

# MASTER PLAN

# CITY OF MANISTEE

MANISTEE COUNTY, MICHIGAN

2002



MANISTEE CITY PLANNING COMMISSION



This Master Plan would not have been accomplished  
without the assistance of the following people.

**PLANNING COMMISSION MEMBERS**

Roger Yoder, Chairman  
Ray Fortier, Vice Chair  
Joyce Jeruzal, Secretary  
Bob Davis  
Greg Ferguson  
David Kelley  
Phil Picardat  
John Serocki  
Tony Slawinski

**FORMER MEMBERS ASSISTING IN UPDATE**

Kristie Harless  
John Lakos  
Brad Williams

**CITY STAFF**

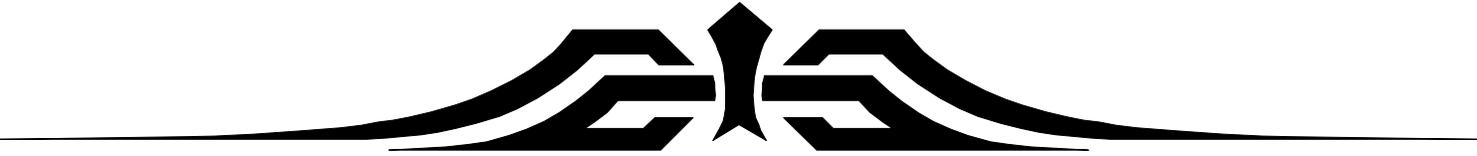
Jon Rose, Community Development Director  
Denise Blakeslee, Recording Secretary for the Planning Commission

**OTHERS**

The Citizens of the City of Manistee who participated  
in this vision for the future of our Community

Members of the Charter Township of Filer, Little River Band of Ottawa Indians, Manistee  
County, and Manistee Township Planning Commissions/Zoning Boards  
and their Planners who attended meetings and workshops to assist in this update

Jerry Adams  
Langworthy, Strader, LeBlanc & Associates, Inc.



**Resolution of Adoption  
Master Plan  
City of Manistee  
Manistee County, MI  
City Planning Commission**

*WHEREAS*, Act 285, Public Acts of Michigan 1931, as amended, provides for a Municipal Planning Commission to prepare and adopt a Master Plan for the physical development of the City; and,

*WHEREAS*, the City of Manistee Planning Commission has prepared a physical development plan for the City of Manistee in compliance with said Act 285; including relevant charts, maps, and text; and,

*WHEREAS*, the City of Manistee Planning Commission has provided opportunity for public input into the Master Planning Process; and,

*WHEREAS*, the City of Manistee Planning Commission held a formal public hearing on the draft Master Plan on November 21, 2002 in accordance with the notice requirements of said Act 285 and other applicable State statutes; and,

*WHEREAS*, the City of Manistee Planning Commission held an additional public hearing on December 5, 2002, in order to provide additional opportunity for public comment; and,

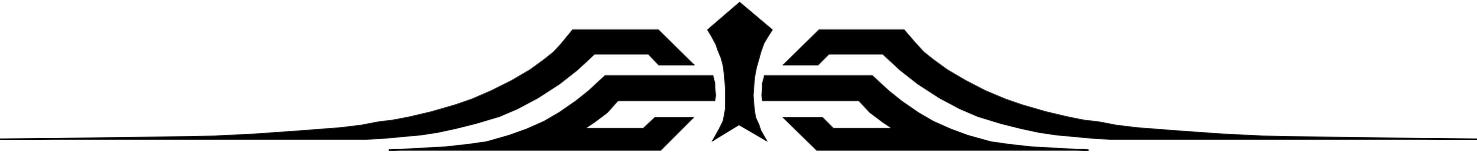
*WHEREAS*, at the above referenced public hearings, the citizens of the City of Manistee were afforded the opportunity to provide oral and written comments on the draft plan, which comments have been carefully considered by the Planning Commission; and,

*WHEREAS*, based on the consideration of public comments the following corrections and/or additions are hereby made to the plan, said corrections and/or comments to be included in the plan's final printing:

- 1) The Future Land Use Map will be changed, the Central Business District line that runs down Second Street between Maple and Sycamore Streets will be moved north ½ block and run down the alley.
- 2) Views (view sheds) of the City's lakes and river systems be maintained whenever possible. Further, that the City conduct a field survey to identify important water related views (e.g., land locations providing opportunity for panoramic, unique, or important views of the City's surface water bodies). And, that the City Zoning Ordinance be amended to include, where appropriate, standards governing the recognition and protection of views.

*WHEREAS*, the City of Manistee Planning Commission is now satisfied that the Master Plan is ready for adoption:





***NOW, THEREFORE, BE IT RESOLVED***, that the City of Manistee Planning Commission does hereby adopt the City of Manistee Master Plan, said plan to be dated as adopted this day of December 5, 2002; and,

***BE IT FURTHER RESOLVED***, that the City of Manistee Planning Commission does hereby direct the Commission Chairperson and Commission Secretary to sign this Resolution signifying adoption of the Manistee Master Plan, to file attested copies of the Plan with the Manistee City Clerk, Manistee County Register of Deeds, and the Manistee County Planning Commission.

**CERTIFICATE OF ADOPTION:**

Offered by Commissioner: John Serocki, Supported by Commissioner Ray Fortier.

Yeas: Bob Davis, Ray Fortier, Joyce Jeruzal, David Kelly, Phil Picardat, John Serocki and Roger Yoder

Nays: Greg Ferguson

Absent: Tony Slawinski

**RESOLUTION DECLARED ADOPTED BY:**

\_\_\_\_\_  
Roger Yoder, Chairperson

\_\_\_\_\_  
Joyce Jeruzal, Secretary

**Date of Adoption: December 5, 2002**



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## **Preface**

### **The Master Plan**

The Master Plan is a *policy* document which sets forth recommendations for the future, generally within a 5 to 10 year time frame. The Plan, used in combination with the City Zoning Ordinance, will assist in guiding future land use development in the City of Manistee. The basic rationale of the Master Plan is outlined in the *Municipal Planning Act (Act 285 of 1931, as amended)* and the related *City Zoning Act (Act 207 of 1921, as amended)*.

The City of Manistee has a long history of master planning. This instrument reflects an update to the Master Plan previously in place. As with prior updates, the new Master Plan builds on the solid planning foundation established by the City.

#### **Developing A Master Plan**

A Master Plan is made up of a number of different components, including a Community Profile, Plan Goals, and Future Land Use. The Community Profile discusses current trends and conditions in the City, while the Plan Goals provide an overall focus to the Plan. Goals are used in combination with the Future Land Use section to improve and strengthen those aspects of the community that citizens are proud of, and to change those areas and issues that have been identified as problems.

Throughout the process of developing a Master Plan, public input is very valuable and important. Not only is the public's participation a way in which City leaders have an opportunity to hear what citizens value in the community, public input provides City officials with direction pursuant to the public's thoughts on ways in which to resolve land use issues. The Manistee City Planning Commission encourages continued involvement by the public on all community development matters.

#### **Relationship of the Master Plan and the Zoning Ordinance**

Master Plans and Zoning Ordinances are commonly thought of as either the same document, or instruments with a similar purpose. The Zoning Ordinance is *law*, as opposed to a policy document. The Zoning Ordinance regulates the use and development of land as it exists today. As a policy document, the Master Plan is a guide to the future use of land and overall development of the City.

The relationship of the Future Land Use element of the Master Plan and the zoning map of the Zoning Ordinance is a critical one. As stated above, a primary difference between the two is a matter of timing. The Future Land Use map shows the intended use of land *at the end of the planning period*,

which could be as long as 10 years (or more) in the future; the zoning map shows land *as it is intended to be used today*. Accordingly, the two maps may not be fully identical.

Since the Master Plan helps determine the appropriate use of land within the City, rezoning decisions should normally be consistent with its provisions. This is not to say that all rezonings that are consistent with the Future Land Use map should automatically be approved. However, if all of the preconditions of the Master Plan are met, approval of the request should logically be forthcoming.

<b>The Master Plan and The Zoning Ordinance</b> 	
<ul style="list-style-type: none"> <li>• <b>The Master Plan is a Guide</b></li> <li>• <b>The Master Plan is adopted by the Planning Commission</b></li> <li>• <b>The Master Plan shows how land is to be used in the future</b></li> </ul>	<ul style="list-style-type: none"> <li>• <b>The Zoning Ordinance is a Law</b></li> <li>• <b>The Zoning Ordinance is adopted by the Legislative Body</b></li> <li>• <b>The Zoning Ordinance shows how land is regulated today</b></li> </ul>

**Using the Plan**

The Master Plan can be used in a number of ways, but above all it should be consulted whenever land use decisions are to be made.

**Lawful Zoning Ordinances Need A Master Plan**

- ◆ In order for a community to have a legal zoning ordinance, a Master Plan is needed that is designed to promote the public health, safety, and general welfare; to encourage the use of lands in accordance with their character and adaptability; and to limit the improper use of land.

**Refer to the Master Plan In All Zoning Decisions**

- ◆ Use of the Master Plan ensures that the City’s desires regarding future development are translated into action.

**Encourage Other Decision Making Bodies to Use the Master Plan**

- ◆ The Master Plan should assist in guiding the decision making efforts of others. The planning and development programs of other agencies such as the Manistee County Planning Commission, Manistee County Road Commission and MDOT, various City departments, adjacent townships, and others can help the City of Manistee in the implementation of the Master Plan.

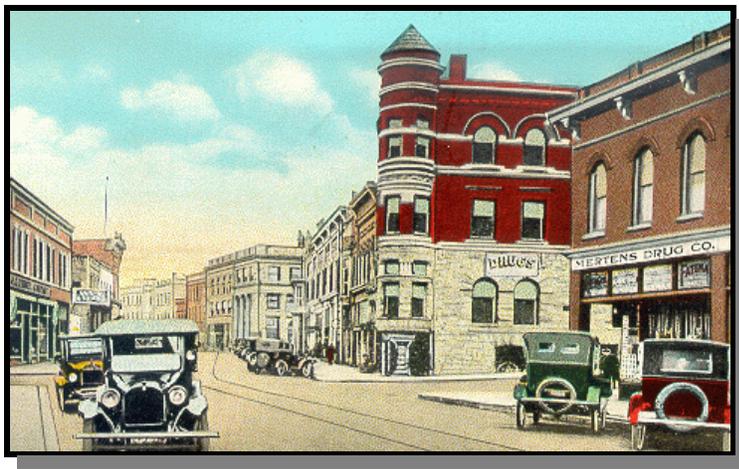
**Keep the Plan Current**

- ◆ The Planning Commission should conduct an annual review of the Plan to ensure that the Plan is kept current. Any amendments to the Plan can be done at that time to keep it up to date and consistent with community philosophies and needs.

## CHAPTER 1 INTRODUCTION

### Manistee: Past and Present

The famous urbanist Lewis Mumford once said that “history is made visible in the City”. No where is this more evident than in the City of Manistee. The gallery of architectural styles on display in



Manistee highlights the major historical epochs that shaped the early City - the post Civil War (late Industrial Revolution) and the *Golden Age* of the early 20<sup>th</sup> Century. This was a period which witnessed rapid growth and industrialization of the upper Midwest made possible by such major national events as the opening of the Erie Canal. During this period, many pioneering industrialists were drawn to Michigan, including the Manistee area, to mine and/or harvest locally abundant raw materials such as sand and timber.

Frequently, their efforts spawned rapid urbanization, and yielded substantial personal fortunes resulting in the construction of elegant homes and - in the tradition of many of the famous philanthropists of the time - public gifts of hospitals, parks, libraries and other public monuments.

This was also a period characterized by strict social conventions, as well as manners and tastes, that were largely dictated by - and reflective of - one’s social and economic standing. The City’s large quantity of ‘high’ Victorian residences give us a glimpse into the late 19<sup>th</sup> Century lifestyles of the City’s newly rich industrialists; whereas, the handful of *Neo-Classical* and *Beaux Arts* buildings found in Manistee reveal a high level of *dawn-of-the-Century*, cultural awareness and civic aspiration in the *City Beautiful* tradition. This is noteworthy considering the City’s small size and relative remoteness.

Through the various plans and promotional materials prepared for the City over the years, much more has been written about Manistee’s colorful history and its special character. Most of this work is quite good and will not be improved upon here. Needless to say, the City’s historical legacy and rich architectural traditions are aspects of the City that residents rightfully take a great deal of pride

systems in the vicinity of US-31. This is perhaps the common thread that links the City's earliest planning efforts with those of the more recent past.

**1958**

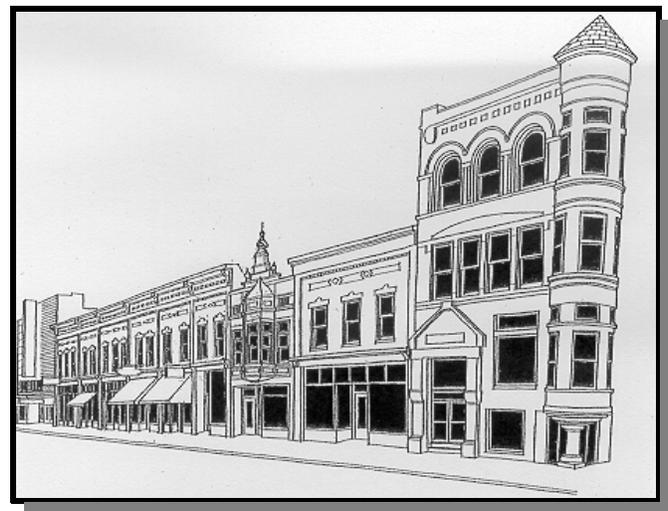
This year saw the adoption of the *Transportation Plan for the City of Manistee*. It was prepared by the same consultant who prepared the

1945 *Master Plan*, and expanded upon many of its same themes. Major plan recommendations were to widen and straighten the Manistee River channel in order to accommodate a new generation of larger Great Lakes freighters, and to construct an over-the-tracks grade separation for a proposed rerouted US-31 just north of the City limits.



**1960**

The *Comprehensive City Plan* was adopted during this year. Its major focus was on the need to develop and enforce subdivision regulations - a theme that was first raised briefly in the original 1945 *Master Plan*. The plan was also notable in that it was here that the recommendation was first made that a highway bypass should be developed in order to relieve congestion downtown. The plan also called for an additional bridge over the Manistee River at Tamarack Street, and other street connections to span gaps in the City's street grid.



**1981**

Focusing public attention on the value and techniques of historic preservation and urban design was the crux of the *Manistee Downtown Preservation and Development Plan* completed in 1981. This plan contains both a general urban design program to be applied city-wide, as well as specific building-by-building architectural guidelines including cost estimates. Much of this plan laid the

groundwork for the subsequent National Register nomination of Manistee's downtown, the establishment of the City's Downtown Development Authority (DDA), the development of the City's renown riverwalk, and most recently, the streetscape improvements completed along River Street. Several other proposals presented in this plan have been successfully completed while many others have yet to be realized.

### **1988**

As the predecessor of this plan and its point of departure, the *Manistee Development Plan* is the planning document that has guided the City from the late 1980s to the present. Recognizing the challenges and development opportunities posed by the City's numerous waterfront properties, this plan identified seven "special planning districts" (SPDs) which were felt to warrant special planning treatment. All have water frontage, and most are conceived as multi-use districts consisting of public access areas, marinas, waterfront-appropriate commercial development, and housing of various densities. A major recommendation of the plan, and one which largely dictated the proposed treatments of at least two of the special districts, was the proposed relocations of the existing railroad right-of-way to the east side of Manistee Lake, and its replacement with a relocated US-31 business route. Also proposed to be relocated was the existing Consumer's Energy facility along the western shore of Manistee Lake (SPD-2). Much of what was called for in this plan has been achieved; however, the aforementioned relocations have not occurred thus forestalling several of the recommendations for the City's east side.

### **1997**

Manistee County's most recent master land use plan was adopted in 1997 (*Manistee County Land Use Plan*) The plan's main emphasis is on economic development within the context of 'sustainable' land development practice. The plan goes to some lengths to state that these objectives should not be viewed as mutually exclusive. In this vein, the plan calls for the adequate allocation of lands for commercial and industrial expansion, along with streamlined permitting, but in discrete, centralized areas served by existing infrastructure. The plan specifically warns against 'strip' commercial development and other development practices that may over-strain public and natural resources. Through its stated objectives and land use recommendations, the plan affirms the role of the City of Manistee as the economic and administrative 'seat' of the County.

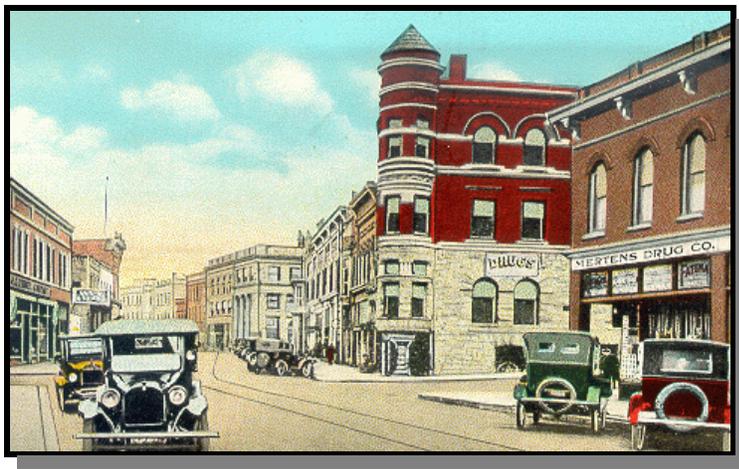
### **Looking Ahead**

It is the intent of the Manistee City Planning Commission to build on the solid foundation laid out by the findings, recommendations, and strategies of prior plans. In preparing the plan, it has been a goal of the Commission to continually recognize the importance of Manistee's rich heritage and character while setting forth new directions of growth and development.

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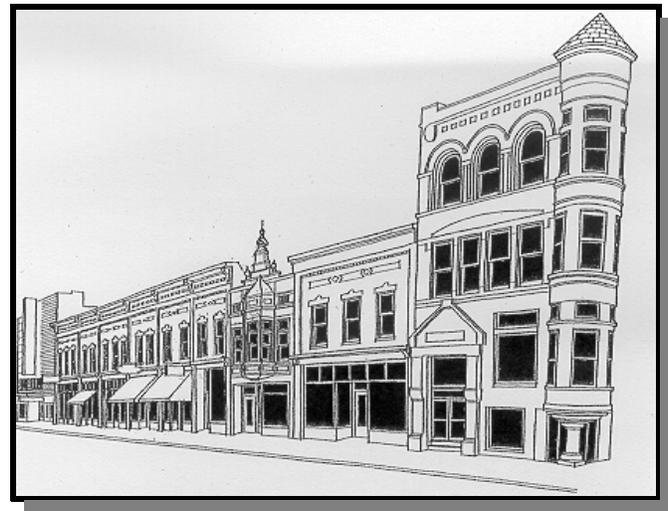
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### **Looking Ahead**

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## Chapter 2 Existing Land Use

As a mature and diverse urban community, Manistee presents a host of land uses ranging from open space shoreline areas to seasonal resort residential to heavy industry. The City is laid out in traditional grid formation and is subdivided into quadrants by the Manistee River and US-31 which bisect the City north to south, and east to west respectively. The downtown area is linear in dimension and is oriented east to west along the south bank of the Manistee River. The downtown proper is approximately four blocks long and is bisected by River Street - the City's historically accented 'main street'. Other commercial pockets are scattered among the City's traditional urban neighborhoods, while most auto-oriented 'strip' development can be found along both sides of US-31 north and south of the central city area. Development along US-31 more-or-less blends into the similar strip pattern of commercial development occurring in Manistee Township to the north and Filer Township to the south. Collectively, the three communities maintain a strip commercial corridor along US-31 in excess of six miles in length, with additional land available for commercial use.

The Existing Land Use Map, following page, provides a graphic representation of the City's spatial land use arrangement. A breakdown of the acreage devoted to the various uses also follows (Table 2-1). The identified uses reflect the land use categories traditionally employed by the City for planning purposes.

### Residential

In terms of residential land uses, Manistee is made of predominantly single-family neighborhoods laid out in a rectilinear urban lot and block pattern. Neighborhoods such as 'Maxwell Town' and 'President's Village' contain a rich vocabulary of cottage and bungalow vernacular architecture, and perhaps best exemplify a classic pre 20<sup>th</sup> Century pattern of land division. Some of these neighborhoods were platted with lots as narrow as 30' across. Most newer, mixed-density residential development, on the other hand, can be found on Manistee's northwest side along the Lake Michigan Shore, while the City's greatest concentration of multiple family housing is located directly along the north bank of the Manistee River west of Washington Street.

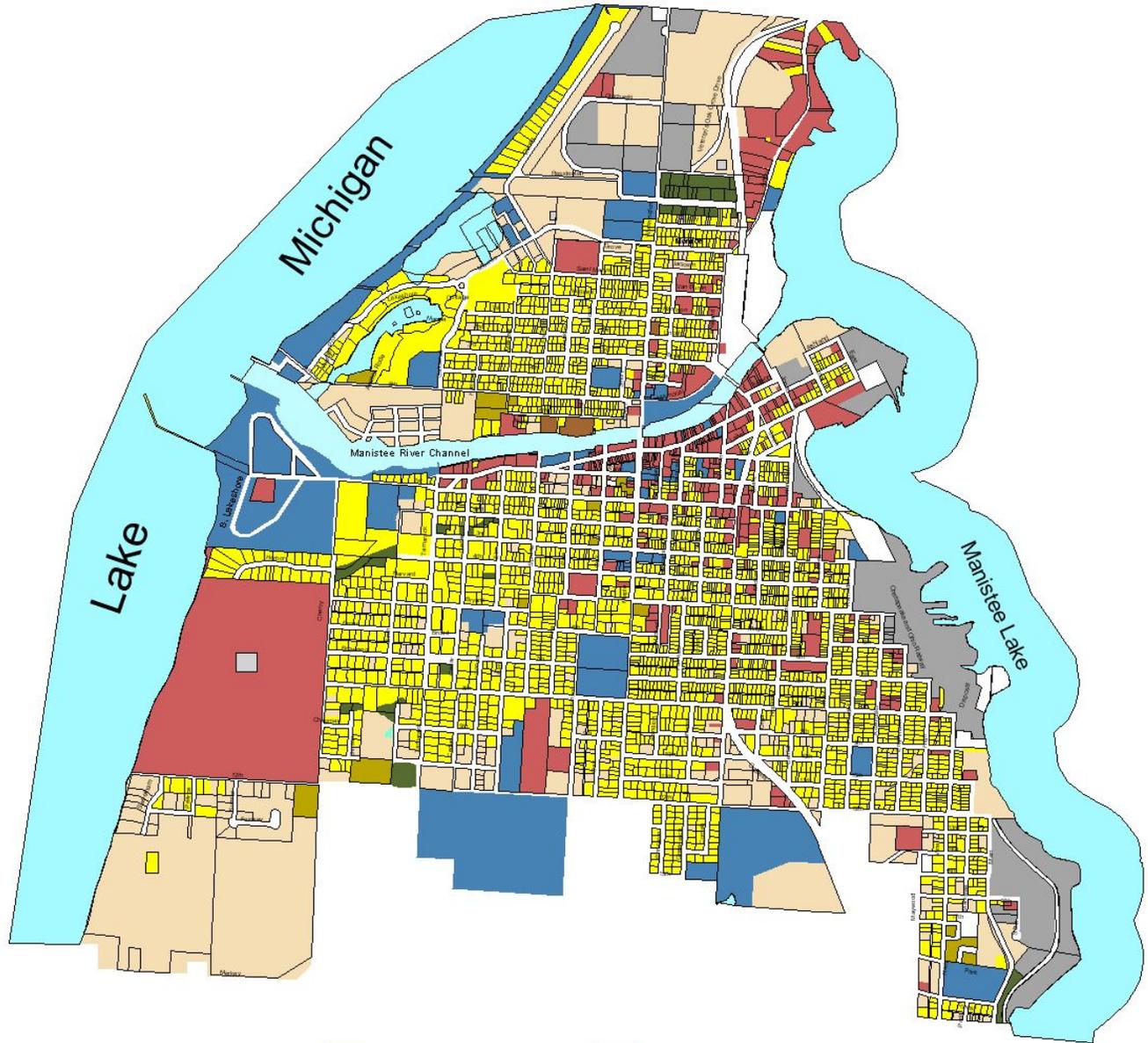


Much of Manistee's residential development posture is shifting from that of a community heavily oriented to providing homes for industrial employees to being one of West Michigan's premier resort, retirement, and second home communities. This change has resulted in the development of

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clustered

# Existing Land Use City of Manistee, Michigan



- |                        |                     |
|------------------------|---------------------|
| Single Family/Duplex   | Open Land           |
| Multi-Family High Rise | Forests             |
| Group Residential      | Nonforested         |
| Commercial             | Aquatic Bed Wetland |
| Industrial             | Water               |
| Extractive Wells       | Transportation      |

Data Sources: City of Manistee  
April 2001



**LSL**  
LANGWORTHY  
STRADER  
LEBIANG &  
ASSOCIATES, INC.



**Table 2-1  
Existing Land Use  
Manistee Master Plan - 2002**

Land Use Category	Acreeage (Percent of Total [2])
Low/Medium Density Residential	578 (27%)
High Density Residential	22 (1%)
Commercial	90 (4%)
Industrial	134 (6%)
Parks/Public Lands/Quasi-Public	402 (19%)
Transportation	496 (23%)
Vacant/Undeveloped	209 (10%)
Wetland/Water	181 (9%)
TOTAL ACRES [1]	2,112 acres
Notes: [1] Reflects land area. The U.S. Census (1990) reports a City land area of approximately 3.3 square miles (2,112 acres) and combined land/water area of approximately 4.4 square miles (2,816 acres). [2] Percent has been rounded.	
Source: City of Manistee and LSL Planning, Inc.	

and mixed-use residential neighborhoods incorporating attached and detached housing in planned settings. Small enclaves of large lot, suburban type, residential parcels are also being developed in the southwest portion of the City, near the new high school, and along the Lake Michigan shoreline to the north.

In addition to new residential development a review of building permits, combined with field research, demonstrates the presence of significant reinvestment by homeowners in the improvement and modernization of existing housing units. In each of the City’s neighborhoods, there is visible evidence of ongoing housing rehabilitation and general upgrading. Unlike many urban communities, Manistee does not experience visible pockets of neighborhood deterioration and blight.



Based on the field survey of land use, the City has approximately 600 acres devoted to residential use. This includes single and multiple family development and manufactured housing sites, representing roughly 28 percent of Manistee's total land area. A majority of the City's street network, which is not included in the residential land area calculation, is associated with residential neighborhoods. With the combination of the two, it is roughly estimated residential areas (homes and associated streets combined) represent 35 to 40 percent of the City's total land area.

Over the past decade, approximately 11 acres per year have been developed for residential use. In recent years, a majority of this development has occurred near/along Lake Michigan, north and south of the Manistee River Channel. Based on recent development trends, it appears the City can sustain additional residential development over the ensuing years. In fact, the City appears to be in the position to accommodate continued residential development, particularly associated with the second home/tourism market.

*Over the past decade, approximately 11 acres per year have been developed for residential purposes.*

### **Commercial**

As stated earlier, the City's commercial base is principally located in Manistee's core downtown and along US-31. It is also noted the Existing Land Use Map also identifies the golf course lying between Cherry Street and Lake Michigan as commercial, accounting for a significant portion of the commercial acreage base. A limited number of small commercial nodes are found scattered throughout the City, though predominately located east of US-31. In most cases, these reflect activities which have been in existence for long periods of time such as the neighborhood eateries and pubs of Maxwell Town.

The core downtown offers a variety of specialty retail, office, personal services, restaurants, and related business activity. The downtown is nestled along the Manistee River Channel, surrounded by well-maintained residential neighborhoods. The close proximity of residential development to the downtown, combined with easy access via sidewalks, fosters significant pedestrian travel between the two land uses.



The relationship of well-maintained residential neighborhoods adjacent to the downtown is extremely important. State and national development trends reveal that core downtowns surrounded by deteriorating neighborhoods often exhibit similar patterns of decline.

The other primary commercial area is the US-31 corridor. Commercial development along the highway includes a wide range of businesses including professional offices, general and speciality

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retail, tourist services, and related commercial activities. At present, the heaviest concentrations of business development are located near the US-31/Manistee River Channel and north of the channel to the limits of the City. Many of the uses are highly dependent on transient traffic, both local and through traffic. They include such uses as gasoline service stations, convenience stores, fast food restaurants, and motels. To the south, the commercial character of the corridor is periodically broken by segments of mature residential development, such as the area between approximately 3<sup>rd</sup> and 8<sup>th</sup> Streets. Within the City, US-31 is generally void of “big box” developments (e.g. K-Mart, etc.). Such developments are located to the south in adjoining Filer Township.

Over the years, there has been considerable discussion regarding the construction of a US-31 by-pass around the City of Manistee, east of Manistee Lake, as a means of reducing or eliminating traffic congestion experienced along the highway. At present, average daily traffic counts indicate that US-31, through the City, handles approximately 16,900 vehicles per day. *[Note: year 2000 counts provided by the Michigan Department of Transportation indicate 16,100 vehicles per day. The 2000 count was increased by 2.5 percent per year to reflect current estimates. Counts are based on 24 hour, two-way, traffic.]* While it is difficult to gauge the impact of a by-pass until a specific route has been selected, it is roughly estimated average daily traffic on US-31, through the City, would initially experience reductions ranging from approximately 20 to 30 percent. These percentages would likely increase during peak travel times. The reduction in traffic could impact the economic viability of existing commercial businesses such as gasoline service stations, convenience stores, fast food restaurants, and other such operations dependent on through movement.

As previously indicated, strip commercial development along US-31 in the City is accentuated by strip commercial development in Manistee and Filer Townships. Basically, US-31 from entry into Filer Township and north to M-22 in Manistee Township has largely been identified as strip commercial based on existing land use and zoning, as well as the master plans of each township.

### **Industrial**

Industrial development comprises approximately 134 acres of the City’s land area and is concentrated along the shores of Manistee Lake. Past planning efforts have by-and-large treated this end of the City as a redevelopment area, and most recently, much of the lake frontage has been designated as a state Renaissance Zone. Lighter industrial development, on the other hand, is located in planned industrial park settings on the City’s far north and northeast sides.

Industrial uses along Manistee Lake are generally classified as “heavy industrial” due to their orientation towards manufacturing, mining, and processing. Historically, the industries along the lake provided significant “blue-and-white collar” job opportunities, with attendant wages and benefits, thereby making Manistee an attractive and well-known employment center. In recent years, the area has experienced a decline in heavy manufacturing. None-the-less, existing industries continue to play an important role in the City’s economic health and the Master Plan recognizes that

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function.

The emergence of industrial development to the north is rooted in a decision made by the City during the mid 1970's to develop a modern industrial park to accommodate anticipated industrial growth. Capitalizing on available grant funds via the United States Economic Development Administration, the City obtained financial assistance to construct the “light industrial” park in an area formally used for the mining of sand. For a variety of reasons, including location and market factors, full occupancy of the park has yet to materialize. The industrial area overlooks many of the newer home sites developed in the past several years and offers panoramic vistas of nearby Lake Michigan.

In recent years, the City refocused it’s industrial location efforts towards a new Renaissance park lying northeast of the City, near Eastlake Village. The new park, oriented to light and certain forms of general industrial uses, offers close proximity to both US-31 and M-55, as well as special development incentives. The park contains 200 acres and is fully served by municipal water and sanitary sewer, natural gas, electricity, and fiber optic communication lines. The site is approximately four miles from Manistee Blacker Airport, a commercial airport with daily flights to Chicago.

### **Transportation**

Transportation refers to the area used for streets, rail road lines, and rail yards. Approximately 496 acres (23% of the total land area) is currently devoted to the transportation network. This percentage is consistent with that of other mature urban cities. A majority of the system is comprised of local streets associated with residential neighborhoods.

As previously detailed, the City is traversed in a north/south fashion by US-31. US-31 is a state trunkline designated and designed for the movement of local and transient traffic through the regional area. Near Ludington, US-31 changes to a limited access highway (freeway), ultimately linking with Interstate 96 and other state and national roadway systems.

Formally known as the Chesapeake and Ohio Railway, rail service is provided by the CSX Railway Corporation. Rail lines traverse the western and eastern shores of Manistee Lake, linking with the industries located thereon.

Several of the heavy industries along Manistee Lake also possess port (docking) facilities historically used by Great Lake’s freighters to transport coal and other products for industrial use.

Refer also to Chapter 4 for additional detail on Transportation.

### **Parks/Public Lands/Quasi-Public**

Given Manistee’s rich endowment of natural landscape features, most major recreation land uses are oriented to Lake Michigan and the Manistee River on the City’s west side. Other activity-

intensive recreational uses are associated with City schools; whereas very few recreational facilities exist in Manistee’s densely developed east side neighborhoods.

Quasi-Public uses such as religious facilities, governmental buildings, civic and social uses, and the like are found throughout the City.

**Vacant/Undeveloped**

Vacant and undeveloped lands comprise a relatively small percentage of total land area, and it is sparsely distributed. It is estimated that approximately 209 acres (10% of the total area) consist of vacant, undeveloped, lands. A recurrent theme in several of the planning work sessions was that the City was already ‘built-out’, and presented few additional opportunities for development on anything other than an *infill* or *redevelopment* scale.

**Water/Wetlands**

Within the City there are approximately 181 acres (9% of the total area) of area devoted to open water and wetlands. These include the Manistee River Channel, man made lake to the north of the channel, and several pockets of wetland areas.

**The Alignment of Zoning and Land Use**

As part of the existing land use documentation effort, a basic comparative review was completed in which the City Zoning Map was compared against existing land uses as a means of identifying larger areas of conflict or non-alignment. Table 2-2 provides a summary of findings. The table (and overall review process) is not meant to be all-inclusive of non-alignments with the zoning map and existing land use map but a general representation.

**Table 2-2  
Zoning and Land Use Comparison  
Potential Alignment Issues  
Manistee Master Plan - 2002**

	<b>Location</b>	<b>Current Zoning</b>	<b>Current Land Use</b>
1	Cypress St. from the South to 4 <sup>th</sup> St.	R4 / Residential <i>Allows dwellings as a permitted use and apartments, hotels and offices as a special use.</i>	Various commercial uses along Cypress St. intermixed with residential uses. [1]
2	US 31 north of the bridge to Monroe St.	C3 / Commercial District <i>Allows such uses as marinas, boat dealers, restaurants, hotels, amusements, and museums.</i> C4 / Commercial District <i>Printing and publishing, transportation services, wholesale trade, etc.</i>	Transportation uses to the east of US 31. Mixed residential and commercial uses along the west side of the road. [1]
3	River St. from US 31 to the east.	MUD / Multiple Use District <i>Allows dwellings, transportation and utilities, retail trade, finance office and services.</i>	A mix of uses including residential, commercial and heavy industrial. [2]

4	1 <sup>st</sup> St from the intersection of S. Lakeshore St.	<p align="center"><b>CCD / Civic Center District</b>  <i>Allows parks, dwellings, and parking. special uses include ferries, water transportation, amusement services, museums.</i></p>	The area is mostly open space with an area of commercial land use in the center portion of the district.
5	Maxwell Town Neighborhood	<p align="center"><b>R5 / Residential District</b>  <i>Allows dwellings, duplex, apartments. Special uses allow several office type uses.</i></p> <p align="center"><b>TR / Transitional District</b>  <i>Allows dwellings, duplex, parking. Special use includes apartment bldg, communications, contractors, retail trade, etc.</i></p> <p align="center"><b>I2 / Industrial District</b>  <i>Allows oil and gas extraction, chemical and fertilizers, mineral services, construction, transportation, wholesale.</i></p>	<p>Various commercial uses intermixed with residential uses within the neighborhood.</p> <p>Heavy industrial uses along the waterfront cuts off residential/neighborhood access to waterfront.</p>
6	5 <sup>th</sup> St. in-between Pine St. and Maple St.	<p align="center"><b>R4 / Residential</b>  <i>Allows dwellings as a permitted use and apartments, hotels and offices as a special use.</i></p>	This area is primarily residential in nature with scattered commercial uses.
7	North side of Manistee River Channel from Hastings St. to Washington St.	<p align="center"><b>R5 / Residential</b>  <i>Allows dwellings, duplex, apartments. Special uses allow several office type uses.</i></p> <p align="center"><b>C4 / Commercial</b>  <i>Printing and publishing, transportation services, wholesale trade, etc.</i></p>	This area includes mix of residential, commercial and open spaces which boarded the river channel.
8	Between 5 <sup>th</sup> and 6 <sup>th</sup> and Maple St. and Fairview St.	<p align="center"><b>R4 / Residential</b>  <i>Allows dwellings as a permitted use and apartments, hotels and offices as a special use.</i></p>	This area contains a pocket of commercial uses at the intersection of 5 <sup>th</sup> and Michael St. Overall area includes commercial and residential uses.
9	8 <sup>th</sup> St. location	<p align="center"><b>R4 / Residential</b>  <i>Allows dwellings as a permitted use and apartments, hotels and offices as a special use.</i></p>	This area has a large area of commercial use and open land area with residential to the north, east and west.
<p>Notes: [1] In certain cases neighborhood commercial is preferred. (The “corner store”) But a commercial residential mix along a major road usually is not desired.</p> <p>[2] A mixed use district is a good approach. The location of this MUD district is favorable due to its location but the current heavy industrial uses most likely will not allow this district to be realized to its full potential. Strong Site Plan Review standards are needed for this kind of land use relationships.</p>			

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## Chapter 3

# Population, Housing, Employment, and Population Projections

### Local and Regional Comparisons

#### The City and Neighboring Units

Table 3-1 offers a comparison of the change in population numbers, population density, and housing density for the City, adjoining townships of Filer and Manistee, and the county as a whole. Table 3-2 provides additional demographic detail for the City and townships. The information reveals that the City and other governing units share a variety of similar characteristics relative to such factors as median age, racial mix, household size, and the like. The data also shows:

- **The Size of the City's Population Base** - the City is home to over one-fourth of the county's population base. Moreover, the City's resident base is greater than the combined populations of Manistee Township and Filer Township (6,586 as compared to 5,973).
- **The Manistee Urban Area** - collectively, the City, Manistee Township, and Filer Township possess approximately 51.2% of the county's population base.
- **Population Change** - since 1970, the City has experienced a decrease in population levels. Conversely, the other units have increased (notwithstanding a decrease in all units during the 1990 Census year).
- **Population and Housing Density** - even though Manistee has experienced a decline in population, the City's population and housing density continue to be significantly greater than the other governmental units. This is indicative of the City's urban character and status. When compared to the cities of the regional area (Table 3-4), Manistee's population and housing density fall within the mid-range.
- **Housing Occupancy** - the City possesses an owner and renter occupancy mix significantly different than that of the other jurisdictions. The City's percent of owner-occupied units is 64.6% and the percent of renter-occupied units is 35.4%. In comparison, the adjoining townships each have a mix of approximately 91% owner-occupied and 9% renter-occupied. Manistee County overall is at 81.3% and 18.7%, respectively. The City's mix, which is fairly typical of urban centers, is due to the local accommodation of multiple-family housing developments and a higher percentage of single-family homes used for rental purposes.

- **Housing Value** - housing values within the City are somewhat less than those of the adjoining townships and the county as a whole. This is largely due to the presence of a housing stock within the City significantly more mature than that of the other jurisdictions.
- **Gross Rent** - monthly gross rent values within the City are less than those of the townships and county. This is due to a variety of factors such as; a) the mature age of the City’s rental housing stock; b) higher number of rental units in the City thereby creating competition which impacts rental rates; and, c) greater number of “apartment type” units in the City, whereas many of the rental units in surrounding townships reflect single-family detached homes.
- **Housing Age** - the housing stock in the City is older than that of the neighboring jurisdictions. This is due to Manistee’s historic position as the area’s urban center and location of the county’s greatest rate of growth during the past two centuries.
- **Seasonal Housing** - between 1990 and 2000 the City experienced an accelerated rate of growth in the seasonal (second) home market. The increase in high quality seasonal housing outstripped that of similar housing development in the outlying townships. Opportunities exist within the City to continue with similar future development.

**Table 3-1  
Population Change/Population & Housing Density  
Manistee City and Neighboring Units  
Manistee Master Plan - 2002**

Unit	Population				People/Square Mile [1] [2000]	Housing Units/Square Mile [1] [2000]
	1970	1980	1990	2000		
Manistee	7,723	7,665	6,734	6,586	1,996	1,038
Manistee Township	2,875	3,209	2,952	3,764	84	31
Filer Township	1,921	2,149	1,966	2,209	140	63
Manistee County	20,393	23,019	21,265	24,527	45	26

Notes: [1] Based on land area.  
Source: U.S. Census, 1990 and 2000

**Table 3-2  
Demographic and Household Comparisons  
Manistee Master Plan - 2002**

Subject	Manistee	Manistee Township	Filer Township
Population	6,586	3,764	2,209
Median Age	40.4 years	40.0 years	44.0 years
65 years & Over (%)	19.4%	15.7%	19.4%
White (%)	94.9%	84.6%	96.8%
Black (%)	0.3%	9.1%	0.2%
Hispanic (%)	2.2%	2.7%	1.7%
Am. Indian (%)	1.4%	2.1%	0.6%
Other Race (%)	1.2%	1.5%	0.7%
Average HH Size	2.24 persons	2.43 persons	2.49 persons
Average Family Size	2.88 persons	2.88 persons	2.87 persons
Housing Units	3,426	1,391	996
Owner-Occupied Units [1]	64.6%	90.6%	91.0%
Renter-Occupied Units [1]	35.4%	9.4%	9.0%
Housing Value [2]	\$66,500	\$86,500	\$87,700
Mortgage [3]	\$685/month	\$684/month	\$781/month
Gross Rent	\$388/month	\$488/month	\$477/month
Age of Home [4]	72.5%	42.3%	42.2%
Notes: [1] Reflects percent of occupied housing units. [2] Median housing value of owner-occupied units. [3] Median mortgage payment (housing costs) per month for mortgaged homes. [4] Percent of homes 60 or more years of age.			
Source: U.S. Census, 2000			

## Population Potential and Seasonal Population Levels

Based on information provided by the 2000 Census, Manistee has over 500 housing units classified as vacant. To a large degree, the reported vacant units reflect second home (seasonal) residences occupied for less than six months, generally during the April through September period. The large number of reported vacant/seasonal units is consistent with the use of much of the housing stock constructed in the City over the past several years. That is, a rather high percentage of the City's newer dwelling units have been purchased for second/seasonal home use. And, while the home owners often reside in the City for extended periods of time, they do not normally become part of the local Census count which occurs in the winter months.

Notwithstanding the above, Table 3-3 demonstrates that the City's population has the "potential" to increase markedly if one considers the occupancy of units classified by the U.S. Census as vacant. Similar estimates are also provided for Manistee and Filer Townships. In the case of the City, the full occupancy of the reported vacant units increases Manistee's population count by over seventeen percent. Field observations, as well City records associated with water usage, indicate that a majority of the units are occupied during the spring to fall period, thereby adding to the level of services required of the City to support this "uncounted" population segment.

**Table 3-3**  
**Resident Population Potential - Based on Vacant Unit Capability**  
**Manistee City and Neighboring Units**  
**Manistee Master Plan - 2002**

Unit	2000 Population	Vacant Unit Capability [1]	Total Population [2]
Manistee	6,586	1,151	7,737
Manistee Township	3,764	493	4,572
Filer Township	2,209	274	2,483

Notes: [1] Number of existing vacant/seasonal housing units multiplied by the reported average household size for the governing agency.  
[2] 2000 population plus vacant unit capability, based on full occupancy of reported units. The total population does not reflect other forms of short or long term residency such as hotel/motel guests, campers, personal guests, etc.

Source: U.S. Census, 2000 and LSL Planning, Inc.

From time to time projections have been made by local agencies regarding "seasonal population potential" reflecting the number of people (e.g. residents, employees, and guests) within the

geographic limits of the City during peak times, such as summer weekends and holidays. The projections are based on factors such as hotel/motel occupancy levels, occupancy levels of local and regional camping facilities, user rates of local parks and launch facilities, occupancy levels of seasonal/second homes, business reports, traffic counts, and other such information. Based on a review of this information, as well documentation prepared by local and regional agencies such as the Chamber of Commerce, it is estimated daytime population levels within the City during peak periods increase by approximately 6,000 to 8,000 people, with occasional times of even higher levels. It is noted the people represented by the increase are in the City for various segments of time and are disbursed throughout. Some are seasonal residents, while others are in the City for brief periods sightseeing, attending festivals, enjoying local eateries, visiting the beach, shopping, and/or other purposes.

As Manistee assumes an even greater role as a second home market and tourism center, the influence of seasonal population growth will become more pronounced. Positive impacts will include such factors as the expenditure of “new” dollars into the local economy, investments in businesses and homes, and increased tax base. At the same, challenges will surface. There will be greater demand placed on public facilities and services; potential for increased congestion on local streets, parks, and shoreline and water resources; and, lifestyle changes as Manistee undergoes continued transition from it’s industrial roots to a city of diverse opportunities.

## Housing

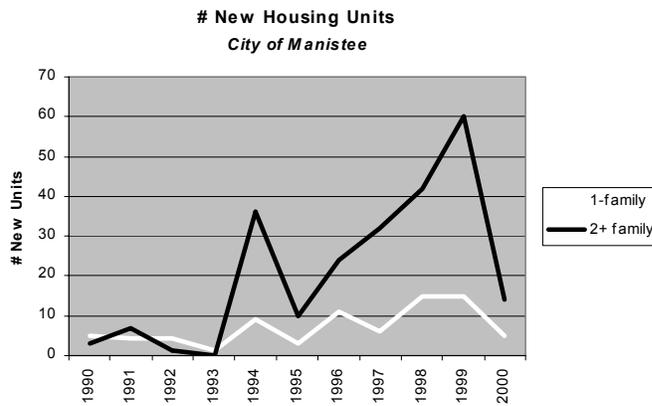
Once a city consisting almost entirely of single-family homes, the City of Manistee today offers a variety of housing types and forms of ownership. Recent decades have witnessed the *discovery* of the City by out of town residents, thus giving rise to a substantial condominium market that has transformed large areas of City waterfront. Toward the City’s interior, most of the housing stock is quite old, and for the most part, very well maintained. This is especially the case in the City’s historic residential neighborhoods immediately south of downtown, where numerous Victorians have been immaculately maintained and restored. Elsewhere, the older housing stock is perhaps not quite as grand, but not without its own special character. Much of this housing consists of small bungalows, worker cottages and converted farmhouses snugly arranged along the City’s interior streets. A recent visual survey of City neighborhoods noted scattered incidents of poor property maintenance, but no areas of incipient blight.



The most recent analysis of the Manistee area housing market was a housing needs assessment prepared for Manistee County in 1998. The study concluded the County population losses of the

1970s and 1980s were reversed in the 1990s, and that the area's population was expected to remain on the rise through 2010. The study also noted that the condominium market that took hold during the 1990s, would continue to attract a large number of part-time and seasonal residents. It also concluded that there was a significant shortage of affordable single-family housing priced under \$50,000 in the County.

Table 3-4

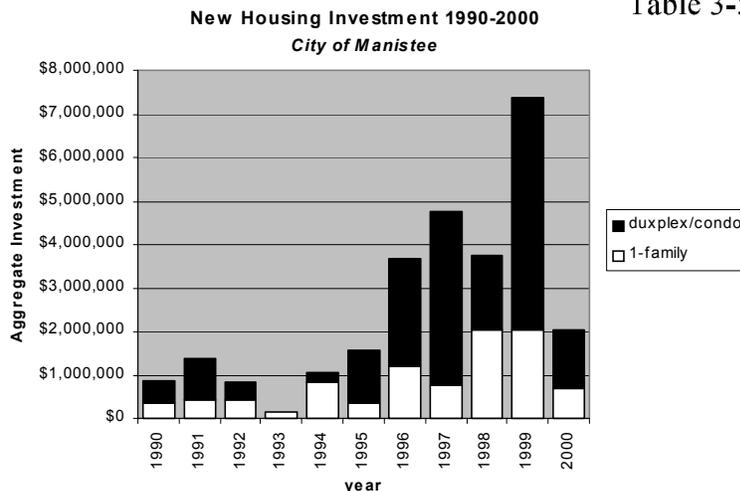


Looking at new residential construction trends over the past decade, provides tangible evidence of the changing housing mix in Manistee. During the 1990s, the City averaged approximately 30 new housing permits per year with an average taxable value of over \$91,000. As the graphic above illustrates, much of this new housing took the form of multi-unit condominiums,

attached townhouses and duplexes rather than traditional single-family homes.

A review of Real Estate property listings conducted during plan preparation indicated that there were

Table 3-5



74 listings of single-family homes in the Manistee area ranging from just under \$25,000 to just under \$800,000. The average list price of these homes was approximately \$126,000, while the median list price was \$102,500. Comparing median home price with median household income indicates that on balance, the average family income in Manistee may not be capable of supporting such higher housing values. It should be noted however, that the growing condominium market may somewhat distort this apparent income/housing affordability differential. This is because it is

likely that many prospective buyers of these more expensive homes will be out-of-town buyers or seasonal residents rather than local families.

A noteworthy feature of the 1988 plan was the recommendation that residential densities within large areas of the central City be as high as 17 units per acre. This designation may have been a response to what was seen as a shortage of affordable multiple-family housing and/or the belief that the City's aging stock of large Victorians were nearing the end of their useful lives as single-family residences.

While it is known that higher housing densities in central city areas generally help support downtown businesses and allow cities to realize a more efficient use of its public infrastructure, it was felt among most who participated in this planning effort that the broad application of the "high density residential" planning districts could potentially encourage "tear-downs" or "chop-ups" of historically significant housing stock and a resulting change in neighborhood character. Among those who participated in the work-sessions, it was widely held that this could have a negative affect on the overall character of the central city area, and potentially thwart further restoration efforts. The objection to the proposed "high density residential" areas, therefore, was perhaps less an outright rejection of the need for such housing than on the extent of its application.

Additional housing detail is provided in Table 3-8.

## **Regional Comparison**

While it can be beneficial to examine the demographic and housing characteristics of the City's neighboring rural townships, such information does not convey a sense of how the City relates or compares to other urban centers. Tables 3-6 through 3-8 offer a range of demographic, housing, and economic information for Manistee as compared to the cities of Ludington, Frankfort, Cadillac, Traverse City, and Big Rapids. Geographically, all of the comparative cities are located in Northwest Michigan. Like Manistee, Ludington, Frankfort, and Traverse City lie contiguous to Lake Michigan, possess a strong resident and tourism base, and are traversed by U.S. 31. Cadillac and Big Rapids are located inland on U.S. 131 within approximately 60 and 90 minutes, respectively, of the City of Manistee. Cadillac also possesses a strong tourism base and Big Rapids is home to Ferris State University.

The regional comparison information is not meant to offer an assessment of whether Manistee is "superior" to that of its regional neighbors, or possibly "deficient" in some manner based on the data. Rather, the information simply provides a means of examining how Manistee's character as an urban center compares to similar urban localities.

Table 3-6, Demographic Comparison, reveals that all of the urban units experienced declines in population over the 1990 to 2000 period. This is highly indicative of urban centers throughout Michigan. Over the past several decades there has been a general decrease in the populations of historic urban centers accompanied by commensurate growth in the populations of contiguous or outlying townships. It is difficult to determine when, or if, this phenomena will reverse. Generally,

projections point to continued out-migration from urban centers (e.g. central cities) to outlying communities. However, in recent years there has been a strong emphasis on the revitalization of many central cities, influenced in part by the acceptance and practice of “New Urbanism” concepts. Manistee is a community undergoing the revitalization phenomena. Table 2-4 indicates only modest differences among the urban units. Generally, the City of Manistee lies within the extremes of the data pursuant to gender mix, age, racial mix, and household and family size.

Following Table 3-6, Table 3-7 expands the range of West Michigan communities, demonstrating that the population loss experienced by Manistee is common among the state’s other West Michigan governmental units, considered by many to represent some of Michigan’s finest residential areas. Only two of the fourteen communities experienced a population gain. The overall average change of the fourteen units of government was a population decline of approximately 3.2%.

**Table 3-6  
Demographic Comparison  
Northwest Michigan Comparative Communities  
Manistee Master Plan - 2002**

Subject	Manistee	Ludington	Frankfort	Cadillac	Traverse City	Big Rapids
Population - 2000	6,586	8,353	1,513	10,000	14,532	10,849
Population - 1990	6,734	8,507	1,546	10,104	15,155	12,603
Male (%)	46.5%	45.9%	43.9%	47.7%	47.5%	52.5%
Female (%)	53.5%	54.1%	56.1%	52.3%	52.5%	47.8%
Median Age	40.4 years	39.0 years	49.3 years	35.6 years	38.1 years	21.8 years
65 years & Over (%)	19.4%	19.8%	31.2%	16.7%	15.2%	7.4%
White (%)	94.9%	92.5%	95.8%	96.6%	96.0%	83.6%
Black (%)	0.3%	1.0%	0.3%	0.2%	0.7%	10.6%
Hispanic (%)	2.2%	4.2%	1.8%	1.2%	1.7%	0.7%
Am. Indian (%)	1.4%	0.9%	2.3%	0.9%	1.0%	1.8%
Other Race (%)	1.2%	1.4%	0.8%	1.1%	0.6%	3.3%
Average HH Size	2.24 persons	2.21 persons	2.11 persons	2.37 persons	2.15 persons	2.26 persons
Average Family Size	2.88 persons	2.88 persons	2.71 persons	2.96 persons	2.88 persons	2.93 persons
Source: U.S. Census, 1990 and 2000 LSL Planning, Inc.						

**Table 3-7**  
**Demographic Change, 1990 - 2000**  
**West Michigan Communities**  
**Manistee Master Plan - 2002**

Unit	1990	2000	Change
Manistee	6,734	6,586	-2.2%
St. Joseph	9,214	8,789	-4.6%
South Haven	5,563	5,021	-9.7%
Saugatuck	954	1,065	+11.6
Grand Haven	11,951	11,618	-2.8%
Pentwater Village	1,050	958	-8.8%
Ludington	8,507	8,353	-1.8%
Frankfort	1,546	1,513	-2.1%
Traverse City	15,155	14,532	-4.1%
Charlevoix	3,116	2,994	-3.9%
Petoskey	6,056	6,080	+0.4%
Mackinaw City Village	875	859	-1.8%
Cadillac	10,104	10,000	-1.0%
Big Rapids	12,603	10,849	-13.9%
Average Rate of Population Change Between 1990 and 2000			-3.2%
Source: U.S. Census, 1990 and 2000 LSL Planning, Inc.			

Table 3-8, Housing Comparison, also points to limited differences between the City of Manistee and the comparative units of government. The City's rental vacancy rate at 9.5% is slightly greater than that of the other units. This appears to result from a surge in the City's seasonal home market over the past decade, a number of which are periodically available for rental. Housing values within Manistee are reported as less than those of the other units. This is primarily due to the City's greater

percentage of mature housing stock when compared to the other governmental entities. Gross rent in Manistee is less than the other units. This is likely a function of the mature age of the housing units and rental competition.

**Table 3-8  
Housing Comparison  
Northwest Michigan Sample Communities  
Manistee Master Plan - 2002**

Subject	Manistee	Ludington	Frankfort	Cadillac	Traverse City	Big Rapids
Housing Units	3,426	4,227	873	4,466	6,836	3,654
Occupied Units	2,912 (85%)	3,690 (87.3%)	665 (76.2%)	4,118 (92.2%)	6,443 (94.2%)	3,388 (92.7%)
Vacant/Seasonal Units	514 (15%)	537 (12.7%)	208 (23.8%)	348 (7.8%)	399 (5.8%)	266 (7.3%)
Owner-Occupied [1]	64.6%	58.4%	69.5%	64.6%	59.1%	36.1%
Renter-Occupied [1]	35.4%	41.6%	30.5%	35.6%	40.9%	63.9%
Rental Vacancy Rate	9.5%	5.4%	6.9%	6.3%	3.8%	6.0%
Average HH Size	2.24 persons	2.21 persons	2.11 persons	2.37 persons	2.15 persons	2.26 persons
Average Family Size	2.88 persons	2.88 persons	2.71 persons	2.96 persons	2.82 persons	2.93 persons
Housing Value [2]	\$66,500	\$73,000	\$101,900	\$72,500	\$124,600	\$75,400
Mortgage [3]	\$685/month	\$665/month	\$768/month	\$768/month	\$912/month	\$728/month
Gross Rent	\$388/month	\$420/month	\$432/month	\$426/month	\$605/month	\$462/month
Mobile Homes	192 units	14 units	29 units	505 units	11 units	245 units
Age of Home [4]	72.5%	64.1%	57.1%	56.1%	59.4%	43.2%
Notes:	[1] Reflects the percent of occupied housing units. [2] Median housing value of owner-occupied units. [3] Median mortgage payment (housing costs) per month for mortgaged homes. [4] Percent of homes 60 or more years of age.					
Source: U.S. Census, 2000						

## Employment Profile

Historically, Manistee's local economy has been sustained by the region's abundant natural resources including sand, salt, timber and even oil. During the height of Great Lakes shipping in the first half of the 20<sup>th</sup> Century, the City became a regional manufacturing center assisted by the excellent access provided by its deep water port and inland rail. Because of its historic dependence on industry and

natural resource extraction, the City, like many cities in Michigan, has been highly sensitive to fluctuations in the national economy. This was evidenced by the double-digit unemployment rate which plagued the City during the economic recession of the early 1980's. With the recent surge in tourism and service employment, the City's economy today is more diversified, but remains heavily dependent on the manufacturing sector.

Table 3-9 provides a breakdown of employment by industry sector. When compared to the county, Manistee exhibits slightly higher percentages of employment in the wholesale/retail, services, and government sectors.

**Table 3-9  
Employment by Industry - 2000  
City of Manistee and Manistee County  
Manistee Master Plan - 2002**

Employment Sector	City of Manistee		Manistee County	
	Number	% of Total	Number	% of Total
Agriculture/Mining	37	1.2%	314	3.0%
Construction & Manufacturing	642	21.4%	2,773	26.9%
Transportation & Public Utilities	110	3.7%	385	3.7%
Wholesale/Retail Trade	434	14.5%	1,427	13.8%
Finance, Insurance, Real Estate	62	2.1%	273	2.6%
Services (Professional, Education, Health, Food, Etc.)	1,504	49.9%	4,548	44.2%
Government	216	7.2%	601	5.8%
Source: US Census, 2000				

The City and County actively pursue aggressive economic development activities through the Manistee Area Chamber of Commerce, the Manistee County Economic Development Office, and the Manistee Downtown Development Authority (DDA). Services and incentives available through these various agencies include: tax abatement and grant assistance, small business loans, technical and relocation assistance, job training assistance, and facade improvement loans. The City also has two industrial parks and a state "tax-free" Renaissance Zone [refer to Renaissance Zone Map, Appendix A]. Because it waives virtually all applicable taxes, the Renaissance Zone designation is perhaps the strongest economic development incentive at the City's disposal. Since its inception in 1999, it has

generated a significant amount of interest in the community among potential developers and manufacturers.

Previously, the City commissioned a market study and economic enhancement strategy for the Downtown area. The major themes of the enhancement strategy centered on the concepts of cooperative competition, market positioning and the positive “spill-over” benefits associated with grouping certain complementary businesses. Other recommendations included channeling investment and business recruitment efforts to a few downtown ‘nodes’; and further, that downtown merchants fully embrace the concepts of quality, service, and “centralized management”.

Highlights of a 1990 County study, *Jobs 2000*, echoed earlier planning recommendations that suggested improvements to the County segment of US-31. Other priorities included the expansion of workforce training efforts, the recruitment of additional natural-resource based industries, and further tourism development and promotion.

Table 3-10, Employment and Income Comparison, provides additional detail on the City’s labor force, household income, and related economic indices. The information is compared to that of the sample of Northwest Michigan communities. The table reveals that Manistee generally lies within the basic range of the employment and income characteristics of the comparative cities.



**Table 3-10**  
**Employment and Income Comparison**  
**Northwest Michigan Sample Communities**  
**Manistee Master Plan - 2002**

Subject	Manistee	Ludington	Frankfort	Cadillac	Traverse City	Big Rapids
Population [1]	5,245	6,650	1,276	7,696	12,025	9,287
In Labor Force [2]	61.2%	61.0%	50.9%	63.2%	69.7%	64.7%
Travel Time [3] (In Minutes)	16.1	11.4	18.5	16.9	16.1	13.8
Walk to Work [4]	4.3%	4.9%	7.7%	5.2%	6.0%	19.0%
Work at Home	4.4%	3.0%	4.4%	2.5%	4.0%	2.8%
<u>Occupation</u>						
a. Mgmt/Professional	24.0%	30.1%	32.0%	24.7%	34.2%	28.6%
b. Service	27.5%	18.6%	19.6%	18.2%	18.0%	25.0%
c. Sales/Office	23.0%	22.9%	21.3%	23.4%	28.2%	29.3%
d. Farm/Fish/Forestry	0.6%	0.9%	1.2%	0.3%	0.5%	0.1%
e. Constr/Mining	8.7%	9.8%	12.8%	5.4%	8.3%	5.8%
f. Production	16.3%	17.7%	13.1%	27.8%	10.9%	11.3%
HH Income [5]	\$30,351	\$28,089	\$33,821	\$29,899	\$37,330	\$20,192
Family Income [5]	\$41,816	\$36,333	\$43,375	\$36,825	\$46,912	\$28,629
Retirement Inc. [6]	\$12,255	\$13,012	\$17,575	\$11,173	\$17,345	\$10,864
Per Capita Income	\$16,810	\$17,215	\$20,132	\$16,801	\$22,247	\$10,719
Poverty Status [7]	6.9%	12.9%	6.6%	10.9%	4.8%	19.2%
Notes:	[1] Population 16 years and older. [2] Percent of population 16 years and older in the labor force. [3] Average length of travel time to one's place of employment in minutes. [4] Percent of labor force that walk to their place of employment. [5] Reflects median income. [6] Average retirement income for those receiving said income. [7] Percent of families with incomes at or below poverty level status.					
Source: U.S. Census, 2000						

## Population Projections

Prior to the 2000 Census population projection agencies, such as the Michigan Office of the State Demographer and the Manistee County Planning Department, reported only modest growth in the county's overall population, with eventual leveling of the numbers during the years 2010 and 2015. By 2020, the county's population was projected to experience a slight decrease. Generally, the City's growth was shown as continuing on a pattern of decline, a phenomena present over the past sixty years (Table 3-11).

**Table 3-11**  
**Population Change, 1940 - 2000**  
**Manistee, MI**  
**Manistee Master Plan - 2002**

Census Period	1940	1950	1960	1970	1980	1990	2000	1940 - 2000
Census Count (% Change)	8,694	8,642 (-0.6%)	8,324 (-3.7%)	7,723 (-7.2%)	7,566 (-2.0%)	6,734 (-2.1%)	6,586 (-2.2%)	-2,108 people (-24.2%)
Source: U.S. Census								

Formulating accurate projections of the City's future population base is difficult. Factors such as the City's historic population decline (as reported by the Census), the decline in the average number of persons per household, competition by neighboring townships to capture a portion of the area's future residential base, and unpredictable market influences often cause projections to be suspect. This is especially true for cities, such as Manistee, in which existing population levels are relatively small and, therefore, highly susceptible to change through such influences as the importation of a new business or facility accompanied by large employment needs, or the loss of a major business or other employment base.

Table 3-12 offers projections for the years 2010 and 2020 based on a continuation of the population pattern experienced by the City over the 1940 to 2000 period as reported by the Census. While limited in loss of absolute numbers, the projections show continued decline in the City's population levels. As previously examined, the numbers do not consider continued growth in the second home market. Nor, do they take into account the possible transition of second homes for year round occupancy.

**Table 3-12**  
**Population Projections, 2000 - 2020 [1]**  
**Manistee, MI**  
**Manistee Master Plan - 2002**

Period	2000	2010	2020	2000 - 2020
Population Estimate (% Change)	6,586	6,391	6,202	384 (-5.8%)
Notes: [1] Based on a continuation of the 1940 to 2000 pattern of change as reported by the U.S. Census.				
Source: LSL Planning, Inc.				

Use of trend data, as reported in Table 3-12, might be construed by some as indicating a decline in the need for additional land area to support residential development. This is not the case. The City continues to experience strong demand for residential housing. This includes housing to accommodate the second home market, senior and elder care housing, large lot single family developments, and multiple-family housing.

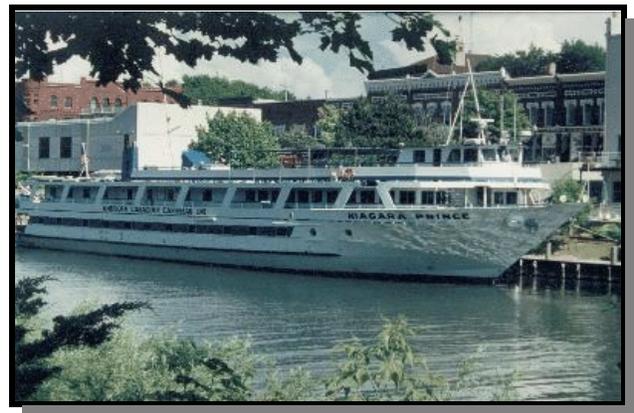
## CHAPTER 4 TRANSPORTATION

Few factors affect a community's overall posture toward growth and development as much as its transportation network. Besides providing basic access, the transportation system largely dictates the pattern and intensity of land use and figures prominently in the determination of property values. Moreover, extensions or other improvements to a city or region's transportation system (or the lack thereof) can also help modulate the pace, form and direction of growth, and is perhaps local government's most direct way of giving shape to the 'built environment'.



While most discussions on the subject of transportation focus on traffic and road systems, the broader view includes other modes such as rail, air, waterborne and non-motorized transportation. In order to function as a 'system' in the true sense, the various transportation modes must be thoughtfully integrated so that transitions between modes can be made smoothly and conveniently.

As a product of the Industrial Age, Manistee owes its very existence to its natural geography and the access provided by its location on the Great Lakes. Once established as a thriving port area, inland rail and a patchwork system of territorial roads connected the City to the larger urban centers of the Upper Midwest. Today, Manistee's complement of transportation facilities includes a deep water port, freight rail, a nearby County airport, and a US highway that bisects the City. As part of a heavily traveled transportation spine connecting the shoreline cities and recreation areas of western Michigan, the highway has been the subject of much debate throughout the years. And while the tonnage shipped via the Great Lakes has dropped in the post World War II era, the deep draught ability of the Manistee River and Lake, and their immediate proximity to downtown attractions, offer the City major advantages to capitalize on the growing Great Lakes cruise trade. In all of West Michigan, only Saugatuck - and perhaps to a lesser extent - Grand Haven offer these same advantages.



As mentioned in the introduction, various proposals have been put forth over the years that have sought to address the problems associated with highway traffic being brought directly through the center of the City via US-31. At various times, loop roads, right-of-way relocations, and a major extension of the divided highway, that currently terminates in Ludington, have all been proposed. While such proposals will likely help remedy many of the traffic issues facing the City, history has shown that any proposed future highway bypass may meet with vocal resistance from certain quarters.

Generally, the opponents of highway bypass systems typically cite the loss of open space, and the development attraction, or ‘sprawl’ effects that often follow such projects. Downtown businesses meanwhile may contend that the City’s commercial center-of-gravity may shift outward toward the City’s periphery causing a general decline in downtown business activity.

While these fears may be valid, proper attention to land use planning and zoning can work to lessen many of the external effects that may otherwise accompany major roadway projects. In all cases, a series of public hearings should be held to afford all concerned citizens the opportunity to weigh-in on any such project, as well as any modifications or amendments to the Master Plan and/or Zoning Ordinance that may be warranted in response to it.

Recently, the Michigan Department of Transportation has proposed the preparation of an Access Management Study to analyze traffic issues and access management recommendations associated with US -31 as it traverses Filer Township, City of Manistee, and Manistee Township. The purpose of the study is to determine the types of access management recommendations that may be employed through the area as a means of improving traffic movement, safety, and efficiency.

### ***Street System***

For master planning purposes, streets are often classified in an ordered level according to their function. Manistee has three basic classifications:

- 1) **Local (Neighborhood) Streets** - local streets represent the first functional level. In Manistee, local streets comprise a majority of the City’s street network. Local streets link directly to the residential parcels associated with the City’s neighborhoods. Examples of local streets include Lincoln, Pine, Magill, and Ramsdell. Local streets link to collector streets.

Local streets are characterized by two lanes, low speed limits (usually around 25 mph), low traffic volumes, and limited or no through traffic. On-street parking is normally permitted. Traffic control measures are typically limited to stop signs and yield signs.

- 2) **Collector Streets** - collector streets “gather” the traffic originating from local streets, normally funneling it to minor or major arterial streets. Collector streets represent the second

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functional level. Examples of collector streets include Washington, Maple, 1<sup>st</sup>, and Cherry. Collector streets feed traffic to arterial streets. Some collectors, such as Washington and Maple, may also serve as minor arterial streets.

Collector streets are characterized by two-lanes, low to moderate speed limits (25 to 35 mph), and moderate traffic volumes. On-street parking may or may not be permitted. In some instances, on-street parking is restricted to one-side only. Traffic control measures may include stop signs, caution lights, and/or full signalization. In some instances, center left-turn lanes and/or right-turn only lanes are provided.

- 3) **Arterial Streets** - arterial streets are used to move larger volumes of traffic from one geographic sector of the City to another sector, or through the City. Arterial streets represent the third functional level. Depending on their use, arterial streets are classified as either minor or major. Generally, minor arterial streets move traffic across town, whereas major arterial streets allow traffic to move through town. Examples of arterial streets include Maple, Washington, and River Streets (minor arterial streets), and Cypress (US-31, Manistee's only major arterial).

Arterial streets are characterized by two to four lanes. Center left-turn lanes are often found at high volume intersections, and in heavily trafficked business locations in which commercial establishments have frontage on the street. Traffic control measures may include caution lights and/or full signalization, turning lanes, and deceleration lanes.

### **Local (Neighborhood) Streets**

The vast majority of the City's streets are laid-out in grid fashion, similar to most of Michigan's mature urban communities. This pattern defines the numerous residential blocks that comprise the City's neighborhoods.

Prior plans have identified a lack of adequate off-street parking in residential areas as a problem pursuant to snow removal during winter months. This situation has resulted in the adoption of alternate-side-parking during winter months to allow for snow removal by municipal crews. It has been recommended that additional parking be provided in residential areas to help alleviate this problem.

The snow removal issue is one that impacts numerous cities in West Michigan. Most have adopted snow removal parking policies similar to that of Manistee. Given the fact that off street parking opportunities in core residential sectors are very limited, and will likely remain as such over the plan period, it is recommended:

- the City retain the present alternate-side-parking policy.

- the conversion of single-family dwellings to multiple-family use should, as part of the conversion standards (e.g. zoning standards), be predicated on the provision of off-street parking equal to not less than one (1) space per new dwelling unit created.

An issue of potential significance voiced during preparation of the current plan was that of the increasing levels of vehicular traffic on neighborhood streets. It was indicated that neighborhood streets are commonly used for the movement of cross-town and through traffic. This was identified as especially pronounced over the summer months during which the City's resident base is significantly augmented by seasonal residents, tourists, and other guests.

The extensive street grid currently in place makes it difficult to control through movement. Closure (e.g. blockage of one end) of select grid segments is possible. However, this method is often met with opposition from nearby residents who dislike the disruption to their historic travel patterns. Blockage of the "looped" street system also creates potential snow removal problems.

The Plan recommends that the excessive use of neighborhood streets be controlled through the maintenance of low speed limits, signage/signalization as needed, and traffic enforcement. As necessary, speed limit signs should include the notation that limits are "*Strictly Enforced*".

### **Maple Street and Washington Street**

Maple Street, located south of the Manistee River Channel, and Washington Street, located north of the channel, function as primary north/south collectors, as well as minor arterial streets. These systems link local neighborhoods with the downtown and to the industrial area on the City's northern end. Maple Street is also used by traffic originating from Filer Township, and other locations to the south, as a means of entry to the City.

### **Traffic Counts**

Traffic count data for the years 1988, 1997 and 2000 show only moderate increases in Average Daily Traffic Volumes along the Manistee segment of US-31 since the late 1980s. On balance, the average daily traffic volume has hovered around 14,000 to 16,000 vehicles per day throughout this period. Of course, these average totals do not adequately account for the heavier volumes that occur during the summer months. Anecdotal accounts suggest that these volumes have increased rather sharply during the past several years as development and tourist activities in and around Manistee, and points north, has increased. Traffic estimates for 2002 indicate an average daily count of approximately 16,900 vehicles per day [Table 4-1].

The most significant increase in recorded traffic volumes during this period was noted in the heart of the City, near River Street. Available information suggests that average daily traffic volumes have increased by almost 2100 vehicles per day in this vicinity between 1997 and 2002. This coincides with a fairly dramatic spike in building activity that occurred during the latter part of the 1990s. At

present, the Michigan Department of Transportation (MDOT) has no major transportation projects planned for the Manistee area. According to current MDOT standards the City segment of US-31 is rated “good” in terms of overall surface condition and ride quality. MDOT is, however, presently considering preparation of a US-31 Access Management Study in order to evaluate access management needs. If completed, the study would examine and provide recommendations on traffic control measures, driveway spacing, driveway closures, and related issues associated with the safe and efficient movement of vehicular traffic. Filer and Manistee Townships are also being proposed for inclusion in the study. A study which includes the three neighboring communities is supported by this plan.

### **River Street Conversion**

A recommendation of the 1993 Downtown Economic Enhancement Strategy suggested that the City should consider re-converting River Street back to a two-way street. This is something that many cities have done in the past several years in response to declining downtown business activity and the somewhat pedestrian-hostile environment often caused by one-way streets. Not only are they considered safer than one-way streets, two-way streets are also generally viewed as more reflective of a traditional ‘main-street’ environment, allowing visitors a better way to navigate the city, and help businesses that are sensitive to pass-by, or commuter traffic to avoid major lulls in business activity during certain times of the day. Of course, any decision to convert the River Street/Clay Street one-way circuit (or perhaps to introduce diagonal parking on one side of the street as a means to increase on-street parking capacity) should be supported by a favorable traffic circulation and parking study. Should the one-way circuit be converted, it is recommended the conversion be instituted based on a “trial period” during which the resultant impacts (e.g. market impacts as well as traffic impacts) may be carefully monitored and evaluated.

### **Other State Trunklines**

Other state trunklines in the Manistee City area include M-55, M-110, and M-22. M-55, connecting with US-31 north of the City of Manistee, offers direct linkage to M-37 and M-115, near the City of Cadillac. M-110 and M-22, also lying north of the City, offer scenic Lake Michigan shoreline routes leading to Frankfort, Traverse City, and other Northern Michigan communities. Based on information provided by the Michigan Department of Transportation, average daily traffic counts for the above systems are listed in Table 4-1.

### **Non-Motorized Pathways**

In addition to the City’s system of motorized transportation, recent attention has been focused on the implementation of non-motorized pathways (e.g. bike paths) constructed in concert with street system improvements. One such location is along Cherry Road.

Non-motorized pathways have become extremely popular and, in addition to health benefits, represent an excellent means of connecting residential neighborhoods with recreation, school,

business, employment, and other public activity nodes. Accordingly, the plan recommends the ultimate installation of a non-motorized, looped, pathway system following, more-or-less, Cherry Road, 12th Street, Maple Street, and 1st Street. It is envisioned the loop system would connect with various lateral pathways oriented to residential areas lying north of the Manistee River Channel and east of Cypress. The southerly portion of the loop might also connect to pathways originating from the residential sectors of Filer Township.

**Table 4-1**  
**Traffic Counts**  
**Manistee Master Plan - 2002**

Count Location	Average Daily (24 Hour) Traffic Count [1]
US-31, Filer Township, near the City Limit	8,600 vehicles
US-31, within Manistee City	16,900 vehicles
US-31, north of M-55	15,100 vehicles
US-31, at M-22	11,100 vehicles
M-55, east of US-31	5,700 vehicles
M-110, west of US-31	3,000 vehicles
Notes: [1] Based on 2000 MDOT count plus 2.5% per year increase.	
Source: Michigan Department of Transportation, 2000 LSL Planning - Current Estimates	

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## CHAPTER 5

### CITY UTILITIES

Like streets and transportation systems, utilities represent a major public investment and have a direct impact on the distribution and intensities of land use. When planned in accordance with Master Plan goals, utilities can provide an effective means to help guide development along preferred development paths.

#### **Water and Well-Head Protection Programs**

The City water supply is derived from four (4) production wells located immediately southwest of the City in Filer Township. Generally, a combination of two (2) or more wells are necessary to produce the average day of the peak month demand of approximately 2 MGD.

According to a recent water system study, the City has enough supply and storage capacity to meet projected demands and to sustain anticipated levels of future growth. The study however noted that fire suppression flows for certain parts of the City, including the M-55 Renaissance Park and the downtown commercial district, were inadequate due to a series of 4" mains that cannot deliver the necessary water volumes. According to the report, an estimated \$4 million worth of recommended improvements would help alleviate the system's current deficiencies. The study noted further that the City's water supply system was operated in a safe manner, assisted by the City's participation in a Wellhead Protection Program.

The adoption of Manistee's *Wellhead Protection Program* dates from April 2000. The program was initiated in part, by the discovery of elevated levels of chlorides in the vicinity of the City's wellfield. Other contaminants that could potentially pose a threat to the City's water supply include: salts, fertilizers, pesticides, nitrates and leeches from nearby brine wells and septic systems. The Wellhead Protection Plan outlines a series of precautionary measures and best management practices designed to lessen or prevent both the introduction of new contaminants, and the migration of known contaminants, into the City's underground aquifer. It is important that future zoning initiatives offer adequate protective measures for the City's system of wells, including proper isolation distances, controls on area land uses, and like factors. It is also important that the City consider measures to curb potential vandalism of the wellhead sites.

The Master Plan endorses the City of Manistee Wellhead Protection Program and efforts associated with the provision of safe and adequate potable water supplies for the City. Further, the plan recommends the implementation of zoning regulations to protect ground water supplies to meet the needs of current and future residents, businesses, and industrial users.

### **Sewer**

A 1997 sewer overflow study recommended \$1.3 - \$1.5 million worth of improvements to the City's wastewater collection system. These improvements are designed to help prevent the periodic sewer discharges that have plagued Manistee Lake over the years. Proposed system improvements include an additional retention basin, additional transport sewers, and expanded capacity of the City's wastewater treatment plant. An alternative proposal presented in the study suggested the possible future separation of the City's sanitary and storm sewer components. This could be done on either a complete or partial basis depending on cost and land acquisition factors.

### **Storm Sewer**

As indicated above, the City has examined and programmed improvements leading to the separation of sanitary and storm sewer components in order to improve the efficiency of the sanitary sewer system and to reduce or eliminate unnecessary discharges to the sanitary sewer system. The plan recommends that future developments fully consider and program on-site systems capable of supporting the proper containment and disposition of storm water.

### **Provision of Utilities to Neighboring Communities**

The growth and development of the townships adjacent to the City are somewhat dependent on the provision of utility services. Historically, the adjoining units have examined the options of implementing their own utility services or the utilization of those of the City of Manistee. Generally, the cost of developing and maintaining independent facilities exceeds those of connecting to the systems provided by the City. Manistee has been willing to provide utility services predicated on service fees considered fair and reasonable given the historic investments of the City in developing and operating its utility systems.

The Master Plan recommends that the City of Manistee cooperate with the adjoining units of government in the provision of municipal water and sanitary sewer services. The provision of services should be based on a financial arrangement which adequately compensates the City for the services provided, recognizing the historic financial resources provided by the City in developing and upgrading the systems to modern standards.

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## Chapter 6 Township and City - Planning Relationships

During preparation of the City Master Plan, the adjoining townships of Manistee and Filer were also involved in the process of writing and adopting township master plans. Accordingly, the plans of these neighboring communities were examined to identify potential areas of planning coordination and to assist the City Planning Commission in the formulation of land use planning recommendations and development policies.

Pursuant to the Manistee Township Plan, specific program references to future interaction with the City of Manistee were limited and general in nature. The Filer Township Plan was somewhat more specific, identifying needed intergovernmental program efforts. Never-the-less, both plans called for varying levels of intergovernmental cooperation and coordination on matters of mutual concern. Areas of interest having a potential impact on, or relationship to, the City of Manistee were extracted from each plan and are highlighted below.

### The Manistee Township Master Land Use Plan, 2001-2021

- a) **Population Growth** - The township's population is projected to grow to approximately 4,653 residents by the year 2020. This represents an increase of roughly 24 percent over the 2000 Census count.
- b) **US-31 Access Management Program** - The plan recommends the implementation of access management techniques along US-31 and other state trunklines as a means of improving traffic flow and safety.
- c) **Utilities** - The plan indicates the City provides sanitary sewer service to areas of the township adjacent to the City.
- d) **Future Commercial Development** - Due to the township's small population, combined with its proximity to the City, the plan recommends that regional commercial centers are not justified in the township. However, the plan does support the growth of smaller community and neighborhood commercial centers.
- e) **Future Commercial Development** - Larger commercial centers should be located on US-31 to where increased traffic volumes can be supported and exposure maximized.
- f) **Industrial Growth** - Locations possessing the Renaissance Zone designation will be the most

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likely areas to support future industrial growth due to the state and local tax incentives.

- g) **Intergovernmental Coordination and Cooperation** - During a public visioning session held by the township (October 16, 2000), the issue of cooperation and coordination between local governments was identified as important but was not identified as a priority concern by workshop participants.
- h) **Sharing of Information** - Notwithstanding the above, the plan calls for the promotion of cooperation with other governmental units in the Manistee County area through joint meetings and shared awareness of proposed development areas.
- i) **Public Participation in the Development of Public Facilities and Infrastructure** - The plan calls for the township to participate in inter-jurisdictional planning efforts to assure the representation of residents in regional decision-making.

The township's future land use map calls for four land use designations along the common border of the township and City. These include the categories of Manistee State Game Area, Urban Residential, Public and Semi-Public, and Commercial.

#### **Filer Township Master Plan, Draft 2**

- a) **Population Growth** - The township's population is projected to grow to approximately 3,200 residents by the year 2020. This represents an increase of roughly 45 percent over the 2000 Census count.
- b) **Urban Services** - The plan recommends that a full compliment of urban services be provided to the north US-31 shopping district, Oak Hill, and Filer City.
- c) **Regional Economy** - The plan calls for Filer Township to maintain a strong regional economy as a provider of shopping opportunities for the regional population.
- d) **US-31** - The plans calls for the protection of the US-31 roadway capacity in order to maintain safety and minimize the need for capital improvements.
- e) **US-31** - Implement an access management program.
- f) **US-31 By-Pass** - Cooperate with municipal neighbors in the consideration of a US-31 By-Pass.
- g) **Future Commercial Development** - Should be confined to areas already zoned commercial

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or to in-fill commercial sites.

- h) **Regional Trail System** - Explore with the Michigan Department of Transportation the implementation of a regional trail system along US-31.
- i) **Public Transportation** - In cooperation with the City of Manistee and the school district, explore improvements in the system of public transportation.
- j) **Public Service Delivery Options** - Cooperate with neighboring municipalities to objectively evaluate alternative public service delivery options.
- k) **Urban Service Areas** - Use public utilities (sewer and water) as tools to encourage development within urban service areas.
- l) **Public Sanitary Sewers** - The plan recommends that Filer Township examine a variety of alternatives regarding the provision of sanitary sewer service. These include: 1) connecting to the City of Manistee system; 2) cooperating with PCA for the shared use of their facilities; 3) connecting a new township plant to the PCA outfall sewer; and, 4) build a new sewer treatment plant to serve the township or the township and PCA.
- m) **Lakeshore** - Formulate plans for the reuse of the lakeshore (e.g. 20 plus years into the future).
- n) **Lakeshore** - Protect the waters edge for future public use and access.
- o) **US-31 Corridor Study** - Conduct a US-31 Corridor Study covering the entire length of the highway through the county.
- p) **Intergovernmental Cooperation** - The plan recommends the implementation of a joint written policy between the City of Manistee and Filer Township establishing when and under what circumstances annexation would be agreeable.
- q) **Intergovernmental Cooperation** - The plan recommends that Filer Township negotiate a sewer agreement with the City of Manistee.

The township's future land use map calls for four land use designations along the common border of the township and City. These include the categories of Lakeshore Environmental, Urban Residential, Commercial, and Industrial.

### **Planning Areas of Common Interest**

Based on the above information, the following represent planning and development matters of common interest to both townships and exhibiting a relationship to/impact on the City of Manistee:

- **US-31 Access Management/Corridor Study** - A US-31 Access Management /Corridor Study (Plan) should be undertaken as a guide to improving the safety, capacity, and aesthetic quality of the highway.
- **Commercial Development** - Most forms of future commercial development should continue to be oriented to US-31 due to the roadway's capacity and visibility.
- **Commercial Development** - Both townships support continued business development. Manistee Township appears to favor commercial growth oriented to the local populace while Filer Township wishes to serve the regional market.
- **Industrial Development** - Future industrial development is supported by all parties and considered important to the region's economic health.
- **Intergovernmental Cooperation** - The townships and City should encourage various forms of intergovernmental cooperation and coordination through such means as the sharing of information, joint planning studies, etc.

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## Chapter 7

### Guiding Issues and Plan Goals

#### Background

The Master Plan provides a guide for action and a focus for the rate, type, location and quality of future growth. The Master Plan will be used to promote orderly land use transitions, provide a framework for managed change, guide policy-making, and influence public and private decisions which shape the community.

Most importantly, this Plan serves to acknowledge, reinforce, and remind us that Manistee is a community with values. We value our businesses and neighborhoods; our homes, old and new; our schools; our industries, large and small; our diverse population, historic buildings, parks; our churches; and the many other community services that better our quality of life. The future of Manistee will be built on these values and assets.

The vitality of any community is often measured in terms of its economic health. For the City of Manistee the economy is driven by the businesses in and near the downtown and the various industries within the city. Since the livelihood of many of the city's residents depend on the health and continued growth of business and industry, they will generally be supportive of helping maintain and improve the business climate.

Maintaining a healthy economic climate, while maintaining a high quality of life will require the City to wrestle with complex zoning and growth policy issues brought on by new development. The need to provide flexibility for development, coupled with the desire to maintain some degree of control, will provoke the need to find innovative zoning and land use policy solutions.

The City of Manistee Planning Commission and various individuals and agencies interviewed during the process of Plan preparation identified a number of important areas of concern that are important to the Master Plan effort and the entire community. The items detailed by a majority of those interviewed follow:

#### *What did people say about growth?*

- Growth is an accepted part of Manistee's future, but that growth should be properly directed, controlled, and planned in an efficient manner.
- Growth is generally a positive result for Manistee, but growth that is unplanned and without a purpose can be detrimental to the City.
- There must be a balance between the benefits of growth--jobs, tax base, economic prosperity--and the potentially negative effects of growth--loss of small town

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character, traffic, etc.

### **Maintaining Balanced Development**

There is no model for a perfect land use “balance” in a community. Rather, it is the function of the community to determine the ultimate direction for its use of land. This means identifying and achieving a reasonable balance between various types of uses, including housing, commercial, industrial, and public uses. Determining the “right” balance involves an examination of a combination of factors, including existing land uses, available land and infrastructure, and the overall community vision.

Achieving a balance of land use will require a recognition of changing economic and social conditions of the City, region, and the nation, with its shift toward retail and service employment, and the growing need for human services. As the demographics of the City change and the population ages, land use needs will vary as new services, housing, and other uses will be required. Moreover, Manistee is experiencing a change from an industrial community to one steeped in tourism and seasonal residents. This change can be beneficial if properly planned and managed.

#### ***What did people say about balanced development?***

- Economic and social stability in Manistee is dependent upon balanced development in the community. A range of land use opportunities and developments are important to the City’s success.
- Achieve balance by guiding development without being too restrictive.
- The balance of development will likely change as Manistee attempts to sustain its economic health and potentially compete with neighboring communities.

### **Providing Choices and Opportunities**

While the construction of housing is a function of the marketplace and the demand created by new residents, the City does have the ability to influence the quality and quantity of the housing produced. Similarly, the City's policies with respect to existing housing can influence its preservation and maintenance. Affordability remains an issue if Manistee is to attract or retain younger families.

Land for new residential construction within the City of Manistee is limited. Yet, the need for new homes in the Manistee area is growing as businesses expand and continue to add employees, and as the demand for seasonal (second) homes increases.

#### ***What did people say about housing?***

- Manistee needs to foster a variety of housing opportunities, including assisted living and elder care facilities, and price ranges to accommodate the needs of its citizens.
- The range of housing (e.g. neighborhoods) in the City, in its different geographic

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sectors, should be viewed as a positive asset and efforts made to ensure that all residential areas receive equal treatment pursuant to the provision of public facilities and services, and to protection afforded by zoning and other regulatory tools.

- Historically, many residential areas have peacefully co-existed with nearby commercial and industrial uses. Some of the former commercial and industrial sites/sectors are now vacant and, if left unchecked, may deteriorate resulting in negative impacts on surrounding residential development.
- Many of the City's large, historic, homes are being transformed from single to multiple family use. This often creates problems pursuant to adequate parking and neighborhood compatibility.

### **Keeping a Safe Environment**

Among the many reasons that make Manistee a desirable place to live is because it is a clean, attractive community. Small cities in particular can quickly lose their character if attention is not paid to the physical environment. For the most part, maintaining this character and attractiveness is a matter of individual and community cooperation. Unfortunately not everyone always understands or places the same value on the physical environment. As a result, ordinances are needed to set regulations for maintenance of properties, protection of natural resources, and other aspects that make up Manistee's character.

#### ***What did people say about the local environment?***

- Maintenance of properties and the enforcement of current laws and regulations is important for a positive community image.
- Enhancement of the downtown area is necessary in order to maintain our historic character and to help ensure the long term economic viability of the City.
- Direct attention to the improvement of Manistee's natural features and parks and look for additional opportunities to improve these resources. In doing so, recognize that the needs of local residents are equally important to those of the City's tourists.
- Where possible, ensure that public access is provided to the area's water features.
- A citywide system of bike paths should be a priority.

### **Preserving our Heritage**

In a well developed community like Manistee land use conflicts will occur as nonresidential uses seek to expand and residential areas struggle to maintain their integrity. In many areas land use conflicts have existed for a number of years. As a result, these conflicts are sometimes absorbed into the fabric of the neighborhood. Others, however, may remain as a problem.

Managing growth, then, takes on a different meaning. Rather than managing large, vacant land areas, the challenge facing the City is to monitor and manage the pace of change. Rapid changes can tend to introduce instability, particularly in residential areas. The rate of change can be measured in various ways, including age changes in the population, household size, replacement of older land uses, and

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expansions of established uses.

One of the functions of the Master Plan is to anticipate and monitor these changes and determine what they may mean to the community. As with any land use change, the Planning Commission, City Council, and Zoning Board of Appeals must carefully review land use changes to determine their overall effect on individual neighborhoods and the city.

***What did people say about changes in land use?***

- Future land use changes should not disrupt cohesive neighborhoods.
- Greater attempts should be made to preserve the integrity of Manistee's neighborhoods by encouraging home ownership.
- Evaluate the benefits and limitations of mixed use areas and, as necessary, attempt to reduce conflicts.
- Recognize the importance of the downtown area and its role in Manistee's past, present and future.

**Commercial and Industrial Development**

A solid base of commercial and industrial development is important to the economic health of the City and to its ability to provide a full range of municipal facilities and services.

***What did people say about commercial and industrial development?***

- Commercial development in the City must compete with business growth occurring in the adjoining townships. Efforts should be made by the local units of government to coordinate commercial growth instead of fostering continued strip development along US-31.
- For the City, the primary focus of commercial development should be in/near the core downtown. Ongoing, aggressive, marketing and downtown improvement and promotion efforts must be continually applied.
- The long term preferred use of the Manistee Lake shoreline is for recreational and residential use. However, existing industries located along the shoreline should not be discouraged from improving and expanding.
- Aggressive efforts should be made pursuant to the marketing of the new Renaissance Industrial Park.
- New commercial opportunities should focus on local residents, and not just the tourism market.

**Intergovernmental Cooperation**

Manistee is not an isolated entity. It is surrounded by growth oriented townships projecting future opportunities for new residential, commercial, and industrial development. Ultimately, the growth of the townships will necessitate the implementation of a range of public facilities and services common to more urban locations. These include such items as the implementation of public water

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and sanitary sewer systems, improved roads, increased police and fire protection, and additional parks and playgrounds. Choices will have to be made by the respective units to either cooperate with the City on the provision of many of these facilities and services, or to create a series of redundant programs.

***What did the people say about intergovernmental cooperation and coordination?***

- The local history of intergovernmental cooperation, though improving, has not been as positive as it should be.
- The long term health and vitality of the local economy and the provision of public facilities and services is best accomplished through intergovernmental cooperation.
- It is important for the governmental units to respect the needs and desires of each other.
- Maintaining the desired character of the area and the quality of life is best achieved through intergovernmental cooperation, particularly in the areas of planning, zoning, utilities, and economic development.

## **The Vision for the City of Manistee**

The Master Plan calls for the City of Manistee to recognize the past and present, but to focus on the future. It is likely that the next five to ten years will be exciting, resulting in new changes and opportunities. And, even though the exact nature of these changes and opportunities cannot be fully anticipated, it is possible to establish a set of principles and guidelines that will accommodate change, yet provide a firm foundation for the commonly-held beliefs that bind the city. Accordingly:

- *The issue isn't whether the City can prosper--rather it is for us to decide how much, and to define the efforts that we will take to preserve the quality of life for those who live and work here.*
- *The issue isn't about whether growth will be good for us or bad--but how we will take advantage of the opportunities presented to us and address any problems that might arise.*

Managing growth is not a mystical process. The challenge in managing the future will be our adherence to sound planning principles, communicating to the public the values and practical benefits of a common Vision, and the need to work together to achieve that Vision. To that end, Manistee's Vision should act as a catalyst to encourage understanding of the need to work together as a community by uniting diverse interests and achieving common goals to shape the destiny of the city and its surroundings.

Goals guide the progress of a community by bringing the social, physical, economic, and political

needs of the city into focus. Goals are statements of the intent of the community with respect to its future. The Master Plan defines actions which will be needed to carry out those intentions. This means that Goals must reflect a consensus of the community before realistic plans can be developed or implemented. The following Goals, when achieved, will bring about the Vision of this Master Plan.

### **GOAL - BASE GROWTH ON SOUND DESIGN PRINCIPLES**

*Manistee is e a dynamic, unified community with stable neighborhoods and businesses. Our residents, businesses, government, and social organizations will work together to maintain and strengthen Manistee’s small town, historic, character. This will be achieved through growth and redevelopment that balances the encouragement of new uses of land with appropriate growth management principles, and cooperative decision making with the surrounding townships.*

#### **Supporting Statement**

Manistee is aware of the need to balance and properly integrate new growth opportunities with that of existing development such that harmonious relationships result. This will be achieved through the implementation of proper planning and growth management techniques and cooperation with neighboring communities

### **GOAL - MAINTAIN BALANCED DEVELOPMENT**

*Land use decisions will be guided by the desire to achieve an equitable balance between land use, economic, and social benefits, and the costs associated with development. These decisions will acknowledge existing land use relationships in the City, as well as those of the adjoining townships.*

#### **Supporting Statement**

There is no model for a perfect land use “balance” in a community. Rather, it is the function of the community to determine the ultimate direction for its use of land. This means identifying and achieving a reasonable balance between various types of uses, including housing, commercial, industrial, and public uses. Determining the “ideal” balance involves an examination of a combination of factors, including existing land uses, available land and infrastructure, and the overall community vision.

Achieving a balance of land use will require a recognition of changing economic and social conditions of the region, state, and the nation, with its shift toward retail and service employment, and the

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growing need for human services. As the demographics of the community change and the population ages, land use needs will vary as new services, housing, and other uses will be required.

***GOAL - PROVIDE A RANGE OF HOUSING CHOICES AND OPPORTUNITIES***

***The City will foster a pro-active approach to ensure stable neighborhoods, with a broad range of housing choices and opportunities for Manistee residents and families.***

**Supporting Statement**

While the construction of housing is a function of the marketplace and demand created by new residents, the City does have the ability to influence the quality and quantity of the housing produced. Similarly, the City's policies with respect to existing housing can influence its preservation and maintenance. Affordability and access to opportunities provided by a range of housing sizes and types will remain an issue if Manistee is to attract or retain families. The need for new homes in the Manistee area is growing as businesses expand and continue to add employees and as the demand for seasonal (second) homes remains strong. The City of Manistee will continue to provide for a wide range of opportunities for new residential construction within its boundaries.

***GOAL - MAINTAIN A SMALL TOWN CHARACTER***

***Manistee's small town character will be preserved by maintaining property, continuing improvements to the downtown, protecting existing neighborhoods, and caring for the natural features and parks located within the City, making it an attractive place to live, work and play.***

**Supporting Statement**

Among the many reasons that Manistee is a desirable place to live is because it is a clean, attractive community. Small cities in particular can quickly lose their character if attention is not paid to the physical environment. Communicating the importance of the City's identity to the entire community is essential. Maintaining a positive, small town character and keeping the City attractive is largely a matter of individual and community cooperation. It also requires ordinances to assist in the enforcement of property maintenance, protection of natural resources and views (view sheds) of the City's lakes and rivers, and other aspects that make up Manistee's small town character.

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**GOAL - PRESERVE OUR HERITAGE**

*Decisions regarding growth in Manistee will recognize and preserve stable residential neighborhoods, and planned commercial and industrial areas. Areas of conflicting land use will be addressed in order to preserve and enhance the city's heritage.*

**Supporting Statement**

The small town, historic, heritage of the City of Manistee is one of strong neighborhoods, stable commercial and industrial areas, and an emphasis on protecting those areas from conflicting land uses. In a developed community, land use conflicts are inevitable as nonresidential uses seek to expand and residential areas strive to maintain their integrity. In many cases land use conflicts have existed for a number of years and have been comfortably absorbed into the fabric of the neighborhood, however, this is not always the case.

Managing growth, then, takes on a different meaning. Rather than managing large, vacant land areas, the challenge facing the City is managing the pace of change. Change can be measured in various ways, such as age, household size, land use, and expansions of established uses. Rapid change, if not properly planned, can tend to introduce instability, particularly in residential areas. Land use changes must be carefully reviewed by the Planning Commission, City Council, and Zoning Board of Appeals to minimize any undesirable effects on individual neighborhoods and the City.

**GOAL - ENCOURAGE MIXED-USE DEVELOPMENT OPPORTUNITIES**

*While the mixing or integration of certain uses can result in conflict, the City has also discovered the positive opportunities to be achieved from well-planned and well-designed mixed-use developments. Opportunities for future mixed-use projects exist in several sectors of the City. The City supports well-planned and well designed mixed-use projects that compliment the City's other land uses.*

**Supporting Statement**

Much of the City's historic development mirrors "New Urbanism" philosophies in which residential, commercial, and industrial development are harmoniously mixed in an integrated fashion. Several areas of the City, in need of future redevelopment, may best be served by a mixed-use form of development.

***GOAL - PROMOTE A BALANCE OF COMMERCE AND INDUSTRY***

*The long term well-being of the City is based on a balance of commerce and industry. Therefore, the City supports efforts to provide suitable locations for each and to supply the necessary infrastructure and public services needed for economic success.*

**Supporting Statement**

The vitality of a community is often measured in terms of its economic health. The economy of the Manistee area is driven by the businesses and industries within the City. Since the livelihoods of many of the residents in the Manistee area depend on the health and continued growth of business and industry, those residents will generally support actions that maintain and improve the business climate. However, fostering a healthy economic climate can not be simply an exercise in “growth for the sake of growth.”

## Chapter 8 Future Land Use



### Planning Our Future

The form and vitality of any community is defined largely by how its citizens see the way land is used and how that use relates to their daily life. As a result, the way we use the land is linked directly to the quality of life of the City of Manistee.

As a guide, the Plan is not meant to be rigidly administered; changing conditions may affect the assumptions used when the Plan was originally conceived. But changing conditions do not necessarily mean that the Plan must change. Rather, the City must examine those changes and decide if the principles on which the Master Plan was based are still valid. If so, the Plan should be followed.

The relationship between the Master Plan and Zoning Ordinance is often misunderstood. The Master Plan is a *guide* for land use for the future; the Zoning Ordinance *regulates* the use of land in the present. The Master Plan is not a binding, legal document; the Zoning Ordinance is a law that must be followed by the community's residents and others wishing to develop or do business in the City.

As more growth and redevelopment occurs in the area, the City will have to address difficult zoning issues brought on by the pace and increasing complexity of development plans by residents and property owners. The need to provide flexibility, coupled with a desire to maintain some degree of control, may create the need for innovative zoning solutions, such as clustering provisions, planned unit development regulations, and other techniques.

### Why Does Growth in the Community Occur?

In order to understand how growth occurs, it is helpful to know the characteristics of that growth can be directly influenced by the local government. There are three main elements over which the City has a relatively high level of control or influence: the provision of sewer and water services, street systems, and zoning/land use planning.

Utility and transportation planning provides many benefits. To achieve these benefits at lower cost, land use policies should encourage infill, and discourage extensions of infrastructure that may compromise other land use goals, such as preserving sensitive lands from development pressures. Such extensions should meet specific criteria consistent with this Plan. Community planning for

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infrastructure can have positive effects on land use. Failure to plan may be expensive and frustrating for all involved; a good plan can provide many economic and financial advantages; help retain community character; and reduce public safety concerns related to transportation and environmental contamination.

### ***Sanitary Sewer and Water Services***

The principal utilities needed for more intensive development are water service and sanitary sewage disposal. Historically, these services have been provided in a number of ways, ranging from on-site wells and septic tanks to public water and sanitary sewer utility systems. It is Manistee's goal to have all areas of the City eventually served by public utility systems.

### ***Street Systems***

As development and redevelopment intensify, new industry, homes, offices, and commercial services create traffic demands on the street system. This is in addition to daily transient movement through the City and tourists and others visiting the City on either a short or long term basis.

Manistee has ready access to two major highways, U.S. 31 and M-55. In addition to the attraction for commercial uses, these roadways permit people to live outside the City and easily commute to Manistee for purposes of employment, shopping, entertainment, and other purposes. In fact, it is estimated that Manistee's average day time population swells to over 15,000 people, as compared to the City's 2000 Census population of 6,586 residents.

### ***Street Planning***

As new subdivisions, site condominiums, or other residential projects are considered it is important to implement a street network to ensure that adequate circulation is provided between abutting development projects and with proper connection to the public street system. Rather than having each development provide singular access to the major public street, project approvals should include provisions for stub streets to vacant properties that may be available for future development. These street networks improve overall traffic flow by allowing residents to access nearby residential areas without traveling on the main streets of the City. In addition, circulation between projects improves access for emergency vehicles. Finally, maintenance and snow removal costs are reduced and efficiency improved.

Another important roadway issue is the principle generally known as "access management." Access management consists of techniques used to preserve the traffic carrying functions of a roadway by controlling the design, number, and locations of curb cuts. These techniques are especially applicable to U.S. 31. A more detailed discussion on the methods to be used for controlling driveways is noted

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in the Future Land Use discussion for the Highway Commercial designation.

In the City, a particular concern has been raised regarding the volume of traffic using U.S. 31 and the inability of traffic originating from connecting streets to easily access the highway within a reasonable period of time. To a large degree, the City does not have a significant degree of control over this issue, primarily because U.S. 31 is both a regional and statewide highway system. A more detailed discussion on possible options to is noted later in this Chapter.

### ***Zoning/Land Use Planning***

Local control of the use of land (with some exceptions, such as state and federal land uses) is an accepted legal principle. Land use is controlled through the separation of land into various use areas, called zoning districts. The rules governing these districts are contained in a zoning ordinance which contain provisions controlling the type and intensity of development allowed. Zoning, however, is firmly rooted in the Master Plan.

The heart of this Master Plan is its Future Land Use. The land use decisions made by the City will be based on several factors, including the following.

- Community Character

The goals and objectives, developed earlier in the planning process, have expressed the kind of community desired by the City. For example, the strong emphasis placed on preserving the City's historic character has been reflected in the Goals, and followed up by future land use classifications and recommendations that accomplishes that Goal.

- Adaptability of Land

Environmental resources and constraints were also considered in the development of the Future Land Use provisions of the Plan. It was considered important by the City that the land itself be able to accommodate planned uses, while also protecting those natural assets considered important.

- Community Needs

Much discussion took place regarding what uses were needed in the City. For example, the need to rehabilitate certain mature, mixed-use, locations was determined to be a community issue, and the Plan reflects appropriate land uses in desirable locations as an appropriate response.

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- Available Services

Through the issue identification, goals, and data collection, information was obtained about the status of community services to ensure that services were capable of handling planned development.

- Existing Development

To a large degree, Manistee is a “built” community. An important consideration was how planned land uses will affect existing uses. Wherever possible, planned land uses were designed to take into account those uses already in place to ensure land use compatibility.

The following provides detail on the future land use classifications identified by the Master Plan. Each classification includes an introductory “purpose” element describing the basic intent of the category followed by a description of the district and range of appropriate land use types. The spatial location of the classifications is shown on the Future Land Use Map included at the end of this Chapter.

The Master Plan calls for the following Future Land Use categories. To a significant degree, they mirror the plan categories of the present Master Plan. This is largely due to the “developed” character of the City wherein a large percentage of the land uses proposed by the present and prior plan instruments are based on the existing land patterns which have remained relatively unchanged over the years throughout many sectors of the City.

**Residential**

- Low Density Residential
- Medium Density Residential
- High Density Residential

**Commercial**

- Central Business District
- Neighborhood Commercial
- Highway Commercial

**Industrial**

- General Industrial
- Industrial Park

**Mixed-Use Development**

- Marine Oriented Mixed-Use Redevelopment District
- Residential/Commercial Mixed-Use Redevelopment District

**Water Overlay District**

- Lake Front Overlay
- Manistee River Channel Overlay

As previously stated, the Master Plan is a basic supporting instrument of the City Zoning Ordinance. As such, the above plan categories form the basis of the various zone districts found within the ordinance. It should be noted, however, that the City Zoning Ordinance may also refine the plan categories into additional “sub-categories” or “zone districts” to handle specific land development needs or issues of concern.

## ***Future Land Use***

### **Low Density Residential (LDR)**

**Purpose:** To provide for large lot residential sites resulting in low density development patterns. Land within this classification would satisfy the demand for a “suburban” type of development theme, and would function as a transition land use between the rural residential sectors of the Townships adjoining the City and higher density development internal to the City.

#### **Low Density Residential**

*Lot Size Range:* 12,000 to 21,000 square feet

*Lot Width Range:* 100 to 120 feet

*Density Range:* 2-3.5 units/acre, with potential allowances for additional density on “large acreage planned” sites.

Due to a lack of non-developed land suitable and appropriate for this classification, the future land use map provides only a single area for the Low Density Residential category. The designated area is located in the extreme southwest portion of the City, between 12th and Merkey Road. The area abuts Filer Township on the south and Lake Michigan on the west. The area presently includes a number of residential parcels accessing 12th.

Pursuant to future development and zoning, the following uses are recommended. The range of uses is relatively narrow reflecting the specific land use focus of the Low Density Category. In the case of the identified special uses, the City Zoning Ordinance should specify thresholds pursuant to required lot size, maximum density levels, open space requirements, site and building design criteria, and the like. Such thresholds (e.g. development standards) are important in order to achieve compatibility with the primary use of the category.

a) Principal uses:

- single-family residential
- public parks and playgrounds

b) Special uses:

- single-family residential cluster development and planned unit developments (with the retention of open space)
- senior/elder care housing

Recommended development/design standards for the special uses are detailed in the following table:

**Table 8-1  
Low Density Residential  
Special Land Use - Basic Design Standards  
Manistee Master Plan**

Design Element	Standard
Minimum Parcel Size	5 acres
Housing Density	<ul style="list-style-type: none"> <li>• 4 to 6 units per acre for residential clusters/PUD</li> <li>• 6 to 8 units per acre for elder care facilities</li> </ul>
Building Design Character	Residential - 1 to 2 stories.
Parking	Well-screened with perimeter landscape. Apply interior landscape islands, pods, or bump-outs for parking lots exceeding a surface area of 5,000 square feet.
Site Access	Should avoid intrusion into single-family neighborhoods
Open Space	Large setbacks and lawn/landscaped areas.
Side Yard Building Setbacks	Equal or exceed the height of the structure.
Note: Refer also to the Appendix for additional detail on landscape standards for parking lots.	

### Medium Density Residential (MDR)

**Purpose:** To recognize Manistee’s most predominant residential land development patterns and to foster continued residential growth of the City consistent with those patterns and density levels which are characteristic of an urban setting.

One of the issues identified by the planning process was the need to recognize existing residential development patterns which form the bulk of the City’s land base. The Medium Density Residential classification accomplishes this need and provides for a density range of approximately 4 to 8 units per acre. Notwithstanding this range, it is noted that certain neighborhoods of the City possess established medium density parcels of smaller size. For the most part, these parcels and their subsequent development are the product of land divisions made years ago, prior to zoning.

**Medium Density Residential**  
*Lot Size Range: 5,000 to 12,000 square feet*  
*Lot Width Range: 40 to 100 feet*  
*Density Range: 4 to 8 units/acre with potential allowances for increased density on “large acreage planned” sites.*

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Generally, the higher density development resulting from the smaller lots has not created significant problems or major land development issues. Therefore, it is recommended that provisions be made in the City Zoning Ordinance to accommodate these pre-existing land development patterns in order to promote continued use and rehabilitation of the residential homes existing thereon, and to encourage residential in-fill as needed.

Although some undeveloped Medium Density Residential areas remain in the City, another focus for residential development will be in existing neighborhoods that have already seen development, but where new homes may be constructed on existing vacant lots, and where an emphasis is placed on remodeling and modernizing existing homes. This, in turn, places an even greater emphasis on the need for the City to recognize and strengthen its neighborhoods. Doing so will help keep the City a desirable place for people of all ages and incomes.

A “neighborhood” is more often defined by the perceptions of those people living in some (often loosely defined) area. Some neighborhoods, such as isolated subdivisions, residential condominium projects, or apartment projects will have a clearer identity, especially where homeowner associations or other similar groups have been formed. The residential areas of Manistee help make the City a highly desirable place in which to live. One of the important roles of the Master Plan is to ensure that these areas continue to develop and redevelop in ways that ensure their survival and continued stability. To accomplish this, the Plan must identify specific policies and actions that should be undertaken to achieve this objective.

These actions include:

- General maintenance of neighborhood infrastructure, including lighting, signs, sidewalks, and streets will assist in positively directing neighborhood development and redevelopment. The condition of sidewalks in particular, should be evaluated to identify deficiencies.
- Encourage the preservation and use of natural or built buffers to protect single family residences from nonresidential uses will lessen the adverse effects of these uses, such as light and noise, and make adjacent areas more visually pleasing.
- Acknowledge that public and commercial facilities are a part of these neighborhoods, and building upon the strengths of this relationship, will increase the sense of neighborhood.
- Work with absentee property owners to improve safety, building maintenance and overall management will increase neighborhood pride and security.

Unlike the Low Density Residential classification, the range of uses for the Medium Density Residential category is more comprehensive. This largely results from existing development patterns and the desire of the City to accommodate a variety of housing styles and types consistent with the demands of an urban center.

In the case of the identified special uses, the City Zoning Ordinance should specify thresholds pursuant to required lot size, maximum density levels, open space requirements, site and building design criteria, and the like. Such thresholds (e.g. development standards) are important in order to achieve compatibility with the primary use of the category.

- a) Principal uses:
  - single-family residential
  - public parks and playgrounds
  
- b) Special uses:
  - single-family residential cluster development and planned unit developments
  - senior/elder care housing
  - two-family/duplex housing, including the conversion of existing single-family to two-family [refer to Table Note 1]
  - religious facilities
  - public and private schools
  - group day care and foster care facilities spaced not less than 1,500 feet apart
  - government services (within office settings)
  - bed and breakfast inns

Recommended development standards for special uses include:

**Table 8-2  
Medium Density Residential  
Special Land Use - Basic Design Standards  
Manistee Master Plan**

Design Element	Standard [2]
Minimum Parcel Size	<ul style="list-style-type: none"> <li>• 5 acres - residential clusters, PUD, elder care facilities, schools, and religious facilities</li> <li>• governmental offices - as needed based on the use</li> </ul>
Housing Density	<ul style="list-style-type: none"> <li>• 8 to 10 units per acre for residential clusters/PUD</li> <li>• 10 to 12 units per acre for elder care facilities</li> <li>• group day care and foster care facilities spaced not less than 1,500 feet apart</li> </ul>
Building Design Character	Residential - 1 to 2 stories.
Parking	Well-screened with perimeter landscape. Apply interior landscape islands, pods, or bump-outs for parking lots exceeding a surface area of 5,000 square feet.
Site Access	Should avoid intrusion into single-family neighborhoods

Open Space	Moderate level of setbacks and lawn/landscaped areas.
Side Yard Building Setbacks	<ul style="list-style-type: none"> <li>• Large parcel development - equal or exceed the height of the structure.</li> <li>• governmental offices, group day care, foster care, and two-family - equal or exceed MDR standards for single-family</li> </ul>
<p>Notes:</p> <p>[1] In addition to compliance with the special use review standards of the City Zoning Ordinance, the conversion of an existing single-family dwelling to a two-unit complex should be based on the following: a) existence of adequate off-street parking for a minimum of two vehicles; b) minimal alteration of the exterior of the building such that the single-family character and appearance of the home is basically maintained; and, c) placement (or existence) of a garage or permitted accessory building for purposes of vehicular and/or other needed storage. Similarly, the conversion of existing residential structures for use as Bed and Breakfast Inns should include adequate off-street parking and minimal exterior building alternations.</p> <p>[2] Recreation rooms, meeting rooms, entertainment facilities, and other amenities associated with a planned residential development should be of a non-commercial nature, generally limited to use by the residents of the development and designed as an integral component of the development.</p> <p>Refer also to the Appendix for additional detail on landscape standards for parking lots.</p>	

## High Density Residential (HDR)

**Purpose:** To provide alternative housing opportunities that would satisfy the needs and/or desires of a broad range of residents including low and moderate income individuals and families, empty nesters, senior citizens, professionals, young families, and others. Where possible, areas of higher densities should incorporate the preservation of open space and natural features and/or incorporate sound building and site design elements that promote a high quality living environment for residents.

<p><b><u>High Density Residential</u></b>  <i>Lot Size Range: 2,500 to 6,000 square feet/unit</i>  <i>Lot Width Range: 65-80 feet</i>  <i>Density Range: 7 to 17 units/acre</i></p>
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This classification includes a wide variety of housing possibilities, including duplex/two-family development, multiple family dwellings, manufactured home parks, and high density Residential Planned Unit Developments. The HDR areas are always intended to be served by public utilities, paved streets, and designed to limit any negative effects on existing homes or other types of nearby development. Densities will range as high as seventeen units per acre, where proper facilities are in place.

As a point of information, the former Master Plan categorized a majority of the City’s developed residential land areas as High Density Residential. This was primarily due to the established patterns of small parcel development resulting from older subdivision platting. Generally, in master planning and zoning, the classification of “High Density” denotes residential development comprised of housing of an “attached” character such as multiple-story apartments, townhouses, row houses, attached condominiums, and the like. Accordingly, this plan employs the category of High Density Residential for these and comparable residential development types.

Pursuant to future development and zoning, the following uses are recommended.

- a) Principal uses:
  - two-family/duplexes [refer to Table Note 1]
  - multiple-family residential (not exceeding 7 units per acre)
  - public parks and playgrounds
  
- b) Special uses:
  - multiple-family residential (exceeding 7 units per acre)
  - senior/elder care housing
  - religious facilities
  - group day care and foster care facilities
  - government services (within office settings)
  - bed and breakfast inns [refer to Table Note 1]

**Table 8-3**  
**High Density Residential**  
**Special Land Use - Basic Design Standards**  
**Manistee Master Plan**

Design Element	Standard <sup>[1]</sup>
Minimum Parcel Size	<ul style="list-style-type: none"> <li>• 5 acres - residential clusters, PUD, elder care facilities, schools, and religious facilities</li> <li>• governmental offices - as needed based on the use</li> </ul>
Housing Density	<ul style="list-style-type: none"> <li>• 7 to 17 units per acre for residential clusters/PUD</li> <li>• 7 to 17 units per acre for elder care facilities</li> <li>• group day care and foster care facilities spaced not less than 1,500 feet apart</li> </ul>
Building Design Character	Residential - multiple stories permitted
Parking	Well-screened with perimeter landscape. Apply interior landscape islands, pods, or bump-outs for parking lots exceeding a surface area of 5,000 square feet.
Site Access	Off principal streets

Open Space	Minimum to moderate level of setbacks and lawn/landscaped areas. PUD and cluster development may require greater open space.
Side Yard Building Setbacks	<ul style="list-style-type: none"> <li>• Large parcel development - equal or exceed the height of the structure.</li> <li>• governmental offices, group day care, foster care, and two-family - equal or exceed MDR standards for single-family.</li> </ul>
<p>Notes:</p> <p>[1] In addition to compliance with the special use review standards of the City Zoning Ordinance, the conversion of an existing single-family dwelling to a two-unit complex should be based on the following: a) existence of adequate off-street parking for a minimum of two vehicles; b) minimal alteration of the exterior of the building such that the single-family character and appearance of the home is basically maintained; and, c) placement (or existence) of a garage or permitted accessory building for purposes of vehicular and/or other needed storage. Similarly, the conversion of existing residential structures for use as Bed and Breakfast Inns should include adequate off-street parking and minimal exterior building alternations.</p> <p>[2] Recreation rooms, meeting rooms, entertainment facilities, and other amenities associated with a planned residential development should be of a non-commercial nature, generally limited to use by the residents of the development and designed as an integral component of the development.</p> <p>Refer also to the Appendix for additional detail on landscape standards for parking lots.</p>	

## Central Business District (CBD)

**Purpose:** To build a stronger, vital downtown which is highly pedestrian oriented and comprised of a range of synergistic uses. The Central Business District classification is strictly confined to downtown Manistee as detailed on the Future Land Use Map. Mixed use development of the downtown area is encouraged provided said uses serve to enhance the economic viability of the downtown. While encroachment into existing, stable residential neighborhoods is generally discouraged, the Plan recognizes the importance of fostering an environment in which the CBD and contiguous neighborhoods function in highly compatible, cohesive, fashion.

<u>Central Business District</u>	
<i>Lot Size:</i>	No requirement
<i>Lot Width:</i>	No requirement

Historically, downtowns have been a place of gathering. A downtown functions as a community center, designating spaces for shopping, business, festivals, and other community undertakings. Before the introduction of strip commercial development and malls, downtowns were the primary places to conduct these activities.

For many people their image of a community is formed by the central business district, or “downtown.” Even from Colonial days, when the “City Green” was the center of community activity, the central business district continues to be a major identifying and unifying element of any community. Therefore, the health and vitality of the downtown is critical to the well-being and the image of Manistee.

As with many communities, the role of the City’s downtown has changed over the years. Once the place where most shopping goods were purchased, the traditional downtown has been altered by the onset of strip centers and other outlying commercial areas. But while the traditional downtown may be changed forever, there are still many goods and services that can be offered that are compatible with the long-term interests of the City in maintaining a vital downtown core.

Overall, the appearance of downtown is important to the revitalization of the downtown. An appropriate streetscape design establishes the scale--pedestrian, inviting, and human, unlike the harsh, auto-oriented commercial strips. Secondly, it creates a positive visual impression for those who work, shop, and visit. Finally, it unifies the entire district by creating common physical elements throughout the area.

One of the unique aspects of any older downtown area, such as Manistee, is its older buildings. While these buildings contribute to the character of the downtown, they also often present challenges to their owners. Extensive renovations and changes over time tend to create inefficient space and circulation patterns. Still, many of the original characteristics that created the City remain and their heritage provides a strong tie to the present. The limited ground floor areas of the buildings tends to restrict the variety and volume of merchandise that may be offered. As a result, many of the basic shopping needs, such as groceries, are more difficult to sustain. Other physical limitations, such as the lack of centralized parking, also complicates the successful operation of these businesses.

Over the years the City has undertaken a host of improvements to enrich the physical image of the downtown and to improve its economic climate. As more efforts are forthcoming, newer, distinctive elements, such as the entry gateway, riverwalk, and other improvements should greatly enhance the favorable view residents and visitors have of Manistee.

Physical improvements, however, by themselves, won’t increase business. Joined with a strong marketing strategy, an appropriate retail mix, and ample parking, however, physical improvements can help the downtown effectively compete for consumer dollars. The success of the long term revitalization of the City’s downtown cannot be assured by any single group, person, or agency. A consolidated effort will be needed by the property owners, City government, and the people of Manistee to assure the success of downtown. The variety of programs, funding requirements, physical development needs, and personalities dictate the need for cooperation and, where necessary, flexibility.

Additional detail on the City’s downtown is provided under Chapter 9, including a review of identified development recommendations.

## Highway Commercial (HC)

**Purpose:** To provide commercial services that satisfy the needs of the City, regional residents, and guests. Uses within this classification would tend to be automobile-oriented and traffic dependent. Therefore, development in the Highway Commercial Classification should be located on major roadways.

<u>Highway Commercial</u>	
<i>Lot Size:</i>	0.5 acres and above
<i>Lot Width:</i>	100 feet or more

The major portion of this land use classification is found along US-31 from the City’s southern boundary with Filer Township, north to the boundary with Manistee Township. The classification is intermittently broken by sectors of stable residential development fronting US-31.

Although the depth varies, the intention is to ensure that enough lot depth and width is provided to allow for shared driveways, adequate parking setbacks, frontage roads or rear service drives, landscaping, and other measures, as discussed below. Some of these improvements will, of necessity, be implemented over time, as existing development is expanded, altered, or redeveloped. It is important that the Planning Commissions be aware of the opportunities to implement improvements and take advantage of those opportunities when presented.

One aspect of development along a highway that is universally true is the impact of one community on another. Traffic and other effects of commercial development have little respect for community boundaries. Since roadways are major access routes to all points of the compass, development along any one will necessarily affect traffic and quality of life along the corridor in every community. Therefore, solutions to the potential problems of corridor development need to be viewed as regional issues and addressed with a unified approach, involving both the City and Townships, property owners, developers, the Michigan Department of Transportation, and the Manistee County Road Commission.

Pursuant to future development and zoning, the Highway Commercial classification may accommodate a wide range of uses including general retail, institutional and religious facilities, commercial operations employing outdoor sales lots, automotive services, convenience stores, fast food restaurants, car washes, grocery stores, “big-box” retailers, and the like. Generally, uses that involve significant traffic generation and movement should be processed as special land uses under the Zoning Ordinance. These include, for instance, commercial operations offering drive-through services, automotive service stations, and the like. All Highway Commercial uses should undergo a comprehensive site plan review process.

Although the Highway Commercial category is oriented to commercial development, opportunity should be given to accommodate high density residential development such as apartments and attached condominiums. The integration of such housing within highway commercial areas can offer a pleasant buffering effect, reducing the visual impacts of strip development.

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Due to the importance of US-31 as the City's primary arterial, and given its high visibility and use, the following building and access recommendations are provided.

### ***Building Setbacks and Lot Size***

Effective transportation planning requires anticipating future movement needs of the particular corridor. Lot configurations and building orientation are often dictated by zoning requirements for street frontage, minimum lot area, minimum lot width, and yard setback requirements. The Highway Commercial area, once implemented in zoning, should ensure that adequate lot widths and setbacks are provided, along with design requirements to ensure that the future function of the roadway, to move traffic safely, quickly, and efficiently is maintained. For example, buildings should maintain frontage setbacks sufficient to accommodate appropriate landscape, pedestrian and vehicular circulation needs, and future road improvements such as access drives, bike path sidewalk placement and road widening.

### ***Access Management***

Preserving the traffic carrying capacity of a roadway is essential in order to avoid costly improvements and safety problems. Transportation studies have consistently shown that the number, design, and location of driveways can have a great affect on the ability of a road to safely move traffic and provide access for adjacent land uses. The number, design, and location of driveways along major roadways will affect traffic flow, ease of driving, and accident potential. Every effort should be made to limit the number of driveways and encourage access from side streets, service drives, frontage roads, and shared driveways.

The most effective means of ensuring proper access management is the site plan review process, enforced through the zoning ordinance. However, in order to properly administer site plan review, the City and Townships should ensure that Future Land Use along US-31 adequately considers the function of the roadway.

The spacing of access for commercial driveways and streets is an important element in the planning, design, and operation of roadways. Since access points are often the main location of crashes and congestion, their location and spacing directly affect the safety and function of streets. However, business owners view the highways as a means to attract business and provide access for customers to their establishments. The large volumes of traffic attracted to the designated roadways become a lure for businesses whose owners view each vehicle as a potential customer. Therefore there is need to balance mobility and access when planning for commercial corridors. Overall, the goal of access management is to achieve a safe and efficient flow of traffic along a roadway while preserving reasonable access to abutting properties.

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***Driveway spacing and location:*** Each driveway along US-31, and other arterial streets, presents a potential conflict point. Vehicles pulling in or out, or slowing to turn, disrupt the smooth flow of traffic. Poor access management and too many driveways contribute to the functional deterioration of a street or highway. The number, spacing, and design of driveways, therefore are important factors to consider in order to maintain a desirable level of capacity and movement on the roadway.

- Minimum and desirable driveway spacing requirements should be determined based on guidelines developed by MDOT to adequately plan for driveway spacing (see table).
- Driveways should be directly opposite other drives or be offset from opposing property by a distance sufficient to prevent conflicts with turning vehicles, or what is commonly known as a “left-turn lockup.” A minimum desirable driveway offset distance should be 150 feet.
- Access to individual parcels should consist of either a single two-way driveway or a pair of one-way driveways. While certain developments may generate enough traffic to consider allowing more than one driveway along US-31, a second access point should be located on a side street or shared with adjacent uses whenever possible.

A common misconception is that local communities have no input on driveway locations if the state or county has jurisdiction over the roadway. Although local regulation cannot conflict with the road authority (i.e. be less restrictive), it can control driveway locations through the site plan review process. Local governments do have authority to control the placement and spacing of curb cuts (as long as they are not less restrictive than the road authority).

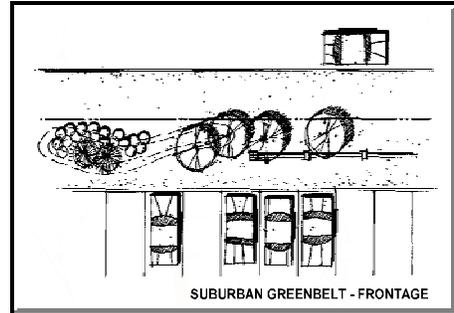
***Shared Driveways, frontage Roads, and Service Drives:*** The greatest benefit of access management is preserving the functional integrity of high speed, high capacity roads. This benefit is achieved by limiting direct access to these roads. Michigan law requires reasonable access to abutting property, but does not require direct access.

- Shared driveways by two or more property owners should be required where feasible to reduce the overall number of access points.
- Shared access requires a written easement from all affected property owners during the site plan approval process.
- Where shared drives are not practical, service drives or frontage roads may serve as an alternative. A frontage road/service drive can be delineated through a parking lot by raised islands separating parking from the traffic lane.

### ***Parking and Circulation***

The design of on-site parking lots has a direct relationship to the safety and efficiency of the adjoining road and to the public’s perception of the traveling experience.

- Parking lots should be buffered by perimeter landscape, particularly for parking areas abutting a roadway.
- Large parking areas (i.e., in excess of fifty spaces) should be broken up with internal landscaped areas. These may be in the form of plant clusters, plant islands, etc.
- Greenbelts (plant islands) should be used to assist in directing traffic by separating access and primary circulation drives from the actual parking areas.



### ***Landscaping & Signs***

Unlike downtown businesses which often share public parking for employees and customers, commercial corridors such as US-31 predominately offer off-street parking for each individual site. These individual off-street parking areas consume large portions of land and collectively have a significant impact on the overall appearance of the corridor. Although parking areas are essential to nearly all businesses along the corridor, their negative visual impact can be softened through application of proper screening and buffering techniques. Landscaping can provide a visual buffer between surrounding uses and the roadway. In addition, landscaping and screening techniques can also create a sense of identity to a site and minimize confusing parking arrangements. The same is also true for signs, which often dominate the visual landscape. Without proper regulation, signs can begin to compete with one another rather than simply as a clear means for identifying the use of particular site.

- All parcels should possess a fully landscaped, frontage greenbelt using applicable design standards.
- The size and shape of signs should be properly managed along the commercial corridor, such as limiting one sign per premise with a maximum square footage requirement.
- Landscaping should also be provided to protect adjacent land uses of lesser intensity, such as residential uses.
- Wherever possible, ground signs, rather than higher pole signs should be encouraged or required. These signs reduce the overall visual clutter and provide a safer means of identification by permitting drivers to maintain their vision at street level.

## Neighborhood Commercial (NC)

**Purpose:** To provide convenience/neighborhood commercial services to the residents of nearby neighborhoods and to recognize and promote the existence and rehabilitation of small commercial centers historic to several of Manistee’s mature residential neighborhoods.

Neighborhood Commercial areas reflect small commercial nodes spatially distributed throughout the City, often in connection with existing residential neighborhoods. In many instances, the Neighborhood Commercial locations reflect an historic period in the life of the City in which the placement of small commercial operations and other facilities such as taverns, restaurants, corner grocery stores, social clubs, and the like were common neighborhood elements.

The range of potential uses will vary depending on such factors as site location, site size, presence and design of existing buildings and structures, and market demand. The range of Neighborhood Commercial uses might include:

- hair salons
- book stores
- coffee shops
- small cafes
- ice cream shops
- gas stations and minor auto repair
- grocery store/convenience store/meat market/liquor store
- tavern/inn
- residential storage
- antique stores
- used apparel and furniture shops
- small upholstery shop
- fix-it shops
- flower shops
- small offices
- civic/neighborhood clubs
- dry-cleaning/laundry

**Neighborhood Commercial**

*Lot Size:            Predicated on the use.*

*Lot Width:         Predicated on the use.*

In many instances, the Neighborhood Commercial areas reflect small commercial nodes/sites established prior to modern zoning regulations.

While the integration of Neighborhood Commercial nodes within/near residential neighborhoods can offer a host of positive benefits, they may also create potential compatibility conflicts unless careful attention is given to such factors as parking, hours of operation, loitering, noise, outside storage, and other external issues. Of particular importance is the need to ensure adequate buffering between the commercial operation and abutting residential development. This may be accomplished through landscape, fencing, or combinations thereof. Also, it is very important that the buildings and sites housing commercial operations be well-maintained, avoiding the outside storage of trash and debris.

### ***Industrial Park/Light Industrial (LI)***

***Purpose:*** To provide for light industrial development that is properly located and has adequate public services. The Plan calls for future light industrial development to be placed in industrial park settings, such as the City’s Industrial Renaissance Park which offers highly attractive financial incentives.

<b><i>Light Industrial</i></b>	
<i>Lot Size:</i>	<i>1 acre</i>
<i>Lot Width:</i>	<i>150 feet</i>

In the past little attention was paid to the quality of industrial development. Now, it is apparent that many industries have concerns about their public image and appearance, as does the Planning Commission. To improve the appearance of existing developments, and those of future projects, the following strategies are noted.

- Industrial development should include extensive, well maintained landscaping, sufficient building setbacks, and attractive architecture.
- Industrial development should not have an undue negative affect on adjacent land uses. Parking, loading, and other activity areas should be properly screened and located so as to not create a nuisance or hazard to adjacent development.
- Emphasis should be placed on providing adequate infrastructure, including public utilities, roadways capable of accommodating truck and employee traffic, and other related services.
- Existing industrial areas should be encouraged to provide a year-round buffer adjacent to residential uses comprised of fencing and evergreens to block negative views.

The Plan recommends that future light industrial development be oriented to the Renaissance Park, as opposed to continued development of the City (Glocheski) Industrial Park located at the north end of Washington. The latter area, with commanding views of Lake Michigan, has shown to have significant appeal for residential development. Conversely, it’s use for industrial development since its inception over the past (25 plus) years been limited.

It is recommended that remaining areas within the Industrial Park be examined for residential use, employing appropriate buffers between said use and those industries already invested in the park. The intent of the above recommendation is not to convey a message of non-concern or non-interest in those businesses that have made substantial investments in the City. To the contrary, the businesses are very important and play a key role in the City’s economic health and vitality. Rather, it is simply the realization that the vacant land area upon which the Industrial Park was originally developed can offer increased development opportunities consistent with the residential demand.

***General Industrial (GI)***

***Purpose:*** To provide for general industrial development that is properly located and has adequate public services. The Plan calls for General Industrial development to be placed primarily along the southwestern shore of Manistee Lake, consistent with the existing character of the lake’s industrial use.

**General Industrial**

*Lot Size:                      Predicated on the use.*

*Lot Width: Predicated on the use.*

*Generally, no parcel should be less than 1 acre.*

Uses provided for by the General Industrial category include heavy manufacturing, processing, mining, and other types of general industries consistent with existing developments.

To improve the appearance of existing developments, and those of future projects, the industrial development strategies noted under the Park/Light Industrial classification should be followed. Moreover, due to the placement of the district along Manistee Lake, careful attention should be given to:

- maintaining the quality and integrity of the shoreline and water resource.
- limiting the removal of natural vegetation along the shoreline. If necessary, the shoreline should be re-stabilized with appropriate plants.
- recognizing the desire of the general public to use the shoreline and water resource for recreational pursuits.

***Marine Oriented Mixed-Use Development (MO-MUD)***

***Purpose:*** To provide for the marine oriented development and redevelopment of the mixed-use area located in the City’s extreme northeast sector, between Manistee Lake and the area lying west of Veteran’s Oak Grove Drive.

**Marine Oriented Mixed-Use Development**

*Lot Size:            Predicated on use.*  
*Lot Width:           Predicated on use.*

*It is envisioned that the development of this category will be handled under the provisions of a PUD, thereby offering some degree of flexibility regarding the size of individual sites and uses.*

This classification is used to take into account the unique relationship that this area has with Manistee Lake and US-31. The area offer’s potential for increased marine related uses combined with ancillary commercial and possibly residential development of a high density attached character.

The area’s development potential may be enhanced through realignment of US-31 (along or near Veteran’s Oak Drive) providing additional land area for development purposes.

***Residential/Commercial Mixed-Use Redevelopment District (RC-MURD)***

***Purpose:*** To provide for the redevelopment of the mixed-use area located east of US-31 and bordered by the Manistee River Channel (north) and Manistee Lake.

This classification takes into account the unique relationship that this area has with Manistee Lake, the Manistee River Channel, US-31, and the core downtown. The area offer’s potential for a variety of mixed-use developments ranging from high density residential to commercial to light industrial. The area is home to a number of solid historic structures offering potential for adaptive reuse.

The area is closely linked to the core downtown, separated only by US-31. However, the high levels of vehicular traffic along the route at this location, combined with differences in prior use, effectively separate the mixed-use area from the downtown.

**Residential/Commercial Mixed-Use Redevelopment District**

*Lot Size:            Predicated on use.*  
*Lot Width:           Predicated on use.*

*It is envisioned that the development of this category will be handled under the provisions of a PUD, thereby offering some degree of flexibility regarding the size of individual sites and uses.*

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### ***Waterfront Overlay Districts***

- ***Manistee Lake Front Overlay***
- ***Manistee River Channel Overlay***

***Purpose:*** To provide for the recognition and protection of the City’s water resources and to ensure their long term use and access by the public.

While not a traditional Master Plan District, per se, the Plan provides for the implementation of two overlay categories. These include the Manistee Lake Front Overlay and the Manistee River Channel Overlay. The primary purpose of the overlays is to create recognition of the importance of these water resources. Secondly, to implement use and development standards that will afford protection to all shoreline locations. A third goal of the overlays is to encourage property owners, developers, and others to provide additional opportunity for the City to create a connected shoreline system of public access points, walkways, and trails along or near these water features. It is noted that the Lake Michigan shoreline has not been included in the overlay recommendations. This does not preclude the importance of protecting the Great Lake shoreline.

Apart from the environmental aspects of preserving these features, the marketability of the City may be greatly enhanced where natural features are preserved and built into the design of development projects.

The Plan provides the following basic overlay recommendations:

- the overlay area extend at least 25 feet from the water’s edge (or ordinary high water mark). However, it is recognized that pre-existing development patterns may result in areas of less or greater distance.
- where appropriate, the natural shoreline and shoreline vegetation be preserved.
- use of the overlay area for the placement of structures, signs, and related items be regulated through zoning and site plan review.
- through conservation easements or other such means, create long term protective measures for shoreline locations.

### **Evaluating Land Use Changes**

Changing the land use or zoning designation on any property can have far reaching consequences, physically, environmentally, financially, and legally. Therefore, a careful evaluation of proposed rezonings is essential. As with any land use decision, the use of standards is essential to reaching fair and consistent decisions. The following evaluation measures are included in the Master Plan to permit their use by the City Planning Commissions and legislative bodies when rezoning or land use changes are contemplated.

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***1. Consistency with the Vision, Core Values, Goals, and Land Use Principles of the Future Land Use Plan.***

If conditions upon which the Master Plan was developed have changed significantly since the Master Plan was adopted, such as economic factors, demographic shifts, new utility lines, changing traffic conditions, or other reasons, the Planning Commissions and legislative bodies should consider these events as part of their deliberation to insure that the Master Plan is current. Particular attention should be paid to the adopted Goals and Policies to ensure that they remain valid, and that the proposed rezoning or land use change does not impair their intent.

***2. Compatibility.***

All of the uses allowed in the proposed district should be compatible with the conditions present on the site and in the immediate vicinity of the site especially in terms of density, character, traffic, aesthetics, and property values. The Master Plan provides several guidelines, as noted above, which should be considered when determining whether or not the proposed district is compatible with the neighborhood and the area as a whole.

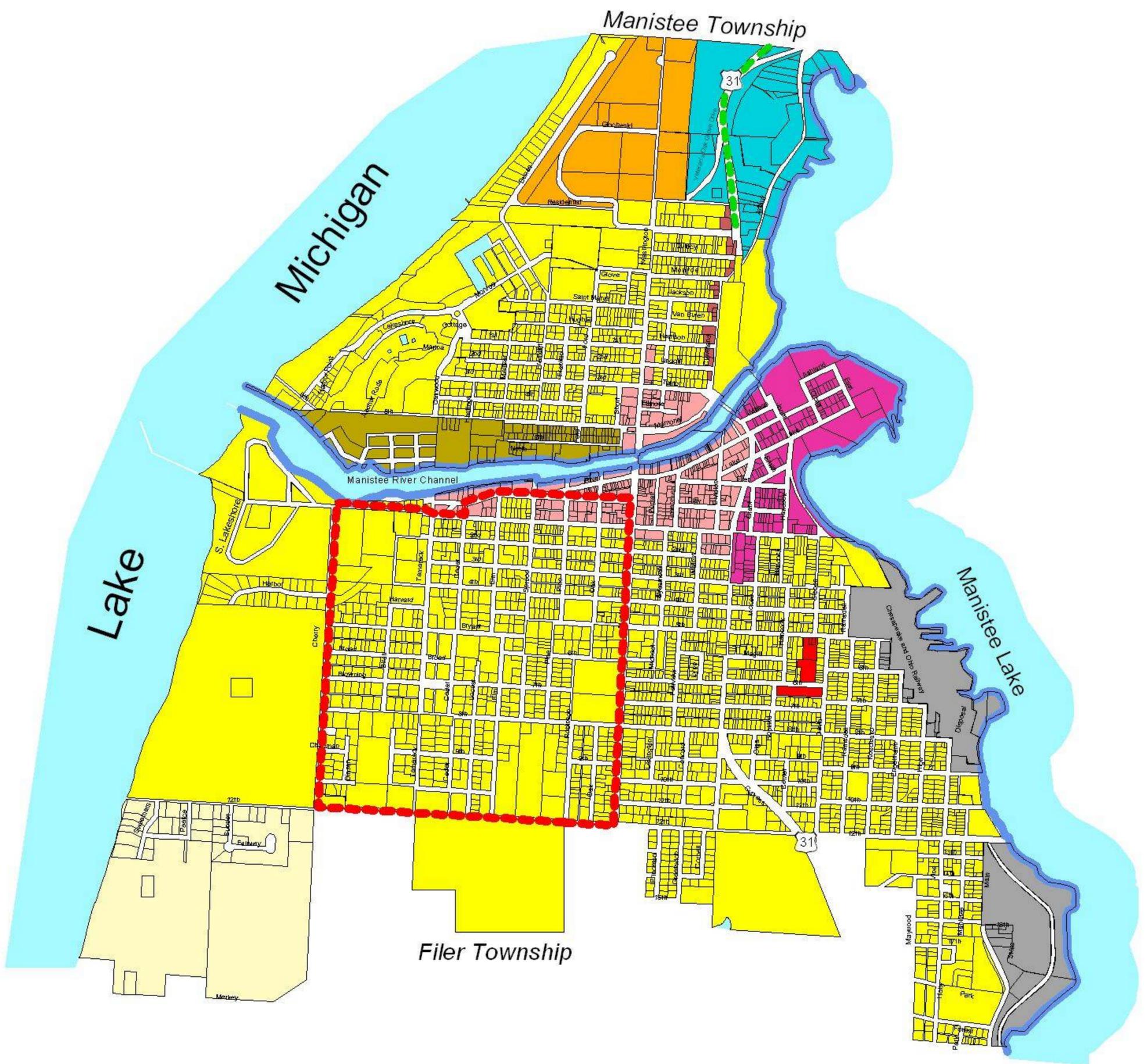
***3. Capability of being used as already zoned.***

It is the right of every property owner to receive a reasonable return on the investment placed on property. This does not mean that zoning is a slave to the "highest and best use," which is not a zoning, but a real estate term. It does mean that there should be a reasonable use available within the zone district. But if the property is capable of being used as zoned, there will need to be a compelling reason to change. These reasons may be related to the first two standards of consistency and compatibility.

Site plans will generally not be considered as part of a rezoning request. The Planning Commissions and/or legislative bodies will not be swayed by what is proposed by the petitioner. Instead, the City will specifically note that ALL of the uses permitted in the proposed district may be placed on the site; not just the one shown on a site plan.

# Future Land Use

City of Manistee, Michigan



### Future Land Use

	Low Density Residential
	Medium Density Residential
	Mixed Use - Medium Density Residential
	High Density Residential
	Residential/Commercial Redevelopment District
	Central Business District
	Neighborhood Commercial
	Highway Commercial
	Marine Mixed - Use District
	General Industrial
	Water
	Water Overlay District
	Non-Motorized Path
	US-31 Realignment

## CHAPTER 9 THE DOWNTOWN

Arguably the City’s greatest asset is its in-tact collection of historically significant downtown buildings, and their relationship to the area’s natural geographic features. This marriage of built and natural environment gives the City strong aesthetic appeal, and has loomed large in the Manistee’s emergence as a regional tourist and cultural center.

A summary of the approximate mix of business uses in the downtown is indicated by Table 9-1. The information includes uses for all building stories. As indicated, retail comprises the greatest number of uses. Offices are the second most prevalent category, followed by apartments. The remainder of the occupied space is devoted to public or civic uses and general storage, or is vacant. Table 9-2 indicates the mix of uses for the first (ground) floor only. As indicated, retail is the predominate use followed by office.

**Table 9-1**  
**Central Business District Land Use Mix**  
**Building Use - Includes the Use of all Stories of**  
**Manistee Master Plan - 2002**

Building Use	Percent of Total Uses
Retail [1]	42%
Office [2]	21%
Apartments	18%
Public/Civic	10%
Vacant Space	7%
Storage	2%
Total Space	100%
Notes: [1] Includes general and speciality retail, restaurants, and entertainment.	
[2] Includes general, professional, and financial office space.	
Source: LSL Planning, Inc. Building and Business Inventory (6/02), Manistee Chamber of Commerce	

**Table 9-2  
Central Business District Land Use Mix  
Building Use - First Floor  
Manistee Master Plan - 2002**

Building Use	Percent of Total Uses
Retail [1]	53%
Office [2]	26%
Public/Civic	15%
Vacant Space	6%
Total Space - First Floor	100%
Notes: [1] Includes general and speciality retail, restaurants, and entertainment.	
[2] Includes general, professional, and financial office space.	
Source: LSL Planning, Inc. Building and Business Inventory (6/02), Manistee Chamber of Commerce	

### **The Downtown and Its Urban Form and Design**

The subject of urban design is a broad one, and encompasses such related subjects as: architecture, zoning, historic preservation, park planning and public infrastructure. Accordingly, it is a subject that deserves a good deal of specialized attention and is sometimes best handled as a companion study to a master plan. Like the existing body of literature on the City’s history, the ‘book’ on Manistee’s urban form has, for the most part, already been written. *The Manistee Downtown Preservation and Development Plan* of 1981 is an excellent resource for those interested in further inquiry into the subjects of urban design and historic preservation.

Unlike more time-sensitive planning documents, the principles embodied in this plan are largely *timeless* since they have to do with general relationships between the City’s permanent features - its buildings, natural land-forms, lot and block patterns, and major investments in public infrastructure such as roads, bridges and civic buildings. As such, it should continue to serve as a valuable reference guide for architects, developers, and public officials alike.

The fact that many of the design proposals suggested in this work have been successfully completed serves as testament to the effectiveness of this document in providing both a coherent vision and implementation strategy for the downtown area. While it is unnecessary within the scope of this Plan



to recap most of the detailed recommendations included in this work, many of the general guidelines do bear repeating. This is especially true with regard to some of the projects that to date, have not been completed and should once again, be brought to the attention of

the public, and those outside the immediate downtown area that may benefit from a similar attention to good design. Finally, a brief review will help to highlight some timeless building practices which are in evidence throughout cities such as Manistee, but which are too often ignored in newer developments.

Summarized below are some of the more pertinent recommendations of the 1981 urban design plan that have particular relevance to land usage for the present Master Plan.

- Mixed Use - Prevent the overexpansion of the core downtown in order to preserve its distinctive and compact character. Encourage greater use of the upper floors of downtown buildings for offices and apartments. Prevent the downtown from unraveling at the edges through inappropriate new construction or rehabilitations.
- Architectural/Historic Appropriateness - Ensure that buildings within the National Register Historic District adhere to the national standards for preservation as sanctioned by the National Park Service. New infill buildings should respect the established pattern and historic context of development as reflected in the scale, massing, placement, articulation, materials and orientation of downtown buildings.
- Gateways - Street entrances and approaches to downtown should be accented to ‘announce’

the downtown and enhance a sense of arrival.

- Orientation to River - The backs of buildings along the River should present a more inviting appearance for those viewing the City from the riverwalk and bridges.
- Infill and Unification - Investment should be targeted to the north bank of the River. Architecturally appropriate infill construction along Washington Street should seek to reconnect the north bank area to River Street and the core downtown. The entire downtown ‘ensemble’ should be tied together with consistent landscaping/streetscaping.



- Views - Important views of/from the downtown, river and lakes should be protected, framed and enhanced.
- Pedestrian Comforts - Streetscape and building improvements should continue to focus on enriching the pedestrian environment of the City. The riverwalk should be extended along the entire length of the north bank.

Additional recommendations that weren’t made in the Manistee Downtown Preservation and Development Plan, but that are consistent with its ‘spirit’ and intent include the following:

- ▶ **End Statement** - Work to create an effective and permanent visual “end statement” to the western end of River Street.



- ▶ **Aesthetics** - Work to improve the aesthetic environment along US-31. Dress-up the major approaches to downtown with permanent landscaping to soften the appearance of the existing ‘hardscape’ and to frame views of visually prominent and significant architectural buildings and features.

- ▶ **Maintenance** - Maintain high levels of site maintenance for building facades, sidewalks, open side yard setback areas, parking lots, and the like.

- ▶ **Wayfinding** - Prepare a Wayfinding Study to determine the most appropriate means of guiding vehicular traffic into and through the downtown. The study should examine opportunities for the convenient parking of recreational vehicles commonly brought into the area by tourists.
- ▶ **Neighborhood Linkage** - Maintain high quality physical connections between the downtown and the residential neighborhoods abutting the downtown. This is accomplished through regular maintenance of public sidewalks, street terraces, and pedestrian lighting; maintenance of the non-public sides and sites of commercial buildings (e.g. rear of buildings); and, maintenance of the residential sites and buildings abutting the downtown.
- ▶ **Business Synergy** - Maintain the business synergy of the downtown through business retention and marketing programs focused on the attraction of general and speciality retail, personal services, and entertainment.
- ▶ **Business Synergy** - Maintain the business synergy of the downtown through the continued physical concentration of retail, personal services, and entertainment operations.
- ▶ **Downtown Market Study** - Maintain the process of periodically (e.g. 5 year intervals) monitoring the economic health of the downtown through completion of a Downtown Market Assessment by a qualified market research consultant. Periodically, supplement the Downtown Market Assessment with local business surveys soliciting (non-confidential) information regarding customer profiles, business positioning, advertising and marketing, employment needs, parking needs, retention/incentive needs and desires, and business challenges.
- ▶ **Market Niches** - As a component of the Downtown Market Assessment process, identify potential areas of specialization (e.g. market niches) which will allow the downtown to gain dominance in various categories of the retail market place.
- ▶ **Companion Growth** - To improve business potential, encourage the continued growth of residential development in the City and surrounding townships as a means of increasing the seasonal and year round resident base.
- ▶ **Downtown GIS** - Prepare and maintain a Building and Business Inventory utilizing a GIS (Geographic Information System) base to permit the retrieval of information about a building or land area and to allow for the analysis of buildings and land area relationships. In addition to planning purposes, use the GIS data base for managing the downtown and to assist in

qualifying (identifying) real estate for purposes of sale or lease.

- ▶ **Mixed-Use Development** - Provide for mixed-use development opportunities in the area along River Street, east of US-131. Future development in this area should compliment the core downtown, as opposed to functioning as an extension of the core downtown.

Another suggestion brought forth in the planning worksessions was that the City work to expand its National Register historic district to include many of the outstanding residential structures immediately south of downtown, or that it create a separate historic district encompassing many of these buildings. Such a designation generally involves the creation of a design review body to assure that restoration efforts as well as new construction are consistent within the larger historic setting. To this end, it has been suggested in the past that the City become a Certified Local Government (CLG) in order to provide some measure of protection and oversight in the historic neighborhoods, as well as to make the City eligible for any available financial incentives such as historic preservation grants, and restoration tax credits. This designation is available through the State of Michigan Historic Preservation Office, and requires that all buildings within its boundaries be thoroughly catalogued and made subject to historically appropriate design/restoration criteria.

Over the years, HyettPalma, nationally known market research consultants, have conducted various market assessments of the Downtown in order to identify potential economic enhancement strategies. Generally, recommendations have centered about the importance of maintaining the Downtown as a unique, highly synergistic, historic resource in which business owners and operators offer high levels of personal service when catering to the business needs of residents and tourists. Physical recommendations offered by HyettPalma are consistent with those identified above.

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## CHAPTER 10 IMPLEMENTATION

In order for the master plan to be something more than an academic exercise, steps must be taken to actually use it. As alluded to earlier, the plan is not and end in itself, but rather is a framework for future action. Moreover, validation of the plan requires more than just Planning Commission and City Council adoption. True affirmation of the plan is achieved through its active use for such things as capital improvement scheduling, development and redevelopment efforts, grant submissions, recreation planning and revisions of the zoning ordinance that are consistent with it.

Regulation of land use can be highly controversial, and can frequently trigger legal action. As such, active use of the plan helps to shield the community from charges of selective enforcement or arbitrary action in the event litigation over a particular zoning matter.

Since zoning represents the most direct application of land use control at the local level, the City should perform an audit of its existing zoning ordinance, and adopt any necessary amendments as a first step toward implementation of the plan. Thereafter, the plan should serve as a permanent reference guide, providing direction for all policy decisions with a land use/development aspect.

### **Manistee Zoning Ordinance**

The City Zoning Act, Act 207 of the Michigan Public Acts of 1921, as amended, provides that zoning shall be based on a plan. As discussed earlier, a master plan provides the basis for the range and spatial location of zone districts. The zoning ordinance, in turn, is thus the primary plan implementation tool.

Local control of land use, as provided for by zoning, is an accepted legal practice. The principles on which zoning is based include the need to:

- balance the interests of all landowners and residents with the rights of individual landowners;
- help provide a long term vision for the City;
- protect the environment;
- ensure development is adequately served by streets and utilities;
- achieve the quality of life desired by residents;
- provide fair and consistent review of development needs; and,
- protect the public health, safety and welfare.

Since the Master Plan predetermines land use, zoning decisions should be consistent with its

provisions. Again, this is not to say that all zoning matters, such as rezonings, that are consistent with the Future Land Use (e.g. Master Plan) Map should be automatically approved. However, if all of the preconditions of the Master Plan are met and the standards of the Ordinance complied with, approval of the request should normally be granted.

From time to time, requests will be made to alter the Master Plan and Zoning Ordinance. The following table contains a series of evaluation factors which may be used to determine if a change to a land use element of the Master plan is warranted and/or a rezoning or text change appropriate.

<b>Future Land Use Evaluation Factors</b>	
1.	Does the proposed new classification meet the qualifications noted in the appropriate section of the Master Plan District Chapter?
2.	Are the zoning districts and their uses which may apply to the new classification, compatible and appropriate in the vicinity of the property under consideration?
3.	Have any conditions changed in the area since the plan was adopted which might justify this change?
4.	Will there be any community impacts which should be considered, such as increased traffic, or others which might create a need for additional services or improvements?
5.	Are there any environmental considerations which may be contrary to the intent of the existing or proposed classification of land use?
6.	Was the property improperly classified when the plan was adopted or amended? Are the qualities of the property (are) different than those described in the plan?
7.	Will there be any adverse impacts on adjacent properties as a result of the proposed land use change?
8.	What impacts will result on the public health, safety and welfare?

As growth and redevelopment occurs, the City will be faced with a range of new development requests. Unless carefully regulated, many of these can have significant impacts on surrounding neighborhoods, other land uses, traffic, local infrastructure and facilities and services. Therefore, it is recommended the City Zoning Ordinance make greater use of regulatory techniques afforded by the Zoning Statute. These include the use of special land use regulations and planned unit development (PUD) regulations.

The range of uses for current and future zone districts should be carefully examined to determine potential levels of negative impact or harm on surrounding properties, public facilities and services, and the general public. Uses identified with moderate or significant levels of potential impact should be handled under special land use regulations, as opposed to being permitted by right. For instance, land uses exhibiting the following factors tend to result in situations which may warrant special review.

- ▶ Outside, non-screened, storage of materials.
- ▶ Establishments involving the queuing or stacking of vehicles such as fast food restaurants, car washes and funeral homes.
- ▶ Retail establishments handling used merchandise.
- ▶ Sites used for multiple buildings or uses.
- ▶ Uses involving public assembly.
- ▶ Temporary sales lots.
- ▶ Businesses and industries producing or handling products or materials which are subject to state or federal environmental controls.
- ▶ Establishments which cater to/are reliant on vehicular traffic, such as gas stations.
- ▶ Businesses and industries likely to emit off-site noise and odors, vibrations, etc.
- ▶ Businesses and industries operating on a 24-hour basis.
- ▶ Natural resource extraction industries.
- ▶ Developments located on a major highway (e.g. US-31) for which the community wishes to coordinate development activity and implement access management controls.

While the above list should not be considered exhaustive, it indicates the types of uses and factors likely to result in land use compatibility problems unless carefully planned and properly regulated.

### **Special Land Uses**

Unlike uses permitted by right, special land uses are subject to both discretionary and non-discretionary review standards. They also require a public hearing for public comment. As part of the approval process, special land uses may be conditional upon certain performance guarantees and operational restrictions to ensure compatibility with the surrounding area. Although pre-existing uses (e.g. legally existing uses not in compliance with the Zoning Ordinance) are guaranteed certain vested rights to continue, implementation of regulatory measures governing such uses a (e.g. future expansions) are possible under zoning.

## **Planned Unit Development (PUD)**

Planned unit development is a creative design and development tool found in most zoning ordinances. PUD standards typically permit some level of relaxation of the of the regulations (e.g. minimum lot area, setback requirements, density standards etc.) normally applied to the zone district in which the PUD is to be located. Relaxation is predicated on the design and construction of a project offering amenities considered highly desirable by the community. For instance, in return for allowing an increase in housing density in clustered fashion, the developer will agree to reserve a large portion of the development site as permanent open space or provide other site or building amenities desired by the City. PUDs can be especially useful when attempting to coordinate adjoining development projects and to accommodate mixed-use projects.

In addition to the above tools, the City Zoning Ordinance should contain up-to-date standards governing:

- site design/landscaping/streetscaping
- comprehensive parking standards which are closely geared to specific land use types
- site access and circulation standards
- home occupations, day care facilities, communication towers, and other uses possessing unique characteristics and/or site design requirements
- the protection of views (view sheds) of the City's lakes and river systems. As part of this effort, it is recommended the City conduct a field survey to identify important water related views (e.g., land locations providing opportunity for panoramic, unique, or important views of the City's surface water bodies).

## **Manistee Capital Improvements Program**

As stated earlier, the Capital Improvements Program (CIP) is a schedule of short and long range capital projects that have been earmarked for funding by the City Council. Elements of the CIP include: project identification, project description, implementation timetable, project cost, funding sources, party responsible for undertaking project. Historically, capital improvement planning and programming within the City has been based on the collective effort of the different City departments working in concert with the Manistee City Manager and the City Council. This cooperative and collaborative process has generally functioned well and should be continued pursuant to matters associated with implementation of the Plan.

# **APPENDICES**

## INFORMATION SOURCES

The following reflects the range of informational sources consulted during preparation of the Master Plan. The list is not intended to be exhaustive. Additionally, a number of residents, key community leaders, area high school students, and others were interviewed and/or given opportunity to provide input on the City Master Plan.

- City of Manistee
  - Planning Commission
  - Planning Department
  - Building Department
  - Public Works Department
  - City Manager
  
- The Manistee Downtown Development and Preservation Plan (1981)
  
- Manistee Development Plan
  
- Manistee Zoning Ordinance
  
- Master Water System Study - City of Manistee
  
- Combined Sewer Overflow Study (1997) - City of Manistee
  
- Manistee Well-head Protection Plan and Map
  
- Recreation Plan (2002) - City of Manistee
  
- Manistee County Library
  
- Manistee County Planning Department
  
- Manistee County Master Plan (1997)
  
- Filer Township Master Plan - 2002 Draft
  
- Filer Township Supervisor
  
- Manistee Township Master Plan - 2002
  
- Manistee Township Supervisor
  
- U.S. Census - 1990 and 2000
  
- Department of Management and Budget, State of Michigan

- Michigan Small Business Center (Manistee Office)
- Michigan Charter Boat Association
- Manistee Area Chamber of Commerce
- Little River Casino Resort
- Manistee Michigan Harbor Guide
- Manistee News Advocate
- Traverse City Record Eagle
- Wade Trim Associates (Manistee Township)
- Gosling Zubeck (Filer Township)
- Manistee County Renaissance Zone Map and Site Information
- Manistee Public Schools
- Manistee Catholic Schools
- Michigan Department of Transportation
- Michigan Economic Development Corporation
- Manistee County Road Commission
- Central Business District Building and Business Inventory (2002)
- The Chesapeake Group, Baltimore, Maryland
- Claritas, Inc.
- Demographic Profile of Manistee County (Center for Urban Studies, Wayne State University)
- Manistee Office of Economic Development
- National Wetland's Inventory, U.S. Department of the Interior
- Michigan Department of Natural Resources/Environmental Quality, Cadillac Office

- Michigan State Extension
- Sand Products
- United States Coast Guard
- United States Corp of Engineers
- Manistee Downtown Enhancement Strategy - 1993 and 2002 (Hyett Palma)
- Manistee Senior Center
- Manistee County Michigan Organization List
- National Register of Historic Places - SHPO
- Lake Michigan Federation
- LSL Planning, Inc.