

Chapter 8 Future Land Use



Planning Our Future

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

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

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

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

Why Does Growth in the Community Occur?

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

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

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

Sanitary Sewer and Water Services

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

Street Systems

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

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

Street Planning

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

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

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

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

Zoning/Land Use Planning

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

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

- Community Character

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

- Adaptability of Land

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

- Community Needs

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

- Available Services

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

- Existing Development

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

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

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

Residential

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

Commercial

- Central Business District
- Neighborhood Commercial
- Highway Commercial

Industrial

- General Industrial
- Industrial Park

Mixed-Use Development

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

Water Overlay District

- Lake Front Overlay
- Manistee River Channel Overlay

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

Future Land Use

Low Density Residential (LDR)

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

Low Density Residential

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

Lot Width Range: 100 to 120 feet

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

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

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

a) Principal uses:

- single-family residential
- public parks and playgrounds

b) Special uses:

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

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

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

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

Medium Density Residential (MDR)

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

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

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

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

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

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

These actions include:

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

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

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

- a) Principal uses:
 - single-family residential
 - public parks and playgrounds

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

Recommended development standards for special uses include:

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

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

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

High Density Residential (HDR)

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

<p><u>High Density Residential</u> <i>Lot Size Range: 2,500 to 6,000 square feet/unit</i> <i>Lot Width Range: 65-80 feet</i> <i>Density Range: 7 to 17 units/acre</i></p>

This classification includes a wide variety of housing possibilities, including duplex/two-family development, multiple family dwellings, manufactured home parks, and high density Residential Planned Unit Developments. The HDR areas are always intended to be served by public utilities, paved streets, and designed to limit any negative effects on existing homes or other types of nearby development. Densities will range as high as seventeen units per acre, where proper facilities are in place.

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

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

- a) Principal uses:
 - two-family/duplexes [refer to Table Note 1]
 - multiple-family residential (not exceeding 7 units per acre)
 - public parks and playgrounds

- b) Special uses:
 - multiple-family residential (exceeding 7 units per acre)
 - senior/elder care housing
 - religious facilities
 - group day care and foster care facilities
 - government services (within office settings)
 - bed and breakfast inns [refer to Table Note 1]

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

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

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

Central Business District (CBD)

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

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

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

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

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

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

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

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

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

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

Highway Commercial (HC)

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

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

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

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

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

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

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

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

Building Setbacks and Lot Size

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

Access Management

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

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

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

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

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

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

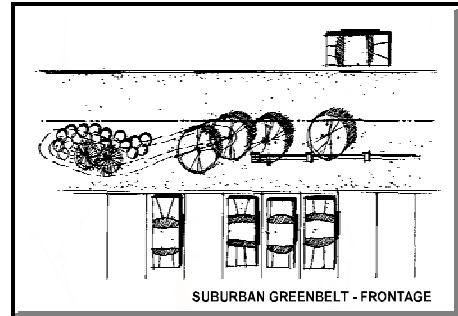
Shared Driveways, frontage Roads, and Service Drives: The greatest benefit of access management is preserving the functional integrity of high speed, high capacity roads. This benefit is achieved by limiting direct access to these roads. Michigan law requires reasonable access to abutting property, but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

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

Parking and Circulation

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

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



Landscaping & Signs

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

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

Neighborhood Commercial (NC)

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

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

Neighborhood Commercial

Lot Size: *Predicated on the use.*

Lot Width: *Predicated on the use.*

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

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

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

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

Industrial Park/Light Industrial (LI)

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

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

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

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

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

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

General Industrial (GI)

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

General Industrial

Lot Size: Predicated on the use.

Lot Width: Predicated on the use.

Generally, no parcel should be less than 1 acre.

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

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

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

Marine Oriented Mixed-Use Development (MO-MUD)

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

Marine Oriented Mixed-Use Development

Lot Size: Predicated on use.

Lot Width: Predicated on use.

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

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

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

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

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

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

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

Residential/Commercial Mixed-Use Redevelopment District

Lot Size: Predicated on use.

Lot Width: Predicated on use.

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

Waterfront Overlay Districts

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

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

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

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

The Plan provides the following basic overlay recommendations:

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

Evaluating Land Use Changes

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

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

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

2. Compatibility.

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

3. Capability of being used as already zoned.

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

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

FUTURE LAND USE MAP PLACED HERE