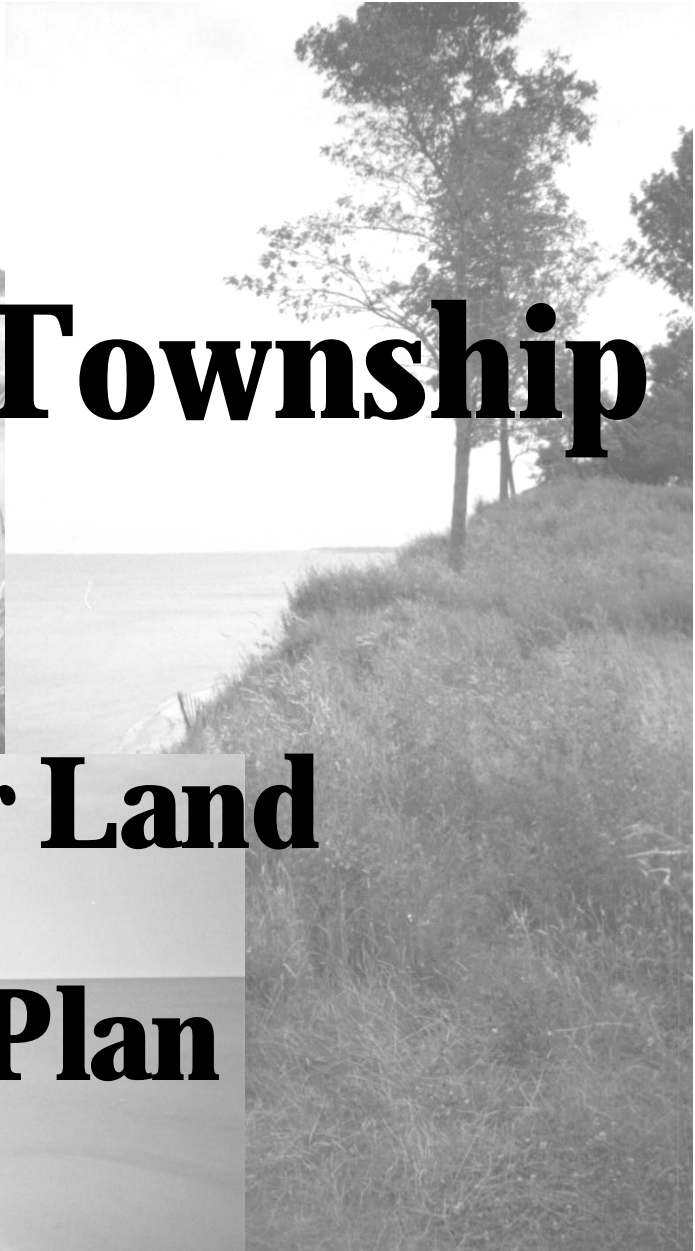


# **Manistee Township**



## **Master Land**



## **Use Plan**



## **2001-2021**





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# Introduction

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Manistee Township is very fortunate to contain an advantageous location along the shore of Lake Michigan and the picturesque Big Manistee River system. The Township is currently experiencing significant population and development growth which is projected to continue into the future. While the Township will likely retain its considerable agricultural presence, its natural features and recently constructed casino are providing ample economic development within the community. However, while the Township would like to benefit from the resulting economic growth, the Zoning Board felt it necessary to complete a Master Plan update in order to maintain preferential development patterns within the Township. Therefore it is the intent of this Master Plan update to gauge overall community interests, and perfectly balance those identified issues.

Section 8 of Public Act 168 requires a that a Planning Commission, by resolution, shall adopt a Master Plan. In Manistee Township, the responsibilities of the Planning Commission have, up until the time of this Plan update, rested with the Zoning Board. It was decided by the Township Board to restructure the Zoning Board into a Planning Commission. To do this, it was necessary for the Manistee Township Board to adopt a resolution transferring the powers of the Township Zoning Board to the Planning Commission. Due to these necessary steps, this document will henceforth refer to the Township Planning Commission instead of the now defunct Zoning Board.

## Purpose of the plan

The Manistee Township Planning Commission has prepared this Master Plan under the authority of the Township Planning Act, Public Act 168 of 1959, as amended. Section 2 of the Township Planning Act indicates the purpose of the plan:

*The purpose of plans prepared pursuant to this act shall be to promote public health, safety and general welfare; to encourage the use of resources in accordance with their character and adaptability; to avoid the overcrowding of land by buildings or people; to lessen congestion on public roads and streets; to facilitate provision for a system of transportation, sewage disposal, safe and adequate water supply, recreation and other public improvements; and to consider the character of each township and its suitability for particular uses judged in terms of such factors as the trend in land and population development.*

In addition, Section 7 of the Act outlines the contents of a master plan:

1. *The basic plan shall include maps, plats, charts and descriptive, explanatory and other related matter and shall show the planning commission's recommendations for the physical development of the unincorporated area of the township.*
2. *The basic plan shall include those of the following subjects which reasonably can be considered as pertinent to the future development of the township:*
  - a) *A land use plan and program, in part consisting of a classification and allocation of land for agriculture, residence, commerce, industry, recreation, ways and grounds, public buildings, schools, soil conservation, forest, wild life refuges and other uses and purposes.*
  - b) *The general location, character and extent of streets, roads, highways, railroads, bridges, waterways and water front developments; flood prevention works, drainage, sanitary sewers and water supply systems, works for preventing pollution and works for maintaining water levels; and public utilities and structures.*

- c) *Recommendations as to the general character, extent and layout for the redevelopment or rehabilitation of blighted districts and slum areas; and the removal, relocation, widening, narrowing, vacating abandonment, changes or use or extension of ways, grounds, open spaces, buildings, utilities or other facilities.*
- d) *Recommendations for implementing any of its proposals.*

Thus, planning is a process that involves the conscious selection of policies relating to land use and development in a community. A master land use plan serves several functions:

- § Provides a general statement of the community's goals and provides a comprehensive view of the its vision of the future.
- § Provides the statutory basis for the Zoning Ordinance, as required by the Township Zoning Act, Public Act 184 of 1943, as amended.
- § Serves as the primary policy guide for local officials considering development proposals, land divisions, capital improvements, and other matters related to land use and development; thus, it provides a stable and consistent basis for decision-making.

### **Plan organization**

The Master Land Use Plan comprises three primary components: 1) The background studies profile, that is, the demographic and environmental surveys and studies that were undertaken at the time the plan was prepared. 2) The goals, objectives and policies providing the philosophical basis of the plan. 3) The future land use plan describing the Township's vision of its future in written and graphical form.

### **Planning process**

The master planning process began in June of 2000 when Wade-Trim, Inc. of Grand Rapids, MI was contracted to help in the facilitation of the process. The first Planning Commission meeting with the consultant was called and key issues and stakeholders were identified. At the next meeting, the Planning Commission reviewed the consultant's compiled background study information as included in this Plan. Subsequent meetings were held on a regular basis to discuss additional draft chapters of the Plan.

In October of 2000 the Township Planning Commission hosted a public workshop to gather input from citizens to begin determining necessary policies and goals to be included in the Plan. Once the entire draft document was completed to the satisfaction of the Planning Commission, the appropriate legal notification was given and a public hearing was scheduled for March 29, 2001.

### **Acknowledgements**

This Plan is the result of many hours of effort on the part of the Township's Planning Commission as well as the Township Board members and the citizens who attended the workshop, public hearing and Planning Commission meetings. We wish to acknowledge those officials in the City who were directly responsible for creating this Plan by including their names below:

*Township Planning Commission Members:*

Jack D. Dinsen, Chairperson  
James Baker, Secretary  
John Zielinski  
Dennis Switalski  
John Dunlap

*Township Board Members:*

John W. Anderson, Supervisor  
Darlene F. Smith, Treasurer  
M. Rebecca Dinsen, CMC, Clerk  
John M. Dontz, Trustee  
Dennis R. Bjorkquist, Trustee

*Zoning Appeals Board Members:*

Jack D. Dinsen, Chairperson  
Ernie Hornkohl, Secretary  
Guy Finout III  
John M. Dontz  
Michael Willett

# Chapter One Existing Land Use Profile

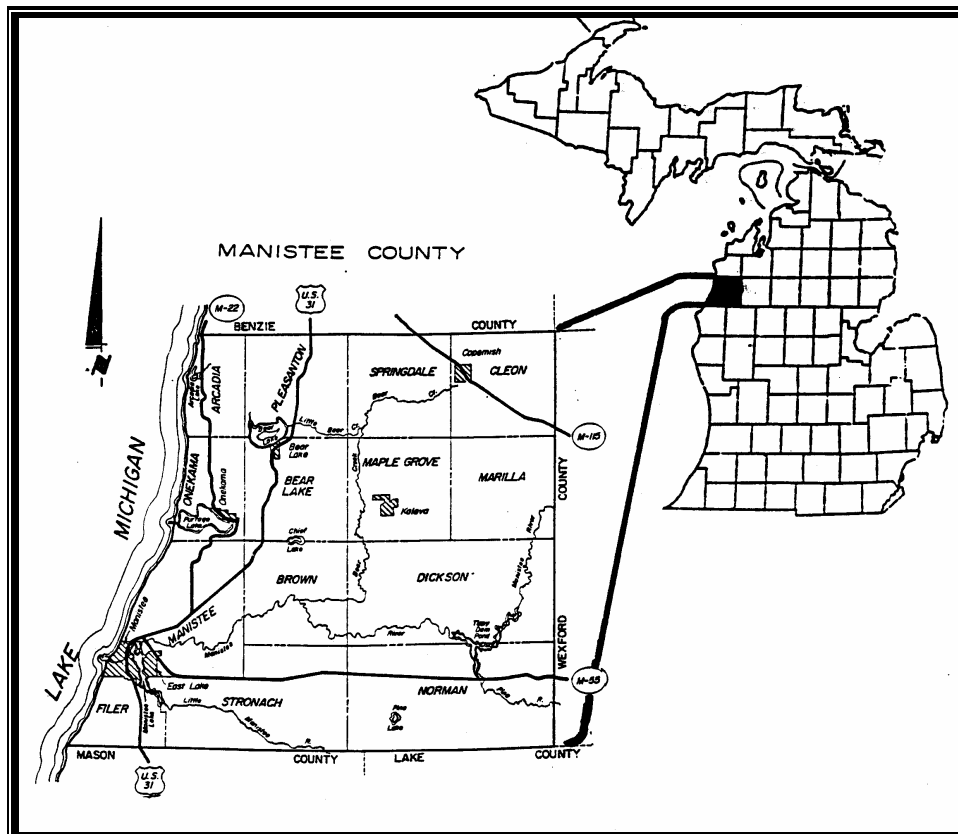
The focus of this chapter is an examination of existing land use patterns, their distinguishing characteristics and their impact on future land development and recreation.

Central to any planning study that is conducted for a community is a firm understanding of the types of land use activities that are currently taking place within the community. A thorough knowledge of existing land use patterns and site conditions furnishes planners and community leaders with basic information by which future residential, commercial, industrial and public land use decisions can be made.

The existing land use map and acreage tabulation chart, included in the following pages, will serve as key references for the Township to utilize in its consideration of land use and infrastructure improvement proposals in the future.

## Physical Setting

Manistee County is situated in the northwestern part of the Lower Peninsula of Michigan. Manistee Township is located in the southwest corner of the County and is bounded to the west by Lake Michigan, to the north by Onekama Township, to the east by Brown Township, and to the south by Stronach and Filer Townships, the incorporated Village of Eastlake, the City of Manistee and Manistee Lake. The land area of the Township is approximately 28,605 acres. Manistee Township does not follow the typical township pattern of a square, six miles on a side, but rather extends its southern border further south to include a strip of additional land area measuring two sections (miles) north and south and approximately six section (miles) east and west.





Manistee Township encompasses both urban and rural characteristics. While the majority of the Township relies upon commercial amenities from the large shopping facilities in the City of Manistee, urbanization along the U.S.-31 corridor is rapidly expanding thereby intensifying commercial development. This corridor, which extends northeast from the City into the Township, is presently developing into a strong market center encompassing mixed commercial uses from just north of the City boundary to M-22. Travelling north and east the character of the Township becomes increasingly rural encompassing large expanses of agricultural, rural residential and vacant lands. Residents living within the northern most portion of the Township rely upon the Village of Onekama for much of their commercial needs.

At the heart of the Township lies the scenic beauty of the Lake Michigan shoreline and the Manistee River. Although the majority of the township shoreline is occupied by private residences, several locations exist along Lakeshore Road for both residents and travelers to enjoy the natural wonders (i.e. Orchard Beach State Park, the Audubon Society area, and the public beach). The Manistee river area, stretching eastward from Lake Michigan past the urban environment of the City of Manistee, provides a pristine natural environment along the lower half of the Township. This river system is owned and protected by the state and provides residents with an invaluable source of recreational opportunity.

### **Methodology**

A field survey was conducted July 5-7<sup>th</sup> 2000 to gather existing land use data. Data was gathered for all parcels within the Township limits. Each parcel of property was inspected in the field and its use characteristics recorded on a 1997 Land Use map provided by the County Planning Department. Aerial photographs were used as supplementary information to determine land use boundaries and the location of natural feature characteristics.

The land use field data was then transferred from the field survey notes into a computer-aided drafting (CAD) system. The Existing Land Use Map was prepared using Intergraph MicroStation software. However, due to the unavailability of digital parcel mapping for the township existing land uses were identified in a general manner upon these maps. Acreage tabulations for the generalized land use classifications were calculated utilizing CAD software which has the capability of measuring square footage areas of closed shapes.

### **Land Use Distribution**

Each existing land use was placed in one of nine general land use categories. The Existing Land Use Map included at the conclusion of this chapter depicts the geographic distribution of the land use classifications.

Manistee Township encompasses 28,605 acres. Data provided in Table 1-1 indicates the total acreage occupied by each land use type and its proportion of total land area within the Manistee Township Area.

**Table 1-1  
Existing Land Use Acreage, 2000  
Manistee Township, Manistee County**

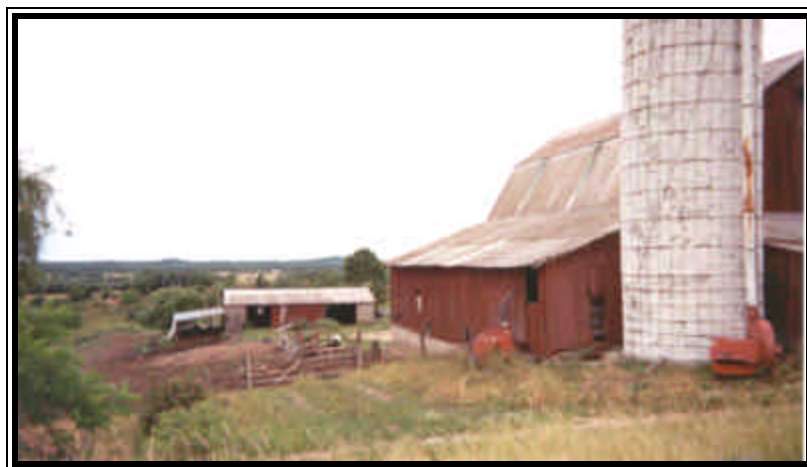
<b>Land Use Category</b>	<b>Acres</b>	<b>Percent of Total</b>
Agricultural-Farmstead	4,082	14.3%
Rural Residential	9,760	34.1%
Urban Residential	1,761	6.2%
Mobile Home Park	20	0.1%
Commercial	247	0.9%
Industrial	500	1.7%
Public/Semi-Public	972	3.4%
Vacant, Woodlands, Water, R.O.W., Other	11,263.7	39.3%
<b>Total</b>	<b>28,605.7</b>	<b>100.0</b>

*Source: Wade-Trim Field Survey, July 2000.*

*Agricultural-Farmstead*

The agricultural-farmstead category includes all parcels utilized for farming and crop cultivation purposes. Generally, lands in this category occupy large-lot size parcels, and include a single-family residence along with several outbuildings that are related to these units.

The section of the Township most conducive to agriculture is north of Manistee River. The agriculture category includes lands under cultivation, horse farms, ranching operations, pastures and tree farms. Lands categorized as agricultural-farmstead occupy 4,082 acres of land, or about 14.3 percent of the total land designated as the Manistee Township Area.



In an effort to slow the loss of farmland to residential development, the State enacted the Farmland and Open Space Act; Public Act 116, of 1974 to provide for tax relief through development rights

agreements. The Act allows a landowner to enter into an agreement with the state in which the owner promises to keep the land in agricultural use in return for state income tax credits.

### *Rural Residential*

The rural residential category is characterized by single-family detached housing situated upon large tracts of land, the typical density for these areas are between 1-4 dwelling units per acre. Lands with this classification are located all across Manistee Township; generally recessed from the Lake Michigan coastline and the U.S.-31 corridor, areas where development has intensified.



The rural residential category occupies 9,760 acres of land, or 34.1 percent of the entire township.

### *Urban Residential*

The urban residential classification includes single-family residences built upon smaller lots than



included in the rural residential category. Typical densities for these areas will be greater than 5 dwelling units per acre. This classification includes site-built single-family detached structures used as a permanent dwelling, manufactured (modular) dwellings or mobile homes located outside of designated mobile home parks, and accessory buildings, such as garages, that are related to these units. Single family residential

development occupies 1,761 acres of land, or about 6.2 percent of the total land contained within Manistee Township.

### *Mobile Home Park*

The mobile home park (MHP) category includes land assembled for the purpose of locating a planned mobile or manufactured home community on the site. Land so classified includes related service and recreational areas. At present, the only MHP located within Manistee Township is River Haven Mobile Home Park located south of U.S.-31 and west of M-55.



Mobile home park development occupies 20 acres of land, or about 0.1 percent of the total land contained within Manistee Township.

*Commercial*

The commercial category encompasses all businesses existing within the township. This includes both large and small commercial uses. Large commercial uses including businesses catering to a broad service area which benefit from a location on a major thoroughfare which permits good access, i.e. professional offices, gasoline stations, restaurants, automotive sales. Small commercial uses may be neighborhood based and cater to an immediate area; these uses satisfy the day-to-day shopping needs of residents, i.e. convenience stores.



With the exclusion of a small neighborhood based convenience store located at the intersection of Lake Shore Road and Kott Road, and another commercial use at the intersection of Schodel Road and Orchard Highway, all commercial uses are situated along the U.S.-31 corridor west of M-22. Along this corridor significant commercial growth is occurring, at present several commercial uses are being constructed, including a motel and an income tax services office. In several locations along the corridor commercial uses are intermixed with urban residential dwellings. Due to the structural styling of several businesses in this area it is apparent that several residential dwellings have been converted to commercial uses. With the commercial growth existing in the area it is likely that this transformation from residential to commercial will continue.

At the present time, lands occupied by commercial and communication uses account for approximately 247 acres, or 0.9 percent of the land contained within the Manistee Township Project Area.

*Industrial*

This category includes all light and heavy industrial uses ranging from manufacturing, assembling and general fabricating facilities to warehouses, heavy auto repair facilities, and non-manufacturing uses which are industrial in character (significant outdoor storage or shipping/receiving requirements).



Also included in this category is the Renaissance Zone area which extends into the Township located west of M-55 south of Pine Creek Road.



Industrial development occupies approximately 500 acres of land, or about 1.7 percent of the total land contained within Manistee Township.

*Public/Semi-Public*

This category includes all land devoted for public purposes such as governmental offices, libraries, schools and airports; as well as, structures or areas generally open to the public such as churches, meeting halls, auditoriums, cemeteries and other comparable uses.

This category also includes lands principally used for recreational purposes. This may include both active recreation facilities such as play equipment, ball diamonds, and golf courses and passive recreation facilities such as hiking trails, beach and picnic areas, etc. Examples of this type of use include Orchard Beach State Park, and the Audubon Society lands.

Public/Semi-Public uses areas account for 972 acres of land, or 3.4 percent of Manistee Township.



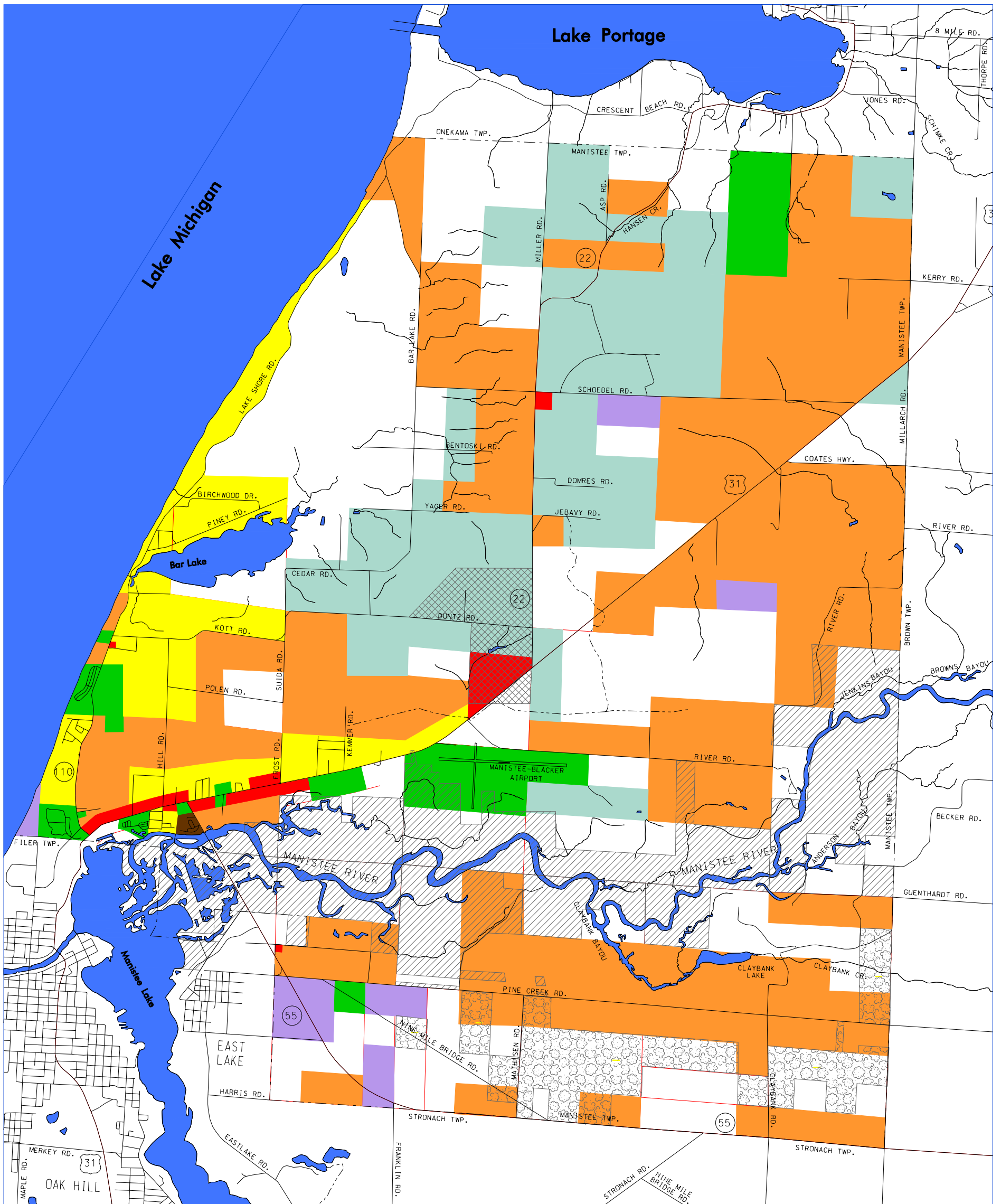
*Vacant, Open Space, Rights-of-Way, Bodies of Water and Other*

All dedicated rights-of-way (highways, roads, and major utility easements) are included in this category. In addition, water bodies, lands lying fallow, woodlands, and vacant land for which no specific use was identified are included.

The Manistee River State Game Area is also included within the classification, however this area has been distinguished separately to provide additional detail.

This category consumes 11,263.7 acres of land, or 39.3 percent of Manistee Township.





### Existing Land Use

- |                     |                         |                                 |
|---------------------|-------------------------|---------------------------------|
| Residential – Urban | Mobile Home Park        | Industrial                      |
| Residential – Rural | Public and Semi-Public  | State Game Area                 |
| Agricultural        | Commercial              | Huron–Manistee National Forests |
| Vacant/OS           | Indian Reservation Land |                                 |



# MANISTEE TOWNSHIP

## Master Plan



Wade-Trim



## Chapter Two Socioeconomic Profile

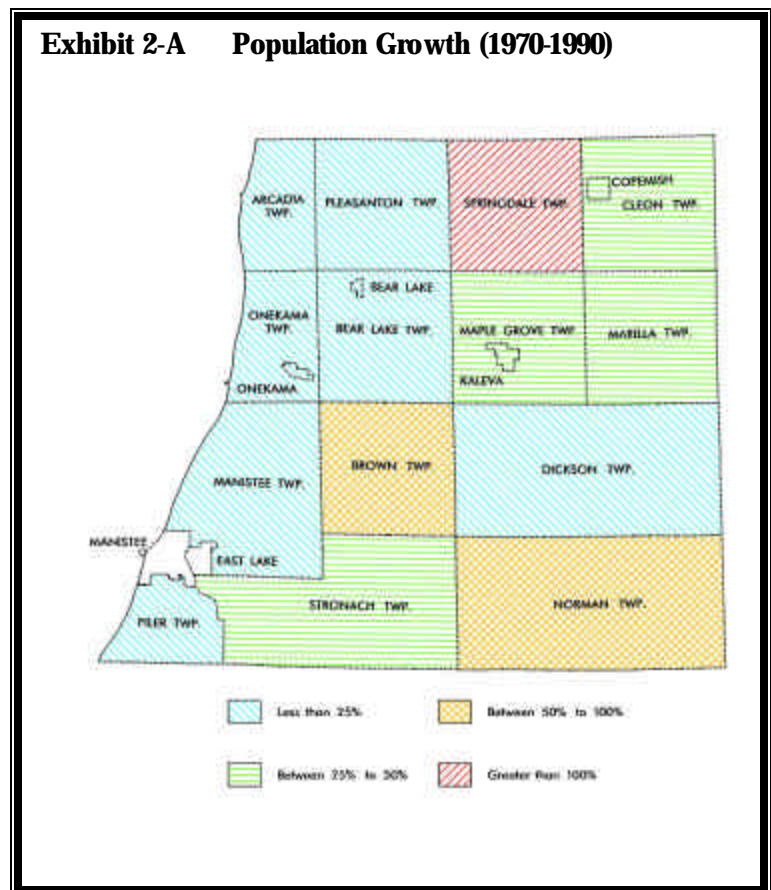
The statistical collection and analysis of socioeconomic data is undertaken to gain insight into the composition of a community's population, its economy, and general welfare in relation to the surrounding region. Statistical trend lines that show upward spikes or downward depressions are carefully examined for future impact on public services and land use.

### Population

Historic population trends are used to predict future population growth and resultant needs. Fast growing communities require new or used land for development/redevelopment and accommodating services. The composition of the Manistee Township population is described with respect to age, race, and education level within this chapter.

#### *Historic Population Trends (1970-1990)*

Table 2-1 depicts historic population trends for units of government in Manistee County. Between 1970 and 1990, the population count in Manistee Township fluctuated significantly, increasing by 334 residents during the 1970's and decreasing by 257 residents the next decade. Overall, the Township gained 77 residents between 1970 and 1990. Manistee County, had also seen similar trends during the same time period. The County had grown by approximately 3,000 residents during the 1970's and decreased by approximately 1,000 during the next decade. However, the population for the City of Manistee has decreased over each of these two decades. During the 1970's the Township decreased by 157 individuals, in the 1980's this decrease was more prominent with a loss of 832 residents. Perhaps this loss can be attributed to residents moving into more rural township areas.



Within Manistee County, the fastest growing township over the 20-year subject span of time in absolute numbers was Norman Township growing by 511 individuals. As may be observed from Exhibit 2-A (above) the largest percentage growth by a township over this same period was realized by Springdale Township growing by 147.7%.

Census data has also provided population estimates for 1998, this updated data offers a more accurate analysis of the current growth trends experienced by each of the government agencies. Although many of the townships situated within Manistee County have experienced population decreases to a minimal extent during the 1980's, the 1990's have been a time of growth. This growth

is likely due to a resurgence in the local economies resulting from the end of the countries recession. Manistee Township has seen the most prolific growth during this period with a 36% increase in population (1,061 residents). Although no other townships have the same magnitude of population growth, six others have experienced increases close to 20%; these are: Arcadia, Cleon, Bear Lake, Marilla, Brown, and Filer Township's. It is interesting to note that such an increase in population has not occurred within the City of Manistee, in fact the City's population has decreased by 6.4% or 428 residents.

Typically an upward trend in urban development and population growth in previously rural areas. This phenomenon is occurring throughout the country and can be attributed in part to lower land costs, changing lifestyle preferences, improvements in transportation facilities, and innovations in telecommunications.



**Table 2-1  
Historic Population Trends, 1980 to 1990**

Place	1970	1980	Change, 1970 to 1980		1990	Change, 1980 to 1990		Change, 1970 to 1990		1998 Estimate	Change, 1990 to 1998	
			Number	Percent		Number	Percent	Number	Percent		Number	Percent
<b>Cities</b>												
Manistee	7,723	7,566	-157	-2.0%	6,734	-832	-11.0%	-989	-12.8%	6,306	-428	-6.4%
<b>Townships</b>												
Arcadia	592	641	49	8.3%	553	-88	-13.7%	-39	-6.6%	678	125	22.6%
Pleasanton	486	672	186	38.3%	573	-99	-14.7%	87	17.9%	532	-41	-7.2%
Springdale	199	452	253	127.1%	493	41	9.1%	294	147.7%	513	20	4.1%
Cleon	555	764	209	37.7%	713	-51	-6.7%	158	28.5%	858	145	20.3%
Onekama	1,128	1,444	316	28.0%	1,266	-178	-12.3%	138	12.2%	1,488	222	17.5%
Bear Lake	1,444	1,658	214	14.8%	1,419	-239	-14.4%	-25	-1.7%	1,707	288	20.3%
Maple Grove	750	1,071	321	42.8%	1,123	52	4.9%	373	49.7%	1,235	112	10.0%
Marilla	213	266	53	24.9%	268	2	0.8%	55	25.8%	328	60	22.4%
Manistee	2,875	3,209	334	11.6%	2,952	-257	-8.0%	77	2.7%	4,013	1,061	35.9%
Brown	390	631	241	61.8%	588	-43	-6.8%	198	50.8%	719	131	22.3%
Dickson	627	777	150	23.9%	735	-42	-5.4%	108	17.2%	719	-16	-2.2%
Filer	1,921	2,143	222	11.6%	1,966	-177	-8.3%	45	2.3%	2,409	443	22.5%
Stronach	513	846	333	64.9%	688	-158	-18.7%	175	34.1%	719	31	4.5%
Norman	678	944	266	39.2%	1,189	245	26.0%	511	75.4%	1,106	-83	-7.0%
<b>Counties</b>												
Benzie	8,593	11,205	2,612	30.4%	12,200	995	8.9%	3,607	42.0%	--	--	--
Wexford	19,717	25,102	5,385	27.3%	26,360	1,258	5.0%	6,643	33.7%	--	--	--
Grand Traverse	39,175	54,899	15,724	40.1%	64,273	9,374	17.1%	25,098	64.1%	--	--	--
Lake	5,661	7,711	2,050	36.2%	8,583	872	11.3%	2,922	51.6%	--	--	--
Manistee	12,371	15,518	3,147	25.4%	14,526	-992	-6.4%	2,155	17.4%	--	--	--
Mason	22,612	26,365	3,753	16.6%	25,537	-828	-3.1%	2,925	12.9%	--	--	--

Sources: 1970, 1980, 1990 and 1998 US Census Data, General Population Characteristics

*Future Population Trends (1990-2020)*

County-wide population projections from 2000 through 2020 in five-year increments were collected from three sources: the Michigan Department of Transportation (MDOT) and the Michigan Department of Management and Budget, (MDMB) and the Woods & Poole Economics, Inc. 1998 State Profile for Michigan. The MDOT projections are generated using an employment and transportation regional model. The MDMB projections are based upon the age-cohort survival methods. Woods & Poole Economics, Inc., a private demographic and economic consulting firm, based their projections upon an employment and transportation model. An average of these three methods was run as a basis for projecting the local share.

For Manistee Township, two projection methods were used to arrive at the 2020 population estimate. The first, called the Arithmetic method, extrapolated the absolute population change that occurred between 1970 and 1998 at the same rate through 2020. Accordingly, 203 persons were added for each five-year interval. The second method applies the 1990 ratio of Township population over the County (17.1 percent). This figure is then applied as a constant factor against the average County population for each of the projected time periods. As may be observed within Table 2-2 (below) the average of these two methods yields a 2020 Township population projection of 4,653.

<b>Table 2-2 Population Projections 2000-2020</b>									
<b>Place</b>	<b>Population<sup>a</sup></b>			<b>Projection</b>					
	<b>1970</b>	<b>1980</b>	<b>1990</b>	<b>1998 Census update</b>	<b>2000</b>	<b>2005</b>	<b>2010</b>	<b>2015</b>	<b>2020</b>
<b>Manistee Township</b>	2,875	3,209	2,952	4,013					
Arithmetic <sup>b</sup>					4,216	4,419	4,622	4,825	5,028
Constant county share <sup>c</sup>					3,943	4,040	4,134	4,215	4,278
<i>Average</i>					<i>4,079</i>	<i>4,229</i>	<i>4,378</i>	<i>4,520</i>	<i>4,653</i>
<b>Manistee County</b>	20,540	23,019	21,265	23,485					
MDOT					22,455	22,953	23,372	23,602	23,690
MDMB					22,900	23,000	23,100	23,100	22,900
W&P					23,830	24,930	26,060	27,250	28,470
<i>Average</i>					<i>23,061</i>	<i>23,627</i>	<i>24,177</i>	<i>24,650</i>	<i>25,020</i>

<sup>a</sup> Data from Table 1.  
<sup>b</sup> Each five year estimate increased by 15 persons (average five year increment from 1970-1990).  
<sup>c</sup> 1990 Township share of average county population (12.6%).  
Sources: Michigan Department of Transportation (MDOT), Economic and Demographic Outlook for the United States and Counties of Michigan to the Year 2020, September 30, 1994; Michigan Department of Management and Budget, (MDMB) Office of the State Demographer, Population Projections for Michigan to the Year 2020, County Projections, 1996; Woods & Poole Economics, Inc., 1997 State Profile, Michigan.

*Age-Life Cycle*

Table 2-3 divides the Township's population into life-cycle categories that generally correspond with stages of human development. Each stage carries common characteristics that can be generally applied when assessing future needs. For example, adjustments in programs and services for the elderly may be prompted by changes in the Township's senior population (over 65 years of age). Likewise, an increasingly large preschool population (0 – 4 years of age) may demand increasing numbers of recreation programs focused on their development.

In 1990, 48.8% (1442) of the people in Manistee Township were male, while 51.2% (1510) were female. The largest age group within the Township for both 1980 and 1990 has been the family formation segment (ages 20-44). This group has comprised 34% and 33% of the population during these two study years. Although this age group along with the school group (ages 5-19) have seen the most decrease in population, it is believed that the significant population growth for the township indicated by the 1998 census update will increase the population within all age groups. The second largest age segment is the empty nest group comprising 24.8% of the population; this group has also experienced the most growth since 1980 with an 11.4% increase.

Although the Township's population has aged slightly since 1980, overall, the data suggests that the Township is very attractive to both empty nesters and young adults who will likely be starting a family in the coming years. Special planning attention should be paid to provide the necessary services to accommodate these age groups.

<b>Table 2-3 1980 and 1990 Age-Life Cycle Manistee Township, Manistee County, Michigan</b>						
<b>Age Group</b>	<b>1980</b>		<b>1990</b>		<b>Change 1980-1990</b>	
	<b>No.</b>	<b>%</b>	<b>No.</b>	<b>%</b>	<b>No.</b>	<b>%</b>
Preschool (0-4 yrs.)	173	5.4	174	5.9	1	0.6
School (5-19 yrs.)	884	27.5	599	20.3	(285)	(32.2)
Family formation (20-44 yrs.)	1,095	34.1	981	33.2	(114)	(10.4)
Empty nest (45-64 yrs.)	657	20.5	732	24.8	75	11.4
Seniors (65-74 yrs.)	234	7.3	246	8.3	12	5.1
Elderly (75+ yrs.)	166	5.2	220	7.5	54	32.5
<b>Total</b>	<b>3,209</b>	<b>100</b>	<b>2,952</b>	<b>100</b>	<b>(257)</b>	<b>(8)</b>

*Source: 1980 and 1990 U.S. Census, STF 1A*

*Persons Per Household Trends*

A trend occurring nation wide and characteristic of today’s population is the declining size of households. A household includes all of the persons who occupy a housing unit. A housing unit is defined as a house, apartment, a mobile home, a group of rooms, or a single room that is occupied as a separate living quarter. Despite the nationwide decline in household size, it is not uncommon for communities to register a net increase in the housing supply while not experiencing a proportional population increase or, in some cases, even recording a population loss.

There are several factors which demographers have linked to the declining size of households including the fact that people are marrying at a later age than a generation ago, postponing having children, and having fewer children when they do start a family. Nation-wide, married couple families still comprise the largest group of households, but the number of single parent (male or female) headed households is rising and is expected to grow. This trend will further reduce the average household size.

This nation-wide trend can be witnessed on a micro-scale in the Manistee Township. Between 1980 and 1990 the Manistee Township person per household rate declined by 11.9 percent, considerably more than the County (8.6 percent) and the State (6.3 percent). This drop is expected to continue to 2020 bringing the projected persons per household size to 2.43.

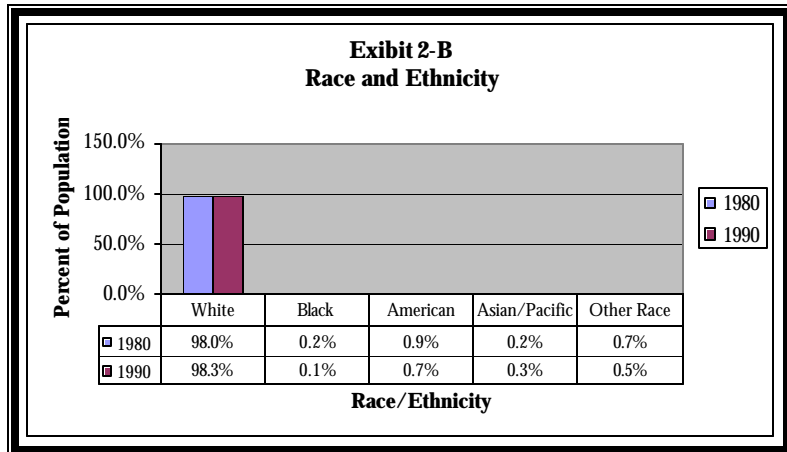
<b>Table 2-4 Comparative Persons Per Household Trends and Projections</b>					
<b>Place</b>	<b>1980</b>	<b>1990</b>	<b>Change 1980 to 1990</b>		<b>2020</b>
			<b>No.</b>	<b>Percent</b>	
Manistee Township	2.95	2.60	(0.35)	(11.9)	2.43 <sup>a</sup>
Manistee County	2.68	2.45	(0.23)	(8.6)	2.31
Michigan	2.84	2.66	(0.18)	(6.3)	2.54

<sup>a</sup> Consultant estimate based upon historical PPH trends and 1990 age-life cycle analysis.

*Source: Woods & Poole Economics, Inc.*

*Race and Ethnicity*

The racial characteristics of the County's population are shown in Exhibit 2-B. In both 1980 and 1990, approximately 98% of Manistee Township's population was white, clearly indicating a homogenous population. American Indian persons represent the largest minority segment in the Township with 0.9% in 1990. Overall, between 1980 and 1990 there has been minimal change in the ethnic composition of the Township.

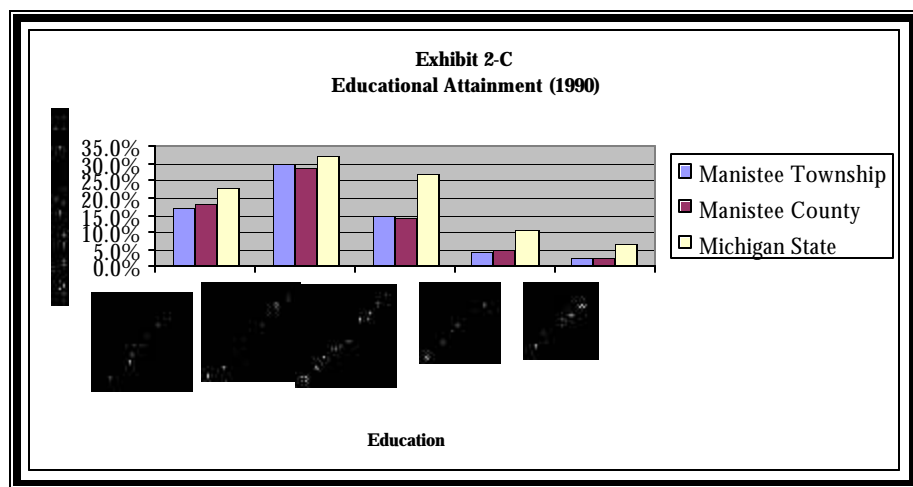


It is likely however that the number of American Indian individuals have increased significantly within the Township due to the construction and success of the Little River Casino. The casino offers many employment opportunities to members of the Tribe.

*Educational Attainment*

The level of educational attainment reached by residents reveal insights into the capabilities of the workforce, income levels, and the overall economic vitality of the community. The U.S. Census compiles data on the educational attainment for people 25 years and over. It is important to note that the figures are not cumulative, rather they are independent from one another. For example, if a respondent had only a bachelor's degree, that person would check that answer only, even though a high school diploma was attained.

As depicted in Exhibit 2-C, in 1990, of those Township residents 25 and older, 30% graduated from high school, 14.6% went on to college with some earning an associate's degree, 4.6% earned a bachelors degree, and 2.4% a graduate degree. In comparison, the education levels of those determined in the Township closely match the County. At the State level, a higher percentage hold college degrees than the Township and County.



## **Income & Employment**

The type and rate of growth and development in a community is largely dependent on its economic situation relative to the surrounding region. Affluent communities generally attract high-end shopping centers, specialty shops, and upscale services, while low-income communities may bring marginal corner businesses and general goods. Moreover, low-income communities commonly have low home ownership rates, blighted housing areas, and higher crime rates. Understanding where the Township stands in the economic spectrum will aid in addressing associated needs.

### *Income*

Three measures of income (median household, median family and per capita) are depicted in Table 3-7 for the Township, County and State using 1980 and 1990 Census data. It is important to note that income statistics for the 1980 and 1990 Census reflect information from the previous calendar year (1979 and 1989 respectively) and are not adjusted for inflation.

Households are the basic consumer unit and supplier of labor to the market. A household represents all persons (not necessarily related) who occupy a housing unit. A household may be made up of one or more persons. Median household income (that level of income at which half of all households earn more and half of all households earn less) is a broad measure of a community's economic health.

In 1989, the Manistee Township had a median household income of \$23,047. Although this figure is significantly lower than the State figure, Manistee Township's median household income is more than \$3,000 higher than the County's (please refer to Table 3-7). The proportional differences between the units of government remained static over the decade.

Family income data accounts for income earned by all members 15 years of age and older in a family. Because many households consist of only one person, the household income figures are in most cases lower than family income figures. The median family income for the Township in 1989 was \$29,000. Once again, although this figure is lower than the State's, it is significantly higher than the County's.

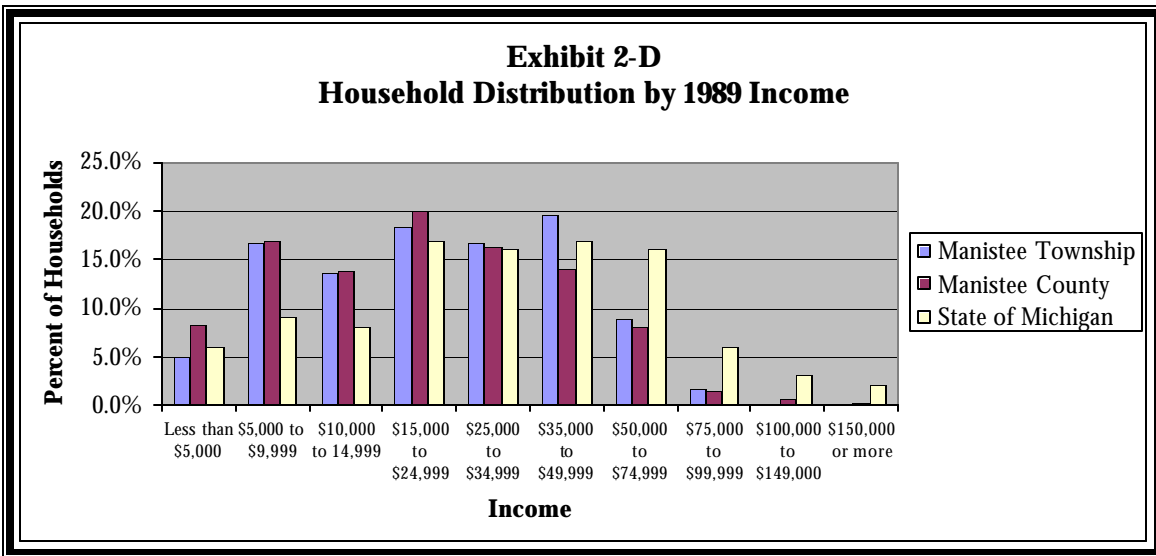
The per capita income statistic represents, as is implied, income per person. In 1979, both the Township and County figures were very comparable to one another, \$6,139 and \$6,182 respectively, and only approximately \$2,500 lower than the State figure. One decade later, the 1989 statistics reveal that while the Township and County statistics remain on par with one another one decade later, the State's per capita income has increased its disparity by several thousand dollars, \$10,103, \$10,118 and \$14,154 respectively (please refer to Table 3-7).

**Table 2-5  
1979 and 1989 Income Statistics**

Place	Median Household Income		Median Family Income		Per Capita Income	
	1979	1989	1979	1989	1979	1989
Manistee Township	16,882	23,047	18,949	29,000	6,139	10,103
Manistee County	14,351	19,977	17,281	25,115	6,182	10,118
State of Michigan	19,223	31,020	22,107	36,652	7,688	14,154

*Source: 1980 & 1990 U.S. Census*

Exhibit 3-D depicts the distribution of households by 1989 income level for the Township, County, and State. The largest distribution for Manistee Township (19.5%) falls within the \$35,000 to \$49,999 household income bracket. This household income distribution spike begins at \$5,000 and continues until the \$49,999 threshold is reached. At this point, a sharp percentage drop-off occurs. County figures are comparable to the Township, however at the State level the drop-off is more closely delineated at the \$74,999 threshold.



*Poverty Status*

Table 3-9 compares the poverty rate in 1979 and 1989 for Manistee Township, Manistee County, and the State of Michigan. While the data shows the County's poverty rate increasing by approximately 7%, and the State's by 3%, the level of poverty has changed minimally in Manistee Township during this same time frame. The 1989 poverty rate for Manistee was 11.0 percent, well below the County and State.

<b>Table 2-6 1979 - 1989 Comparative Rates of Poverty</b>		
<b>Place</b>	<b>Percent of Population in Poverty</b>	
	<b>1979</b>	<b>1989</b>
Manistee Township	10.5	11.0
Manistee County	10.6	17.4
Michigan	10.4	13.1

Data compiled by Wade-Trim.  
Sources: 1980 & 1990 U.S. Census Data

### Employment

This section examines employment trends within Manistee Township in terms of occupation and industry. Occupational information describes the kind of work a person does while on the job. Industry information relates to the nature of the business in which a person is employed.

Understanding the composition of the workforce may provide insight into how a community may be impacted by a sudden change in the economy. For example, a major plant or office closing may economically devastate a community that relies on a particular industry for its employment.

Table 3-11 shows employment by selected occupation in Manistee Township for 1980 and 1990. In 1980 about one-quarter of the workforce were employed as Operators, Fabricators, and Laborers, although this sector remained the largest in 1990, holding 20.8% of all Township workers, this occupational sector has decreased by 22.6%, more than any other. Another occupational sector which is among the largest in the Township and yet has decreased significantly is the Precision, Production, Crafts and Repair sector; holding 14.8% of the total workers in 1990 but decreasing by 28 workers or 14.5% between 1980 and 1990. The sector that has experienced the largest growth over this decade has been the Managerial & Professional Specialty. Between 1980 and 1990 it has grown by 38 individuals to hold 17.5% of the total work force. The remaining occupational sectors have not changed dramatically during the last decade.

*The Bureau of Labor Statistics estimates that the ten fastest-growing occupations nationally are:*

- Personal and home care aides
- Home health aides
- Systems analysts
- Computer engineers
- Physical and corrective therapy
- Electronic pagination systems workers
- Occupational therapy assistants and aides
- Physical therapists
- Residential counselors
- Human service workers



**Table 2-7  
Employment by Selected Occupation  
Manistee Township, Michigan**

Occupation	1980		1990	
	No.	Percent	No.	Percent
Managerial & Professional Specialty	158	13.5	196	17.5
Technical & Administrative Support	189	16.0	168	15.0
Private Household & Protective Service Occupations	23	2.0	35	3.1
Sales Workers	103	8.8	103	9.2
Service Workers	180	15.4	187	16.7
Farming, Forestry, Fishing	25	2.1	32	2.9
Precision Production, Crafts, Repair	193	16.5	165	14.8
Operators, Fabricators, Laborers	301	25.7	233	20.8
<b>Total</b>	<b>1,172</b>	<b>100</b>	<b>1,119</b>	<b>100</b>

*Source: 1990 U.S. Census*

Employment by selected industry in the Township is shown below in Table 3-10. The table clearly reveals that in 1980 the local economy was heavily tied to manufacturing; 33.1% of the Townships workers were employed within this industry. However over the course of the decade the number of workers within this industry has decreased by 147 or 37.9%. In 1990, the industry holding the largest portion of workers within the Township was the Professional, Health, Education, and Related Services Industry with 25.3%. Another industry which holds a large share of workers within the Township is the Wholesale and Retail Trade industry with 20.9%, each of the other industries represented within the Township hold less than 10% of the total workers. Although the Transportation, Utilities, and Communications Industry holds only 7.3% of the total employees it is important to note that this industry has grown more than any other; by 40 employees or 95%.

**Table 2-8  
Employment by Selected Industry  
Manistee Township, Michigan**

<b>Industry</b>	<b>1980</b>		<b>1990</b>	
	<b>No.</b>	<b>Percent</b>	<b>No.</b>	<b>Percent</b>
Agriculture, Forestry, Fisheries, & Mining	40	3.4	49	4.5
Construction	102	8.7	86	7.7
Manufacturing	388	33.1	241	21.5
Transportation, Utilities, Comm.	42	3.6	82	7.3
Wholesale & Retail Trade	232	19.8	234	20.9
Finance, Insurance, Real Estate	23	2.0	27	2.4
Business & Repair Services	17	1.5	29	2.6
Personal, Entertainment, Recreation Services	39	3.2	45	4.0
Professional, Health, Education, Related Services	261	22.3	283	25.3
Public Administration	28	2.4	43	3.8
<b>Total</b>	<b>1,172</b>	<b>100</b>	<b>1,119</b>	<b>100</b>

*Source: 1990 U.S. Census*

## Chapter Three Housing Profile

An analysis of the Township's housing stock by type, age, value, tenure and other characteristics is essential in determining the type of new housing which should be built in the Township. To a large extent, it is the characteristics of the existing structures which will determine what can be built and marketed in the future.

### Housing Structural Type

Data in Table 3-1 compares the distribution of year-round housing structures by type in Manistee Township and Manistee County in 1980 and 1990. Significant changes have occurred within each of the housing categories in the Township and County during this time period. Within the Township single-family dwellings and mobile homes have increased by 174 units (16.8 percent) and 29 units (34.1 percent) respectively. County growth statistics for these areas are more pronounced than the Township with a 29 percent increase in single-family dwellings and a 147 percent increase in mobile home and other dwellings. Similarly, 2-4 unit dwellings have decreased within both the Township and County by 45.4 percent and 10.6 percent respectively. While dwellings with five or more units have declined by 5 units (83.3 percent) in the Township, they have increased by 144 units (45.4 percent) within the County. This share reduction of multiple-family units may be attributed to the demolition of older buildings along the U.S.-31 corridor to allow for the construction of commercial uses. Such decreases in multiple-family dwellings have not significantly effected the Township's total housing statistics, the total number of homes in the Township have increased by 183 units (15.8 percent). As previously mentioned, the County has experienced a more dramatic overall housing increase of 3,429 units (34.6 percent).

As the aforementioned statistics illustrate, single-family homes are the dominant form of dwelling within the Township and County. In 1980, one-unit housing structures accounted for 89.3 percent of the total housing stock in the Township and 79.8 percent in the County. By 1990, the percentage share has risen to 90.0 percent in the Township, however it has decreased to 76.5 percent in the County. While the Township's housing stock continues to consist of mainly single-family housing, the County has experienced an increasing multiple-family dwelling composition.

Units per Structure	Manistee Township						Manistee County					
	1980		1990		Change 1980-1990		1980		1990		Change 1980-1990	
	No.	Percent	No.	Percent	No.	Percent	No.	Percent	No.	Percent	No.	Percent
1-unit	1,036	89.3	1,210	90.0	174	16.8	7,905	79.8	10,204	76.5	2,299	29.1
2-4 units	33	2.8	18	1.4	(15)	(45.4)	940	9.5	840	6.3	(100)	(10.6)
5 or more units	6	0.5	1	0.1	(5)	(83.3)	317	3.2	461	3.5	144	45.4
Mobile home / other	85	7.4	114	8.5	29	34.1	739	7.5	1,825	13.7	1,086	147.0
<b>Total</b>	<b>1,160</b>	<b>100</b>	<b>1,343</b>	<b>100</b>	<b>183</b>	<b>15.8</b>	<b>9,901</b>	<b>100</b>	<b>13,330</b>	<b>100</b>	<b>3,429</b>	<b>34.6</b>

Sources: 1980 and 1990 US Census, General Population Characteristics

## Tenure

Nationwide, the rate of home ownership has grown from 55.0 percent of occupied residences in 1950 to 64.2 percent in 1990.<sup>1</sup> The national rate of home ownership was exceeded at the Township level in 1990 with 71.4 (see Table 3-2). Manistee County, however, fell below this mark with a 50.3 percent home ownership rate.

The vacancy rate of units for sale in the Manistee Township was 0.5 percent in 1990, while the vacancy rate of housing units for rent was 1.7 percent. Generally, a “rule of thumb” for desirable vacancy rates is 5.0 percent to permit residents moving into the area a choice of housing immediately available for occupancy.

<b>Table 3-2 1990 Housing Occupancy Characteristics</b>						
<b>Category</b>	<b>Manistee Township</b>			<b>Manistee County</b>		
	<b>Number</b>	<b>Percent</b>		<b>Number</b>	<b>Percent</b>	
		<b>Total Units</b>	<b>Occupied &amp; Vacant Units</b>		<b>Total Units</b>	<b>Occupied &amp; Vacant Units</b>
Occupied Housing	1,092	81.3	100	8,580	64.4	100
<i>Owner-Occupied</i>	959	71.4	87.8	6,707	50.3	78.2
<i>Renter-Occupied</i>	133	9.9	12.2	1,873	14.1	21.8
Vacant Units	251	18.7	100	4,750	35.6	100
<i>For Rent</i>	23	1.7	9.2	282	2.1	5.9
<i>For Sale</i>	7	0.5	2.8	169	1.3	3.6
<i>Seasonal</i>	100	7.4	39.8	3,239	24.3	68.2
<i>Migrant</i>	---	---	---	---	---	---
<i>Other *</i>	121	9.0	48.2	1,058	7.9	22.3
<b>Total Housing Units</b>	<b>1,343</b>	<b>100.0</b>		<b>13,330</b>	<b>100.0</b>	

Data compiled by Wade-Trim.

Source: 1990 U.S. Census, Summary Population and Housing Characteristics, Michigan, Tables 7, 9 and 11, STF 1A, Table H002, H005

\* Other includes boats, railcars, vans, campers

<sup>1</sup> Bureau of Census, Statistical Abstract

## Age of Structure

The condition of housing in a community is related in part to its age. Traditionally, the need for major repairs or rehabilitation becomes evident when housing reaches an age of 50 years. For this reason, communities where a substantial proportion of the housing stock is 50 or more years old often initiate programs to encourage reinvestment in the housing stock<sup>2</sup>. Table 3-3 depicts age ranges of housing structures in the Township.

According to the U.S. Census, 59.3 percent of the housing stock in Manistee Township has been constructed between 1960 and 1990, these houses should pose no structural problems in the short-term. However, a substantial share of the housing stock (22.4 percent) predates 1939. Coordinated efforts may be required to ensure that these units do not become substandard.

	<b>Number</b>	<b>Percent</b>
1980 to 1990	137	10.2
1970 to 1979	357	26.6
1960 to 1969	302	22.5
1950 to 1959	170	12.7
1940 to 1949	76	5.6
1939 or earlier	301	22.4
<b>TOTAL (vacant &amp; occupied)</b>	<b>1,343</b>	<b>100.0</b>

*Source: 1990 U.S. Census*

## Housing Value

Housing values and contract rent are good indicators of housing demand and affordability. Census data is useful for purposes of comparing housing values in the Township with the County. According to 1990 Census data, the Township housing stock consists of a larger proportion of homes valued greater than \$50,000 (48.8 percent) than the County (35.1 percent). In addition, in 1990 the median value of specified owner-occupied homes was \$48,800 in the Township, 17.6% higher than the County median of \$40,200. The United States economy has experienced unparalleled growth in recent years. Low interest rates have made owning a home a reality for many families, resulting in a “sellers market”.

Similar trends are apparent upon comparing Township and County rental prices. As Table 3-4 illustrates below, in 1990 the majority of rental units in the Township (89.8 percent) were priced at more that \$250 per month; the County’s share within this category was considerably lower at 67.3 percent. The majority of remaining rental units in the Township and County (80.6 percent and 53.1 percent respectively) are identified within the \$250 to \$499 rental pricing category. The median contract rent price within the Township was \$370 per month, 22.4 percent higher than the County contract rent price of \$287 per month.

<sup>2</sup> Analysis of Existing Conditions, Manistee Township, Michigan.

**Table 3-4  
1990 Comparative Distribution of Housing Values**

Financial Characteristics	Manistee Township		Manistee County	
	No.	Percent	No.	Percent
<i>Owner-occupied units</i> <sup>a</sup>	690	100	4,619	100
Less than \$50,000	354	51.3	2,998	65.0
\$50,000 to \$99,999	295	42.8	1,388	30.0
\$100,000 to \$149,999	28	4.1	156	3.4
\$150,000 to \$199,999	11	1.6	56	1.2
\$200,000 or more	2	0.3	21	0.5
Median	48,800	---	40,200	---
<i>Renter-occupied units</i>	98	100	1,724	100
Less than \$250	10	10.2	563	32.7
\$250 to \$499	79	80.6	916	53.1
\$500 to \$749	9	9.2	97	5.6
\$750 to \$999	0	0	2	0.1
\$1,000 or more	0	0	0	0
No cash rent	9	9.2	146	8.5
Median contract rent	370	---	287	---

<sup>a</sup>Specified housing units include only one-family houses on less than 10 acres without a commercial establishment or medical office on the property.

Source: 1990 U.S. Census

According to several local realtors property values have risen significantly during 1999. In previous years property has typically risen by 3-4%, however, the construction of the Little River Casino has effectively increased housing demand thereby increasing values approximately 14%. Property values are expected to taper off and return to the previous 3-4% increase for the year 2000. Although property values are significantly higher in proximity to the coastal areas, said increases are applicable to all areas of the township. At present, it is also felt by local realtors that vacancy rates within the township are healthy (approximately 5%) resulting in a buyers market. Vacancy rates for coastal residential properties are significantly lower and these properties do not tend to stay on the market very long before they are sold. It should also be noted that wooded lots are in high demand within the township thereby generating increasing values.

## Chapter Four      Natural Features

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A community's natural features include such elements as wetlands, water bodies and woodlands. These elements, among others, provide a means for describing a community's physical "character". Natural features aid local residents in developing "a sense of place" associated with their community. From a development standpoint, identifying, inventorying and mapping these locations aid community leaders and planners in making sound land use decisions in the future. In particular, the amount, size, location and extent of their boundaries may dictate where future development is appropriate in a community and where it should be discouraged. A map depicting these significant natural features is included at the conclusion of this chapter.

### **Climate**

According to the most current temperature data (1990), the average daily temperature for the Manistee County area is 46.8° F, with an average winter (December) temperature of 27.8° F and an average summer (July) temperature of 69.9° F. Precipitation data for the area indicates that total annual rainfall amounts to 32.9 inches. Seasonal snowfall averages 77.8 inches per year.<sup>3</sup> From the crop-production standpoint, it will be noted that the distribution of the seasonal rainfall is such as to promote growth during the summer months and is also favorable to fall-sown grains. The total rainfall is about equal for the summer and fall seasons under average conditions. April and May are the most rainy. Extended droughts seldom occur, and hail or ice storms are rare. According to records, tornadoes have never visited this section of Michigan.

The prevailing winds are mainly from the southwest from May to November, inclusive, and from the west and northwest during the rest of the year, thus coming off Lake Michigan. The date of the last killing frost ranges during between April 17 and June 9, the average date being May 11. The first killing frost in the fall has occurred from September 29 to November 25, the average being October 17. Thus the growing season averages 158 days.<sup>4</sup> Proximity to Lake Michigan gives the Township a somewhat longer period of growth than in the interior of the State at the same latitude. It should be noted, however, that even during the summer months the temperature often approaches freezing, a condition not very favorable for certain kinds of crops. There is a marked decrease in temperature in November and most farm work ceases at this time. Not until May can work be resumed with any degree of certainty.

### **Geology and Topography**

The present landscape of the Manistee Township area was formed largely during the most recent Ice Age period known as the "Wisconsinan Glaciation" (about 10,000 years ago). Upon the glacial retreat, a variety of landforms were created, specifically a number of separate hilly divisions or ridges and a number of associated plains and flat valley like areas whose boundaries are fairly well defined.

Most of the Township is covered by a network of hills which begin just north of the City of Manistee. These hills are marginal "moraines" and consist of deposits that were created by water running off the edge of a stationary glacier. The Manistee Moraine covers the entire northern half of the Township with the exception of a small pocket to the north of Bar Lake. The Manistee Moraine in the area generally west of U.S.-31 has good farm soils which combine with an irregular topography and moderate lake effect climate to create an area of unique farmland with growing conditions

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<sup>3</sup> USDA Soil Conservation Service, *Soil Survey of Manistee County, Michigan, 1990*

<sup>4</sup> USDA Soil Conservation Service, *Soil Survey of Manistee County, Michigan, 1926*

favorable for fruit, broccoli and cauliflower. Other parts of the Manistee Moraine typically require irrigation for successful farming.

Around the Bar Lake area, particularly to the north, an “outwash plain” has been formed by water moving away from the glacier as it melts, depositing sand and silt in large flat expanses. Wetlands and poorly drained soils are characteristic of this type of glacial feature.

The southern portion of Manistee Township, generally along the Manistee River is a “lacustrine plain” associated with the Port Huron Moraine system. This feature is essentially a glacial lake bottom containing rubicon and grayling soils with scattered deposits clay type soils. Overall, the land is very poor for farming, infertile, and has water tables which are lower and more irregular than an outwash plain.

## **Slope**

Within Manistee Township several areas exist which play an important role in determining the suitable use and development of that property. Moderate slopes (10% - 25%) and a few areas of extreme slope (25% or more) limit higher density developments from occurring due to the various problems this type of development can lead to in erosion control and installation of septic tank absorption. Ground contour lines depicted upon the Natural Features map generally indicate areas of pronounced slope within the township; the bolded contour lines indicate 100 foot intervals with the remaining lines indicating 20 foot intervals. Moderate sloping areas within the township which have likely served to limit intensified development exist north of Schoedel Road west of Orchard Highway, and west of Miller Road. These areas are either presently vacant or have developed into rural residential areas (please refer to the Existing Land Use Chapter for a description of these uses). Areas of extreme slope exist along the entire Lake Michigan shoreline and both north and south of the Manistee State Game area.

## **Soils**

Manistee Township lies within the transitional soil belt where the brown soils, characteristic of the east-central timbered region of the United States, are giving way to the gray soils of the timbered country of northern Michigan, Wisconsin, and Minnesota, and soil types of each group are found within the township. The most noticeable feature of the soils of Manistee Township is their sandy texture. The texture, particularly the texture of the surface soil, defines the members of the soil series, the soil types. Below, Table 4-1 provides a general description of each of the soils located within the Township, this information used in conjunction with the Soils Map located at the conclusion of the Chapter helps to provide an understanding of what opportunities and constraints are directly provided by soil conditions.

Soils in the Manistee Township can be broadly grouped by similar characteristics to describe particular areas of the Township. Generally, Grayling, Graycalm and Rubicon soils occupy most of the area of the Township south of the Manistee River, and also occur in rather large areas just north of the river. The topography is mainly level. These types of soil are so open and porous that they are unable to hold sufficient moisture for the proper growth of crops. It is also low in organic matter and plant-food elements, and in its natural state altogether of low productive power. The pasture value of the land is also low.

Roscommon soils exist within the natural wetland areas in proximity of the Manistee River and north of Bar Lake. These soils pose limitations to both farming and development due to their poor drainage qualities.



The northeastern portion of the Township possess Kalkaska soils. The surface of this type is fairly even in most areas, and the land can be used for general farming in nearly all cases. Corn and potatoes are the leading cultivated crops.

The coastal areas of Manistee Township are characterized by Deer Park, Eastport soils or Bidgman fine sands. This soil type is mapped in only a few small areas along the shore of Lake Michigan. These areas are mostly dunes and have the characteristic dune topography – elongated, narrow ridges with occasional higher knolls and small depressions. This soil has little or no importance as a farming soil, but does not pose as a serious constraint for development.

<b>Table 4-1 Manistee Township Soils Classification</b>		
<b>Code</b>	<b>Soil Types</b>	<b>Description</b>
A-1	Augres etc. & Croswell etc.	Complex: Somewhat Poorly to Moderately Well Drained Sand
A-1S	Augres etc. & Roscommon	Complex: Somewhat Poorly to Poorly Drained Sand
A-2	Augres, Finch	Somewhat Poorly Drained Sandy Soils
A-2LK	Berglan, Brevort, Ensley	Poorly Drained Mineral Soils
B-1	Croswell	Moderately Well Drained Sandy Soils
B-2	Deer Park, Eastport	Same as A-2 with Lake Effect Climate
C-1	Emmet etc. & Blue Lake etc.	Complex: Well Drained Loam and Sand Soil
C-2	Emmet, McBride, Menominee	Well – Moderately-Well Drained Loamy Soil
C-3	Graycalm	Excess. – Somewhat Excessively Drained Soil
C-5	Grayling	Excessively Drained Sandy Soil
C-7	Grayling (subirrigated)	Excessively Drained Sub-irrigated Sandy Soil
C-8	Iosco, Kawkawlin	Somewhat Poorly Drained Loamy Soils
CITY	Kalaska, Montcalm	Well Drained Sand with Moderate Development
D-2	Kalaska-Like (Depleted)	Well Drained Sand; Degraded
E-1	Loxley	Very Poorly Drained organic Soil (no trees)
E-4	Nester etc. & Emmet etc.	Complex: Well to Moderately-Well Drained Loam & Clay
E-5	Nester, Kent	Well to Moderately-Well Drained Clayey Soil
E-6	Richer & Gladwin etc.	Complex: Somewhat Poorly Drained Loam & Sandy Soils
E-7	Roscommon with Complex Other	Complex: Poorly Drained to Very Poorly Drained Organic Soils
F-2	Rubicon	Somewhat Excessively Drained Organic Soils
F-4	Rubicon (Unique 3-4 ft.)	Somewhat Excessively to Well Drained Sandy Soil
G-1	Sand/Stone Beach; Bluffs	Sand and Stone Lake Beaches and Bluffs
G-2	Shifting Dunes	Dune Lands (Sand Dunes)
H-1	Tawas, Lupton	Very Poorly Drained Organic Soils
H-3	Urban Area	Urban Area, Built Up, No Soil Data Known
H-6	Variable Flood Plain Sed.	Alluvial Land, Undifferentiated
W	Water	Water Body: Lake, Pond, Open Water

Source: United States Geological Survey (USGS), 1926

## Water & Wetlands

One of the most important water resources in Manistee Township is the Manistee River. The banks of the Manistee River and areas surrounding its terminus in Manistee Lake provides the Township with an area of unique wetlands which are presently part of the Manistee River State Game Area under the control of the Wildlife Division of the Department of Natural Resources. Other areas of unique wetlands in the Township include those immediately north of Bar Lake and the larger Bar Lake Swamp extending north of Bar Lake for several miles. The Bar Lake wetlands area, Bar Lake itself and their respective feeder streams do not drain into the Manistee River, but rather each has its own drainage directly to Lake Michigan. This includes the Bar Lake Channel at the mouth of Bar Lake and several smaller channels, which are referred to with various names.



According to the Michigan Department of Natural Resources, wetlands are defined as:

*“...Areas between terrestrial and aquatic systems where the water table is at, near, or above the land surface for a significant part of most years.”<sup>5</sup>*

Hydrologic characteristics found in wetland areas permit the formation of hydric soils, which in turn support the growth of hydrophytic vegetation, or vegetation grown in

areas with high concentrations of water near the surface. Examples of wetlands include marshes, mudflats, wooded swamps and floating vegetation situated on the shallow margins of bays, lakes, rivers, ponds, streams and manmade impoundment areas such as reservoirs.

Wetland areas are divided into two main categories, Forested (Wooded) and Nonforested. Forested wetland includes seasonally flooded bottomlands areas, shrub swamps and wooded swamps, including those around bogs. Wooded swamps and flood plains contain primarily Oaks, Red Maple, Elm, Ash, Alder, and Willow. Shrub swamp vegetation includes alder, willow and buttonbush. Shrub swamps are wetland areas which are dominated by woody vegetation less than six meters tall. Predominate species include Alder, Dogwood, Sweetgale, Leatherleaf, and Water Willow. Forested wetland also include areas dominated by trees more than 20 feet in height. Normally the soil surface is seasonally flooded with up to 12 inches of water. Usually, several levels of vegetation are present, including such species as Cedar, Black Spruce, Tamack and Balsam Fir.

Nonforested wetlands are dominated primarily by either wetland herbaceous vegetation or they are nonvegetated. Predominate species include Cattail, Bullrush, Sedges and other grasses, along with broad-leaf emergents such as Water Lily, Arrow Arum and Arrowhead.

Wetlands are important to a community as they provide the area with a natural ground water purification system. Care should be taken to protect these areas from harmful intrusion from such sources as lawn fertilizers, road salts and other similar chemical pollutants. Wetland systems filter these excess nutrients out of the surface runoff, lessening the occurrence of unwanted plant and algae growth in inland lakes and streams. Wetlands also provide places for breeding, nesting and rearing of young waterfowl and other species of birds, mammals, fish and reptiles. They intercept and hold flood or storm waters, naturally dissipating them over a period of time.

<sup>5</sup>Michigan Department of Natural Resources, Division of Land Resource Programs, *Current Use Inventory Classification System Definitions*.

Part 303 of the Natural Resources and Environmental Protection Act, PA 451 of 1994, defines a wetland as:

"Land characterized by the presence of water at a frequency and duration sufficient to support, and that under normal circumstances does support, wetland vegetation or aquatic life and is commonly referred to as a bog, swamp, or marsh and which is any of the following:

- § Contiguous to the Great Lakes or Lake St. Clair, an inland lake or pond, or a river or stream.
- § Not contiguous to the Great Lakes, an inland lake or pond, or a river or stream; and more than five acres in size; except this subdivision shall not be of effect, except for the purpose of inventorying, in counties of less than 100,000 population.
- § Not contiguous to the Great Lakes, an inland lake or pond, or a river or stream; and five acres or less in size if the department determines that protection of the area is essential to the preservation of the natural resources of the state from pollution, impairment, or destruction and the department has so notified the owner."

The Wetland Act authorizes the Michigan Department of Environmental Quality (MDEQ) to preserve certain wetland areas. The MDEQ may require permits before altering regulated wetlands and may prohibit development in some locations. Among the criteria used by the MDEQ when conducting a wetland determination are:

- § Presence of standing water (at least one week of the year).
- § Presence of hydric soil types that are saturated, flooded, or ponded sufficiently to favor wetland vegetation (usually black or dark brown in color).
- § Predominance of wetland vegetation/plant material, or aquatic life, such as Cattails, Reeds, Willows, Dogwood, Elderberries, and/or Red or Silver Maple trees.
- § Presence of important or endangered plant or wild life habitat or a rare ecosystem.
- § The area serves as an important groundwater recharge.
- § Size and Location - minimum size to be state regulated is five acres unless the wetland is contiguous to a lake, pond, river or stream, or is considered to be "essential to the preservation of natural resources of the state."

The determination that a site contains a regulated wetland can have several consequences:

- § The MDEQ may issue a permit to fill the wetland.
- § The MDEQ may require mitigation, such as replacing the wetlands. Sometimes this involves increasing the overall on-site wetland acreage by two or three times.
- § The MDEQ may prohibit development in the wetland area if it is determined that there is a "prudent" alternative.

## **Woodlands**

Woodlands are a very valuable natural asset to possess in a community. They provide necessary functions such as: habitat for many wildlife species, climate moderators, watershed protection from siltation and soil erosion caused by storm water runoff, wind and noise buffers, as well as aesthetic and recreational enjoyment. To the extent possible, woodlands should be conserved during all future land development.

Woodland areas found in Manistee Township are shown on the Natural Features Map. As can be observed two types of woodland exist, the majority of which are deciduous species with some conifer species located in the forest interiors. The wetland designations found upon the Natural Features Map also include large forested areas. Forested lands cover virtually the entire township area south of the Manistee River; rural residential and industrial developments existing in this area have cleared away only those forest areas necessary. Other large concentrations of deciduous species can be found north of the Manistee River along the eastern portion of the township, such areas have developed as rural residential, and within the wetland areas north of Bar Lake.

## Chapter Five      Transportation & Utilities Analysis

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This chapter examines the existing transportation and utility system within the Township according to its capacity to support future development. The ease of access and availability of utilities have a significant impact on the future growth and development of a community. Even highly attractive properties can become unappealing when potential owners are faced with a perception of unsafe traffic conditions or a failed septic system in the area. Ideally, the extension and improvement of public streets and utilities should precede the demands incurred by increased development. A synchronous relationship should develop between transportation and utility improvements and changes in land use.

### **Transportation**

Regional and local land use types directly influence the planning and construction of the local roadway system. Roadways which carry heavy traffic volumes at a high rate of speed need to be specifically engineered to handle this type of traffic. Roadways carrying light traffic volumes at low speeds need not be constructed to such stringent standards. Though roads constructed with concrete curb and gutters may be desirable, the cost may outweigh the benefits in certain areas.

To understand the impact transportation conditions have on future land use decisions, it is necessary to examine the characteristics of the existing roadway system. This chapter will review the hierarchy of roads in the Township; recent street improvement measures, safety concerns, and recommended transportation improvement techniques.

#### *Methodology*

To analyze the roadway system within Manistee Township, Wade-Trim conducted a field survey on July 5, 6 and 7<sup>th</sup>, 2000. The purpose was to record existing road conditions, locate traffic control devices, and identify safety issues. The Manistee County Road Commission was also consulted in order to determine traffic accident locations, traffic count data and possible future road improvements within the Township.

#### *Hierarchy*

The public transportation system in Manistee Township is comprised of one system: a roadway system. The two purposes of roadways within the Township are to move traffic and to provide access to adjacent property. Each road within the Township serves both of these purposes to a varying degree. Roadways are categorized based on their primary function or purpose and then placed in one of the three tier functional hierarchy: State trunkline, County primary and County local roads.

A Transportation Analysis Map at the conclusion of the chapter indicates the locations of these road systems found in Manistee Township.

#### State Trunklines

State trunklines are roadways which are designed to transport large volumes of traffic from one area of the County to another. They also link into the interstate highways which are limited access and are designed to move large volumes of traffic between neighboring states. The state trunkline designated roadways that pass through Manistee Township are U.S.-31, M-55, M-110, and M-22.

The main east-west route, M-55, and the main north-south route, U.S.-31, transport the majority of vehicular movements within the Township and also into the County. M-110, which branches off of U.S. 31 north of the City of Manistee connects U.S.-31 to the picturesque Orchard Beach State Park on the Lake Michigan Shoreline. The final trunkline, M-22, extends north of U.S.-31 from approximately the middle of the Township. This route provides a direct highway link to the Village of Onekama and extends further north wrapping around the coastline and ultimately ending in Traverse City. This route offers frequent views of Lake Michigan, inland lakes, hills, and valleys, orchards, vineyards, for this reason M-22 has been named by the National Geographic Travelers Society as “the most scenic route in Michigan”.

### County Primary Roads

County primary roads are those which serve longer trips within an urban area, sometimes extending beyond municipal boundaries to connect to adjacent population centers or larger arterials. These roads collect and distribute traffic between rural residential, employment and shopping destinations within Manistee County. Most of these roads are traveled more heavily than the county local roads.

For the most part, roads designated as county primary roads in the Manistee Township Planning Area are major local road corridors connecting separate state trunkline routes. Examples of such roads include Schoedel Road, an east-west corridor connecting M-22 and U.S.-31, Milarch Road traveling south of U.S.-31 and Coates Highway traveling east of U.S.-31 into Brown and Dickinson Townships. Likely the most scenic route within Manistee Township is Lakeshore Road which is also classified as a county primary roadway. This route traverses the coastline for approximately five and one half miles.

### County Local Roads

County local roads collect and distribute traffic to and from the higher classified systems. Traffic mobility is often sacrificed through additional curb cuts to provide more access to adjacent residential and agricultural property throughout the Township. Local roads generally extend along section lines, however they also wind within residential subdivisions. Local roads may be paved or unpaved, seasonal or year-round.

With the exception of the responsibility of providing 50% of improvement costs for local roads the Township has no legal obligation to maintain or repair county roads. The McNitt Act of 1931 and PA 51 of 1951 removed Township authority over community roads and required Michigan county road commissions to take over all Township public streets and alleys outside the limits of incorporated cities and villages as either county primary or local roads.

Under the McNitt Act and PA 51, county road commissions are required to maintain primary and local roads as “reasonably safe and convenient for travel.” This obligation has been construed to include dust control to prevent traffic hazards, alleviating flooding conditions causing traffic problems and correcting potholes deep enough to cause loss of control or damage to a vehicle. The Michigan Court of Appeals has further ruled that lack of funds cannot be used by the county road commission to defend its failure to maintain roads reasonably safe and convenient for travel.

### *Traffic Counts*

Traffic count data for many locations in and within proximity of Manistee Township has been included upon the Transportation Analysis map included at the conclusion of this chapter. Said information has been supplied by the Michigan Department of Transportation (MDOT) and the Manistee County Road Commission for the years 1990 through to 1999. These counts reflect



average daily traffic (ADT). ADT is the average of typical daily traffic on a road segment for all days of the week, Sunday through Saturday, over a period of one year. The various types of application for this information are numerous; it may be utilized to assess whether various road improvements are necessary or analyzed to assess a preferable location for a new commercial use.

Not surprisingly, ADT counts indicate that the highest volume roads are the state trunklines adjacent to the City of Manistee. The Township's highest traffic count was recorded on U.S.-31 between M-110 and Hill Road with a 24-hour count of 14,200. The most recent counts for other available intersections within the study area are shown on the Transportation Analysis Map.

#### *Accident Locations*

Compiled traffic accident data was obtained from the Manistee County Road Commission for the years 1993 through 1997. Within the Township only two corridors were included in the available data, U.S.-31 and M-55. The majority of accidents which have occurred upon these roadways within the 4-year time span were involved animals, this is especially true along segments crossing through very rural portions of the Township. Besides this accident type, no specific pattern of accidents existed along said corridors. Excluding the traffic accident data involving animals, it is revealed that approximately 64 accidents have occurred along U.S.-31 between M-55 and M-22, and 34 between M-22 and Milarch Road. Along the M-55 corridor, approximately 21 accidents have occurred between U.S.-31 and East Lake Road.

MDOT or the Manistee County Road Commission may consider reconfiguring portions of the corridor if the ratio of accidents to volumes is high or if there is an unusually high number of a certain type of accident (for example, a southbound left turn collision).

#### *Safety Issues*

Safety issues may be either existing problems or potential problems in the current road system. In Manistee Township there is one main safety concern, excessive curb cuts.

#### Excessive Curb Cuts

Excessive curb cuts result when driveways, created by residential, commercial or industrial uses are allowed access to a local, collector or minor arterial road in an uncontrolled fashion. This type of access is very dangerous. It allows vehicles to pull out or stop in too many locations, leaving drivers to guess what type of maneuver other drivers may attempt within their path of travel.

Excessive curb cuts exist most frequently along U.S.-31 between M-110 and M-22, this area is identified upon the Transportation Analysis Map. For the most part, the number of curb cuts in these locations are associated with individual access drives for restaurants, retail shops and other commercial businesses that front these two main thoroughfares.

#### *Recommended Transportation Improvement Techniques*

A solution to this problem is the implementation of access management techniques involving service drives or marginal street access drives, outlined below is an excerpt from the *Improving Driveway & Access Management in Michigan* handbook, prepared for the Michigan Department of Transportation (MDOT).

Access management is defined as "a process that provides or manages access to land development while simultaneously preserving the flow of traffic on the surrounding road system in terms of safety,

capacity, and speed.<sup>6</sup>” 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.

Six basic principles to achieve the benefits of access management, they are the following:

1. *Limit the number of conflict points.* When the number of potential conflict points between turning vehicles increases, so do the opportunities for traffic crashes. Intersections typically have the most points of potential conflict.
2. *Separate conflict points.* Traffic conflicts can be reduced by separating conflict points. Effective ways include establishing minimum distances between intersections and driveways and establishing corner clearance standards that separate driveways from critical approach areas of intersections.
3. *Separate turning volumes from through movements.* Vehicles typically slow before turning. When turning vehicles are removed from the main flow of traffic, traffic speed is better maintained. In addition to maintaining speed, roadway capacity is preserved and accident potential is reduced. Separate right and left turn lanes, and frontage roads are access management design tools that serve this purpose.
4. *Locate traffic signals to facilitate traffic movement:* When a major road has poorly spaced and uncoordinated signals, traffic safety, road capacity and traffic speed can be severely hampered. Distances of one-half mile or more between signals are desirable.
5. *Maintain a hierarchy of roadways by function.* Access management standards consistent with roadway function protect investments in existing roads, businesses and residential areas. When a road combines high traffic volumes with too many conflict points, roadway function and quality decline, along with the ability to safely access abutting properties.
6. *Limit direct access on higher speed roads.* Access on higher speed roads should be limited to only signalized intersections or other public streets along the road – rather than at each abutting property – to preserve the public investment in the road.

The above access management principles should be incorporated in the development review of major projects. Below Exhibits 5-A, 5-B and 5-C graphically illustrate the usage of shared access drives for both commercial businesses and residences.

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<sup>6</sup> Michigan Department of Transportation, *Improving Driveway & Access Management in Michigan*



Exhibit 5-A

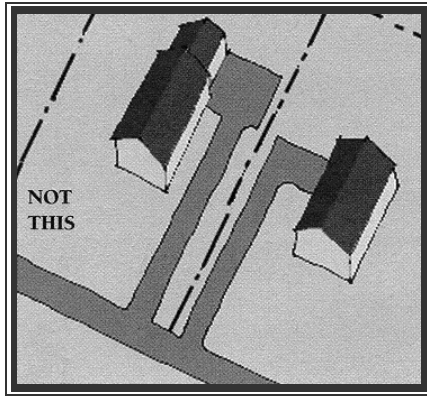


Exhibit 5-B

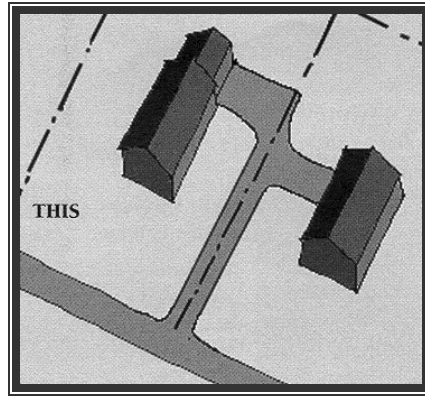
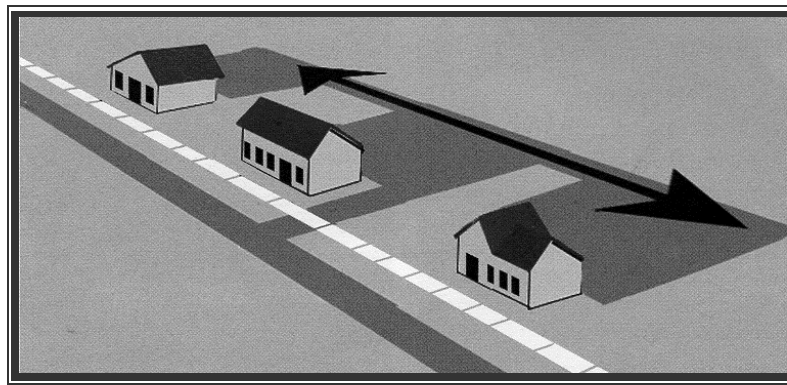


Exhibit 5-C



### *Road Improvements*

Interviews conducted with key personnel at the County Road Commission revealed improvements which may be necessary to Township roads in the near future. It has been identified that Dontz and Kott Roads will require repaving and widening with paved shoulder in several areas, and River Road will require paving in areas currently gravel surfaced and repaving in other areas.

It has also been determined that improvements will likely be necessary along the U.S.-31 corridor due to the presently high and increasing volumes of traffic. Due to the construction and popularity of the Little River Casino, located approximately at the intersection of U.S.-31 and M-22, traffic volumes have increased to a degree where it has become difficult to negotiate turns at the intersection of U.S.-31 and M-110, as well as access the U.S.-31 corridor from private driveways. Methods to alleviate these problems may include the construction of a stoplight at the intersection of U.S.-31 and M-110 and the construction of an extra traffic lane. At present a study is being completed by the Northwest Michigan Council of Governments (NWMCOG) on the U.S.-31 and M-22 corridors regarding flow.

Several roads within the Township have recently been improved. Within the past 10 years the Michigan Department of Transportation has reconstructed M-110 (Lakeshore Road) north of Kott Road, also North and South Claybank and the intersection of U.S.-31 and M-110 have been reconstructed. Within the past 5 years Hill Road was reconstructed to a 30 foot width with paved shoulders, the relocation of the eastern portion of East Lake Road to M-55 was completed, and the construction of Renaissance Drive and White Oak Drive were completed.

Road improvements either planned or currently underway include reconstruction along North Claybank north of Pine Creek Road, the paving of Kerry Road between Milarch and Scott Roads and the paving of Coates Highway.

#### *Rail Service*

It should be noted that the Chessie railway system had once served as a valuable link to Manistee Township from the south, hauling freight for the Manistee Lake area's several industries. However, the rail line has since been closed and the majority of right-of-way (R.O.W.) was sold to adjacent landowners. At present, the County owns a portion of the old rail R.O.W. between M-110 and Hill Road, plans to implement a "rails to trails" program are underway.

The CSX railway remains within the south-western portion of the Township. This line runs along both the eastern and western portions of Manistee Lake running through the Township as it loops over the northern portion of the Lake. No rail crossings exist within the Township and no land uses are effected by this rail line.

#### *Public/Private Air Service*

The Manistee Blacker Airport serves general aviation, corporate flying, pilot training activities and a commuter airline terminal. Blacker Airport is located just south of the U.S.-31 and River Road intersection. Although the airport has recently completed a major expansion, increasing by a total of 400 acres costing \$5-6 million, additional expansion by approximately 14 acres is planned. This planned expansion will encompass an area of land just north of the existing airport property thereby permitting the construction of a north/south runway and will also include the construction of security fencing to surround the perimeter of the airport. Environmental assessments of the proposed expansion have already been completed. For the past 25 years the airport has been guided by the development of a Master Plan, updates to this plan are typically completed every couple of years.

#### *Public Transportation*

Public transportation is provided in Manistee County. Manistee County Transportation Inc., Dial-A-Ride, provides door to door service throughout the county as well as commuter route service along state trunklines and on county primary roads from Kaleva and Brethren. All commuter routes are serving the workers employed in the Manistee Lake area.

### **Utilities**

#### *Sanitary Sewer Systems*

Sanitary sewer service is provided to areas of the Township adjacent to the City of Manistee, these areas are illustrated upon the Utilities Analysis Map at the conclusion of this chapter. Gravity sewer service extends outside of the City boundaries north along U.S.-31 to M-55, south along M-55 to East Lake Road, and west along East Lake Road into thereby servicing industrial uses within the Renaissance Zone. Additionally, a force main extends along U.S.-31 from M-55 to Guthrie Road providing sewer service to the Oak Correctional Facility. Force mains are used to provide sewer service where topography will not allow gravity sewers to function.

The majority of the Township however is not serviced by the public sewer extending from the City of Manistee and therefore utilize private septic systems. These systems must regard the

Manistee/Mason District Health Department regulations which include a 100 foot setback from all bodies of water for new homes, said regulations are decreased to a 50 foot setback for existing homes due to the obvious lack of siting options.

#### *Water Systems*

Groundwater of good quality is found in glacial deposits within Manistee Township, this is extremely important due to the majority of Manistee Township's residents depend on private wells as their source of water. Numerous wetlands in the area provide a natural system of recharge and purification for the municipal ground water supply.

Public water service is available in parts of the Township adjacent to the City of Manistee and follows the same general geographic pattern as the water system. The water service is part of the City of Manistee (via Lake Michigan) municipal water system. These areas are illustrated upon the Utilities Analysis Map at the conclusion of this chapter.

#### *Services*

The Manistee Township Fire Department offers fire protection services throughout the large majority of the Township, however the northeastern corner of the Township adjacent to Farr Road and Kerry Road are serviced by the Okenama Township Fire Department due to the quicker response times. Ambulance service is also divided between the same two geographic areas. West Shore Hospital (WSH) Ambulance serves the large majority of Manistee Township; however, Onekama Township Emergency Management Service (EMS) serves the northeastern portion due to minimized response times.

It is important to note that the following maps depicting utility location areas should not be regarded in technical terms. These maps have been produced to only offer general, non-technical information offering insight to the availability of utilities that are considered necessary for particular types of development.

## **Chapter Six      Market Assessment**

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The following section assesses the market potential for future residential, commercial and industrial uses within Manistee Township based on nationally recognized planning and design standards. This database will be used to determine the amount of each land use which can reasonably be expected to be required in the Township by 2020.

### **Residential Needs Analysis**

The characteristics of the existing structures will largely determine the type of housing that will likely be constructed during the planning period. Housing unit projects are based upon existing and projected demographic patterns as well as existing housing characteristics. Demographic characteristics analyzed include projections of the total population and persons per household. Housing characteristics analyzed include vacancy rates and recent residential housing unit construction.

The projected housing needs for Manistee Township are summarized in Table 6-1. These were calculated using the Township's projected 2020 population and the average persons per household (PPH) rate. As previously mentioned within the Socioeconomic Profile chapter of this Master Plan, it has been determined that the planning year (2020) population would be averaged between the two distinct population projections methods (arithmetic and constant county share) resulting in approximately 4,653 persons. This is an increase of 57.6 percent from the Township's 1990 population of 2,952. In making projections for future population it was also determined that the average household size would decline by 6.5 percent from 2.6 in 1990 to 2.43 in 2020; this is based upon historical PPH trends and 1990 age-life cycle analysis.

After estimating the impacts from population and household size, it is also necessary to calculate how much of the total housing stock in the plan year will be vacant for sale or rent. Generally, five percent of a community's habitable housing stock should remain vacant to provide diversity in housing selection, permit housing rehabilitation or replacement activities and to ensure that asking prices for housing are indicative of actual market conditions, while at the same times protecting private investment. Vacancy rates below five percent demonstrate a restricted housing environment, affording little opportunity for potential households to be absorbed by available units. The vacancy rate of units for sale in Manistee Township was considerably lower than this ideal rate at 1.2 percent in 1990; however, the vacancy rate of housing units for rent was higher than the ideal at 11.9 percent. Although updated vacancy rates are not available, it has been indicated by several local realty companies that vacancy rates for the rental market and saleable market seem to be low. During 1999 the construction of the casino led to increased housing demand within the Township thereby further decreasing vacancy rates. However, thus far into the year 2000 it has been indicated that vacancy rates have returned to typical levels. The planning year 2020 vacancy rate that has been used in order to project housing requirements is the ideal vacancy rate of 5.0 percent, thereby allowing an ideal amount of flexibility in the market.

Data in Table 6-1 summarize the projected changes to population, persons per household and housing stock through 2020. Based on this analysis, it is anticipated that in addition to the 1,343 dwelling units existing in 1990 an additional 665 dwelling units will need to be constructed by 2020 in order to house the projected population. This equates to the construction of approximately 22 units per year, over the 1990-2020 period (as previously mentioned, these statistics account for a 5% vacancy rate). Comparatively, between the years of 1990 and 1999 the Township has issued approximately 9 building permits a year for the construction of new stick-built homes, 4 for

manufactured homes and 1 for a multi-family complex. Assuming each of these multiple-family structures hold 5 units, the average number of dwelling units constructed each year equals 18 units.

However, given the fact that there are a large number of older homes at risk of becoming substandard (22.4 percent of total housing stock predates 1939) the market demand for new residential units may justify the construction of more than 22 residential units per year.

In projecting the number of multiple-family residences that will be required by the planning year 2020, it was predicted that the 1990 ratio of multiple-family units to single-family units (0.4 percent) would increase to approximately 0.6 percent due to the significant growth the Township will likely experience in the future. By applying this rate to the total projected number of housing units for the year 2020, it is projected that a total of 120 multiple-family units will be required. This equates to the construction of approximately 4 units per year. Appropriately, according to building permits over the past decade an average of 5 multiple-family units have been constructed per year in the Township.

<b>Table 6-1 2020 Housing Unit Requirements Manistee Township</b>				
<b>Category</b>	<b>1990</b>	<b>2020</b>	<b>Change 1990-2020</b>	
			<b>Number</b>	<b>Percent</b>
Total Population	2,952	4,653	1,701	57.6
Persons Per Household	2.60	2.43	(0.17)	(6.5)
Total Occupied Units	1,092	1,914	822	75.3
Vacancy Rate (%) <sup>a</sup>	1.2	5.0	3.8	316.7
<b>Total Housing Units</b>	<b>1,343</b>	<b>2,008</b>	<b>665</b>	<b>49.5</b>
Data compiled by Wade-Trim.				
Source: Tables 3-1 and 3-2, Housing Profile Chapter and Tables 2-2 and 2-4, Socioeconomic Profile Chapter.				
<sup>a</sup> Percent of total units vacant for sale or rent or rented/sold not occupied as reported in the 1990 Census.				
<sup>b</sup> 2020 projected vacancy rate unavailable. Ideal vacancy rate used.				

### Commercial Needs Analysis

Commercial development is an important part of a community's economy. Commercial establishments provide goods and services to consumers, promote economic stability and generally enhance the quality of life for area residents. However, if commercial districts are not suitably located and carefully planned, they can be a disruptive element and ultimately detract from the community.

There are four primary types of planned shopping environments: neighborhood centers, community centers, hypercenters and regional centers. Data in Table 6-2 present the market base standards for these four types of commercial centers.

Neighborhood centers generally require a site between three and five acres in area. Such centers often have a supermarket as the principal tenant with other stores providing convenience goods or personal services. The typical gross leasable area is 30,000 to 100,000 square feet. The required trade area population ranges between 40,000 and 150,000 people living within a three-mile radius.



Hypercenters range in size from 50 to 70 acres. They typically consist of a single store with multiple departments with large selections (i.e. Wal-Mart, Meijer). They rely on low prices to draw customers from a wide reaching market area of 25 to 30 miles from the center. Store sizes typically range from 175,000 to 330,000 square feet.

Regional centers are typically constructed on a site of 30 to 50 acres in area. Such centers are built around a full-line department store with a minimum gross leasable area of 100,000 square feet. Regional centers may have a total gross leasable area of 300,000 to 1,000,000 square feet. The required trade area population is 150,000 people or more living within a 10 to 15 mile radius.

Due to Manistee Township's proximity to the City of Manistee's large urban center and the fact that retail demands on a regional level are already met, the Township should not plan on capturing a large enough population to justify the development of a regional center. Instead, considering the Township's projected 2020 population of 4,653 persons, as well as the population which might be drawn from the City of Manistee, it is estimated that the Township could support the development of up to 1 community center and one neighborhood center totaling 15 acres.

As well, not all commercial uses are sited within pre-planned shopping centers. Attention must also be given to uses which occupy freestanding structures or which are part of strip commercial areas. Most of these uses are considered highway-oriented businesses, since much of their trade results from exposure and accessibility to passing motorists. Data in Table 6-3 present the market base standards for many of these types of uses. For land use planning purposes, it is recommended that 10 acres per 1,000 people be allocated for such development. It is very likely that Manistee Township will receive more of this type of retail growth in the future due to the quantity of through traffic that will be captured along U.S. 31. Considering the Township's projected 2020 population, it is determined that approximately 43 acres of non-center commercial development will be required by Manistee Township residents for general business purposes.

Data in Table 6-3 also document the population base necessary to support different types of office development (doctors, real estate, accounting, travel agencies, legal offices and banks). To provide for office development, 3 acres per 1,000 people is the recommended guide. Thus, by the end of the planning period, approximately 13 acres of office development will be needed to support the Township's population. Based upon these outlined standards, the commercial needs analysis predicts that Manistee Township will require approximately 71 acres of commercial land development (10 acres for a community commercial center, 5 acres for neighborhood commercial centers, 43 acres for non-centers and 13 acres for offices) by 2020 to serve its population. Currently, the existing land use analysis (Table 1-1 Existing Land Use Profile Chapter) reveals that the Township has approximately 247 acres of commercial land use. Therefore, according to the planning standards, the current supply of 247 acres of commercial land use in the Manistee Township far exceeds the predicted local demand of 71 acres by 176

acres. However, it is believed that two factors exist which served to inflate the acreage of existing commercial uses. Firstly, due to the lack of digital parcel mapping in the Township, existing land use



was mapped in a general manner. Although this method provided a fairly accurate indication of the proportion of land use in the township and its location, precise acreages would be extremely difficult to identify. For example, although a commercial property might only extend 100 feet from a

roadway, on the map it might be indicated as 200 feet. Therefore, when attempting to identify numerous commercial properties the accuracy of the total acreage calculation is diminished. This reasoning is also coupled with the fact that the Little River Casino has added approximately 102 additional commercial acres. This specific use is not accounted for in national standards. Upon subtracting the casino acreage from the total commercial area of 247 acres, 138 acres remains. This commercial acreage more closely resembles the 71 acres determined necessary for 2020 by the national standards.

The fact that existing commercial acreage surpasses the national standards identifies the likelihood that commercial and office uses within the Township serve a broader, more regional population. This extensive capture area is no doubt due to the advantageous capture along U.S. 31 and the large population of consumers residing in the City of Manistee.

It is possible to gain a general understanding of the specific types of commercial uses (i.e. barber shops, flower stores, hardware stores) that could be supported within the Township through the utilization of nationally recognized standards. By considering the Township's current and/or future population in relation to these standards, outlined in Table 6-3, Market Criteria Used for Selected General Commercial Land Uses, it could be determined that Manistee Township is able to support particular uses. For example, Manistee Township might have sufficient population to support one food store, one liquor store, two beauty parlors, two automotive service stations, etc. In addition, this information coupled with an inventory of specific commercial uses in the Township could provide a general indication of consumer demand for particular commercial uses. As this information does not currently exist within Manistee Township, it is recommended that the Township complete an inventory of commercial uses. It is, however, important to take into account that this quantitative analysis does not consider qualitative factors such as the existence of a barber shop or beauty parlor in neighboring communities or the shopping preferences of Township residents. These factors could significantly modify the aforementioned analysis.

Consequently, in order to ensure that the Township continues to grow in an orderly and compact manner, it is recommended that additional retail growth be confined to appropriate districts. Small-scale commercial uses such as convenience stores might be appropriately located within a residential area, however, larger-scale community commercial centers should be situated along the U.S. 31 corridor, where increased traffic volumes can be supported, and exposure will be maximized. It is also recommended that site designers be encouraged, whenever possible, to incorporate marginal access drives and appropriately scaled and designed signage, whether along major or minor thoroughfares. In addition, landscaping, fencing and walls installed for screening purposes should be carefully considered when commercial/office uses abut residential uses. Shared access, signage and adequate buffering and screening will improve visual character, public safety and convenience in commercial districts.



**Table 6-2  
Typical Shopping Center Standards\***

<b>Center Type</b>	<b>Composition</b>	<b>Site Size</b>	<b>Population Base</b>	<b>Service Area</b>
Neighborhood Center	Supermarket as the principal tenant with other stores providing convenience goods or personal services. Typical Gross Leasable Area (GLA) of 30,000 to 100,000 square feet.	3-5 acres	Trade area population of 2,500 to 4,000 people.	Neighborhood, 6-minute drive time, 1 to 1.5 mile radius.
Community Center	Junior department store or variety store as the major tenant, in addition to the supermarket and several merchandise stores. Typical GLA of 100,000 to 300,000 square feet.	10 acres	Trade area population of 40,000 to 150,000 people.	3 mile radius.
Hypercenter	Single store with multiple departments that offers large selections of fast moving general merchandise and food products and relies on its lower prices to draw customers from a wide reaching market area. Typically 175,000 to 330,000 square feet.	50-70 acres	Trade area population figures not available.	25-30 miles.
Regional Center	Built around a full-line department store with minimum GLA of 100,000 square feet. Typical center GLA of 300,000 to 1,000,000 square feet.	30-50 acres	Trade area population of 150,000 or more people.	10-15 mile radius.

\*Urban Land Institute, *Shopping Center Development Handbook*, (Washington, D.C.), 1977.

<sup>a</sup> Urban Land Institute, *Development Trends*, March 1989.

Note: GLA represents gross leasable area

**Table 6-3  
Market Criteria for Selected General Commercial Land Uses**

<b>Store or Service Use</b>	<b>Population Base</b>	<b>Market Penetration</b>	<b>Rental Revenue Potential</b>	<b>Typical Building Size in Square Feet</b>
Food Stores	4,000	Low	Low	20,000
Drug Stores	9,000	High	Medium	5,400
Liquor Stores	3,100	High	High	2,000
Restaurants & Taverns	Varies	Low	High	3,300
Laundries (coin operated)	12,400 <sup>a</sup>	High	Low	1,600
Dry Cleaners	3,000	High	Low	1,300
Beauty Shops	2,100	High	Medium	1,200
Barber Shops	3,300	High	Medium	750
Television Repair	5,300	Medium	Low	1,400
Real-Estate Offices	N/A	High	High	1,000
Branch Banks	4,500	Low	High	4,000
Accounting Offices	N/A	N/A	N/A	N/A
Nurseries	16,200	High	Medium	1,300
Travel Agencies	Varies	High	High	800
Women's Apparel Stores	6,000	Low	Medium	2,500
Sporting Goods Stores	18,000	Medium	Medium	N/A
Books and Stationary	6,500	Low	Medium	2,000
Furniture and Home	6,200	Low	Medium	10,200
Camera Stores	55,100	Medium	Medium	2,000
Automotive Service Stations	2,800	Low	High	Varies
Hardware, Paint & Building Supply	8,700	Medium	Medium	5,700
Convention Hotels	b	Varies	N/A	Varies
Bowling Alleys & Billiard Parlors	c	c	c	c
Doctors offices	1,000	Low	High	1,000
Legal Offices	6,000	Low	High	800
Stock-Brokerage Offices	15,000	Low	High	800

Note: Population base refers to the number of actual customers each store or service requires for its support. Market penetration is each store's ability to withstand competition; a store with low penetration needs a greater number of residents in the area than one with the same population base and high penetration. Assume a 3:1 site to building size ratio to determine total land area need. Source: Darley/Gobar Associates, Economic, Real Estate and Marketing Consultants, as published in House and Home Magazine, 1973.

<sup>a</sup> Figure is approximate, depending on whether residents have their own machines.

<sup>b</sup> Not applicable; does not depend on residential population.

<sup>c</sup> Current figures not available.

## *Industrial Needs Analysis*

The quantity of developed industrial land a community will need in the future is dependent upon its current employment base, utility availability, local political philosophy, as well as the myriad of other factors industries consider when choosing a location for a new facility. (Data in Table 6-4 list the more important location criteria industries analyze when selecting a site.)

For land use planning purposes, it is necessary to estimate the amount of land that can reasonably be expected to be developed for industrial uses. This ensures that capital improvements will be programmed in advance and that an ample supply of land is available to support local employment opportunities. Three methodologies commonly used for calculating future industrial land needs are the employment/density ratio method, land use ratio method and popular ratio method. The following summarizes each method.



The employment/density ratio method (see Table 6-5) is the most accurate predictor of industrial land use demand. If employment by industry can be projected, a worker density factor can be applied, resulting in a total acreage requirement. However, estimating employment levels is beyond the scope of this study.

Estimating land use can also be accomplished by employing land use ratios. By surveying the amount of land devoted to industrial uses in other communities, an average can be calculated and used as a standard for planning purposes. (See Table 6-6) Using this standard, eight percent of a Township's developed land area is typically utilized for industrial development. When this standard is applied to the Township's total developed land area of 3,500 acres (total land area excluding agriculture, vacant and rural residential area, Table 1-1 of the Existing Land Use Profile Chapter) it is determined that approximately 280 acres will be necessary for industrial uses. However, at present Manistee Township utilizes 500 acres for industrial land uses, or 14.2 percent of the Township's total developed land area. It is important to note that this acreage also includes the Township's 66.2 acre Renaissance Zone, which is planned for an industrial park, but is not currently used as such. This analysis therefore suggests that the Township holds an additional 220 acres of industrial land.

A third technique uses population ratios to determine acreage requirements. Data in Table 6-7 indicate that twelve acres of industrial land are required for every 1,000 people. The 2020 Township population of approximately 4,653 people would therefore require approximately 56 acres of industrial land. The Existing Land Use analysis revealed that 500 acres of Township land area are currently utilized for industry. According to this model, Manistee Township currently has an excess of 444 acres of industrial acreage.

Although neither of the analyses accurately correspond with the amount of existing industrial acreage within the Township, it is believed that sufficient support has been provided for all industrial needs through to the planning year 2020. Given the regional draw of the Township and its proximity to the urban centers of the Village of East Lake and the City of Manistee, industrial acreage beyond what was identified by the national standard should not pose a problem. In regards to the planned industrial park, a significant amount of additional industrial acreage (66 acres) is provided. Although the area currently remains vacant, it is not likely that this acreage will remain vacant due to the various financial incentives that will be available to those industries locating within its boundaries.

The Renaissance Zone designation has been granted by the State of Michigan and as such is exempt from all State and Local Taxes for a period of 12 years, with increment of real and personal taxes starting at 25% in the 13<sup>th</sup> year, 50% in the 14<sup>th</sup> year and 75% in the 15<sup>th</sup> year. The impetus in the development of the industrial park is to provide a tool for local economic development. In addition to increasing the industrial tax base, it is hoped that the influx of industry will effectively increase the employment base; thereby creating positive spin-off effects in the economy (i.e. increased retail sales, property taxes).

**Table 6-4  
Locational Criteria Used by Industry**

Availability of Adequate Sites	The trend is to utilize one-story plants with adequate space for parking, loading, a reserve for expansion and, if the industry abuts a residential area, a landscaped buffer strip.
Reasonable Tax Rates	Two of the more frequently stated reasons for an industrial move are the lack of an adequate site or the lack of a reasonable tax rate.
Location of Production Material	Improved methods for moving bulk products are lessening the importance of this factor.
Power	Electric power is the type most often required today and there should be no local problems in this respect.
Water	Many industries require large quantities of water, either raw or treated, in their manufacturing process and some find it desirable to have water as a means of cheap transportation.
Water Treatment Facilities	A prerequisite to industrial operations locating in a particular area is its ability to handle the disposal of wastewater. Either public utilities with readily available access to or on-site waste treatment facilities with sufficient capacity to meet operational requirements have become integral location criteria, requiring careful consideration.
Industrial Fuel	Industries requiring gas are limited as to their potential locations. If coal is required in large quantities, the industry should be located along railroads or waterways.
Transportation Facilities	The importance of rail sites has diminished for some industries. Many rely solely on major highways as the means of bringing in production materials and distributing the finished product.
Favorable Competitive Pattern	Certain industries are finding it worthwhile to establish branch plants and to decentralize in order to maintain competitive advantages.
Living Conditions	An industry will also investigate a community's resources in terms of educational and recreational facilities, housing, availability of professional services, nature of shopping facilities and public attitudes.
Compatible Laws	Up-to-date industrial thinking recognizes the desirability of sound zoning, building and other codes.
Site Characteristics	Such things as soil and topography, amount of grading required, drainage conditions, waste disposal service, etc., are important to certain industries.
Labor	The cost of labor as a factor of production is important to industries where added costs cannot be shifted to the consumer without sacrificing competitive advantage.

*Source: Compiled by Wade-Trim, Inc.*

<b>Table 6-5 Employment/Density Ratios for Estimating Industrial Land Use</b>	
<i>Industry Type</i>	<b>Average Number of Employees Per Net Site Acre</b>
Intensive Industries <sup>a</sup>	30
Intermediate Extensive Industries <sup>b</sup>	14
Extensive Industries <sup>c</sup>	8

*Source: Urban Land Institute, Industrial Development Handbook, 1975.*

<sup>a</sup> Industries include electrical equipment and supply; printing and publishing; apparel and textile products; transportation equipment and similar uses.  
<sup>b</sup> Industries include lumber and wood products; furniture and fixtures; food and kindred products; chemicals and similar uses.  
<sup>c</sup> Industries include tobacco products; petroleum and coal products; wholesale trade and similar uses.

<b>Table 6-6 Land Use Ratios for Estimating Industrial Land Use</b>	
<b>Community Size</b>	<b>Percent Industrial Land Average</b>
Small Cities & Towns (under 42,000 people)	8%
Large Cities (over 200,000 people)	12%

*Source: American Planning Association, PAS Memo: Land Use Ratios, May 1983.*

**Table 6-7  
Population Ratios for Estimating  
Industrial Land Use**

<b>Category</b>	<b>Ratio</b>
Total gross land required for all industry	12 acres per 1,000 population
Land required for light industry	2 acres per 1,000 population
Land required for heavy industry	10 acres per 1,000 population

*Source: Joseph DeChiara and Lee Koppleman, Planning Design Criteria, 1969.*

It is important to note that although some of the national standards (commercial and industrial) utilized for the purpose of this market assessment are not current, said standards have remained relatively constant. Specifically, particular types of commercial and industrial uses continue to require the same amount of land area as several decades ago. For this reason these standards are still very applicable to today's communities.



## Chapter Seven Goals, Objectives & Strategies

Before a community can actively plan for its future growth and development, it must first set certain goals and objectives that define the boundaries of its needs and aspirations and, thus, establish a basis of Master Plan formulation. These goals and objectives must reflect the type of community desired and the kind of lifestyle its citizens wish to follow, given realistic economic and social constraints. The following sets forth goals which describe the ultimate purpose or intent of the Manistee Township Master Plan, as well as objectives to help the community achieve their goals. Strategy statements are also provided to guide the future review of development proposals.

### Formulation Process

The process of developing goals, objectives, and strategies for the Manistee Township Master Plan involved multiple steps and opportunities for public involvement. Initially background information on the Township's existing land use, natural features, transportation and utilities and housing characteristics were considered, subsequently on October 16 of 2000, the Township Planning Commission hosted a public Visioning Workshop to identify the "strengths" and "challenges" of the Township as defined by the participants.

The following provides a summary of the development process as well as the adopted goals.

#### *Background Studies*

Over the course of several meetings through summer and autumn, the Township Planning Commission reviewed background studies including socio-economics, natural features, housing, existing land use, utilities and transportation within the Manistee Township area. These studies offered a "snapshot" of the community and of the residents who live here. These studies are used to assess future trends in population and the local economy, anticipated housing need, potential weaknesses in local infrastructure, as well as the identification of environmentally sensitive land. For these reasons the background studies are an invaluable information source that have been utilized in the development of a set of goals for the Township. These studies are included in the previous chapters in this Plan.

#### *Visioning Session*

On October 16 of 2000, the Planning Commission hosted a public Visioning Workshop at the Township Hall. The purpose of the workshop was to involve the public in defining key strengths and challenges within the Township. Advertisements for this workshop were inserted into the local newspaper in an attempt to generate community-wide interest and attendance. Approximately twenty-three residents, Planning Commissioners and Board members attended the session, which used a Nominal Group Technique approach to help identify the strengths and challenges existing in the Township. Participants were first asked to identify issues from a personal perspective and then as part of a small group. After the small groups

*Exhibit 7-A Visioning Workshop Advertisement #1*



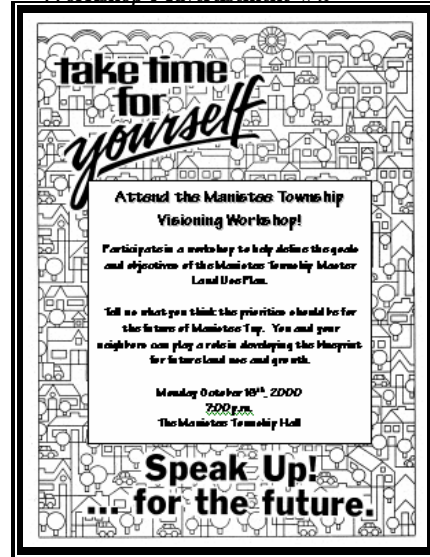
shared their priorities with the entire audience, each individual voted for the three issues in both categories that they believed most important, starting with number one as the highest priority.

In tabulating responses, those responses receiving a number three rating were given a one value, while a number one rating received a three value. A rating of two was equal to a two value. By way of this procedure it was determined that Manistee Township's natural features, resources and inherent beauty rated as the highest "strength" with a total of 25 points garnered. Another "strength" which received a close second overall vote with 22 points was the Township's quality of life resulting from a combination of the rural character and available services. The remaining 11 "strengths" all received a similar number of votes ranging from 7 to 2 points. Two strengths had also been identified by the visioning groups which did not receive any final votes/points.

The workshop participants distributed points/votes to the identified "challenges" in a more uniform manner. While the issue of traffic received a total of 30 points, other issues also received a high priority rating including planning for organized growth... - 18 points, casino - 13 points, lack of public participation - 9 points, and providing appropriate regulations while protecting property rights - 8 points.

Following Table 7-1 shows the total scoring of the issues as well as the number of ones, twos and threes each received:

*Exhibit 7-B Visioning  
Workshop Advertisement #2*



**Table 7-1  
Visioning Session Results**

<b>STRENGTHS</b>					<b>CHALLENGES</b>				
Issue	#1	#2	#3	Total <sup>7</sup>	Issue	#1	#2	#3	Total
The natural features, resources, and inherent beauty of the Township.	7	1	2	25	Traffic.	8	2	2	30
Quality of life resulting from a combination of the Township's rural character and available services.	3	6	1	22	Planning for organized growth relating to buffer areas, attracting uses for tax base, providing adequate services, preservation of farmland and natural resources, concern for annexation.	2	4	4	18
Recreational areas.	2		1	7	Casino.	2	3	1	13
Agricultural acreage.	1	2		7	Lack of public participation.	3			9
Positive economic climate resulting from the casino, airport and prison.		2	2	6	Providing appropriate regulations while protecting property rights.	1	2	1	8
Small-town sense of community.		2	2	6	Need for additional infrastructure.		1	1	3
Transportation System	1	1	1	6	Lack of shopping options.		1		2
Strong community atmosphere.	1	1	1	6	Cooperation and coordination between local governments.				
Well maintained property.	1	1		5					
Wide variety of opportunities within the Township. (i.e. recreational, professional).	1		1	4					
Appropriate health services are easily accessible.	1			3					
The ability of the Township to plan ahead.			2	2					
Local Governmental Leadership.			2	2					
Educational facilities.									
Appropriate fire protection services.									

<sup>7</sup> The total represents the weighted value of the responses.

## *Action Plan*

The result of the formulation steps, summarized above, is the basis of the action plan. Below, goals are identified, each of which have objectives, or means for attaining the goal, and specific strategies to guide action on the objectives.

### **Community Goals**

The Planning Commission adopts the following goals to guide future development in the area and to enhance the quiet, scenic and rural character of the Township as a whole.

It is the goal of the Manistee Township Planning Commission to:

- § Create an optimum living environment for the present and future residents of the community, that will solve their physical needs, avoid nuisance effect such as noise and water pollution, and which will offer variety, choice, as well as opportunity for change and individual growth.
- § Protect environmentally sensitive areas such as wetlands, streams and groundwater recharge areas from the impacts of developments which may tend to be incompatible with the natural environment.
- § Guide new development in a manner that conserves natural features and environmentally sensitive areas and meets the needs of the community both today and through the next twenty years.
- § Continue to actively involve the public in the decision - making process.
- § Guide future growth and development in a manner that respects the Township's rural atmosphere.
- § Balance the rate of land development with the availability of public facilities and services such as roads and utilities. Encourage more compact developments near the established "urbanized" areas of the Township.
- § Promote cooperation with other governmental units in the Manistee County area through joint meetings and shared awareness of proposed development areas.
- § Relate land use primarily to the natural characteristics of the land and the long-term needs of the community, rather than to short-term, private economic gain.
- § Balance the rights of the individual property owners with the needs of the public interest.

The goals of the Planning Commission can be achieved if the community adheres to the following objectives and related strategies regarding environmental features, residential, commercial and industrial land uses; community facilities and infrastructure.

## **Objectives and Strategies Related to Environmental Features**

### *Objectives*

- § Maintain the Township's scenic and rural character by minimizing the impacts of development on environmental features such as wetlands, woodlands and scenic views (including open space areas).
- § Protect the quality of surface and groundwater resources in the community from development related impacts.
- § Protect residents and property from the hazards often associated with inappropriate development infringing on natural systems.

### *Strategies*

- § Encourage the maintenance of natural buffers around inland streams, wetlands, and other sensitive environmental systems.
- § Encourage the use of cluster design and open space development to conserve scenic views, wetland areas, woodlands, groundwater recharge areas and other environmentally sensitive areas.
- § Encourage the use of native plant species and naturalized landscape designs, avoiding the introduction of exotic species, where appropriate, to enhance the community's existing character.
- § Encourage the preservation of unique and/or natural features, including native animal habitats.
- § Encourage the inclusion of parks, bicycle, pedestrian and natural landscape linkages in conjunction with new and established developments.
- § Ensure that all county, state and federal environmental regulations are adhered to in the development of land.
- § Establish impervious surface ratio limitations on private land development to reduce storm water runoff and to improve water quality.
- § Develop site plan review requirements which serve to protect the natural environment.

## **Objectives and Strategies Related to Agricultural Lands**

### *Objectives*

- § Facilitate the preservation of viable farmlands from conversion to and encroachment of non-agricultural uses and to mitigate conflicts between farm and non-farm uses in active agricultural areas.
- § Balance the needs of the agricultural community with the interests of the non-farm residents.
- § Prevent the fragmentation of productive farmland through coordinated land use planning.

- § Require the establishment of transitional uses and/or landscape screening between agricultural and commercial, residential, and industrial land uses.

*Strategies*

- § Encourage the retention of productive agricultural and forest lands through available mechanisms such as open space and farmland agreements, forest stewardship programs, and conservation easements, as well as local zoning incentives.
- § Adopt coordinated zoning provisions which provide adequate buffers between agricultural and adjacent land uses to protect the future viability of the farmlands.
- § When deliberating changes in current zoning boundaries, the Planning Commissioners should determine that the change would not be at the expense of viable agriculture.
- § Encourage the use of cluster designs to conserve agricultural lands and the inherent open space.
- § Develop site plan review requirements which serve to enhance the rural character of the Township.
- § Discourage a pattern of scattered rural housing development on overly large lots, particularly in areas of productive agricultural lands.

**Objectives and Strategies Related to Residential Land Use**

*Objectives*

- § Provide for a range of residential styles and densities to meet the needs of the community's diverse population.
- § Encourage the development of residential neighborhoods, which are well integrated into the existing landscape and complement the character of existing neighborhoods and/or residential development.
- § Encourage the preservation and incorporation of topography, open space and other natural features into the design of new residential developments.
- § Minimize the adverse impacts created by new residential development upon the transportation network.

*Strategies*

- § Require the establishment of transitional uses and/or landscape screening between residential commercial, agricultural, industrial or open space land uses.
- § Develop site plan review requirements which will serve to encourage shared access drives and minimize the hazards of excessive curb cuts.
- § Require new housing developments to utilize densities which appropriately relate to natural and manmade features.

- § Consider the impact new developments will have on the area’s ecosystem as part of the site plan review process.
- § Draft and adopt development review processes that include informing the Onekama Consolidated School District and the Manistee Area Public School District of potential residential subdivisions in the Township.
- § Encourage new residential developments to be sited in a manner that protects the community’s traditional and rural character and scenic views by maintaining proper setbacks and providing landscaping screening as appropriate.
- § Discourage a pattern of scattered rural housing development on overly large lots, particularly in areas of productive agricultural lands.
- § Require the layout of new residential developments to be logical extensions of existing neighborhoods, where possible. This shall apply to lot layout, road extensions, and open space plans.
- § Encourage higher density housing on lands that have or are planned to have the capacity to support such development by means of adequate public roads and other available infrastructure.
- § Encourage cluster housing and other creative forms of development to permit higher density housing while protecting the community’s rural character and balancing the needs of the agricultural community with the interests of the non-farm residents and property owners.
- § Develop local incentives to encourage residential development that complements the community’s rural character without compromising the provision of public services and facilities.
- § Encourage new residential developments to incorporate a pedestrian sidewalk system that ultimately connects with abutting developments to produce a walkable and connected community.

### **Objectives and Strategies Related to Commercial Land Use**

#### *Objectives*

- § Provide reasonable opportunities for the establishment of commercial uses which meet the market needs of area residents.
- § Ensure that the structural scale, landscaping, and signage associated with commercial establishments is compatible with the community’s traditional and rural character.
- § Minimize any adverse impacts which new commercial developments might impose upon the Township’s transportation system.

#### *Strategies*

- § Develop site plan review requirements which will serve to encourage shared access drives and minimize the hazards of excessive curb cuts.



- § Recognize and continue to promote properties within the established business centers to serve both the local consumer population and subregional market base.
- § Encourage planned, orderly commercial development with attention to traffic issues, appropriate signage, pedestrian safety and convenience of shoppers.
- § Develop specific site plan review standards for home-based businesses to help preserve the character of existing residential areas.
- § Encourage reuse of older buildings and underutilized properties within existing business areas as an alternate to new construction.
- § Review commercial architectural and landscape designs to ensure that such uses are carefully integrated into the community's landscape.
- § Require the establishment of transitional uses and/or landscape screening between commercial and residential, agricultural, or open space land uses.
- § Develop site standards for the U.S.-31 corridor that will help mitigate use conflicts between commercial and residential areas.

### **Objectives and Strategies Related to Industrial Land Use**

#### *Objectives*

- § Ensure that the structural scale, landscaping, and signage associated with industrial developments is compatible with the community's traditional and rural character.
- § Minimize any adverse impacts which new industrial developments might impose upon the Township.

#### *Strategies*

- § Develop site plan review requirements which will serve to encourage shared access drives and minimize the hazards of excessive curb cuts.
- § Encourage future industrial development to locate within the Township's Industrial Renaissance Park
- § Direct industrial development which is outside of these areas to locations which are not environmentally sensitive areas or do not require substantial changes to natural systems.
- § Require the establishment of transitional uses and/or landscape screening between commercial and residential, agricultural, or open space land uses.
- § Incorporate a series of comprehensive performance standards governing industrial uses as part of the zoning ordinance.

## **Objectives and Strategies Related to Public/Semi Public Lands**

### *Objective*

- § Provide for public and semi-public uses in locations appropriate for their development and utilization.

### *Strategies*

- § Provide public park and recreation facilities and encourage private community facilities which are suitable to their user population in terms of size, character, function, and location.
- § Develop a Park and Recreation Master Plan to guide and enhance future activities and facilities.
- § Encourage citizen participation to determine needed and desired improvements and expansions to public facilities and recreation.
- § Assist and guide semi-public and citizen groups in their efforts to provide needed community facilities.
- § Maximize the utilization of public buildings and grounds for multi-functional services.

## **Objectives and Strategies Related to Community Facilities and Infrastructure**

### *Objective*

- § Provide for the effective and efficient location of public facilities and delivery of public services.

### *Strategies*

- § Plan, locate, and provide areas for publicly provided facilities based on a long-range general plan, short-range project plans, and capital improvements programming.
- § Participate in inter-jurisdictional planning efforts to assure the representation of residents in regional decision-making.
- § Invite the public to become involved in land use related educational opportunities in order to develop informed future leaders.
- § Work cooperatively with other public agencies to facilitate the improvement or construction of public facilities, such as roads and public safety.
- § Require that adequate public infrastructure be installed concurrently with or prior to the initiation of any new residential, commercial and/or industrial land development.
- § Provide sidewalks and bike lanes in the developing areas, especially the planned residential areas, to create safe, non-motorized options for citizens.

## **Summary**

The proposals enumerated above for Manistee Township are guidelines for future development. If the planning program is to be more than a confusion of varied opinions, then it is essential that these goals and objectives be seriously considered. They will help maintain an orderly, prosperous, and attractive development pattern in the area allowing development within the Township to expand without hindering the areas natural attributes. These statements are suggested as a starting point for the local officials. As the planning process progresses, the goals, objectives, and strategies may be altered and new ones formed. Thus, these recommendations are flexible and need constant attention. It is recommended that the goals, objectives, and strategies be reviewed and updated as necessary, and adopted on an annual basis.

## Chapter Eight Future Land Use

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This Future Land Use (FLU) chapter consists of three essential elements which will serve as an overall framework for the management and regulation of future development in Manistee Township. These elements include a description of each of the FLU categories included within the plan, recommendations to help ensure that the land use development enhances the Township's quality of life, and justification for the recommended future land uses in Manistee Township.

The Township Planning Act, Public Act 168 of 1959, as amended, specifically gives Township Planning Commissions the authority to prepare and officially adopt a Plan. When prepared, officially adopted, and maintained, this Plan should provide as an advisory guide for the physical conservation of certain areas and for the development of other areas into the best possible living environment for present and future Township residents. For this reason, it is necessary to provide a consistent, long-term basis for decision-making. Each of the components must be made comprehensive in their consideration of the relationships between land uses and natural features in the area and the Township's relationship to the proximity of the City and its public utilities. This was achieved by basing the Plan on studies of existing development patterns, natural feature conditions, demographic trends, transportation and utilities network, and the community's goals and objectives, as outlined in the previous chapters.

Because of the constant change in our social and economic structure and activities, the Plan must be maintained through periodic review and revision so that it reflects contemporary trends while maintaining long-range goals.

In order to permit an adequate amount of flexibility in the placement of future development, the FLU Plan is intended to be general in scope. It is not intended to establish precise boundaries of land use or exact locations of future uses. For this reason, FLU categories are broadly depicted upon the FLU map with rounded boundaries relating to general areas within the Township. In determining which land use regulations shall apply to a particular property which borders two areas, specific site analysis should occur at the time a rezoning or site development request is made. It is also important to note that there is no schedule to implement the recommendations contained here. The timing of a particular land use is dependent upon a number of factors such as availability of public utilities, provisions for adequate roadways, effect on public services, and the demand for a particular land use versus the available land zoned for this use. Those, plus other factors, must be considered when reviewing a request for rezoning a particular parcel of land. More information on implementation of plans may be found in Chapter 9, Plan Implementation.

### Plan Recommendations

The Future Land Use Map recommends a total of eight different land use classifications. Three additional categories including the State Game Area, National Forest and Indian Reservation have also been identified. The following descriptions of these future land use classifications explain the type of the proposed uses, and the approximate acreages for each classification. The Future Land Use Map for Manistee Township has been included for referencing purposes at the conclusion of this chapter.

It is interesting to note how the FLU map differs from the existing land use in the Township, for this reason Table 8-1 has been provided to summarize the proposed land use classifications and their respective acreages. The reasons for any changes in land use acreage have been provided within the future land use descriptions. Although such an acreage analysis is valid in identifying changes in land

use designation, it is important to note that such a comparison is difficult for two reasons: the existing land use acreages exclude rights-of-way and generally follow property lines whereas the proposed acreages include all rights-of-way and is presented in a “bubble” format.

Major considerations driving future land use decisions in Manistee Township derive from the presence of naturally significant wetland areas (i.e. Manistee River State Game area, Bar Lake Swamp), proliferating development along the U.S.-31 corridor and the Township’s proximity to public utilities (water and sewer). Consequently, these factors have persuaded a general future planning picture that provides a more urban development pattern adjacent to the City of Manistee and said infrastructure thereby allotting for cost efficient and environmentally sensitive growth. Each of these characteristics will be further elaborated within the description of the land use categories.

*Agricultural/Low-Density Residential*

This classification encompasses areas in the central portion of the Township north of the Manistee River where either the principal land use is and should continue to be agricultural or where the presence of environmentally significant features justifies the limitation of residential densities. It is the intention of this Master Plan to encourage the continuation of farming activity, both as a viable economic resource and for the character enhancement which comes from farmland, open fields and woodlots.

Land uses in this category should be limited to farms or low-density residential uses for several reasons. Firstly, it is the desire of the community to retain its rural character and sense of open space. Secondly, it is inherently necessary to protect agricultural lands due to their non-renewable nature. Once this land is developed and covered with an impervious surface the land will likely never return to an agricultural use, it will be lost forever. Lastly, lands designated within the agricultural/low-density residential classification should be protected due to the existence of naturally significant wetland areas (i.e. north of Bar Lake). Such areas should be protected from significant development due to the numerous benefits they provide to the environment in their natural state. Wetlands are important to a community as they provide the area with a natural ground water purification system, they provide places for breeding, nesting and rearing of young waterfowl and other species of birds, mammals, fish and reptiles and they also intercept and hold flood or storm waters, naturally dissipating them over a period of time. Generally, parcels in this category are not expected to be served by public sewer and water during the planning period and therefore any development occurring in these areas must receive approval of private septic tanks by the State Health Department.

The area planned for agricultural/low-density residential encompasses a total of 5,475.9 acres, or almost 19.1 percent of the Township’s land area.

<b>Table 8-1 Future Land Use Acreage by Land Use Type</b>		
<b>Land Use Category</b>	<b>Acreage</b>	<b>Percent of Total</b>
Agricultural/Low Density Residential	5,475.9	19.1
Rural Residential (Single-Family).	12,406.7	43.4
Urban Residential (Single and Multiple Family).	1,935	6.8
Lakeshore Residential	274.2	1.0
Mobile Home Park	22.6	.1
Public / Semi-Public	977.8	3.4
Commercial	333.2	1.2
Industrial	633.6	2.2
DNR & National Forest Areas	5,075.6	17.7
Other	1471.1	5.1
<b>TOTAL</b>	<b>28,605.7</b>	<b>100</b>

### *Rural Residential (Medium-Density)*

The rural residential classification is intended to provide for low/medium-density residential lifestyles in a manner which preserves the important open spaces and natural resources of the Township thereby maintaining the areas rural character. Vast rural residential areas are dispersed throughout the Township. Lands within this category are unlikely to be serviced with public water and sanitary sewer service, either now or in the foreseeable future. The recommended density for these areas is one unit per every 5 acres.

Planned Unit Development's (PUD's) and cluster type developments which provide ample amounts of open space will be encouraged in all rural residential planned developments. In addition to low/medium-density residential uses, day care facilities, golf courses and similar, "residence friendly" uses will be considered compatible. PUD's are intended to allow both developers and the government agency flexibility from the zoning regulations that regulate lot size, mixed uses and setback requirements. A PUD protects the Township by requiring a site plan as part of the approval process and should require protected open space provisions as a condition of approval.

Clustering is a form of residential subdivision that permits housing units to be grouped on sites or lots with dimensions, frontages, and setbacks reduced from conventional sizes, provided the density of the tract as a whole shall not be greater than the density allowed by the zoning district under existing regulations, except if allowed as an incentive by the township planning commission, and the remaining land area is devoted to common open space. Due to its ability to conserve land area, such innovative development standards should be utilized particularly in areas within proximity to significant natural features (i.e. steep slopes, waterways, forested areas, and wetlands). A condition of the cluster design approval is that open space may not be further subdivided, and must be designed and intended for the common use of residents of the development. Clustering permits greater flexibility in residential design and discourages development sprawl. Diagrams of traditional versus cluster design are provided below.

**Exhibit 8-A**  
**Cluster Development & Traditional Housing Development Diagrams**

Clustered Development



Traditional Development





The area planned for LDR encompasses a total of 12,406.7 acres, or almost 43.4 percent of the Township's land area.

#### *Lakeshore Residential*

Lands adjacent to Lake Michigan within Manistee Township are considered special and unique due to the prevalence of bluffs and sand dunes. The scenic beauty of the area has in-turn created immense development pressures. While the Lake Michigan shoreline north of the Bar Lake inlet is planned for further residential development, densities here should be limited to ensure the natural significance of this area is not threatened (i.e. shoreline erosion). A density standard of approximately two dwelling units per acre is recommended. Other compatible uses such as parks, campgrounds, schools and churches, are also appropriate within this classification, however commercial and industrial uses should not be permitted. It is also encouraged that community access to viewshed areas of Lake Michigan and the bluffs be created through scenic turnouts and similar amenities on public rights-of-way and greenway corridors.

The area planned for Lakeshore Residential encompasses a total of 274.2 acres, or almost 1.0 percent of the Township's land area.



#### *Urban Residential (Medium/High-Density)*

The urban residential classification is intended to provide areas for residential development on relatively small lots of a more urban nature, with the following objectives:

1. To protect the character of existing residential uses by excluding activities and land uses which are not compatible such as, but not limited to, principal commercial and industrial uses;
2. To provide openness of the living space and to avoid over-crowding by requiring certain minimum yards and open spaces, and by restricting maximum land coverage and structural bulk;
3. To provide for access of light and air to windows, and for privacy, as far as reasonable, by controls over the spacing and height of buildings and other structures;
4. To protect residential areas from unnecessary traffic and to restrict the volume of traffic to the greatest degree possible; and

5. To encourage development within residential areas that are attractive, consistent with family needs, and conducive to constantly improving environmental quality.

It is essential that the identified urban residential areas which do not have access to public sanitary sewer and water supply servicing be of adequate size to permit private septic systems. Several factors that identify how conducive a particular parcel of land is to private septic systems (i.e. slope, soil type) must be considered in determining the minimum allowable residential density in this district. It is recommended that such unserved areas receive a development density of approximately 1 unit per every 1 - 2 acres. However, areas that have said servicing should receive single-family residential densities ranging between three to five units per acre. Multiple-family units shall also be appropriate in serviced areas with a range in densities between 5-10 units per acre. Multiple-family residential developments are comprised of residential structures containing 3 or more dwelling units; uses that are characteristic and compatible with this density include garden apartments, townhouses, elderly housing and convalescent or nursing homes. Multiple-family developments should be sited only where ingress and egress is provided directly from a major thoroughfare or collector street, due to their higher density and trip generation potential. A benefit of locating multiple-family developments in this manner is that they serve as transitional land uses which buffer one- and two-family units from commercial properties and the ill effects created by major travel corridors.

Many benefits are derived from developing at higher densities, for this reason multiple-family housing is a very important element in all urban centers. The development of an adequate amount of multiple-family homes helps to ensure a diverse population within a community with regard to age. Providing for a younger population that requires inexpensive housing is critical in ensuring the continued growth of a community, as well, such housing creates additional life-style options for older individuals.

Within Manistee Township, areas presently occupied by rural residential uses within the vicinity of existing public sewer and water infrastructure are planned to transform to urban residential uses. Such a transformation to a higher density development pattern adjacent to existing infrastructure would allow for the efficient expansion of public services. Higher density housing is serviced more efficiently than lower-density homes because less land is utilized and therefore the length of required infrastructure (i.e. roads and sewers) is significantly decreased. These newly planned urban residential areas have also been located in the vicinity of other intense developments (i.e. commercial and urban residential area, schools) to promote an “infill” development pattern, as opposed to “sprawling” into areas of established low density or agriculture. This placement also directly benefits residents by increasing travel convenience and uses by increasing the amount of vehicle and/or pedestrian traffic.

Urban residential land use has also been planned adjacent to the golf course situated in the northeast area of the Township. As this recreational facility will likely promote increased residential construction within its proximity, a dense form of development will help to curb the residential development of adjacent farmland.

Single-family condominium development and Planned Unit Developments can also be anticipated within this district. A condominium is a building or group of buildings in which units are owned individually and the structure and all the unit owners on a proportional, undivided basis own common areas and facilities. Such ownership has long been associated with multiple-family developments. It has recently become more popular for single-family development because the condominium approval process allows developers to circumvent the platting procedure of the Land Division Act (formerly the Subdivision Control Act of 1967, as amended (PA 288 of 1967), thereby reducing the length of time required to have a development approved. In addition, local subdivision control ordinance engineering standards (such as pavement width or composition) can be relaxed

because maintenance obligations can be transferred from the local governing body to the condominium association. The area planned for Urban Residential encompasses a total of 1,931 acres, or almost 7.1 percent of the Township's land area.

#### *Manufactured Home Park (MHP)*

The purpose of mobile home parks is to encourage a suitable environment for persons and families who, by preference, choose to live in a mobile home rather than a conventional stick-built structure. The MHP land use classification includes and is generally limited to land area within the Township which is currently occupied by a mobile home park and is expected to remain in the future. It is predicted that relatively little expansion of the Township's only MHP will be necessary by the planning year 2020 as a large MHP has been recently constructed in East Lake. However, additional area is planned for such future development that encompasses lands on the eastside of the existing park. This area is advantageous to such a dense development pattern, as it is easily accessible to existing public sewer and water utility. The future land use plan proposes the development of approximately 22.6 acres of manufactured home park, or almost .1 percent of the Township's land area.

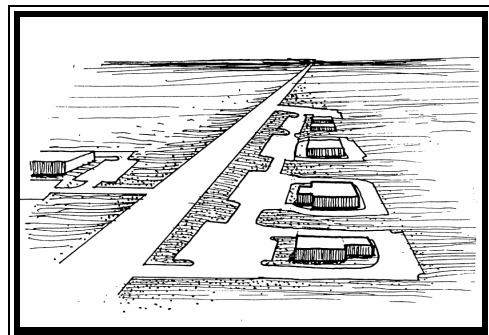
In keeping with the occupancy characteristics of contemporary manufactured homes, low-density standards should be encouraged. Development within this land use category is limited to manufactured homes when located in a subdivision designed for that purpose or a manufactured home park with recreational facilities and necessary public utility buildings.

#### *Commercial*

Commercial development is an important aspect of a community. Commercial land uses provide local services to residents as well as increased tax base and increased employment opportunities. The extent of a community's commercial base is linked to the size of its potential market area and the regional location of the community itself. Local commercial uses serve a relatively small, local market, and depend almost exclusively upon the population residing within the community. Regional commercial uses, such as planned shopping centers, demand a larger market which may extend well beyond the Township's boundaries.

A market assessment was conducted to estimate the supply of land needed to support locally and externally generated commercial demand. This analysis determined that Manistee Township has more commercial land than standards would indicate necessary. However, the Township's advantageous location adjacent to U.S.-31 and the City of Manistee contributes greatly to Manistee Township's market base. Although the Township should continue to plan for local commercial growth, it is strongly recommended that the Township adhere those strategies outlined in the previous chapter to limit any repercussions created by such growth.

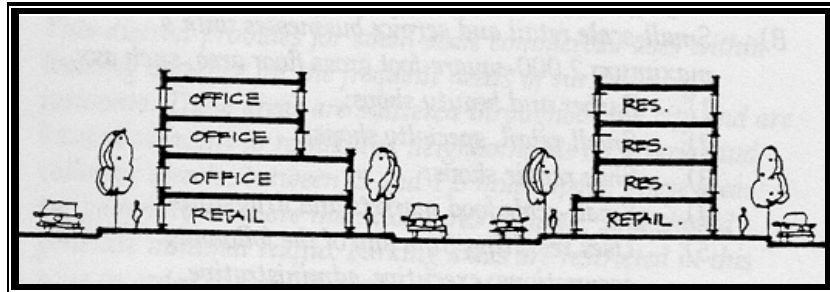
Commercial areas should be developed with safe and convenient access from roadways built into the site plan. Shared access, as seen in the illustration below, increases safety by limiting the number of curb cuts and takes some traffic away from the main roads. In addition, in those areas where commercial land uses abut residential areas, either existing or proposed, an adequate buffer area and setback standards between these uses should be implemented. This could include



an earthen berm, landscaping, greater building setbacks and the shielding of outdoor lights. These will help reduce the effect of commercial uses on nearby residents.

As an additional effort to ensure that the Township's community atmosphere is not compromised by commercial development, it is essential that new retail uses be confined to appropriate districts. Such uses should be limited to the western portion of the U.S.-31 corridor (west of the airport on the southern side of U.S.-31 and west of the casino on the northern side) by either promoting commercial infill development of vacant areas or the redevelopment of appropriate underutilized areas (i.e. low density residential/commercial developments). Where feasible, the Township should also promote increased commercial depths along this corridor in an attempt to accommodate necessary commercial uses through a widening rather than lengthening. This design will help to limit the number curb cuts and traffic problems existing upon U.S.-31.

Lastly, mixed-use developments (i.e. commercial/residential) should be considered appropriate along this corridor due to the aforementioned associated benefits of higher density development patterns. As well, increasing the density of commercial and residential uses within this section of the corridor will effectively diminish the need to further develop in an easterly fashion along U.S-31.



Acreage proposed for commercial use on the Future Land Use Plan is approximately 333.2 acres; this represents an increase of almost 34.9 % from the existing land use.

### *Industrial*

The industrial classification is designed to incorporate existing industrial operations and provide for future expansion within the Township's industrial renaissance district which has existing utilities as well as access to major roadways. Due to the inherent nature of industrial developments and its incompatibility with less intense uses, additional industrial areas other than those identified on the Future Land Use map should be prohibited. It is essential that said uses are adequately buffered through proper setbacks, berming or landscaping.

In the Industrial District, uses are primarily confined within enclosed structures, however outdoor storage should also be permitted provided additional screening regulations are adhered to. Uses to be permitted in this district, include:

- § compounding, processing, packaging, treatment, and fabrication of a variety of non-noxious products
- § research/experimental/testing laboratories
- § tool and die, and machine shops
- § warehousing and material distribution centers
- § public utility buildings

## S auto repair garages

Approximately 633.6 acres have been designated as Industrial District; this represents an increase of 26.7 % from the existing land use.

### *Public/Semi-Public*

This category is comprised of land devoted to governmental, institutional or similar activities generally deemed to be in the public interest, such as public buildings, schools, churches and public recreation areas. However, as stated earlier within this chapter a FLU plan allows for flexibility by broadly planning areas for development. Therefore, although several public/semi-public land uses exist scattered throughout the Township they may not be identified upon the FLU map because in many instances another land use (i.e. residential) is more prominent in the general area.

Several areas exist within the Township for recreational purposes, including active sport related areas such as the golf course, as well as passive seating or observation areas such as Orchard Beach Conservation Area. Most of the parks utilize the areas abundant natural features, particularly the Township's picturesque shoreline and river system. Although there are no areas upon the FLU map which depict new public/semi-public areas, it is important to realize that a strategy for the provision of adequate public/semi-public lands (i.e. Recreation Plan) should be created and adopted by the Township. It is recommended that the Township adopt and maintain a comprehensive Park and Recreation Plan to help prioritize park improvements and help to guarantee that the recreation facilities and programs in the Township accurately reflects the needs of all residents, regardless of age or ability. It is recommended that the Plan is reviewed on an annual basis and the goals and strategies be updated and revised accordingly. As previously mentioned, although new recreational areas may not be depicted on the FLU map they may be considered compatible and therefore developed in all land use areas.

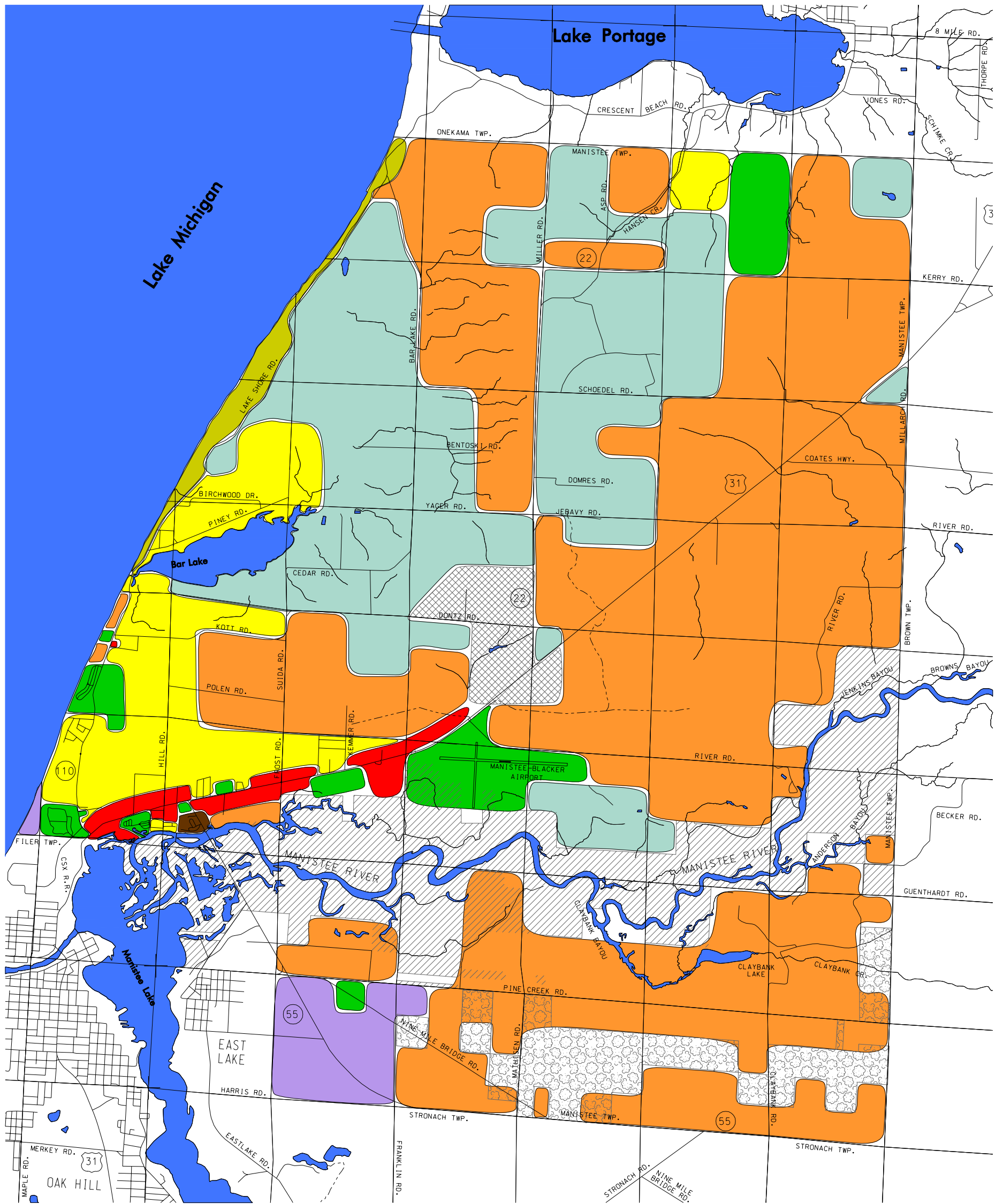
The future land use map depicts approximately 977.8 acres of public/semi-public land.

### *Rights-of-Way, Waterbodies and Other*

The remaining category is left primarily for road rights-of-way and water bodies. Much of the land identified in the Existing Land Use Chapter as vacant, is not included in the future land use calculations. The reason for this is the desire of the Plan to provide a reasonable use for every privately held property and not to give the impression that some lands are to be retained as open space, at the expense of the property owner.

Other land areas existing within the Township encompass the Indian Reservation, National Forest and State Game areas. Future land uses have only been depicted within parts of the identified Indian Reservation due to the fact that the while the Township does not have the authority to govern uses within the reservation; additional lands owned by the Tribe which do not have a reservation designation by the Federal Government may be governed by the Township. In turn, the National Forest and State Game Areas have not received future land use designations due to the likelihood that they will retain their recreational uses into the future.





### Future Land Use

- |  |  |   |
|--|--|---|
|  Residential - Urban                        |  Mobile Home Park       |  State Game Area                 |
|  Residential - Rural                        |  Public and Semi-Public |  Huron-Manistee National Forests |
|  Residential - Lake Shore                   |  Commercial             |  Indian Reservation Land         |
|  Agricultural/<br>Residential - Low Density |  Industrial             |                                  |

# MANISTEE TOWNSHIP

## Master Plan



Wade-Trim



## Chapter Nine Implementation Plan

In order for the Master Plan to serve as an effective guide for continuing quality development in Manistee Township, it must first be implemented. Primary responsibility for implementing the Plan rests with the Planning Commission, Township Board and staff. This is done through a number of methods. These include ordinances, programs, and administrative procedures which are described in this chapter.

It is important to note again that the Master Plan itself has no legal authority to regulate development in order to implement the recommendations of the Plan. This implementation must come from the decisions of the local governing bodies, including the Planning Commission to provide needed public improvements and to administer and establish regulatory measures relative for the use of the land.

### The Relationship of Planning to Zoning

#### *Planning*

The relationship between land use planning and zoning is an important one. Planning is basically the act of planning the uses of land within a community for the future, while zoning is the act of regulating the use of these lands by ordinance. The laws of the State of Michigan require that a community engage in land use planning activities, including the preparation of a comprehensive plan prior to the initiation of a zoning ordinance in a community.

The differences between planning and zoning are further noted in the following table:

<b>Table 9-1 Differences Between Planning &amp; Zoning</b>	
MASTER PLAN	ZONING ORDINANCE
Provides general policies for the Township (e.g. limit the number of curb cuts along U.S.-31, provide a mixture of housing, and replace park equipment).	Sets forth zoning regulations – the law. (i.e. notes locations where commercial uses are prohibited, stores must be setback 50 feet from the street right-of-way, maximum sign is 60 square feet)
Flexible, written to be able to respond to changing conditions.	Rigid, requiring formal amendment and details of how to administer the zoning ordinance.
Provides a background on the community, issues, goals, the citizen survey, and potential actions.	Deals just with physical development and how to administrate the zoning ordinance.
Enacted under the Township Planning Act, (Public Act 168 of 1959, as amended).	Enacted under the Township Zoning Act (Public Act 184 of 1943, as amended).
Adopted by the Planning Commission	Adopted by the elected body (Township Board)
Changes can be made by the Planning Commission.	Changes made by the Township Board. Appeals and variances to the Board of Appeals.



The private sector, including individual home and land owners, is also involved in fulfilling the recommendations of the Master Plan by the actual physical development of land uses and through the rezoning of land. The authority for this, however, comes from the local government. Cooperation between the public and private sectors is therefore important in successful implementation of the Master Plan.

Previous elements of the Plan sets forth Goals, Objectives and Strategies, as well as Land Use Plan recommendations, which serve to guide the future development of Manistee Township. Many of the specific implementation recommendations of this chapter are taken from these statements.

The following sections are a list of the major activities, which the Planning Commission should pursue in order to be aggressive in the implementation of this Master Plan.

### *Zoning*

Zoning represents a legal means for Manistee Township to regulate private property to achieve orderly land use relationships. It is the process most commonly used to implement community Master Plans. The zoning program documents consist of an official zoning map and zoning ordinance text.

The official zoning map divides the community into different zones or districts within which certain uses are permitted and others are not. The zoning ordinance text notes the uses which are permitted and establishes regulations to control densities, height, bulk, setbacks, lot sizes and accessory uses. Upon an application for the rezoning of a land parcel, it is extremely important to the success of this Plan that, the Planning Commission review the Future Land Use Map and also carefully studies the goals and intent of the existing/proposed land use categories before making any land use decisions. While the map may provide a guide, the detailed recommendations are to be found in the text.

The zoning ordinance also sets forth procedures for special approval regulations and sign controls. These measures permit Manistee Township to control the quality as well as the type of development.

Subsequent to the adoption of this Plan, Manistee Township Planning Commission and Township Board should review and make any necessary revisions to the zoning regulations to ensure that potential changes are made to support the recommendations of the plan as outlined in the previous chapters. Furthermore, the zoning ordinance should be reviewed to ensure that certain sections are still appropriate and applicable as well as modernized to properly address today's development.

No zoning request which is inconsistent with this Plan should be considered without first making an amendment to the Plan.

Suggested standards for considering rezoning include the following:

- § Would the rezoning be consistent with the future land use map?
- § Would the rezoning be consistent with the goals of the Plan?
- § Are all of the permitted and conditional uses allowed in the proposed zoning district compatible with adjacent uses and zoning? (i.e., not just the "intended use," if there is one)

- § Is there reason to believe that the property owner could not obtain a reasonable return on their investment with the current zoning? (this does not mean maximum profit, only reasonable)
- § Can the existing infrastructure and services support all the uses under the proposed zoning?

A "yes" response to all the above suggests that the rezoning be approved. A "no" response to more than one suggest that the current zoning should be retained.

### **Planning Commission Work Program**

This Plan recommends that the Planning Commission prepare a work program in January of each year. This work program would set forth the tasks or goals which the Planning Commission determines necessary to accomplish in the upcoming year. This will allow the Commission to stay focused on important tasks and help to implement the goals and objectives identified with this Plan.

### **Planning Education**

Planning Commissioners should attend planning seminars to keep themselves informed of planning issues and learn how to better carry out their duties and responsibilities as Planning Commissioners. These seminars are regularly sponsored by the Michigan Society of Planners, the Michigan Municipal League (MML), the Farm Bureau, and other organizations and are a valuable resource for the Planning Commission. There are also several planning publications, which are a useful information tool for Planning Commissioners. The main publications are *Planning and Zoning News*, *Michigan Planner Magazine* and *Planning Magazine*.

### **Revisions to the Master Plan**

The Master Plan should be updated periodically (minor review every one to two years, major reviews every five to ten years) in order to be responsive to new growth trends and current community attitudes. As growth occurs over the years, the Master Plan goals, land use information, population projections and other pertinent data should be reviewed and revised as necessary so the Plan can continue to serve as a valid guide to the growth of Manistee Township.

Amendments to the Plan are conducted through the same process as the crafting of this Plan. That is, thirty days notice of public hearing shall be given by two publications at least two weeks apart and not less than seven days before the hearing in a newspaper having a general circulation in the Township. The Township Planning Commission by a majority vote of its membership may adopt said amendments. Following the adoption of the plan amendment, copies of the amendment should be transmitted to the Township Board and to the County Planning Commission; if there is no County Planning Commission, then to the Regional Planning Commission.

## Appendices

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Minutes of the Public Goal-Setting Workshop  
Public Hearing Notice  
Resolution of Adoption by the Planning Commission  
Certification of Adoption by the Township Board  
Correspondance

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810.235.2555

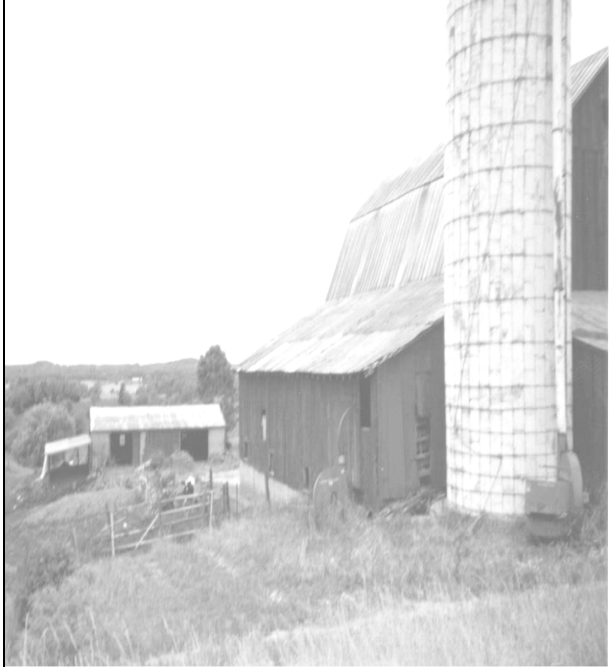
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517.732.3584

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**Manistee Township**