

# MANISTEE CITY PLANNING COMMISSION

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

## WORKSESSION OF NOVEMBER 18, 1999

There will be a worksession of the Manistee City Planning Commission to be held on Thursday, November 18, 1999 at 7:00 p.m. in the Council Chambers, City Hall, 70 Maple Street, Manistee, Michigan.

### AGENDA

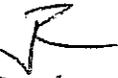
- I. Roll Call
- II. Matters Pertaining to the General Citizenry
  - A.
- III. Worksession
  - A. Master Plan
    - 1. Section 2A - Historic Resources
    - 2. Section 2B - Problems and Opportunities
    - 3. Section 2C - Land forms and Environment
    - 4. Section 2D - Population and Land Use
    - 5. Section 2E - Vacant Land Use Inventory
    - 6.
  - B. Other

cc: Planning Commission Members  
R. Ben Bifoss, City Manager  
Jon Rose, Community Development  
City Council

# MEMORANDUM

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TO: Planning Commission Members

FROM: Jon R. Rose   
Community Development

DATE: November 10, 1999

RE: Planning Commission Worksession November 18, 1999

The next worksession of the Planning Commission will be Thursday, November 18, 1999. Enclosed is half of Section 2 (2A, 2B, 2C, 2D & 2E) of the Master Plan. This will be the topic of discussion at the worksession.

We will see you at the Worksession!!

JRR:djm

## A. HISTORIC RESOURCES

The City of Manistee is one of the oldest Municipal developments in the state. It was once known as the lumber capital of the world. Located at the confluence of the Manistee River and the Little Manistee River it once harbored 100 lumber companies and mills. The products from the area helped build the early midwest. The lumbering era was a boom that lasted until the forests were depleted. The discovery of salt brine followed the lumbering era. Several factories were built and Manistee became the salt center of the world. The city and surrounding area soon developed into an industrial area. Mills for the production of castings, machined parts, paper, a boating manufacture, chemical by products of salt brine, to name a few surrounded Manistee Lake. A labor force to accommodate these industries lived primarily in the City of Manistee. The city expanded and developed. As with many cities the 1960, 1970 and 1980s saw a decline in the number of industrial jobs. The job market declined in Manistee. The population suffered a steady decline. The facilities for a much larger population base are in place in the community.

Over the years the city has preserved a number of buildings and structures which are now classified as historical. A list of these structures follows:

### On the National Historic Register

First Congregational Church	Bldg Church	412 Fourth Street
Ramsdell Theatre	Bldg Civic	101 Maple Street
Manistee Downtown	Economic CBD	River Street
Our Savior Lutheran	Bldg Church	300 Walnut Street

### Other National Historic Recognition

Morton Salt Company	Bldg Engineering Mgf	
Lighthouse N. Pier	Bldg Lighthouse	Fifth Avenue
Pere M. RR Swing Bridge	Engineering Bridge	Mason Street
Ironworks Foundry	Bldg Engineering	254 River St.

### On the State Historic Register

William Douglas House	Bldg House	521 Pine Street
Holy Trinity Church	Bldg House	410 Second Street

### On the Manistee County Historic List

St. Joseph Church	Religion	
Maxwell Town	Ethnic	
Manistee Harbor Entr	Shipwrecks	All Shoreline
Indian W. of Lake	Arch Mound	Arthur Street
First Saw Mill	Economics	Arthur Street
Store	Bldg Store	123 Arthur Street

Manistee Village	Hist Village	212 Arthur Street
Jarka Warehouse	Bldg Mgf	29 Arthur Street
House	Bldg House	596 Birch Street
Buckley Carriage House	Bldg Barn	531 Broad Avenue
Burr House	Bldg House	400 Cedar Street
Second Canfield House	Bldg House	410-4 Cedar Street
House	Bldg House	414 Cedar Street
Vincent House	Bldg House	431 Cedar Street
Buckley House	Bldg House	450 Cedar Street
Fred Ramsdell Home	Art	474 Cedar Street
WMTE Radio Hill 1951	Communication	Cypress Street
House	Bldg House	923 Davis Street
Judge Mcavay House	Bldg House	495 Eighth Street
House	Bldg House	1014 Englemann St.
Manistee Lake Wrecks	Shipwreck	Entire Lake
House	Bldg House	522 Fairview Ave.
Indian Village	Arch River Mouth	Fifth Avenue
House	Bldg House	340 Fifth Street
Church	Bldg Church	342 Fifth Street
House	Bldg House	363 Fifth Street
Church	Bldg Church	365 Fifth Street
Leonard House	Bldg House	421 Fifth Street
Church	Bldg Church	449 Fifth Street
Fred Green	Politics	First & Cedar St.
Creeping Joe Cemetery	Cemetery	First Street
House	Bldg House	237 First Street
Manistee Fire Station	Bldg. Fire Station	280 First St.
School	Bldg School	284 First Street
House	Bldg House	340 First Street
House	Bldg House	345 First Street
?	Bldg	384-6 First Street
Laird Home	Bldg House	402 First Street
Store	Bldg Store	402 First Street
Meade Home	Bldg House	403 First Street
Dovel House	Bldg House	421 First Street
House	Bldg House	493 First Street
First Buckley House	Bldg House	517 First Street
Jenson House	Bldg House	521 First Street
Manistee Waterworks	Bldg Engineering	540 First St.
House	Bldg House	155 Ford Street
House	Bldg House	157 Ford Street
House	Bldg House	166 Ford Street
Washington School	Bldg School	429 Ford Street
First Catholic Cemetery	Cemetery	Fourth A. & Ford
House	Bldg House	305 Fourth Street
Church	Bldg Church	311 Fourth Street
House	Bldg House	360 Fourth Street
Church	Bldg Church	412 Fourth Street
House	Bldg House	464 Fourth Street
Edward P. Case House	Bldg House	467 Fourth Street
House	Bldg House	490 Fourth Street
Harley-Armstrong House	Bldg House	536 Fourth Street

Harry Armstrong	Art	536 Fourth Street
Louise Armstrong	Literature	536 Fourth Street
Barn	Bldg Barn	180 Harrison Street
House	Bldg House	180 Harrison Street
Lydia .25 M.S MTE H.	Shipwreck	Lake Mich Shore
Richard Lockridge	Literature	Lakeshore
House	Bldg House	167 Lincoln Street
House	Bldg House	20 Magill Street
First Salt Well	Economic	Main Street
House	Bldg House	110 Maple Street
A. Friend House	Bldg House	113 Maple Street
Noud House	Bldg House	202 Maple Street
Larson House	Bldg House	415 Maple Street
Dempsey House	Bldg House	506 Maple Street
Duncan House	Bldg House	516 Maple Street
House	Bldg House	543 Maple Street
House	Bldg House	603 Maple Street
Service Station	Bldg Store	94 Maple Street
First Circular Saw	Economic	Mason Street
School	Bldg School	495 Michael Street
House	Bldg House	501 Michael Street
Laborer Cottage	Bldg House	143 Monroe Street
Street Railway Station	Bldg Railroad Station	160 Ninth St
House	Bldg House	304 Oak Street
House	Bldg House	304 Pine Street
Laborer Cottage	Bldg House	158 Quincy Street
Commercial Building	Bldg Store	723 Ramsdell Street
Fir Trading Post	Economic (site)	River Street
Canfield	Inventor	River Street
Peters Champan Ray	Inventors	River Street
House	Bldg House	232 River Street
Peter Jones Store	Bldg Store	258 River Street
Milwaukee House Hotel	Bldg Hotel	259 River Street
Store	Bldg Store	289 River Street
Joe Trevitts	Art	397 1/2 River Street
First Telephone 1882	Communications	429 River Street
Government Lighthouse	Bldg House	Second Avenue
House	Bldg House	406 Second Street
Church	Bldg Church	410 Second Street
Seymour House	Bldg House	411 Second Street
House	Bldg House	418 Second Street
Store	Bldg Store	314 Sibben Street
House	Bldg House	329 Sixth Street
House	Bldg House	375 Sixth Street
Falleen House	Bldg House	432 Spruce Street
House	Bldg House	158 Taylor Street
House	Bldg House	177 Taylor Street
Babcock House	Bldg House	420 Third Street
House	Bldg House	300 Walnut Street
School	Bldg School	302 Walnut Street
Church	Bldg Church	304 Walnut Street
Mte & Gd R Railroad	Bldg Railroad Sta	480 Water St.



## PROBLEMS AND OPPORTUNITIES

### Community Assessment Study:

The response of the Community Development Policy Survey produced such a small sample, the Planning Commission and planning team needed additional input to help give direction to the plan. It was expected that another community-wide survey would produce no better results, so the Planning Commission developed their own community assessment study. The Planning Commission is composed of Manistee residents whose various skills and interests are divergent and representative of the community as a whole. The work of this body in dealing with land use, transportation, community facilities, public works, environment, and more, make it a particularly well suited group when it comes to understanding problems to be addressed by Manistee Development Plan. For this reason it was felt that a community assessment study conducted by the Planning Commission would be a valuable supplement to the Community Development Policy Survey. This section explains the results of this community assessment study.

The Planning Commission met at special work sessions devoted to developing the following community assessment. For the purpose of focusing the discussion, it was decided to develop "problem and opportunity" lists under the following seven specific areas of concern:

ECONOMICS  
LAND USE  
COMMUNITY SERVICES  
CITY IMAGE  
ORGANIZATIONAL  
ENVIRONMENT  
INFRASTRUCTURE

### Procedure:

The following steps were used in developing the problems and opportunities list presented in the remainder of this section:

Step 1. For each of the seven areas of concern, an "imagineering" session was conducted. The Planning Commission membership brain-stormed the community and expressed their thoughts in terms of problems or opportunities. All ideas were recorded by the planning team.

Step 2. After lists were developed for each of the seven categories, each list was consolidated. Similar thoughts and ideas were grouped together into smaller but more concise expressions.

Step 3. The consolidated lists were then reviewed and rated by Commission members into the order of their importance to the city's growth and development.

Results:

The resulting list of problems and opportunities make up the balance of this section and form the basis for much of the direction for the Manistee Development Planning Process.

ECONOMICS:

Problems:

1. High unemployment, decrease in population and depressed real estate values.
2. Non-diversified industrial base.
3. Labor climate: Labor force is highly unionized.
4. Poor commercial market.
5. Low tax base due to:
  - a. Large amount of public owned and undeveloped land.
  - b. Underutilized existing structures.
  - c. Over supply of existing space (commercial, industrial and residential).
6. Depressed pay rates.
7. Transportation

Opportunities:

1. Real estate investment:
  - a. undeveloped land.
  - b. adaptive reuse of existing structures.
2. Regional shopping center potential.
3. Waterways:
  - a. sport fishing.
  - b. deep water port.
4. Local forests (Federal Land)
5. Rail transportation.
6. Brine deposits.
7. High bank deposits.

LAND USE:

Problems:

1. Poorly planned and misplaced uses:
  - a. industry neighboring residential.
  - b. industry located on most valuable lands.
  - c. location of railroad
2. Strip highway commercial development on US-31.
3. Residential lots are too small and overbuilt.
4. Not enough off street parking.
5. Underutilized buildings.
6. No continuity between neighboring areas.
7. No green belts or dune preservation.

Opportunities:

1. Vacant and underutilized buildings available.
2. City owns developable land with amenities.
3. Undeveloped land inventory.
4. Undeveloped water frontage.
5. Railroad service.
6. Existing port facilities.
7. Natural resources (salt, oil, gas, water).
8. Ample land dedicated to parks and public use.

COMMUNITY SERVICES:

Problems:

1. Inadequate sanitary sewer system.
2. Inadequate sanitary and storm sewer separation.
3. The financial burden of a full-time fire department.
4. A perceived poor health care image (lack of specialist).
5. Lack of cultural opportunities (theaters, movies, cultural events).
6. Lack of adequate commercial air service.
7. To few quality boat marinas.
8. Polluted recreational waters.
9. No community indoor swimming pool.
10. Lack of a state-of-the-art telephone system.

Opportunities:

1. Good public, private, and vocational schools.
2. Good public library.
3. Improving physical and mental health care.
4. Good public safety services (police and fire).
5. A county wide public transportation system.
6. Public and private marinas.
7. Subsidized senior citizen housing.
8. A city recreational association.
9. A full stage historical theatre.
10. A United States Coast Guard station.
11. Street maintenance.
12. Adequate garbage and trash landfills.
13. A National Guard Armory.

CITY IMAGE:

Problems:

1. Lack of community self esteem.
2. Insensitive to aesthetic considerations.
3. Perceived as and looks like a factory town.
4. Lack of a progressive attitude.
5. Not a "people" oriented community.
6. Highway is not conducive to attract travelers to stop.
7. Not well organized and planned neighborhoods.
8. Poorly planned community.
9. Community has an unkept image.
10. Diversity and presentation of stores.
11. Poor neighbor.

Opportunities:

1. A safe community.
2. A small community.
3. A friendly community.
4. Lake Michigan community.
5. Rich in natural resources.
6. A good retirement community.
7. There are no slums.
8. Community has an ethnic heritage.
9. Significant contribution to Michigan history.

ORGANIZATIONAL:

Problems:

1. Lack of public interest in community affairs.
2. Lack of sufficient staff.
3. Lack of communication and planning between units of government (City, County, townships).
4. Lack of coordination of efforts between organization.
5. Lack of financial resources.
6. Lack of a Capital Improvement Program.
7. Lack of understanding of DDA and its function and contribution.
8. Lack of a private funding source or local foundation.

Opportunities:

1. DDA is organized and functioning.
2. Have a manager form of city government.
3. Have an active and dedicated Chamber of Commerce.
4. The retail merchants are organized.
5. Have a active Economic Development Office.
6. Have active and concerned service clubs.
7. Have a Manistee Recreational Association.
8. Have a Airport Authority.
9. Have a Arts Connection/Council.
10. Have a Historical Society.
11. Have a Harbor Commission
12. Have a North Side Improvement Association.

ENVIRONMENT:

Problems:

1. Need secondary sewer treatment plant.
2. Water pollution (raw sewage and industrial waste dumped into water resource).
3. Air pollution.
4. Ground water contamination.
5. Beach and river front erosion.

Opportunities:

1. Extraordinary water resources (recreation).
2. Abundant forest land.
3. Land set aside for public use.
4. Sandy Lake Michigan beaches.
5. Attainable clean air standards.
6. Available solid waste sites.
7. Clean ground water.
8. Abundant wildlife and good fishing.
9. Minerals.
10. Scenic and buildable terrain.
11. Potential for co-generation.
12. Seasonal changes.

## INFRASTRUCTURE:

### Problems:

1. Sewer and storm separation.
2. Inadequate street and highway system.
3. Railroad location and lack of consolidation.
4. Lack of adequate and convenient loading and unloading space in CBD.
5. Lack of access to river front
6. US-31 bisects the community.
7. Poor access to industrial sites.
8. Bridge maintenance and repairs (cost).
9. Inadequate equipment and facility for fire department.
10. Maintenance of parks.

### Opportunities:

1. Public services available to undeveloped land.
2. Waterway and deep water port.
3. Re-routing of railroad.
4. Expressway extension and relocation.

### Conclusion:

The problems and opportunities listed in this section are a composite of the thoughts and ideas generated in work sessions with the Manistee Planning Commission. They were used in determining the starting point for much of the Manistee Development Plan contained in this report. They are not goals in and of themselves and cannot be seen as a list of achievable objectives. They are intended to give a good basis for the formulation of more detailed goals and objectives and helped formulate the Manistee Policies Plan as discussed in the Development Plan chapter of this document.

## LANDFORMS AND ENVIRONMENT

### Location:

Referring to the Regional Location Map in the introduction of this document, (Map 1A.1), it can be seen that the City of Manistee is located in the northwestern portion of the lower peninsula of the State of Michigan. The city lies along the eastern shoreline of Lake Michigan in the County of Manistee. The populated metropolitan centers of Chicago and Detroit are four to five hours south of Manistee by automobile. Major highways servicing the city are U.S. 31 which runs north to Traverse City and south towards Muskegon, and M-55 which runs east to Cadillac.

The Manistee Base Map (Map 2C.1), further reveals that the city is located on an isthmus between two bodies of water: Lake Michigan and Manistee Lake. Lake Michigan lies along the entire western boundary and Manistee Lake borders the city's eastern boundary. The Manistee River Channel connects the two lakes; it flows west for one and one-half miles directly through the center of the city.

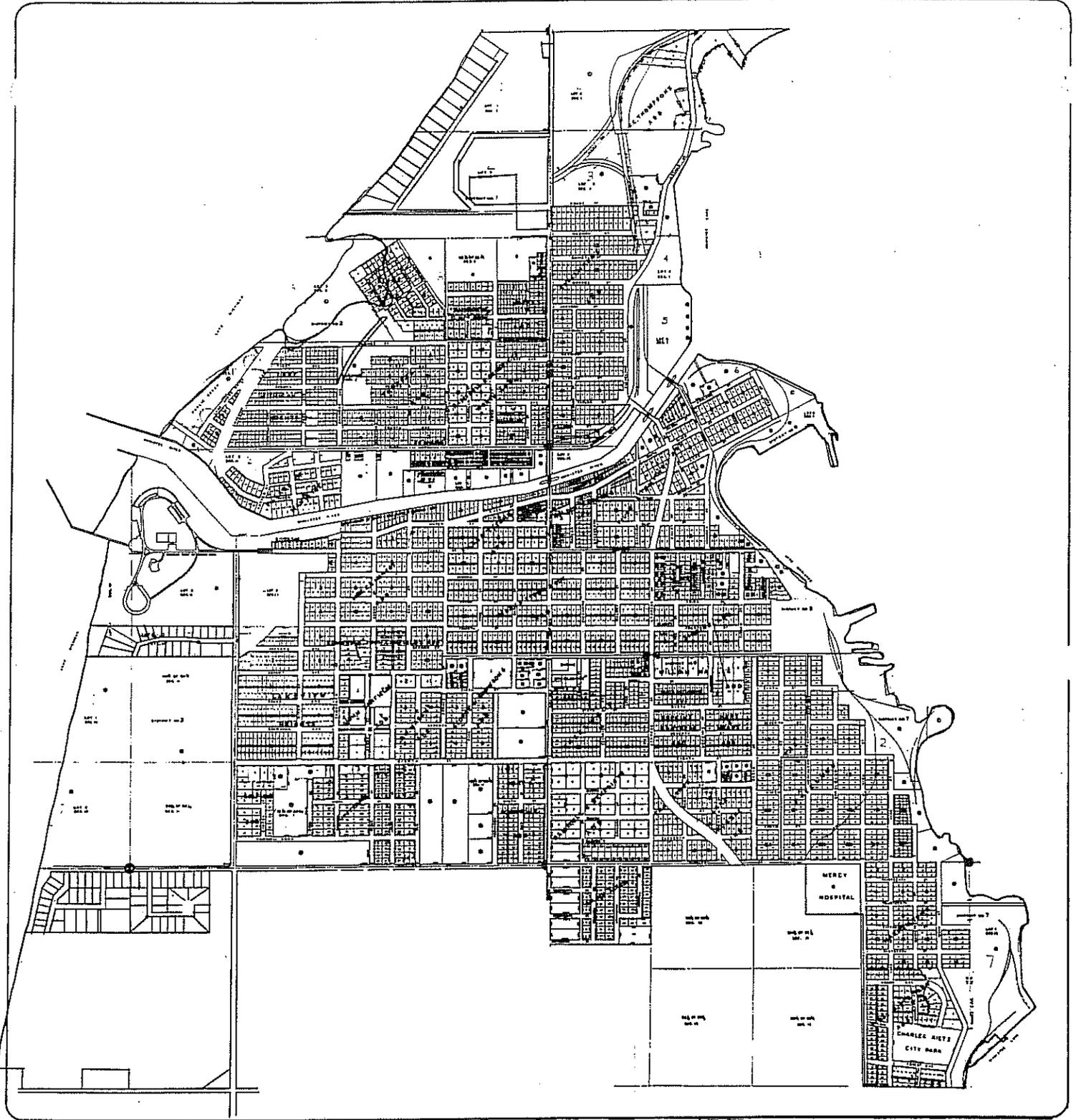
### Geology:

The existing geological landforms of the Manistee area, as well as the character and configuration of the entire Great Lakes Basin, were formed during the Pleistocene Period of geologic history. Continental ice sheets of massive proportions advanced and retreated across the entire State of Michigan several times during this period, the last of which retreated about 10,000 years ago. The gradational effects of the last deglaciation ultimately led to the present day topography and soils of Manistee.

### Topography and Soils:

The city is uniquely divided in half by the Manistee River Channel. The area north of the river has generally rolling terrain in the western portion, flattening out in the eastern portion. The Soils Map (Map 2C.3) reveals that this section of the city is predominantly underlaid with sand and sandy loam soils. The area was probably once the bed of a glacial or post-glacial lake that has long since drained.

The terrain in the southern half of Manistee has more varied topography than north of the river, (see Map 2C.2). The southeastern sector of the city has little local relief. The land is low-lying and only gradually rises up from the Manistee Lake Shoreline. The sandy soils and high water table in this area pose limitations on basement and septic system construction. The southwestern sector of the city includes the highest elevation in Manistee. A glacial moraine traverses through this

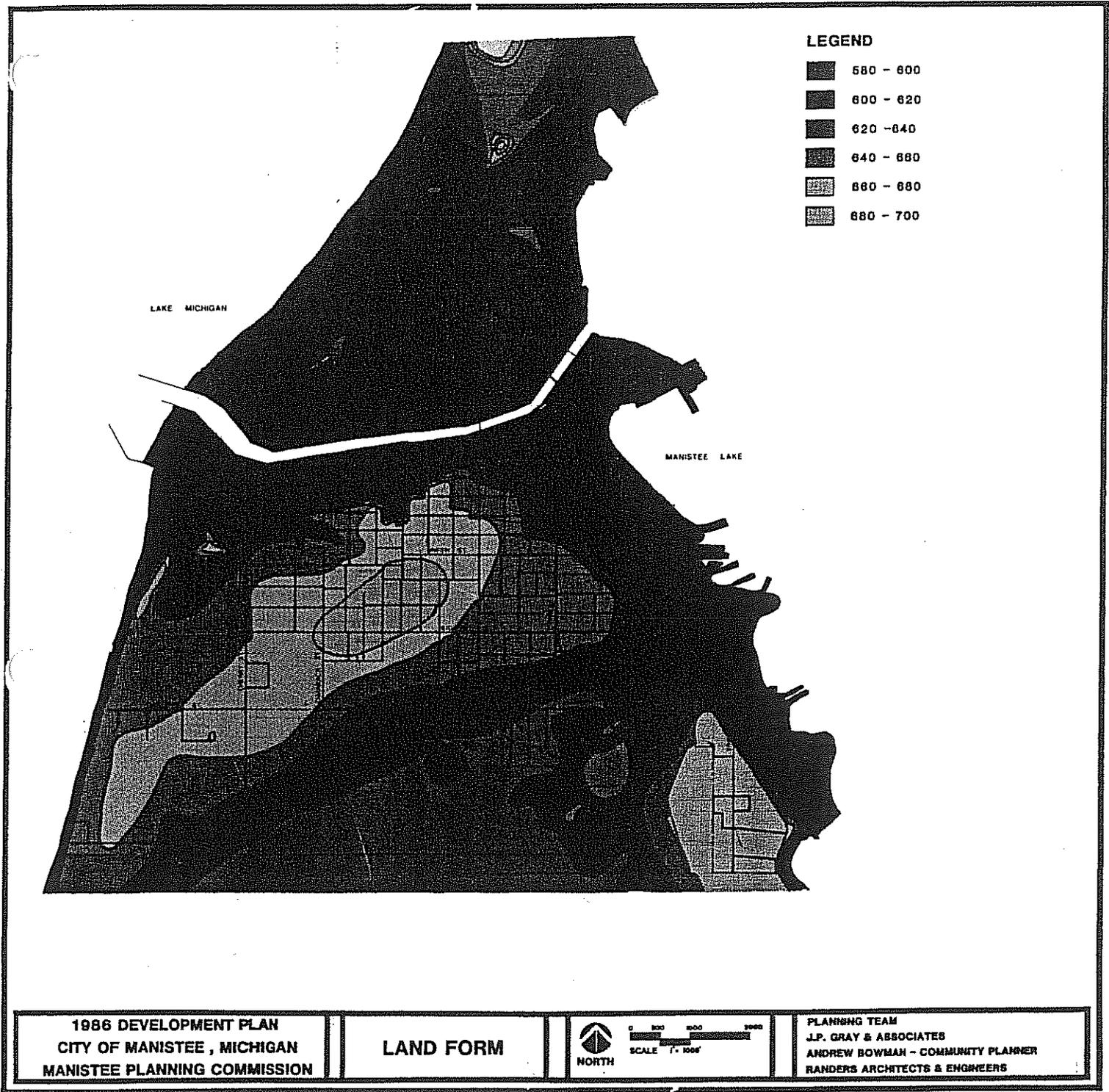


**1986 MANISTEE MASTER PLAN**  
MANISTEE CITY PLANNING COMMISSION

**BASE MAP**

**PLANNING TEAM:**  
J. P. GRAY & ASSOCIATES  
ANDREW BOWMAN COMMUNITY PLANNER  
RANDERS ARCHITECTS & ENGINEERS  
2326 MERRIAM AVE. MUSKEGON HEIGHTS, MI 49644

**MAP 2C.1**



MAP 2C.2

**A-2LK DEER PARK AND EASTPORT SAND**  
 EXCESSIVELY DRAINED SANDY SOILS  
 GREATER THAN 40" DEEP WITH FINE TO  
 MEDIUM TEXTURE AND RAPID PERCOLATION;  
 A SURFACE PROFILE OF FLAT TO STEEP  
 SLOPES WITH SEVERE EROSION POTENTIAL  
 ON EXPOSED OR STEEP SLOPE AREAS;  
 MODERATE LIMITATIONS FOR CONSTRUCTION  
 AND MODERATE TO SEVERE LIMITATIONS  
 FOR SEPTIC SYSTEMS, INTENSE USE OR  
 AGRICULTURE.

**B-1 BIRMICON SAND**  
 EXTREMELY WELL DRAINED SAND SOILS  
 GREATER THAN 40" DEEP WITH COARSE  
 TEXTURE AND RAPID PERCOLATION;  
 FLAT TO STEEP SURFACE PROFILE WITH  
 SEVERE EROSION ON EXPOSED OR STEEP  
 SLOPE AREAS; NO TO MODERATE LIMIT-  
 ATIONS FOR CONSTRUCTION WITH MODERATE  
 TO SEVERE LIMITATIONS FOR SEPTIC  
 SYSTEMS, INTENSE USE OR AGRICULTURE.

**C-1 NESTER AND KENT LOAMS**  
 WELL TO MODERATELY WELL DRAINED CLAY  
 LOAM SOILS OF CONSIDERABLE DEPTH IN  
 MOST UNDISTURBED AREAS AND HAVING A  
 GENTLY SLOPING TO VERY STEEP SURFACE  
 PROFILE WITH SEVERE EROSION HAZARDS  
 IN VERY STEEP AREAS; GOOD TO  
 MODERATE SUITABILITY FOR CONSTRUCTION  
 IN WELL DRAINED AND MODERATE SLOPE  
 AREAS; GENERALLY GOOD DEPTH TO THE  
 GROUND WATER TABLE; MODERATE TO  
 SEVERE LIMITATIONS FOR SEPTIC  
 SYSTEMS WITH SLOW PERCOLATIONS IN  
 MOST AREAS; AND MODERATE TO SEVERE  
 LIMITATIONS FOR MOST OTHER INTENSE  
 USES DEPENDING ON SLOPE CONDITIONS.

**C-3 EMMET, MENOMINEE, BLUE LAKE, EAST LAKE,  
 KALKASKA, KARLIN, JEEHANAU, MANCLOHA  
 COMPLEX**  
 A COMPLEX OF DEEP, WELL DRAINED SAND  
 AND LOAM SOILS HAVING A GENTLY  
 SLOPING TO STEEP PROFILE; MODERATE  
 TO RAPID PERMEABILITY; SLIGHT TO  
 SEVERE EROSION POTENTIAL DEPENDING  
 ON SLOPE CONDITIONS; GENERALLY MORE  
 THAN FIVE FOOT (5') DEPTH TO GROUND  
 WATER; GOOD SUITABILITY FOR  
 CONSTRUCTION WITH FEW LIMITATIONS;  
 MODERATE TO SEVERE LIMITATIONS FOR  
 SEPTIC SYSTEMS BECAUSE OF GENERALLY  
 POOR FILTERING CAPABILITIES; AND  
 MODERATE TO SEVERE LIMITATIONS FOR  
 INTENSIVE GENERAL USES DEPENDING  
 ON SLOPES.

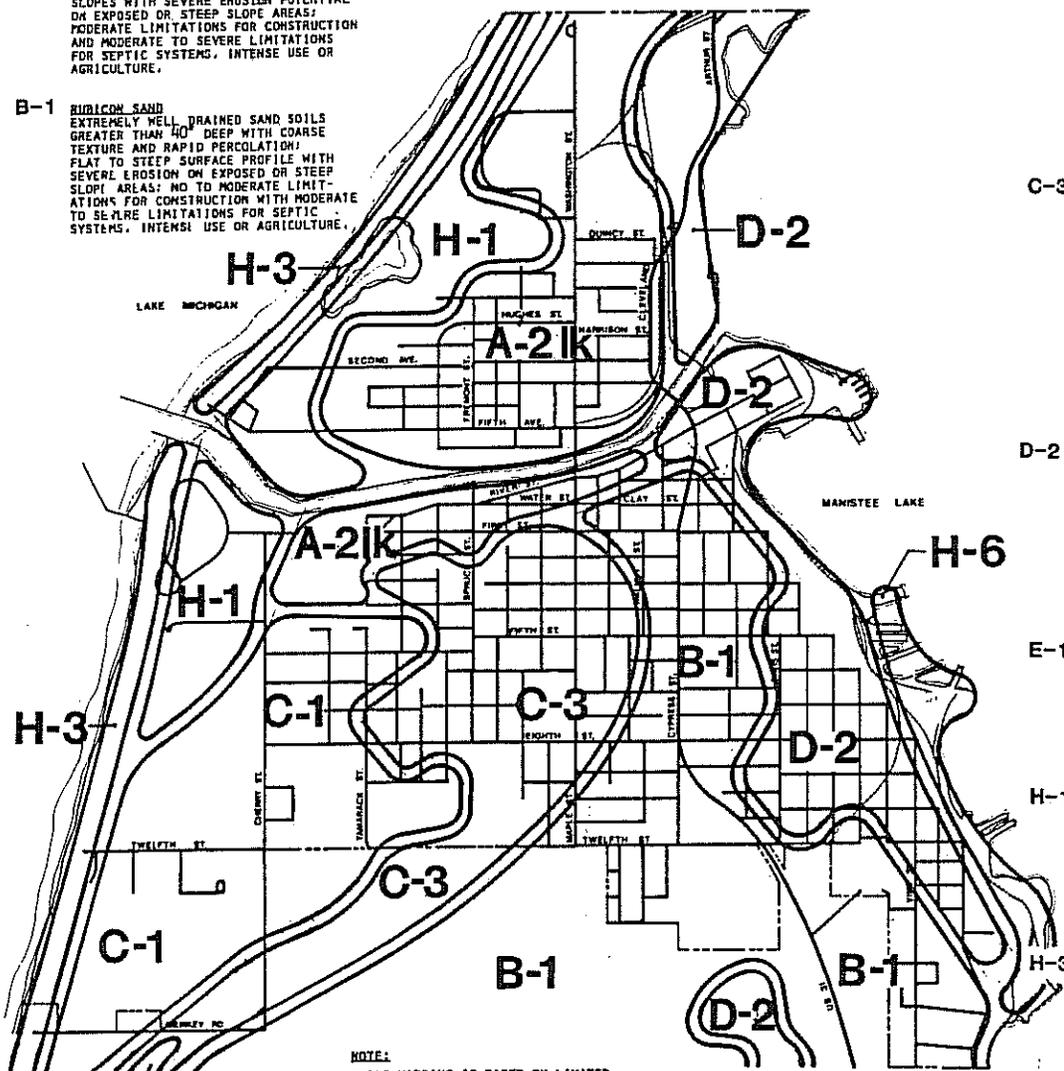
**D-2 CROSWELL SAND**  
 VERY WELL DRAINED, POORLY GRADED  
 MEDIUM SANDS WITH VERY GOOD SURFACE  
 DRAINAGE AND RAPID PERCOLATION;  
 SEASONALLY VERY HIGH WATER TABLE  
 (APPROXIMATELY 3 FEET) WHICH  
 SELDOM DROPS BELOW FIVE FEET (5');  
 NEARLY LEVEL TO GENTLY SLOPING  
 SURFACE PROFILE; SEVERE LIMITATIONS  
 FOR SEPTIC SYSTEMS AND BASEMENTS;  
 AND MODERATE TO SEVERE LIMITATIONS  
 FOR MOST INTENSE USES BECAUSE OF  
 HIGH WATER TABLES AND SANDY STRUCTURE

**E-1 JOSCO AND KANKAWIN LOAMS**  
 MODERATE TO POORLY DRAINED DEEP  
 LOAMY SOILS WITH A NEARLY LEVEL  
 SURFACE PROFILE AT THE BASE OF  
 SLOPES AND IN DEPRESSIONS; SEVERE  
 LIMITATIONS FOR MOST CONSTRUCTION  
 AND SEPTIC SYSTEMS; AND PREDOMINANTLY  
 SEVERE LIMITATIONS FOR INTENSE USES  
 OF ANY KIND.

**H-1 DUNE SAND**  
 DEEP, COARSE EXTREMELY TO EXCESSIVELY  
 WELL DRAINED SANDS WITH SLOPING TO  
 VERY STEEP PROFILE; SEVERE EROSION  
 POTENTIAL IN SLOPE OR MODERATE USE  
 AREAS WITH CONTINUING EROSION IN  
 EXPOSED AREAS; MODERATE TO SEVERE  
 LIMITATIONS FOR MOST USES BECAUSE OF  
 EXTREME PERMEABILITY AND ERODABILITY.

**LAKE REACHES AND BLUFES**  
 DEEP, COARSE SAND TO CLAY LOAM SOILS  
 WITH VERY GOOD TO VERY POOR DRAINAGE  
 AND GENTLY TO VERY STEEP SLOPES;  
 GENERALLY SEVERE LIMITATIONS FOR MOST  
 USES BECAUSE OF SLOPES, LAKE  
 INFLUENCE AND IRREGULAR PERCOLATION.

**H-6 ALLUVIAL LAND**  
 DEEP, MIXED FLOOD PLAIN SEDIMENTS  
 WITH MODERATE TO POOR DRAINAGE;  
 SEVERE LIMITATIONS FOR SEPTIC  
 SYSTEMS AND MODERATE TO SEVERE  
 LIMITATIONS FOR VIRTUALLY ALL USES.



**NOTE:**  
 SOILS MAPPING IS BASED ON LIMITED  
 AVAILABLE MAPPING, DESCRIPTIONS  
 AND ASSOCIATIONS PRESENTED IN THE  
 MANISTEE COUNTY THIRD LEVEL SOIL  
 ASSOCIATIONS REPORT AND TABLES  
 PREPARED BY THE MANISTEE COUNTY  
 PLANNING COMMISSION AND SUPPLEMENTAL  
 GENERALIZED FIELD INTERPRETATION.  
 CATEGORIES ARE GENERALIZED AND MAY  
 INCLUDE SMALL AREAS OF UNDESCRIBED  
 SOILS BECAUSE OF DEVELOPMENT OR THE  
 TRANSITIONAL NATURE OF THOSE AREAS.

<p><b>1986 DEVELOPMENT PLAN</b>                  CITY OF MANISTEE, MICHIGAN                  MANISTEE PLANNING COMMISSION</p>	<p><b>SOILS</b></p>	<p>NORTH SCALE 1" = 500'</p>	<p><b>PLANNING TEAM</b>                  J.P. GRAY &amp; ASSOCIATES                  ANDREW BOWMAN - COMMUNITY PLANNER                  RANDERS ARCHITECTS &amp; ENGINEERS</p>
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**MAP 2C.3**

entire area running in a southwest to northeast direction. This linear hill rises almost 100 feet up from the surrounding coastal areas. High bluffs rise off the Lake Michigan shoreline where the moraine intersects the lake. The soil in this section of town is a well-drained clay loam which is much different from the sandy structure of the rest of Manistee.

#### Vegetation and Wildlife:

The Manistee area is blessed with a many natural resource, the best known of which is it's abundant forests. Prior to the lumbering era of the late 1800's and early 1900's, Manistee County was covered with numerous tracts of virgin white pine. Large scale lumbering operations have since ceased in the county and today, forests consist mainly of second-growth vegetation including pine plantations and stands of hardwoods and aspen. Other tree species found today include oak, birch and jack pine. Manistee owes it's great variety of vegetative types to it's position in the wide transitional zone between the deciduous (broadleaf) forests of the middle latitudes of Michigan, and the coniferous (pine) forests of the northern latitudes. Locations within this transition zone include tree species common to both regions.

Unique species of ground vegetation can be found in the dunes as well as in the wetlands near the mouth of the Manistee River. Much of the rich vegetation and abundant wildlife of the area has flourished because the public controls so much of the land in the county. The Manistee National Forest, Pere Marquette State Forest and the Manistee River State Game Area all have acreage within Manistee County.

The City of Manistee and surroundings have long been known for it's offerings to sportsmen. The fishing is exceptional no matter what type of fish one is after. Perch, bass, pike, crappie and trout are common in Manistee Lake, while whitefish, lake trout, perch and smelt are native to Lake Michigan. Two local annual fishing events attract thousands of fishing enthusiasts to the area. The first is during the fall when the Chinook and Coho Salmon swim up the Big and Little Manistee Rivers from Lake Michigan to spawn. The second is during the early spring when the Steelhead Trout make the same journey to their spawning grounds.

The vast amount of surface waters and wetlands provide a haven for many migratory waterfowl. Flocks of Mallards and other ducks, geese, teals, seagulls and terns are commonly seen in the nearby marshes and shorelines. Many varieties of mammals can also be found in the surrounding forests and wetlands. The most prevalent are the White-tail Deer, Cottontail Rabbit, raccoon, weasel, skunk, mink, muskrat and squirrel.

## Environmental Limitations and Planning Considerations:

When planning for the future development of an area, there always exists certain environmental limitations that must be addressed in the planning process. The City of Manistee, as in the case of nearly all American cities, was developed at a time when decisions for growth and development were based more upon land availability (the ownership of and willingness to sell properties) and modes of transport (rail, roads and waterways). At the time, environmental consequences of city lay-outs were largely esoteric academic considerations and were not available for use by those involved in approving significant public projects and land uses. As a result, the City of Manistee today exists with several environmental limitations, each of which are discussed below:

**Soil and Sand Erosion:** There exists a high risk for soil erosion in several of the city's shoreline regions. Eroded gullies can be seen at several sites along the Lake Michigan coastline, particularly where steep bluffs rise up from the lake. The Manistee Lake shoreline in the southeastern portion of the city is also considered a high-risk erosion area. Sandy soil coupled with slopes of 15% and greater make these shorelines extremely susceptible to erosion and worthy of protective measures.

**Flooding:** Manistee is a city of lakes and rivers and, while this virtue may promote development, it is also a limitation when development occurs in potential flood areas. Areas of flood hazard, as identified originally by the Federal Insurance Administration (and later by the Federal Emergency Management Agency), exist in many parts of the city where development has already occurred. This problem is especially acute in the neighborhood known as "Maxwell Town". Floodplain limitations in these areas should be recognized in the planning process and be included in policy recommendations for city development.

**Wetlands:** There are many environmentally sensitive wetlands in and around the City of Manistee. Similar to floodplains in their effect upon development, wetlands differ in the effect development has upon them. Due to the occurrence of unique vegetation and the reliance that many animal species have upon wetlands, intensive development can destroy the habitat of a large segment of our natural environment. Most of the wetlands in the City of Manistee have already been disturbed, however, and the planning considerations should focus on the need to preserve wetland environments in the surrounding area.

**Water Pollution:** The Michigan Department of Natural Resources (MDNR) has done extensive study of the pollution in Manistee Lake. The MDNR has found that the lake bed sediment in the central and southern portions of the lake contains many heavy metals and other hazardous wastes. These toxic pollutants have accumulated over the years as a result of discharges from the heavy industrial plants located on the west shore of the lake.

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MDNR officials warn that any disturbance of the lake sediment could have severe detrimental affects on the surrounding environment. Any shoreline development that would disturb these sediments should be carefully studied. Further, industries which contribute to such pollutant discharges should be curtailed.

**Unique Natural Features:** The City of Manistee possesses several natural unique environmental features. A large natural sand dune exists west of the golf course. The preservation of this dune in a non developed state is desired. A series of barrier dunes along the shore of Lake Michigan on the north of the river is another area. This area should not be developed. Any development adjacent to the dunes should provide for stabilization of the dune and walkways over the dune where necessary. Traffic of recreation vehicles and foot paths should be discouraged to prevent further damage to the dune. Its natural state should be protected. Just south of the First Street Beach Park and north of Harbor Drive development lies a natural dune area. The integrity of this area should be protected.

A green belt exists beginning at the east end of Harbor Drive and ending at Spruce Street. This green belt follows the glacial moraine (edge of a hill) and is the geological old river bank. The greenbelt extends along the slopes of this bank and extends northward at the foot of the bank. The vegetation of this bank encourages a habitat of numerous wild animals including deer. During migratory season the area is a stop over and feeding area for birds. The slopes of the green belt have been planted with trees and shrubs which birds feed on. This was a project of the Isaac Walton League Club. The area is also a recreation area for children and adults.

#### Conclusion:

While it is clear that the City of Manistee has a unique and desirable natural environment, the next section points out that the City's population and man-made environment has not taken full advantage of these resources. One of the focal points of this Development Plan is to make better use of the city's natural assets in an effort to stimulate population development and cause positive land use conversions for a better future.

## POPULATION AND LAND USE

## Population Trends:

Northwest Michigan has seen a great influx of people over the past 10 years as a result of the mass exodus of city dwellers from the urban areas of southern Michigan to the rural north. Manistee County has had a modest population increase of 13 percent between 1970-1980, while its adjacent counties of Grand Traverse and Benzie had increases of 40 and 30 percent respectively. The City of Manistee, however, has not been as fortunate as its surrounding area. As shown in Table 2D.1 below, the city has steadily decreased in population over the last forty years.

TABLE 2D.1

POPULATION TRENDS BY DECADE  
CITY OF MANISTEE

Year	Total Pop.	Change in Pop.	Percent Change
1940	8,694	-	-
1950	8,642	52	-.6%
1960	8,324	318	-3.6%
1970	7,723	601	-7.2%
1980	7,566	157	-2.0%

Source: U.S. Census Bureau

Manistee is the only political subdivision in the county to have continuously dropped since 1940. Despite the decline in people, it remains the largest city in the county and the commercial and industrial hub of the area.

General Characteristics. Table 2D.2 gives a brief synopsis of the important characteristics of the population in Manistee. As can be expected in an urbanized area, the City of Manistee has the second lowest persons per household ratio of any village or township in the county. It is also significant to note that there was a 7 percent decrease in people under 19 years of age from 1970-1980 and a 3.1 percent increase in individuals over 65 years of age. This explains the rise in median age from 31.8 in 1970 to 32.3 in 1980. The median age of Manistee's population, however, is not unique to the region when compared to other

neighboring municipalities. Traverse City and Cadillac had slightly lower ages of 30.9 and 30.8 respectively, while Ludington had a higher median age of 34.5.

TABLE 2D.2

GENERAL POPULATION STATISTICS - 1980

CITY OF MANISTEE

Total Population	7,566
Percent Male	46.9%
Percent Female	53.1%
Median Age	32.3
Persons Per Household	2.48
Percent Under 19 Years of Age	30%
Percent 65 Years of Age and Older	16.9%

Source: U.S. Bureau of the Census

Age. Age distribution is an important factor to examine during the planning process if the needs of the greatest number of people are to be realized. Table 2D.3 is a comparative analysis of age group percentiles for the City of Manistee, Manistee County and the State of Michigan. The data indicates that the city, for the most part, has lower percentages of children, young adults and mature adults as compared to the county and the state. This contrasts with the high percent of older adults that reside within the city as compared to the county and state. The City of Manistee must seriously address the needs of the older worker and retiree as its plans its course for the future.

Projections. Population trend data for the City of Manistee points to the conclusion that accurate projections will not be possible based solely on past trends. The reason for this is the wide swings in population experience by the city. Historic population trends show that in the year 1870, there was a city population of only 3,342. By 1900, Manistee had undergone "boom town" growth with an impressive population climb of over 100% per decade. This growth, which could be attributed to newly enacted United States Homesteading Act and a booming lumber industry, left the city with their peak population of 14,260 persons, (Manistee County Planning Commission, 1984). Since 1900, however, the City of Manistee has been undergoing decline in

TABLE 2D.3

COMPARATIVE AGE DISTRIBUTION:  
CITY OF MANISTEE, MANISTEE COUNTY, STATE OF MICHIGAN

Percent of Total 1980 Population	Manistee	Manistee Co.	Michigan
0 - 4	6.7%	6.4%	7.4%
5 - 9	6.6%	7.0%	7.9%
10 - 14	7.4%	8.4%	8.7%
15 - 19	9.3%	9.4%	9.7%
Sub-total	30.0%	31.2%	33.7%
20 - 24	9.2%	7.5%	9.7%
25 - 29	7.6%	7.5%	8.7%
30 - 34	6.5%	6.4%	7.6%
Sub-total	23.3%	21.4%	26.0%
35 - 39	5.2%	5.7%	6.1%
40 - 44	4.0%	4.7%	5.0%
45 - 49	4.2%	4.8%	4.8%
50 - 54	5.0%	5.4%	5.2%
Sub-total	18.4%	20.6%	21.1%
55 - 59	5.6%	5.8%	5.1%
60 - 64	5.8%	5.5%	4.2%
65 - 69	5.6%	5.3%	3.4%
70 - 74	4.3%	4.1%	2.6%
75+	7.0%	6.1%	3.8%
Sub-total	28.3%	26.8%	19.1%

Source: U.S. Bureau of the Census - 1980.

population, and, as a result, all mathematical population projections based upon past trends predict that the city will continue losing population indefinitely. Such sustained losses are not likely. It is more likely that past trends will be confounded by the realities of the present. Consider for example, if mathematical projections were conducted in 1895, just 5 years before Manistee's peak population. Undoubtedly, these projections would have indicated that these unprecedented increasing rates would continue unabated for years to come. It is clear, then, that the future population for the City of Manistee will bottom out at some future date and increases can be expected. It was equally clear that such a date probably cannot be predicted by mathematical projection.

The first projections conducted by the Manistee Development Plan planning team were mathematical projections based upon population shifts from 1970 to 1980 for four census districts of the city, (see Appendix 2D.1 for more explanation of projection template). The declining population in the preceding decade caused the results of this analysis to show a continued decreasing population, (see Table 2D.4 and Graph 2D.1). Other projections were therefore reviewed for use by the planning team and only one was found which indicated modest future growth for the city. The Northwest Michigan Regional Planning and Development Commission (NMRPDC) was the regional planning agency covering the City of Manistee in 1975 when this projection was conducted by the NMRPDC as part of the U.S. Clean Water Act (Sec. 208, Water Quality Plan). Table 2D.4 and Graph 2D.1 show this projection which allocated 8,400 persons in the city by the year 2000. However, this projection was used when the city was making preliminary proposals for a wastewater treatment facilities plan and, without knowing the basis for this projection, it was impossible to use these data for additional projections to the planning year 2010.

With the need for a projection remaining, and due to the lack of faith in mathematical projections based on previous population, the planning team conducted a simple projection based upon past growth of residential building activity in the city. Table 2D.4 and Graph 2D.1 also show this projection, and, it compares favorably to previous projections made by the former regional planning staff. The projection was based upon ten year residential building activity shown in Table 2D.5 below. An annual average of 10 dwellings per year was determined with these data. As part of the fiscal impact analysis templates described in later sections of this report (and Appendix 2H.2), two projections were made: one for existing trends and another for an alternative growth scenario. The projection in Table 2D.4 and Graph 2D.1 were based upon the alternate growth scenario which made an assumption of 3% per year additional growth over what could be expected from building data.

TABLE 2D.4

POPULATION PROJECTIONS  
FROM VARIOUS SOURCES  
CITY OF MANISTEE

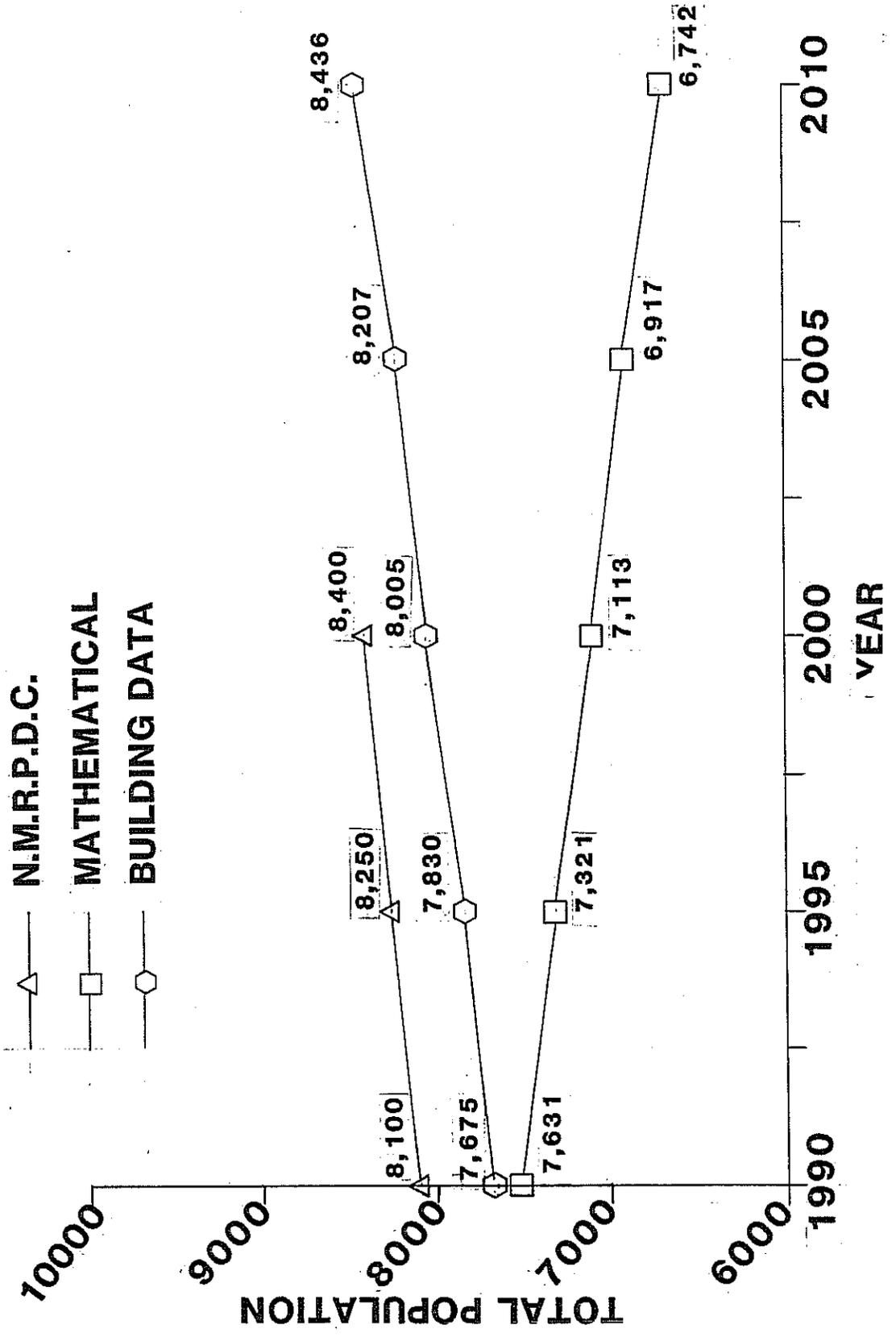
Year	N.M.R.P.D.C. 208 Water Quality Plan*	Average Based on Mathematical Models**	From 10 year Building Trend***
1990	8,100	7,531	7,675
1995	8,250	7,321	7,830
2000	8,400	7,113	8,005
2005		6,917	8,207
2010		6,742	8,436

\* From Northwest Michigan Regional Planning and Development Commission (Current as of November 20, 1978 as found in City of Manistee Final Report on Facilities Planning; Vol. I; March 1975; as amended.)

\*\* From computer spreadsheet analysis and 1970-1980 Census Data (see Sipe, 1984)

\*\*\* Projected with growth data used in MDP Fiscal Impact Analysis (see Alternate Growth Scenario discussion)

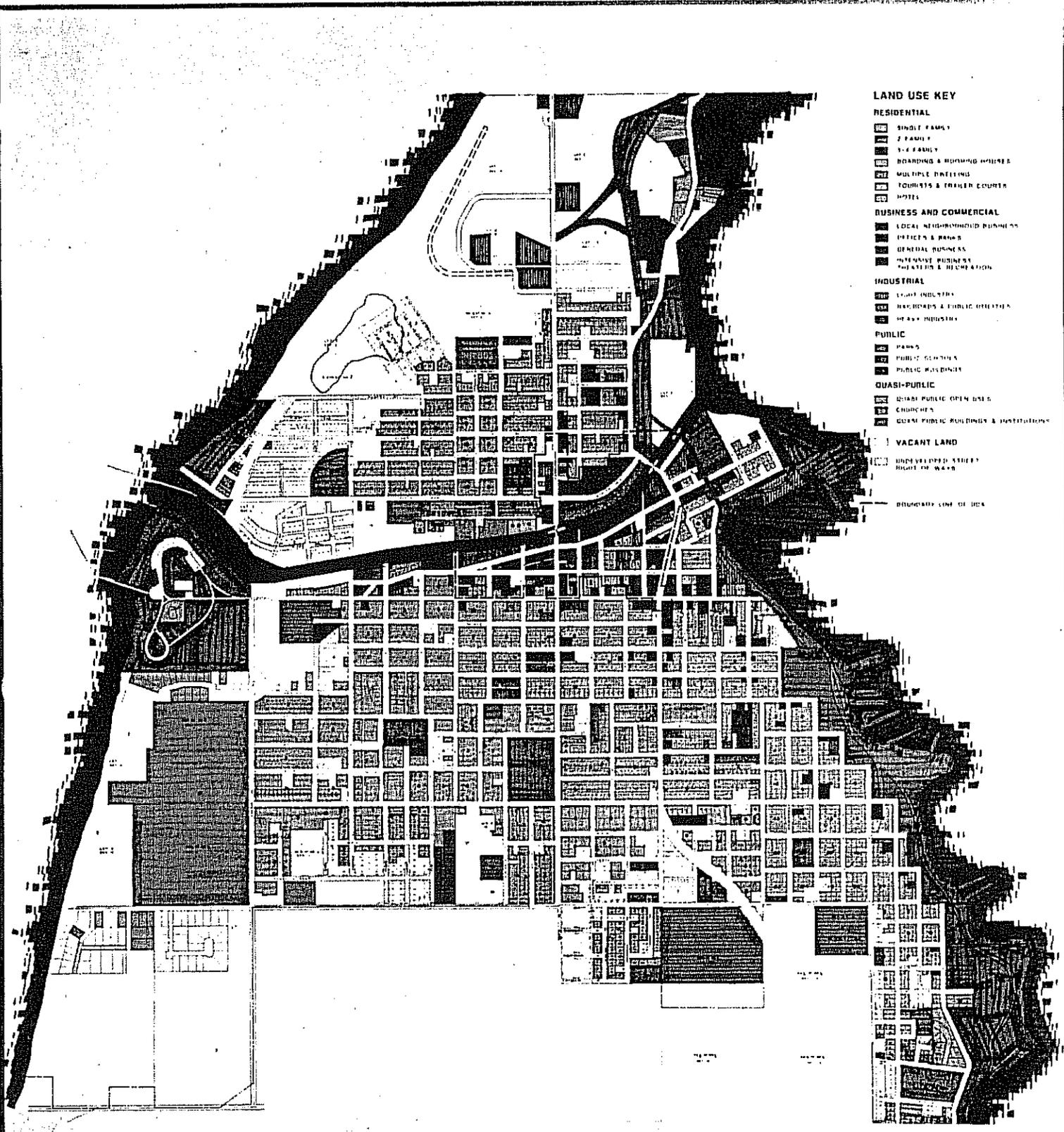
# CITY OF MANISTEE POPULATION PROJECTIONS FROM VARIOUS SOURCES



Finally, in an effort to examine just how realistic the building data projection are, the planning team conducted an analysis to determine what percentage of potential new dwellings in each of the various planning areas (as presented in Land Use Plan section of this document) must develop through the year 2010 to meet the projected population. The results of this analysis show that if the following percentages of the maximum dwelling possible by proposed planning area (column 3 of Table 3A.5) were developed by the year 2010, the population projection shown in Table 2D.4 would be met:

Proposed Land Use Area: (See Map 3A.1)	Percentage of Future Possible Development to Meet Projection:
High Density Residential	1% (8 units)
Special Dist. #2	10% (14 units)
Special Dist. #3	100% (17 units)
Special Dist. #4	100% (212 units)
Special Dist. #5 (Medium Density)	10% (7 units)
Special Dist. #5 (High Density)	25% (53 units)
Special Dist. #6	6% (4 units)
Special Dist. #7	10% (40 units)

These data suggest that the population projection in Table 2D.4 is realistic and achievable. It should be noted that nearly all the growth shown here is taking place in highly desirable areas of the city where growth is likely to occur. The High Density Residential planning area is the only area listed for new growth which is currently developed, (the contribution of which is minimal, however, considering the equivalent of a single 8 family apartment is proposed). All other growth has a high tendency to occur with the proper promotion and preparation. The reality of this projection, therefore, is based in part upon the commitment of the city to plan for and promote the development of its unique properties in even these modest amounts.



- LAND USE KEY**
- RESIDENTIAL**
- 1 SINGLE FAMILY
  - 2 2 FAMILY
  - 3 3-4 FAMILY
  - 4 BOARDING & ROOMING HOUSES
  - 5 MULTIPLE DWELLING
  - 6 TOURISTS & TRAVEL COURTES
  - 7 HOTELS
- BUSINESS AND COMMERCIAL**
- 8 LOCAL NEIGHBORHOOD BUSINESS
  - 9 OFFICES & BANKS
  - 10 GENERAL BUSINESS
  - 11 EXTENSIVE BUSINESS
  - 12 THEATER & RECREATION
- INDUSTRIAL**
- 13 LIGHT INDUSTRY
  - 14 RESEARCH & PUBLIC UTILITIES
  - 15 HEAVY INDUSTRY
- PUBLIC**
- 16 PARKS
  - 17 PUBLIC SCHOOLS
  - 18 PUBLIC BUILDINGS
- QUASI-PUBLIC**
- 19 QUASI-PUBLIC OPEN USES
  - 20 CHURCHES
  - 21 GOVERNMENT BUILDINGS & INSTITUTIONS
- VACANT LAND**
- 22 UNDEVELOPED STREET RIGHT OF WAY
- BOUNDARY LINE OF CITY

**MAP 2D.1**

1986 DEVELOPMENT PLAN  
 CITY OF MANISTEE, MICHIGAN  
 MANISTEE PLANNING COMMISSION

EXISTING LAND USE

 NORTH

 SCALE 1"=500'

PLANNING TEAM:  
 J.P. GRAY & ASSOCIATES  
 ANDREW BOWMAN - COMMUNITY PLANNER  
 RANDERS ARCHITECTS & ENGINEERS  
 2525 WYOMING AVE. WILSON PROMENADE, WILSON PARK

mainly known for commercial properties traveling north along the highway. Most of the commercial activity occurs in the central business area and straddles both sides of the river channel concentrating primarily to the east side of the city. Public lands and uses, as well as neighborhood commercial activities occur throughout the city, but are naturally clustered in the developed parts of the city. The largest blocks of public and quasi-public uses, are however, located in fringe areas, especially along the Lake Michigan shoreline where recreational amenities are most prevalent. Finally, Manistee's abundant vacant properties tend to occur in large blocks towards the fringes of the city limit, though some lots are spotted throughout the city.

TABLE 2D.6  
1984 LAND USE ACREAGE DETERMINATIONS  
CITY OF MANISTEE

Land Use Type:	Total Acres:	% Total:
<b>RESIDENTIAL:</b>		
Single Family Residential	452.4	21.65%
Two Family Residential	2.5	.12%
Three & Four Family Residential	0.8	.04%
Boarding & Rooming Houses	0.8	.04%
Multi-Family Residential	9.4	.45%
Tourist & Trailer Courts	10.9	.52%
<b>COMMERCIAL:</b>		
Hotels	2.0	.10%
Local Neighborhood Businesses	3.9	.19%
Offices & Banks	6.7	.32%
General Business	48.4	2.32%
Intensive Business, Theatres & Rec.	13.7	.66%
<b>INDUSTRIAL:</b>		
Light Industry	27.8	1.33%
Railroads & Public Utilities	81.7	3.91%
Heavy Industrial	85.6	4.10%
<b>PUBLIC:</b>		
Parks	94.3	4.51%
Public Schools	20.6	.99%
Public Buildings	8.7	.42%
Quasi-public Open Uses	84.5	4.04%
Churches	8.3	.40%
Quasi-public Buildings & Instit.	65.1	3.11%
<b>OTHER:</b>		
Vacant Land	586.7	28.07%
Undeveloped Street Rights-of-way	60.6	2.90%
Developed Street Rights-of-way	414.6	19.84%
Total		2,090.0 100.00%

Source: Computer-aided analysis based upon 1984  
Aerial Photography (black and white).

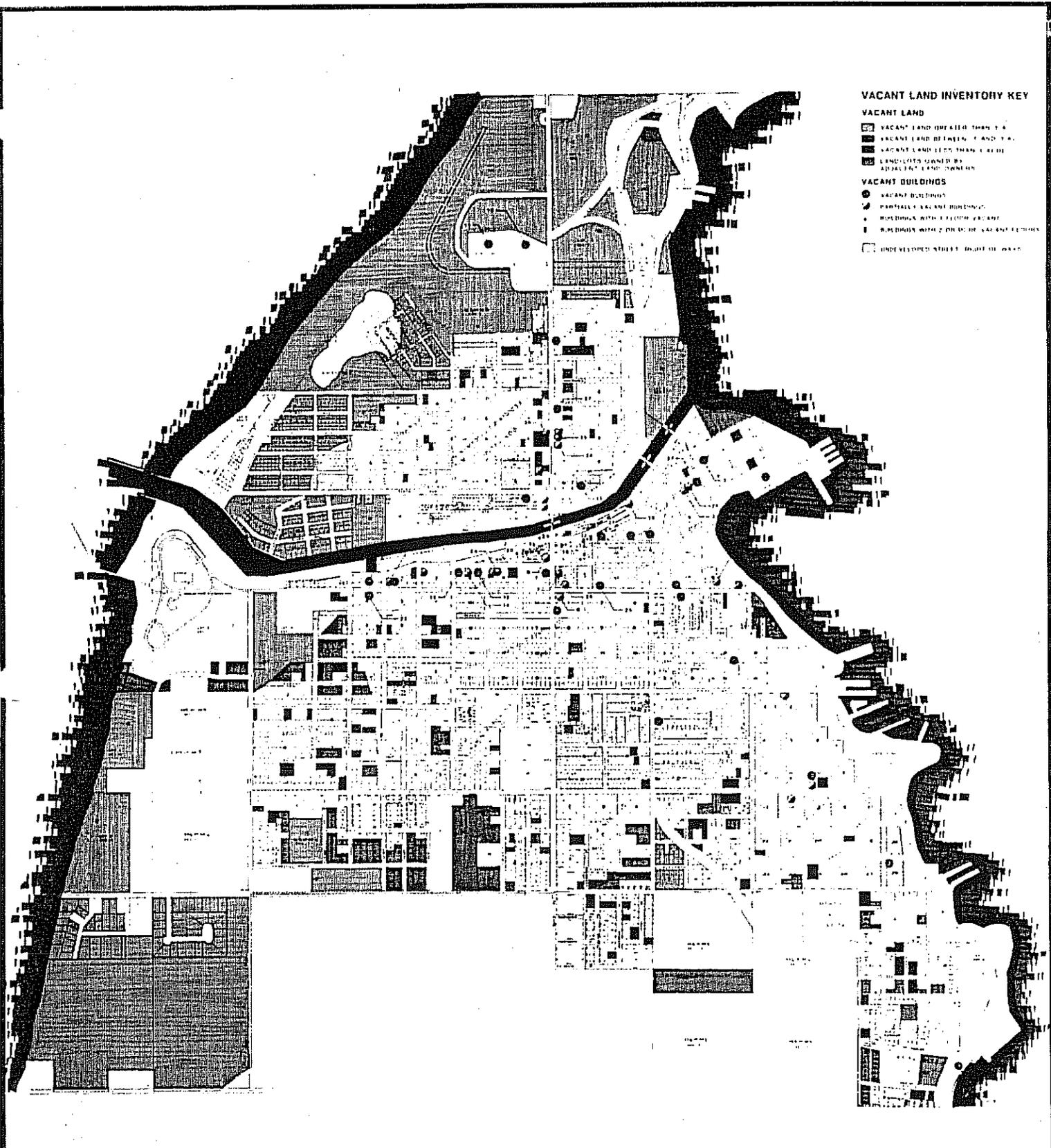
## VACANT LAND USE INVENTORY

The City of Manistee has many assets that will play an important part in the future growth and development of the community but none of these assets are more important than the communities inventory of vacant land. There are more than 300 acres of vacant parcels of land three acres and larger in size, within the City limits. Much of this vacant land has frontage on one of the community's three water resources. By western Michigan standards, this is some of the most valuable property in the region. Few communities along the Lake Michigan shoreline have any waterfrontage available for development and most do not have any developable land within the city limits except annexed property on the fringe of the community. The magnitude of the value of this land is difficult for local citizens to appreciate because they have lived with this resource so long without experiencing any of the benefits of its value. This is a phenomenon that will soon experience a dramatic change and the City must be prepared to deal with the demands to develop this valuable asset.

Whenever discussing land, an important consideration is its availability for development. The ownership of the land plays an important role in the availability equation and in the case of the large vacant parcels of land in Manistee, ownership is vested in very few owners. The City of Manistee itself is one of these owners, and to a great extent has an opportunity to control and direct the city's destiny. Standing under the water tower looking southwest at the lighthouse on the north breakwall, one has a marvelous view of over a mile of undeveloped Lake Michigan frontage. With the exception of approximately 800 feet, all of this frontage is owned by the City.

Recognition that vacant land with water frontage and city services is such a valuable asset caused the creation of Special Planning Districts as outlined in the Development Plan section of this document. Such land requires careful planning and management so that this valuable asset is developed in a way that meets long range objectives of the community. With the most valuable vacant land in Special Planning Districts, these parcels will receive the special planning and management considerations they need. All seven Special Planning Districts have vacant undeveloped land that is three acres or larger in size. The remainder of this undeveloped acreage is either in the city's industrial park and adjacent light industrial area or located along the south city limits in primarily low and medium density housing areas.

The Vacant Land Inventory Map (Map 2E.1) identifies the large parcels of undeveloped land discussed above and also smaller parcels of vacant land. In addition to vacant land, this map identifies vacant or partially vacant buildings within the City.



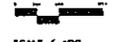
- VACANT LAND INVENTORY KEY**
- VACANT LAND**
- ☐ VACANT LAND GREATER THAN 1 A.
  - ▨ VACANT LAND BETWEEN .5 AND 1 A.
  - ▩ VACANT LAND LESS THAN .5 ACRES
  - ▧ LAND LOTS OWNED BY ADJACENT LAND OWNERS
- VACANT BUILDINGS**
- VACANT BUILDINGS
  - ◐ PARTIALLY VACANT BUILDINGS
  - ◑ BUILDINGS WITH 1 FLOOR VACANT
  - ◒ BUILDINGS WITH 2 OR MORE FLOORS VACANT
  - ◓ UNDEVELOPED STREET FRONTAGE ONLY

**MAP 2E.1**

**1986 DEVELOPMENT PLAN  
CITY OF MANISTEE, MICHIGAN  
MANISTEE PLANNING COMMISSION**

**VACANT LAND INVENTORY**

 **NORTH**

 **SCALE 1:400**

**PLANNING TEAM**  
**J.P. GRAY & ASSOCIATES**  
**ANDREW ROWMAN - COMMUNITY PLANNER**  
**RAHNDERS ARCHITECTS & ENGINEERS**  
 2525 WILSHIRE AVE. MUSKOGEE HEIGHTS, MICHIGAN 49664

The vacant land and vacant buildings are assets which represent potential for growth and development. The Master Development Plan is an important tool in determining how these assets should be used and developed.

The Vacant Land Inventory Map identified the following:

#### Vacant Land:

**Vacant Land Greater Than Three Acres.** In this category, over three hundred acres were identified. This represents about two percent of the city's total land mass. The amount of land in this category is less significant than the location of the land identified in the discussion above.

**Vacant Land Between One And Three Acres.** In this category, there are only two parcels of land north of the river; and south of the river, the land in this category is primarily platted and undeveloped single-family lots.

**Vacant Land Less Than One Acre.** Like the category above, most of the land in this category is platted but undeveloped single-family lots located throughout the city. In most cases this land is two or more contiguous single-family lots.

**Land/Lots Owned By Adjacent Land Owners.** This category includes vacant parcels of various sizes which are owned by the adjacent property owner and thus are not available for expansion or new development.

#### Vacant Buildings:

The survey of vacant buildings did not include single or multi-family housing units and identified only commercial and industrial facilities on the map. In addition, only substantial buildings that could be put back into use to serve a purpose for which they were designed, or structures that had adaptive reuse potential, were counted. Structures that had no value for either of these purposes were not included in this survey.

**Vacant Buildings.** In this category 26 buildings were identified. These buildings are located primarily in the central business district.

**Partially Vacant Buildings.** In this category 24 buildings were identified as being partially vacant or under-utilized. A structure was considered under-utilized if it was being used for the purpose that did not take advantage of the full potential of the building.

**Buildings With One Floor Vacant.** Twenty seven multi-story buildings in the central business district have one floor vacant.

Buildings With Two Or More Vacant Floors. Nine multi-story buildings in the central business district have two or more vacant floors.

It is necessary to identify vacant land and vacant and under-utilized structures within the community, because these properties represent one of Manistee's most important resources. An important role of the Development Plan is to identify how this community resource can be used to encourage future growth and development of the City.