

# Village of Millington

2021 to 2041 Master Plan Update



*Millington—Where the Past and Present Meet*

*Prepared by: Millington Planning Commission*

*With Assistance from: Tuscola County Economic Development Corporation*

*Acknowledgements*

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## **Chapter One: Introduction**

Beginning in the 1930's, the laws of Michigan have provided that local communities can adopt official plans for the orderly use, development, and preservation of lands within their boundaries. Michigan was one of the first states to adopt legislation to authorize the establishing of municipal planning commissions and to give planning commissions the power to adopt future land use plans. These have come to be known as master plans.

One of the most important purposes of a community's master plan is to provide the framework within the community, regulate current land use by means of its zoning ordinance and zoning map. The Michigan legislature adopted laws providing for community planning commissions and master plans only a few years after the U.S. Supreme Court first held that municipal zoning ordinances were a proper form of local regulation.

In 2001, the Michigan Legislature adopted Public Act 263, the Coordinated Planning act, and in 2008, replaced the various Municipal Planning Acts with Public Act 33, the Michigan Planning Enabling Act. This act was amended in 2010. The Michigan Planning Enabling Act established procedures requiring communities to consult with neighboring municipalities as they consider master plans, master plan updates, or master plan amendments. This Public Act also requires a five-year review of the master plan and details minimum requirements to be included in the master plan.

The Master Plan is to be distinguished from the Village Zoning Ordinance. A master plan is a comprehensive policy planning document, intended to guide a community's growth and development for up to twenty years into the future. A zoning ordinance, on the other hand, consists of all the legal rules adopted by the Village Council for the purpose of regulation of current land uses. In essence, a zoning ordinance is one of the "laws" of the Village, whereas, the master plan serves as the 'guide' for zoning decisions, zoning map amendments, and other aspects of land use regulations and their process.

Once a master plan has been adopted, future zoning ordinance changes and future rezoning decisions should be consistent with the goals and recommendations of the master plan. The master plan, like the zoning ordinance, should be reviewed and reconsidered from time to time. As circumstances change, amendments in the master plan may be appropriate.

The following Village of Millington Master Plan Update has been prepared in accordance with the procedures and requirements of the Michigan Planning Enabling Act (Public Act 33) of 2008, as amended in 2010.

The essential purpose of this Master Plan Update is to reflect the considered opinions of the Millington Community about the future use, development, and preservation of the lands within the Village.

The Michigan Planning Enabling Act requires the Master Plan to be reviewed by the Village at least once every five years. After reviewing the 2012 Millington Master Plan, Millington began the process to update its Master Plan in March 2017.

The Village of Millington contracted with the Tuscola County Economic Development Corporation to assist the Millington Planning Commission in the preparation of this Master Plan Update.

## **Purpose of the Master Plan Update:**

The Millington Planning Commission has devised the following Master Plan Update as a guide for the management of the future growth, development, and investment within the community. This comprehensive policy document is intended to guide economic progress and Village development. It should serve as both a conceptual road map and a destination, providing clear goals and objectives for the future, as well as a means to achieve them.

The purpose of this master plan is to provide clearly defined policies that encourage residents, business owners, and developers to make investments in properties with a legitimate expectation of what the future landscape of Millington will look like.

It is also the purpose of this master plan to assist Village leaders and professionals in making carefully considered decisions imperative to the community's long-term health and vitality. A sound and strategic master plan helps ensure that Millington remains a desirable place to live, work and visit as well as maintaining Millington's highly valued identity.

## **Using the Master Plan**

The master plan is intended as a guide for Village officials in land use, development, zoning, and capital improvement decisions. The Millington Village Council, the Millington Planning Commission and the village residents should strive continuously to ensure effective use of this document and should reference the master plan in order to:

- \* Review development proposals to confirm that the proposal meets all goals and objectives of the master plan.
- \* Review re-zoning requests to confirm that the request is consistent with the Village's criteria to consider re-zonings including existing conditions, the future land use map, the appropriate timing of the change, consistency with the goals and policies of the master plan, and potential impacts to the Village.
- \* Provide for a basis for amendments to the Zoning Ordinance and Zoning Map and to help realize and enforce plan goals.
- \* Understand expectations for the future land use pattern and desired land use types in the community to guide new development and redevelopment.
- \* Identify and recommend physical improvements to important resources such as roadway, access management, streetscape and entryways, non-motorized pathways, parks and public facilities.
- \* Provide specific design standards related to buildings, landscaping, and other site improvements for development and redevelopment throughout the community.

## **The Differences Between a Master Plan and a Zoning Ordinance**

The Master Plan provides a general direction on the future development patterns, policies and actions or community leaders to consider. While the Master Plan does not change the zoning ordinance or zoning of any property, some of the Master Plan's recommendations will be implemented through text and map amendments. Some of the other differences between the Master Plan and Zoning Ordinance are listed below:

<b>Master Plan</b>	<b>Zoning Ordinance</b>
Provides general policies - a guide	Provides specific regulations - the law
Describes what should happen in the future.	Describes what is allowed and not allowed today with existing conditions.
Includes recommendations that involve groups or agencies.	Deals only with development-related issues under Village control.
A flexible document able to respond to changing conditions.	Fairly rigid requires a formal amendment to change.

### **The Vision Statement & Guiding Principles**

Collaborating to create a joint vision statement for the Master Plan is an integral part of the community drafting process. A successful vision statement should paint a colorful picture of what the future holds; it should act as a motivational “north star”, a guiding light toward which communities can organize and act. Vision statements should be broad enough to incorporate diversity and comprehensive enough and clear enough to appeal to and be understood by every member of the community.

*The vision of this plan is to provide the Village of Millington with the tools, resources and stakeholder networks needed to create and sustain a dynamic community. Under the tenure of this document, Millington will strive to become an accessible destination with a powerful draw for visitors, residents and investors. It should also serve as an effective regional linkage to neighboring communities, creating and expanding local and statewide networks.*

Devising principles to guide the vision is critical to its implementation. Guiding principles take stock of existing conditions, account for strengths and weaknesses, provide justification and influence the course of action taken, regardless of goals or objectives change over time. These principles are:

1. Accessibility
2. Inclusion
3. Mobility
4. Collaboration
5. Creativity

The Village of Millington strives to be an accessible and inclusive community, valuing social and economic mobility, creativity and collaboration among its residents, workers and visitors. An accessible space is one that can easily be reached, approached, entered or used; an inclusive space ensures that this ease applies to everyone. Mobility refers to the opportunity that an individual must sustain to enhance their quality of life – both socially and economically. Fostering creativity allows for new ideas, new patterns, methods and new relationship. A collaborative environment is one in which residents, visitors, workers and stakeholders can work together to achieve common goals. These guiding principles will provide the Village of Millington with the framework to make decisions today and in generations to come.

## **The Future**

While this plan creates a vision for the future, it is also critical to acknowledge its past. This plan draws upon an expansive planning history, dating back to its establishment of the village in the nineteenth century. A respect for the Village's unique history allows this document to bridge the gap between the past and the future. This comprehensive community vision, which replaces the 2012 Village of Millington Master Plan Update, has been updated to better respond to new challenges, goals and opportunities consistent with the changing economic, social and political climate. The plan is also better equipped to support recent planning concepts and recommendations. United by a common vision, the Village of Millington begins its future with optimism, pride and a resolute respect for its past.

The Village of Millington has developed the following Master Plan Update to guide the community into the future. This comprehensive policy document has been created to guide community, economic, and physical development. The Master Plan is intended to portray a clear statement of the community's goals, objectives and action plans needed to achieve that vision.

The strategies set forth in this Master Plan will not be materialized in the immediate future. Rather, the vision contained in this document will require commitment by the Village to follow the policy recommendations, and with cooperative effort from the entire community make them a reality through systematic and consistent implementation of the action items presented in the plan. Some of the action items established by this plan will be simplistic and quick to accomplish, while others will require further study and input from the community. The vision and commitment of the residents of Millington have worked to develop this plan, and their talents, passions and perseverance will make their Master Plan a reality.

## **A Brief History of Millington**

In 1822, the U.S. Government Survey named the stream running through Millington, Millington Creek. On December 24, 1850, Edwin C. Brainerd became the first settler in Millington. The first Millington school was established in 1856 and Amos Wolverton became the first postmaster of Millington on June 29, 1857. In 1860, the Village (formerly known as Podunk) was platted and named Lanesville. Around 1866, the Village became known as Millington and in 1872 it was re-platted and officially named Millington by D.M. Blocher, the first Village President, Samuel Atwood, and Joel Beckwith. In 1877, Millington was incorporated as a Village. The first Village Council was comprised of D.M. Blocher (President), I.T. Damon, M.M. Atwood, Anthony DeWitt, Jacob Hooverand, and Arthur B. Gould.

The Village newspaper, the Millington Herald and the Lakeville Messenger, was established by Mr. Patterson.

In 1873, a railroad was constructed through the Village, providing coal, building materials and farm machinery. The coming of the railroad also provided exports such as grains, potatoes, livestock, lumber and pine shingles.

The following proclamation was made at the centennial of the Village in August 1954:

“WHEREAS, the first recorded settler of Millington, Township was E.E. Brainerd who settled in section six, December 1850 and was the only white settler until 1853, and  
WHEREAS, the first settlement in Millington Township, originally known as Podunk, was platted Lanesville in 1860, later platted as Millington 1872, and  
WHEREAS, it is fitting that the citizens of Millington Township and the Village of Millington honor the memory of these early settlers and commemorate the thriving existence of our township and Village for 100 years.”

In 2004, during the 150<sup>th</sup> Anniversary Celebration, the Village of Millington created the Village Motto of “*Where the Past & Present Meet*”.

## **The Master Plan: Approach and Organization**

The Master Plan takes a metric and goal-oriented approach to the future development of Millington. It is laid out in eleven chapters or themes that correspond to the Village's most important strategic issues. It is laid out in eleven chapters or themes that correspond to the Village's most important strategic issues. The Master Plan includes land use, transportation, parks and recreation, and public facility elements that are organized as leading components of each chapter. Each of the components acknowledges the need to accommodate new development, while creating an attractive living environment for residents and retaining Millington's unique features.

In general, the Millington Master Plan evaluates the existing conditions of the Village and proposed actions to be taken over the next twenty years.



## Demographic Overview

The characteristics of a community's population are among the key ingredients that are given consideration in the long-range planning process. Historical and current demographic trends have several useful applications. From identifying community needs to strategizing future land use, demographic characteristics provide the foundational resources needed to make effective community-based decisions. The following demographic trends are essential to developing a comprehensive understanding of the characteristics of the Village of Millington:

### Population Overview

As Table 1 (below) shows, Millington experienced growth from 1940 to 2010 in more than every other decade and averaged 2.3% of Tuscola County population during this time frame. Two out of the three decades of population decline in Millington, also saw decline in the Tuscola County population, however, the percentage of Millington population to Tuscola County population only saw a modest change. The population decline of 2010 can be attributed to the Great Recession.

<b>Table 1: Millington Historical Population</b>			
<b>Year</b>	<b>Millington</b>	<b>Tuscola County</b>	<b>Percentage of Tuscola County Population</b>
<b>1940</b>	813	35,694	2.3%
<b>1950</b>	1,053	38,258	2.8%
<b>1960</b>	1,159	43,305	2.7%
<b>1970</b>	1,099	48,603	2.3%
<b>1980</b>	1,237	56,961	2.2%
<b>1990</b>	1,114	55,498	2.0%
<b>2000</b>	1,137	58,266	2.0%
<b>2010</b>	1,072	55,729	1.9%

*Source: U.S. Federal Census*

Table 1.1: Millington Population Trends & Growth Rate						
Year	Millington	Growth Rate	Tuscola County	Growth Rate	Michigan	Growth Rate
1940	813		35,694		5,256,106	
1950	1,053	29.5%	38,258	7.2%	6,371,766	21.2%
1960	1,159	10.1%	43,305	13.2%	7,823,194	22.8%
1970	1,099	-5.2%	48,603	12.2%	8,881,826	13.5%
1980	1,237	12.6%	56,961	17.2%	9,262,078	4.3%
1990	1,114	-9.9%	55,498	-2.6%	9,295,297	0.4%
2000	1,137	2.1%	58,266	5.0%	9,938,444	6.9%
2010	1,072	-5.7%	55,729	-4.4%	9,883,640	-0.6%
Source: U.S. Federal Census, Michigan Department of Technology, Management, and Budget						

As Table 1.1 (above) indicates, Millington experienced positive population growth in 1950, 1960, 1980 and 2000. While in 1970, 1990 and 2010, Millington experienced negative population growth.

Just as the growth in Millington has been variable, the rate of growth in Tuscola County has also been variable. The 1950's witnessed particularly rapid growth, at 29.5%. Millington's growth rate was more than 4 times that of the County and exceeded the growth rate of the State during that time period. The negative growth rate in 1990 and 2010 can also be seen in Tuscola County, and the State declined in population in 2010 as well.

Millington comprised 2.8% of the Tuscola County population in 1950 and 1.9% of the County's population in 2010. At the height of its largest population of 1,237 in 1980, Millington comprised 2.2% of the Tuscola County population.

As shown in Table 1.2 (below), according to the 2010 U.S. Census, Millington had a total resident population of 1,072. The highest percentage of residents was in the 15 to 19-years of age bracket with 9.1%. The second highest age group was under 5-years of age bracket with 7.8%. The third and fourth highest age groups were the 5 to 9 years and 10 to 14 years age brackets with 7.6% each of total Millington population. The median age of total Millington population is 32.8 years.

Table 1.2: 2010 Population		
Subject	Millington	
	#	%
Total Population	1,072	100.0%
Under 5	84	7.8%
5 to 9 years	82	7.6%
10 to 14 years	81	7.6%
15 to 19 years	98	9.1%
20 to 24 years	78	7.3%
25 to 29 years	74	6.9%
30 to 34 years	79	7.4%
35 to 39 years	69	6.4%
40 to 44 years	60	5.6%
45 to 49 years	61	5.7%
50 to 54 years	59	5.5%
55 to 59 years	50	4.7%
60 to 64 years	41	3.8%
65 to 69 years	46	4.3%
70 to 74 years	38	3.5%
75 to 79 years	28	2.6%
80 to 84 years	19	1.8%
85 years Andover	25	2.3%
Median age (years)	32.8	
16 years and over	799	74.5%
18 years and over	766	71.5%
21 years and over	710	66.2%
62 years and over	178	16.6%
65 years and over	156	14.6%

Source: U.S. Federal Census 2010

Table 1.3: 2010 Female Population		
	Millington	
Subject	#	%
Total Population	566	52.8%
Under 5	47	4.4%
5 to 9 years	40	3.7%
10 to 14 years	46	4.3%
15 to 19 years	46	4.3%
20 to 24 years	39	3.6%
25 to 29 years	31	2.9%
30 to 34 years	42	3.9%
35 to 39 years	40	3.7%
40 to 44 years	28	2.6%
45 to 49 years	32	3.0%
50 to 54 years	29	2.7%
55 to 59 years	25	2.3%
60 to 64 years	24	2.2%
65 to 69 years	28	2.6%
70 to 74 years	18	1.7%
75 to 79 years	15	1.4%
80 to 84 years	15	1.4%
85 years and over	21	2.0%
Median age (years)	34.1	
16 years and over	419	39.1%
18 years and over	405	37.8%
21 years and over	376	35.1%
62 years and over	113	10.5%
65 years and over	97	9.0%

Source: U.S. Federal Census 2010

Table 1.4: 2010 Male Population		
	Millington	
Subject	#	%
Total Population	506	47.2%
Under 5	37	3.5%
5 to 9 years	42	3.9%
10 to 14 years	35	3.3%
15 to 19 years	52	4.9%
20 to 24 years	39	3.6%
25 to 29 years	43	4.0%
30 to 34 years	37	3.5%
35 to 39 years	29	2.7%
40 to 44 years	32	3.0%
45 to 49 years	29	2.7%
50 to 54 years	30	2.8%
55 to 59 years	25	2.3%
60 to 64 years	17	1.6%
65 to 69 years	18	1.7%
70 to 74 years	20	1.9%
75 to 79 years	13	1.2%
80 to 84 years	4	0.4%
85 years and over	4	0.4%
Median age (years)	30.7	
16 years and over	380	35.4%
18 years and over	361	33.7%
21 years and over	334	31.2%
62 years and over	65	6.1%
65 years and over	59	5.5%

Source: U.S. Federal Census 2010

The information from tables 1.3 and 1.4 (above) indicates 52.8% of the resident population of Millington is female and 47.2% is male. Of the female residents, the highest population bracket is under 5 years of age with 47 residents or 4.4%. The second highest is two age groups of 46 residents each or 4.3% each, ages 10 to 14 years and 15 to 19 years. The third highest is the 30 to 34 years age bracket with 42 residents or 3.9% of the total population. The median age of the female residents is 34.1 years of age.

Of the male residents, the largest population bracket is the 15 to 19 years with 52 male residents or 4.9% of the total population. The second highest age bracket is the 25 to 29 years bracket with 43 male residents or 4.0% of the total population. The third highest age bracket is 5 to 9 years with 42 male residents or 3.9%. The fourth largest age bracket is the 20 to 24 years group with 39 male residents or 3.6% of the total population. The median age of the male residents is 30.7 years of age.

Table 1.5: Comparative Population								
Municipal	2010 Census Population	2010 Population Estimate	2011 Population Estimate	2012 Population Estimate	2013 Population Estimate	2014 Population Estimate	2015 Population Estimate	Percentage of County 2015 Estimate Population
<b>Tuscola County</b>	55,729	55,695	55,390	54,716	54,221	53,991	53,804	100.0%
<b>Arbela Township</b>	3,070	3,117	3,088	3,062	3,042	3,037	2,998	5.6%
<b>Fremont Township</b>	3,312	3,386	3,342	3,305	3,278	3,258	3,246	6.0%
<b>Millington Township</b>	4,354	4,414	4,383	4,354	4,324	4,286	4,260	7.9%
<b>Millington</b>	1,072	1,004	1,077	1,013	1,012	1,016	1,019	1.9%
<b>Tuscola Township</b>	2,082	1,831	2,004	2,180	2,204	2,214	2,204	4.1%
<b>Vassar Township</b>	4,093	4,175	4,134	4,075	4,032	4,012	3,980	7.4%
<b>Watertown Township</b>	2,202	2,079	2,032	1,988	2,010	2,108	2,118	3.9%
<b>Genesee County</b>	425,790	425,056	421,773	418,029	415,553	412,813	410,442	100.0%
<b>Forest Township</b>	4,702	4,736	4,667	4,617	4,593	4,523	4,551	1.1%
<b>Thetford Township</b>	7,049	7,376	7,229	7,080	6,972	6,915	6,850	1.7%
<b>Lapeer County</b>	88,319	88,197	88,066	88,221	88,307	88,237	88,444	100.0%
<b>Rich Township</b>	1,623	1,600	1,600	1,581	1,705	1,640	1,539	1.7%
Source: 2016 Population Estimates Program - American Fact Finder								

Table 1.5 (above) shows the 2010 U.S. Federal Census and U.S. Census Bureau Population Estimates from 2010 to 2015 for Millington, Tuscola County, and adjoining Townships and Counties. According to the estimates, Millington, Tuscola County, and most of the surrounding areas have experienced slight population growth for the last five years.

Table 1.6: 2010 to 2015 Estimate Population												
Sex and Age	2010	%	2011	%	2012	%	2013	%	2014	%	2015	%
Total Population	1,004	100.0%	1,077	100.0%	1,013	100.0%	1,012	100%	1,016	100%	1,019	100%
Male Estimate	452	45.0%	495	46.0%	455	44.9%	453	44.8%	480	47.2%	473	46.4%
Female Estimate	552	55.0%	582	54.0%	558	55.1%	559	55.2%	536	52.8%	546	53.6%
Under 5	92	9.2%	96	8.9%	91	9.0%	93	9.2%	77	7.6%	50	4.9%
5 to 9 years	52	5.2%	48	4.5%	48	4.7%	41	4.1%	48	4.7%	56	5.5%
10 to 14 years	113	11.3%	115	10.7%	80	7.9%	83	8.2%	76	7.5%	64	6.3%
15 to 19 years	110	11.0%	137	12.7%	140	13.8%	119	11.8%	94	9.3%	84	8.2%
20 to 24 years	34	3.4%	50	4.6%	58	5.7%	65	6.4%	68	6.7%	82	8.0%
25 to 34 years	144	14.3%	139	12.9%	104	10.3%	113	11.2%	103	10.1%	97	9.5%
35 to 44 years	168	16.7%	173	16.1%	151	14.9%	129	12.7%	138	13.6%	111	10.9%
45 to 54 years	90	9.0%	109	10.1%	109	10.8%	134	13.2%	125	12.3%	162	15.9%
55 to 59 years	24	2.4%	23	2.1%	28	2.8%	39	3.9%	46	4.5%	54	5.3%
60 to 64 years	40	4.0%	58	5.4%	61	6.0%	50	4.9%	76	7.5%	88	8.6%
65 to 74 years	57	5.7%	58	5.4%	63	6.2%	78	7.7%	101	9.9%	100	9.8%
75 to 84 years	47	4.7%	36	3.3%	42	4.1%	33	3.3%	40	3.9%	50	4.9%
85 and over	33	3.3%	35	3.2%	38	3.8%	35	3.5%	25	2.5%	21	2.1%

Table 1.6 (above) shows the resident population estimates from the U.S. Census Bureau’s American Community Survey for 2010 to 2015. In addition to each total population estimate, each age group is also shown. The estimates are used to formulate the projected future population for Millington.

Projecting the future population of Millington helps predict the future demographic character of the Village. This is critically important for the Village’s planning and policy decisions regarding capital investments, land use, and zoning changes.

The future population for a Village is determined through the evaluation of the Village’s anticipated annual growth rate. From the estimated population from 2010 to 2015, Millington had an estimated annual growth rate of 0.0028%. With this annual growth rate Millington is projected to have a population of 1,085 by the year 2038. For each estimated year, Millington had an average margin of error of 183 persons. When this is factored into the projected population Millington could experience a population growth rate higher than which was estimated and have an estimated population of 1,268 by 2038.

## Household Characteristics

Table 2 (below) shows in the 2010 U.S. Federal Census, there were 420 households in Millington. Of these, 284 were classified as family households. There were 197 married households with 90 of which had children less than 18 years of age. There were 25 households with a male householder and no wife present, 22 of which had children less than 18 years of age. There were 62 households with a female householder with no husband present and 40 of these households had children less than 18 years of age.

There were 136 non-family households. The number of residents who live alone was 117. Of this number, 43 were male and 74 were female. There were 121 households with individuals 65 years of age and over and 159 households with children less than 18 years of age. The average family size was 3.05 and the average household size was 2.55.

Table 2: Households by Type		
Subject	#	%
Total Households (Families)	420	100.0%
Family households	284	67.6%
With own children under 18 years	152	36.2%
Husband-wife family	197	46.9%
With own children under 18 years	90	21.4%
Male householder, no wife present	25	6.0%
With own children under 18 years	22	5.2%
Female householder, no husband present	62	14.8%
With own children under 18 years	40	9.5%
Non-family households	136	32.4%
Householder living alone	117	27.9%
Male	43	10.2%
65 years and over	11	2.6%
Female	74	17.6%
65 years and over	48	11.4%
Households with individuals under 18 years	159	37.9%
Households with individuals 65 years and over	121	28.8%
Average household size	2.55	
Average family size	3.05	

Source: 2010 U.S. Federal Census

In the 2010 U.S. Federal Census, there were 464 housing units in Millington with 420 or 90.5% of them listed as occupied. There were 44 vacant housing units with 21 for rent, 8 for sale and 15 listed as all other vacant. Of the 420 housing units, 279 or 66.4% of them, were owner occupied housing units with a population of 710 residents living in them. There were 141 or 33.6% renter occupied housing units with 362 residents occupying them.

## Employment Overview

Employment within a community can be assessed in two different ways. One is based on a resident's employment by occupation while the other is based on a resident's employment by industry. Employment by occupation describes the kind of work a person does on the job, as opposed to the type of industry an individual works in, which relates to the kind of business conducted by a persons' employer.

Table 4: Employment by Occupation						
Subject	2011	2012	2013	2014	2015	Average Number Employed
Civilian employed population 16 years and over	428	402	383	363	361	387
Management ,business, science, and arts occupations	88	82	80	62	66	76
Service occupations	85	76	74	92	107	87
Sales and office occupations	121	140	127	122	107	123
Natural resources, construction, and maintenance occupations	82	61	46	39	19	49
Production, transportation, and material moving occupations	52	43	56	48	62	52
<b>Total</b>	<b>428</b>	<b>402</b>	<b>383</b>	<b>363</b>	<b>361</b>	<b>387</b>

Source: 2015 American Fact Finder

Table 4 (above) describes Millington residents' employment by occupation for years 2011 through 2015 with the number employed in each occupation category.

The largest employment area was the Sales and Office Occupations classification with an average of 123 residents employed in this occupational classification for years 2011-2015. This category and the Service Occupations category each had 107 residents employed in each classification for the year 2015. The Service Occupations and Sales and Office Occupations categories total 214 residents and makes up almost 60% of the civilian employed population 16 years and over in the year 2015.

Subject	2011	2012	2013	2014	2015	Average Number Employed
Civilian employed population 16 years and over	428	402	383	363	361	387
Agriculture, forestry, fishing, hunting and mining	4	4	4	6	3	4
Construction	53	48	30	30	21	36
Manufacturing	45	38	43	42	57	45
Wholesale trade	19	17	16	13	10	15
Retail trade	85	82	81	77	63	78
Transportation, warehousing and utilities	16	17	15	10	11	14
Information	5	4	6	4	0	4
Finance, insurance, real estate, rental and leasing	18	13	8	9	2	10
Professional, scientific, management, administrative, waste management services	16	20	22	30	25	23
Educational services, health care and social assistance	94	99	101	79	74	89
Arts, entertainment, recreation, accommodation and food services	31	31	30	44	54	38
Other services, except public administration	38	26	23	12	28	25
Public administration	4	3	4	7	13	6
<b>Total</b>	<b>428</b>	<b>402</b>	<b>383</b>	<b>363</b>	<b>361</b>	<b>387</b>
Source: 2015 American Fact Finder						

According to Table 4.1 (above), which describes Millington residents' employment by industry for years 2011 through 2015 with the number employed in each occupation category, the largest employment by industry in Millington was in the Educational Services, Health Care, and Social Assistance industries which averaged 89 residents or 23% over the five-year period. The second largest employment category was in Retail Trade industry which averaged 78 residents or 20% over the same period. The third and fourth largest employment categories were the Manufacturing industry and the Construction industry at 12% and 9%, respectively.

Of the 361 civilian employed residents in 2015, 317 were employed as hourly and salary workers, 37 residents were employed as government workers and 7 were self-employed as sole proprietors.

Table 4.2: 2015 Employment Status		
Employment Status	Millington	
	Total	%
Workers 16 years and over	725	100
Civilian Labor Force	397	54.8
Employed	361	49.8
Unemployed	36	5.0
Noting Labor Force	328	45.2
Own children of householder under 6 yrs.	63	100
All Parents in Family in Labor Force	52	82.5
Own children of householder 6 to 17 yrs.	125	100
All Parents in Family in Labor Force	90	72.0
Commute to work	351	100
Commute to work by vehicle	293	83.5
Commute to work by carpool	42	12.0
Commute to work by other means	7	2.0
Worked at home	9	2.6
Mean Travel Time to Work (minutes)	31	

*Source: 2015 American Fact Finder*

According to Table 4.2 (above), there were 725 residents who were 16 years of age and older in the workforce in 2015. Of this population, 397 or 54.8% comprised the Civilian Labor Force. In 2015, 361 were employed and 36 were unemployed of the Civilian Labor Force. Of the labor force, 293 or 83.5% of them commuted to work by vehicle, and 42 or 12% commuted to work by carpool. In addition, 82.5% of families with children under the age of 6 years in Millington have both parents in the labor force. Of the parents of children 6 to 17 years of age, 72% of these families have both parents in the labor force.

## Income Overview

Table 5: 2015 Resident Income Estimates (In 2015 Inflation Adjusted Dollars)					
Subject	Millington Village				
	Household	%	Families	Married-couple Families	Nonfamily Households
<b>Total</b>	400		229	143	171
<b>Less than \$10,000</b>	27	6.8%	1.3%	0.0%	14.0%
<b>\$10,000 to \$14,999</b>	56	14.0%	10.9%	0.0%	21.6%
<b>\$15,000 to \$24,999</b>	60	15.0%	6.6%	2.1%	22.8%
<b>\$25,000 to \$34,999</b>	58	14.5%	11.4%	13.3%	18.7%
<b>\$35,000 to \$49,999</b>	82	20.5%	29.7%	30.8%	9.9%
<b>\$50,000 to \$74,999</b>	51	12.8%	18.8%	23.1%	7.0%
<b>\$75,000 to \$99,999</b>	42	10.5%	12.7%	16.8%	5.8%
<b>\$100,000 to \$149,999</b>	24	6.0%	8.7%	14.0%	0.0%
<b>\$150,000 to \$199,999</b>	0	0.0%	0.0%	0.0%	0.0%
<b>\$200,000 or more</b>	0	0.0%	0.0%	0.0%	0.0%
<b>Median income (dollars)</b>	\$34,722		\$42,159	N/A	\$19,375
<b>Mean income (dollars)</b>	\$41,553		\$50,769	N/A	\$26,338
Source:2015AmericanFactFinder					

In 2015, there were 400 households. From information provided in Table 5, the largest numbers of households were those who had incomes of \$35,000 to \$49,999.

The median income for Millington residents was \$34,722. Median income is the amount that divides the income distribution into two equal groups.

Half of the residents had income above \$34,722, and half of the residents had income below \$34,722.

Table 5.1: 2015 Mean Income			
Mean Income Source	Millington Village		
	Number	\$ Mean Income	%
Income from Earnings	264	38,852	66.0%
Income from Social Security	165	18,201	41.3%
Income from Retirement	125	18,425	31.3%
Income from Supplemental Security	41	7,449	10.3%
Income from Public Assistance	14	1,086	3.5%
Food Stamp/SNAP benefits(past12mo.)	72	0	19.0%
Source:2015AmericanFactFinder			

The mean household income for Millington residents was \$41,553. Mean household income is the average income and is obtained by dividing the total aggregate income by the number of households in Millington. For planning purposes, Table 5.1 gives a breakdown of the mean income groups for Millington.

### 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.

Table 6 (below) shows the educational statistics as estimated from the 2015 American Community Survey.

Table 6: Education Overview								
Subject	Millington		Millington Township		Tuscola County		Michigan	
	Public	Private	Public	Private	Public	Private	Public	Private
Preschool	8	4	74	36	516	171	96,266	46,737
Kindergarten	14	0	23	21	453	120	111,159	14,911
Elementary: Grade 1 to 4	38	0	131	49	1,960	373	439,076	53,600
Elementary: Grade 5 to 8	40	1	156	64	2,465	474	465,951	51,051
High school: 9 to 12	41	5	194	35	3,087	233	503,082	47,614
College Undergraduate	30	29	149	59	1,663	304	549,385	96,778
Graduate School	0	0	0	0	195	73	97,933	31,137
20 to 24 year old	14	3	79	3	813	40	277,883	44,920
25 to 34 years old	2	3	23	3	384	102	143,690	30,191
35 years and older	6	14	25	14	491	180	117,768	34,890
Source:2015AmericanCommunitySurvey								

There are three public schools managed by Millington Community School District including Meachum Elementary School, Millington Junior and High School, and Kirk Alternative Education. St. Paul Lutheran School is a private school in Millington.

School	Grades	Year of Enrollment	Enrollment #
Millington Jr & High School	6-12	2019-20	413
Meachum Elementary School	K-5	2019-20	478
Kirk Alternative Education	7-12	2019-20	37
St. Paul Lutheran School	Pre-school - 8	2019-20	109

## Natural Resources

The natural environment plays a major role in land development. The natural environment can significantly impact development such as steep slope, prohibiting the building of any structure. Conversely, the natural environment can be affected 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 affect the life of a community by either:

1. Creating hazards such as flooding or slope erosion.
2. Destroying important public resources such as ground water supplies and surface water bodies.
3. Wasting productive 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 two-fold. 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:

### 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 zoographical features are found in the Village.

## **Woodlands**

Woodlands information for the Village of Millington 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.

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. 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.

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.

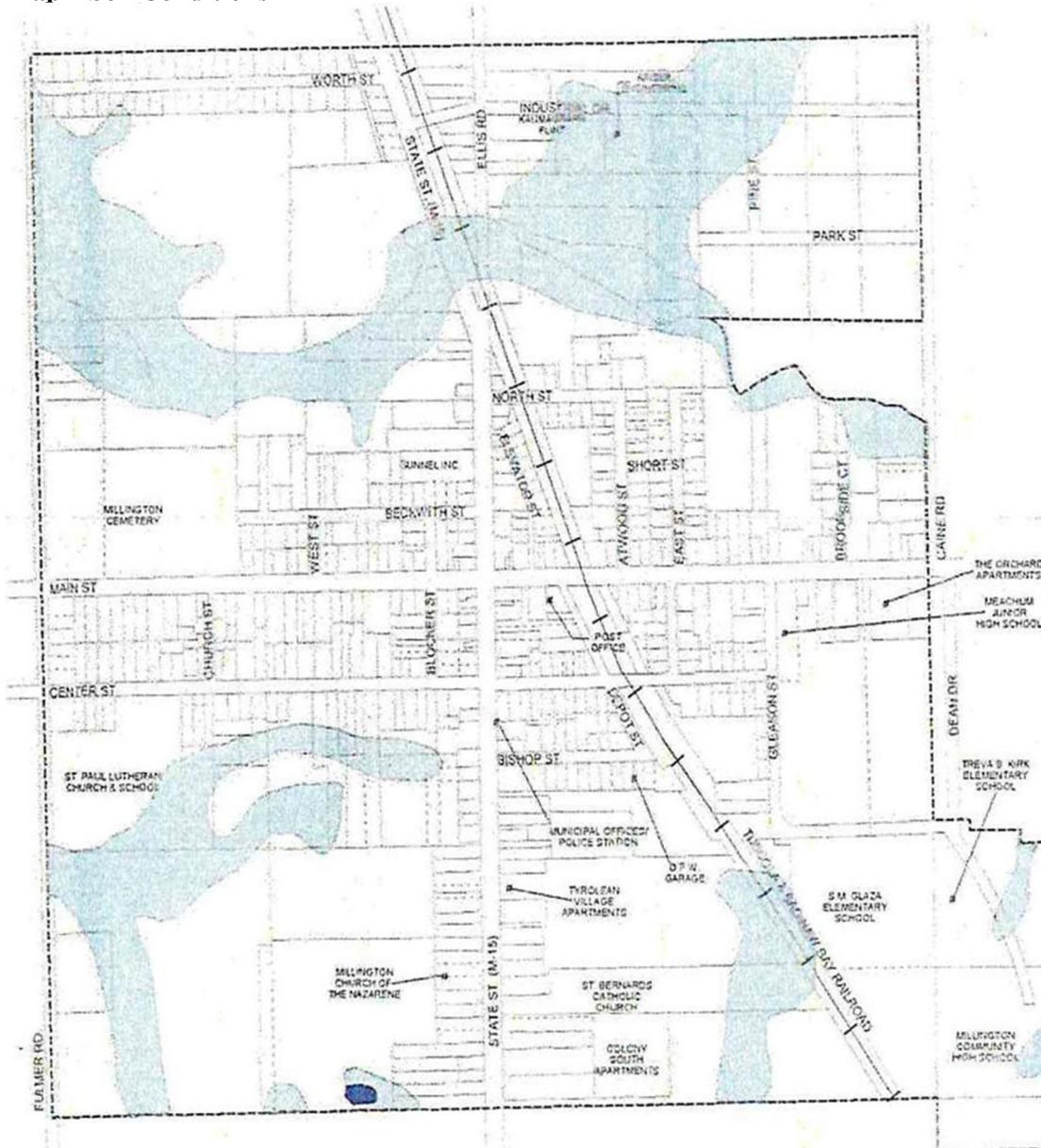
## **Soil Conditions**

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 storm water 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 2 (on the following page) shows the classification of soils according to their potential for urban development. Soil 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 capabilities, and medium compressibility and shear strength. Unlike hydric soils, non-hydric soils are good soils with few limitations to development.

As can be seen on Map 2, 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 is comprised of non-hydric soils totaling more than 80% of the Village.

## Map 2 Soil Conditions



## Geology

The geology of the Village of Millington, 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 in 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 subsurface geology of the Village of Millington 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.

## **Chapter Three: Public Facilities and Utilities**

### **Electrical Service Area**

Electric service is provided to the residents and businesses of the Village of Millington by DTE Energy. The service meets the needs of the Village. Millington works closely with DTE to provide reliable service. Future improvements to the existing infrastructure capacities are necessary to ensure that the Village remains competitive for commercial and industrial businesses.

### **Municipal Water Supply**

The Village of Millington’s current water tower was placed in service in 1980 and it is a 300,000 gallon spherical tower that is supplied by 2 wells. The water tower is inspected every 5 years and was last inspected in August 2019.

A water treatment plant was placed into service in 2008 to remove any traces of iron/arsenic from the water supply and to keep iron/arsenic below the standard. The treatment plant was placed into service to meet future Village growth.

The water supply is tested per DEQ requirements and an Annual Quality Report is prepared. The report is available online and may be viewed in the Village Office.

### **Public Sanitary Sewer Service**

A new treatment facility was constructed in 1970 and consists of 1 lift station, a three (3) cell wastewater lagoon system. The lagoon basins were built in the 1970s. Cell #1 had a new clay liner installed in 2006. Cell #3 was originally an overflow pond, but it was converted to a treatment pond in 1996. The lagoon cells are discharged bi-annually into the Millington Creek through a drainage ditch. The lift station that was placed into service in 1970 was upgraded in 2006 with 2 primary pumps and third backup pump.

## **Police Service**

The Village of Millington has its own Police Department that provides coverage to the Village 16 hours per day, 5 days per week. The department has 3 reserve officers who each have been certified by the Michigan Commission on Law Enforcement Standards and regularly attend in-service training.

## **Department of Public Works**

The Village of Millington Public Works Department manages the Village streets, storm sewers, water and sewer systems. The DPW also handle snow removal.

## **Fire Services**

Millington is provided with fire protection services through a volunteer organization. The Millington-Arbela Township Fire Department, which covers the Village, as well as Millington and Arbela Township consists of 26 volunteers who are on-call 24 hours a day, 7 days a week.

The fire department, which is run by the Township has a mutual-aid agreement with neighboring municipalities in the region. This agreement helps the communities work together by dispatching equipment to the site of an emergency. The department is run out of a fire station located in the Village limits.

## **Library**

The Millington Library was established in 1938 and reorganized as the Millington Arbela District Library in 2003. The library is supported by a voted millage and governed by an elected board to serve the public interest.

The library is open to all and provides resources and services in a variety of media to meet the educational and recreational needs of the public. The library offers books, audio books, e-books, magazines, DVDs, and many programs for all age groups at no cost to patrons. Computer access and instruction, along with fax and copy services are also available at the library.

Libraries, together with recreation programs, form an integral element in the character and reputation of desirable communities. Libraries today provide a diverse range of services that touch a broad spectrum of the community, including children and adults, as well as business and industry.

## **Community Stakeholders**

The Village Downtown area has a diverse number of retail stores, restaurants, offices, and professional services. Other key uses are the Village Municipal Office, Millington Township Office, Millington-Arbela Fire Department, Millington-Arbela Historical Society and the Post Office.

The Village Downtown area is also used for civic functions and public gatherings, including:

- \* Millington Old-Fashioned Summer Festival, with parades and activities
- \* M-15 Garage Sales
- \* Millington National Night Out
- \* Christmas in the Village, with parades and activities
- \* Homecoming parade, Memorial Day Parade
- \* Holiday activities, such as Scarecrow Contest and Mayhem in Millington

## **Millington Community Center**

The Millington Community Center is a non-profit organization for the purpose of providing enjoyment and assistance for the citizens of the Millington area since 2003 for activities and events including hall rental, weight room, and regular weekly community events.

## **Masonic Lodge #470**

Millington is also home to the Masonic Lodge #470. The Lodge is actively involved with community events. The fraternal organization promotes charity and brotherly love. The Masons provide hall rental services and community service to local citizens.

## **Odd Fellow Hall**

The Odd Fellows is an organization that provides a framework to promote personal and social development. The group is active in the community and provides hall rental.

## **Village's Downtown Development Authority (DDA) Plan**

The Downtown Development Authority (DDA) for the Village of Millington has developed a Downtown Development and Tax Increment Financing (TIF) Plan.

The purpose of the Development Plan is to present the DDA's goals and planned projects that are expected to further the purpose of the DDA as well as the additional goals that are listed in the plan, whereas the TIF Plan projects the DDA's expectations for the revenue capture and compares them to the planned projects to ensure adequate funds will exist to accomplish the Development Plan.

The DDA was originally established in 1992 and, since then, has been amended to extend the life of the plan to 2023. The most recent amendment was done in 2003 by the DDA Board. The land used in the DDA District include a mixture of commercial and retail, business and professional offices and industrial and residential structures (both single and multiple families).

In addition to public improvements to be financed with funds under the direction of the DDA, the overall development plan includes private development and reinvestment within the DDA District and the Village.

## **The Millington Downtown Development Authority's Planning Goals:**

1. Encourage planting of trees and landscaping materials, replacement of deteriorated landscaping as necessary within the DDA district.
2. Maintain current sidewalks and parking lot lighting for the safety of pedestrians.
3. Facilitate improvement, renovation, and redevelopment of interiors and exteriors of commercial buildings.
4. Promotes second-story commercial and residential space to increase occupancy of properties and more appropriate usage of buildings.
5. Strive to maintain the historic character of existing structures and encourage new development to conform to the historic identity.
6. Encourage the establishment and development of residential complexes within the DDA District.
7. To offer assistance and encourage outside signage that fosters pedestrian-oriented lighting and visibility.
8. Village of Millington Equipment Lease Program to support small and startup services.

## Parks and Recreation

The Village and the Township have an agreement to operate Latham Park. The park is mainly for day use with picnic tables, pavilions, and playground equipment. The park is a host to Boy Scout Summer Jamborees.

## Southern Links Trailway

The Village of Millington is a founding member of the Southern Links Trailway connecting Millington to Columbiaville. As communities grow, through population increases and economic growth, the demand of recreational facilities tends to increase. The Southern Links railway community is home to many wonderful recreational points of interest, such as natural and historic areas, campgrounds and lakes.



## Chapter Four: Existing Land Use

This chapter examines current land use patterns in Millington. Through population projection and land use analysis, this theme considers the future growth and development needs of Millington.

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 Master Plan, will serve as a ready reference for the Village of Millington in its consideration of land use management and public improvement proposals.

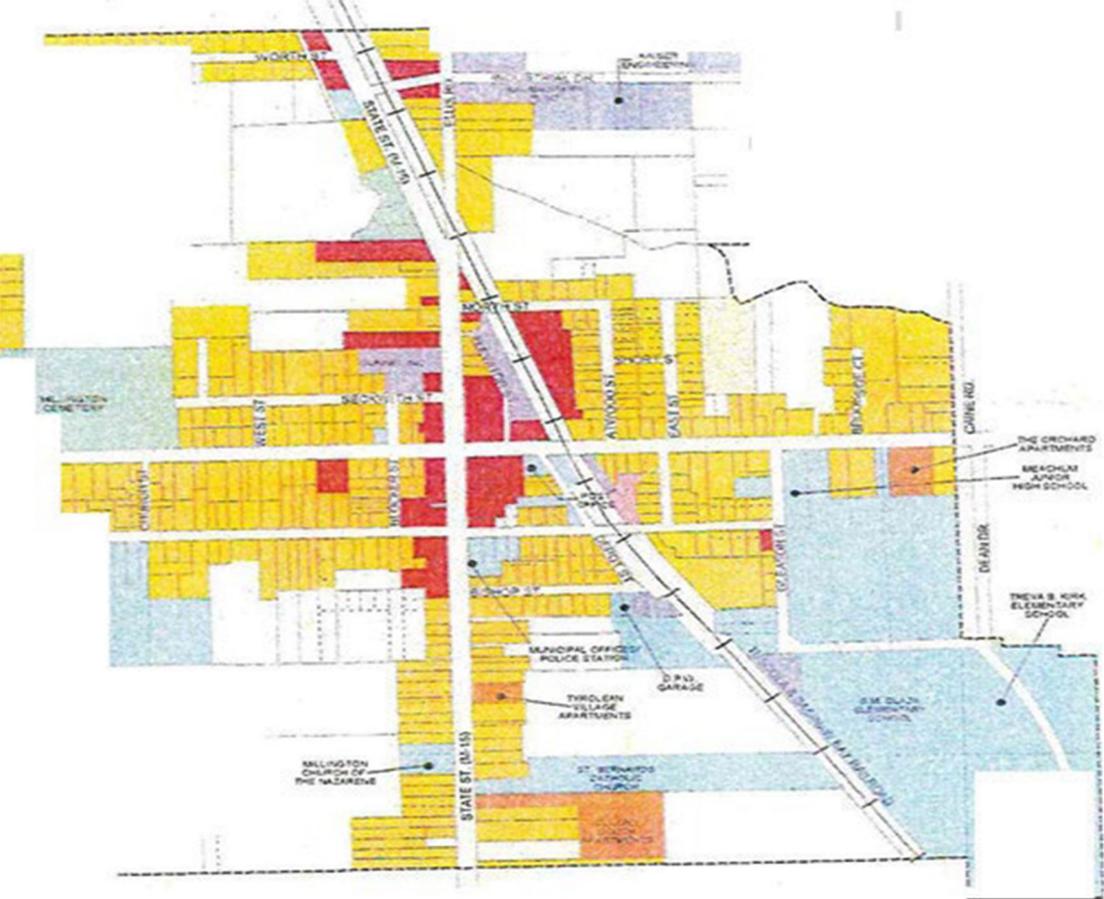
A computer-generated base map for the Village was first created using the digital information from them IRIS land use cover data, and the Village of Millington tax maps. The map was further updated and checked for accuracy by the Village officials. The base map includes the Village boundary line, streets 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. Village officials later reviewed the map for accuracy. Land use acreages were then derived directly from the digital information. The information was updated in December 2011 by Planning Commission members using the same land use classification system.

Table 7: Existing Land Use Acreage				
Land Use Category	2000		2012	
	Acres	Percent	Acres	Percent
Single-Family Residential	145	22.8	137.7	16.7
Multi-Family Residential	8	1.3	6.8	0.8
Agriculture	4	0.6	253.6	30.7
Commercial	18	2.8	20.3	2.5
Industrial	16	2.5	26.6	3.2
Institutional	100	15.7	102.51	12.4
Recreation/Cemetery	18	2.8	18.2	2.2
Utility	1	0.2	0.8	0.1
Vacant Land	327	51.3	259.5	31.4
<b>Totals</b>	<b>637</b>	<b>100</b>	<b>826</b>	<b>100</b>
Source:Wade-TrimfieldsurveyofOctober,2000,VillageofMillingtonPlanningCommissionfieldsurveyDecember,2011				

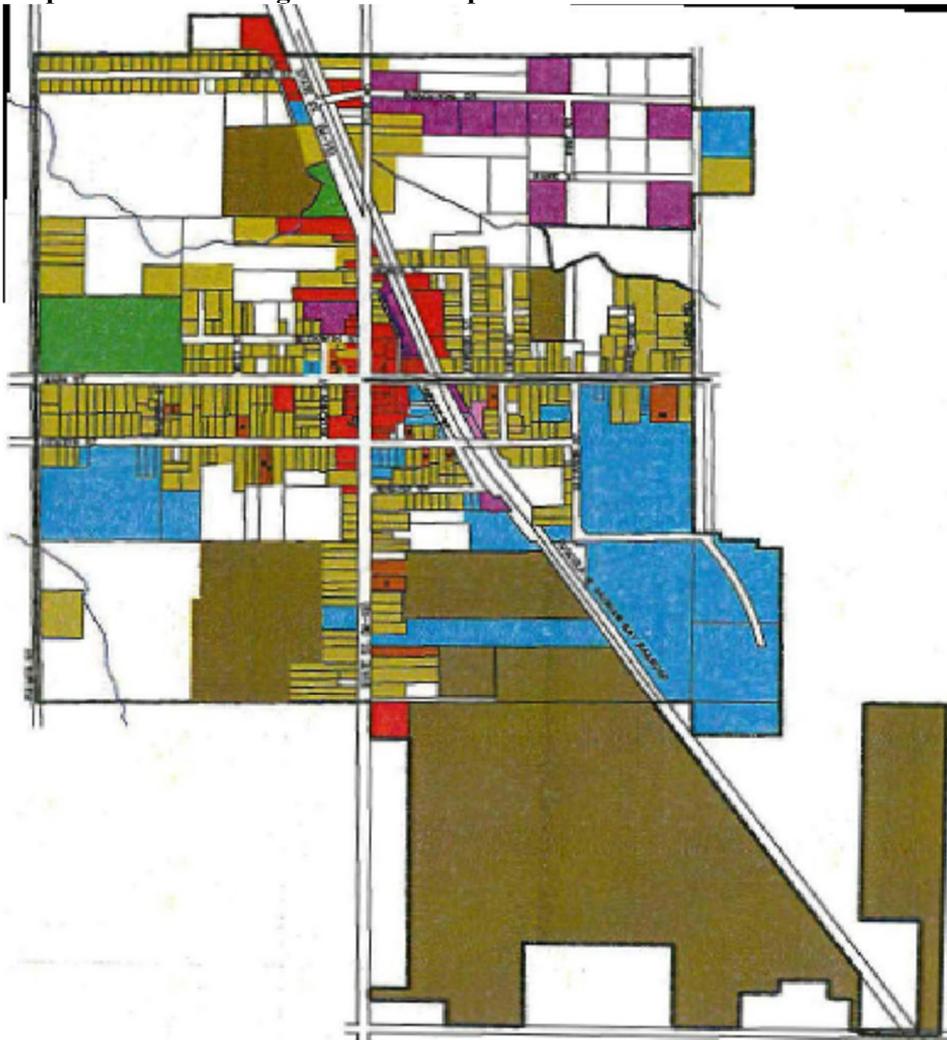
The Village of Millington encompassed a total area of 637 acres, or about 1 square mile in 2000. By December 2011, the Village had expanded to 826 acres. As shown in Map 3 and 3a, the Village is centered on its one principal intersection, State Street (M-15) and Main Street. Many land uses are found in the Village, and a description of each land use classification follows:

**Map 3: 2000 Land Use Map**



Legend	
● (Yellow)	Single Family Residential
● (Black)	Utility
● (Red)	Multi-Family Residential
○ (White)	Vacant
● (Brown)	Agricultural
● (Red)	Commercial
● (Purple)	Industrial
● (Blue)	Institutional

**Map 3a: 2011 Existing Land Use Map**



Legend	
● (Yellow)	Single Family Residential
● (Black)	Recreational/Cemetery
● (Red)	Multi-Family Residential
○ (White)	Utility Vacant
● (Brown)	Res.Agricultural
● (Red)	Commercial
● (Purple)	Industrial
● (Blue)	Institutional

**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 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.

## **Multi-Family Residential**

This category dropped from 8 acres, or 1.3% to 6.8 acres or 0.85 and 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, even though additional duplexes and triplexes were identified, is due to vacant land previously attributed to the Colony South Apartments.

## **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 the new areas to the Village, although a few large parcels within the 2000 Village boundaries were reclassified from vacant to agricultural.

## **Commercial**

Commercial land use includes retail sales and services, offices, and businesses other than industrial uses. Most commerce is 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 increase from 18 acres, or 2.8% in 2000 to 20.3 acres or 2.5% of the Village in 2011.

## **Industrial**

The Village has a fair number 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 on Industrial Drive, Stemco-Kaiser Engineering. Dyna Products is located on State Street.

## **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 a Junior High School, Millington High School, Meachum Elementary School and Kirk Alternative Education 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 Nazarene, Millington Community Center and St. Paul Lutheran Church and School, among others.

## **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 in 2012. The Millington Cemetery is the most prominent land use falling into this category. Additionally, a portion of the Southern Links Trailway, which is a linear park, and a portion of the U.S. 20 Bike Trail are located within the village limits.

The Village Downtown Development Authority is also in the process of developing a park on State Road, just north of North Street. Additional recreational opportunities are provided by a park operated jointly by Millington Township and the Village, but the park is located just outside the Village, so it is not counted here.

### Utility

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

### Vacant Land

The largest land use category in the Village is the Vacant 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 included in this category.

Vacant 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.



## **Future Land Use Plan**

This chapter considers the growth and development of Millington and in what direction growth and development should occur. It provides detailed strategy to guide future growth and development.

### **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.

### **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, but it also recommends procedures and policies that can help the community to get the 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 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 generalized recommendations.

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, but also studies the inter-relationships 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 Plans guide in their day-to-day decision-making processes.

### **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 pickup, police and fire protection, and 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 proceeding chapters of this Master Plan the elements of the Village of Millington 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.

## **Plan Recommendations**

### **Single-Family Residential**

Since 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 three 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 “leapfrog 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.

### **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 could be considered as a transition zone or buffer between the single-family neighborhood and commercial or office uses.

- In the future the Village could consider middle housing types that provide diverse housing options, such as duplexes, fourplexes, cottage courts and multiplexes. The house scale buildings could fit seamlessly into an existing residential neighborhood and support walkability and locally served retail. They could provide solutions along a spectrum of affordability to help solve the growing demand for walk-ability communities.

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

### **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 but 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.

### **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 which will have minimal negative traffic impact on the surrounding properties.
- The proposed commercial use would be compatible to the surrounding property uses and unacceptable 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.

### **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 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.

For the flexibility needed to deal with changing trends and circumstances and unanticipated opportunities, the Master Plan could allow for small-scale manufacturing as a permitted or conditional use in the central downtown district which could include light industrial. This is important to maximize the use of the Downtown buildings and to accommodate changing trends in the Downtown commercial district.

The district will be developed with a theme unique to Millington and promoted as a regional destination for shopping, service, and recreation. 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.

### **Industrial**

The Plan recommends the expansion of industrial use from the existing 16 acres to 57 acres. All 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 Great Lakes Central, all utilities in place, plenty of room for expansion, and desegregated 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 populations.

The Industrial zoning district corresponds to this land use classification.

### **Institutional**

The Plan designates 98 acres, or 15.4% of the Village as institutional district. This district includes aloft 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.

### **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 can utilize recreation facilities outside of the Village including Arthur Latham 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 use are permitted in the R-1 zoning district.

**Utility**

This district is comprised of the one-acre Millington Substation located on Center Street. This use is allowed in the IN zoning district.

**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 reclassified 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 8: Millington Future Land Use Acreage**

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

**Additional Recommendations**

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

**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 seem 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 (MOOT) to make any improvements along the state highway.

### **Bike Trail**

The plan recommends adding to an existing bike trail that runs through the Village. The U.S. 20 Bike trail is generally located along Main Street and Gleason Street. The bike trail is designed to connect major points in the Village, including the Central Business District, with major facilities.

### **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.

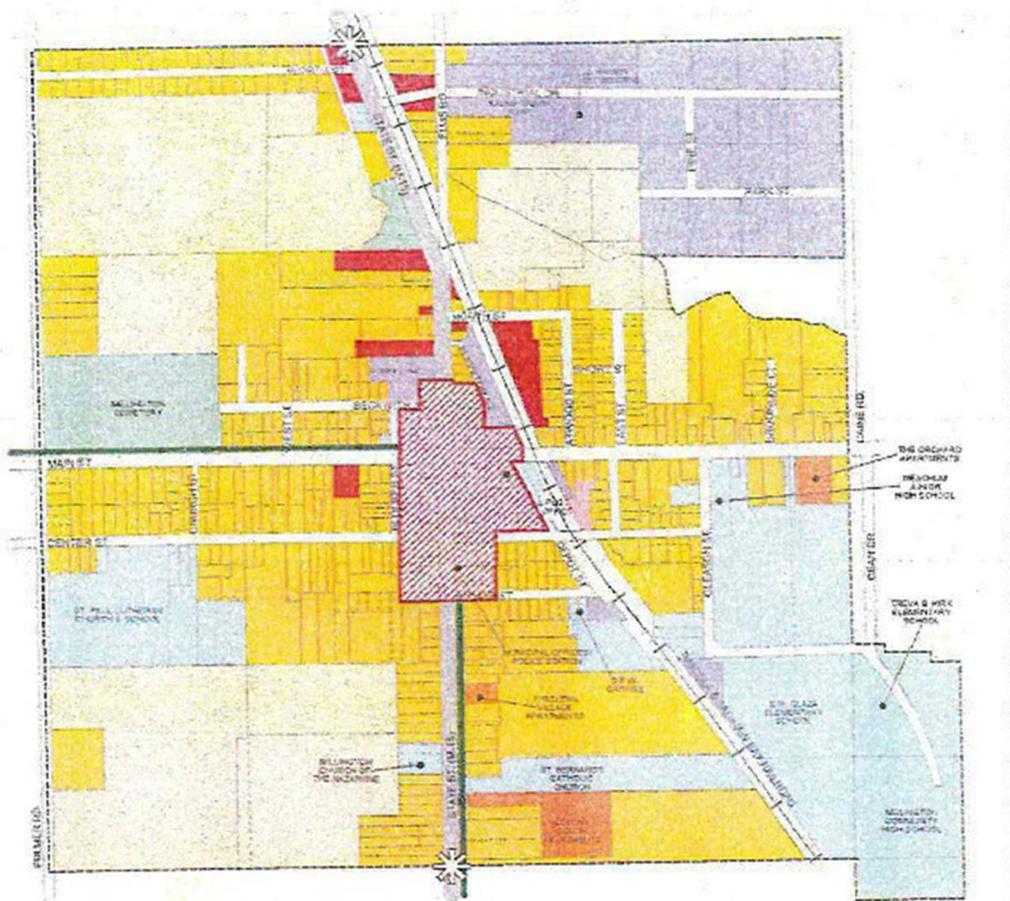
One of the principal benefits of having an adopted Master Plan is the foundation it provides for zoning decisions. As the Village Council or Planning Commission is faced with making zoning and land use decisions, the respective boards must consider the recommendations as set forth in the Master Plan.

Rezoning, site plan reviews, and special land uses should always conform to 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 disapproved or immediately following it. If an amendment occurs, it is important to know that the 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 4: Future Land Use 2000**



**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**

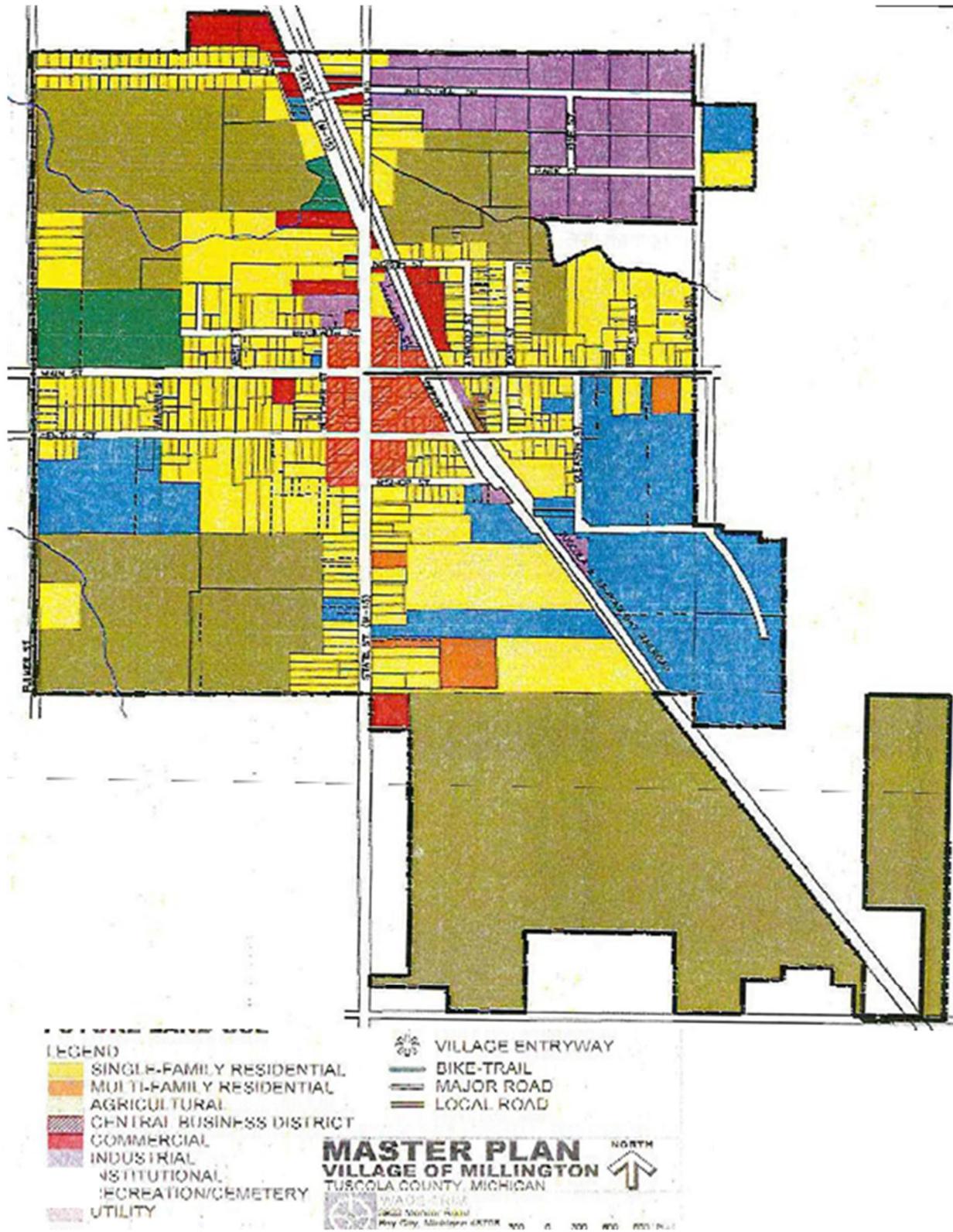
TUSCOLA COUNTY, MICHIGAN



WADE-TRIM  
3933 Monitor Road  
Bay City, Michigan 48706

300 0 300 600 900 Feet

Map 4a: Future Land Use 2012



## **Chapter Five: Strategic Planning**

The policies set forth by the Millington Village Master Plan are largely based on a planning process in which the Millington Village Planning Commission with the help of community members defined the Village's primary objectives for the next 20 years.

### **Millington Village Community Involvement**

Goals reflect the desires of the community and consist of general statements of future conditions regarding specific issues. Goals guide the establishment of policies and objectives within a community. Goals may be adjusted, modified or removed depending on changes within community.

Policies and objectives are concerned with defining and implementing the broad goals of the Master Plan. Policies are specific statements, principles or actions, which imply a clear commitment toward achieving identified goals. Objectives are statements of measurable activity, benchmarks, to be reached in pursuit of identified goals.

It is through citizen involvement that important Millington Village issues are identified. Once identified, goals and objectives are established by the Millington Village Planning Commission. The strategic planning process with the Planning Commission involves three tasks: issue identification, visioning, and tactical planning.

### **Community Goals and Objectives**

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 and upon a survey of the citizens and Planning Commission Members conducted in March 2018, to assess the likes and dislikes and future improvement needs of the Village. A copy of the survey can be found in appendix A.

### **Community-Wide Goals**

1. The Millington Downtown Development Authority will continue to create with the input of the Village residents 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. In conjunction with the Tuscola County Economic Development Corporation will continue to look for ways to capitalize on the Village's location, regional tourist attractions, and major transportation routes for economic growth and development.
3. The Village will encourage our community non-profit organizations such as the Millington Chamber of Commerce, Millington Rotary Club, GFWC Millington Junior Women's Club, and the Millington Lion's Club to set goals over the next several years. These organizations are encouraged to work with property owners to enhance the aesthetic characteristics of the community in order to make Millington an attractive place to live.
4. The Planning Commission will continue to work with the Millington Downtown Development Authority.
5. Encourage intergovernmental cooperation with other surrounding communities in the coordination and provision of the area-wide growth needs. The Village will report community progress annually. The reporting function can be a memo, report, presentation, etc... given by the Millington Planning

Commission to keep dialogue and communication open between the Village and surrounding communities.

6. Preserve and promote the rights of individual property owners while maintaining the aesthetic character of the community.

### **Residential 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. Middle housing types provide diverse housing options, such as duplexes, fourplexes, and bungalow courts, that fit seamlessly into low-rise walkable neighborhoods and support walkability, locally serving retail and public transportation options. They provide solutions along a spectrum of affordability to address the mismatch between available U.S. housing stock and shifting demographics combined with the growing demand for walkability.
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.

### **Commercial Goal**

Provide for 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.

## Industrial 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 basin 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.



## In-Summary Goals

Develop and maintain a network of streets that meets the needs of all Village residents, businesses, and tourists in 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. (Arthur Latham Park and Southern Links Trailway)

### **Park Recreational Goal**

Preserve the natural resources 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. (Arthur Latham Park)
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.

### **Natural Environment 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.

### **Infrastructure 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.

## Chapter 6: Motorized and Non-Motorized Transportation

Transportation routes affect the movement of people and influence development trends. It is important to consider transportation when planning for the future. This is to ensure that the systems can support the goals of the Village, as well as land use development. Transportation also applies to Village pathways, sidewalks and non-motorized trailways.

Based upon key issues, set of goals and objectives in this chapter provides a framework for discussions and recommendations:

- \* Balance of Transportation needs-street, sidewalk and trailways
- \* Control driveway spacing and locations
- \* Consider road improvements, including new technologies
- \* Create an interconnected trailway and sidewalk system throughout the Village
- \* Improve visual appearance of major transportation corridors

Non-Motorized Transportation refers to sidewalks and trailways to be used exclusively for walking, biking, rollerblading and other modes of travel that do not involve motorized equipment, such as a car, motorcycle and moped. Providing separate system for non-motorized travel is important to improve accessibility throughout the community to promote a healthier life-style for its residence and to help to relieve traffic congestion on the roads.

Many parts of the Village are served by sidewalks and in some cases the sidewalks are missing or not connected. The lack of sidewalks results in various areas not being linked to other segments of the Village.

As it concerns non-motorized transportation, the Village as part of its Southern Links Trailway participation has identified possible corridors to connect existing and future recreation areas to create a system of accessibility. The Village participates in an Interlocal Agreement with Millington Township to keep Arthur Latham Park, which is in the Township, but just outside the Village in excellent, accessible order.

Possible corridors are located throughout the Village and exist along roadways, sidewalks and apart of natural open areas. Some of the possible routes are along roadways that do not currently have parallel sidewalks or path and could create possible hazards. Sections of sidewalks are repaired annually under the Michigan Department of Transportation Act 51, requiring 0.1% of funds received from the State of Michigan be used on non-motorized expenses.

Based upon the Michigan Department of Transportation (MDOT) classification system for public roadways, the street system of the Village of Millington is comprised of approximately 5.38 miles of local streets and approximately 1.63 miles of major streets.

The major streets are as follows:

Main Street from Fulmer Road to Caine Road  
Gleason Street from Main Street to end  
Center Street from State St/M15 to Gleason Street  
Blocher Street from Main Street to Beckwith Street  
Beckwith Street from State St/M-15 to Blocher Street

All of the streets within the Village are paved, but most are not curbed and though there is limited ditching on non-curbed streets, drainage has not been a significant issue brought to the Village's attention. Funding for maintenance of local and major streets is provided through the Michigan Transportation Fund Act No. 51 of the Public Acts of Michigan of 1951 as administered by MDOT. Pavement surfaces are generally adequate as the Village Department of Public Works keeps up with any cracks and potholes that develop.

## **Transportation Goals**

**Goal 1** To create a safe transportation system adequate to support existing and future land uses and economic vitality that balance traffic needs with actions to ensure that the Village remains an active place alive.

**Goal 2** To ensure roadway capacity can accommodate site-generated traffic at the time of occupancy. Since road funding may lag behind actual need, this may require funding participation by a developer or by a public agency.

**Goal 3** To direct more intense land uses, especially those that generate significant truck traffic, to locations where capacity is available and negative impacts on residential areas are minimized.

**Goal 4** To set aside financial resources to maintain trailways, sidewalk and road ways.

**Goal 5** To coordinate transportation issues with regional significance with the Tuscola County Road Commission and the Michigan Department of Transportation.

**Goal 6** To improve safety on the roads by practicing sound road management standards through accommodating all types of transportation.

**Goal 7** To minimize the lifespan of roadways through transportation system management techniques, such as intersection improvements and access control.

## **Improve the visual appearance of Village streets and related improvements**

**Goal 1** To work with the Michigan Department of Transportation with local business/tourism organizations and other communities along the M-15 corridor to improve views to add aesthetic design features at the entrance of the Village limits.

**Goal 2** To consider the character of the surrounding area as part of the design of major improvements and new streets.

**Goal 3** To upgrade the appearance by streetscape improvements and upgrade site design standards.

**Goal 4** Promote alternative modes of transportation such as pedestrian, bicycle and ride sharing through capital investment.

**Goal 5** Pursue development of a continuous system of pathways and sidewalks as an alternative travel mode to improve the Village of Millington's quality of life.

## **Streetscape**

Significant road corridors in the Village must be treated as design elements that represent the quality and character of Millington. This will distinguish the Village from other communities. Streetscape enhancements can also be used as a unifying element community defining Millington as unique.



## **Chapter 7: Critical Issue Areas**

As an extension of the future land use categories, specific redevelopment areas have been identified for the Village. The purpose of this Plan is to identify areas within the Village limits that the Village can realistically affect change. The Village will need to take into account any redevelopment options, such as the difficulty of each option, the ability of the option to be supported by the market, or if financial and administrative assistance will be required.

### ***Defining a Potential Intensity Change Area***

A Potential Intensity Change Area is a spatial area that is a candidate for a “change in intensity” within the planning period of five, ten or twenty years. PICAs can be large, spanning an entire corridor or neighborhood or smaller, such as a collection of a few parcels or even as a single parcel.

### **The change of intensity of an area can be based on one or several of the following:**

- \* Future competitiveness;
- \* Physical or economic patterns;
- \* Conditions or the arrangement of land, buildings, lots or blocks;
- \* Land use of adjacent parcels and/or
- \* Existing inappropriate intensity use.

PICAs are critical to identify during the master planning process because they suggest places for more or less intensity of use, which impacts factors such as density, the environment, traffic, infrastructure, and so on.

### ***Identifying Areas that warrant special consideration.***

1. Lot just south of Bishop St, eastside of State St/M-15, 2 access points off of M-15. 22.63 acres.
2. Lot south of Bishop St, west side of State St/M-15 with 1 access point off of M-15. 10.04 acres
3. Lot south of Bishop St, west side of State St/M-15, 18.130 acres. This parcel is currently landlocked and would need an access point off of M-15. A potential lot to purchase for this would be (4) or combine (2) with this lot.
4. Lot south of Bishop St, west side of State St/M-15, .800 acres. This parcel would make an excellent access for (3).
5. 8529 State St—Formerly Fairways located on M-15. Two other parcels make up the parking lot and entrance off of Center Street.
6. 8530 State St—Formerly a barbershop
7. 8484 State St – located on M-15, this building has recently been renovated with new steel siding in 2019 and new roof in 2017. Building is 2 story, approximately 6,000 sq ft. Back side of building is 2,000 square feet and is also 2 story.
8. Commercial Lot located on M-15— north side of Village on eastside.
9. 8542 State St – located on M-15 with access off M-15, Center Street and Blocher street. Two other lots currently serve as extra parking lots for this building.
10. 8523 State St – located on M-15 in the downtown area, large parking lot behind the building and street side parking.
11. Industrial lots in Industrial Park.

### ***Overview***

The Village downtown area is the historic center of the Village. The downtown area covers approximately 4 square blocks or 3/4 of a mile along busy M-15 and Main Street. It is a traditional downtown characterized by historical two-story buildings and on-street parking. Other parking is located behind some of the buildings and in parking lots maintained by the Village located within the Village.

### ***Key Issues***

1. Efforts should be made to bring back the historic appearance of buildings.
2. Actively work at getting the vacant buildings and lots filled to grow our community.
3. The downtown is currently very linear and requires expansion. Look at ways to achieve expansion.

### ***Strategies***

1. Encourage the implementation of a façade improvement program. Replacing facades will enhance the appearance of the downtown and will restore the area's historic character. This will assist in keeping with the DDA's vision of "Where the past and present meet".
2. Consider adding safe, attractive areas between parking lots, behind businesses to provide a relaxing and welcoming refuge for those visiting the downtown business district.
3. Add areas that offer bike racks and benches for those coming off the Southern Link Trailway into the business district to encourage those bikers to stay in town for lunch or peruse shops.

### **Existing Conditions**

Currently, the commercial activity in the Village of Millington mostly passes through Downtown on M-15. There are several vacant tenant spaces to be redeveloped for commercial uses including the former Fairway Discount Store building in the middle town and the vacant Rosetti's grocery store.

### **Potential Redevelopment Opportunities**

The Village of Millington has several potential redevelopment opportunities with good locations on M-15 with the high traffic count.

- \* The former Fairway Discount Store right in the center of Downtown. This is ideal for a retailer service establishment, great pedestrian traffic on a major trunk line.
- \* The former Rosetti's supermarket. This location benefits from frontage on M-15 with plenty of property and is easily accessible to the neighborhood behind it.
- \* The Village also has other opportunities for redevelopment with existing buildings and potential new ones. Because of the wide streets and sidewalks additional building would be possible without destroying the character of the Downtown.

### **Ways to encourage and to foster downtown development are:**

- \* **Placemaking** – To help increase the occupancy of Downtown Millington buildings through placemaking. Placemaking is creating public spaces that draw people to the area. There are many ways to accomplish this, but three ways are through public spaces, public art and green spaces.
- \* **Public Space** can be any place that is open and accessible to the public. The Village of Millington has an abundance of public space with Millington's wide streets and sidewalks. These public spaces make the Downtown accessible to fairs, celebrations, temporary outdoor markets and especially if the Village designs the streets to be pedestrian and shopper friendly.
- \* **Art placements** in the Village of Millington. Art works such as sculptures, statues and murals to greatly improve the value of Millington's features and accentuate the traffic network. Art can be effective in calm traffic and be used for wayfinding and gateway attractions. Public green spaces provide attractions and gathering spots for people in Downtown. As more people visit the Downtown, the public will enjoy and support local businesses.
- \* **Wayfinding.** Signs are an effective way to welcome, alert, inform and direct the public, especially at transition points. Sign branding is a good way to enhance the uniqueness of Millington's Downtown and

the character of the community and provides regional recognition. Distinctive directional signs, monument signs and banners will provide useful information and help to convey a positive local identity.

- \* **Low Impact Development.** Low Impact Development is incorporating green infrastructure into projects to manage storm water in an environmentally sensitive way. Utilizing Low Impact Development strategies during the development design phase can improve water quality, aesthetics and reduce costs. These strategies include using permeable pavement, rain gardens and bio-swales.
- \* **Potential Development Sites.** Development opportunities that could allow for expansion of event business opportunities within the Village that could encourage Agri-tourism. This could include the expansion of events such as Millington Old-Fashioned Days, Antique shows and completing trails and sidewalks linking the Downtown with Latham Park and Southern Links Trailway.

## Chapter Eight: Zoning Plan

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.

Table10: Zoning Required for Various Institutional and Utility Use

	Institutional and Utility Uses	Districts	Comments
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	Publicly owned and operated buildings and community facilities, including parks and schools	R-2, R-3, R-4	See comment in first row
4	Libraries	C-1	See comment in first row
5	Municipal buildings and post offices	C-1	See comment in first row
6	Museums	C-1	See comment in first row

### Administrative modification of lot coverage and set back 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 and which limits development on these lots due to noncompliance with the side yard setbacks.

### Zoning map changes

Map 5 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 11: Proposed Re-zonings to Address Non-conforming 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	Jim’s 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 inane district.	Amend the C-2 zoning district to allow elevators by special exception, rezone toC-2 and grant special exception approval if ones requested
F	The Odd Fellows 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 zoned R-1 and appears to be used for 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



## **Chapter Nine: Implementation**

This chapter draws together the analysis and policies of the plan into a program for implementation. It summarizes the recommendations and development policies of the master plan, and presents an Implementation Schedule, listing proposed projects and the time frame for their completion.

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 time period 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.

### **Keys to Successful Implementation Knowledgeable Local Officials**

Ultimately, the responsibility for implementing the Master Plan falls into the hands of the local officials of the Village of Millington. Therefore, 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 must be the catalysts for action, leading the community in the right direction. Village officials have implemented a Training Strategy to ensure that all officials have the proper training to understand the procedures for implementing the Master Plan and its goals.

### **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.

### **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 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.

## **Implementation Tools**

### **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 ensure the orderly development of the community. Zoning does this by dividing the community into districts in order to establish a density of population, and to 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 ensure 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.

### **Subdivision Regulations**

When a developer proposes to subdivide land, he or she is in effect, planning a portion of the Village. To ensure 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 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.

### **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 being a 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 ensure that these essential day-to-day functions will receive the professional attention required and to ensure quality development through conformity with the zoning codes.

**Strategic Zoning Plan Timetable**

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.

**Table12: Zoning Amendment Timetable**

Action	Responsible Person/Organization	Time Frame for Completion
<b>Amend Zoning Ordinance</b>	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 propose by zoning plan	Planning Commission	Month 6-9
C. Initiate re-zonings to address nonconformities or notify property owners of their right to initiate the re-zonings	Planning Commission	Month 9-12

**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. Items such 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 based on 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.

For a copy of the Village of Millington Capital Improvement Plan please visit the Village website for the most current CIP at <https://www.millingtonvillage.org/index.php/plans>.

### **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 of 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.

### **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. This is to determine if there is a need to update the plan. 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. The review is based on the issues that have risen through use of the plan in making zoning decisions.

### **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 in arrangements with Millington Township to notify it of proposed re-zonings 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 the 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 the 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 fact shave not.

The master plan's objectives describe how a community is proposing to reach its identified goals. In some cases, the 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.

## **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.
- A change in the goals and objectives that the community set

### **Consistency with the Master Plan**

The issue of consistency with the Master Plan can vary based on the master plan. 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.

### **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.

### **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.

### **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.

**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, the factors for consideration (oversight, change in condition, or change in goals or policy) can work in reverse; making a proposal that 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.

**Table 13: Top Priority Actions**

Action	Lead	Year
Update the zoning ordinance to implement master plan recommendations. <i>*See strategic zoning timetable on page 9.4</i>	Planning Commission	2021
Cleaning of Lagoon 2 and storm sewer updates	Village Engineer	2023
Industrial Park Lot Sales & Expansion	Village Council	2024
Conduct five-year master plan review	Planning Commission	2025

**Table 14: All Goals and Objectives**

<i>Goal: Promote the development and enhancement of residential areas in order to provide attractive and affordable housing choices.</i>			
Objective(s)	Action	Lead Party (Secondary's)	Estimated Time frame
1 & 2	Implement an annual recognition program for highlighting home improvements in the village	Planning Commission (Village staff, Village Council)	Short
2	Identify potential funding sources to support neighborhood improvements.	Tuscola County EDC (Village Council)	Short

2	Organize an annual neighborhood cleanup day	Village Staff/DPW	Immediate
3	Update the zoning ordinance to specifically address additional types of 'missing middle' housing for the multifamily district.	Planning Commission	Immediate
4	Meet with senior housing developers to better understand the market and needs	(Village Staff) Tuscola EDC	Medium
4	Identify ideal locations for senior housing	Planning Commission	Ongoing
4	Prepare a site development package for at least one senior housing priority site	Tuscola County EDC (Village Staff)	Medium
5	Continue to encourage appropriate development in existing areas and plan new development adjacent to existing areas	Planning Commission	Ongoing
6 & 7	Research various approaches to blight elimination	Planning Commission (Village Staff, Council)	Short
6 & 7	Develop a blight elimination strategy	Village Staff (Village Council)	Medium

**Table 14 cont.: All Goals and Objectives**

<b>Goal: Provide for a wide range of commercial facilities to serve the needs of the local population and tourists</b>			
1	Continue to implement the goals of the downtown development authority plan	DDA	Ongoing
2	Conduct market research to better understand retail gaps in Millington to determine the best businesses to recruit or grow	DDA (Tuscola County EDC)	Immediate/Short (Depending on complexity of research)
2	Develop a closer relationship with the Michigan Economic Development Corporation, Small Business Development Center, Tuscola County EDC, and other economic development partners to increase access to small business support tools	Village Council (Village Staff, DDA)	Ongoing
2	Host an annual information session with local businesses to inform them of available support programs and tools	DDA	Short
4	Pursue training to better understand spot zoning	Planning Commission	Immediate
4	Identify potential spot zoning issues and work to eliminate them	Planning Commission (Village Staff)	Short/Medium (depending on complexity)
5	Pursue training on historic preservation	DDA (Planning Commission, Council, Staff)	Immediate
5	Identify historic buildings and promote their restoration and/or preservation.	DDA & Planning Commission	Short, Ongoing
<b>Goal: Encourage a variety of light industrial developments with attractive sites to strengthen the tax base and provide employment opportunities for area residents.</b>			

1	Gain a better understanding of local economic development clusters and which industries to pursue	Tuscola EDC (Village Council)	Short
<b>Goal (Transportation): Develop and maintain a network of streets that meets the needs of all Village residents, businesses, and tourists in safe and convenient manner.</b>			
1	Utilize federal/state road and highway classification system for classifying existing and future streets in the Village of Millington	DPW	Ongoing
2	Cooperate with the Michigan Department of Transportation, the Tuscola County Road Commission, and surrounding communities in the planning and design of street improvements	DPW & Planning Commission	Ongoing
3	Development and implement a plan for local street and streetscape improvements through a public participation process.	Planning Commission (DPW, DDA, Council)	Medium
4	Limit points of ingress/egress on major streets	Planning Commission	Ongoing
Table 14 Continue:			
5	Segregate truck and automobile traffic as much as possible.	Planning Commission	Ongoing
6	Develop a network of bike/hiking paths to all parts of the Village to encourage non-motorized transportation (Arthur Latham Parkland Southern Links Trailway)	Planning Commission (Village Staff) Southern Links Trailway Board Arthur Latham Park Board	Short
<b>Goal (Recreation): Preserve the natural resources of Millington and provide for the recreational needs of all residents.</b>			
1	Continue to work with Arthur Latham Park Board to provide additional opportunities for all ages	The Twp and Village Park Board	Ongoing
2	To help raise money to upgrade outdoor play equipment and other funding needed for general maintenance	The Twp and Village Park Board	Short
<b>Goal (Natural Resources): Improve and enhance the infrastructure of the Village for all present and future Village residents and businesses.</b>			
1	Promote a balanced variety of land use types within the Village that will enhance the living conditions and environmental quality of the area and facilitate cost effective and efficient provision of public services to support growth	Village of Millington DDA Planning Commission With Strong Public Input	Short
2	Encourage quality retail development with emphasis on maximizing landscaping and buffering; and minimizing signage, outside storage and curb cuts	Village of Millington DDA Planning Commission	Short

<b>Goal (Infrastructure): Improve and enhance the infrastructure of the Village for all present and future Village residents and businesses.</b>			
1	Improve the quality of existing residential areas where necessary and possible through both building improvements and infrastructure improvements (curb, gutter, sidewalks, etc.)	Community Advisory Board and DDA	Medium
2	Phase future development to allow for a cost effective extension of utilities	DPW Planning Commission	Medium

Village of Millington

Millington Planning Commission

Resolution of Approval of Village of Millington Master Plan Update

At a regular meeting of the Village of Millington Planning Commission held on March 2, 2021 at 6:00 p.m. in the Village of Millington Council Chamber, 8569 State Street, Millington, Michigan, 48746 the following Resolution of Approval for Adoption by the Village of Millington Council was offered by Nesbitt and supported by Bonadurer.

WHEREAS, the Village of Millington Planning Commission developed a proposed Master Plan Update for the Village, and

WHEREAS, the members of the Planning Commission developed the Master Plan Update based on are view of existing land uses, population data, existing and potential community services, and projected future land use needs, and

WHEREAS, copies of the proposed Master Plan Update were distributed to surrounding municipalities and the Tuscola County Planning Commission, and

WHEREAS, a public meeting on the proposed Master Plan was held on the 25 day of January, 2021 at the Village of Millington Council Chambers after publishing a Notice of Public Hearing, and

WHEREAS, as statutory requirements of the Michigan Planning Enabling Act of 2008, as amended have been completed, and

NOW, THEREFORE, BE IT RESOLVED, that the Millington Planning Commission hereby approves the 2021 to 2041 Millington Master Plan Update and that the said Master Plan Update be referred to the Millington Village Council for ratification.

ROLL CALL VOTE:

AYES: Bonadurer, Dean, Nesbitt, Reinert, Suttle, T.Wager, R.Wager

NAYES: 0

ABSTAIN: 0

ABSENT: Bremer

Resolution declared on March 2, 2021.

The undersigned Secretary of the Millington Planning Commission hereby certifies that this resolution was duly adopted by the Millington Planning Commission at a regular meeting held on the 2nd day of March, 2021.

Gailan Reinert

Planning Commission Secretary

**RESOLUTION OF ADOPTION**

**2021-05**

BY THE VILLAGE OF MILLINGTON COUNCIL

VILLAGE OF MILLINGTON PLAN UPDATE

WHEREAS: The Village of Millington, Tuscola County, Michigan established a Planning Commission under State of Michigan Public Act 33 of 2008, as amended, and;

WHEREAS: The Millington Planning Commission is required by Section 31 of P.A. 33 of 2008, as amended to make and approve a master plan as a guide for the development within the Village, and;

WHEREAS: The Millington Planning Commission, in accordance with Section 39(2) of the Act, notified the adjacent communities and the Tuscola County Planning Commission of the intent to develop a plan and, in accordance with Section 41(2) of the Act, distributed the final draft to adjacent communities and the Tuscola County Planning Commission for review and comment, and;

WHEREAS: The plan was presented to the public at a hearing held on May 10, 2021, before the Village Council, with notice of the hearing being published in the Tuscola County Advertiser, on April 21, 2021 in accordance with Section 43(1) of the Act, and;

WHEREAS: The Millington Planning Commission has reviewed the proposed plan, considered public comment, and adopted the proposed plan by resolution on March 2, 2021, and;

WHEREAS: The Village of Millington Council has by resolution asserted the right to approve or reject the plan, and;

NOW THEREFORE BE IT RESOLVED: The content of this document, together with all maps attached to and contained herein are hereby adopted by the Village of Millington Council as the Village of Millington Master Plan on this 10<sup>th</sup> day of May, 2021.

Motion by: Nesbitt Second by: Beam

Ayes: Bassett, Beam, Bonadurer, Nesbitt, Reinert, Selich, Slough

Nays: None

Absent: None

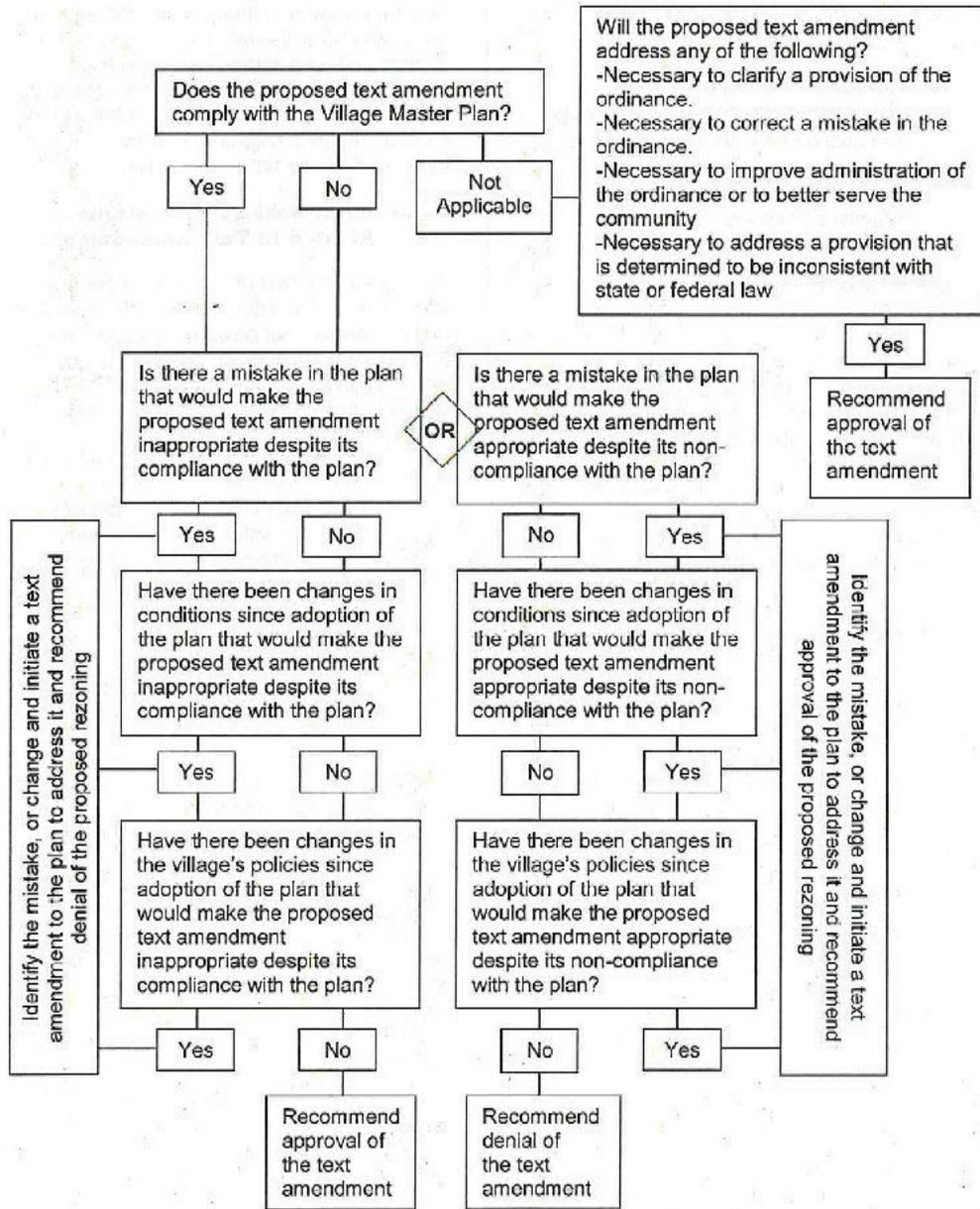
*Certification*

I hereby certify the above is a true and correct copy of the resolution adopted at the May 10, 2021 meeting of the Millington Village Council.

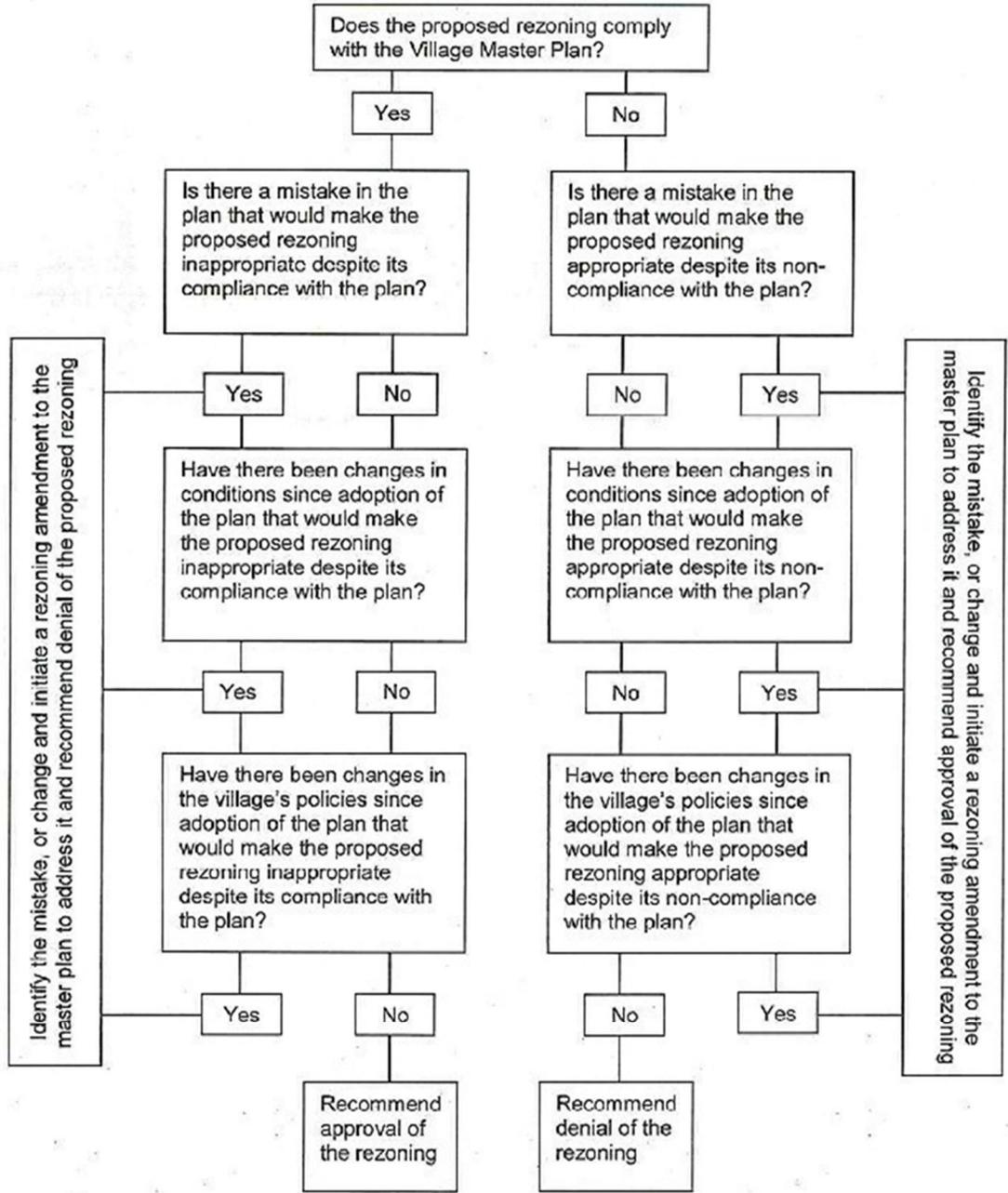
Kaylene Long

Village of Millington Clerk

**Figure 1: Decision Tree for Planning Commission Review of a Proposed Text Amendment**



**Figure 2: Decision Tree for Planning Commission Review of a Proposed Rezoning**



## **Summary**

The Village of Millington Master Plan is designed to aid in the protection of the health, safety, and general welfare of the Village residents. The future land use plan establishes land use categories in consideration of the social and economic characteristics of the Village, the natural resources of the area, the compatibility of adjacent land uses, and the Village goals. This plan should serve as the basis in updating the Village Zoning Ordinance and be used to help guide future development in Millington.

## **Appendix A**

### Village of Millington List of Neighboring Communities

An intent to plan letter was sent to the following communities and/or organizations:

- Tuscola County Planning Commission
- Eastern Michigan Council of Governments
- City of Vassar
- Township of Arbela
- Township of Forest
- Township of Fremont
- Township of Marathon
- Township of Millington
- Township of Thetford
- Township of Tuscola
- Township of Vassar
- Township of Watertown
- Village of Mayville
- Thumb Electric Cooperative
- DTE Energy
- Consumers Energy
- Huron & Eastern Railway

Village of Millington Survey				Mar-18		
Planning Commission						
SURVEY QUESTIONS/RESULTS						
	<b>A</b>	<b>B</b>	<b>C</b>	<b>D</b>		
	<b>very satisfied</b>	<b>Somewhat satisfied</b>	<b>Somewhat dissatisfied</b>	<b>Strongly dissatisfied</b>	no letter marked	
1	How satisfied are you with the condition of the streets in the Village?					
	35	47	12	5	99	
2	How satisfied are you with the condition of the sidewalks in the Village?					
	20	46	21	12	99	
3	How satisfied are you with the service from the Village of Millington Police Dept.					
	61	31	5	1	1	99
4	Would you favor or oppose the purchase of a curbside leaf vacuum by the village if it meant a moderate increase in your village utility bill?					
	18	25	17	38	1	99
5	Would you favor or oppose the installment of a speaker system in the business district to be used for festivals and special events?					
	10	32	22	34	1	99
6	Would you favor or oppose the purchase of new holiday decorations for the business district if it meant no increase in taxes?					
	42	35	5	16	1	99
7	Would you favor or oppose an electronic speed monitor in the village?					
	25	14	24	32	4	99
8	Would you favor or oppose changing more street lights to LED?					
	31	44	11	12	1	99
9	Would you favor or oppose changing the lighting in the village-opposed buildings to LED?					
	31	35	16	13	4	99
10	Would you describe your family household income as?					
	a. High or very hi	b. Moderate	c. Low	d. Very low		
	1	53	26	11	8	99
384	letters sent out		25.52 Percent we received back			
99	received back					

**Village of Millington  
Regular Planning Commission Meeting  
Tuesday, March 2, 2021**

**Roll Call**

**Present:** Bonadurer, Dean, Nesbitt, Reinert, Suttle (6:10), T.Wager, R.Wager

**Absent:** Bremer

**Attending:** Long

**Others:** None

**Call to Order:**

The meeting was called to order by Chairperson T.Wager in the Village Council Chambers at 6:02 p.m.

All recited the Pledge of Allegiance.

**Accept the Minutes**

G.Reinert moved, Nesbitt seconded, PASSED the motion to accept the minutes as printed for the ***January 19, 2021 Public Hearing Meeting Minutes.***

**7 yeas 0 nays 0 abstain Roll Call: Bonadurer, Dean, Nesbitt, Reinert, T. Wager, R. Wager**

Bonadurer moved, Nesbitt seconded, PASSED the motion to accept the minutes as printed for the ***January 19, 2021 Regular Planning Commission Meeting Minutes.***

**7 yeas 0 nays 0 abstain Roll Call: Bonadurer, Dean, Nesbitt, Reinert, Suttle, T. Wager, R. Wager**

G.Reinert moved, Nesbitt seconded, PASSED the motion to accept the minutes as printed for the ***January 25, 2021 Joint Meeting – Council, Planning Commission, and DDA Meeting Minutes.***

**7 yeas 0 nays 0 abstain Roll Call: Bonadurer, Dean, Nesbitt, Reinert, Suttle, T. Wager, R. Wager**

**Public Comment:** Talked about sidewalk from DPW driveway to Center St for younger kids walking to school rather than the road.

**Old Business:**

1. Discussed 22.63 acre lot that is for sale off of M-15 for further use and developing Millington.
2. Talked about training in the future either as a whole or independent training per person.

**New Business**

**1. Guide to Development**

Bonadurer moved G.Reinert seconded **PASSED** the motion to approve the Guide to Development Plan. **7 yeas 0 nays 0 abstain Roll Call: Bonadurer, Dean, Nesbitt, Reinert, Suttle, T. Wager, R. Wager**

**2. Master Plan/Resolution**

Nesbitt moved Bonadurer seconded **PASSED** the motion to adopt the Resolution of Approval of the Village of Millington Master Plan Update. **7 yeas 0 nays 0 abstain Roll Call: Bonadurer, Dean, Nesbitt, Reinert, Suttle, T. Wager, R. Wager**

**Adjournment:**

Reinert moved, T.Wager seconded **PASSED** the motion to adjourn the meeting at 7:30 p.m. **7 yeas 0 nays 0 abstain**

The next Regular Planning Commission Meeting will be on March 17, 2021 at 6:00 p.m.

Respectfully submitted,

Gailan Reinert

**Village of Millington  
Regular Council Meeting  
Monday, May 10, 2021**

**Roll Call**

**Present:** Bassett, Beam, Bonadurer, Nesbitt, Reinert, Selich, Slough

**Absent:**

**Attending:** Oliver, Long

**Others:** Sara Rick, Jody Dean

**Call to Order:**

The meeting was called to order by President Reinert in the Village Council Chambers at 6:00 p.m.

All recited the Pledge of Allegiance.

**Accept the Minutes**

Slough moved, Bonadurer seconded, PASSED the motion to accept the minutes as printed for the ***April 12, 2021 Police Tahoe Grant Meeting Minutes.***

**7 yeas 0 nays 0 abstain**

Slough moved, Selich seconded, PASSED the motion to accept the minutes as printed for the ***April 12, 2021 Regular Council Meeting Minutes.***

**7 yeas 0 nays 0 abstain**

**Department Reports:**

**Public Works:**

Bassett moved Nesbitt seconded **PASSED** the motion to accept the DPW Report as printed.

**7 yeas 0 nays 0 abstain Roll Call: Bassett, Beam, Bonadurer, Nesbitt, Reinert, Selich, Slough**

**Police Department:** *Chief Oliver reported that they had a busy month. They had several larger calls and the death of Ms. Morton. He discussed trying to track down Ms. Morton's daughter.*

Slough moved Beam seconded **PASSED** the motion to accept the Police Report as printed. **7 yeas 0 nays 0 abstain**

**Zoning Report:** Was presented.

Nesbitt moved Beam seconded **PASSED** the motion to accept the April Zoning Report as presented. **7 yeas 0 nays 0 abstain**

**Correspondence:** None.

**Bills:**

Slough moved Selich seconded **PASSED** the motion to pay the bills for May 2021 as printed. **7 years 0 nays 0 abstain Roll Call: Bassett, Beam, Bonadurer, Nesbitt, Reinert, Selich, Slough**

**Treasurer’s Report:**

Slough moved Bonadurer seconded **PASSED** the motion to accept the April Treasurer’s Report as printed. **7 years 0 nays 0 abstain Roll Call: Bassett, Beam, Bonadurer, Nesbitt, Reinert, Selich, Slough**

**Public Comment:** *Sara Rick, the new library director, introduced herself and talked about the different programs at the library such as outdoor story time and the summer reading program Tails and Tales. She is excited to be here and willing to work with the Village for special events etc..*

*Jody Dean is setting up a new program to build bunk beds for kids that don’t have beds on June 12<sup>th</sup> from 10 am – 3 pm. The goal is to build 40 bunk beds. They are looking for volunteers. National Night Out will happen this year on August 3, 2021.*

**Old Business:** None.

**New Business**

**1. Set Millage Rate**

Slough moved Bonadurer seconded **PASSED** the motion to approve the L-4029 and set the General Operating Fund at 11.5874 and Village Utility at 2.3522 for the 2021 tax year. **7 years 0 nays 0 abstain Roll Call: Bassett, Beam, Bonadurer, Nesbitt, Reinert, Selich, Slough**

**2. Resolution to approve the Master Plan**

Nesbitt moved Beam seconded **PASSED** the motion to approve 2021 to 2041 Master Plan Resolution #2021-05. **7 years 0 nays 0 abstain Roll Call: Bassett, Beam, Bonadurer, Nesbitt, Reinert, Selich, Slough**

**3. Police Committee Meeting** *The minutes from the Township/Village meeting were presented.*

**4. Rubbish in Village** Rubbish in the village was discussed and an action plan was made.

**5. Kaylene’s lunch** *The council gave their okay to shut down the office from 12 – 1 pm on Wednesday and Friday for the next few weeks for Mrs. Long to care for a sick pet.*

**Other:** *Summer festival was discussed, no decision has been made at this time.*

**Adjournment:**

Nesbitt moved, Bonadurer seconded **PASSED** the motion to adjourn the meeting at 7:32 p.m. **7 years 0 nays 0 abstain**

The next Regular Council Meeting will be on June 14, 2021 at 6:00 p.m.

Respectfully submitted,  
Kaylene Long  
Village Clerk

