Village of Millington

2019 to 2039 Master Plan Update

Millington – Where the Past and Present Meet
Resolution of Approval of Village of Millington Master Plan Update

At a regular meeting of the Village of Millington Planning Commission held on ____, 2019 at ___ 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 __________ and supported by __________.

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 a review 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 hearing on the proposed Master Plan was held on the ___day of ___, 2019 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 2019 to 2039 Millington Master Plan Update and that the said Master Plan Update be referred to the Millington Board of Trustees for ratification.

ROLL CALL VOTE:

AYES:

NAYES:

ABSTAIN:

ABSENT:

Resolution declared ________

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 __ day of __, 2019.
RESOLUTION OF ADOPTION

BY THE VILLAGE OF MILLINGTON COUNCIL

VILLAGE OF MILLINGTON MASTER 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 Village of Millington retained the services of the Tuscola County Economic Development Corporation as its consultant to assist the Planning Commission in preparing this plan, 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 _____, 2019, before the Planning Commission, with notice of the hearing being published in the ________, on ________ 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 ________, 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 Millington Master Plan Update on this ___ day of ______, 2019.

Motion: ________________________ Second: __________________________

Ayes:

Nays:

Absent:

Certification

I hereby certify the above is a true and correct copy of the resolution adopted at the ________ 2019, meeting of the Millington Village Council.
Acknowledgements

Village Council
Gailan Reinert – President
Trustees:
Troy Bonadurer
Sandra Fackler
Jessie Bassett
Barbara Maxfield
Jason Germain
Trisha Slough

Village Staff
Kaylene Long – Clerk
Sandra Noble – Treasurer

Planning Commission
Ted Wager – Chairman
Robert Koeltzow – Vice Chairman
Barbara Maxfield – Secretary
Gailan Reinert – Village President
Robert Wager
Barry Bremer
Jody Dean

Tuscola County Economic Development Corporation
Stephen D. Erickson, Executive Director
James R. McLoskey, Communications Director
# Table of Contents

*Acknowledgements*  
4

Introduction  
7

A Brief History of Millington  
9

Chapter One: A Profile of Millington  
11

Community Profile  
11

Regional Location  
11

Demographic Overview  
12

Population Overview  
12

Household Characteristics  
18

Employment Overview  
19

Income Overview  
22

Natural Resources  
24

Chapter Two: Existing Land Use  
27

Chapter Three: Strategic Planning  
33

Millington Village Community Involvement  
33

Community Goals and Objectives  
33

Chapter Four: Future Land Use Plan  
36

Chapter Five: Zoning Plan  
45

Chapter Six: Implementation  
49

Capital Improvements Program  
52

Summary  
60

Appendix A  
60

Appendix B: Village of Millington Capital Improvement Plan  
61
Maps:
Tables:
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 underlying framework under which the community regulates 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 ____ of 2019.

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 roadmap 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 sense of place.

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; they 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 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 if 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 has to sustain and enhance their quality of life – both socially and economically. Fostering creativity allows for new ideas, new
patterns, methods and new relationships. 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 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 contingent 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 so as 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 materialize in the immediate future. Rather, the vision contained in this document will require commitment by the Village to follow the policy recommendations, and 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. The first settler in Millington was Edwin C. Brainerd on December 24, 1850. 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 was platted and named Lanesville, it was formerly known as Podunk. 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 Hoover 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 & 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 in 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 150th Anniversary Celebration the Village of Millington created the Village Motto of “Millington, Where the Past & Present Meet”.

The Master Plan: Approach and Organization

The Master Plan takes a thematic and goal-oriented approach to the future development of Millington. It is laid out in eight 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 facilities elements that are organized as leading components of each chapter. Each of these 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. Specific components of the Master Plan include:

**Chapter one: A Profile of Millington**

This chapter examines Millington’s population characteristics and growth and its role in the region.

**Chapter two: Existing Land Use**

This chapter examines current land use patterns in Millington.

**Chapter three: Strategic Planning**

This chapter summarizes the findings of the community participation process and identifies key issues and perspectives identified by stakeholders. Based on this process the plan’s goals and guiding principles are established. The chapter identifies ‘Development Principles,’ the general principles and ideas that guide the more detailed elements of the plan.

**Chapter four: 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.

**Chapter five: 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 a future zoning ordinance.
Chapter six: 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.

Chapter One: A Profile of Millington

This section examines demographic trends that will affect Millington. The analysis examines population and demographic dynamics, including future population and economic factors that influence future directions for Millington.

Community Profile

Regional Location

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

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

Map 1: Millington Regional Location
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.

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

Source: U.S. Federal Census
Table 1.1: Millington Population Trends & Growth Rate

<table>
<thead>
<tr>
<th>Year</th>
<th>Millington</th>
<th>Growth Rate</th>
<th>Tuscola County</th>
<th>Growth Rate</th>
<th>Michigan</th>
<th>Growth Rate</th>
</tr>
</thead>
<tbody>
<tr>
<td>1940</td>
<td>813</td>
<td></td>
<td>35,694</td>
<td></td>
<td>5,256,106</td>
<td></td>
</tr>
<tr>
<td>1950</td>
<td>1,053</td>
<td>29.5%</td>
<td>38,258</td>
<td>7.2%</td>
<td>6,371,766</td>
<td>21.2%</td>
</tr>
<tr>
<td>1960</td>
<td>1,159</td>
<td>10.1%</td>
<td>43,305</td>
<td>13.2%</td>
<td>7,823,194</td>
<td>22.8%</td>
</tr>
<tr>
<td>1970</td>
<td>1,099</td>
<td>-5.2%</td>
<td>48,603</td>
<td>12.2%</td>
<td>8,881,826</td>
<td>13.5%</td>
</tr>
<tr>
<td>1980</td>
<td>1,237</td>
<td>12.6%</td>
<td>56,961</td>
<td>17.2%</td>
<td>9,262,078</td>
<td>4.3%</td>
</tr>
<tr>
<td>1990</td>
<td>1,114</td>
<td>-9.9%</td>
<td>55,498</td>
<td>-2.6%</td>
<td>9,295,297</td>
<td>0.4%</td>
</tr>
<tr>
<td>2000</td>
<td>1,137</td>
<td>2.1%</td>
<td>58,266</td>
<td>5.0%</td>
<td>9,938,444</td>
<td>6.9%</td>
</tr>
<tr>
<td>2010</td>
<td>1,072</td>
<td>-5.7%</td>
<td>55,729</td>
<td>-4.4%</td>
<td>9,883,640</td>
<td>-0.6%</td>
</tr>
</tbody>
</table>

Source: U.S. Federal Census, Michigan Department of Technology, Management, and Budget


While the growth in Millington has been variable, the rate of growth has also been variable. The 1950’s witnessed particularly rapid growth, at 29.5%. Millington growth rate was more than 4 times that of the County and exceeded the growth rate of the State during the same 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, it comprised 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, the 2010 U.S. Federal Census Millington had a total resident population of 1,072. The highest percentage of residents was in the 15 to 19-years age bracket with 9.1%. The second highest age group was the under 5-years bracket with 7.8%. The third and fourth highest age groups were the 5 to 9 years and 10 to 14 years age bracket with 7.6% each of total Millington population. The median age of total Millington population is 32.8 years.

<table>
<thead>
<tr>
<th>Subject</th>
<th>Millington</th>
</tr>
</thead>
<tbody>
<tr>
<td>#</td>
<td>%</td>
</tr>
<tr>
<td>Total Population</td>
<td>1,072</td>
</tr>
<tr>
<td>under 5</td>
<td>84</td>
</tr>
<tr>
<td>5 to 9 years</td>
<td>82</td>
</tr>
<tr>
<td>10 to 14 years</td>
<td>81</td>
</tr>
<tr>
<td>15 to 19 years</td>
<td>98</td>
</tr>
<tr>
<td>20 to 24 years</td>
<td>78</td>
</tr>
<tr>
<td>25 to 29 years</td>
<td>74</td>
</tr>
<tr>
<td>30 to 34 years</td>
<td>79</td>
</tr>
<tr>
<td>35 to 39 years</td>
<td>69</td>
</tr>
<tr>
<td>40 to 44 years</td>
<td>60</td>
</tr>
<tr>
<td>45 to 49 years</td>
<td>61</td>
</tr>
<tr>
<td>50 to 54 years</td>
<td>59</td>
</tr>
<tr>
<td>55 to 59 years</td>
<td>50</td>
</tr>
<tr>
<td>60 to 64 years</td>
<td>41</td>
</tr>
<tr>
<td>65 to 69 years</td>
<td>46</td>
</tr>
<tr>
<td>70 to 74 years</td>
<td>38</td>
</tr>
<tr>
<td>75 to 79 years</td>
<td>28</td>
</tr>
<tr>
<td>80 to 84 years</td>
<td>19</td>
</tr>
<tr>
<td>85 years and over</td>
<td>25</td>
</tr>
<tr>
<td>Median age (years)</td>
<td>32.8</td>
</tr>
<tr>
<td>16 years and over</td>
<td>799</td>
</tr>
<tr>
<td>18 years and over</td>
<td>766</td>
</tr>
<tr>
<td>21 years and over</td>
<td>710</td>
</tr>
<tr>
<td>62 years and over</td>
<td>178</td>
</tr>
<tr>
<td>65 years and over</td>
<td>156</td>
</tr>
</tbody>
</table>

Source: U.S. Federal Census 2010
The information from tables 1.3 and 1.4 above indicate 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 highest population bracket is the 15 to 19 years of age with 52 male residents or 4.9%. 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 of age with 42 male residents or 3.9%. The fourth largest age bracket is the 20 to 24 years age 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

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

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 above shows the resident population estimates from the U.S. Census Bureau’s American Community Survey for 2010 to 2015. In addition of 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 what was estimated and have an estimated population of 1,268 by 2038.

<table>
<thead>
<tr>
<th>Sex and Age</th>
<th>2010</th>
<th>%</th>
<th>2011</th>
<th>%</th>
<th>2012</th>
<th>%</th>
<th>2013</th>
<th>%</th>
<th>2014</th>
<th>%</th>
<th>2015</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total</td>
<td>1,004</td>
<td>100</td>
<td>1,077</td>
<td>100</td>
<td>1,013</td>
<td>100</td>
<td>1,012</td>
<td>100</td>
<td>1,016</td>
<td>100</td>
<td>1,019</td>
<td>100</td>
</tr>
<tr>
<td>Male</td>
<td>452</td>
<td>45.0</td>
<td>495</td>
<td>46.0</td>
<td>455</td>
<td>44.9</td>
<td>453</td>
<td>44.8</td>
<td>480</td>
<td>47.2</td>
<td>473</td>
<td>46.4</td>
</tr>
<tr>
<td>Female</td>
<td>552</td>
<td>55.0</td>
<td>582</td>
<td>54.0</td>
<td>558</td>
<td>55.1</td>
<td>559</td>
<td>55.2</td>
<td>536</td>
<td>52.8</td>
<td>546</td>
<td>53.6</td>
</tr>
<tr>
<td>Under 5</td>
<td>92</td>
<td>9.2</td>
<td>96</td>
<td>8.9</td>
<td>91</td>
<td>9.0</td>
<td>93</td>
<td>9.2</td>
<td>77</td>
<td>7.6</td>
<td>50</td>
<td>4.9</td>
</tr>
<tr>
<td>5 to 9 yrs</td>
<td>52</td>
<td>5.2</td>
<td>48</td>
<td>4.5</td>
<td>48</td>
<td>4.7</td>
<td>41</td>
<td>4.1</td>
<td>48</td>
<td>4.7</td>
<td>56</td>
<td>5.5</td>
</tr>
<tr>
<td>10 to 14 yrs</td>
<td>113</td>
<td>11.3</td>
<td>115</td>
<td>10.7</td>
<td>80</td>
<td>7.9</td>
<td>83</td>
<td>8.2</td>
<td>76</td>
<td>7.5</td>
<td>64</td>
<td>6.3</td>
</tr>
<tr>
<td>15 to 19 yrs</td>
<td>110</td>
<td>11.0</td>
<td>137</td>
<td>12.7</td>
<td>140</td>
<td>13.8</td>
<td>119</td>
<td>11.8</td>
<td>94</td>
<td>9.3</td>
<td>84</td>
<td>8.2</td>
</tr>
<tr>
<td>20 to 24 yrs</td>
<td>34</td>
<td>3.4</td>
<td>50</td>
<td>4.6</td>
<td>58</td>
<td>5.7</td>
<td>65</td>
<td>6.4</td>
<td>68</td>
<td>6.7</td>
<td>82</td>
<td>8.0</td>
</tr>
<tr>
<td>25 to 34 yrs</td>
<td>144</td>
<td>14.3</td>
<td>139</td>
<td>12.9</td>
<td>104</td>
<td>10.3</td>
<td>113</td>
<td>11.2</td>
<td>103</td>
<td>10.1</td>
<td>97</td>
<td>9.5</td>
</tr>
<tr>
<td>35 to 44 yrs</td>
<td>168</td>
<td>16.7</td>
<td>173</td>
<td>16.1</td>
<td>151</td>
<td>14.9</td>
<td>129</td>
<td>12.7</td>
<td>138</td>
<td>13.6</td>
<td>111</td>
<td>10.9</td>
</tr>
<tr>
<td>45 to 54 yrs</td>
<td>90</td>
<td>9.0</td>
<td>109</td>
<td>10.1</td>
<td>109</td>
<td>10.8</td>
<td>134</td>
<td>13.2</td>
<td>125</td>
<td>12.3</td>
<td>162</td>
<td>15.9</td>
</tr>
<tr>
<td>55 to 59 yrs</td>
<td>24</td>
<td>2.4</td>
<td>23</td>
<td>2.1</td>
<td>28</td>
<td>2.8</td>
<td>39</td>
<td>3.9</td>
<td>46</td>
<td>4.5</td>
<td>54</td>
<td>5.3</td>
</tr>
<tr>
<td>60 to 64 yrs</td>
<td>40</td>
<td>4.0</td>
<td>58</td>
<td>5.4</td>
<td>61</td>
<td>6.0</td>
<td>50</td>
<td>4.9</td>
<td>76</td>
<td>7.5</td>
<td>88</td>
<td>8.6</td>
</tr>
<tr>
<td>65 to 74 yrs</td>
<td>57</td>
<td>5.7</td>
<td>58</td>
<td>5.4</td>
<td>63</td>
<td>6.2</td>
<td>78</td>
<td>7.7</td>
<td>101</td>
<td>9.9</td>
<td>100</td>
<td>9.8</td>
</tr>
<tr>
<td>75 to 84 yrs</td>
<td>47</td>
<td>4.7</td>
<td>36</td>
<td>3.3</td>
<td>42</td>
<td>4.1</td>
<td>33</td>
<td>3.3</td>
<td>40</td>
<td>3.9</td>
<td>50</td>
<td>4.9</td>
</tr>
<tr>
<td>85 and over</td>
<td>33</td>
<td>3.3</td>
<td>35</td>
<td>3.2</td>
<td>38</td>
<td>3.8</td>
<td>35</td>
<td>3.5</td>
<td>25</td>
<td>2.5</td>
<td>21</td>
<td>2.1</td>
</tr>
</tbody>
</table>
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 them with 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 nonfamily households. The number of resident 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>
<thead>
<tr>
<th>Subject</th>
<th>#</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total Households (Families)</td>
<td>420</td>
<td>100.0%</td>
</tr>
<tr>
<td>Family households</td>
<td>284</td>
<td>67.6%</td>
</tr>
<tr>
<td>With own children under 18 years</td>
<td>152</td>
<td>36.2%</td>
</tr>
<tr>
<td>Husband-wife family</td>
<td>197</td>
<td>46.9%</td>
</tr>
<tr>
<td>With own children under 18 years</td>
<td>90</td>
<td>21.4%</td>
</tr>
<tr>
<td>Male householder, no wife present</td>
<td>25</td>
<td>6.0%</td>
</tr>
<tr>
<td>With own children under 18 years</td>
<td>22</td>
<td>5.2%</td>
</tr>
<tr>
<td>Female householder, no husband present</td>
<td>62</td>
<td>14.8%</td>
</tr>
<tr>
<td>With own children under 18 years</td>
<td>40</td>
<td>9.5%</td>
</tr>
<tr>
<td>Nonfamily households</td>
<td>136</td>
<td>32.4%</td>
</tr>
<tr>
<td>Householder living alone</td>
<td>117</td>
<td>27.9%</td>
</tr>
<tr>
<td>Male</td>
<td>43</td>
<td>10.2%</td>
</tr>
<tr>
<td>65 years and over</td>
<td>11</td>
<td>2.6%</td>
</tr>
<tr>
<td>Female</td>
<td>74</td>
<td>17.6%</td>
</tr>
<tr>
<td>65 years and over</td>
<td>48</td>
<td>11.4%</td>
</tr>
<tr>
<td>Households with individuals under 18 years</td>
<td>159</td>
<td>37.9%</td>
</tr>
<tr>
<td>Households with individuals 65 years and over</td>
<td>121</td>
<td>28.8%</td>
</tr>
<tr>
<td>Average household size</td>
<td>2.55</td>
<td></td>
</tr>
<tr>
<td>Average family size</td>
<td>3.05</td>
<td></td>
</tr>
</tbody>
</table>

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 person’s employer.

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

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.
According to Table 4.1, 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 the 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.

<table>
<thead>
<tr>
<th>Table 4.1: Employment by Industry</th>
<th>2011</th>
<th>2012</th>
<th>2013</th>
<th>2014</th>
<th>2015</th>
<th>Average Number Employed</th>
</tr>
</thead>
<tbody>
<tr>
<td>Civilian employed population 16 years and over</td>
<td>428</td>
<td>402</td>
<td>383</td>
<td>363</td>
<td>361</td>
<td>387</td>
</tr>
<tr>
<td>Agriculture, forestry, fishing, hunting and mining</td>
<td>4</td>
<td>4</td>
<td>6</td>
<td>3</td>
<td>4</td>
<td>4</td>
</tr>
<tr>
<td>Construction</td>
<td>53</td>
<td>48</td>
<td>30</td>
<td>30</td>
<td>21</td>
<td>36</td>
</tr>
<tr>
<td>Manufacturing</td>
<td>45</td>
<td>38</td>
<td>43</td>
<td>42</td>
<td>57</td>
<td>45</td>
</tr>
<tr>
<td>Wholesale trade</td>
<td>19</td>
<td>17</td>
<td>16</td>
<td>13</td>
<td>10</td>
<td>15</td>
</tr>
<tr>
<td>Retail trade</td>
<td>85</td>
<td>82</td>
<td>81</td>
<td>77</td>
<td>63</td>
<td>78</td>
</tr>
<tr>
<td>Transportation, warehousing and utilities</td>
<td>16</td>
<td>17</td>
<td>15</td>
<td>10</td>
<td>11</td>
<td>14</td>
</tr>
<tr>
<td>Information</td>
<td>5</td>
<td>4</td>
<td>6</td>
<td>4</td>
<td>0</td>
<td>4</td>
</tr>
<tr>
<td>Finance, insurance, real estate, rental and leasing</td>
<td>18</td>
<td>13</td>
<td>8</td>
<td>9</td>
<td>2</td>
<td>10</td>
</tr>
<tr>
<td>Professional, scientific, management, administrative, waste management services</td>
<td>16</td>
<td>20</td>
<td>22</td>
<td>30</td>
<td>25</td>
<td>23</td>
</tr>
<tr>
<td>Educational services, health care and social assistance</td>
<td>94</td>
<td>99</td>
<td>101</td>
<td>79</td>
<td>74</td>
<td>89</td>
</tr>
<tr>
<td>Arts, entertainment, recreation, accommodation and food services</td>
<td>31</td>
<td>31</td>
<td>30</td>
<td>44</td>
<td>54</td>
<td>38</td>
</tr>
<tr>
<td>Other services, except public administration</td>
<td>38</td>
<td>26</td>
<td>23</td>
<td>12</td>
<td>28</td>
<td>25</td>
</tr>
<tr>
<td>Public administration</td>
<td>4</td>
<td>3</td>
<td>4</td>
<td>7</td>
<td>13</td>
<td>6</td>
</tr>
<tr>
<td>Total</td>
<td>428</td>
<td>402</td>
<td>383</td>
<td>363</td>
<td>361</td>
<td>387</td>
</tr>
</tbody>
</table>

Source: 2015 American Fact Finder
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.

According to Table 4.2, 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. 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>
<thead>
<tr>
<th>Table 5: 2015 Resident Income Estimates (In 2015 Inflation Adjusted Dollars)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Millington Village</td>
</tr>
<tr>
<td>Subject</td>
</tr>
<tr>
<td>-----------------</td>
</tr>
<tr>
<td>Total</td>
</tr>
<tr>
<td>Less than $10,000</td>
</tr>
<tr>
<td>$10,000 to $14,999</td>
</tr>
<tr>
<td>$15,000 to $24,999</td>
</tr>
<tr>
<td>$25,000 to $34,999</td>
</tr>
<tr>
<td>$35,000 to $49,999</td>
</tr>
<tr>
<td>$50,000 to $74,999</td>
</tr>
<tr>
<td>$75,000 to $99,999</td>
</tr>
<tr>
<td>$100,000 to $149,999</td>
</tr>
<tr>
<td>$150,000 to $199,999</td>
</tr>
<tr>
<td>$200,000 or more</td>
</tr>
<tr>
<td>Median income (dollars)</td>
</tr>
<tr>
<td>Mean income (dollars)</td>
</tr>
</tbody>
</table>

Source: 2015 American Fact Finder

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.
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>
<thead>
<tr>
<th>Subject</th>
<th>Millington</th>
<th>Millington Township</th>
<th>Tuscola County</th>
<th>Michigan</th>
</tr>
</thead>
<tbody>
<tr>
<td>Preschool</td>
<td>Public</td>
<td>Private</td>
<td>Public</td>
<td>Private</td>
</tr>
<tr>
<td></td>
<td>8</td>
<td>4</td>
<td>74</td>
<td>36</td>
</tr>
<tr>
<td>Kindergarten</td>
<td>14</td>
<td>0</td>
<td>23</td>
<td>21</td>
</tr>
<tr>
<td>Elementary: Grade 1 to 4</td>
<td>38</td>
<td>0</td>
<td>131</td>
<td>49</td>
</tr>
<tr>
<td>Elementary: Grade 5 to 8</td>
<td>40</td>
<td>1</td>
<td>156</td>
<td>64</td>
</tr>
<tr>
<td>High school: Grade 9 to 12</td>
<td>41</td>
<td>5</td>
<td>194</td>
<td>35</td>
</tr>
<tr>
<td>College Undergraduate</td>
<td>30</td>
<td>29</td>
<td>149</td>
<td>59</td>
</tr>
<tr>
<td>Graduate School</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>20 to 24 year old</td>
<td>14</td>
<td>3</td>
<td>79</td>
<td>3</td>
</tr>
<tr>
<td>25 to 34 years old</td>
<td>2</td>
<td>3</td>
<td>23</td>
<td>3</td>
</tr>
<tr>
<td>35 years and older</td>
<td>6</td>
<td>14</td>
<td>25</td>
<td>14</td>
</tr>
</tbody>
</table>

Source: 2015 American Community Survey

<table>
<thead>
<tr>
<th>Table 5.1: 2015 Mean Income</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mean Income Source</td>
</tr>
<tr>
<td>-----------------------------</td>
</tr>
<tr>
<td>Number</td>
</tr>
<tr>
<td>Income From Earnings</td>
</tr>
<tr>
<td>Income From Social Security</td>
</tr>
<tr>
<td>Income From Retirement</td>
</tr>
<tr>
<td>Income From Supplemental Security</td>
</tr>
<tr>
<td>Income From Public Assistance</td>
</tr>
<tr>
<td>Food Stamp/SNAP benefits (past 12 mo.)</td>
</tr>
</tbody>
</table>

Source: 2015 American Fact Finder
There are four public schools managed by Millington Community School District which serve 1,246 students. Kirk Elementary School, Millington Junior High School, M.A.L.C. High School, which is an alternative school, and Millington High School.

Saint Paul Lutheran School is a private school in Millington which serves 261 students.

Natural Resources

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

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

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

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

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

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

Topography

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

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

As can be seen in Map 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 of the Village 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 at the front of the retreating glaciers. Tuscola County was among those submerged in glacial water.

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

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

The 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 Two: 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 the MIRIS 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>
<thead>
<tr>
<th>Table 7: Existing Land Use Acreage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Land Use Category</td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td>Single-Family Residential</td>
</tr>
<tr>
<td>Multi-Family Residential</td>
</tr>
<tr>
<td>Agriculture</td>
</tr>
<tr>
<td>Commercial</td>
</tr>
<tr>
<td>Industrial</td>
</tr>
<tr>
<td>Institutional</td>
</tr>
<tr>
<td>Recreation/Cemetery</td>
</tr>
<tr>
<td>Utility</td>
</tr>
<tr>
<td>Vacant/ROW</td>
</tr>
<tr>
<td><strong>Totals</strong></td>
</tr>
</tbody>
</table>


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

Recreation/Cemetery

Map 3a: Existing Land Use 2011

LEGEND
Single Family Residential
Utility
Multi-Family Residential
Vacant
Agricultural
Commercial
Industrial
Institutional
Single-Family Residential changed from the second largest land use in the Village in 2000, comprising 145 acres, or 22.8% to the third largest with 137.7 acres (16.7%). This category includes one-family, detached homes and manufactured homes. The apparent drop in acreage is the result in some lots adjacent to residences being classified as vacant and some dwellings with apartments being reclassified as multi-family. Single-family homes are concentrated around the center of the Village, and extend out along the two main roads, Main Street and State Street. Many single-family residences are also found in the northwest section of the Village, along Worth Street.
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, despite the fact that 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 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. The majority of commerce is located in the center of the Village at the main intersection. Most of the other commercial establishments in the Village are found along State Street (M-15). Commercial land uses increased from 18 acres, or 2.8% in 2000 to 20.3 acres or 2.5% of the Village in 2011.

Industrial

The Village has a fair amount of industrial lands, increasing from 16 acres, or 2.5% in 2000 to 20.3 acres or 2.5% in 2011.

Most of the industry in the Village can be found either along the railroad line cutting through the center of the Village, or in the industrial park on the north end of town. The most prominent industrial complex is the grain elevator located in the center of the Village along Elevator Street. Other important industries are ADS on Industrial Drive, Stemco-Kaiser Engineering on Industrial Drive, and Dyna Products 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 Meachum Jr. High School, Millington High School and Treva B. Kirk Elementary School. The remaining institutional lands are scattered throughout the Village and are comprised of the Township and Village offices, Police and Fire Station, Millington Church of the Nazarene, Village of Millington Community Center, and St. Paul Lutheran Church and School, among others.

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. The Village has no public park or recreation facilities at present.

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

Utility

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

Vacant/ROW

The largest land use category in the Village is the Vacant/ROW category, or land for which no specific use is evident. Much of the land in this category is vacant due to natural or environmental constraints such as woodlands or wetlands. Street and railroad rights-of-way are also included in this category.

Vacant/ROW land dropped from one half of total land area (327 acres or 51.3%) to less than a third (259.5 acres or 31.4%) primarily due to reclassifying some property from vacant to agricultural. The largest tracks of vacant land are found in the northwest, northeast, and southwest corners of the Village.
Chapter Three: 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 a 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.

(Insert Public Involvement Information Here)

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. Create an optimum living environment that will meet the physical, social, and economic needs of the citizens, while preserving the friendly and small town character of the community.

2. Capitalize on the Village's location near large urban centers, regional tourist attractions, and major transportation routes for economic growth and development.
3. Work with property owners to enhance the aesthetic characteristics of the community in order to make Millington an attractive place to live.

4. Relate land use primarily to the long-term needs and quality of life of the community.

5. Encourage intergovernmental cooperation with other surrounding communities in the coordination and provision of the area-wide facilities.

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

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.

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

Objectives

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

2. Encourage the development of commercial establishments to serve the needs of the community.

3. Establish a compatible relationship between commercial and adjacent residential uses through long-term planning and local ordinance adoption.
4. Eliminate spot zoning where appropriate.
5. Identify historic buildings and promote their restoration and/or preservation.

**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 base in the region.
2. Locate industrial areas within reasonable boundaries that are easily accessible from existing transportation networks and are not subject to encroachment by incompatible uses.

**Goal**

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

**Objectives**

1. Utilize federal/state road and highway classification system for classifying existing and future streets in the Village of Millington.
2. Cooperate with the Michigan Department of Transportation, the Tuscola County Road Commission, and surrounding communities in the planning and design of street improvements.
3. Develop and implement a plan for local street and streetscape improvements through a public participation process.
4. Limit points of ingress/egress on major streets.
5. Segregate truck and automobile traffic as much as possible.
6. Develop a network of bike/hiking paths to all parts of the Village to encourage non-motorized transportation. (Arthur Lathem Park and Southern Links Trailway)

**Park and Recreation**

**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 Lathem 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 Four: 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, it also recommends procedures and policies that can help the community to get there.

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

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

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

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

**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, many 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 3 single-family homes per acre.

This district is designed to promote an orderly expansion of existing neighborhoods. Included in the district are all existing single-family homes, and areas for new housing that adjoin existing neighborhoods. This expansion of existing neighborhoods with similar type housing that presently exist will accomplish several things.
● First, it will help in "preserving the friendly and small town character of the community," a stated community-wide goal of the Master Plan.

● The designated area for new housing will offer an attractive opportunity for new growth, which will enjoy compatibility with the existing neighborhoods and share the amenities received by the current residents.

● Orderly growth, as opposed to "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 should be used as a transition zone or buffer between the single-family neighborhood and commercial or office uses.

- To ensure their successful development, projects should be required to show a demonstrated need for the housing being proposed.

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

**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 an acceptable buffer or screen will be provided between the proposed commercial use and adjoining non-commercial uses.

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

Central Business District

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

Flexibility in changing trends and circumstances and unanticipated opportunities, the Master Plan could allow for a zoning overlap in the central downtown district which could include light industrial. This is important to maximize the Downtown buildings and 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 of the proposed expansion is recommended in the existing industrial park, located in the northeast corner of the Village.

The Village has an attractive state certified industrial park, with convenient access from State Road (M-15) and Great Lakes Central, all utilities in place, plenty of room for expansion, and is segregated from the residential neighborhoods. The Village has a great opportunity to develop this park into a major source of local revenues and a source for job opportunities for local and regional 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 all of the existing institutional uses outside of the central business district. Schools and churches account for a large majority of the institutional uses.

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

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

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

If the Village desires to provide expanded recreation opportunities within the Village, a Michigan Certified Community Recreation Plan should be developed.

The Recreation Plan, if developed according to the requirements established by the Michigan Department of Natural Resources (MDNR), and certified by MDNR, would allow the Village to seek State funding for recreational facilities.

The MDNR-certified plan is good for five years.

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

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

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

<table>
<thead>
<tr>
<th>Table 8: Millington Future Land Use Acreage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Land Use Category</td>
</tr>
<tr>
<td>-------------------------------------------</td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td>Single-Family Residential</td>
</tr>
<tr>
<td>Multi-Family Residential</td>
</tr>
<tr>
<td>Agriculture</td>
</tr>
<tr>
<td>Commercial</td>
</tr>
<tr>
<td>Central Business District</td>
</tr>
<tr>
<td>Industrial</td>
</tr>
<tr>
<td>Institutional</td>
</tr>
<tr>
<td>Recreation/Cemetery</td>
</tr>
<tr>
<td>Utility</td>
</tr>
<tr>
<td>Rights of Way</td>
</tr>
<tr>
<td>Totals</td>
</tr>
</tbody>
</table>

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

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 is approved 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 4a: Future Land Use 2012
Chapter Five: 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.

Changes to Zoning Districts

The relationship between the future land use classifications and the current/future zoning ordinance and recommended changes are outlined below in Table 9.

<table>
<thead>
<tr>
<th>Future Land Use Classification</th>
<th>Current Zoning District</th>
<th>Proposed Changes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Single-Family Residential</td>
<td>Single-Family Residential District -- R-1</td>
<td>Modify district regulations to permit duplexes, funeral homes, cemeteries, and schools by Special Exception Permit</td>
</tr>
<tr>
<td>Multi-Family Residential</td>
<td>Multiple-Family Residential District - R-3</td>
<td>Modify district regulations to permit duplexes by right and mobile home parks by Special Exception Permit</td>
</tr>
<tr>
<td>Agricultural</td>
<td>Agricultural uses not allowed in any zoning district</td>
<td>No change: most land designated agricultural will remain zoned R-1</td>
</tr>
<tr>
<td>Commercial</td>
<td>General Business District - C-2</td>
<td>Modify district regulations to permit duplexes, lumber yards, grain elevators, and gas and oil distributors by Special Exception Permit. Also add provisions to allow adaptive reuse of property of parcels with certain characteristics to address the Gunnel site.</td>
</tr>
<tr>
<td>Central Business District</td>
<td>Central Business District - C-1</td>
<td>Modify district regulations to permit churches by right</td>
</tr>
<tr>
<td>Industrial</td>
<td>Industrial District - IND</td>
<td>No change</td>
</tr>
<tr>
<td>Recreation/Cemetery</td>
<td>Recreation allowed in R-1, R-2, R-3, R-4; cemeteries not allowed</td>
<td>See single-family residential above</td>
</tr>
<tr>
<td>Institutional</td>
<td>Different institutional uses are allowed in different districts</td>
<td>Modify the institutional uses</td>
</tr>
<tr>
<td>Utility</td>
<td>Allowed in IND</td>
<td>No change</td>
</tr>
<tr>
<td>Other Lands</td>
<td>Not zoned (ROW)</td>
<td>No change</td>
</tr>
<tr>
<td></td>
<td>Institutional and Utility Uses</td>
<td>Districts</td>
</tr>
<tr>
<td>---</td>
<td>-------------------------------------------------------------------------------------------------</td>
<td>-----------------</td>
</tr>
<tr>
<td>1</td>
<td>Publicly owned and operated recreation areas, parks, and playgrounds</td>
<td>R-1, R-2, R-3</td>
</tr>
<tr>
<td>2</td>
<td>Publicly owned buildings and community facilities, including schools</td>
<td>R-3, R-4</td>
</tr>
<tr>
<td>3</td>
<td>Utility and public service office buildings and uses (without storage yards) when operating requirements necessitate the locating of such facilities within the district to serve the immediate vicinity. No building or structure shall be located in any required front or side yard</td>
<td>C-1</td>
</tr>
<tr>
<td>4</td>
<td>Churches and other places of worship</td>
<td>R-1, R-2, R-3, C-2</td>
</tr>
<tr>
<td>5</td>
<td>Publicly owned and operated buildings and community facilities, including parks and schools</td>
<td>R-2, R-3, R-4</td>
</tr>
<tr>
<td>6</td>
<td>Libraries</td>
<td>C-1</td>
</tr>
<tr>
<td>7</td>
<td>Municipal buildings and post offices</td>
<td>C-1</td>
</tr>
<tr>
<td>8</td>
<td>Museums</td>
<td>C-1</td>
</tr>
<tr>
<td>9</td>
<td>Telecommunication towers, alternative tower structures, water towers, wireless communication antennas, electric transmission towers, water or sewage treatment plants, electric substations, gas regulator stations, and other major public utility structures</td>
<td>IND</td>
</tr>
<tr>
<td>10</td>
<td>Cemeteries</td>
<td>None</td>
</tr>
</tbody>
</table>
Administrative modification of lot coverage and setback requirements

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

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>
<thead>
<tr>
<th>Table 11: Proposed Rezonings to Address Nonconforming Uses</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Map Code</strong></td>
</tr>
<tr>
<td>a</td>
</tr>
<tr>
<td>b</td>
</tr>
<tr>
<td>c</td>
</tr>
<tr>
<td>d</td>
</tr>
<tr>
<td>e</td>
</tr>
<tr>
<td>f</td>
</tr>
<tr>
<td>g</td>
</tr>
<tr>
<td>h</td>
</tr>
</tbody>
</table>
Map 5: Rezonings to Address Nonconformities
Chapter Six: 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 period of time and only through the cooperative efforts of both the public and private sectors. This chapter will serve as a reference guide for the Village as it moves through the Plan Implementation process.

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

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

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 a common purpose. Working in a partnership allows for the Village of Millington to become involved in such things as site location selection, planning, site design, utilities and other service agreements, and tax incentives and abatements. These partnerships help to foster development friendly environments, where the Village benefits from increased tax revenue, and the private developers can benefit from decreased cost of improvements.

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

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

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

Subdivision Regulations

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

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

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

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

**Code Enforcement**

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

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

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

Table 12: Zoning Amendment Timetable

<table>
<thead>
<tr>
<th>Action</th>
<th>Responsible Person/Organization</th>
<th>Time Frame for Completion</th>
</tr>
</thead>
<tbody>
<tr>
<td>Amend Zoning Ordinance</td>
<td>Planning Commission</td>
<td>Start within 3 months of plan adoption, complete within 1 year</td>
</tr>
<tr>
<td>A. Eliminate R-2 district and rezone all R-2 parcels to R-1/ Amend R-1 to allow duplexes</td>
<td>Planning Commission</td>
<td>Month 3-6</td>
</tr>
<tr>
<td>B. Other text amendments propose by zoning plan</td>
<td>Planning Commission</td>
<td>Month 6-9</td>
</tr>
<tr>
<td>C. Initiate rezonings to address nonconformities or notify property owners of their right to initiate the rezonings</td>
<td>Planning Commission</td>
<td>Month 9-12</td>
</tr>
</tbody>
</table>

Capital Improvements Program

The term "capital improvements" is generally intended to embrace large-scale projects of a fixed nature, the implementation of which results in new or expanded public facilities and services. Such items as public building construction, park development, sewer installation, waterworks improvements, street construction, land acquisition, and the acquisition of certain large-scale pieces of equipment (graders, sweepers, trucks, etc.) are included in the Capital Improvements Program (CIP).

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

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

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

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

For a copy of the Village of Millington Capital Improvement Plan that was prepared by Michigan RCAP (Rural Community Assistance Program) please see Appendix B at the end of this plan.

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 date, it is not as accurate regarding current costs. In those cases, the Village can get a rough measure by comparing changes in property values provided by assessing and changes in rents based on a random sample of rental units. An increase in the housing affordability gap may justify consideration in changes to future land use plans or other housing policies to increase the supply of affordable housing, particularly if the gap is increasing at a rate greater than the county or state as a whole.

d. Adjacent Planning and Zoning

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

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

f. Utilities
Any expansion of 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 facts have not.

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

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

Issues important to a community may crop up after a Master Plan has been adopted. In those instances it might be an issue that requires amendment of the Master Plan to ensure that the Village's policies regarding the use are clear.
5. The plan is out of date.
   Master plans normally have a 10 to 20 year scope. If the plan has not been revised or significantly
   updated by the time the plan has reached the end of its "life" then it should be updated at that
   point.

Using the Master Plan for Zoning Ordinance Amendment Review

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

This method of analyzing a request rests on the assumption that a request that complies with a valid plan
should be approved and that one that does not comply with a valid plan should not be approved (the
principal exception to this rule would be text amendments intended to improve administration of the
ordinance). Further, it assumes that the three circumstances that would invalidate a plan are:

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

Consistency with the Master Plan

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

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

The following figures illustrate the decision tree for reviewing a proposed rezoning or text amendment using this approach.
Figure 1: Decision Tree for Planning Commission Review of a Proposed Text Amendment

1. Does the proposed text amendment comply with the Village Master Plan?
   - Yes
   - No
2. Is there a mistake in the plan that would make the proposed text amendment inappropriate despite its compliance with the plan?
   - Yes
   - No
3. Have there been changes in the village's policies since adoption of the plan that would make the proposed text amendment inappropriate despite its compliance with the plan?
   - Yes
   - No
4. Will the proposed text amendment address any of the following?
   - Necessary to clarify a provision of the ordinance.
   - Necessary to correct a mistake in the ordinance.
   - Necessary to improve administration of the ordinance or to better serve the community.
   - Necessary to address a provision that is determined to be inconsistent with state or federal law.
   - Yes
   - No

- Yes: Recommend approval of the text amendment.
- No: Recommend denial of the text amendment.
Figure 2: Decision Tree for Planning Commission Review of a Proposed Rezoning

1. Does the proposed rezoning comply with the Village Master Plan?
   - Yes
     - Is there a mistake in the plan that would make the proposed rezoning inappropriate despite its compliance with the plan?
       - Yes
         - Have there been changes in the village’s policies since adoption of the plan that would make the proposed rezoning inappropriate despite its compliance with the plan?
           - Yes
             - Recommend approval of the rezoning
           - No
             - No
         - Yes
         - No
       - No
         - No
   - No
     - No
     - Yes
     - Yes

2. Identify the mistake, or change and initiate a rezoning amendment to the master plan to address it and recommend approval of the proposed rezoning.

3. Identify the mistake, or change and initiate a rezoning amendment to the master plan to address it and recommend denial of the 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 Arabela
- 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

VILLAGE OF MILLINGTON PLANNING COMMISSION
Master Plan Survey Questions
March 2018

___ 1. How satisfied are you with the condition of the streets in the village?

___ 2. How satisfied are you with the condition of the sidewalks in the village?

___ 3. How satisfied are you with the service from the Village of Millington Police Dept.?
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?
   (not needed)

5. Would you favor or oppose the installment of a speaker system in the business
district to be used for festivals and special events?
   (not needed)

6. Would you favor or oppose the purchase of new holiday decorations for the
business district if it meant no increase in taxes?
   (not needed)

7. Would you favor or oppose an electronic speed monitor in the village?
   (not needed)

8. Would you favor or oppose changing more street lights to LED?
   (not needed)

9. Would you favor or oppose changing the lighting in the village-owned buildings
to LED?
   (not needed)

If your answer was “d” to any of the above questions, please explain on the back of this sheet.

10. Would you describe your family household income as
    a. High or very high   b. Moderate   c. Low   d. Very low

11. What would you like to see most that would improve the village?

__________________________________________________________

Please return your completed survey to the Village Municipal Building at 8569 State St.
P.O. Box 261  Millington, MI  48746
By April 30, 2018. Thank you for your participation.
Village of Millington Village Council Meeting Minutes – Adoption of Master Plan

(To be added as completed)
Appendix B: Village of Millington Capital Improvement Plan

Village of Millington Capital Improvement Plan
Water Facilities

Michigan RCAP
Administered by
WSOS Community Action Commission, Inc.
219 S. Front Street
Freemont, Ohio 43417
1-800-775-3767
Disclaimer

Note the data presented in this plan was taken from the village’s best available data on their water infrastructure. In addition, cost estimates were compiled from recent bid tabulations and best estimates and should be used for planning purposes only. Prior to starting any project, detailed cost estimates should be obtained from licensed engineers and/or vendors.
Table of Contents

Section 1.0 – Executive Summary
Section 2.0 – Background
Section 3.0 – Project Identification
Section 4.0 – Prioritizing Projects
Section 5.0 – Five Year Plan
Section 6.0 – Twenty Year Plan
Section 7.0 – Conclusion
Appendix A – Infrastructure Needs Inventory
Appendix B – Infrastructure Prioritization
Appendix C – Five Year Plan
Appendix D – Twenty Year Plan
Appendix E – Financing Plan
Section 1.0 – Executive Summary

The Michigan Rural Community Assistance Program (RCAP) worked with the Village of Millington’s DPW Superintendent, the Village Clerk, and the Village Engineer to complete a capital improvement plan for their water facilities. A capital improvement plan is a five and twenty year plan which identifies capital projects and major equipment purchases, establishes a planning schedule, and identifies options for financing capital projects. The purpose of the plan is to assess the state of current infrastructure, determine repair and replacement priority needs, and identify new capital projects.

Overall, the Village has done a good job of maintaining their managerial, financial and technical capacity to own and operate a water utility. They recently completed a rate study and will likely adjust their rates and set up needed fund reserves. The utility has cash balances for emergencies, can meet current debt service requirements and is financially solvent. The Village invests in ongoing maintenance of the facilities and obtained funding for a $1.5 million upgrade to the water and sewer utility. The utility meets primary and secondary drinking water regulations and there is adequate supply.

However, the utility has some aging infrastructure, maintenance requirements, and equipment replacement needs in the near term. This includes a water distribution project to replace cast iron pipe dating from 1947, recoating the water tower, and replacing the system’s water meters which are nearing useful life.

Following is a summary of the findings of the capital improvement plan.

- Close to $773,000 was identified in capital investment needs for the water facilities over the next 20 years.

- The top two priorities were: 1) painting the water tower and 2) installing an advanced metering system. Other projects identified within the five year plan include additional water tower improvements. The total improvements made in the 5 year plan total $339,000 in capital investment.

- Since the Village is investing $1.3 million in improvements to the water system this year, the remainder of the 5 year plan will come from reserves set aside for replacement, repair, and improvement of the water system. This will include approximately $288,000 from the RRI Fund and an additional $51,000 from the Village’s Utility Fund. When looking at projects in the twenty year plan the Village will have the capacity to fund some of the projects using RRI Funds, but will need additional capital to fund water line replacement. This is estimated to cost $316,000 in today’s dollar, not taking into account inflation.

Note that the capital improvement plan outlines a five and twenty year plan for completing needed infrastructure projects. Detailed action plans for individual projects was not included as part of this effort. As the Village implements the plan, they should work with RCAP and/or other consultants to identify detailed action plans for individual projects.
Section 2.0 – Background
The Village of Millington in Tuscola County requested assistance from RCAP in completing a capital improvement plan for their water facilities. Previously RCAP worked with the Village in completing a rate study for their water facilities.

A capital improvement plan is a five and twenty year plan which identifies capital projects and major equipment purchases, establishes a planning schedule, and identifies options for financing capital projects. There are many benefits to capital improvement planning. A capital improvement plan details your water infrastructure and identifies current and future capital needs for maintaining compliance with the Safe Water Act. Needs are prioritized and projections are made on financial resources needed as well as their potential to impact future user fees.

While there are many models to use in conducting capital improvement planning, the Village of Millington and RCAP followed the model outlined below. This model was deemed efficient in use of limited resources for planning while giving the Village a basis for decision making on current and future capital needs. It also provides some guidance on potential impacts on user rates. The Village of Millington’s Capital Improvement Planning process included the following steps:

1) Identify projects;
2) Prioritize identified projects;
3) Develop a five and twenty year plan;
4) Develop a financing plan.

The following report provides more detail on the process and results of Millington’s CIP for their water facilities. It serves as a starting basis for moving forward on identified projects. Remember a CIP is a work in progress and most effective when used, changed and updated according to events impacting decisions at the local level.

Millington’s water facilities include approximately 48,613 linear feet of distribution facilities with 21,799 linear feet being 10 inch, 19,372 linear feet being 6 inch, and 7,442 linear feet of pipe being 4 inch. A single elevated water tank supplies the village with water pumped from wells. The village has an arsenic tank as part of the treatment process for compliance with the arsenic standard.

The village has around 472 connections and serves a population of 1,062. The village is in the process of investing around $1 million in line replacements and improvements to reduce leaks and upgrade the system. Current residential rates are metered and billed a minimum of $15 per month and $2.96 per 1000 gallons used. The average water usage per month is around 4,000 gallons with an average bill of $26.39 for residential use, which is about 1% of Millington’s median household income (MHI) $32,679. Most funders consider 1.5% of MHI to be the target for affordable water.
There are many benefits to Capital Improvement Planning. A CIP allows for an evaluation of all components of your water infrastructure and identifies current and future capital needs for maintaining compliance with the Safe Drinking Water Act. Needs are prioritized and projections are made on financial resources needed as well as their potential to impact future user fees.

**Why Engage in Capital Improvement Planning?**

Public infrastructure assets have a useful life ranging from 5 to 100+ years.

Annual appropriation budgets do not allow for longer term planning of needed expenditures, assets that need financed over more than one year or saving cash reserves to cover the cost of replacement.

Decisions made today will impact the capacity of your infrastructure for the Village’s children, grandchildren and great grandchildren.

Nothing lasts forever! Everything eventually wears out. Plan today for tomorrow’s capital needs.

### Section 3.0 – Project Identification

The DPW Superintendent and the Village Clerk met with RCAP to identify projects that fell into the 5-year and 20-year timeframe. The list was reviewed with the staff, village engineer, and the Board. There was $734,720 worth of projects identified in the next 20 years (see below). These estimates are in today’s dollars and do not account for an annual inflationary increase.

<table>
<thead>
<tr>
<th>PROJECT</th>
<th>REMAINING</th>
</tr>
</thead>
<tbody>
<tr>
<td>CATV Water Meter Replacement</td>
<td>$30,000</td>
</tr>
<tr>
<td>Water Tower Base and Antenna</td>
<td>$11,000</td>
</tr>
<tr>
<td>Water Tower Replacement</td>
<td>$10,000</td>
</tr>
<tr>
<td>Well Replacement - Water Wells</td>
<td>$30,000</td>
</tr>
<tr>
<td>Well Replacement - Utility Wells</td>
<td>$30,000</td>
</tr>
</tbody>
</table>

Financing for the above projects will be accomplished using both capital reserves from a Repair, Replacement and Improvement (RRI) Fund as well as additional debt in the 20 year timeframe. Over the next five years the RRI Fund will have approximately $288,000 available for capital improvements if the Village follows the rate analysis plan for setting aside funds in the RRI account. During that time, projects amounting to $339,000 are scheduled to be accomplished, which will require an additional $51,000 from the Village’s Utility Fund.
Village of Millington - Capital Improvement Plan - Water Facilities

Financing for the projects that would occur in the twenty year timeframe include a mix of RRI Fund and debt. Appendix C – Financing Plan shows the new debt and capital expenditures using the RRI Fund. Note that RCAP realizes that interest rates, funding policies, and MHI may change over this period, but the financing plan gives an initial basis for initiating the CIP.

Note that a detailed action plan for individual projects was not undertaken as part of this effort. As the Village implements the plan, they should work with RCAP and/or other consultants to identify the best financing options and develop action plans accordingly. The next step in the planning process was prioritizing needed improvements.

Section 4.0 – Prioritizing Projects

The prioritizing of projects was worked through with the DPW Superintendent and the Village Clerk. Items that were taken into considerations included current condition, remaining useful life, and compliance and regulatory requirements. Currently, the Village is meeting all primary and secondary regulations for drinking water. The criteria for prioritizing projects should take into consideration the need to maintain public health regulations and improve efficiencies. The water tower coating project and water meter replacement were both high priority whereas water line replacement projects with additional useful life were less priority (see below).

<table>
<thead>
<tr>
<th>PROJECT</th>
<th>PRIORITY (1-5)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Water Tower interior and exterior coating</td>
<td>1</td>
</tr>
<tr>
<td>Water tower overflow and roof hatch</td>
<td>2</td>
</tr>
<tr>
<td>Water tower roof vent and expansion joint replacement</td>
<td>3</td>
</tr>
<tr>
<td>Water tower mixer</td>
<td>3</td>
</tr>
<tr>
<td>Water meter improvements</td>
<td>1</td>
</tr>
<tr>
<td>Water line replacement (Worth St.)</td>
<td>5</td>
</tr>
<tr>
<td>Water line replacement (Fulmer Rd.)</td>
<td>5</td>
</tr>
</tbody>
</table>

Michigan Rural Community Assistance Program

Page 7 of 11
**Section 5.0 – Five Year Plan**

Currently, the Village of Millington has plans to do approximately $1 million in water system upgrades in 2016 with funds that have been secured through USDA in 2015. This additional debt will create about $53,000 in annual debt payments. This is equivalent to a per customer cost of about $112 per year or $9 per month.

Additionally, the Village needs to make water tower improvements and replace aging water meters for accurate metering of water usage. These projects can be funded using the RRI Fund and the Village’s Utility Fund. The costs for these projects during the next five years are estimated to be around $339,000 (see below). The projects would take place over the five year period.

<table>
<thead>
<tr>
<th>PROJECT</th>
<th>INITIAL</th>
<th>REPAIR</th>
<th>TOTAL</th>
<th>2016</th>
<th>2017</th>
<th>2018</th>
<th>2019</th>
<th>2020</th>
</tr>
</thead>
<tbody>
<tr>
<td>Water tower improvements</td>
<td>MFRX</td>
<td>$216,000</td>
<td>$340,000</td>
<td>$11,400</td>
<td>$32,000</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Water meter improvements</td>
<td>MFRX</td>
<td>$120,000</td>
<td>$120,000</td>
<td>$32,000</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>PROJECT</th>
<th>FUNDING</th>
<th>ESTIMATED</th>
<th>TOTAL</th>
<th>2016</th>
<th>2017</th>
<th>2018</th>
<th>2019</th>
<th>2020</th>
</tr>
</thead>
<tbody>
<tr>
<td>Water main improvements</td>
<td>MFRX</td>
<td>$127,725</td>
<td>$127,725</td>
<td>$32,415</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Water line installation (LV)</td>
<td>MFRX</td>
<td>$140,000</td>
<td>$140,000</td>
<td>$32,000</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Water line installation (HV)</td>
<td>MFRX</td>
<td>$151,020</td>
<td>$151,020</td>
<td>$32,000</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Section 6.0 – Twenty Year Plan**

The twenty year plan includes the replacement of water meters after approximately 15 years of consistent use. The water line replacement projects are based on remaining useful life estimations (50 to 60 years). This estimation could increase or decrease on a number of factors including the current condition of the pipe and preventative maintenance, etc. The replacement of these lines would happen approximately within a ten year timeframe. Currently, the financing plan for these projects includes a mix of RRI Funds and additional debt.

*Michigan Rural Community Assistance Program*
Section 7.0 – Conclusion

To conclude, the Village of Millington completed a Capital Improvement Plan for their water facilities. The CIP included an inventory, prioritizing needs and developing a five year plan and a twenty year plan for improvements. Note the CIP serves as a basis for ongoing planning to maintain the managerial, financial and technical capacity of the utility.

The Village identified water tower coating and installing new meters as their most critical need for improvements. RCAP provided replacement costs based on information from the Village, past projects and best estimates. But these figures should be updated and further refined before any projects are undertaken. Once meters are installed, the Village can better determine water loss, from leaking distribution mains and/or excessive flow from corresponding leaks from indoor plumbing. Once water loss has been better defined, the Village can embark on further planning for replacing/rehabbing the distribution facilities.

Additional Recommendations:

- Asset Management: Water and sewer infrastructure often represent the community’s largest assets and highest cost investments. Capital improvement planning can give the community a longer term view of those assets and their replacement costs as well as help identify the need for new capital projects. In addition, the life cycle of assets can be extended through asset management. The goal of asset management is to extend the useful life of infrastructure by improved preventative and predictive maintenance. Asset management also strives to minimize cost through all life cycle stages from acquisition, startup, operation, and decommission. The Village already has a good start on the inventory, by further developing that into an asset management plan, the Village can reduce impacts to user fees by extending the life cycle costs of that infrastructure.

The Capital Improvement Plan is a work in progress and most effective when used, changed and updated according to events impacting decisions at the local level. Remember nothing lasts forever so plan today for tomorrow’s capital needs.
### Appendix A – Infrastructure Needs Inventory

<table>
<thead>
<tr>
<th>PROJECT</th>
<th>HEALTH</th>
<th>AGE</th>
<th>CONDITION</th>
<th>REMAINING USEFUL LIFE</th>
<th>A LIMIT</th>
<th>5% DCF</th>
<th>TOTAL 5% DCF</th>
<th>WORLDLY LIFE</th>
<th>SHAPED TO EXPAND</th>
<th>SHAPED TO EXPAND</th>
</tr>
</thead>
<tbody>
<tr>
<td>Water Tower interior and exterior coating</td>
<td>S</td>
<td>F</td>
<td>1</td>
<td>1</td>
<td>$147,000</td>
<td>$147,000</td>
<td>$147,000 $147,000</td>
<td>35.00</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Water tower overlay, repair and roof testing</td>
<td>S</td>
<td>P</td>
<td>2</td>
<td>1</td>
<td>$1,900</td>
<td>$1,900</td>
<td>0.41</td>
<td>25.00</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Water tower overlay and expansion joint replacement</td>
<td>S</td>
<td>P</td>
<td>2</td>
<td>1</td>
<td>$1,900</td>
<td>$1,900</td>
<td>0.41</td>
<td>25.00</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Water tower repair</td>
<td>S</td>
<td>F</td>
<td>6</td>
<td>1</td>
<td>$11,000</td>
<td>$11,000</td>
<td>0.39</td>
<td>35.00</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Water tower repair</td>
<td>S</td>
<td>F</td>
<td>6</td>
<td>1</td>
<td>$11,000</td>
<td>$11,000</td>
<td>0.39</td>
<td>35.00</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Water tower improvements</td>
<td>S</td>
<td>F</td>
<td>5</td>
<td>1</td>
<td>$12,500</td>
<td>$12,500</td>
<td>0.39</td>
<td>35.00</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

### Appendix B – Infrastructure Prioritization

<table>
<thead>
<tr>
<th>PROJECT</th>
<th>PRIORITY</th>
</tr>
</thead>
<tbody>
<tr>
<td>Water Tower interior and exterior coating</td>
<td>1</td>
</tr>
<tr>
<td>Water tower overlay, repair and roof testing</td>
<td>2</td>
</tr>
<tr>
<td>Water tower overlay and expansion joint replacement</td>
<td>3</td>
</tr>
<tr>
<td>Water tower repair</td>
<td>3</td>
</tr>
<tr>
<td>Water tower improvements</td>
<td>1</td>
</tr>
<tr>
<td>Water line replacement (Worth St.)</td>
<td>5</td>
</tr>
<tr>
<td>Water line replacement (Pulmer Rd.)</td>
<td>5</td>
</tr>
</tbody>
</table>
### Appendix C – Five Year Plan

<table>
<thead>
<tr>
<th>PROJECT</th>
<th>FUTURE SOURCES</th>
<th>PROJECT ESTIMATED EXPENDITURES</th>
<th>TOTAL COST</th>
<th>2019</th>
<th>2020</th>
<th>2021</th>
<th>2022</th>
<th>2023</th>
<th>2024</th>
</tr>
</thead>
<tbody>
<tr>
<td>Water main improvements</td>
<td>Fixed</td>
<td>$29,600</td>
<td>$24,000</td>
<td>$300</td>
<td>$1,000</td>
<td>$5,000</td>
<td>$20,000</td>
<td></td>
<td></td>
</tr>
<tr>
<td>WATER LINE RECONSTRUCTION</td>
<td></td>
<td></td>
<td>$50,000</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>TOTAL</td>
<td></td>
<td></td>
<td>$79,600</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

### Appendix D – Twenty Year Plan

<table>
<thead>
<tr>
<th>PROJECT</th>
<th>FUTURE SOURCES</th>
<th>PROJECT ESTIMATED EXPENDITURES</th>
<th>TOTAL COST</th>
<th>2025</th>
<th>2026</th>
<th>2027</th>
<th>2028</th>
<th>2029</th>
<th>2030</th>
</tr>
</thead>
<tbody>
<tr>
<td>Water main improvements</td>
<td>Fixed</td>
<td>$125,000</td>
<td>$125,000</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Water line replacement (Worth St.)</td>
<td></td>
<td>$50,000</td>
<td>$50,000</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Water line replacement (Fulmer Rd.)</td>
<td></td>
<td>$175,000</td>
<td>$175,000</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>TOTAL</td>
<td></td>
<td></td>
<td>$350,000</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

### Appendix E – Financing Plan

<table>
<thead>
<tr>
<th>PROJECT</th>
<th>WATER MAIN IMPROVEMENTS</th>
<th>WATER LINE REPLACEMENT (WORTH ST.)</th>
<th>WATER LINE REPLACEMENT (FULMER RD.)</th>
</tr>
</thead>
<tbody>
<tr>
<td>CUSTOMERS (EDU)</td>
<td>$122,720</td>
<td>$185,200</td>
<td>$147,120</td>
</tr>
<tr>
<td>TOTAL PROJECT COST</td>
<td>$122,720</td>
<td>$185,200</td>
<td>$147,120</td>
</tr>
<tr>
<td>TOTAL ADD. ANNUAL O&amp;M</td>
<td>$122,720</td>
<td>$185,200</td>
<td>$147,120</td>
</tr>
<tr>
<td>FINANCING</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>USDA Loan</td>
<td>40</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Local Funds</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total Financing</td>
<td>$122,720</td>
<td>$185,200</td>
<td>$147,120</td>
</tr>
<tr>
<td>ANNUAL DEBT</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total Annual Debt</td>
<td>$122,720</td>
<td>$185,200</td>
<td>$147,120</td>
</tr>
<tr>
<td>AVG. M. COST PER CUSTOMER</td>
<td>$2.92</td>
<td></td>
<td></td>
</tr>
<tr>
<td>TOTAL USDA PAYMENT</td>
<td></td>
<td></td>
<td>$525,291</td>
</tr>
</tbody>
</table>

*THE AVERAGE MONTHLY COST PER CUSTOMER LISTED FOR EACH PROJECT ONLY REPRESENTS THE RATE INCREASE NECESSARY TO SERVICE NEW DEBT AND OPERATING COSTS FOR EACH PROJECT. A RATE ANALYSIS OR FINANCIAL ANALYSIS IS REQUIRED TO DETERMINE THE TOTAL FINANCIAL NEEDS OF THE WATER UTILITY.*