000</b>	<b>\$ 758,000</b>

Source: Calculated from Council approved FY 85-86 budget.

#### Results:

Schools. When the fiscal impact of additional growth under existing trends are studied, the results for Manistee Schools reveal that costs will exceed revenues increasingly through the ten year study period, (see Table 2H.3a and Graph 2H.1). This shortfall (\$38,000) is related only to projected additional growth and occurs because at current millage rates, the projected increase in the city's tax base cannot keep pace with the costs of the students which could be generated by that growth. Of course, millage rates and student costs are likely to change over the ten year analysis period. However, sensitivity analysis ("what if" scenarios) with the fiscal impact spreadsheets indicates that reasonable fluctuations in both the millage rate and the per student costs could not account for a the projected deficit by 1996. It turns out, as discussed later in this section, the one value which most affected the fiscal posture for schools was the number of students generated by each household.

TABLE 2H.3a  
ANALYSIS OF COSTS AND REVENUES GENERATED BY  
EXISTING TREND GROWTH

City of Manistee:	1987	1988	1989	1990	1991	1992	1993	1994	1995	1996
<b>RESIDENTIAL:</b>										
Costs	\$9,428	\$19,421	\$30,006	\$41,208	\$53,055	\$65,576	\$78,800	\$92,759	\$107,484	\$123,010
Revenues	\$12,294	\$25,240	\$38,866	\$53,201	\$68,274	\$84,118	\$100,766	\$118,250	\$136,607	\$155,873
<b>COMMERCIAL:</b>										
Costs	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Revenues	\$3,294	\$6,588	\$9,882	\$13,176	\$16,470	\$19,765	\$23,059	\$26,353	\$29,647	\$32,941
<b>INDUSTRIAL:</b>										
Costs	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Revenues	\$3,018	\$6,036	\$9,054	\$12,071	\$15,089	\$18,107	\$21,125	\$24,143	\$27,161	\$30,179
<b>TOTALS:</b>										
Costs	\$9,428	\$19,421	\$30,006	\$41,208	\$53,055	\$65,576	\$78,800	\$92,759	\$107,484	\$123,010
Revenues	\$18,606	\$37,864	\$57,802	\$78,449	\$93,834	\$121,990	\$144,950	\$168,746	\$193,415	\$218,993
<b>NET BALANCE</b>	\$9,178	\$18,443	\$27,796	\$37,241	\$46,779	\$56,414	\$66,150	\$75,987	\$85,931	\$95,983
<b>Manistee Public Schools:</b>										
<b>RESIDENTIAL</b>										
Costs	\$12,107	\$24,941	\$38,533	\$52,919	\$68,133	\$84,213	\$101,195	\$119,121	\$138,032	\$157,970
Revenues	\$3,648	\$7,405	\$11,274	\$15,260	\$19,366	\$23,594	\$27,950	\$32,436	\$37,057	\$41,816
<b>COMMERCIAL</b>										
Costs	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Revenues	\$4,191	\$8,383	\$12,574	\$16,766	\$20,957	\$25,149	\$29,340	\$33,532	\$37,723	\$41,915
<b>INDUSTRIAL</b>										
Costs	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Revenues	\$3,840	\$7,680	\$11,520	\$15,360	\$19,200	\$23,040	\$26,880	\$30,720	\$34,560	\$38,400
<b>TOTALS:</b>										
Costs	\$12,107	\$24,941	\$38,533	\$52,919	\$68,133	\$84,213	\$101,195	\$119,121	\$138,032	\$157,970
Revenues	\$11,680	\$23,468	\$35,369	\$47,386	\$59,524	\$71,783	\$84,171	\$96,680	\$109,341	\$122,131
<b>NET BALANCE</b>	(\$427)	(\$1,473)	(\$3,164)	(\$5,533)	(\$8,609)	(\$12,430)	(\$17,024)	(\$22,433)	(\$28,691)	(\$35,839)

Source: 1986 Manistee Development Plan Fiscal Impact Analysis.

# 10 YEAR FISCAL IMPACT PROJECTION

EXISTING TREND

—○— CITY

—○— SCHOOL

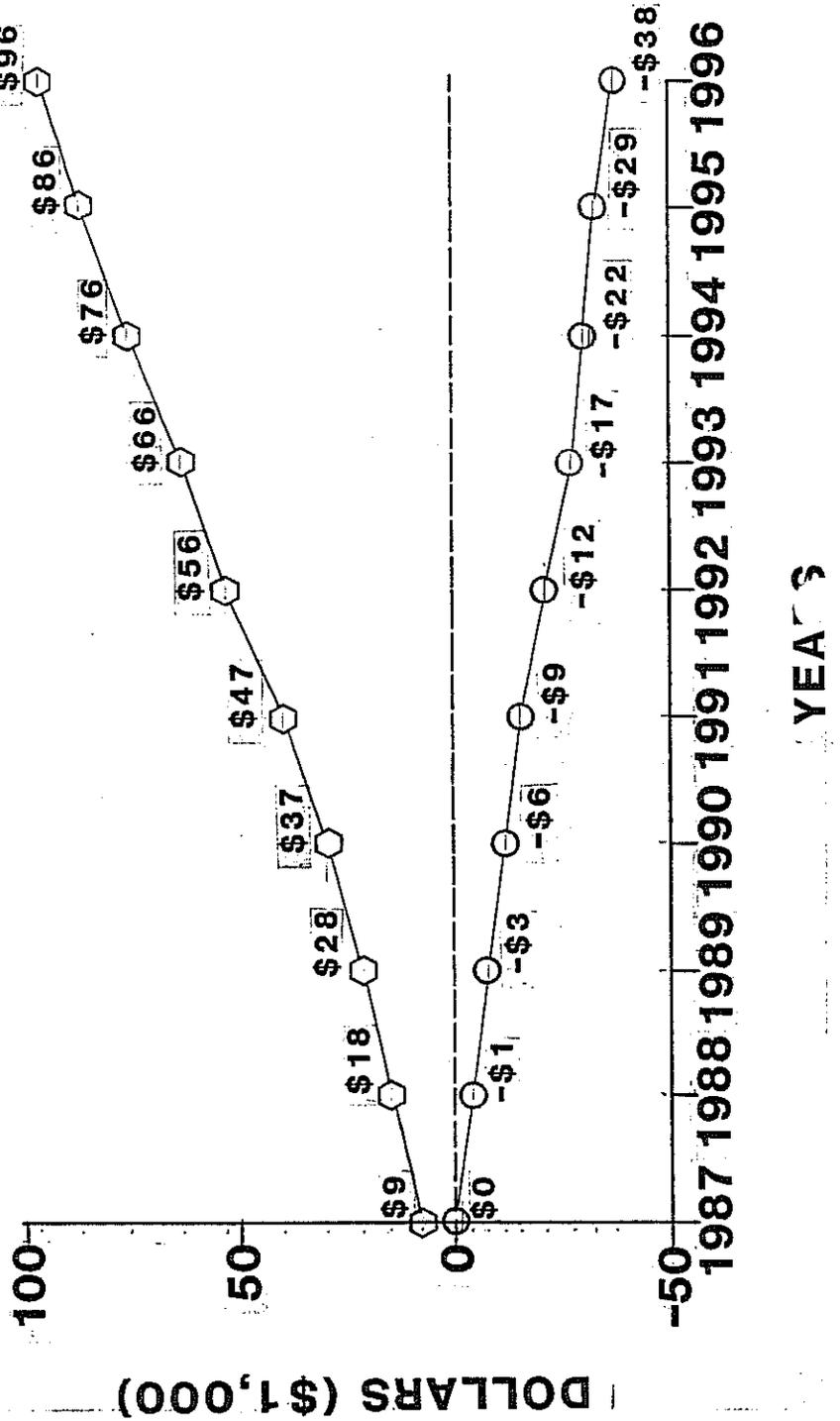
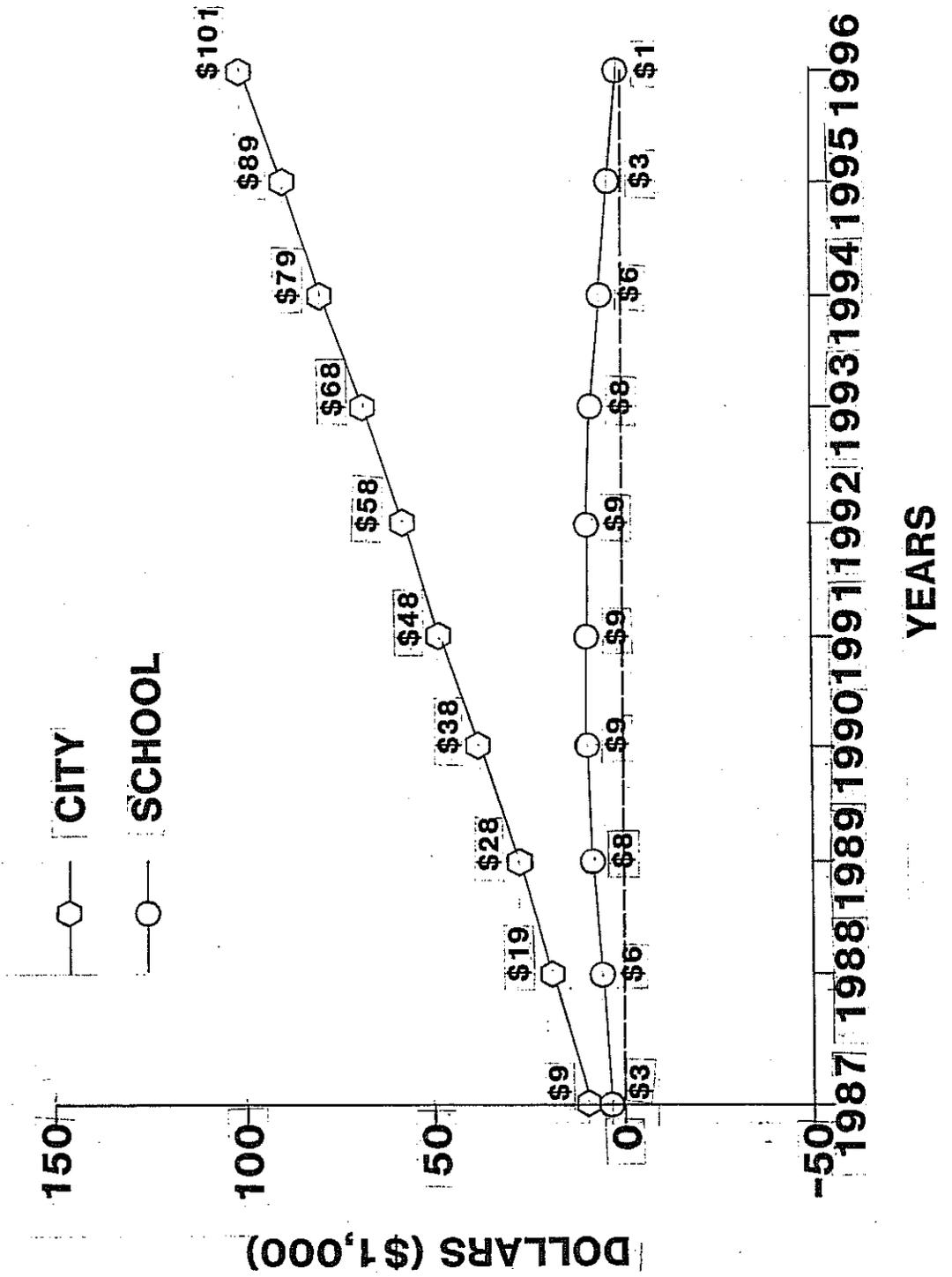


TABLE 2H.3b  
ANALYSIS OF COSTS AND REVENUES GENERATED BY  
GROWTH UNDER ALTERNATIVE SCENARIO

City of Manistee:	1987	1988	1989	1990	1991	1992	1993	1994	1995	1996
<b>RESIDENTIAL:</b>										
Costs	\$9,884	\$20,666	\$32,411	\$45,185	\$59,061	\$74,116	\$90,431	\$108,094	\$127,198	\$147,841
Revenues	\$12,751	\$26,572	\$41,534	\$57,715	\$75,193	\$94,055	\$114,392	\$136,300	\$159,881	\$185,244
<b>COMMERCIAL:</b>										
Costs	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Revenues	\$3,294	\$6,588	\$9,882	\$13,176	\$16,470	\$19,765	\$23,059	\$26,353	\$29,647	\$32,941
<b>INDUSTRIAL:</b>										
Costs	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Revenues	\$3,018	\$6,036	\$9,054	\$12,071	\$15,089	\$18,107	\$21,125	\$24,143	\$27,161	\$30,179
<b>TOTALS:</b>										
Costs	\$9,884	\$20,666	\$32,411	\$45,185	\$59,061	\$74,116	\$90,431	\$108,094	\$127,198	\$147,841
Revenues	\$19,063	\$39,196	\$60,470	\$82,963	\$106,753	\$131,927	\$158,576	\$186,796	\$216,689	\$248,364
<b>NET BALANCE</b>	\$9,179	\$18,530	\$28,059	\$37,778	\$47,692	\$57,811	\$68,144	\$78,701	\$89,491	\$100,523
<b>Manistee Public Schools:</b>										
<b>RESIDENTIAL</b>										
Costs	\$8,706	\$18,203	\$28,548	\$39,800	\$52,023	\$65,284	\$79,655	\$95,213	\$112,040	\$130,223
Revenues	\$3,755	\$7,738	\$11,980	\$16,433	\$21,167	\$26,174	\$31,467	\$37,059	\$42,963	\$49,194
<b>COMMERCIAL</b>										
Costs	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Revenues	\$4,191	\$8,383	\$12,574	\$16,766	\$20,957	\$25,149	\$29,340	\$33,532	\$37,723	\$41,915
<b>INDUSTRIAL</b>										
Costs	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Revenues	\$3,840	\$7,680	\$11,520	\$15,360	\$19,200	\$23,040	\$26,880	\$30,720	\$34,560	\$38,400
<b>TOTALS:</b>										
Costs	\$8,706	\$18,203	\$28,548	\$39,800	\$52,023	\$65,284	\$79,655	\$95,213	\$112,040	\$130,223
Revenues	\$11,787	\$23,801	\$36,055	\$48,559	\$61,325	\$74,363	\$87,688	\$101,311	\$115,247	\$129,509
<b>NET BALANCE</b>	\$3,081	\$5,598	\$7,507	\$8,759	\$9,302	\$9,079	\$8,033	\$6,098	\$3,207	\$714

Source: 1986 Manistee Development Plan Fiscal Impact Analysis.

# 10 YEAR FISCAL IMPACT PROJECTION /ALTERNATE GROWTH SCENARIO



City. When analyzing the City's fiscal prospects, however, the spreadsheet analysis reported a much different story than that of schools. The fiscal impact of current trend growth, as shown in Table 2H.3a and Graph 2H.1, point to a substantial surplus (\$96,000) after the ten year analysis period. It must be acknowledged, however, that such a surplus would be easily absorbed by any of several necessary city-wide capital projects anticipated during this period. Also, as described earlier, (and later in this section), the "per capita" fiscal impact approach adopted by the planning team cannot be applied with great precision to more detailed fiscal situations. This is particularly true when analyzing the city's fiscal outlook since very large budget amounts, with complex sources, must be reduced to per capita amounts and increased accordingly. With costs being calculated only as a function of population increase, it is expected that costs are probably understated and that future city net balances will not be as great as that shown.

As Table 2H.3a indicates, the analysis projects no costs related to additional commercial and industrial growth for both city and schools. Fiscal impacts related to the costs of additional commercial and industrial development would normally be calculated by the number of employees expected for additional future business in-migration. However, since the residential fiscal impact analysis was concerned with city-wide residential development (as opposed to small developments within the city), it is assumed that the residential development projected during the period is a maximum, and that the number of dwellings projected includes all housing for expected employees. Of course, there are always marginal fiscal costs attributable to commercial and industrial development, but the current analytical approach cannot fully account for these costs.

#### ALTERNATIVE GROWTH ANALYSIS:

##### Demographics:

Per Household Multipliers. The existing trend analysis described earlier, presents a disturbing fiscal prospect for Manistee Public Schools. To further discover the cause for such a problem, the planning team performed a sensitivity analysis to see what factors or assumptions could be changed to produce better results. Of all the factors used in the spreadsheet, none affected the outcome for schools as dramatically as the number of school-age children being generated, (and therefore the total costs being upgraded on a per student basis). Another fiscal impact analysis was therefore performed with the following alternate scenario with regards to additional growth:

That the type of housing being proposed for the future will not be the same single-family housing which has caused 0.744 school-age children per household (see existing trend discussion above);

rather, smaller more efficient units will be developed as part of the City's new tourism based economy.

Such units, according to data generated all across north central United States (Burchell, 1978), will exhibit "per household" values similar to the following: 2.6 persons per household (for all townhouses in North Central U.S. with per student similar to below) and 0.54 school-age per household (break-even multiplier for schools; similar to .56 found for townhouses in North Central U.S. (Burchell, 1978)).

#### Increasing Growth Rate:

In addition to new multipliers for total persons and school-age children per household, the alternative growth scenario assumed an increasing rate of residential growth. The existing rate of growth, as described in preceding sections, was determined to be ten new dwelling units per year. To project a more optimistic scenario for the future, a growth rate factor of 3% per year was applied to the yearly dwelling unit count for the ten year analysis period. The planning team decided that with a more aggressive development posture during the planning period, (especially when considering the unique development potential of seven special planning districts), a growth rate over and above the existing trend is a realistic expectation. If the development of Manistee's unique land areas occurs, this growth factor could well be in excess of 3% per year, (see a more detailed discussion in previous section of this document on population projections).

Other Data: All other assumptions, factors and local data were retained for the alternative growth scenario just as applied in the existing trend analysis.

#### Results:

Table 2H.3b shows the fiscal impact of the alternative growth scenario. The most striking difference is exhibited in the school district net balance in that there is only a minimal deficit caused by additional growth. Graph 2H.2 shows this trend more clearly. The school district's revenues are exceeding costs increasingly through the middle of the analysis period (1990-1992) where the net positive balance levels out to about \$9,000 per year. In later years, however, the costs begin to rise thus forcing the net positive balance down. This continues through 1996, when the analysis projects a break-even point for the school district's fiscal budget. Apparently, the lower number of school-age children per household creates fewer costs with the same tax base in the early years of projected growth, but the increasing number of units (and therefore students) in later years is creating rising costs without a corresponding rise in tax base.

## Conclusion:

The foregoing analysis suggest that the City of Manistee will experience a net fiscal benefit to growth over the next ten years. If that growth is an extension of existing trends (2.48 persons per household in ten new dwellings units per year) the net benefit for the city could be as high as \$95,983. Under the alternative growth scenario (2.6 persons per household with housing construction accelerating at 3% per year over existing trends) the net benefit to the city would be greater than the existing trend surplus by about 5%, (\$100,523).

The analysis also shows that future growth could negatively affect the Manistee Public Schools over the next ten years if growth continues under existing trends (0.744 school-age children per household). In fact, the results show that the costs of existing trend growth could exceed respective revenues by as much as \$35,839 by 1996. Under the alternative growth scenario (0.54 school-age children per household), Manistee Public Schools would experience an increasing net benefit to new growth through the year 1992, but the trend would begin to reverse causing a break-even fiscal picture by 1996. This downward trend could continue unless growth is slowed, costs are cut or revenues are enhanced.

The difference between the two growth scenarios tested by the planning team, (existing trend and alternative growth), is intended to represent the difference between previous growth and new growth prospects for the City of Manistee. Existing data represents households with more school-age children (0.774 per house versus 0.54). Census data indicates that households types with school-age children ratios in excess of .75 are typically any dwelling type with more than three bedrooms, (Burchell, 1978). Existing city development clearly falls into this group; and, since the city is composed primarily of single family detached housing, the school-age children ratio would probably be even higher if all dwellings were fully occupied, (census data shows that there are an average of 1.008 children in each three bedroom single family household in the north central United States).

The alternative growth mentioned throughout this section represents a departure from the larger single family detached units developed in the city's past. New developments are more likely to include a mix of condominium-townhouse, apartments, duplexes, triplexes, four-family units, as well as mobile or modular homes and other smaller, more cost efficient single-family detached homes. The development of these types of units are not only a part of our new national housing market, but could be an integral part of Manistee's future resort and tourist based economy. If this kind of growth materializes for Manistee, it is very likely that greater growth rates and new ratios of persons and children per household will occur. Graphs 2H.3 and 2H.4 show new student generation and new job generation for both existing

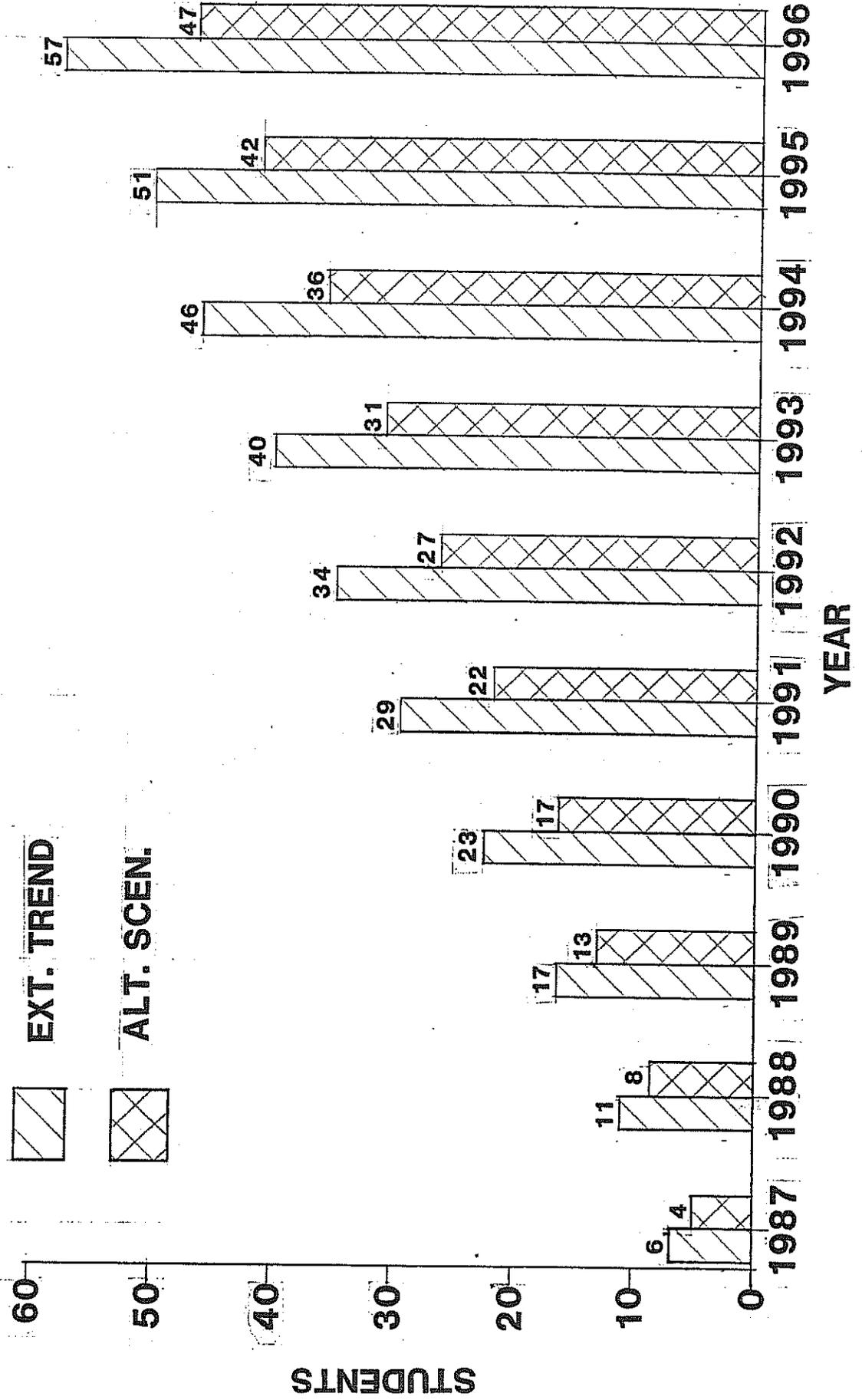
trends and the alternate growth scenario. These graphically display the positive difference where fewer students and more employees will be generated by future development. Such new growth rates and ratios form the basis of the alternative growth scenario tested by the planning team; the results of which are indicative of a positive fiscal outlook for Manistee Public Schools, and desirable surpluses for the City of Manistee.

#### USE OF PER CAPITA MULTIPLIER FOR SPECIFIC DEVELOPMENTS:

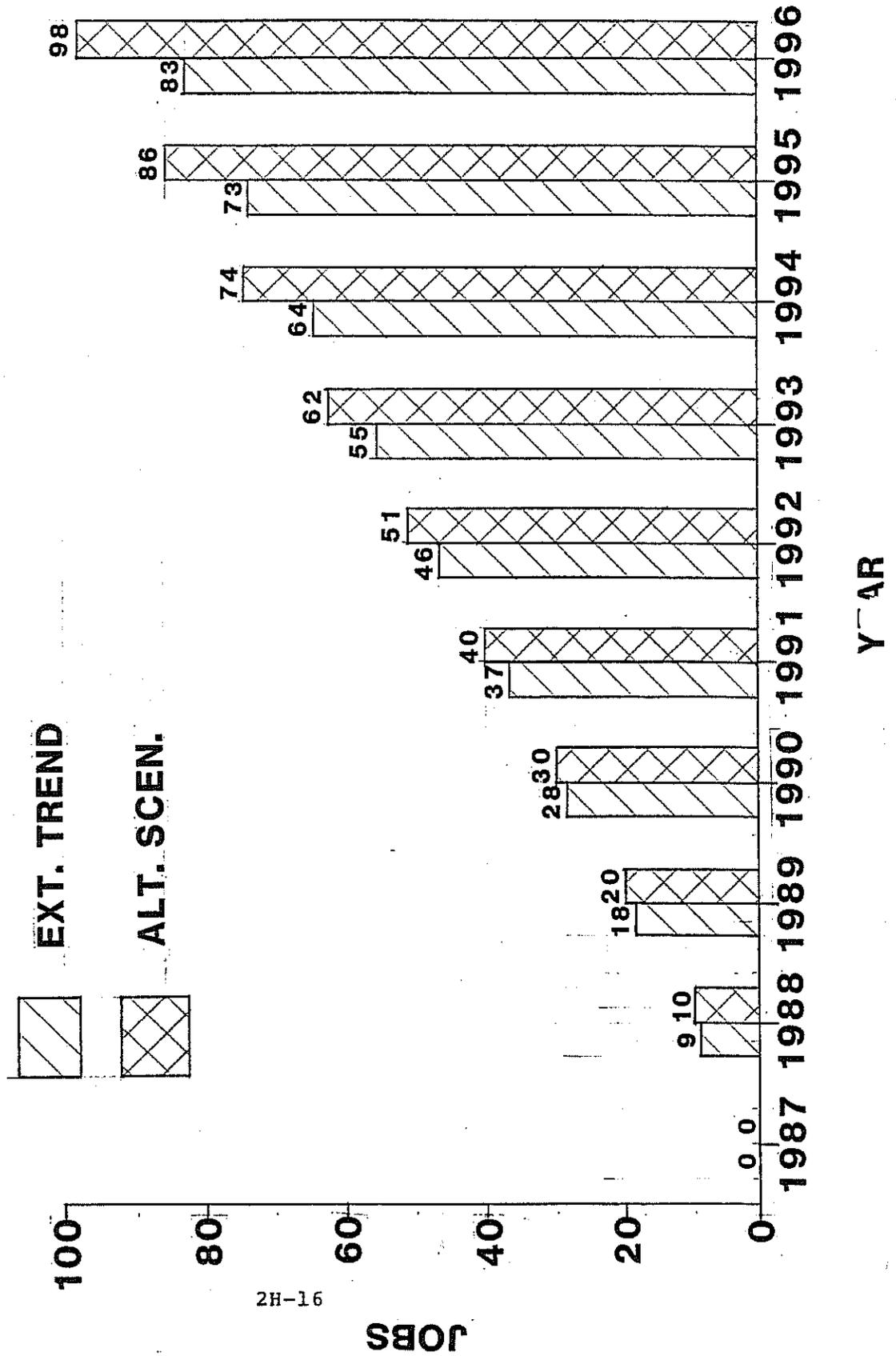
It is suggested throughout this section that caution should be exercised when considering the detailed impacts of any specific development proposal. This is particularly true of the "per capita multiplier" method chosen for this study. This method uses a simple proportional relationship based upon the concept that an increasing population and employee base will cause a corresponding increase in the need for public services and facilities and associated fiscal costs. And this relationship may or may not exist. Some analysts believe that though computationally easy, "...there is little theoretical or empirical support for the underlying assumption that a direct relationship exists between population size and public-sector costs and revenues." (Klosterman, 1986). Robert Burchell and David Listoken suggest in their well known publication, The Fiscal Impact Handbook: Estimating Local Costs and Revenues of Land Development, that the per capita method is best applied to "... second-order cities experiencing slow to moderate growth." (Burchell, 1978).

In many other urban settings, especially when there is a severely declining population base and excess service capacity, the use of the per capita multiplier approach for determining specific impacts of development proposals could lead to erroneous results and other analytical formats should be considered. However, for the purposes of considering broad alternative community growth scenarios, as the Manistee Development Plan planning team has done, the per capita method is the most reasonable choice considering the time and expense involved in most other methods, (Burchell, 1978).

# 10 YEAR PROJECTION FOR FISCAL IMPACT NEW STUDENTS



# 10 YEAR PROJECTION FOR FISCAL IMPACT NEW JOBS



## GOALS OF MANISTEE

Every citizen has a stake in the future of Manistee. It is only natural that individuals will have different values and will thus want to accomplish a wide range of goals and objectives for their community. The important factor is not that citizens have differences, but that they want to contribute to their community's future growth and development. The objective of this chapter of the Manistee Development Plan is to set goals and objectives for the community that promote the public interest; the interest of the community at large, rather than the interests of individuals or special groups within the community. No statement of community goals, however carefully and analytically developed, will be equally relevant at all times. Economic changes, the movement of people and businesses, the availability of leisure time and early retirement are a few examples of physical and social changes that can affect the communities goals. The following goals are a point of beginning and will need to be reviewed and amended on a regular basis as the community grows, objectives are accomplished and the community needs and aspirations change.

### QUALITY OF LIFE:

To preserve the unique amenities which contribute to the quality of life in Manistee including the abundant water frontage, the public parks and facilities, the small town character and the historic uniqueness that contribute to the desirable living environment of the community.

### POPULATION GROWTH:

To implement programs and policies that will stimulate and encourage population growth within the City to reverse the eighty year trend of population decline that has adversely impacted on the economic vitality of the community.

### ECONOMY:

To support existing industrial and commercial enterprises that are making a valuable contribution to the community's economy; to promote incentives that will encourage expansion of these existing businesses; and to provide programs and incentives that will encourage the relocation of those industrial and commercial enterprises which expand and diversify the existing economic base.

TRANSPORTATION:

To ensure that the transportation network of the Manistee area is improved and maintained to better serve the current and future needs of the community without adversely affecting the development of its limited land resources to its highest and best use.

WATERFRONTAGE:

To develop plans and programs for the orderly and appropriate development of the valuable and abundant lake and river frontage so that these unique community assets become the trademark of the New Manistee.

CENTRAL BUSINESS DISTRICT:

To encourage private and public improvements in the Central Business District and develop this area into a regional shopping/business center with convenient vehicular and pedestrian access.

AESTHETICS:

To initiate programs, policies and ordinances that will address the aesthetic issues of signage, landscaping, street-scape, maintenance, and other issues that affect the overall appearance of the community and play important role in establishing the community's new image.

HISTORIC PRESERVATION:

To support the community's continuing interest in preserving the historically significant structures in the city and assist both public and private efforts toward this end.

TOURISM:

To respond to the needs of Michigan's second largest industry, tourism, by developing programs, activities and facilities that will attract a larger share of this growing industry to the Manistee area.

**HOUSING:**

To develop portions of the City's vacant land resource for second home and retirement home opportunities to stimulate population growth and provide a broader selection of housing opportunities within the City.

**CULTURAL:**

To maintain existing cultural facilities and to promote the expansion of cultural opportunity and activities in an effort to encourage artist, writers and performers to settle in Manistee or use the area as a base of operation.

**SERVICES:**

To improve the delivery of City services and functions in an effort to make Manistee a model city with a community pride that is obvious to even the casual and infrequent visitor.

**RESOURCE MANAGEMENT:**

To ensure that the city's land and capital resources are used wisely and in a manner which makes Manistee economically viable and the City an attractive place to live for present and future generations.