

INTRODUCTION

On October 12, 1971, the Saginaw Township Planning Commission adopted the first Comprehensive Development Plan for Saginaw Township. At that time the population of the Township was 27,234 persons and 5,302 acres of land had been developed as urban land uses. By 1985, the estimated population of the Township was 39,661 with 7,560 acres of land in urban use. With this tremendous growth the challenges facing the Township has also changed. Even those concerns that has been ongoing have been impacted by the magnitude of the growth of the community. The purpose of this plan is to examine where the Township is now, where it has come from and what direction it may take in the future.

Although this plan is intended to guide the development of Saginaw Township over the next fifteen to twenty years, it is not an end state product. It is part of a continuing process of review and adjustment that has been going on since the original plan was adopted. An example of this can be found in those recommendations, in this document, which originally appeared in the 1971 plan. A community development plan, at its best, is a living document constantly being modified to address changes in the community while still serving to guide decisions about the future. The plan must be dynamic. A development plan is only worthwhile if it can be used as part of the day to day decision making process.

This plan involves somewhat of a departure from the traditional planning process. Historically, most plans are prepared by planning staff or consultants under the guidance of the Planning Commission and other Township officials. This plan has its roots in a process planning approach that starts by discovering the concerns and aspirations of citizens of the community and then addressing those concerns in the subsequent plan. In process planning the initial step is to involve people. Citizens identify alternatives for action. Each alternative has a base of public support because it came from some segment of the public. From all of the alternatives, consensus recommendations are formulated. These are recommended actions upon which all the participants in the process planning exercise have agreed. These recommendations are then incorporated into the final plan and serve to guide the future decisions of the various public and private actors in the development of the Township. By using this bottom up approach, the plan reflects the desires of citizens, and public support for the plan is the initial foundation of the plan and not an afterthought. The issues and public preferences sections of each chapter in the plan are based on the results of the process planning exercise.

Besides recognizing the continuing nature of the plan and the importance of citizen input, the plan must also acknowledge that the community does not stand alone. Saginaw Township is not an isolated piece of land, but an integral part of the Saginaw metropolitan area, the Tri-City region and the State of Michigan. To paraphrase John Donne, no township is an island. The future of this community is closely linked with the future of the surrounding region. The Township has become the regional shopping center of this area, and all taxing authorities in the Township depend upon the taxes generated by Township businesses. But these businesses depend on the spending habits of people outside of the Township, who earn their income in factories and other employment centers outside of the Township. Without this link to the economy of the greater region, Saginaw Township would still be predominantly farm land. The people and policy makers of the Township must realize that the future of this community is interminably linked to that of the City of Saginaw and other area communities. All must work together for the good of all, or none will prosper. As Benjamin Franklin said at the signing of the Declaration of Independence, "We must all hang together, or assuredly we shall all hang separately."

One final note: This plan is intended as a policy plan to guide future Township actions and decisions. As such, there is no formal schedule proposed for the implementation of the various actions recommended throughout the plan. This is the type of plan which the Planning Commission felt would be most appropriate. This does not mean that the plan does not contain recommendations for specific action or that those recommendations are not intended to be implemented. It only means that no specific timetable for implementation has been developed. The plan does contain action recommendations which will be implemented over time, but the Planning Commission has indicated it does not wish to be tied to a specific calendar for implementation.

Structure of the Plan

This document is structured in chapters. The first chapter "Context for Planning" presents the socio-economic and geographic factors affecting the community. The next seven chapters discuss those aspects of the development of the community with which this plan is primarily concerned. Each of these seven chapters is divided into five sections. The first section lists the issues which that chapter of the plan is intended to address. These issues were derived primarily from concerns raised during the process planning exercise. The issues are followed by an assessment assertion where major concerns are analyzed and evaluated. The following section contains a list of goals,

objectives and policies relating to the topic based upon the issues and preferences discussed in the previous sections. Finally, each chapter ends with a list of recommended actions to implement the policies and achieve the objectives.

The final chapter of the plan contains a discussion of methods and procedures that will be used to monitor the effectiveness of the plan and periodically update it. This is necessary to ensure that the plan is current and is meeting the objective of a Comprehensive Development Plan.

The plan ends with an appendix which presents a discussion of public preferences toward the various facets of the development of the community. The appendix features lists of consensus recommendations submitted by the participants in the 1983 planning process exercise. These are not necessarily the recommendations contained in this section have served to guide the Board and Planning Commission in preparation of this document although, for a variety of reasons, they were not adopted in every case.

CONTEXT FOR PLANNING

Any attempt to plan for the future development of a community must first consider the social, economic, and geographical context in which this development will occur. This section of the plan will involve an examination of Saginaw Township's geographical setting, and a discussion of the socio-economic data was obtained from the 1980 census, with updating and projections performed by the staff of the Saginaw County Metropolitan Planning Commission. An analysis of socio-economic characteristics and trends cannot be undertaken for a limited area such as the 25 square miles of Saginaw Township. In order to consider characteristics of the population of the Township it was necessary to consider characteristics and patterns in and around the entire Saginaw Metropolitan Area.

The Regional Setting

Saginaw Township lies within the Saginaw Metropolitan Statistical Area (MSA), which is itself part of the larger developing Great Lakes Megalopolis (Figure 1). The Township is an urbanizing community which forms part of the tri-county urban area of Saginaw, Midland, and Bay Counties. Lying immediately west and north of the City of Saginaw, Saginaw Township represents a continuous development extension of the metropolitan core city. As such, it was one of the first suburban communities to experience significant growth resulting from the migratory trend out from the central city and, therefore, can be expected to be one of the first communities to confront the challenges heretofore associated with higher density central cities. One of the principal challenges facing Saginaw Township over the next twenty years is to stave off the negative effects of urbanization and protect and preserve the quality of residential areas.

Geographical Determinants

The existing topography and soil characteristics of Saginaw County can be attributed to the Saginaw Lake of the Wisconsin Glacial Period, approximately 10,000 years ago. A clearly discernible feature of this period is the wildlife area, south of Saginaw Township, which represents the center location of a glacial lake. The Saginaw River and its tributaries form the basic drainage patterns established when the glacial lake drained into Lake Huron.

Saginaw Township soils and its drainage characteristics are grouped into several categories as defined on the Soils

Association map (Figure 2). The predominant topography is flat with an elevation variation from about 580 to 650 feet above sea level. The Township topography is further characterized by a major drainage divide. The extreme western and southern

**INSERT "SAGINAW TOWNSHIP LOCATION MAP -
FIGURE 1"**

portions of the Township lie within the Tittabawassee River basin while the remainder of the Township drains to the Saginaw River.

The relatively level topography within the Township does present several important implications to further urbanization. Sewage and storm drainage systems, dependent upon gravity flow for optimum operation, must be carefully located, sized, and graded at initial installation to avoid operating problems and service area limitations. Developments with high percentages of impervious surface cover will often require on-site storm water retention to prevent overloading of the system. Finally, level land can result in monotonous development unless artificially induced contours and/or vegetation zones are introduced into the urban environment.

Soils in Saginaw township range from well drained flood deposits in the flood plain to poorly to somewhat poorly drained loam's and clay loam's which dominate the Township. For the most part, soil conditions in the Township are of sufficiently low permeability that when combined with the generally flat topography, septic tanks and drain fields are inadequate for use on a long term basis. As a matter of local policy and regulation, development of vacant land has been, and should continue to be, encouraged where public sanitary service is provided concurrent with such development.

Land Use: Existing Patterns and Trends

Saginaw Township has experienced a major change in personality. The emergent land use pattern suggests a community as a major regional comparison shopping center with a wide variety of housing types. No longer only a suburban bedroom community, the 1984 land use compilation reveals that, since 1967, vacant, farm and wooded lands in Saginaw Township have converted to urban uses at a rate of over 140 acres per year. During the 1967-1984 period 84 new subdivisions were platted, 9 of which were commercial plats. During the past 10 years, 28 apartment complexes were built representing 1,370 dwelling units. Major commercial and office developments, since the 1967 land use survey, include Fashion Square Mall, two K-Mart plazas, three major strip shopping centers, the Michigan Bell Central Office building, the Consumers Power complex, the Plaza North office building, and the Sheraton Hotel. Each of these projects was valued in excess of one million dollars.

Table 1 presents a breakdown by acres of the 1984 land use composition of Saginaw Township.

Since the 1967 land use survey, conducted as background for the 1971 Community Development Plan, over 2,300 acres of land have been converted from agricultural or vacant classifications to urban land uses. Table 2 highlights this change by contrasting

**INSERT "SAGINAW TOWNSHIP GENERAL SOILS MAP -
FIGURE 2"**

1967 and 1984 land use in acres. As could be expected of a "bedroom" community, land in residential classifications increased by 105.7 percent. More surprising is the 70.9 percent increase in commercial/industrial land uses. This accentuates the emerging role of Saginaw Township as a center for regional comparison shopping.

New urban land development in Saginaw Township has generally followed the pattern established during the 50's and 60's of an even spread out from the city limits of the City of Saginaw. Since 1970, there has been considerable infill of areas bypassed by earlier development. The major exception to the pattern is residential development in the vicinity of the intersection of Midland and Tittabawassee Roads.

The general uniformity of the development pattern can probably be best explained by the soils and drainage characteristics and by Township policies regarding public utility extension. The soils and drainage characteristics of Saginaw Township severely limit urban development unsupported by public storm and sanitary sewers. The Township has long operated under the policy that new development must pay for itself. Thus, the developers of otherwise vacant land are responsible for installation, to Township specifications, of the infrastructure needed to serve their developments. This policy has created an incentive to developers to build where sewers and water mains either already exist, or can be extended economically.

Saginaw Township has long recognized that agriculture plays a vital role in the Township as well as in the County at large. While the past several years have seen the removal of over 1,300 acres from agricultural use, farming still claims 41.6 percent of the land area in the Township. Since 1974, hundreds of acres of farmland in the Township were enrolled in farmland development rights agreements under the provisions of Act 116 of 1974, the Farmland and Open Space Preservation Act.

Saginaw Township has attempted to preserve the role of agriculture in the community by a number of actions including participation in the aforementioned PA 116, creation of an agricultural zoning district, public utility extension policies, and deferment of special assessments on agricultural land until it is developed for more urban uses.

The existing land use map (Figure 3) displays the generalized land use existing in 1985 and is based on the land use survey conducted in that same year. This map graphically represents the location and distribution of land uses and will be used as a basis for projecting future land use.

**Table 1
Existing Land Use**

	Acres	Percent Of Total
Residential	5517.75	33.60
Multi family	310.50	1.91
Single Family and Duplex	5050.25	30.80
Mobile Home Park	150.00	0.90
Commercial /Industrial	416.00	2.90
Public/Institutional	525.00	3.20
Utilities	34.75	0.20
Parkland	244.25	1.50
Cemeteries	208.00	1.30
Agricultural	6833.75	41.60
Forested	772.50	4.70
Water and Rivers	502.00	3.10
Vacant	837.50	5.10
Total	16,435.25	100%

**Table 2
1967-1984 Land Use Change**

	1967 Acreage	1984 Acreage	Percent Change
Residential	2682.0	5517.75	+105.7
Commercial /Industrial	269.8	461.00	+70.9
Public/Institutional	331.4	525.00	+58.4
Utilities	95.8	34.75	-63.7
Parkland	N/A	244.25	
Cemeteries	160.4	208.00	+30.0
Agriculture	8193.6	6833.75	-16.6
Forested	808.0	772.50	-4.4
Water and Rivers	N/A	502.00	
Vacant	1773.8	837.50	-52.8

Population

Saginaw Township serves an important residential function within the Saginaw Metropolitan Area, providing the major suburban, subdivision type development serving middle and upper income persons. This is a role the citizens of the Township have been proud of and one which they feel is the most appropriate for the future.

Figure 4 illustrates the nature of Saginaw Township's growth over the past thirty years. Each decade has experienced substantial additions to the Township's total population. In numerical terms, population has increased from 5,876 in 1950 to 38,668 in 1980, growing by 558.1 percent for that period. Thus Saginaw Township has sustained the largest rate of growth in the period of any other municipality in the Metropolitan Area. Saginaw Township's population expanded by an average 1,093 persons per year during the past three decades. This annual average growth varied from 974 per year in the 1950's to about 1,150 per year during the 1960's and 1970's.

Table 3
Saginaw Metropolitan Population Change 1970-1980

	1970	1980	Percent Of Change
Bridgeport Twp.	12,896	13,987	+8.4
Buena Vista Twp.	13,687	12,768	-6.7
Carrollton Twp.	8,526	7,482	-12.2
James Twp.	1,999	2,168	+9.4
Saginaw Twp.	27,234	38,668	+42.0
Spaulding Twp.	3,416	3,164	-7.4
Thomas Twp.	8,585	11,184	+30.3
Tittabawassee Twp.	4,031	4,908	+21.8
Zilwaukee Twp.	109	89	-18.3
City of Saginaw	91,849	77,508	-15.6
City of Zilwaukee	2,072	2,201	+6.2
Metropolitan Total	176,830	176,946	-0-
Saginaw County	219,743	228,059	+3.8

The rapid pace of population growth in Saginaw Township is even more evident when compared with the other metropolitan area municipalities. Table 3 illustrates population change for each municipality, the metro area and Saginaw County as a whole for the 1970 to 1980 period. Perhaps the most interesting feature of this table is the fact that the metropolitan area experienced no appreciable change in population during this decade while Saginaw Township population grew by 42 percent. In 1970, Saginaw Township residents comprised 15.4 percent of metro area

population. By 1980, this ratio had increased to 21.9 percent. During the same period, the City of Saginaw lost 15.6 percent of its population and declined from 52 percent to 43.8 percent of the metropolitan area.

**INSERT "SAGINAW TOWNSHIP POPULATION CHANGE
1920-2000 - FIGURE 4A"**

**INSERT "% POPULATION CHANGE - SAGINAW
TOWNSHIP, CITY AND COUNTY - FIGURE 4b"**

Population Characteristics

Base year 1980 data on population characteristics was obtained from the U.S. Bureau of Census' 1980 reports. These counts show significant diversity of conditions within the Township when observed on a census tract basis. Most of this diversity can be attributed to the era in which the census tract was settled or to the large proportion of apartment units in a particular area. This discussion of population characteristics will focus on the Township as a whole; however, individual census tracts will be highlighted when the diversity is a result of factors other than the above (See Figure 5 for census tract map). Table 4 illustrates Township population characteristics.

The vast majority of people in Saginaw Township live in households. A household, according to the Census Bureau, is all the people occupying a housing unit. These people need not be related by birth, marriage, or adoption. Excluded from the household count are those being in group quarters or institutions. Census tract 103.02, home of Saginaw Community Hospital, is the only area with a significant institutionalized population.

Table 4
Population Characteristics

	Saginaw 1970	Township 1980	Saginaw County
Persons Per Household	3.61	2.81	3.0
Median Age	28.0	31.3	27.28
High School	71.5	81.3	60.8
Median Household Income	N/A	24,271	21,024
Median Family Income	N/A	27,437	22,840
Per Capita Income	N/A	9,668	---
Population Density (Per Acre)	1.65	2.34	N/A

An important social trend in Saginaw Township, and nationally, is the continuing decrease in the population per household. The continued decline can be attributed to many factors including a declining birth rate and corresponding maturation of the population as a whole. Social factors contributing to this decline include greater mobility of the under 24 age group, accompanied by higher economic independence, a declining marriage rate and a trend towards childless cohabitation.

The U.S. Census Bureau has reported a 66 percent increase in nonfamily households nationally during the 1970's. Nonfamily

households in 1980 accounted for one-fourth of all units, compared to one-fifth in 1970. The census also revealed that almost 90 percent of nonfamily households consist of one person. This trend is reflected in Saginaw Township where 25 percent of

**INSERT "SAGINAW TOWNSHIP 1980 CENSUS TRACTS -
FIGURE 5"**

all households are defined as nonfamily and an additional 9 percent are headed by a single male or female householder. In all, one third of Township housing units are occupied by people who do not meet the traditional "married couple" family role.

The 1980 census counts for Saginaw Township revealed that a significant difference exists between the population per household figures for multiple family units and single family. An analysis of census tracts where the housing stock is dominated by single-family detached dwellings revealed that the population per household figure is between 3.0 and 3.09 while the population per household figure for census tracts with high numbers of multiple family units is closer to the low of 2.43. These figures may have been much more dramatic were it not for the fact that multifamily structures are found in every census tract of the Township. Based on present trends, it would appear that the population per household figure in Saginaw Township will continue to decline.

Without continued action by the Township, the decline of the traditional family component of the population could continue. This trend would have implications for the social composition of the community. These implications affect every aspect of the Township, from population density and demand for public services to school enrollments. Increases in single person and childless households which seem to accompany growth in the multiple dwelling unit component of the housing stock will likely result in a demand for smaller dwelling units and a decrease in the school age population.

The median age of Saginaw Township residents in 1980 was 31.3 years, reflecting a national trend toward a moderation of the population. This median age is the second highest in the County (following Frankenmuth) and is well above County and metropolitan area averages of 27.78 and 27.19 years respectively. In 1970 the Township held the position of having the third highest median age in the County at 28 years. This fact may be attributed, somewhat, to two factors: First, those in the "baby boom" generation, which has skewed population age data all during the postwar period, have now reached their 30's. Second, the general social stability of Saginaw Township encourages the continuing residence of the elderly. The generally high quality of the Township housing, combined with the perception of safe and secure neighborhoods promote the social and residential conditions which older population groups seem to prefer.

Economic Characteristics

Saginaw Township's per capita and median family income total is the second highest in the County, closely following the City of Frankenmuth. Median household income in the township ranks third in the County, behind both the City of Frankenmuth and Thomas Township. Within Saginaw Township, median family incomes generally exceed median household incomes, indicating that households may not fare as well economically as families. Given the nature of many households as nonfamily, single income, young people or the elderly, this trend is not unexpected.

Incomes are often closely related to education. The percent of the population over 25 years of age which are high school graduates ranges from 65 to 91 percent depending on geographic location in the Township with the average being 81.3 percent. This compares well with the County average of 60.8 percent and is a significant improvement over the 1970 Township average of 71.5 percent. Generally those areas with a more educated population have higher income statistics.

Data developed through the Saginaw Metropolitan Transportation Study indicates that in 1980, 10,101 people worked in Saginaw Township. Of these 10,101 people, 48.2 percent are employed in the service sector of the economy and 31.4 percent are employed in retail/wholesale trade. Table 5 illustrates Township employment by category for 1980 with projected employment to the year 2000. This table also contains 1980 population by category for Saginaw County for comparison purposes.

The trade and service industries are far and away the major employers in Saginaw Township. The importance of service and trade to the economic life of the Township is quite apparent when Township figures are compared with those of the County. Trade and service employment accounts for 79.6 percent of Township employment. Only 56.1 percent of County employment is in the trade and service sectors. Public and private services is the single most significant Township employment sector followed by retail and wholesale trade. Construction and manufacturing employment, the most significant sector for County employment (36.1 percent), ranks a distant fourth with only 6.5 percent of the total Township employment. Projections of Township employment indicate that services and trade will increase in significance while all other categories decrease.

**Table 5
Worker End Employment**

Category	Saginaw Township						Saginaw Co.
	1980		1990		2000		1980
	#	%	#	%	#	%	%

Const. & Manu.	661	6.5	666	6.3	674	6.0	36.1
Services	4864	48.2	5113	48.4	5487	48.8	34.6
Utilities	1151	11.4	1160	11.0	1173	10.4	6.0
Trade	3173	31.4	3390	37.1	3716	33.1	21.5
Other	252	2.5	226	2.1	187	1.2	1.7
Total	10,101		10,555		11,236		

Employment data is important as the Township contemplates its future economic development. The role of regional trade and services center has become increasingly established over the last one and one half decades. Further evidence of this can be seen in changes in the assessed valuation of property. Table 6 indicates the percent change in state equalized valuation (SEV) for several land use categories between 1972 and 1984.

The table shows a significant increase in commercial SEV over the period. Commercial SEV grew at a higher rate than any other classification, including the rate of growth for total SEV. These figures are not totally unexpected, as the costs per square foot for developing a parcel for commercial use are much greater than any other land use, with the possible exception of industrial. They still accentuate the importance of commercial development to the tax base and overall economic health of the community.

Table 6
Percent Change in SEV 1973-1985

Year	Agri .	Comm.	Indus.	Resi d.	Total SEV
1973	-32.42	31.20	2.25	6.08	10.91
1974	-21.12	27.02	1.61	4.49	10.60
1975	-5.27	9.88	1.70	14.84	12.63
1976	-1.35	6.84	0.71	2.51	3.89
1977	6.11	12.28	5.55	8.78	9.91
1978	-0.73	-0.51	-4.74	15.14	9.20
1979	2.33	7.20	0.21	14.91	12.14
1980	-68.27	14.63	4.78	12.96	14.20
1981	34.06	2.06	-4.72	17.93	13.05
1982	5.44	4.16	0.00	8.64	7.22
1983	-2.19	1.17	0.00	-4.21	-2.70
1984	0.00	0.70	13.95	1.23	-1.08
1985	-0.64	1.39	-0.80	-0.88	-1.73
Ave.	-6.47	9.08	1.58	7.88	7.72

One final example of the dimension of commercial growth is evident when 1985 SEV is compared to base year 1972 data (the first year when statistics were recorded by land use) is

examined. While total SEV increased 158.42 percent, and residential SEV increased 161.21 percent, commercial SEV increased 194.87 percent. Over the same period industrial SEV increased 21.01 percent or an annual rate of 1.6 percent. Saginaw Township has cast its fate with commercial development, and Township policies should serve to direct that growth to appropriate areas of the Township, preserve the quality of existing commercial uses, and ensure that future commercial development is well planned and of high quality.

Socio Economic Projections

The magnitude of growth expected for Saginaw Township is projected based on the characteristics of the existing population, on expected state and national trends for growth and life styles, and on anticipated local growth and development policies. The existing population, with its unique age and income structure, is the base from which births, deaths, and migrations occur. Nationwide, there are trends toward increasingly single lifestyles, increased mobility, moderating incomes, and slower population growth. These national trends, however, cannot be applied to the Township without a consideration of what it is now, and what it hopes to become in the future. The future character of Saginaw Township will, to a large extent, be determined by the policies of the local government and preferences of the residents of the community. Socio-economic projects are displayed in Table 7.

Projections of future Township population growth for the years 1990 and 2000 were developed in 1983. These projections were based on the assumption that local growth would remain low or stagnant for the period 1983-1990. Noting the impact of the last recession on the community, it seems reasonable to assume that affects of that recession will continue to be felt for another one to three years and that population stability will be regained in the latter half of the decade. Between 1990 and 2000, planners assume that the local economy will recover and that stronger population growth will occur.

The population projection for 1990 is based on a birth-death-migration methodology which considers the local fertility rate, local death rate, the number of women of child bearing age, and local migration. The migration rate for 1980-1990 was estimated to be an average of the migration rate which occurred between 1970-1980. This method is thought to be fairly representative, because it uses existing birth and death rates which reflect changes in health care and lifestyles, as well as recent migration estimates which echo economic pressures.

Table 7
Socio-Economic Projections

	1980	1990	2000
Township Population	38,668	42,728	55,294
No. Change From Previous Decade	11,434	4,060	12,566
Per. Of Metro Area Total	22	27	29
Per. Of County Total	17	20	22
Per. Change From Previous Decade	42	10	29
Number Of Households	13,777	15,333	19,945

Per. Change From Previous Decade	83	11	30
No. Change From Previous Decade	6,232	1,556	4,612
Population Density	2.34	2.60	3.36

The Township is expected to hold an increasing proportion of the County and metropolitan area's total population. Although total population is expected to increase by approximately 43 percent by the year 2000, the annual percentage rate of increase will decline over the next decade, but rebound somewhat during the latter decade.

The rate of household formation in 1980 is projected to continue for the next twenty years. Census officials estimate that the large increase in the rate of household formation experienced between 1970 and 1980 will not continue into the future. The year 1990's population is expected to divide into 15,333 households while year 2000 population should result in 19,945 households.

Even though a substantial increase in population is projected for the Township, there is ample land available to house the projected population at densities equal to or lower than the densities in existing developed neighborhoods. The Township is faced with the issue of where to direct its growth rather than the issue of finding space to accommodate the growth.

**INSERT DRAWING AND PAGE REFERENCE
"RESIDENTIAL DEVELOPMENT"**

RESIDENTIAL DEVELOPMENT ISSUES

1. Some Township neighborhoods are experiencing significant decline and deterioration.
- *2. Recreational vehicles, junk cars and junk in yards are not conducive to, nor compatible with desired neighborhood character.
3. The vacancy rate for rental housing exceeds nine (9%) percent (1980 Census).
4. Many corner lots, as platted, are not of sufficient size to develop in a manner consistent with interior lots.
- *5. Housing is permitted too close to streets in some subdivisions.
- *6. Little or no outdoor recreation opportunities are provided in conjunction with multiple family residential complexes.
- *7. Saginaw Township has the second highest percent of renter occupied dwellings in Saginaw County (after the City of Saginaw) and the highest percent of renter occupied dwellings of townships in the State with 25,000 or greater population (excluding townships near or containing major universities).
8. Commercial uses in residential areas can contribute significantly to neighborhood blight.

* Indicates an issue identified by citizens during the Process Planning Exercise.

ASSESSMENT

Residential neighborhoods are vital elements in any community. Their condition usually reflects the community's image as well as its economic vitality. If neighborhoods become unattractive or unsafe, vacancy rates climb, home owners turn their homes over to renters, and residential property values drop. This causes further decline in neighborhood quality, decline in business activity and reduces government resources. On the other hand, desirable residential areas help support and strengthen all segments of the community.

Saginaw Township is blessed with very fine residential neighborhoods. The housing boom of the late 1970's, when three to four hundred single family homes were constructed annually, is evidence that Saginaw Township has been, and continues to be, the

desired residential address for metropolitan Saginaw. Such recognition from the rather fickle residential real estate market is difficult to obtain, but very easy to lose. Although the economic recession of the past few years has slowed residential development considerably, the Township is still the location of some of the finest new homes being constructed in the area.

On the other hand, the Township also has some neighborhoods experiencing considerable blight. It is easy to see only the good neighborhoods and ignore those experiencing decline, but blight spreads like a cancer and even the best neighborhoods are susceptible to eventual deterioration. A home is generally the largest single investment a family ever makes and it is the responsibility of the Township to protect that investment. Public intervention is sometimes necessary to check blight and promote continual investment in residential properties.

Of considerable concern to the community is the abundance of rental units in the Township. Saginaw Township's dwelling unit mix has a very high proportion of renter occupied units. In 1980, the U.S. Census Bureau reported 4,593 renter occupied dwelling units or 33.3 percent of total occupied dwellings. The vacancy rate at that time was 9.4 percent. Of these rental units 2,885 are to be found in 14 apartment complexes of over 100 units and an additional 696 units in duplexes. Updated vacancy rate data is not available but, given the general depression in the residential real estate market over the past few years, one could logically assume a significant increase. A 1985 survey of major apartment complexes found vacancy rates as high as 14 percent and annual turnover rates as high as 63.6 percent with many in the 50 percent plus range. It may be desirable for the Township to strive toward a different balance of owner and rental occupancy. A level of approximately eighty-two (82%) percent owner occupancy would be more appropriate and more in keeping with the desired community character. This level is close to the average level of owner occupancy in township's of similar size, and general characteristics elsewhere in the State.

The major concern relating to rental occupancy is that the rate of reinvestment in a rental property by the owner is generally much lower than an owner occupied property. In addition, renters generally do not maintain and improve their residences as well as owner occupiers.

This lack of continuing investment often results in a deterioration in the quality of rental units. In predominantly single family, owner occupied neighborhoods, a few lower quality dwellings can lead to the decline of the entire neighborhood. First, property owners become frustrated, then they move out or decrease their level of maintenance and reinvestment. Next, new

people move in, see the decline and start to let their properties go. Finally, the decline becomes more wide spread throughout the neighborhood and pockets of actual blight appear.

The concern over growth in the apartment sector of the housing market is strongly felt by both Township residents and Township officials. Of the eleven negative aspects of the Township relating to residential development, which came out of the Process Planning Exercise, nine relate directly to multiple family residential development. No positive comments about multiple family development are listed. Finally, a non-scientific poll conducted by the Saginaw News, in January of 1985, asking the question, "Do you think Saginaw Township already has enough apartments?", found 69 percent agreeing that, yes there are enough apartments. Of those who answer no, the explanation indicated that they generally felt more apartments would either cause lower rents or would be more attractive than existing apartment buildings.

RESIDENTIAL DEVELOPMENT GOALS AND OBJECTIVES

Goal

Protect, enhance and promote quality and stability in existing and future residential neighborhoods through policies and actions which encourage the maintenance of existing uses, promote quality development of future uses, support the reasonable extension of existing use patterns and densities, and improve substandard conditions.

Objectives

1. Enhance the safety and comfort of residential neighborhoods by providing buffers between conflicting land use patterns and by minimizing traffic impacts.
2. Make necessary adjustments in Township Ordinance and enforcement policies to prohibit conflicting uses from residential neighborhoods, provide wider lots on corners, limit parking on lawns, and further control blight causing activities.
3. Increase Township wide rate of owner occupied dwellings per total occupied units to 82 percent, which is close to the State average of similar size townships.
4. Increase outdoor recreation opportunities connected with multiple family residential developments to approximate the Township average.
5. Increase blight control efforts in declining neighborhoods.
6. Encourage infill development of land within the urbanized area.

Policies

1. Permit new growth to occur, in a logical manner, only where urban services can be efficiently and economically provided.
2. Permit new growth to occur only at a rate which is consistent with the capacities of the community to provide public services and facilities.

3. Continue to require new development to pay for its fair share of the municipal capital costs which are a direct result of the new development.
4. Conserve, preserve, and promote the stability of existing residential neighborhoods.
5. Encourage new development to occur in such a manner as to promote neighborhood identity and pride in an attractive living environment.
6. Provide for the separation of residential neighborhoods from incompatible land uses.
7. Allow variety in new residential development while maintaining existing community character and residential densities.
8. Actively enforce blight controlling regulations, targeting declining neighborhoods when necessary.
9. Promote a mix of dwelling unit and occupancy types more consistent with other metropolitan townships.

RECOMMENDED ACTIONS

The following actions are recommended as methods of implementing Saginaw Township residential policies and achieving residential development objectives. Although each recommended action may support more than one objective, for purposes of clarity each action is directly linked to the primary objective it is proposed to achieve.

Objective 1 - Provide Buffers, Reduce Traffic Impacts

1. Require adequate bufferyards where business or industrial zoning abuts residential districts or uses.
2. Landscape, berm or otherwise buffer the public right of way along Shattuck, Center, Gratiot, Brockway, McCarty, Michigan, Midland and other major arterials, where possible to reduce the impacts of traffic on adjacent land uses.
3. Amend the Subdivision regulations to require street trees in all future subdivision.
4. Prepare an inventory of existing tree cover in the Township and develop a street tree planting program, to plant and maintain street trees, by geographic area.
5. Prepare a street standards study which specifies acceptable operating characteristics for different types of streets, and sets forth actions to reduce through traffic on local, residential streets.

Objective 2 - Adjust Policies and Ordinances

1. Review all Township codes, ordinances, policies, and programs to determine impacts on residential neighborhood character and stability, and introduce changes necessary to resolve conflicts between the various code ordinances and policies.

Objective 3 - Increasing Owner Occupancy

1. Study the feasibility of amending the Zoning Ordinance to decrease permitted density in multiple family residential districts.

2. Institute a Landlord Licensing and rental housing inspection program.
3. Investigate the feasibility of providing housing rehabilitation and self help maintenance programs to help improve the quality and safety of older homes.

Objective 4 - Increase Recreation Opportunities

1. Study the feasibility of amending the Zoning Ordinance to require the provision of on site, developed recreation facilities at multiple family residential developments, in proportion to those provided in the developed areas of the Township.
2. Provide Township park and recreation opportunities in the vicinity of multiple family residential concentrations where feasible.

Objective 5 - Increase Blight Control

1. Continue active enforcement of blight controlling regulations.
2. Cooperate with appropriate private and public groups or agencies, and with the press, to communicate the importance of blight control measures in neighborhood preservation, protection and rehabilitation.
3. Develop criteria for the targeting of specific neighborhoods for increased code enforcement to prevent decline or aid rehabilitation efforts.

Objective 6 - Encourage Infill Development

1. Maintain existing policies requiring public services prior to development and requiring developers to pay for utility extensions.

**INSERT PICTURE PAGE REFERENCE "GOAL -
HOUSING"**

HOUSING ISSUES

- *1. Some rental housing units are inadequately maintained.
2. Housing stock in some neighborhoods is deteriorating.
3. Twenty-seven (27%) percent of Township residential housing units were constructed prior to 1960. This figure is as great as fifty-eight (58%) percent in one census tract. Older homes have a greater tendency toward deterioration.

* Indicates an issue identified by citizens during the Process Planning Exercise.

ASSESSMENT

Visually interesting housing design can greatly improve the overall aesthetic quality of a neighborhood and increase community consciousness. Variety in design of housing should be encouraged. Uniqueness and variety does not simply mean transferring design solutions from other parts of the country, or world, to Saginaw Township; rather, it means creating housing designed to address the social, climatic, and economic conditions of central Michigan.

One final concern relating to housing is the aging and deterioration of the housing stock. Regardless of the amount of effort expended enforcing blight control regulations, it will all be wasted if the housing units deteriorate. Housing maintenance is a necessary part of any overall blight prevention program.

On the whole, Saginaw Township has a young housing stock. New development (post 1970) accounts for 44 percent of housing and is quite evenly distributed across the Township.

The principal exception to this trend is in census tract 104.02 (Figure 6) which has only 6 percent newer structures. Interestingly, those areas with little post 1970 development have the highest rates of owner occupancy. These tracts (105.02 and 104.02) were developed into single family uses before multiple family uses became widespread. In addition, it appears that, although many of these houses are older than those elsewhere in the Township, they are not being converted to rental occupancy. Their value as single family homes has not declined.

Analysis of the age of structure provides an indication of how much development occurred in selected time periods. Age of homes

also reveals the maturity of various neighborhoods and may indicate where rehabilitation may be necessary. For the present, structure age helps target those neighborhoods where decline may now, or in the future, be experiencing decline. Early identification of housing deterioration, particularly of rental units, can make high future expenditures for rehabilitation unnecessary. Early identification and intervention is often needed to promote a level of reinvestment appropriate for the prevention of neighborhood blight and deterioration. It is much easier to prevent a neighborhood from declining than to rehabilitate a blighted neighborhood.

**INSERT "HOUSING STOCK AGE BY CENSUS TRACT -
FIGURE 6"**

HOUSING GOALS AND OBJECTIVES

Goal

Preserve and protect existing housing stock and promote variety and innovation in housing design through policies and actions which encourage the maintenance of existing housing and promote the development of new housing to serve a variety of needs and preferences.

Objectives

1. Improve substandard or blighted areas of the Township and encourage private reinvestment through improved enforcement of housing and blight control regulations.
2. Develop a program to prioritize housing rehabilitation need and encourage housing improvement using public and private resources, as appropriate.
3. Encourage variety and innovation in housing design.

Policies

1. Protect existing housing from premature environmental decay.
2. Provide technical assistance and other incentives to encourage housing maintenance and reinvestment.
3. Encourage the provision of a range of housing designs to accommodate varying needs in household size, location, and style preference.

RECOMMENDED ACTIONS

The following actions are recommended as methods of implementing Saginaw Township's housing policies and achieving housing objectives. Although each recommended action may support more than one objective, for purposes of clarity each action is directly linked to the primary objective it is proposed to achieve.

Objective 1 - Improve Substandard Areas

1. Develop a system of collecting and annually reviewing data on zoning, land use, and housing conditions by neighborhoods, to determine the impacts of public policies and actions and to identify undesirable trends and initiate public actions to mitigate them.
2. Develop a program to prioritize those neighborhoods most threatened by blight for targeting of increased blight control and housing code enforcement.

Objective 2 - Housing Rehabilitation

1. Inspect and license all rental housing properties to ensure compliance with the Housing code.
 - a. Develop a data collection and processing system which collects and analyzes information from inspection activities.
 - b. Place emphasis on enforcement of exterior aesthetic violations to improve the appearance of properties.
 - c. Place emphasis on residential parking to improve appearance and safety.
 - d. Distribute information outlining tenant and landlord responsibilities for housing maintenance as specified in the Housing Code.
2. Study the feasibility of developing a housing rehabilitation program offering public and private assistance for low and moderate income persons to rehabilitate owner occupied housing to code standards.

Objective 3 - Encourage Variety and Innovation in Design

1. Provide density bonuses and other appropriate incentives to individuals and/or developers to construct housing units reflecting variety or innovation in design.
2. Develop a design award program to publicly recognize design innovation in the Township.
3. Review codes, ordinances and policies to identify those which hinder design innovation and amend as necessary.

**INSERT "GOAL - COMMERCIAL DEVELOPMENT"
DRAWING**

COMMERCIAL DEVELOPMENT ISSUES

- *1. Automobile access to and from some businesses onto streets is difficult.
- *2. Clutter of signage unattractive and distracting.
- *3. Deteriorating and nonconforming signs are blight causing.
- *4. Many temporary advertising banners are not adequately maintained.
- *5. Parking standards are not very consistent; some uses are required to build more than necessary while others have inadequate parking.
- *6. Many parking lots are not adequately landscaped and maintained and look very unattractive.
- *7. Landscaping of many commercial properties is stark and unattractive.
- *8. Commercial streetscapes are, in general, not attractive and can have a negative impact on potential shoppers, lead to blight and hasten deterioration.
- *9. Many busy and congested street intersections are over developed with drives, signage, and commercial uses.
- 10. Zero lot line commercial development may lead to fire protection problems.
- *11. Sales of merchandise from trucks in commercial areas is inappropriate.
- 12. Lack of suitable provision for storage of snow from commercial parking lots has resulted in unsightly and hazardous piles in setback areas and contributes to the general unattractiveness of parking lots.
- *13. The Township should endeavor to prevent deterioration or general decline of community oriented commercial uses.
- 14. Provisions for neighborhood commercials may not be consistent with residential development patterns and demand factors.

* Indicates an issue identified by citizens during the Process Planning Exercise.

ASSESSMENT

The commercial character of Saginaw Township is constantly evolving. The continued development of commercial land uses has been unimpeded by the Township's early role as a bedroom community, the economic recession of the late 1970's, early 1980's or the inflation of the price of commercial real estate. This fact combined with the 194.87 percent increase in commercial SEV since 1972 would lead one to believe that Saginaw Township is fast becoming the desired commercial address for the greater Saginaw metropolitan area.

General Commercial

The vast majority of Township commercial facilities are located in five principal areas: The Fashion Square Mall/Tittabawassee Road area west of I-675, east of Bay Road, south of Tittabawassee, north of Schust; Bay Road corridor between Linda Street and Midland Road; Gratiot Road corridor between a point 1,000 feet east of Center Road and Midland Road and along Midland Road north of Thistle and south of Hospital. The influence of the areas described as "corridors" on commercial land use is greater than a strip along a main road. Within each of these corridors there has been considerable land dedicated to commercial use along major intersecting streets such as along Center north of Gratiot and north and south of State.

Each of these commercial areas offers some unique developmental characteristics which set it apart from other commercial areas. The Mall area features a regional type shopping area featuring full line department stores and comparison shopping opportunities. The Bay Road corridor takes its character from the adjacent mall and is an evolving regional shopping area with continued strong community shopping flavor. The State Road corridor is a classic community shopping corridor with a range of shopping types from convenience goods to auto sales, grocery stores to discount department stores. The Gratiot corridor is a combination neighborhood shopping and office business area, although some uses, such as furniture sales, would be more appropriately considered community in character.

Finally, Midland Road shows a trend toward strip development which is poor planning practice. Zoning in this area is a mix of districts from residential to industrial including all classes of commercial.

Retail shopping for convenience and comparison goods is a primary feature of Township commercial activity. Retail areas with

Saginaw Township have taken two different and distinct forms. The first type of commercial development is known as the shopping center which is defined as ranging from a group of commercial establishments, planned, developed, owned and managed as a unit, related in location, size and type of shops, to a trade area that the unit serves, providing on-site parking in definite relationship to the types and sizes of stores. Prior to the evolution of the shopping center, retail stores were usually developed as a miscellaneous collection of individual stores each on a separate parcel of street frontage. The second type of commercial development is generally referred to a strip development. Strip development usually fronts on both sides of an arterial roadway and extends inward for half a block. Strip development is often characterized by an assortment of office and commercial uses requiring relatively small parcels of land. There is usually little or no functional transition between types of uses in a strip and the areas generally become congested and unattractive.

Although there have been many shopping centers developed within the Township, all of the three main commercial corridors and the Midland Road commercial area can best be defined as commercial strips. This trend is changing in the Bay Road corridor north of Shattuck as side roads and commercial subdivisions have been developed off of Bay to channel commercial development into surrounding land. Transportation improvements within the corridor over the next few years could lead to the development of a true central commercial district in this corridor.

Hand in hand with the piecemeal development inherent of strip commercial areas are the problems of road access and commercial character. When land develops as separate parcels, each with 100 feet or less street frontage, there is demand for direct access to the main street from each parcel. Since each business wants separate in and out drives the situation can arise where 15 to 20 drives are opening onto each side of a road. Projected out as a worst case scenario, 248 drive openings could be developed per mile on a commercial arterial requiring 85 foot wide lots as does Saginaw Township.

Strip commercial development presents a conflict between the two major functions of a street system which are movement of traffic between dispersed points and provision of access to individual properties. In the hierarchy of streets, major arterials, such as Bay Road and State Road, are designed primarily to move traffic safely and efficiently. Since these streets attract high volumes of traffic they become prime locations for businesses. The most dominant features of all strip commercial areas include:

- A business' reliance on single purpose auto trips for customers.
- The need for on-site parking and vehicle circulation.
- The desire for visibility and easy access to the motoring public.
- Each developed parcel functions as a separate, free-standing traffic-generator.

These features of strip development create conditions which severely impair the traffic carrying ability of the main street. The following situations are common to all commercial strips:

- Direct conflicts between vehicles turning into or out of commercial driveways and "through" traffic.
- Differences between the speeds of vehicles slowing to turn, changing lanes and merging with or leaving the main stream of traffic.
- Distractions created by advertising signs, buildings, utility poles and traffic signs which eventually clutter a strip and reduce effective sight distance.
- Maneuvering traffic, frequent stops and speed changes increase travel time for through traffic increase fuel consumption and degrade air quality.
- Traffic conflicts caused by differences in relative vehicle speeds, turning movements and lane change maneuvers.

The end result is an arterial street which operates at much less than optimum capacity or efficiency due to the cumulative effects of traffic interference and "friction" from the arterial street's twin functions of land access and traffic movement. This friction has serious consequences for the overall success of the commercial area. The economic health of a retail shopping area is, to some extent, a function of how comfortable customers feel traveling to and from the stores. When the public streets become congested and dangerous, people begin to look elsewhere for shopping opportunities. Control and limitations of commercial access, adequate setbacks and sign control are the tools which can be used to maintain and improve the shopping experience in Saginaw Township and promote the overall economic well being of commercial enterprises.

Two of the biggest challenges facing public and private decision makers in the next decade are the futures of the Bay Road and State Road commercial areas. State Road is the location of the oldest major commercial corridor in the Township. With development limited to one half block depth north and south of State, this area developed in classic strip fashion. Fortunately, the Township has not yet experienced the later stages of decline. Now is the time for Township intervention to promote improvement in the State Road corridor. Working hand in hand with those business people who have shown their concern through increased investment and reinvestment, a public/private partnership can evolve to address problems of this area.

The Bay corridor presents a very different challenge. This is a young, booming commercial area which is evolving into the major center for comparison shopping in the Saginaw region. The Bay Road corridor has developed to the extent where it has surpassed the regional shopping role of downtown Saginaw. Bay corridor has become the new downtown for the region, and this role should be recognized and promoted by Township policy makers. Efforts should be made to discourage further development of Bay Road as a commercial strip and encourage new development on side streets. A key to this effort would be the extension of Fashion Square Boulevard on the east and Fortune Drive on the west to open up new land areas for development. There is now very little vacant available along Bay Road so additional areas must be opened up or new development will continue to strip along Bay out of the Township. The construction of parallel alternate routes to Bay Road, bounded by commercially zoned land, will be a significant factor in the development of this vicinity as a true shopping area, not just another shopping strip.

Office Business

Another important sector of Saginaw Township's commercial economy is the office business use. Due in large part to the linkage afforded by I-675 to the City of Saginaw and Bay City and other activity centers, Saginaw Township is in a competitive position to attract major office development. Existing office business uses are primarily of the medical dental or small single purpose variety. These offices are generally developed on a single lot by an individual professional, firm or partnership. The Township is also home to a few general purpose office buildings, which lease space to individual firms, and large single purpose administrative office facilities such as the Consumers Power and Michigan Bell complexes.

Office development in Saginaw Township has generally been mixed in with other commercial uses. This adds interest and variety

to the commercial strips and also serves as a "magnet" for potential retail customers. The exception to this general interspersion of commercial uses would be where office business has been used as a buffer/transitional use or where an office business corridor has been developed. Along high traffic arterials such as Center Road between Gratiot and State, State Road between Hemmeter and the Township line to the east, State Road in the vicinity of Midland Road and the easterly side of Midland North and south of State. Office businesses are permitted to take advantage of the high traffic volumes on the main arterial while buffering adjacent residential or environmentally sensitive areas from more intensive development.

Gratiot Road, west of Center to the Tittabawassee River is being developed as an office business corridor. Although there are other uses in the corridors, including restaurants, a neighborhood shopping center and cemeteries, the predominant use is offices. Major features of this corridor are the increased setback requirement from Gratiot, limitations on direct drive access to Gratiot and the development of rear access roads. These requirements are resulting in the development of a sense of spaciousness and ease of traffic flow not common to commercial strips. From an urban design perspective, this type of corridor provides a very attractive entrance image and introduction to Saginaw Township for visitors from the west.

COMMERCIAL DEVELOPMENT GOALS AND OBJECTIVES

Goal

Improve the quality, vitality and value of commercial areas through policies and actions which encourage the provision of a desirable range of commercial uses; increase employment opportunities; promote an aesthetically pleasing environment; and enhance the social and environmental character of the areas.

Objectives

1. Develop techniques to improve the relationship between commercial land uses and transportation facilities and other land uses.
2. Develop a commercial area rehabilitation program to address vacancies, prevent deterioration and promote reinvestment in older commercial areas.
3. Promote aesthetically pleasing commercial development areas.
4. Improve parking area provision requirements, aesthetics and circulation.
5. Improve traffic circulation within commercial corridors.
6. Provide convenient, low intensity, close to home neighborhood service and shopping opportunities near residential areas.

Policies

1. Encourage the development of shared access, parking facilities, and cross easements to serve individual businesses in commercial areas.
2. Discourage commercial strip development along thoroughfares.
3. Commercial land uses should be designed and located so that they do not adversely impact on neighboring uses.
4. Encourage landscaping within parking lots to improve the visual environment and moderate the effects of heat, runoff, wind, noise and glare.

5. Promote private reinvestment in declining commercial areas and encourage cooperative, public/private rehabilitation techniques.
6. Maintain high development standards in building, zoning and other relevant codes and continue to require developments to assume its own initial development costs.

RECOMMENDED ACTIONS

The following actions are recommended as methods of implementing Saginaw Township commercial development policies and achieving commercial development objectives. Although each recommended action may support more than one objective, for purposes of clarity each action is directly linked to the primary objective it is proposed to achieve.

Objective 1 - Improve Land Use Relationships

1. Develop, within the Zoning Ordinance, performance based bufferyard requirements for commercial districts to separate commercial uses from residential and other incompatible land uses from each other.
2. Develop access control regulations which relate drive access to carrying capacity of the existing transportation system.
3. Investigate the feasibility of linking major commercial zoning changes to traffic-way impact assessments.
4. Review Township policies, codes and ordinances to identify those which encourage strip commercial development and address as appropriate.
5. Discourage further commercial strip development along North Center, Midland, Shattuck and Tittabawassee Roads.
6. Study the feasibility of developing a new, performance based, zoning district for all lands within the greater Bay Road Commercial corridor.

Objective 2 - Commercial Revitalization

1. Develop and maintain an information base on financial assistance programs which may be available for the development, expansion or rehabilitation of commercial uses in the Bay Road or State Street corridors.
2. Study the feasibility of utilizing Downtown Development authority or Tax Increment Financing mechanisms to finance improvements within the State and Bay corridors.
3. Conduct commercial area/corridor studies of the State of Bay corridors to pinpoint specific problems and develop action oriented development plans for each corridor.

4. Develop techniques to improve cooperation and understanding between the business community and the Township including a high level of business community involvement in any commercial corridor studies.
5. Develop criteria for the use of tax abatement and other public incentives to encourage commercial rehabilitation.
6. Review Township policies, codes and ordinances to identify those which hinder responsible, high quality commercial rehabilitation.

Objective 3 - Aesthetically Pleasing Development

1. Develop a program to plant street trees and other appropriate plant materials within commercial areas.
2. Revise existing sign regulations to relate permitted signage to function, width and travel speeds on road ways in addition to property or building frontage.
3. Investigate incentives or other methods to encourage commercial property owners to improve the appearance of their buildings and property.
4. Continue enforcement of regulations pertaining to commercial area blight, including those regulating storage/sales from trucks and trailers, temporary signs, improper outdoor displays and screening of unsightly work or storage areas.
5. Amend the Zoning Ordinance to establish standards requiring parking area and building facade maintenance.
6. Study the feasibility of removing parking spaces and circulation drives from setback areas of existing, nonconforming commercial development.
7. Develop an annual design awards program to encourage aesthetically pleasing and innovative site and building design.

Objective 4 - Improve Parking Areas

1. Amend the Zoning Ordinance to encourage the development of shared access and parking facilities and cross easements by individual commercial land uses.

2. Develop zoning standards to require the provision of landscaping within parking lots in direct proportion to the number of parking spaces provided.
3. Reevaluate the criteria for parking space provision on commercial property and adjust Zoning Ordinance requirements as needed.

Objective 5 - Improve Traffic Circulation

1. Extend Fashion Square Boulevard, as a four lane arterial, through to Shattuck Road.
2. Extend Fortune Boulevard, as a two lane collector street, through to McCarty Road.
3. Require the development of rear access or frontage roads in commercial areas where appropriate, but especially on property adjacent to Gratiot Road, State Road east of Hemmeter and Tittabawassee west of Bay.
4. Encourage the provisions of shared access drives and cross easements by individual commercial property owners.
5. Cooperate with the Saginaw Transit System to promote the use of public transit within commercial corridors.
6. Develop access control regulations which relate commercial drive access to the carrying capacity of the transportation system.

Objective 6 - Neighborhood Commercial

1. Conduct a Neighborhood Commercial Study to evaluate the adequacy of existing neighborhood commercial opportunities and regulations and determine the appropriate location for future neighborhood commercial development.
2. Study the feasibility of developing performance zoning standards to permit low intensity/impact neighborhood oriented commercial land uses on Residentially zoned property.

**“INSERT GOAL - INDUSTRIAL DEVELOPMENT TITLE
PAGE”**

INDUSTRIAL DEVELOPMENT ISSUES

1. What level and type of industrial development is appropriate for the Township?
2. What land areas of the Township are best suited for industrial development?
3. Some prime commercial land fronting commercial arterial has been developed for industrial uses.

ASSESSMENT

The industrial base of Saginaw Township is very limited as one would expect from an evolving bedroom community. If one excluded warehousing and construction from consideration and focused on manufacturing based industrial uses one would see that industrial activity is not a major factor in the composition of the community. The major issue relating to industrial development which must be addressed by the Township is this community's role in the industrial life of the metropolitan area. Does Saginaw township wish to compete with the City of Saginaw and other suburban townships for industrial base, or should it concentrate on established roles of regional shopping center and high quality residential neighborhoods? to answer this question, we must look at the implications the choice has on the future development of the Township.

Industrial development has many things to offer Saginaw Township. An independent economic base would help insulate the Township from the fluctuations of the economic climate of the larger metropolitan area. This would be particularly true were non-automotive related industrial uses to develop in the Township. A second advantage would be the higher taxes, per square foot of land, generated by industrial uses; this is especially attractive to the school system because manufacturing plants do not directly generate demand for schools in relation to taxes paid. Other benefits of industrial development, such as increased disposable income available, commercial expenditures, and housing construction, are not dependent upon industries locating within the Township. Such advantages will be available to the Township provided new industry locates within the metropolitan area.

Industrial development also would have many potential negative impacts for the community. The first and foremost is the impact of industrial by-products such as noise, fumes, odors, dust and similar outputs on nearby residential or commercial development. It will be difficult to find locations for manufacturing enterprises which will not conflict with either the existing or

anticipated development pattern. These negative impacts are not unique to large manufacturing companies but also pertain to smaller scale operations. A second concern is the impact of increased industrial development on the character of the community as a whole. The Township must decide if industrial development is compatible with the regional commercial/bedroom community character that has evolved in Saginaw Township.

The location issue, however, goes beyond industrial zoning of prime commercial land. Examination of the existing Development Plan Map demonstrates that the Township has never been very comfortable with the whole issue of industrial development location. Excluding the aforementioned industrial land in the Bay corridor and a parcel of industrial use in the southeast corner of the Township, the land planned for industrial development is along the railroad of Tittabawassee Road between Lawndale and Center in the heart of existing agricultural land uses. Apparently, the Township sought to put the industrial area out where it would not bother anybody and also felt rail access would be beneficial. Unfortunately, most light industrial uses now depend more upon motor freight instead of rail and the roads serving the proposed industrial lands are not sufficient for year round motor freight traffic. Finally, public utilities are not now available at this location nor proposed in the near future.

A more logical assignment of land to industrial use is to first, identify the locational requirements of the industrial uses desired, second, identify those land areas which fulfill the locational requirements, and finally, exclude from consideration that land which would be inappropriate for industrial development because of incompatible neighboring uses. Using this method only those properties which could adequately support industrial use without conflict with other land uses would be considered for industrial development.

A second method of accommodating industrial development, particularly useful when ideal locations are not available, is to permit light industrial development in conjunction with intensive commercial development and use performance standards to mitigate undesirable impacts. Standards could be developed which would allow limited industrial uses in selected commercial arterial streets, that adequate buffer yards be developed in conjunction with intensive commercial development and use performance standards to mitigate undesirable impacts. Standards could be developed which would allow limited industrial uses in selected commercial areas provided they did not locate on commercial arterial streets, that adequate buffer yards be developed and that building design be compatible with neighboring land uses. With this technique, those industrial uses which, due to their site requirements and developmental and

operational characteristics, have impacts similar to intensive commercial developments, would be granted greater flexibility in finding an appropriate site. One important consideration is that such industrial development should not be permitted to develop on land best suited to retail or other commercial use. Property abutting the main traffic arteries in commercial corridors should be reserved for retail sales or similar uses which require a high degree of visibility.

INDUSTRIAL DEVELOPMENT GOALS AND OBJECTIVES

Goal

Provide opportunities for the development of low impact, light industrial and research facilities while striving to attain an optimum relationship between such development, supporting transportation facilities and other Township land uses.

Objectives

1. Locate industrial development in areas adequately served by frost free, all season roads and public utilities.
2. Industrial development should be compatible with other land uses in the area and in the Township as a whole.

Policies

1. Encourage the development of industrial parks to concentrate the negative impacts of industrial development and lower the cost of providing utility transportation and other services. Scattered industrial operations should be discouraged.
2. Industrial land uses should be separated from residential and other incompatible land uses by appropriate open space, buffer yards or transitional uses.
3. Incompatible, non-industrial land uses should be prevented from intruding into industrial areas.
4. Saginaw Township should cooperate with the City of Saginaw to improve opportunities for industrial development throughout the metropolitan area.

RECOMMENDED ACTIONS

The following actions are recommended as methods of implementing Saginaw Township's industrial development policies and achieving industrial development objectives. Although each recommended action may support more than one objective, for purposes of clarity each action is directly linked to the primary objective it is proposed to achieve.

Objective 1 - Adequate Transportation Facilities and Utilities

1. Adjust the land use plan map to show the preferred industrial locations in areas where both over the road and rail transportation facilities are adequate for industrial development.
2. Study the feasibility of developing industrial land uses in the area bounded by Schust Road I-675 and Towne Center Roads.
3. Remove the industrial designation on the plan map of land along Tittabawassee Road near Center and Lawndale and at other scattered sites on Midland, Bay and other nonindustrial areas and discourage future industrial zoning in those areas.
4. Develop techniques to encourage industrial development off major arterials within commercial corridors through zoning and other regulation.

Objective 2 - Compatible Development

1. Develop and implement zoning and performance standards to adequately control industrial nuisances such as air pollution, noise, and vibration.
2. Use tax abatement and other incentives to encourage industrial park development and discourage scattered site development of industrial uses.
3. Maintain industrial zoning districts, for industrial land uses only, which generally exclude retail, general commercial, office and residential land uses.
4. Develop zoning and performance standards to provide adequate buffers and transitional land uses between industrial and residential land uses.

5. Adjust the zoning in existing Bay corridor industrial zoned areas to reflect actual use of the land.

**“INSERT GOAL - COMMUNITY FACILITIES AND
SERVICES TITLE PAGE”**

COMMUNITY FACILITY AND SERVICE ISSUES

- *1. Many major roads have few or no sidewalks.
- 2. Future sewer needs for the northwest and west central areas of the Township have yet to be evaluated and planned for.
- *3. Some Township public school buildings are approaching obsolescence and declining enrollment could impact on physical plant needs.
- *4. The community lacks a wide range of cultural activities.
- * Indicates an issue identified by citizens during the Process Planning Exercise.

ASSESSMENT

One of the attractions of Saginaw Township for residential and commercial development is the extensive public services provided to support such development. Much of the existing public utility system was installed initially by real estate developers as a condition of development. This long standing policy of the Township has had the effect of placing the majority of the cost of the development boom of the late 1970s on those who received the most direct benefit from the boom. It has long been the policy of Saginaw Township to provide an acceptable level of public services, funded by the General Fund, while requiring those most affected to bear the cost of additional services. This policy has been responsible for the continued successful functioning of the Township on a relatively low level of taxation. By requiring roads, sidewalks, street lighting, sewers and water extensions to be installed by the developers and improvements to be assessed against those affected, the Township directly links the provision of services to demand. When demand for services reaches a point where people are willing to pay the cost, the services are provided. When the extension or improvement generates a township wide benefit, then the Township General or special purpose funds will share in the cost.

The Township has found this user pay policy to be such an effective method to finance public utility and road extension and improvements that it is being applied to other, nonessential services. An example of this would be the Township wide residential refuse collection service instituted in the winter of 1985. After fielding several requests for a municipal collection program, the question was placed on the November 1984 general election ballot for advisement. The concept was supported by the

voters. The Township then contracted with a private refuse hauler and assesses each owner of a single family duplex or dwelling an annual flat fee for the service. Only those property owners eligible for the service pay the special assessment; other property owners are unaffected.

To a large extent, this philosophy can be seen with every type service with which the Township is involved. Although parks are developed with general fund monies, recreation programs are largely financed by participants. While street lighting on main roads is paid for by the Township at large, lighting in other areas is installed, maintained and operated at the expense of adjacent property owners. Maintenance and replacement of sewer and water lines are financed through water and sewer use fees. Storm drainage and road work is financed through special assessments on affected property. Even fire protection services are financed by a special fire levy instead of through the general fund.

The alternative to providing services in this fashion would be to increase taxes on all property and pay it all from the general fund. This does not conform to the philosophy of the people of the Township. The citizens see the role of government as supervisor and coordinator rather than a primary provider of services. They expect the Township to supervise those activities of their neighbors which may affect them and serve as a coordinating agent and central action point for public utilities. The citizens realize that some of the services and facilities necessary in an urban environment require coordination and monitoring by a single, central group. This is necessary to ensure uniformity in design, quality and implementation. It is very difficult for individuals to provide their own sewer, water or road systems; so they have asked Township government for help. But beyond helping with those things best done collectively, the people of Saginaw Township generally do not desire government involvement.

"INSERT SAGINAW TOWNSHIP FIGURE 7 MAP"

Public Utilities

The Township operates and maintains several hundred miles of watermains and sewer lines. Figures 7 and 8 illustrate those general served by Township sewer and water.

Water is purchased from the City of Saginaw. This arrangement has proven very successful. Some older areas of the Township have sewage treated at the City of Saginaw's treatment plant. Other areas are served by a plant in Zilwaukee operated jointly by Saginaw and Carrollton Townships and the City of Zilwaukee. The majority of Township sewage is treated at a plant operated by Saginaw. Due to the anticipated population growth in the service area for this plant and to state and federal water quality requirements, the two Townships are faced with a possible eight million dollar addition to the treatment plant, of which Saginaw Township is responsible for two thirds.

The Township's Department of Public Services is responsible for the water and sewer system. They currently operate under a ten year water system master plan and a three year water capital improvement to keep up with water system maintenance, replacement and improvement. The major development with the sewer system over the past few years is the recent consolidation of the previous four sewer districts into one district for ease of administration. There are currently no long range plans for sewer system. Preparation of such a plan is one of the challenges still facing the Township. The northerly and westerly portions of the Township have yet to develop, but it is expected that by the end of this century these areas will be experiencing considerable development pressure. The Township would be wise to develop plans for sewer and water trucklines to serve these areas so as to be prepared when development plans are submitted.

Streets and Roads

The road network in Saginaw Township is the responsibility of the Saginaw County Road Commission. As in any situation where an agency other than local government is responsible for a facility perceived as government is responsible for a facility perceived as locally provided, roads cause considerable confusion in the Township. Citizens expect Township officials to respond to complaints and concerns regarding roads and they often do not want to talk to the Road Commission for their answers. This causes a public relations problem which is difficult for all involved. The best the Township can hope to do is urge the Road Commission to be responsive to Township citizens.

“INSERT SAGINAW TOWNSHIP FIGURE 8 TABLE”

Public Safety

The Police Department has an authorized strength of twenty-eight full time officers who utilize twelve marked and six unmarked patrol cars. Staff include the Chief, a Lieutenant, five Sergeants and twenty-one officers. The department is divided into three divisions, a Patrol Division, an Investigation Division and a School Liaison Officer. The Police Department also trains staff to qualify as Emergency Medical Technicians. One EMT is on duty at all times, and the department has been credited with saving several lives in emergency situations. Although small by most standards, through proper training and equipment the department has been effective in providing service.

Saginaw Township maintains a volunteer Fire Department. This is somewhat unique for a community this size, but the Department has fielded a very well qualified volunteer force which is probably one of the best trained, equipped and most effective Departments in the State. A measure of the Department's quality was seen in a recent evaluation by the Fire Insurance Service Bureau which gave the Township one of the highest ratings ever given a volunteer department. The department is staffed by ninety volunteer firefighters, a full time Chief, Deputy Chief and Secretary. The twelve pieces of fire fighting apparatus are housed in four fire stations located to provide quick response to any fire.

Due to changes in the settlement patterns over the past decade, the old fire station number one is no longer in an optimum location. This concern any many others are currently being examined by a consultant as part of a continuing effort to evaluate and improve the functioning of the Fire Department. A future management plan for the Department will be developed, separate from this document upon completion of the consultant's evaluation.

All Township public safety dispatching functions are tied to the County and other municipalities through a central dispatch operation. This service aids in the coordination of the various municipal departments and helps to ensure a quick response to any emergency. It also helps all the participating municipalities who therefore are not required to maintain twenty-four hour dispatching capability. The Township is working with the county and other local governmental units to guarantee a continuing, effective centralized dispatching capability.

Library

For eight years the Zauel Memorial Library was located in the basement of the Township, but space was not available for future growth. A new library was constructed in 1976 and circulation immediately doubled. The Zauel Library has been the fastest growing branch of the Saginaw Public Library System of which it is a participant. In 1980 a three year, one half mill levy was approved to fund an addition which doubled the size of the facility. The library is funded out of the Township's General Fund and staffed through the Saginaw Public Library System. Although this relationship has worked relatively well in the past, the Township has impaneled a study group to examine library service in the Township and consider the future relationship with the Saginaw Public Library System.

Parks and Recreation

The provision of park and recreation services by Saginaw Township is a relatively recent development, spurred to a large extent by the dramatic growth in population during the 1970s. Originally, recreation programs were organized by the public schools as part of their community education programming. In 1978 the Township established a Parks and Recreation Department. The Saginaw Township Parks and Recreation Commission, an elected body, is responsible for oversight of the park and recreation delivery system, but funding is appropriated by the Township Board of Trustees out of the General Fund. This money is supplemented by gifts and grants from both public and private sources and will be further increased by a newly established Parks Patrons Fund. Park construction and maintenance activities are performed by the Department of Public Services to avoid duplication of staff and equipment.

The Township owns and maintains seven neighborhood parks and three community parks comprising 155.97 acres. In addition, over 76 acres are available for recreation purposes at public school sites. Finally, Saginaw County maintains a 91.6 acre regional park along the Tittabawassee River within the Township. According to nationally accepted park and recreation standards, Saginaw Township should continue to endeavor to have land set aside for parks and open space. This is especially true in the vicinity of high density residential areas which generally lack sufficient recreation space.

The main challenges, concerning recreation, facing the Township over the next twenty years are provision of additional recreation lands, development of a community center to improve indoor

recreation opportunities and addressing the geographic imbalance of parks and facilities.

The concerns are addressed in detail in the Township's Community Recreation Plan.

Public Schools

All public schools in Saginaw Township are the responsibility of the Saginaw Township Community School Board. The school district encompasses the entire Township. Currently the School Board operates six elementary schools (K-5), two middle schools (6-8), and two high schools (9-12) and provides transportation services for students; 1995 enrollment was 5,548 students. The Township and the School Board have developed a cooperative working arrangement and jointly undertake activities on a wide range of subjects.

**“INSERT SAGINAW TOWNSHIP COMMUNITY FACILITY
MAP TABLE 9”**

COMMUNITY FACILITIES AND SERVICES GOALS AND OBJECTIVES

Goal

Protect the health, safety and general welfare of the people of Saginaw Township and ensure adequate social, cultural and recreational opportunities for all residents through policies and actions which promote the availability of necessary social and health services; expand cultural and recreational facilities; and improve the provision of government services and public utilities.

Objectives

1. Increase citizen awareness of the role, responsibilities and limitations of Township government and the impacts government can have on individuals.
2. Expand cultural and recreational opportunities in the area to meet demonstrated needs.
3. Develop water, sanitary sewer and storm drainage and other community facilities to coincide with anticipated demand.

Policies

1. Public utility and government service expansions and improvements should be financed, as much as possible, by those who will most benefit.
2. Public safety facilities should be located to allow deployment of adequate manpower, with minimum time, to all parts of the Township.
3. The Township should cooperate with neighboring communities, the Saginaw Township Community Schools and other agencies and organizations to improve cultural and recreational opportunities for Township citizens.
4. The Township should encourage the inclusion of recreational amenities for residents in new residential developments.
5. The Township should support area wide efforts to develop and expand recycling programs to reduce the amount of refuse collected and to reduce landfill costs.

6. The Township should continue to ensure that all government facilities and services are accessible to all Township residents and delivered in a cost-effective manner.

RECOMMENDED ACTIONS

The following actions are recommended as methods of implementing Saginaw Township's community facility and service policies and achieving community facility and service objectives. Although each recommended action may support more than one objective, for purposes of clarity each action is directly linked to the primary objective it is proposed to achieve.

Objective 1 - Increase Citizen Awareness

1. Establish regular lines of communication between the Township and citizens through a regular informational column in a local newspaper, a regular Township newsletter or similar means.
2. Work with area schools to develop courses or special units in regular government classes which discuss the roles, responsibilities and limitations of Township government.
3. Develop a series of informational video presentations for use on the Township's cable television access channel to better inform the public.

Objective 2 - Expand Cultural and Recreational Opportunities

1. Develop a community center as part of the Township park system, including facilities for the performing and visual arts.
2. Study the feasibility of Township involvement in joint efforts with neighboring communities or other agencies to improve cultural opportunities in the area.
3. Cooperate with the Saginaw Township Community Schools and the Can-Amera Committee to establish art shows and other cultural activities, particularly in conjunction with the CanAmera Games.
4. Develop a program of Township sponsored cultural activities such as art fairs, concerts and plays in Township parks.

TRANSPORTATION ISSUES

- *1. Access to some subdivisions is poor.
- *2. Many roads, especially local, subdivision streets and minor collectors, are poorly maintained.
- *3. Turning movements in commercial areas, resulting from overdevelopment of drive openings, create traffic hazards and congestion.
- *4. There is no north-south thru collector road in the western portion of the Township.
- *5. Several arterial streets, particularly Bay Road, are operating at or above recommended capacities.
- 6. The Township is under pressure to relax access control policies for Gratiot Road.
- * Indicates an issue identified by citizens during the Process Planning Exercise.

ASSESSMENT

The objective of the transportation network is to provide an essential service of moving vehicles throughout the Township, provide convenient access to private property and allow efficient work, shopping and leisure time vehicle trips. The street network is the most sophisticated and developed element of the transportation system. Other elements include the public transit system, operated by the Saginaw Transit System, non-motorized facilities, such as sidewalks, and airport and rail services, including passenger and freight cartage.

Whereas transportation is the thread that weaves all the features of our Township into a cohesive community, and the ability to move safely and quickly is a basic need in any community, the transportation element of a Comprehensive Plan is a critical part of the overall consideration of the future. However, a thorough analysis of each facet of the transportation system will not be presented at this time; rather, this element of the plan will examine the major concerns and constraints relating to transportation which now face the Township.

An in depth analysis will be conducted at a future date. The reason for this delay is that the Saginaw Metropolitan

Transportation Study will conduct a traffic ways study of the Township in 1987. Upon completion of this study, a Master Plan for Streets and Highways will be prepared as an amendment to this Comprehensive Development Plan.

Jurisdiction Over and Financing of Saginaw Township Roads

Responsibility for the construction and maintenance of streets and roads in unincorporated areas in the State of Michigan, such as Saginaw Township, lies with one of two governmental agencies. The Michigan Department of Transportation (MDOT) is responsible for the construction and maintenance of all state trunk lines. Jurisdiction over construction and maintenance of the remaining roads in the Township lies with the Saginaw County Road Commission. Saginaw Township has no authority to construct or maintain streets and must rely upon the MDOT and the Road Commission. This arrangement places the township in competition with all other Townships in the County for limited construction and maintenance funds and attention to Township concerns from MDOT and the Road Commission.

While the responsibility for construction and maintenance of Saginaw Township streets and roads lies with the MDOT and Saginaw County Road Commission, financing for such construction and maintenance may come from the State of Michigan, Saginaw County or Saginaw Township itself. The MDOT distributes Federal Highway Funds as well as gas and weight tax collections from Michigan's Motor Vehicle Fund to the various county road commissions. Saginaw Township may transfer funds to the Saginaw County Road Commission for the purpose of constructing and maintaining county roads within the Township, or to the MDOT for the purpose of constructing and maintaining state trunk lines within the Township.

Act 51 of Public Acts of 1951 charges the MDOT with responsibility for delineating a system of state trunk lines, being roads of major statewide importance. Due to their importance, MDOT is responsible for their construction and maintenance. Local participation in financing is possible under two specific conditions. First, local governments may finance enlargements for state trunk lines designed to specifically carry additional local traffic. Secondly, local government may contractually participate in financing trunk line improvements to speed up locally desired projects.

Public Act 51 of 1951 also charges county road commissions with classifying county primary and county local roads. The county primary classification is for those roads of "greatest general importance" based on traffic volumes, primary traffic generators served and other important producers or attractions. The county

primary designation is important because three-fourths of the Motor Vehicle Fund monies (MVF) allocated to counties are specifically set aside for financing the county primary road system. County local roads are financed through the remaining MVF funds, or county and local taxes.

As noted above, Saginaw Township is empowered to contract with other agencies for road construction or maintenance. Obligations assumed under such contracts are funded from two sources. First, general mileage may be increased for road purposes. Second, a special assessment roll may be created to tax those benefiting from the improvement. Also, the Township may issue road construction bonds for improvements, but these bonds must be retired by general taxation or special assessments so in the final analysis, Township taxpayers pay the Township's share of road improvements.

This arrangement, mandated by law, has proven to be very frustrating for Township officials and, of course, the citizens of the Township. Since the Township must compete with other communities for road funds, we are not always able to see all necessary road improvements undertaken in a timely fashion, if at all. Only recently has the method of apportioning County road improvement funds been changed to allow funds to be carried over to the following year when there are only a few projects in one year. Previously the Township would receive a set amount of road improvement funding, all of which would have to be spent that year or it would be lost to the Township. If the Township had few projects in one year, the funds not spent could not be used the following year even if several projects would go uncompleted. The residents of the Township are particularly frustrated with the necessity of contacting the Road Commission with concerns or complaints about maintenance and snow removal. The only alternative open to the Township, if full authority over roads is sought, is to obtain the status of a city. As a city, the Township would receive approximately \$700,000 in road improvement and maintenance funding and would assume jurisdiction over most roads in the community.

Mass Transit Service

The Saginaw Transit System and the Saginaw County Commission on Aging are the sole providers of public mass transportation services in Saginaw Township. Saginaw Transit operates two different services in the Township, fixed route line-haul and demand response.

Fixed route line haul service is the type of mass transit with which most people are familiar. These are the regular city buses which follow the same route daily on a regular schedule. There are three line-haul bus routes in the Township. Route 1 connects downtown Saginaw with Green Acres Shopping center via State and Davenport. Route 15 also connects downtown Saginaw with Green Acres but runs along Washington and Court Streets before arriving

at Green Acres on State. The third route, number 6, connects downtown Saginaw with Fashion Square Mall via Weiss and Bay Roads. The transit company estimates that over 215,000 people ride the three routes which served the Township during fiscal year 1984-85.

The second type of transit service available to Township residents is demand response, known in this area as Handi-Cab service. Demand response has no fixed route nor regular schedule. Rather, service is provided as requested by users. A rider contacts the transit company, usually 24 hours before they want to ride, stating the start and end points of the trip and the time they wish to go. The transit company then arranges to transport that person to their destination and back. Saginaw Transit estimates that 4,637 Township residents were served by the Handi-Cab during the 1984-85 fiscal year.

The Saginaw County Commission on aging also provided a demand response transportation service to senior citizens. Service by this agency to the community Hospital is particularly heavy.

Saginaw township pays the transit company for providing service to the Township. The payment is determined by the column of ridership on fixed routes in the Township and Handi-Cab use. The Township has annually budgeted \$20,000 for transit services but has never been charged that entire amount in any one year.

TRANSPORTATION GOALS AND OBJECTIVES

Goal

Promote safe and effective movement for all members of the community through policies and actions which serve to coordinate the transportation network with the land use pattern, and maximize the capacities of existing travel modes while promoting environmental quality.

Objectives

1. Maintain a balanced relationship between land use, traffic generation and the transportation network capacities.
2. Improve opportunities for non-motorized and public transportation as alternatives to private automobiles.
3. Improve the safety and effectiveness of the street system through improvements which maintain sufficient capacities and reduce congestion.

Policies

1. Frontage or service roads should be utilized in commercial and industrial zones in order to maintain the traffic carrying capacity of the roadway while reducing conflicting turning movements.
2. Maintenance of and improvements to streets and roads should be a continuing process to ensure the safety and convenience of motorists and pedestrians.
3. Ingress and egress points to major traffic generators should be designed to include, where appropriate, such items as deceleration lanes, thru passing lanes and lane tapers to help ensure safe traffic movements.
4. The Township shall ensure the provision of coordinated sidewalks along at least one side of major streets. Sidewalks on both sides of such streets is the desired ultimate objective.
5. Development should be separated from arterial streets by adequate buffer space or building setbacks.

6. Curvilinear streets should be promoted in residential developments to discourage thru traffic and increase visual interest.
7. Provisions for non-motorized transportation should be incorporated into residential and road construction projects along main roads and in high density residential developments wherever possible. Where feasible, non-motorized facilities should be free of interruption from motorized traffic.

RECOMMENDED ACTIONS

The following actions are recommended as methods of implementing Saginaw Township's transportation policies and achieving transportation objectives. Although each recommended action may support more than one objective, for purposes of clarity, each action is directly linked to the primary objective it is proposed to achieve.

Objective 1 - Balanced Land Use/Transportation Relationship

1. Landscape, berm or otherwise buffer the public right of way along Shattuck, Center, Gratiot, Brockway, McCarty, Midland, and other major arterials, where possible, to reduce the impact of traffic on adjacent land uses.
2. Develop access control regulations which relate driveway access to the carrying capacity of the street network.
3. Encourage the development of frontage or service roads along Tittabawassee, Midland, State, Gratiot, Fortune, Shattuck and Fashion Square where possible.
4. Encourage the development of curvilinear streets and cul-de-sacs in residential developments.

Objective 2 - Non-motorized and Public Transportation

1. Identify, prioritize and construct improvements to facilitate the use of bicycles for general transportation use.
2. Develop access control regulations which relate driveway access to the carrying capacity of the street network.
3. Encourage the development of frontage or service roads along Tittabawassee, Midland, State, Gratiot, Fortune, Shattuck and Fashion Square where possible.
4. Encourage the development of curvilinear streets and cul-de-sacs in residential developments.

Objective 2 - Non-motorized and Public Transportation

1. Identify, prioritize and construct improvements to facilitate the use of bicycles for general transportation use.
2. Construct asphalt aprons at all railroad crossings, in conjunction with general crossing improvement projects, to allow bicycles to cross the track at right angles.
3. Cooperate with the Saginaw Transit System to develop a monitoring process to help ensure that public transit needs of the Township are being satisfied.
4. Develop and implement a phased sidewalk construction program to develop sidewalks along at least one side of major streets.
5. Initiate and support a .5 mill three year tax levy to fund sidewalk construction.
6. Incorporate provisions for non-motorized transportation in future road construction projects where feasible.

Objective 3 - Improve Safety and Effectiveness

1. Describe and plot the right of way for a continuous north, south collector road paralleling Center and Midland Roads.
2. Encourage completion of the construction of Fashion Square Boulevard as a four lane arterial between Schust and Shattuck Roads.
3. Develop a traffic signal synchronization program for all major signalized intersections in the Township.
4. Encourage construction of Shattuck Road as a four lane street, with curb and gutter, between Center Road and the east Township boundary.
5. Describe and plot the right of way for an extension of Fortune Boulevard from Tittabawassee to McCarty Roads.
6. Study street names and signage, as a component of an overall street study, to determine the need for street name, signage or other related changes.

**“INSERT GOAL - PHYSICAL ENVIRONMENT AND LAND
USE TITLE PAGE”**

PHYSICAL ENVIRONMENT AND LAND USE ISSUES

- *1. There is more land zoned for multiple family residential use than appropriate for the desired residential character of the Township.
 2. Permitting multiple family residential uses in commercial zoning districts is not compatible with the desired commercial character.
 - *3. Commercial land use is tending to encroach on noncommercial areas. Center, Shattuck, Tittabawassee, and Midland Roads are currently experiencing the most pressure and tendency toward sprawl.
 - *4. Overdevelopment at the Midland and State Road intersection could cause serious traffic problems.
 - *5. Incompatible land uses in mixed use areas are not adequately buffered from each other.
- * Indicates an issue identified by citizens during the Process Planning Exercise.

ASSESSMENT

In any community the physical environment can both facilitate and constrain development. Environmental constraints can include: wetlands, areas of steep slope, flood plains, unstable soils, and unique habitats and ecosystems to name a few. These limitations represent a considerable challenge to land use planning, because while such sensitive areas should be protected, the pressure for development is generally as great as on less environmentally critical lands.

The physical environment in Saginaw Township presents somewhat of a mixed blessing. The community is fortunate because the environment lacks those features which generally constrain development. This is a very positive feature for the development community. The absence of physical restraints translates directly into cost savings for developers, who are able to fully utilize the entire area of a parcel of land with minimal concern for environmental impacts. On the other hand, the flat, unrelieved terrain, lacking in significant water, vegetative or topographic features, which is prevalent in Saginaw Township can very easily lead to boring, monotonous development.

The historic land use of the Township was agricultural. As a result, flat open fields dominate the landscape. Tree cover is at a minimum and is mostly found along windrows between old fields. This presents the Township with the challenge of moving the community toward a more interesting and varied physical environment. Since developing topographic relief or water features is not very practical, the Township is left with the tree cover and subdivision building and site design as areas through which the ultimate physical character of the community can be influenced. The positive impacts of tree cover are quite evident when older developed areas, where trees planted thirty or more years ago have reached full maturity, are contrasted with newer subdivisions where any trees are still small and the appearance of open field is the major feature.

Beyond the installation of street trees and the encouragement of private plantings, design regulations which promote diversity can lend considerable interest to the physical setting. Curvilinear streets are more appealing than a standard grid street system. Innovative use of materials in building facades can create a more interesting streetscape. Landscaping and berming of parking lots will reduce monotony and present a more interesting streetscape. Landscaping and berming of parking lots will reduce monotony and present a more comfortable and soothing environment. Land use regulations which encourage development of such features should be given serious consideration.

Just as the environmental setting places few limitations on the development of individual parcels, physical characteristics present little constraint from a land use perspective. With the exception of the floodway of the Tittabawassee River, there are few physical environmental determinants of land use within the Township. From a strictly physical perspective, almost any parcel of land would be appropriate for any particular land use. The primary land use constraints relate to prior development, community character and the transportation network. Incompatible land uses should not be developed in close proximity. Only those land uses which support and complement the desired character of the community should be permitted. Permitted land uses and development densities should be related to the functional classification and carrying capacity of roadways serving the property.

The development plan map (Figure 10) represents the desired future land use pattern for Saginaw Township. This map was developed after consideration of many factors such as: existing land use, the transportation network, existing public utilities, environmental constraints, county and adjacent municipal land use plans and sound land use planning theory and practice. Every effort has been made to implement, through this plan map, the

various policies relating to land use detailed in all sections of this document. The future land use map is designed to guide private and public decision makers in those decisions which may impact the land or the land use pattern in general. It has been, and still remains, the policy of Saginaw Township to base all land use decisions on the future land use map. This policy is, in large part, responsible for many of the positive features of the existing land use pattern and should continue to serve the people of the community well in the years to come.

LAND USE CLASSIFICATIONS

On the proposed future land use map, desired land uses are generalized into various classifications based on commonalities in density and type of development. Although most of these classifications have been used in past Saginaw Township plans, the following are the definitions used in this document.

Recreation and Open Space

This classification is similar to the Conservation and Parks and Open Space classification in the 1971 Plan. It indicates those areas within the floodplain of the Tittabawassee River which are difficult to develop for urban land use because of soil limitations and flooding. In addition to floodplain this classification also includes existing and proposed public or private park, open space and recreation areas. Lands under this classification are intended to remain undeveloped or be developed primarily for outdoor recreational uses.

Agriculture

The agriculture classification indicates those lands intended for continued agricultural production and related uses. On the map these areas are located in the north and northwestern sections of the Township beyond the fringe of the urbanized area. Single family detached housing is permitted on agriculture land at a density of 2.18 units per acre, but the principle intent of this classification is to describe those areas where agricultural production will continue to be the desired land use for the foreseeable future.

Institutional

This classification indicates those areas where religious, educational, health and social institutions, public buildings and cemeteries are currently or proposed to be located.

Low Density Residential

The low density residential classification indicates those areas intended for single family detached residential uses at an overall density of approximately 4.2 units per acre. Although innovative development techniques, such as Planned Unit Development (PUD) may allow development of higher densities on a micro scale, the overall, macro, densities, measured on a neighborhood scale, should be 4.2 units per acre.

High Density Residential

The high density residential classification is intended to provide adequate space for multiple family residential opportunities at densities somewhat higher than other residential areas. Residential apartments would be the most common land use under this category. The desired densities in these areas should range from twelve (12) to fifteen (15) units per acre.

Neighborhood Commercial

Close to home convenience retail goods and service business are the intended uses on lands under the neighborhood commercial classification. These areas are intended to provide day to day shopping and service opportunities on land conveniently located in the proximity of residential development. Uses such as convenience grocery/produce stores, small hardware shops, barber shops and dry cleaners are appropriate in neighborhood commercial areas. The market area for neighborhood commercial uses is a radius of approximately one to one and one half miles and with a population of approximately 6,000 persons. Neighborhood commercial areas should be located near the intersection of two main streets with approximately four (4) acres of land dedicated to the use. Neighborhood commercial uses should not occupy more than two corners of any intersection. Neighborhood commercial areas are only shown in the developed sections of the Township. Reservation of neighborhood commercial lands in other areas should await the development of neighborhoods.

Community Commercial

Land under the community commercial classification is intended to provide general retail shopping and service opportunities to a market larger than the neighborhood. Community commercial areas provide limited shopping for comparison shopping goods such as apparel, furniture, appliances, jewelry and soft goods. Larger grocery stores are often located in community commercial areas. Generally, larger more intensive comparison shopping, such as for motor vehicles, are excluded from this classification. The market area for community commercial uses is up to two to five mile radius.

General Commercial

The general commercial category is designed for those lands intended to develop as comparison shopping of all types, warehousing and incidental manufacturing. It is generally located in proximity to other, lower intensity, commercial development and serves a focal point; the "heart" of a commercial area. The market area for general commercial is five to twenty miles.

Office

The office classification indicates those lands which are felt to be most appropriate for professional and business office uses. The office designation and attendant land uses serve two separate functions. First, it can be used as a stand alone low to medium intensity commercial district. Second, it can be used on lands in the periphery of more intensive commercial areas to act as transition areas between the intensive commercial and less intensive uses.

Regional Commercial

This is a land use classification which has not been used in Saginaw Township planning documents before. This category recognizes the emergent role of the Bay Road commercial corridor as the "downtown" for the three county region. The lands indicated under this designation are intended to develop in a variety of retail, service, office and light industrial uses. The regional commercial area supports retail and service uses similar to those in the general and community commercial areas, but in greater quantity for expanded comparison shopping opportunities. Office uses, as found in the office use areas, and light industrial uses would also be found in the regional commercial area. This classification attempts to accomplish two objectives. First, it recognizes the position and importance of the Bay corridor in the regional economy. Second, it recognizes that the corridor has been, and will continue to, develop as an intensive mixed commercial use area where distinctions between community, general or office commercial uses are not longer relevant for general planning purposes.

Industrial

The industrial classification indicates those lands intended for development of light industrial and research uses consistent with the policies expressed in the industrial section of the Comprehensive Plan. Uses in these areas would have few, if any, nuisance characteristics and would primarily involve manufacturing, processing, assembling, packaging or treatment of products from previously prepared materials. Residential and intensive retail uses would be excluded from these lands.

PHYSICAL ENVIRONMENT AND LAND USE GOALS AND OBJECTIVES

Goal

Provide for an efficient land use pattern which relates uses to each other in a complementary fashion and to the capacity of the transportation network while serving to enhance the physical environment, promote the creative development of land and enhance the character of the community.

Objective

1. Encourage creative and innovative land development techniques.
2. Improve the quality and enjoyment of residential and public areas by reducing detrimental noise impacts.
3. Enhance community appearance, improve natural habitat and reduce air and noise pollution by maintaining and improving the extent and vitality of tree cover in the Township.
4. Develop land use regulations which serve to better separate incompatible land uses, relate density of development to the capacity of the transportation network and improve the appearance of areas of intensive land use.
5. Prohibit multiple family residential land uses in commercial zoning districts except under special circumstances.

Policies

1. Flood prone areas should be preserved in their natural state to minimize environmental damage and water pollution, reduce the unnecessary private and public costs which result from inappropriate development in these areas, assure the safety of residents and guarantee the free flow of water.
2. The Township shall observe and participate in pending zoning and land use proposals in neighboring communities when such proposals may impact upon the Township.
3. The Township should act to prevent strip type developments and prevent the encroachment of nonresidential uses into residential areas.

RECOMMENDED ACTIONS

The following actions are recommended as methods of implementing Saginaw Township's physical environment and land use policies and achieving physical environment and land use objectives. Although each recommended action may support more than one objective, for purposes of clarity each action is directly linked to the primary objective it is proposed to achieve.

Objective 1 - Creative Development Techniques

1. Study for feasibility of amending the Zoning Ordinance to provide density bonuses and other incentives for the development of commercial, industrial and office parks.
2. Study the feasibility of amending the Zoning Ordinance to improve incentives for planned urban development.
3. Study the feasibility of using performance zoning techniques to encourage mixed use development.

Objective 2 - Reduce Noise Impacts

1. Study the feasibility of amending the Noise Ordinance with quantitative noise level standards.
2. Study the feasibility of amending the Zoning and Subdivision Ordinances to provide performance standards for the development of bufferyards along the boundaries of residential zoning districts.

Objective 3 - Maintain and Improve Trees

1. Prepare an inventory of existing tree cover in the Township and study the feasibility of developing a street tree planting program to plant and maintain street trees.
2. Study the feasibility of amending the Subdivision Ordinance to require street trees in all new subdivisions.

Objective 4 - Relate Development to Transportation Facilities

1. Examine traffic system impacts of major new developments as part of the site plan review process.

Objective 5 - Multiple Family Residential

1. Study the feasibility of amending the Zoning Ordinance to prohibit residential development on commercial zoned property except under special circumstances.

PLAN UPDATE AND MONITORING

Comprehensive planning should be an ongoing process. The objectives, policies and recommended actions are based on the community's understanding of today's problems, technology and implementation procedures. A Plan Review and Update Procedure is necessary to address changes in community values, living patterns and perception. Therefore, the Plan will be monitored annually, updated periodically, an extensive evaluation will be performed at a minimum of every five (5) years and a major reassessment and revision will be undertaken after a minimum of fifteen (15) years and a maximum of twenty (20) years.

The actors in the monitoring and update process should include not only the Planning Commission, Township Board and their staff, but a representative sample of interested citizens. Just as citizen involvement was an integral part of the process that culminated in the Plan, it is necessary if the Plan is to remain relevant to the aspirations and needs of the community. Representatives from the schools, business and development communities, other public agencies and groups concerned with the Township should also be included in the review process.

The monitoring process, to be conducted annually, involves, first, assessing factors such as socio-economic data, development activity, changes in technology and indicators of public opinion. Next an evaluation of the relevancy of the Plan in light of changing conditions is performed. Finally the results of the monitoring are reported in the Planning Commission's Annual Report.

When the monitoring process reveals changes in the community to a degree that seriously impacts upon the relevance of the Plan, the Planning Commission will direct the staff to prepare a Plan update. The update is intended to address only those aspects of the Plan found to be outdated and no longer relevant. Updates will be performed as need is indicated through the monitoring process.

After a minimum of five years, and again at minimum five year intervals, a thorough review of the Plan will be performed to evaluate its effectiveness. The main feature of this review would be a study of all the action recommendations. Each recommendation will be examined for continuing relevance and success in implementation. The evaluation will involve two considerations. First, the effectiveness of the technique by which the recommendations were implemented will be examined. Then the action itself will be studied to determine whether the action achieved the desired objective. Those recommended actions

not implemented will also be reviewed for continuing relevance and probability of implementation. This review will help the Planning Commission adjust the plan to better achieve the goals and objectives, implement Township policies, and maintain the credibility of the Plan.

After at least fifteen years, but no longer than twenty years, a complete revision of the plan will be performed. This revision would follow a process similar to the one which has culminated in this document and result in a new Comprehensive Development Plan document.

APPENDIX I

PUBLIC PREFERENCES TOWARD THE DEVELOPMENT OF THE COMMUNITY

When the Saginaw Township Planning Commission decided to update the Township master plan in 1983 they chose to use a process planning approach to begin the process and obtain citizen input. Process planning is a method for preparing a plan which departs from traditional procedures. In process planning, the initial step is to involve people. Citizens identify the issues to be addressed as well as alternatives for action. Each alternative has a base of support because it came from some segment of the public. From all of the alternatives, an integrated strategy of action is prepared. Alternatives are integrated by finding points of agreement within the alternatives to achieve a consensus recommendation which all participants can agree upon.

Traditional planning procedure, in comparison, begins with data inventory and analysis by the planning staff and identification of issues and alternative actions by the staff and Planning Commission. The Planning Commission then selects acceptable alternatives and develops a plan. Finally citizen input is sought at a public hearing after the plan is essentially written. The traditional planning process ends with public participation while process planning begins with, and is driven by, public participation.

This appendix contains a discussion of the public preferences toward the various facets of the development of the community and features lists of consensus recommendations agreed upon by all planning process exercise participants. The recommendations, and supplementary discussion, are arranged in groups addressing each of the aspects of development contained in the chapters of the Plan.

Although many of these recommendations have been incorporated into the Action sections of the Plan they are not necessarily the recommendations of the Planning Commission. They are suggestions from the citizens group. The recommendations contained in this appendix have served to guide the Planning Commission in preparation of the Plan even if they have not been adopted in every case.

PUBLIC PREFERENCES TOWARD RESIDENTIAL DEVELOPMENT

The citizen participation phase of the planning process revealed several preferences toward residential development held by the public. Acknowledgment of these preferences, and incorporation of these into the plan whenever possible is an important part of the planning process.

Eight of the Consensus Recommendations relate directly to residential development and code enforcement. These recommendations are listed below. Many other consensus recommendations relate to residential development also, but do so more indirectly.

Residential Consensus Recommendations

1. Endorse existing codes for noise, weeds, animal control, buildings, and transient merchants, noting that enforcement could be improved.
2. Require all new residential developments to have at least two vehicular access points.
3. Require all utilities in new subdivisions to be placed underground.
4. Endorse existing plat review criteria.
5. Endorse existing setback and minimum lot size requirements.
6. Continue to exclude duplexes from single family neighborhoods.
7. Require provision of adequate recreational facilities within multiple family complexes in addition to open space.
8. Permit lot line housing in multiple family residential areas.

In general the above recommendations show support for existing residential development policies and procedures. These recommendations and other discussions with the public reveal a desire to: protect single family neighborhoods from encroachment by multiple family and commercial uses, promote high quality developments and require high standards of maintenance in existing neighborhoods.

The development of a Comprehensive Plan reflects the community's desire to enhance the quality, safety, appearance, and value of all existing residential neighborhoods and ensure the same quality in new residential developments. Because different neighborhoods have different problems and, since the problems of existing neighborhoods are different from the challenges of new development, the actions and policies in the plan take several approaches to achieve the broader goal.

Some concerns are common to most neighborhoods. These include traffic and pedestrian safety, adequate recreation facilities, conflicting land use impacts and overall appearance. The transportation and public facilities sections of the plan will consider some of these concerns in more detail. The plan proposes the creation of adequate buffers between conflicting uses which will be supported by amendments to the appropriate land use regulations.

Some neighborhoods, particularly the older ones, may require more direct public action to maintain desired residential quality. Preserving the condition of existing residential areas and housing units through code enforcement and rehabilitation assistance programs is important to protect the value of the older neighborhoods. Certain public facilities must be improved or replaced in the next few years to adequately serve existing neighborhoods. It will also be important to monitor sale, occupancy, and home improvement trends to be able to quickly respond to conditions that might lower neighborhood quality.

PUBLIC PREFERENCES TOWARD HOUSING

The citizen participation phase of the planning process revealed few statements directly relating to housing. During the Process Planning exercise, housing issues were generally discussed within the context of general residential development. The only issue discussed which did relate to housing, specifically, was inadequate maintenance of multiple family apartment buildings. Since housing was not viewed separately from residential development one must view the residential issues and consensus recommendations with the intent of identifying concerns and consensus on housing.

The major concern relating to housing expressed by the citizen participants was the mix of housing types. Of particular concern was the proliferation of multiple family housing units in the Township. The concern was that continued growth in apartment and duplex development would drastically change the character of the community. The preference expressed was for a mix of housing types more in line with that found in other metropolitan area communities.

The second concern was with neighborhood blight. In the housing realm, this was directly expressed as a concern over apartment unit/complex maintenance, but a general concern about housing maintenance could be inferred from the comments. The maintenance of quality residential neighborhoods is a top priority of the citizen participants and housing structure maintenance is an important factor in neighborhood preservation and protection.

PUBLIC PREFERENCES TOWARD COMMERCIAL DEVELOPMENT

The citizen participation phase of the planning process revealed several preferences toward commercial development held by the public. Acknowledgment of these preferences, and incorporation of these into the plan whenever possible, is an important part of the planning process.

Nine of the Consensus Recommendations relate directly to commercial development. These recommendations are listed below. Many other recommendations relate to commercial development also, but do so more indirectly.

COMMERCIAL CONSENSUS RECOMMENDATIONS

1. Continue cooperation between government and business and promote a better understanding and response to the respective roles and responsibilities of each, by both groups.
2. Endorse existing sign limitations and policies and reduce sign clutter.
 - a. Variances from sign requirements should be difficult to obtain.
 - b. Establish a committee to study commercial signage and give recommendations on how quality can be improved and clutter reduced.
 - c. Upgrade deteriorating signs.
 - d. Endorse existing policies toward flags, banners and temporary signs.
3. Require green islands and green belts in the development of parking lots to improve internal circulation, drainage and appearance.
4. Require developers to provide bufferyards or greenbelts between commercial and other uses.
5. Enforce regulations for the provision of parking spaces, especially if congestion is occurring. Reevaluate the criteria for number of commercial parking spaces currently used by the Township.

6. Enforce existing ordinance relating to storage on commercial property, including provisions relating to the use of trucks for storage.

7. Fight obsolescence and deterioration of commercial buildings through enforcement of building and other codes and the promotion of incentives within the business community.
8. Encourage tax abatements and public relations as a way to fill vacant buildings.
9. Develop north-south roads adjacent to Bay Road.

In general, the above recommendations indicate support for increased regulation of the aesthetic character of commercial areas. The participants in the exercise seem to realize the connection between attractive, visually pleasing commercial properties and economic health and success. The shopper is more apt to patronize businesses in an attractively developed area than in a congested, cluttered strip. It appears to be in the best interest of the citizens and business community alike to promote aesthetics in commercial areas.

Another concern is with preventing commercial area decline. These recommendations reflect the same societal values evident in the above mentioned concern over aesthetics and the concern about housing and neighborhood decline expressed previously. The people of Saginaw Township invest a considerable amount of time, effort and financial resources in maintaining attractive residential and public areas and they expect others, including business people, to demonstrate the same pride in their property and in the community. These values are the basis for the fine community we now enjoy and the finer community the citizens expect we will become.

PUBLIC PREFERENCES TOWARD INDUSTRIAL DEVELOPMENT

The citizen participation phase of the planning process revealed few statements relating directly to industrial development. The citizens appeared to desire an expansion of the light industrial base of the community. There was no support voiced for heavy industrial uses. The social and environmental impacts are not appropriate for nor compatible with the desired community character. Several possible locations for industrial development were suggested on the draft land use plan; however, many were located on secondary roads and/or have no public utility service at this time. The citizens also support tax abatement for industrial uses.

PUBLIC PREFERENCES TOWARD COMMUNITY FACILITIES AND SERVICES

The citizen participation phase of the planning process revealed several preferences toward community facilities and services held by the public. Acknowledgment of these preferences, and incorporation of these into the plan whenever possible, is an important part of the planning process.

Seventeen of the Consensus Recommendations relate directly to community facilities and services. These recommendations are listed below. Several other consensus recommendations relate to community facilities and services, but do so more indirectly.

COMMUNITY FACILITIES AND SERVICES CONSENSUS RECOMMENDATIONS

1. Endorse existing Police Department enforcement priorities.
2. Endorse existing policy of referring school issues to the school board for consideration. A changed Township role is not needed.
3. Install "pay lights" at school fields and courts to make these facilities more available to the public.
4. Encourage the County to better control crowds and activities at Immerman Park.
5. Endorse current amount of active recreation opportunities.
6. Additional outdoor swimming facilities are not needed. Sufficient opportunities exist at schools and private clubs.
7. Endorse existing policies for locating and financing street lighting.
8. Endorse present system of snow removal by State and County authorities.
9. Endorse existing policy of curbside refuse pick up.
10. Endorse planned improvements to eliminate odors at sewage treatment plant. Completion of these improvements should remedy existing problems.

11. Endorse completion of planned water system improvements to remedy pressure problems.

12. The Township should educate citizens as to the role of flow restrictors and on site storm water detention in the storm water drainage system. Citizens misinterpret flooded streets as a faulty storm sewer system.
13. Cooperate with the City of Saginaw and Saginaw County in the development and operation of cultural facilities.
14. Require that all utilities be buried in all new subdivisions and work with the utility companies on a retrofitting program for existing subdivisions.
15. Fund sidewalk installation on main roads through the general fund and enact a Township wide mileage to develop more sidewalks.
16. Enact regulations requiring property owners to assume responsibility for sidewalk snow removal.
17. Encourage the Postal Service to improve operations and services at their facilities in the Township.

The above recommendations, and the concerns and discussions upon which they were based, would indicate that Township residents, on one hand, support the existing policies of the Township, but, on the other hand, may not fully comprehend the statutory and fiscal constraints on Township action. Many of the concerns initially raised by the citizens regarding sidewalks, increased police activity, storm sewers, recreation sewage treatment, and the water system demonstrate a lack of understanding of the financial implications of originally suggested policy changes. Other concerns pertaining to roads, snow removal, schools and the post office indicate that many citizens may not be fully cognizant of the statutory limitations of Township authority.

This is not to imply that their concerns are not valid, but that the Township needs to better educate the public as to the limits on Township actions. Even in an era of "less government" people expect local government to be responsive to their needs and act on their concerns. As the unit of government closest to the citizenry, the local municipality is most often called to address any problem concerning the community as a whole. It would, perhaps, be to the Township's advantage to develop informational/educational apparatus to better inform the public about the limitations on Township actions, the function of Township systems and the implications of Township policies.

In general, all of the consensus recommendations pertaining to community facilities and services relate to quality of life

issues. The items discussed above, and the remainder of the recommendations, demonstrate the citizens' concern for a safety, more attractive community with recreational, social and cultural opportunities befitting their life styles. While the Township is limited in what it may do to improve quality of life factors, the Township can still act as coordinator and clearing house and support those other agencies whose actions impact the lives of Township residents.

PUBLIC PREFERENCES TOWARD TRANSPORTATION

The citizen participation phase of the planning process revealed several preferences toward transportation held by the public. Acknowledgment of these preferences, and incorporation of these into the plan whenever possible, is an important part of the planning process.

Twelve of the Consensus Recommendations relate directly to transportation. These recommendations are listed below. Many other recommendations relate to transportation also, but do so more indirectly.

TRANSPORTATION CONSENSUS RECOMMENDATIONS

1. Endorse existing policy for development of north-south roads adjacent to Bay Road.
2. Require all new residential developments to have at least two road accesses.
3. Develop a north-south route on the west side of the Township from Tittabawassee to Gratiot or at least from Shattuck to Gratiot.
4. Contract for an outside consultant to study traffic and access characteristics of the Township's Major arterials. An outside professional should bring an objective view to the problems.
5. Encourage greater Township participation in the metropolitan transportation study.
6. Encourage the Saginaw County Road Commission to perform signal synchronization studies on Shattuck and Center Roads.
7. Study the intersections of Weiss and Wieneke and Weiss and Mackinaw for possible signalization.
8. Study the intersection of Lawndale and Tittabawassee for road alignment or warning signs to decrease the hazards at this intersection.
9. Improve Mackinaw road with lighting, resurfacing and curb and gutter to help ease congestion on Bay Road.

10. Improve readability and location of street name signs and discourage streets with similar names and continuous streets with more than one name.
11. Explore funding alternatives for maintenance and construction of streets and roads in the Township.
12. Request that the Saginaw County Road Commission provide a quarterly report on maintenance activities performed in the Township. Such a report should include information on costs of maintenance projects.

Many of the problems identified by citizens related to transportation. About forty of the items on the negative aspects of the Township list deal with transportation while only six positive aspects were listed. Many of the concerns relate directly to the fact that maintenance and construction of the road network is beyond the Township's authority. Many others relate to the transportation system land use conflicts. Poor land use planning and site review can make roadways more difficult to use and the community less attractive for residents, visitors and shoppers.

PUBLIC PREFERENCES TOWARD THE PHYSICAL ENVIRONMENT AND LAND USE

The citizen participation phase of the planning process revealed several preferences toward the physical environment and land use held by the public. Acknowledgment of these preferences, and incorporation of these into the plan whenever possible, is an important part of the planning process.

Four of the Consensus Recommendations relate directly to the physical environment and land use. These recommendations are listed below. Several other consensus recommendations relate to the physical environment and land use, but do so more indirectly.

Physical Environment and Land Use Consensus Recommendations

1. Endorse the existing policy of Department of Natural Resources regulation of excavation or filling of floodplain areas.
2. Develop regulations to buffer incompatible land uses or uses of differing intensity from each other.
3. Develop a unified approach to beautification and aesthetically appealing development into Township ordinances.
4. Do not zone additional land for multiple family use until those areas planned for such use are filled.

Citizen concerns over specific land use types have been discussed in the Residential, Commercial and Industrial Development sections of this plan. This section is concerned with considerations of physical environmental characteristics and land use in general. The people of the Township want to see those unique environmental features of the community, of which the Tittabawassee River is the primary example, protected and maintained in their natural states. Community character and land use compatibility are the principal concerns relating to the use of the land itself. Since many of the problems identified by the citizens as transportation problems relate to land use, it would appear that the people wish land use decisions to more closely reflect the capabilities of the transportation network.