

**Village of Millington Michigan
- 2001**

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A RESOLUTION FOR THE ADOPTION OF A MASTER PLAN FOR THE VILLAGE OF
MILLINGTON

WHEREAS, the Village of Millington, State of Michigan, Planning Commission, with the assistance of Wade — Trim, Inc., Planning Consultant, has developed a Master Plan under the authority of the Municipal Planning Act, Public Act 285 of 1931, as amended; and,

WHEREAS, the Village of Millington, State of Michigan, envisions the Master Plan to be used as a guide for the future development of the village of Millington; and,

WHEREAS, a public hearing on the Master Plan was held on April 24, 2001, at 6:00 p.m. at the Meachum Junior High School in Millington.

NOW, THEREFORE BE IT RESOLVED, the Village of Millington Planning Commission formally adopts the Master Plan.

Moved by Commissioner Blake and supported by Commissioner Snover, approved as follows:

Voting yes: Blake, Reinert, Snover, Beck

Voting no: None

Absent: Earls, Roggentine, Stewart

Dated: April 24, 2001

I declare this resolution approved.

Randy Beck, Planning Commission Chair, Secretary

RESOLUTION OF ADOPTION

WHERE AS the Millington Village Council established the Village of Millington Planning Commission to prepare and maintain plans for the development of the Village under the authority of the Michigan Planning Enabling Act, PA 33 of 2008 as amended, and

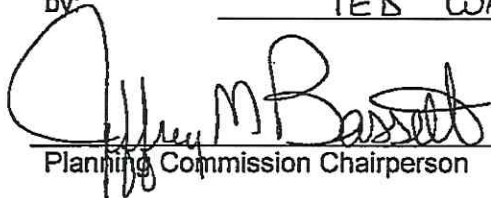
WHERE AS Village of Millington Planning Commission has prepared amendments to the Village of Millington Master Plan, and

WHERE AS those amendments have been reviewed at a public hearing to gather public comments of the residents of Village of Millington and surrounding jurisdictions following notice as required by PA 33 of 2008, and

WHERE AS the Village of Millington Planning Commission has determined that the plan amendments are appropriate changes to the Village's existing plan, now

THEREFORE BE IT RESOLVED that the Village of Millington Planning Commission does hereby adopt the amendments to the Village of Millington Master Plan including all maps and documents included in the amendments.

Moved by: JAN SNYDER Yeas 5
Supported by: TED WAGER Nays 0



Planning Commission Chairperson



Planning Commission Secretary

12/18/12
Date



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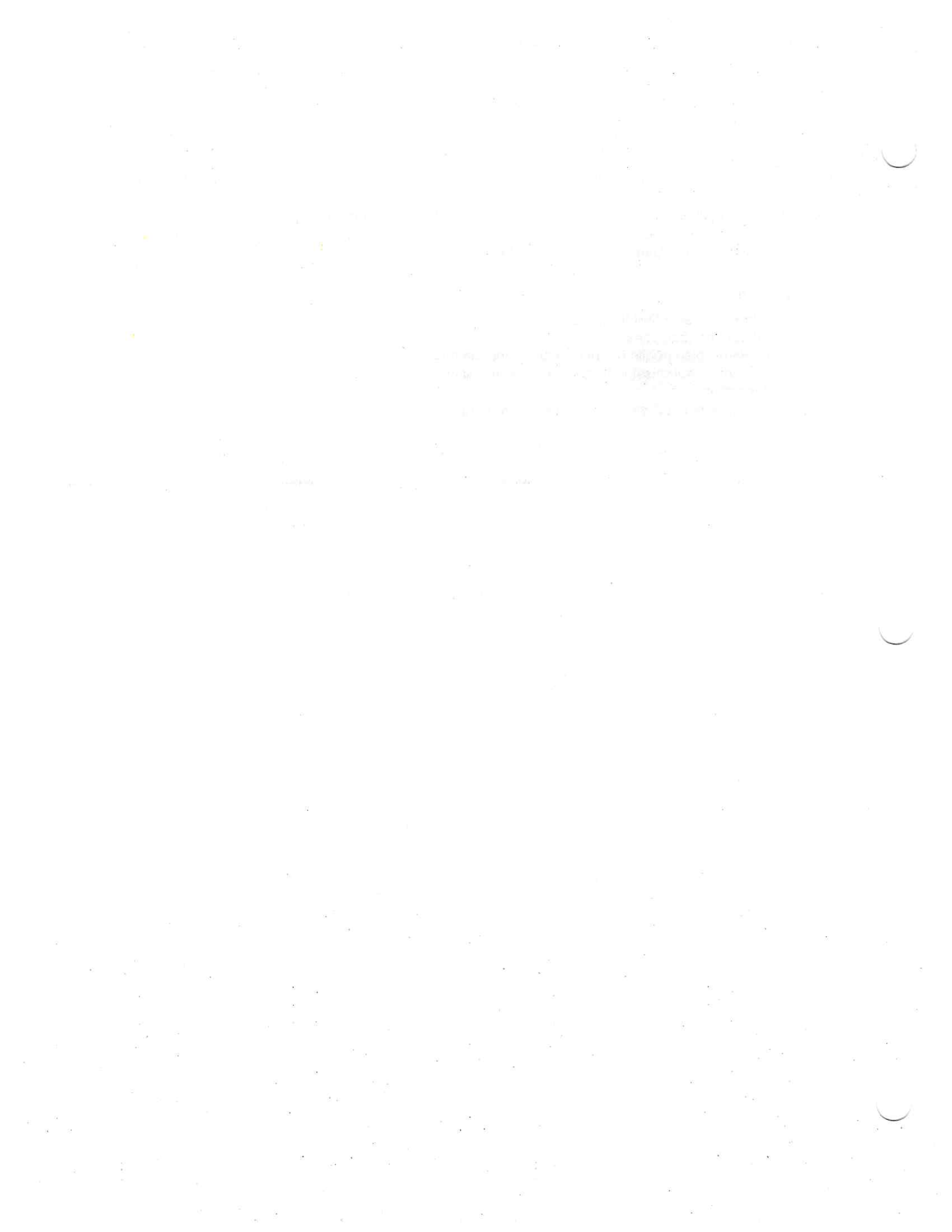
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Notice to county – submission to adjacent communities
Notice of meeting
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1.0 Introduction

1.1 Authority to Plan

The Village of Millington Planning Commission has prepared this master land use plan under the authority of the Municipal Planning Act, Public Act 285 of 1931, as amended. Sections 6 and 7 of the Act state, in part:

The commission shall make and adopt a master plan for the physical development of the municipality, including any areas outside of its boundaries, which, in the commission's judgement, bear relation to the planning of the municipality... In the preparation of such plan the commission shall make careful and comprehensive surveys and studies of present conditions and future growth of the municipality and with due regard to its relation to the neighboring territory. The plan shall be made with the general purpose of guiding and accomplishing a coordinated, adjusted, and harmonious development of the municipality and its environs which will, in accordance with present and future needs, best promote health, safety, morals, order, convenience, prosperity, and general welfare, as well as efficiency and economy in the process of development; including, among other things, adequate provision for traffic, the promotion of safety from fire and other dangers, adequate provision for light and air, the promotion of the healthful and convenient distribution of population, the promotion of good civic design and arrangement, wise and efficient expenditure of public funds, and the adequate provision of public utilities and other public requirements.

1.2 Purpose of the Plan

Planning is a process involving the selection of policies relating to land use and development in a community. The creation of a Master Plan is the first step of this process. A Master Plan is a statement of the goals and objectives for the future physical development of a community. Comprehensive and long term in nature, the Master Plan examines all aspects of the community, whether they are

physical, social, or economic. A Master Plan performs three very important functions:

- Provides a general statement of the community's goals and a comprehensive vision of its future.
- Provides the statutory basis for the Zoning Ordinance, as required by the City and Village Zoning Act, Public Act 207 of 1921, as amended.
- Serves as the primary policy guide for local officials considering development proposals, land divisions, capital improvements, and other matters related to land use and development; thus, it provides a stable and consistent basis for decision making.

Every community's Master Plan is unique, focusing on important issues and challenges specific to that community. This Master Plan is designed to highlight local issues and to identify solutions to meet local needs.

1.3 Public Participation Process

This Master Plan was formulated through a process of active participation of the citizens of Millington. The Planning Commission held three public meetings on:

1. December 13, 2000
2. January 24, 2001
3. February 27, 2001

Pursuant to the public hearing notification requirements of Section 125.38, Municipal Planning Act 285 of 1931, as amended, the Planning Commission on April 24, 2001, conducted a public hearing on the Plan. Pursuant to the comments received from those present at the meeting, the Planning Commission at the meeting adopted the Plan.

1.4 Plan Organization

The Master Plan is comprised of six sections. The first two sections function as an introduction and summary to the whole report. The core and most essential sections of the plan are the middle three: Background

Information, Goals and Objectives, and Future Land Use Plan, which are explained below.

This Master Plan presents extensive Background Information for the Village and surrounding area, including social and economic data, and description and mapping of existing land use and natural resources. This background information is analyzed to identify important characteristics and trends occurring in Millington Village.

Community goals and objectives are formulated through citizen input and participation, and are presented to guide future development. The goals and objectives also take into account the key land use trends, population trends, natural resources, and other issues presented in the Background Information section.

After the formulation of the goals and objectives and the creation of an Existing Land Use Map, a Future Land Use Plan can be created. The Future Land Use Plan Section of the Master Plan specifies the extent and location of where various types of future

development can be accommodated within the Village.

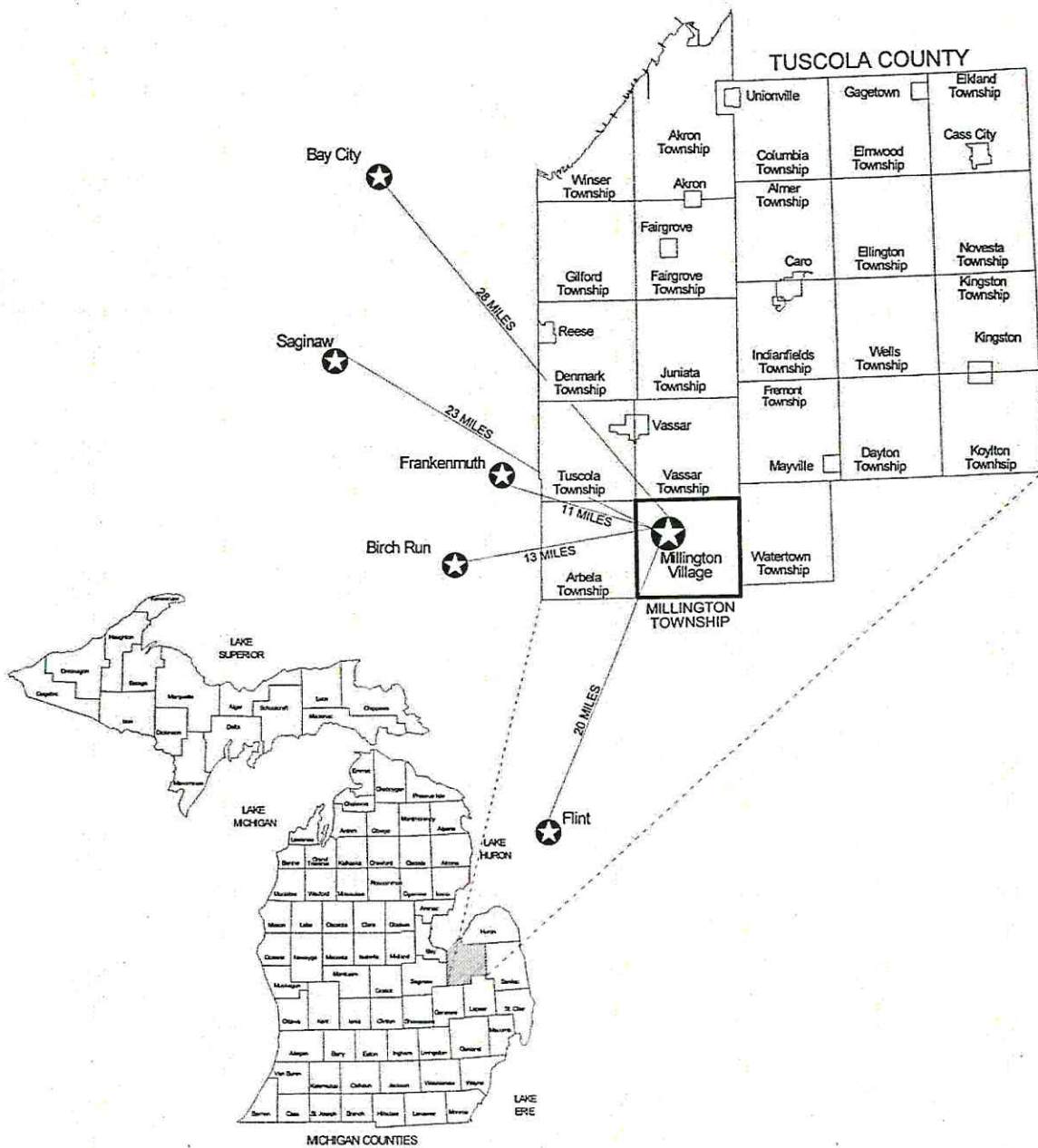
The last section is called Plan Implementation. This section serves as a reference for implementing the goals of the Master Plan.

1.5 Location and Regional Context

The Village of Millington is located in the southwestern portion of Tuscola County, and is encompassed on all sides by Millington Township. Specifically, the Village is made up of land in the geographic Township, Town 10 North, Range 8 East, and within Sections 9, 15, and 16 of Millington Township.

Millington is a small and rural community, but is located within a short distance to the urban centers of Bay City, Flint, and Saginaw. Also in close proximity to the Village are the major tourist attractions of the Birch Run Outlet Mall and Frankenmuth. Map 1 shows the geographic location of the Village of Millington in relation to the surrounding communities and the rest of the State.

Map 1: Geographic Location



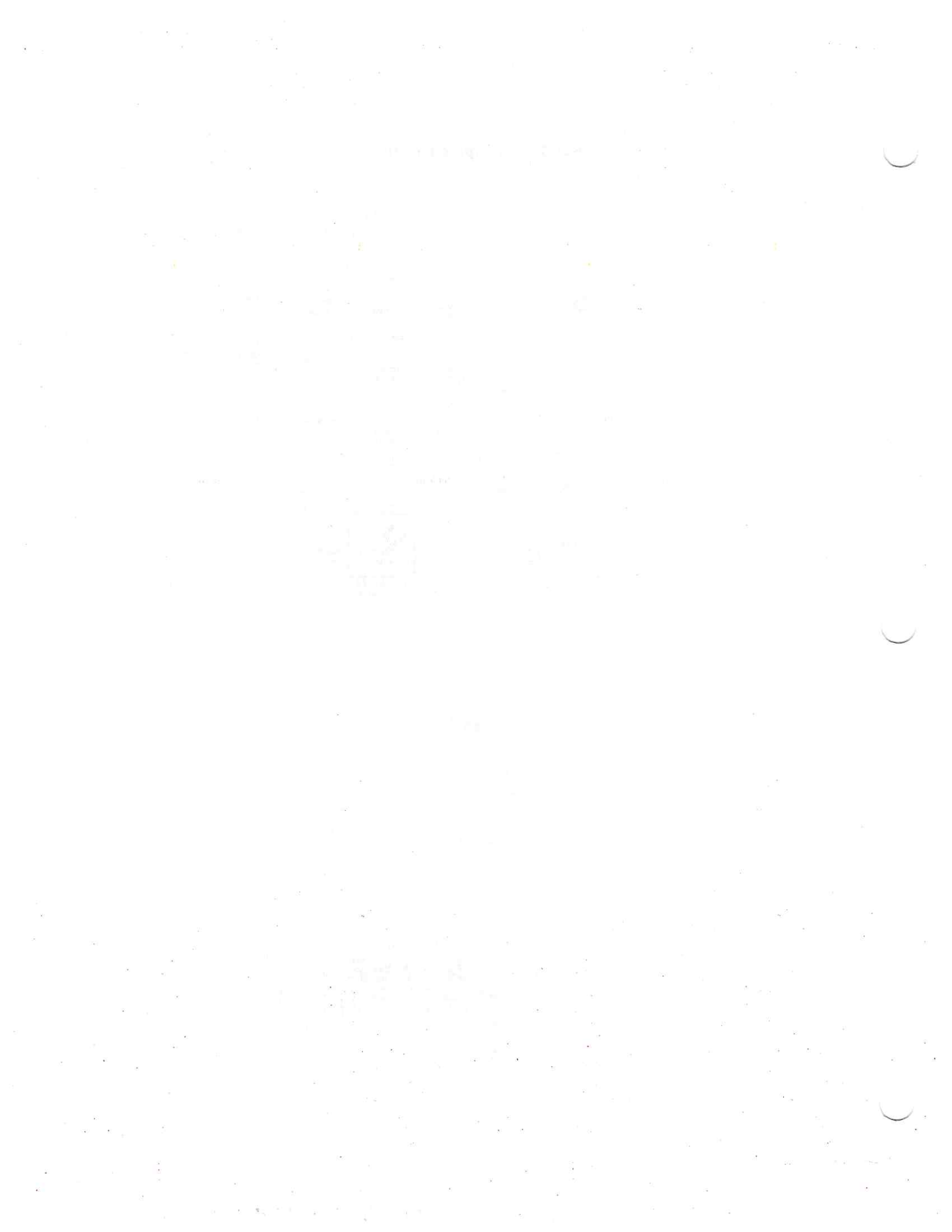
SOURCE: MICHIGAN RESOURCE INFORMATION SYSTEM (MIRIS)

MASTER PLAN
VILLAGE OF MILLINGTON
 TUSCOLA COUNTY, MICHIGAN



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04/26/01



2.0 Executive Summary

The executive summary gives a brief synopsis of the major findings of each section in the plan for quick reference purposes.

2.1 Background Information

2.1.1 Population

- Between 1970 and 1980, the Village's population increased by 12.6%, from 1,099 to 1,237. Since 1980, the Village population has decreased. Between 1980 and 1990, the population decreased by 9.9%, and between 1990 and 1998, the population decreased by 1.1%.
- The Village's 1998 population is estimated as 1,102 persons.
- The Village has an aging population, which is shown by growing percentages of the empty nester age group (45-64 years old) and elderly age group (65 years and over) between 1980 and 1990. Conversely, the younger age groups decreased during the same period.
- The Village persons per household average has steadily decreased over the years, declining from 3.37 in 1960 to 2.57 in 1990.
- The Village has high percentages of single persons (25.4%) and single females (15.3%), and a low percentage of married couple families (54.6%).

2.1.2 Housing

- Over one-third (35.0%) of the Village's housing stock has exceeded the 50 year age limit.
- The Village's median housing values and rent are lower than the Township, County, and State.

2.1.3 Economy

- Between 1979 and 1989, all of the Village income levels decreased slightly. In

general, Village income levels are lower than the Township, County, and State.

- The largest employment industry in the Village is wholesale and retail trade, comprising 30.1% of the total, followed by manufacturing at 24.6%. In 1980, manufacturing was the largest industry in the Village, but declined significantly between 1980 and 1990.

2.1.4 Natural Resources

- Few constraints to development are found in the Village because of the relatively flat topography.
- In total, 120 acres or 18.8% of the Village is forested.
- More than 80% of the Village is composed of good (dry or non-hydric) soils.

2.1.5 Existing Land Use

- The existing land uses found in Millington follow a classic land use development pattern characteristic of small towns throughout the Midwest. The Village has developed around a commercial core at the intersection of two important roadways and a rail line. Compact residential neighborhoods encircle the central commercial core of the Village. Higher intensity industrial and institutional uses are found along the edges of the Village.
- The Village of Millington is virtually a self-sufficient community, having a wide variety of land uses and meeting most of the everyday needs of its citizens.
- Of the 637 total acres of land in the Village, the highest percentage (51.3%) is either vacant or designated as public road and railroad rights-of-way.
- Single-family residences are the most prominent residential structures found in the Village. In total single-family residential lands comprise 22.8% of the Village. A significant amount of

institutional uses are also located in the Village, comprising 15.7% of all existing lands.

2.2 Community Goals and Objectives

- The Goals and objectives for the Village are based upon an analysis of the background data in this Master Plan as well as a community survey conducted on December 13, 2000.

Other significant recommendations can be found in the Future Land Use Plan including the expansion of industrial uses to be located in the existing industrial park, and the transformation of the existing commercial center of the Village into a well-defined Central Business District.

2.3 Plan Implementation

- The process of carrying out the goals and recommendations of this Master Plan can be challenging. The Plan Implementation section of the Master Plan acts as a

general reference guide to be used by Village officials in order to help stimulate the implementation process.

- The fundamental community-wide goal of the Village is to create a living environment that will meet the needs of the citizens, while preserving the rural and small town character of the community.

2.4 Future Land Use Plan

- Following the Village's goal of promoting residential growth and development while preserving the small town character, the Future Land Use Plan designates the largest percentage of the Village as single-family residential (32.3%). Enhancements to existing single-family neighborhoods, and new single-family developments consistent with existing neighborhoods are encouraged.
- Of the 637 total acres of land in the Village, 22.9% (146 acres) are designated as Agricultural. The purpose of the district is to maintain existing agricultural activities, preserve environmentally significant open space land, and discourage inappropriate development.

3.0 Background Information

Getting a better understanding of a community through background studies is an important component in the comprehensive planning process. A good background study will include information on population, housing, economy, natural resources, and existing land uses. All of these aspects of the Village have direct impacts and influences on future land use decisions.

3.1 Population

Population deals with the number, age, sex, race, and other characteristics of persons living in a specific area or housing unit. Population will be presented using the most recent data (1990 U.S. Census) as well as historical census data.

3.1.1 Population Trends

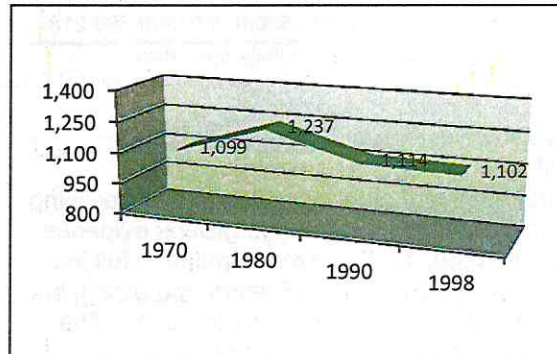
Population growth is the most important factor influencing land use decisions in any community. Simply put, if the population of a community is growing, there will be a need for more housing, commercial establishments, industry, parks and recreation, or roads.

At the time of the 1990 Census, the population of the Village of Millington was 1,114 persons. Of those 1,114 persons, 594 were female, while 520 were male. The estimated 1998 population of the Village is 1,102 persons, a decrease of 12 persons from 1990. Figure 1 shows the population of the Village over a 28-year span, from 1970 to 1998. The Village population reached a high of 1,237 persons in 1980, representing a 12.6% growth from 1970. Overall, the Village population has had its ups and downs, but has remained relatively stable.

Table 1 compares the population trends for Millington Village to Millington Township, Tuscola County, and Michigan. All of the units of government grew significantly between 1970 to 1980, with the Township growing at the highest rate (27.6%). Similar to the Village, all of the other units of government had low or declining growth rates between 1980 and 1990. In years since 1990, the

Village's population declined, while the Township, County, and State all experienced growth at 1.5%, 1.9%, and 5.6%, respectively.

Figure 1: Population Trends Millington Village, 1970-1998



3.1.2 Age Distribution

Information on age distribution within a population can assist a community in matching public services to community characteristics and in determining special needs of certain age groups. For example, the younger population tends to require more rental housing units and smaller homes, while the elderly population has a need for nursing home facilities. Analysis of age distribution may also be used by policy makers to identify current gaps in services and to project future service needs for housing, education, recreation and medical care. It is of equal importance in planning to anticipate which age groups are likely to increase during the planning period. Examples of this are the aging "baby boomers" and their children; both forming waves of population rise and fall as they move through their lifecycles.

For the purposes of this report, five different age group categories have been created. The first age group represents the preschool population at 0-4 years old. The school age group is formed by those between the ages of 5 and 20. Persons 21 to 44 years old represent the family formation age group. The next age group is the empty nesters who are between 45 and 64 years old. Citizens over 65 years form the elderly age group.

Table 1: Population Trends Village, Township, County and State, 1970-1998

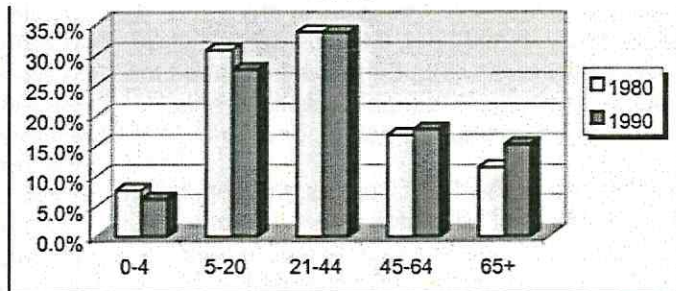
Place	1970	1980	Change, 1970-1980		1990	Change, 1980-1990		1998	Change, 1990-1998	
			#	%		#	%		#	%
Millington Village	1,099	1,237	138	12.6	1,114	-123	-9.9	1,102	-12	-1.1
Millington Township*	3,471	4,429	958	27.6	4,199	-230	-5.2	4,260	61	1.5
Tuscola County	48,603	55,961	8,358	17.2	55,498	-1,463	-2.6	56,526	1,028	1.9
Michigan	8,881,826	9,262,044	380,218	4.3	9,295,297	33,253	0.4	9,817,242	521,945	5.6

*Township population includes Village population.
Source: 1970, 1980, and 1990 U.S. Census Data. 1998 U.S. Census Estimates.

As shown in Figure 2, the population of Millington Village is aging. Increasing percentages of older age groups and declining percentages of younger age groups evidence this. In 1980, 11.4% of the population fell into the elderly age group (65 years and older), but in 1990 that percentage grew to 15.2%. The pre-school (0-4 Years) age group declined from 7.6% in 1980 to 6.1% in 1990, while the school (5-20 Years) age group declined from 30.6% in 1980 to 27.5% in 1990.

Millington Village has the highest percentage of elderly (6 years and over) at 15.2%, which compares to the township at 10.0%, County at 12.1%, and State at 11.9%. Even though Millington Village has a high percent of elderly, the Median Age is similar to other units of government at 32.2 years.

Figure 2: Age Groups Millington Village, 1980-1990



Age distribution figures for the Village, Township, County, and State from the 1990 Census are compared in Table 2. Overall, the age distributions for all units of government are comparable, but there are some significant differences.

Table 2: Age Distribution Village, Township, County and State, 1990

Age Range	Millington Village		Millington Township*		Tuscola County		Michigan	
	#	%	#	%	#	%	#	%
0-4 Years	68	6.1	284	6.8	3,954	7.1	702,554	7.6
5-20 Years	306	27.5	1,174	28.0	14,273	25.7	2,206,177	23.7
21-44 Years	374	33.6	1,471	35.0	19,812	35.7	3,535,263	38.0
45-64 Years	197	17.7	851	20.3	10,763	19.4	1,742,842	18.7
65 Years and Over	169	15.2	419	10.0	6,696	12.1	1,108,461	11.9
TOTALS	1,114	100.0	4,199	100.0	55,498	100.0	9,295,297	100.0
Median Age	32.2		32.2		33.0		32.6	

*Township numbers include Village numbers.
Source: 1990 U.S. Census Reports.

3.1.3 Racial Make Up

Another important characteristic of a community is racial make up. Knowing the racial makeup helps to identify the diverse needs of a community's population.

The racial make up of the Village of Millington is very homogeneous. Of the 1,114 citizens of the community in 1990, 97.8% were White. Millington Village's almost exclusively White population is comparable to Millington Township (98.5% White) and Tuscola County (97.4% White). The numbers for Michigan are much more diverse with 83.4% White, 13.9% Black, 1.1% Asian, 0.6% Native American, and 0.9% Other Races.

3.1.4 Disability Status

An important characteristic of a community that can have future implications on land use and policy is disability status. Disability status measures the number of people in a community who have mobility limitations, self-care limitations, or who are unable to work. A high number of disabled citizens might mean that there is a need for more assisted living facilities, building standards for the disabled, or better public transportation.

For tracking disability status, the U.S. Census breaks the population into two different age categories: working age and post-working age. Of the civilian non-institutionalized population in the working age group of 16-64 years in Millington Village, 3.7% are listed as having a mobility or self care limitation in 1990. In the non-working age group of 65 years and over, 20.1% are shown as having a mobility or self care limitation. Millington Village has disability percentages that are comparable with County and State levels.

3.1.5 Household Size

The number of persons per household constitutes household size. Since the 1970's, the nationwide trend in population has been a decline in household size. This trend has occurred because of a number of reasons which include: declining number of children per family, higher divorce rates, growing number of elderly living alone, and the

growing number of young people moving away from families to live on their own. Similar to the national trend, Millington Village is also experiencing smaller household sizes.

Knowing whether or not the household size is increasing or decreasing is very important. If the household size of a community is decreasing, this means that new housing units might be necessary to accommodate for more citizens needing places to live. This can even be true if the overall population of a community is declining, such as the case of Millington Village. In some municipalities, new housing units are being built to accommodate the demand for housing created by lower household sizes in spite of declining overall populations.

Figure 3 shows the persons per household trends for Millington Village since 1960. The graph clearly shows how the household size is declining in the Village. In 1960, the Village had a household size of 3.37 persons, which has continued to decrease over the years until reaching 2.57 in 1990.

3.1.6 Household Characteristics

This section examines households in terms of the relationships among the persons who share a housing unit. Some households are families, consisting of two or more persons related by blood, marriage, or adoption, while others are non-family households composed of persons living alone or with unrelated persons.

**Figure 3: Persons Per Household
Millington village, 1960-1990**

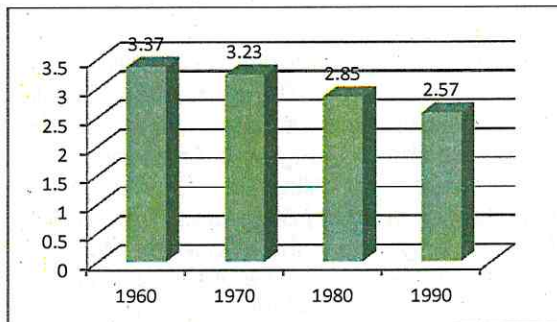


Table 3 compares the household characteristics of the Village with Millington Township, Tuscola County, and the State of Michigan. Significantly, Millington Village has a high percentage of Single Female Families (15.3%) as well as Single Person Families

(25.4%) as compared to the other units of government. Conversely the Village has a low percentage of Married Couples (54.6%), compared to the Township (70.5%) and the County (65.7%).

Table 3: Household Characteristics Village, Township, County and State, 1990

Household Type	Millington Village		Millington Township*		Tuscola County		Michigan	
	#	%	#	%	#	%	#	%
Married Couple Families	232	54.6	1,003	70.5	12,787	65.7	1,883,143	55.1
Single Male Families	10	2.4	39	2.7	548	2.8	113,789	3.3
Single Female Families	65	15.3	136	9.6	1,796	9.2	442,239	12.9
Single Person Families	108	25.4	210	14.8	3,728	19.1	809,449	23.7
Other Non-families	10	2.4	34	2.4	610	3.1	170,711	5.0
TOTAL HOUSEHOLDS	425	100.0	1,422	100.0	19,469	100.0	3,419,331	100.0

*Township numbers include Village numbers.
Source: 1990 U.S. Census Reports.

3.2 Housing

Housing is a vital characteristic of any community. Houses are highly visible, relatively permanent, and immobile, and for these reasons serve as great indicators of the well being of a community. The housing analysis uses U.S. Census data from 1980 and 1990.

3.2.1 Total Housing Stock

Housing stock is the most basic measure of housing that refers to the type of housing structures found in a community. One way to evaluate housing stock is to classify housing units into four different categories: 1 Unit Structures, Units in 2-4 Unit Structures, Units in 5 or More Unit Structures, and Mobile Home or Trailer Units. The distributions for the different housing unit categories for the Village in 1990 are shown in Figure 4. Of all the housing units in the Village in 1990, 78.9% are single-family, or 1 Unit Structures. Only 1.1% of the housing units in the Village are Mobile Homes or Trailer Units. The other 20.0% of housing units are multi-family, and fall into either the 2-4 Unit Structures or 5 or More Unit Structures category.

Figure 4: Housing Unit Types Millington Village, 1990

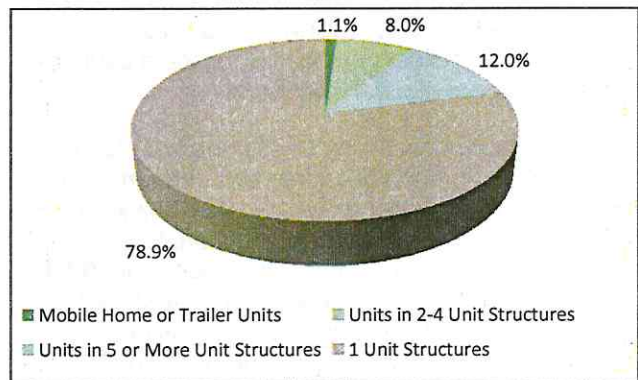


Table 4 shows the type of housing units for the Village, Township, and County between the years 1980 and 1990. The Village has similar percentages of 1 Unit Structures to the Township and County. Unlike the Township and County, the Village has much higher percentages of multi-family structures. Also, the Village differs from the Township and County in that it has a very low percentage of Mobile Home and Trailer Units.

Table 4: Type of Housing Units Village, Township and County, 1980-1990

Unit Type	Millington Village				Millington Township*				Tuscola County			
	1980		1990		1980		1990		1980		1990	
	#	%	#	%	#	%	#	%	#	%	#	%
1 Unit Structures	371	80.8	356	78.9	1,261	87.3	1,297	85.6	16,146	83.0	16,617	78.3
Units in 2-4 Unit Structures	47	10.2	36	8.0	63	4.4	53	3.5	958	4.9	917	4.3
Units in 5 or More Unit Structures	39	8.5	54	12.0	60	4.2	61	4.0	566	2.9	614	2.9
Mobile Home or Trailer Units	2	0.4	5	1.1	60	4.2	105	6.9	1,791	9.2	3,083	14.5
TOTALS	459	100.0	451	100.0	1,444	100.0	1,516	100.0	19,461	100.0	21,231	100.0

*Township numbers include Village numbers.
Source: 1980 and 1990 U.S. Census Report.

3.2.2 Housing Tenure

The housing ownership rate (also known as tenure) is a very important aspect of a community. A high home ownership rate generally means that a community has stable and well kept neighborhoods. A higher percentage of rental housing might mean unstable neighborhoods with frequent resident changes as well as poorly kept properties.

As shown in Figure 5, the 1990 home ownership rate for Millington Village was 67.3% for occupied homes, decreasing from 74.2% in 1980. Millington Township and Tuscola County both had higher percentages of owner-occupied housing in 1990 at 83.2% and 81.2% respectively. However, similar to the Village, both the Township and County have decreased in the percentage of owner-occupied housing since 1980 (Table 5).

Figure 5: Owner and Renter Occupancy Millington Village, 1980-1990

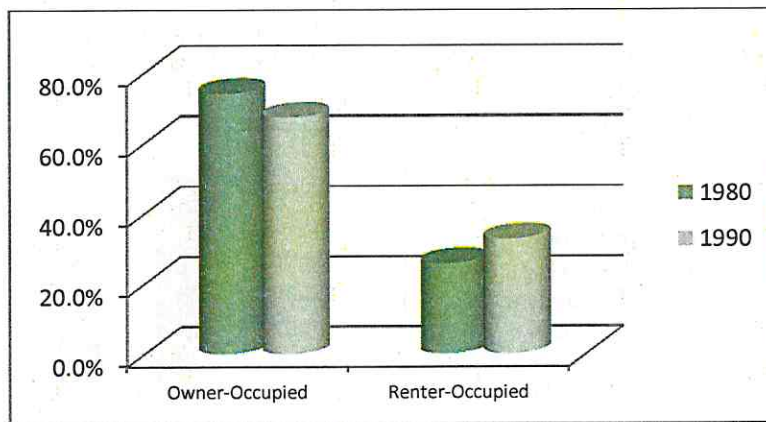


Table 5: Housing Occupancy Characteristics Village, Township and County, 1980-1990

Category	Millington Village				Millington Township*				Tuscola County			
	1980		1990		1980		1990		1980		1990	
	#	%	#	%	#	%	#	%	#	%	#	%
Occupied Housing	446	97.2	425	94.2	1,354	93.8	1,422	93.8	18,290	94.0	19,469	91.7
Owner-Occupied	331	74.2	286	67.3	1,147	84.7	1,183	83.2	15,275	83.5	15,817	81.2
Renter-Occupied	115	25.8	139	32.7	207	15.3	239	16.8	3,015	16.5	3,652	18.8
Vacant Units	13	2.8	26	5.8	90	6.2	94	6.2	1,171	6.0	1,762	8.3
Vacant Seasonal	2	15.4	3	11.5	2	2.2	39	41.5	591	50.5	743	42.2
Vacant Other	11	84.6	23	88.5	88	97.8	55	58.5	580	49.5	1,019	57.8
TOTALS	459	100.0	451	100.0	1,444	100.0	1,516	100.0	19,461	100.0	21,231	100.0

*Township numbers include Village numbers.
Source: 1980 and 1990 U.S. Census Report.

Table 5 also measures the number of vacant units in the Village, Township, and County. Knowledge of vacancy statistics can be helpful in predicting future growth and housing needs. A high vacancy rate might be an indicator of residential decline, but also shows that in the event of growth, housing units are available. In 1990, the Village of Millington had a vacancy rate of 5.8% which was lower than the Township (6.2%) and County (8.3%). The State of Michigan had a vacancy rate of 11.1%.

3.2.3 Age of Structures

Analyzing the age of housing units is a way to measure the physical quality of the total housing stock of a community. Generally, the economically useful age of residential structures is approximately 50 years. Beyond that age, repairs become expensive and the ability to modernize the structure to include amenities considered standard for today's life styles is diminished. When a community's housing stock approaches that age, it is possible that the need for rehabilitation and new construction will increase. There are exceptions to this rule, however. Some of the older housing of a community might be very well built, as well as desirable because of historic and architectural value, while at the same time newer housing might not be of good quality.

Table 6 compares residential structure age for the Village, Township, County and State. At the time of the 1990 Census, about one-third (35.0%) of the Village's housing stock had exceeded the 50-year age limit. More than half (53.7%) of the Village's housing stock was built between 1940 and 1979, while only 11.3% of the housing was built after 1980. Figure 6 compares the percentage of housing built earlier than 1939 for the four units of government. The Village has a much higher percentage of older housing as compared to the Township, County and State.

Figure 6: Housing Built Earlier than 1939 Village, Township, County and State

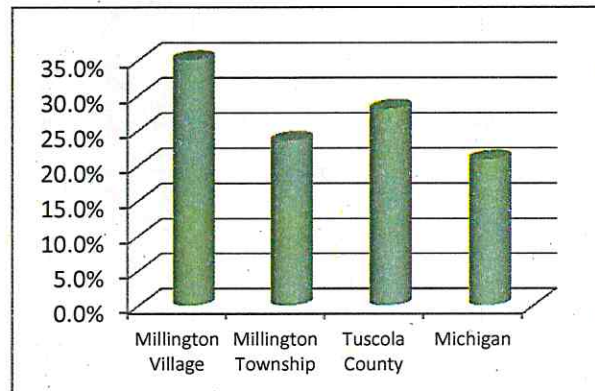


Table 6: Age of Structures Village, Township, County and State

Year Structure Built	Millington Village	Millington Township	Tuscola County	Michigan
	%	%	%	%
1939 or Earlier	35.0	23.5	28.0	20.8
1940-1979	53.7	64.4	59.9	65.6
1980-1990	11.3	12.1	12.1	13.6
TOTALS	100.0	100.0	100.0	100.0

*Township numbers include Village numbers. Source: 1990 U.S. Census Reports

3.2.4 Housing Values and Rent

Analyzing housing values and rent could be the best way to determine both quality and affordability of housing. Table 7, Figure 7, and Figure 8 show the different housing values for the Village, Township, County and State.

Of all the housing units in the Village in 1990, 72.0% were valued less than \$50,000. This was by far the largest housing value category for the Village. The largest housing value category for the Township and County was also less than \$50,000, but at lower percentages than the Village. The largest housing value category for the State was the \$50,000-99,000 category, comprising 42.5% of all housing units (Table 7).

The median value of owner-occupied year-round housing units for the Village was \$41,900. This median value is substantially less than the median value for the Township (\$50,200), County (\$46,000), and State (60,600). This is shown in Figure 7.

Figure 8, which shows median rent values for the Village, Township, County, and State is very similar to the graph showing median housing values. Here, the Village has the lowest rental values at \$255. Millington Township and Tuscola County have slightly higher median rents at \$270 and \$268, respectively. The State of Michigan has the highest median rent at \$343 dollars.

Figure 7: Median Housing Values Village, Township, County and State, 1990

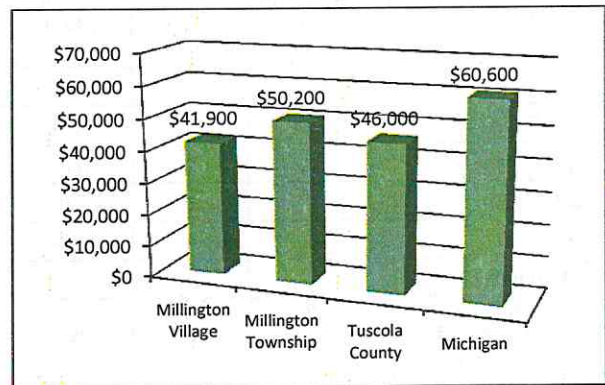


Figure 8: Median Rent Village, Township, County and State, 1990

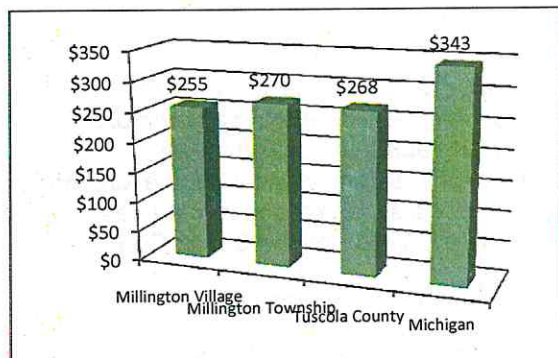


Table 7: Distribution of Housing Values and Rent Village, Township, County and State, 1990

Financial Characteristics	Millington Village		Millington Township*		Tuscola County		Michigan	
	#	%	#	%	#	%	#	%
VALUE Specified Owner-Occupied Housing Units**	271	100.0	801	100.0	9,532	100.0	1,916,143	100.0
< \$50,000	195	72.0	396	49.4	5,468	57.4	737,217	38.5
50-\$99,999	74	27.3	384	47.9	3,809	40.0	814,496	42.5
100-\$149,999	2	0.7	19	2.4	215	2.3	219,195	11.4
150-\$199,999	0	0.0	2	0.2	32	0.3	79,313	4.1
> \$200,000	0	0.0	0	0.0	8	0.1	65,922	3.4
Median Value	\$41,900		\$50,200		\$45,000		\$50,600	
CONTRACT RENT: Specified Renter- Occupied Housing Units***	127	100.0	195	100.0	2,923	100.0	925,304	100.0
<\$250	61	48.0	84	43.1	1,171	40.1	232,954	25.2
\$250-499	66	52.0	111	56.9	1,721	58.9	536,905	58.0
\$500-749	0	0.0	0	0.0	29	1.0	128,873	13.9
\$750-999	0	0.0	0	0.0	2	0.1	17,827	1.9
>\$1,000	0	0.0	0	0.0	0	0.0	8,745	0.9
Median Rent	\$255		\$270		\$268		\$343	

*Township numbers include Village numbers.

**Specified housing units include only one-family houses on less than ten acres without a commercial establishment or medical office on the property.

***Contract rent is the monthly rent agreed to, or contracted for, regardless of any furnishing, utilities, or services that may be included.

Source: 1990 U.S. Census Reports.

3.3 Economy

Economic characteristics are important because they help determine a community's viability and ability to support future commercial, residential and industrial growth. The economic section of the report uses data from both the 1980 and 1990 U.S. Census.

3.3.1 Income and Poverty

Studying income and poverty levels is a good way to measure the relative economic health of a community.

Three measures of income, median household, median family, and per capita, are illustrated in Table 8 for the Village, Township, County, and State. Household income is a measure of the total incomes of the persons living in a single household. Family income is a measure of the total incomes of a family unit. Family income does not include non-family units, such as single persons living alone or unrelated persons in a household, and for this reason is usually higher than household income. Per capita income is a measure of the incomes of every citizen of an area, including children. Because it is based on all individuals, per capita incomes are much lower than family or household incomes.

Table 8 shows that the Village income levels are lower than other governmental units. The table also shows that all three income categories for the Village decreased between 1979 and 1989. Decreases in Family Incomes as well as Household Incomes were also experienced for the Township and County between 1979 and 1989. In 1989, Millington

Township had the highest median family income as well as median household income at \$38,808 and \$33,812, respectively. The State of Michigan had the highest per capita income at \$14,154. In 1989, Millington Village had a median family income of \$26,848, median household income of \$22,722, and per capita income of \$10,085.

Table 8: Income and Poverty Village, Township, County and State, 1979-1989

Place	Median Family Income		Median Household Income		Per Capita income		% of Families Below Poverty Level	
	1979**	1989	1979**	1989	1979**	1989	1979	1989
Millington Village	\$31,868	\$26,848	\$24,761	\$22,772	\$10,216	\$10,085	10.1	14.4
Millington Township*	\$40,486	\$38,808	\$34,727	\$33,812	\$11,134	\$12,066	8.3	10.9
Tuscola County	\$32,726	\$31,781	\$29,148	\$27,374	\$10,335	\$11,543	9.7	10.8
Michigan	\$35,150	\$36,652	\$30,565	\$31,020	\$12,224	\$14,154	10.4	10.2

*Township numbers include Village numbers.

**1979 Dollars have been multiplied by 1.59 to equal the value of 1989 Dollars. Source: 1990 U.S. Census Reports.

3.3.2 Education

Education is an important factor in analyzing the capabilities of the local work force and the economic vitality of the community. The educational attainment of the citizens of a community plays a major role in determining what types of industries are suitable or necessary.

The U.S. Census Bureau tracks educational attainment by reporting on the number of citizens in a community who completed high school, and on those who went on after high school to complete bachelor's degrees. As illustrated in Table 9, the Census numbers for 1990 show that the Village of Millington has both a high percentage of high school graduates (79.6%) as well as

bachelor's degree holders (10.2%). A graphical comparison of the educational attainment levels for the different units of government is shown as Figure 9.

Figure 9: High School Graduates and Bachelor's Degree Holders Village, Township, County and State, 1990

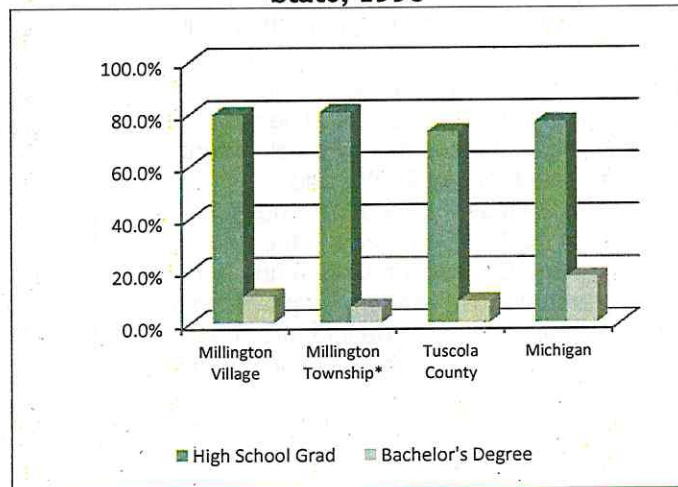


Table 9: Educational Attainment Village, Township, County and State, 1990

Place	High School Graduate	Bachelor's Degree Holder
Millington Village	79.6%	10.2%
Millington Township*	80.6%	6.0%
Tuscola County	73.0%	8.1%
Michigan	76.8%	17.4%

*Township numbers include Village numbers. Source: 1990 U.S. Census Reports.

There are a total of five schools located in Millington Village. Four of these schools are part of the Millington Community Public School system enrolling 1,764 students. These public schools are: Meachum Junior High School, Millington High School, S.M. Glaza Elementary School, and Treva B. Kirk Elementary School. The fifth school in the Village is St. Paul Lutheran School, a private school enrolling 261 students. Another educational institution located in the Village is the Millington Township Library.

3.3.3 Employment

The U.S. Census Bureau presents employment data in terms of employment by industry. Employment by industry is a good way of analyzing what types of industries are dominant in the Village such as construction or finance.

Table 10 shows employment by major industry groups for residents of Millington Village, Millington Township, and Tuscola County for the years 1980 and 1990. In 1990, the Village had the highest percentage of residents employed in the Wholesale and Retail Trade industry at 30.1%. The second and third highest industries by employment were Manufacturing at 24.6% and Professional, Health, Education, and Related Services at 18.7%. Compared to the Township and County, the Village has a much higher percentage of workers employed in the Wholesale and Retail Trade industry. The largest industry for both the Township and County was manufacturing.

By using numbers from both 1980 and 1990, we can see which industries are growing or declining in the Village. As shown in Figure 10, the Manufacturing industry has declined the most, from 34.6% in 1980 to 24.6% in 1990. The only other declining industries in the Village were Agriculture, Fisheries, Forestry and Mining, and Public Administration. Every other industry in the Village grew during the ten-year time span. Declining numbers for Manufacturing were not only seen in the Village, but in the Township and County as well.

The largest employer in the Village, according to the Tuscola County Economic Development Corporation, is the Kaumagraph Flint Corporation, an auto parts manufacturer employing 220 persons. Kaumagraph Flint Corporation is the 10th largest employer in the county. The second largest employer in the Village, and 11th largest in the County is Millington Community Schools, employing 200 persons.

Another significant employment feature in the Village is the Millington Industrial Park. This industrial park is one of only three Certified Industrial Parks in the County.

Figure 10: Employment by Industry Village, Township and County, 1980-1990

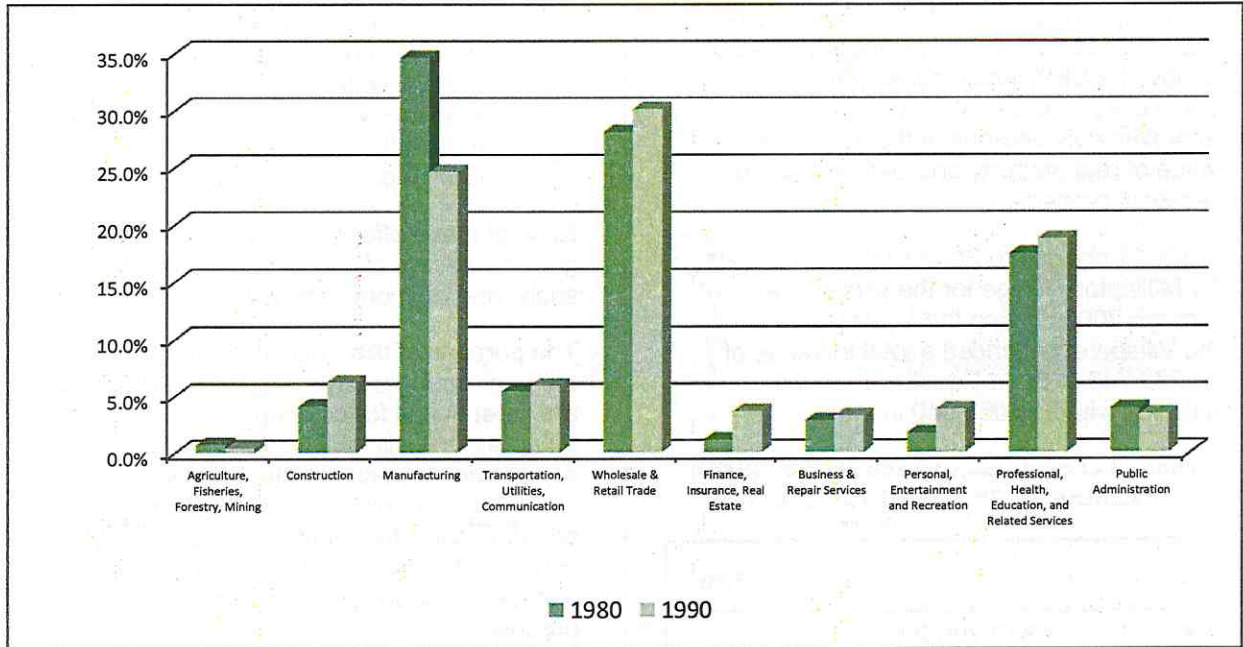


Table 10: Employment by Industry Village, Township and County, 1980-1990

Industry	Millington Village				Millington Township*				Tuscola County			
	1980		1990		1980		1990		1980		1990	
	#	%	#	%	#	%	#	%	#	%	#	%
Agriculture, Fisheries, Forestry, Mining	3	0.7	2	0.4	58	3.5	99	5.5	1,154	5.7	1,169	5.2
Construction	19	4.1	29	6.2	69	4.2	102	5.7	873	4.3	1,298	5.7
Manufacturing	159	34.6	116	24.6	772	47.1	601	33.6	6,803	33.3	6,426	28.4
Transportation, Utilities, Communication	25	5.4	28	5.9	61	3.7	97	5.4	1,034	5.1	1,031	4.6
Wholesale & Retail Trade	129	28.1	142	30.1	357	21.8	398	22.2	3,976	19.5	4,758	21.0
Finance, Insurance, Real Estate	5	1.1	17	3.6	15	0.9	79	4.4	737	3.6	908	4.0
Business & Repair Services	13	2.8	15	3.2	24	1.5	44	2.5	371	1.8	724	3.2
Personal, Entertainment and Recreation	8	1.7	18	3.8	18	1.1	43	2.4	560	2.7	873	3.9
Professional, Health, Education, and Related Services	80	17.4	88	18.7	236	14.4	294	16.4	4,295	21.1	4,799	21.2
Public Administration	18	3.9	16	3.4	28	1.7	32	1.8	597	2.9	646	2.9
TOTALS	459	100.0	471	100.0	1,638	100.0	1,789	100.0	20,400	100.0	22,632	100.0

*Township numbers include Village numbers. Source: 1980 and 1990 U.S. Census Reports.

3.3.4 State Equalized Values

State Equalized Values (SEV) provide an important overview of a community's wealth. By law the SEV, which constitutes a community's tax base, is equal to approximately one-half of the true market value of real property and certain taxable personal properties.

Table 11 shows the State Equalized Values for Millington Village for the years 1996 through 2000. During the 5-year time span, the Village experienced a total increase of \$5,273,740 in State Equalized Values finishing with \$18,068,940 in 2000.

**Table 11: State Equalized Values (SEV)
Millington Village, 1996-2000**

Year	SEV	% Increase
1996	\$12,795,200	--
1997	\$14,132,100	10.4
1998	\$15,841,550	12.1
1999	\$16,719,440	5.5
2000	\$18,068,940	8.1

Source: Millington Village

3.4 Natural Resources

The natural environment plays a major role in land development. The natural environment can significantly impact development such as a steep slope prohibiting the building of any structure. Conversely, the natural environment can be effected by land development. An example would be the increased erosion potential caused by clearing vegetation. Thus, when preparing a Future Land Use Plan, it is important to examine the natural environment in order to determine where development is best suited, and where it should be discouraged.

In any environmentally sensitive area within a community, development should be prevented. Environmentally sensitive areas are lands whose destruction or disturbance will effect the life of a community by either:

1. Creating hazards such as flooding or slope erosion.
2. Destroying important public resources such as groundwater supplies and surface water bodies.
3. Wasting productive lands and non-renewable resources such as prime farmland.

Each of these effects is detrimental to the general welfare of a community, resulting in social and economic losses.

The purpose of this section is twofold. First, the goal is to identify areas in the Village that are most suited for development. The focus is on areas that will minimize development costs and provide amenities without adversely impacting the existing natural systems. The second goal is to identify land that should be conserved in its natural state and is most suitable for open space or recreation purposes.

Topography, woodlands, soil, water resources, and geology are among the most important natural features impacting land use in the Village of Millington. Descriptions of these features follow.

3.4.1 Topography

Because of the relatively flat topography within the Village, few constraints to land development are found. The highest elevation in the Village of about 760 feet above sea level is found in the southeast section near the high school. Lower elevations of around 720 feet are found in the north end of the Village along Millington Creek. No significant hills or other topographical features are found in the Village.

3.4.2 Woodlands

Woodlands information for Millington Village is derived from the Michigan Resource Information System (MIRIS) land use cover data provided by the Michigan Department of Natural Resources (MDNR). The MDNR breaks up woodlands into two categories: upland forests and lowland forests. Upland forests include mostly central hardwood trees such as red oak, white oak, sugar maple, red

maple, black cherry, beech, basswood, and ash. Tree species in the lowland forest include red maple, silver maple, green ash, aspen, cottonwood, elm, and basswood.

Map 2 shows the general locations of upland and lowland forests in the Village.

A large concentration of upland forests is found in the southwest section of the Village. Two smaller sections of upland forests are also found in the Village, as shown on Map 2. In total, upland forests cover 39 acres, or 6.1%, of the Village. Lowland forest areas (81 acres, or 12.7%) are concentrated in two areas within the Village: along Millington Creek in the north section of the Village, and in the southwest section of the Village.

There are many benefits associated with wooded areas that make the preservation of woodlands important for any community. For human inhabitants, forested areas offer scenic contrasts within the landscape and provide recreational opportunities such as hiking and nature enjoyment. In general, woodlands improve the environmental quality of the community by reducing pollution through absorption, reducing the chances of flooding through greater rainwater infiltration, stabilizing and enriching soils, moderating the effects of wind and temperature, and providing diverse habitats for wildlife. •

3.4.3 Wetlands

Wetlands are defined by the existence of water, either on the surface or near the surface, during a portion of the year. According to MIRIS, there are no wetlands located within the Village.

3.4.4 Soil Conditions

Soil characteristics help define the land's capacity to support certain types of land uses. Soils most suitable for development purposes are well-drained and are not subject to a high water table. Adequate drainage is important for minimizing stormwater impacts and the efficient operation of septic drain fields. Adequate depth to the water table is necessary to prevent groundwater contamination from septic systems. A high

water table also limits the construction of basements. Though civil engineering techniques can be employed to improve drainage and maintain adequate separation from the water table, such techniques are expensive to construct and maintain.

Map 3 shows the classification of soils according to their potential for urban development. Soils information was also obtained from the Michigan Resource Information System (MIRIS). MIRIS breaks up soils into two categories: hydric and non-hydric. Hydric soils are soils with poor potential for development. These soils have high water tables and are generally located within the floodplain of some type of creek or river. Areas with high concentrations of hydric soils have a wide range of limiting conditions such as seasonably high water tables, fair to poor bearing capacities, and medium compressibility and shear strength.

Unlike hydric soils, non-hydric soils are good soils with few limitations to development.

As can be seen in Map 3, the highest concentration of poor or hydric soils is found along Millington Creek, in the north end of the Village. Other areas of hydric soils are found in both the southwest section and southeast section of the Village. In total, hydric soils comprise 18.4% of the Village. The rest of the Village is comprised of non-hydric soils, totaling more than 80% of the Village.

3.4.5 Geology

The geology of Millington Village, as well as the entire Lower Peninsula of Michigan, is described in terms of surface geology or quaternary geology (materials deposited by continental glaciers) and bedrock geology (sedimentary rocks underlying the glacial deposits).

The quaternary geology of the Village developed 10,000 to 12,000 years ago through continental glacial activity. As the glaciers melted and retreated from the landscape, large amounts of sand, gravel, clay, and loam were deposited. Massive glacial lakes formed at the front of the

retreating glaciers. Tuscola County was among those submerged in glacial water.

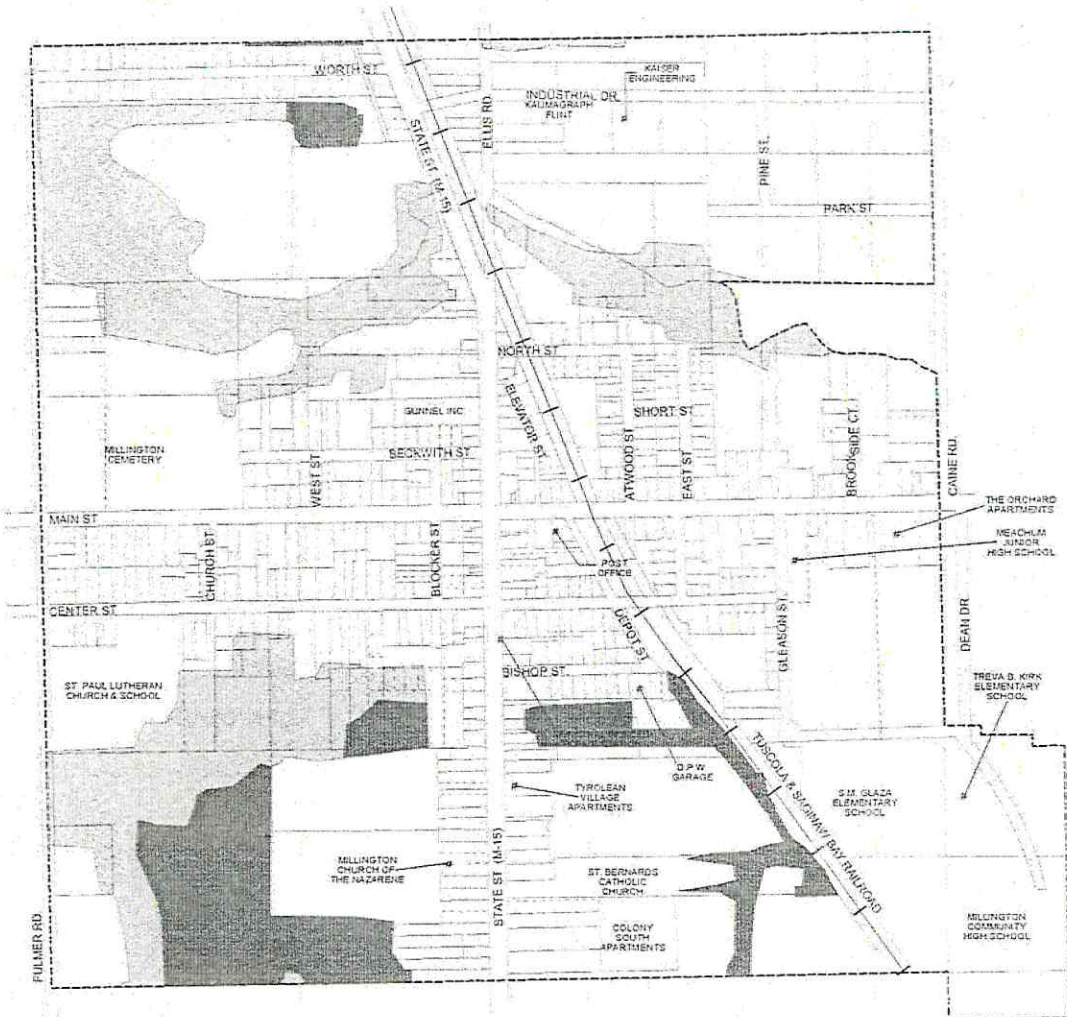
The melting glacial water was laden with fine soil particles, which eventually settled to the bottom, creating clay and loam soils. The glacial melt water streams also deposited fine sands into the shallow glacial lakes. The sand channels are several miles wide in places, but the sand in them is generally only five to ten feet thick.

The sand deposits were further altered by wave action from these glacial "Great Lakes," creating small sand dunes and low beaches across the landscape as the water levels declined and the lakes retreated to their current area of coverage. These low sandy

ridges can be found in the countryside around Millington Village.

The sub-surface geology of Millington Village is sedimentary bedrock that was laid down during the Pennsylvanian ages of the Paleozoic Era. Bedrock is covered by glacial deposits and, generally, depending upon the thickness of the glacial deposits, are located at depths from 40 to 300 feet below the surface. The bedrock was formed from ancient seas, which covered the area some 250 to 600 million years ago. The shallow marine seas deposited layers of silt, clay, sediments, marine animals, plants, coral, and other calcareous materials. These deposits formed sandstone, shale, coal, and limestone bedrock.

Map 2: Environmental Resources



MAP 2 ENVIRONMENTAL RESOURCES

LEGEND

-  UPLAND FOREST
-  LOWLAND FOREST

SOURCE: MICHIGAN RESOURCE INFORMATION SYSTEM (MIRIS), MICHIGAN DEPARTMENT OF NATURAL RESOURCES (MDNR)

MASTER PLAN VILLAGE OF MILLINGTON TUSCOLA COUNTY, MICHIGAN



WADE-TRIM
3933 Monitor Road
Bay City, Michigan 48706
(517) 686-3100



04/25/01

1992 - 1993



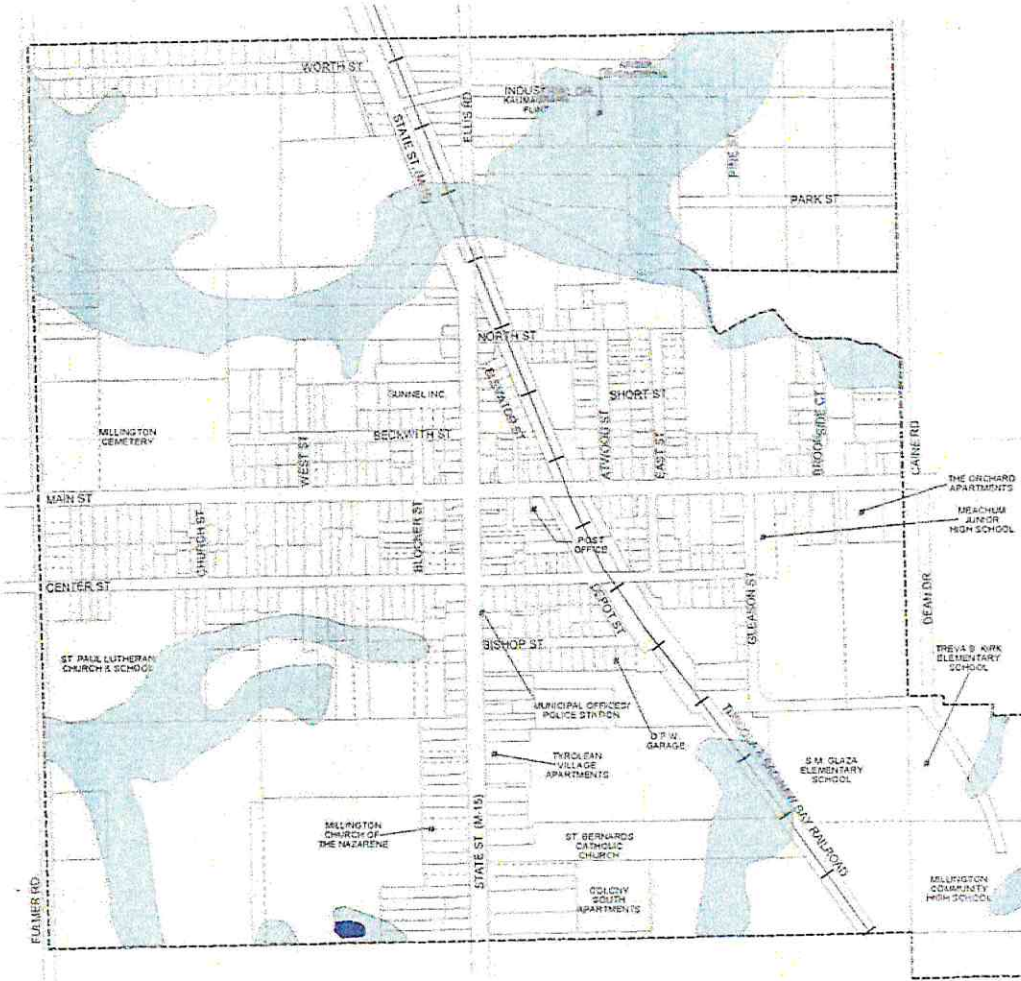
1994 - 1995



1996 - 1997






Map 3: Soil Conditions



MAP 3 SOIL CONDITIONS

LEGEND

-  HYDRIC
-  NON-HYDRIC
-  WATER

SOURCE: MICHIGAN RESOURCE INFORMATION SYSTEM (MIRIS), MICHIGAN DEPARTMENT OF NATURAL RESOURCES (MDNR)

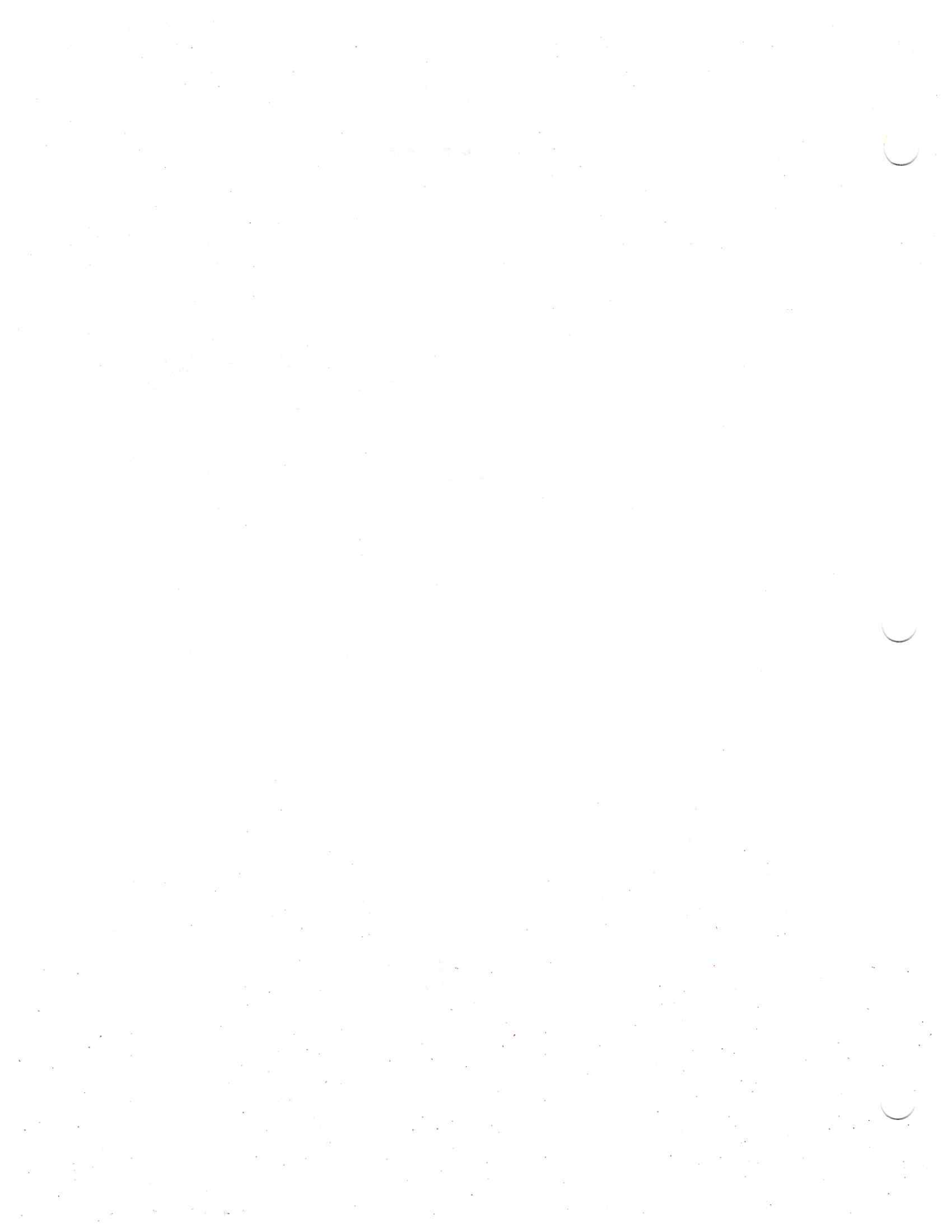
MASTER PLAN VILLAGE OF MILLINGTON TUSCOLA COUNTY, MICHIGAN



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3933 Monitor Road
Bay City, Michigan 48706
(517) 886-3100

300 0 300 600 900 Feet

04/25/01



3.5 Existing Land Use (Updated 2012)

The rational application of the planning process for the Future Land Use Plan is possible only when there is a clear understanding of existing conditions and relationships between land uses. Knowledge of existing land development furnishes the basic information by which decisions can be made concerning proposals for future residential, commercial, industrial, and public land use activities. The Existing Land Use Map and Table, which are included in this section of the report, will serve as a ready reference for the Village of Millington in its consideration of land use management and public improvement proposals.

3.5.1 Survey Methodology

A computer-generated base map for the Village was first created using the digital information from the MIRIS land use cover

data, and the Millington Village tax maps. The map was further updated and checked for accuracy by the Village officials. The base map includes the Village boundary line, streets with names, water bodies, railroads, and property lines. The map was updated in 2012 to reflect changes to the village boundaries that added 189 acres to the village.

A parcel-by-parcel field survey of the entire Village was conducted by Wade-Trim in October 2000. Each land use was recorded on the base map according to a predetermined land use classification system. The information was later digitized and, thus, the Existing Land Use Map was created (Map 4). Village officials later reviewed the map for accuracy. Land use acreages were then derived directly from the digital information (Table 12).

The information was updated in December 2011 by Planning Commission members using the same land use classification system.

Table 12: Existing Land Use Acreage Millington Village, 2000, 2011

Land Use Category	2000		2012	
	Acres	Percent	Acres	Percent
1. Single-Family Residential	145	22.8	137.7	16.7
2. Multi-Family Residential	8	1.3	6.8	0.8
3. Agriculture	4	0.6	253.6	30.7
4. Commercial	18	2.8	20.3	2.5
5. Industrial	16	2.5	26.6	3.2
6. Institutional	100	15.7	102.51	12.4
7. Recreation/Cemetery	18	2.8	18.2	2.2
8. Utility	1	0.2	0.8	0.1
9. Vacant/ROW	327	51.3	259.5	31.4
Totals	637	100.0	826.0	100.0

Source: Wade-Trim field survey of October 2000, Village of Millington Planning Commission field survey December 2011.

3.5.2 Land Use Analysis

The Village of Millington encompassed a total area of 637 acres, or about 1 square mile in 2000. By December 2011 the village had expanded to 826 acres. As shown in Map 4 and 4a, the Village is centered around its one principal intersection, State Street (M-15) and Main Street. Many land uses are found in the Village, and a description of each land use classification follows.

1. Single-Family Residential

Single-Family Residential changed from the second largest land use in the Village in 2000, comprising 145 acres, or 22.8% to the third largest with 137.7 acres (16.7%). This category includes one-family, detached homes and manufactured homes. The apparent drop in acreage is the result in some lots adjacent to residences being classified as vacant and some dwellings with apartments being reclassified as multi-family. Single-family homes are concentrated around the center of the Village, and extend out along the two main roads, Main Street and State Street. Many single-family residences are also found in the northwest section of the Village, along Worth Street.

2. Multi-Family Residential

This category dropped from 8 acres, or 1.3% to 6.8 acres or 0.85, includes duplexes, townhouses, and apartments. There are three multi-family complexes within the Village limits: Colony South Apartments on M-15 in the south end, Tyrolean Village Apartments also along M-15, and The Orchard on Main Street in the eastern end of the Village. The apparent drop, despite the fact that additional duplexes and triplexes were identified, is due to vacant land previously attributed to the Colony South Apartments.

3. Agriculture

Agriculture saw the biggest change between 2000 and 2011, increasing from 4 acres (0.6%) to 253.6 acres (30.7%) or

the second largest land use in the village. Most of the change was due to the addition of new areas to the village, although a few large parcels within the 2000 village boundaries were reclassified from vacant to agricultural.

4. Commercial

Commercial land use includes retail sales and services, offices, and businesses other than industrial uses. The majority of commerce is located in the center of the Village at the main intersection. Most of the other commercial establishments in the Village are found along State Street (M-15). Commercial land uses increased from 18 acres, or 2.8% in 2000 to 20.3 acres or 2.5% of the Village.

5. Industrial

The Village has a fair amount of industrial lands, increasing from 16 acres, or 2.5% in 2000 to 20.3 acres or 2.5% in 2011. Most of the industry in the Village can be found either along the railroad line cutting through the center of the Village, or in the industrial park on the north end of town. The most prominent industrial complex is the grain elevator located in the center of the Village along Elevator Street. Other important industries are ADS on Industrial Drive, Kaiser-Stemco Engineering on Industrial Drive, and Gunnell Incorporated on State Street.

6. Institutional

This category is comprised of lands devoted to schools, governmental offices, churches, fire stations, and related uses. Institutional lands comprised 100 acres (15.7%) of the Village in 2000 and 102.5 (12.4%) in 2011 due to a modest increase in school property. The Millington Public School complex in the southeast section of the Village accounts for most of the institutional land, and is comprised of Meachum Jr. High School, Millington High School, S.M. Glaza Elementary School, and Treva B. Kirk Elementary School. The remaining institutional lands are scattered throughout the Village and are comprised

of the Township and Village offices, Police and Fire Station, Millington Church of the Nazarene, Village of Millington Community Center, and St. Paul Lutheran Church and School, among others.

7. Recreation/Cemetery

The amount of Recreation/Cemetery lands remained unchanged at 18 acres, although as a percentage of land use it dropped from 2.8% to 2.2% of the Village. The Millington Cemetery is the most prominent land use falling into this category. The Village has no public park or recreation facilities at present. However, the Village Downtown Development Authority is in the process of developing a park on State Road just north of North Street. Additional recreational opportunities are provided by a park operated joint by Millington Township, Arbela Township and the village but the park is located outside the village so is not counted in this inventory.

8. Utility

The Millington Substation on Center Street is the only utility land use in the Village and comprises 1 acre.

9. Vacant/ROW

The largest land use category in the Village is the Vacant/ROW category, or land for which no specific use is evident. Much of the land in this category is vacant due to natural or environmental constraints such as woodlands or wetlands. Street and railroad rights-of-way are also included in this category. Vacant/ROW land dropped from one half of total land area (327 acres or 51.3%) to less than a third (259.5 acres or 31.4%) primarily due to reclassifying some property from vacant to agricultural. The largest tracks of vacant land are found in the northwest, northeast, and southwest corners of the Village.

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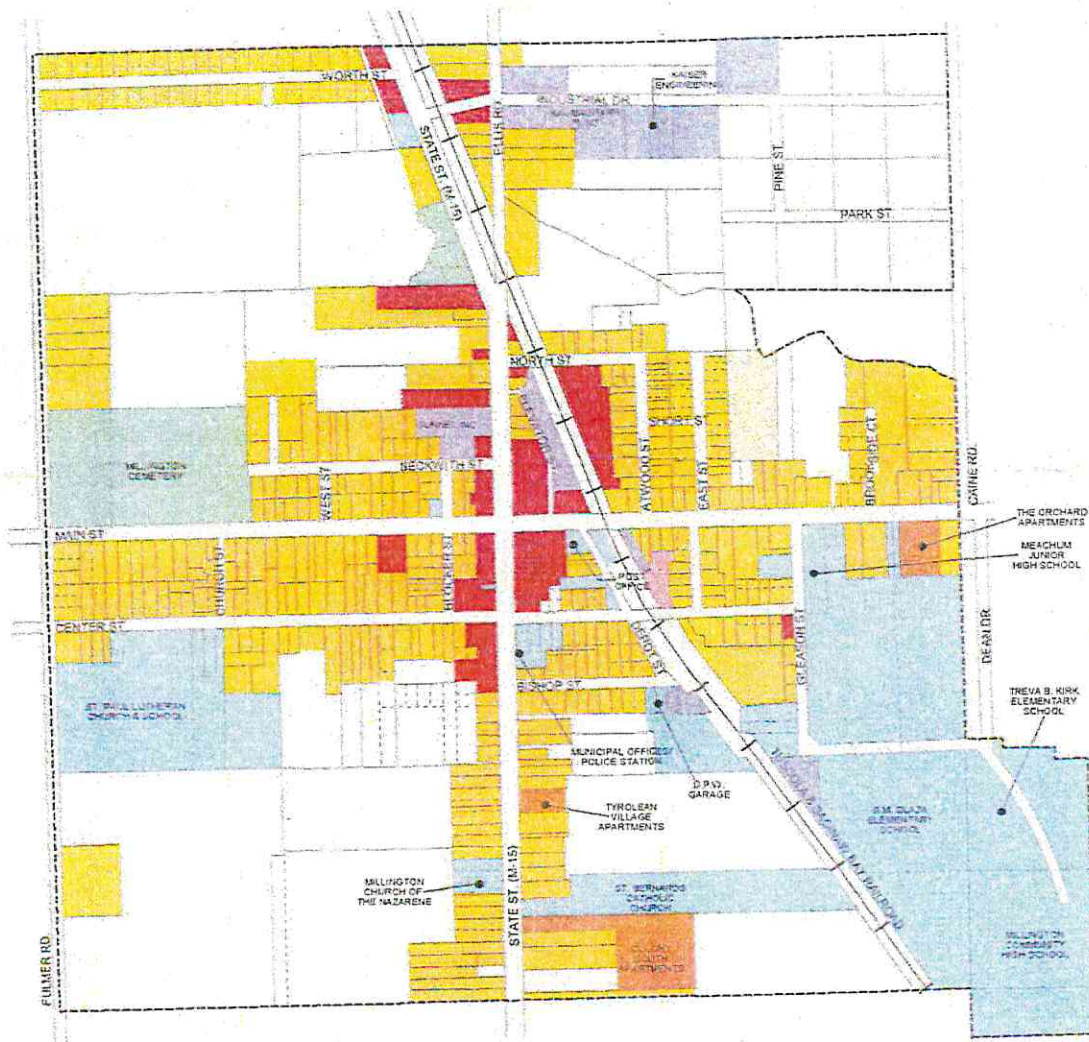
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Map 4: Existing Land Use - 2000



**MAP 4
EXISTING LAND USE**

LEGEND

- SINGLE-FAMILY RESIDENTIAL
- MULTI-FAMILY RESIDENTIAL
- AGRICULTURAL
- COMMERCIAL
- INDUSTRIAL
- INSTITUTIONAL
- RECREATION/CEMETERY
- UTILITY
- VACANT

SOURCE: WADE-TRIM SURVEY OF OCTOBER 5, 2000

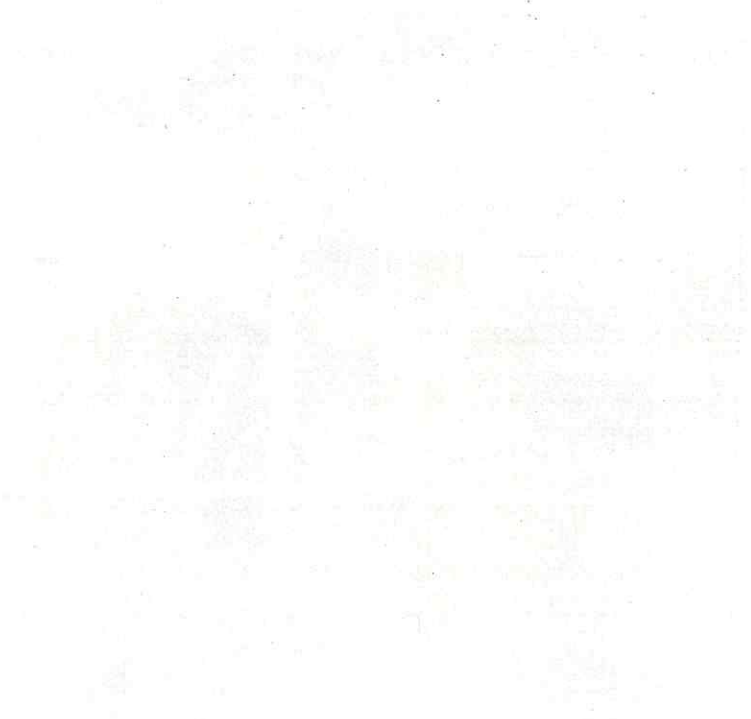
**MASTER PLAN
VILLAGE OF MILLINGTON**
TUSCOLA COUNTY, MICHIGAN



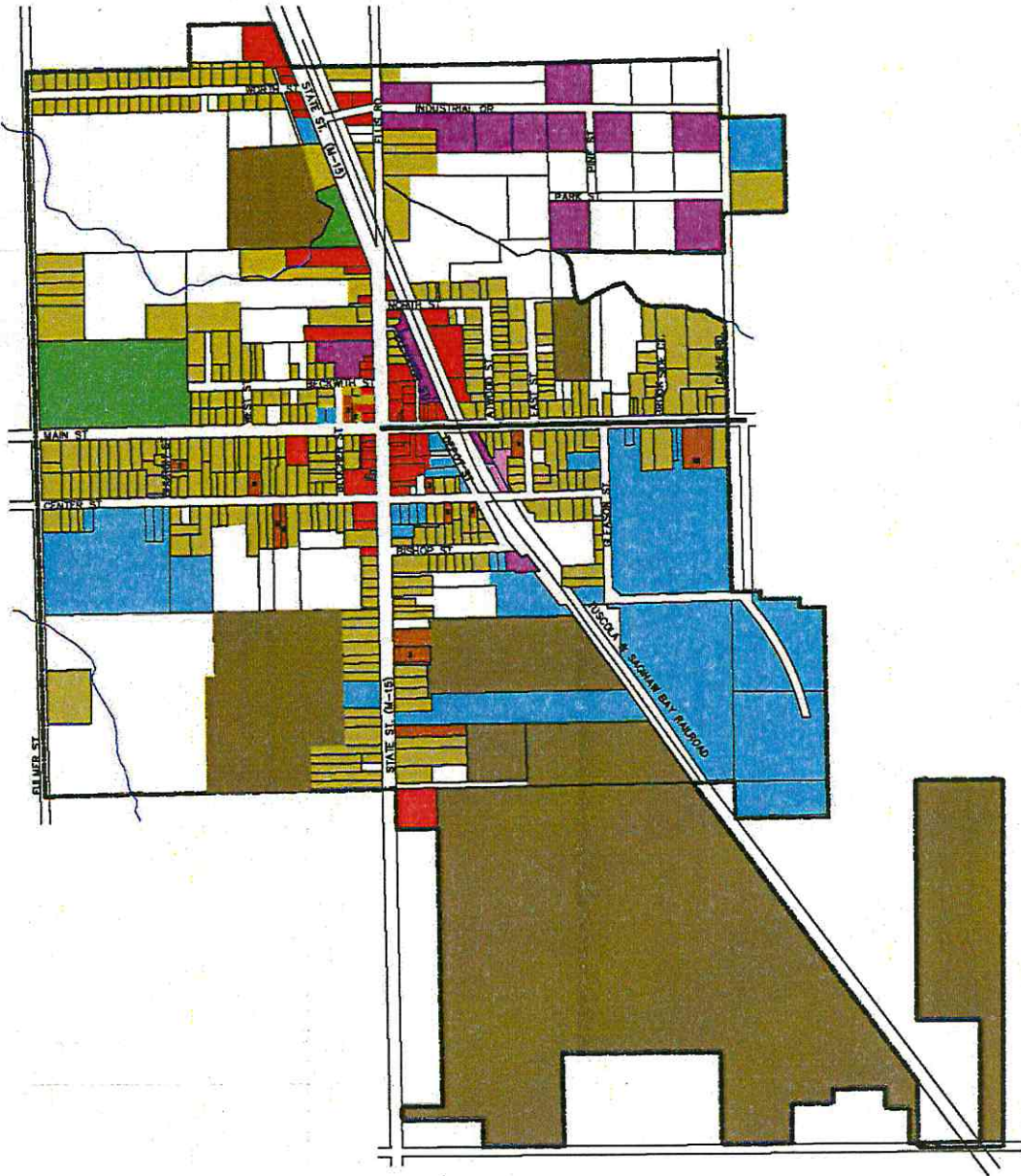
WADE-TRIM
3533 Monitor Road
Bay City, Michigan 48706
(517) 686-3100

300 0 300 600 900 Feet

04/25/01



Map 4a: Existing Land Use - 2011



VILLAGE OF
MILLINGTON

MAP 4A
EXISTING LAND USE
2011

- SINGLE-FAMILY RESIDENTIAL
- MULTI-FAMILY RESIDENTIAL
- AGRICULTURAL
- COMMERCIAL
- INDUSTRIAL
- INSTITUTIONAL
- RECREATION/CEMETERY
- UTILITY
- VACANT



4.0 Community Goals and Objectives

4.1 Introduction

Before a community can actively plan for its future growth and development, it must first develop a set of goals and objectives that define the boundaries of its needs and aspirations. The goals and objectives must reflect the type of community desired and the kind of lifestyle its citizens wish to follow, given realistic economic and social constraints.

The following is a recommended set of community goals (the ultimate purposes or intent of the Plan) and objectives (means of attaining goals) as established by the Village of Millington Planning Commission. These goals and objectives are based upon the background studies and analysis, as presented in Section 3.0, and upon a survey of the citizens and Planning Commission Members conducted on December 13, 2000, to assess the likes and dislikes and future improvement needs of the Township.

4.2 Community-Wide Goals

1. Create an optimum living environment that will meet the physical, social, and economic needs of the citizens, while preserving the friendly and small town character of the community.
2. Capitalize on the Village's location near large urban centers, regional tourist attractions, and major transportation routes for economic growth and development.
3. Work with property owners to enhance the aesthetic characteristics of the community in order to make Millington an attractive place to live.
4. Relate land use primarily to the long-term needs and quality of life of the community.
5. Encourage intergovernmental cooperation with other surrounding communities in the coordination and provision of the area-wide facilities.
6. Preserve and promote the rights of individual property owners while

maintaining the aesthetic character of the community.

4.3 Residential Goal and Objectives

Goal

Promote the development and enhancement of residential areas in order to provide attractive and affordable housing choices.

Objectives

1. Maintain the existing housing stock in the community to preserve and enhance the Village's unique character.
2. Protect the identity and stability of residential areas by promoting the improvement and beautification of neighborhoods.
3. Promote the development of new housing to offer more housing choices.
4. Promote the development of senior housing.
5. Encourage appropriate land use in residential areas through long-term planning and local ordinance adoption.
6. Remove unsanitary or unsafe housing through code enforcement or other means.
7. Remove blight through code enforcement or other means.

4.4 Commercial Goal and Objectives

Goal

Provide for a wide range of commercial facilities to serve the needs of the local population and tourists.

Objectives

1. Redevelop, expand, beautify, and promote the central business district around a unique theme to enhance commerce in the community.

2. Encourage the development of commercial establishments to serve the needs of the community.
3. Establish a compatible relationship between commercial and adjacent residential uses through long-term planning and local ordinance adoption.
4. Eliminate spot zoning where appropriate.
5. Identify historic buildings and promote their restoration and/or preservation.

4.5 Industrial Goal and Objectives

Goal

Encourage a variety of light industrial developments with attractive sites to strengthen the tax base and provide employment opportunities for area residents.

Objectives

1. Encourage the development of new industries that are economically associated with the existing industrial base in the region.
2. Locate industrial areas within reasonable boundaries that are easily accessible from existing transportation networks and are not subject to encroachment by incompatible uses.

4.6 Transportation Goal and Objectives

Goal

Develop and maintain a network of streets that meets the needs of all Village residents, businesses, and tourists in a safe and convenient manner.

Objectives

1. Utilize federal/state road and highway classification system for classifying existing and future streets in the Village of Millington.
2. Cooperate with the Michigan Department of Transportation, the Tuscola County Road Commission, and surrounding

communities in the planning and design of street improvements.

3. Develop and implement a plan for local street and streetscape improvements through a public participation process.
4. Limit points of ingress/egress on major streets.
5. Segregate truck and automobile traffic as much as possible.
6. Develop a network of bike/hiking paths to all parts of the Village to encourage non-motorized transportation.

4.7 Park and Recreation Goal and Objectives

Goal

Preserve the natural resources of the Village of Millington and provide for the recreational needs of all residents.

Objectives

1. Encourage public participation and utilize professional expertise to determine needed and desired recreation facilities.
2. Establish a Village-wide tree planting and beautification program.
3. Locate desirable sites to meet the future recreational needs of the residents.
4. Cooperate with the school district, the surrounding communities, and non-profit and community groups in the development of regional trails and other recreational facilities.

4.8 Natural Environment Goal and Objectives

Goal

Preserve and enhance the natural and environmental resources of the Village for all present and future Village residents.

Objectives

1. Implement land use patterns, which will direct new growth away from environmentally sensitive areas, such as woodlands, wetlands, steep slopes, and areas subject to flooding.

2. Implement development controls, which will maximize the protection of land-based natural resources while preserving the quality of air and water.

4.9 Infrastructure Goal and Objectives

Goal

Improve and enhance the infrastructure of the Village for all present and future Village residents and businesses.

Objectives

1. Cooperate with the surrounding communities in meeting infrastructure needs of the community.
2. Use underground utilities where appropriate.

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5.0 Future Land Use Plan (Updated 2012)

5.1 Introduction

The Future Land Use Plan identifies the desired pattern of land development in the Village of Millington for a period extending approximately 15 years. The Future Land Use Plan is a general statement of the Village's goals and provides a single, comprehensive view of the community's desire for its future. This section describes the basis for the plan and the intended character of each land use classification.

5.2 What is a Future Land Use Plan?

A Future Land Use Plan is a guide for the physical development of a community. Based on the social and economic values of the community, it translates those values into a scheme that describes how, why, when, and where to build, rebuild, or preserve the community.

There are many general characteristics of a Future Land Use Plan. The first characteristic of the Plan is that it is long range, covering a time period of as much as twenty years. Not only does the Plan present a vision of the community in the future, it also recommends procedures and policies that can help the community to get there.

A second characteristic of the Plan is that it is meant to be general in nature. The Future Land Use Plan is not meant to be specific, recommending land uses property by property. It only provides land use recommendations for generalized locations in the community. This is one of the strengths of the Future Land Use Plan, allowing for the community to determine exact locations and boundaries for the proper land use classifications.

A third characteristic of the Plan is that it is comprehensive, covering all social, economic, and physical aspects of the entire community. The Plan not only analyzes the individual functions that make the community work, the

Plan also studies the interrelationships between these functions.

Lastly, a Future Land Use Plan is a statement of policy and a guide covering such community desires as quantity, character, location, and rate of growth and indicating how these desires are to be achieved. It is important to understand that the Plan has no legal authority, unlike legal documents such as a zoning ordinance or subdivision regulations. The Plan serves as a guide in the formulation of these legal documents.

Government bodies and officials such as the Village Council, Planning Commission, and Zoning Administrator should use the Plan as a guide in their day-to-day decision making processes.

5.3 Basis for the Plan

Making informed decisions about the future growth and redevelopment of communities is no easy task. Communities have become centers of complex and interrelated activities. Employment and residential areas are interconnected and supported by public and private facilities such as streets, water, sewer, storm drains, parks, and services such as garbage pick up, police and fire protection, medical and emergency services. Many of these facilities and services are interrelated, as are the land uses they support or serve. A Future Land Use Plan can only be created after this thorough understanding of all the elements in the land use system is gained.

In the preceding chapters of this Master Plan, many elements of Millington Village were analyzed including, demographic data, environmental features, existing development patterns, and community goals and objectives. These elements, in addition to an understanding of current public services and facilities, transportation networks, regional conditions, and market trends, combine to form the basis for the Future Land Use Plan.

5.4 Plan Recommendations

Nine land use categories were proposed for the Village of Millington in 2000 and are portrayed on Map 5 and 5a as well as in Table 13. Figure 11 and 12 illustrate the comparison between the distribution of the existing land use and the future land use in the Village. A description of each future land use category is presented below.

1. Single-Family Residential

Since the Village of Millington is predominantly a single-family homes community, single-family residential is proposed as the predominant land use category for the Future Land Use Plan. It includes predominantly single-family, detached homes and some related uses such as neighborhood parks, schools, and churches. Duplexes will be allowed as special exceptions. It is recommended that this district maintains a density of 3 single-family homes per acre.

This district is designed to promote an orderly expansion of existing neighborhoods. Included in the district are all existing single-family homes, and areas for new housing that adjoin existing neighborhoods. This expansion of existing neighborhoods with similar type housing that presently exist will accomplish several things.

- First, it will help in "preserving the friendly and small town character of the community," a stated community-wide goal of the Master Plan.
- The designated area for new housing will offer an attractive opportunity for new growth, which will enjoy compatibility with the existing neighborhoods and share the amenities received by the current residents.
- Orderly growth, as opposed to "leap-frog development," will result in a cost-effective expansion of Village services.

The Plan recommends expanding the existing single-family use from 137.7

acres (16.7% of the Village total to 206 acres (32.3%), for an increase of 61 acres. It is not anticipated that all of this land will be developed over the next 20 years.

The R-1 zoning district corresponds with this land use classification.

2. Multi-Family Residential

The multiple family residential district is intended to provide opportunities for affordable housing and alternatives to traditional single-family homes. Included in this district are duplexes, townhouses, apartments, and mobile home parks.

As compared to the surrounding communities, the village currently has a high percentage of single persons (25.4%) and persons over the age of 65 years (15.2%). These two population groups generally desire more multi-family housing than the other population groups. If these two population groups continue to grow in the future, there would be a significant need for multi-family housing in the Village.

Because it is difficult to predict the type and market for multi-family housing in the Village, the Plan does not identify any new areas for multi-family housing districts. The Plan recommends that the following location criteria be used when a new proposal for a multi-family development comes before the Village.

- In keeping with the small town character of the Village, the density for new developments should be kept to no more than 12 housing units per acre.
- The multi-family development generates considerably more traffic than the single-family homes development. Therefore, new development should be located along or in the near vicinity of a major thoroughfare.
- The new development should be used as a transition zone or buffer between

- the single-family neighborhood and commercial or office uses.
- To ensure their successful development, projects should be required to show a demonstrated need for the housing being proposed.

The R-3 zoning district corresponds to this land use classification.

3. Agriculture

The most significant change in the Future Land Use Plan is the increase in area designated as Agricultural. This is due to the redesignation of some areas previously designated as single-family that is currently cropland and the addition of farmland into the village since 2001 through boundary adjustments. The agricultural district is intended to serve the following purposes:

- Steer development away from environmentally sensitive areas, mostly the wetlands, in the Village.
- Reserve land for future development.
- Protect existing farming operations and allow them to continue by not to expand.
- Identify lands that may be inappropriate for higher density development in the future.

Land in this classification will generally be zoned R-1

4. Commercial

This district is intended to serve the retail sales, service and office needs of the local and regional market outside of the central business district. The Plan includes most existing commercial uses in the Village, although a few non-conforming commercial uses are excluded. New commercial uses should be located based upon the following criteria.

- The proposed commercial establishment must show a clearly defined need for the local or regional market.

- The establishment should be located on a major road and which will have minimal negative traffic impact on the surrounding properties.
- The proposed commercial use would be compatible to the surrounding property uses and an acceptable buffer or screen will be provided between the proposed commercial use and adjoining non-commercial uses

The C-2 zoning district corresponds to this land use classification.

5. Central Business District

Due to its geographic proximity to several population centers, major tourist attractions and major highways, the Village of Millington can become a major center of regional commerce. The plan proposes the creation of a well-defined central business district to be located in and around the current businesses in the heart of the Village. The proposed 31-acre district will include most of the businesses located in the vicinity of the intersection of State Street (M-15) and Main Street.

The district will be developed with a theme unique to Millington and promoted as a regional destination for shopping, service, and recreation. The district is part of the village's downtown development authority (DDA) with a detailed development plan for the district should be prepared which would encourage the strengthening of existing businesses and addition of new uses. The district should encourage compatible mixed uses, bike, and pedestrian traffic, and unique design controls for building facades and signs.

The unique theme and attractiveness of the district can be established through landscaping features such as trees and flower beds, information booths, and street furniture, such as benches, street signs, light poles, banners, and waste receptacles.

The C-1 zoning district corresponds to this land use classification.

6. Industrial

The Plan recommends the expansion of industrial use from the existing 16 acres to 57 acres. All of the proposed expansion is recommended in the existing industrial park, located in the northeast corner of the Village.

The Village has an attractive state-certified industrial park, with convenient access from State Road (M-15) and Tuscola and Saginaw Bay Railroad, all utilities in place, plenty of room for expansion, and is segregated from the residential neighborhoods. The Village has a great opportunity to develop this park into a major source of local revenues and a source for job opportunities for local and regional population.

The IND zoning district corresponds to this land use classification.

7. Institutional

The Plan designates 98 acres, or 15.4% of the Village as institutional district. This district includes all of the existing institutional uses outside of the central business district. Schools and churches account for a large majority of the institutional uses.

New institutional uses should be located by considering need, adequacy of the site, access, and compatibility to the surrounding properties.

There is no zoning district that directly corresponds with this land use classification. Institutional uses are allowed in several zoning districts.

8. Recreation/Cemetery

The Millington Cemetery comprises most of this district. In total, 18 acres or 2.8% of the Village falls into this category. No new lands have been designated for recreational use. Even though few recreational opportunities are found within the Village, residents are able to utilize recreation facilities outside of the Village

including Arthur Lathum Memorial Park in Millington Township.

If the Village desires to provide expanded recreation opportunities within the Village, a Michigan Certified Community Recreation Plan should be developed. The Recreation Plan, if developed according to the requirements established by the Michigan Department of Natural Resources (MDNR), and certified by MDNR, would allow the Village to seek State funding for recreational facilities. The MDNR-certified plan is good for five years.

The cemetery and recreation uses are permitted in the R-1 zoning district.

9. Utility

This district is comprised of the one-acre Millington Substation located on Center Street.

This use is allowed in the IND zoning district.

10. Other Lands

The remaining 63 acres, or 9.9%, of the Village is designated for the street and railroad rights-of-way.

The plan classifies all streets as either a major road or local road. The Village of Millington has one major road, M-15, and the rest of the streets are classified as local roads. Because of the importance of M-15 as a regional thoroughfare, there exists an opportunity for the Village to capitalize through enhancement and beautification of the highway as well as uses along the highway. Streetscape plans, proper landscaping requirements, and access control policies are all strategies which can enhance the experience of travelers along M-15, and possibly draw more tourists and new development. The Village will have to work in consultation with and will be required to get permission from the Michigan Department of Transportation (MDOT) to make any improvements along the state highway.

Table 13: Future Land Use Acreage Millington Village

Land Use Category	2001		2012	
	Acres	Percent %	Acres	Percent %
1. Single-Family Residential	206	32.3	208.9	25.1
2. Multi-Family Residential	8	1.3	7.6	0.9
3. Agriculture	146	22.9	322.7	39.1
4. Commercial	9	1.4	15.5	1.9
5. Central Business District	31	4.9	15.1	1.8
6. Industrial	57	8.9	56.6	6.8
7. Institutional	98	15.4	101.1	12.2
8. Recreation/Cemetery	18	2.8	18.2	2.2
9. Utility	1	0.2	0.8	0.1
10. Rights-of-Way	63	9.9	79.4	9.6
Totals	637	100.0	825.9	100.0

11. Additional Recommendations

In addition to the aforementioned future land uses, the plan also recommends the following:

a. Village Entryway

Millington has an advantageous location along a major north-south highway, M-15, and in close proximity to major urban centers and regional tourist attractions as mentioned earlier in this Plan. In order to capitalize on this location for economic development purposes, the plan recommends the development of two Village entryways at strategic locations. Located on M-15 at the northern and southern Village boundary lines, the entryway is intended to establish a positive image for people driving into or passing through the Village.

An entryway is not intended to be a particular land use district. It is meant to serve as an area where the Village would encourage attractive developments, alleviate blight, if it exists, and install especially attractive features such as ornamental lights,

signs, banners, and landscaping. Most of these features can be installed on the street right-of-way, or on private property easements. The Village will require permission from the Michigan Department of Transportation (MDOT) to make any improvements along the state highway.

b. Bike Trail

The plan recommends a bike trail running through the Village, generally located along Main Street in the western portion of the Village and along State Street in the southern section of the Village. The bike trail is designed to connect major points in the Village, including the Central Business District, with major facilities

5.5 Using the Plan

Now that the Future Land Use recommendations have been laid out for the Village, it is appropriate to describe how to put the Plan to use.

It is important to remember that the Master Plan and its future land use map is not a legal document, and should not be confused with

the Zoning Ordinance or map. In fact, the Zoning Map and Future Land Use Map may not even look the same. The key difference is that Zoning deals with land use now, and the Master Plan prescribes a vision for land use in the future and acts as a guide to get you there.

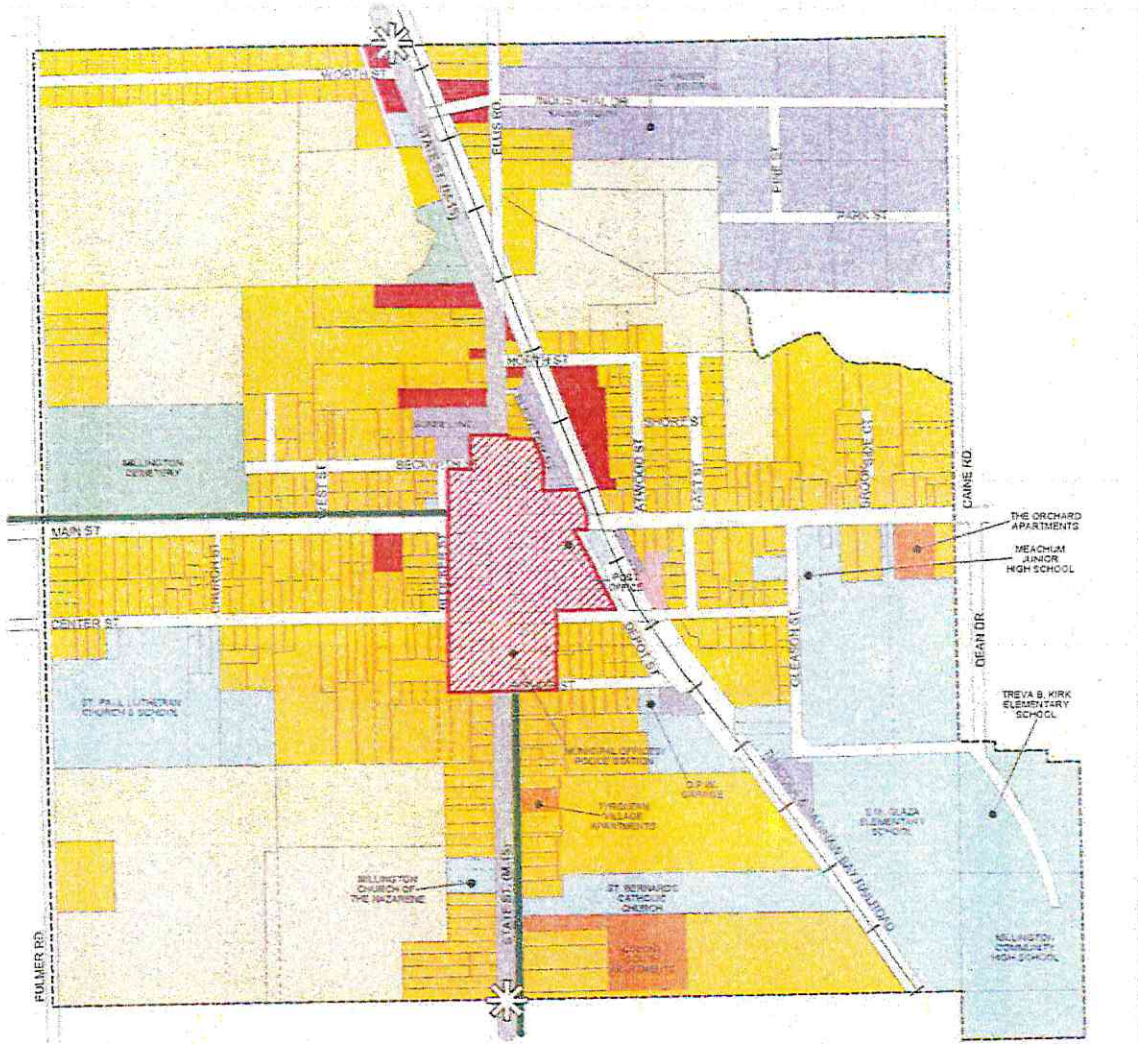
One of the principal benefits of having an adopted Master Plan is the foundation it provides for zoning decisions. As the Village Council or Planning Commission is faced with making zoning and land use decisions, the respective boards must consider the recommendations as set forth in the Master Plan. Rezoning, site plan reviews, and special land uses should always conform with the principles found in the Master Plan, otherwise they should not be approved. A process for using the plan to review rezoning requests is outlined in the Implementation section.

Flexibility is a definite strength of the Master Plan. Changing trends, circumstances,

unanticipated opportunities, and unforeseen problems can require an amendment to the Master Plan. If a rezoning, site plan review, or special land use decision is appropriate for a community because of new conditions, but does not conform to the Master Plan, the Master Plan should be amended, either before the decision is approved or immediately following it. If an amendment occurs, it is important to know that rest of the Plan is still relevant. The Plan will only become irrelevant or obsolete if the Master Plan is not updated when changes occur in the municipality.

In order to keep the Master Plan an up to date and relevant planning tool, it is important to schedule frequent reviews of the Master Plan. The Michigan Planning Enabling Act requires a community that has adopted a Master Plan to review it at least once every five years to determine if there is a need to amend or update the plan. Standards for conducting the five-year review are included in the Implementation section.

Map 5: Future Land Use Map 2001



**MAP 5
FUTURE LAND USE**

LEGEND

- SINGLE-FAMILY RESIDENTIAL
- MULTI-FAMILY RESIDENTIAL
- AGRICULTURAL
- CENTRAL BUSINESS DISTRICT
- COMMERCIAL
- INDUSTRIAL
- INSTITUTIONAL
- RECREATION/CEMETERY
- UTILITY

- VILLAGE ENTRYWAY
- BIKE-TRAIL
- MAJOR ROAD
- LOCAL ROAD

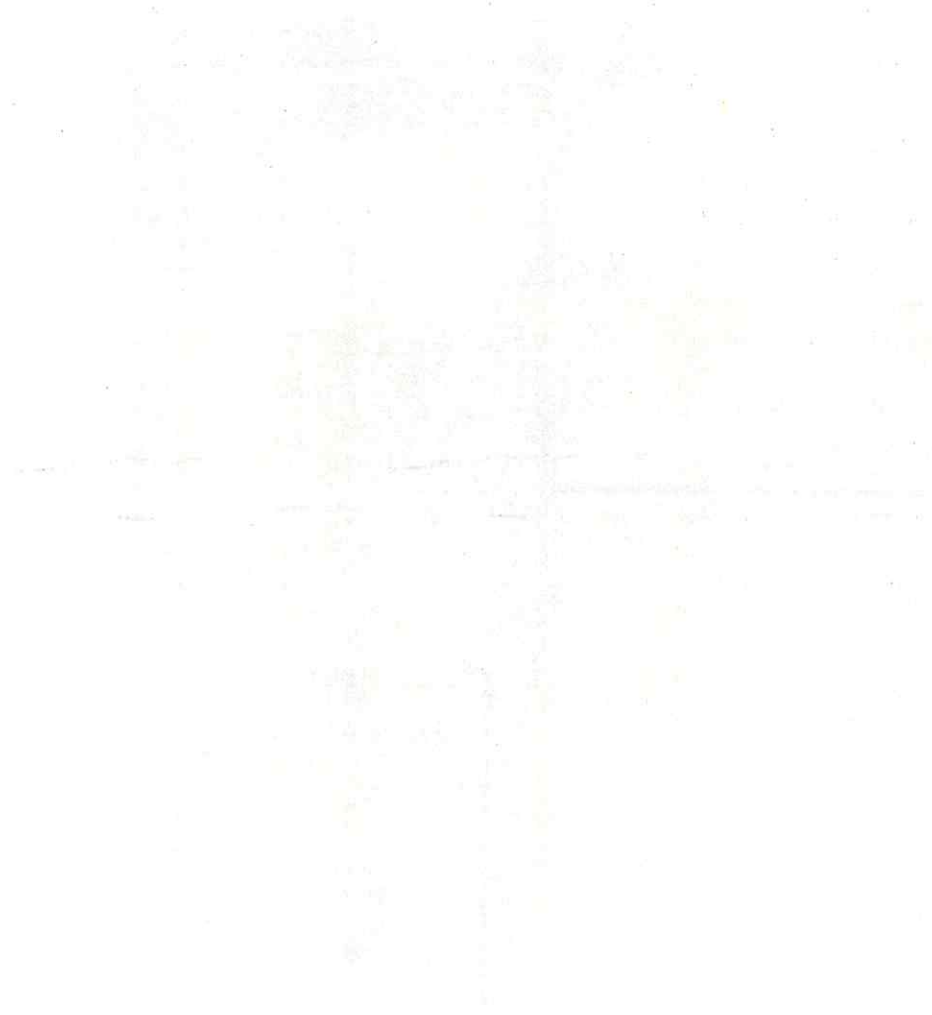
**MASTER PLAN
VILLAGE OF MILLINGTON**
TUSCOLA COUNTY, MICHIGAN



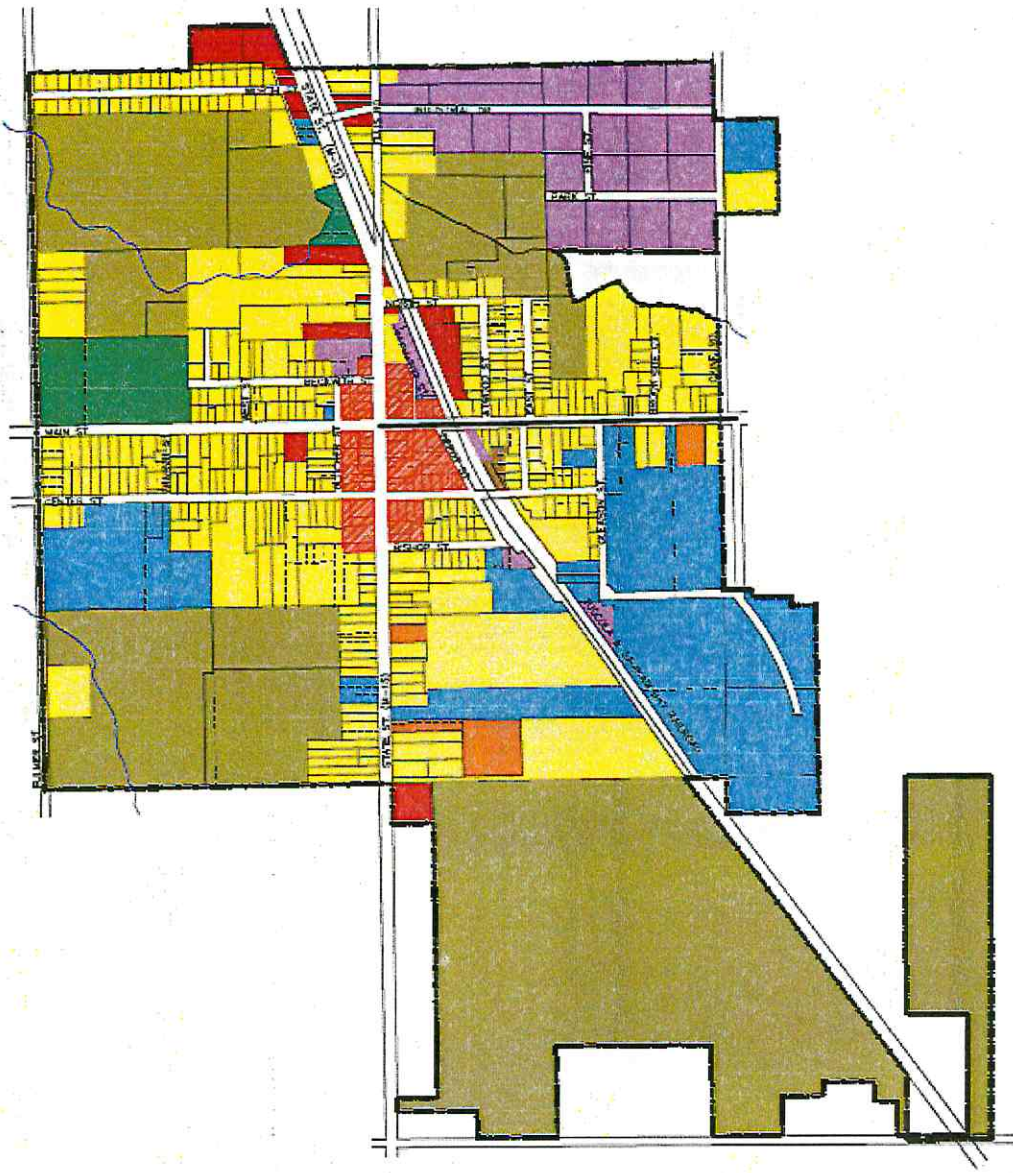
WADE-TRIM
3933 Monitor Road
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300 0 300 600 900 Feet

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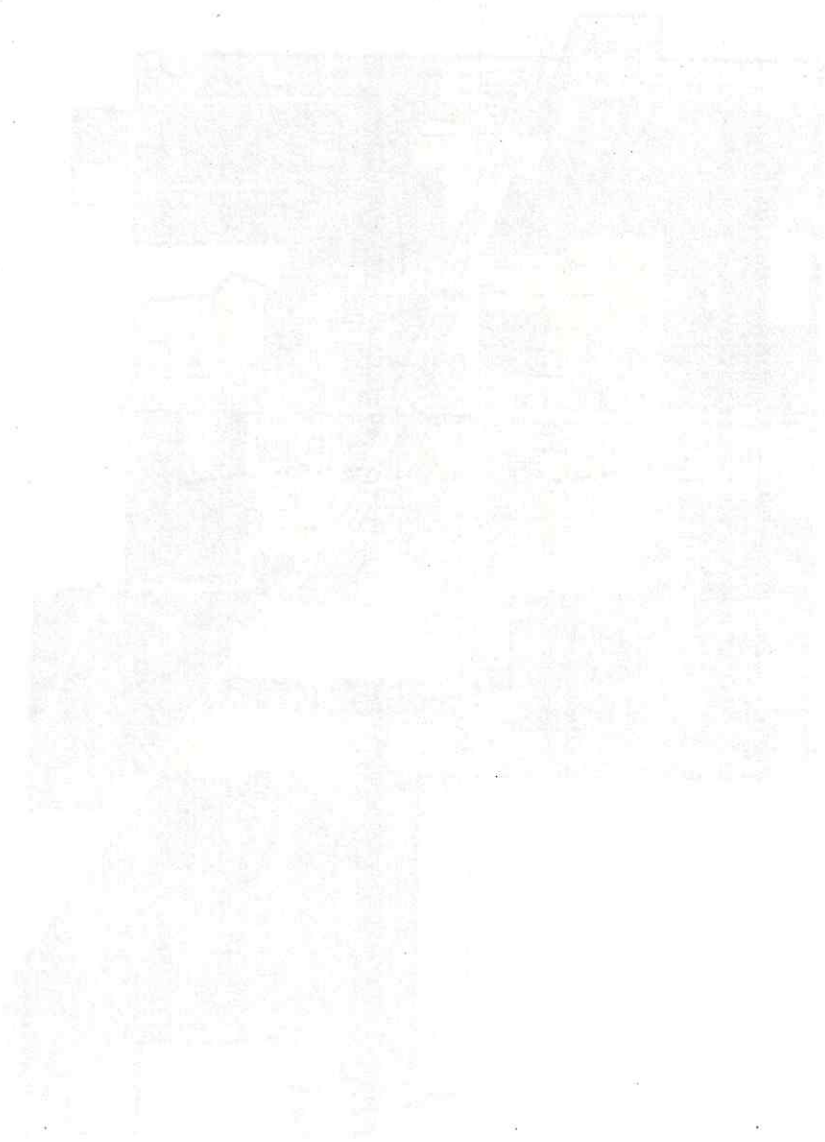


Map 5a: Future Land Use Map 2012



MAP 5A
FUTURE LAND USE
2012

- SINGLE-FAMILY RESIDENTIAL
- MULTI-FAMILY RESIDENTIAL
- AGRICULTURAL
- CENTRAL BUSINESS DISTRICT
- COMMERCIAL
- INDUSTRIAL
- INSTITUTIONAL
- RECREATION/CEMETERY
- UTILITY
- * VILLAGE ENTRYWAY
- BIKE TRAIL
- MAJOR STREET
- LOCAL STREET



6.0 Zoning Plan (Added 2012)

The Michigan Planning Enabling Act requires a community with a zoning ordinance to include in their Master Plan a "zoning plan" that ties the recommendations of the future land use plan to the current and future zoning ordinance.

6.1 Changes to Zoning Districts

The relationship between the future land use classifications and the current/future zoning ordinance and recommended changes are outlined below in Table 14.

Table 14: Comparison of Future Land Use Classifications and Zoning Districts

Future Land Use Classification	Current Zoning District	Proposed Changes
Single-Family Residential	Single-Family Residential District – R-1	Modify district regulations to permit duplexes, funeral homes, cemeteries and schools by Special Exception Permit
	Single-Family/Two-Family Residential District – R-2	Delete zoning district and initiate rezoning to rezone all current R-2 parcels to R-1
Multi-Family Residential	Multiple-Family Residential District – R-3	Modify district regulations to permit duplexes by right and mobile home parks by Special Exception Permit
Agricultural	Agricultural uses not allowed in any zoning district	No change; most land designated agricultural will remain zoned R-1.
	Manufactured Home Park District – R-4	Delete zoning district
Commercial	General Business District – C-2	Modify district regulations to permit duplexes, lumber yards, grain elevators and gas and oil distributors by Special Exception Permit Also add provisions to allow adaptive reuse of property of parcels with certain characteristics to address the Gunnel site.
Central Business District	Central Business District – C-1	Modify district regulations to permit churches by right
Industrial	Industrial District - IND	No change
Institutional	Different institutional uses are allowed in different districts	Modify the institutional uses as outlined in Table 15
Recreation/Cemetery	Recreation allowed in R-1, R-2, R-3, R-4; cemeteries not allowed	See single-family residential above
Utility	Allowed in IND	No change
Other Lands	Not zoned (ROW)	No change

Table 15: Zoning Required for Various Institutional and Utility Uses

	Institutional and Utility Uses	Districts	
1	Publicly owned and operated recreation areas, parks and playgrounds.	R-1, R-2, R-3	Combine with description in rows 2 and 5 – 8 and allow in all residential districts by Special Exception Permit and by right in commercial and industrial districts by right
2	Publicly owned buildings and community facilities, including schools.	R-3, R-4	See comment in first row
3	Utility and public service office buildings and uses (without storage yards) when operating requirements necessitate the locating of such facilities within the district to serve the immediate vicinity. No building or structure shall be located in any required front or side yard.	C-1	Add to C-2
4	Churches and other places of worship	R-1, R-2, R-3, C-2	Add to C-1 district
5	Publicly owned and operated buildings and community facilities, including parks and schools	R-2, R-3, R-4	See comment in first row
6	Libraries	C-1	See comment in first row
7	Municipal buildings and post offices	C-1	See comment in first row
8	Museums	C-1	See comment in first row
9	Telecommunication towers, alternative tower structures, water towers, wireless communication antennas, electric transmission towers, water or sewage treatment plants, electric substations, gas regulator stations, and other major public utility structures.	IND	
10	Cemeteries	None	Allow by Special Exception Permit in R-1

6.2 Administrative modification of lot coverage and setback requirements

In addition to the changes to the zoning districts outlined above, the zoning plan recommends that the text of the zoning ordinance be amended to establish a set of exceptions that allow for an administrative modification of the lot coverage and setback requirements for nonconforming lots. This is intended to address problems caused by the minimum lot size in the R-1 zoning district, which is larger than most platted lots in the village, which limits development on these lots due to noncompliance with the side yard

setback and maximum lot coverage requirements.

6.3 Zoning map changes

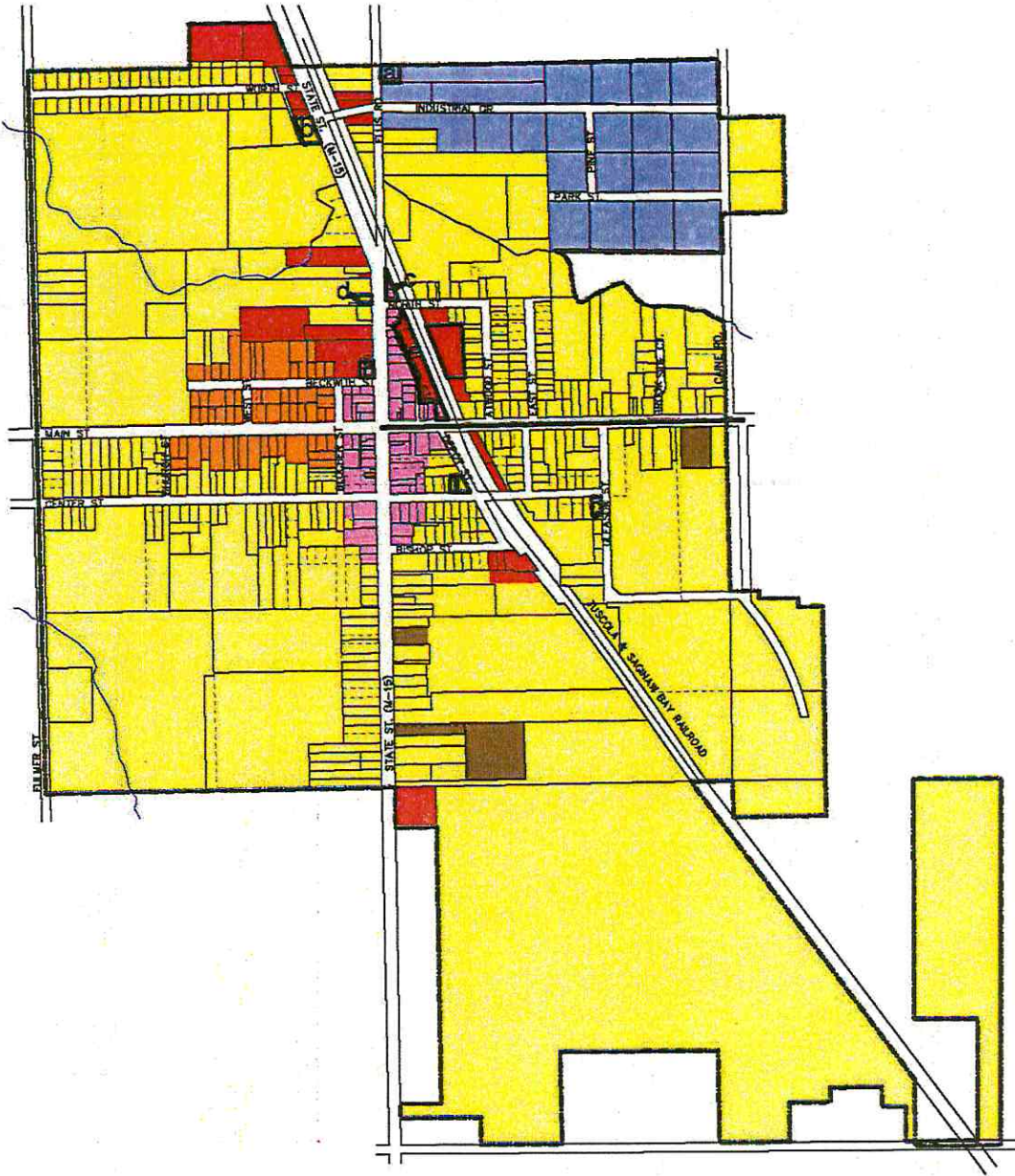
Map 6 identifies several proposed changes to the current Village Zoning Map. Most of these changes are to correct parcels whose current use does not conform to its current zoning classification. The elimination of the R-1 zoning district and the rezoning of those lots to R-1 is not shown. That rezoning is the only one that the village must implement itself. The others can either be initiated by the village or may be left to the owners of the property to initiate.

Table 16: Proposed Rezoning to Address Nonconforming Uses

Map Code	Nonconformity	Possible Solutions to Nonconformity
a.	A single family residence zoned IND. The property is shown as Single Family Residential on the Future Land Use Map	Rezone to R-1 and zone back to IND when property owner wants
b.	The Masonic Temple is on property zoned R-1. Assembly halls require C-1 or C-2 zoning.	Rezone to C-2
c.	Jims Autos is zoned C-1 but requires C-2 zoning and special exception approval.	Rezone to C-2 and grant special exception approval if one has not been approved and one is requested
d.	The ice cream stand is zoned R-1, but requires C-1 or C-2 zoning. It is shown as C-2 on the Future Land Use Map.	Rezone the property to C-2
e.	The elevator is zoned M-1, but is not a use specifically permitted in any district.	Amend the C-2 zoning district to allow elevators by special exception, rezone to C-2 and grant special exception approval if one is requested
f.	The Oddfellows Hall is zoned R-1 but requires C-1 zoning.	Rezone to C-1 in conformance with the current Future Land Use Plan
g.	This property is zone R-1 and appears to be used for used car sales, which requires C-2 zoning and Special Exception approval.	Keep zoning at R-1 and eventually eliminate nonconformity.
h.	The Speedway gas station is zoned C-1 but requires C-2 zoning.	Rezone property to C-2

Item	Description	Quantity	Unit Price	Total
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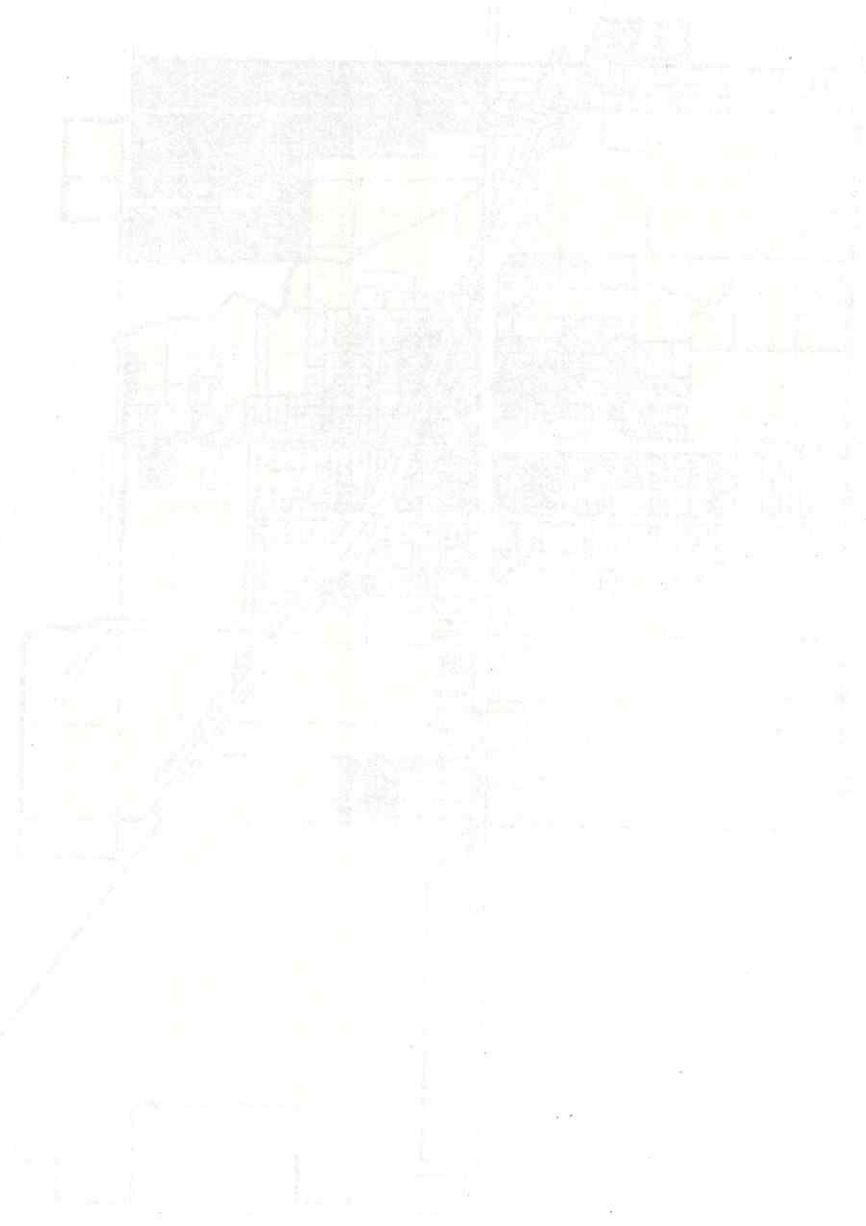
Map 6: Rezoning to Address Nonconformities



**REZONINGS TO ADDRESS
NONCONFORMING USES
MAP 6
ZONING**

- R-1 SINGLE-FAMILY RESIDENTIAL
- R-2 SINGLE-FAMILY/TWO-FAMILY RESIDENTIAL
- R-3 MULTIPLE-FAMILY RESIDENTIAL
- R-4 MANUFACTURED HOME PARK
- C-1 CENTRAL BUSINESS DISTRICT
- C-2 GENERAL COMMERCIAL DISTRICT
- IND INDUSTRIAL

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7.0 Plan Implementation (Amended 2012)

The Village of Millington's Master Plan is a long-range community policy statement comprised of a variety of both graphic and narrative recommendations intended to provide guidelines for making reasonable and realistic community development decisions. The Plan is intended to be employed by Village officials, by those making private sector investments, and by all citizens interested in the future development of the Village.

The completion of the Plan is but one part of the community planning process. Realization, or implementation of the goals, objectives, and recommendations of the Master Plan can only be achieved over an extended period of time and only through the cooperative efforts of both the public and private sectors. This chapter will serve as a reference guide for the Village as it moves through the Plan Implementation process.

All new village staff, Planning Commission and Village Council members should be given a copy of the plan to study.

7.1 Keys to Successful Implementation

7.1.1 Knowledgeable Local Officials

Ultimately, the responsibility for implementing the Master Plan falls into the hands of the local officials of the Village of Millington. This is why it is very important that the Village Council, Planning Commission, and the various municipal departments be knowledgeable and focused on achieving the implementation of the Master Plan. The local officials have to be the catalysts for action, leading the community in the right direction.

7.1.2 Public Support

It is critical that the citizens of Millington acknowledge, understand, and support the Master Plan. In order to organize public support most effectively, the Village of Millington must emphasize the necessity of instituting the Planning Program and

encourage citizen participation in the planning process.

Lack of citizen understanding and support could have serious implications for the eventual implementation of planning proposals. Failure of the public to support needed bond issues and continuing dissatisfaction concerning taxation, special assessments, zoning decisions, and development proposals are some of the results of public misunderstanding and rejection of long-range plans. A digital copy of the plan should be added to the village website and the planning commission's annual work plan should include one task intended to raise citizens' awareness of the plan.

7.1.3 Co-Development

Implementing the goals and objectives of the Master Plan requires that the private and public sector work together on development projects. Co-development is simply the joint public and private investment for a common purpose. Working in a partnership allows for the Village of Millington to become involved in such things as site location selection, planning, site design, utilities and other service agreements, and tax incentives and abatements. These partnerships help to foster development friendly environments, where the Village benefits from increased tax revenue, and the private developers can benefit from decreased cost of improvements.

7.2 Implementation Tools

7.2.1 Zoning Ordinance

Zoning Ordinances are essential in implementing the goals and objectives of the Master Plan. The authority to create a Zoning Ordinance is given to a community by the State for the purpose of promoting community health, safety, and general welfare. Zoning regulations have been strongly supported by the Michigan courts, as well as by the United States Supreme Court.

The intent of zoning is to assure the orderly development of the community. Zoning does this by dividing the community into districts in order to establish a density of population, and regulate the use of land and buildings.

Zoning also promotes the general welfare of a community by protecting homes and investments against the potential harmful intrusion of business and industry into residential neighborhoods, requiring the spacing of buildings far enough apart to assure adequate light and air, preventing the overcrowding of land, facilitating the economical provision of essential public facilities, and aiding in the conservation of essential natural resources. This, in turn, helps to protect the property values of the community.

The Michigan Planning Enabling Act requires communities with zoning to incorporate a "zoning plan" that clarifies how the zoning ordinance and future land use/goals and policies relate. The zoning plan in this document includes a series of proposed changes to the zoning ordinance. Amendment of the zoning ordinance to affect these changes should be a high priority.

7.2.2 Subdivision Regulations

When a developer proposes to subdivide land, he or she is in effect, planning a portion of the Village. To assure that such a development is in harmony with Master Plan objectives, a subdivision regulation ordinance may be created in accordance with the Land Division Act 591 of 1996 (formerly the Subdivision Control Act).

Several direct benefits accrue from the regulation of subdivisions by a local unit of government. By requiring the subdivider to install adequate utilities and improved streets, purchasers of the lots are not later burdened with unexpected expenses. A subdivision without adequate physical improvements is detrimental not only to itself, but it also reduces the opportunity for reasonable development of adjacent parcels. In addition, long-range economy in government can be realized only when the subdivider provides adequate improvements.

As a part of its review of proposed subdivisions, the Planning Commission focuses on such features as the arrangement and width of streets, the grading and surfacing of streets; the width and depth of lots; the adequate provision of open space; and the location of easements for utility installations. The subdivision review process is one of the methods of implementing the goals and objectives of the community's long-range Plan.

The village should develop a subdivision control ordinance to regulate the development of future subdivisions.

7.2.3 Code Enforcement

The ultimate effectiveness of the zoning code depends on the administration and enforcement of the code by elected officials. If administrative procedures are lax, or if enforcement of regulations is handled in an inconsistent, sporadic manner, the result will be unsatisfactory at best.

The Zoning Administrator is often responsible for carrying out zoning/development related functions, including building inspections, ordinance administration, and community/developer liaison. Each of these functions requires a substantial investment of staff time. If sufficient time is not made available to carry out these critical functions, they may only be accomplished in a cursory manner,

Therefore, the Village should provide for adequate staff levels and training and/or consulting assistance to assure that these essential day-to-day functions will receive the professional attention required assuring quality development through conformity with the zoning codes.

7.2.4 Capital Improvements Program

The term "capital improvements" is generally intended to embrace large-scale projects of a fixed nature, the implementation of which results in new or expanded public facilities and services. Such items as public building construction, park development, sewer installation, waterworks improvements, street construction, land acquisition, and the

acquisition of certain large-scale pieces of equipment (graders, sweepers, trucks, etc.) are included in the Capital Improvements Program (CIP).

Few communities are fortunate enough to have sufficient revenues available at any given time to satisfy all demands for new or improved public facilities and services. Consequently, most are faced with the necessity of determining the relative priority of specific projects and establishing a program schedule for their initiation and completion. The orderly programming of public improvements is to be accomplished in conjunction with a long-range plan.

In essence, the CIP is simply a schedule for implementing public capital improvements, which acknowledges current and anticipated demands, and which recognizes present and potential financial resources available to the community. The CIP is a major planning tool for assuring that public improvements proceed to completion in an efficient manner. The CIP is not intended to encourage the spending of additional public monies, but is simply a means by which an impartial evaluation of needs may be made.

Long-range programming of public improvements is based upon three fundamental considerations. First, the proposed projects must be selected on the basis of community need. Second, the program must be developed within the community's financial constraints and must be based upon a sound financial Plan. Finally, program flexibility must be maintained through the annual review and approval of the capital budget. The strict observance of these conditions requires periodic analysis of various community development factors, as well as a thorough and continuing evaluation of all proposed improvements and related expenditures.

The Michigan Planning Enabling Act requires local municipalities that have adopted Master Plans to prepare and annually update a six-year CIP. It provides the Planning Commission with a role in reviewing project proposals to assure conformity with the Master Plan and to make recommendations

regarding prioritizing projects, and appropriate methods of financing.

7.2.5 Michigan Certified Community Recreation Plan

Any community can create a community recreation plan. This plan helps to determine a community's future recreation needs, and proposes solutions to meet such needs. In addition to this, a certified community recreation plan allows the local government body to apply for grant funds through the Michigan Department of Natural Resources (MDNR) such as the Michigan Natural Resources Trust Fund.

7.2.6 Downtown Development Authority (DDA)

A local unit of government may create a Downtown Development Authority in order to halt property value deterioration, increase property tax valuation, and promote economic growth in a central business district. A DDA has the authority to create development plans, encourage historic preservation, authorize acquisition of property, and promote economic growth. A DDA may utilize Tax Increment Financing as a tool for generating revenue. The village created a DDA in the early 1990s and expanded its boundaries to cover the entire village in the past few years. This makes projects throughout the village eligible for DDA TIF funding.

7.2.7 Local Development Finance Authority (LDFA)

A city, village, or urban township may create a Local Development Finance Authority to finance public facility improvements, using Tax Increment Financing. Eligible property consists of property of which the primary purpose is manufacturing, processing of goods and materials by physical or chemical change, agricultural processing, or high technology activity.

A community may develop an industrial park and use captured revenues from eligible property within the park for public facilities improvements within the park.

7.2.8 Special Assessment Districts

Special assessments are a fee levied by the community for the financing of local improvements that are of primarily benefit to the landowners that must pay the assessment. Taxes levied for public improvements within a Special Assessment District can be applied to such things as utilities systems, public roads, rubbish collection, bicycle paths, parks, sidewalks, lighting, and tree maintenance.

7.3 Grant and Loan Programs

7.3.1 Community Facilities Program

Agency

U.S. Department of Agriculture, Rural Housing Service

Description

This program is designed to provide loan guarantees, loans, and grants to construct, enlarge, or improve essential community facilities in rural areas. Examples of these facilities are fire and rescue facilities, jails, health clinics, nursing homes, airports, city halls, libraries, community centers, and schools.

Michigan Examples

Albee Township
Township Hall
Direct Loan, \$500,000

Tawas City
Fire Hall
Direct Loan, \$750,000

Deckerville
Deckerville Community Hospital, equipment
Guaranteed Loan, \$350,000

Bay City
Health Delivery Inc., Medical Facility
Direct Loans, \$1,390,000

Contact

Rural Development Field Office
1075 Cleaver Rd.
Caro, MI 48723
Phone: (517) 673-7588
Fax: (517) 673-1848

Eligibility

Municipalities, counties, special purpose districts, and nonprofit corporations.

Funding Available Nation Wide

FY 1999: \$210,000,000 for loan guarantees
FY 1999: \$169,475,983 for direct loans
FY 1999: \$6,500,000 for grants

7.3.2 Public Works and Economic Development Program

Agency

Economic Development Administration, U.S. Department of Commerce

Description

This program empowers communities in economic decline to revitalize, expand, and upgrade their physical infrastructure to attract new industry, encourage business expansion, diversify local economies, and generate or retain long-term, private sector jobs and investment.

Michigan Examples

Kalkaska
Infrastructure development for industrial park
\$312,000

Reed City
Water system improvements
\$815,000

Boyer City
Water and sanitary sewer system for industrial park
\$835,000

Farwell
Infrastructure development for industrial park
\$665,000

Michigan Contact

State Office of the Economic Development
Administration
Traverse City, MI
Phone: (231) 938-1712

Eligibility

Municipalities, economic development
districts, higher learning institutions, and
public and private nonprofit organizations.

Funding Available Nation Wide

FY 1999: \$205,748,000
Average FY 1999 grant: \$829,000

7.3.3 Rural Business Enterprise Grants

Agency

U.S. Department of Agriculture, Rural
Business Services

Description

The Rural Business Enterprise Grants help to
finance and facilitate the development of small
and emerging private business enterprises.
Costs that may be paid from grant funds
include the acquisition of land, construction,
utility extensions, professional services, and
training fees, among others.

Michigan Project Examples

Iron County
Creation of a revolving loan fund for small
businesses

Ontonagon County
Technical Assistance for businesses

Dowagiac
Water and Sewer Connections for small
businesses

Contact

Rural Business & Cooperative Development
Services Office
Lansing, MI
Phone: (517) 324-5220

Eligibility

Eligibility is limited to public bodies and private
nonprofit corporations in rural areas with a
population of less than 50,000.

7.3.4 Water and Wastewater Disposal Loan and Grant Program

Agency

U.S. Department of Agriculture

Description

This program provides loans, guaranteed
loans, and grants for water, sewer, storm
water, and solid waste disposal facilities in
rural areas and towns of up to 10,000 people.
Loan and grant funds may be used to: a)
construct, repair, modify, expand, and improve
water and waste facilities, b) acquire needed
land, water sources, and water rights, and c)
pay development costs for these facilities.

Michigan Examples

Pinconning
New sewer treatment plant

Elsie
Sewer system improvements

Bancroft
Water system improvements
Created for Caring, Bay City Technical
Training

Contact

Rural Development Field Office
1075 Cleaver Rd.
Caro, MI 48723
Phone: (517) 673-7588
Fax (517) 673-1848

Eligibility

All public entities — municipalities, counties,
and special purpose districts in rural areas of
up to 10,000 people.

Funding Available Statewide

FY 2000: Loan - \$26,259,000
FY 2000: Grant - \$13,008,000

7.3.5 Clean Michigan Initiative

Agency

Michigan Department of Natural Resources

Description

This program's objective is to provide grants to local units of government for the development and renovation of public outdoor and indoor recreation facilities.

Michigan Examples

Mills Township, Midland County Construction of jogging track at Mills Township Park \$79,500

Tittabawassee Township, Saginaw County Construction of overlook pier at Memorial Park \$22,688

Huron County Facilities improvements to Caseville County Park \$372,400

Contact

Regional Operations Office
Lansing, MI
Phone: (517) 241-4128

Eligibility

Any local government with a DNR approved community recreation plan. No school districts.

Funding Available

Minimum grant: \$15,000; maximum grant: \$750,000

7.3.6 Community Development Block Grant (CDBG)

Agency

Michigan Department of Commerce,
Economic Development Corporation

Description

The CDBG program promotes community and economic revitalization through programs that support a wide variety of housing rehabilitation, public facilities and infrastructure, public services, and economic development projects, including brownfields redevelopment.

Michigan Examples

Hope Township, Midland County Infrastructure improvements for business expansion project \$250,350

Village of Mayville, Tuscola County Utilities and street improvements for manufacturing expansion project \$121,500

City of Lapeer Infrastructure improvements for manufacturing company \$270,766

City of Yale, St. Clair County Infrastructure improvements for industrial expansion project \$86,000

Contact

Business Finance Office, Economic Development Corporation
201 North Washington Square 3rd Floor
Lansing, MI 48913
Phone: (517) 335-1951

Eligibility

The non-entitlement community portion of the CDBG can apply to all local government units. The entitlement community portion of the CDBG applies to local government units with 50,000 or more residents.

Funding Available Nation Wide

FY 2000: \$4.23 billion

7.3.7 Michigan Natural Resources Trust Fund

Agency

Michigan Department of Natural Resources

Description

Provides grants for local units of government for the acquisition and development of lands and facilities for outdoor recreation or the protection of Michigan's significant natural resources.

Michigan Examples

Bad Axe
Buschlen Park Expansion
\$136,500

Bay County
Boat Launch Expansion
\$228,000

Meridian Township
Ferguson Park Extension
\$103,875

Midland County
Pere Marquette Rail-Trail
\$117,040

Contact

Regional Operations Office Lansing, MI
Phone: (517) 241-4128

Eligibility

Any unit of government including school districts. Local units of government must have a DNR approved recreation plan.

Funding Available State Wide

FY 2000: \$20-25 million
Individual grant: \$15,000-\$500,000 — no limits on land acquisition

7.3.8 Transportation Economic Development Fund

Agency

Michigan Department of Transportation (MDOT)

Description

The Transportation Economic Development Fund is a program that makes available funds for street improvements that are directly tied

to economic expansion. Street construction within an industrial park is a common type of project funded with the help of the Transportation Economic Development Fund. There are six different project categories (A-F) within this fund, each relating to different project situations and municipality types.

Michigan Examples

Isabella County
Coldwater Rd. reconstruction
\$300,000

Oscoda County
Abbe Rd. reconstruction
\$146,000

Lapeer County
Graham Rd. reconstruction
\$248,741

Contact

Office of Economic Development
P.O. Box 30050
Lansing, MI 48909
Phone: (517) 335-1069

Eligibility

The different project categories (A-F) have different eligibility requirements.
Funding Available Statewide FY 1996:
\$23,424,351

7.4 Other Funding Options

7.4.1 Revenue Bonds

Revenue Bonds are those issued for various public improvement projects that are backed by the future revenues generated from the improvements. For example, water systems are improved by the sale of bonds, which are then repaid by water rates charged to the customers of the system. Sewer systems, airports, marinas, and other public facilities are often constructed by means of revenue bonds.

7.4.2 General Obligation Bonds

General Obligation Bonds are those that are issued by a municipality or other public body

that are backed by the "full faith and credit" of that body. The municipality usually pledges its taxing ability, and therefore future tax revenues, to make the payments on the bonds. Because of the "full faith and credit" issue, and therefore a low amount of risk of default by the Village, these types of bonds usually attract the lowest interest rate.

7.4.3 Local Funds

In order to receive financial assistance from grant and loan programs, a community must also contribute a matching amount of funding for any project. It would be nearly impossible to receive funds from other sources without contributing some amount of general revenue funds as well. In general, the more a community contributes to a project, the more likely that community will receive grants and loans. Also, the more money a community contributes means that they might receive a greater amount of grant and loan funding.

7.4.4 Local Businesses

Seeking the help of your local businesses may result in much needed support for various public projects in the form of cash donations, material donations, and advertising, among others.

7.4.5 Local Foundations

Similar to the local businesses, local foundations might be able to provide support for civic projects.

7.5 Sources of Information

7.5.1 Michigan Municipal League

The Michigan Municipal League provides training, newsletters, legal consultation and local chapter meetings to help City and Village administrators.

1675 Green Road, P.O. Box 1487
Ann Arbor, Michigan, 48106
(313) 662-3246

7.5.2 County Extension Services

In Michigan, extension agents are concentrating on assisting communities with

land use problems, free of charge. Agents may serve as meeting facilitators and may be able to access additional help from Michigan State University faculty.

Tuscola County Extension
362 Green Street
Caro, MI 48723
(517) 672-3870

7.5.3 County Planning Commission

County Planning Commissions can be of help in coordinating regional and multi-jurisdictional planning efforts, and can be good sources of regional and local information.

Tuscola County Planning Commission
362 Green Street
Caro, MI 48723
(517) 672-3870

7.5.4 Regional Planning Agency

Regional Planning Agencies were created in Michigan to act as coordinating agencies for the local governmental units they serve. These agencies create development plans, and conduct all types of research and studies for their planning region. Regional Planning Agencies also work to promote cooperation between the many different governmental units within their region. A local government may find their Regional Planning Agency to be a valuable resource for information and guidance. Municipalities in Tuscola County may seek guidance from:

East Central Michigan Planning and
Development
Phone (517) 797-0800
Fax (517) 797-0896

7.5.5 Other Local Officials

Talking with other local units of governments with similar issues and problems can be extremely beneficial in determining successful land use policies and strategies.

7.5.6 Internet

The Internet can be an invaluable resource for local communities. The following websites may be useful:

American Planning Association - <http://www.planninc.org>

Michigan Department of Environmental Quality - <http://www.deq.state.mi.us>

Michigan Department of Natural Resources - <http://www.dnr.state.mi.us>

Michigan Department of Transportation - <http://www.mdot.state.mi.us>

Michigan Economic Development Corporation - <http://medc.michigan.org>

Michigan Government Home Page - <http://www.state.mi.us>

Michigan Municipal League - <http://www.mml.org>

Planning and Zoning Center - <http://www.pzcenter.com>

U.S. Department of Housing and Urban Development - <http://www.hud.gov>

U.S. Census Bureau - <http://www.census.gov>

U.S. Environmental Protection Agency - <http://www.epa.gov>

U.S. Department of Agriculture - <http://www.usda.gov>

7.5.7 Libraries

Your local library is always a good starting point as a source of information for a community. Historical records, historical business listings, and maps can all be utilized in local government research.

7.6 Strategic Plan

Although a Master Plan is intended to take a long range look at the changes that might occur in a community; this long range view can often interfere with attempts to identify short term actions to implement the plan. A strategic plan is a short range, action oriented plan. Below is a brief strategic plan that identifies actions to be taken over the next 3 years to implement the plan. The action is described, the time range it is intended to take to complete the task and the person or organization that will be responsible for the activity are identified.

Action	Responsible Person/ Organization	Time frame for completion
Amend Zoning Ordinance	Planning Commission	Start within 3 months of plan adoption, complete within 1 year
a. Eliminate R-2 district and rezone all R-2 parcels to R-1/Amend R-1 to allow duplexes	Planning Commission	Month 3 - 6
b. Other text amendments proposed by zoning plan	Planning Commission	Month 6-9
c. Initiate rezonings to address nonconformities or notify property owners of their right to initiate the rezonings	Planning Commission	Month 9-12
Prepare Capital Improvement Plan	Planning Commission	Start within 1 year of plan adoption, complete within 1 year

7.7 Master Plan Maintenance

A master plan is not a static document. It must continuously be maintained and updated if it is to remain valid. This plan calls for the Planning Commission to review it regularly, at least a minimum every five years, as required by the Michigan Planning Enabling Act. Below are recommendations on key factors the Village of Millington Planning Commission can use to determine the need for a plan update.

7.7.1 Five Year Review

Under the terms of the Michigan Planning Enabling Act, the Village Planning Commission must review the master plan at least every five years to determine if there is a need to update it. The procedures outlined above can be followed at that time to meet that requirement. The findings and determination should be recorded in the minutes and through a resolution attached to the appendix of the plan.

The review should be a formal process if the village intends it to serve as compliance with the requirements of Section 45 (2) of the Michigan Planning Enabling Act. This means there should be a record of the factors outlined above (or others the village might use) that were reviewed and the basis upon which the Planning Commission determined

an update was or was not necessary. The findings should be set out in a resolution adopted by the Planning Commission.

It is recommended that the Planning Commission conduct a less formal review annually, based on those issues that have risen through use of the plan in making zoning decisions.

7.7.2 Standards for Review

In conducting the five year review or a less formal annual review, the Village Planning Commission should evaluate the plan using the following criteria:

1. The conditions that the plan was based on have changed. For example the plan assumed a certain growth rate and the new data shows significantly greater or less growth. Indicators to consider in evaluating this factor are:

- a. Household Growth

Growth occurring faster than anticipated may mean that expansion of supporting infrastructure may need to be accelerated and rezoning of land assumed to be developed outside the plan's time period may need to

be considered for re-evaluation. Growth occurring at a slower rate may call for slowing of infrastructure investment or consideration of reclassification of land originally proposed for residential development. Household growth can be tracked by looking at building and demolition permits to identify changes in total dwelling units, and looking at utility connections and disconnections to estimate vacancy rates.

b. Housing Mix

The type of housing can impact the needs of the community. If housing type varies significantly from what was assumed, it may require changes in the future land use plan to provide an adequate supply of land to meet the difference in demand. Housing mix can be tracked by review of building permit data.

c. Housing Cost

Changes in housing cost in comparison with household income impacts housing affordability. Measuring changes in housing costs is tricky because it is not directly tied to changes in housing values and rents. It is also impacted by turnover rates for owner-occupied dwellings (not every property owner buys a new house every year) and other housing costs, such as energy, utilities, and insurance. The American Community Survey (ACS) provides a consistent measure of the change in housing costs, but because it represents a five-year average of data, it is not as accurate regarding current costs. In those cases, the village can get a rough measure by comparing changes in property values provided by assessing and changes in rents based on a

random sample of rental units. An increase in the housing affordability gap may justify consideration in changes to future land use plans or other housing policies to increase the supply of affordable housing, particularly if the gap is increasing at a rate greater than the county or state as a whole.

d. Adjacent Planning and Zoning

Changes in the Master Plan or zoning map of Millington Township should be reviewed to consider their impact on the village's plan. Particular attention should be given to changes that increase the intensity of land uses adjacent to the village. The Michigan Planning Enabling Act requires the township and the county to notify the village whenever it is proposing to adopt changes to their plans. The Michigan Zoning Enabling Act does not contain similar coordination requirements, but the village could enter into arrangements with Millington Township to notify it of proposed rezonings within "500" feet of the village boundary in return for the reciprocal notification by the village.

e. Transportation

Changes in the traffic flow on the major streets or M-15 in the village could have significant impact. The village should continue to monitor traffic counts and accident rates at key intersections to identify potential congestion points.

f. Utilities

Any expansion of that service area could affect the proposed development of areas of the village not currently served such as the areas recently annexed. The Planning Commission should

be kept abreast of the status of utility improvement plans.

2. There was a significant error in the plan that affects the plan policies, goals or recommendations.

Sometimes a plan is based on an assumption that turns out to be incorrect. An area was thought to be a wetland, but turns out not to be, and area was thought to be served by adequate sewer but it is discovered that the lines are inadequate. Any changes in the facts as a community knows them should be considered to see if it changes the appropriateness of proposals in the plan.

3. There has been a change in the community's attitude about some basic goal of the plan or on a proposed approach to achieving the goal that is reflected in the planning commission's recommendations or the legislative body's decisions, but not in the plan

A master plan is based both on the facts that describe the conditions in a community and the municipality's vision of the future. That vision is outlined in the community's goals. For example, the current breakdown of various housing types is a fact. The plan's goals identify whether the community views that current ratio as a positive fact they want to see continue or as a condition they want to change. Community attitudes can change over time, which means that goals may change in time even though the facts have not.

The master plan's objectives describe how a community is proposing to reach its identified goals. In some cases policy may not be effective in helping to reach the proposed goals. That may be due to a lack of application of the policy or the ineffectiveness of the policy in achieving the hoped-for results.

Ineffective policies should be identified and addressed.

4. New issues that should be addressed by the plan have come up and are either not addressed in the plan or not adequately addressed by it.

Issues important to a community may crop up after a Master Plan has been adopted. In those instances it might be an issue that requires amendment of the Master Plan to ensure that the village's policies regarding the use are clear.

5. The plan is out of date.

Master plans normally have a 10 to 20 year scope. If the plan has not been revised or significantly updated by the time the plan has reached the end of its "life" then it should be updated at that point.

7.8 Using the Master Plan for Zoning Ordinance Amendment Review

In considering a rezoning request or a proposed text amendment, the primary question to ask is; "Does this zoning amendment conform to our master plan?" Subsidiary questions follow: "Was there an error in the plan that affects the appropriateness of the proposed amendment?;" "Have there been relevant changes in conditions since the plan was approved that affect the appropriateness of the proposed amendment?;" and "Have there been changes in the community's attitude that impacts the goals and objectives of the plan and affect the appropriateness of the proposed amendment?." Answering these questions should answer the question whether or not a zoning amendment is appropriate and that should frame the reason within the context of the plan.

This method of analyzing a request rests on the assumption that a request that complies with a valid plan should be approved and that one that does not comply with a valid plan

should not be approved (the principal exception to this rule would be text amendments intended to improve administration of the ordinance). Further, it assumes that the three circumstances that would invalidate a plan are:

- an oversight in the plan;
- a change in condition that invalidates the assumptions that the plan was built on;
- or a change in the goals and objectives that the community set for itself.

7.8.1 Consistency with the Master Plan

The issue of consistency with the Master Plan can vary based on the master plan concerned. For the purposes of this plan, consistency with the Master Plan in the case of a rezoning means it is consistent with most of the relevant goals and polices, as well as the Future Land Use Map. In the case of a proposed text amendment, consistency means it is consistent with most of the relevant goals and polices.

7.8.2 Oversight

An oversight in a master plan can be an assumption made based on incorrect data, an area on a future land use map that is incorrectly labeled, or other factors, that if known at the time of the master plan adoption, would have been corrected.

7.8.3 Changes in Conditions

A plan is based on the assumption that certain conditions will exist during the planning period. If those conditions change, then goals, objectives, and land use decisions that made sense when the plan was adopted will no longer be valid and a zoning amendment that was not appropriate before may be appropriate now.

7.8.4 Change in Policy

In the end, a master plan is based on the planning commission's vision of what is the best future for their municipality. When that vision changes, the master plan should change. When a zoning issue results in a change in vision, a decision can be made that is contrary to the current master plan as long as that changed vision is explicitly incorporated into the master plan.

7.8.5 Additional Considerations Related to Text Amendments

Changes to the text of a zoning ordinance should be evaluated not only on the standards outlined above, but on other possible criteria that may not have any impact on the goals and objectives of the Master Plan. These "plan neutral" changes are appropriate when:

1. The text change is necessary to clarify a provision of the ordinance
2. The text change is necessary to correct a mistake in the ordinance
3. The text change is necessary to improve administration of the ordinance or to better serve the community
4. The text change is necessary to address a provision that is determined to be inconsistent with state or federal law

Two points should be made. First of all, the factors for consideration (oversight, change in condition, or change in goals or policy) can work in reverse; making a proposal that otherwise seems appropriate, inappropriate. Secondly, these factors should not be used to create excuses for justifying a decision to violate the master plan, or to change it so often that it loses its meaning.

The following figures illustrate the decision tree for reviewing a proposed rezoning or text amendment using this approach.

Figure 11: Decision Tree for Planning Commission Review of a Proposed Text Amendment

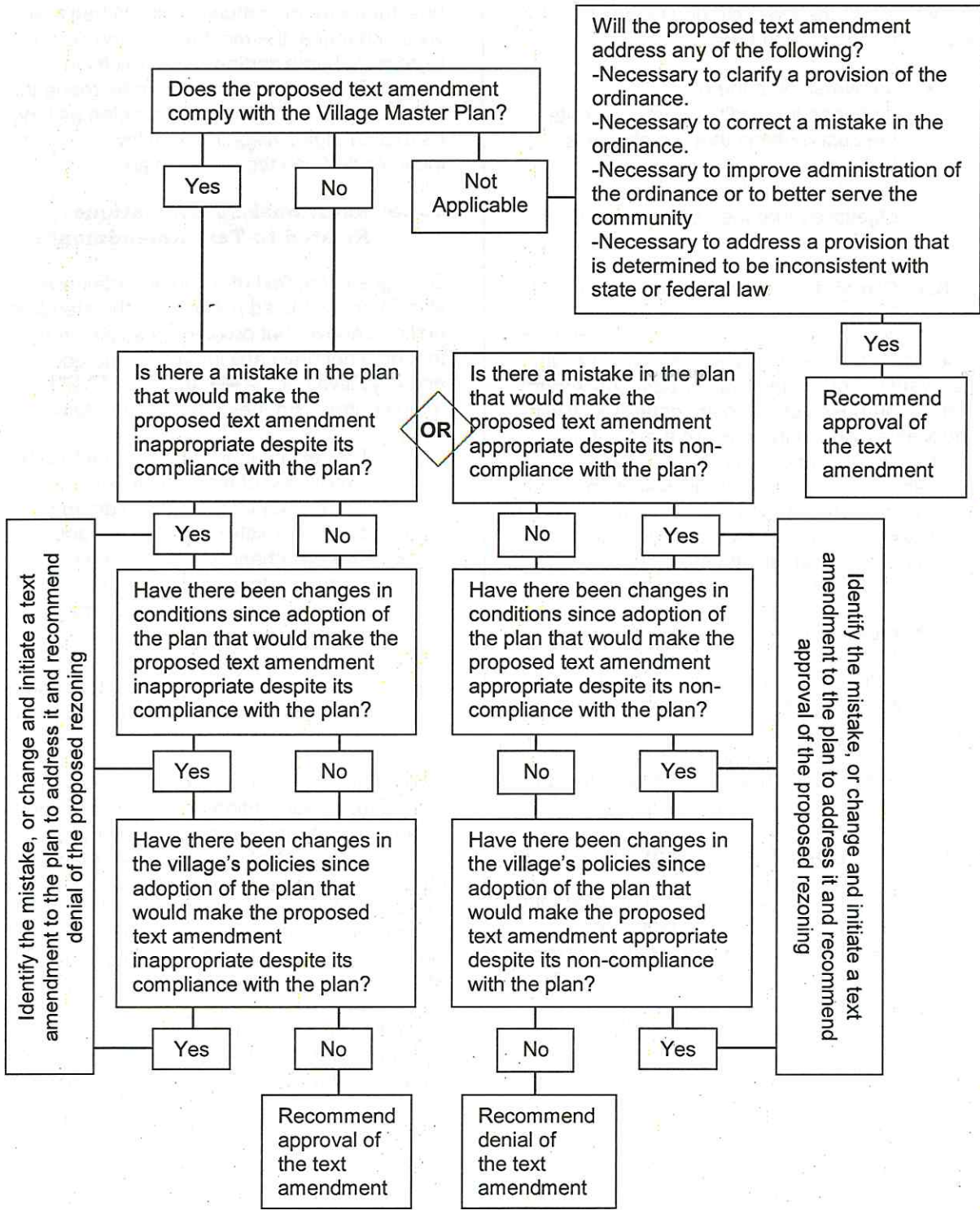
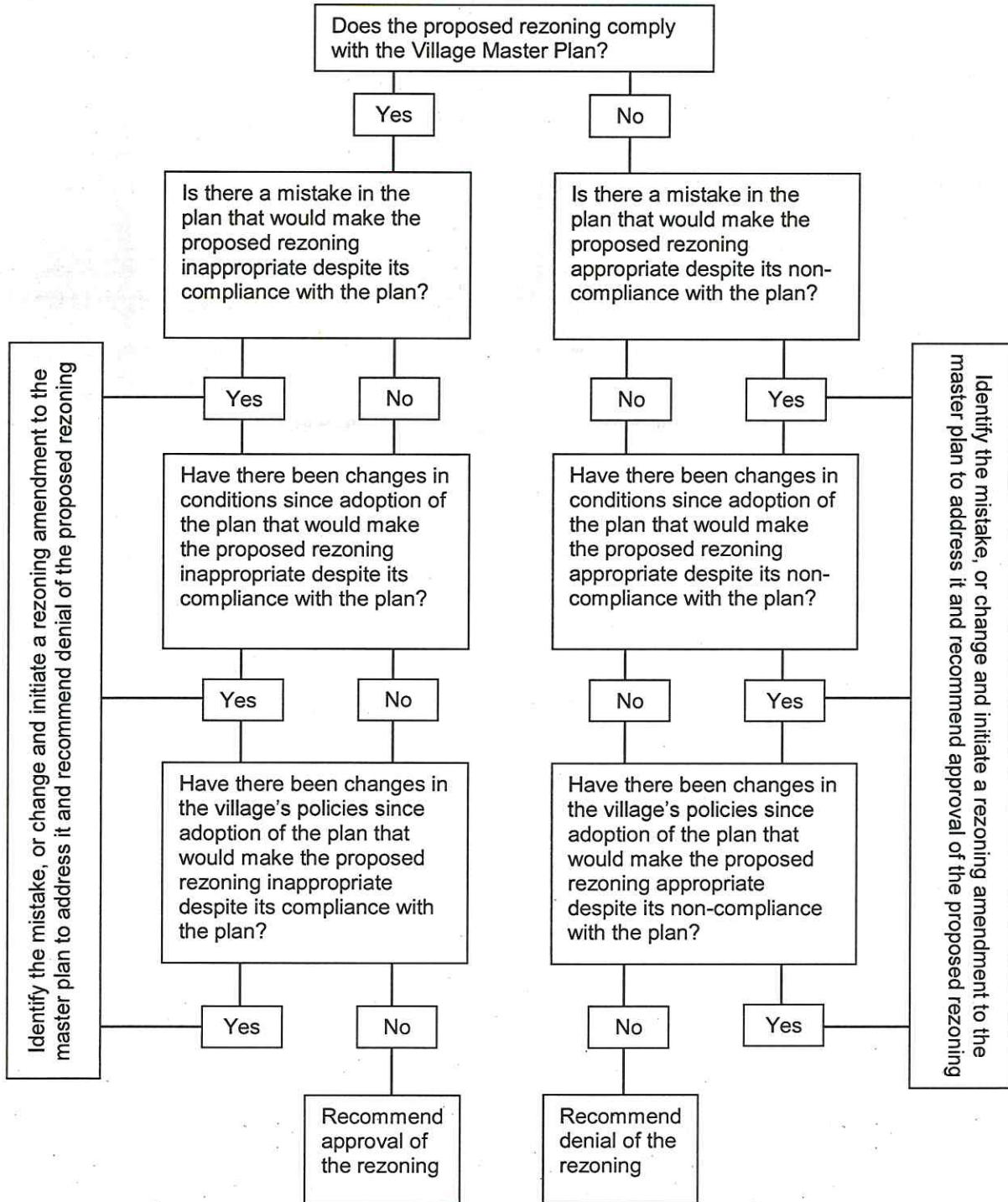


Figure 12: Decision Tree for Planning Commission Review of a Proposed Rezoning



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PHYSICS DEPARTMENT

PHYS 441

PHYS 442

PHYS 443

PHYS 444

PHYS 445

PHYS 446

PHYS 447

PHYS 448

PHYS 449

PHYS 450

Appendix

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**NOTICE OF INTENT TO AMEND
A MASTER PLAN
VILLAGE OF MILLINGTON**

December 20, 2011

Dear Planning Commission Chairperson:

In accordance with the requirements of Michigan's Zoning Enabling Act, this is to notify you that the Village of Millington, is initiating the process to amend their existing Master Plan. The amendments will include an update of their existing land use information, their Future Land Use Plan and their Implementation Plan. A Zoning Plan will also be incorporated into the Master Plan.

The current project timeline anticipates submission to you of the proposed amendments near the end of March with a public hearing in June, although the timeline could be altered..

The Village of Millington thanks you for your cooperation and assistance. We would also like to take this opportunity to assure you of our cooperation in a similar fashion in any planning efforts you may choose to undertake in the years to come. Please direct any correspondence or questions to:

Planning Commission
Village of Millington
P.O. Box 261
Millington, MI 48746
P: (989) 871-2702

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**LIST OF ADJACENT COMMUNITIES
VILLAGE OF MILLINGTON MASTER PLAN AMENDMENTS**

Millington Township Planning Commission
P.O. Box 247
Millington, MI 48746

Tuscola County Planning Commission
125 W Lincoln Street
Caro, MI 48723

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**NOTICE OF PUBLIC HEARING COMMENT PERIOD
VILLAGE OF MILLINGTON
MASTER PLAN AMENDMENTS**

August 2, 2012

Dear Planning Commission Chairperson:

In accordance with the requirements of Section 41 of the Michigan Planning Enabling Act, this is to notify you that the Village of Millington, Tuscola County Michigan, has begun its 42 day review period for the public hearing draft amendments to its Master Plan update.

Enclosed is a copy of the Master Plan. Digital copies of the plan in pdf format are available by contacting Doug Piggott at ROWE Professional Services Company at 800-837-9131.

Comments should be submitted to:

Master Plan Comments
Village of Millington
P.O. Box 261
Millington, MI 48746

The public hearing on the Master Plan is scheduled for September 18, 2012 at 6:00 pm at the Village Hall 8569 State Street, Millington

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August 2, 2012

Tuscola County Planning Commission
125 W Lincoln Street
Caro, MI 48723

Dear Planning Commission Chairperson:

The Village of Millington Planning Commission has completed work on draft amendments to the Village Master Plan. Per the requirements of the Michigan Planning Enabling Act, the village has submitted a notice and a copy of the draft amendments to each of the surrounding jurisdictions and anyone else who has requested a copy (*there were none*). Per Section 41 (2) (e) of the Michigan Planning Enabling Act, we are submitting this statement on behalf of the Planning Commission Secretary to confirm that the municipalities and groups listed in Sections 41 (2) (a) have been sent notice and a copy of the draft plan. That list consists of only the Millington Township Planning Commission.

The village has scheduled their public hearing on the plan for September 18th, 2012 at 6:00 p.m. at the Village Hall at 8569 State Street.

Please contact me if you have any questions concerning this notice

Sincerely,
ROWE Professional Services Company

Doug Piggott, AICP PCP
Planner



User friendly administration that offers flexibility to quickly and easily adjust to staffing changes or when employees simply switch work stations; saves both time and money.

For more information or to learn what other businesses think of TDS managed IP Hosted, visit www.tdsvoip.com.

Newspaper Notice of Public Hearing

VILLAGE OF MILLINGTON MASTER PLAN AMENDMENTS

The Millington Village Planning Commission shall hold a public hearing on draft Village Master Plan amendments at their September 18, 2012 meeting at 6:00 p.m. The hearing will be held at the Village Hall at 8569 State Street. It is open to the public.

Copies of the draft plan are available at the village hall. Digital copies of the plan in pdf format are available by contacting Doug Piggott at ROWE Professional Services Company at 800-837-9131. Anyone wishing to comment on the plan but are unable to attend the public hearing should send any comments to the address below.

Master Plan Comments
Village of Millington
P.O. Box 261
Millington, MI 48746

Newspaper
of Public Health

ALLIANCE OF
MILLING
MASTERS
AND
MILLERS

The objects of this
Alliance are to
secure the best
interests of the
millers and
milling masters
and to
maintain the
highest
standards of
quality in
milling.

**NOTICE OF PLAN AMENDMENTS ADOPTION
VILLAGE OF MILLINGTON**

January 31, 2013

Dear Planning Commission Chairperson:

In accordance with the requirements of Section 41 (5) of the Michigan Planning Enabling Act, this is to notify you that the Village of Millington, has adopted the amendments to its Master Plan that are incorporated into the updated copy of the plan attached.

Please contact the Village if you have any questions concerning this notice at

Village of Millington Planning Commission
P.O. Box 261
Millington, MI 48746

THE COURT OF APPEALS
IN THE DISTRICT OF COLUMBIA

Case No. 00-00000

On appeal from the judgment of the Superior Court of the District of Columbia, No. 00-00000, entered on 00-00-00.

Before the Court are the briefs of the appellant and the appellee.

The appellant's brief is filed on 00-00-00.

00-00-00

Respectfully,
Clerk of the Court