Burton: At the Heart of It All

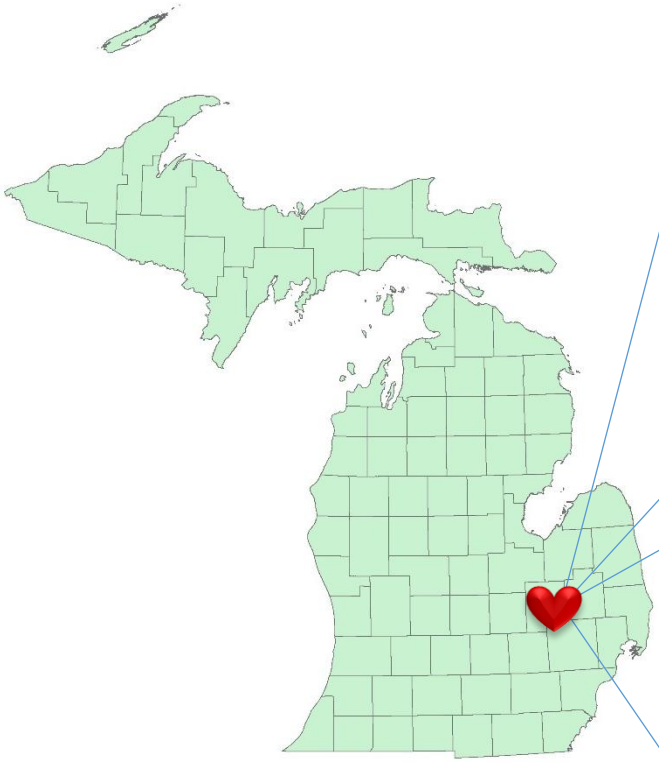








Photo Credit: Marcy Kimball

City of Burton

Master Plan 2026-2046

Adopted: January 13, 2026

Mayor Duane Haskins

RESOLUTION OF ADOPTION

CITY OF BURTON PLANNING COMMISSION, GENESEE COUNTY, MICHIGAN
CITY OF BURTON MASTER PLAN

WHEREAS the City of Burton established a Planning Commission to prepare plans for the development of the city, and

WHEREAS City of Burton Planning Commission has prepared a draft update to the City of Burton Master Plan, and

WHEREAS that draft has been reviewed at a public hearing to gather public comments of the residents of City of Burton and surrounding jurisdictions following notice as required by Michigan Planning Enabling Act PA 33 of 2008, and

WHEREAS the City of Burton Planning Commission has determined that the plan is appropriate the for future development of the city, and

THERFORE BE IT RESOLVED that the City of Burton Planning Commission does hereby adopt the City of Burton Master Plan including all maps and documents included.

Moved by: Mr. Martz Yeas 7

Supported by: Mr. Dunkel Nays Ø

Kevin W. Burg
Planning Commission Chairperson

Pat Ogle
Planning Commission Secretary

1/13/2026
Date

The City of Burton

Master Plan 2026-2046

Adopted: **01/13/2026**

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Chapter 1. Contents

List of Maps **vi**

Chapter 1. Executive Summary ii

Chapter 2. Community Description 2-1

Community Profile 2-1

Brief History of the City of Burton 2-1

Genesee County 2-1

School Districts 2-2

Chapter 3. Demographic Analysis 3-1

Population Growth Over Time 3-1

Age 3-3

Gender Distribution 3-4

Race 3-5

Economics 3-5

Income Distribution 3-5

Poverty Status 3-6

Income Types 3-6

Occupations 3-7

Commuting Characteristics 3-8

Worker Inflow and Outflow 3-8

Commute Times 3-10

Vehicle Availability 3-11

Housing 3-12

Housing Age 3-12

Housing Unit Types 3-13

Housing Value 3-14

Housing Affordability 3-15

Household Size 3-15

Housing Tenure 3-16

Housing Vacancy 3-17

Summary 3-18

Chapter 4. Infrastructure 4-19
Utilities 4-19
Water System 4-19
Sanitary Sewer 4-23
Drainage 4-25
Transportation 4-25
Street, Road, and Highway Network 4-25
Mass Transportation Authority Service 4-34
Railroads 4-37
Chapter 5. Natural Features 5-1
Wetlands 5-1
Floodplains 5-7
Flint River Watershed Coalition Gilkey Creek Plan 5-9
Chapter 6. Existing Land Use 6-1
Existing Trends 6-1
Commercial Uses 6-1
Industrial Uses 6-1
Residential Uses 6-2
Public and Quasi-Public 6-2
Agricultural and Vacant 6-2
Utilities 6-2
Chapter 7. Other City of Burton Existing Plans 7-4
DDA Visioning Plan 7-4
Current District Assessment 7-4
Future Vision & Design Guidelines 7-5
Implementation 7-6
Parks and Recreation Plan 2024 7-7
Goals and Objectives 7-8
Action Program 7-11
Transportation Asset Management Plan 2024 7-11
Chapter 8. Target Market Analysis 8-1
Introduction 8-1
Executive Summary 8-1

Summary of Market Potential....8-2
Chapter 9. Retail Market Analysis....9-1
Introduction....9-1
Saginaw Street Corridor....9-1
Center Road Corridor....9-2
Chapter 10. Goals and Objectives....10-1
Primary Goals....10-1
Secondary Goals....10-3
General....10-3
Open Space/EnvironmentGeneral....10-3
Open Space/Environment....10-4
TransportationOpen Space/Environment....10-4
Transportation....10-6
GovernmentTransportation....10-6
Government....10-7
Public SafetyGovernment....10-7
Public Safety....10-8
CommunityPublic Safety....10-8
Community....10-8
BusinessCommunity....10-8
Business....10-9
EmploymentBusiness....10-9
Employment....10-10
Chapter 11. Future Land Use....11-1
Future Land Use Classifications....11-1
Open Space Residential....11-1
Low Density Residential....11-1
Medium Density Residential....11-1
Mobile Home Park....11-1
Multi-Family Residential- Low Density....11-2
Multi-Family Residential....11-2
Multi-Family Residential- High Rise....11-2
Restricted Office....11-2

Local Business 11-2
General Business 11-3
Highway Business 11-3
Planned Shopping Center 11-3
Central Business DDA Overlay 11-3
Light Industrial 11-3
General Industrial 11-3
Planned Unit Development 11-4
Chapter 12. Zoning Plan 12-1
Proposed Zoning Ordinance Amendments 12-2
Chapter 13. Implementation Plan 13-1
Capital Improvements 13-1
Transportation & Streets 13-1
Parks & Recreation 13-1
Utilities & Infrastructure 13-1
Environmental & Open Space 13-1
Public Safety 13-2
Economic Development 13-2
Strategic Implementation Plan 13-2
Plan Maintenance and Update 13-4
Five Year Review 13-4
Standards for Review 13-5
Using the Master Plan in Future Zoning Amendment Decisions 13-6
Appendix 1

List of Maps

Map 2-1: Location Map in Genesee County 2-1
Map 2-2: School District Map 2-3
Map 4-2: Water Distribution System Map 4-21
Map 4-3: Sanitary Sewer System Map 4-24
Map 4-4 Street Classification Map 4-26
Map 4-5: PASER Street Rating Map 4-28
Map 4-6: Traffic Count Map 4-32
Map 4-7: MTA Bus Route Map 4-36
Map 4-8: Railroad Map 4-37
Map 5-1: Wetland Areas in City of Burton 5-2
Map 5-2: Potential Wetland Restoration in City of Burton 5-4
Map 5-3: Potential Wetland Restoration Along I-475 5-5
Map 5-4: Potential Wetland Restoration Along Thread and Gilkey Creek 5-6
Map 5-5: Potential Wetland Restoration Along I-69 5-7
Map 5-6: Flood Plain Area Along Vassar Road 5-8
Map 5-7: Gilkey Creek Location in Flint River Watershed 5-9
Map 6-1: Existing Land Use Map – 2025 6-3
Map 7-1: DDA District Existing Land Uses Map 7-4
Map 7-2: DDA District Gateway Map 7-5
Map 7-3: Parks and Recreation Master Plan Existing Recreation Facilities Map 7-8
Map 7-4: Parks and Recreation Master Plan Proposed Pathway Map 7-11
Map 11-1: Future Land Use Map – 2025 11-5

List of Figures

Figure 3-1: Population Changes 1970 – 2020 3-2
Figure 3-2: Age Distribution by 5-Year Increments, City of Burton Only 3-4
Figure 3-3: Occupations, Regional 3-8
Figure 3-4: City of Burton Inflow vs Outflow 3-9
Figure 3-5: Inflow/Outflow Job Counts, 2021 3-9
Figure 3-6: Vehicle Availability to Residents, Regional 3-11
Figure 3-7: Year Structure Built, City of Burton Only 3-13
Figure 3-8: Housing Unit Type, City of Burton Only 3-14
Figure 3-9: Average Persons Per Household 3-16
Figure 3-10: Housing Tenure, Regional 3-17
Figure 3-11: Housing Vacancy, Regional 3-18
Figure 6-1: City of Burton Land Use, 2025 6-2
Figure 7-1: Cover of DDA Visioning Plan and Guide book 7-4
Figure 7-2: DDA Visioning Plan 7-6
Figure 7-3: Cover of City of Burton Five Year Parks and Recreation Plan 7-7

List of Tables

Table 3-1: Population Comparison, 1970 – 2020 3-2

Table 3-2: Regional Age Comparison, 2020 3-3
Table 3-3: Gender Distribution, 2020 3-4
Table 3-4: Race Distribution, 2020 3-5
Table 3-5: Median Household Income (In 2020 Inflation-Adjusted Dollars) 3-5
Table 3-6: Household Income Distribution, 2020 3-6
Table 3-7: Percentage of the Population Whom Poverty Status Is Determined 3-6
Table 3-8: Income Types, 2020 3-7
Table 3-9: Occupations, 2020 3-7
Table 3-10: Resident and Worker Origin/Destination, 2021 3-10
Table 3-11: Travel Time to Work 3-11
Table 3-12: Year Structure Built, Total Housing Units 3-12
Table 3-13: Housing Unit Type 3-13
Table 3-14: Housing Value, 2020 3-14
Table 3-15: Average Persons Per Household 3-15
Table 3-16: Housing Tenure, 2020 3-17
Table 3-17: Housing Vacancy, 2020 3-17
Table 7-1: Parks and Recreation Master Plan Accessibility Rating 7-7
Table 11-1: Future Land Use 11-4
Table 12-1: Future Land Use Classifications Compared to Zoning Districts 12-1
Table 13-1: Strategic Plan 13-2

Chapter 1. Executive Summary

The City of Burton is the second largest city in Genesee County. The City of Burton has a diverse range of land uses including the southeast portion of the city agriculture and a dense mixture of residential and business in the western side along Saginaw Street. The City of Burton Master Plan of 2025-2045 is adopted under the authority of the Michigan Planning Enabling Act (MPEA) (PA 33 of 2008). This document includes important demographic, physical, economic, and social aspects and characteristics of the community detailed in Chapters 1-7. Two unique assessments included in the plan are the Target Market Analysis and Retail Market Analysis. The Target Market Analysis has an in-depth evaluation of the existing housing stock and potential demand in the surrounding area. It includes recommendations for attraction of new and retention of existing residents. The Retail Market Analysis has an analysis of the existing major commercial corridors. There are suggested policies and the identification of potential gaps in the commercial mix along the two major corridors Saginaw Street and Center Road.

This document provides the policy basis for the City of Burton Zoning Ordinance. The document includes a future land use plan, zoning plan, and implementation plan. The future land use plan anticipates continued growth and redevelopment with emphasis on retaining a high quality of life for current and future residents. The zoning plan coordinates the relationship between the future land use plan and the zoning ordinance. Proposed changes to the zoning ordinance are listed there in Chapter 11. The implementation plan reviews the different strategies of the city and details in a five-year strategic plan that prioritizes the tasks to be undertaken in the next five years, by the city, to implement the plan.

Chapter 2. Community Description

Community Profile

There are many different components of a community including history, county government, school district, and residents who live here. The community description chapter will go over the brief history of the City of Burton, Genesee County, school districts within the city, demographic information of population, housing, and economy.

Brief History of the City of Burton

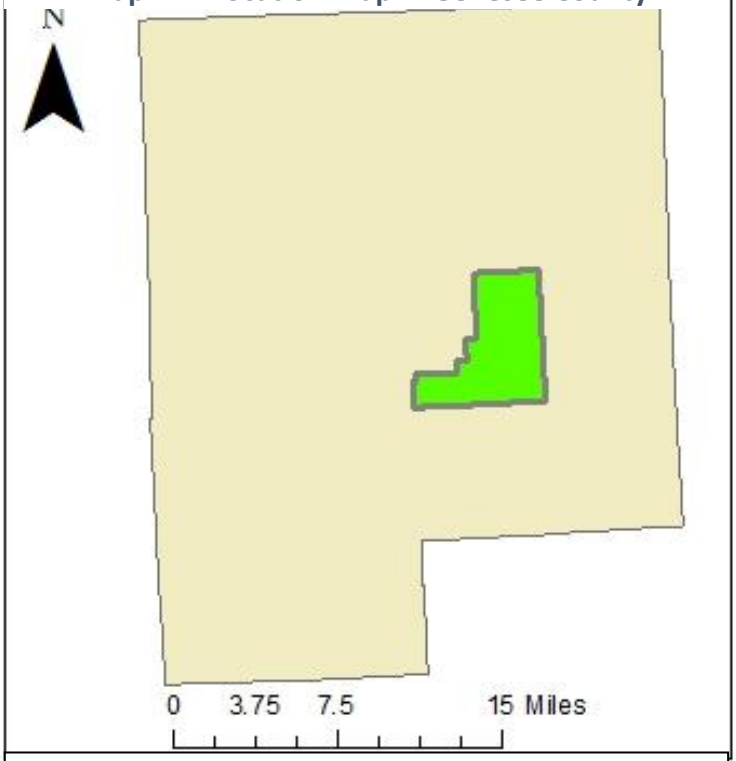
The City of Burton started as part of the Atherton Settlement that was established in 1835[1]. Atherton was the name of the brothers who travelled from New York to Michigan to farm[2]. In 1971, the township started to seek city status and on May 16, 1972, the township was incorporated as the City of Burton[3]. The farming township has now transformed from an agricultural community into a thriving suburban community.

Genesee County

Genesee County was fully organized on April 4, 1836. The county is located north of Livingston and Oakland County, east of Shiawassee County, south of Saginaw and Tuscola Counties, and west of Lapeer County. Genesee County spans 650 square miles. Within its jurisdiction there are thirteen (13) cities/villages and seventeen (17) townships. The largest city within the jurisdiction is the City of Flint.

The City of Burton is located in southeastern Genesee County (Map 2-1). Genesee County facilities and parks within the City of Burton include the County Health Department and two parks, For-Mar Nature Preservation and Arboretum and Davison Roadside Park. The

Map 2-1: Location Map in Genesee County



Source: Michigan Department of Technology, Management, and Budget. "Michigan Geographic Data Library." Using: ArcGIS (GIS software). Version 10.4. ROWE Professional Services Company, MI.

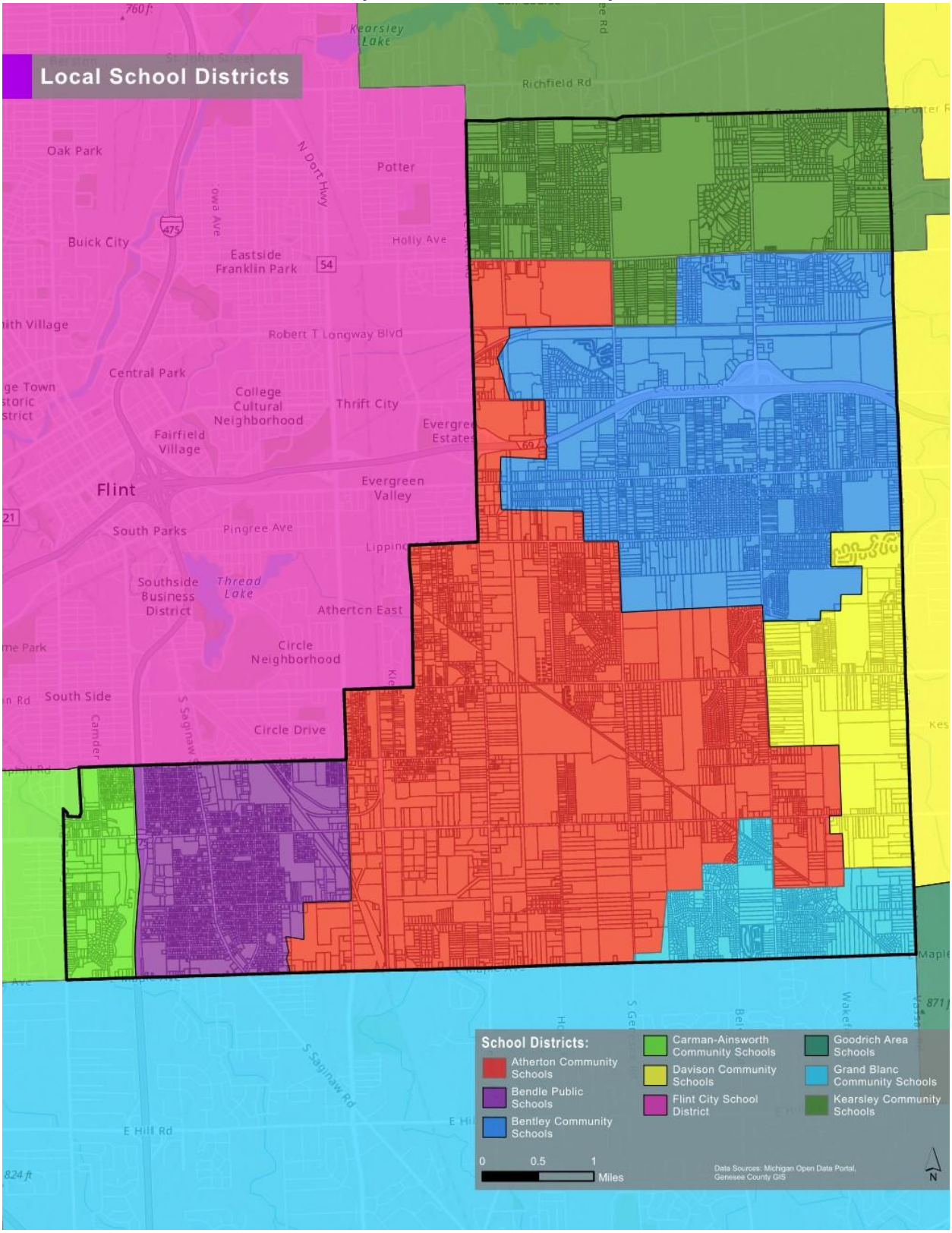
[1] Mona Ballge (2016) "About Our City." Print
[2] Wood Edwin O. (1916) "History of Genesee County, Michigan, Her People, Industries and Institutions." Michigan Historical Commission. http://www.usgennet.org/usa/mi/county/lapeer/gen/ch5/burton.html
[3] City of Burton. (2015) "About Our City." City of Burton. http://www.burtonmi.gov/residents/about_our_city/index.php

city also houses the 67th District Court-Burton Division.

School Districts

The residents of the City of Burton have a variety of schools to choose from, both private and public within their boundaries. There are three school districts that reside completely within the city, Bentley Community Schools, Bendle Public Schools, and Atherton Community Schools. School districts that are partially within the city's limits include Carman-Ainsworth, Davison, Kearsley, and Grand Blanc. In addition, there are private schools and public schools that do not serve a prescribed area. There is a total of 17 different schools within the City of Burton varying in district, private or public, and grade levels offered. Shown in Map 2-2, you can see the different major school districts and schools throughout the districts.

Map 2-2: School District Map



Source: Michigan Department of Technology, Management, and Budget. "Michigan Geographic Data Library." Using: ArcGIS (GIS software). Version 10.4. ROWE Professional Services Company, MI.

Chapter 3. Demographic Analysis

As an essential component of developing a Master Plan, analyzing a community's population characteristics is crucial. Demographic trends and attributes serve as key indicators of potential future conditions and their associated implications. Factors such as age distribution, gender demographics, racial composition, household structures, average household size, and commuting patterns provide valuable insights that inform strategic planning decisions. A thorough examination of these elements establishes a strong foundation for shaping future land use policies and development initiatives.

This chapter provides an overview of the socio-economic characteristics and trends of City of Burton, with comparative data for Genesee County and the State of Michigan. A strong understanding of demographics, economic conditions, and housing data—along with their changes over time—enables the township to identify trends and develop informed goals and objectives based on the data.

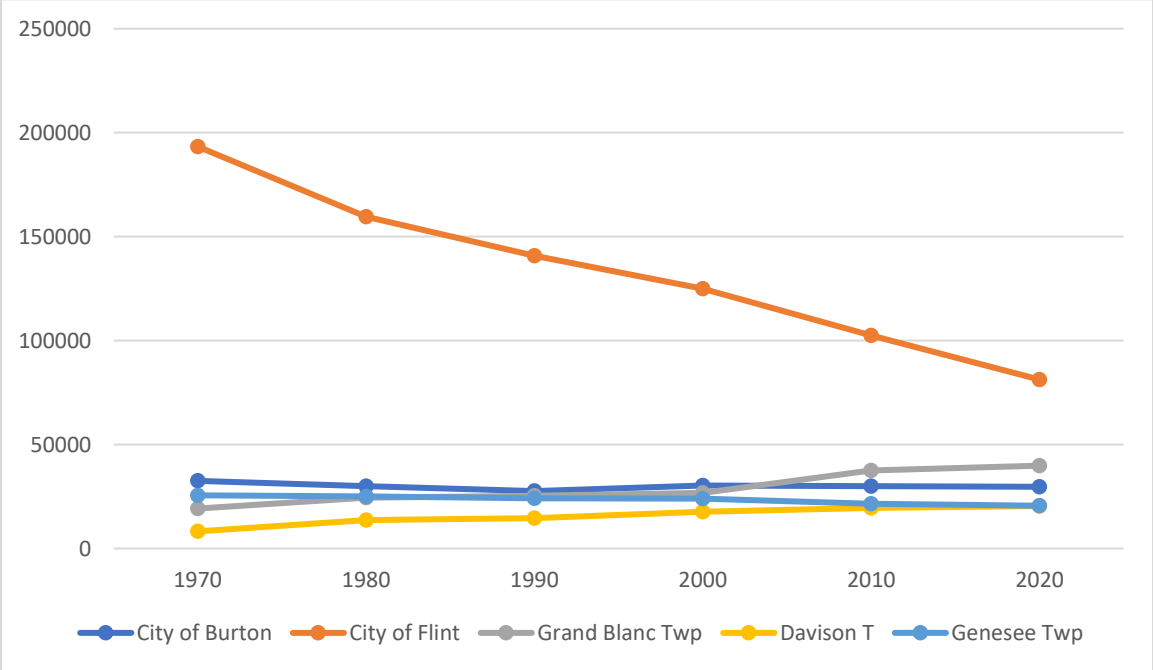
Population Growth Over Time

Population growth within a city significantly influences the demand for residential land and can shape the overall character of the community. Table 3-1 presents a comparative analysis of population figures for City of Burton, Genesee County, and the State of Michigan from 1970 to 2020, including percentage changes from both 2010 to 2020 and 1970 to 2020. Figure 3-1 illustrates regional population trends over the past 50 years, offering insight into the demographic evolution of these areas. Additionally, Figure 3-1 visually represents the percentage change in population from 1970 to 2020 as shown in Table 3-1. From 1970 to 2020, City of Burton's population experienced a decline of 8.68%. Likewise, Genesee County has also experienced a similar decline over the past 50 years at 8.58%. Meanwhile, the State of Michigan experienced large growth in this period at 13.5%. City of Burton hit its peak population in 1970, with 32,540 people (Table 3-1, Figure 3-1). After hitting its peak population in 1970, the city experienced four decades of a fluctuating population. It appears that population loss in Genesee County can be attributed to a significant decline in the automotive and manufacturing industries. Genesee County was heavily dependent on General Motors and related auto-related industries. As factories closed or reduced their workforce, jobs disappeared, prompting outmigration.

Table 3-1: Population Comparison, 1970 – 2020

	1970 Population	1980 Population	1990 Population	2000 Population	2010 Population	2020 Population	% Change 2010-2020	% Change 1970-2020
City of Burton	32,540	29,976	27,617	30,308	29,999	29,715	-0.95%	-8.68%
City of Flint	193,317	159,611	140,761	124,943	102,434	81,252	-20.68%	-57.97%
Grand Blanc Twp	19,229	24,413	25,392	26,734	37,508	39,846	+6.23%	+107.22%
Davison Twp	8,260	13,708	14,671	17,740	19,575	20,434	+4.39%	+147.38%
Genesee Twp	25,589	25,065	24,093	24,056	21,581	20,581	-4.63%	-19.57%
Genesee County	444,341	450,449	430,459	436,141	425,790	406,211	-4.60%	-8.58%
State of Michigan	8,875,083	9,262,078	9,295,297	9,938,444	9,883,640	10,077,331	+1.9%	+13.55%
(Source 1970, 1980, 1990, 2000, 2010, 2020 Decennial Census)								

Figure 3-1: Population Changes 1970 – 2020



Age

Table 3-2 compares age groups for City of Burton, Genesee County, and the State of Michigan. In 2020, the median age of City of Burton residents was 40.9, closely aligning with the county and state averages.

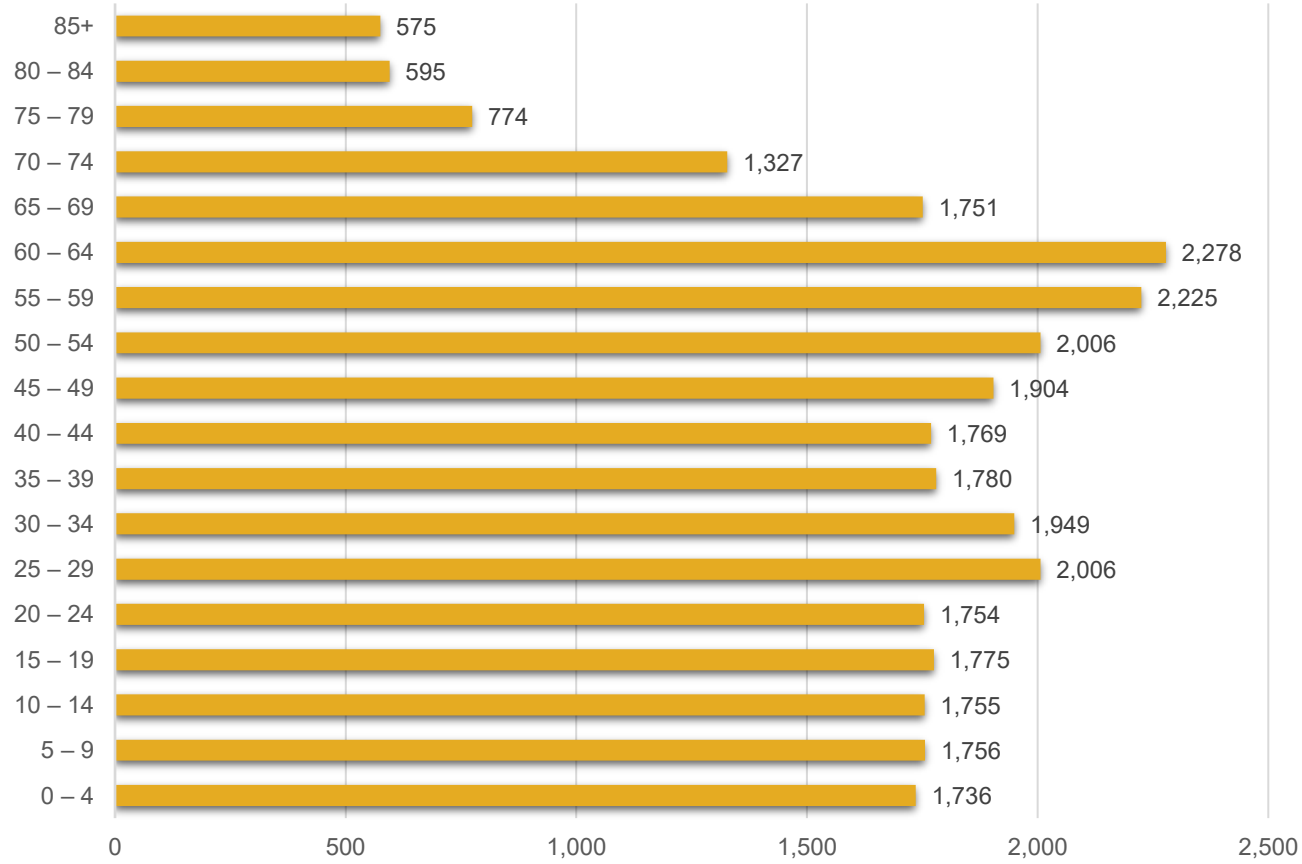
Table 3-2: Regional Age Comparison, 2020

Age	City of Burton		Genesee County		State of Michigan	
	#	%	#	%	#	%
Under 5	**1,736**	**5.8%**	10,570	5.6%	548,875	5.4%
5 – 14	**3,511**	**11.8%**	25,715	12.7%	1,223,163	12.1%
15 – 24	**3,529**	**11.9%**	51,360	12.7%	1,341,656	13.3%
25 – 44	**7,504**	**25.4%**	97,190	23.9%	2,488,419	24.7%
45 – 59	**6,135**	**20.7%**	80,926	19.9%	1,961,399	19.5%
60 – 74	**5,326**	**18.1%**	73,047	18.0%	1,784,620	17.7%
75 & Older	**1,944**	**6.5%**	30,011	7.4%	729,199	7.3%
Median	**40.9**		40.9		40.1	
Total	**29,715**		406,211		10,077,331	
(Source 2020 Decennial Census)						

In 2020, the greatest concentration of population in the city was within the ranges of 25 to 44 years, with 25.4%, 45 to 59 years, with 20.7%, and 60 to 74 years, with 18.1% (Table 3-2). This was consistent with the county and state and indicates that many of the citizens of City of Burton are parents with school-aged children or retirees. Figure 3-2 uses data from the 2020 Decennial Census to show the population of City of Burton, further broken down by age groups in five-year intervals.

Figure 3-2 further clarifies the large number of individuals in the age groups represented in Table 3-2. Most significantly, Figure 3-2 demonstrates that the largest cohort of residents in Bridgeport Township is between the ages of 60 and 64, a fact not apparent from the broader age groupings in Table 3-2. Another essential visual this figure provides is how small the number of individuals of some of the other age groups is in comparison. Specifically, those individuals aged 80 to 84 and those 85 and older – both under 600 people.

Figure 3-2: Age Distribution by 5-Year Increments, City of Burton Only



Gender Distribution

Table 3-3 compares the ratio of males to females for the total population of City of Burton, Genesee County, and the State of Michigan. In 2020, the national trend for gender distribution was for females to slightly outnumber males. This is true for City of Burton, Genesee County, and the State of Michigan. Females hold the majority in both City of Burton and Genesee County, comprising nearly 51.9% and 51.6% of their respective populations (Table 3-3). Statewide in Michigan, females comprise 50.7% of the population, representing a 1.4 percentage point majority over males.

Table 3-3: Gender Distribution, 2020

	City of Burton	Genesee County	State of Michigan
Males	**48.0%**	48.4%	49.3%
Females	**51.9%**	51.6%	50.7%

(Source 2020 Decennial Census)

Race

Table 3-4 compares the different race and ethnicity groupings that comprise the populations of City of Burton, Genesee County, and the State of Michigan. In 2020, the City of Burton had a predominantly White population, comprising 78.5% of its residents, which is higher than both Genesee County (69.8%) and the State of Michigan overall. Black residents made up 9.7% of Burton's population, significantly lower than the county's 19.5%. Other racial groups, including American Indian and Alaska Native, Asian or Pacific Islander, and individuals identifying with two or more races, each represented small portions of the population, with those identifying as two or more races accounting for 5.5% in Burton. The Hispanic or Latino population in Burton was reported at 5.0%, which is slightly higher than the county's proportion of 4.0%, but slightly less than the state proportion of 5.6%.

Table 3-4: Race Distribution, 2020

	City of Burton		Genesee County		State of Michigan	
	#	%	#	%	#	%
White alone	**23,327**	**78.5%**	283,483	69.8%	7,295,651	72.4%
Black alone	**2,883**	**9.7%**	79,080	19.5%	1,358,458	13.5%
Hispanic or Latino	**1,473**	**5.0%**	16,259	4.0%	564,422	5.6%
American Indian, & Alaska Native alone	**124**	**0.4%**	1,391	0.3%	47,406	0.5%
Asian or Pacific Islander alone	**170**	**0.6%**	4,157	1.0%	334,891	3.3%
Other	**96**	**0.3%**	1,390	0.3%	37,183	0.4%
Two or more races	**1,642**	**5.5%**	20,451	5.0%	439,320	4.4%
Total Population	**29,715**		**406,211**		**10,077,331**	
(Source 2020 Decennial Census)						

Economics

As shown in Table 3-5, the inflation-adjusted median household income for City of Burton in 2020 was $48,174. City of Burton's median household income was $2,095 lower than the median household income across Genesee County and $11,060 lower than the state median.

Table 3-5: Median Household Income (In 2020 Inflation-Adjusted Dollars)

City of Burton	Genesee County	State of Michigan
$48,174	$50,269	$59,234
(Source 2020 American Community Survey)		

Income Distribution

Table 3-6 shows the income levels for households in City of Burton, Genesee County, and the State of Michigan. In 2020, the City of Burton had a household income distribution that leaned more toward middle-income brackets compared to Genesee County and the State of Michigan. The largest share of Burton households (29.5%) earned between $50,000 and $74,999, significantly higher than the county (19.2%) and state (18.2%) averages. Lower-income brackets (under $25,000) made up about 24.3% of Burton households, which is slightly lower than Genesee County but higher than the state average. Higher-income brackets (above $100,000) were underrepresented in Burton, with only 17.7% of households falling into this category, compared to 20.2% in Genesee County and 26.2% statewide. The

mean household income in Burton was $62,428—lower than both the county average of $69,011 and the state average of $80,803—indicating a more modest economic profile for the city.

Table 3-6: Household Income Distribution, 2020

	City of Burton		Genesee County		State of Michigan	
	#	%	#	%	#	%
Less than $10,000	657	5.4%	14,099	8.3%	254,424	6.4%
$10,000 - $14,999	705	5.8%	8,657	5.1%	164,841	4.1%
$15,000 - $24,999	1,608	13.1%	17,891	10.5%	364,976	9.2%
$25,000 - $34,999	1,399	11.4%	19,068	11.2%	383,601	9.6%
$35,000 - $49,999	1,995	16.3%	25,140	14.7%	527,421	13.3%
$50,000 - $74,999	2,387	29.5%	32,730	19.2%	723,559	18.2%
$75,000 - $99,999	1,330	10.9%	18,558	10.9%	515,271	12.9%
$100,000 - $149,999	1,563	12.8%	20,262	11.9%	582,349	14.6%
$150,000 - $199,999	400	3.3	8,093	4.7%	236,748	5.9%
$200,000 or more	196	1.6%	6,083	3.6%	227,218	5.7%
Total Households	12,240		170,581		3,980,408	
Mean income (average)	$62,428		$69,011		$80,803	
(Source 2020 American Community Survey)						

Poverty Status

Per Table 3-7, between 2014 and 2020, the percentage of the population living below the poverty line increased slightly across all three regions. In the City of Burton, the poverty rate rose from 15.8% to 16.6%, while Genesee County saw a similar increase from 16.9% to 18.0%. The State of Michigan experienced a smaller rise, from 12.1% to 13.7%. These trends suggest that economic hardship grew modestly over the six-year period, with Burton and Genesee County consistently showing higher poverty rates than the state average. This may reflect localized economic challenges or disparities in employment and income opportunities.

Table 3-7: Percentage of the Population Whom Poverty Status Is Determined

	2014	2020
City of Burton	15.8%	16.6%
Genesee County	16.9%	18.0%
State of Michigan	12.1%	13.7%
(Source 2014- Estimate from 2010-2014 American Community Survey, 2020- Census)		

Income Types

Table 3-8 provides further information regarding the different sources of income for City of Burton households. These categories are not exclusive, so a household may have earnings from multiple sources, including dividends, social security, and a retirement income such as a pension or 401(k). A significant number of households in City of Burton have earnings from sources other than jobs shown in Table 3-8.

Table 3-8: Income Types, 2020

Total Households	**12,240**
With Earnings	8,699
With Interests, Dividends, Rental Income	2,244
With Social Security Income	4,677
With Supplemental Security Income (SSI)	781
With Public Assistance	2,427
With Retirement Income	3,820
With Other Types of Income	1,513
(Source 2020 American Community Survey)	

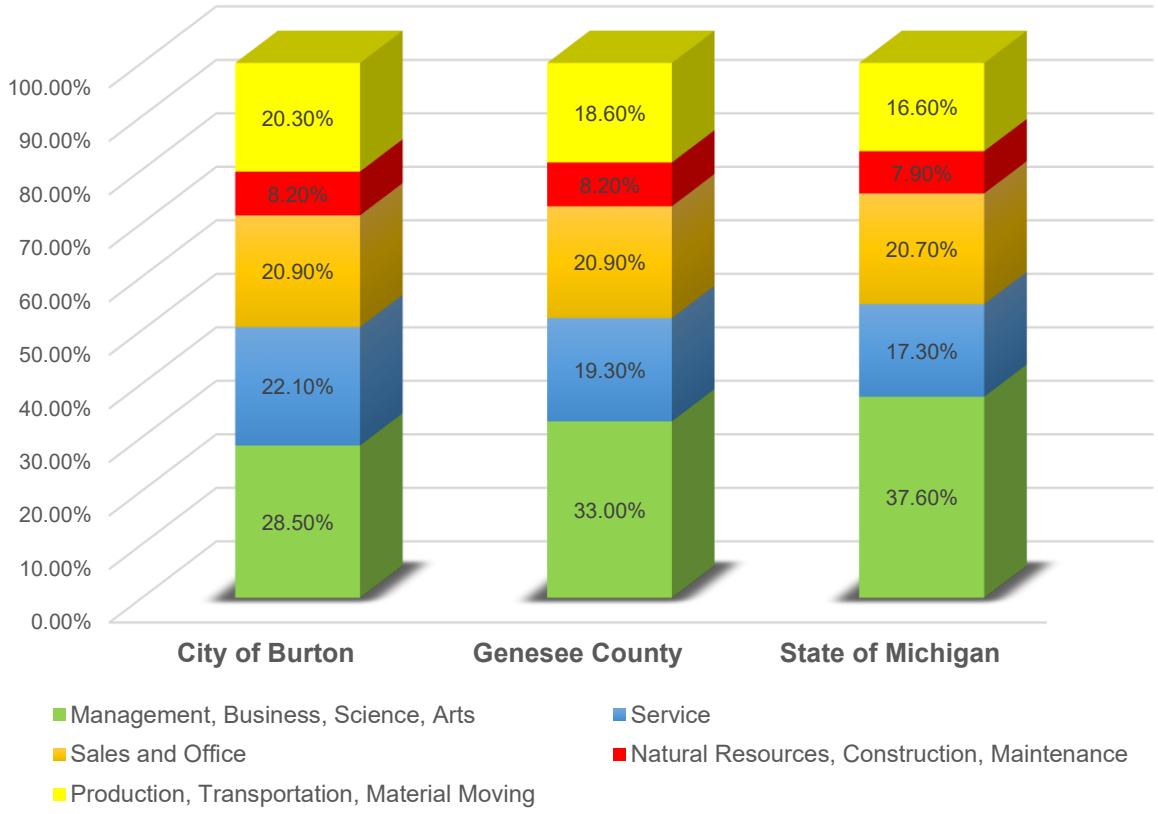
Occupations

Table 3-9 details the occupations of workers aged 16 years and older who live in City of Burton, Genesee County, and the State of Michigan. The most common sources of employment in City of Burton are in the management, business, science, and arts sector, which consists of over 28.5% of employed residents. This aligns with the county and state, where the most common type of occupation is also the management, business, science, and arts category. This can be seen more clearly in Figure 3-3.

Table 3-9: Occupations, 2020

Occupations	City of Burton		Genesee County		State of Michigan	
	#	%	#	%	#	%
Management, Business, Science, & Arts	**3,659**	**28.5%**	56,384	33.0%	1,752,147	37.6%
Service	**2,831**	**22.1%**	33,051	19.3%	805,030	17.3%
Sales and Office	**2,680**	**20.9%**	35,783	20.9%	962,900	20.7%
Natural Resources, Construction, & Maintenance	**1,059**	**8.2%**	14,077	8.2%	366,692	7.9%
Production, Transportation, & Material Moving	**2,610**	**20.3%**	31,768	18.6%	771,588	16.6%
Total	**12,839**		171,063		4,658,357	
(Source 2020 American Community Survey)						

Figure 3-3: Occupations, Regional



Commuting Characteristics

Place of work is an important characteristic to study as it reflects the labor market upon which residents depend for employment. If most residents work within the community where they live, the community can influence its own growth by actively promoting economic development and job creation.

Worker Inflow and Outflow

The vast majority of actively working individuals who live in City of Burton do not work in the city. According to the 2021 U.S. Census Bureau, 10,422 individuals commuted from outside the City of Burton into the city for work. Of the residents who live within City of Burton, 915 individuals both live and work within the city, while 9,858 workers commuted to a job location outside of the city.

Figure 3-4: City of Burton Inflow vs Outflow



Figure 3-5: Inflow/Outflow Job Counts, 2021



Inflow/Outflow Job Counts (All Jobs)

	2021	
	Count	Share
Employed in the Selection Area	11,337	100.0%
Employed in the Selection Area but Living Outside	10,422	91.9%
Employed and Living in the Selection Area	915	8.1%
Living in the Selection Area	10,773	100.0%
Living in the Selection Area but Employed Outside	9,858	91.5%
Living and Employed in the Selection Area	915	8.5%

Table 3-10 indicates over half of Burton residents (52.1%) worked within Genesee County, indicating a strong local employment base. However, a significant portion commuted to nearby counties, with 13.7% working in Oakland County and smaller percentages in Macomb (5.4%) and Wayne (5.1%) counties.

Conversely, the majority of workers employed in Burton (55.7%) also lived in Genesee County, while others commuted from Oakland (9.1%), Wayne (5.0%), and Lapeer (4.0%) counties. Notably, 12.3% of Burton's workforce came from various other locations, slightly more than 9.8% of Burton residents who worked outside the top listed counties. This data highlights Burton's role as both a residential and employment hub with moderate regional commuting patterns.

Table 3-10: Resident and Worker Origin/Destination, 2021

Where Residents Work			Where Workers Live		
County	**Workers**	**% of Total**	**County**	**Workers**	**% of Total**
Genesse County	5,608	52.1%	Genesse County	6,310	55.7%
Oakland County	1,473	13.7%	Oakland County	1,030	9.1%
Macomb County	581	5.4%	Wayne County	571	5.0%
Wayne County	553	5.1%	Lapeer County	452	4.0%
Ingham County	311	2.9%	Saginaw County	393	3.5%
Saginaw County	301	2.8%	Macomb County	381	3.4%
Kent County	272	2.5%	Shiawassee County	283	2.5%
Livingston County	221	2.1%	St. Clair County	192	1.7%
Lapeer County	199	1.8%	Livingston County	173	1.5%
Washtenaw County	198	1.8%	Tuscola County	157	1.4%
Other Locations	1,056	9.8%	Other Locations	1,395	12.3%
All Counties	10,773	100.00%	**All Counties**	11,337	100.00%
(Source U.S Census Bureau, OnTheMap & LEHD Destination Employment Statistics, 2021)					

Commute Times

As shown in Table 3-11, the average commute time for City of Burton residents was 23.8 minutes, which is slightly shorter than the averages in both Genesee County (26.3 minutes) and the State of Michigan (24.6 minutes). Notably, 52.5% of Burton commuters traveled less than 20 minutes to work and the largest share of residents (22%) had a commute of 15 to 19 minutes, which suggests a relatively short commute for most residents. Only 8.4% of Burton workers had commutes of an hour or more, which is lower than the county but higher than the state average. Overall, Burton residents experienced slightly more efficient commutes compared to the broader region, suggesting that many work opportunities are located nearby or within a manageable driving distance. This data aligns with the large number of City of Burton residents who stay within Genesee County for employment, as shown in Table 3-11.

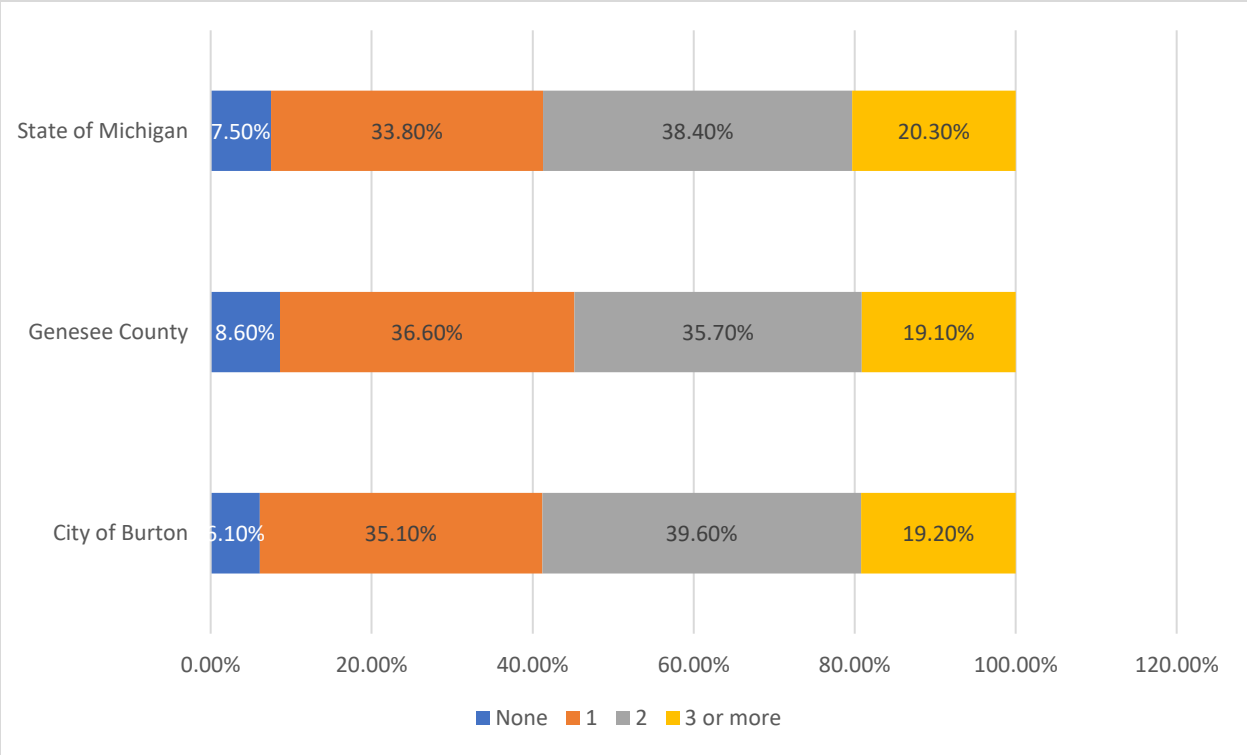
Table 3-11: Travel Time to Work

Travel Time	City of Burton	Genesee County	State of Michigan
Less than 10 minutes	**13.8%**	13.4%	13.6%
10 to 14 minutes	**16.7%**	14.4%	14.4%
15 to 19 minutes	**22.0%**	15.3%	16.1%
20 to 24 minutes	**14.9%**	14.7%	15.1%
25 to 29 minutes	**2.8%**	6.6%	7.4%
30 to 34 minutes	**8.6%**	8.9%	12.5%
35 to 44 minutes	**5.0%**	5.5%	7.2%
45 to 59 minutes	**7.8%**	8.4%	7.3%
60 or more minutes	**8.4%**	10.3%	6.4%
Mean Travel Time to Work (minutes)	**23.8**	26.3	24.6
(Source 2020 American Community Survey)			

Vehicle Availability

Figure 3-6 shows that in 2020, 6.10% of city residents do not have access to a vehicle. This is a lower percentage than the state and county. While some portions of the city are served by the Mass Transit Authority's fixed routes and other areas are served by the "My Ride" system. The lack of access to a vehicle can limit the ability of residents to maintain a job or get access to necessary health services.

Figure 3-6: Vehicle Availability to Residents, Regional



Housing

Housing Age

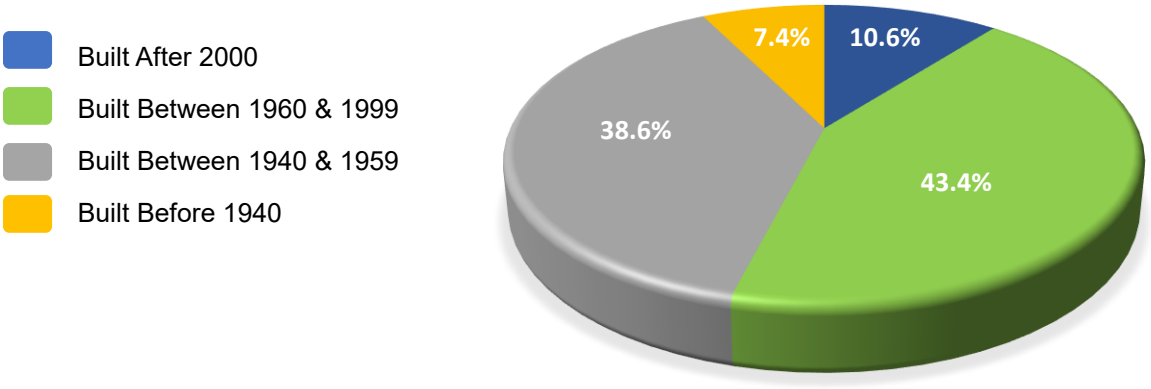
Table 3-12 compares the years of total housing units built in City of Burton to Genesee County and the State of Michigan. The age of City of Burton's housing stock is older, with 89.4% of all the homes built before the year 2000. The housing stock in the City of Burton is also older compared to state averages, with the largest share of homes (27.2%) built between 1950 and 1959, significantly higher than both Genesee County (18.7%) and the State of Michigan (14.7%). Newer construction was limited—only 0.5% of Burton's housing units were built after 2014, compared to 1.8% statewide. Overall, nearly two-thirds of Burton's housing was built before 1980, reflecting a mature housing stock with limited recent development, which may have implications for infrastructure, maintenance needs, and housing modernization efforts.

Figure 3-7 demonstrates that over 43.4% of the housing units in the city were built between 1960 and 1999, while 10.6% of the homes were built after 2000. The decline in population within the city can be attributed to the decrease in new home construction.

Table 3-12: Year Structure Built, Total Housing Units

	City of Burton		Genesee County		State of Michigan	
	#	%	#	%	#	%
2014 or later	**61**	**0.5%**	2,147	1.1%	82,985	1.8%
2010 to 2013	**45**	**0.3%**	1,024	0.5%	56,872	1.23%
2000 to 2009	**1,290**	**9.8%**	17,897	9.3%	454,659	9.86%
1990 to 1999	**1,590**	**12.1**	23,290	12.1%	611,539	13.3%
1980 to 1989	**654**	**5.0%**	13,821	7.2%	454,857	9.9%
1970 to 1979	**1,604**	**12.2%**	30,972	16.1%	708,551	15.4%
1960 to 1969	**1,850**	**14.1%**	31,292	16.2%	544,231	11.8%
1950 to 1959	**3,577**	**27.2%**	35,958	18.7%	679,715	14.7%
1940 to 1949	**1,504**	**11.4%**	13,593	7.1%	344,608	7.5%
1939 or earlier	**978**	**7.4%**	22,589	11.7%	673,896	14.61%
Total Housing Units	**13,153**		192,583		4,611,913	
(Source 2020 American Community Survey)						

Figure 3-7: Year Structure Built, City of Burton Only



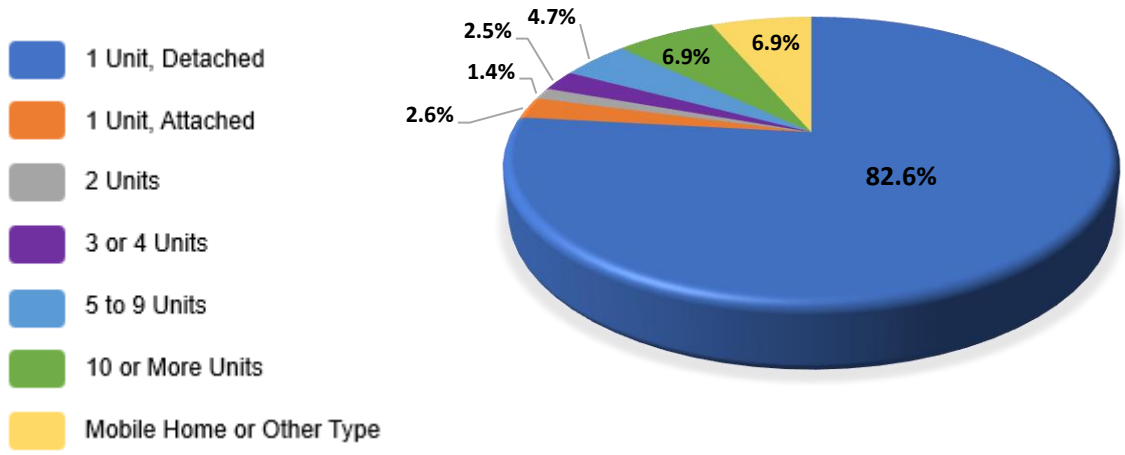
Housing Unit Types

The vast majority of housing units in the City of Burton are single-family detached homes, accounting for 82.6% of all units, which is higher than both Genesee County (75.8%) and the State of Michigan (72.1%). Other housing types, such as multi-unit structures (including duplexes, small apartment buildings, and large complexes), made up a relatively small portion of the housing stock. Notably, mobile homes or other non-traditional housing types represented 6.9% of Burton's housing, slightly above the state average. Overall, Burton's housing landscape is dominated by traditional single-family homes, reflecting a suburban character with limited high-density residential development.

Table 3-13: Housing Unit Type

Units in Structure	City of Burton		Genesee County		State of Michigan	
	#	%	#	%	#	%
1, Detached	**10,570**	**82.6%**	142,430	75.8%	3,326,057	72.1%
1, Attached	**151**	**2.6%**	9,960	3.6%	212,338	4.6%
2 Units	**134**	**1.4%**	2,440	2.8%	106,323	2.3%
3 or 4 Units	**219**	**2.5%**	3,266	2.6%	121,546	2.6%
5 to 9 Units	**272**	**4.7%**	6,741	4.6%	191,014	4.1%
10 or more Units	**903**	**6.9%**	16,830	8.8%	405,110	8.8%
Mobile home or other type of housing	**904**	**6.9%**	10,839	5.6%	248,336	5.4%
Total Housing Units	**13,153**		192,583		4,611,913	
(Source 2020 American Community Survey)						

Figure 3-8: Housing Unit Type, City of Burton Only



Housing Value

Housing value is influenced by various factors, including the age and type of housing, neighborhood quality, and external determinants such as employment opportunities, the quality of the education system, crime rates, and broader national trends. Additionally, housing values have a direct impact on property taxes, which, in turn, affect the revenue generated by City of Burton.

As Table 3-14 shows housing values in the City of Burton were significantly lower than both Genesee County and the State of Michigan. In 2020, the median home value in Burton was $96,300, compared to $119,500 in Genesee County and $162,600 statewide. Nearly 52% of Burton's homes were valued under $100,000, which is much higher than the state's 27.3%. Only 10.6% of homes in Burton were valued at $200,000 or more, compared to 38.1% across Michigan. This data reflects a more affordable housing market in Burton, though it may also indicate older housing stock or lower property demand relative to broader regional trends.

Table 3-14: Housing Value, 2020

	City of Burton		Genesee County		State of Michigan	
	#	%	#	%	#	%
Less than $50,000	**1,824**	**20.0%**	26,567	22.3%	311,344	10.9%
$50,000 to $99,999	**2,874**	**31.5%**	22,280	18.7%	469,443	16.4%
$100,000 to $149,999	**1,937**	**21.3%**	25,073	21.0%	499,308	17.5%
$150,000 to $199,999	**1,338**	**14.7%**	19,363	16.2%	488,633	17.1%
$200,000 to $299,999	**897**	**9.8%**	16,033	13.4%	560,506	19.6%
$300,000 to $499,999	**77**	**0.8%**	6,340	5.3%	384,080	13.5%
$500,000 to $999,999	**153**	**1.7%**	2,274	1.9%	117,813	4.1%
$1,000,000 or more	**15**	**0.2%**	1,454	1.2%	24,358	0.9%
Owner-occupied units with a mortgage	**9,115**		119,384		2,855,485	
Median (Dollars)	**$96,300**		$119,500		$162,600	
(Source 2020 American Community Survey)						

Housing Affordability

Housing affordability is influenced by both the cost of housing and the income levels of households within a community. It becomes a planning concern when existing land use patterns do not support a diverse range of housing options that meet the needs of all residents. In 2020, the average gross monthly housing cost for a renter in the City of Burton was $810, including utilities and taxes. Using the standard affordability threshold of 30% of gross income, a renter would need an annual income of approximately $32,400 to afford this cost. This highlights the importance of ensuring that rental housing remains accessible to a broad range of income levels.

For homeowners with a mortgage, the average gross monthly housing cost in 2020 was $1,066. To afford this amount without exceeding the 30% income threshold, a household would need an annual income of about $42,640. Approximately 80.0% of households in the city had incomes over $42,640, suggesting that a majority could afford the average housing costs.

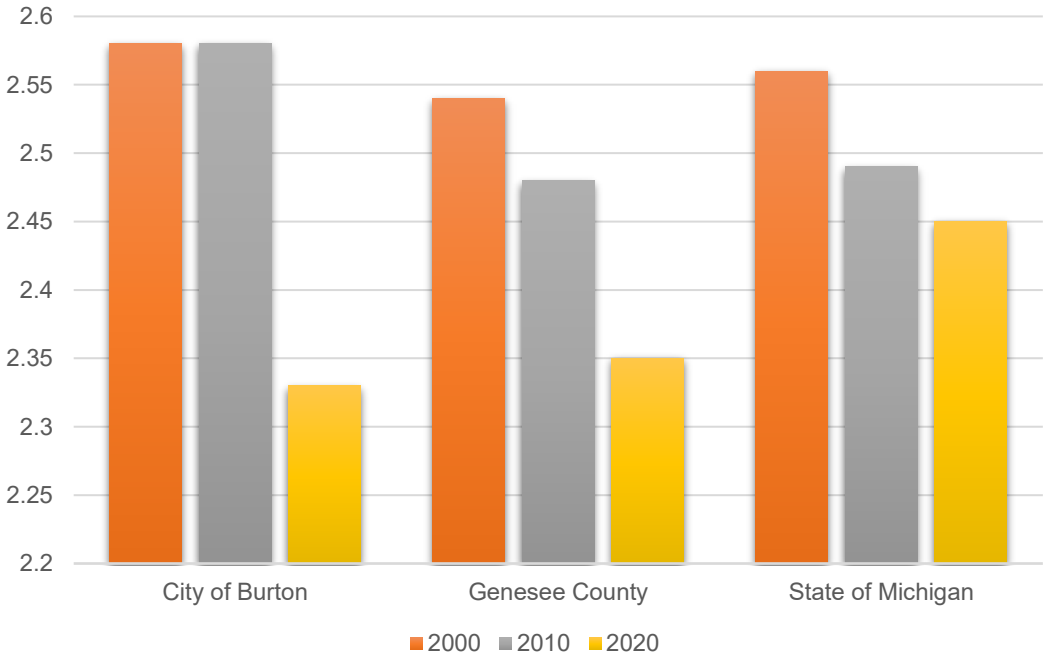
Household Size

Between 2000 and 2020, the average household size in the City of Burton declined from 2.58 to 2.33 persons per household, reflecting a broader trend seen across Genesee County and the State of Michigan. While Burton maintained a stable average through 2010, the drop by 2020 suggests shifts such as aging populations, fewer children per household, or an increase in single-person households. Genesee County and Michigan also saw gradual declines, though Michigan's 2020 average (2.45) remained slightly higher than Burton's. This trend may have implications for housing demand, school enrollment, and community services planning. Table 3-15 demonstrates the decline in average household size between 2000 and 2020. Figure 3-9 visually represents the numbers reported in the 2000 Decennial Census and the 2010 and 2020 American Community Surveys.

Table 3-15: Average Persons Per Household

	2000	2010	2020
City of Burton	**2.58**	**2.58**	**2.33**
Genesee County	2.54	2.48	2.35
State of Michigan	2.56	2.49	2.45
(Source 2000 Decennial Census, 2010 & 2020 American Community Survey)			

Figure 3-9: Average Persons Per Household



Several socio-economic factors influence household size. The societal shift from agriculture to technology, along with the increased economic pressures of raising and educating children, has contributed to a decline in the average number of children families choose to have. Another factor affecting household composition is the breakup of nuclear families. Contributing to this trend are higher divorce rates and an increase in births outside of marriage, leading to a rise in single-parent households.

In general, another factor in the declining household size is the aging of our society as a whole. As a family of two parents and two children grows older, each of the children leave home to establish new households. This leaves one household of two people and two new households of one person each. The result is a decrease in the number of people per household, a stable population, and a growing demand for various dwelling types, particularly those different from traditional single-family detached homes. This appears to be a trend experienced by City of Burton, as its household size has relatively decreased over the past three decades (Table 3-15, Figure 3-9).

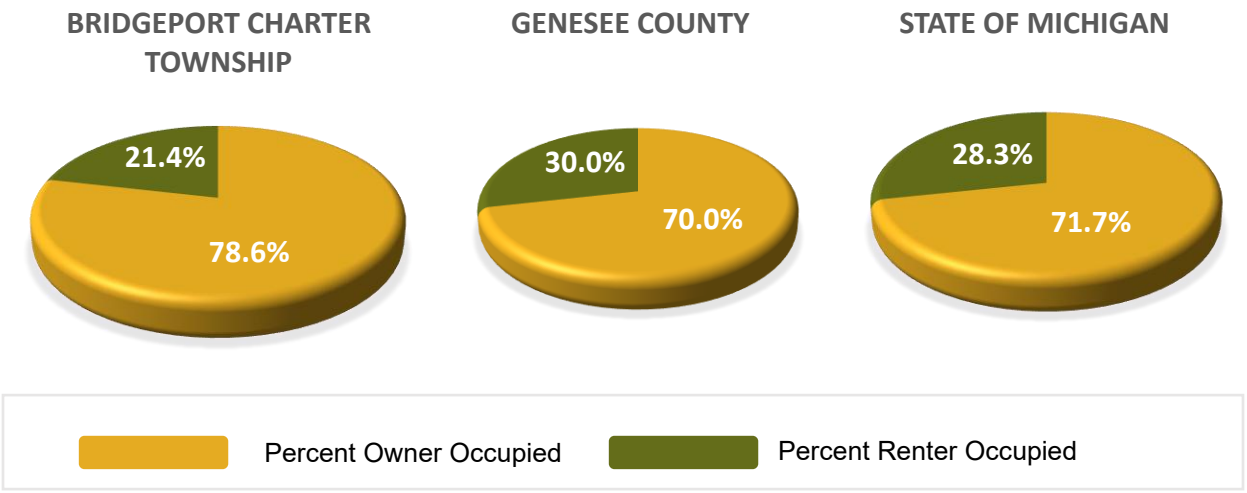
Housing Tenure

Homeownership is generally considered a reliable indicator of community stability. Purchasing a home often represents the most significant single investment a family makes and, as such, usually signifies a long-term commitment to the community. Table 3-16 and Figure 3-10 show that owner-occupied homes account for 74.5% of the total occupied housing units in City of Burton. That number exceeds the county (70.0%) and the state average (71.7%) according to the 2020 American Community Survey.

Table 3-16: Housing Tenure, 2020

	Total Occupied Units	Owner Occupied	Percent Owner Occupied	Renter Occupied	Percent Renter Occupied
City of Burton	**12,240**	**9,115**	**74.5%**	**3,125**	**25.5%**
Genesee County	170,581	119,384	70.0%	51,197	30.0%
State of Michigan	3,980,408	2,855,485	71.7%	1,124,923	28.3%
(Source 2020 American Community Survey)					

Figure 3-10: Housing Tenure, Regional



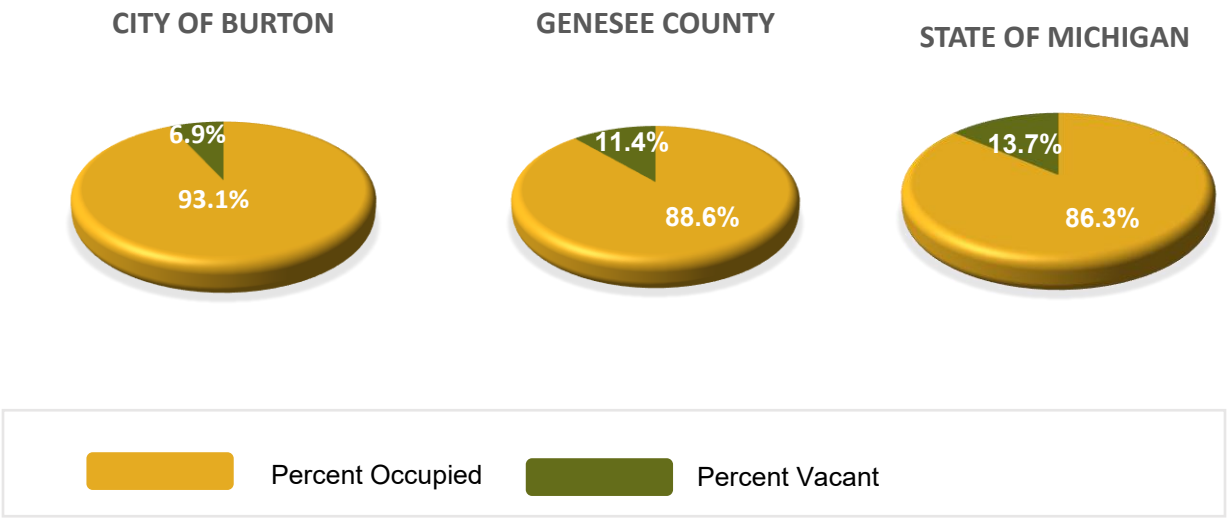
Housing Vacancy

In 2020, the City of Burton had a housing occupancy rate of 93.1%, meaning only 6.9% of its housing units were vacant. This is notably better than both Genesee County, which had an 88.6% occupancy rate (11.4% vacant), and the State of Michigan, where 13.7% of housing units were vacant as shown in Table 3-17 and Figure 3-11. Vacancy rates between 5%-10% generally offer evidence of a stable, healthy housing market, suggesting a balance between supply and demand. When vacancy rates drop below 5%, housing choices become restricted, which may mean the demand for housing is greater than the current supply. It should be noted that the number of vacancies does not necessarily mean that there are available rental homes for tenants. The state of vacant homes can vary based on current conditions or personal reasons, such as the owner being temporarily absent due to travel or work assignments.

Table 3-17: Housing Vacancy, 2020

	Total Housing Units	Occupied Housing Units	Percent Occupied	Vacant Housing Units	Percent Vacant
City of Burton	**13,153**	**12,240**	**93.1%**	**913**	**6.9%**
Genesee County	192,583	170,581	88.6%	22,002	11.4%
State of Michigan	4,611,913	3,980,408	86.3%	631,505	13.7%
(Source 2020 American Community Survey)					

Figure 3-11: Housing Vacancy, Regional



Summary

The City of Burton's Demographics Report provides a detailed analysis of the community's population, economic, and housing characteristics to guide future planning efforts. The city has experienced a gradual population decline of 8.68% since 1970, largely due to the downturn in the automotive industry, which significantly impacted Genesee County. Despite this, Burton maintains a relatively balanced age distribution, with a median age of 44.6 and a strong presence of working-age adults and retirees. The city's racial composition is predominantly White (78.5%), with smaller percentages of Black residents and other racial groups, indicating less diversity compared to the county and state.

Economically, Burton has a modest profile, with a 2020 median household income of $48,174—lower than both Genesee County and Michigan. Most households fall within middle-income brackets, and while poverty rates have slightly increased, they remain comparable to regional trends. Employment is concentrated in management, service, and sales sectors, and most residents commute to jobs outside the city, though over half remain within Genesee County. Commute times are relatively short, and vehicle access is generally good, though a small portion of the population lacks reliable transportation.

Housing in Burton is characterized by older, predominantly single-family detached homes. Nearly two-thirds of the housing stock was built before 1980, and new construction has been limited. The median home value is significantly lower than state averages, reflecting affordability but also potentially lower demand or aging infrastructure. Homeownership is high at 74.5%, and the vacancy rate of 6.9% suggests a stable housing market. However, the declining average household size—from 2.58 in 2000 to 2.33 in 2020—points to changing family structures and an aging population, which may influence future housing needs.

Overall, the report highlights Burton's strengths in affordability and community stability, while also identifying challenges related to economic diversification, aging infrastructure, and demographic shifts. These insights are essential for shaping land use policies and development strategies that support both current and future residents.

Chapter 4. Infrastructure

Utilities

Water System

The City of Burton owns and operates a public water distribution system that is divided into four pressure districts, including North, Tower, Southeast, and Southwest (Map 4-1). The public water system serves approximately 6,568 accounts - the remaining 55 percent of the population is serviced by private wells, many of which are located south of I-69, north of Bristol Road, east of Center Road, and west of Vassar Road. The current system consists of one elevated storage tank and over 120 miles of distribution main. The system provides potable water, commercial and industrial process-use water, and firefighting water for the city.

Existing Facilities

Water Source

The City of Burton is a wholesale customer of the Genesee County Drain Commissioner Water and Waste Services (GCDC-WWS). GCDC-WWS purchases treated water from the Great Lakes Water Authority (GLWA), previously the Detroit Water and Sewerage Department (DWSD). The treated water is supplied to the county via a 72-inch transmission main – water is then supplied to the city through three city owned master meters, one of which is reserved for emergency conditions. The GCDC-WWS maintains a regional water system; water that bypasses the city in transit to other communities is monitored by county owned and operated meters.

Water Storage

The city owns and operates one elevated storage tank. Located at the northeast corner of South Saginaw Road and Bristol Road, the 400,000-gallon elevated storage tank is connected to the system via a 12-inch water main and was constructed in 1998 in order to replace the 1937 elevated storage tank. The city recently completed Supervisory Control and Data Acquisition System(SCADA) improvements as well as the improvements recommended in a 2010 report by Dixon Engineering Inc. In order to reduce the frequency of water main breaks, the elevated water tank is currently operated at lower than design levels, thus hindering the optimum utilization of the design reliability built into the tank sizing. The elevated water tank will continue to operate at a lower capacity until all phases of the DWRF are complete.

Booster Pump Stations

The GCDC-WWS owns and operates two booster pump stations within the city's water system. The Center Booster Pump Station provides water to the Tower, Southeast, and Southwest pressure districts. The South Center Booster Pump Station provides water to Southeast pressure district.

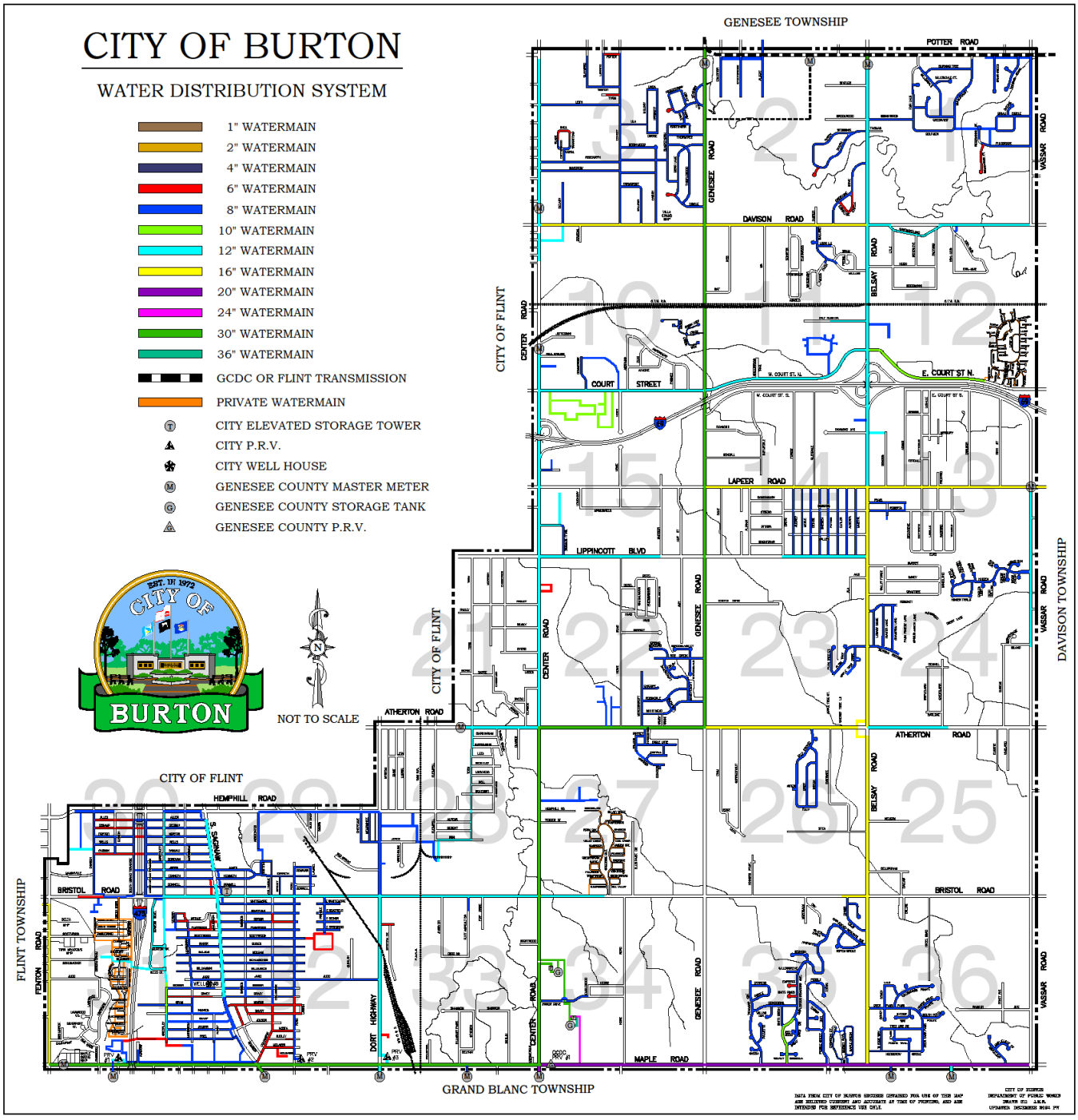
Valves

Four pressure reducing valves (PRVs) are located within the City of Burton's Water System. Installed in 1990, PRVs #1 - #3 are owned and operated by the city and are located at the intersections of Maplebrook Lane and East Maple Avenue, Fern Avenue and East Maple Avenue, and Dort Highway and

East Maple Avenue consecutively. PRV #2 was replaced in 2012 and PRV's #1 and #3 followed in 2014 as a part of the DWRF projects. PRV #4 is owned and operated by the GCDS-WWS. The city owned PRVs serve to reduce pressure to the Tower pressure district while the GCDC-WWS owned PRV reduces pressure to the Southeast pressure district.

Isolation valves throughout the Tower District are inoperable, hampering the ability to effectively isolate water main breaks and adversely affecting timely and efficient repair efforts. Because replacing inoperable valves will increase both system reliability and service life while ensuring proper system operation, this became a main goal of the projects completed with DWRF funds. The isolation valves in Phases 1 and 2 have been replaced and Phase 3 is nearing completion. Although several of the valves in Phases 4 and 5 have operational issues, the distribution is still capable of isolation.

Map 4-1: Water Distribution System Map



Distribution Main

The original water distribution system for the City of Burton was constructed in the 1940s. The majority of the original system is still in use today (Map 4-1). Ranging in size from 1-inch to 72 inches, the distribution mains total more than 120 miles. The 4-inch or less diameter mains consist of private mains.

Because the vast majority of the city's distribution system was constructed in the 1940s, the antiquated system has encountered problems with both build up and breaks. The iron pipes have begun to develop small mounds of corrosion products on the interior of the pipes, a process known as tuberculation - because pipe roughness increases with the presence of corrosion products, the hydraulic capacity and pressure of the pipe is reduced. As water mains continue to deteriorate, the frequency of water main breaks has continued to increase – 99 percent of the current water main breaks occur in the Tower pressure district. During the ten-year period from 2002 to 2012, over 200 water main breaks occurred within the Tower pressure district. Due to the frequent water main breaks within the system, the elevated water tank cannot be operated at its full capacity.

Efforts have been made in recent years to replace aging, undersized, and deteriorating mains through the completion of the DWRF projects. The 4-inch main that was located within the Tower pressure district was removed in Phases 1-3. As the remaining water mains are replaced in the remaining two phases, the system will see an increase in reliability and capacity.

Recommendations

In order to fully analyze the ability of the distribution system to meet both current and future demands and to identify any deficiencies, a hydraulic model of the distribution system should be utilized. Each time the city makes improvements to its system, the model should be updated, allowing these improvements to be modeled and analyzed before sizing recommendations for future improvements are made. In all distribution systems, certain improvements will be required due to the age and conditions of existing mains, the ability to meet fire flow requirements, or the need for service at a new development. The following are criteria from the *Recommended Standards for Water Works* (2012) that should be followed when proposing any improvement project.

- Water distribution systems shall be designed to maintain treated water quality. Special consideration should be given to distribution main sizing, providing for design of multidirectional flow, adequate valving for distribution system control, and provisions for adequate flushing. Systems should be designed to maximize turnover and to minimize residence times while delivering acceptable pressures and flows.
- All water mains, including those not designed to provide fire protection, shall be sized after a hydraulic analysis based on flow demands and pressure requirements. The system shall be designed to maintain a minimum pressure of 20 psi at ground level at all points in the distribution system under all conditions of flow. The normal working pressure in the distribution system shall be at least 35 psi and should be approximately 60 to 80 psi.
- The minimum size of water main which provides fire protection and serving fire hydrants shall be 6-inch diameter. Larger size mains will be required if necessary to allow the withdrawal of the required fire flow while maintaining the minimum residual pressure.
- When fire protection is to be provided, system design should be such that fire flows and facilities are in accordance with the requirements of the ISO.

- Dead ends shall be minimized by making appropriate tie-ins wherever practical, in order to provide increased reliability of service and to reduce head loss.
- Dead end mains shall be equipped with a means to provide adequate flushing. Flushing devices shall be sized to provide flows which will give a velocity of at least 2.5 feet per second in the water main being flushed. They may be provided with a fire hydrant if flow and pressure are sufficient.
- Storage facilities should have sufficient capacity, as determined by engineering studies, to meet domestic demands, and where fire protection is provided, fire flow demands.

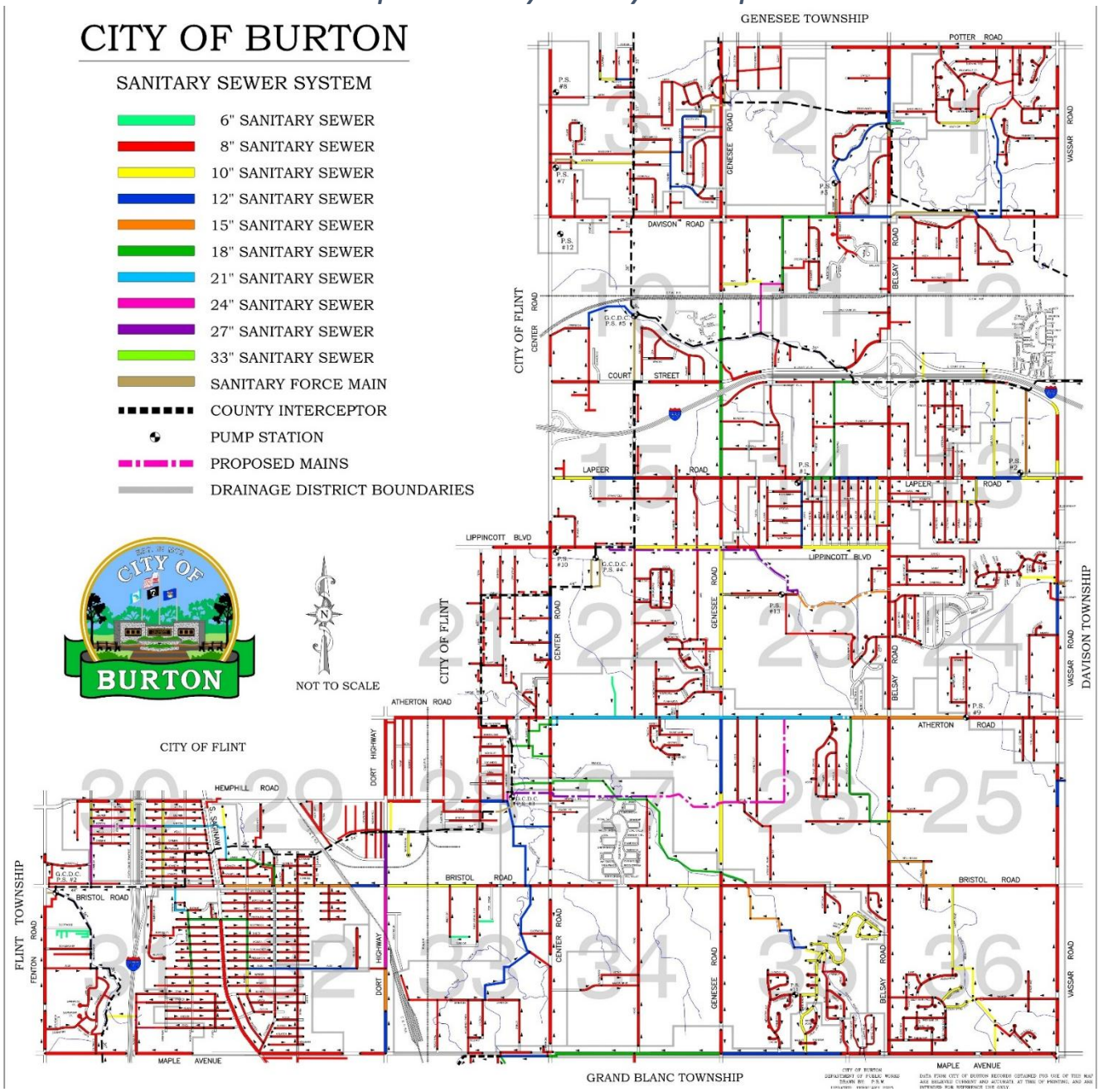
Sanitary Sewer

The City of Burton is a part of Sewer District No. 1 of the Genesee County Wastewater system. Constructed in the mid-1960s as part of the county-wide collection and treatment system, the initial network of collector, lateral, and main line sewers were built along the main mile roads and in the residential areas. The Genesee County interceptor, a network of pump stations and large diameter force mains that traverse the city, transfers sewage from Sewer District No. 1 to the Anthony Ragnone Wastewater Treatment Plant. Sewage from the city enters the county interceptor at the pump stations located throughout the city. Interceptor maintenance is the responsibility of GCDC-WWS while all other mains are the responsibility of the city.

As property has developed over recent years, it has been the responsibility of the developer to provide sanitary sewer to the development. There is, however, a City Ordinance that states an individual is not required to connect to the sanitary sewer system if the dwelling is more than 200 feet from the right-of-way. It is estimated that there are less than six residences in the community that remain on private septic systems.

When the Genesee County interceptor was constructed, the City of Burton purchased sufficient sewer units to account for both current residents and for potential developments. As of 2001, the original units that each municipality purchased no longer apply. In lieu of a service unit, each new connection to the system results in a fee to the county. It does not appear that sanitary sewer capacity is a hindrance to future growth in the City of Burton.

Map 4-2: Sanitary Sewer System Map



Drainage

The City of Burton contains 11 major county drains, all of which are maintained by the GCDC-WWS – several of these major drains include smaller sub drainage districts that serve one or more subdivisions or developments. Approximately three-fourths of the city drains directly or indirectly into Gilkey Creek. The remainder of the city drains into Kearsley Creek. All storm drainage eventually enters the Flint River.

When the drainage district boundaries are compared with the existing land use map (Map 6-1), the Kearsley, Gilkey, Robinson, and Pierson districts appear to contain the largest amounts of undeveloped land. Additional study is necessary to identify the capability of these drains to handle increases in flows, particularly at peak periods following rain events. At a minimum, development in these areas should be required to demonstrate adequate drainage capacity and/or incorporate flood retention/detention facilities to meter runoff into the existing drainage systems.

Transportation

Transportation infrastructure can have a dramatic impact on the development of neighborhoods and regions. The transportation system should be considered an investment in the community. People and goods are transported throughout the city in order to support commerce, industry, health, education, activity, and other important functions. Transportation systems that provide adequate access to all areas of a community allow greater development opportunities. Certain transportation elements such as railroad lines or freeway interchanges have significant effects on the development potential of land. Other benefits may include emergency responsiveness, sustainability, economic development, and others.

The quality of life experienced by a community is largely effected by available transportation. An equitable and sustainable transportation network takes into account both safety and accessibility for residents of all ages, incomes, and abilities. Improving the safety of a transportation facility should account for all modes of transportation and users in order to foster a safe, connected, accessible transportation system for the multimodal movement of goods and people. Ease of mobility stimulates economic growth in neighborhoods and increases accessibility for all residents. By increasing transportation choices and improving access to essential services, governing authorities have the ability to decrease household transportation costs, reduce our nation's dependence on foreign oil, improve air quality, reduce greenhouse gas emissions, and promote public health.

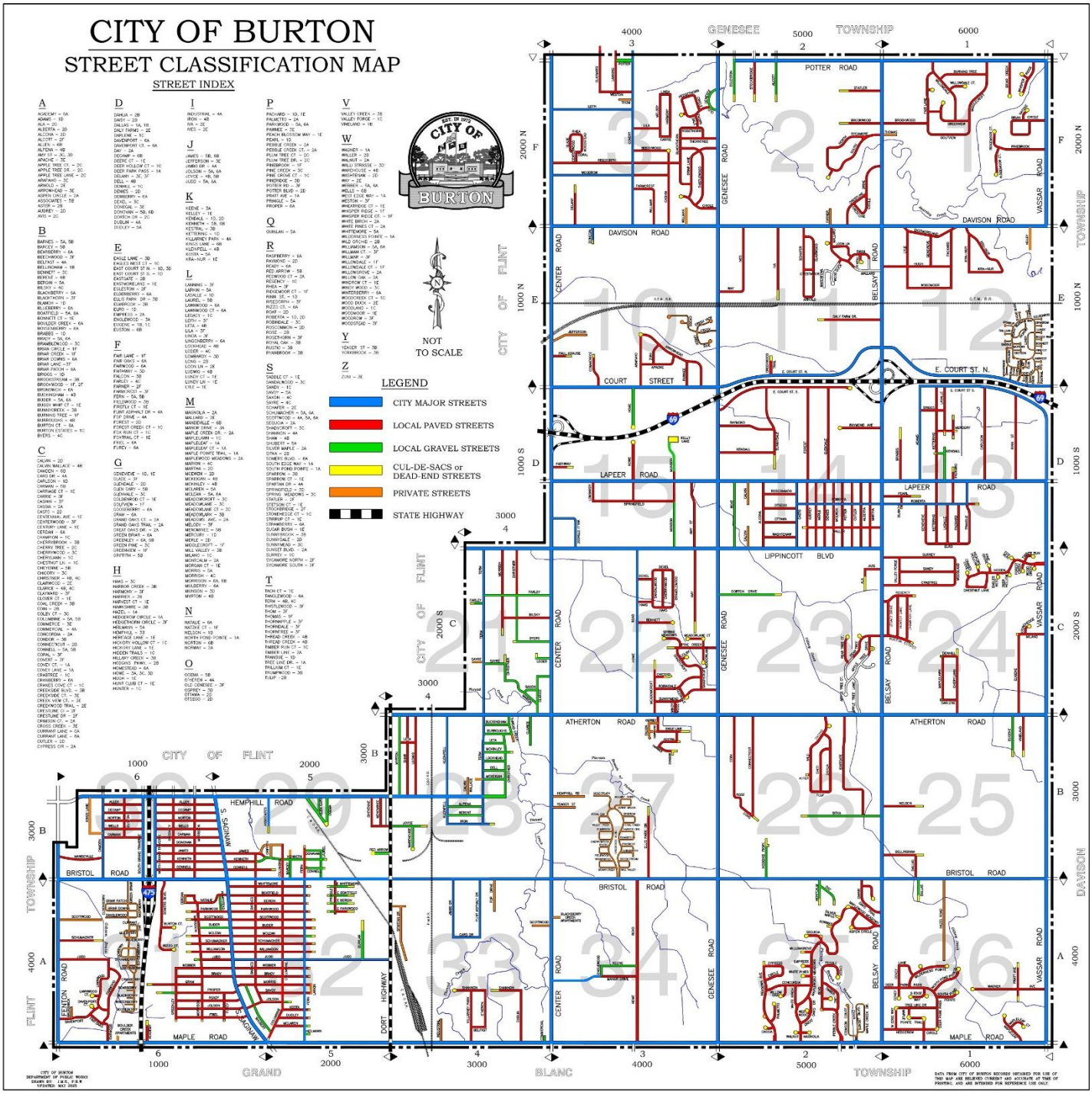
This section will concentrate one the two principal elements in the city's transportation system: its street/road/highway network and, to a lesser extent, its railroad system. This report will analyze the current road system and identify characteristics including condition and jurisdiction and how these factors impact the system's ability to help or hinder the city's development and the residents' quality of life.

Street, Road, and Highway Network

Street Classification

The City of Burton's roads are divided into five categories – state trunklines, major city roads, and local roads (Map 4-4). This class division assigns jurisdictional responsibility for the maintenance of the roads to the state, county, and city.

Map 4-3 Street Classification Map



Jurisdiction over the state trunklines belongs to the State of Michigan. The state trunklines that pass through the City of Burton include I-475, I-69, and M-54 (Dort Highway). The I-69 International Trade Corridor, or Michigan's Blue Water Gateway, is one of Michigan's 'Corridors of Highest International

Significance' according to the Michigan Department of Transportation and is a commercial transportation route between the Midwest and Ontario, Canada.

The City of Burton is responsible for the major and local roads.

Road Quality

In 2024, the Genesee County Metropolitan Organization (M.P.O.) assessed the condition of the Federal Aid eligible roadways within the City of Burton. Pavement Surface Evaluation and Rating (PASER) is a rating system designed to assess the quality of roadway segments (Map 4-5). Developed by the University of Wisconsin-Madison Transportation Information Center, the rating system is a visual survey method used to evaluate roadway conditions on a scale of 1 to 10. A road with a PASER rating from 8 to 10 is considered 'good', meaning that routine maintenance is required. A rating in the range of 4 to 7 is considered 'fair' condition and requires capital preventative maintenance, such as overlays, in order to preserve the quality of the road. A road with a rating from 1 to 4 is considered 'poor' condition and requires structural improvements, such as reconstruction. The purpose of this analysis is to provide the city with a tool for planning future street improvements; creating an asset management plan will provide a guide for city officials to select the right treatment at the right time, maximizing the life of the street system.

The *2024 PASER Survey of Genesee County*, prepared by the Genesee County Metropolitan Planning Commission, provides a summary of the 2024 PASER ratings for the Federal Aid eligible roadways of each community in Genesee County. The City of Burton has seen a generally improving trend in pavement conditions with the percentage of "Good" roads increasing from 7 to 20 percent between 2018 and 2024. This pavement condition improvement can be seen in the reduction in the percentage of roads rated "Poor" from 64 percent in 2018 to 56 percent in 2024. The overall average PASER score has seen a general increase since 2018, with a slight decrease in 2024 from the 2022 peak rating. The 2024 PASER rating was 4.751.

Map 4-4: PASER Street Rating Map

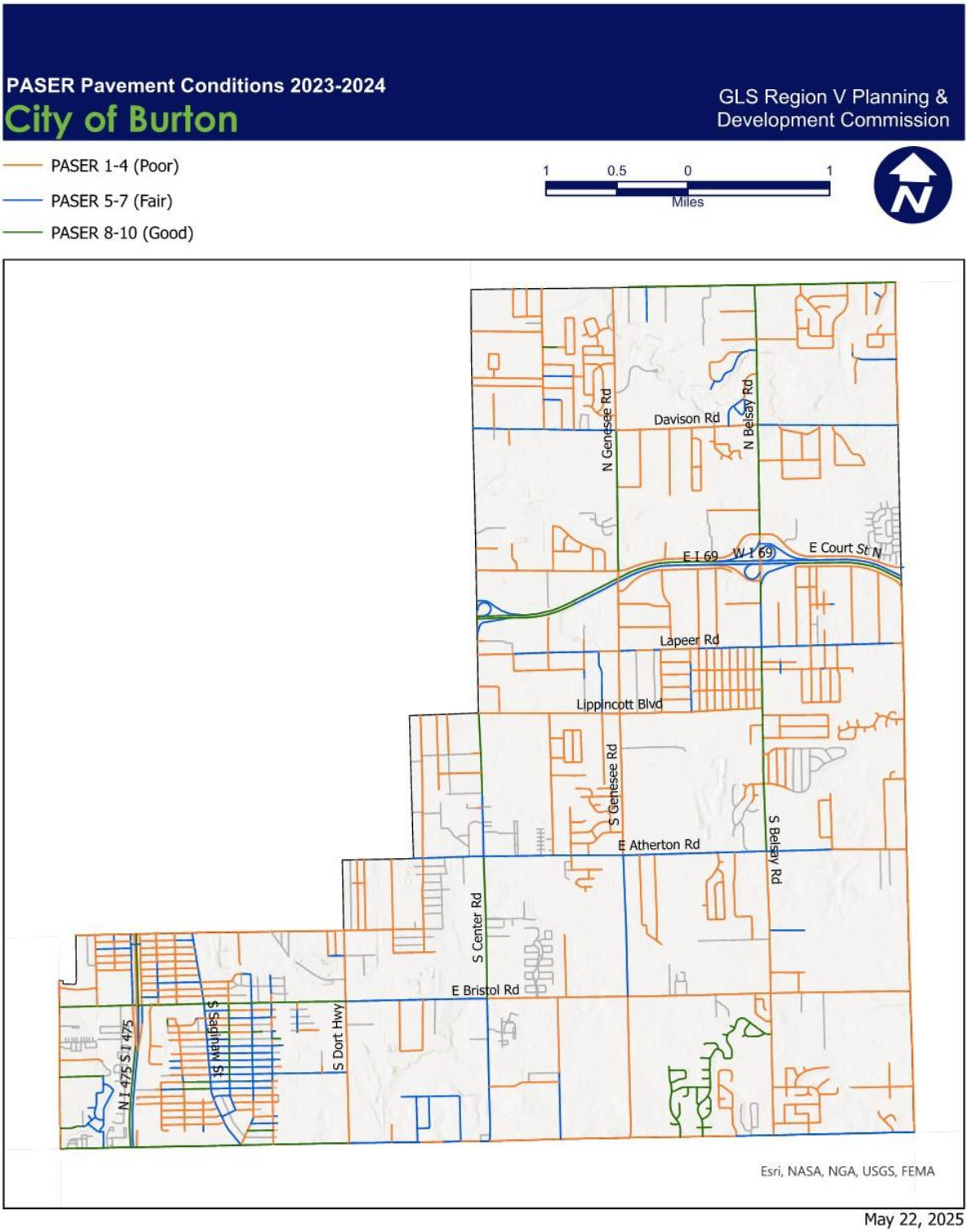
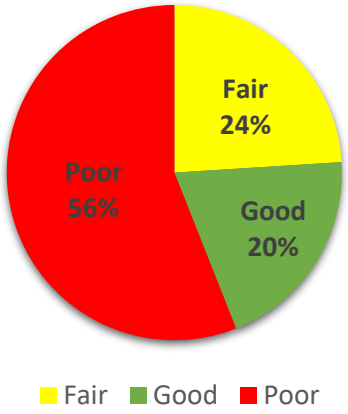


Figure 2-1:
City of Burton 2024 PASER Ratings



Asphalt pavements are typically designed for a 10- to 20-year design life. This life can be extended through regular pavement operations, but the pavement will eventually require major reconstruction. Regular pavement operations are broken into three main categories – routine maintenance, preventative maintenance, and reactive maintenance. Following a strict capital improvement plan is crucial in maximizing the life of the street system. The cost associated with preventative maintenance is significantly lower than the rehabilitation costs required to maintain roadways. Providing ongoing maintenance, such as resurfacing streets, is vital for maintaining the condition of assets. Rehabilitation treatments that are necessary when a pavement reaches a poor rating are six to eight times the cost of routine maintenance - as assets continue to deteriorate, the cost of repair will exponentially increase and can result in peripheral damage. Pavements that are properly maintained can yield a life of 40 years.

Transportation Improvement Program

The Transportation Improvement Program (TIP) is a blueprint for how Metropolitan Planning Organization (MPO) will spend Federal transportation funds. Below is a table of the TIP List of Projects for the FY 2017-2025 in the City of Burton.

Year	Road Name	From	To	Class and Treatment	Length (mi)	Funds Used	Cost of Project
2017	Fenton	Bristol	City Limits	Mill and overlay	0.214	Local	$65,000
2017	Maple	Center	Belsay	Mill and overlay	1.74	Local	$70,000

Year	Road Name	From	To	Class and Treatment	Length (mi)	Funds Used	Cost of Project
2018	14 Miles of Local Roads			Chip Seal	14	Local	$407,088
2018	Blanch			Reconstruction	0.05	Local	$10,515
2018	Center	Lippincott	Lapeer	Road Rehab	0.41	TIP	$1,169,000
2018	12 Miles of mix of Local and Major			Crack Seal	12	Local	$100,000
				Total	26.46		$1,686,603

Year	Road Name	From	To	Class and Treatment	Length (mi)	Funds Used	Cost of Project
2019	9 Miles of Major and Local			Chip Seal	9	Local	$651,042
2019	12 Miles of mix of Local and Major			Crack Seal	12	Local	$50,355
2019	Belsay	Lapeer	I-69	Mill and Overlay	0.3	Local	$81,000
2019	Saginaw	Bristol	Hemphill	Road Rehab	0.5	TIP	$1,191,237
2019	Center	Davison	City Limits	Road Rehab	1	TIP	$1,741,161
				Total	22.8		$3,714,795

Year	Road Name	From	To	Class and Treatment	Length (mi)	Funds Used	Cost of Project
2020	Maple	Dort	Vassar	Chip Seal	4	Local	$282,000
2020	Vassar	Maple	Bristol	Chip Seal	1	Local	$15,920
2020	Bristol	Dort	Center	Mill and Overlay	1	Local	$638,821
				Total	6		$936,741

Year	Road Name	From	To	Class and Treatment	Length (mi)	Funds Used	Cost of Project
2021	7.5 Miles Local			Chip Seal	7.5	Local	$290,964
2021	Mclaren	Columbine	Fern	Mill and Overlay	0.2	Local	$24,416
2021	Center	Atherton	Maple	Mill and Overlay	2	Local	$780,754
2021	Maple	Dort	Vassar	Micro Surface	4	Local	$290,000
2021	Grand Traverse	Hemphill	Bristol	Road Rehab	0.5	TIP	$660,000
2021	Saginaw	Bristol	Maple	Road Rehab	1	TIP	$1,965,088
				Total	15.2		$4,011,222

Year	Road Name	From	To	Class and Treatment	Length (mi)	Funds Used	Cost of Project
2022	Scottwood	Bares	Dead End	Paving Gravel	0.64	CDBG Local	$535,948
	Parkwood	Columbine	Fern	Paving Gravel			
	Bergin	Columbine	Fern	Paving Gravel			
2022	Barnes	Bergin	Bristol	Mill and overlay	0.15	Local	$85,000
2022	Maplewood Meadows Sub			Mill and overlay	3.8	SAD Local	$863,648
2022	Maple	Fenton	Saginaw	Road Rehab	1.2	TIP	$1,600,000
2022	Belsay	Davison	Potter	Road Rehab	1	TIP	$525,617
	Total				6.15		$3,610,213

Year	Road Name	From	To	Class and Treatment	Length (mi)	Funds Used	Cost of Project
2023	Belsay Rd	Lapeer	I-69	Mill and Overlay	0.5	TIP	$955,000
2023	Bristol Road	Fenton	Saginaw	Micro Surface	1	TIP	$1,500,000
2023	Maple Leaf Sub			Mill and Overlay	0.28	SAD Local	$164,000
2023	Brady	Saginaw	Morrison	Mill and Overlay	0.18		
	Webber	Saginaw	Morrison	Mill and Overlay	0.18	Local	$199,600
2023	5 Miles of Major Street			Crack Seal	5	Local	$43,500
2023	Genesee	Court	Davison	Mill and Overlay	1	TIP	$1,250,000
2023	Maple	Saginaw	Dort	Mill and Overlay	1	Local	$90,000
				Total	9.14		$4,202,100

Year	Road Name	From	To	Class and Treatment	Length (mi)	Funds Used	Cost of Project
2024	Bristol	Belsay	Vassar	Crush/Shape/ Resurface	1	Local	$1,800,000
2024	Bristol	Saginaw	Dort	Mill and Overlay	1	TIP	$1,900,000
2024	Major Crack Seal			Crack Seal	3.42	Local	$58,000
2024	Hidden Trails Sub			Mill and Overlay	1.164	SAD	$759,000
2024	Local Street Preservation			Cape Seal	7.95	Local	$829,000
2024	Calvert Park Sub			Mill and Overlay	0.48	SAD	$238,000
2024	Belsay	Bristol	Lapeer	Mill and Overlay	2.4	Local	$1,100,000
2024	Vineland Street			Gravel to Pave	0.24	SAD	$339,000
				Total	17.654		$7,023,000

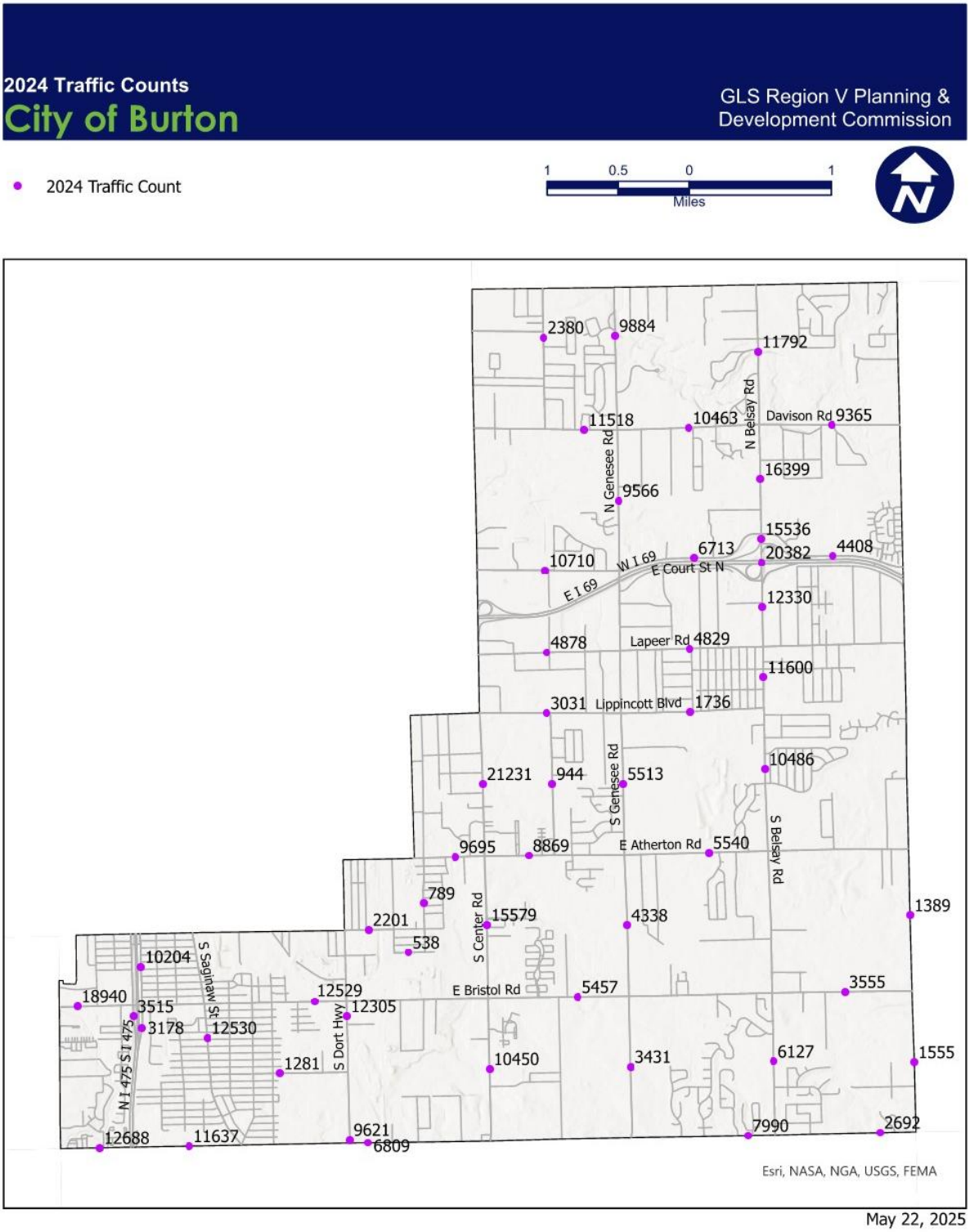
Planned Projects for this Construction season

Year	Road Name	From	To	Class and Treatment	Length (mi)	Funds Used	Cost of Project
2025	Court	Belsay	City Limits	Overlay	1.05	Local	$150,000
2025	Court	Center	Genesee	Mill and Overlay	1.16	Local	$875,000
2025	Maple	Center	Belsay	Mill and Overlay	1.74	Local	$760,000
2025	Harmony/Melody Sub			Mill and Overlay	0.71	SAD	$365,000
2025	Major/Local Preservation			Micro Surface	5.97	Local	$664,000
2025	NB Grand Traverse	Bristol	Hemphill	Mill and Overlay	0.58	TIP	$782,700
2025	Genesee	Davison	City Limits	Crush/Shape/ Resurface	1	TIP	$771,000
				Total	12.21		$4,367,700

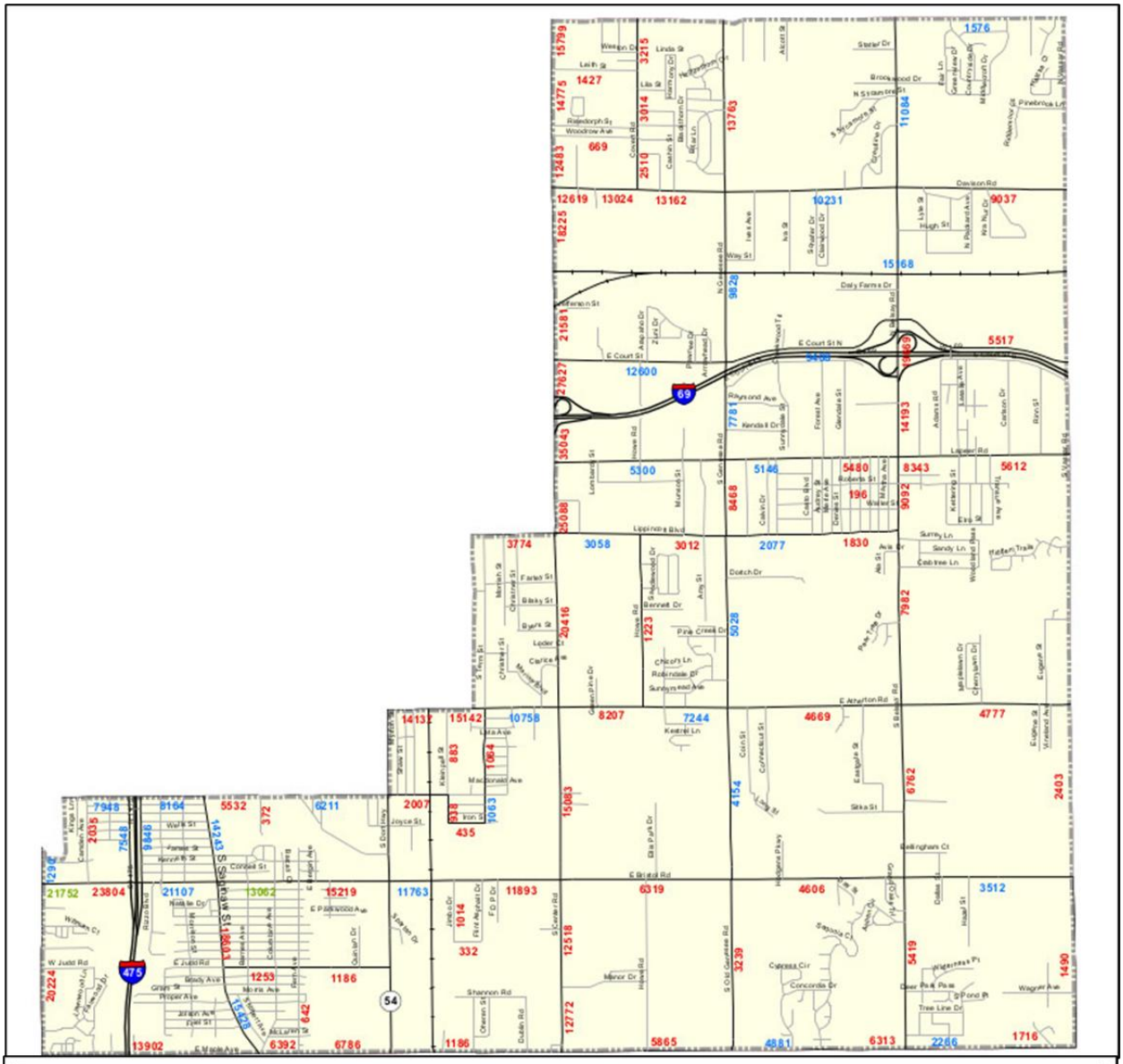
Traffic Counts

A map depicting the 2024 traffic counts for the City of Burton has been included. A map depicting traffic data which includes historic counts, 2014 counts, and 2015 counts is also included to allow for comparison. When comparing the two maps, you note that the majority of the traffic counts in 2024 increased.

Map 4-5: Traffic Count Map

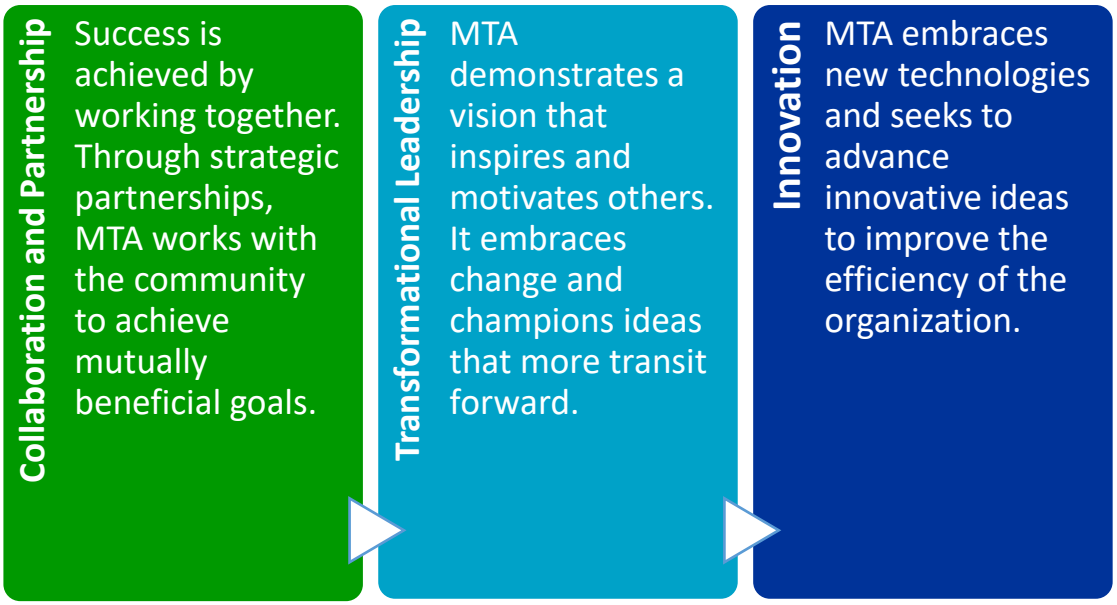


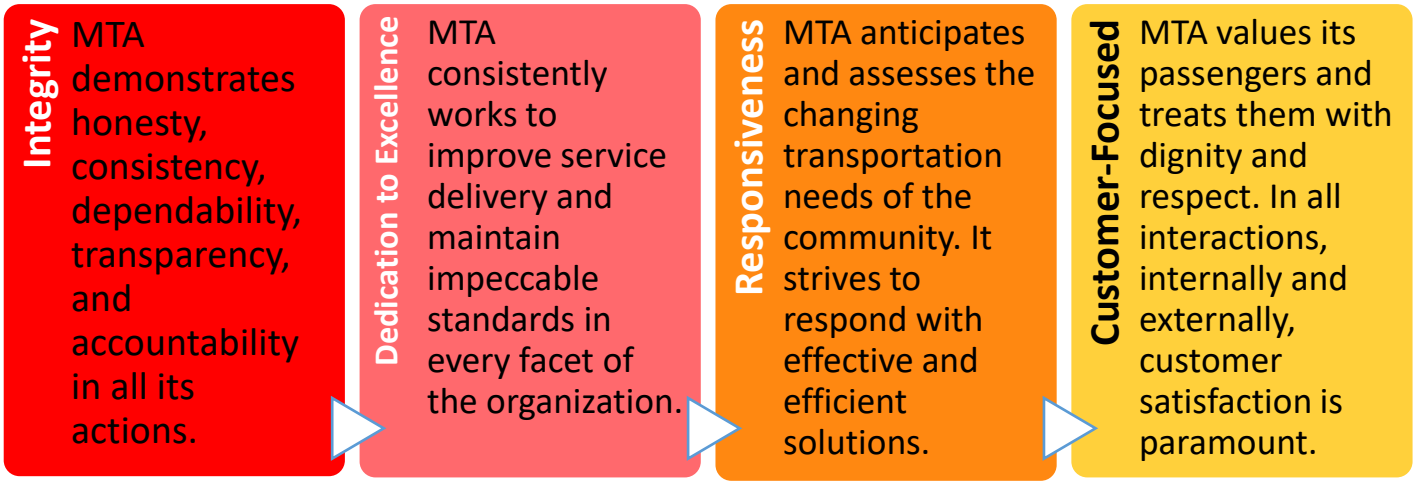
May 22, 2025


City of Burton
Interstate/Freeway
Arterials
Collectors
Local Roads
Railroads
Rivers and Streams
Traffic Counts
1234 2015 Count
5678 2014 Count
9012 Historic Count
GCMPC
GENESEE COUNTY METROPOLITAN
PLANNING COMMISSION
N
W
E
S
0.5 0.25 0 0.5
Miles
Sources: Michigan Geographic Framework Vs5A
Date: September 2015
d:\maps\transportation\2015Fraser\Genesee\Ungrouped\Counts\Burton.mxd

Mass Transportation Authority Service

The Mass Transportation Authority (MTA) serves public transportation within the Flint-Genesee County area. The MTA currently operates 15 primary routes, 39 peak hour routes, and 3 regional routes. Of the 15 primary routes, 4 enter the City of Burton. These include the South Saginaw route, the Lapeer Road route, the Richfield Road route, and the Dort-Averill route. Three lines stop at the MTA Headquarters in downtown Flint and allow for connection to the remaining 12 lines. The MTA also provides a demand-response service known as 'Your Ride' that is available to all residents. The MTA has a service center for Your Ride operations located in Burton on Dort Highway. They have developed a Strategic Plan for 2016 to 2026. The plan highlights seven key core values: integrity, dedication to excellence, responsiveness, customer-focused, collaboration and partnership, transformational leadership, and innovation. From these core values goals and objectives were created with an implementation plan.





There are many that apply directly to the City of Burton are listed below with the corresponding core value (MTA Strategic Plan 2016-2020, 16-17).

Responsiveness

- Meet requests for additional peak route services.
- Expand regional routes to increase job access.
- Increase capacity of Your Ride services.

Customer Focused

- Implement TDN Bus Stop Accessibility recommendations.

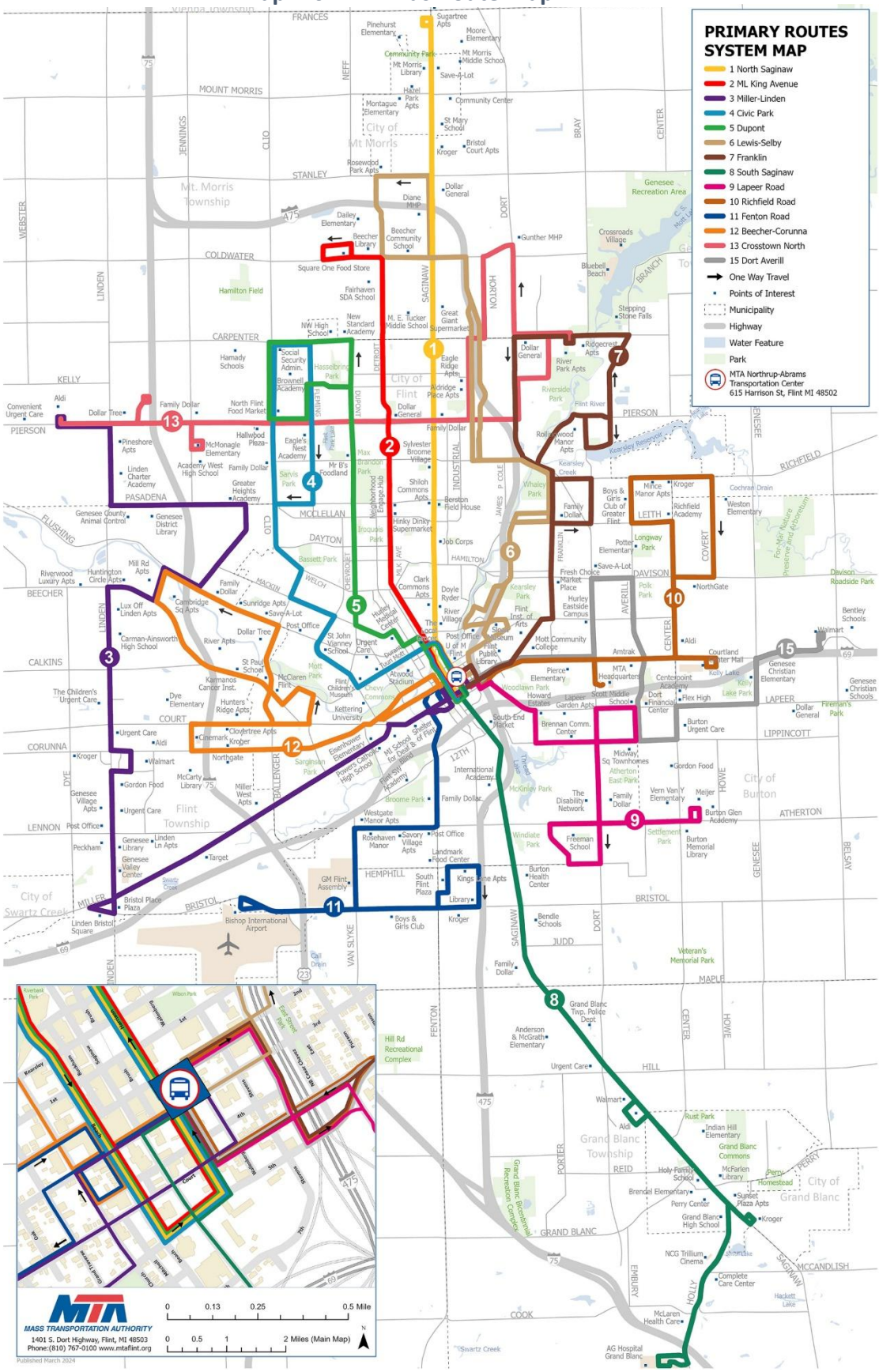
Partnering

- Explore regional connections with neighboring transit systems.

Leadership

- Actively engage in community projects
- Explore potential for Saginaw Street Bus Rapid Transit (BRT)

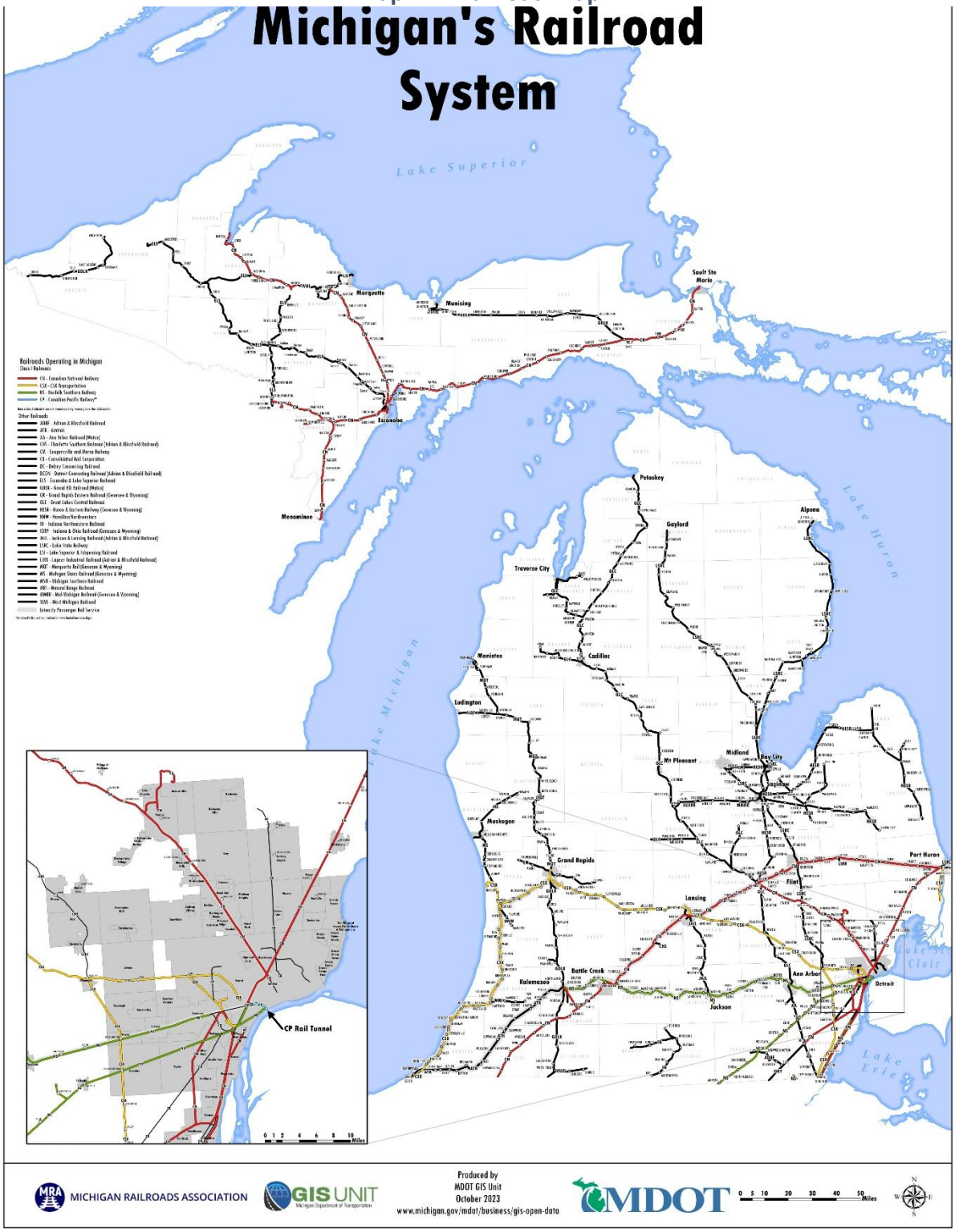
Map 4-6: MTA Bus Route Map



Railroads

Currently, the Canadian National Railway and Lake State Railway have active rail lines through the city providing access to destinations throughout the continent. A large portion of the land zoned for industrial use in the city is located along these railroad corridors.

Map 4-7: Railroad Map



Chapter 5. Natural Features

There are many different components that impact land development. Natural features are one of those components. Identified natural resources that are sensitive to development include wetlands, floodplains, and water courses such as creeks. The destruction or disturbance of these features can cause hazards such as flooding and wasting important productive lands and renewable resources[4].

The identification of these features can help guide development that will not be as costly and maximize amenities without affecting the natural systems. Some of these sensitive features are also potential recreation and/or conservation areas within the city.

Wetlands

In 1979, the Goemaere-Anderson Wetland Protection Act was enacted by the State of Michigan. This legislation was passed to help protect wetlands by restricting their use to certain activities (fishing, boating, farming, among others), but still allowing other activities after going through a permit approval process by the State of Michigan. Permits are approved only upon a review of an environmental assessment filed by the petitioner and upon a finding that the activity is in the public interest. In 1994, the act was incorporated into the Natural Resources and Environmental Protection Act.

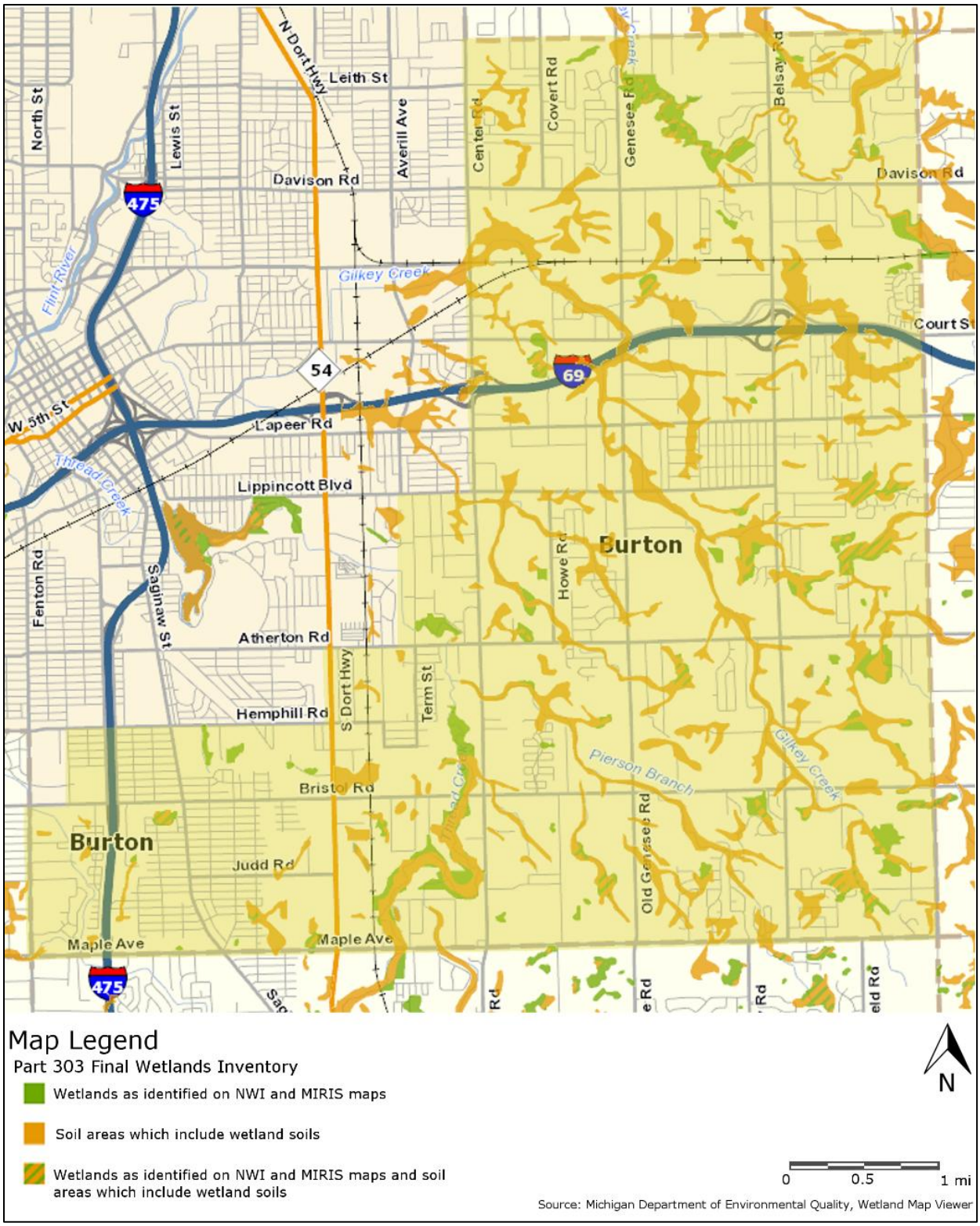
Under the provisions of the Act, a wetland is defined as "land characterized by the presence of water at a frequency and duration sufficient to support, and under normal circumstances does support, wetland vegetation or aquatic life and is commonly referred to as a bog, swamp or marsh." The State of Michigan's regulations through the Department of Environmental Quality uses three tests to determine state jurisdiction wetlands.

Wetlands are very important natural resources. These areas help the region as well as local community in many natural amenities such as flood controls, wildlife habitat, recharge areas for ground water and much more. Wetlands are, however, sensitive to neighboring development and, in some cases, are protected by the state.

Through the Michigan Department of Environment, Great Lakes, and Energy (EGLE) they have a map of the wetland inventory (Map 5-1). Wetlands recognized by the National Wetland Inventory (NWI) and Michigan Resource Inventory System (MIRIS) are scattered about the city in dark green (Map 5-1). Two major wetland areas include the For-Mar Nature Preserve and Arboretum County Park, along Kearsley Creek, along Gilkey Creek, and along Thread Creek. In orange, are identified wetland soils, which are in more areas then the identified wetlands. Wetlands are scattered throughout the City of Burton creating potential impediments to development, but also an asset by providing green space, habitat, and flood control benefits.

[4] For a complete discussion of the importance of protecting environmentally sensitive areas see Performance Controls for Sensitive Lands, Planning Advisory Service Reports 307 and 308, June 1975

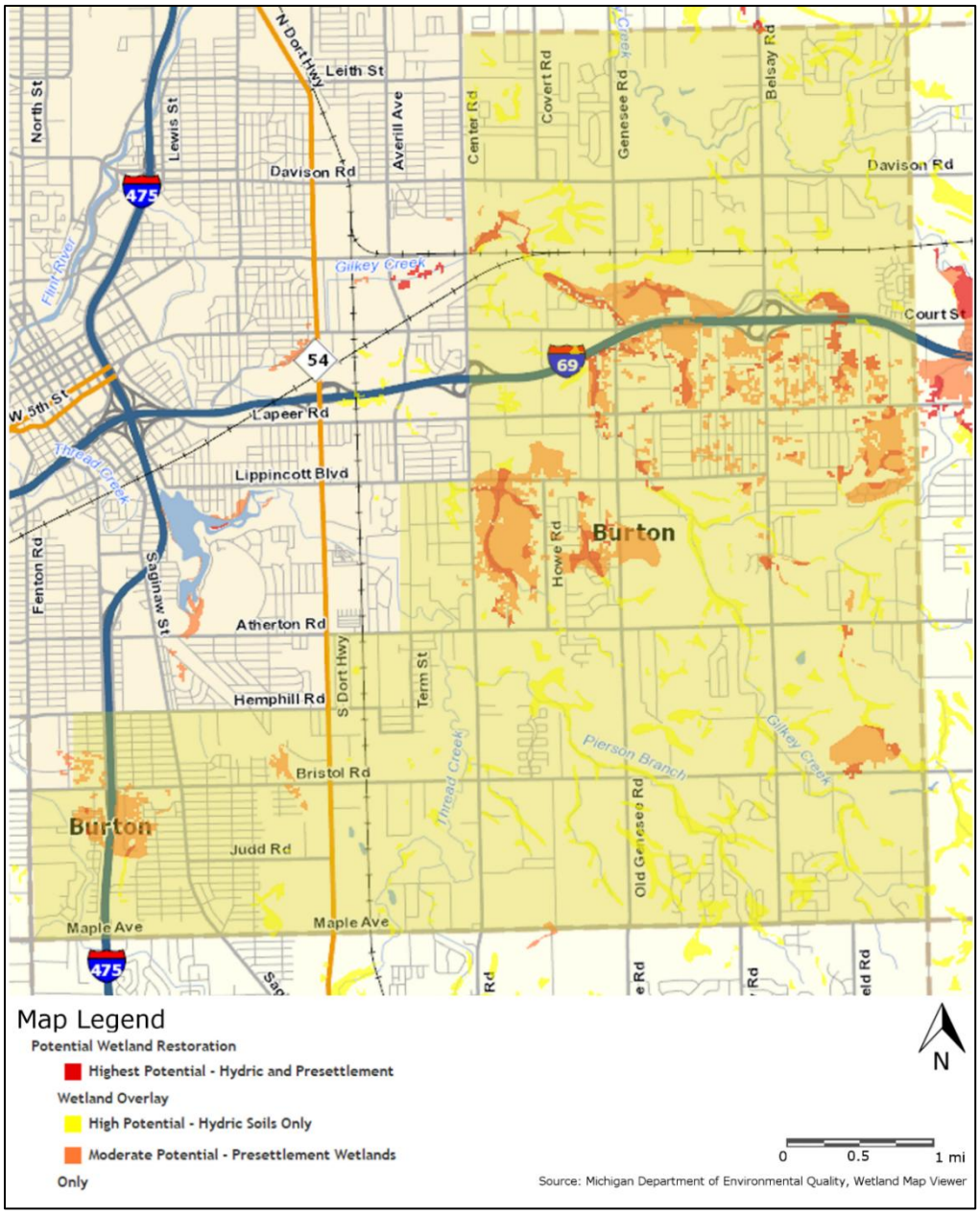
Map 5-1: Wetland Areas in City of Burton



Can view this map at: http://www.mcgi.state.mi.us/wetlands/mcgiMap.html#

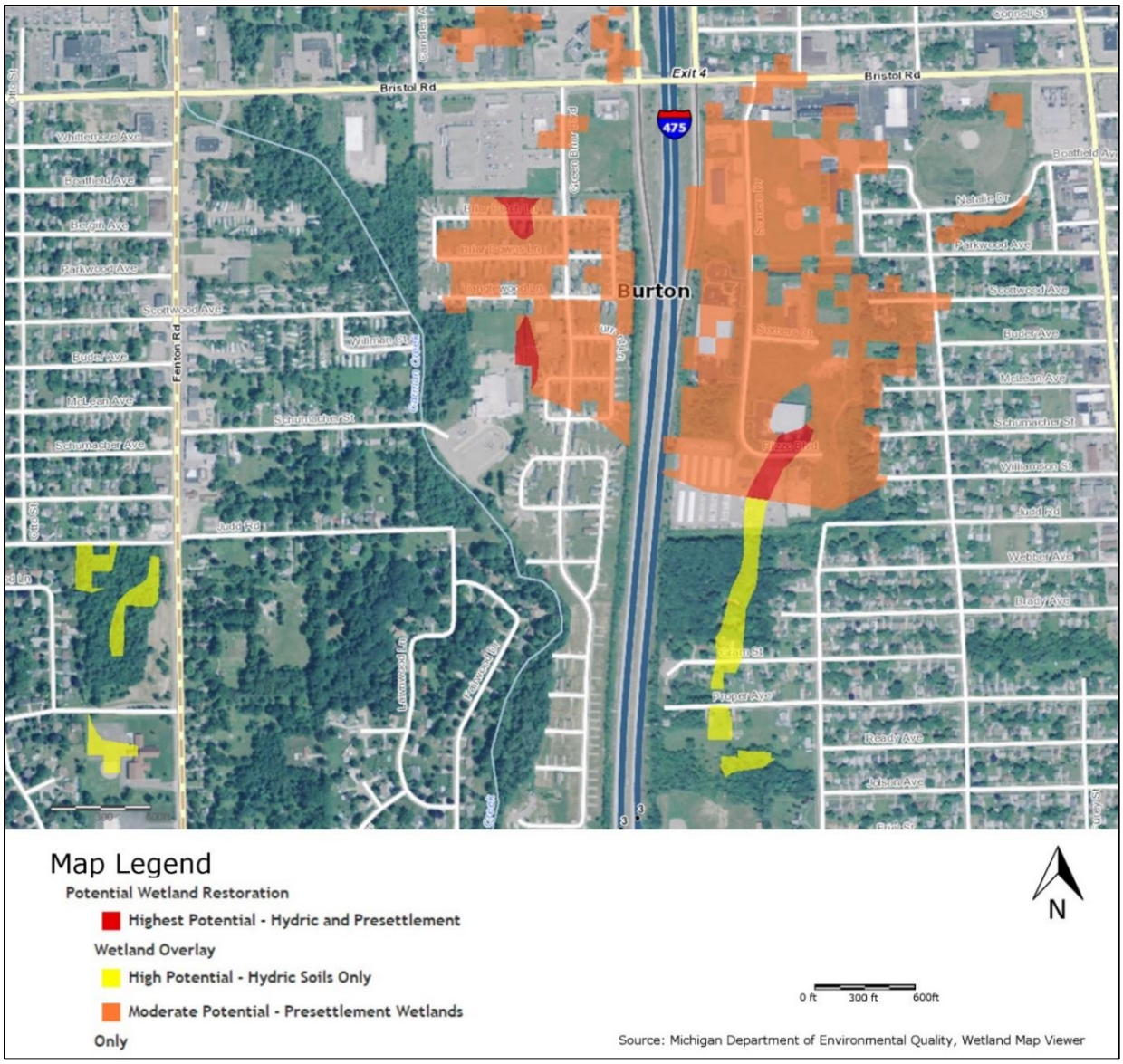
In the development of the community there has been some wetland conversion. Through evaluating EGLE's potential wetland restoration map (Map 5-2) overlaid with the existing land use map (Map 6-1), one can see potential areas where wetland could be restored. This is particularly important if a property owner wishes to develop an existing wetland, which may be allowed through restoration of previous wetland. The two elements that evaluate the potential for restoration is based on whether the area has hydric soil and/or a pre-settlement wetland. The main grouping of potential wetland coverage is the southwest corner along I-475 just south of Bristol Road, near Lippincott Boulevard between Center Road and Belsay Road along Thread Creek Gilkey Creek, and Pierson Branch, and along the I-69 corridor by Genesee Road. Some zoomed in callouts include along I-475 south of Bristol, middle section of Thread and Gilkey Creek, and along the I-69 corridor by Genesee Road.

Map 5-2: Potential Wetland Restoration in City of Burton



Can view this map at: http://www.mcgi.state.mi.us/wetlands/mcgiMap.html#

Map 5-3: Potential Wetland Restoration Along I-475



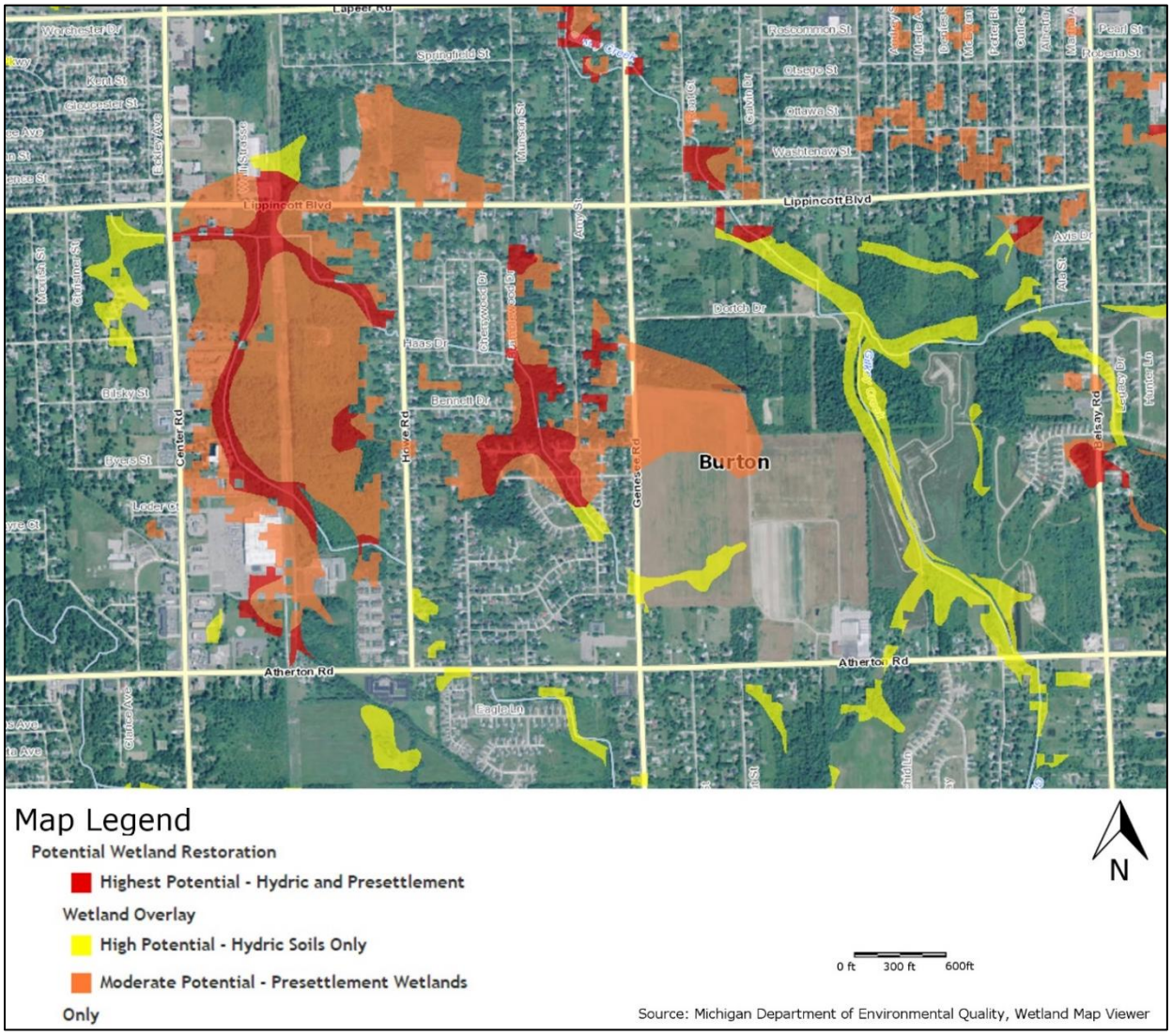
Can view this map at: http://www.mcgi.state.mi.us/wetlands/mcgiMap.html#

Along I-475 just south of Bristol Road is mainly located in an area of industrial, mobile home park, commercial, and public and quasi-public land uses (Map 5-3). Within the industrial park there is a large amount of green space. Incentive zoning techniques could be used to encourage the restoration of this highly potential wetland area. A win-win situation could be the restoration of a wetland to help the community while the property owner will have less mowing area, potentially better storm management, and other intrinsic values.

The area along Thread Creek and Gilkey Creek involve a collection of uses including mostly vacant land along Thread Creek (Map 5-4). Other adjacent uses to this area include utilities, multiple family, single family housing, general commercial, community shopping center, and public and quasi-public uses. Wetlands can be a good transitioning buffer from commercial type uses to residential using because of wetlands' ability to hold and release storm water and natural space to act as a sound barrier. The large

amount of vacant land helps to buffer the two commercial types and utility areas from some of the multiple family and single family areas.

Map 5-4: Potential Wetland Restoration Along Thread and Gilkey Creek

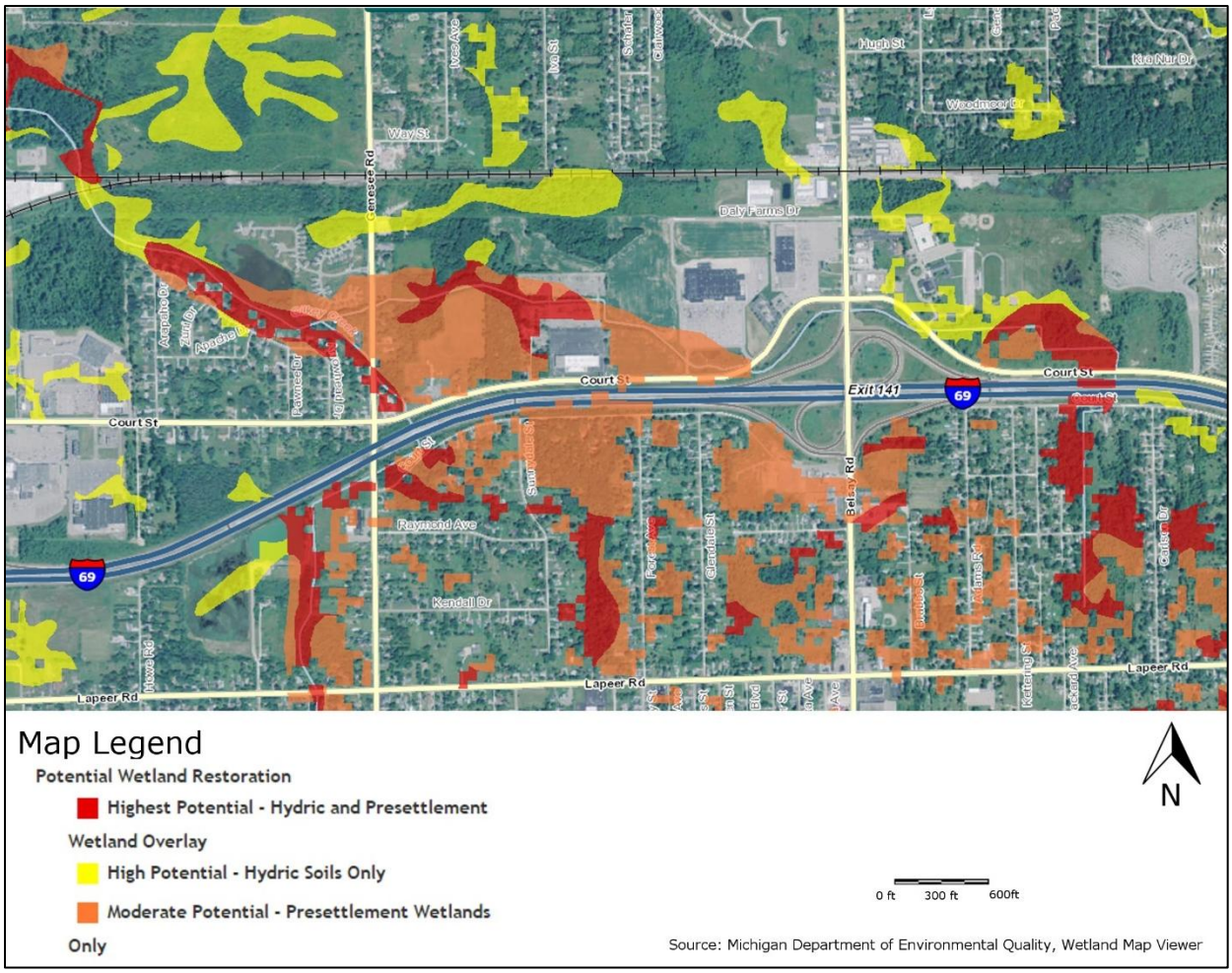


Can view this map at: http://www.mcgi.state.mi.us/wetlands/mcgiMap.html#

These wetland areas also are very close to the water courses of Thread and Gilkey Creek, which could be undesirable development locations. An alternative to additional development would be to restore it to a wetland or into the public domain to protect the creek as well as potential property owners.

Lastly, one area of high potential wetland restoration is located along I-69 (Map 5-5). Focusing on the west side first along a northern part of Gilkey Creek is surrounded by single family, multiple family, public and quasi-public, vacant and agricultural, and commercial land uses. The vacant areas, Kelly Park, and residential areas could utilize the benefits of being along nature and utilizing the benefits of a wetland area.

Map 5-5: Potential Wetland Restoration Along I-69



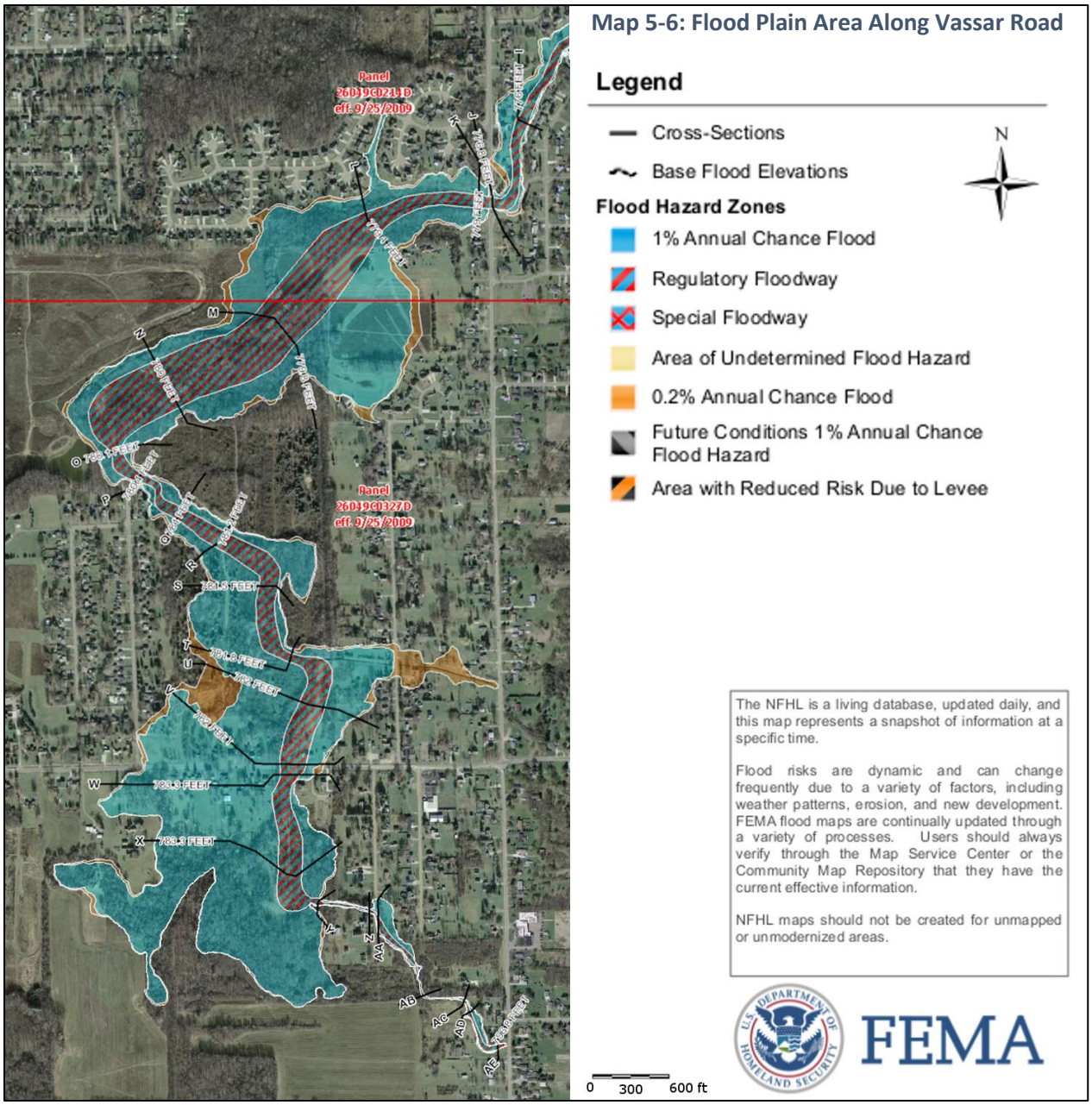
Can view this map at: http://www.mcgi.state.mi.us/wetlands/mcgiMap.html#

Floodplains

The Federal Emergency Management Administration (FEMA), administers the National Flood Insurance Program (NFIP), which identifies communities with flooding potential and encourages these communities to participate in the program. As part of the program FEMA, in cooperation with the Surface Water Division of the Michigan Department of Environmental Quality, identify the “100 year flood plain” for that community. The “100 year flood plain” represents the areas along a river, stream, drain or lake which is expected to have a 1 percent chance of flooding in any given year.

The floodplain areas in the City of Burton coincide with the existing surface courses with its jurisdiction. Some of these major creeks include Gilkey Creek, Kearsley Creek, Thread Creek, and Pierson Branch. Through a comparison the existing land use Map 6-1, we can conclude that much of the existing development within the city does not occur in a flood plain.

Below in Map 5-6 is a callout along Vassar Road. The main floodway, which is the channel that carries water downstream during a 100-year flood, is indicated with red hatched lines. The floodplain within the 100-year flood plain is indicated in blue, while 200-year floodplains are indicated in tan. This area is surrounded by single family homes and vacant/agricultural property. Many of the surrounding buildings are not directly located within the floodplain.



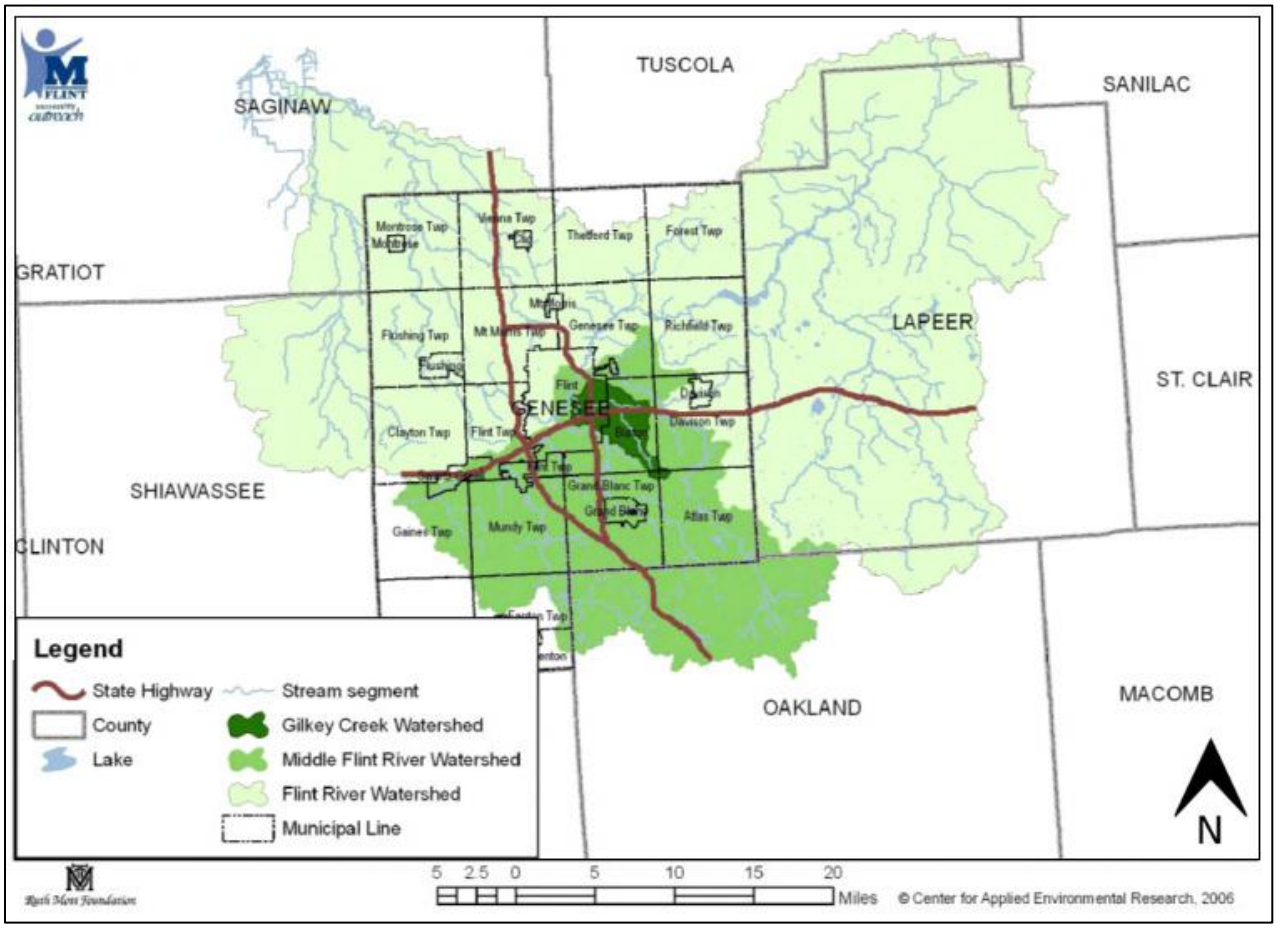
Map 5-6: Flood Plain Area Along Vassar Road

Due to the fact that little actual development exists in the existing floodplain, regulation of new development in the floodplain, rather than mitigation of existing floodplain development should be the primary focus of future development in these areas. Fortunately, existing provisions within the State of Michigan's Building Code provides regulations necessary to regulate such development.

Flint River Watershed Coalition Gilkey Creek Plan

In 2006, the Flint River Watershed Coalition established a Gilkey Creek Watershed Management Plan involving many parties including EGLE, Genesee County Drain Commission in City of Burton, and City of Flint. The Gilkey Creek primarily runs through the City of Burton (Map 5-7). The plan includes evaluation of designated and desired uses, goals and objectives, local policy and ordinance review, landscape preservation plan, water quality, best management practices, education plan, and evaluation. The plan indicates the most appropriate uses for the creek are as an education tool, for increased recreational use, and for increased aesthetics (pg 2-3).

Map 5-7: Gilkey Creek Location in Flint River Watershed



Goals and objectives were developed for the Gilkey Creek listed below with the goal listed fist and corresponding objective(s) below:

1. **Improving wildlife habitat and other aquatic life habitat**
   - Reduce impacts from drain maintenance
   - Increase the riparian corridor and create/incorporate a green infrastructure network
2. **Improve warm-water fishery**
   - Reduce sediment inputs
   - Decrease impact from storm events
   - Re-vegetate along the stream corridor

3. **Increase creek aesthetics, educational opportunities and recreational use (for partial and total body contact)**
    - Assessment of E. coli levels
    - Increase visibility and aesthetic quality
    - Promote current recreational opportunities
    - Identify potential recreational opportunities
4. **Reduce flooding and improve navigation**
    - Improve storm water management practices
    - Source control
    - Improve existing infrastructure (bridges, culverts, storm drains)
    - Increase riparian vegetation and wetland use
5. **Improve creek for public health and drinking water**
    - Reduce threat of bacteria and nutrient levels
    - Create a wellhead protection program
    - Reduce impacts from roadways
    - Prioritize brownfield sites that pose a potential threat to surface water contamination

These goals and objectives are focused to increase / maintain healthy parts of Gilkey Creek and increase quality of life for all that engage with the creek. One way to achieve the objectives and goals is through policy. The plan reviewed the City of Burton's existing land use policies and listed the following findings:

1. Burton's policies are relatively weak for water resource protection. Specifically, the city has no policy on erosion control that prohibits clear cutting and stripping of lots for development, the drain office coordinates the soil erosion and sediment control for new development, incentives for impervious surface reduction (parking or road width variances), parking lot runoff controls, landscape standards, or natural feature setbacks.
2. Watershed planning is not currently incorporated into other municipal planning efforts (parks, master, etc).
3. The City of Burton should consider a wellhead protection plan (briefly mentioned in Master Plan). This is based on the variable types of soil and infiltration rates found in the city.
4. Burton should consider allowing on site treatment of storm water in parking lots and reevaluate its minimum parking requirements.
5. Maintenance of on-site detention basins are neglected prohibiting them functioning properly.
6. Laws exist for sediment runoff control from construction sites and for catch basin maintenance but appear to not be enforced regularly.
7. There is little correspondence between communities on goals of water quality and quantity.

In addition, the plan notes that the landowners can implement Best Management Practices (BMP). The three types of BMP is through structural (culvert or bridge replacement, pervious surfaces, etc.), vegetative (grassed swales, native plantings along creek, etc), and managerial (reducing slope for grading, silt fences, etc.).

With the advancement of either education, awareness, policy, or collaboration there is the potential to improve the Gilkey creek, which the Flint River Watershed Coalition is concerned and working on.

Chapter 6. Existing Land Use

Existing Trends

The City of Burton grew as a first-ring suburb stemming from the City of Flint. As the City of Flint grew and job became available in the area, people moved to Burton and other adjacent communities. As the population information has shown, the City of Burton's population has grown and decreased with no particular trend. When Burton Township reincorporated as the City of Burton in 1972, which prevented further annexation from the City of Flint, it adopted more regulations and zoning to regulate the city's growth. As property was divided and developed the zoning became apparent in the land use. The land uses evaluated include commercial, industrial, residential (single family, multifamily, and manufactured housing) public and quasi-public, and vacant, right-of-way, and farmland.

Commercial Uses

Commercial uses are most prevalent along the city's main north-south thoroughfares, but those uses lessen as you move east to Davison Township boundary. The most intense commercial uses are located along Dort Highway (M-54) and along the Saginaw corridor. On Dort Highway, the continuous commercial uses are broken up by a large faction of industrial uses or vacant land that was once industrial. This is most prevalent near the intersection of Bristol Road and Dort Highway. This trend is mostly due to the proximity to an existing and abandoned railway intersecting in that area. In contrast, when compared to the Saginaw Road corridor, there are many smaller commercial uses of property that are quite continuous with very few residential and public properties fronting Saginaw Road.

The Center Road corridor (though north of Lippincott, the west side is in the City of Flint) remains a solid commercial area. Due to Interstate 69 access, large commercials centers have been devolved over the past 50 years. While the economic downturn and recession of the 2000s have increased vacancies at these developments, the overall use has not changed and are still utilized as the area continues to recover from the recession. Another area with this designation of use is on Center Road in an area mostly occupied by a local retail store. These two Community Shopping areas make up a total of 114.3 acres, separate from the general commercial uses.

There remains to be nodes of commercial uses at intersections most of the major "mile' roads within the city's limits. This trend remains to be much less prevalent the further east and south in the city and being nonexistent at every Vassar Road intersection at the eastern border of the city. The general commercial uses (not including "community shopping") make up 1,103.5 acres within the city.

Industrial Uses

Industrial uses (as mentioned above) are concentrated mostly at the Bristol Road and Dort Highway intersection amongst commercial uses. This trend moves east from that intersection along Bristol Road and into industrial parks or large parcels fronting Bristol Road. There are some industrial uses along the east side of Center Road from the Robert T. Longway Boulevard intersection area north and almost to the Davison Road intersection. Other industrial uses are more sporadic, being far and few between the concentrated area mentioned herein. The total industrial land uses within the city total 743.8 acres.

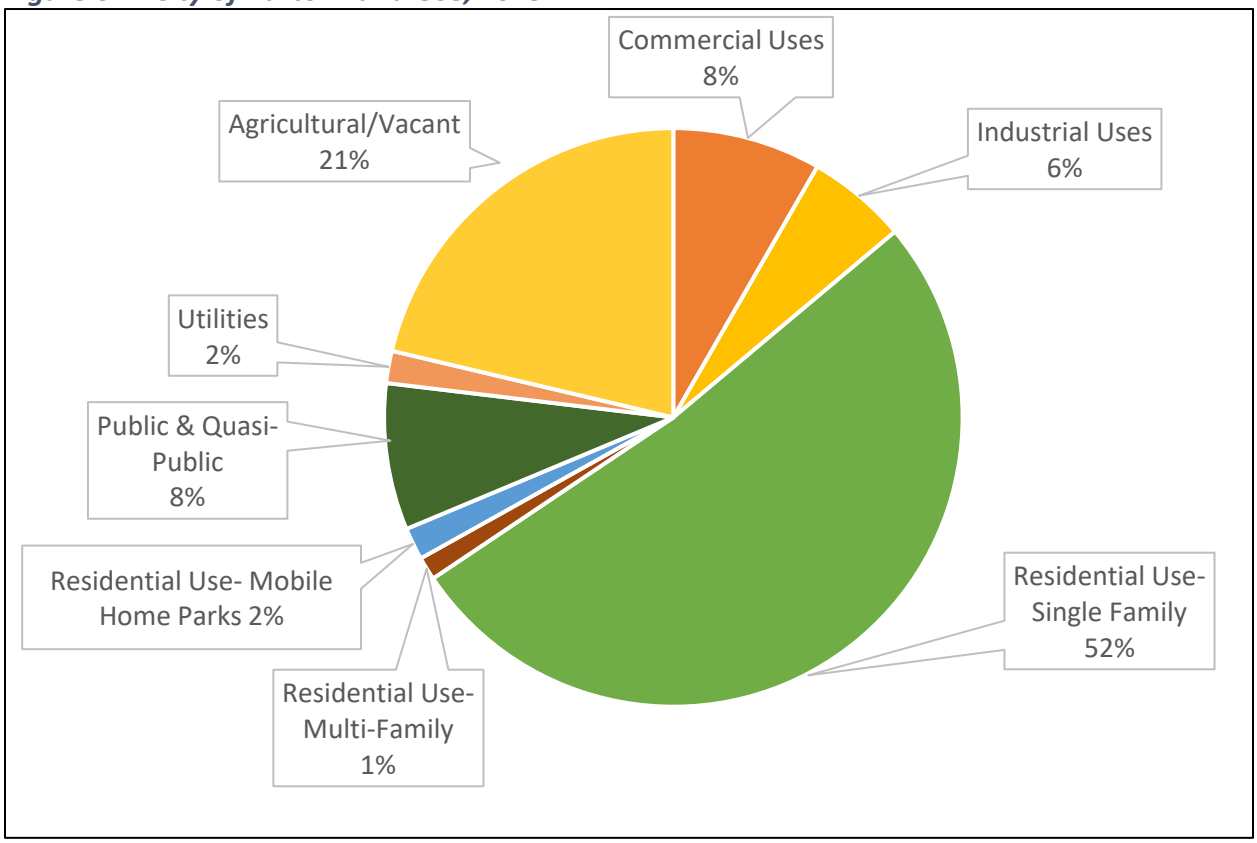
Residential Uses

Residential uses continue to dominate the city. High density levels of housing tapers off in the east part of the city making Center Road a threshold to the verifying housing density. Single family residential uses are the largest property land use group within the city with 6,867.2 acres. Other residential uses, such as multi-family (170.6 acres) and mobile home parks (245 acres) are much smaller in comparison.

Public and Quasi-Public

A total of 1,083 acres within the city are designated as public or quasi-public land, with these properties distributed generously throughout the community.

Figure 6-1: City of Burton Land Use, 2025



Agricultural and Vacant

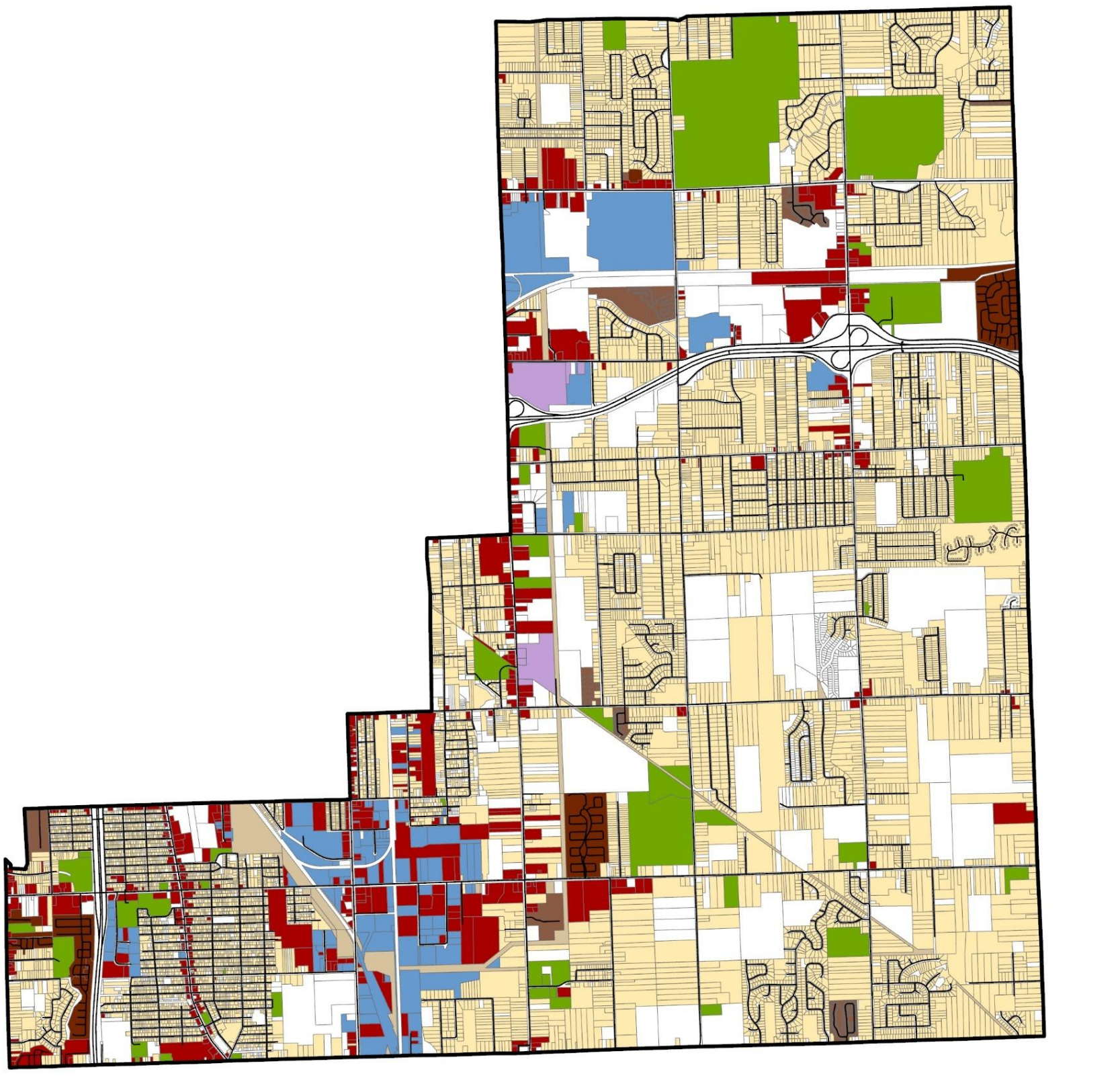
There is a large amount of farmland located on the southeast side of the city. There are pockets of agricultural and vacant land throughout the city. There three main clusters are located along Davison Corridor, I-475, and in the center/southern part of the city. The amount of property being used as agricultural and vacant amounts to 2,830 acres. This is the second highest land use in the city.

Utilities

Utilities land use category refers to land and facilities used for the generation, transmission, distribution, and storage of essential public services. This includes both public and private infrastructure that supports the functioning of a community and accounts for 235 acres of land.

Map 6-1: Existing Land Use Map – 2025

2025 Existing Land Use



Chapter 7. Other City of Burton Existing Plans

DDA Visioning Plan

The Downtown Development Authority for the City of Burton have developed a visioning plan and guidebook to help assess the district now and guide the future (Figure 7-1). Some of the issues the plan focusses on include pedestrian and car friendly access and mobility, infill/redevelopment, placemaking within the district, establish gateways, and a common identity for the DDA District for both patrons and business owners to enjoy.

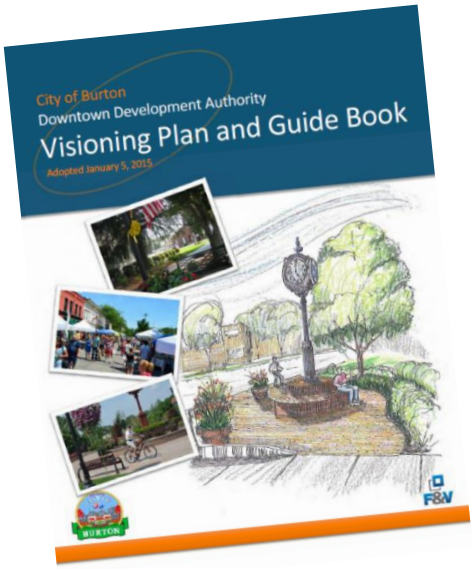


Figure 7-1: Cover of DDA Visioning Plan and Guide book

Current District Assessment

The North District is classified as Saginaw Street from Hemphill Road to Scottwood Avenue where there are many small locally owned service and retail businesses (Map 7-1). There is a large amount of automotive related business in this part of the district. There are a few key anchor stores including Rocky's Great Outdoors, Winn's Electrical Showroom, McDonalds, Rally's, Dollar Tree, and Hamiton Community Health Network building. Within this district there are a few identified vacant properties. This district is adjacent to single family residential areas.

Map 7-1: DDA District Existing Land Uses Map



Source: DDA Visioning Plan and Guide Book pgs 2.3-2.4

The South District is located along Saginaw Street from Scottwood Avenue to Maple Avenue and has a collection of fast food and bars and grills. There is a higher number of vacant, undeveloped, or available

properties in the South District where there could be improvements on the diversity of food selection and entertainment for youth, young adults, and senior citizens.

Future Vision & Design Guidelines

The DDA Visioning Plan contains five goals developed with several objectives for each. Below are all five goals with some of the different objectives that correlate with each goal:

Goal #1) Improve traffic and pedestrian circulation for a consistent flow that will slow vehicles, encourage walkability, and improve pedestrian safety:

Implement a traffic study to establish current counts and design volume of streets as well as detailed options and locations for medians, traffic calming devices, road diet options, access management, signalization upgrades, and phasing scenarios.

Maintain communications with adjoining communities related to future nonmotorized pathway implementation, particularly the Grand Traverse Greenway.

Establish a committee to review all future road plans within the district for compliance with complete streets and universal access design methods

Goal #2) Improve the visual appearance to be more welcoming and that patrons will want to re-visit:

Establish new, more welcoming and flexible zoning codes specific to the DDA district related to landscaping, signage, building materials, dimensional restrictions, and nonconforming elements.

Create welcoming gateways whether entirely within the road right-of-way or with development of properties adjoining gateways and key intersections.

Develop conceptual streetscape plan of Phase 1 that will establish a design scheme for all elements within the street right-of-way (ie: lighting, landscaping, pavement, and sidewalk treatments.

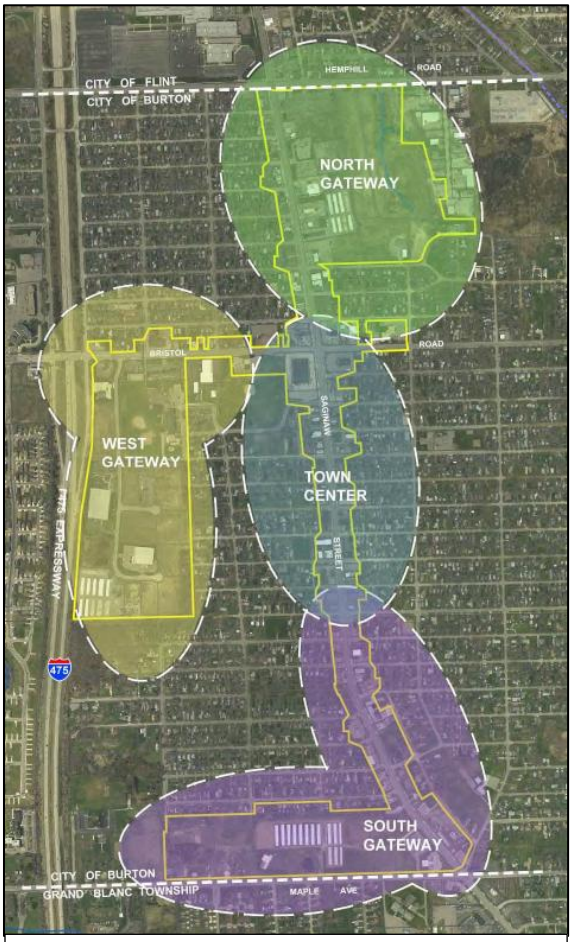
Goal #3) Create an identity for the City of Burton Downtown area:

Develop a cohesive wayfinding, Banner, and DDA district signage plan that will identify a consistent scheme throughout the district and include the DDA's and city's logos.

Goal # 4) Eliminate blighted and/or vacated buildings and land:

Establish an allocation of the city's CDBG funds for removal of blighted structures.

Map 7-2: DDA District Gateway Map



Location of the different gateways and town center in City of Burton's DDA district. *Source: DDA Visioning Plan and Guide Book pgs 4.2*

Encourage and promote the repurposing of vacant or marginally used buildings and properties for attractive, community based office, service, and commercial uses.

The plan proposes three gateways (North, West, and South) that lead to the Town Center on Saginaw Street (Map 7-2). All gateways include some or all elements of infill development, rehabilitation, connection to other non-motorized transportation, pedestrian cross over, street lighting, banners, distinctive landscaping, traffic study, and street calming tactics.



Figure 7-2: DDA Visioning Plan

Collage of Photos from DDA Visioning Plan and Guide Book. Pgs. 3.4, 3.6, and 4.3

The plan recommends the development at these gateways and prominent intersections to be highlighted using three or more of features such as public art, unified signage, monuments, special landscape treatments, open space/plaza, water feature, special paving or surface treatment, unique pedestrian scale lighting or bollards, and flags or banner pole groupings. Other design details include pedestrian and vehicle oriented street fronts along the street right-of-way. Design guidelines on gateways, pedestrian and other non-motorized connection, landscaping, lighting, site furnishings, signage/ wayfinding, walls and fences, screening equipment, and building facades. These features come together to give a highly visible pedestrian and car friendly zone that businesses and their patrons will enjoy.

Implementation

To create a sense of place through placemaking the plan identifies four crucial elements: government policy and enablement, branding and identity, marketing, promotion, and incentives, and infrastructure and development. The following are some of the major proposed action items under each placemaking element:

Government policy and enablement include:

- Ordinance update with performance code or overlay district
- Develop and adopt a plan and process for future development of the North Gateway at Hemphill Road and Saginaw Street
- Develop a policy for elimination of blight and vacant buildings

Branding and Identify:

- Develop Wayfinding and Signage System Plan
- Develop plans and details for gateways

Marketing, Promotion, and Incentives:

- Develop a comprehensive list of available properties and development sites and promote the opportunities

Infrastructure and Development:

- Traffic Study of District for feasibility of plan concepts and implantation details
- Preliminary Design and Plan development for Phase 1 Streetscape Improvements

The Downtown Development Authority for the City of Burton is a crucial part of the community. Their plan is referenced in this Master Plan to highlight the importance of a unified community vision for the City of Burton.

Parks and Recreation Plan 2024

The City of Burton developed a Parks and Recreational Master Plan in 2024, which helps to create an understanding of the community's current recreation resources and its vision for the future (Figure 7-3). The plan identifies six city owned parks/facilities, nine public schools' areas with recreational space, 17 private facilities with recreational areas/activities, and two county parks within the City of Burton (Map 7-3). The city owned parks/ facilities are concentrated on the southwest and middle of the city.



Figure 7-3: Cover of City of Burton Five Year Parks and Recreation Plan

Based on the accessibility rating system there is one park/facility that ranked a four where "the entire facility/park meet accessibility guidelines" (Table 7-1). There are four parks that ranked three where "most of the facilities/park areas meet accessibility guidelines." Settlement Park had the lowest at a ranting of one where "none of the facilities/park areas meet accessibility guidelines."

Many of the different amenities within the parks and facilities include: classrooms, lounges, pavilion, picnic tables, drinking fountains, historical/cultural memorial site, playground equipment, fishing spots, location for canoeing/kayaking, wildlife viewing/education, etc.

The public schools and private facilities are located through the city provides a diversity of recreational activities for residents and visitors to the city. The amenities range from sporting venues and playgrounds to bowling, martial arts, golf courses, fitness centers, and much more.

The two county parks are located on the north side of the city; For-Mar Nature Preserve and Arboretum and Davison Roadside Park. For-Mar Nature Preserve and

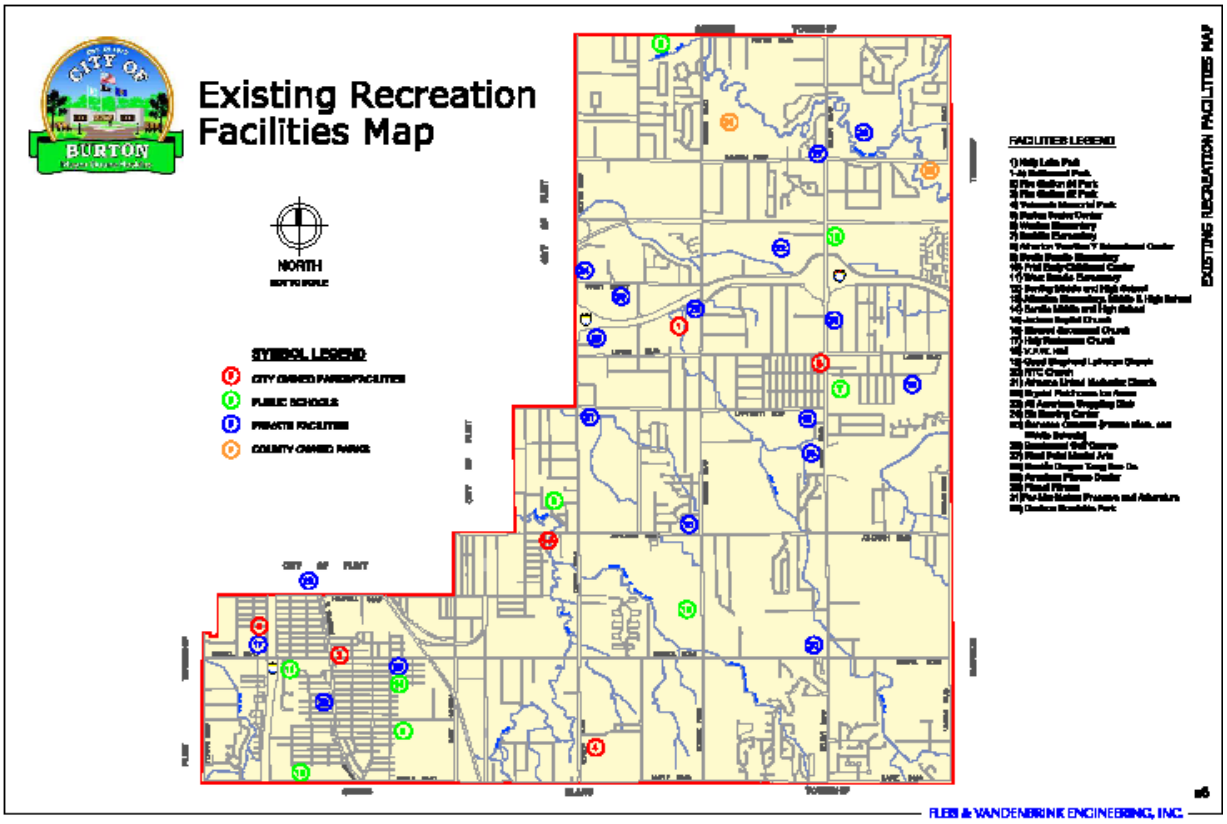
Table 7-1: Parks and Recreation Master Plan Accessibility Rating

Accessibility Rating	Definition
1	None of the facilities/ park areas meet accessibility guidelines
2	Some of the facilities/ park areas meet accessibility guidelines
3	Most of the facilities/ park areas meet accessibility guidelines
4	The entire facility/ park meet accessibility guidelines
5	The entire facility/park was developed/renovated using the principle of universal design

This explains the accessibility ratings 1-5 and the corresponding definition.
Source: City of Burton Five Year Parks and Recreation Plan pg 20

Arboretum includes amenities such as hiking trails, cross country skiing/snow showing, nature preserve, arboretum, DeWaters Education Center, Corydon E. and Foote Bird Collection. The Davison Roadside Park includes a pavilion, playground equipment, picnic areas/grills, and sledding area. The evaluation of parks and recreation services located within the city is thorough and serves various areas of the community with different opportunities, but there is always room for improvements.

Map 7-3: Parks and Recreation Master Plan Existing Recreation Facilities Map



In the City of Burton these are the existing recreation facilities that are city owned, owned by public schools, private facilities, and county owned parks. *Source: 2024 City of Burton Five Year Parks and Recreation Plan pg 26*

Goals and Objectives

The heart of the Parks and Recreation Master Plan is the statement of goals and objectives. There are five major goals within the plan with several objectives some of them listed below with the corresponding goal:

1. **Continue to improve upon existing parks to better serve the recreational needs of the community for safe, economical, accessible, fun, and educational opportunities to all ages and abilities.**
    a. Pursue opportunities to develop and expand on Settlement Park for recreational uses and serve as a safe, accessible neighborhood park to those residents in the southern portion of the community.

b. Kelly Lake Park: Develop more nature trails, accessible walkways and observation areas in and around the wetlands that connect to the existing boardwalk and pathway, improve park signage, new sustainable restrooms, improve security, add wayfinding and interpretive signage, benches, water fountain, and work out stations. Improve general maintenance.
c. Veteran's Memorial Park: General maintenance to include repair and expansion of walls for more name markers. Add shade structure.
d. Fire Station #1 - Water Tower Park – replace play structure.
e. Continued maintenance at all parks. Establish a procedure/policy for monitoring and implementing maintenance at each park as needed.

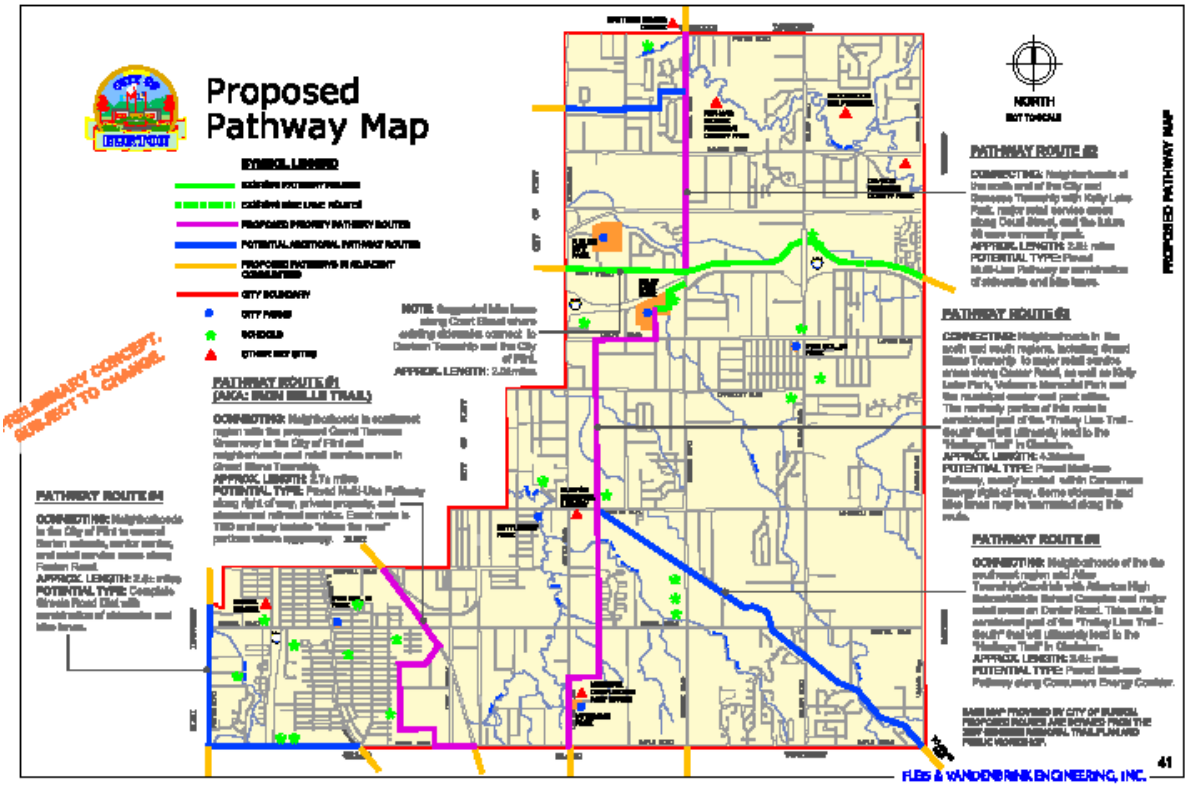
2. **Develop a system of non-motorized recreational and transportation networks that will safely link the City's residential areas with schools, parks, commercial areas, and adjacent communities.**
    a. Continue supporting the Burton Trail Committee which focuses strictly on development and advocacy of non-motorized trails and pathways, and waterways within the City and adjoining communities. This Committee reports current activities to the Commission at monthly meetings.
    b. Seek out funding for acquisition and/or development of the priority pathway routes identified in this plan. The number one priority route identified is the Iron Belle Trail (aka: extension of the Grand Traverse Greenway) connecting the City of Flint and Grand Blanc Township, through the City of Burton.
    c. Consider ways to increase walkability and ADA accessibility throughout the City. Perhaps by increased enforcement of sidewalk placement, and implementing a complete streets policy for new infrastructure projects.
    d. Develop a detailed non-motorized pathway plan to identify potential sub connector routes off the primary pathway routes (more specifically the Iron Belle Trail Route and Pathway No. 2) that connect neighborhoods, recreation, commercial venues, and adjoining communities by way of pathways, sidewalks, and bike lanes incorporating complete streets policies and universal access methods.
    e. Consider collaboration with schools to participate in the safe routes to school (SR2S) program. (See references in Appendix for SR2S contacts.)
    f. The City will continue to actively pursue acquisition and/or use easements on privately owned property, whenever practical, particularly in areas currently sited for pathway development.
3. **Enhance quality of life by expanding on the city's current park system through preservation of open space and development of new facilities in a cost-effective manner that are safe, accessible, responsive to the needs of the community, and geographically serve a broader range of residents.**
    a. Consider land acquisition opportunities to create additional park land and pathway routes, appropriate to City resources, that address the recreational deficiencies and demands as identified in this plan and future studies.
    b. Investigate opportunities to expand, both geographically and recreationally, on Settlement Park as a linear greenway park along the Thread Creek corridor connecting and partnering with Grand Blanc and City of Flint Communities.

c. When land opportunities become available, obtain public feedback to gauge community support and amenity needs specific to the land being considered and prior to developing concepts, cost opinions, and seeking funding.

4. **Expand on current programming by coordinating schools and with other public agencies, private recreational providers, citizens groups, and other organizations to offer a wide range of recreational, educational, and enrichment programs to its residents.**
    a. Partner with local groups (ie: library, senior center, For-Mar, private organizations, and adjacent communities) by including them in monthly meetings and continued communication with the Park Director.
    b. Assess programs and events currently offered throughout the region and coordinate and expand on programming through the city, schools, and senior center to fill in the gaps based on the needs of residents.
    c. Research other community plans for ideas related to programs and structure.
    d. Consider the Commission sponsoring more programs such as the youth league program.
5. **Increase public awareness of the City's park system and programs through marketing that effectively informs residents of opportunities to all ages and lifestyles.**
    a. The Parks Director shall coordinate with the Public Access Committee to continually update the City's website with current park information including programs and events.
    b. The Commission shall maintain a presence on social media to inform the community of upcoming events, programs, and projects, as well as obtaining community feedback on these topics.
    c. Reach out to the chamber of commerce, schools, senior center, library, Kiwanis and rotary groups, and local newspapers and TV stations to post park information on their media venues.
    d. Establish a protocol for donations making sure they are appropriately recognized.

Many of the objectives involve the expansion of green space/ park/ recreation space within the community. There recommends for a non-motorized transportation plan (Map 7-4) to create a network within the community via sidewalks and bike lanes/paths between major community nodes such as schools and other park areas.

Map 7-4: Parks and Recreation Master Plan Proposed Pathway Map



In the City of Burton these are proposed pathways for pedestrian traffic.
Source: 2024 City of Burton Five Year Parks and Recreation Plan pg 41

Action Program

The plan also includes a set of specific improvements in its Action Plan section. This Action Plan includes a five-year capital improvement schedule and financing mechanisms. Three general statements can be made related to the City of Burton:

1. All City-owned parks are in need of some form of improvements, Kelly Lake being rated the highest used;
2. Developing pathway networks was rated highest amongst its residents, with a strong focus toward the Iron belle Trail, nature trails and sidewalk development; and
3. Address the rising demand for recreation by developing new parks that serve broader areas of the City.

Transportation Asset Management Plan 2024

Roads, bridges, and their supporting infrastructure—such as culverts, traffic signals, signage, and utilities—are among the most critical public assets in the City of Burton. These systems serve as essential conduits for commerce and access to vital services, and their construction and maintenance are funded by taxpayers. Given their importance and cost, the city bears a significant responsibility to manage these assets efficiently and transparently.

To meet this responsibility, Burton has adopted an asset management approach, as defined by Michigan Public Act 325 of 2018. This process involves the continuous inventory, assessment, and strategic

investment in physical infrastructure to achieve performance goals in a cost-effective manner. Asset management integrates engineering and business principles to guide decision-making and ensure public funds are used effectively.

This 2024 Asset Management Plan outlines Burton’s current transportation assets—including over 171.677 centerline miles of roads, 10 bridges, 52 culverts, and 42 traffic signals—and evaluates their condition. It also details the City’s strategy for maintaining and upgrading these assets based on condition goals, user priorities, and available resources.

Supported by the Michigan Transportation Asset Management Council (TAMC), this plan not only fulfills state reporting requirements but also serves as a tool for public accountability. It provides elected officials, city staff, and residents with clear, data-driven insights into Burton’s infrastructure investments and challenges. By updating this plan approximately every three years, Burton ensures that its asset management practices remain responsive to changing conditions, financial realities, and community needs.



Figure 6: Map showing location of Burton’s paved roads (i.e., those managed by Burton) and their current condition for paved roads with green for good (i.e., PASER 10, 9, 8), yellow for fair (i.e., PASER 7, 6, 5), and red for poor (i.e., PASER 4, 3, 2, 1), as well as the location of Burton’s unpaved roads in blue

Source: City of Burton 2024 Transportation Asset Management Plan

Chapter 8. Target Market Analysis

This chapter includes a few pages including the introduction, executive summary and summary of Market Potential of the Target Market Analysis by Sharon Woods CRE of LandUse USA. To view the whole Target Market Analysis reference Appendix A. In conjunction with the Target Market Analysis, review the East Michigan Prosperity Region 6 Regional Workbook for a better understanding of the Target Market Analysis report can be found within the City of Burton Planning Division.

Introduction

Through a collaborative initiative by its planning division, Planning Commission, and city council, the City of Burton has undertaken development of a new city-wide Master Plan. To complete this endeavor, the city has hired ROWE Professional Services Company (www.rowepsc.com), who in turn has invited LandUseUSA to conduct a market study as part of the process and deliverables. The objective of this study is to identify and measure the market potential for economic, retail, and residential growth throughout the city; and results will be used to guide the Master Plan.

This document presents the findings and recommendations from the residential study, and follows a Target Market Analysis approach that has been endorsed by the Michigan State Housing Development Authority. The work approach is also supported by the Michigan Economic Development Corporation and its Community Development division. However, this study it has not been funded by a matching grant from the state, and instead has been exclusively funded by the City of Burton.

This Executive Summary highlights the results for the City of Burton, with comparisons to Grand Blanc, Flint, and other neighboring places. It is followed by a more complete explanation of the market potential for attached units under conservative (minimum) and aggressive (maximum) scenarios, with a focus on the City of Burton.

Executive Summary

High Internal Movership Rates – Results are based on internal migration within each place; movership rates by tenure and lifestyle cluster; and housing preferences among target market households. Based on these factors, existing households in Burton are turning-over the current supply of units at an exceptionally high rate. Movership rates in Burton are exceeded only by that of larger metropolitan cities like Detroit, Flint, and Muskegon. These markets all have relatively low-to-moderate incomes; and their renters frequently move while striving for a higher quality-of-life. In Burton, they are predominately “Dare to Dream”, “Digital Dependents”, “Hope for Tomorrow”, and “Family Trooper” target markets. These groups are motivated in their search for quality housing; and they respond well to placemaking amenities, recreational and entertainment venues, and downtown reinvestment into mixed-use projects.

Improve Existing Housing Stock – An important goal for Burton is to renovate, restore, refurbish, and remodel existing housing stock in a manner that meets the needs of its existing residents. The goal is to slow down the turn-over rate among existing households by providing adequate and attainably-prices rental units that they are slower to vacate.

Intercept Upscale Targets – A second key strategy is for Burton to add new housing choices (particularly townhouses, flats, and lofts) that meet the expectations and preferences of new households that are moving into Genesee County. Burton is already doing a good job of intercepting new “Family Trooper”

and “Dare to Dream” households, but is not keeping up with Grand Blanc in intercepting “Striving Singles”, “Bohemian Groove”, and “Digital Dependent” households.

Summary of Market Potential

Maximum Market Potential – Based on the Target Market Analysis results for an aggressive scenario, there is a maximum annual market potential for up to 784 attached units throughout the City of Burton, plus 938 detached houses (for a total of 1,722 units). The market potential for 784 attached units includes 190 units among duplexes (which may include subdivided houses); and 594 units among other formats like townhouses, row houses, lofts above street-front retail, stacked flats arranged around courtyards, multiplexes, and midrise buildings.

Summary Table A
Annual Market Potential – Attached and Detached Units
Renters and Owners – Aggressive (Maximum) Scenario
The City of Burton and Nearby Places – 2016

Annual Market Potential Aggressive Scenario	Detached Houses	Attached Duplex Triplex	Attached Larger Formats	Total Potential
The City of Burton	938	190	594	1,722
Format as a Share of Total	55%	11%	34%	100%
Grand Blanc Township	922	299	1,886	3,107
Format as a Share of Total	30%	10%	60%	100%
The City of Grand Blanc	194	61	657	912
Format as a Share of Total	21%	7%	72%	100%

Grand Blanc Township and City – Migrating households seeking attached units are also inclined to choose Burton’s neighboring places, and particularly Grand Blanc Township and the City of Grand Blanc, which are both located to the south. Assuming that Burton wants to intercept households that might otherwise choose these other places, then it will need to build new attached units that meet household needs and expectations.

Missing Middle Typologies – Throughout the East Michigan Region (Prosperity Region 6) and Genesee County, each place is unique with varying degrees of market potential across a range of building sizes and formats. Results of the analysis are intended to help communities and developers focus on Missing Middle Housing choices (see www.MissingMiddleHousing.com for building typologies), and particularly fourplexes; townhouses and row houses; stacked flats arranged around courtyards; and lofts above street-front retail.

Implementation Strategies – Depending on the unique attributes and size of each place, a variety of strategies can be used to introduce new housing formats.

Missing Middle Housing Formats – Recommended Strategies

1. Conversion of high-quality, vacant buildings (such as schools, city halls, hospitals, hotels, theaters, and/or warehouses) into new flats and lofts.
2. New-builds among townhouses and row houses, particularly in infill locations near rivers and lakes (including inland lakes) to leverage waterfront amenities.
3. Rehab of upper level space above street-front retail within downtown districts.
4. New-builds with flats and lofts in mixed-use projects, above new merchant space with frontage along main street corridors.
5. New-builds among detached houses arranged around cottage courtyards, and within established residential neighborhoods.
6. The addition of accessory dwelling units like flats above garages, expansions to existing houses with attached or detached cottages, or other carriage-style formats.

Lifestyle Clusters and Target Markets – The magnitude of market potential among new housing formats is based on a study of 71 household lifestyle clusters across the nation, including 16 target markets that are most likely to choose attached units among new housing formats in the downtowns and urban places. Again, the target markets have been selected based on their propensity to choose b) attached building formats rather than detached houses; and a) urban places over relatively more suburban and rural settings.

Within any group of households sharing similar lifestyles, there are variances in their preferences across building sizes and formats. For example, 52 percent of the “Bohemian Grooves” households, but only 11 percent of the “Digital Dependent” households will choose attached housing formats. Both groups are among the target markets for the City of Burton and Genesee County.

In general, moderate-income renters tend to have higher movership rates, are more likely to live in compact urban places, and are more likely to choose attached units. However, there are many exceptions and better-income households and owners are also showing renewed interest in attached products.

Across the nation, single householders now represent the majority (albeit by a narrow margin). Households comprised of unrelated members, and multi-generational households are also gaining shares. These diverse householders span all ages, incomes, and tenures; and many are seeking urban alternatives to detached houses.

As shown in the following Summary Table B, 17 percent of Burton’s annual market potential for attached units will be generated by Upscale Target Markets; and 77 percent will be generated by Moderate Target Markets. A small balance of 6 percent will be generated by other households that are

most prevalent in the market. Households in this later group tend to be settled and are less inclined to choose attached formats – if they move at all.

Summary Table B
Annual Market Potential – Attached Units Only
Renters and Owners – Aggressive Scenario
The City of Burton and Nearby Places – 2016

Renters and Owners Aggressive Scenario Attached Units Only	Upscale Target Markets	Moderate Target Markets	Other Prevalent Clusters	All 71 Lifestyle Clusters
The City of Burton	131	606	47	784
Share of City's Total	17%	77%	6%	100%
Grand Blanc Township	1,360	800	25	2,185
Share of Township's Total	62%	37%	1%	100%
The City of Grand Blanc	519	199	.	718
Share of City's Total	72%	28%	0%	100%

Chapter 9. Retail Market Analysis

This chapter includes a few pages including the introduction, Saginaw Street Corridor, and Center Road Corridor Retail Market Analysis by Sharon Woods CRE of LandUse USA. To view the whole Retail Market Analysis can be found within the City of Burton Planning Division.

Introduction

Through a collaborative initiative by its planning division, Planning Commission, and city council, the City of Burton has undertaken development of a new city-wide Master Plan. To complete this endeavor, the city has hired ROWE Professional Services Company (www.rowepsc.com), who, in turn has invited LandUseUSA to conduct a market study as part of the process and deliverables. The objective of this study is to identify and measure the market potential for economic, retail, and residential growth throughout the city; and results will be used to guide the Master Plan. This document presents the findings and recommendations from the retail market analysis, and follows a conventional approach to supply and demand.

Two Sustainable Shopping Districts – The City of Burton has two discrete shopping districts that each have unique attributes and that could appeal to unique types of retail and businesses. Retail growth is feasible along both corridors, and they can co-exist while sharing the market. The following narrative provides a summary of market observations, work approach, study findings, conclusions, and recommendations; and results are qualified for each of the two shopping districts.

Saginaw Street Corridor

Saginaw Street Corridor – The first district is the Saginaw Street corridor, which is generally parallel to and east of Interstate 475. Saginaw Street is within the City of Burton from Hempill Road south to Maple Avenue. North of Hemphill Road, Saginaw Street is within the City of Flint; and south of Maple Avenue, it is within Grand Blanc Township [Exhibit A.3].

The Saginaw Street is spanned by a Downtown Development Authority District, and includes a mix of established hardline anchors like Gilroy's Hardware, Winn's Electric, and Rocky's Great Outdoors [Exhibit A.4]. The DDA prepared a Visioning Plan in 2015 [Exhibit A.4], which appropriately identifies a number of gateways and Town Center at the core. The Town Center benefits from the easiest access off I-475, and is best positioned to intercept traffic along Bristol Road. [Exhibit A.5]

Economic Catalyst – The future of Saginaw Street will depend on the City's and DDA's ability to collectively envision a catalyst type of mixed-use redevelopment project that is transformative and impactful for the entire corridor. The project should pivot at the intersection of Saginaw Street and Bristol Road, within the Town Center Core. Parcels should be assembled for development of a new project with build-to-suit space for a few of the existing destination stores. Those stores should relocate into the new space, releasing additional parcels along the corridor that can be incrementally redeveloped.

Retail Gap Analysis – Based on a retail gap analysis [documented in Section D attached to the complete report], there is little or no opportunity for automotive supply shops or for building and garden supply stores. However, other hardline categories and destination stores are supportable and would complement the existing mix of businesses already located along Saginaw Street. These include

automotive dealerships; furniture and home furnishings; electronics and appliances; and sporting goods stores.

National Chain Expansions – There are over 20 national chain retailers planning to open new stores across the nation and in Michigan, and might also be a good fit for the Saginaw Street corridor. These include grocery stores like IGA and pharmacies like CVS [Exhibit B.2]; value stores like Dollar Castle [Exhibit B.3]; home improvement stores like Glidden Paint and True Value; value-priced book stores like Half Price Books; sporting goods stores like West Marine; and fitness centers like Gold's Gym [Exhibit B.4].

Leveraging Destination Stores – The established mix of destination businesses along Saginaw Street is primarily among hardline categories [Exhibits B.6 – Exhibit B.10], which are hopefully drawing cross-shoppers from throughout the Greater Flint metropolitan area. Although many of the destination businesses are operating in dated and marginal commercial space, they provide unique products and fill important niches. Examples include Rocky's Motorcycles, Ford Pre-owned Auto Dealership, Gil-Roy's Hardware, Win's Electrical and Lighting, Kirby Vacuum Sales, Custom Pools & Spa, and Genesee Cut Stone and Marble.

The corridor also includes a mix of small convenience types of businesses like salons, drinking establishments, and automotive repair shops; plus vacated commercial space and vacant used car lots. The prevalence of these businesses and vacancies, combined with the dated appearance of commercial buildings in fragmented locations; make it difficult to appreciate the corridor's full retail potential and future.

Business Cluster Analysis – The established businesses along Saginaw Street can be clustered into retail categories to demonstrate themes and identify missing and niche opportunities [Exhibit B.6 – Exhibit B.10]. For example, Rocky's Motorcycles and Great Outdoors could be leveraged by small businesses offering complementary sporting goods – such as a bicycle and skate board shop.

Similarly, the mix of automotive dealerships and auto supply shops could be leveraged to create a destination attraction, such as a vintage auto museum and showroom. The cluster of home improvement and supply stores could be leveraged to add moderately-priced (including consignment) furniture and home furnishings stores.

The cluster analysis also reveals a need for some neighborhood conveniences, including an additional grocery and pharmacy (to offer choices); family entertainment venues; and a full-service fitness center or health club. These observations are also supported by the retail gap analysis, previously mentioned and documented in Section D.

Center Road Corridor

Center Road Corridor – The second retail district in Burton is the Center Road corridor, which pivots around a key interchange onto Interstate 69 [Exhibit A.7]. At I-69 (and north of the interstate), the west half of Center Road is within the City of Flint, and east half is within the City of Burton [Exhibit A.2]. At the intersection of I-69 and Center Road, the southwest quadrant [Exhibit A.8] is in the City of Flint and includes Eastridge Commons, which has a T.J. Maxx store and vacant Target Discount. The southeast quadrant is in the City of Burton includes a church and fragmented businesses in a conventional commercial strip format.

Also at the intersection of I-69 and Center Road, the northwest quadrant is in the City of Flint and includes a mix of strip commercial and detached houses in a subdivision. Just north of the Robert T. Longway Boulevard (along Center Street), the former Delphi Flint East plant is being razed to make way for eventual reinvestment.

The northeast quadrant at I-69 and Center Road is in the City of Burton and includes Courtland Center, anchored by JC Penney, Staples, Jo-Ann Fabric, Dunham's Sports, and Planet Fitness. Nearby, national chain stores include big-boxes like Art Van, Home Depot, and Lowe's home improvement, all located within the City of Burton. Walmart Supercenter is about two miles east, along Belsay Road and also in the City of Burton.

Regional Overview – Today, most of the destination shopping for the Greater Flint metropolitan area is dominated by national chains along Miller and Linden Roads, about 5 miles west of Center Street. Center Road and Courtland Center have served as a secondary node and alternative to choices along Miller Road.

Optimal Scenario for Center Street – In the best case scenario, Eastridge Commons is either revived or redeveloped into a new format with new anchors, and continues to generate cross-shopping traffic into Courtland Center. Burton and Flint will both benefit, and shoppers throughout the region will continue valuing the diversity of shopping choices within the region.

Jurisdictional Collaboration – If Eastridge Commons is neglected and becomes completely vacant, then it will have direct negative impacts on the corridor and Courtland Center. Although Eastridge Commons is technically in the City of Flint, it is in Burton's best interest to ensure that it thrives with a new mix of anchors, or that it is redesigned into a new pedestrian-oriented town center. In short, the City of Burton must collaborate with the City of Flint to develop a multi-jurisdictional strategy and plan for all quadrants pivoting around this important I-69 interchange.

Retail Gap Analysis – Based on a retail gap analysis [documented in Section D attached to the complete report], there is little or no opportunity for automotive supply shops; and building and garden supply stores in the City of Burton. However, other categories are supportable and would complement the existing mix of businesses already located in and near Courtland Center and Eastridge Commons. These include clothing and accessories stores; overnight accommodations and hotels; and large-format general merchandise stores, such as Costco.

National Chain Expansions – Costco membership warehouse club is expanding nation-wide and into Michigan [Exhibit B.2], and has recently announced a new store in the Lansing market. In the Flint market, Center Road is an ideal location, but only Costco can find a site with direct visibility to highway traffic along I-69. There is a real risk that Costco could choose a site in neighboring Flint (such as in a redeveloped Eastridge Commons) – but it would still generate direct benefits for Burton and other retailers along Center Road.

Other national brands will also consider the highway interchange to be an invaluable asset, and will seek opportunities to assemble and redevelop sites for new stores. Some could serve as important anchor stores for Burton, such as Kroger, Country Market, Beauty, Peebles, Stein Mart, Five Below, Gordmans, Home Goods, At Home, and Books-A-Million.

The interchange at I-69 also makes the location ideal for convenience hotels, and at least ten chains are expanding in Michigan and could be candidates for Center Road. These include AmericInn, Microtel, and La Quinta, among others [Exhibit B.5]. Again, there is a real risk that some hotels could choose locations in adjacent Flint. Even so, they could be leveraged to support additional hotels in Burton, plus restaurants and other shopping conveniences.

Chapter 10. Goals and Objectives

By evaluating the city's current condition, projected trends, and public comments, the Planning Commission has developed a set of goals, objectives and strategies using those identified in the 2018 Land Use Plan as a base to start from.

Goals are descriptions of an ideal destination or end-state. Objectives are general guidelines that explain what the community wants to achieve to reach a goal. Objectives are generally measurable, quantifiable, realistic, and help give direction to the city. Strategies are specific actions to be taken to achieve the objectives.

Initially the goals, objectives and strategies were divided into nine different topics including: general, open space/environment, transportation, government, public safety, community, business, housing, and employment. After the preliminary review of these, the Planning Commission prioritized the goals and their related objectives and strategies into primary goals and secondary goals. The Planning Commission identified goals and objectives that; 1) address blight, 2) attracts business into the city, and 3) promote residential development as the top priority for the plan

Strategies related to primary goals will serve as the basis for the Five-Year Strategic Action Plan in the Implementation Plan. Primary and secondary goals and objectives will serve as the policy basis for the plan and strategies associated with them are available to the city as implementation tools if appropriate.

Primary Goals

Goal: Provide safe conditions for all modes of transportation including: pedestrians, bikes, and buses throughout the City of Burton.

Objectives:

1. Expand the range of transportation modes able to effectively use existing rights-of-way.
   Strategy:
   a. Inventory current rights-of-way and assess their suitability for various modes.
   b. Identify gaps in pedestrian, bicycle, and transit infrastructure.
   c. Target high-traffic or underserved corridors for redesign to accommodate bike lanes, sidewalks, bus stops, and ADA-compliant crossings.
   d. Work with MTA Flint and other regional transit agencies to improve bus stop placement, shelter amenities, and service frequency.
2. Extend and coordinate neighboring communities existing or proposed non-motorized transportation pathways.
   Strategy:
   a. Coordinate with other organizations and municipalities nearby.
3. Promote the installation of sidewalks, and require adequate maintenance in all seasons.
   Strategies:
   a. Incorporate sidewalks or sidewalk improvements into street improvement.
   b. Address sidewalk maintenance and snow clearing by more enforcement of the applicable city code provisions.
   c. Planning Commission will work with the Zoning Board of Appeals (ZBA) on issues regarding sidewalk requirements

Goal: The city is a neat and attractive community.
Objectives:

1. Maintain the appearance of buildings and sites.
   Strategies:
   a. Expand promotion of annual community clean-up days, and other similar activities by city agencies.
   b. Continue strict enforcement of the building and property maintenance codes.
   c. Adopt new ordinances or revise existing ones as necessary by community conditions.
2. Promote quality in public improvements that enhance the look of the community.
   Strategies:
   a. Continue to strengthen support for the Department of Public Works by enhancing resources for enforcement and inspection personnel.
   b. Promote an annual volunteer-based community cleanup day devoted to the beautification of public spaces.

Goal: The city is an attractive location for establishment of small local businesses.
Objectives:

1. Create a welcoming environment for new businesses.
   Strategies:
   a. Maintain the "one-stop" packet for business wishing to locate in the city.
   b. Train staff in the new business requirements so that information is accurately communicated to the business owners.
   c. Utilize the City's new web page to educate realtors, landlords, and potential lease holders on the process of opening a business in Burton.
2. Protect commercial areas from blight and nuisances, to enhance the image of Burton as an attractive place to invest in a business.
   Strategies:
   a. Address traffic and other infrastructure concerns that affect the accessibility and attractiveness of businesses districts.
   b. Work with the DDA and the ZBA to effectively enforce the CBD overlay zone.
3. Develop a set of standards for commercial and industrial developments that will promote good will between business and industrial owners.
   Strategy:
   a. Amend the zoning ordinance to provide for better buffers between the land uses.
4. Promote the revitalization / redevelopment of Courtland Center.
   Strategy:
   a. Establish a public / private partnership with the owners of Courtland Center to promote its revitalization / redevelopment.

Goal: The city has a mix of housing types in a range of prices that provide housing opportunities for all socio-economic groups in the area.

Objectives:

1. Encourage the development of a range of housing including missing middle housing for all income groups.

Strategies:

a. Assure that zoning districts within the city provide a variety of density and housing types including the missing middle, such as housing opportunities that are fourplex and sixplex, to optimize choices in dwellings.
b. Allow for residential apartments above first floor commercial uses.
c. Provide for housing options for seniors and the disabled.
d. Promote State of Michigan incentives to encourage affordable housing.
e. Review the zoning ordinance for flexibility and to remove unnecessary barriers to affordable housing.
f. Evaluate the location of multifamily zones within the community.

2. Provide for a range of housing locations, both urban and rural.
   Strategies:
   a. Review zoning for the future land use map.
   b. Evaluate proposals to ensure an appropriate balance in the types of housing in the city.
   c. Evaluate existing zones of commercial parcels in residential areas for down zoning back to residential.

Secondary Goals

General

Goal: The Master Plan provides a framework through which Burton grows and prospers, promoting the general public welfare above specific interests.

Objectives:

1. Encourage public knowledge and support for the plan.
   Strategies:
   a. Provide copies of the Master Plan online for easy public access.
   b. Provide copies of the Master Plan to city libraries and school libraries.
   c. Require public engagement prior to the final decision making involving the five-year review and/or major amendments to the Master Plan.
2. Ensure use of the plan as the principle public policy document outlining future growth of the community.
   Strategies:
   a. Revise zoning and subdivision standards to consider the plan for future infrastructure and zoning decisions.
   b. Prepare and update six-year capital improvements program to include the recommendations of the Master Plan.

Goal: Continuing development and redevelopment result in a vital community with a balanced land use pattern.

Objectives:

1. Monitor land use development to ensure that land is provided to address local needs.
   Strategies:
   a. Update zoning map and existing land use map to identify potential shortages of necessary local needs of land.

b. Cooperate with local realtors to indicate needs of commercial, industrial, residential land uses/buildings.

2. Develop relationships/partnerships with private, public, and nonprofit organizations to help in the development and redevelopment of the community.
   Strategies:
   a. Continue ongoing stakeholder meetings with key organizations within the City of Burton.
   b. Networking with other organizations to promote activities/programs hosted by the City of Burton and the City of Burton promoting the organizations activities, programs, and services via social media, website, announcement section for public meetings.

Goal: Open spaces have been preserved or acquired in the City of Burton, providing benefits to the residents and the environment.
Objectives:

1. Evaluate existing open spaces within the community, and identify characteristics that support their preservation.
   Strategies:
   a. Maintain the existing land use map of the city.
   b. Use information available through regional state, state, and federal sources during the site plan review process, to identify sensitive areas that may need protection.
2. Promote densities that are consistent with the urban services available.
   Strategy:
   a. Evaluate maximum densities allowed in zoning ordinance to determine impact on existing infrastructure.

Open Space/Environment

Goal: Support the Parks and Recreation system to provide a high quality of life for residents and wildlife within the City of Burton.
Objectives:

1. Provide improvements to the existing parks and recreation system, as outlined in the adopted Parks and Recreation Master Plan.
   Strategies:
   a. Support efforts by the Parks and Recreation Commission to fund improvements identified in the Parks and Recreation Master Plan.
   b. Incorporate Parks and Recreation Master Plan recommendations into Capital Improvement Plan (CIP).
2. Identify and develop pocket parks within the City of Burton's neighborhoods.
   Strategies:
   a. Amend Parks and Recreation Master Plan to provide for sites and/or locational criteria for neighborhood parks.
   b. Incentive program to encourage residents or private developments to develop parks and recreation.
3. Provide the Parks and Recreation Department with more resources to achieve recreational needs of the community.

Strategies:

a. Hire a full-time Parks and Recreation Director.
b. Propose a parks and recreation millage to fund park improvements, park expansions, and non-motorized pathways.
c. Partnerships with other organizations to develop park improvements, park expansions, and non-motorized pathways, such as Burton Rotary Club, VFW Post 2777, Flint River Watershed Coalition.

4. Continue to promote public awareness of the city's plans for existing and future public parks through public information and public involvement in park activities.
   Strategies:
   a. Continue youth and young adult involvement in the community through a volunteer program and activities.
   b. Promote knowledge of Burton Park's System through the City's website and brochures, as well as located within school districts and colleges.
5. Promote and continue activities for all ages throughout the community.
   Strategies:
   a. Engage with the youth to evaluate what their needs are.
   b. Develop more youth gathering places.
   c. Work/engage/partner with schools.
   d. Support activities for senior citizens.

Goal: Wetlands, water courses, and other water resources within the City of Burton are protected, preserved, and improved.

Objectives:

1. Protect groundwater, particularly in areas that area served by private wells within the City of Burton.
   a. Utilize Genesse County Drain Commissioner office to review and address on-site storm treatment for developments and parking lots.
2. Protect surface water from pollution from non-point sources.
   Strategies:
   a. Reevaluate minimum parking requirements.
3. Protect natural feature areas including wetlands and woodlots and work with property owners to protect or have city own property to protect.
   Strategies:
   a. Identify natural features in the city.
   b. Create incentive program to protect natural features through zoning and other options.
   c. Partner with knowledgeable partners to inform and implement.
4. Improve water quality of Kelly Lake Park.
   Strategies:
   a. Promote/ implement more natural landscaping to buffer Kelly Lake.
   b. Develop more natural planted areas.
   c. Implement better storm water management programs- bio swales along parking lot.
5. Coordinate with watershed organizations such as the Flint River Watershed Coalition to identify, preserve, and develop protect of wetlands.

Strategies:

a. Incorporate new wetland information provided by EGLE or other organizations.

6. Promote public education of wildlife and how to help promote a wildlife community.
   Strategy:
   a. Develop information on the website, distribution to school, and For-Mar County Parks.

Transportation

Goal: Increased availability of public transportation reduces transportation limitations to all citizens of the City of Burton.

Objectives:

1. Promote increased Mass Transportation Authority (MTA) routes throughout the city.
   Strategies:
   a. Participate in the MTA's strategic plan for bus transit and other services.
   b. Evaluate land use classifications of property located to MTA routes/shelters/stops.
2. Expand opportunities for alternative means of public transportation.
   Strategy:
   a. Continue to evaluate potential alternative forms of public transportation as they appear.

Goal: Road and streets are in safe condition, with adequate capacity to meet the needs of the community.

Objectives:

1. Protect streets from premature deterioration.
   Strategies:
   a. Continue to enforce heavy truck loads on local roads.
   b. Continue to use PASER ratings to identify streets suitable for preventive maintenance.
   c. Apply a "mix of fixes" approach that prioritizes routine and capital preventive maintenance over costly reconstruction.
2. Maintain high standards for design and construction on all streets and roads.
   Strategy:
   a. Continue to follow MDOT standards for all street and road design and construction projects.
   b. Coordinate infrastructure upgrades with subsurface utility improvements to ensure long-term durability and minimize service disruptions.
3. Maintain an aggressive street maintenance program to constantly assess and repair streets as necessary.
   Strategies:
   a. Provide Department of Public Works (DPW) and other maintenance with sufficient resources.
   b. Partner with organizations to do maintenance of road ways in terms of beautification efforts.
   c. Monitor road conditions regularly using PASER and Roadsoft tools to guide maintenance schedules and investment decisions.
4. Maintain a transparent and inclusive public engagement process to inform and involve residents in infrastructure planning and investment decisions.

Strategies:

a. Share asset condition data and planned projects with elected officials and the public to support informed decision-making.
b. Use TAMC dashboards and Burton's website to provide accessible updates on infrastructure performance and funding.

Government

Goal: There is effective communication between the city government staff and leaders and the community residents, consistent with the needs of the community.

Objectives:

1. Strengthen a positive community image by promoting the city's efforts to maintain and enhance the residents' quality of life.
   Strategies:
   a. Develop a public-facing dashboard or interactive map that highlights completed and upcoming street, bridge, and beautification projects.
   b. Use signage and social media to promote city-led improvements, such as road resurfacing, sidewalk upgrades, and traffic signal enhancements.
   c. Include community-focused messaging in newsletters and press releases to emphasize how infrastructure investments directly benefit residents.
2. Promote public involvement and access to local government, to gather public input to basic policy issues.
   Strategies:
   a. Develop a central governmental communication system to link the citizens to the government, such as email.
   b. Incorporate/coordinate with organizations working within the community to advertise each other's existence and events.
3. Promote citizen involvement by providing volunteer opportunities within the city.
   Strategy:
   a. Actively utilize existing communication with residents (website, Facebook, schools) to recruit volunteers for the city and organizations within the city for volunteer programs.
4. Ensure public information on governmental procedures is readily available to citizens.
   Strategies:
   a. Keep the website up to date with information.
   b. Utilize the local newspaper to inform the public.
   c. Establish and utilize official city social media platforms.

Goal: The public infrastructure is adequate to meet the needs of the community today and provides future opportunities for development and redevelopment and decisions on investments in public infrastructure are made through a process that maximizes the return on public funds and takes into account current and future land use.

Objectives:

1. Promote development in areas currently served by adequate public infrastructure.

Strategy:

a. Evaluate the Future Land Use (FLU) density in relationship to utilities.

2. Guide land use decisions so that unnecessary public utilities and services do not displace or duplicate more efficient systems. Only expand as needed.
   Strategy:
   a. Incorporate adequacy of utilities as a basis for rezoning, site plan and special land use decisions.
3. Develop a plan for future infrastructure improvements.
   Strategies:
   a. Complete an annual inventory of existing infrastructure and use this as a basis for developing a capital improvement plan.
   b. Prepare, coordinate and annually adopt as a part of the budget cycle, a schedule of proposed capital improvements for the next six years and a capital budget for the next year.
   c. Prepare, adopt, and periodically update an official map of future public facility improvements in the city.

Public Safety

Goal: Fire and Police protection services provide a level of service required by the community.

Objectives:

1. Target needs for additional services.
   Strategies:
   a. Partner with neighboring jurisdictions for mutual aid agreements and joint training.
   b. Explore shared use of specialized equipment or mobile command units.
   c. Coordinate emergency response planning across agencies to improve efficiency.
2. Enhance capabilities for fire and police protection.
   Strategies:
   a. Promote neighborhood watch programs.
   b. Identify areas of concern, through police reports.
   c. Hold an annual homeowner meeting.
3. Encourage development design that aims to reduce crime and improve public safety.
   Strategies:
   a. Install pedestrian-scale lighting and maintain clear sightlines in parks, trails, and public spaces to increase visibility and deter unwanted activity.
   b. Design pathways, entrances, and public facilities to guide movement and limit access to sensitive or vulnerable areas, such as utility zones or service alleys.
   c. Implement a proactive maintenance program to ensure public spaces are clean, well-lit, and free of vandalism, reinforcing the perception of safety and care.

Community

Goal: Residents feel safe and secure in their homes and in the community.

Objectives:

1. Promote safer neighborhoods, commercial districts, and industrial areas through targeted planning, infrastructure improvements, and community partnerships.
   Strategies:
   a. Implement a program of increased street lighting of sidewalks and roadways.
   b. Increase the visibility of police in neighborhoods.

Objectives:

1. Establish Gateways into the community as well as downtown area.
   Strategies:
   a. Implement the Downtown Development Authority (DDA) Visioning Plan.
   b. Evaluate the Gateways for the City of Burton using MDOT.
2. The beautification of the city including streetscapes, parks, and other public spaces.
   Strategies:
   a. Partner with organizations to search for grants.
   b. Provide adequate funding to maintain the park system.
   c. Implement the Downtown Development Authority (DDA) Visioning Plan.
   d. Implement the Parks and Recreation Master Plan.
3. Create activities that attract people from within and outside the community to the City of Burton.
   Strategy:
   a. Continue to promote and advertise the Burton Race Series.

Goal: Senior citizens and disabled persons have a high quality of life and a high level of accessibility to the community.

Objectives:

1. Improve accessibility for persons with mobility disabilities.
   Strategies:
   a. Incorporate barrier free access to the non-motorized transportation plan.
   b. Require new development or major improvements to allow easy mobility for all.
2. Improve access by senior citizens to community resources.
   Strategies:
   a. Develop a relationship with community organizations to make improvements and increase quality of life of residents within the city.
   b. Add improvements to the Burton Senior Activity Center to meet increasing demands of the facility.

Business

Goal: The city is an attractive location for establishment of local small businesses.

Objectives:

1. Create a welcoming environment for new businesses.
   Strategies:
   a. Coordinate with business organizations to coordinate welcoming and getting new businesses to the city.

2. Protect commercial areas from blight and nuisances, to enhance the image of Burton as an attractive place to invest in a business.
   Strategies:
   a. Address traffic and other infrastructure concerns that effect the accessibility and attractiveness of businesses districts.
3. Develop a set of standards for commercial and industrial developments, that will promote good will between business and industrial owners.
   Strategy:
   a. Amend the zoning ordinance to provide for buffers between the land uses.

Goal: The city has an identifiable commercial center that helps to define Burton's unique character.
Objectives:

1. Create a commercial area development plan for the DDA.
   Strategies:
   a. Coordinate with the City of Flint.
   b. Implement the DDA Visioning Plan and provide resources.
   c. Promote development of the area to create the appearance of a town center.
   d. Promote the DDA and increase its visibility in the community.
2. Develop and promote a "sense of place" within the city's principal retail districts.
   Strategies:
   a. Establish a grant program through DDA for projects that will develop a sense of place.
   b. Implement the DDA Visioning Plan elements that create a sense of place.
3. Revitalize Courtland Mall area to be a vibrate shopping destination.
   Strategies:
   a. Develop a concept plan for redevelopment of the area.
   b. Work with existing owners and renters of the mall.

Employment

Goal: There is a diverse range and adequate number of employment opportunities in the city.
Objectives:

1. Create a diversification in the economy to reduce reliance upon the automobile industry.
   Strategies:
   a. Partner with organizations to get new business using the Michigan Economic Development Corporation (MEDC).
   b. Work with local surrounding colleges.
2. Create new jobs through the retention and expansion of existing employers.
   Strategy:
   a. Work with the Chamber of Commerce and other organizations to meet with local businesses and identify their needs.
3. Create new jobs through the attraction of new companies.
   Strategy:
   a. Target the manufacturing, finance, insurance, service, and distribution sectors of the economy as the primary focus of new job creation (including research, design, engineering, administration, and production).

4. Capitalize on assets like I-475, I-69, the railroad, the Courtland Mall, and the existing industrial areas.
   Strategy:
   a. Create an inventory of commercial assets and develop them into marketing materials for the city.
5. Recruit businesses with high tech and skilled labor jobs.
   Strategy:
   a. Create partnerships with colleges and technical skill training facilities.

Chapter 11. Future Land Use

The proposed future land use map and locational criteria were prepared based on evaluation of public input, existing land use patterns, existing zoning, the recommendations of this plan and projected future land use needs. Based on that analysis the following future development pattern is suggested.

The Future Land Use Map represents the general arrangement of the proposed land uses; it is not intended to replace the zoning map.

Future Land Use Classifications

The future land use classifications are part of the general vision of the future of the City of Burton. The 16 different future land use classifications have a general description and location criteria.

Open Space Residential

This classification represents land that is currently in some form of current institutional open space. These include existing schools, parks, golf courses and flood plain areas. It is mapped so that the city can identify areas of permanent or semi-permanent open space.

Locational criteria for this district include those areas currently used, owned or planned for an institutional open space use.

Low Density Residential

This land use classification corresponds with areas currently zoned SE, R-1A or R-1B. The district is intended to provide for areas of low density residential development within the city. It would allow single-family detached dwellings at a density equivalent to R-1B district, which is only marginally greater than that allowed in current R-1A district. The biggest difference would be that farm operations would not be allowed and any existing farm operations would become legal nonconforming uses. This plan recommendation is in part due to the recognition that if district allows farm operations of any kind, regulation of any farm operation might be preempted under the Michigan Right to Farm Act.

The locational criteria for this district is land adequately buffered from high intensity commercial and industrial used by open space, intervening uses such as multi-family or office, or physical screening by barriers such berms, tree plantings, or surfaced road.

Medium Density Residential

This land use classification corresponds with areas currently zoned R-1C. The district is intended to permit development/redevelopment in the older residential parts of the city west of Center Road. It allows single-family detached dwellings at a density of approximately six units per net acre.

The locational criteria for this district is the concentration of older single-family residences on small lots. New development is limited to existing vacant parcels adjacent to areas currently zoned R-1C.

Mobile Home Park

This district is intended to identify appropriate sites for Mobile Home Parks to develop or expand in the city. Density is controlled by site conditions and the Manufactured Housing Commission rules, but would be expected to range from eight to ten dwelling units per net acre.

Locational criteria include access to municipal water and sewer, access to a major street and proximity to local or general shopping areas. Emphasis is on integrating development into the fabric of the

community and providing pedestrian connections within the site and with adjacent commercial and public land use.

Multi-Family Residential- Low Density

This land use classification corresponds with areas currently zoned RM-1. This district is intended to provide locations for small multiple family residential uses including townhouses and other attached single-family developments. The maximum density would be six units per acre. The district would provide the provide opportunities for the development of small sites with “missing middle” housing.

Locational criteria include access to municipal water and sewer access. The sites could be used to provide transition between lower density residential uses and non-residential uses.

Multi-Family Residential

This land use classification corresponds with areas currently zoned RM. This district is intended to provide locations for low-rise multiple family residential uses including both townhouses and apartments. Maximum density of approximately ten dwelling units per acre would be permitted.

Locational criteria include access to municipal water and sewer, access to a major street and proximity to local or general shopping areas. Emphasis is on integrating development into adjacent commercial uses by the use of pedestrian links.

Multi-Family Residential- High Rise

This land use classification corresponds with areas currently zoned RMH. This district is intended to provide locations for high rise multiple family residential uses including townhouses and apartment buildings up to six stories in height. Density would depend on the characteristics of each site but could be as great as 100 units per acre.

Locational criteria include access to municipal water and sewer, access to a major street, proximity to local or general shopping areas and adequate buffering from single family residential uses. Emphasis is on integrating development into adjacent commercial uses by the use of pedestrian links.

Restricted Office

This land use classification corresponds with areas currently zoned R-O. This district is designed to provide an area for office and other similar uses that are generally compatible with adjacent single-family residences and that can serve as a buffer between single family residential uses and more intense uses.

Locational criteria include sites adjacent to single family residential areas and more intense uses or major streets. Areas that consist currently of single family residences that are under pressure for conversion due to incompatible land uses or high traffic volume may be appropriate locations for restricted office designation, particularly if the site can serve to buffer adjacent residential areas.

Local Business

This land use classification corresponds with areas currently zoned C-1. This land use classification is intended to permit retail business and service uses as needed to serve the nearby residential areas. In order to promote such business developments so far as is possible and appropriate in each area, uses are prohibited that would create hazards, offensive and loud noises, vibration, smoke, glare or heavy traffic.

Locational criteria include small to moderate sized parcels at intersections of major and local streets or along commercial corridors and along the edge of residential districts.

General Business

This land use classification corresponds with areas currently zoned C-2. This land use classification is intended to provide for a wide range of business and entertainment uses including those that may be inappropriate for the local business land use classification. Buildings of a larger scale will be permitted and will provide for business uses along heavy traffic streets and highways.

Locational criteria include moderate to large parcels at intersections of major streets or along commercial corridors.

Highway Business

This land use classification corresponds with areas currently zoned C-3. The purpose of this land use classification is to provide location uses that generally service highway traffic or have similar impacts to these types of uses.

Locational criteria include sites at or with good access to a freeway interchange and property buffered from less intensive uses.

Planned Shopping Center

This land use classification corresponds with areas currently zoned C-4. This land use classification is intended to identify locations for large shopping complexes designed to serve the shopping needs of the Genesee County regional market.

The locational criteria for this classification is that sites should be adjacent to or with direct access to an I-69 interchange.

Central Business DDA Overlay

This land use classification corresponds with areas proposed to be zoned CBD-O. The land uses in these areas would be controlled by the underlying zoning except for any greater flexibility in uses authorized by the overlay zone. In return for greater flexibility, the setbacks and development standards established in the DDA's Visioning Plan to promote the development of more cohesive commercial areas. The locational criteria for this classification will be areas covered by the DDA's Visioning Plan.

Light Industrial

This land use classification corresponds with areas currently zoned M-1. This land use classification is intended to identify locations for industrial uses with limited off-site impacts such as warehousing, assembly, metal working, packaging, and laboratories. The district is intended to serve as a buffer between heavy industrial uses and less intensive uses.

The locational criteria for this classification includes areas adjacent to existing or planned heavy industrial uses, access to a major street and access to water and sewer.

General Industrial

This land use classification corresponds with areas currently zoned M-2. The intent of this land use classification is to provide locations for those industrial uses with potentially significant off–site impacts including truck traffic, smoke, dust, odor and glare.

The locational criteria include access to rail and a major street, access to water and sewer, and the availability of enough land on the site to ensure that adequate setbacks from adjacent uses can be maintained.

Planned Unit Development

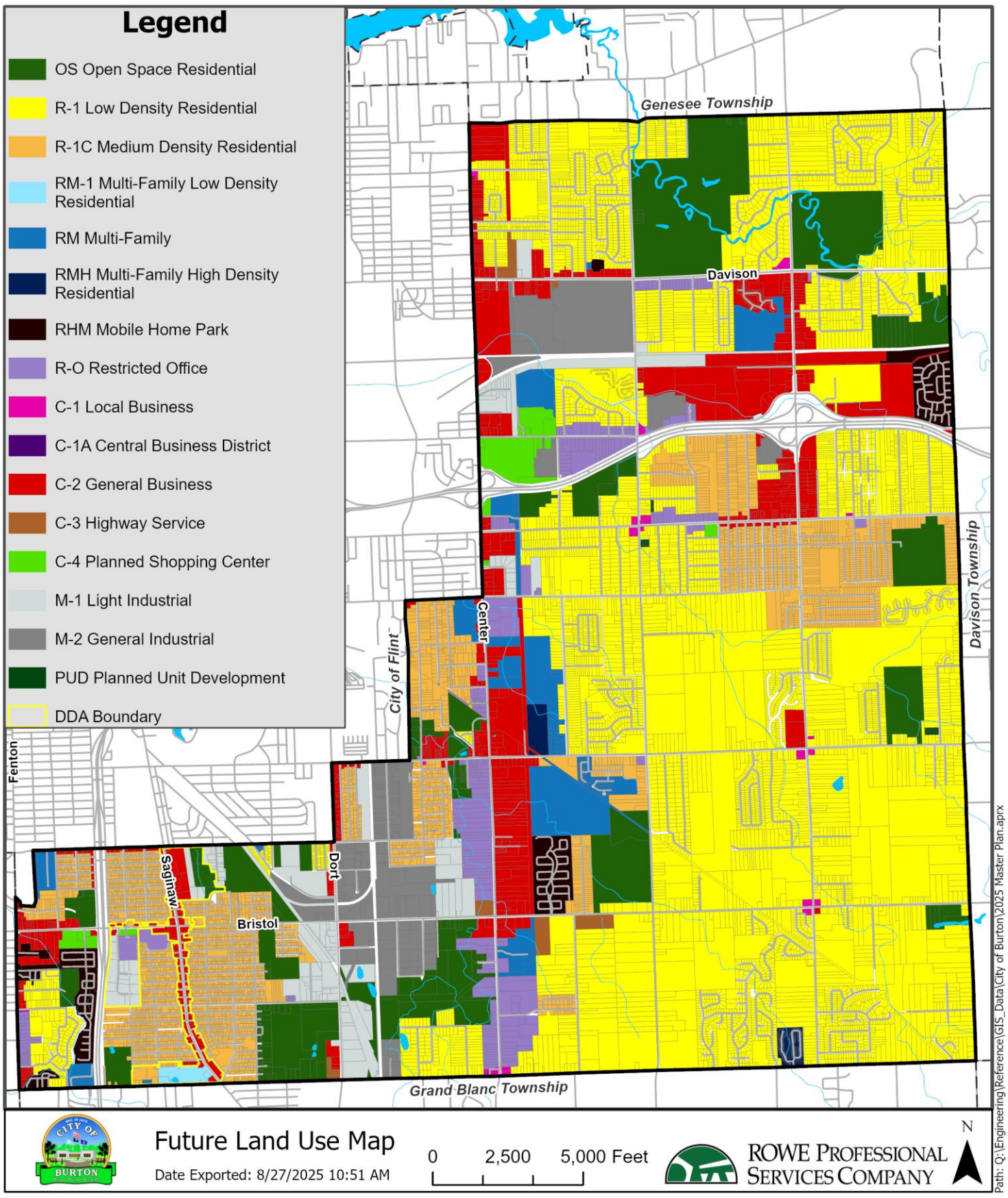
This land use classification corresponds with the proposed PUD zoning district. This district is intended to permit the review of proposals involving the mixing and clustering of uses areas not otherwise allowed under any of the other various zoning districts, existing and proposed. An applicant would be permitted to propose any range of uses or type of development permitted in the other zoning districts as outlined in a concept plan. If the concept plan is approved by the city council as part of the PUD rezoning, the applicant may then submit site plans for each phase of the development provided it is consistent with the approved concept plan. The PUD review process will include standards to ensure that any approved development constitutes a net benefit to the surrounding community and the city as a whole.

There are no locational criteria for PUD. Each case must be reviewed based on its merits based on the criteria established in the PUD zoning district text.

Table 11-1: Future Land Use

Land Use Classifications:	Acres	%
OS Open Space Residential	1564.3	11.78%
R-1 Low Density Residential	6513.7	49.05%
R-1C Medium Density Residential	1394.1	10.50%
RM-1 Multi-Family Low Density Residential	21.6	0.16%
RM Multi-Family	463	3.49%
RMH Multi-Family High Density Residential	50.5	0.38%
RHM Mobile Home Park	252.4	1.90%
R-O Restricted Office	463	3.49%
C-1 Local Business	25.3	0.19%
C-2 General Business	1208.4	9.10%
C-3 Highway Service	53.7	0.40%
C-4 Planned Shopping Center	117.8	0.89%
M-1 Light Industrial	482.7	3.64%
Central Business DDA Overlay		
M-2 General Industrial	663.4	5.00%
PUD Planned Unit Development	5.1	0.04%
Total	13279	100.00%

Map 11-1: Future Land Use Map – 2025



Chapter 12. Zoning Plan

The purpose of the zoning plan is to clarify the relationship between the zoning ordinance and future land use plan and identify proposed changes to the zoning ordinance necessary to implement the envisioned future depicted in the plan.

In general, each of the future land use classifications match a zoning district to better coordinate changes that are recommended to be made or assist in rezoning cases (Table 12-1). There are some proposed removals and merging of previous residential and commercial zoning districts. The SE Suburban Residential Estate zoning district is proposed to be deleted and that land zone SE, for the most part, will be converted to the new R-1 Single Family Residential zoning district. A proposed new zone that merges the requirements of the current R-1A Single Family Residential and R-1B Single Family Residential zoning districts.

In the commercial zoning districts, there will be one new overlay and one new zoning district. The new overlay is CBD-O Central Business DDA Overlay which will be located along Saginaw Street where the DDA is located. The new zoning district is PUD Planned Unit Development. The P-1 Vehicular Parking zoning district will be deleted because there are not currently any properties zoned this and there does not appear to be a need for this district as whole. The future land use classification from the previous plan called Development was removed from the classification list because there were very few properties classified as this and most of the sites have since been developed.

Table 12-1: Future Land Use Classifications Compared to Zoning Districts

Future Land Use Classifications	Zoning Districts
Open Space Residential	This land use classification identifies public uses, which are permitted in many zoning districts and does not have its own standalone Zoning District.
Low Density Residential	SE Suburban Residential Estate
	R-1A Single Family Residential
	R-1B Single Family Residential
	R-1 Single Family Residential
Medium Density Residential	R-1C Single Family Residential
Multi-Family Residential -Low Density	RM Multiple-Family Residential
Multi-Family Residential	RM Multiple Family Residential
Multi-Family Residential -High Density	HRM High Rise Multiple-Family Residential
Mobile Home Park	RMH Mobile Home Park
Restricted Office	R-O Restricted Office
Local Business	C-1 Local Business
General Business	C-2 General Business
Highway Service	C-3 Highway Business
Planned Shopping Center	C-4 Planned Shopping Center
Central Business DDA Overlay	CBD-O Central Business DDA Overlay
Light Industrial	M-1 Light Industrial
General Industrial	M-2 General Industrial
This zoning district does not have an FLU map classification.	P-1 Vehicular Parking
Planned Unit Development	PUD Planned Unit Development

The zoning ordinance will implement the Master Plan's vision by planning limits on land uses consistent with the Future Land Use Classifications.

Proposed Zoning Ordinance Amendments

1. Provide for better buffers between land uses
    - Goal: Attractive location for small businesses.
    - Strategy: Amend the zoning ordinance to improve land use buffering.

2. Support missing middle housing
    - Goal: Mix of housing types for all socio-economic groups.
    - Strategy: Amend zoning districts to allow fourplexes, sixplexes, and other missing middle housing types.

3. Allow residential apartments above commercial uses
    - Goal: Mix of housing types.
    - Strategy: Amend zoning to permit mixed-use buildings.

4. Remove barriers to affordable housing
    - Goal: Housing opportunities for all income groups.
    - Strategy: Review and amend zoning ordinance to increase flexibility and reduce unnecessary restrictions.

5. Evaluate multifamily zone locations
    - Goal: Housing diversity.
    - Strategy: Amend zoning ordinance based on evaluation of multifamily zone placement.

6. Downzone commercial parcels in residential areas
    - Goal: Housing balance.
    - Strategy: Evaluate and amend zoning to revert certain commercial parcels to residential zoning.

7. Revise zoning and subdivision standards
    - Goal: Master Plan alignment.
    - Strategy: Amend zoning to reflect Master Plan goals and future infrastructure needs.

8. Evaluate maximum densities
    - Goal: Open space/environmental protection.
    - Strategy: Amend zoning ordinance to adjust density limits based on infrastructure impact.

9. Incorporate adequacy of utilities into zoning decisions
    - Goal: Infrastructure planning.
    - Strategy: Amend zoning ordinance to include utility adequacy as a criterion for rezoning, site plans, and special land use approvals.

10. Protect natural features through zoning
    - Goal: Environmental preservation.
    - Strategy: Create incentive programs and amend zoning to protect wetlands, woodlots, and other natural features.

Chapter 13. Implementation Plan

The Master Plan identifies the vision for the next 20 years for the city; however, that vision will not be realized unless the city takes steps to make it happen. The purpose of the implementation plan is to identity the steps to implement the plan.

Capital Improvements

Under the Michigan Planning and Zoning Enabling Act (MPEA), the city is required to prepare and annually update a Capital Improvement Plan (CIP) because it operates an existing municipal water and sewer system. CIPs, at minimum, should include changes to the municipal utilities, public facilities, and other infrastructure upgrades. The following are policies related to infrastructure that should be incorporated into the plan:

Transportation & Streets

- Inventory and assess existing rights-of-way for multimodal use.
- Redesign high-traffic corridors to include bike lanes, sidewalks, bus stops, and ADA-compliant crossings.
- Improve bus stop placement and amenities in coordination with MTA Flint.
- Enforce heavy truck load limits to protect roads.
- Use PASER ratings and Roadsoft tools for street maintenance planning.
- Apply “mix of fixes” approach for road maintenance.
- Coordinate street upgrades with subsurface utility improvements.
- Maintain aggressive street maintenance and beautification programs.
- Share infrastructure condition data via TAMC dashboards and city website.

Parks & Recreation

- Fund improvements identified in the Parks and Recreation Master Plan.
- Incorporate Parks and Recreation Master Plan recommendations into the CIP.
- Identify and develop pocket parks in neighborhoods.
- Amend Parks and Recreation Master Plan to include criteria for neighborhood parks.
- Propose a parks and recreation millage for funding.
- Hire a full-time Parks and Recreation Director.
- Partner with organizations for park expansions and non-motorized pathways.
- Promote youth and senior engagement in park activities.

Utilities & Infrastructure

- Complete annual inventory of existing infrastructure.
- Develop and annually adopt a six-year schedule of proposed capital improvements.
- Prepare a capital budget as part of the annual budget cycle.
- Evaluate Future Land Use (FLU) density in relation to utility capacity.
- Use adequacy of utilities as a basis for rezoning and site plan decisions.
- Prepare and update an official map of future public facility improvements.

Environmental & Open Space

- Evaluate maximum densities allowed in zoning ordinance for infrastructure impact.
- Reevaluate minimum parking requirements to reduce impervious surfaces.
- Implement stormwater management improvements (e.g., bioswales).

- Improve water quality at Kelly Lake Park through natural landscaping.
- Coordinate with watershed organizations for wetland protection.

Public Safety

- Install pedestrian-scale lighting in public spaces.
- Design public facilities to enhance safety and visibility.
- Implement proactive maintenance for public safety infrastructure.
- Increase street lighting in neighborhoods.
- Add improvements to the Burton Senior Activity Center.

Economic Development

- Revitalize Courtland Center through public-private partnerships.
- Implement the DDA Visioning Plan for downtown and gateways.
- Establish grant programs through DDA for placemaking projects.
- Develop concept plans for commercial area redevelopment.

Strategic Implementation Plan

In order to implement the key goals and objectives of the Master Plan, the Planning Commission has prioritized the following strategies over the next five years (Table 13-1). These strategies should help to inform the Planning Commission as it identifies its work goals for the annual planning report to the city council. The Planning Commission should track the completion status of strategies on this list even if they are not a responsible party.

Table 13-1: Strategic Plan

Strategy	Responsible Party	Deadline
Develop a "one-stop" web page for business wishing to locate in the city.	Consultant City IT Staff Chamber of Commerce	1 Year
Address traffic and other infrastructure concerns that effect the accessibility and attractiveness of businesses districts.	DPW – Engineering Division DDA	1-2 Years
Evaluate and develop a complete street plan for the City of Burton.	DPW Planning Commission	1-2 Years
Planning Commission will work with the Zoning Board of Appeals (ZBA) on issues regarding sidewalk requirements.	Planning Commission and ZBA	1-3 Years
Provide more resources to the DPW for enforcement and inspectors.	City Council	1-5 Years
Address sidewalk maintenance and snow clearing by more enforcement of the applicable city code provisions.	City Code Enforcement	1-5 Years

Strategy	Responsible Party	Deadline
Continue strict enforcement of the building and property maintenance codes.	DPW – Building Division	1-5 Years
Establish a SR2S committee.	Mayor's Office Planning Commission Local School Districts City Council	2 Years
Amend the zoning ordinance to provide for better buffers between the land uses.	Planning Commission City Council	2 Years
Assure that zoning districts within the city provide a variety of density and housing types including the missing middle, such as housing opportunities that are fourplex and sixplex, to optimize choices in dwellings.	Planning Commission City Council	2 Years
Provide for housing options for seniors and the disabled.	Planning Commission City Council	2 Years
Review the zoning ordinance for flexibility and to remove unnecessary barriers to affordable housing.	Planning Commission City Council	2 Years
Review zoning for the future land use map.	Planning Commission City Council	2 Years
Evaluate proposals to ensure an appropriate balance in the types of housing in the city.	Planning Commission City Council	2 Years
Evaluate existing zones of commercial parcels in residential areas for down zoning back to residential.	Planning Commission City Council	2 Years
Create a non-motorized transportation plan.	DPW Parks and Recreation Commission	2-3 Years
Work with schools and colleges to aid new and expanding businesses.	Planning Commission Committee composed of school representatives and Chamber of Commerce	2-3 Years
Leverage state and federal grants to provide financing for affordable and senior housing.	DPW City Staff Senior Center	2-3 Years
Coordinate with other organizations and municipalities nearby.	Planning Commission Mayor's Office	2-5 Years
Amend the Visioning Plan to allow the DDA to obtain blighted properties.	DDA City Council	3 Years

Strategy	Responsible Party	Deadline
Evaluate sidewalk improvements regarding the needs of schools.	SR2S committee (to be formed)	3-4 Years
Coordinate incentives to encourage affordable housing.	Planning Commission City Council	4 Years
Establish sidewalk assessment process to fund sidewalk maintenance.	DPW	4 Years
Establish a program to help with façade improvements of businesses and/or residential homes, particularly along major thoroughfares as funding sources are identified.	DPW – Planning Division DDA	4 Years
Incorporate sidewalks or sidewalk improvements into street improvement projects in compliance with non-motorized and complete street plans.	DPW – Engineering Division	4 Years
Conduct a five-year review of the Master Plan.	Planning Commission	5 Years

Plan Maintenance and Update

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

Five Year Review

Under the terms of the MPEA, the city's Planning Commission must review the Master Plan at least every five years to determine if there is a need to update it. The findings and determination should be recorded in the minutes and through a resolution attached to the appendix of the plan.

The review should be a formal process if the city intends it to serve as compliance with the requirements of Section 45 (2) of the MPEA. This means that a report outlining the standards for review and other basis upon which the Planning Commission determined an update is or is not necessary. The findings should be set out in a resolution adopted by the Planning Commission.

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

Standards for Review

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

1. The conditions that the plan was based on have changed. For example, the plan assumed a certain growth rate and the new data shows stagnant growth. Indicators to consider in evaluating this factor for the City of Burton Master Plan are:

    a. **Development of Downtown Burton.** The plan assumes that the new mixed-use zoning district along Saginaw Street within the DDA will promote additional development. If new additional development does not occur along the corridor, that might be a basis for reviewing the plan.

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

    c. **Utilities**. The city's water and sewer capacity should be monitored to ensure adequate capacity for development and redevelopment in the city.

2. There was a significant error in the plan that affects the plan policies, goals, or recommendations. Sometimes a plan is based on an assumption that turns out to be incorrect. An area was thought to be a wetland, but turns out not to be. Any changes in the facts as a community knows them should be considered to see if it changes the appropriateness of proposals in the plan.

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

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

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

4. New issues that should be addressed by the plan have come up and are either not addressed in the plan or not adequately addressed by it. Issues important to a community may crop up after a Master Plan has been adopted. In those instances, it might be an issue that requires amendment of the Master Plan to ensure that the city's policies regarding the use are clear.

5. The plan is out of date. Master Plans normally have a 10- to 20-year scope. If the plan has not been revised or significantly updated by the time the plan has reached the end of its "life", then it should be updated at that point.

Using the Master Plan in Future Zoning Amendment Decisions

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

The following are items to consider when approving a rezoning or text amendment:

- **Consistency with Master Plan.** The proposed change is consistent with the Master Plan. This means for rezoning changes it should be consistent with the relevant goals and policies and as well as the future land use plan. In the case of a proposed text amendment, consistency means it is consistent with most of the relevant goals and polices.

- **Mistake.** A mistake in a Master Plan can be an assumption made based on incorrect data, an area on a future land use map that is incorrectly labeled, or other factors that, if known at the time of the Master Plan adoption, would have been corrected.

- **Changes in Condition.** The development of this plan is based on the current conditions of the city. If conditions change within the city, that may cause the adopted goals, policies, and land use decisions to no longer be valid. A text amendment that was previously not recommended may be appropriate now.

- **Change in Policy.** This Master Plan document is the Planning Commission's vision for the city. When the vision changes, then so should the Master Plan. When a zoning issue results in a change in vision, a decision can be made that is contrary to the current Master Plan as long as that changed vision is explicitly incorporated into the Master Plan.

- **Additional Considerations Related to Text Amendments.** The changing of text of the zoning ordinance should be evaluated on the above standards, but also changes that may not have any impact on the goals and objectives of the Master Plan. These neutral changes are appropriate when:

    - The text change is necessary to clarify a provision in the zoning ordinance.
    - The text change is necessary to correct a mistake in the ordinance.

- The text change is necessary to improve administration of the zoning ordinance or better serve the community.
- The text change is necessary to address a provision that is determined to be inconsistent with state or federal law.

Appendix

Notice of Intent to Update the Master Plan
Distribution of Draft Plan and Notice of Public Hearing
Notice of Adoption and Mailing of Master Plan

NOTICE OF INTENT TO UPDATE
A MASTER PLAN
CITY OF BURTON, MICHIGAN

April 23, 2025

To Whom It May Concern:

In accordance with the requirements of Michigan Planning Enabling Act, this is to notify you that the City of Burton is initiating the process to update its Master Plan.

In the coming months, the City of Burton Planning Commission will be working on the plan. Once a draft has been prepared, a copy will be sent to you for your community's review and comment. Once the plan is adopted, a copy of the adopted plan will also be sent to you. It is our intention to provide the plan copies in digital format. If you would like a paper copy of the draft and final plan instead, please let us know.

Planning assistance is provided by ROWE Professional Services Company. The project manager for this project is Amy Bontempo who can be reached at (810) 341-7500 or abontempo@rowepsc.com. The City of Burton thanks you for your cooperation and assistance. Please direct any correspondence or questions to:

Planning Commission
City of Burton
4093 Manor Drive
Burton, MI 48519
810-742-9230
https://www.burtonmi.gov/

Regards,

Amber Abbey
Deputy DPW Director

63-day Restart notice due to mailing of wrong draft

NOTICE OF
PUBLIC HEARING COMMENT PERIOD AND PUBLIC HEARING
CITY OF BURTON MASTER PLAN

October 30, 2025

City of Burton recently completed a update to the City Master Plan draft. This is a notice of the initiation of the 63-day review period and public hearing for the draft plan in accordance with Section 41 and 43 of the Michigan Planning Enabling Act.

Enclosed is a copy of the draft Master Plan.

Comments should be submitted to:

Master Plan Comments
City of Burton Planning Commission
4093 Manor Drive
Burton, MI 48519
810-742-9230

The public hearing on the Master Plan is scheduled for January 13, 2026, at 5:00pm at Burton City Hall, Council Chambers, 4303 S. Center Road, Burton, MI 48519.

Please contact Leandra Swayne, Deputy Planning/Zoning Official at the City if you have any questions concerning this notice or the plan. She can be reached at l.swayne@burtonmi.gov or by calling 810-742-9230 x 3113.

NOTICE OF ADOPTION AND TRANSMISSION OF MASTER PLAN CITY OF BURTON, MICHIGAN

January 20, 2025

The City of Burton adopted their Master Plan on January 13, 2026. Attached is a copy of the adopted plan for your information as required by Section 43 (5) of the Michigan Planning Enabling Act.

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

Planning Commission
City of Burton
4093 Manor Drive
Burton, MI 48519
810-742-9230
https://www.burtonmi.gov/

Sincerely,
ROWE Professional Services Company

Amy Bontempo
Senior Planner

Attachments

cc: Municipality, Planning Commission