

# A MASTER PLAN

GUIDES AND POLICIES TO ENCOURAGE  
ORDERLY AND ECONOMICAL GROWTH  
IN THE LOGICAL URBAN COMMUNITY

THE CITY OF  
MOUNT PLEASANT

ISABELLA COUNTY, MICHIGAN, 1965



A M A S T E R P L A N

for

T H E C I T Y O F M O U N T P L E A S A N T  
I S A B E L L A C O U N T Y , M I C H I G A N

N O V E M B E R 1 9 6 5

A R E P O R T T O T H E C I T I Z E N S

P R E P A R E D B Y

T H E P L A N N I N G C O M M I S S I O N

and

S C O T T B A G B Y A N D A S S O C I A T E S

C I T Y P L A N N I N G C O N S U L T A N T S

THE PREPARATION OF THIS REPORT WAS FINANCIALLY AIDED THROUGH A FEDERAL GRANT FROM THE URBAN RENEWAL ADMINISTRATION OF THE HOUSING AND HOME FINANCE AGENCY, UNDER THE URBAN PLANNING ASSISTANCE PROGRAM AUTHORIZED BY SECTION 701 OF THE HOUSING ACT OF 1954, AS AMENDED, ADMINISTERED BY THE MICHIGAN DEPARTMENT OF ECONOMIC EXPANSION

November 23, 1965

To: Mt. Pleasant City Commission

From: Mt. Pleasant City Planning Commission

Subject: Comprehensive Plan For Community Development

Through the efforts of vigorous and community spirited men and women, the City of Mt. Pleasant has grown and prospered since the original area was purchased from David Ward and platted by George and Harvey Morton in 1864. Through their efforts, a village of dirt streets, cobblestone gutters, framed business buildings and cedar block cross walks serving the lumbering and farming industries has come a modern city supporting such major enterprises as agriculture, oil development, education, manufacturing and numerous social agencies.

Much of its development has come about as a result of careful planning and modern governmental leadership. Since 1921, after the adoption of the "Revised City Charter", the City has been governed by a City Commission comprised of five commissioners elected at large with a paid City Manager. This same charter called for the establishment of a Planning Commission and same was established in the late 1920's.

The first Master Plan was completed and accepted in May 1946, and has served as a guide since that time.

In the fall of 1960, since the Land Use Map of the Master Plan had become much worn and numerous Plats added, the Planning Commission decided to have it remade and to have all various Zoning Ordinances consolidated. A Planning Consultant was hired and, with his aid, the Planning Commission produced a new map and a single zoning ordinance. It was soon discovered that more than this was needed for a rapidly growing community. Also recognizing the need for detailed municipal planning, the Federal Government made matching funds available for this purpose. The City Commission, upon the recommendation of the Planning Commission, agreed to make matching funds available and authorized entering into a contract with Scott Bagby and Associates of Grand Rapids, Michigan, for the development of a new Master Plan.

After eighteen months of work and some thirty-five formal meetings, the City Planning Commission is most pleased to present this Master Plan Report setting forth a comprehensive plan for community development during the next twenty to twenty-five years. IT SHOULD BE UNDERSTOOD THAT THE PLAN IS NOT INFALLIBLE AND THAT IT CAN BE CHANGED AS TIME AND EXIGENCIES DEMAND.

Facts and information have been gathered from many public, semi-public and private agencies. Much information was secured through on-site investigations by Scott Bagby and Associates. We believe that the report crystalizes enlightened community thinking.

It anticipates a total construction expenditure of \$107,000,000 of both private and public capital during the next twenty-five years. It is difficult to attempt to summarize the findings and recommendations of such a comprehensive report. There are, however, phases of this planning report which are worthy of special mention in this introductory letter.

A. INDUSTRIAL AND COMMERCIAL DEVELOPMENT

Specific recommendations are made for the revitalization and development of land areas in adequate size and with necessary utilities to permit industrial expansion and practical improvements in the physical layout of the business sections of the community are suggested.

B. CONSERVATION OF OLDER NEIGHBORHOODS

Specific programs for the revitalization of older residential neighborhoods are included.

C. THOROUGHFARE IMPROVEMENT

Suggested major street and highway changes are:

1. The re-routing of M-20 West of U. S. 27 BR from High Street to Pickard Street through the City.
2. Improving the traffic flow and connections between Mission Street and the present downtown business area.
3. Development of a second major North/South thoroughfare in the vicinity of the Ann Arbor Railroad.

D. EXTENSION OF MUNICIPAL SERVICES

Extension of water and sewer services into certain specified areas of the community is recommended in accordance with careful planning which will encourage orderly and compact development on appropriate sized lots.

E. REVISED ZONING ORDINANCE

Recommended changes will provide more detailed standards for residential development and provide a permissive approach to industrial and commercial development; i. e., minimum noise, smoke and other nuisance standards are cited rather than arbitrary lists of permitted and prohibited uses.

F. FINANCING

An annual 8.5 mill tax levy is suggested which will provide the necessary funds to finance the \$10.5 million in school and municipal facilities anticipated over



the next twenty-five years. This figure of 8.5 mills is but 1.3 mills above the present debt requirements currently being met by the City and School District.

As this report has been developed over the past eighteen months, every Planning Commission member has become more keenly aware that we are living in a rapidly changing society. We recognize that immediate needs tend to monopolize the day to day energy of every individual and agency. Yet the necessity to look ahead to insure sound community growth was never more obvious.

We are optimistic that this planning report is a long step in the continued progress of Mt. Pleasant. This development has been made possible through the cooperation of a great many citizens and agencies. To each of these we offer our sincere thanks and special thanks to the City Manager and his administrative staff who so willingly supported the Commission and its Consultant in the arduous task of collecting statistical data.

Finally, the Commission wishes to pay tribute to one of its very special members, Joseph P. Carey, who has served this Commission since 1944 - a twenty-one year period - whose judgment is highly respected and who has been ever ready to draw from his vast knowledge of community development as the need dictated.

The efforts of the Planning Commission are pledged not only to assist the City Commission in the immediate study and adoption of the report but also with the important on-going re-evaluation of community needs and resources.

Respectfully submitted,  
The City Planning Commission

N. C. Bovee, Chairman  
Robert Beauchamp  
Joseph P. Carey  
Stanley Elmore  
Hudson Keenan  
Harlan Kumler  
Roy Leonard  
Gene Sloyer  
Frank Spagnuola



**SCOTT BAGBY** Member  
A. I. P.  
**AND ASSOCIATES**  
**CITY PLANNING CONSULTANTS**

1110 N. Monroe, Grand Rapids 3, Michigan GL 4-4239

SPECIALIZING IN PRACTICAL PLANS FOR CITIES, TOWNSHIPS, METROPOLITAN AREAS, SCHOOL BOARDS AND PRIVATE DEVELOPERS

**TO THE CITIZENS OF MOUNT PLEASANT**

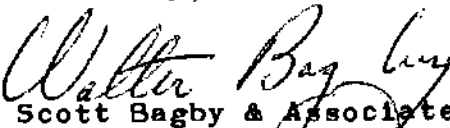
During the past two years we have worked with your Planning Commission to prepare a Master Plan to guide the future development of Mount Pleasant. In presenting studies and proposals to the Planning Commission we have drawn upon practical experiences gained from working with other communities throughout the country over the last 30 years. This plan has been developed by combining these experiences with the background of the Planning Commission members in living and working in Mount Pleasant.

We believe that the resulting plan represents both sound and practical solutions to the problems of today and of the future. This report has been prepared to explain the changing conditions and growth pressures at work in Mount Pleasant. Up to this point, your Planning Commission has represented your thinking and your desires in arriving at satisfactory solutions to the problems that change will cause.

Now, each citizen must acquaint himself with the findings and proposals of this report. We urge you to read this report thoroughly and give the Planning Commission your comments and suggestions. This will help make the plan an accurate representation of the goals of the citizens of Mount Pleasant when it is adopted.

It has been a rewarding experience to us to work with your dedicated Planning Commission members and City officials. Your support and help in refining and carrying out this plan will make the time and effort they have devoted a rewarding endeavor.

Sincerely,

  
Scott Bagby & Associates

SCOTT BAGBY

MARSHA RICKNER

WALTER BAGBY



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## INTRODUCTION

Mount Pleasant is an urban, compact City located in the center of the lower peninsula of Michigan in Isabella County. It is a primary trade center which serves the surrounding agricultural area. Within its boundary are two large State institutions, the Central Michigan University campus and the State Home and Training School for the mentally retarded.

Large increases in the capacity of these State facilities in the recent past have led to substantial increases in population and building activity in the Mount Pleasant area. Current plans call for further substantial enlargements of both institutions. The State Home plans to expand 30 percent and the University will more than double its size. The new employment this will create will rapidly increase the population of the area and add to the economic and employment base of the City. Accompanying this growth in new families will be new business investment, new public and semi-public facilities and new industrial operations.

Few people are aware of the full implications of additional growth. For example, new growth will mean an increase in the number of people shopping and going to work by automobile on existing City streets. Growth of the University will create a large "city" within a city with its own needs for services, housing and traffic circulation. Growth in City population will require new public expenditures for services and adequate protection in the new areas. Few people realize that this growth can be either damaging to the community or a decided asset, depending upon how it is guided.

Growth also tends to hide the facts of decline and decay in the older parts of a City. Newly developing areas attract people from the older neighborhoods, adding to the problems of poor maintenance and lack of reinvestment.

Any substantial new growth will generate a demand for additional shopping facilities. This demand will be met by the private business investors. If there is no room in the City this demand will be accommodated outside the City, further complicating the plight of the older business district.

These few examples illustrate that future growth in and around Mount Pleasant will directly affect every segment of the community. Large and interrelated forces will be at work, presenting new problems to be solved and compounding current problems.

It is the purpose of this Master Plan to insure that Mount Pleasant can accommodate its new growth, solve its problems of the past and channel the forces of today and tomorrow to create a more livable, attractive and convenient community for all.

### The Past

Isabella County was the favored hunting grounds of the Chippewa Indians. A diary reveals that Father Nouvel, successor to Father Marquette spent the winter of 1675 in this region with the natives. There is no record of further white penetration into the thick forests of hardwoods and pine for about 175 more years.

It was not until 1850 that lumbering men, migrating from Maine, took an

active interest in the untapped wealth of the region and the tree harvesting process began. Choice tracts were bought and quickly cleared. The lands now occupied by Mount Pleasant were purchased by David Ward and lumbered during 1863 and 1864. Thereafter he platted the first part of the Mount Pleasant settlement, reserving a five acre site for a County Court House.

The County of Isabella was organized in 1859. The village of Isabella City preceded Mount Pleasant's development by several years. Located along the western banks of the Chippewa River about a mile north of Mount Pleasant, it was the site of the Indian mills built by the Federal government in accordance with the treaty it had negotiated with the Chippewa nation in 1855. Quite a flourishing settlement developed around this core.

As the lands were cleared, pioneer farmers moved to the County in large numbers. By 1860 about 1,400 people lived in the County with nearly equal numbers of Indians and whites. By 1870 there were 4,100 people. An inventory of occupations in Isabella in 1874 records 1,099 farmers, 290 laborers, a diversity of merchants, nine clergymen, 12 physicians, and one dentist. By 1880 the population of the County had increased to 12,000 persons.

These years were marked by many legal difficulties as farmers and Indians arrived in an area where lumbering interests held vast, ill-defined tracts. The Indians had been promised all the unsold land of six Townships. With legal technicalities and difficulties in interpreting the law, the claims and counter-claims were never adequately settled. Within twenty years the Indians had lost or sold most of their lands. By 1876 there were estimated to be no more than 600 of them remaining in the County.

Mount Pleasant grew steadily throughout its earliest days. More subdivisions quickly followed the original Ward plat. In 1875 the new community incorporated as a Village. When fire struck the business district in 1875, thirteen buildings were totally destroyed. This was only a portion of the existing business center. None of the owners had insurance because of the exorbitant rates asked in an unprotected area. A following edition of the Isabella Enterprise newspaper demanded that the citizens be given the protection of night watchmen, fire-fighting equipment and hose. It chided the Council for its failure to grasp the importance of these needs until too late. The merchants accepted their considerable loss and very quickly replaced the burned-out frame structures with brick buildings.

A new Court House was built at about the same time. The Flint and Pere Marquette Railroad reached Mount Pleasant in 1879, giving the Village an eastern outlet to Saginaw and Detroit. This greatly needed improvement was much used. Its passenger service was a great asset to the social life of the area, and in 1880 nearly 500 persons from villages and places along the route came into Mount Pleasant on the morning train for the annual July 4th celebration. About seven years later the Ann Arbor, Toledo and Northern line entered from the south and was extended north, via Clare, to Cadillac and Frankfort.

The Union High School which was built on Fancher Street in 1885 was some distance south as well as east of the center of population of that time. With the improved transportation providing new economic strength, it was only a short time before Mount Pleasant was incorporated as a Home Rule City. This occurred in 1889 and the new City Charter provided



for the securing and supplying of the many needs of the growing community.

Because of the endless difficulties experienced in trying to procure competent teachers for City and District schools, local citizens determined to resolve the situation by establishing a normal school in the City. Contributions were collected and in September 1893, the school opened its doors in temporary quarters with a staff of eight instructors and an enrollment of 31 students. Two years later the Normal School Bill was enacted and the school was given State status. This was the second normal school in the State.

An Indian Industrial School was established by the Federal Government in 1893. It became a valuable asset for the Indians of the Reservation throughout its forty year life. This was located to the northwest of the City.

In 1900 Mount Pleasant had a population of 3,600 persons and the total County population had risen to 23,000. Agriculture was still the predominate attraction for immigrants to the area. Within the City the early wooden sidewalks were replaced by cement ones after 1900. The advent of the automobile after 1906 led to more durable paving of streets. In 1918 the Normal School became a four-year college. The City Manager-Council system of government was approved in 1921.

With a growing enthusiasm for industrial expansion during the 1920's many local citizens invested substantial amounts in the Transport Truck Company. This venture ended in failure and discouraged efforts in this direction for a long period thereafter. With the opening of the discovery well east of the City in 1927, Mount Pleasant became the oil center of Michigan. Though the depression years brought a share of severe hardships to Mount Pleasant, its impact was not as crushing as in most other cities because many Mount Pleasant residents were by that time enjoying the oil boom.

The Indian Industrial School was dissolved in 1934 by a change of national policy. This property was later given to the State. It has become the Mount Pleasant State Home and Training School devoted to the treatment and training of the mentally retarded.

Farming began a steady decline in Isabella County during the first 30 years of the twentieth century, while the City of Mount Pleasant, with increasing diversification of industries, continued to grow modestly. The oil industry growth proved of great benefit to the City, bringing the population to over 8,400 by 1940. At the same time the population of the rest of the County had slowly declined from 19,400 in 1900 to 17,569 by 1940.

The World War II decade brought continued growth to the City, spurred by the oil-oriented industry. Following the war, the general nationwide prosperity experienced from changing to peacetime needs was reflected in the County. At the same time, the new expanded need for higher education had a growth influence on all college communities. The automobile also came into widespread use, encouraging new development beyond the urban communities.

These factors have all contributed to the growth of the County and the City of Mount Pleasant during the last 20 years. By 1950 the City Census population was 11,393 of which approximately 8,756 were residents, 2,336 were Central Michigan College students and 301 were residents of the State Training Home. However, the remaining County population had

increased by only two persons over the 1940 Census. This reflected a continued steady decline in farm population which was offset by new urban homes being built outside the City.

In 1950 a new municipal building was constructed to meet the needs of the increased population. The 1950's witnessed the decline of the oil industry in the County and City. Fortunately, this occurred during a period of prosperity and its effects in Mount Pleasant were offset by continuing increases in college enrollments which acted to stabilize the employment base of the City. By the mid 1950's the income brought into the City by the college exceeded the total industrial payroll of the City and Isabella County. By 1959 the college budget doubled to over \$7,900,000 compared to the total County industrial payroll of \$3,490,000.

By 1960 the Census population of the City had increased to 14,875 of which approximately 8,969 were residents, 4,713 were University students and 1,193 were residents of the State Training Home. This reflected an actual population loss within the City of 112 persons. This apparent loss was due, in part, to a different method of Census enumeration. It does, however, reflect both the result of the oil and farm decline in the area and the lack of desirable vacant land within the City limits for further growth.

During this period, the remaining County population rose from 17,571 to 20,473. Most of this increase was in the area immediately surrounding the City of Mount Pleasant. The population of farming families in the County declined from 11,210 persons to 7,608 persons, a 32 percent drop.

In 1959 Central Michigan became a full University. It embarked upon a large scale building program to meet its large enrollment increases. In a short period of fifteen years the University has become the major source of income in Mount Pleasant. By 1965 the University employed around 600 persons and its total budget was over \$11,000,000. Fall enrollments for the 1965-1966 school year are anticipated to be over 8,000 students.

The State Training Home in 1965 had over 1,300 wards with a staff of 550 persons. Its salary budget was over \$3,000,000. With current expansion plans, it can be anticipated that these large amounts of State employment and wages will provide the major economic base of Mount Pleasant in the foreseeable future.



## THE CITY TODAY

### S U M M A R Y

The field survey shows that there are approximately 12,400 persons living in Mount Pleasant, excluding the University and the State Home. City development is compact but there are increasing trends to scatter both residential and business development over the large Township area. Nearly half of the business development is strung out along three miles of Mission Street. The older central business district lacks expansion room for future development, adequate parking and adequate circulation. Poorly utilized and unattractive industrial land hampers the power of the City to attract new industrial growth. Most residential development is attractive with the exception of two large areas of poorly built homes. The older areas of the City are visibly deteriorating. A large amount of available vacant land on the west side of the City is sterilized by poor surrounding development. There are 503 poor homes, 14 percent of the total, in the planning area. Sixty-four percent of all City homes are over 20 years old. An increasing number of older homes are vacant in a period of increased housing need. There are nearly 17 miles of unpaved streets within the City, representing a large future expenditure. Over one-fourth of the City is still vacant, although one-fifty of this is unusable flood plain. The lack of large parcels of vacant land and the deterioration of older homes are forcing new development out into the Township areas.

## THE CITY TODAY

To make sound daily decisions, a community, like an individual, must have a firm conviction of what its long range goals are. In turn, these goals must be realistic and attainable or the daily striving for them will be frustrating and self-defeating. It is an essential part of any planning endeavor to have a thorough and objective understanding of built in limitations, of abilities, of inevitable future problems and of external pressures over which there is little control.

The past history and the present conditions of Mount Pleasant will have a great influence on what the City will be many years from now. It is essential that these existing conditions be thoroughly understood, for to a large extent, they will determine what can be achieved, what must be corrected and what inevitable problems must be solved or avoided.

The causes and implications of City growth factors are not a part of the average citizen's experiences. This report is designed to present these factors and their effects so that every citizen can understand the problems of the City and work toward the creation of a better community.

### The Use of Land

At the beginning of the planning study a careful field inspection was made to obtain a precise record of land use. This survey included land outside the existing City Limits. The survey noted the use of each parcel of land, unusual topographic features and the quality of improvements. Residential structures were classified as good, average and poor. Homes in the latter group included seriously deteriorated, one room, two room and poorly constructed homes. The Land Use map shows the location of all principal structures within the Mount Pleasant area. The map also shows the exact ownership of property within the City for the year 1963.

Nearly one-half of the business development of the Mount Pleasant area is located along Mission Street which was U.S. Highway Route 27 in the past. This development is rather typical of highway frontage business with off-street parking facilities, large uncoordinated advertising signs and a lack of compactness, being strung out over three miles.

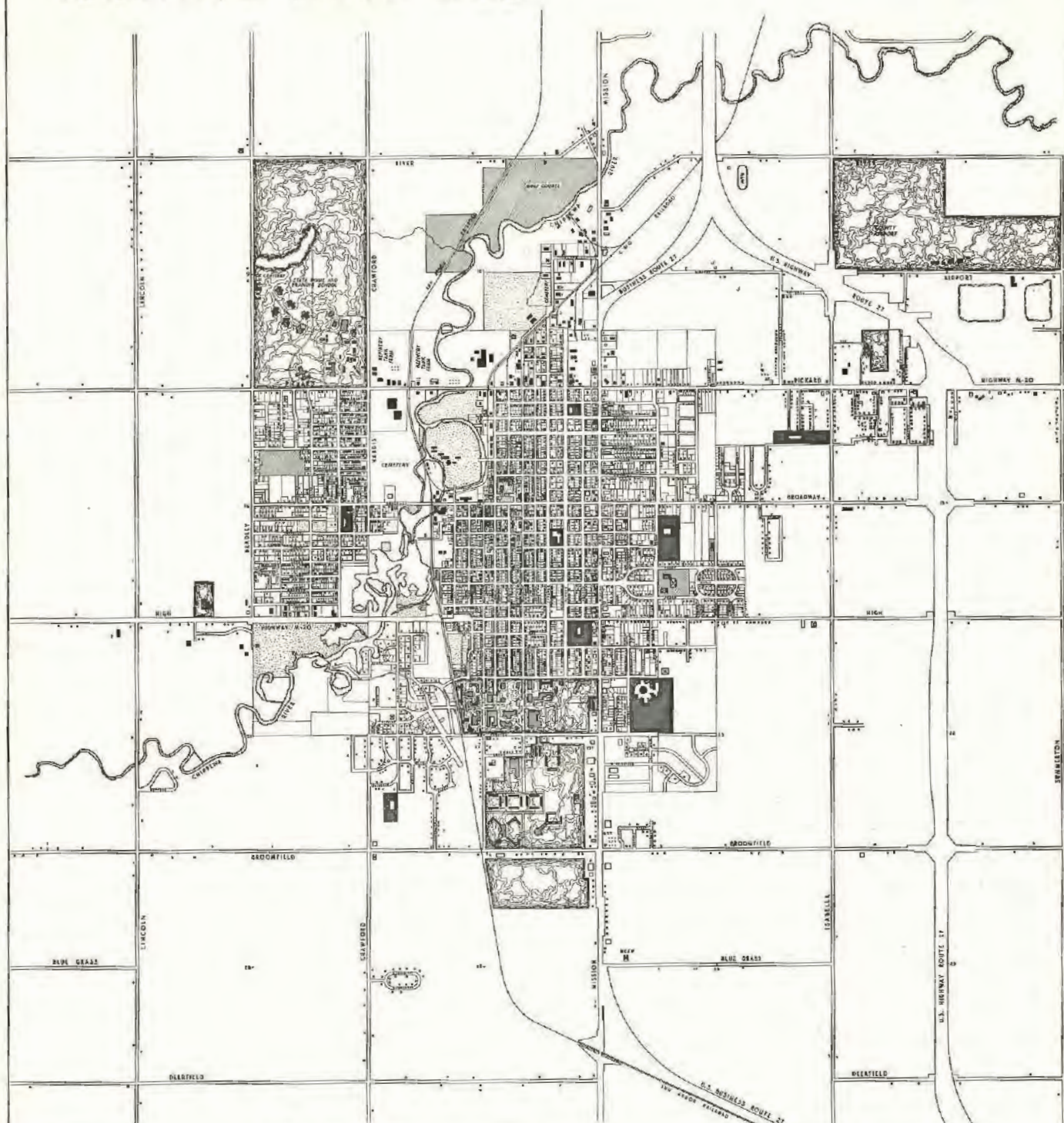
The central business district contains 124 business buildings in an area two blocks wide and four blocks long. This district is located five blocks west of Mission Street on Broadway, a secondary major street. There are only ten vacant shops for rent in this business district. These are all located at the edges of the district and, generally speaking, are in poor quality buildings. These vacancies do not appear to reflect any weakness in the district itself. There is a serious lack of off-street parking facilities in the central business district. There is also a lack of expansion room for new business.

These problems must be given serious attention in the planning program since future growth in area population will attract a commensurate amount of new business investment and traffic volume. The absence of vacant land and adequate parking will eventually force all new commercial development to locate elsewhere in direct competition with the established district unless positive steps are taken to counteract this inadequacy.

Most industrial development has occurred along and north of Pickard Street.



# EXISTING LAND USE



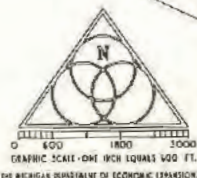
- ONE FAMILY HOME
- 3 MULTI-FAMILY HOME
- Δ GARAGE APARTMENT
- T OCCUPIED TRAILER
- V VACANT BUILDING
- J JUNK YARD
- S OUTDOOR STORAGE

- X CABINS OR OUTDOOR SALES
- P PARKING LOT
- ◻ FILLING STATIONS
- ◻ BUSINESS BUILDING
- ◻ SEMI-PUBLIC BUILDING
- ◻ PUBLIC BUILDING
- ◻ INDUSTRY

- ◻ CITY LAND
- ◻ OTHER PUBLIC LAND
- ◻ SEMI-PUBLIC LAND
- ◻ PUBLIC SCHOOLS

THE CITY OF MOUNT PLEASANT, MICHIGAN  
 PREPARED BY THE CITY PLANNING COMMISSION ASSISTED BY  
 SCOTT BAGBY AND ASSOCIATES, CITY PLANNING CONSULTANTS  
 1964-65

THE PREPARATION OF THIS MAP WAS FINANCIALLY AIDED THROUGH A FEDERAL GRANT FROM THE URBAN RENEWAL ADMINISTRATION OF THE HOUSING AND HOME FINANCE AGENCY, UNDER THE URBAN RENEWAL ASSISTANCE PROGRAM AUTHORIZED BY SECTION 701 OF THE HOUSING ACT OF 1954, AS AMENDED, ADMINISTERED BY THE MICHIGAN DEPARTMENT OF ECONOMIC DEVELOPMENT.



Much of this development is connected with oil exploration and refining operations. Another substantial portion of industrial development is in the form of excavation, equipment storage and building contracting operations. A large and recently expanded Coca-Cola bottling works is located on East High Street and the Ferro Company metal stamping and plating works is located on West Pickard. Refining and storage facilities for the Leonard and Standard Oil Companies are also located on West Pickard.

The industrial concentration north of Picard between Washington and Mission is generally unattractive. A large number of the industrial structures are poorly maintained warehouses. Unscreened junk yards and pipe and equipment storage yards cover vacant lots. The area also contains a large number of dilapidated homes which add to its overall unattractiveness. Generally, Mount Pleasant shows no evidence of the current boom in new industrial building construction and on first observation has little land available for industrial development which would be of interest to new capital investment. The Master Plan program must make the solution of this problem a major goal.

For this report, the residential areas of Mount Pleasant are broken down into three basic neighborhoods. These are the Central Neighborhood between the Chippewa River and Mission Street, the West Neighborhood lying west of the River and the East Neighborhood lying east of Mission Street. The central neighborhood is generally characterized by large, well maintained and well constructed homes built before 1930. This good quality and maintenance tends to decrease toward the edges of the neighborhood, most noticeably near the industrial area. Most of the multiple family structures in the City are located in this neighborhood.

The west neighborhood is bounded by the Michigan State Home and Training School on the north and City owned park land on the south. There has been virtually no development west of the City Limits line. Two-thirds of the poor homes in the City are located in this neighborhood. These poor dwellings constitute 42 percent of all poor dwellings in the planning area. Most of these homes are small two and three room structures built with a wide variety of materials and methods and located on unimproved lots. However, only a small number of these poor homes are so seriously dilapidated as to endanger the health of the occupants.

This area has built up over a long period of time and the homes are basically all owner occupied. Many homes have been upgraded or improved in the last ten years which shows a healthy and positive trend. The City must encourage the improvement of this area to prevent serious problems in the future when the original builders die or move elsewhere, since by and large the poorer structures will become vacant and tax delinquent. In recent years new and more substantial home construction has taken place in the western portion of this neighborhood in areas where there have been fewer poor homes grouped together.

Most new residential construction during the last 10 years has been east of Mission Street and in the area west of the University. Most of the homes west of the University are large and moderately expensive. The homes east of Mission Street vary widely in this respect, with no particular pattern being evident. A somewhat poorer quality of homes occurs in the older northerly part of this neighborhood.

Between the City and the Pickard-U.S. 27 interchange lies a concentration of poor housing. These homes are generally small and many are badly deteriorated. The area has a high subsurface water table and lacks public utilities. Although it is located well outside the present



City boundary lines, it is a logical, though poor, part of the Mount Pleasant community.

A considerable number of new homes have been built outside the City Limits in recent years, as reflected in the population increase in Union Township. Housing developments outside the City Limits have built up west of the University and immediately east of the City off Broadway. Two large State institutions, Central Michigan University and the State Home and Training School, occupy large amounts of land on the north and south edges of the City. The continued expansion of the developed part of the University is affected by a lack of vacant land. The present campus is tightly hemmed by business on the east, by the railroad on the west and by homes on the north. The Master Plan must recognize the need for the large scale expansion of this important facility.

#### Land Use Analysis

The Land Use Count table shows the number of structures in the Mount Pleasant area broken down into use classifications. There are 322 poor residential structures in the City, representing 12 percent of the total. In the outer area over 22 percent of the homes are classified as poor. In addition there were 35 occupied trailer dwellings which were in an extremely poor state of repair. Altogether there were 3,583 residential structures occupied by 3,724 families in the total Mount Pleasant area.

There were an unusually large number of business and industrial structures. However, since most industrial buildings were of the warehouse type, the numerous buildings are not an accurate reflection of industrial activity. The Central Michigan University campus has 48 major buildings which include the president's home. The State Training Home has 22 principal buildings including three resident homes and quarters for 10 staff members.

The table shows that there are approximately 9,700 persons in private homes in the City of Mount Pleasant and approximately 2,700 persons beyond the City Limits for a total area population of 12,400 persons. In addition to this resident population, the State Training School has approximately 1,300 resident patients and the University has an enrollment on campus of 4,091. There are an additional 749 students living in private rooming houses off campus. Generally, these houses would not have observable multiple-family characteristics and were assumed to be not counted in the field inspection. There were another 748 students enrolled at the University living at home and, as such, would be part of the normal City population. There were an additional 258 students in other quarters. The table, therefore, indicates the total City population in the winter of 1963 was approximately 16,100 persons. The area population of Mount Pleasant was approximately 18,800 persons, which included a University and State Home population of 7,146 persons, or 38 percent of the total.

The Land Use Analysis table shows the amount of land presently used for various purposes. The analysis shows that residential structures occupy 552 acres of land or 20.3 percent of the total area of the City. This is less than one square mile, which illustrates the relatively small amount of land needed to accommodate future population expansion. Business occupies 2.5 percent of the City area. This is a normal percentage for the average central city, but indicates an intense compactness for a City with the large amount of business enterprises found in Mount Pleasant. Industry occupies 115.8 acres, although a large proportion of this is utilized for storage purposes. City and school uses occupy 6.1

TABLE I

## LAND USE COUNT

1963

Use	In City		Outer Area		Total	
	Structures	Families	Str.	Fam.	Str.	Fam.
Poor One-Family Home	316	299	181	159	497	458
Average One-Family	1660	1656	393	390	2053	2046
Excellent One-Family	556	556	217	217	773	773
Garage Dwellings	12	12	0	0	12	12
Poor Trailer Dwelling	10	10	25	25	35	35
Good Trailer Dwelling	50	50	21	21	71	71
Subtotal	2604	2583	837	812	3441	3395
Poor Multi-Family Home	6	15	0	0	6	15
Good Multi-Family Home	133	308	3	6	136	314
Subtotal	139	323	3	6	142	329
Business-Office	251	24	40	1	291	25
Industry	91	0	15	0	106	0
University	47	1*	1	0	48	1*
Children's Home	22	3*	0	0	22	3*
Fraternity-Sorority	10	*	0	0	10	*
Other Public & Semi-Pub.	57	0	16	0	73	0
Subtotal	478	28	72	1	550	29
Totals	3221	2934	912	819	4133	3753
Est. Persons	9700		2700		12,400	
*State Home Population	1300		0		1300	
*University Population						
On Campus	4091		0		4091	
Rooming Houses	749		0		749	
At Home	(748)	not counted in tabulations due to being included in normal City pop.				
*Fraternity-Sorority	167				167	
Other off campus	91				91	
TOTAL POPULATION	16,098		2,700		18,798	



percent of the City. This figure is low for the average community, especially in view of the fact that the City owns the fair grounds and the community park area south of High Street, both of which are large tracts of land.

TABLE II  
LAND USE ANALYSIS

		% City	% Developed	
One Family Residential	525.0 A	19.3	26.2	
Multiple Family	26.6 A	1.0	1.3	
Business	67.2 A	2.5	3.4	
Industry	115.8 A	4.3	5.8	
City	121.0 A	4.4	6.0	
School	45.1 A	1.7	2.3	
University	185.8 A	6.8	9.3	
State Home	298.9 A	10.9	14.9	
Other Public	21.2 A	0.8	1.1	
Semi-Public	34.5 A	1.3	1.7	
Water	89.8 A	3.3	4.5	
Railroad	22.1 A	0.8	1.1	3.2 Miles
Streets	415.0 A	15.2	20.7	37.0 Miles paved
				16.7 Miles unpaved
				53.7 Total
Alleys	20.0 A	0.7	1.0	9.5 Miles
Unpaved Streets	13.5 A	0.5	0.7	
Usable Vacant	583.7 A	21.4		
Unusable Vacant	138.0 A	5.1		
TOTAL	2723.2 A	100.0	100.0	4.255 Squ.Miles

The University and State Home occupy 17.7 percent of the entire City area and comprise the second largest use classification. Streets and alleys occupy 435 acres of land. There are 53.7 miles of streets in the City, of which 31 percent are unpaved. Only 26.5 percent of the City is vacant land. Of this, approximately 138 acres are unusable for residential or most other purposes. This unusable land lies in the flood plain of the Chippewa River and generally has a very high water table. This means that only 583.7 acres of land are available for new development of all kinds within the City. Generally speaking, when any city reaches the point where 80 percent of its area is developed, the lack of available land actively slows down growth and development.

#### Housing Conditions

The field analysis of housing conditions was checked by comparing residential assessed valuations. These valuations, when placed on a map, showed that the distribution of low valuations coincides with the pattern of poor homes found in the field inspection. This verification should normally be present, since the assessed valuation is based upon the size, age, deterioration and improvements of each building. This study showed that 561 homes or over 20 percent of all homes in the City were assessed at less than \$2,500. This represents a general real value of less than \$7,500. Nearly one-third of these had an assessed valuation

of less than \$1,500 or an average real value of less than \$4,500. Comparisons of housing conditions and assessed valuations will be found in the Chapter on Neighborhood Conservation.

One of the most startling, far reaching changes in the United States during the last 20 years has been the increased mobility of the population. The 1960 Census showed that roughly half of our national population had moved into another home during the five years prior to the Census. In Michigan this figure was nearly 60 percent of all persons. Only 12 percent of Michigan residents had lived in the same home for more than 20 years. Few home owners in the future will live in their new home for the life of the mortgage payments.

TABLE III  
MOBILITY OF POPULATION  
1960 CENSUS OF POPULATION

	1960 CENSUS	PERCENT TOTAL	ADJUSTED RESIDENT	PERCENT TOTAL	STATE PERCENT
Population 5 years old or more	13,349	100.0	7,621 <sup>1</sup>	100.0	100.0
Lived in home in 1955	4,876	36.6	4,876	64.0	52.4
Different home in U.S.-1955	8,272	62.0	2,544	33.4	45.2
Total Population	14,875	100.0	10,170 <sup>2</sup>	100.0	
Lived in home 1 year	5,857	39.3	1,644	16.2	22.4
2 years	1,501	10.9	1,201	11.8	9.9
3 years	1,433	9.5	1,233	12.1	8.3
4-5 years	1,863	12.4	1,863	18.4	19.0
		72.1		58.5	59.6
6-10 years	1,431	9.5	1,431	14.1	14.7
11-20 years	1,681	11.2	1,681	16.5	13.9
over 20 years	718	4.7	718	7.1	6.1
Always lived in home	389	2.5	389	3.8	5.7
<sup>1</sup> without State home			<sup>2</sup> with State home		

The implications of this mobility are of great concern to every community. In Mount Pleasant nearly three out of four homes were newly occupied at least once during the last ten years. This means that nearly every home owner will be placing his home on the sale market or looking for renters at some time during the planning period. This owner will be competing with both older homes and with the new homes being built in the new subdivisions.

The price or rental obtained and the length of time it takes to complete a transaction for an older home will be directly in relation to its desirability, attractiveness and adaptability to modern needs. Homes in unattractive surroundings, homes that are more than forty years old and homes that are ill maintained will not sell or rent as quickly or for as much money as they once did in the more stable market era. Any long standing inability to sell or lease a home will result in lower prices, in lower tax valuations and in less maintenance. This will cause constant pressure for use flexibility for multi-family or semi-commercial uses which will, in turn, lower the desirability or surrounding homes.

The consequence of this cycle is very serious from the City tax stand-



point. For example, a conservative 10 percent loss of home values throughout the City over twenty years is equal to a 25 percent loss of business and industrial valuations. If such business loss was occurring, drastic measures would be undertaken to improve the health of this segment of the tax base. The planning program must insure that equal efforts are made to improve the home neighborhoods of the City and to halt or remove all factors which threaten their stability and attractiveness.

Table IV shows the age of housing units within the City. At the end of the 20 year planning period six homes out of every ten will be 40 or more years old. If these homes are to be desirable and attractive to new families they must be constantly maintained and modernized. The natural decay and deterioration of the structures will inevitably lead to substandard and blighting conditions unless positive action is taken. The City will have to adopt and enforce minimum housing condition standards and provide other positive neighborhood improvements and protections if this is to be avoided.

TABLE IV  
HOUSING AGE  
1960 CENSUS OF POPULATION

AGE IN 1960	NUMBER	PERCENT
0 to 5 years	550	15.1
6 to 10 years	331	9.1
11 to 20 years	420	11.5
21 years or more	2,343	64.3
0 to 20 years	1,301	35.7

The 1960 Census showed a 20 percent increase in rental units in the City and a 15 percent increase in owner occupied homes since 1950. There are two factors involved in the higher increase in rental units. A large percentage of new owner occupied homes are being built outside the City Limits and there has been an increase in on-campus and off-campus student rental quarters due to the growing University enrollments. It is estimated that far larger increases in the number of rental units within the City have occurred during the last five years since the Census was taken.

During the next five years a large number of new apartment structures will be built in the areas surrounding the University. This will decrease the demand for quarters in older existing homes. This has been a serious problem in other cities for it changes the rental market of older homes. In some cases, this rental has been the sole income of the owner. The loss of this income has resulted in a cessation of maintenance and in requests for taxation relief. Both of these pose blight and economic problems to the City taxpayer. The City must take steps to discourage any large scale one family home conversion at this time in order to prevent this problem in the future.

Table V shows that there has been a large increase in the number of vacant homes in the City since 1950, especially in those for rent or sale. As mentioned previously, the inability to rent or sell an existing home in competition with newer homes is an inevitable and serious future problem for the City.

There has been a very healthy reversal of the number of homes without

adequate sanitary facilities since 1950. The number of dilapidated homes has not risen appreciably and the use of trailers as homes has declined. The increase in shared bath facilities is primarily due to the increase in student living quarters.

TABLE V  
HOUSING CONDITIONS  
U.S. CENSUS OF POPULATION

	1950	PERCENT	1960	PERCENT
All dwelling units	3,050	100.0	3,644	100.0
Owner occupied	1,746	57.2	2,015	55.3
Renter occupied	1,189	39.0	1,431	39.3
Vacant	115	3.8	198	5.4
For rent or sale	53	-	152	-
Not for rent or sale	31	-	22	-
Seasonal	26	-	12	-
Dilapidated	5	-	12	-
Dilapidated	52	1.7	65	1.8
Trailers	124	4.1	100	2.7
Hot and cold water	2,404	78.8	3,514	96.3
Cold water only	333	10.9	115	3.5
No water inside	291	9.5	15	0.4
With toilet inside	2,547	83.5	3,432	94.0
Toilet inside shared	77	2.5	181	5.0
Privy or none	394	12.9	31	0.9
Bath or shower	2,364	77.4	3,311	90.6
Bath or shower shared	87	2.9	185	5.1
No bath or shower	553	17.8	148	4.1
Without public water	-	-	61	1.7
Without public sewer	-	-	49	1.3
Median rent	\$44.38	-	\$72.00	-
Median value	\$6,818	-	\$12,500	-
Value in 1950 dollars	\$6,818	-	\$10,200	-

The table also shows that, in constant 1950 dollars, the median home value has increased from \$6,818 to \$10,200 or nearly 50 percent. This compares to the State medians of \$7,496 and \$9,800, a 31 percent increase. Mount Pleasant values have come from below the State average to well above it in 10 years. This reflects the new atmosphere of growth and change in the City.



## THE POPULATION AND ECONOMY

### SUMMARY

All population, employment, income, age, education and economic studies reflect the great impact of Central Michigan University on the community. Those figures have all been readjusted to present a clearer and more accurate picture of Mount Pleasant as a City. One out of every five families in the City are student families, transient members of the community. One-third of the City population is under 14 years of age and over 10 percent is over 65 years of age. The City residents are much more educated than in the average community and the median family income is higher than City averages in the State. The industrial and wholesale employment of the City is very low in proportion to all occupations while professional, administrative, service and business activities are exceptionally high. Only one out of five workers are engaged in industrial, oil or construction work, while two out of five are engaged in business services. The business economy has been increasing very steadily and above State rates and the rates of adjacent competitive shopping markets. A constant decline in industrial employment has stopped. The overdependence of the economy on the business and University employment should be corrected by making the City more attractive for new industrial development.

## THE POPULATION AND ECONOMY

In order to interpret the 1960 Census data on population characteristics it is necessary to make adjustments for the large number of University students living within the City. It is not possible to make such adjustments completely accurate due to the many forms of student accommodation, the lack of records on actual places of residence and the presence of married students, their spouses and children, both on and off the campus. The adjusted figures in Table VI are approximate only, but allow general conclusions to be made on a sounder basis than the unadjusted Census figures permit.

As an example, the large numbers of students in the University are mostly between the ages of 17 and 23, have a low income, have children predominantly below the age of six and often live alone in a rented room. These situations make the Census figures on age distribution, years of education, per capita income, household size, family mobility and length of residence useless for analysis of resident characteristics, without correction.

TABLE VI  
ADJUSTED POPULATION BY HOUSEHOLD  
1960 CENSUS OF POPULATION

CATEGORY	1960 CENSUS	STATE HOME AND JAILS	ESTIMATED UNIVERSITY	ACTUAL RESIDENT
Head of Primary Family	2,743	-	571	2,172
Primary Individual	703	-	206	497
Wife of Head	2,429	-	571	1,858
Child of Head, 0-18	3,831	-	403	3,428
Other Relative of Head	859	-	42	817
Non-Relative of Head	441	-	268	173
Inmate of Institutions	1,217	1,217	-	-
Group Quarters	2,652	-	2,652	-
Not in City at Census	-	-	325	-
University Population	-	-	5,038	-
Total Population	14,875	1,217	4,713	8,945
Total Households	3,446	-	777	2,669
Household Population	11,006	-	2,061	8,945
Population/Household	3.19	-	2.65	3.35
State Pop./Household	3.23			

Table VI shows that one out of every five families are student families which are only transient members of the community. Similarly, it is estimated that one in four primary individual households are students, as well as one half of the unrelated individuals living in households. Based upon the number of children living in on-campus married dormitories, it is estimated that 403 or one in ten of the City's children are non-resident children belonging to students. Since most of these children are below the age of six, adjustments have been made in Table VI on Age Distribution. The adjustments of Table VI bring the population per household of the City to 3.35 persons, a normal figure for cities of the 10,000 class.

### Age of Population

The Census figures for age distribution have been adjusted to eliminate



the discrepancies caused by the State Training Home and the University. The adjusted figures, though not perfectly accurate, show that the number of resident persons in the City under 14 generally conform to the State averages. The effect of having 33 to 34 percent of the population under 14 years of age and the reason for age group variations will be fully discussed in a later chapter on school enrollment projections.

TABLE VII  
AGE DISTRIBUTION  
1960 CENSUS OF POPULATION

	1960 CENSUS	STATE HOME	UNIVERSITY ESTIMATE	ADJUSTED RESIDENT	PERCENT OF TOTAL	STATE PERCENT
Under 5 years	1,526	102	300	1,124	12.5	12.4
5 to 9 years	1,235	161	103	971	10.8	11.2
10 to 14 years	1,184	192	30	962	10.7	9.5
15 to 19 years	2,497	162	1,837	498	5.6	7.2
20 to 24 years	2,514	151	2,035	328	3.7	5.7
25 to 29 years	913	111	308	494	5.5	6.1
30 to 34 years	651	53	100	498	5.6	6.9
35 to 39 years	665	59	0	606	6.7	7.1
40 to 44 years	687	75	0	612	6.8	6.5
45 to 49 years	670	54	0	616	6.9	5.9
50 to 54 years	580	34	0	546	6.1	5.1
55 to 59 years	464	18	0	446	5.0	4.5
60 to 64 years	368	10	0	358	4.0	3.7
65 to 69 years	305	5	0	300	3.3	3.2
70 to 74 years	279	3	0	276	3.1	2.4
75 to 79 years	178	2	0	176	2.0	1.4
80 to 84 years	113	1	0	112	1.2	0.8
85 and over	46	0	0	46	0.5	0.4
Total						
Population	14,875	1,193	4,713	8,969	100.0	100.0

Mount Pleasant has fewer people between the ages of 15 and 39 than would be found in an average Michigan community. This is especially true of the 15 to 24 year group and the 30 to 34 year age group. The City has an older population than found in the State, having a consistently greater percentage of persons in each age group over 40 years of age. This is particularly true of 45 to 54 year old persons. This reflects the University and State Training Home staffs to some degree.

#### Education

The adjusted figures of Table VIII show that over 54 percent of all resident adults in Mount Pleasant have completed 12 or more years of school. This is substantially more than the 42 percent urban State average and again reflects the influence of the University and Training Home.

The adjustments in the no schooling and 1 to 4 years of schooling categories were based on the resident adults in the State Training Home. The use of the adjusted percentages should only be used as a group. In this case Mount Pleasant would have 2.6 percent of its population with less than 5 years of schooling compared with an urban State average of 5.9 percent. Even with the deduction for graduate University students, the

median education of adults in Mount Pleasant is 12.1 years compared with the State urban average of 11.0.

TABLE VIII  
EDUCATION COMPLETED  
1960 CENSUS OF POPULATION

	1960 CENSUS	PERCENT OF TOTAL	RESIDENT POPULATION	PERCENT OF TOTAL	STATE URBAN %
Persons 25 years old or more	5,890	100.0	5,157	100.0	100.0
No schooling	348	5.9	35	0.7	1.5
1-4 years schooling	210	3.6	98	1.9	4.4
5-6 years schooling	165	2.8	165	3.2	6.0
7-8 years schooling	1,117	19.0	1,117	21.6	23.1
1-3 years high school	933	15.9	933	18.1	22.7
4 years high school	1,415	24.0	1,415	27.4	26.2
1-3 years college	828	14.0	828	16.1	8.5
4 or more college	874	14.8	566	11.0	7.6
Median completed	12.1		12.1		
State Urban Median	11.0		11.0		

#### Family Income

The 1960 Census shows that the residents of Mount Pleasant enjoy a higher income than found in the average urban community in Michigan. There were only 377 families with incomes less than \$3,000. These families represented 14.2 percent of the total population as compared with the State urban average of 24.9 percent. The City had the same general proportion of families earning between \$3,000 and \$6,000 a year. Over half of the families in the City had an income of over \$6,000 per year. The City median income for families was \$6,834 compared with the State urban average of \$6,590. Because of a slightly lower than average cost of living in Mount Pleasant, the spendable portion of this income can also be assumed to be higher than the State average. This is a very positive factor in maintaining the good business base of the City.

#### The Work Force

The 1960 Census showed 5,467 persons in the civilian labor force. This figure included the very large number of part-time University student employment. Only 11 percent of the work force worked outside of Isabella County and over 66 percent used cars to go to their place of work.

TABLE IX  
LABOR FORCE  
1960 CENSUS OF POPULATION

	MALE	FEMALE	TOTAL	PERCENT
Persons in civilian labor force	3,287	2,180	5,467	100.0
Total employed - 1960	3,107	2,071	5,178	94.7
Total unemployed - 1960	180	109	289	5.3
Urban State unemployed				7.1

Table IX shows that a high percentage of workers, 40 percent, are female, compared to the State urban average of 34.3 percent. This again reflects the effect of the University students on the City Census data. The unemployed work force of 289 persons who were actively seeking work represented 5.3 percent of the total work force compared to a State urban average in 1960 of 7.1 percent. This indicates a sound economic structure within the City. Since 1960 the State unemployment has dropped each year to the point where the State is suffering from a lack of available employable persons.

TABLE X

OCCUPATION OF WORK FORCE  
1960 CENSUS OF POPULATION

OCCUPATION	PERCENT OF EMPLOYED						Comment
	State		Urban		Mt. Pleasant		
	Male	Female	Male	Female	Male	Female	
Professional	10.6	13.5	12.0	13.6	17.2	19.1	high
Farming	4.1	0.9	0.3	0.1	1.1	0.2	normal
Manager, Proprietor	9.2	3.2	9.6	3.1	14.4	3.4	high
Clerical	13.4	39.9	15.0	41.9	14.9	37.7	normal
Craftsman, Foreman	21.6	1.2	21.5	1.2	14.9	0.2	low
Operatives	26.1	13.4	35.7	12.6	15.7	5.0	very low
Services	5.8	22.5	6.4	22.1	13.0	31.7	very high
Labor	5.5	0.5	5.3	0.5	5.8	0.5	normal
Not reported	3.7	4.9	4.2	4.9	3.0	2.1	

The occupations of the residents of Mount Pleasant in 1960 varied in a number of ways from the Michigan norm. More than 44 percent (1,375 persons) of the male work force and over 54 percent (1,123 persons) of the female work force had professional, managerial or service occupations. This can be compared to an urban State average of 28.0 and 38.8 percent respectively. This illustrates the intense orientation of the City as a large business center serving the surrounding area and reflects the dominant influence of the two State institutions upon the economic life of the community.

TABLE XI

EMPLOYMENT OF WORK FORCE BY  
TYPE OF INDUSTRY, BUSINESS OR SERVICE  
1960 CENSUS OF POPULATION

EMPLOYED IN	STATE %	URBAN %	CITY %	COMMENT
Agriculture	3.5	0.5	0.8	normal
Mining, Oil & Mineral	0.6	0.3	3.8	high
Construction	4.6	4.1	4.3	normal
Manufacturing	38.0	38.9	12.6	very low
Transportation, Utility	5.8	5.8	3.7	low
Wholesale Trade	3.0	3.2	3.4	normal
Retail Trade	14.7	15.3	17.7	high
Finance, Insurance, Real Estate	3.3	3.7	2.7	low
Business & Personal Service	4.5	4.8	6.0	high
Professional Service	10.8	11.6	14.1	high
Public Administration	8.0	8.3	29.5	very high
Not Reported	3.2	3.5	1.4	



There were 144 residents of Mount Pleasant employed in the oil or mining industry of the area in 1960. While higher than the State average, this represents a very small part of the total job base of the City. The total resident employment base for oil, mining, construction and manufacturing uses was 1,061 persons, or 20.7 percent of the total job base.

Business, trade and all business and professional personal services provided jobs for 2,275 persons, 43.9 percent of the total. Governmental and educational activities provided jobs for 1,527 persons, nearly 30 percent of the total employment base. In 1964 the two State institutions directly employed over 1,100 persons. The very large number of trade, service, governmental and educational based jobs in comparison to the small number of industrial jobs shows the great impact of the two State institutions in the City which provide great amounts of outside funds for reuse by all families. This circulating reuse of money creates and supports most of the other business and service jobs of the City.

The anticipated University enrollment increases during the next ten years will greatly increase the job base and income of Mount Pleasant. This, in turn, will create other service and business jobs. The increased population will also be attractive to new industry seeking a location in the Mount Pleasant area.

#### The Business Economy

From its early beginnings, Mount Pleasant has been a trade center for the surrounding agricultural area. Its natural trade area encompasses the lower three-quarters of Isabella County, the western quarter of Midland County and the eastern quarter of Mecosta County. The surrounding trade centers are: Midland, 25 miles east; the Saint Louis-Alma centers, 17 miles south; Big Rapids, 27 miles west; and the small center of Clare, 15 miles to the north.

The 1960 population in the Mount Pleasant trade area was approximately 40,000 persons. This was a 17.5 percent increase over the 1950 population of the trade area of 33,000 persons. Nearly one-third of this was due to increased University enrollments during the period. The Census of Business reports that retail sales for Mount Pleasant have increased from \$20,600,000 in 1954 to \$33,400,000 in 1963. In terms of constant 1954 dollars, the 1963 sales were \$29,000,000, a real increase of \$8,400,000 or 41 percent. This reflects the expanding economic health of the area as well as the larger amounts of spendable income of families throughout the country.

Table XII shows that there has been no appreciable increase in retail sales establishments since 1954 in the City or the County. However, the payroll for employees has risen considerably and employment has increased in line with population increases in the trade area.

Wholesale trade establishments have increased in number and in employees within the City during the nine year period. The number of establishments and employees in the rest of Isabella County have declined during the same period. However, the remaining establishments have substantially increased their sales and payrolls. The 18 establishments in the County in 1954 had a business sales volume of \$5,450,000 and a payroll of \$250,000. This was an average of \$300,000 in sales per establishment and a payroll of \$14,000 per establishment. In 1964 the 14 remaining establishments had average sales of \$625,000 and an average payroll of \$27,000. In comparison, in 1963 the City wholesale operations had an

TABLE XII

SELECTED BUSINESS FACTORS  
U. S. CENSUS OF BUSINESS

Category	1954	Change		<u>RETAIL TRADE</u>		1958	Change		1963	1954-63		Change
		No.	%				No.	%		No.	%	
<u>Establishments</u>												
Mt. Pleasant	183	-11	-6%	172	+15	+9%	187	+4	+2%			
Rest of County	116	+12	+10%	128	-10	-8%	118	+2	+2%			
<u>Employees</u>												
Mt. Pleasant	1078	+3	0%	1081	+142	+13%	1223	145	+13%			
Rest of County	265	+95	+36%	360	+2	+1%	362	97	+37%			
<u>Sales (in millions)</u>												
Mt. Pleasant	20.6	+2.6	+13%	23.2	+10.2	+44%	33.4	12.8	+62%			
Rest of County	6.2	+1.2	+19%	7.4	+1.3	+18%	8.7	2.5	+40%			
<u>Payroll (in millions)</u>												
Mt. Pleasant	2.2	+0.2	+9%	2.4	+1.0	+42%	3.4	+1.2	+55%			
Rest of County	0.4	+0.2	+50%	0.6	0	0%	0.6	+0.2	+50%			

WHOLESALE TRADE

<u>Establishments</u>												
Mt. Pleasant	29	+9	+22%	38	+1	+3%	39	+10	+35%			
Rest of County	18	-1	-1%	17	-3	-18%	14	-4	-22%			
<u>Employees</u>												
Mt. Pleasant	167	+73	+44%	240	+6	+3%	246	+79	+47%			
Rest of County	105	-27	-26%	78	+10	+13%	88	-17	-16%			
<u>Sales (in millions)</u>												
Mt. Pleasant	12.3	+2.5	+20%	14.8	-0.6	+4%	14.2	+1.9	+15%			
Rest of County	5.4	+0.3	+1%	5.7	+3.0	+53%	8.7	+3.3	+63%			
<u>Payroll (in millions)</u>												
Mt. Pleasant	0.5	+0.5	100%	1.0	+0.2	+20%	1.2	+0.7	+140%			
Rest of County	0.3	0	0%	0.3	+0.1	+33%	.4	+0.1	+33%			

SELECTED SERVICES

<u>Establishments</u>												
Mt. Pleasant	84	-1	-1%	83	+11	+13%	94	+10	+12%			
Rest of County	33	+22	+67%	55	+20	+36%	75	+42	+127%			
<u>Employees</u>												
Mt. Pleasant	236	+44	+19%	280	-13	-5%	267	+31	+13%			
Rest of County	63	+29	+46%	92	+17	+18%	109	+46	+73%			
<u>Receipts (in millions)</u>												
Mt. Pleasant	1.6	+0.2	+13%	1.8	+0.4	+22%	2.2	+0.6	+38%			
Rest of County	0.5	0	0%	0.5	+0.4	+80%	0.9	+0.4	+80%			
<u>Payroll (in millions)</u>												
Mt. Pleasant	0.3	+0.2	+67%	0.5	-0.1	-20%	0.4	+0.1	+33%			
Rest of County	0.1	0	0%	0.1	0	0%	0.1	0	0%			

TABLE XIII  
COMMUNITY BUSINESS COMPARISONS  
OF  
COMBINED RETAIL, WHOLESALE AND SERVICES  
U.S. CENSUS OF BUSINESS

	1954	1958	1963	%change 1954-63	1950-60 pop.growth
<u>1. Number of Establishments</u>					
Mount Pleasant	296	293	330	11.5	30.6
Rest of County	167	200	207	24.0	16.5
City of Midland	362	391	487	34.6	94.5
<u>2. Employment</u>					
Mt. Pleasant	1481	1601	1731	16.9	30.6
Rest of County	434	530	559	28.8	16.5
City of Midland	2054	2352	2672	30.1	94.5
<u>3. Sales Volume (in millions)</u>					
Mt. Pleasant	34.56	39.78	49.91	44.4	30.6
Rest of County	12.05	13.73	18.22	51.2	16.5
City of Midland	40.00	56.91	75.95	90.0	94.5
<u>4. Annual Payroll (in millions)</u>					
Mt. Pleasant	3.09	3.93	4.99	61.5	30.6
Rest of County	0.67	0.88	1.05	56.7	16.5
City of Midland	4.27	5.33	8.13	90.4	94.5
<u>5. Establishments and Employees Elsewhere</u>					
Clare County - Establishments	282	333	401	42.2	13.6
Employees	1057	1179	1282	21.3	
City of Alma - Establishments	186	191	236	26.9	7.6
Employees	968	1236	1160	19.8	
Rest of Gratiot County Establishments	447	465	490	9.6	8.8
Employees	1658	1620	1615	-2.6	
Rest of Midland County Establishments	not available		163	-	6.4
Employees	not available		354	-	
Michigan (x1000) - Establishments	104	122	126	21.2	22.8
Employees	628	678	688	9.6	



average sales volume of only \$365,000 per establishment and an average payroll of \$30,000.

The fastest growing segment of the national business scene has been in personal and business services. Table XII shows that the City has not shared in as extensive an enlargement of this sector as the rest of the County. The Census showed 42 new service establishments in the County over 1954 and only 10 new ones in the City. However, the receipt volume of City establishments rose from \$19,500 per establishment to \$23,000. The rest of the County receipt volume declined from \$14,000 per establishment to \$11,700. Payrolls per employee also fell in the County from \$985 to \$680. The average City payroll per employee rose from \$1,340 to \$1,790 in comparison. These figures suggest an overextension of new establishments in the County combined with a decline in population in certain areas of the County, which formerly supported a more profitable number of service establishments.

#### Business Comparisons

The Community Business Comparisons Table XIII shows that in new business establishments and total business employment, Mount Pleasant enjoyed a moderate growth, somewhat below the State average and below the growth rate of the City population itself. In comparison, the City of Midland business growth has been only one-third of its population growth even though this was above the State average.

Sales volumes and the annual business payroll in Mount Pleasant have increased much faster than the population growth. The comparative figures for Midland show that sales volumes and payrolls have not increased as much as the population, indicating that the Saginaw shopping area is siphoning off part of the Midland business.

Clare County business has increased appreciably over the last nine years. Comparable increases have also occurred in Alma. However, the rest of Gratiot County has not shared in this increase.

These figures indicate that the business economy of Mount Pleasant is basically very healthy and will continue to increase at a desirable rate. The Mount Pleasant trade area is not as yet being adversely affected by surrounding trade areas. However, the need for business expansion room is becoming more critical with this continued expansion of the market potential. This can lead to the creation of a new business center in the near future unless immediate steps are taken to provide for this need near the existing business district.

In order to obtain a precise comparison of the health of the business community over a period of years it is necessary to compare sales volumes against the effects of population growth and the inflation of the dollar. Table XII showed that retail sales in Mount Pleasant had increased 62 percent between the 1954 and 1963 Census of Business. Sales Management Magazine, a private business data publication also showed Mount Pleasant retail sales increasing by 65 percent between 1950 and 1963 which concurs with the Census data.

In terms of non-inflated constant 1948 dollars, Mount Pleasant retail sales increased from \$16,200,000 in 1950 to \$22,000,000 in 1963, an increase of 35.8 percent. Table XIV compares the County, other communities and the State in constant dollar retail sales for the same period. The State sales increased only 8.1 percent while Mount Pleasant, Midland

County and Clare County all had more substantial increases. The City of Midland increased its retail sales at twice the Mount Pleasant rate.

TABLE XIV  
RETAIL SALES VOLUMES COMPARISONS  
SALES MANAGEMENT MAGAZINE

**1. RETAIL SALES IN CONSTANT 1948 DOLLARS - 1953 TO 1963**

	1953	1963	CHANGE	%
MOUNT PLEASANT	\$16,200,000	\$22,000,000	\$5,800,000	35.8
Rest of Isabella Co.	5,600,000	6,600,000	1,000,000	17.9
City of Midland	24,700,000	42,500,000	17,800,000	72.1
Rest of Midland Co.	5,700,000	7,800,000	2,100,000	36.9
Total Isabella Co.	21,800,000	28,600,000	6,800,000	31.2
Total Midland Co.	30,400,000	50,300,000	19,900,000	65.5
Clare County	8,250,000	13,800,000	5,550,000	62.2
Mecosta County	15,000,000	16,600,000	1,600,000	10.7
Gratiot County	30,000,000	35,000,000	5,000,000	16.7
MICHIGAN (x100)	\$74,000,000	\$80,000,000	\$6,000,000	8.1

**2. RETAIL SALES DIVIDED BY CENSUS POPULATION**

MOUNT PLEASANT <sup>1</sup>	\$1,850	\$2,460	\$610	33.0
MOUNT PLEASANT <sup>2</sup>	1,460	1,610	150	10.5
Rest of Isabella Co.	319	323	4	1.3
City of Midland	1,730	1,530	-200	-11.6
Rest of Midland Co.	267	329	62	23.2
Total Isabella Co. <sup>1</sup>	829	971	42	5.1
Total Isabella Co. <sup>2</sup>	761	837	76	10.0
Total Midland Co.	852	978	126	14.8
Clare County	805	1,185	380	47.2
Mecosta County	792	788	-4	-0.5
Gratiot County	897	945	48	5.3
MICHIGAN (x100)	\$1,152	\$1,020	-\$132	-11.5

<sup>1</sup> without University and State Home population

<sup>2</sup> with University population - without State Home population

The second part of Table XIV divides the 1950 and 1960 Census of Population into the retail sales of 1953 and 1963 to determine whether the increase in business sales has been from serving new families or represents an increase in the drawing power of the business community.

In the State as a whole the per capita retail sales have declined from \$1,152 in 1953 to \$1,020 in 1963, again in terms of constant 1948 dollars. A major factor in this slight decline has been the sharp economic decline in rural and northern parts of the State and in older central metropolitan areas. The higher per capita sales for Mount Pleasant and Midland point out their status as regional shopping areas serving the surrounding County areas. Where Mount Pleasant has enjoyed a substantial increase, Midland sales increases have been less than its population growth, with a resulting decline in per capita sales to less than Mount Pleasant sales per capita. Midland County has captured a part of the buying income of the new growth although this represents a very small volume of sales per person.



The table shows a 33 percent increase in per capita sales if University and State Home populations are not considered. A 10.5 percent increase is indicated if the institutional populations are included. Since the spending income of the institution population is less per capita than the resident population, an increase of around 20 to 25 percent is more probably an accurate reflection of per capita drawing power.

The large increases in the State institutional employment anticipated will consist of many high paying jobs. It can be assumed from this that the per capita sales in the future will continue to increase. This, in turn, will attract other business ventures to the City, augmenting the services, quality and variety of the merchandise available to the area residents. This should recapture a part of the potential market going to Lansing, Alma and Saginaw, further increasing the per capita sales of the local business community.

#### The Industrial Base

Mount Pleasant has a limited industrial base providing jobs for approximately 644 persons representing 12.6 percent of the work force. In 1954 there were 695 persons employed in industry. By 1958 this had fallen to 589 and the 1960 Census showed the aforementioned 644 persons. This indicated a stabilization of the decrease in the oil industry activities. The 1958 industrial payroll was \$2,950,000 in the City compared to a \$5,000,000 business payroll.

In the rest of Isabella County the employment fell from 207 in 1954 to 125 in 1958. In 1958 the industrial payroll was \$537,000. Both the City and County should take positive steps to provide incentives for new industrial operations in the area to correct the over-dependence of the community on the business and institutional job base.

## FUTURE DEVELOPMENT FACTORS

### AND GOALS

#### SUMMARY

Population and economic studies predict a State population growth of 50 percent during the next 20 years. This represents an additional 4,000,000 persons. Industry is moving out into smaller communities with the availability of fast highway transportation. In the past, Mount Pleasant's growth has lagged behind State growth. Nearly all of this growth can be directly related to expansion of the University and State Home. Better transportation and the very large anticipated increase in the capacity of the University and State Home should accelerate the City growth rate. University enrollments should exceed 20,000 during the next 15 years. New jobs and opportunities will attract at least 3,100 new families to the City in the next 20 years to bring the area population to 21,000 persons, a 70 percent increase. This growth will compound existing traffic and parking congestion, require great expansion within the business community, attract new industry seeking employees, require large increases in City and school facilities, increase the problems of student housing, and encourage the development of uncontrolled urban sprawl in the surrounding area. Older homes and poor homes will deteriorate during this period and most minor problems of today will grow to large and serious proportions. Mount Pleasant must strive to provide adequate services, guide new growth so as to enhance existing development and create an attractive, economical and convenient total community.

## FUTURE DEVELOPMENT FACTORS AND GOALS

Mount Pleasant is located in a highly industrialized and wealthy State. In 1963 Michigan ranked fifth of all nations and States in the world in its gross product output. Between 1940 and 1960 the State population increased by 50 percent and most population projection studies indicate that the State population will increase by another fifty percent by 1985 or 1990. This increase will represent an additional 4,000,000 people or a population of 12,000,000.

Industrial and business concerns are expanding faster than the population in the lower part of the State. This has resulted in a shortage of trained workers in the industrialized communities. This condition is temporary, for economic forces will act to both bring additional workers into the State and cause some industries to relocate or expand into other locations, both within and outside the State, until a balance is reached.

Preliminary releases of a study being made of Michigan by the European firm of C. A. Doxiadis predicts that the mid-west area of the United States and Canada will take over the expansion needs of the eastern seaboard megopolis and will, in turn, become a heavily urbanized region stretching from Toronto to Chicago. Lower Michigan will be at the hub of this area. This is, of course, a very long range view of events. However, it supports the various projections mentioned above.

Congestion and lack of room in the metropolitan areas, a vastly improved highway system and the need for new labor markets have led to a decentralization of industry in the last decade. Similarly, families have been moving to suburban communities which offer good schools, services and new job opportunities without the problems of the older large cities.

Rural agricultural areas have at the same time been declining in population. The production of food has become a mechanized business. This has led to the consolidation of farms into larger, more economical operations. As the original farm settlers retire they are not being replaced by new farm families and former marginal farms are being left fallow in favor of good, easily cultivated land.

The largest amount of the projected State growth will occur around the existing metropolitan centers. Small communities within 30 miles of these centers can be expected to grow from 50 to 100 percent during the next 20 years. Smaller industrial communities in the lower peninsula can be expected to grow between 40 and 50 percent, depending upon local circumstances. The very small agricultural service community will either decline in population or grow very little unless industrial or tourist development occurs to fill the economic vacuum resulting from decreased agriculture.

### Establishing a Target Population

Between 1940 and 1960 the Mount Pleasant area grew 36 percent. More than half of this growth can be directly related to the increase in Central Michigan University enrollments and employment and to the State Training Home. This means that the normal community growth rate itself was only one-third of the State average. The rapid industrialization of Midland contributed to the Mount Pleasant area growth, off-setting,



to some extent, the decline in the oil industry and agricultural activity which had provided a large part of the area's employment base.

To arrive at a logical and reasonable population growth prediction for the Mount Pleasant area it is necessary to consider the normal expectations of the community itself in relation to State industrial growth patterns and trends, separately from the effects of the State institutions. With institutional growth excluded, it would be reasonable to anticipate that the area will slowly accelerate in growth during the next 20 years, more nearly in line with the State growth rate.

The new highway improvements and industrial decentralization trend will help Mount Pleasant shift to a firmer, more diversified employment base. This will depend to a large extent upon improving the attractiveness of the industrial areas of the community. Still excluding the State institution, a growth of 30 percent during the next 20 years could be anticipated for the Mount Pleasant community. This would result in an area population of 16,500 persons by 1985, compared to the area population of 12,400 in 1963.

The expansion plans of both institutions bring additional growth factors into consideration which are not found in the average community. The State Training Home plans to expand from 1,300 patients to its ultimate capacity of 1,700 patients during the next 10 years. This will bring an additional 150 job opportunities into the area with a corresponding payroll increase.

In 1964 the University employed around 650 persons for an enrollment of 6,000 students. By the 1965-66 school term an enrollment of over 8,000 is anticipated. Within the next 15 years the University expects to expand to an enrollment in excess of 20,000 students. This should bring the University employment up to around 1,500 persons, with an increase of 850 new jobs.

The resulting total of 1,000 new payroll jobs from the State institutions can be expected to bring between 1,000 and 1,500 new families into the area who will either work directly for the institutions or will be in the many associated business and service operations supporting the needs of the expanded population. This will add from 3,300 to 5,000 additional persons to the normal population increase, for a target 20 year projection of between 20,000 and 21,500 persons.

In addition, the rapid expansion planned for the institutions during the next 10 years will change the normal growth pattern from one which is slowly accelerating to one of constant and steady increases. For the purpose of this Master Plan program a population target of 21,000 has been selected as a reasonable expectation by 1985. This is an increase of nearly 70 percent and represents a growth of 3,100 new families in the area.

#### Other Development Factors

Planning for the needs of the future community is not a process of guessing about future events nor a mysteriously designed utopian concept to be imposed upon future development. Instead it is a broad overall look at inevitable and obvious effects brought about by well established trends and additional population growth. The planning program must recognize these inevitable problems of expansion and provide solutions to them, for they will occur whether or not a plan is prepared. Most important, the people of the community must be made aware of these

inevitable problems so that they can soundly and safely make investments, decisions and personal plans. The following factors can be reasonably expected to occur or develop during the next 20 years in the Mount Pleasant community:

- \* The resident population will increase to 21,000 persons, an increase of 3,100 new families and homes.
- \* During the next 10 years the population of the University will increase to over 15,000 students, which will equal the area population and exceed the population of the City itself.
- \* Most population growth will be in the surrounding Township area and will require urban services and protections.
- \* The traffic from the future resident and student population will be approximately three times the current volumes, requiring more adequate streets, circulation and off-street parking areas.
- \* The need for business and service establishments will double as the area grows to the target population.
- \* New industry will be seeking location in communities which provide full utilities, protection, good highway and rail service, a stable tax structure and attractive sites.
- \* The projected community and University growth will require extensive increases in City utility, police, fire, recreation and administrative facilities.
- \* The capacity of public and private school, hospital and church facilities will have to be doubled.
- \* The effects of aging in older existing homes will create serious problems of deterioration, unsightliness and valuation losses.
- \* The University expansion will create the demand for large amounts of rental apartment construction.
- \* The future economy of the community will be increasingly oriented toward business and service needs of the University and its employees.
- \* All minor and serious problems of the area today will become increasingly detrimental as growth occurs unless positive community action is taken to correct the causes.
- \* The future desirability and attractiveness of the community as a place to live, work and invest in will be determined by the sound guidance of new development and the responsible correction of community problems.

#### Long Range Goals

The goals of a community are , and must be, the goals of the many individuals and agencies which will actually build the future City. These people all have common interests in seeing that their own goals are not threatened by events and conditions which need not arise. The following long range goals have been determined to be desirable and attainable. They should form the yard stick against which all private and public

development decisions in the Mount Pleasant area should be measured:

- \* Mount Pleasant should strengthen its reputation as an attractive community with good schools, full services and adequate protection.
- \* The location of new houses, businesses and industries should add to the attractiveness, convenience and values of the existing community.
- \* Home neighborhoods should be protected from the damaging influences of increased traffic volumes and blighting conditions should be eliminated.
- \* Future traffic needs should be accommodated on uncongested, safe and convenient major streets.
- \* The City and Township should work closely together in guiding and controlling future growth to create a healthy, logical and well served community.
- \* The City should actively encourage the expansion of its central business area and off-street parking facilities to serve the needs of an increased population.
- \* A diversified and enlarged industrial base should be sought by providing attractive, fully served and protected industrial sites adjacent to highway, rail and air transportation facilities.
- \* The timing and location of future public facilities should be used to provide incentive and guidance for the location of new development.
- \* Public land should be acquired in the best locations to meet the needs of the future before the land is developed for other purposes.
- \* The public should be assured that all individual public improvement projects are designed to fulfill the needs of the future community in a planned and economical manner.



## THE SERVICE AREA POLICY

### SUMMARY

The new growth to 21,000 persons will mean that at least \$70,000,000 of new private investments in homes, businesses and industry will be made in the area. This is more than the real value of all private development in the City today. The University and State Home will spend at least \$107,500,000 for new facilities. This investment will require a large increase in public services and facilities. If all this new growth located compactly near existing development, the new tax base would pay for all the new services. If it scatters over an area which can ultimately hold four times as many persons the cost will be four times greater without compensating tax income. No one knows where City boundaries will be 20 years from now, so the City must determine where it can best accommodate new growth by establishing a logical community boundary within which it will plan to provide City services. If the Township and City work together, a well served, logical and economical community will be built. If small lot growth occurs in areas where services cannot be economical it is inevitable that urban problems will force services to be provided at unnecessarily high costs. There is room for over 80,000 persons in easily developable areas around the City. Some of these areas must be protected from sprawling urban development for a long time into the future.

## THE SERVICE AREA POLICY

Following an analysis of existing conditions and trends and the establishment of a reasonable population growth estimate, it is possible to consider the most likely types of development this growth will represent. The types of development, the land area it will require and the amount of money which will be involved as growth occurs are estimated as follows for the next 20 years:

TABLE XV  
FUTURE DEVELOPMENT ESTIMATES

150 Rural homes	150 Acres	\$3,000,000
2,300 Urban homes	770 Acres	40,000,000
150 Conversions	0 Acres	600,000
500 Family Apartments	50 Acres	4,000,000
500 Private Student Apts.	40 Acres	3,000,000
3,400 Exist. Home Improvements	0 Acres	3,400,000
200 Businesses	100 Acres	8,000,000
20 Industries	150 Acres	3,000,000
50 Semi-Public	100 Acres	5,000,000
<b>TOTAL</b>	<b>1,360 Acres</b>	<b>\$70,000,000</b>

In addition to this private development the State Training Home will spend around \$7,500,000 for expansion. The University will spend up to \$100,000,000 and is presently acquiring approximately 600 acres for its future expansion south of the City. This brings the total land area used to 1,960 acres or 3 square miles. The total State and private investment to be made in the Mount Pleasant area will total \$177,500,000.

All of this new development will require major expenditures in the City and the Township to provide the services which will be needed. The location of this new growth is a very important factor in determining how great this expenditure will be. If it locates where services can be most economically provided, each new home or business will be an asset to each individual taxpayer for it will not only pay for its new services but share in paying for other necessary costs of government.

If the same new growth forces premature extension of services by scattering over an area which will ultimately accommodate two or three times as many persons, the costs of new services will correspondingly be two or three times as great. This extra cost cannot come from homes and businesses which do not yet exist, so existing property owners and the new growth will have to pay it, making new growth a subsidized liability to all existing property owners.

If all of this new growth were to be financed at one time by a single corporation, the most careful planning would be done to insure against excess service costs. Since this new growth will actually be occasioned by thousands of separate individuals making thousands of unrelated decisions, the community must protect itself and its future economy by guiding new growth to economical locations. Much more can be done about this than is commonly recognized. These potential developers making their individual decisions will be looking for certain things and



avoiding other things.

Home investors will be seeking areas free from the blighting influences of surrounding run-down property. They will prefer to have public water, public sewer, public school and park services nearby, since this will be important to their families and to the future value and saleability of the property. Business investors will be looking for utility services in locations which will be accessible to a wide potential buying population. Industrial locators will be seeking industrial sites protected from intermingled home uses and objectionable types of industry, with adequate highway and rail services, complete utilities, adequate fire and police protection and an economical tax load.

The basic planning process is to recognize that each type of development can be encouraged in positive ways through City, Township and School policies, and can be discouraged in positive ways, likewise. The basic planning policies which can be used to shape an economical community are definite, well-publicized policies concerning the future availability and location of public water, sewer, schools, parks and highways. Such policies can be designed to differentiate between smaller-lot urban home development and rural development. These policies can be designed to say, in effect:

"You may build your home anywhere in the Mount Pleasant area. If you want or need public services and protections these will be provided in predetermined, economical locations and you can easily find out where these will be. If you are unaware of these service needs yet and want to locate on a small city-type lot rather than on an acreage lot you must locate in one of the areas where such services are planned, because we know from experience that such development will require full services. If you do not choose to locate there, you are still free to locate anywhere, but you must protect your investment and the community by having a lot large enough to safely draw your own water and dispose of your own sewage."

Under such a Service Area policy, home mortgages will be more favorable in the predetermined service locations, and every new home built in the future can be a tax asset to the community. In this way suburban estate and farm property will be protected from confiscatory assessments for utility services which can never be provided economically by Township government. Businesses can choose locations with a better idea of both present and future population distribution and industry can choose locations where they will be both served and protected from encroaching home development.

With a firm policy on the location of services and development the City will be able to plan soundly and economically for the first time. It can determine accurately the ultimate capacity of utilities without wasteful safety factors for unknown future growth.

At this point it is necessary to consider several very basic development facts. First, in the logical Mount Pleasant urban area, most growth and development will be outside the present City boundaries. It is not possible to guess where these City boundaries will be twenty or fifty years from now. The planning policies must therefore determine not future City boundaries but future logical service boundaries which may or may not become future City boundaries.

Second, the economy of the Township area and of the community will not permit the provision of expensive urban services by several competing



agencies. The central City is the logical provider of water and sewer services, just as it is the logical provider of school services. This leads to the further realization that if development controls and thinking stop at City limits lines, scattered unserved and less desirable small-lot development will occur just beyond the City. As problems increase, such areas will be forced to annex to the City, at which time all City property will have to pay higher taxes to subsidize the unprovided services which will be required.

The basic location policy must be designed to encourage fully improved and attractive development in sound locations for a logical community regardless of today's political boundaries. The economical community which will result from such policies will be economical either as separate units or as a single unified community without depending upon consolidation or annexation.

#### Service Area Determinations

The selection of future Service Areas must be based upon a careful consideration of existing land use, the topography of the area, soil conditions, existing utilities and local development pressures which influence people's decisions. The Growth Location Factors map shows a summary of these interrelating factors in the Mount Pleasant area.

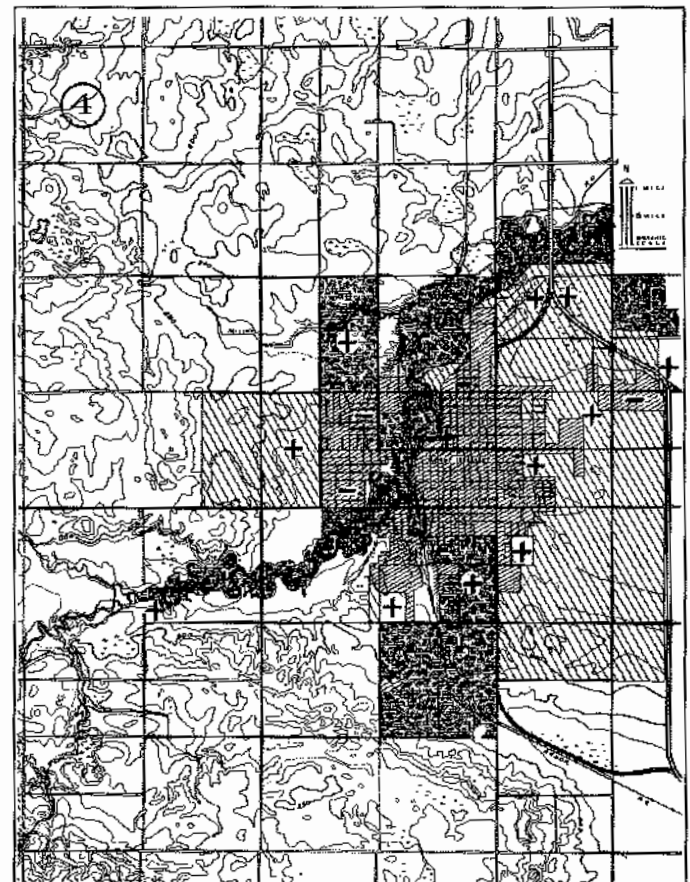
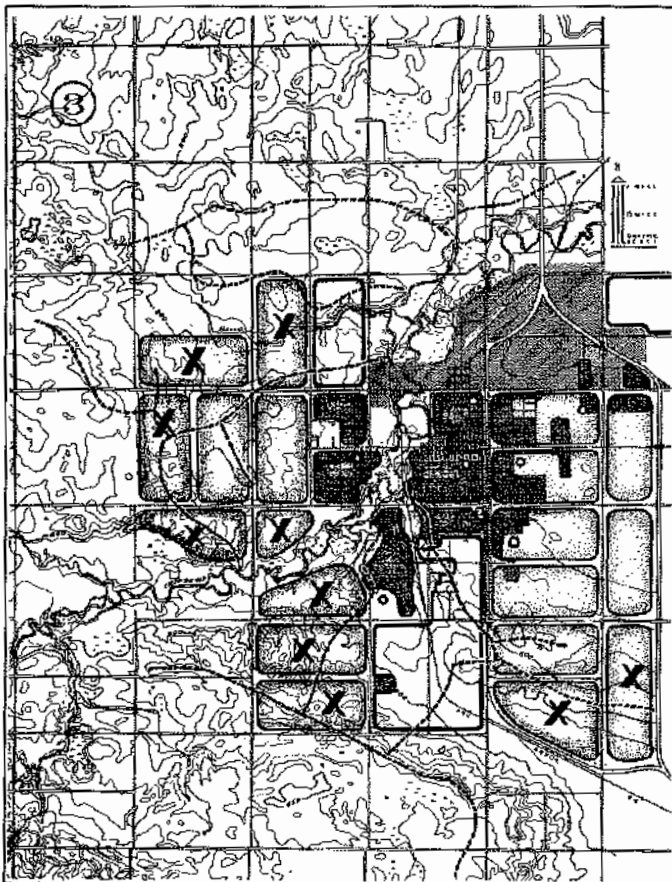
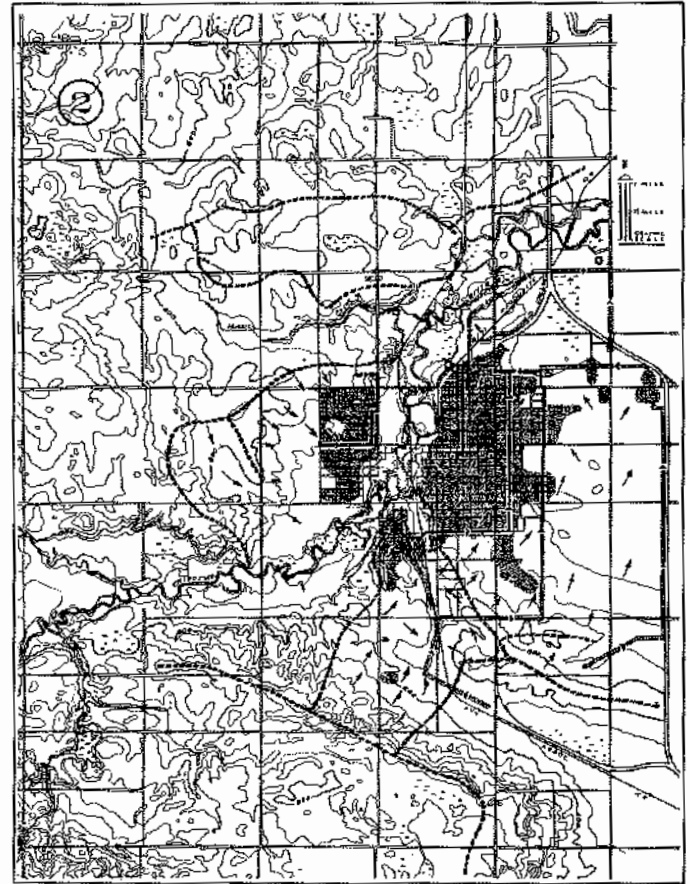
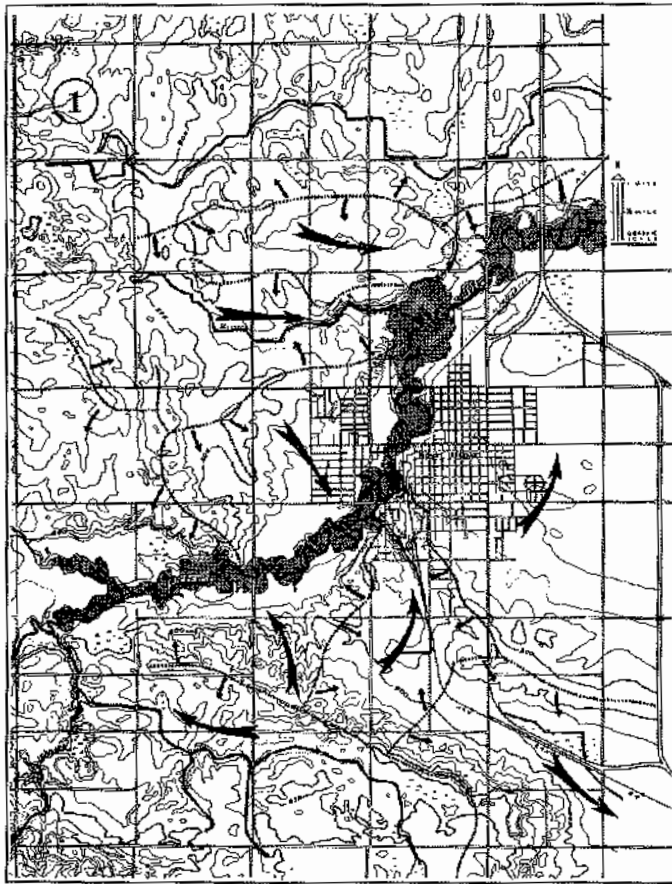
The four plates show 10 foot elevation contours from the U.S. Coast and Geodetic Survey. Plate One shows the Chippewa River and the streams of the area in solid black which represent the valley floors. The flood plain of the River is shown by shading. Dotted lines show the ridges which are the high points between separate valleys or drainage basins.

These ridges are shown on the first three plates for they are very important in determining the natural drainage locations of the two most expensive utility services, sanitary sewers and storm drain sewers. Water flows down from these ridges to the river as indicated by the arrows on Plate One.

The greater part of Mount Pleasant is located east of the Chippewa River in one drainage area which flows to the north and east. The west side of the City drains south and east toward the river. The west side of the University and the adjacent home area are in a small basin which drains north into the river. The extreme southeast corner of the Mount Pleasant area drains into the Salt River basin. The rest of the southern area drains back to the west and flows into the Chippewa River as does the extreme western part of the area. The area northwest of the City is drained by Mission Creek.

Plate Two shows the existing sanitary sewer trunklines in solid black lines. Existing urban development is shown by shading. The eastern part of the City is served by three trunks which wrap around the developed areas from the sewage disposal plan shown by an open circle. Because the land drops off in this area to the northeast, each trunk is limited to the service it can provide to the east of it. Future growth in this area will require another "wrap around" trunkline. This is shown by dotted lines along the U.S. 27 limited access highway. No land lying east of U.S. 27 will be considered for future urban development. This proposed line could serve all developing areas east and southeast of the City. Of great importance is the fact that this line must be first built east and then south. Premature growth in the southeast would force the construction of the entire line before the closer areas had

# GROWTH LOCATION FACTORS



developed.

The west side is served by a trunkline which is pumped across the river to the disposal plant. This pumping station is shown with an X and is adequate for a considerable amount of additional load. However, the west side land drops off to the south which places the southerly part beyond the reach of existing lines.

The west University area is served by a minor trunk with a pump, shown by an X, which lifts sewage by a short force main east into the main City lines. This pump cannot handle any great increase in load. The rest of this valley is the area owned by the University. Future University facilities can be served by an extension of one of the eastern trunks with a lift station and short length of force main.

Plate Two also shows that any amount of development north of Pickard on the east side of U.S. 27 would require a separate disposal plant to serve a small area. All other areas around the City beyond the drainage divides would prove extremely costly to serve or would require separate systems.

Plate Three shows potential residential neighborhoods around Mount Pleasant which could accommodate increased growth. Unsuitable land has been left out and the State Home, University and Airport areas are indicated by solid black bands. Around 800 acres of potential industrial areas are shown by a hatched shading and school sites are shown by circles. The residential neighborhoods are generally one half mile wide and one mile long, containing 320 acres of land. Each could accommodate a population of 3,000 persons on 100 foot lots with streets and 20 acres of school and church land. With the existing population added in, these areas would support a population of 63,000 persons. At a density of 75 foot lots a population of 80,000 could be accommodated.

Uncontrolled development could easily spill over into all of these areas requiring services for 63,000 or 80,000 persons while only 20,000 are available to pay for it. Since the population of the area during the next 20 years will not exceed 21,000, large X's are shown in unnecessary potential neighborhoods which would present obvious problems. Even after eliminating the unnecessary, less economical neighborhoods, the remaining neighborhoods and vacant land within the urbanized parts of the area would accommodate 36,000 persons on 100 foot lots and 44,000 persons on 75 foot lots, still much more than can be reasonably expected during the next 20 years.

Plate Four shows many of the local factors which are influencing the location of new development. Plus signs indicate influences attracting new development toward them and minus signs indicate conditions which new development tends to avoid. The two highway interchanges will attract industrial and business investment. The Central Business District will attract new business and service development. The newer schools are development factors influencing the direction of home development. Attractive land west of the City will encourage new homes in spite of the unattractive development of the older west side area. This latter area contains a large portion of the City's vacant building lots. However, good new investment will avoid this area unless its drawbacks can be changed. The substandard housing area adjacent to the Pickard Street interchange on the east is also a drawback to good development, both in the area itself and for the City as a whole due to its unattractive appearance. Similarly, the industrial area west of Mission discourages good new industrial development and presents an unattractive visual



entrance to the City,

The University will attract business, apartment dwellings and homes into areas surrounding it. The State Training Home is also a drawing power influencing the location of homes for its new employees. The country club west of the City on Broomfield will also tend to attract suburban estate homes.

Where several plus signs are close together they reinforce one another. It can be seen that the strongest direction of future home development will be to the east, southeast and southwest. Business and industry will be strongly attracted by the interchanges and the vacant land around them. This map illustrates that changing any of the minus factors to positive factors would alter the direction of present development. This would be extremely desirable since most positive factors are leading growth away from existing City utility areas, especially to the extreme southeast, southwest and the extreme north. Changing all of the minus factors to plus factors would cause new development to go directly west and east where services are now or must be placed, from a long range standpoint. It would also create a strong pattern of influence for new industry between the Central Business District and the north interchange.

#### The Service Areas

These studies show that the Mount Pleasant area has more than enough easily served and nearly vacant land available to accommodate its growth needs for many years to come. The trend toward apartment dwellings will raise the capacity of this area even further to between 40,000 and 48,000 persons, roughly twice the reasonable expectation for the next 20 years.

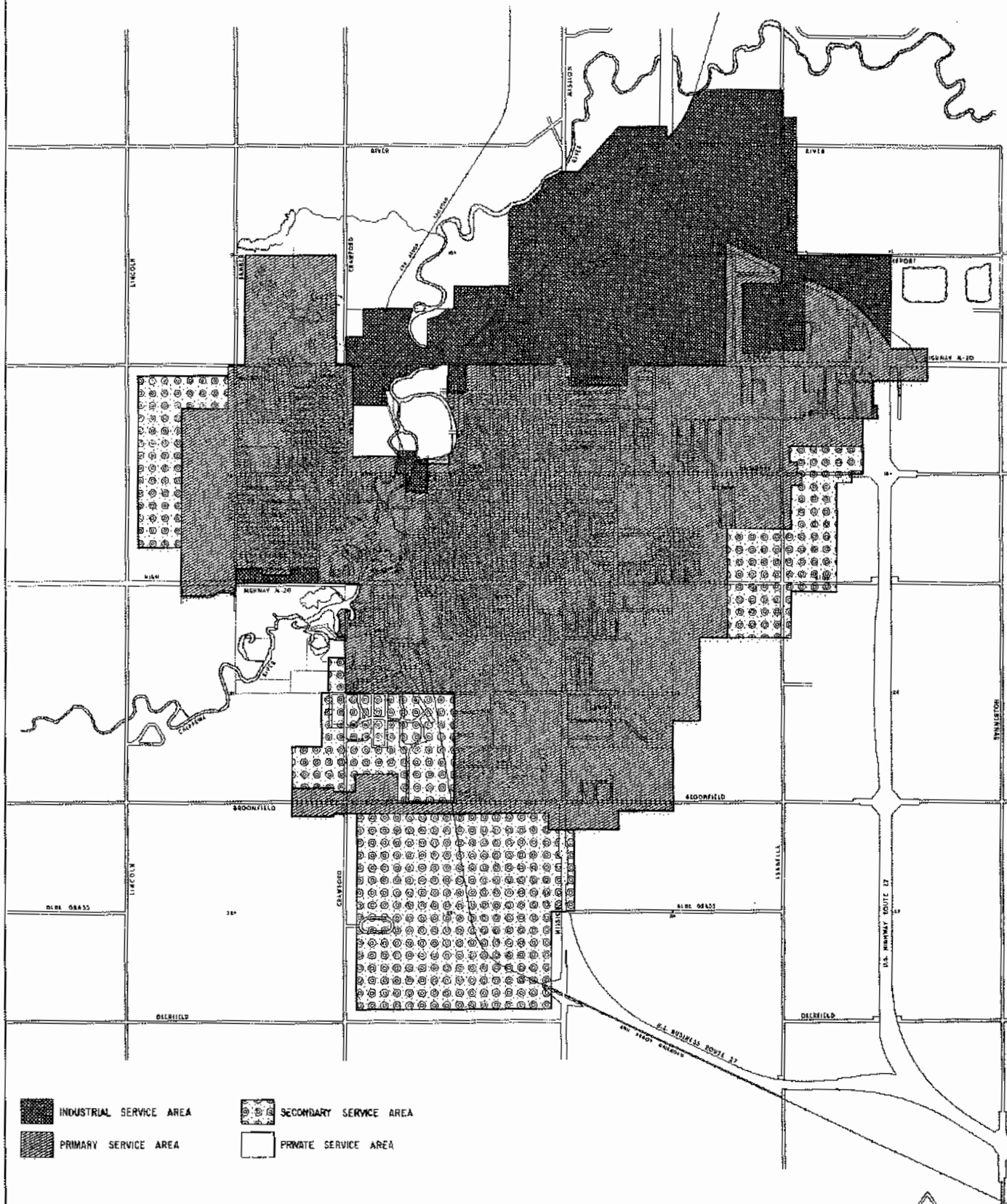
This surplus of land must be further reduced, for it is much better to plan to grow soundly to 21,000 persons knowing that additional growth can be accommodated economically at some future date if needed, than to plan to provide services which could not be economical until 40,000 people live in the area. Vacant lots within existing plats can accommodate one-third of the anticipated increase to further reduce the amount of new land needed.

The accompanying Service Area Map shows the proposed extent of the Service Areas necessary to accommodate the area's urban growth during the next 20 years. These Service Areas are divided into three classes with the remainder of the area remaining in a Private Service Area classification.

The main Industrial Service Area is located around the north interchange and reaches to the airport and to Pickard Street. It will be the policy of the City to provide full services to industry anywhere in an industrial service area, regardless of whether it is within or outside the present City boundary lines. No new service will be provided to any new home nor to any industrial or business operation which does not conform to the industrial zoning controls of the City. This will insure that the area is reserved for its best potential use and guarantees that incompatible or objectionable uses will not keep desirable industry away.

In the Primary Service Areas the City will plan to provide full urban services, just as it does within the present City limits, to homes and business uses. No new service will be provided to industrial uses or uses which do not conform to the zoning and subdivision regulations of

# THE SERVICE AREAS



THE CITY OF MOUNT PLEASANT, MICHIGAN  
 PREPARED BY THE CITY PLANNING COMMISSION ASSISTED BY  
 SCOTT BAGBY AND ASSOCIATES, CITY PLANNING CONSULTANTS  
 1964-65

THE PREPARATION OF THIS MAP WAS FINANCIALLY AIDED THROUGH A FEDERAL GRANT FROM THE URBAN RENEWAL ADMINISTRATION OF THE HOUSING AND HOME FINANCE AGENCY UNDER THE URBAN PLANNING ASSISTANCE PROGRAM AUTHORIZED BY SECTION 301 OF THE HOUSING ACT OF 1954, AS AMENDED, ADMINISTERED BY THE MICHIGAN DEPARTMENT OF ECONOMIC EXPANSION.



the City. In this way a healthy and attractive outer community will be encouraged to develop with full improvements. The boundaries of this area are designed so that development in any portion of it can be served without any long period of time elapsing before other development occurs around it. While a few sections may require more expensive extensions than others, these extensions will be necessary to accommodate other future areas and the slightly higher costs will be repaid by the sound and orderly development it creates.

In the Secondary Service Areas the City will also plan to provide services to urban development but only where these services are economically available from adjacent primary areas. The City will plan to provide water to these areas to uses which conform to the City zoning and subdivision regulations until such time as they are fully enough developed to warrant and pay for full services. In such cases larger lot sizes will be required to insure that health problems do not force the City into premature extensions of its other utilities.

In carrying out the concepts and principles of the Service Area plan, the Township and the City must cooperate and mutually assist one another in developing a healthy and economical community. The proposed Service Area policy of providing City services to selected Township areas in return for careful control of development in the Township is important to the City and essential to the Township. This policy is the only way the Township can keep its increasing tax base without having it annex to the City in order to get services. It is also the only way to avoid the bankrupting attempt to provide its own services to its urban development. It is the only way the City can insure that areas which do choose to annex do not require huge subsidies for new utilities and streets or present a hopelessly substandard or unattractive area. However, the Service Area policy will be a practical working tool whether there is continuous Township cooperation or not, since the great part of all new development will be seeking some degree of services and will prefer locations where such services are planned.

The Ordinance which implements the Service Area policy is the Subdivision and Utility Extension Ordinance. This Ordinance will regulate all land subdivision in the Service Area where there are requests for utility service. In this Ordinance the procedure is provided for reviewing all new subdivision plats. Developers are required to install improvements before selling any lots with the City sharing in a proportion of these costs as is done within the City, mainly in the form of providing trunk-line service as its share. A sliding scale of improvement requirements balances the developer's costs when larger lot sizes are called for by City regulations.

The Service Area policy is the key location tool which can insure a healthy, attractive and economical community. This general policy must now be further refined by examining the general needs and internal relationships of the future community.



## THE WORKSHEET MASTER PLAN

### S U M M A R Y

The basic elements of day-to-day community life, pursued after the individual leaves his home are working, shopping, learning and playing. Circulation routes must facilitate movement to these primary destination points without interference and with safety. The Worksheet Master Plan shows the interrelation of living, working, shopping and educational areas of the future community. The area north of Pickard is a logical and adequate location for future industrial growth. This land should be protected from new home development and improved to be attractive to new industry. Home neighborhoods should be protected from non-residential development and from the intrusion of traffic. They should be provided with school and recreation facilities and with sewer, water and storm drainage systems. The increase in population and University enrollment will cause a doubling of business establishments. If the present area expands to accommodate this demand it will increase all existing business values and sales. If this demand is met elsewhere or in scattered development it will be in competition with existing business, lowering values and convenience. City traffic of the future will be three times current volumes and will, primarily, be moving between the industrial area, the business district and the University with its large enrollments. A new north-south street will be needed to relieve Mission Street which is already congested. Through traffic on M-20 must be taken out of the heart of the City and routed around future home areas.

## THE WORKSHEET MASTER PLAN

In very simplified form, a community contains home neighborhoods in which to live, business and industrial areas for work and shopping, schools, parks and public services and a circulation system for going from one part of the community to another. Most of the problems of today and tomorrow concern the adequacy or desirability of one or another of these elements.

The Worksheet Master Plan map is a simplified drawing of the physical layout of Mount Pleasant 20 years from now. It shows the interrelationship of the basic community elements in broad terms in order to establish the framework for later detail proposals. The Worksheet Master Plan shows the home neighborhoods and industrial areas selected by the Service Area policy as needed for a population of 21,000 persons. A heavy dashed line is shown surrounding these areas.

### Industrial Development

The shaded area north of Pickard Street has been chosen as the most logical and desirable area for future industrial development. It has excellent highway visibility and access and existing and potential rail facilities. Heavy City utilities are available or could be made available. The area east of Mission and north of the business route interchange contains large parcels of high sandy land, ideal for industrial purposes, and is bisected by the main line of the C & O Railroad.

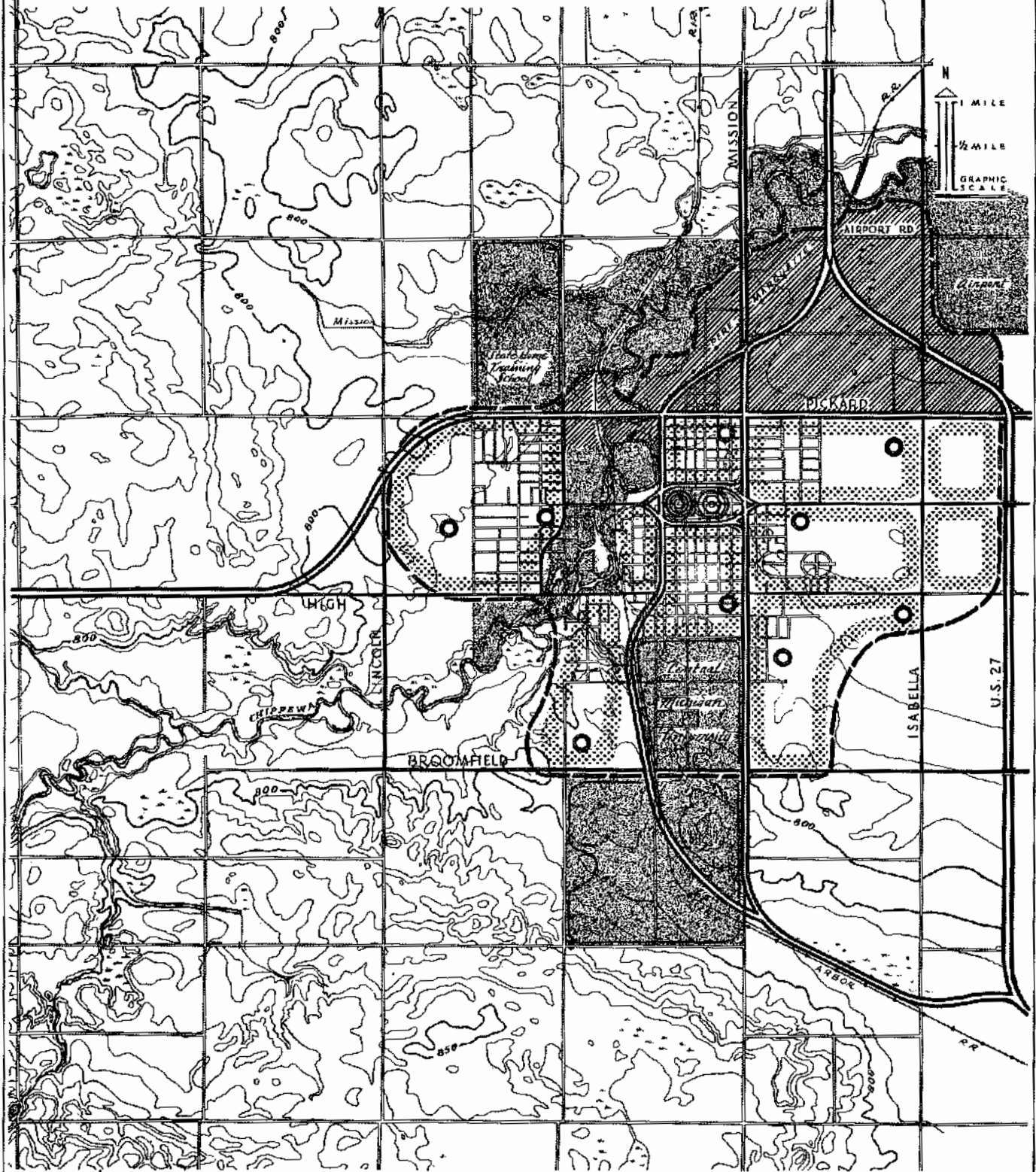
The triangular area formed by the U.S. 27 business route, the main roadway of U.S. 27 and Pickard Street also contains large parcels of land with excellent highway visibility. Approximately half of this area could be served from the existing main sewer trunk line of the City and water service could be provided economically. There are no rail facilities in this area at the present time although a rail spur line could be brought in. The land on both sides of Airport Road has a high water table and poor surface drainage. With drainage improvement, its excellent location next to U.S. 27 makes it logical to anticipate the location of several large land area industries here in the future.

Both sides of Pickard Street immediately east of Mission Street contain a mixture of poorer quality homes and semi-industrial uses. The anticipated high volume of traffic on Pickard and the presence of existing high capacity sewer and water facilities indicate that this frontage would be logical for industrial development. The acquisition of two homes, in most cases, would provide adequate sites for small industrial operations.

The older industrial area north and west of the Pickard-Mission intersection should eventually be redeveloped for small to medium sized industrial sites. This area contains excellent highway access, existing rail facilities and heavy utility service which would be highly desirable to new industrial locators. This area is subdivided into small residential size lots and contains both poor homes and unsightly industrial storage areas incompatible with modern industrial practices. The demise of the gas and sugar beet industry in recent years leaves no great need for this open storage in the future. These unsightly and incompatible conditions should be corrected and the land sold to new industry. There is also room for several new industrial sites west of



# WORKSHEET MASTER PLAN



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the Chippewa River across from the Ferro Company containing rail facilities and utility service which could be immediately offered for small industrial development

The location of homes on Belmont and National Roads north of Pickard in Union Township presents a problem to the logical industrial development of the area. It is proposed that further residential development of this area be restricted and that the vacant land be reserved for industrial development. This will require the establishment of landscaped buffer areas to protect the existing homes. It would also be illogical to encourage a small residential neighborhood north of Pickard Street since complete school and play facilities are located south of Pickard Street. Such an isolated residential area would require daily school crossings of a major trunk line and the maintenance of recreation facilities for a small number of families.

The small triangle bounded by Isabella Road, Pickard and U.S. 27 is an ideal location for future highway service business, such as motels, restaurants, automobile service and sales and commercial recreation establishments. This area contains 42 poor quality homes which will discourage any business development. This will force inevitable business development at the interchange to the east of U.S. 27. This would eventually require expensive sewer and water extensions and leave a poor type of development at the entrance to the City. Serious consideration should be given to spending an equal amount of money to acquire these homes and resell the land to business uses. This policy should be augmented by limiting City services to the west side of the interchange.

North of U.S. 27 the worksheet plan proposes the acquisition of all the land between Airport Road and the Chippewa River. This low-lying land should be utilized for the expansion needs of the airport in the distant future. Further residential development in this area should be prohibited. The potential expansion of this airport facility should be a definite asset in encouraging future industrial development. In turn, future industrial development will require the lengthening of runways and additional plane storage facilities to handle increased air service. Other low-lying land along the Chippewa River north of the industrial area should be acquired or development rights obtained to protect against the unwise location of homes in these flooding areas. These areas will also serve to provide a visual physical limitation to the growth of the community into unservable locations north of the City.

#### Residential Neighborhoods

The residential neighborhoods selected by the Service Area policy are shown on the Worksheet Master Plan, separated by secondary arterial streets shown by black lines. The secondary arterial streets will carry the residents of each neighborhood to other parts of the City without driving through the middle of other neighborhoods.

Within or next to each neighborhood a neighborhood school and park site is shown by a heavy circle. With good circulation and neighborhood schools provided, each neighborhood should be designed or redesigned to keep out through traffic to maintain an atmosphere of quiet home living. This is especially important in the older neighborhoods. These neighborhoods have been, and can continue to be, very high value home areas due to their close proximity to both the University and the downtown shopping area. The most seriously deteriorated parts of these neigh-

neighborhoods should be considered for selective public renewal programs for homes, apartments or old age housing.

Most new home development in Mount Pleasant will occur between the existing eastern City limits and the U.S. 27 bypass. The existing arrangement of elementary school sites, the proposed new East Side Intermediate School and the main City trunk sewer down the Crapo Street Quarter Line will mean that this direction of development will be economical for the City. However, existing surface drainage in the area on either side of Isabella Road drains north to northeast and will not flow into the present City trunk line system. The combined factors of the inevitability of growth in this direction and that of a serious community health problem in the substandard home area around the Pickard interchange will require the westerly extension of a trunk sewer parallel to and north of Pickard Street. Once this trunk line is installed, economical extensions south will permit development of additional home neighborhoods all the way to Broomfield Road, if necessary, to meet far distant demands for City growth. Such extensions must be strictly controlled by the City, however, to forestall premature uneconomical extensions of City facilities until the easily served, immediately surrounding land has been fully developed.

#### The Business District

The need to double the size of the Central Business District is indicated by two multiple circles. The westerly one represents the existing district, and the one to its right toward Mission suggests the logical direction of expansion. The intensive automobile circulation needs from the enlarged population will require a new system of arterial streets around this area of concentrated activity. Highway business needs will be amply provided for by existing vacant and residential lots along Mission and Pickard Streets, provided more adequate off-street parking areas are constructed for each new establishment.

#### Major Streets

Future internal east-west traffic volumes can be easily met on Pickard, Broadway, High and Broomfield Streets. However, the current problems arising from the penetration of through traffic on M-20 onto High and Mission Streets make it obvious that inevitable future increases will require the relocation of this highway. This through traffic must be taken out of the heart of the City by keeping it on Pickard around the north and west sides of the future residential neighborhoods. This is shown by a double black line running west from the U.S. 27 interchange past the industrial area and the State Home and then southwest to its present location west of the City.

There are only three north-south streets available for carrying the major part of all internal traffic in the future. Two of these, Lincoln and Isabella Roads, are too far removed from the population center and traffic destinations to be of any great value. Mission Street, shown by a double black line, is overloaded today and the minor residential streets of the central neighborhoods are being used to make up for this inadequacy, to the detriment of the homes along them.

Doubling the University population and the population of the area will create demand for a second major north-south street to connect the three major traffic destinations. These are the University, the business

district and the industrial area. This roadway is shown by a double black line running from the north interchange with U.S. 27 south past the University to the south interchange access road, paralleling Mission Street. With this system the streets of the central neighborhoods can be protected from unnecessary traffic intrusion. A secondary north-south street should also be provided along Harris and Adams Streets to serve the west side neighborhoods.

The use of Broadway to serve business circulation, business parking and through east-west traffic will become impossible in the future. The Worksheet shows the development of one way streets around the business district to accommodate future traffic volumes.



## THE ZONING PLAN

### SUMMARY

Within the framework of the Worksheet Master Plan it is necessary to determine the proper location of the many specific uses of land which will be needed by an enlarged and growing community. Zoning protects the investment of existing structures and guides the investment of new structures and land uses. The City must plan the land use of the entire logical future community in order to plan the facilities and services which will be necessary. It must enlist the aid of the Township in ensuring that improper development does not occur which may one day become an undesirable part of the City. The proposed Zoning Map divides the future Service Area into a suburban and three urban one-family zones, two apartment zones, a neighborhood business zone, a downtown business zone, a highway business zone, an automobile service zone, a zone to permit the enlargement of the downtown business area according to the Master Plan and an industrial zone. A thorough review of existing zoning regulations has also been made to ensure its adequacy in meeting future problems of accelerated growth.

## THE ZONING PLAN

The Worksheet Master Plan determined the most logical arrangement of basic home, business and industrial uses for the future. Within this framework it is necessary to determine the proper and best location for the many specific types of land uses which will be built in coming years. Every convenient and complete community must accommodate uses ranging from used car lots to exclusive one family homes. Each of these new uses must be guided to locations which will enhance existing development and must be kept from locating where they would destroy or lower investments already made. Just as in the economics of the service area policy, it is not "what it is" so much as "where a use is" that is most important.

Zoning is the most powerful tool a community has to guide future development and to protect existing development. As previously discussed, most of the future growth of Mount Pleasant will be located outside present City boundaries. Though the City cannot legislate beyond its jurisdiction, common sense dictates that the entire Mount Pleasant community must be economical, attractive and desirable if the central City is to remain so. Experience also indicates that much of the area will eventually become part of the City, so that its attractiveness or unattractiveness is very important.

The Service Area policy determined logical "service" boundaries for the future, regardless of corporate limits. One of the controlling factors in extending services is that the land uses to be served are in conformance with the zoning pattern of the future community. Mount Pleasant and Union Township must work together to provide uniform and compatible land use regulations which will create a well served, economic and attractive total community.

In creating the zoning pattern for the future City, existing boundary lines were ignored in studying both existing uses and future needs. The Land Use Pattern map is a generalization of the Existing Land Use Map. It has been prepared to show the patterns of existing development in relation to the following proposed zoning pattern. It shows the land areas which are currently devoted to industrial, business and urban residential uses and also delineates public and semi-public uses. The location of vacant land within the City is readily apparent although single vacant lots are not shown.

Similarly, the map shows the scattering of urban homes into the Township. Most of these are within the future service areas, with the exception of development on north Lincoln Road, western Broomfield, the Concourse development on south Crawford and a small development on both Isabella Road and Summerton Road. The Township should take immediate steps to stop any future city-type development in these widespread and far removed areas. New homes should have an acre of land as a minimum for the City does not plan to serve any of these areas other than Isabella Road, even in the remote future.

Multiple-family homes are shown within the urban residential areas. They create a scattered pattern of use in the western part of the central neighborhoods, defining a logical area for accommodating future low rent apartment needs.

The business pattern illustrates the logic of connecting the central business area to the Mission Street development. The Mission Street pattern



P PUBLIC FACILITY  
 S SEMI-PUBLIC FACILITY  
 \* MULTI-FAMILY RESIDENCE

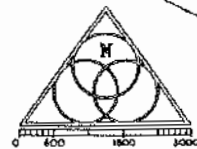
BUSINESS DEVELOPMENT  
 INDUSTRIAL DEVELOPMENT  
 RESIDENTIAL AND URBAN DEVELOPMENT  
 RURAL OR VACANT LAND

- MULTI - FAMILY RESIDENCE

 INDUSTRIAL DEVELOPMENT

☐ RURAL OR VACANT  
LAND

1964-65





on the map does not show the many single lots which are located between stores today and would actually be available for future use.

### Zoning Districts

The Zoning Map shows 13 zoning districts, compared to the seven districts of the present zoning regulations. The large increase in the number of districts is due to the many anticipated new land use needs which should be properly controlled and regulated in the future. In addition, those areas established by the Service Areas where full utilities will not be available must naturally have lower densities of development in order to insure their healthy development using private utility systems. This requires rural and suburban zoning districts since the zoning pattern will extend into the countryside.

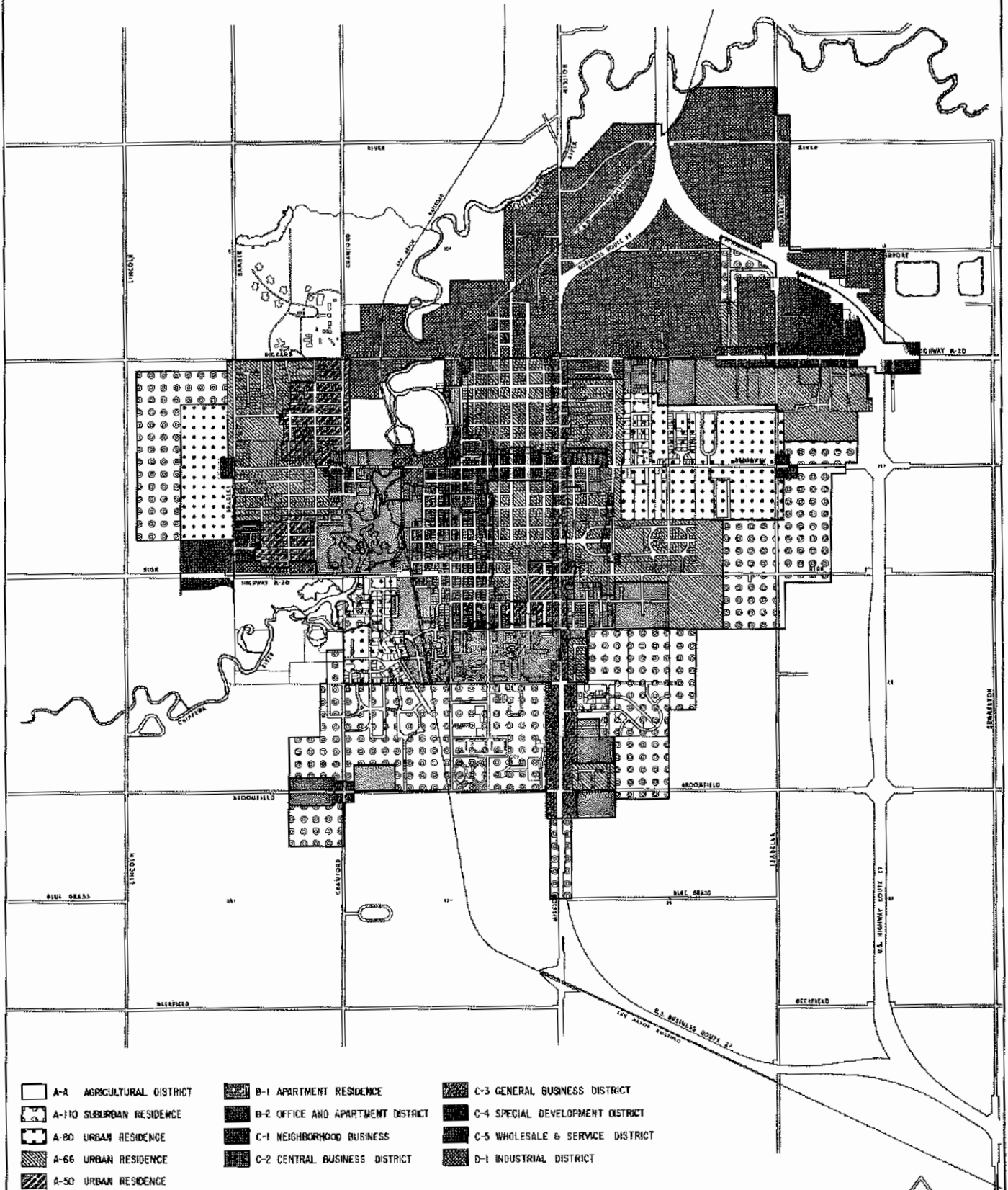
Surrounding the logical urban community is an A-A Agricultural District. In this zone single family homes are permitted to locate anywhere on a lot of not less than 36,000 square feet. Soil studies of the surrounding area by the Soil Conservation District indicate that even completely built up subdivisions at this density can safely continue to draw individual water supplies and dispose of sewage without threat of contamination. The next residential zone, the A-110 Suburban Residential District, covers those areas where the City plans to provide public water to subdivision developments. The proposed minimum density of 18,000 square feet per family will insure that individual building lots not in a subdivision will be able to safely provide their own water and sewer utilities until such time as water service is available from a new nearby subdivision or water main. This density is also sufficient to permit completed subdivision developments with individual septic systems without health hazard until that time in the distant future when public services can be economically provided.

The A-80, A-66 and A-50 Urban Residence Districts are small lot single-family residence areas. The proposed lot sizes are, respectively, 10,500, 8,000 and 6,000 square feet per family. These classifications are an expansion of the present uniform Residence A Zone which requires a lot size of 8,200 square feet per family. This breakdown recognizes the areas within the community where small 50-foot lot development has occurred, as opposed to the more common 60- and 66-foot lot development. It also recognizes and encourages existing new development of the 80- and 100-foot lot type which is designed to accommodate the new wider home being built today. The areas shown on the Zoning Map are a result of the careful study of the typical lot sizes in each portion of the City. The proposed Zoning Ordinance text also makes provision to permit development on smaller lots in areas where existing development has occurred on smaller lots but which could not be conveniently recognized in an overall zoning pattern.

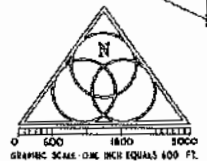
The only basic changes in zoning classification in the existing residential areas are in the two central neighborhoods and in the Crosslanes area east of Mission Street. These areas have been rezoned from Residence B multiple family use to one family districts. The conversion of these areas to multiple family low rent apartment use would be contrary to the long-range plans of revitalizing these basically sound and valuable single-family neighborhoods. Such current practices as rear-dwelling or garage apartment construction are prohibited.

The B-1 Apartment District is designed to accommodate the future need for apartments. Groups of apartment buildings are permitted on single

## THE ZONING MAP



THE CITY OF MOUNT PLEASANT, MICHIGAN  
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parcels of land and offices are permitted as accessory uses. Student boarding houses are permitted in all B-1 districts south of High Street, to serve the University. The density of use in this zone is limited by the lot area available. A maximum apartment density of one dwelling unit for each 2,900 square feet of lot area is called for. Student boarding requires a lot area of 800 square feet for each student.

The conversion of older homes to too many apartments can produce unhealthy or unsafe conditions due to the inadequacy of existing heating, electrical and plumbing facilities. The new ordinance requires that conversions to more than three apartment units must meet all building, electrical and plumbing code regulations before the conversion is permitted. Plot plan review and off-street parking facilities are required for all apartments with more than three dwelling units.

The B-2 Office Building District is designed to encourage the conversion of older homes in the vicinity of the business district into office space. There is no density minimum for such use, although parking requirements must be complied with. Multi-story apartments and rooming houses are also permitted, although a minimum density of 1,800 square feet per unit must be maintained. In both the B-1 and B-2 Districts the Planning Commission acts as a review agency to insure the proper design and location of buildings in relation to traffic safety, parking areas, compatibility with surrounding development and the other requirements of the Zoning Ordinance.

There are five business zones proposed to meet the varied future needs of Mount Pleasant. The C-1 Neighborhood Business District is designed to meet the neighborhood family needs of the community. In these zones only retail sales and services and office uses are permitted. Automobile service stations or repair facilities are prohibited. The buildings must conform to the setbacks and yard requirements of the adjacent residential district and must provide landscaped off-street parking facilities.

The C-2 Central Business District is designed for highly compact retail business only, and also prohibits gasoline service stations or other automotive establishments and industrial or wholesale business uses. It is essential to the continued prosperity of this retail shopping area that all buildings and available land be utilized to meet the increased needs of the future populations. Apartments are permitted above retail stores. However, experience has shown that such apartment uses are quickly dying out.

The C-3 Highway Business District corresponds to the Business C district of the present ordinance. This zone permits both retail and wholesale establishments common to highway business development. It requires off-street parking facilities, 17 foot setbacks from the street property line. Where no public alleyway provides access to the rear a 12 foot side yard is required. Gasoline service stations and other automotive facilities are permitted in this zone. This zone is shown along the entire length of Mission Street, at the corner of Main and Pickard, along Pickard east from Belmont and at the Bradley-High Street intersection in the west part of the City. New development in this zone will be required to provide screening where it abuts a residential zone.

The C-4 Planned Business District is designed to accommodate and guide the conversion of the area on Broadway between the Central Business District and the Mission Street business area into a planned shopping center to meet the expansion needs of new major retail businesses.



This zone will permit the use of present buildings for multiple family or office building uses. It also provides for the construction of new buildings replacing residential structures, provided such buildings conform to the long-range development plan for this area. Off-street parking arrangements must be made with the City for all new stores in this district as part of a total future parking lot system.

The C-5 Wholesale and Service District is designed to accommodate highway convenience uses such as motels, restaurants, planned trailer parks, wholesale establishments and automobile sales and service uses, as well as commercial recreation. In this and the other C Districts, plot plan approval by the City Planning Commission is required.

The D-1 Industrial District replaced the present Industrial A and D Districts. New uses in this zone will be required to meet certain performance standards established by the ordinance. These standards will replace the outmoded listing of permitted and prohibited uses in the present zoning ordinance. Modern building techniques and technological changes have made once undesirable industries into attractive and compatible uses. On the other hand, the many new and often objectionable types of industrial enterprises which our technology creates daily cannot be adequately anticipated by any list of prohibitions. For this reason, Mount Pleasant will permit any type of industrial operation as long as it does not discourage the location of additional future industries or is not a detriment to other existing uses within the City. Off-street parking is required for all new industrial development. Twenty foot yards are required around all new buildings. Height regulations for this and all other zones are established to be within the height capabilities of the City Fire Department. Junk yards and outdoor storage must be screened from adjoining properties and streets.

The new Zoning Ordinance also will regulate such past abuses as billboards and unsightly outdoor advertising. In the Central Neighborhood and Planned Business District it is proposed that overhanging signs be prohibited and that existing overhanging signs be removed whenever the sign structure must be replaced. This provision will help to improve the appearance of the business district, in conjunction with other proposals of the Master Plan aimed at rejuvenating this area. Signs in all of the zone districts will be carefully regulated by the proposed ordinance in order to stop the wholesale abuses which destroy the attractiveness of the community. This will also stop the unnecessary and wasted expense of advertising in the business districts which only results in an inability on the part of the motorist to distinguish individual buildings.

The overexpansion of service stations in the business areas will be strictly curtailed. The location of these uses, their entrances and exits and relationship to places of public gathering will be carefully controlled. The new ordinance will also provide for a more effective administration and enforcement system so that the Building Inspector will have better control of zoning violations and methods of correcting such violations. Certificates of Occupancy will be issued only after construction has been completed and will be detailed as to any special provisions imposed upon the occupant. The Building Inspector will have the power to revoke these certificates where violations occur. This will halt the problems which have been experienced by the City staff under the present zoning ordinance.

The new ordinance will also provide clearer directives and guidelines for the Board of Appeals to guide them in carrying out the intent of

the Zoning Ordinance where there is legitimate cause to vary the zoning regulations for individual circumstances. It will also provide a mechanism so that the Building Inspector can more readily supervise and carry out the requirements of the Board of Appeals. The ordinance will also place a time limit upon Building Permits and variances so that land will not be unnecessarily sterilized when authorized building construction fails to take place.

The Zoning Ordinance is a law which is enacted by the City Governing Body. As such, it must be designed to accommodate the conditions of the City of today. Its provisions will also act to halt the spread of some of the detrimental conditions that exist today. As the City grows, the provisions of this Ordinance will have to be changed to meet new demands and to recognize the new development that will occur in the future. For this reason the final Master Plan will in some areas show land use proposals not shown on the Zoning Map. It will be the purpose of the Master Plan to guide the changes in the Zoning Ordinance when the proper time arrives.

The Zoning Ordinance of the City and its enforcement in the areas which lie outside the City will only be effective insofar as all the City and Township officials cooperate in carrying out and enforcing its provisions. It is essential that these officials and the citizens of Mount Pleasant as a whole understand the reasons and the purpose of these zoning regulations and actively work both privately and as a community in carrying out the intent of these laws.

## THE MAJOR STREET PLAN

### SUMMARY

An inadequate system of streets adversely affects every citizen. Today Mission and High Streets are highly congested. All central neighborhood streets are highly travelled between the University and the industrial area. A new, north-south street is proposed beginning at Mission and Fordyce and then west to Main Street. A connector to Washington above Broadway permits using Washington south and Main north as one way streets. The artery goes south across High, across the railroad to the future University south campus, and then back to U.S. 27 at Mission. Michigan Highway 20 is proposed to be rerouted on Lincoln and Pickard serving the downtown by way of Main Street. A one-way circulation system around the downtown area will increase traffic capacity, decrease traffic conflicts, create good business access and free Broadway for shoppers' parking. A one-way section on Arnold and Mission will eliminate turning conflicts at the point of highest conflict in the City. Mission should eventually have special turning loops at University and M-20 intersections and all unnecessary neighborhood street intersections with Mission should be closed to further decrease traffic conflicts. A new west side service street should connect Harris to Adams.



## THE MAJOR STREET PLAN

Having determined the best locations for each type of use, it is necessary to consider in greater detail the street system which will serve both existing and future development. The adequacy of a street system is of personal concern to each citizen, not because it is nice to have or a matter for civic pride, but because an inadequate system of streets adversely affects every citizen. Traffic congestion increases the time of travel between various parts of the City, consumes untold gallons of gasoline, causes accidents and loss of life, and generally creates an atmosphere of inconvenience.

Beyond these obvious drawbacks lie even more costly effects which are not usually recognized. Where the major streets cannot conveniently carry the traffic of a community, the minor streets are used by people in getting to their destinations. These residential streets, not built to withstand heavy use, deteriorate with excessive use. The residential character of the home neighborhood is destroyed, resulting in a loss of desirability and of resale values.

Another loss largely caused by inadequate streets is found in decreased sales volumes in the business community. Here, convenient access to the business area and adequate parking facilities for the automobile are essential. Lack of these essentials results in a loss of potential business development. This is a double loss to the community since the new development will still occur, but at some other, more accessible location in direct competition with the existing business community.

### Existing Problems

During the past few years traffic on the two principal arteries, Mission Street and High Street, has increased to the point where congestion is practically continual. Principally, this is due to two factors. Mission Street is the only unbroken north-south major street in the City. The major traffic destinations of the City are the industrial area north of Pickard, the Central Business District and the University. In addition, the main entrances to the City from U.S. 27 connect to the north and south ends of Mission Street. This makes Mission the principal street which must be used to reach any point within the City.

The one mile portion of Mission between Pickard and High Streets must also accommodate the east-west traffic movements through the County on State Highway 20. State Highway directional signs also direct all M-20-bound traffic from the south onto Mission Street from the southern interchange.

The extensive business development on both sides of Mission Street for nearly two and one-half miles into and beyond the City requires this street to accommodate additional business traffic between the various stores. The large number of traffic turning movements which these many businesses cause, and the many traffic destinations, such as the University and the Central Business District, create a continual congestion during peak traffic hours.

This situation has meant that individuals use nearly every other north-south street in the central residential neighborhood in order to avoid Mission Street. This area is already damaged by the use of High Street

by State Highway 20. This factor adds an additional volume of business and University-bound traffic to the residential streets. These combined conditions threaten an inevitable decline of this desirable residential area, with the accompanying loss of property values. This is of serious concern to the property owners in the area and to the citizens of the entire City.

As an illustration of this, a home located on Fancher or Franklin Street would very conservatively sell for at least \$1000 more if it were located in a modern subdivision off east Broadway or in College Heights. Since there are 908 homes in the area, this would represent a minimum loss of \$908,000 to property owners. This loss will, of course, increase in relation to traffic problems in the future. This, in turn, will lead to wholesale apartment use and a decrease in maintenance since the homes will no longer be desirable for family living. To the citizens of the community this will mean a steady loss in tax revenue from the area accompanied by increasing costs of services, for police and fire protection and increasing demands for utilities.

Circulation within and to the Central Business District is also congested. The business district is built in an L-shape along Broadway and Main Street. This creates a natural traffic movement conflict at the intersection of these streets which is alleviated to some extent by the small business blocks which allow shoppers to choose alternate routes. The use of Broadway and Main Street as traffic arteries decreases the attractiveness, convenience and parking capacity of the Central Business District. Fortunately, these two streets do not carry any major through traffic movements. Access to the business district is severely congested at the intersection of Broadway and Mission where left turn movements are essential. This is especially important since most shoppers from outside the area must use this route or shop in some other location.

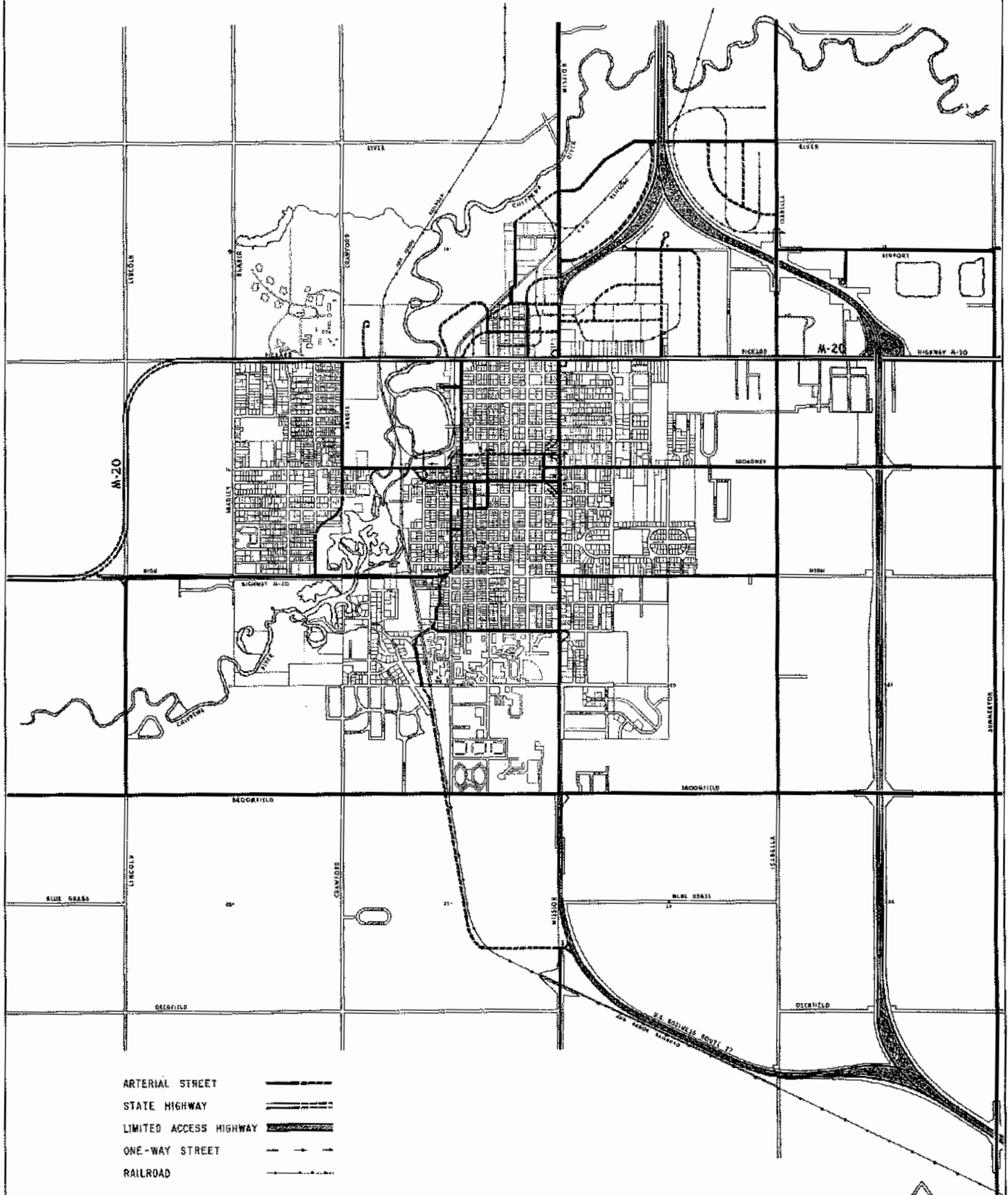
#### Major Street Proposals

The problem of east-west traffic movements adding to the burden of Mission Street should be eliminated as soon as possible. This can be done by rerouting State Highway 20 onto West Pickard and connecting West Pickard to High Street west of the City. At the same time State directional signs should be changed to reroute all M-20 and U.S. 27 connecting movements to the Pickard Interchange. The City should request the immediate attention of the State Highway Department to effect these changes, including the building of the connector between Pickard and High Street as shown in the Major Street Plan. However, until such time as State funds are available, M-20 traffic should be directed onto Lincoln Road as a temporary measure.

An independent study of the American Automobile Association also proposes this rerouting. If necessary, the City should consider paying part of the cost of this change. This rerouting will decrease the traffic volume on Mission to some extent, especially the left turn movements at Pickard and High Streets. It will also greatly decrease the traffic on High Street which should be turned over to the City as a local street. The increased traffic volume of West Pickard will affect a relatively few homes in relation to the damage being done by the current routing.

While the Master Plan is designed for a period of 20 years, the street system must be designed to accommodate the needs of the distant future. It becomes increasingly difficult and expensive, if not impossible, to alter a street system once the community is fully developed. At some

# MAJOR STREET PLAN



THE CITY OF MOUNT PLEASANT, MICHIGAN

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1964-65



THE REPLICATION OF THIS MAP WAS FINANCIALLY AIDED THROUGH A FUNDING GRANT FROM THE URBAN REDEVELOPMENT ACT OF THE HOUSING AND URBAN DEVELOPMENT ACT, 1968, AS AMENDED, ADMINISTERED BY THE MICHIGAN DEPARTMENT OF ECONOMIC DEVELOPMENT.



time in the future beyond the planning period the City will triple its present population. At that time its traffic will probably be four times that of the present. Clearly, Mission Street alone could not accommodate even twice the current traffic volumes.

The Major Street Plan map proposes that a second major north-south street be constructed between the industrial area, the central business district and the University. This street should also connect with the north and south interchanges to U.S. 27. This will bring outsiders directly to the principal traffic destinations in the City, serve the future southern campus of the University and help in the revitalization plans for the industrial area.

The map shows this road swinging off Mission on to Fordyce and then to Main Street. Just north of Broadway southbound traffic would be directed to Washington by a new connector. Washington would be a one-way street south and Main Street would be one-way north for safe but high volume traffic capacities and for the elimination of turning conflicts. These streets would extend all the way to Bellows until the relocation on to Douglas and then to the west of the railroad will be needed to complete the southern part of the system and to serve the new southern campus of the University.

The future capacity of Mission Street should be further improved by constructing "jug-handle" or left turn loops at Broomfield, Bellows and Pickard Streets. In addition, unnecessary minor residential side streets should be closed and the entrances and exits to business parking lots should be carefully coordinated, limited and controlled. The Major Street Plan proposes a major street change in the vicinity of Broadway and Mission by creating a one-way street system between Chippewa and Illinois utilizing Arnold Street for south-bound traffic. This will permit turning movements to and from the Central Business District without inconvenience or left turn conflicts.

The need for better access, improved circulation and expanded parking facilities in the Central Business District will be accompanied by a need for increased business facilities and business land as the community increases in population. All three of these needs could be met if business traffic were taken off Broadway. It is proposed that a one-way loop system be developed using Michigan Street for east-bound traffic and Mosher Street, extended westward to Main, for west-bound traffic. This would eliminate all left hand turning movements, permit quick and convenient access to the business district and permit the utilization of Broadway for valuable angle store-door parking. This will be discussed in detail in a subsequent section of this report.

The Major Street Plan also shows that Summerton, Isabella and South Lincoln Roads will become major arteries in the future. The plan proposes that Harris Street be connected to Adams on the west side of the Chippewa River to provide for north-south circulation needs without penetrating the west side neighborhoods. The plan also shows a number of industrial service streets north of Pickard. In most cases these will be developed as industrial growth occurs. The industrial street system and railroad spur lines shown will be discussed in further detail in a later chapter.

These basic street pattern changes will accommodate the major future traffic movements of the City. With these demands accommodated, it will be possible to discourage the use of High Street as a through route through the central residential neighborhood. Most traffic on West

High will be going to or from the University, the High School or the Central Business District. High School and University traffic should be encouraged to use Bellows. In addition, the business district traffic from the west should be directed to stay on the new M-20 connector via Pickard and then south on Main Street. Since this movement will be at speeds greater than 25 miles an hour, it will prove a more convenient and faster means of access. It should be noted that Broadway is not proposed to be extended to Lincoln Road as no arterial through traffic should penetrate the west side neighborhood.

## HOME NEIGHBORHOOD PLAN

### S U M M A R Y

Poor or overcrowded homes pay less in taxes than is required to serve them. The difference in taxes, the effects of their unattractiveness and the accompanying social and service costs of inevitable blight are subsidized by the community. All studies point out that if deterioration is permitted to continue, Mount Pleasant will have large areas of blight by the end of the planning period. This, in turn, will cause deterioration of now good areas and keep desirable development away from the City. The Neighborhood Plan calls for City street and sidewalk improvement programs to catch up with long overdue needs and make the older neighborhoods more attractive and safe for family living. A Housing Code is proposed to take care of maintenance deficiencies to stop further physical deterioration and remove the very worst cases. Street closings and traffic divertors are proposed to keep traffic out of home areas. A long range program of rehabilitation under Federal renewal and rehabilitation programs is proposed for areas where remedial action alone will not suffice. If blighting influences are removed there is enough room in the older neighborhoods for many new homes which will effectively revitalize them. The Neighborhood Plan is a detailed and long range development goal to guide day-to-day City action. There is room for 2,805 new families in one family homes and 1,600 families or students in apartments within the home neighborhoods and apartment districts. Zoning regulations must also ensure that the necessary off-campus University housing needs do not overcrowd dwellings or adversely affect desirable one-family housing areas.



## HOME NEIGHBORHOOD PLAN

There is a widely held misconception that the homes of a community are subsidized by the taxes derived from business and industrial development. This long held and widely believed misconception has led to policies and practices over the past forty years which have unnecessarily devalued home neighborhoods throughout the country. A detailed study of the actual relationships between tax revenue and cost of services was made in the City of Grand Rapids ten years ago. This study showed that the large industrial base of this metropolitan community cost the City the same amount to serve as was derived from industrial tax revenue. The study showed that the unusually large amount of business taxes which the City received was somewhat more than the City spent in providing services to business uses. This was to be expected in a metropolitan center which serves a large portion of western Michigan.

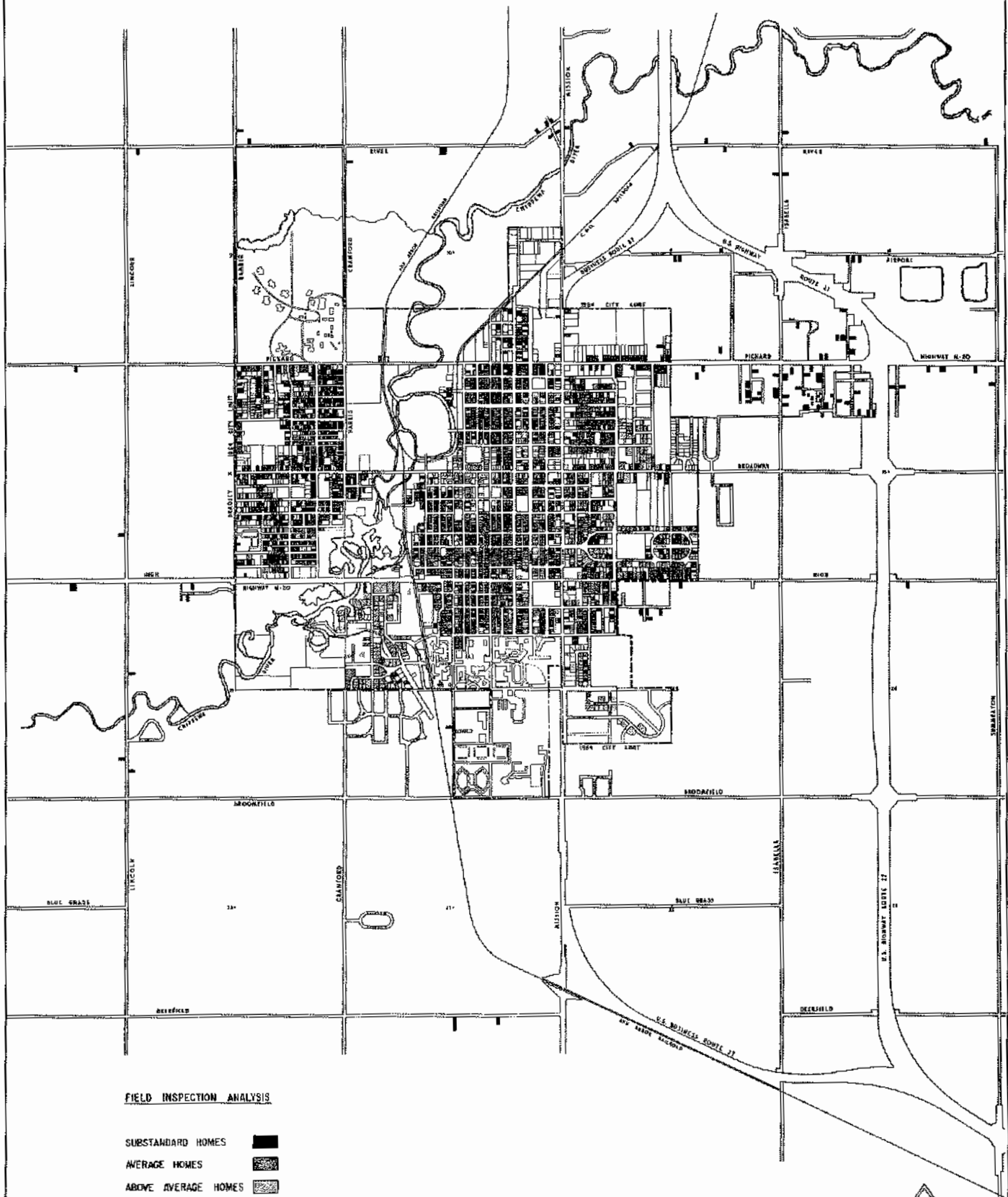
It cost the City of Grand Rapids approximately \$145 a year to serve the average home within the City. The surplus business tax revenue was enough to pay ten dollars toward the services of the average home. This meant that the City had to raise \$135 from each home to serve it. It was found that the poor homes in the City paid an average of \$85 a year in taxes and that the below average homes paid an average of \$115 a year. The average home in the City actually had to pay \$165 a year for its \$135 worth of services in order to make up the loss on the poor and below average homes. The above average homes paid an average of \$205 a year in taxes for their \$135 in services. This study showed conclusively that the cost of running the City to the average taxpayer depended upon the number of poor and below average homes requiring a subsidy.

The same relationships are evident in Mount Pleasant by a visual comparison of building conditions and assessed valuations. The Housing Conditions and Housing Valuations maps prepared in color for this purpose during the planning study cannot be reproduced at the small size necessary for this report nor can shading indications show the patterns clearly. The shaded maps are shown here to permit a comparison for those interested in specific areas. The Housing Conditions map also shows the location of poor homes in the Township, most of which are in the logical future community.

The misconceptions of these tax base and service cost relationships has led to certain well-accepted practices which actually make the problem worse. City Councils throughout the country encourage the conversion of older low valued homes to multiple family use, increasing utility, school and service costs without an accompanying return of new tax income. They permit semi-industrial or business uses within a home neighborhood, allow the breakup of platted lots into smaller parcels of permit rear dwellings or garage apartment uses, all of which further devalue the area far more than is realized from the new non-compatible uses. All of these things have been done in an effort to gain new taxable income within declining older areas. These Governing Bodies have been well aware that the tax income in declining areas is dropping at an alarming rate as the resale values and potential reuse of the homes decrease. Unfortunately, little effort has been made to stabilize the home valuations and the problems which lead to valuation decreases have been ignored and allowed to become worse.

Since World War II this problem has become acute. Several new factors have evolved in our new patterns of living which have accelerated the devaluation of older home neighborhoods. Primary among these is the basic

# HOUSING CONDITIONS

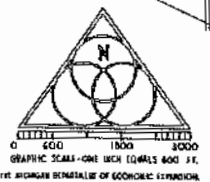


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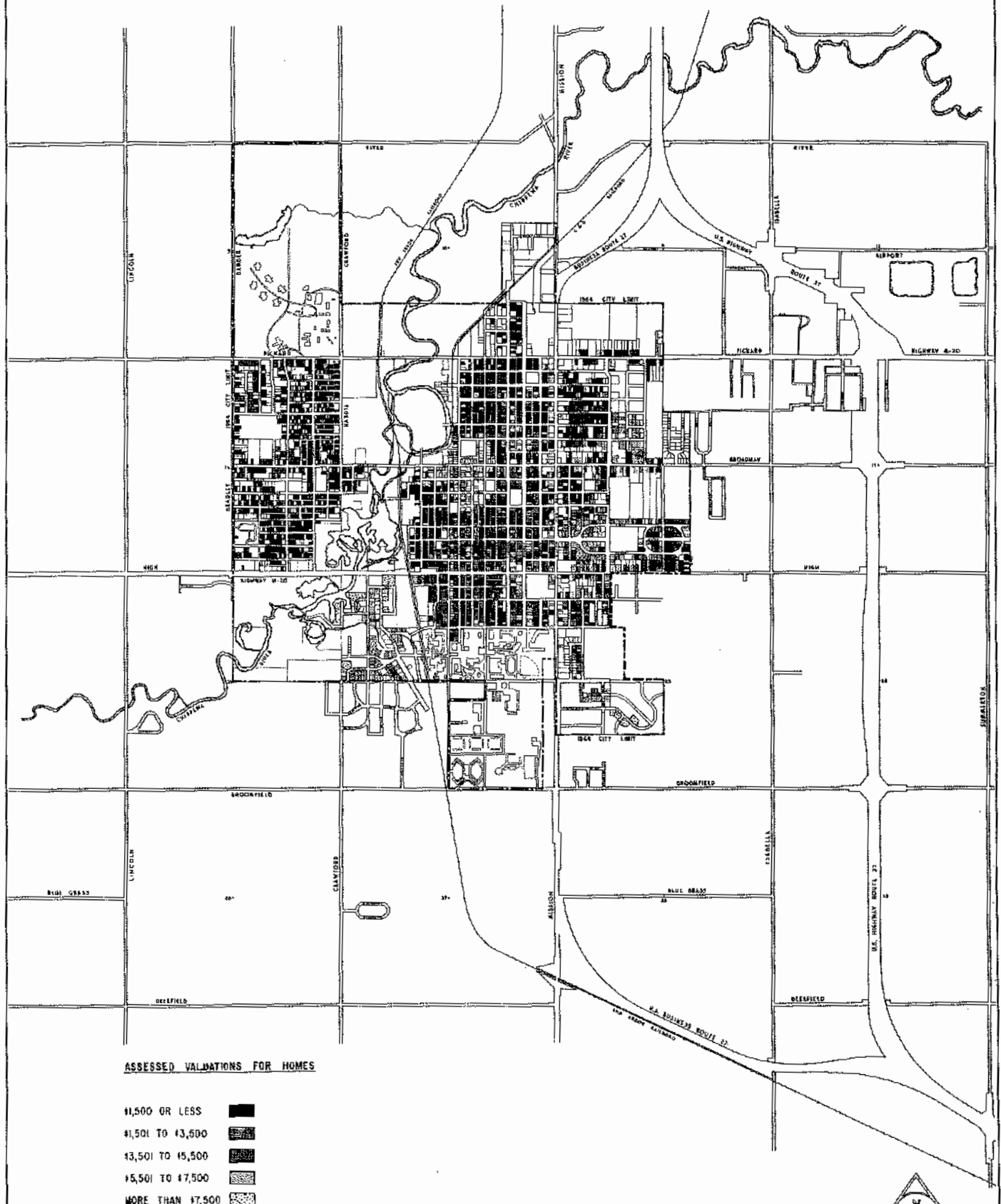
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# HOUSING VALUATIONS

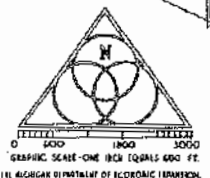


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change in the concept of what constitutes a desirable home. The older, narrow house on a small urban lot on a busy street is no longer sought after as a place to raise a family. The very age of the structures in the older parts of cities has resulted in deterioration and rot which is extremely expensive to reverse or remove. The heating, wiring, plumbing, storage and room arrangements are no longer adaptable for modern demands.

These problems have been accentuated by the fact that we have become a mobile and transient civilization. The average length of residence in any home today in the United States is five years, while a large segment of our population moves every two to three years. This means that homes must be easily resold and, if possible, sold without a loss to the owner. Since it is much more difficult to quickly sell the older home, few families will risk investment in an older home with its many problems but will instead invest in a newer home in a newer neighborhood. This, in turn, leads to a further inability to sell homes in the old neighborhoods. This increases the difficulties of the aged neighborhood and results in final lower resale value. Community pressures build to use these structures for other purposes and, when permitted, the incompatible purpose, in turn, further devalues adjoining properties and makes them even harder to sell for residential use.

This deadly cycle has been recognized by the lending and mortgage institutions for many years. It has resulted in a well-established practice which requires 25 to 50 percent down payment and a ten year balance of payment period for the older, less desirable home as compared with the ten percent down payment, 20 to 25 year payment period for the home in a new subdivision. With this policy reinforcing the process of declining desirability, the result has been an increase in the average age of the people within the older home neighborhood, since no new young families move in to replace the old, original families. The concentration of older people with restricted incomes in the older neighborhoods results in appeals for tax relief and there is a further decrease in the tax return from these areas.

In preparing a long range Master Plan for the next twenty years it is essential to realize that each existing home in the City will be twenty years older at the end of the planning period. This means that many homes in the central part of Mount Pleasant will be sixty to eighty years old. It becomes extremely important to remember that it will be the average and above-average homes which will be called upon to subsidize the poor homes and poor home neighborhoods of the City. It will therefore financially benefit everyone in the community, both those living in the older neighborhoods and those living in the new neighborhoods, if these deteriorating forces are halted and reversed. The improved tax structure and the increased attractiveness of the community which will result from the reversal of the deterioration process will, in turn, attract more people to come and live in Mount Pleasant. The cost of building a well-balanced and desirable community will be shared by more people at less cost to all.

The City must plan to provide incentives which will encourage people to reinvest in the older parts of the City. It must encourage community action and private initiative to remove the causes of blight which devalue a neighborhood. Failure to do this will result in the inevitable evolution of slums within the City. These slums will not only fail to pay their share of the tax structure, but will require extremely high social, health and special protection costs.

This City action must be in three coordinated areas. First, a Housing

Code should be adopted and enforced. This code should set forth minimum standards of maintenance, repair and utilities which are essential as minimum living standards and property conditions. It should permit the City to correct bad conditions where the owner cannot or will not improve his property. This type of regulation can, over a period of years, stabilize a deteriorating neighborhood and get rid of many of the blighting influences so that the amount of actual renewal needed can be reduced or eliminated.

The second coordinated action should be in the area of public street improvements which will illustrate the City interest in neighborhood appearance and encourage similar private property improvements. This is really a long overdue catching-up process of providing good streets, drainage and sidewalks to homes and property which have been in the City a long time. These improvements will encourage the development of existing vacant lots which will be much more attractive to prospective buyers.

The third coordinated action must be planning and carrying out selective public renewal programs which will remove the very poor homes and serious blighting influences. In renewal the City buys substandard uses at a fair market price, removes the structure and resells the land at vacant land prices. The loss is assumed by the City as a long range investment which will be repaid by taxes upon the new building erected on the vacant land, the new values attracted to the entire neighborhood as a result of renewal and by a decrease in the service and social subsidy paid for the old substandard dwelling.

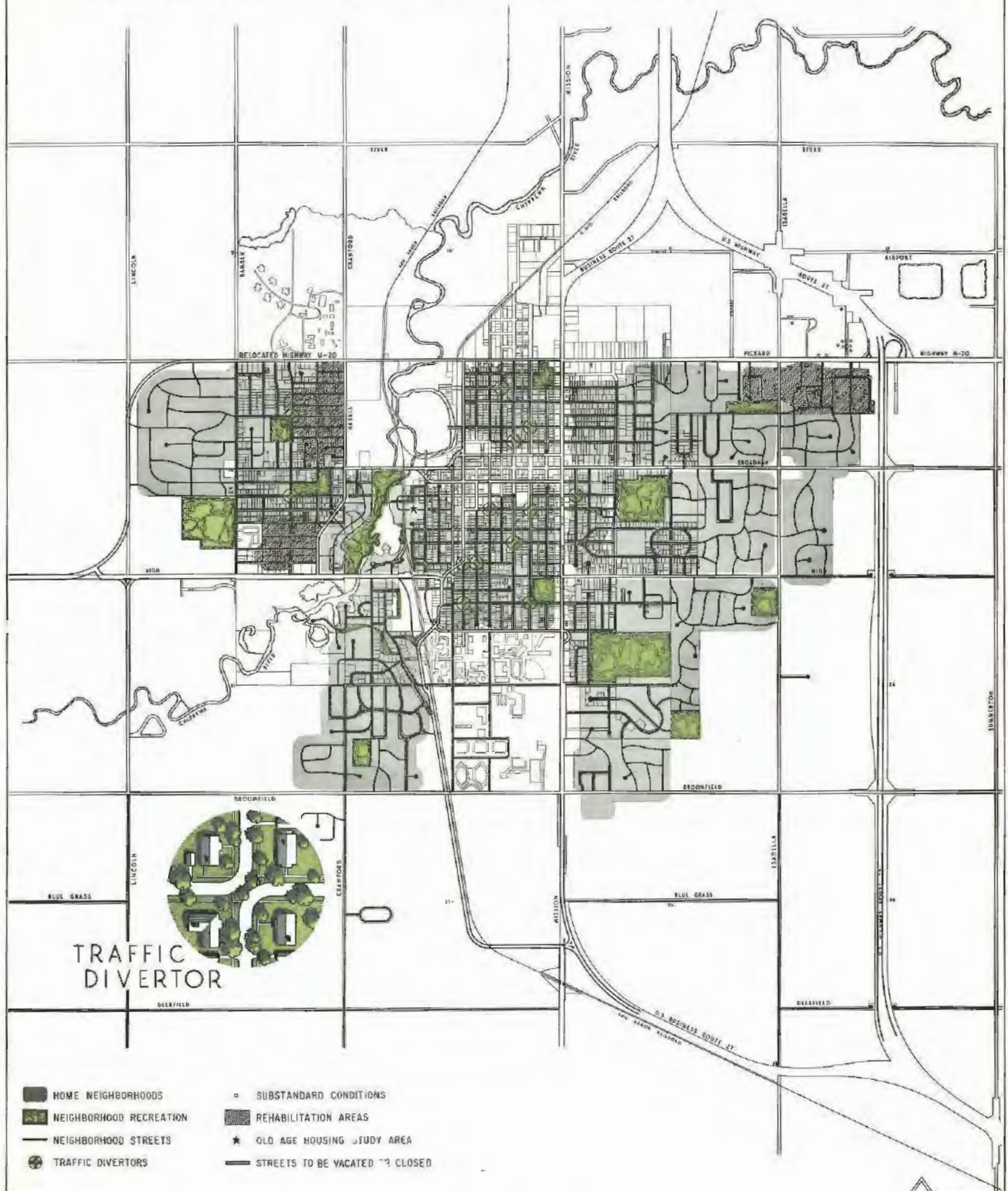
The Home Neighborhood Plan shows the logical home neighborhoods of the City created by the major street circulation system. In order to fully explain the plan, these neighborhoods will be discussed individually.

#### The North Westside Neighborhood (Bounded by Broadway, Pickard, Harris and Lincoln)

As previously discussed, the west side contains a large number of homes which are substandard in comparison with today's average living conditions. These homes are basically small, owner built and occupied dwellings from the gas exploration period of the City. While many of these have been enlarged and renovated during recent years, a large number have deteriorated to a point where their rehabilitation is no longer feasible. Most of this latter group are located on lots which adjoin vacant lots. These vacant lots have been sterilized as far as the construction of new homes is concerned, yet the City has utilities, fire and police protection, garbage collection and street maintenance services available to them. New homes on these lots would pay additional taxes to the City for services which are already being supplied, would decrease the resulting subsidy paid by the other taxpayers of the community and would improve the appearance of the area as a desirable home neighborhood.

The Home Neighborhood Plan shows 59 homes in the North Westside neighborhood which adversely affect new growth and existing property values. Fifty of these structures are located east of Henry Street in the rehabilitation area shown on the plan. In this same area there are 96 vacant lots which are available for new home construction. If the 50 poor homes were removed and the sites and existing vacant land made available for new construction, there would be room for 146 new dwelling units. This amount of new building in this small area would completely change the character of the neighborhood and would provide the necessary in-

# HOME NEIGHBORHOOD PLAN



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centive for the maintenance and improvement of the remaining existing homes. It would also encourage the resale of the older homes, which, as previously mentioned, could become a serious problem to the City when the original owners are gone.

It is proposed that the City initiate a selective renewal project within the next ten years which would purchase the substandard dwellings which cannot be improved by remedial code enforcement. The sites should be cleared and the property resold at vacant improved land value. Such a program will materially aid the families and individuals presently living on the west side. The large number of older homes left in the neighborhood will increase in value and they will be easier to sell when the need arises. The owners of the deteriorated structures will be paid a fair price for their home, which they cannot now realize. They will be able to use these funds as a down payment toward the purchase of another home with better living conditions, within their sometimes limited means. The absentee owners of dilapidated rental units will also receive a fair price for their properties which could then be invested in new low income rental apartments. This would increase their investment return and provide improved quarters for their lessees.

The Home Neighborhood Plan also proposes that the unsightly and unused alleyways in the North Westside neighborhood be vacated by the City. There are presently 9,100 feet of unnecessary alleyways in this neighborhood for which the City is responsible for maintenance and snow removal. The vacated property will become part of the adjoining lots, which are rather small for today's family needs. It is also proposed that the City close 1,000 feet of Adams Street north of Pennsylvania in the distant future. This street is unnecessary to the circulation needs of the neighborhood and causes unnecessary maintenance costs to the City. It cannot be vacated due to the location of main utility lines in the street right-of-way. However, if this area were closed off, planted and leased for one dollar to adjoining property owners it would create a sense of spaciousness in a small lot neighborhood and would act to improve the general appearance of the area.

It is proposed that the intersection of Elm and Henry Streets be treated with a traffic diverter to prevent through traffic movements. In addition, paved turnarounds or cul-de-sacs should be made at the ends of Maxwell, Park and Gratiot Streets. It is estimated that the street closings, alley vacations, traffic diverter and cul-de-sacs would cost \$5,000.

Another factor which would greatly improve this neighborhood would be paving, curbing and the installation of sidewalks on the 13,000 feet of existing unimproved City streets. This large project should be undertaken in the near future and should be considered as part of the general renewal investment for this area.

In the area between Bradley and Henry Streets there is room for 129 new homes under the proposed zoning density. There is also room for 240 new homes in the area west of Bradley Street. New subdivision plats will add another 19,200 feet of new paved streets to the area, further enhancing the appearance of this part of the City. This means that with proper incentive this single neighborhood of the City could accommodate over 1,500 new people in the future, one-sixth of the anticipated City population growth.

It should be borne in mind that the City will eventually pave and improve the street system in this neighborhood in the future whether the

area is revitalized or not. The remaining large cost of removing poor homes will not be too much greater than the cost of providing new services to new neighborhoods in other locations which would accommodate the same 1,500 new people which could be encouraged to locate on the west side.

If fully developed, the west side will require two elementary schools or a major enlargement and modernization of the present west side school. A new school would provide additional incentive for new growth. The Home Neighborhood Plan shows an enlargement of the present school site and the location of the recently approved Intermediate School on Bradley. This site could accommodate an elementary school if needed in the future.

The recent downtown building program of the Sacred Heart Academy and its proposed purchasing of the old High School is reflected on the plan by showing a public park on the vacant land owned by the Academy. The rest of the land is shown as a home area. Due to the equal likelihood of the Academy retaining the site, the extra homes have not been included in the totals for new families. Part of this land should be utilized in either event as a neighborhood play facility, either by the City or jointly by the Academy and the City.

#### The South Westside Neighborhood (Bounded by High, Broadway, Harris and Lincoln)

This neighborhood also shares the general deterioration problems of the North Westside neighborhood. Here, there are 37 poor structures which adversely affect surrounding property values and vacant land and would require more than remedial code enforcement. Twenty-five of these poor homes are located in the concentrated area shown as a rehabilitation area on the plan. If these 37 structures were removed there would be room for 144 new dwelling units on the cleared lots and adjacent vacant lots for a net increase 107 families. Again, this number of new homes in the area would dramatically increase the attractiveness of this section of the City and encourage modernization and new home building. An additional 100 families can be accommodated in new subdivisions west of Bradley Street south of Broadway. The new intermediate school on Bradley will act to attract new homes quickly if the present poor conditions can be remedied.

There are 7,000 feet of alleys in this neighborhood which should be vacated and returned to the adjoining property. In order to make the neighborhood more similar to new subdivision development and also to decrease the number of streets which the City unnecessarily maintains, it is proposed that one block of Bradley Street and one block of Livingston Street be closed and leased to adjoining property owners and that 4,260 feet of other streets be completely vacated. The land of the latter group could be used for new building lots in the neighborhood.

This neighborhood has nearly three miles, 15,630 feet, of street left in the plan which will require paving, curbing and sidewalks. In addition, new subdivisions west of Bradley will add an estimated 6,300 feet of new streets to the future City street system. The paving of the 4,860 feet of street proposed for closing or vacation would appreciably and unnecessarily add to the cost of future improvement projects. The paving of existing streets and the new school may prove to be the major factors in the long run which will rehabilitate this neighborhood.

It is also proposed that a traffic diverter be installed at the intersection of Fessenden and Henry Streets. The elementary school site should be expanded to the west by acquiring three homes across Adams Street. Adams Street should be closed and the school site extended to Henry Street. The City play field west of Henry should be sold for homes and the school site used for both play and educational purposes. Bradley Street should eventually be closed between Upton and Lyons to discourage through traffic through the neighborhood.

**The North Central Neighborhood**  
(Bounded by Pickard, Mosher, Main and Mission)

This portion of the City contains older well-built homes with a small proportion of new structures. There are 15 substandard structures within this neighborhood which adversely affect valuations and appearances. Seven of these are located within the residential part of the neighborhood. There is also much more land used for streets than is necessary for adequate circulation within this small neighborhood. The proximity of incompatible land uses on all sides and the intrusion of extraneous traffic is unnecessarily accelerating its decline in desirability. It is proposed that the north block of College and one block of Bennett be closed and be leased to adjoining property.

Another 2,990 feet of unneeded streets should be vacated and used for new homes and businesses. The Home Neighborhood Plan shows that these closings and vacations would eliminate eight access streets to the neighborhood. This would reduce the number of turning movements on the major streets, increasing their safety and capacity and would discourage the use of neighborhood streets for through traffic. These street closings in this and other neighborhoods will eliminate nearly all four-way intersections on the major street system. Studies show that the accident and death rates at these "T" intersections are appreciably lower than at normal "X" intersections.

Three street divertors are proposed at Lansing and Bennett, Fancher and Chippewa, and Kinney and Lincoln which, in combination with the street closings, will effectively keep out unnecessary traffic. These closings and diversions will sometimes require two extra blocks of travel for residents of the neighborhood. However, this is no different than the accepted curvilinear and non-continuous travel patterns found to be highly protective and desirable in new subdivision development. This will render the old neighborhood the same inherent protection and make it more attractive to new families with children.

It is proposed that the neighborhood school and the County Court House located at the edges of the neighborhood be expanded as shown to meet future needs. Land acquisition for these uses would vacate another 1,900 feet of existing street for a total reduction of 5,450 feet of existing street. There are also 1,500 feet of unused and unnecessary alleyways which should be vacated. Where it is necessary to maintain alleys in one block all other alleys in line with it should be kept open to create logical systems.

With present vacant lots included there is room in this neighborhood for 26 new homes after the eleven deteriorated structures have been removed. However, the Court House, school expansion and elimination of homes facing Pickard will ultimately require the purchase of 34 homes so that there will be a net decrease of 23 families. However, proposed street vacations will permit the construction of 16 new homes upon the



vacated street land, resulting in a net loss of seven families.

The South Central Neighborhood  
(Bounded by Michigan, Bellows, Mission and the A.A.R.R. Track)

The stabilization of the South Central Neighborhood will require the removal of arterial traffic from High Street in the future. Elimination of arterial traffic on this street will create one logical neighborhood of good homes, with its own elementary school. However, more immediate steps should be taken to upgrade this desirable area. Because there are homes built on each side of most blocks, a more elaborate system of street divertors is necessary to discourage the large volumes of through traffic which an increased population and University enrollment will produce. The intense traffic needs across this area in both directions mean that simple traffic discouragements such as stop signs will not be adequate. It is proposed that seven street divertors be installed in this neighborhood and that 5,630 feet of street be vacated. The latter will act to discourage through traffic and will also eliminate over a mile of unnecessary street maintenance.

Another 2,730 feet of street containing utility lines should be closed and landscaped by leasing it to adjoining land owners and 4,300 feet of unused alleyways should be vacated. Altogether, ten entranceways to the neighborhood should be vacated or closed. Four of these, South College, South Franklin, North Fancher and North Arnold, should be terminated with cul-de-sac turnarounds. The first two will close off the University business area on Bellows from the residential neighborhood.

It is anticipated that the Sacred Heart Academy will eventually purchase all of the homes between Illinois and Michigan to consolidate its property and provide recreation areas. Similarly, the homes facing Wisconsin and Franklin Streets near the business district will eventually be replaced with offices and similar semi-business uses.

The area west of Washington Street will be separated from the rest of the South Central Neighborhood by the new north-south arterial street system. This area will eventually become a multiple family rental area. Its isolation will protect it from heavy traffic. There is rapid deterioration occurring in this neighborhood which should be halted by the strict application of the proposed Housing Code. The existence of several semi-industrial uses, the railroad and many poor homes indicate that serious thought should be given to a full rehabilitation program in the future. Its ideal location near the business district suggests that the Federal Old Age Housing Program could be used to great advantage in this area. This program will be fully discussed in a later chapter.

This subneighborhood can also be considered to be part of the apartment neighborhood lying across the lagoon to Harris Street. The future improvement and beautification of this lagoon will create many highly desirable apartment sites, including the high bluff lying between the railroad and the lagoon.

It is proposed that 37 deteriorated dwellings and four other incompatible land uses be removed from the total South Central Neighborhood in a long range rehabilitation program. Twenty-two of these structures are garage apartment units which have been permitted on the alleyways. These uses unnecessarily overcrowd the neighborhood and increase

protection costs, adversely affect surrounding property values and create fire hazards.

In this neighborhood there are 1,410 feet of streets which should eventually be paved and improved. This figure does not include those streets which are proposed to be closed or vacated. With these improvements and the closing or vacation of unnecessary streets, there will be room for 52 new homes. However, the expansion of the Catholic church and Academy grounds will require the removal of 13 additional homes for a net neighborhood gain of 24 families. The large area set aside for new apartments and for the conversion of existing units to multi-family use can reasonably be expected to add an additional 150 families to the neighborhood population in future years.

**The West University Neighborhood  
(Bounded by High, Broomfield and the Railroad)**

The West University neighborhood has developed as a one family and apartment neighborhood. There are no substandard structures in this neighborhood, nor are there any existing deteriorating circumstances other than traffic. Portions of Preston and Watson Streets should be closed to discourage through traffic. The Home Neighborhood Plan also calls for vacation of a block of Crescent Street to stop short-cut traffic. The new north-south traffic artery will provide adequate access to the neighborhood and permit the proposed street closings.

There is room for approximately 85 additional new homes within the City and 185 new homes in the Township. Two private apartment areas facing on Broomfield will accommodate around 400 new apartment units for both students and resident families. The open land adjacent to the railroad tracks is for University housing which will back upon the home neighborhood. There remain 13,050 feet of existing streets in this neighborhood to be improved with pavement and curbs. New subdivision development around the elementary school will add approximately 4,000 feet of street to the future street system.

**The South Eastside Neighborhood  
(Bounded by High, Broomfield and Mission)**

This neighborhood will accommodate a great variety of different housing uses in the future. The Zoning Plan proposes that the area north of the High School be used for new apartment developments and student housing. The newly developing area of good homes west and south of the school will be protected for further one family use except for two large parcels reserved for private apartments for the University population.

There are six substandard homes in this neighborhood all of which will be replaced by natural business and apartment growth. It is proposed that the Gaylord-Mission intersection be closed in accordance with the Major Street Plan proposals. Two future elementary school sites are shown to the east. The lower one is for the period when additional development area is needed for the Mount Pleasant area.

There are 8,000 feet of platted streets remaining to be paved in this neighborhood. New subdivision developments will add approximately 23,400 feet of street to the future street system. There is room for 98 new families in the existing platted areas and room for approximately 500 homes in new subdivisions at the proposed density requirements. The

large apartment areas will accommodate approximately 800 units for University student housing and resident families.

The Central Eastside Neighborhood  
(Bounded by Broadway, High, Mission and Isabella)

The Home Neighborhood Plan calls for the enlargement of the elementary school site between Brown and Crapo Streets to accommodate a new East Side intermediate school to serve the greatly enlarged future population east of Mission. It is proposed that Michigan and Wisconsin Streets be vacated in the first two blocks east of Mission Street. A street diverter is proposed at the intersection of Illinois and Elizabeth Streets to prevent Mission to Broadway turning movements from using residential streets. Also proposed is the closing off of Maple Street between Anna and Elizabeth to halt the flow of hospital traffic through this desirable home area. It is also proposed that two unnecessary blocks of Crapo Street be vacated for new homes, since the platted blocks are too small and result in unnecessary amounts of street.

Street vacations and closings proposals amount to 1,910 feet. There are 6,380 feet of existing streets to be paved within this neighborhood. The suggested street designs for new subdivision development contain approximately 15,000 feet of new residential streets. There is only one substandard home within the entire neighborhood, which can be improved through enforcement of a Housing Code. This neighborhood has room for 93 new families in the existing platted area. Approximately 300 new homes could locate in new subdivision development.

The North Eastside Neighborhood  
(Bounded by Pickard, Broadway, Mission and Isabella)

The Zoning Plan proposed that industry be encouraged to locate along Pickard Street from Mission east to Brown Street. There are large deep lots in this area but their complete development would sterilize the land facing on Palmer Street. There are nine homes in this area, including one substandard one. All but the four on Palmer will eventually be replaced by new industry. To gain larger sites for larger industry it is proposed that the four homes on Palmer be acquired under State renewal laws and the entire area made available for new industry. A landscaped, City owned buffer area should be installed behind the homes on Bennett Street, in order to define the neighborhood and protect home valuations.

It is proposed that the first 300 feet of Andre, Crosslanes and Lincoln Streets be vacated at their intersection with Mission Street. This land can be used for commercial purposes and will eliminate the many turning movements which congest Mission Street in this area. It is proposed that Andre Street be connected with Bennett as shown. This change would have the dual benefits of improving neighborhood protection and eliminating three substandard homes which now depreciate this part of the neighborhood. Similarly, Crosslanes Street should be connected with Lincoln to form a protected residential loop. Three substandard homes and one industrial use in this vicinity should eventually be removed by community action and replaced with new residential construction. Similar action should be taken with two dwellings on Brown.

North of the elementary school on Isabella Road lies another area with a concentration of poor and dilapidated houses. However, if the fifteen



which are severely blighted were removed there would be an immediate incentive for new construction. New low and medium priced homes have been built here in the recent past in spite of the poor surrounding conditions. The new school, the highway interchange and the removal of the deteriorated homes would very quickly change this area into a community asset. Because this location is outside the City limits, action of the type suggested will have to await the enactment and enforcement of stringent Township housing codes or the formation of a non-profit civic improvement corporation which would undertake the acquisition and resale of property for new homes.

In the North Eastside neighborhood there are 3,900 feet of existing streets to be paved. This does not include over 5,300 feet of street vacations which are proposed. It is recommended that 1,500 feet of unneeded alleyways be vacated. New subdivision development will construct another 12,700 feet of new street in the neighborhood. There is room in the existing platted area for 158 new families. This includes vacant lots in the aforementioned substandard area. An additional 270 new homes can be accommodated in new subdivisions for a total of 428 families. This does not include an estimated 400 apartment units in the proposed apartment area on Pickard.

#### The East Interchange Neighborhood (Bounded by Isabella, Route 27, Pickard and High)

The East Interchange Neighborhood has 36 substandard housing units. The new highway interchange and the elementary school on Isabella have started new activity in home construction. The proposed plan to extend City utilities to this area should provide another positive growth factor. If these poor dwellings were removed there would be room for 66 new dwellings. This would be sufficient to completely change the character of this area and provide incentive for the remaining home owners to improve their dwellings. In fact, if the 14 homes and trailers clustered north of Kay Street and west of Elizabeth were removed, the remaining area would probably rehabilitate of its own accord. There are 7,650 feet of unpaved streets in this neighborhood. The new streets shown on both sides of Broadway in the new subdivisions will add an additional 16,000 feet of streets to the future street system. These new subdivisions will have room for approximately 280 new families.

#### Summary

The many street vacations, street closings, building acquisitions, street improvements and street redesigns cannot be undertaken at one time or accomplished overnight. Nor, in fact, will all the new subdivision layouts be developed or needed until some time in the distant future. The primary purpose of a detailed Home Neighborhood Plan such as this is to provide a long range guide to the officials of the community. With this guide they can develop a program to take care of areas of immediate concern in such a way as to insure that public monies spent for improvements will not be spent for things which will not be necessary at a later date. Most importantly, they are guided by a full knowledge of the ultimate needs and problems of each neighborhood in making the many far-reaching policy decisions which continually are called for.

The following table is a neighborhood-by-neighborhood breakdown of the preceding proposals of this section. There are over 73,000 feet or nearly 14 miles of existing streets in the City and urbanizing area

TABLE XVI  
NEIGHBORHOOD PLAN TABULATION

NEIGHBORHOOD LOCATION	VACATIONS		STREET CLOSING	EX. STREETS TO BE PAVED	NEW STREETS SUBDIVISIONS
	ALLEYS	STREETS			
N. Westside	9,100	380	1,020	13,100	19,200
S. Westside	7,000	4,260	800	15,630	6,300
N. Central	1,500	4,890	570	3,890	-
S. Central	4,300	5,630	2,730	1,410	3,100
W. University	-	1,840	330	13,050	4,000
S. Eastside	-	240	-	8,000	23,400
Gen. Eastside	-	1,250	660	6,380	15,000
N. Eastside	1,500	5,300	-	3,900	12,700
E. Interchange	<u>400</u>	<u>-</u>	<u>-</u>	<u>7,650</u>	<u>16,000</u>
TOTALS	23,800 4.5 Mi.	23,790 4.5 Mi.	6,110 1.2 Mi.	73,010 13.8 Mi.	99,700 18.9 Mi.

NEIGHBORHOOD LOCATION	POOR BLDG REMOVED	NUMBER REPLACED	OTHER HOMES REMOVED	NEW HOMES OLD PLATS	NEW HOMES <sup>1</sup> SUBDIVIS.	TOTAL <sup>2</sup> NEW FAM.
N. Westside	59	54	-	220	240	455
S. Westside	37	32	8	112	100	199
N. Central	15	7	34	35	-	-7
S. Central	15	9	13	43	150	174
W. University	0	0	0	110	160	270
S. Eastside	3	3	3	98	500	595
Gen. Eastside	0	0	0	93	300	393
N. Eastside	24	20	8	158	270	416
E. Interchange	<u>14</u>	<u>14</u>	<u>0</u>	<u>30</u>	<u>280</u>	<u>310</u>
TOTALS	167	139	66	899	2,000	2,805

TOTAL TARGET POPULATION ESTIMATE INCREASE - 3,100 families

TOTAL NEW APARTMENT DEVELOPMENT UNITS<sup>3</sup> - 1,600 units

- <sup>1</sup> includes an estimated 150 multiple family conversion units
- <sup>2</sup> does not include new apartment construction
- <sup>3</sup> without Chippewa Lagoon - Broadway area

unimproved at the present time. The new subdivisions which will accommodate all the future growth of the City to and beyond the anticipated target population will require approximately 100,000 feet of new street, nearly 19 miles. Essentially, the City today must undertake a street improvement program on existing streets to catch up with past development, which approaches the amount of streets which new developers will be installing in the next 20 years. The magnitude of this catch-up program emphasizes the need for a strict City policy requiring new subdivisions to install full street improvements and utilities as a condition of plat approval. It is especially important to the City that all such development which occurs in the Township agrees to meet these street improvement requirements prior to being served with City utilities or where annexation occurs the City will be faced with still more paving programs of large size.

The street vacations and closings proposed within each neighborhood amount to an astounding 5.7 miles of street, of which 4.0 miles are presently unpaved. The yearly maintenance cost and the imminent need for improving most of this 5.7 mile length provide an excellent incentive for City action. Alley vacations amount to 4.5 miles. Over a period of years the annual maintenance costs of this more than 10 linear miles of unneeded community responsibility would add up to a considerable amount of money. These funds could be utilized to improve existing unpaved streets and to maintain the 33 miles of new paved streets which the community will have when the population target is reached.

The table also shows that there is room within the planned neighborhoods for a population increase of approximately 9,000 persons. This is slightly greater than the 8,600 persons estimated for the population target growth in 20 years. These figures do not include the additional population which will be accommodated by new apartment development. Conservatively, this will add an additional 3,000 persons. These figures illustrate the urgent need of the community to sensibly restrict its growth in those regions beyond the planned service areas. Very easily, without such a policy the community could have to police and maintain 19 or more additional miles of new streets which would be half developed, build new neighborhood schools and provide utility extensions which other taxpayers would have to help support. It could be forced to do this for a period far in excess of the twenty year planning period, since the large increases in population which these areas would accommodate and which would be needed to make their service economical will not be realized for many years in the distant future.

It is proposed that the street divertors, closings and vacation costs be financed on an assessment district basis similar to current street and sidewalk improvement policies, since they will provide a direct benefit to the home owners. However, to provide incentive and insure itself against the overwhelming problems of continued decline, it is suggested that the City as a whole, that is, the City taxpayer, share part of the cost of these improvements. Some of the critical projects should be undertaken as a public necessity by the City. Others should be left to the initiative of the neighborhood involved, for, basically speaking, many of these projects would be in the self-interest of those living on a particular street or benefitting from a particular street vacation. In other cases the City should utilize the State Neighborhood Conservation Act or Federal Renewal programs to carry out a complete neighborhood revitalization.

The Planning Commission should take an active role in forming active neighborhood civic organizations. Such organizations have been success-



fully formed around the nucleus of the neighborhood PTA group or sub-committees of local community service groups, such as the Rotary, Lions or Womens' Clubs, as the case may be. The organization of neighborhood groups with long range goals to accomplish, working to acheive the goals of the City, can create a community pride and can accomplish improvements which no amount of official City action can hope to bring about.

The failure to spend the necessary money and time can only result in larger amount of money and effort in the future without any return to show for the increased costs and damage. In fact, if poor neighborhoods are permitted to decline into blight during the next 20 years then the City will find that its good neighborhoods will have deteriorated into poor neighborhoods. Mount Pleasant can acheive its goal of a desirable community only if it strives to make sure this goal will be realized by all of its citizens.

## RENEWAL AND PUBLIC HOUSING

### S U M M A R Y

The consequences of continued decay and obsolescence on the nation's homes, businesses and industries promises to be an overwhelming future problem. A visual inspection of most homes 20 years old or more show deterioration and inadequacies for modern living which only large amounts of money can correct. In twenty years 46 percent of the homes in Mount Pleasant will be 40 years old or more and in advanced stages of deterioration or blight. The City must meet this problem and the problem of an old business district, a substandard industrial area and sound low income housing with all tools available. Housing, Building and Health Codes must be enacted and enforced on a long range program of improvement. State Urban Renewal Legislation should be used in areas where new land uses will provide new tax income and a better use of land with a minimum effort by the community. The State Neighborhood Area Act should be used in Neighborhood Improvement Programs to provide the power to correct neighborhood deficiencies. Where more complete and expansive urban renewal by community action is required, Federal Renewal matching funds should be utilized. The City must also recognize the need for adequate low income housing for its large elderly group and the large elderly group in the surrounding rural area. The excellent Public Housing Administration program should be investigated for application in the Oak Street area to both provide housing and revitalize a deteriorating area of the City.



## RENEWAL AND PUBLIC HOUSING

Throughout the country today City after City is taking a long and appalled look at the future consequences of rot, decay and obsolescence on its homes, stores and industries. The majority of business buildings in the nation's business districts, which were built during the late 1800's, are in a far advanced state of decay. Foundations, roofs and upper floors are warped and unsafe and the heating, plumbing and electrical facilities are inadequate. Nearly half of the homes in most cities have cracked foundations, unsafe chimneys, sagging floors and roofs, rotted siding and porches or inadequate heating and electrical facilities.

In the past the renewal of an area was accomplished by the natural process of replacing old structures with new business and industrial building as the commercial areas grew. This is still happening to some extent but the automobile has eliminated the necessity for business and industry to locate within the city if land prices and the price of buying old homes is too high. Even if this were not the case, new business can never hope to fill up the square mile after square mile of deteriorating home neighborhoods. The natural process of renewal is far too slow to ever meet the national and community problems of what to do with completely unusable houses built out of soft wood.

Most older parts of the nation's communities were built between 1890 and 1920. These homes are largely occupied by elderly persons who will have passed away twenty years from now. In most cases these homes have not received needed repairs, maintenance and remodeling for a long period of time which has hastened their decay.

During the last 20 years these facts have raised the question of what our communities will be like in fifty more years. These questions have led to both Federal and State legislation designed to help people and communities rehabilitate older structures and to replace them where it is not feasible to renew them. These laws are not a final solution to this far reaching problem but only a beginning. Basically, this endeavor has been in three separate but reinforcing directions.

### Code Enforcement

There has been more community enabling legislation passed to permit a stricter regulation of new construction and of conditions of health and maintenance of older structures. These Building, Health and Housing Codes do much to guard against future problems, but by their nature are too slow and unwieldy to make major inroads into the large areas of decaying homes which are not an obvious condemnation situation. During the last few years many cities have adopted good Housing Codes and have increased their inspection staffs. These cities have embarked upon a sound long range program of making property owners repair or demolish the worst housing. By eliminating the worst conditions and showing what can be done, other owners have been encouraged to remodel or improve their own homes. This has been a great step in reversing the blight cycle in many borderline neighborhoods. Few of these programs can hope to correct more than 12 to 20 problems each year, due to the lengthy process of handling each separate case. Experience has shown that this approach is good for areas with a small percentage of scattered poor homes. Its inadequacies have led to further methods where an area

is beyond the scope of this remedial action.

### State Urban Renewal Legislation

During the 1940's Michigan and other states enacted various types of legislation enabling cities to participate in and accelerate the process of renewal. The first of these, the Urban Redevelopment Corporations Act of 1941 permitted cities to use public funds to buy blighted property at a fair price, clear the land and resell it to private, limited-dividend corporations at the cost of acquisition and site clearance. To offset the high cost to the corporation it was permitted a period of tax exemption to recoup its investment. However, the corporation was limited to a five percent annual profit together with other strict regulatory controls. Only a few cooperative apartment projects utilized this law.

The Rehabilitation of Blighted Areas Act of 1945 empowers cities and Townships to use public funds to buy, clear and resell blighted property at a price below the acquisition and clearance costs. No tax relief is therefore necessary and the new builder has no further controls other than conforming to a general development plan for the area. Because the new development returns much more tax income than was realized from the former use, the city subsidy is repaid in a five to ten year period in most cases, after which the new taxes become a benefit for many years to come.

The Neighborhood Area Planning Act of 1949 empowers cities and Townships to carry out rehabilitation programs within neighborhoods which will prevent blight from occurring. Under this act a community can remove non-conforming uses, rehabilitate homes to any extent necessary, install improvements and pave streets, develop parks, vacate streets and replat land. The cost may be assumed by the city or assessed against the benefiting neighborhood. Again, in most cases the cost of the program is repaid indirectly to the city by realizing an increased tax income from the rehabilitated area and by insuring that the area and tax income will not further decline in future years.

Both of these acts are relatively simple to apply. They both require that a city have a Master Plan and require a Renewal Plan of the area in question. Under the Blighted Areas Act a feasibility study must show the need and costs of the program and a public hearing must be held before the Renewal Plan is adopted. Once adopted, the city can seek private investment capital which is interested in building in the area without further cost or action. The Feasibility Study shows the estimated costs, timing for acquisition and clearance and the necessary resale prices and amortization period involved. With this information the prospective buyer is given a definite time commitment and the city proceeds to issue bonds and clear the site. When necessary this can all be accomplished in less than a year.

In neighborhood rehabilitation, the city prepares and adopts the plans, issues bonds and then immediately begins the acquisition and improvement program. In both cases, charter debt limitations need not be observed nor need there be a vote of the electorate unless State statutory debt limitations are exceeded. There is no limitation on the size of a project nor any requirement to carry out the entire project at one time. This allows a community great leeway, in renewal in particular, since a total Renewal Plan can be adopted and then carried out one or two lots at a time as new investors are found. This allows the city to issue small bonds for specific sites from time to time instead of floating a large



issue and finding that many years elapse before the new investors are found. In addition, the Renewal Plan may be altered if found necessary by the holding of a public hearing.

#### Federal Urban Renewal Legislation

In 1949 Congress became concerned that communities were not sufficiently aware of the future renewal problems to undertake public renewal projects to any adequate extent. Because this was a nationwide problem which was affecting the national health and economy, the Housing Act of 1949 was enacted. This act provides a three-quarter Federal subsidy of the costs of buying and clearing blighted residential areas for private redevelopment. During the 1950's this program was enlarged to include the redevelopment of blighted business and industrial areas as well.

This legislation is more applicable to the clearance of larger blighted areas and cannot be easily used for the spot clearance of scattered poor homes. It is a good and powerful tool to erase an entire area which can no longer be rehabilitated by code enforcement. Up to this time most Federal renewal projects have concentrated on old downtown residential areas which were renewed for apartment uses or for business and industrial expansion areas. In the future this act will be used to actually rebuild new home neighborhoods on the sites of old neighborhoods.

To obtain Federal Assistance in a renewal program a community submits a detailed application outlining the general scope of the renewal work, its approximate cost and the financial ability of the community to undertake its share of the program. The Federal government also requires a community to prepare a Workable Program. This is a common sense agreement by the community that it will prepare a long range Master Plan, adopt up-to-date codes designed to prevent additional blight, prepare a detailed study of its neighborhood problems, form a citizens council to work with and help the people affected by the renewal programs and prepare a General Neighborhood Renewal Plan which outlines all the potential renewal areas and necessary conservation programs for unblighted areas. With this agreement, the government provides a planning grant to prepare a renewal plan for a specific project. This includes the costs for an Urban Renewal Director, his staff and consultants as well as the cost of the plan itself. Only after the renewal plan is approved by the government does the city governing body adopt it. If it decides not to do so the project is closed and the Federal government assumes the full cost of the grant. If the city goes ahead the grant is included in the total renewal project costs. At this time the City puts up its one-quarter share and the government makes the other three-quarters available. The Urban Renewal Director can then proceed with the renewal project.

This process currently takes from three to six years to carry to completion. This makes it ideally suited for long term projects where no urgency is involved. In addition, once one project has been initiated another can be started without the many preliminary studies and completed in a shorter period of time. The many studies, the salaries of new personnel over a long period of time, the involvement of the city administrative staff and the large amount of substantiation and reaffirmation necessary tend to raise the total costs of the Federal Renewal program above the simpler State programs. However, the city share of the Federal program will still be around half the cost of the full obligation under local financing. Amending a Renewal Project is a relatively

difficult undertaking involving the review and acceptance by Federal agencies.

#### Old Age and Low Income Housing

For more than thirty years the Federal government has participated in the financing of community low income housing. During the last ten years more and more emphasis has been placed upon providing good and suitable housing for the rapidly increasing number of older people throughout the nation. A large percentage of these elderly people have great difficulty in finding suitable and convenient living quarters within their means and physical capabilities. This is especially true in agricultural areas and the central cities serving them. In Mount Pleasant for example, over 10 percent of the resident population is over 65 years of age. This amounted to 910 persons in 1960.

The Public Housing Agency has found that many of these people can no longer drive cars. They live alone in two story houses, have low incomes, cannot maintain their dwellings, have a high rate of home accidents and cannot obtain adequate medical attention. Yet it finds that these are people capable and desirous of leading full and active lives without being cared for. The trends of our cities and society towards complete dependence upon the automobile, the deterioration of the older neighborhoods, the decline of profitable small farming operations and the absence of once common delivery services all work to make this a serious problem for the elderly.

The Old Age Housing program has proven to be of great benefit to every community which has undertaken it. Recent projects in Michigan have been filled before completion and have led to additional units being built. These units are attractive one story buildings constructed with built-in safety features. Each project is designed by the community under the direction of local Housing Director and a local Housing Board of citizens. This board has complete autonomy in setting rents and eligibility requirements and in maintaining the units.

The Federal government pays for all planning and construction costs, including the acquisition and clearance of blighted land if necessary. The rental income is used to pay the Director and staff, to maintain the project, to make payments to the city in lieu of former taxes, and finally to retire the construction costs. At the end of forty years the project is deeded to the city and any unpaid costs are written off by the Federal government.

To obtain either an old age or low income housing development a community is required to prepare a Workable Program and submit an application to the Public Housing Administration. The PHA will then review the old age conditions in the community and the surrounding logical service area and designate the number of initial units it will finance. This program can be carried to completion with occupancy within two years from the initial request, about the same time as any private building project.

The City of Big Rapids found that its new project had immediate beneficial side effects. Many older persons living in old homes sold them or rented them to younger families who immediately undertook long-needed repairs. This also relieved the very tight housing market of this University city and brought a large number of older people from the countryside to live and shop in the business district. PHA studies

have shown that by living in the low rent project with all maintenance costs eliminated, people spend a greater part of their income for clothing, dining and other former luxuries.

The criteria for the location of these projects are that they must be within walking distance of the downtown area, must be level and must be protected from traffic and detrimental blighting influences. Additional units may be built from time to time as the need appears. Recently, PHA has permitted communities to acquire and renovate old deteriorated homes in sound neighborhoods for low income housing. These have been both one family and multi-family homes built under the same financing arrangements. By fixing up once blighting homes the general neighborhood is made more desirable and by scattering the low income families throughout the community the old stigma of public housing has been eliminated. The city has the same control of maintenance, rent and qualifications as in old age housing which insures against the home becoming run down. Many cities such as Big Rapids have also used the Old Age or Low Income Housing to clear whole blocks of blighted or mixed use areas without the expense of an urban renewal program, obtaining both benefits at once.

Each of these programs, code enforcement, State and Federal renewal and public housing offer a vehicle to solve the many different renewal and deterioration problems of the City. Each offers distinct advantages over the others for specific cases. It is proposed that the City use available 701 planning funds to prepare a Workable Program and a General Neighborhood Renewal Plan in the near future so that whenever it desires to use any of the many Federal Programs the initial, time-consuming steps will be out of the way.



## B U S I N E S S   A N D   I N D U S T R I A L   D E V E L O P M E N T

### S U M M A R Y

It is inevitable that there will be a market and demand for a large business investment in the area in the future. It is also inevitable that the present business district will decline in value and importance if present deficiencies are not corrected and adjusted to new shopping demands. The City as well as the downtown business owners have much at stake in preserving a valuable and growing downtown area. Acting together in partnership they can create the conditions essential to continued growth and investment. The Business and Industrial Plan shows a long range goal of providing access, parking and new development areas. It should be carried out step by step as opportunities arise. The industrial area west of Mission has room for 23 new industries if the poor homes and storage yards were removed and consolidated. Existing utilities would make such renewal cheaper than providing services to other new areas. A new street system is proposed which would make larger sites available in the area. This new street system has the same length as the existing unpaved streets of the area which must eventually be paved in any event. State Renewal Legislation is ideally suited for renewing this area without a large initial City investment. Carrying out both long range plans will require the cooperation, time and desire to act of the property owners and City officials.



## BUSINESS AND INDUSTRIAL DEVELOPMENT

It is very important to realize that as Mount Pleasant grows to twice its current population there will be a corresponding demand for new business and industrial buildings. In developing its long range plan the City must plan to encourage this new growth to locate where it will provide the most benefit. Like all new growth, new business and industry can complement existing development, adding to existing values, or it can destroy existing property values and existing business investments. For example, if most of the new business building demand during the next 20 years locates on south Mission Street or at one of the interchanges in a modern shopping plaza it will be in direct competition with all existing businesses. The City will not have the benefit of the new property taxes these buildings will represent. Established businesses will lose existing customers and will not benefit from new customers brought to the City by the new businesses. This will depress existing business property values with a corresponding loss to the City of tax revenue.

If all the new businesses would locate in or adjacent to established business areas, each new building would directly increase the City tax base. The new use would complement existing uses and bring more customers into the established business area to be shared by older businesses. This would add to existing business property values and return a double benefit to the City taxpayer. It would also have decided advantages for new businesses since they would share an established customer market instead of depending entirely upon their own drawing power. This guarantees a good return to the investor and merchant, justifying the higher costs involved in buying the higher valued urban land on which to locate.

It is inevitable that there will be a market and demand for a large shopping plaza within the Mount Pleasant area during the next twenty years. It is also inevitable that land values and customer volume will decline in the Central Business District unless steps are taken to adjust to new customer demands. The average Central Business District is a shopping plaza of a past era. It is usually one of the most unattractive areas in the community. Nevertheless, it is a shopping center representing a large investment by many people over a long period of time. In many communities these large investments have been lost by a failure to meet changing demands. Primarily, this failure is due to a lack of reinvestment. Old buildings have been permitted to deteriorate, no attempt has been made to provide an attractive atmosphere, and the needs of a motorized public have not been accommodated.

In addition, most Central Business Districts have large amounts of land occupied by non-retail uses such as public buildings, automobile repair and service stations, churches and industrial uses. These uses not only occupy valuable retail land but destroy the compactness, expansion room and customer convenience which elevate business values. In city after city the poorest businesses are found to be located across the street from these uses or are separated from existing retail areas by them.

A modern shopping center offers people several important features to which it owes its success. These are direct and convenient access from a main street or highway, adequate off-street parking within 150 feet of each store door with clear visibility of unoccupied parking spaces, a careful selection of shops which will meet the weekly demands of most families arranged for pedestrian convenience within the shopping complex

and new, clean and attractive buildings designed to facilitate shopping speed and convenience.

The older shopping centers, the Central Business Districts, also have certain advantages. These are a greater variety of goods and services which no new plaza can duplicate, greater price and quality range of goods, lower overhead and rent, established customer patterns, and personal service and personal contact with the customer. If the older district can also provide for the new demands of access, parking and attractiveness it can successfully compete with the new plaza. If it does this before the new plaza becomes needed it can make a new plaza unprofitable unless located adjacent to the district.

The Mount Pleasant Central Business District is located near the geographical center of the City. Access to it from outside the City is indirect and congested. Parking is inadequate and unattractive and internal business circulation is entangled with arterial traffic. The view from most parking areas is uninviting. There is no land available for new businesses which would meet the large future needs.

Both the City taxpayer and the City merchant have much to gain if these conditions are corrected. Both have much to lose if nothing is done. In the past it has been repeatedly proven that these conditions cannot be corrected by the merchant community alone, nor can they be corrected by the community itself. However, a joint venture, an informal partnership between the City and merchants has worked well. Realizing the long range tax benefits, the City can improve circulation by redesigning the street system and in some cases utilizing the large amount of land now used for streets for other purposes.

Using the power of eminent domain the City can acquire land for parking areas at a fairer price and improve and maintain them much more cheaply than the businessmen can. It can obtain financing at reasonable rates and for long periods of time. This power of the City will save the merchants very large amounts of money if they will join the partnership and pay for the parking areas. This will enable the City, in turn, to finance the costly access roads which will serve the downtown and the citizens. The merchants and property owners, acting together, can work to improve the appearance of the area, agree to underwrite the cost of parking lots on an assessment basis and provide support and funds for private and public renewal of areas for new store sites.

The accompanying plate illustrates how the business needs of the City twenty years from now can be met. As all plans are, it is a policy guide of things that can be done so that year by year decisions can work toward a common goal. Improved access and circulation is provided by a pair of one way streets around the district. Mosher Street would be extended westward by acquiring three homes, the beer distributor warehouse on Court Street and 50 feet of County land north of the present parking lot. This would feed into the north-south arterial street at Main. Traffic from the west on Broadway would be diverted onto Michigan Street. The presently unsatisfactory traffic problem at Broadway and Mission Street would be solved by the creation of another one way circulation pattern on Arnold which would eliminate left turn conflicts and increase the traffic capacity in this focal point of City traffic. This would require the purchase of seven homes and two minor business uses.

With this circulation "belt" Broadway and the other cross streets could be fully utilized for store-door parking and internal circulation. These new valuable parking spaces could not be purchased at any price in such

an ideal location and would justify the entire cost of the street redesign alone. The plan proposes that new retail business development be encouraged to locate along Broadway between the Central Business District and Mission Street. To encourage this development the City should stand ready to develop the off-street City parking shown on Mosher Street and Michigan Street as each store builds on Broadway. The proposed zoning regulations would control and guide this development so that it would grow into a cohesive unit. Broadway is shown as a central parking area for the new stores. This would occur only after the Mosher-Michigan street system was developed. A landscaped park area is shown on Broadway between Lansing and Fancher to divert traffic back to the main streets.

The plan also proposes the extension of parking areas around the Central Business District to meet the needs of existing business and to encourage further new development around the edges of the district. This parking should be located within 200 feet of existing and proposed stores. A lesser amount of parking will be of more value than large lots located at greater distances from the district. Broadway, Court and Main Streets should be redesigned by building out the curbs to shelter diagonal parking bays. Those on Broadway and Main Street are located so as to supply the City Hall block with a minimal amount of parking. This block is not well served and cannot be, with the City Hall located at the rear of the stores. This situation can be relieved somewhat by extending the parking lot at Michigan and Franklin Streets west to the City Hall, and by putting bay parking on College Street.

At such time in the future as an enlarged City Hall is needed to serve a larger City the land now occupied by the present building should be made available for off-street parking. A long range site for a governmental complex is shown north of the present Court House. New business development can also be encouraged west of the Central Business District by the proper placing of additional parking lots as shown on the plan. It is also proposed that Illinois Street be converted into parking lots around the south boundary of the district to accommodate employee parking needs.

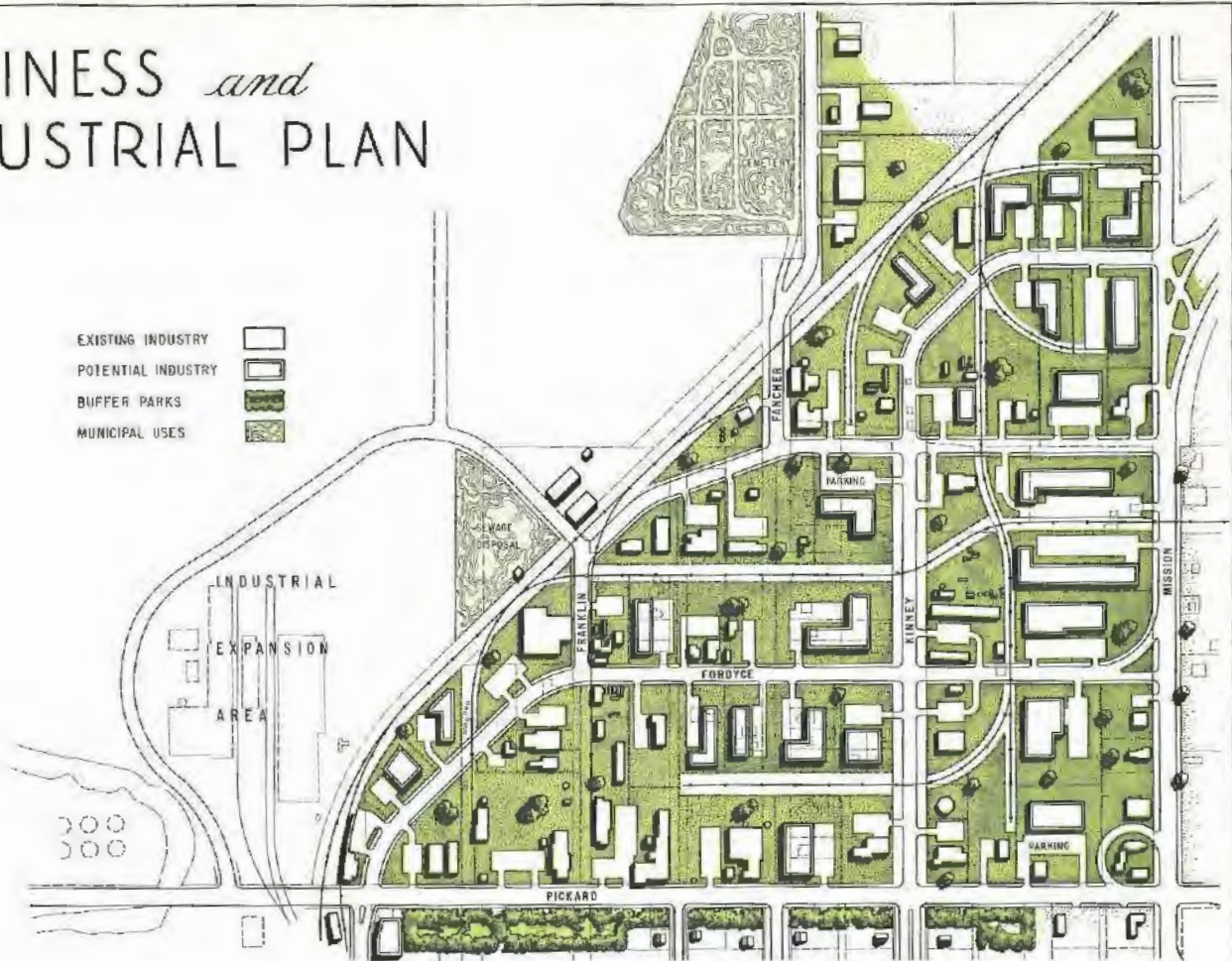
Every community is witnessing a great demand for office buildings. In a college community this demand will be greater than average. It is proposed that the area south and north of the business district along Main, Wisconsin and Franklin Streets, and east and west along Mosher and Michigan Streets, be zoned for this use. North of the district is a proposal to extend the County Court House complex north across Chippewa Street to accommodate future needs. The City should participate in this acquisition of land in return for the Mosher Street right-of-way. The City should also plan to acquire, over a long period of time, the remaining buildings north to Lincoln for future use.

This plan is designed to meet inevitable needs. Unless these needs are accommodated, other less desirable solutions will be found. Carrying out the plan will require large expenditures of City and merchant funds, but over a long period of time. These expenditures will provide the things the City now needs and the things which will attract new business and new growth in a way which will benefit both the City and the current business community. At the same time, the cost of this plan will be considerably less than the money which will be lost if nothing is done. Most importantly, the existence of the plan will provide a basic set of ideas which will enable the City to capture opportunities as they arise, both in new development and in the form of action as new urban renewal legislation is created. Without a plan the opportunities will be missed by a lack of any unified common goal.



# BUSINESS *and* INDUSTRIAL PLAN

- EXISTING INDUSTRY
- POTENTIAL INDUSTRY
- BUFFER PARKS
- MUNICIPAL USES



INDUSTRIAL AREA



DOWNTOWN AREA



## Industrial Development

In order for the City of Mount Pleasant to attract new industry it must plan to provide the things good industry will be looking for as it compares Mount Pleasant with other communities. These needs are accessibility to rail, air and highway transportation, adequate utilities, paved streets, adequate sites and an attractive area in which to invest. There are few areas in the City where these needs can be met.

The area north of Pickard Street and east of Mission Street is the most feasible area to anticipate future industrial growth. However, the area west of Mission Street would be the most economical to serve from the City viewpoint, and would return the most for the City investment and for existing industrial values. City utilities already exist within this area while street paving, protection and other services will have to be provided in the future just to serve existing industry. Rail facilities are also available without undue extensions. Today this area is extremely unattractive to potential new industry. Existing industrial uses waste large amounts of land in unsightly and unnecessary storage yards. Very poor quality homes use up valuable industrial land and divide the land into small, inadequate parcels and the streets are unpaved and poorly laid out.

The Business and Industrial Plan shows a complete layout change for this area which is surprisingly economical when viewed against the cost of improving the area as it now exists. The plan proposes three new streets opening off Mission Street to provide access to the highway. Another proposed street would meet the new north-south arterial street at Main and Pickard Streets. These streets would open up new industrial sites and permit the closing of existing streets for industrial use and rail sidings.

The new street pattern would require the moving of one industrial building on Franklin Street and the moving of four other minor industrial storage and office buildings. The new streets have less length than the existing street pattern which would have to be paved in the future in any event. The difference in cost actually becomes the cost of new rights-of-way. It is reasonable to expect that this cost could be eliminated by the donation of land from existing owners in most cases, since the system would greatly increase the property values of the land and make the sale of vacant land possible. The plan shows 23 new medium and large industrial sites. It also provides new expansion room for most of the 27 existing industries. A long range plan of rail spurs to serve each property is also shown.

It is proposed that the land owners, the Industrial Commission and the City jointly investigate methods of acquiring all homes in the area to provide new industrial sites. In addition, the three parties should take steps to clean up and consolidate outdoor storage areas on a cooperative basis. North and west of this area there is additional room available for future industrial needs. The City land-fill operation is raising the level of the land to a desirable level to the northwest. The old sugar beet plant poses a difficult and expensive renewal problem which will take a long time to solve. Since this is so, the City should consider the use of Federal renewal and begin initial applications as part of a long range goal.

The acquisition of the homes can be undertaken under existing State legislation at a reasonable cost and with a minimum of time. While this can be done in a manner which would involve little cost other than a

Feasibility Study and final Renewal Plan, until a new industry desired to locate in the area, it is proposed that a five year improvement program be started as soon as possible. This program should try to greatly improve the appearance of the area as its first goal. By having a plan, various parts can be carried out one at a time, knowing that each part will work into an overall industrial park development. By showing early evidence that the overall plan will be carried out, it will be possible to attract new industry before all the existing poor conditions are corrected.

This plan will require the cooperative action of the land owners and the City. With this cooperation, the plan can be carried out at a minimum of cost and with the greatest possible benefit to all concerned. Land swapping and reasonable rights-of-way costs will be required. The complete cooperation of those to be moved will be highly desirable. This will take a great deal of good public relations and a full explanation of the benefits to be gained. All of this takes many personal contacts and the work of many individuals. However, the cost is nothing and the time invested will be well spent. If this plan can be accomplished, Mount Pleasant will be, twenty years from now, a more convenient, attractive community in which to work and live.



## C O M M U N I T Y   F A C I L I T I E S

### S U M M A R Y

The public facilities which new growth will require should be provided in an orderly manner which will also meet the needs of the future community, while simultaneously encouraging people to locate in areas where the City can most economically serve them today. The Public Facilities Plan shows that community growth will require major sanitary and storm sewer trunklines around the eastern edge of the community. The sewage treatment plant must be enlarged and improved. A new water collection system and new pressure storage tanks will also be required some time near the end of the planning period. A new fire station will be needed in the south part of the City and eventually a new police and fire station will be needed as City administrative needs require the use of the entire City Hall. A new County Building will be needed along with a major enlargement of the Community Hospital. Fluctuating age distribution will cause large high school enrollments by 1973 requiring new high school or junior high school facilities. By the late 1980's the school system will have to be twice as large as it is today. New elementary school sites in desirable locations for future neighborhoods and a third junior high site should be acquired in the near future and held until needed. School sites should be developed for neighborhood recreation use by a partnership between the City and School Board. Full and specialized family, youth and adult recreation should be planned for by City, school and civic service groups at the many types of sites proposed by the Master Plan.



## COMMUNITY FACILITIES

As the City grows, its citizens will have to purchase additional facilities which the new growth will require. If this new growth occurs in an orderly fashion, the new tax base will pay for its share of the new facilities. Fifty to sixty percent of this amount will be for public school facilities. The remaining 40 to 50 percent will be for street improvements, sewer and water extensions, storm drainage and public buildings to serve a larger City population.

The Public Facilities Plan shows both existing and proposed sewer trunk lines which will be necessary to serve the future City. It shows that a major trunk line will have to be extended west on Fessenden to accommodate future west side residential development. It is especially important in this connection that the small-lot development on Lincoln Road between Pickard and River Road be discouraged immediately by the Township for, in order to serve this development should health problems arise, it would be necessary to install more than a mile of sewer trunk line and over a half mile of parallel force main to serve a few homes.

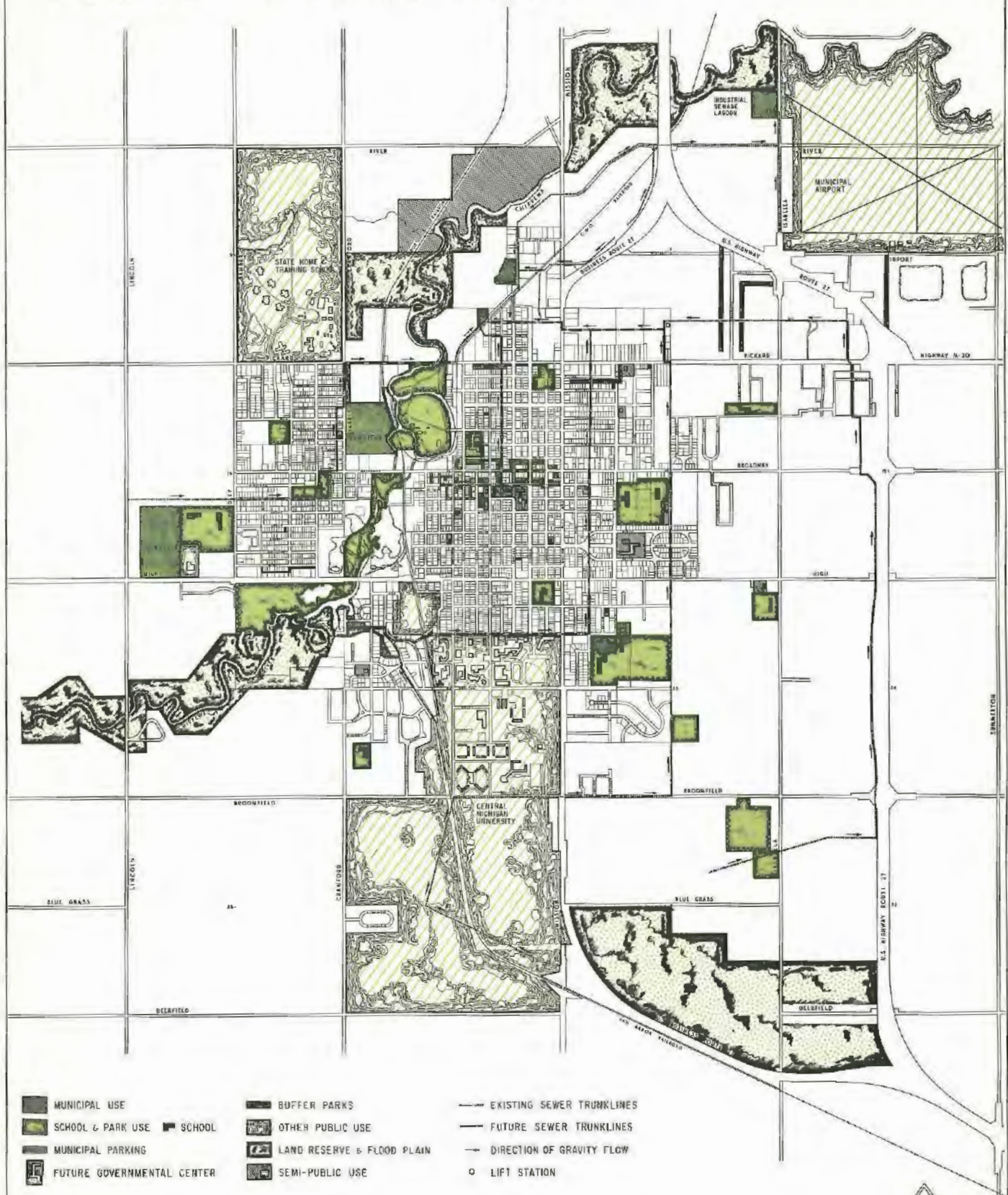
The downtown collector trunk on the east side of the river is shown on Lansing and Michigan Streets. This system will adequately meet future demands without further enlargement. The topography of the City requires that the remaining collectors of the trunk line system loop around the central City in concentric rings. The first of these serves the University as well as the Axtell and College Heights subdivisions. The pumping situation and the natural topography of the area limit the amount of additional urban development which can be economically served by this line.

The Plan shows that the future campus area will be served by the second concentric belt presently located on Crapo Street. This line ends in the vicinity of North Fairfield. This line could be extended south to Broomfield Road, and then west into the heart of the future University campus. Should high density development of this campus occur in the distant future, its sewage needs can be accommodated by the trunk line shown. This line runs up the natural drainage valley to Broomfield Road where it will require a force main of approximately 1,000 feet feeding into the large Crapo trunk line.

The large proposed new concentric trunk line which will ultimately serve the industrial and eastern part of the community must first be built to the east and then proceed south and back to the west in carefully planned stages. At the anticipated rate of growth, this complete line south of Broomfield will not be needed for forty to sixty years.

The sewage treatment plant provides primary treatment only. It has a treatment capacity of 3.5 million gallons per day. This is well above the peak daily flow for 1964 which was 2.8 million gallons and two and one half times the average daily flow for 1964, which was 1.4 million gallons. In 1964 this treatment plant served a population of roughly 16,000 persons, including the State Training Home inmates and the University students. The twenty year City, University and Training Home growth should reach approximately 38,000 persons. This increase would create an average daily flow of at least 3.3 million gallons per day by 1984, leaving no leeway for an overall increase in the amount of sewage which must be treated per person. Plans must be made to increase the disposal plant capacity during the planning period.

# PUBLIC FACILITIES PLAN



THE CITY OF MOUNT PLEASANT, MICHIGAN

PREPARED BY THE CITY PLANNING COMMISSION ASSISTED BY  
SCOTT BAGBY AND ASSOCIATES, CITY PLANNING CONSULTANTS

1964-65

THE PREPARATION OF THIS MAP WAS FINANCIALLY AIDED THROUGH A FEDERAL GRANT FROM THE URBAN REDEVELOPMENT ADMINISTRATION OF THE HOUSING AND URBAN DEVELOPMENT DEPARTMENT UNDER THE URBAN PLANNING ASSISTANCE PROGRAM AUTHORIZED BY SECTION 701 OF THE HOUSING ACT OF 1954, AS AMENDED, ADMINISTERED BY THE MICHIGAN DEPARTMENT OF ECONOMIC DEVELOPMENT.



This problem is increased because a substantial portion of the City's storm drains flow into the sewage treatment plant. This is reflected in the peak daily flow figure for 1964. A program to complete the separate storm drainage system will be necessary during the planning program. In addition, the City must consider the construction of secondary treatment facilities. It is fairly obvious that the trend of both State and Federal agencies will be to require a complete end to stream and river pollution in the near future.

In order to serve the potential industrial area between the airport and the highway with sewage facilities, two possible approaches should be considered. This area lies below the level of the present sewage treatment plant or any existing or proposed sewer trunk lines. Should industrial sewers be required in this area, it would be necessary to install a pump and approximately one mile of force main to the Pickard Street trunk line or, preferably, to the industrial collection system along Mission Street. A second solution to this would be the creation of an industrial sewage treatment plant of the lagoon system type. This is an economical type of treatment, both in initial cost and in operation. It is normally unsuited to the treatment of large volume urban wastes, since it does not have a high daily treatment capacity, requires a large land area, and because of occasional odor problems. This type of treatment would be acceptable in this area in that it would not be required to handle a large volume of sewage. Adequate land would be available and its location on the far side of the community in relation to prevalent wind direction would make the minor odor problem from industrial wastes a negligible one. The City will have to estimate carefully whether the operation of a second treatment facility would cost more than the installation of force main systems. The lack of good industrial land and the ideal assets of this area warrant the extension of utility systems into this area in order to derive the benefits of future industrial employment.

#### The Water System.

In 1963 the City completed the construction of a new water collection system with a capacity of treating 8 million gallons of water per day. The average daily use in 1964 was 1.7 million gallons, and the peak day in 1964 was 3.9 million gallons. If water service is extended to the urbanized portions of the community during the planning period it can be anticipated that average daily use will exceed 4 million gallons and peak daily use will approach the 9.5 million gallon level at the end of the planning period. The addition of any large water-consuming industry during this period will, of course, alter this estimate. For the purpose of this report, it may be assumed that no additional capital outlay will be required for water supply and treatment for the next ten to fifteen years. At that time it will be necessary to construct a second collection system of at least 4 million gallons capacity.

It will become necessary to provide additional storage capacity as the City grows to the east. A water storage tank of at least 500,000 gallons should be located on the University property north of Broomfield Road. A second tank will be needed eventually on the hill near High and Isabella. The present industrial water storage tank north of Pickard Street may have to be supplemented by a tank in the airport industrial park in the far distant future in order to maintain adequate protection pressures.



## Public Buildings

The City Hall is located behind the business district on Michigan Street. It houses the Fire and Police Departments and the entire City administration staff. This building can be made adequate for administrative purposes for the planning period. However, increased fire and police needs cannot be accommodated for any great period of time. The building cannot be physically expanded on its present site except by closing off College Street and purchasing the business buildings facing it. The need for adequate downtown off-street parking in the business district would preclude this approach.

It is proposed that the Fire and Police Departments be gradually removed from this site during the planning period. Immediate fire expansion needs can be accommodated by a much needed second fire house on or near the University campus. This building will allow the City to use the upstairs area of the present fire house for police and administrative needs. At a later time a new public safety building for Fire, Police and Civil Defense should be built north of the Court House as the first part of the long range governmental complex. The entire City Hall would then be adequate for many years.

The County Building will require expansion as the area population increases. As mentioned in the Neighborhood Plan, the homes and buildings north of the present County Building should be acquired for future County and City use.

The Community Hospital is a privately operated facility serving the Mount Pleasant area. It has 110 beds and last year treated 6,200 patients. This represented a 97 to 98 percent average daily occupancy compared with the desirable standard of 80 to 85 percent. The hospital is currently doubling its laboratory and X-ray facilities, renovating parts of its building and adding 15 beds in a \$735,000 program. The 125-bed capacity will still fall short of the desirable 140 to 150 beds needed to serve the area population. The current program is being financed through Federal and hospital depreciation funds.

During the next five years the hospital plans to create an additional 40 beds to meet population growth and expanded area use of its facility. The expanded use is anticipated since the hospital changed to a combined medical and osteopathic facility in the Fall of 1964. To meet the "target population" needs of the future, the hospital will need at least 250 beds. The present hospital site will be able to accommodate this size facility but not the off-street parking which will be required.

In 1964 the County Medical Care facility was approved by voters. It was recently built on the hospital site in order to share the services already supplied by the hospital. The County facility will provide convalescent, rehabilitation and similar services to the citizens of the County. The emergency ward of the Community Hospital served 4,700 patients in 1964. The high use of this facility by the community suggests the need and support for an emergency or service clinic where citizens can obtain immediate attention and advice from a physician. This problem is being experienced by most hospitals today. Its proper solution should be carefully studied by the community, the local medical associations and the hospital in the near future.

To meet future hospital and other medical facility needs it is proposed that a joint parking area for school, County Medical Care and the hospital use be developed on the school property to the north. This will

free the remaining present hospital site for further building expansion needs. Also shown on the Plan is a long range future air freight center at the southwest corner of the County Airport. This should be developed in conjunction with the airport industrial park. Steps should be taken to obtain options or development rights to all land north of the present airport for the expansion of runways to accommodate future higher speed industrial aircraft.

### Schools

The most pressing capital improvement need in every community today is the enlargement of the school system. A little-known fact to the average person is that the large increases in student enrollments are not primarily due to new families moving into the community. The age distribution table illustrated that there are varying numbers of persons in different age groups throughout the United States. Whenever one of these large groups is of child-bearing age our country experiences an unusually large number of new births, creating yet another unusually large group of persons in a specific age group.

In the early part of the century a large number of families immigrated to the United States. At the same time, great improvements in working and living conditions and medical discoveries substantially reduced the mortality rate of the country. All during the 1920's this unusually large group of persons had an unusually large number of children. During the following depression a smaller group of persons produced a smaller than average number of children, due to the economic crisis.

Births began to increase again during the late 1930's but, contrary to popular opinion, the Second World War curtailed and delayed new marriages until 1945. At this time, the combined effect of the delayed war marriages and the natural marriage rate produced a three year surge of new births. By 1949 a new surge was started by the coming of age of all the 1920 babies. These new adults produced a record number of births which can be illustrated by the fact that in 1930 there were 99,000 births in the State of Michigan and in 1957, 27 years later, there were 208,500 births. The record number of children born during the 1950's has now fully entered the school system. Throughout the country each school class size is generally larger than the one above it, since the record number of babies born in 1957 are now in the first grade.

State and national births have been declining since 1957. This, in turn, will mean that each community can anticipate somewhat smaller elementary class sizes in the future. The important fact to remember is that the community's total classroom needs will increase for the next ten years, even if the community does not grow during that period. This is due entirely to the existing number of children living in the community. This means that in Mount Pleasant the tenth through twelfth grades would increase 27 students for every 100 presently enrolled by 1974 without further population growth in the school district. To this must be added the effect upon these fluctuations by an increasing district population growth rate.

It is essential that everyone in the community remember that these 1947 to 1957 children, in turn, will grow up, marry and begin having their own children after 1973. These children will begin entering elementary classrooms during the last 1970's. Based upon past experience, and the anticipated growth of the City, a rule of thumb can be established which would place the next enrollment peak at twice the number of students

TABLE XVII  
MINIMUM ENROLLMENT PROJECTIONS

	K-5	K-6	7-8	6-8	6-9	7-9	10-12	9-12	K-12
1964	2072	2363	576	867	1179	888	889	1201	4140
1965	2120	2455	640	975	1260	925	955	1240	4335
1966	2220	2500	735	1015	1305	1025	970	1260	4495
1967	2300	2605	740	1040	1385	1080	990	1335	4675
1968	2315	2660	720	1065	1460	1115	1035	1430	4810
1969	2280	2650	805	1175	1535	1165	1150	1510	4965
1970	2240	2610	870	1240	1635	1265	1195	1590	5070
1971	2200	2595	890	1265	1715	1320	1225	1675	5140
1972	2175	2565	860	1250	1740	1350	1285	1775	5200
1973	2170	2550	865	1245	1725	1345	1395	1875	5290
1974	2190	2585	830	1225	1710	1315	1450	1935	5350
1975	2265	2665	785	1185	1685	1285	1475	1975	5425
1976	2375	2755	780	1160	1650	1270	1480	1970	5505
1977	2450	2850	715	1115	1605	1205	1460	1950	5515
1978	2580	3010	715	1145	1610	1180	1425	1890	5615
1979	2765	3235	715	1185	1645	1175	1390	1850	5800
1980	3035	3515	755	1235	1710	1230	1340	1820	6090
1981	3270	3740	835	1305	1790	1320	1340	1825	6400
1982	3395	3905	860	1370	1910	1400	1355	1895	6660
1983	3585	4165	845	1425	2050	1470	1445	2070	7080



in the current peak. This will require a major elementary building program around 1980 and corresponding intermediate and high school construction programs during the 1980 and 1990 decades.

The growth of the school district population will also add to classroom needs. It is estimated that the school district family population will increase 50 percent during the next 20 years while the Mount Pleasant community grows by 70 percent. This 50 percent increase would raise 1964 enrollments from 4140 to 6210 by 1984. Fluctuating birth rates will raise this to over 7,080.

The Enrollment Projection table shows conservative projections of future enrollments by various grade divisions. The total current enrollments of the public, parochial and the elementary school run by the University were used to obtain an accurate profile of age distribution. After this, a constant proportion of parochial students were subtracted. The projections assume that the University teacher training school will not be expanded in the future.

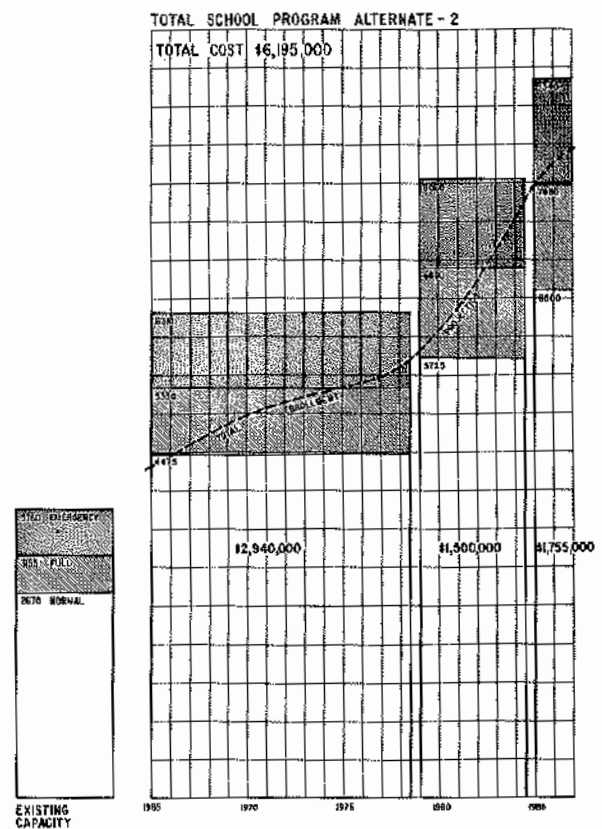
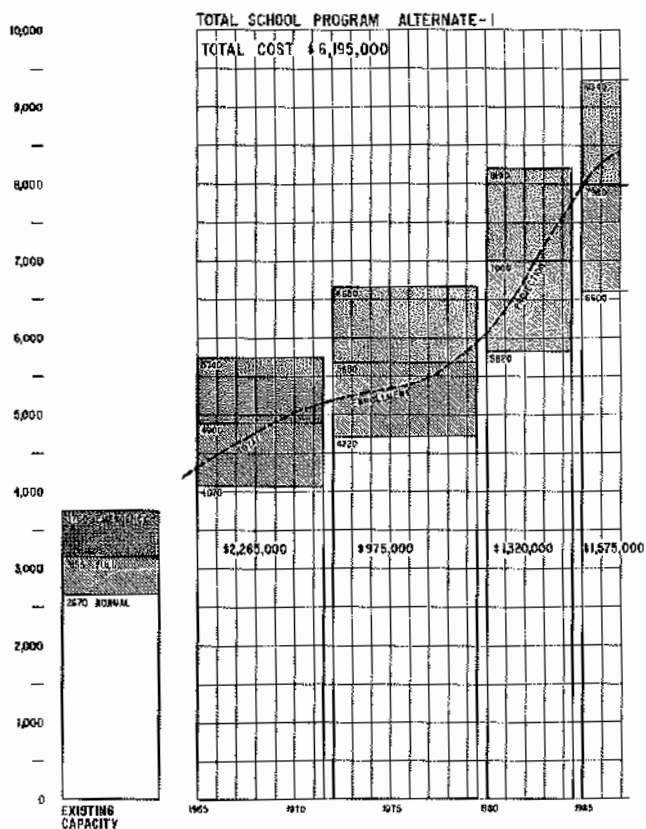
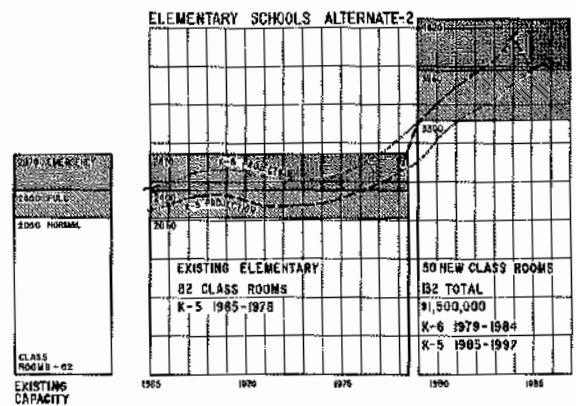
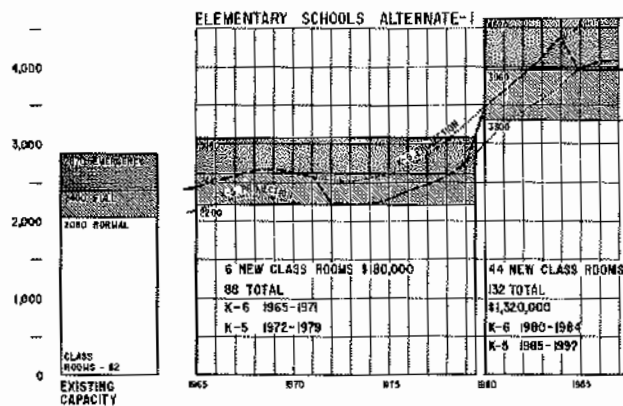
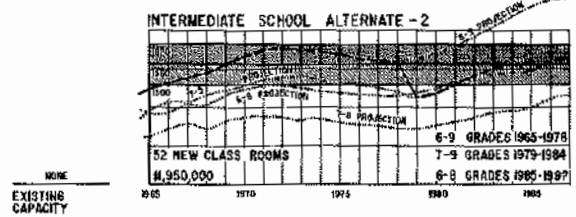
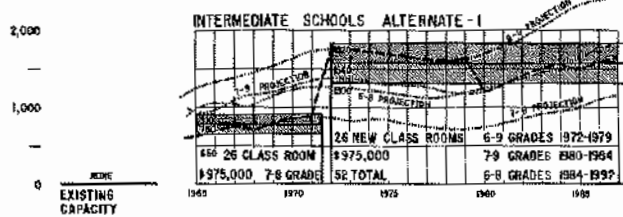
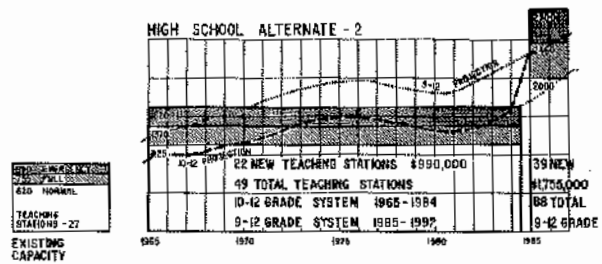
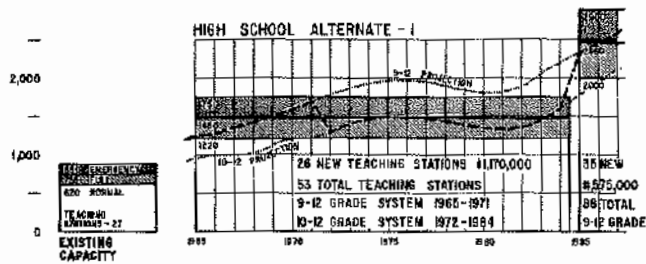
The School Building Program plate shows the normal capacity, full capacity and emergency capacity of the present school system in comparison to the enrollment projections of various grade divisions. The current "double session" in grades 7 through 12 is readily apparent. The plate shows two possible building programs which can meet future needs. Both programs are the same in cost. The decision to select one or the other, or a combination of the two, depends upon policy decisions on initial cost, grade organization and location. These two programs were explained to the School Board prior to the last successful referendum. The School Board chose a combination of the two programs to present to the citizens.

Program Alternate 1 proposed a \$2,265,000 program which would add 26 new rooms to the High School, build a new intermediate school and make minor additions to the elementary system. Alternate 2 proposed a more expensive initial step amounting to nearly \$3,000,000. This program added only 22 rooms to the High School, provided for two intermediate schools and eliminated elementary additions by placing the 6th grade in the new intermediate schools. The lower Total School Program graphs show that Alternate 1 would require a new intermediate building by 1972, while Alternate 2 would provide adequate facilities to 1978.

The program approved by the Board chose the principles of Alternate 1 in building one intermediate school on the west side. To this was added a larger high school expansion program to avoid the necessity of another major undertaking in 1972. A total of 35 high school rooms are now being constructed together with a 30 room intermediate school and 8 new elementary classrooms, for a total cost of \$2,840,000. Additional funds were provided to modernize several schools and to acquire new school sites. The acquisition of an east side intermediate school site should be made as soon as possible before the vacant land in this area is depleted. A site as close in to the City as possible should be selected to serve the Central area and to avoid attracting new families into the area south of High Street near Isabella Road prematurely.

The School Building Program plate also shows how a system can accommodate fluctuating needs by changing grade combinations from time to time. Because peak enrollments in each system occur at different times, the upper and lower grades of each part of the system can be placed in the system above or below. This is shown on the plate by the heavy dashed line which represents possible grade divisions, changing from one projection to another.

# SCHOOL BUILDING PROGRAM



PROPOSED GRADE DIVISIONS TO PROVIDE ADEQUATE FACILITIES FOR FLUCTUATING ENROLLMENTS

THE PREPARATION OF THIS MAP WAS FINANCIALLY ASSISTED THROUGH A FUNDING AGREEMENT WITH THE URBAN RENEWAL ADMINISTRATION OF THE PORTLAND METROPOLITAN AREA, UNDER THE URBAN REFINANCING PROGRAM AUTHORIZED BY SECRETARY TO THE HOUSE OF REPRESENTATIVES, RECOMMENDED BY THE URBAN RENEWAL ACT OF 1970, AS AMENDED, AND THE URBAN RENEWAL ACT OF 1970, AS AMENDED, AND THE URBAN RENEWAL ACT OF 1970, AS AMENDED.

Around 1980 it will be necessary to build approximately 44 to 50 new elementary classrooms for either program. This will require an investment of from \$1,320,000 to \$1,500,000. To meet this need it is proposed that long range plans be made to expand every school in the consolidated district to 20 to 22 classrooms, with the exception of the Kinney School in the north central neighborhood. This school should remain at its present 12 room capacity due to its limited service area.

By the 1980's community growth should have reached a point where a new elementary building of ten to twenty classrooms should be built in the vicinity of High Street and Isabella Road. Should there be a need for additional elementary facilities due to factors which cannot be anticipated today, a new school should be constructed on the west side, on the north side of the intermediate site or in the vicinity of North Fairfield Street south and east of the City. The location of this last school would depend entirely upon growth trends of that period.

The Public Facilities Plan shows the long long-range layout of school site location which would provide adequate service to the long-range future community. This map shows four new elementary sites. The last one, not previously mentioned, would be necessary in the far distant future in the vicinity of Blue Grass and Isabella Roads. This plan also shows a location for a third intermediate school in the same area. It should be emphasized that the southeast elementary site and the third junior high school site will probably not be required to meet the 1990 peak enrollments since the Plan proposes that the City should not have grown into these areas by that time. They are shown solely to insure that the proposals to meet current needs will be part of a comprehensive future City pattern.

In order to meet the 1990 intermediate school peak, at least 26 new classrooms will be required. This means that current plans for new junior high schools must include plans to increase their size by at least 13 more rooms each. If the City has grown far in excess of current estimates it may be more feasible to build the third intermediate school. However, this growth will still mean that additions will be required on the original schools too, since more students will have to be accommodated.

High school enrollments for the 1990 period should approach 3,000 students. It is anticipated that this number of students will continue to be handled in one structure or on one campus since higher enrollments are needed to warrant the operational cost of two separate high school facilities.

#### Parks

With the location of neighborhood schools throughout the City within convenient walking distance of homes, it is proposed that the City and School Board adopt the "Joint School-Park" concept of providing neighborhood play facilities. This is a plan where the City and the School Board pool resources and effort to create both playgrounds and indoor recreation opportunities in each neighborhood in the City. This program has been in use successfully in communities throughout the country over the last 15 years. An outstanding example of this is the City of Grand Rapids.

In a school-park program the City normally takes over the improvement and maintenance of the school grounds, providing full youth and adult



recreation facilities and attractive park-like atmospheres for the schools. This eliminates the need for the Board of Education to maintain separate landscaping personnel and equipment. In return the School Board makes several of its neighborhood school rooms available to the public in the evenings and during the summer months for indoor recreation and especially adult activities. It has been the experience of Grand Rapids that the night time school schedule is completely filled and that the playgrounds are fully utilized. This has created a neighborhood spirit of community activity and provided the citizens with extra conveniences at little or no extra cost.

In addition to these neighborhood parks the City has a need for more specialized city-wide park facilities. The fairgrounds park north of Broadway has been used for years to meet the needs of the entire County area. During the next 20 years the City should endeavor to make this park much more attractive in appearance and improve the facilities for adult and family recreation throughout the year. The entire river valley from Pickard south to High Street should be made more attractive and opened up to the view and access of the general public. The plan proposes a scenic park drive and family picnic park on the west bank of the river and the reclamation of the stagnant lagoon by rechanneling the river into the east lagoon just north of High Street. This will encourage good new apartment development to the west. The nearness of existing quarry operations on Lincoln Road should make the filling of the shallow lagoons economically feasible and the rechanneling of the river would eliminate the stagnant water problem.

It is suggested that the City land south of Highway M-20 be gradually improved to provide better service for area-wide youth activities such as already begun by various community organizations. This site should eventually provide facilities for such things as Boy and Girl Scouts, 4-H, Campfire and similar organizations. This should include camping and meeting hall facilities, model airplane flying sites, nature studies, and eventually outdoor swimming and ice skating facilities. These are activities which are ideally suited for community service organization projects and supervision. The City should set aside an annual amount of money which could be used on a matching basis by the service groups in developing the park. With M-20 relocated to the north, this site will become safe to get to and will become a positive City asset in the future.

In the distant future another City-wide park should be developed in conjunction with the senior high school athletic field site. This school-park would provide full sized adult recreation facilities such as regulation hard and soft ball diamonds, tennis and handball courts and a swimming pool. These facilities would augment the high school athletic program in connection with a future athletic fieldhouse. Such a facility should also include special activity rooms for hobby clubs, Golden Age activities and similar uses during evening hours.

The heavily wooded terrain on North Crawford should be acquired by the City as a wildlife and nature park. This type of facility is becoming increasingly popular and increasingly necessary. It is proposed that City owned and maintained buffer landscaped strips be acquired between residential and industrial areas. This will provide protection to existing property values while also allowing maximum utilization of industrial land, which might otherwise be impossible to attain. These buffer parks are shown to the west of the Ferro plant. As previously discussed, the south side of Pickard Street between College Street and Arnold Street should be developed as an attractive landscaped buffer area. A complete strip of buffer park development is proposed east of Mission Street

separating the proposed industrial areas from existing residential development. Because these park-like strips will raise and maintain the property values of nearby homes, their cost should be partially spread on a property improvement assessment basis.

#### Other Public Land

In order to meet future cemetery needs it is proposed that land west of the City in the vicinity of Lincoln Road and High Street be acquired. This would serve a double function of providing land for future needs and effectively blocking the development of homes in an area which cannot be economically served with City utilities. This land would be used to separate, visually and physically, the City from the country.

The State Home and Training School has adequate land to meet its most distant future needs. The opposite is true of the University. The plan shows the doubling of the present University campus by going south and west. As previously discussed, the University is hemmed in on three sides by urban development. Considerable funds have been expended in the past to purchase urban development within the existing campus area. The older classroom and administrative section of the University is located between Bellows Street and Preston Road. New dormitory buildings could be located on both sides of the railroad track north of Bellows at relatively little acquisition cost. The area would be closer to classrooms than the new apartments to the south. However, it will have to be well-designed to prevent damage to adjacent residential areas.

It is inevitable that the University will grow to accommodate much more than 15,000 students, which is more than double the present enrollment. This will mean that the University will probably have to divide into two colleges in the future with a new set of classroom and administrative facilities south of Broomfield Road. Current plans also call for the relocation of athletic facilities south of Broomfield Road in the distant future to make more room in the old campus.

The City should encourage the expansion of this important facility by providing full utility services and protection. However, it is suggested that the City and University work out an equitable service charge for the sewer and water usage. The bulk rate charges normally applied to large users of these services create large inequities in the case of school facilities of this type. For example, in the future the University enrollment will conceivably require that the size and capacity of the utility systems will have to be twice that which would normally be required. At the same time the use of bulk rates for the University would mean that the citizens of the City would be paying an unfair proportion of the maintenance and operation cost of the system. In working out such an agreement, it should be remembered that the University will always be a major source of employment and money within the community worth many, many industrial buildings. Whenever inequities arise they should be settled before suspicion and mistrust affect the community as has happened unnecessarily in other cities with institutional uses.

The Public Facilities Plan also shows the proposed public off-street parking areas for the future central business area. Below this is shown the possible consolidation of the Academy discussed previously. Existing church sites are also shown, but inevitable future site needs are beyond the scope of the planning program.

The wide, low lying river plain of the Chippewa River presents potential

problems to the City in the future. This river floods frequently and the surrounding land is low and often swampy with a high ground water table. The location of any large amount of residential construction in these areas will always be a source of potential tragedy and serious community-wide health problems. At the same time it must be recognized that many parts of this river frontage could be developed, if controlled properly, into a very valuable community asset.

It is proposed that the City and Township Zoning, Subdivision and Building Codes include regulations which will insure that all new buildings which locate within the flood plain be above the high level of flood of record and that access to them also be above this level. The flood level of each section should be determined for public record.

In most cases private wells and septic disposal units will be installed with any such development since City services will not be available. Where this is the case, two acre lots should be required and septic systems must be located above flood level or sealed. Site plans should be reviewed to insure compliance before any building is permitted. All areas lying below flood level should be acquired by the City and County over a long period of time. Eventually this will result in adequate public river access when the need for such recreational or additional park needs develop.

It is also proposed that the City and County make a formal request to the Army Corps of Engineers for a development and improvement study of the entire river. This study should include the examination of whether the river can be straightened and rechanneled. This would improve stream flow, lower the water table of unusable land and stop the silting problem now plaguing the area.

All of the proposals outlined in this section have been developed to accomplish a double purpose. They recognize the inevitable need for increased community facilities as the community grows. In meeting these needs they are used to encourage desirable growth in the most economical locations to help shape a more attractive and desirable community. In this way, each tax dollar invested by the citizens of Mount Pleasant will serve to protect future tax dollars and will act to attract additional desirable growth to share in paying for these improvements.



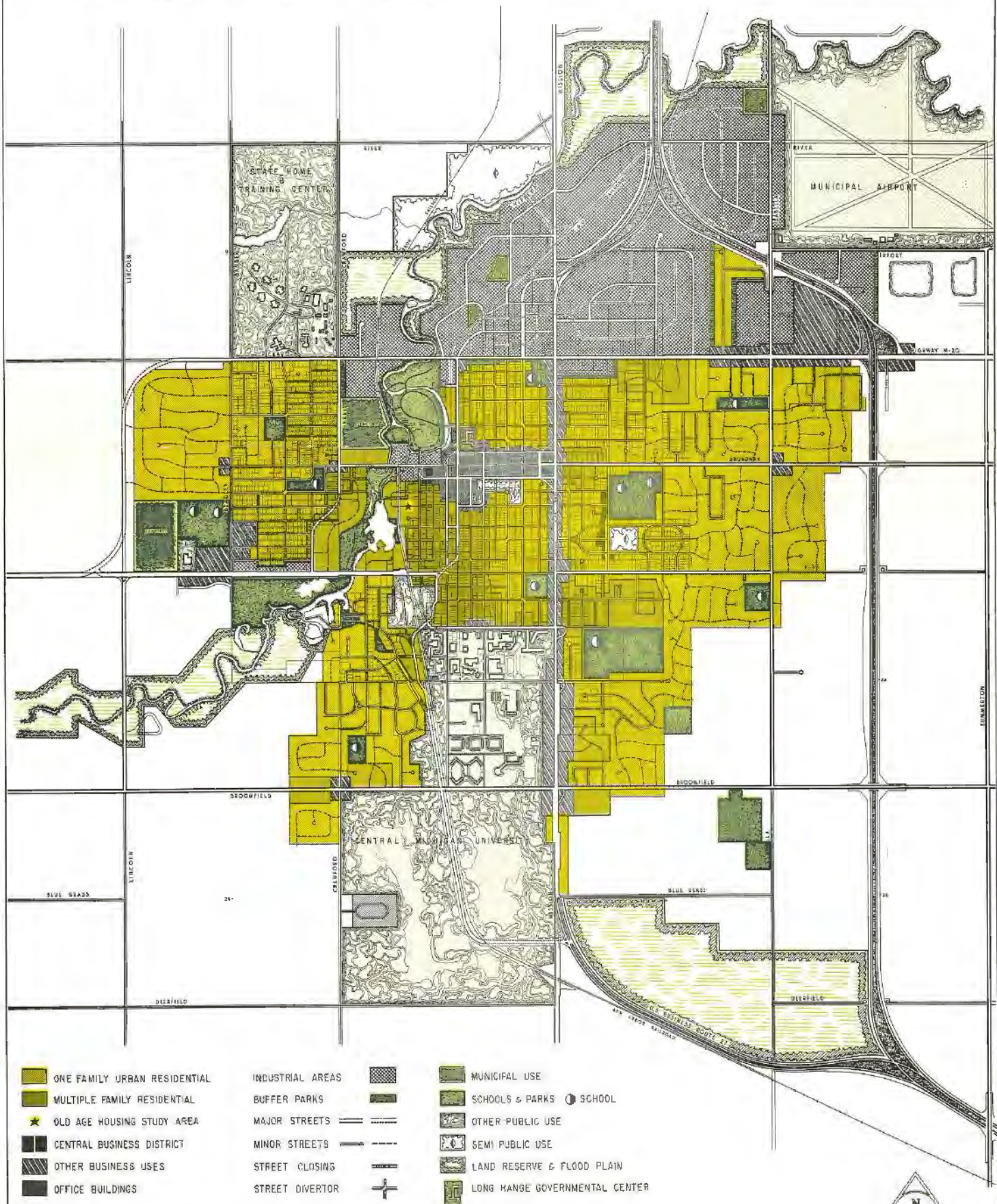
## THE MASTER PLAN

### S U M M A R Y

The Master Plan is a program to provide sound, logical and coordinated answers to inevitable problems Mount Pleasant will encounter in the future. A City is built piece-by-piece by many thousands of individuals and a future overall concept must be available to avoid creating new and serious future problems. The Master Plan Map shows all of the proposals of the plan and shows how the City of 1985 will appear and function. It should be studied carefully by visualizing the likely appearance of the changes it shows. In the last 10 years many "radical" changes have occurred. During the next 20 years most of the "radical" changes of this Master Plan will come about as a matter of course at the time they are required. Having a plan will guard against expedient "solutions" which will become the "problems" of the future. Priority considerations in the next ten years include most of the major street proposals, a program of neighborhood street improvements and traffic diversions, the adoption and enforcement of all codes called for in the Township and the City, additional school facilities for 1973 enrollment peaks, construction of the first stage of the eastern trunkline utility system, downtown parking, a new fire house, water tower and sewage treatment plant improvements and initial renewal investigations for the industrial and older neighborhood rehabilitation programs.



# THE MASTER PLAN

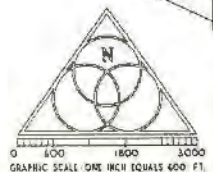


## THE CITY OF MOUNT PLEASANT, MICHIGAN

PREPARED BY THE CITY PLANNING COMMISSION ASSISTED BY  
SCOTT BAGBY AND ASSOCIATES, CITY PLANNING CONSULTANTS

1964-65

THE PREPARATION OF THIS MAP WAS FINANCIALLY AIDED THROUGH A FEDERAL GRANT FROM THE URBAN REFORM, ADMINISTRATION OF THE HOUSING AND HOME FINANCE AGENCY, UNDER THE URBAN PLANNING ASSISTANCE PROGRAM AUTHORIZED BY SECTION 202 OF THE HOUSING ACT OF 1954, AS AMENDED, ADMINISTERED BY THE MICHIGAN DEPARTMENT OF ECONOMIC DEVELOPMENT.



## THE MASTER PLAN

The Master Plan study is basically a program to provide sound, logical and coordinated answers to inevitable problems which Mount Pleasant will encounter in the future. In many cases, these programs have not yet reached the point where immediate action is needed. It is essential, nevertheless, to prepare to meet these problems and to coordinate all private and public action toward that end.

A City grows piece by piece, decision by decision over a long and, seemingly, unrelated period of time. It is built by private individuals, acting alone or in groups or as citizens in their government. The faces change, the decisions are made and the future City becomes a fact. The Planning Commission, the City Council and the citizens of today must be responsible to the citizens of tomorrow. Current decisions and expenditures must not create new and serious problems which will have to be shouldered by the City twenty years from now. Whenever possible, these present actions must be directed toward eliminating as many problems as possible or toward making their final correction possible at some future date.

The accompanying Master Plan map is a pictorial representation of how the City of 1985 will appear and function. This map is a generalization of all of the foregoing detail maps. It contains the proposals of the Major Street Plan, the Zoning Map, the Public Facilities Plan, the Home Neighborhood Plan and the Business and Industrial Plan. These detail plans are all interrelated and mutually dependent. They have been arrived at by studying the impact of one proposal on another, one problem on another. In actual practice, these plans will be used separately by many different groups and agencies. Carrying out each plan will create the City shown on the Master Plan map.

The major purpose of the Master Plan map is to enable and encourage people to see the City as it can be and as it probably will be in the future. It is extremely difficult to imagine even the smallest change in one's surroundings until it actually occurs. After a change is made it is just as difficult to remember how things were beforehand.

Every citizen and official should study this map carefully, trying to visualize the appearance of the changes which it shows. In studying the map, it should be remembered that what appears now as a radical change will be an inevitable or matter of course change ten or twenty years from now. This is easily illustrated by changes which have occurred during the recent past. The new bank on Michigan Street, the new U.S. 27 bypass, the new High School, new businesses on Mission, the new University buildings and new subdivisions are all "radical" changes. More changes will be made, new buildings will be constructed and new travel patterns established because new needs will have to be met. These changes will be as natural to the citizens of tomorrow as it will be difficult for them to imagine the proposals of an extended new plan for yet another twenty years.

The second purpose of the Master Plan is to present a visual overall concept of the community as a functioning unit, in order to guard against wrong or expedient solutions to current problems. Once constructed, these "solutions" become the "problems" which must be lived with over the next fifty to eighty years. The Master Plan can provide the essential reason necessary to allow a political body to withstand the



inevitable pressure to adopt the short-term "economy" or "privately beneficial" solution to a problem. This pressure for expediency and haphazard growth continually arises in requests to rezone land, in requests to allow the private development of vacant land which will be needed for the public in the future and in dozens of other common requests which confront public officials on a daily basis.

The Master Plan map is basically a set of ideas and goals. Without these ideas set forth, there can be no direction to the development of the community. Easily attainable, desirable features of the future City can be lost forever because no one thought of the possibilities of an opportunity. However, ideas that are set forth will receive consideration at the appropriate time. This Master Plan is not the final answer or picture of the future. It represents the answers to the problems, trends and needs seen at this time after a careful and time consuming study of alternate solutions. As time goes on, new problems, new needs and changing trends will require a careful re-examination of its many proposals. Just as in business or family life, the future goals must be flexible, capable of taking advantage of new opportunities and adjusting to serious setbacks. Only in this way can the City be proud and satisfied with its accomplishments.

#### Summary of Proposals

The proposals of this report are for a twenty year period. Many should be undertaken with the utmost urgency. Others will develop naturally with the proper incentive from the community. The following summary is not wholly inclusive. It lists the major considerations in the order of urgency under each category. Those proposals with asterisks should be considered during the next five years.

#### MAJOR STREETS

- \*1. Acquisition and construction of a traffic connector from North Main to Washington north of Broadway and establishment of the Washington-Main one way street system from Broadway to Bellows.
- \*2. Relocation of Highway Route M-20 onto Lincoln and Pickard Streets.
- \*3. Acquisition and paving of the north-south arterial street right-of-way in the West Pickard triangle Industrial Area.
- \*4. Acquisition of land and construction of the Central Business District and Mission-Arnold one-way circulation patterns.
- \*5. Acquisition of the street right-of-way of the north-south arterial street from Bellows to Broomfield.
6. Construction of service streets in the east and west Pickard Industrial Areas.
7. Land acquisition and construction of north-south artery from High to Broomfield.
8. Extension of Harris Street to South Adams Street.
9. Widening of secondary arterial streets and State Highway Route M-20, including the enlargement of the Pickard Street bridge.



## MINOR STREETS

- \*1. Placement of four way stop signs at all proposed street diverter locations.
- \*2. Creation of a program of cooperative pre-subdivision layout of all property in the Service Areas.
- \*3. Vacation and closing of designated minor street intersecting with Mission Street.
- \*4. Vacation and closing of all unpaved streets and alleyways in home neighborhoods.
- \*5. Improvement of all minor streets on a priority schedule.
- \*6. Construction of street divertors on a scheduled priority basis in the central neighborhoods.
- 7. Removal and vacation of designated paved streets in home neighborhoods.
- 8. Construction of street divertors in remaining home neighborhoods.

## REGULATIONS

- \*1. Amendment of the City Charter to permit the controlled extension of City utilities beyond City boundaries.
- \*2. Adoption of new Zoning Regulations based upon the adopted Master Plan.
- \*3. Adoption of the Subdivision and Utility Extension Ordinance by the City and Township.
- \*4. Encouragement of the adoption of Township Zoning, Subdivision, Health and Housing Codes.
- \*5. Preparation, adoption and enforcement of City Housing and Building Codes.

## SCHOOLS AND PARKS

- \*1. Construction of the West Side Intermediate School
- \*2. Acquisition of future school-park sites and expansion of existing sites.
- \*3. Expansion of University land south and west.
- \*4. Construction of an East Side Intermediate School.
- 5. Expansion of the Catholic Academy site from the old High School to the Church.
- 6. Acquisition of new cemetery land at High and Lincoln Streets.
- 7. Acquisition of buffer park areas south of Pickard.

8. Expansion of the University to the north between Douglas Street and the railroad.
9. Beautification of the river and lagoons from the Central Business District to High Street.
10. Development of adult and family recreation facilities at the Fairgrounds and on the High School site.
11. Acquisition of land development rights in Land Reserve Area.

#### PUBLIC FACILITIES

- \*1. Extension of sewer and water systems to east Pickard interchange area.
- \*2. Construction of parking lots in the Central Business District.
- \*3. Construction of University fire house substation.
- \*4. Expansion of the County Court House land to the north.
- \*5. Construction of a water tower and water trunkline near Broomfield and Mission Streets.
- \*6. Request for an Army Engineer study of the Chippewa River on possible dredging and silt control.
- \*7. Enlargement and improvement of the sewage treatment plant.
8. Construction of a Public Safety Building.
9. Construction of public parking west of the Central Business District.
10. Construction of public parking north of Community Hospital by the City and County and Hospital.
11. Expansion of the Airport land and runway system and the construction of an Air Freight Terminal.

#### RENEWAL AND REDEVELOPMENT

- \*1. Establishment of Neighborhood Assessment Districts for street improvements and to spot remove blighting conditions under planned ten year program.
- \*2. Development of a Renewal Feasibility Study of Industrial Areas.
- \*3. Preparation of a Workable Program.
- \*4. Initiation of a pilot industrial renewal program in the West Pickard triangle industrial area.
5. Investigation of the Oak Street-Railroad area for apartment renewal or old age housing development.
6. Renewal of the Oak Street Area.
7. Development of City-wide program of spot removal of causes of blight.

## FINANCIAL PLANNING

### SUMMARY

A sound tax structure is as important and real as any physical part of the community. It can deter or stimulate new growth. Providing for the inevitable public expenditures, or capital improvements, which new growth will require must be done soundly and without resorting to high, rapidly fluctuating taxes. New families will invest in new buildings, enlarging the tax base and providing new taxes to buy new needs. It is the aim of the planning program to use this basic relationship to create, and govern, a planned capital improvement program which will provide for new facilities at a constant and stable tax rate which will bring in more money as the tax base increases. During the next 20 years nearly \$200,000,000 of private and public money will be invested in Mount Pleasant. The City taxpayer will spend \$3,230,000 for City needs and \$4,290,000 for school needs if this growth is sound. If it is scattered in the wrong place, as much as \$30,000,000 could be required. Outstanding City Hall and school bonds now cost the owner of a \$15,000 home about \$52.50 a year. To carry out all the additional school and City programs called for by the Master Plan will require a tax increase of \$9.75, to a total of \$63.25.



## FINANCIAL PLANNING

The tax structure of a community is as tangible and real as its physical appearance or convenience. It directly affects the citizens of the community as much or more than an unpaved or congested street. It can attract or stimulate new growth or it can deter and even drive away desirable investment.

In planning for the needs of the future City of Mount Pleasant it is essential to examine and plan a program which will meet these needs in a sound financial manner. This should be a program which will purchase all the needs of the future and of the present in an orderly manner without resorting to emergency expenditures or periodic high tax burdens on the citizens. It should take into account the fact that many new improvements will be used by future citizens not living in the City today. Most importantly, it should assure each property owner and businessman that his tax dollars are being wisely invested to provide him with a sound, attractive and well served community which will be of direct benefit to him.

### Existing Financial Relationships

During the last six years the City assessed tax base has been increasing at an average rate of \$317,430 a year. This represents around \$952,290 a year in new investment during this period. In 1964 the Assessed Valuation of the City was \$21,252,200 which, at one third of real value, represented a real investment value of nearly \$64,000,000. Business property and personal property were assessed at \$4,245,900 and \$2,545,600 respectively, a real value of over \$20,000,000. This represents nearly a third of the total tax base of Mount Pleasant. Industry and taxable utilities accounted for 13.4 percent of the total tax base with an assessed valuation of \$2,855,000 which represents a real value of over \$8,500,000. Homes were assessed at \$11,605,700 which represented a real value of over \$34,800,000 or 54.6 percent of the total tax base.

The City Equalized Value in 1964 was \$32,134,140, approximately one-half of the City real value. The total School District Equalized Value was \$52,071,297. This meant that the City of Mount Pleasant represented 61.7 percent of the district valuations from which school taxes are derived. Table XVIII shows the changes in the City tax structure since 1958. Nearly all communities of the nation have undergone great tax increases in the last ten years as more services have been requested by the citizens. This has been accompanied by a large inflationary increase in construction prices and salaries in the public administration field and by a very large increase in school enrollments. For example, school operating millage has increased 91 percent as the district has expanded its facilities and staff to accommodate the new enrollments. The debt millage for the new buildings themselves has increased relatively little in comparison with the number of new buildings contracted during this period.

County taxes have remained constant although new special taxes were voted to pay for new County Special Education services and for the new County Jail. The City tax rate millage has fluctuated from year to year, depending upon current needs, ranging from 18.30 mills in 1954 to 13.00 mills in 1958 and back to 17.32 mills by 1964. The table also shows that the school share of the tax dollar has gone up from 46.6

TABLE XVIII  
CITY FINANCIAL DATA

	1958	1964	% change
Assessed Valuation	\$19,045,800	\$21,207,900	+11.3
Tax Millage Rates			
City	13.00	17.32	+34.8
School Operating	12.42	23.72	+91.0
School Debt	6.57	8.29	+26.2
County	8.69	8.57	-1.4
Other	0.00	4.10	xx
Total	40.68	62.00	52.4
Tax Rate as % of Total			
City	32.0	28.0	-12.5
School Operating	30.5	38.2	+25.2
School Debt	16.1	13.4	-16.8
County	21.4	13.8	-35.6
Other	0.0	6.6	xx
Total	100.0	100.0	0.0
Tax for Median Home			
Valued at \$12,500	\$170.00	\$258.00	+51.8
Median Urban Income*	\$5,250.00	\$6,600.00	+25.7
Tax as % of Income	3.24	3.91	+20.7

\* Projection of 1950 and 1960 U. S. Census

TABLE XIX  
CITY BUDGET

	From Taxes	From State	From Other	Total
1962	\$310,000	\$244,400	\$192,550	\$726,950
1963	\$350,500	\$239,400	\$86,400	\$676,300
1964	\$373,000	\$265,500	\$91,300	\$729,800
1965	\$373,600	\$267,400	\$120,500	\$761,500

cents to 51.6 cents, which is still slightly low for the average community today. While the total tax rate has risen by over 50 percent during the last six years, personal or family incomes in the nation have risen approximately 25 percent. This has meant that the higher taxes have a larger family income pocket to come out of and the actual effect of the tax rate increase has been an increase of a little over 20 percent in terms of uninflated dollars over the last six years.

City tax income has represented between 43 and 52 percent of the total City budget expenditures during the last four years. State income from gas and weight receipts, sales tax returns and other State returns have steadily increased while income from other sources has fluctuated considerably. This fluctuation is primarily due to an absence of local improvement assessments in 1963 and 1964.

The 1965 School District Budget is estimated at \$1,994,900, roughly two and one half times as large as the City budget. Approximately 51 percent of this budget is derived from property taxes (including special County education) which amounts to \$1,023,100. Approximately \$632,000 of this is obtained from the tax rolls of the City of Mount Pleasant. State and Federal funds amount to \$961,000. Fees and other income amount to \$10,800.

#### Operational Costs of Government

City and School expenditures in a community can be broadly broken into operational costs and capital improvement costs. The largest portion of these costs are for operations. This includes salaries, supplies, utilities, contracted services and other similar costs. The table below shows that salaries and wages amount to nearly 55 percent of the 1965 City Budget and other operational costs amount to another 27 percent. Salaries and wages for the School District in 1965 amount to an imposing 83 percent of the total budget and other operational costs amount to another 9 percent. Capital Improvements are investments which are a permanent improvement or addition to the total facilities as opposed to operational supplies and equipment which are used up or deteriorate over a short period of time. Table XX shows those Capital Improvements which were purchased by an outlay in the annual budget and those which represent principal and interest payments on long term bond issues which were approved by the voters. It is readily apparent that the much fought over bond issues for capital improvements represent a very small portion of the total budget.

TABLE XX  
BUDGET ANALYSIS

	<u>Operation</u>		<u>Capital Improvements</u>		<u>Total</u>
	<u>Salary</u>	<u>Other</u>	<u>Budgetary</u>	<u>Bonded</u>	
City	\$436,000	\$214,000	\$79,600	\$67,500	\$797,100
School	\$1,651,120	\$185,600	\$42,280	\$115,900	\$1,994,900

In the future it can be reasonably assumed that the operational costs of government will slowly but steadily increase. This will be caused by the need for additional personnel, especially in the schools, and by salary increases. The salary increases will generally be in relation to the increased family income in the nation and the State. In general,



it can be stated that operational taxes will always represent a nearly constant percentage of the citizen's personal income and will increase as the personal income in the country increases. Increases in other operational costs should be compensated for by the taxes from the new growth which will create the need for additional personnel and services.

#### Capital Improvements

Table XX showed that the cost of capital expenditures for new major equipment and buildings represented 18 percent of the City Budget and 8 percent of the School District Budget. Generally speaking, there are four customary ways of financing these needs. Minor needs such as storage buildings or street repairs are usually placed in the operating budget for each year and are referred to as budgetary items. These are reflected in the tax rate for the annual budget. Utility improvements such as water and sewer plant expansions or new trunk lines are normally financed through the utility rates charged to the users of the services which pay off long-term bonds issued by the City. Other major improvements such as new streets or sidewalks, utility service lines and buildings are financed by bond issues. These bonds are repaid from either general taxes each year or by special assessment charges against property. Special assessments are applied when the new improvement increases the value of the individual's property or is of benefit to him. Such items as sewer and water service lines, sidewalks or new street pavement are generally paid for by this method.

#### The Planning Program

The Master Plan program is based upon the certainty that the Mount Pleasant area will reach a population of 21,000 residents at some time in the future. The program has estimated the amount of land this new growth will require, the probable and desirable location for this growth and the needs for public improvements to serve the enlarged population. In planning the future financing of these needs there are obviously two unanswered questions. First, exactly how fast will the area grow, and, second, how much will these new needs cost and exactly when will they become necessary? The rapid expansion of the two State facilities and the possible construction of one new large industry could conceivably bring a thousand or more families to the area during the next few years. On the other hand, although it is not probable, the current rate of growth could slow down and it would take many years to realize such an increase.

A detailed economic study of the City could determine, with some degree of accuracy, the most probable rate of growth for the next ten years. However, even the most thorough study could not anticipate the unexpected new industrial location so common in community development nor could it count upon such an event. Nor could such a study allow for changed conditions and improvements in the City which would revitalize the business economy, nor other improvements which would attract new industry or increase the desirability of the City as a place to live.

The financial relationships between City growth, taxes and needs actually make such detailed determinations unnecessary. As the Mount Pleasant area grows from 12,400 residents to 21,000 residents, 3,100 new families will invest over \$47,000,000 in 3,100 new homes or apartments. This family growth will be accompanied by business and industrial investments of at least \$11,000,000 and student apartment and

home improvement investments totalling around \$10,000,000. This 20 year growth will conservatively represent \$68,000,000 in new taxable investment. These new taxes can help pay for the many new needs which serving a larger population will require.

However, the needs of a larger population will not materialize without the new growth. Therefore, if a community bases its future improvement schedule upon serving a definite number of people it can also anticipate a definite amount of new taxes. Most importantly, this will be true whether the growth occurs in a ten year, 20 year or 50 year period. This plan anticipates providing all the needs of the "target population" by 1985. If community growth is faster than planned, the financial program can be accelerated because new taxes to pay for improvements will also increase faster than anticipated. If growth is slower, the needs of the community will not be as great, compensating for a smaller tax income increase than planned for.

#### A Long Range Look

In addition to the large private investments which growth represents, a large amount of semi-public and public funds will be spent in the Mount Pleasant area. State and Federal funds will be spent on new public facilities. Private institutions and churches will expand and millions of dollars of City and school taxes will be spent for new needs and improvements. The table of Long Range Public and Private Investment attempts to present, in round number estimates, the total volume of these expenditures which can be reasonably anticipated during the next 20 years. The table is broken down into three time periods. Under each period is an estimate of the amount of money which will be spent in those years for each category. The table also shows the likely distribution of these costs between private investors, the City taxpayer, the School District, County, State or Federal agencies, by assessment districts, or by utility charges.

As with all cumulative totals, the amounts of money shown on the table often appear surprisingly large. The largest private expenditure in the Mount Pleasant area in the planning period will be for home and apartment construction. As they develop there will be investments for new streets, sidewalks, storm drains and utilities. In the past the City has paid 20 percent of all street and sidewalk costs plus all of the utility costs of each new subdivision in the City. It is proposed that this policy be changed by limiting the City share to a total of 20 percent of all costs. This will still encourage subdividers to provide fully developed tracts and will release much-needed public funds for the large amount of catch up work to be done. This 20 percent City share should also be made available to subdivisions outside the City if they locate in a service area and conform to the zoning pattern and City subdivision regulations. This can be done by estimating the 20 percent of total costs, and then assuming that amount in the water and sewer improvements or extensions with available revolving revenue funds.

The City can also expect that at least \$1,000 in improvements will be made to the existing homes during the long period, while an equally large amount will be spent for new churches, and other organizational institutions. As new neighborhoods develop it will be necessary to undertake the revitalization and improvement projects proposed for neighborhood conservation. It is proposed that \$280,000 of this work be done in the near future, consisting mainly of street paving and sidewalk improvements to encourage general neighborhood repairs. The City should



TABLE XXI  
LONG RANGE PUBLIC AND PRIVATE INVESTMENT  
CITY OF MOUNT PLEASANT 1965 TO 1985  
Figures in Thousands of Dollars

	1966- 1970	1971- 1975	1976- 1985	TOTAL	CITY	SCHOOL	COUNTY STATE FED.	ASSMT UTIL. RATES	PRIVATE INVEST.
<b>NEIGHBORHOOD DEVELOPMENT</b>									
New Homes	10,000	11,000	22,000	43,000	0	0	0	0	43,000
New Apartments	1,600	2,000	4,000	7,600	0	0	0	0	7,600
Subdivision Improvements	700	700	1,400	2,800	560	0	0	0	2,240
Churches & Institution Uses	1,000	1,500	2,500	5,000	0	0	0	0	5,000
Existing Home Improvements	800	900	1,700	3,400	0	0	0	0	3,400
N. Westside Improvements	100	160	0	260	65	0	0	195	0
N. Westside Rehabilitation	0	300	0	300	60	0	180	0	60
S. Westside Improvements	50	150	100	300	75	0	0	225	0
S. Westside Rehabilitation	0	100	100	200	40	0	120	0	40
Central Area Improvements	50	50	60	160	40	0	0	120	0
Central Area Rehabilitation	0	100	100	200	40	0	120	0	40
W. University Improvements	250	0	0	250	50	0	0	200	0
S. Eastside Improvements	50	50	0	100	20	0	0	80	0
Central East. Improvements	0	50	50	100	20	0	0	80	0
N. Eastside Improvements	30	40	30	100	15	0	0	75	10
Interchange Rehabilitation	0	100	150	250	20	0	60	120	50
SUBTOTAL	14,630	17,200	32,190	64,020	1,005	0	480	1,095	61,440
<b>BUSINESS DEVELOPMENT</b>									
New Business & Improvements	1,400	2,800	2,800	7,000	0	0	0	0	7,000
Central Parking Areas	250	0	0	250	0	0	0	250	0
Peripheral Parking Areas	0	150	0	150	0	0	0	150	0
Special Develop. Parking	0	200	200	400	80	0	0	120	200
Beautifying & Refronting	50	100	100	250	0	0	0	0	250
SUBTOTAL	1,700	3,250	3,100	8,050	80	0	0	520	7,450
<b>INDUSTRIAL DEVELOPMENT</b>									
New Industrial Buildings	400	1,000	1,600	3,000	0	0	0	0	3,000
Indus. Triangle Revital.	50	150	0	200	50	0	0	50	100
Pickard Southside Renewal	0	0	180	180	40	0	120	0	20
Pickard Northside Renewal	0	0	180	180	40	0	120	0	20
Pickard Buffer Strips	0	0	160	160	80	0	80	0	0
Rail Sidings	0	100	200	300	0	0	0	0	300
SUBTOTAL	450	1,250	2,320	4,020	210	0	320	50	3,440



# **CITY, SCHOOL & PUBLIC NEEDS**

Intermediate Schools	975*	975	0	1,950	0	1,950	0	0	0
High School Additions	1,170*	0	1,575	2,745	0	2,745	0	0	0
Elementary Schools	180*	1,320	0	1,500	0	1,500	0	0	0
Other School and Site Improve.	150*	150	50	350	0	350	0	0	0
Public Safety Building	50	100	0	150	100	0	50	0	0
City Hall	25	50	0	75	75	0	0	0	0
County Building	0	200	0	200	40	0	160	0	0
Community Hospital	750*	750	0	1,500	0	0	0	0	1,500
Parks and Land Reserves	0	100	150	250	80	50	120	0	0
Cemetery	0	50	50	100	100	0	0	0	0
Mount Pleasant Academy	600	600	0	1,200	0	0	0	0	1,200
Central Michigan University	25,000	50,000	25,000	100,000	0	0	100,000	0	0
State Training Home	4,950	2,250	300	7,500	0	0	7,500	0	0
Public Works Building	0	30	40	70	70	0	0	0	0
Airport Expansion	40	110	50	200	35	0	115	0	50
<b>SUBTOTAL</b>	<b>33,890</b>	<b>56,685</b>	<b>27,215</b>	<b>117,790</b>	<b>500</b>	<b>6,595</b>	<b>107,945</b>	<b>0</b>	<b>2,750</b>

# **MAJOR STREET SYSTEM**

Relocation of M-20	0	500	200	700	0	0	700	0	0
Ladder-Pickard to High	100	50	50	200	200	0	0	0	0
High To Broomfield	80	250	0	330	165	0	165	0	0
Ladder-Br'mf'ld to B.R.27	0	0	120	120	60	0	60	0	0
Central Business Circulation Sys.	280	0	0	280	280	0	0	0	0
Widening of N. Mission	0	25	0	25	0	0	25	0	0
Industrial Triangle Paving	50	100	50	200	50	0	0	150	0
New Industrial Streets	0	50	100	150	30	0	0	120	0
Adams-Harris Connector	0	35	0	35	35	0	0	0	0
Widen E. Broadway & E. High	0	80	80	160	80	0	0	80	0
Widen Broomfield	0	0	80	80	0	0	40	40	0
Widen Isabella & Lincoln	0	120	80	200	0	0	120	80	0
River Road Connector	0	0	80	80	20	0	30	30	0
Sidewalks	50	50	100	200	60	0	0	140	0
<b>SUBTOTALS</b>	<b>560</b>	<b>1,260</b>	<b>940</b>	<b>2,760</b>	<b>980</b>	<b>0</b>	<b>1,140</b>	<b>640</b>	<b>0</b>

# **PUBLIC UTILITIES**

East Ring Sewer Trunk	70	70	0	140	70	0	0	70	0
Broomfield Sewer Trunk	75	40	0	115	35	0	50	30	0
Other Sewer Improvements	50	50	50	150	30	0	75	45	0
Sewage Treatment Plant	0	200	0	200	0	0	100	100	0
Water System	250	360	270	880	220	0	220	440	0
Storm Drain	100	200	200	500	100	0	0	400	0
<b>SUBTOTAL</b>	<b>545</b>	<b>920</b>	<b>520</b>	<b>1,985</b>	<b>455</b>	<b>0</b>	<b>445</b>	<b>1,085</b>	<b>0</b>

# RECAPITULATION - TABLE XXII

## LONG RANGE PUBLIC AND PRIVATE INVESTMENT CITY OF MOUNT PLEASANT 1965 TO 1985 Figures in Thousands of Dollars

	1966- 1970	1971- 1975	1976 1985	TOTAL	CITY	SCHOOL	COUNTY STATE FED.	ASSMT UTIL. RATES	PRIVATE INVEST.
<b>TOTALS</b>									
Neighborhood Devel.	14,630	17,200	32,190	64,020	1,005	0	480	1,095	61,440
Business Development	1,700	3,250	3,100	8,050	80	0	0	520	7,450
Industrial Development	450	1,250	2,320	4,020	210	0	320	50	3,440
City, School & Pub. Needs	33,890	56,685	27,215	117,790	500	6,595	107,945	0	2,750
Major Street System	560	1,260	940	2,760	980	0	1,140	640	0
Public Utilities	545	920	520	1,985	455	0	445	1,085	0
<b>TOTAL 25 YEAR INVESTMENT</b>	<b>51,775</b>	<b>80,565</b>	<b>66,285</b>	<b>198,625</b>	<b>3,230</b>	<b>6,595</b>	<b>110,330</b>	<b>3,390</b>	<b>75,080</b>

CITY TAX SHARE OF CITY IMPROVEMENTS - \$3,230,000

CITY TAX SHARE OF SCHOOL AT 65% - 4,290,000

TOTAL CITY TAX SHARE - \$7,520,000

CITY SHARE AS % OF TOTAL INVESTMENT - 3.8%

undertake this work without waiting for neighborhood petitions and the City taxpayers should assume 25 percent of the costs as an investment against future blight. Later projects would undertake the removal of poor homes and other renewal work proposed in the Home Neighborhood Plan. Federal assistance should be sought for this work, including making Federal home improvement loans available to private home owners. Another \$250,000 of street and utility improvements is proposed in the West University Neighborhood in the near future in line with current requests. The City should treat this as a new subdivision and share 20 percent of the total costs.

The entire Neighborhood Development part of the table shows that a total investment of \$64,020,000 can be anticipated in the next 25 years. The public share of this will be \$1,005,000, or about 1.3 percent. It is this tax investment which will guarantee that the large private investment will be made and that it will be the most desirable kind of investment.

The City can anticipate that new business and business improvements will bring a private investment of \$7,450,000. To assure this investment, an additional \$400,000 will be required for off-street parking in the central business area of which \$250,000 should be started immediately and financed by a 100 percent assessment against benefiting properties. Another \$400,000 for off-street parking will be required in the new business expansion area east of the business district. To encourage this development the City and the downtown property owners should share one-half this cost with the other half of the cost of each lot being paid for by the new use. With new off-street parking, another \$250,000 will be invested privately for store fronts and other beautification.

Improvements in the attractiveness and convenience of the home neighborhoods and business area will do much to attract new industry. It can be conservatively estimated that the present industrial base of \$6,500,000 will increase by \$3,000,000 in the planning period. It is proposed that one pilot renewal project be undertaken in the near future in the west industrial triangle area under State renewal. This money should be used to remove some of the homes in the area for new industry. Money should be made available for the necessary plans during the next few years which will permit these projects to move ahead when desired. A City investment of five percent will be required to bring about the attractive industrial areas of the future City.

The largest City investments during the planning period will be for schools and public uses. The recently approved bond issue items are shown in the table in the first period. Other school needs appear at later dates. Combined, they represent an investment of \$6,595,000. The Master Plan proposals for the public safety buildings, new cemetery, public works building, airport improvements and parks are shown on the table. Both the School Board and the City should investigate obtaining matching State or Federal funds for all future land needs and acquire them in the next five years. The public safety building should also be designed to meet civil defense needs for which Federal funds are available. Funds for the County Building expansion, expansion of the Community Hospital and for a possible expansion of the Academy are also shown, although these are very hypothetical at the present time. The largest and most important expenditures will be an expected \$100,000,000 of State funds for Central Michigan University and another \$7,500,000 at the State Training Home. These expenditures will, of course, play a major role in attracting the new community growth and in expanding the business and employment economy.



The Master Plan calls for \$2,760,000 worth of major street construction in the next 20 years. The table shows that \$980,000 or 36 percent of this will be City cost since most projects are concerned with local traffic needs. The table proposes that the north-south street between Pickard and High, the Central Business District circulation system and part of the industrial "triangle" street paving be undertaken in the near future. Later expenses shown for these items are for widenings or further paving. The improvement of Township roads is shown for future years when the area has a larger population.

Nearly two million dollars of major utility improvements will be required in the next 20 years. New sanitary sewer trunklines and system improvements will cost over \$400,000 and storm drain trunklines will cost an additional \$500,000. It is proposed that the present City policy of placing the burden of these property improving utilities upon the general taxpayer be changed. These improvements are generally financed in other communities by the property owners in benefit assessment districts which pay from 50 to 100 percent of the total cost. The table proposes that not more than 50 percent of these costs be paid for by the general public, and when direct private service is involved, a share of 20 percent should be established.

The water improvements will be principally paid for by the water improvement fund since most of the needed work is for overall system improvements. New trunkline extensions and service for new development should be placed on a 50 percent assessment district as with the other utility systems. Sewage treatment plant improvements are normally financed by a revolving sewer improvement fund collected by a surcharge on sewer service rates. Although the City follows this practice with water rates, it has no fund for sewer improvements. It is proposed that sewer use rates be increased to provide adequate revenue bonding funds by the time the treatment plant is needed. If these policies are adopted the general City tax share of these improvements will be \$455,000, or 23 percent of the total costs.

In all, the City can reasonably anticipate that over \$198,625,000 will be spent in the Mount Pleasant area during the next 20 years. This large investment can be even higher if the City invests in the many needed public improvements which are called for in the Master Plan. The taxpaying share of this large investment will be approximately \$7,520,000 or 3.8 percent of the total. This can be compared with the all too common unplanned city investment which is nearer 15 percent of Mount Pleasant's anticipated total investment.

Not only would the taxpayer have to make up the difference between the planned \$7,520,000 and the \$30,000,000 of unplanned expense, but much of the new desirable growth would fail to materialize, further increasing the tax millage charge to each individual taxpayer. This could amount to City taxes four times greater than necessary. Planning and carrying out the plan has a very real dollars and cents value which will improve the City by the savings realized by preventing uncontrolled growth.

#### Planning a Stable Tax Charge

With the knowledge of the approximate costs and the general timing of necessary improvements, it is possible to design a sound and logical financial program to buy all future capital needs. A financial program can be designed so that a reasonable and stable millage tax rate can be established and maintained which will purchase all these needs. If this

can be accomplished, then the only tax increases during the planning period should be those for operational costs as previously discussed. Since the operational tax increases should generally remain constant in relation to increasing family income, the stable property tax charge for capital needs will actually mean a slow reduction in the ratio of taxes to personal or business income.

A stable tax charge for capital needs has several other important effects upon the community. A community which does not have a planned financial program places varying amounts of money in its budget each year to meet bond payment obligations. It also normally attempts to put aside another amount into a building fund for future needs. This procedure results in a fluctuating tax rate each year. The building fund also means that the taxpayer is paying advance taxes for facilities which he cannot utilize but which will be used by future citizens without charge.

More importantly, this procedure means that any decision to undertake any major capital improvements must necessarily involve raising the tax rate and/or cutting other budget expenditures. This means that the timing of an improvement must depend upon the political atmosphere and the completion of payments for other improvements. All too often it means that an expedient short range solution is decided upon. This procedure is frustrating to those who desire the improvement, to those taxpayers who see the improvement as just another tax increase and to the Governing Body and the School Board. These conflicting views create a community atmosphere of distrust and antagonism. When the required debt payments are low, the obvious and common move is to reduce taxes for the coming year, even though other longstanding or impending needs must be met in the following year. Without a planned financial program, most of the community is unaware of these impending needs.

A planned financial program in a community does away with these obvious drawbacks. By knowing all or most of the long range needs, adequate time is available for discussion and for the creation of a plan of action. By knowing the approximate costs, the approximate timing and the conservative projection of the tax base, it is possible to establish a set tax levy rate which will pay for all improvements needed on time and without resorting to tax increases. With a stable millage established, it is possible for the first time to soundly plan the amortization schedule of yearly debt payments so that they will not exceed the income available from the established millage.

#### Establishing a Bonding Program

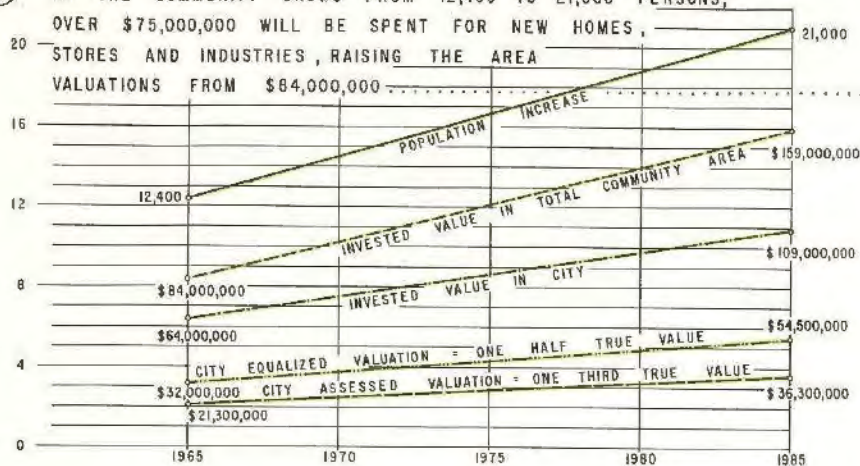
An often overlooked factor in municipal finance is that major capital improvements such as arterial streets, major utility modification, schools and public buildings are designed and built to serve the future needs of the community and its future citizens. Whenever this is the case, it is more beneficial to the present taxpayers to assume long-term bond obligations for the expensive new facility. In this way, tax payments are going toward a facility which the existing taxpayers can utilize. The interest charges paid are off-set since the facility is bought at current prices and because in later years the tax base has been increased by the new growth which the facility was designed to ultimately serve. This new growth then, through its new taxes, assumes part of the cost of this facility it is utilizing.

It is proposed that in the future the City and the School Board work



# BONDING PROGRAM

- ① AS THE COMMUNITY GROWS FROM 12,400 TO 21,000 PERSONS, OVER \$75,000,000 WILL BE SPENT FOR NEW HOMES, STORES AND INDUSTRIES, RAISING THE AREA VALUATIONS FROM \$84,000,000

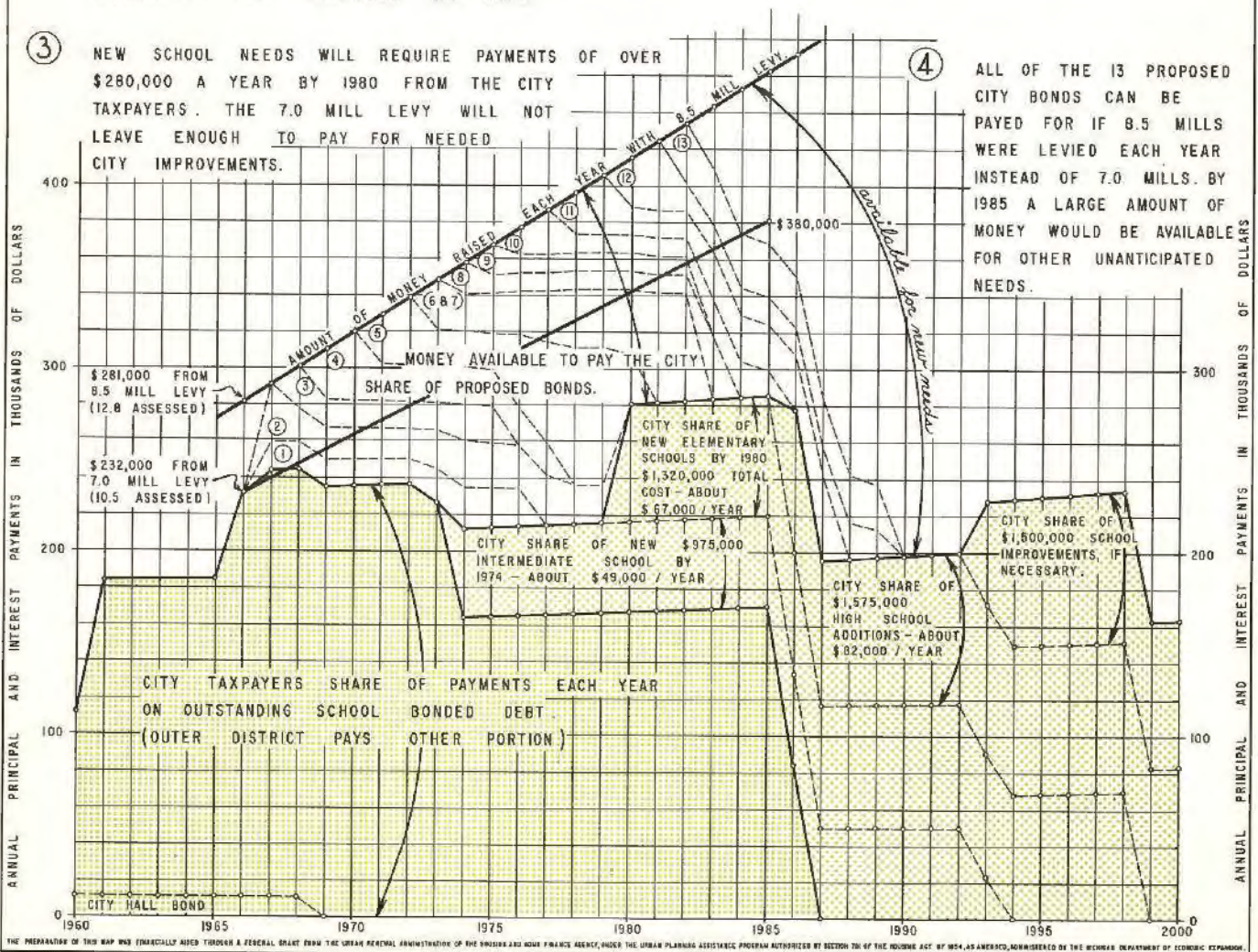


TO OVER \$159,000,000. CITY VALUES WILL RISE FROM \$64,000,000 TO AT LEAST \$109,000,000. THIS MEANS THE EQUALIZED TAX BASE WILL INCREASE TO \$54,500,000 AND THE ASSESSED TAX BASE WILL INCREASE TO \$36,300,000.

- ② IN 1967 THE CITY HALL BOND AND THE CITY'S SHARE OF THE OLD AND NEW SCHOOL BONDS WILL REQUIRE AROUND \$232,000 TO BE RAISED. THIS MONEY WILL REPRESENT A 7.0 MILL LEVY ON THE 1967 TAX ROLLS (A 10.5 MILL LEVY AT LOCAL ASSESSED VALUES). BY 1985 THIS 7.0 MILL LEVY WILL RAISE AROUND \$380,000 WHEN APPLIED TO THE INCREASED TAX BASE.

- ③ NEW SCHOOL NEEDS WILL REQUIRE PAYMENTS OF OVER \$280,000 A YEAR BY 1980 FROM THE CITY TAXPAYERS. THE 7.0 MILL LEVY WILL NOT LEAVE ENOUGH TO PAY FOR NEEDED CITY IMPROVEMENTS.

- ④ ALL OF THE 13 PROPOSED CITY BONDS CAN BE PAID FOR IF 8.5 MILLS WERE LEVIED EACH YEAR INSTEAD OF 7.0 MILLS. BY 1985 A LARGE AMOUNT OF MONEY WOULD BE AVAILABLE FOR OTHER UNANTICIPATED NEEDS.





closely together to plan bond financing. They should review each new capital improvement in relation to the other upcoming capital needs of both the City and the School District. They should also review the relation of each new facility to its utilization by future citizens to determine whether a long term or short term bond is most beneficial to present taxpayers. In addition, all City bond amortization schedules should be set for small but callable principal payments. In this way, the City can prepay bonds in years when the school bond payments are low and yet not be obligated to large payments in years when large school payments are required. With this flexibility, the City can be the stabilizing factor in maintaining a stable tax charge each year for capital needs. It will also give the City the necessary flexibility in adjusting payments to the actual growth of the tax base.

### The Bonding Program

The Bonding Program plate shows that as the Mount Pleasant area grows from 12,400 persons to 21,000 persons the value of property investment will rise as new homes, businesses and industries are built. It is estimated that all the property and improvements in the immediate surrounding area to U.S. 27 have a real value of \$20,000,000. The City real value of \$64,000,000 bring the total present value to \$84,000,000. The 20 year investment table showed that another \$75,000,000 of private investment will occur as the area grows to 21,000 persons. This will bring the real value of the community to \$159,000,000.

It can conservatively be assumed that over the planning period the City will get 60 percent of the new development, either through initial location or through inevitable annexation requests. The new City utility service charges to users outside its limits will also have the effect of adding to the City tax income regardless of the corporate areas. This 60 percent of the new \$75,000,000 investment will add \$45,000,000 of real property value to the City tax base, raising it from \$64,000,000 to \$109,000,000, as shown on the plate. This conservative projection estimate is less than a projection of the last seven years, and can be used as a safe basis for calculating future tax income.

The equalized assessed tax base of the school district is set at around one-half of true value and the local City assessed tax base is calculated at one third of true value. The plate shows how these values will increase as new growth occurs. Yearly taxes are collected by applying the tax rate millage charge against the assessed value of structures or land. If the assessed values increase each year then a constant tax rate will return more money each year from the new values created by new growth.

The lower graph on the Bonding Plate is a representation of current debt obligations and proposed future debt obligations. It shows this by showing graphically the amount of money which must be paid in any one year for each year until a bond is paid off. For example, the City Hall debt requires yearly payments of around \$11,000 from now through 1968 when it is shown paid off by dropping to zero in 1969. Outstanding and newly voted school debt will require a payment of \$233,000 in 1966 from City taxpayers. This is shown added to the \$11,000 City payment in 1966 for a total payment of \$244,000 for that year.

A heavy rising line on the graph indicates the amount of money which could be raised each year from a seven mill tax rate applied against the increasing future equalized valuations projected in the first graph.

This is the charge which will be required to pay for City and School debt in 1966. Equalized valuations are used in this Bonding Program because School and City needs are being considered together. To obtain the tax rate which would be applied to local City assessed valuations add one half the equalized rate to itself, giving in this case, of 7 mills, an assessed millage of 10.5.

The debt payment schedule of the school debt will require high payments until 1974 when only \$164,000 a year will be necessary from City taxpayers due to full payment of a 1960 bond. By 1986 the last payment, \$84,000, will pay off all existing debt. Outstanding City bonds for sewer and water improvements and for storm sewer improvements have not been shown on the chart. The former are being paid for by utility rates which do not enter into the general tax levy structure. The latter bond is being paid for by utilizing part of the State Gas and Weight returns in excess of street repair costs. Since these funds are constantly used for street or storm sewer construction they do not enter into the general tax structure.

As soon as the 1960 School Bond is paid off it will be necessary to begin payments on a new \$975,000 intermediate school bond. These yearly payments are shown added to the annual payments of existing debt beginning in 1975. By 1980, payments for new elementary facilities costing \$1,320,000 will be necessary. For clarity of explanation, this issue is shown to require payments requiring a millage rate of 6.8 mills. However, in practice a maximum levy of 6.0 mills can be arranged.

By 1986, new High School bond payments will be necessary for increasing enrollments. The termination of existing debt will mean that annual payments only slightly more than \$230,000 will be necessary for this \$1,575,000 issue. It can readily be seen that this represents more money than was paid in 1965, yet the 1965 millage rate will raise much more than this each year. Although the enrollment projections indicate that no other school facilities will be necessary for some years, a \$1,500,000 issue has been shown in case this estimate is in error so far in the future. In any event, it is evident that large amounts of school needs can be met in the future for annual payments which will require a tax rate of not more than 4.5 mills. In reading the Bonding Program, it should be remembered that the first bond payment is not due for a year after the bond is issued. For this reason, each new bond issue is shown beginning at zero in the year it is issued, from which point it rises to the amount of the first year's payment.

#### City Needs

The school bond picture clearly illustrates that the City cannot simply wait to make badly needed improvements until school payments decrease. Instead, the City must determine a reasonable tax rate charge which will finance both its own needs and those of the school system. After determining this required charge, the amount of money which will be derived from it can be calculated each year. By subtracting the amount needed for school debt, the City then knows how much to place in its budget for City debt payments. Because few City improvements have been undertaken in the past, the new stable tax rate charge will require an initial tax increase. From that point on, however, no further increases will be necessary for new capital needs.

The Bonding Program plate shows proposed City bond issue payments added to the annual payments of school debt. Each issue has annual payments

for 10 to 15 year periods. In some cases several different bond payments for different projects are shown issued concurrently. The graph shows that all of the capital needs proposed in the Master Plan program including schools, can be financed by an 8.5 mill tax levy. This is only 1.5 mills higher than what outstanding and authorized bonds will require in 1966. This millage rate is somewhat lower than the 9 to 10 mill charge in other communities studied with similar programs. In terms of local assessed valuations, a total school and City levy of 12.8 mills will be required, an increase of 2.2 assessed value mills over what will be required in 1966 to meet existing voted debt payments.

On an average \$15,000 home, with an equalized assessed value of \$7,500, or a local assessed value of \$5,000, this would mean that the owner would be asked for \$11.25 a year more than he will have to pay if nothing more is done. For this he will receive the benefits of all the improvements proposed, a more attractive modern city to live in, better services, increased resale value, and an assurance that taxes will not be further increased.

The total combined City and School 8.5 mill levy will cost this same home owner \$63.25 a year to buy all the school buildings, new streets, off-street parking areas, neighborhood improvements and other public facilities needed in the future. Even cumulatively, this only represents a total investment in 20 years of \$1,265 to buy and use all of these conveniences, half the price of one new car.

#### Proposed City Bonds

Each proposed City bond issue on the Bonding Program plate is numbered. These numbers correspond to the detailed descriptions of each issue which follows in this section. Where a proposed improvement will be paid in whole from funds other than local taxes, it will not appear on the Bonding Program since it does not represent a new burden upon the taxpayer. Where an improvement is partially paid for from an assessment district the City share of the cost is shown on the Bonding Program representing a new tax burden for the public. However, the assessed portions are not shown since the assessment pays for a benefit received and represents an investment rather than a tax. Each issue below gives a suggested date for issuing a bond immediately following the identification number.

1. 1966 NEIGHBORHOOD IMPROVEMENT ASSESSMENT DISTRICT BOND - 10 years		
ITEM	TOTAL COST	CITY SHARE
Paving, utilities, sidewalks-W. University Nbhd	\$250,000	\$50,000
Paving, sidewalks, etc.-West Side Neighborhoods	150,000	37,500
Paving, sidewalks, etc.-Central & East Nbhd's	130,000	32,500
Sidewalk system program	50,000	15,000
	<u>\$580,000</u>	<u>\$135,000</u>

2. 1966 STORM & SANITARY SEWER GENERAL OBLIGATION AND ASSESSMENT BOND - 13 year		
ITEM	TOTAL COST	CITY SHARE
East Pickard Sanitary Sewer Trunk	\$70,000	\$35,000
Broomfield to Washington San. Sewer Trunk	75,000	15,000
Miscellaneous Sanitary Sewer extensions	50,000	10,000
Storm Drain extensions	100,000	20,000
Refinancing of outstanding Storm Bonds	175,000	175,000
	<u>\$470,000</u>	<u>\$255,000</u>



2A. 1967 WATER IMPROVEMENTS - REVENUE BOND - \$250,000 No general obliga. Not shown on bonding program due to being paid out of water service rate income and used to improve service.

3. 1967 MAJOR STREET IMPROVEMENT BOND - 8 YEARS - USING 30.0 % GAS & WEIGHT REVENUE/YEAR

ITEM	TOTAL COST	CITY SHARE
New North-South Artery-Pickard to Broomfield	\$180,000	\$140,000
Central Business District Circulation System	280,000	280,000
Industrial Area Streets, part 1	50,000	12,500
	<u>\$510,000</u>	<u>\$432,500</u>

3A. 1967 OFF-STREET PARKING ASSESSMENT DISTRICT BOND-\$250,000-10 YEARS  
No City share

4. 1968 GENERAL IMPROVEMENT BOND - 10 YEARS

ITEM	TOTAL COST	CITY SHARE
University Fire Station	\$50,000	\$50,000
City Hall Modifications	25,000	25,000
Airport Improvements	40,000	6,000
Industrial Renewal	50,000	50,000
	<u>\$165,000</u>	<u>\$131,000</u>

These bond issues will take care of all the capital needs proposed for the 1966-1970 period. By bonding, the citizens can utilize and realize the benefits of these improvements by 1969. It is proposed that six major bonds be issued in the 1971-1976 period. The first of these is shown on the Bonding Program plate with payments beginning in 1972.

5. 1971 NEIGHBORHOOD IMPROVEMENT ASSESSMENT DISTRICT BOND-10 YEARS

ITEM	TOTAL COST	CITY SHARE
West Side Rehabilitation	\$400,000	\$80,000 <sup>a</sup>
Central & East Rehabilitation	200,000	30,000 <sup>b</sup>
West Side Improvements	310,000	76,000
Central & East Improvements	190,000	67,500
Industrial Renewal	150,000	50,000
	<u>\$1,250,000</u>	<u>\$303,500</u>

<sup>a</sup> Federal share of \$240,000 anticipated

<sup>b</sup> Federal share of \$90,000 anticipated

5A. 1971 WATER & SEWAGE TREATMENT REVENUE BOND - \$560,000 - 20 YEARS  
No general obligation, paid from utility rates and assessments

6. 1973 OFF-STREET PARKING ASSESSMENT BOND - 10 YEARS

ITEM	TOTAL COST	CITY SHARE
Peripheral Parking Areas	\$150,000	0
Special Development District Parking	200,000	\$40,000
	<u>\$350,000</u>	<u>\$40,000</u>

7. 1973 PUBLIC BUILDING BOND - 10 YEARS

ITEM	TOTAL COST	CITY SHARE
Public Safety Building	\$100,000	\$70,000
City Hall Modifications	50,000	50,000
Park and Land Acquisition	150,000	85,000
Airport Expansion	110,000	20,000
	<u>\$410,000</u>	<u>\$225,000</u>

8. 1974 STORM & SANITARY EXTENSION ASSESSMENT BOND - 10 YEARS

ITEM	TOTAL COST	CITY SHARE
Sanitary trunk extensions	\$110,000	\$55,000

Storm drain system	\$200,000	\$40,000
Sanitary Sewer service extensions	50,000	10,000
	<u>\$360,000</u>	<u>\$105,000</u>

9. 1974 MAJOR STREET BOND - 8 YEARS

ITEM	TOTAL COST	CITY SHARE
North-South extension to Broomfield	\$250,000	\$125,000 <sup>a</sup>
Industrial paving	150,000	35,000
Adams-Harris Connector	35,000	35,000
Sidewalks	50,000	15,000
Street widenings	130,000	65,000
	<u>\$615,000</u>	<u>\$275,000</u>

<sup>a</sup> Shared by Central Michigan University

In the third planning period from 1976 to 1985 the increasing tax base will provide more than adequate funds to complete all the remaining public improvements called for by the Master Plan. It is proposed that the following bond issues be made:

10. 1976 NEIGHBORHOOD REHABILITATION BOND - 10 YEARS

ITEM	TOTAL COST	CITY SHARE
West Side Rehabilitation & Improvements	\$200,000	\$35,000
Central Rehabilitation & Improvements	160,000	35,000
East Rehabilitation & Improvements	230,000	31,000
Sidewalks	50,000	15,000
	<u>\$640,000</u>	<u>\$116,000</u>

11. 1978 BUSINESS AND INDUSTRIAL REVITALIZATION BOND - 10 YEARS

ITEM	TOTAL COST	CITY SHARE
Special Business Area Parking	\$200,000	\$40,000
Pickard Street Industrial Renewal	520,000	160,000
	<u>\$720,000</u>	<u>\$200,000</u>

12. 1980 PUBLIC FACILITY BOND - 10 YEARS

ITEM	TOTAL COST	CITY SHARE
Park and Land Acquisition	\$150,000	\$50,000
Cemetery Development	50,000	50,000
Airport	50,000	7,000
Storm Drain extensions	200,000	40,000
Sanitary extensions	50,000	10,000
	<u>\$500,000</u>	<u>\$157,000</u>

12A. 1980 WATER REVENUE BOND - \$270,000 - 15 YEARS

No tax obligation

13. 1982 MAJOR STREET BOND - 8 YEARS

ITEM	TOTAL COST	CITY SHARE
North-South Street to U.S. 27	\$120,000	\$60,000
Industrial Paving	150,000	32,500
River Road Connector	80,000	20,000
Street Widenings	130,000	65,000
Sidewalks	50,000	15,000
	<u>\$530,000</u>	<u>\$192,500</u>

At this time the Bonding Program plate shows a large amount of unused tax income from the stable millage charge. This would be available for the immediate undertaking of other improvements which cannot be foreseen at this time but which inevitably will be needed. These new needs could, in reality, be undertaken in the last planning period by financing the proposed issues over a longer period of time, making room for other



TABLE XXIII  
SAMPLE SIX YEAR CAPITAL IMPROVEMENT PROGRAM - 1967 TO 1972

EST. EQUALIZED ASSESSED VALUATION IN THOUSANDS	1967	1968	1969	1970	1971	1972
	\$33,800	\$34,900	\$36,000	\$37,100	\$38,200	\$39,300
REVENUE FROM 8.5 MILL LEVY	287,500	297,000	306,000	315,500	325,000	334,500
30% OBLIGATED G&W RECEIPTS	39,000	40,500	42,000	43,500	45,000	46,500
ACCUMULATED FUNDS & INTEREST	<u>4,500</u>	<u>6,700</u>	<u>3,200</u>	<u>4,600</u>	<u>900</u>	<u>4,300</u>
TOTAL CAPITAL FUNDS	\$331,000	\$344,200	\$351,200	\$363,600	\$370,900	\$385,300
I. EXISTING DEBT PAYMENTS						
A. City Hall	10,400	10,200	0	0	0	0
B. Storm Sewer	refinanced in Bond #2 below			0	0	0
C. 1960 School Bond*	72,500	72,750	73,000	73,250	73,500	73,750
D. 1965 School Bond*	<u>161,100</u>	<u>161,600</u>	<u>162,100</u>	<u>162,600</u>	<u>162,600</u>	<u>163,100</u>
SUBTOTAL EXISTING DEBT	\$244,000	\$244,550	\$235,100	\$235,850	\$236,100	\$236,850
II. PROPOSED CAPITAL PAYMENTS						
#1. Neighborhood Bond*	15,400	15,000	14,600	14,200	13,800	13,400
#2. Storm & Sanitary Bond*	65,200	18,000	17,600	17,200	16,800	16,400
#2A. Water Revenue Bond	not from general revenue			0	0	0
#3. Major Street Bond*	0	63,500	57,000	58,500	60,000	61,500
#4. General Improvement Bond*	0	0	22,400	37,000	20,000	20,000
#5. Neighborhood Bond #2*	0	0	0	0	20,000	35,000
#5A. Water & Sewage Treatment	revenue bond - not from general revenue			0	0	0
SUBTOTAL PROPOSED DEBT	\$80,600	\$96,500	\$111,600	\$126,900	\$130,600	\$146,300
GRAND TOTAL DEBT	\$324,600	\$341,050	\$346,700	\$362,750	\$366,700	\$383,150
EXCESS FUNDS FOR NEXT YEAR	\$6,400	\$3,150	\$4,500	\$850	\$4,200	\$2,150

\* City Share of Payments



payments. This type of decision is possible only with a planned financial program.

The key to the proposed Bonding Program lies in the immediate discussion and approving of the first bond issues by the citizens and the Governing Body in 1966, together with the decision to establish the stable 8.5 mill levy by 1967.

#### The Six Year Capital Improvement Program

The mechanism for carrying out a planned financial program is a Six Year Capital Improvement Program. The Michigan State Planning Laws require that an established Planning Commission prepare such a program each year as one of its planning duties. The Bonding Program is a long range estimate of what the future growth and assessment base will be in the coming years. This estimate must be continually reviewed and adjusted to the actual conditions as the City grows faster or slower than estimated.

In a Six Year Capital Improvement Program the Planning Commission carefully reviews the actual growth in population and assessed values and makes estimates for the following six years. It reviews all impending capital needs including all outstanding capital bond payments. It then estimates the cost and proper timing for the improvements under a stable tax charge. The results of this study are then presented to the public, the Governing Body and the School Board. In this way everyone is told about future needs well in advance of their actual need. The Governing Body and School Board use this report in drawing up their budgets each year.

In the fall of each succeeding year the Planning Commission adds a new year to its consideration and reviews the growth and cost figures of its previous report. Changes in needs or criticisms and suggestions from the last report are also reviewed. This method provides for a continual community discussion and an awareness of community progress. Cities that have such a program are solidly supported by the citizens who have been notified and have been anticipating its need for several years as a result of the Planning Commission report. These cities have also found that other additional improvements which serve to make the community more attractive and convenient are also readily supported.

The Sample Six-Year Capital Improvement Program table shows the estimated City equalized valuations for a six year period. Beneath these figures are shown the amount of money which the 8.5 mill levy proposed will raise each year. Added to this is the amount of Gas and Weight tax revenue which is proposed to be obligated for bond retirement. Since bond payments are usually scheduled in even \$5,000 amounts, some money will be left over each year from the tax millage charge. This can be invested at 4% interest and accumulated for several years or used each year to make additional principal payments as illustrated here.

The table shows those outstanding obligations which must be met in each year. Only the City taxpayer's share of the School District bond payments are calculated. After this is shown the proposed payments for new bonds.

In an actual Six Year Program the Planning Commission will fully explain each item and propose definitive methods of financing similar to the previous Bonding Program discussion. It will also show proposals for other minor capital improvements to be included as budgetary items if

it finds need for such improvements in its investigations. It is also desirable to show a detailed cost breakdown of each item proposed for the first two years of the program. In its financial planning work, the Planning Commission carries out its most important function. This is to act as a citizen coordinating body of public action which can take the time to thoroughly investigate City development problems and make sound recommendations for consideration by the elected officials.

The Master Plan program has been designed to make Mount Pleasant an attractive, convenient and economical City to live in, which will also be attractive to industry, business and new families. The Financial Plan has been designed to carry out these proposals in an orderly and economical manner. It shows that the costs involved are surprisingly low. The benefits will be large.

## ADMINISTRATION OF THE PLAN

This Master Plan report is a series of detailed ideas and proposals for the sound development of Mount Pleasant. This report is not the final Master Plan of the City, however. Through this report the Planning Commission is presenting these ideas to the public and to the elected officials for serious consideration and discussion. After there has been adequate time for study the Planning Commission will hold public meetings to listen to the views and suggestions of the citizens. Only after this will the Planning Commission be able to make the many final decisions on ideas presented by this report.

Once final decisions have been reached, the Planning Commission will adopt a Master Plan for Mount Pleasant. Adoption of the Master Plan does not require any action by the City Governing Body or by the School Board since it is only a guide, or set of ideas. However, if the City Governing Body has under consideration any proposal which is dealt with in the plan or which would affect the plan, it must request a report of recommendation from the Planning Commission. If the Governing Body does not agree with the recommendations, it may override them with a two-thirds vote of the full City Commission. Such an overruling, however, serves a warning that a serious lack of communication exists and it should occur only after every effort has been made to resolve differences.

### Implementation of the Plan

Once the Master Plan has been adopted the Planning Commission must begin a program of having the various parts of the plan put into effect. Its immediate task will be to present zoning, utility and subdivision regulations to the Governing Body and Township officials for consideration and adoption. These ordinances will guide new growth in accordance with the Master Plan proposals.

The second major endeavor of the Planning Commission will be to encourage the private and public action necessary to carry out the most urgently needed improvements called for. This will involve meetings with various community organizations such as the downtown business associations and neighborhood and P.T.A. groups. The purpose of these meetings will be to encourage these groups to petition for and financially support such things as off-street parking, neighborhood street improvements or industrial revitalization. In line with this the Planning Commission will meet with the Governing Body to encourage public participation and financing of these improvements. In the preparation of bonding programs the Planning Commission should utilize the radio and newspaper media to present its ideas so that the public in turn will request and support City action.

The third major undertaking of the Planning Commission will be the development of a feasibility study of specific plans for the revitalization or renewal of home and industrial neighborhoods. Depending upon the findings of this study, the Planning Commission will advise the Council to initiate the programs under State Laws or under the Federal program. If the Federal Program is advised, Federal assistance will be available for preparing the required Federal studies. These include a Workable Program which will make the City eligible for Federal Planning Assistance, a Community Renewal Program to provide the general guidelines for desirable future programs, and Project Plans for each individual



project. If State Laws are utilized, no further planning studies will be required since the Feasibility Study will provide sufficient detail to permit undertaking of any proposed project.

The fourth task in implementing the Plan will be preparing the Capital Improvement Program each year. This will assure that the Plan will be kept up to date. The Land Use Map should be kept up to date with each new building permit and maps should be corrected with each new subdivision.

In larger cities the day-to-day effort of implementing the Master Plan and of carrying out other administrative planning duties is carried out by a full-time planning staff. In smaller cities where a full-time staff is not warranted, the Planning Commission itself must carry out these many tasks. Since the Planning Commission is an unpaid citizen group with many technical and time consuming problems, it should be provided with continued part-time professional assistance. This can be done on a retainer fee basis of nominal amount, or through a continued Planning Assistance grant under the 701 program used to finance this plan. In either of these cases, the professional assistance will provide both experience of implementing plans in other communities and will assure action without making unreasonable demands upon the time of the citizen Planning Commission members.

#### Conclusion

This report climaxes two years of intensive study by your Planning Commission and its planning consultant. It represents a condensation of the many hours of discussion and investigation of problems, statistics and ideas. Yet this report is only the beginning of a program of action for the next twenty years. Because the future well-being of Mount Pleasant depends greatly upon sound, coordinated action, the Planning Commission stands ready at all times to meet with any person or group in the Mount Pleasant area. The Planning Commission will always be available to help and guide any person or group who wishes to have a part of the Master Plan acted upon.

Carrying out a continuing planning program will not be an easy task. There will be times when community action is not forthcoming. However, if the plan is sound and presents a solution to a problem which must eventually be solved, it will be realized some day. Carrying out this plan is not a task which depends on any one group for its success or failure. It is the job of every responsible citizen of Mount Pleasant, for even the most devoted Planning Commission will be rendered ineffectual by citizen apathy. The City of Mount Pleasant can and, of necessity, must be a desirable, attractive and convenient community in which to live, play and work. Achieving this end will depend on you.

## SOURCES OF INFORMATION

The statistical information summarized and analyzed in this Report was obtained from the following reports and individuals:

U.S. Census of Population - 1950-1960

U.S. Census of Manufacturing - 1954, 1958, 1963

U.S. Census of Business - 1954, 1958, 1963

Michigan Statistical Abstract - University of Michigan

Sales Management Magazine 1950 through 1962

Doxiadis Report from Grand Rapids Press 1965

Traffic Survey Report - Automobile Club of Michigan

Isabella County Lands and Waters - Isabella County Conservation Committee and Soil Conservation District

Mount Pleasant Centennial - Dr. Rolland Maybee

Agriculture: Yesterday and Today - Louis Webb

Highway Traffic Counts - Michigan Highway Department

Sewer and Water Report - Burton J. Peckham

Water System Report - John R. Snell Engineers, Inc.

Isabella County Data Sheets - Michigan Dept. of Economic Expansion

Population Changes in Isabella County - Michigan State University

Geology and Soils of Michigan - Michigan State University

Isabella County Plat Book - Agricultural Extension Service

Staff of the City of Mount Pleasant - C. L. Shepherd, C. A. Diebel and R. R. Grinzinger

Industrial Development Corporation - G. R. Denison