

# Burton: At the Heart of It All



## City of Burton Master Plan 2017-2037

Adopted: \_\_\_\_\_



Mayor Paula Zelenko

Pre-Public Hearing Draft

# The City of Burton

## Master Plan 2017-2037

Adopted: \_\_\_\_\_

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# City of Burton Master Plan

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# City of Burton Master Plan

## 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 2017-2037 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.

The city made major efforts to engage with residents and members of the Burton community as part of the Master Plan process. The city held focus groups and stakeholder interviews, conducted a community survey using online and paper surveys, utilized the “Community Remarks” public engagement portion to capture comments about areas in the city, hosted a visioning session, held a youth charrette/summit for the three major school districts, and presented a master plan open house. These public engagement strategies allowed many residents, business owners, and members of the community to express their ideas and concerns. Through these interactions with the public and review of the previous land use plan, the Planning Commission developed the goals, objectives, and strategies for this Master Plan.

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.

# City of Burton Master Plan

## Chapter 1. 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*



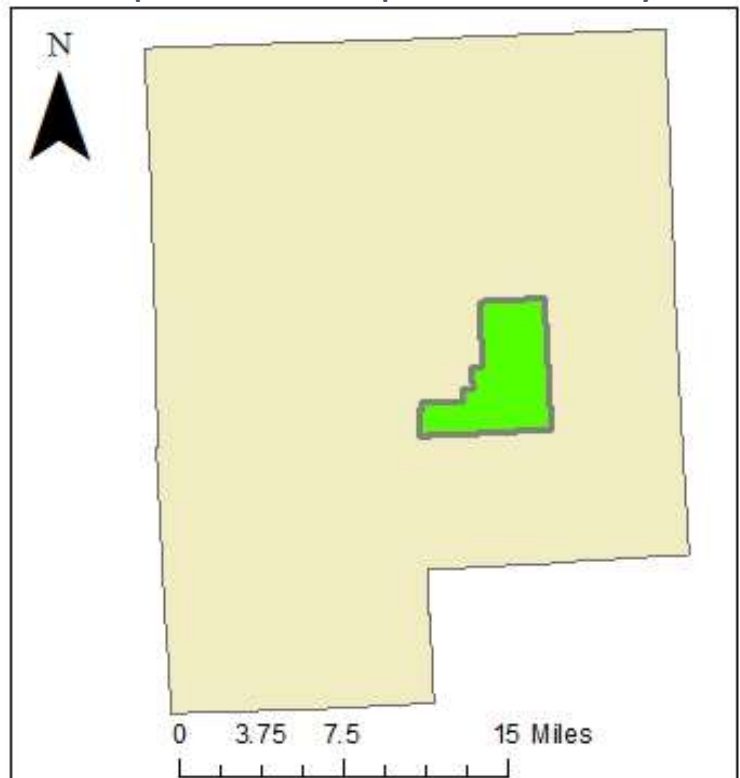
The City of Burton started as part of the Atherton Settlement that was established in 1835<sup>1</sup>. Atherton is the name of the brothers who travelled from New York to Michigan to farm<sup>2</sup>. In 1971, the township started to seek city status and on May 16, 1972 the township was incorporated as the City of Burton<sup>3</sup>. 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 1-1). 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 city also houses the 67<sup>th</sup> District Court-Burton Division.

Map 1-1: 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.

<sup>1</sup> Mona Ballge (2016) "About Our City." Print

<sup>2</sup> 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>

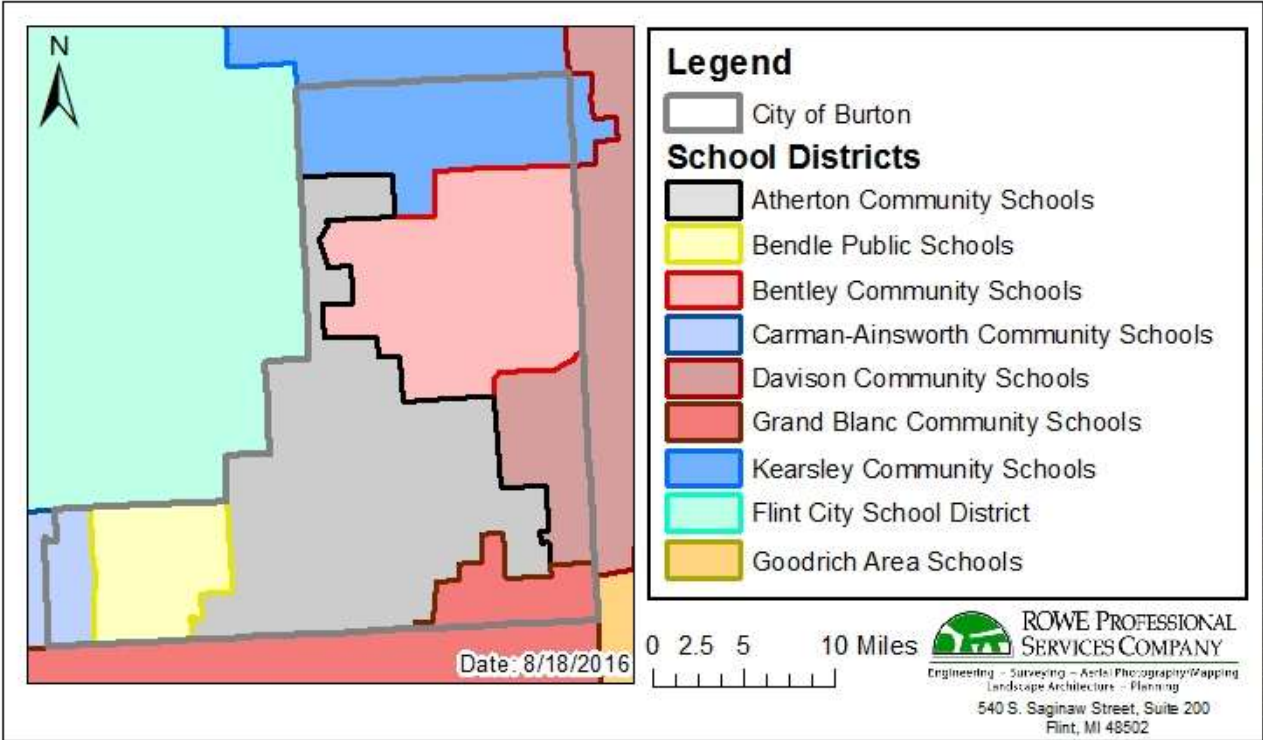
<sup>3</sup> City of Burton. (2015) "About Our City." City of Burton. [http://www.burtonmi.gov/residents/about\\_our\\_city/index.php](http://www.burtonmi.gov/residents/about_our_city/index.php)

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## School Districts

The residents of the City of Burton have a variety of schools to choose from, both private or 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 1-2, you can see the different major school districts and schools throughout the districts.

Map 1-2: 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.

# City of Burton Master Plan

## Demographic Analysis

### Population Analysis

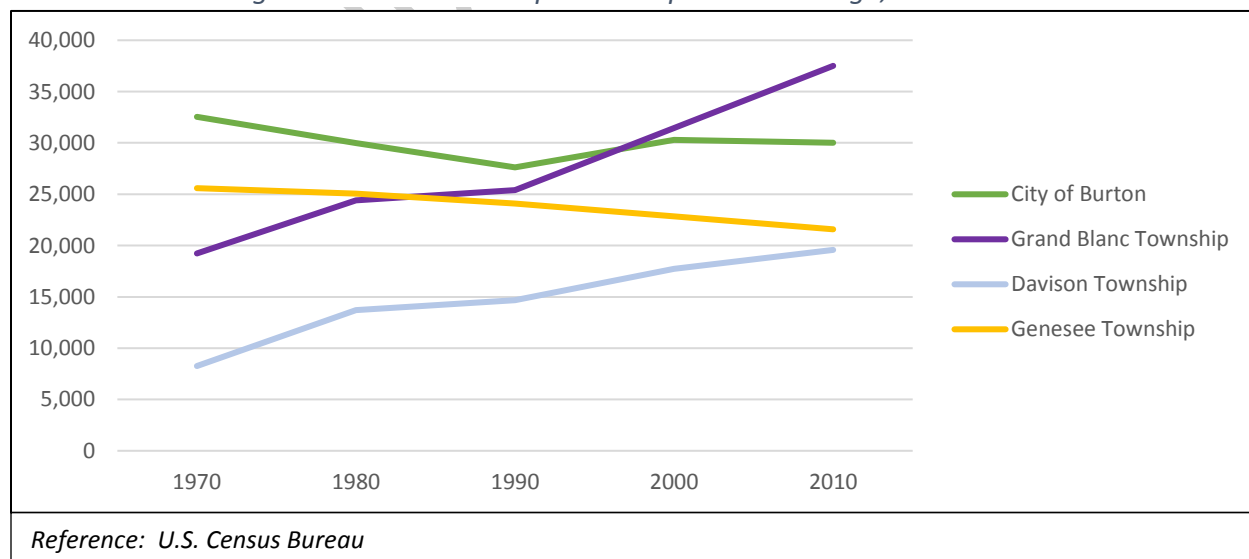
Population information is important to review when trying to understand a community. When considering population for a city, it must be kept in mind that residents of a city in Michigan are also residents of the county in which the city is located. This is reflected in the census data. The information collected includes population changes, age breakdown, median age, race and ethnic breakdown, household types, average household size, and education attainment.

The City of Burton’s census population has declined peaked and then increased over 30 years before holding relatively steady over the period 2000 – 2010 shown in Table 1-1 and Figure 1-1. This compares with surrounding jurisdictions that have decreased (City of Flint and Davison Township) and increased Grand Blanc and Davison Township. The population change is very consistent with both Genesee County and the State of Michigan as a whole.

1970-2010	City of Burton		City of Flint		Grand Blanc Twp		Davison Twp		Genesee Twp		Genesee County		State of Michigan	
	Year	Pop.	Chng.	Pop.	Chng.	Pop.	Chng.	Pop.	Chng.	Pop.	Chng.	Pop.	Chng.	Pop.
1970	32,540		193,317		19,229		8,260		25,589		444,341		8,875,083	
1980	29,976	-8%	159,611	-17%	24,413	27%	13,708	66%	25,065	-2%	450,449	1%	9,262,078	4%
1990	27,617	-8%	140,761	-12%	25,392	4%	14,671	7%	24,093	-4%	430,459	-4%	9,295,297	0%
2000	30,308	10%	124,943	-11%	31,450*	24%	17,722	21%	22,837*	-5%	436,141	1%	9,938,444	7%
2010	29,999	-1%	102,434	-18%	37,508	19%	19,575	10%	21,581	-5%	425,790	-2%	9,883,640	-1%

Reference: U.S. Census Bureau  
 Note: Burton Township in 1970 turned into City of Burton by 1980 and \* number is an estimated value.

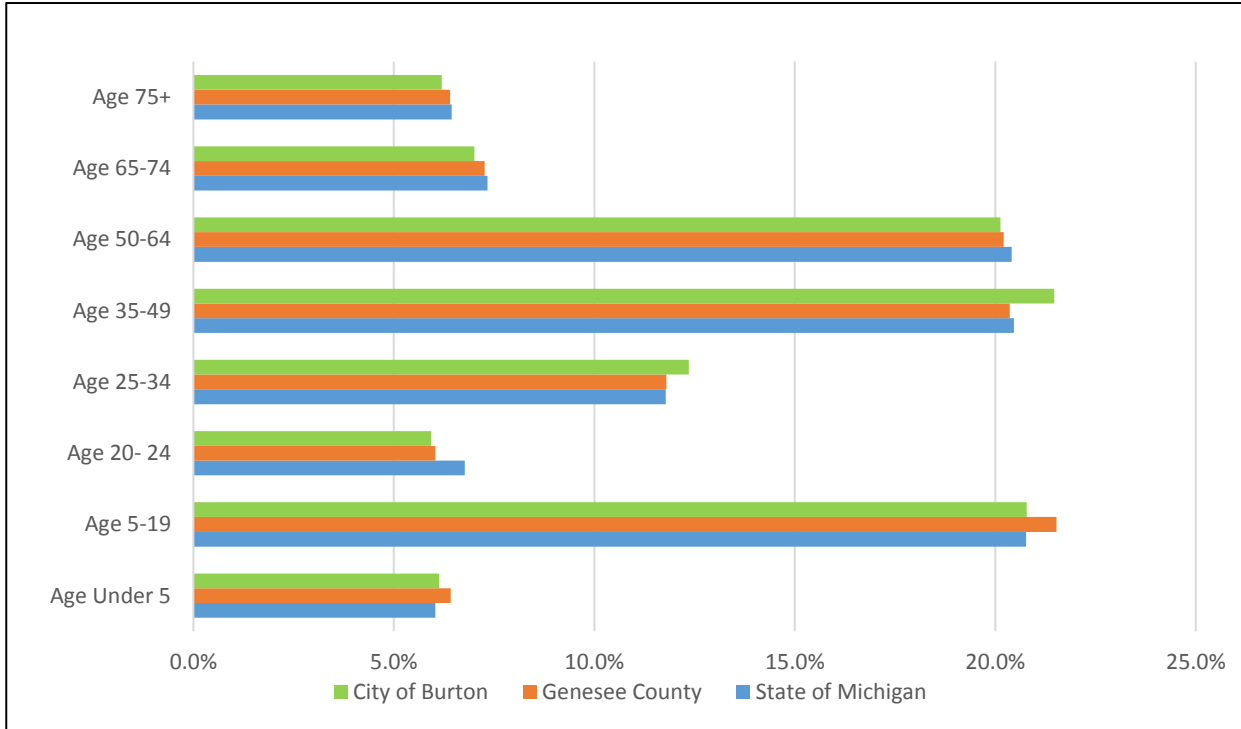
Figure 1-1 Some Municipalities Population Change, 1970-2010



# City of Burton Master Plan

Figure 1-2 identifies the population by age group and compares the various age cohorts with the county and the state. The data shows that in 2010 the population in the city had a higher percentage of young to middle aged adults from 25 to 49. This is a higher percentage in both the household formation and the working years.

Figure 1-2: Age Group Breakdown by Percentage, 2010



Reference: U.S. Census Bureau

The median age in the City of Burton is generally in line with the county and state. It shows the general increase in age caused by the aging “baby-boom” generation. This trend is expected to continue unless the city is able to attract a number of younger persons into the community (Table 1-2).

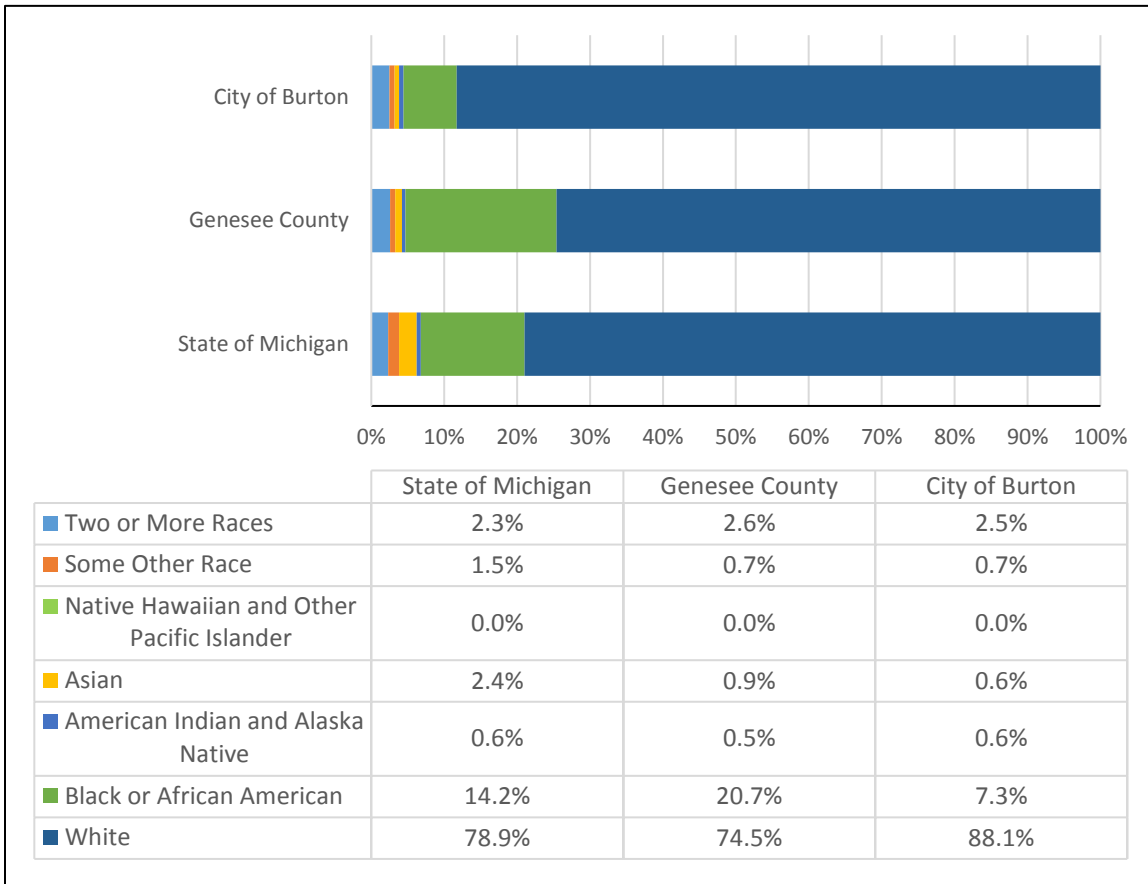
Year	City of Burton	Genesee County	State of Michigan
1990	32.7	32	32.6
2000	34.6	35.25	35.5
2010	38.6	38.5	38.9

Reference: U.S. Census Bureau  
 Note: The shaded box is an estimated number value.

Figure 1-3 and Figure 1-4, shows that the city of is more homogeneous racially than Genesee County or the State of Michigan as a whole. National and state-wide trends would predict that the city will become more racially diverse over the next two decades.

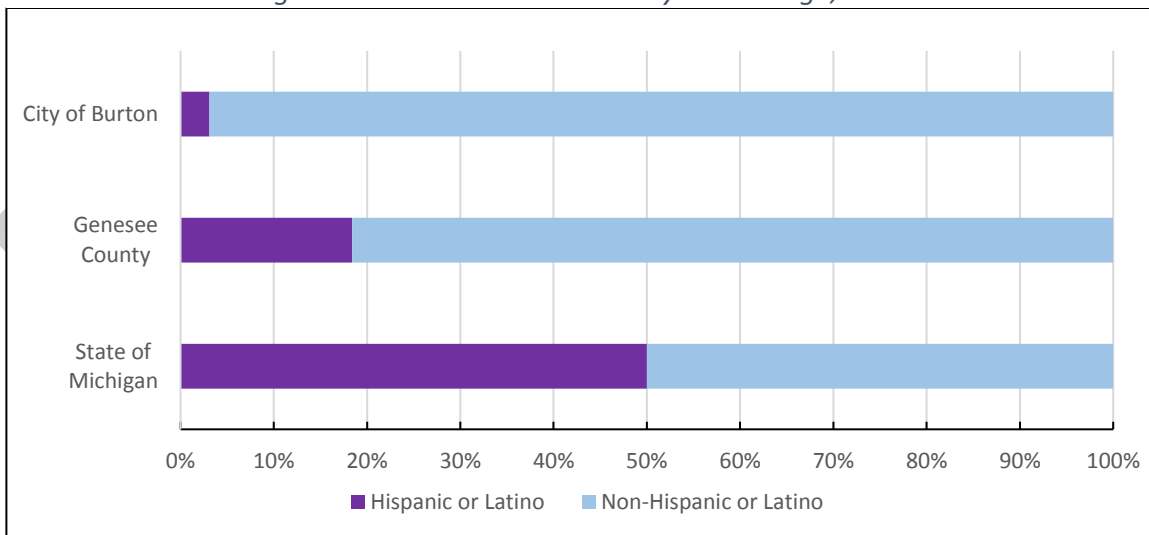
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Figure 1-4: Race Breakdown by Percentage, 2010



Reference: U.S. Census Bureau

Figure 1-3: Ethnic Breakdown by Percentage, 2010



Reference: U.S. Census Bureau

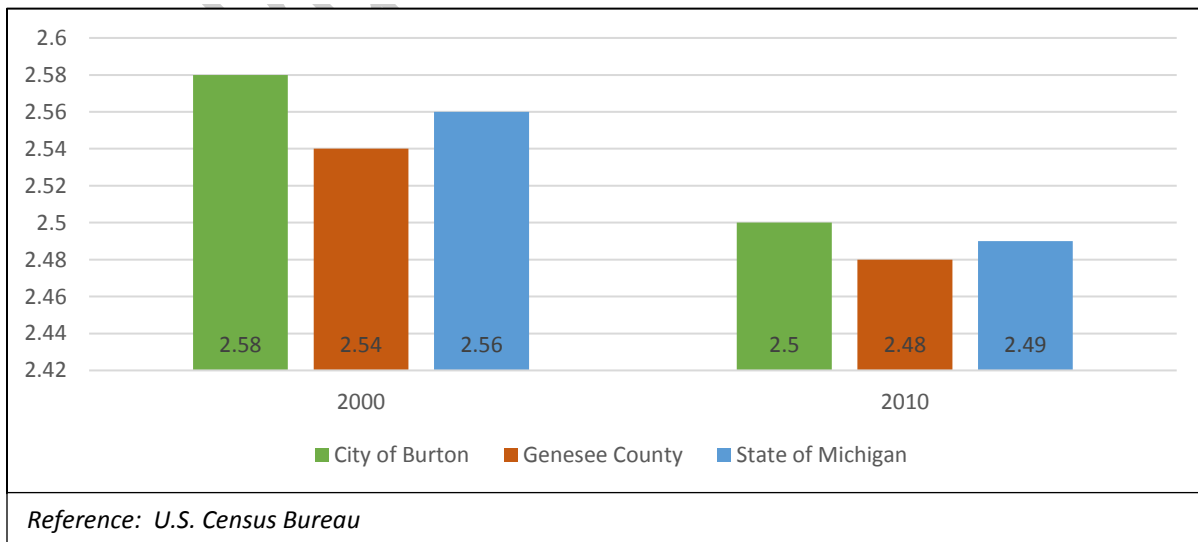
## City of Burton Master Plan

Table 1-3: Household Types, 2010						
	City of Burton		Genesee County		State of Michigan	
	#	%	#	%	#	%
<b>Total households</b>	<b>11,964</b>	<b>100%</b>	<b>169,202</b>	<b>100%</b>	<b>3,872,508</b>	<b>100%</b>
<i>Family households (families)</i>	8,041	67.2%	111,620	66.0%	2,554,073	66.0%
With own children under 18 years	3,500	29.3%	49,511	29.3%	1,106,735	28.6%
<i>Married-couple family</i>	5,411	45.2%	73,337	43.3%	1,857,127	48.0%
With own children under 18 years	2,054	17.2%	27,794	16.4%	730,892	18.9%
<i>Female householder, no husband present</i>	1,950	16.3%	29,048	17.2%	511,583	13.2%
With own children under 18 years	1,085	9.1%	16,987	10.0%	284,562	7.3%
<i>Male householder, no wife present</i>	680	5.7%	9,235	5.5%	185,363	4.8%
With own children under 18 years	361	3.0%	4,730	2.8%	91,281	2.4%
<i>Nonfamily households</i>	3,923	32.8%	57,582	34.0%	1,318,435	34.0%
Householder living alone	3,229	27.0%	48,117	28.4%	1,079,678	27.9%
Householder 65 years and over	2,975	24.9%	17,296	10.2%	985,333	25.4%
<i>Reference: U.S. Census Bureau</i>						

Table 1-3 shows the breakdown of households by types. A household is one or more persons functioning as a household unit. It is different from a family by the fact that it includes individuals living alone and two or more unrelated people living together. The household composition in the city is similar to the county and state.

The average household size for the city, county, and state is similar as shown in Figure 1-5. Comparison with 2000 data shows a drop in household size. This is a national trend due to the aging population. As nuclear families age, single households split into several as the children reach adulthood and form new households. Increases in the rate of divorce over the past 50 years have also increased the number of households and caused a reduction in average household. A significant impact of this trend is that a population that does not increase may still require additional housing units. It also impacts the demand for smaller dwelling units.

*Figure 1-5: Average Household Size, 2000-2010*



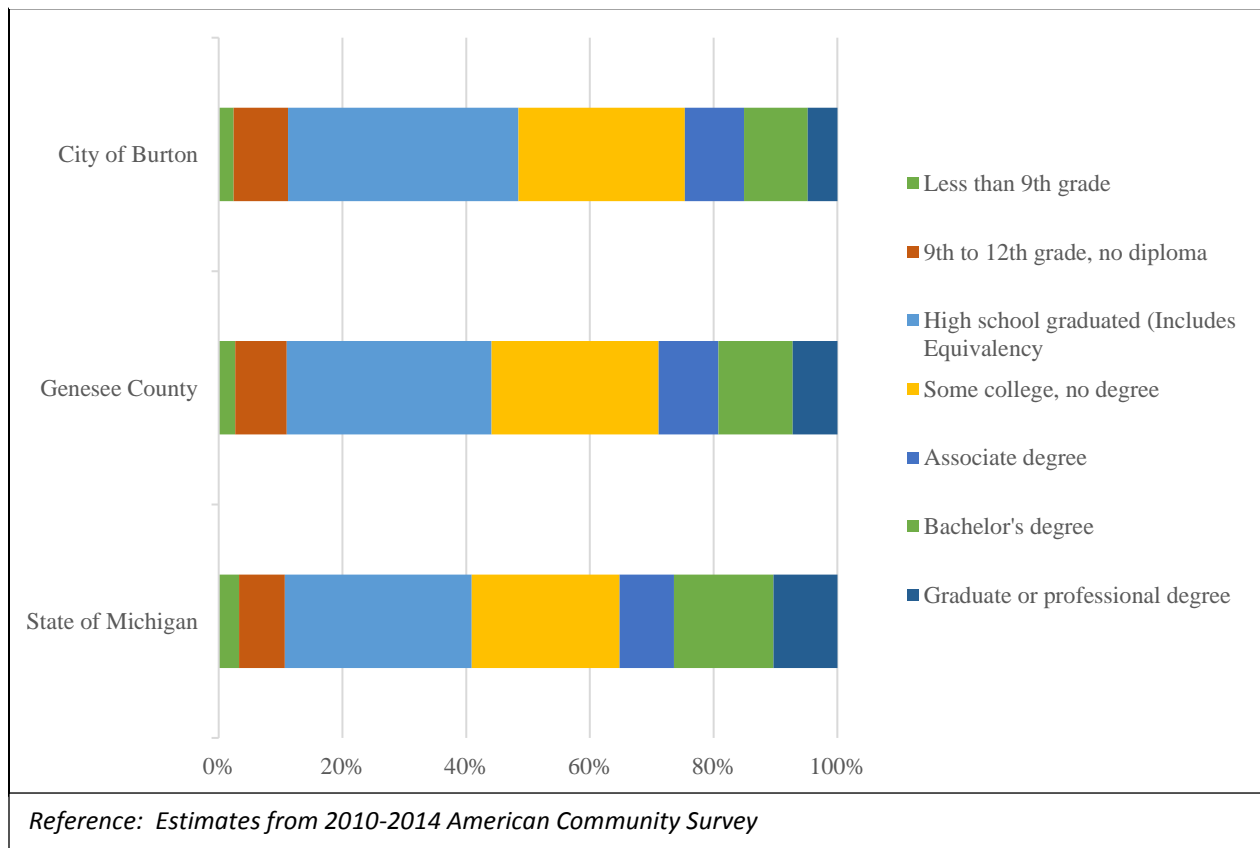
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Table 1-4: Education Attainment, 2014						
	City of Burton		Genesee County		State of Michigan	
	#	%	#	%	#	%
<b>Population 25 years and over</b>	20,178	100%	38,166	100%	6,619,834	100%
Less than 9th grade	484	2.4%	1,030	2.7%	218,455	3.3%
9th to 12th grade, no diploma	1,776	8.8%	3,168	8.3%	489,868	7.4%
High school graduate (includes equivalency)	7,526	37.3%	12,633	33.1%	1,999,190	30.2%
Some college, no degree	5,428	26.9%	10,305	27.0%	1,582,140	23.9%
Associate degree	1,937	9.6%	3,702	9.7%	582,545	8.8%
Bachelor's degree	2,078	10.3%	4,580	12.0%	1,065,793	16.1%
Graduate or professional degree	969	4.8%	2,748	7.2%	681,843	10.3%

*Reference: American Community Survey, 2014*

The city has a lower percentage of adults with bachelor or higher college degrees than the county or the city shown in Table 1-4 and Figure 1-6. It has about the same percentage of adults without a high school degree or equivalency, but a higher proportion of adults with a high school degree but no college.

Figure 1-6: Educational Attainment 2014



## City of Burton Master Plan

### Housing Analysis

Part of what attracts people to live in the community the type of housing that is located within the municipality. The characteristics measured by the census include information regarding the residents (tenure and affordability) as well as information about the structures themselves (age, value, type of structure, etc.)

Table 1-5: Number of Occupied Dwelling Units, 1990-2010						
Total Housing Units*	City of Burton		Genesee County		State of Michigan	
	#	% Change	#	% Change	#	% Change
1990	9,869		128,402		3,419,331	
2000	12,348	25.1%	169,825	32.3%	3,785,661	10.7%
2010	11,964	-3.1%	169,202	-0.4%	3,872,508	2.3%

*Reference: U.S. Census Bureau*

Table 1-5 shows the change in the number of occupied dwelling units. It showed a decrease of 3.1 percent in the number of occupied dwellings. This compares with a more modest decrease in the county as a whole and a small increase for the state.

*Figure 1-7: Housing Tenure, 2010*

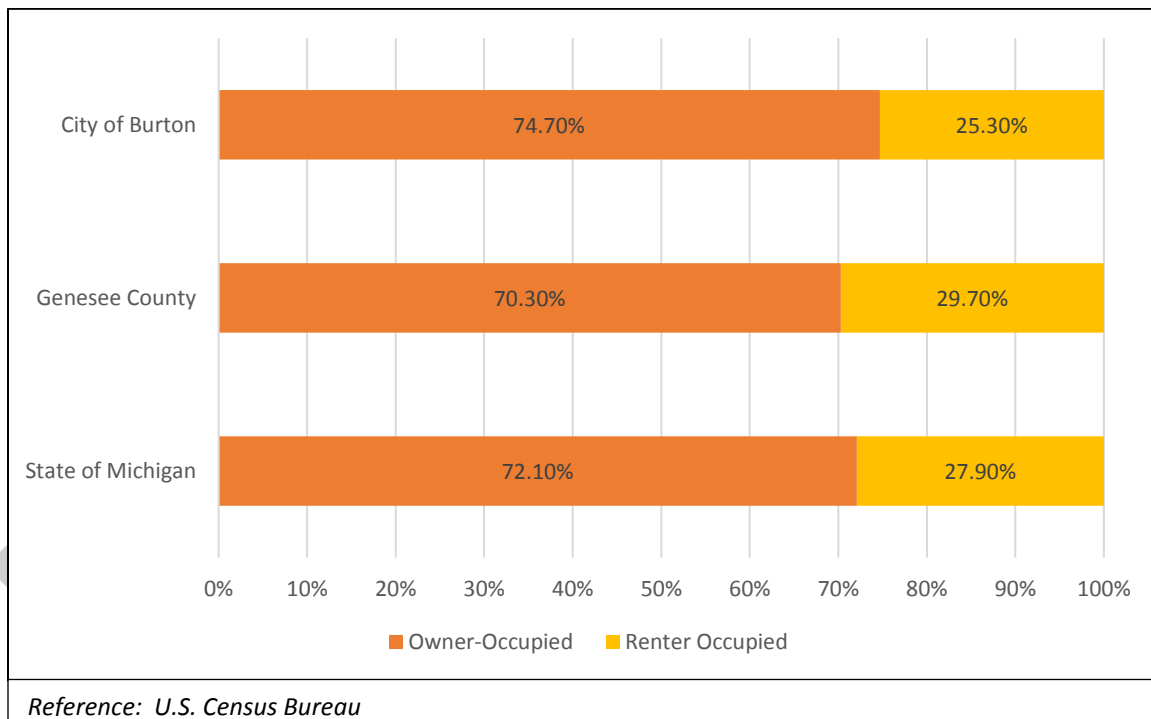


Table 1-6 identifies the breakdown of renters versus homeowners in the city. It is not unusual for an urban area to have a higher percentage of renters than mostly rural areas. However, the City of Burton has only a slightly greater number of owner occupied residences.

## City of Burton Master Plan

Table 1-6: Units in Structure*, 2014						
	City of Burton		Genesee County		State of Michigan	
	#	%	#	%	#	%
Total housing units	12,951	100.0%	191,447	100.0%	4,532,719	100.0%
1-unit, detached	10,550	81.5%	139,869	73.1%	3,262,082	72.0%
1-unit, attached	134	1.0%	8,316	4.3%	211,262	4.7%
2 units	107	0.8%	3,241	1.7%	116,964	2.6%
3 or 4 units	180	1.4%	4,541	2.4%	116,039	2.6%
5 to 9 units	213	1.6%	7,512	3.9%	190,503	4.2%
10 or 19 units	265	2.0%	8,079	4.2%	163,537	3.6%
20 or more units	753	5.8%	9,082	4.7%	225,494	5.0%
Mobile home	749	5.8%	10,799	5.6%	245,882	5.4%
Boat, RV, van, etc.	0	0.0%	8	0.0%	956	0.0%

Note: \*Occupied Housing Units.  
Reference: Estimates from 2010-2014 American Community Survey

This despite the fact, as shown in Table 1-6, it has a much higher proportion of single family detached homes at 81.5 percent versus 73.1 percent for the county and 72 percent for the State of Michigan.

Table 1-7 compares housing value in the city versus the county and state. It shows that the median value of an owner occupies home in the city is approximately 58 percent of the that of state as a whole and 75 percent of the county Table 1-8 shows that the disparity has grown over the past 30 years, and particularly since 2010.

Table 1-7: House Value, 2014						
	City of Burton		Genesee County		State of Michigan	
	#	%	#	%	#	%
Specified owner-occupied units	8,527	100.0%	115,167	100.0%	2,738,012	100.0%
Less than \$50,000	2,724	31.9%	30,466	26.5%	431,825	15.8%
\$50,000 to \$99,999	3,442	40.4%	34,666	30.1%	681,414	24.9%
\$100,000 to \$149,999	1,503	17.6%	24,122	20.9%	551,567	20.1%
\$150,000 to \$199,999	662	7.8%	13,390	11.6%	439,220	16.0%
\$200,000 to \$299,999	157	1.8%	8,447	7.3%	371,874	13.6%
\$300,000 to \$499,999	27	0.3%	2,641	2.3%	188,963	6.9%
\$500,000 to \$999,999	12	0.1%	909	0.8%	57,303	2.1%
\$1,000,000 or more	0	0.0%	526	0.5%	15,846	0.6%
Median (dollars)	\$69,500		\$88,300		\$120,200	

Reference: Estimated from 2010 - 2014 American Community Survey

## City of Burton Master Plan

Table 1-8: Median House Values, 1990-2014						
Total Housing Units	City of Burton		Genesee County		State of Michigan	
	\$	% Change	\$	% Change	\$	% Change
1990	\$44,400		\$42,700		\$60,600	
2000	\$84,500	90.3%	\$95,000	122.5%	\$115,600	90.8%
2010	\$100,600	19.1%	\$118,000	24.2%	\$144,200	24.7%
2014*	\$69,500	-30.9%	\$88,300	-25.2%	\$120,200	-16.6%

*Reference: Estimated from 2009 - 2014 American Community Survey*

Table 13: Median House Values, 1990-2014						
Total Housing Units	City of Burton		Genesee County		State of Michigan	
	\$	% Change	\$	% Change	\$	% Change
1990	\$44,400		\$42,700		\$60,600	
2000	\$84,500	90.3%	\$95,000	122.5%	\$115,600	90.8%
2010	\$100,600	19.1%	\$118,000	24.2%	\$144,200	24.7%
2014*	\$69,500	-30.9%	\$88,300	-25.2%	\$120,200	-16.6%

*Reference: Estimated from 2009 - 2014 American Community Survey*

Median rents on the other were higher than county medians and only 3 percent less than the state median income. Table 1-8 shows that the median rents increased 90 percent from 1990 to 2014 while the median value of an owner-occupied home increased by only 57 percent. Most of this disparity occurred since 2014 when the median value of homes dropped and the median rent increased by 9.5 percent.

Table 1-9: Gross Rent, 2014						
	City of Burton		Genesee County		State of Michigan	
	#	%	#	%	#	%
Specified renter-occupied units	2,901	100.0%	47,823	100.0%	1,028,835	100.0%
Less than \$200	0	0.0%	853	1.8%	19,182	1.9%
\$200 to \$299	226	7.8%	1,748	3.7%	39,926	3.9%
\$300 to \$499	338	11.7%	6,216	13.0%	95,876	9.3%
\$500 to \$749	850	29.3%	17,528	36.7%	316,871	30.8%
\$750 to \$999	908	31.3%	13,433	28.1%	288,644	28.1%
\$1,000 to \$1,499	464	16.0%	6,611	13.8%	207,491	20.2%
\$1,500 or more	115	4.0%	1,434	3.0%	60,845	5.9%
No rent paid	215	7.4%	2,972	6.2%	61,033	5.9%
Median (dollars)	\$759		\$718		\$780	

*Reference: Estimated from 2010 - 2014 American Community Survey*

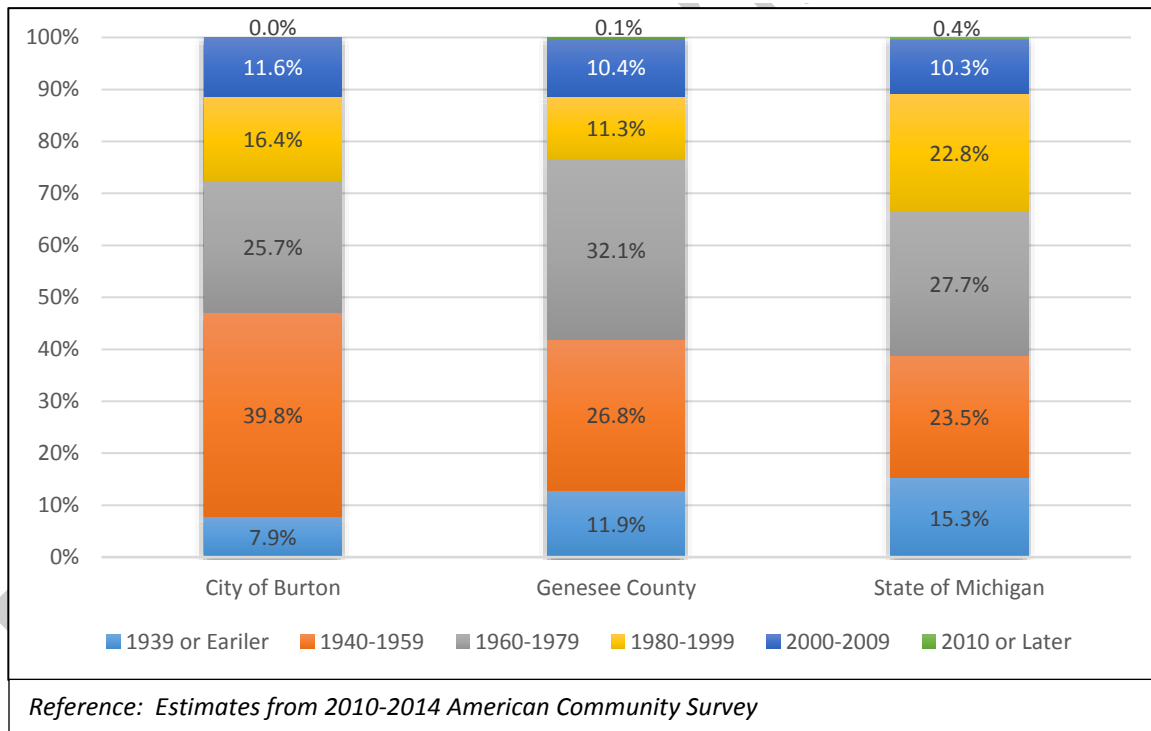
## City of Burton Master Plan

Table 1-10: Median Rent Values, 1990-2014						
Total Housing Units	City of Burton		Genesee County		State of Michigan	
	\$	% Change	\$	% Change	\$	% Change
1990	\$399		\$406		\$341	
2000**	\$476	19.3%	\$507	24.9%	\$546	60.1%
2010	\$693	45.6%	\$662	30.6%	\$723	32.4%
2014*	\$759	9.5%	\$718	8.5%	\$780	7.9%

Note:\*\* Information not available - estimated value  
 Reference: U.S. Census Bureau and \*Estimated from 2010 - 2014 American Community Survey

Figure 1-8 shows the last significant increase in housing construction occurred in the city from 2000 to 2010. Over 11 percent of the housing stock as of 2014 was built over that period of time, a proportion equivalent to the county and the state. However, the table also shows that 47.7 percent of the homes were built before 1960 and so are over 50 years old. This compares with 38.7 percent for the county and 38.8 percent for the state.

*Figure 1-8: Year Structure Built, 2014*

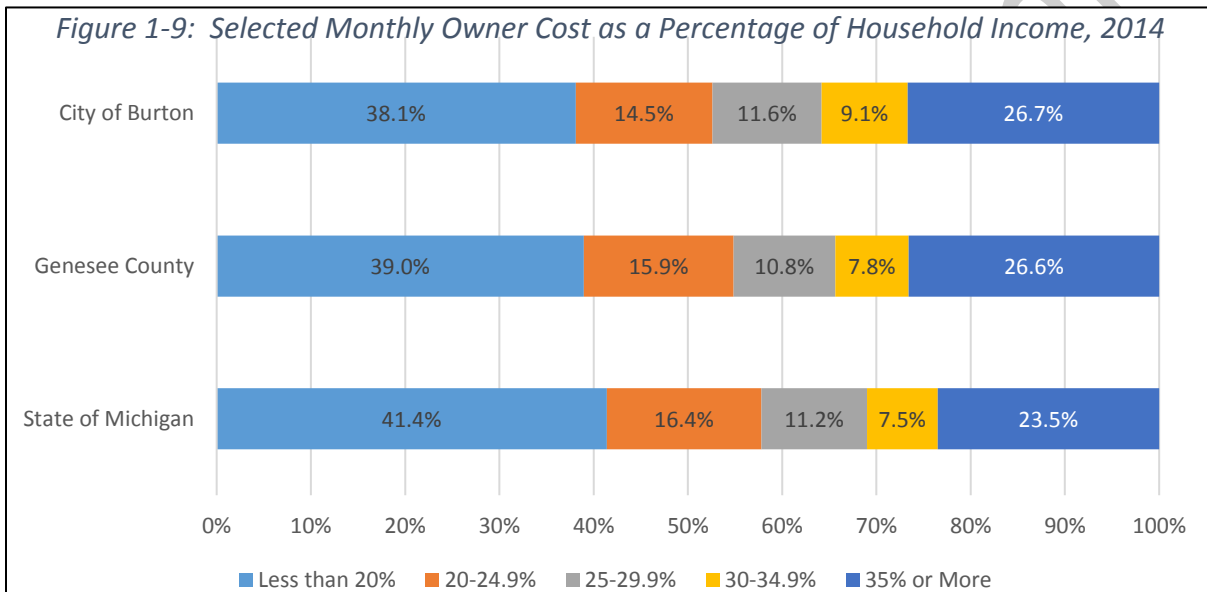


Figures 1-9 and 1-10 identify the affordability of housing in a community by comparing housing costs with income. For owner-occupied homes, “selected monthly owner costs” include payments for mortgages or similar debts on the property (including payments for second mortgages, home equity loans, and other junior mortgages); real estate taxes; insurance on the property; utilities (electricity, gas, and water and sewer); and fuels. Where appropriate, it also includes the monthly condominium fees or mobile home costs. The “gross rent” calculated for non-homeowners includes the contract rent plus the

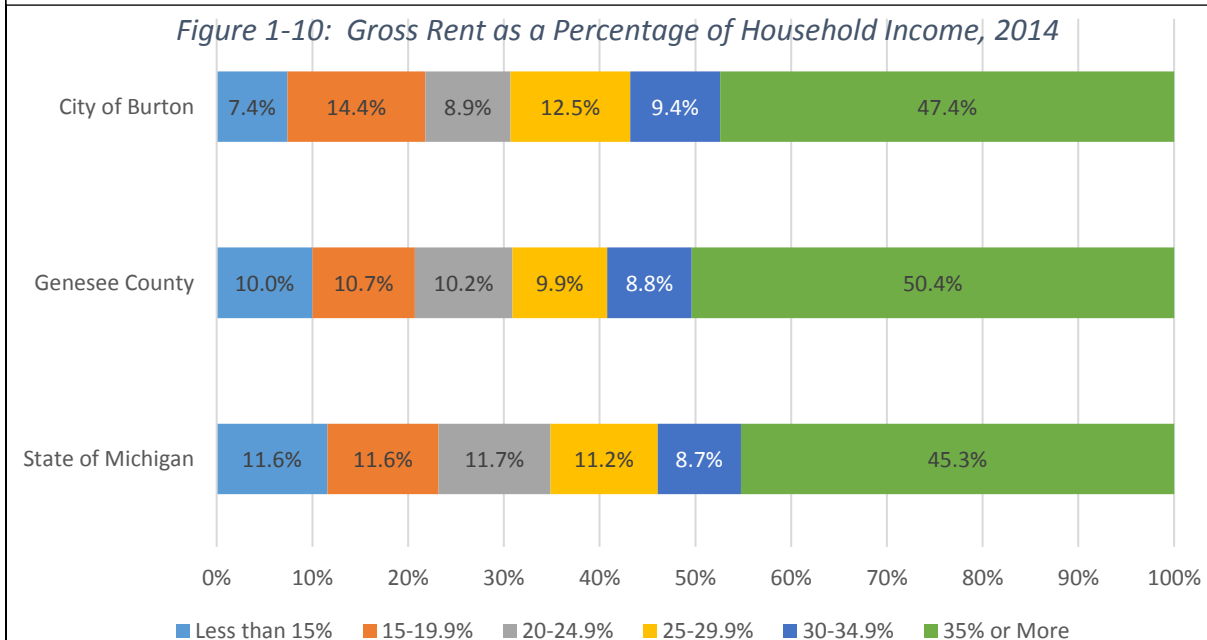
## City of Burton Master Plan

estimated average monthly cost of utilities (electricity, gas, water, and sewer) and fuels, if these are paid for by the renter.

A general rule of thumb is that a household should not pay more than one-third of its income on these housing costs. Figure 1-9 shows that almost two thirds of homeowners (64.2%) pay less than 30 percent of their income for housing costs, although the county (65.7%) and the state (69.0%) do slightly better. Given the greater increase in gross rents, it is not surprising that a higher percentage of renters are paying more than 30 percent of their income on rent shown in Figure 1-10. Only 42.9 percent of the renters were paying less than 30 percent of their income compared with 40.8 percent for the county and 46.0 percent for the state.



*Reference: Estimates from 2010-2014 American Community Survey*



*Reference: Estimates from 2010-2014 American Community Survey*

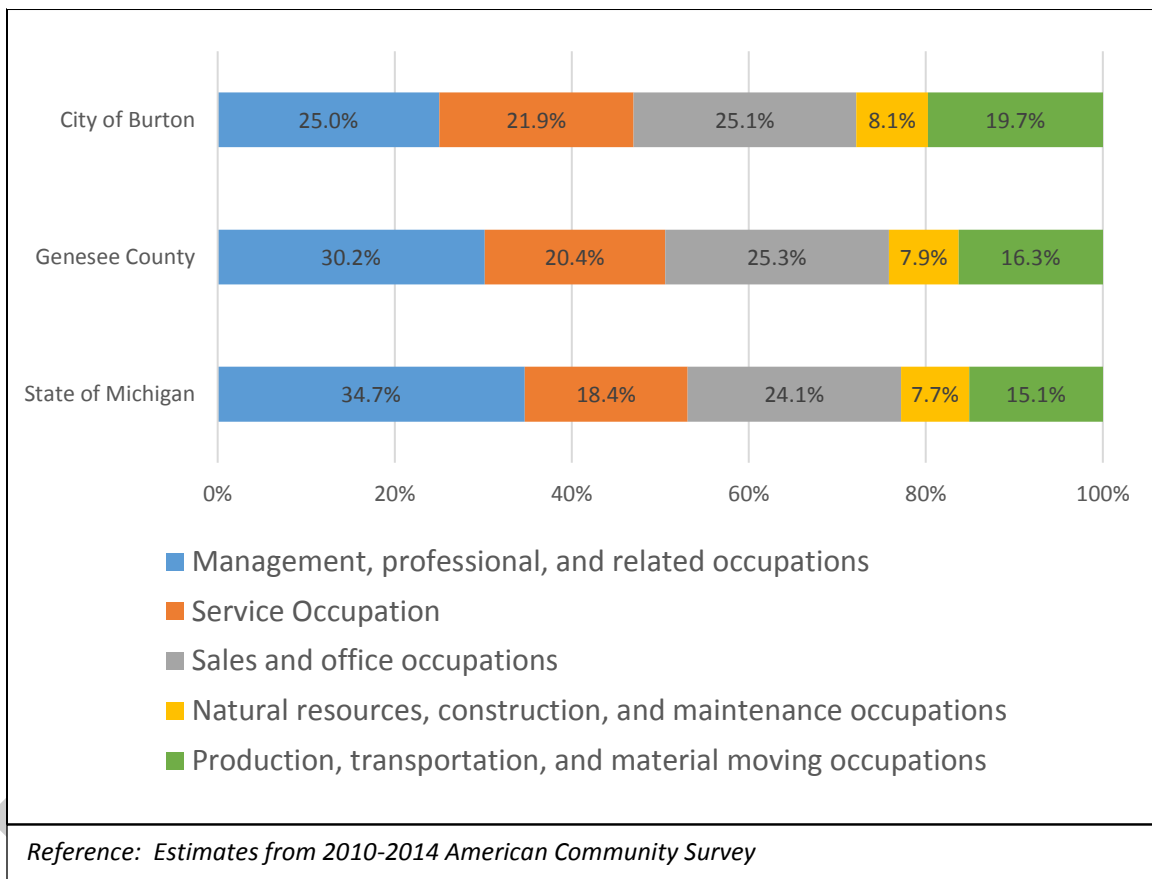
# City of Burton Master Plan

## Economic Analysis

Economic information is crucial to evaluate the local economy and help to see how diverse or resilient the community is. Demographic information evaluated from the Census Bureau include the 2010 census and 2010-2014 American Community Survey. The categories evaluated include occupation, industry, class of worker, income, income source, poverty status, and vehicle available.

The six occupations listed in Table 1-11 are generalization of 509 specific occupational categories for employed people arranged into 23 major occupational groups by the Bureau of the Census. The table shows that the percentage of each occupation varies between the county, township, and city. It does not include persons in the military or under 16 years of age. It shows that the city has a lower percentage of persons employed in management, professional and related occupations and a slightly higher percentage in the other five categories.

Figure 1-11: Occupation, 2014



The industry classification system used during census 2000 was developed for the census and consists of 265 categories for employed people, classified into 14 major industry groups. Table 1-11 shows estimated numbers from 2014 based on data gathered from 2010 to 2014. From 1940 through 1990, the industrial classification has been based on the Standard Industrial Classification (SIC) Manual. The 2000 Census classification was developed from the 1997 North American Industry Classification System (NAICS) published by the Office of Management and Budget. This change in classification system makes comparison of data prior to 2000 with data since 2000 difficult.

## City of Burton Master Plan

The primary industries that the residents of the city were engaged in the year 2014 were Education, Health and Social Services; Manufacturing and Retail Trade. These are the same for the county and the state although the portion they make of the total labor force in the city is slightly less than the county or state.

Table 20: Industry, 2014						
INDUSTRY	City of Burton		Genesee County		State of Michigan	
	#	%	#	%	#	%
Employed civilian population 16 years and over	11,856	100.0%	157,974	100.0%	4,293,574	100.0%
Agriculture, forestry, fishing and hunting, and mining	41	0.3%	837	0.5%	56,755	1.3%
Construction	476	4.0%	7,774	4.9%	204,227	4.8%
Manufacturing	1,820	15.4%	23,770	15.0%	746,413	17.4%
Wholesale trade	451	3.8%	3,895	2.5%	105,437	2.5%
Retail trade	1,719	14.5%	21,411	13.6%	491,344	11.4%
Transportation and warehousing, and utilities	515	4.3%	6,871	4.3%	176,791	4.1%
Information	57	0.5%	2,221	1.4%	68,697	1.6%
Finance, insurance, real estate, and rental and leasing	470	4.0%	7,560	4.8%	236,416	5.5%
Professional, scientific, management, administrative, and waste management services	926	7.8%	12,887	8.2%	398,271	9.3%
Educational, health and social services	2,684	22.6%	41,598	26.3%	1,036,163	24.1%
Arts, entertainment, recreation, accommodation and food services	1,420	12.0%	15,119	9.6%	406,413	9.5%
Other services (except public administration)	907	7.7%	8,180	5.2%	206,631	4.8%
Public administration	370	3.1%	5,851	3.7%	160,016	3.7%
<i>Reference: Estimates from 2009-2014 American Community Survey</i>						

The data in Table 1-11 shows the breakdown of workers based on the ownership of the employing organization. It shows that in 2014, the percentage of persons employed by the government was lower than the county or state as a whole.

## City of Burton Master Plan

Tables 1-12 and 1-13 deal with annual household income estimated in 2014. Table 1-12 shows that the median income in city is actually higher than the county as a whole, but 86% of the state median. Table 1-13 shows that 69.3 percent of the households have income from earnings, compared with 66.8 percent for the county and 73.6 percent for the state. The table shows that the percentage of Burton's residents that have non-earnings types of income such as retirement and social security are slightly lower than the county and slightly higher than the state.

Table 1-11: Income, 2014						
INCOME IN 2014*	City of Burton		Genesee County		State of Michigan	
	#	%	#	%	#	%
<b>Households</b>	11,643	100.0%	165,962	100.0%	3,827,880	100.0%
Less than \$10,000	1,056	9.1%	17,344	10.5%	308,023	8.0%
\$10,000 to \$14,999	863	7.4%	10,745	6.5%	211,941	5.5%
\$15,000 to \$24,999	1,440	12.4%	21,164	12.8%	446,084	11.7%
\$25,000 to \$34,999	1,445	12.4%	20,791	12.5%	424,007	11.1%
\$35,000 to \$49,999	2,026	17.4%	25,465	15.3%	553,748	14.5%
\$50,000 to \$74,999	2,389	20.5%	30,202	18.2%	707,412	18.5%
\$75,000 to \$99,999	1,098	9.4%	17,515	10.6%	456,176	11.9%
\$100,000 to \$149,999	1,000	8.6%	15,220	9.2%	445,647	11.6%
\$150,000 to \$199,999	163	1.4%	4,682	2.8%	150,246	3.9%
\$200,000 or more	163	1.4%	2,834	1.7%	124,596	3.3%
Median household income (dollars)	\$42,002.00		\$41,879.00		\$49,087.00	
* Includes benefits (in 2014 inflation-adjusted dollars)						
Reference: Estimates from 2010-2014 American Community Survey						

Table 1-12: Income Source, 2014						
INCOME SOURCE IN 2010	City of Burton		Genesee County		State of Michigan	
	#	%	#	%	#	%
<b>Households</b>	11,643	100.0%	165,962	100.0%	3,827,880	100.0%
With earnings	8,067	69.3%	110,882	66.8%	2,815,773	73.6%
Mean earnings (dollars)	\$52,733.00		\$57,151.00		\$67,764.00	
With Social Security income	4,126	35.4%	59,110	35.6%	1,264,143	33.0%
Mean Social Security income (dollars)	\$17,960.00		\$18,526.00		\$18,606.00	
With Supplemental Security Income	853	7.3%	13,165	7.9%	231,867	6.1%
Mean Supplemental Security Income (dollars)	\$9,786.00		\$9,705.00		\$9,704.00	
With public assistance income	590	5.1%	9,586	5.8%	141,242	3.7%
Mean public assistance income (dollars)	\$2,924.00		\$3,453.00		\$3,227.00	
With retirement income	3,033	26.0%	47,678	28.7%	871,667	22.8%
Mean retirement income (dollars)	\$24,274.00		\$22,905.00		\$21,940.00	
Reference: Estimates from 2010-2014 American Community Survey						

## City of Burton Master Plan

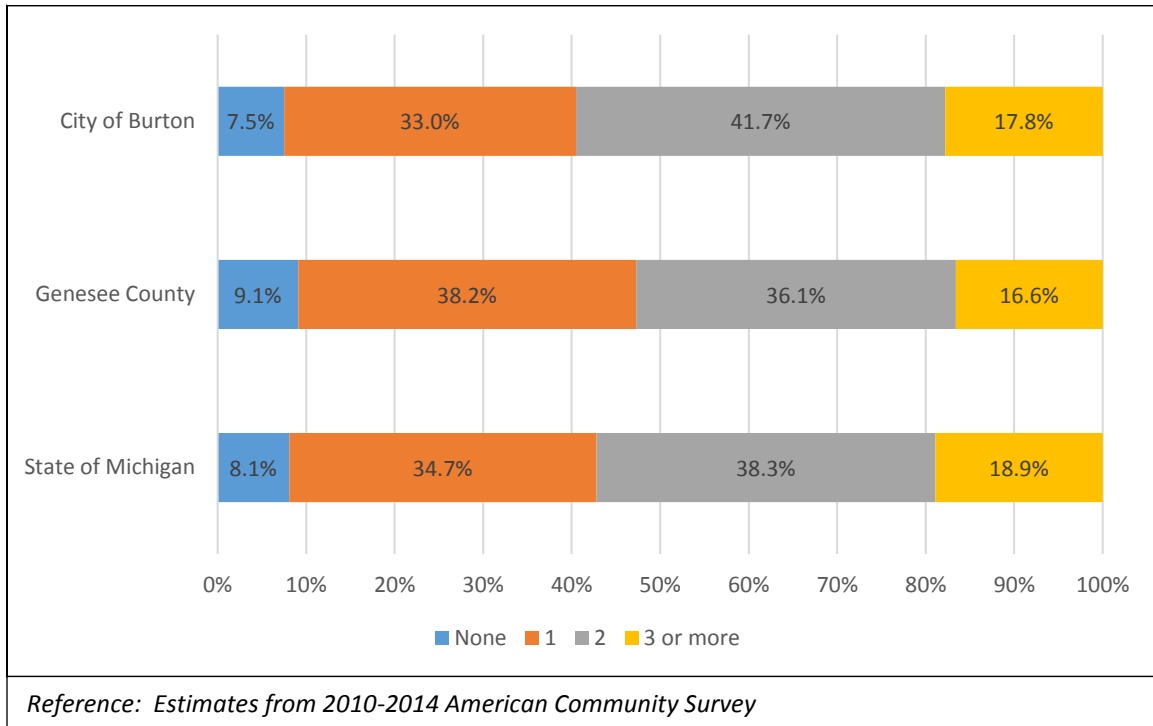
Data in Table 1-14 shows the poverty status of families and individuals in the city, county and state. It follows the same pattern as the data on income and income source. The city's poverty rate is slightly lower than the county and slightly higher than the state. The exception is for families with minor children, where the city's rate is slightly higher than both the county and state.

Table 1-13: Poverty Status, 2014						
POVERTY STATUS IN 2014 (below poverty level)	City of Burton		Genesee County		State of Michigan	
	#	%	#	%	#	%
<b>Families</b>	8041		111620		2554073	
Percent below poverty level	1270	15.8%	18864	16.9%	309043	12.1%
With related children under 18 years	3500		49511		1106735	
Percent below poverty level	942	26.9%	13913	28.1%	222454	20.1%
With related children under 5 years	N/A		N/A			
Percent below poverty level		33.8%		33.6%	0	23.6%
Families with female householder, no husband present	1950		29048		511583	
Percent below poverty level	741	38.0%	11735	40.4%	174961	34.2%
With related children under 18 years	1085		16987		284562	
Percent below poverty level	601	55.4%	8935	52.6%	128907	45.3%
With related children under 5 years	NA		NA		NA	
Percent below poverty level		73.6%		64.9%		54.2%
<b>All people as individuals</b>	29999		425790		9883640	
Percent below poverty level	5970	19.9%	90267	21.2%	1670335	16.9%
18 years and over	22799		319211		7539572	
Percent below poverty level	3990	17.5%	56820	17.8%	1115857	14.8%
65 years and over	3961		58189		1361530	
Percent below poverty level	384	9.7%	4190	7.2%	110284	8.1%
Related children under 18 years	7200		106579		2344068	
Percent below poverty level	2059	28.6%	33786	31.7%	555544	23.7%
Related children 5 to 17 years	NA		NA		NA	
Percent below poverty level		26.9%		29.3%		21.7%
Unrelated individuals 15 years and over	NA		NA		NA	
Percent below poverty level		33.9%		31.6%		29.6%
<i>Reference: Estimates from 2010-2014 American Community Survey</i>						

## City of Burton Master Plan

Figure 1-12 shows that 7.5 percent 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 and get access to necessary health services.

Figure 1-12: Number of Vehicles Available to Households, 2014



# City of Burton Master Plan

## Chapter 2. 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 2-1). 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.

The City was successful in obtaining funds through the Drinking Water Revolving Fund (DWRf) program in 2013. The proposed improvements to the existing water distribution system were broken into five phases. Phases 1 and 2 have been completed. Phase 3 is currently under construction and will be completed in October 2016.

#### **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**

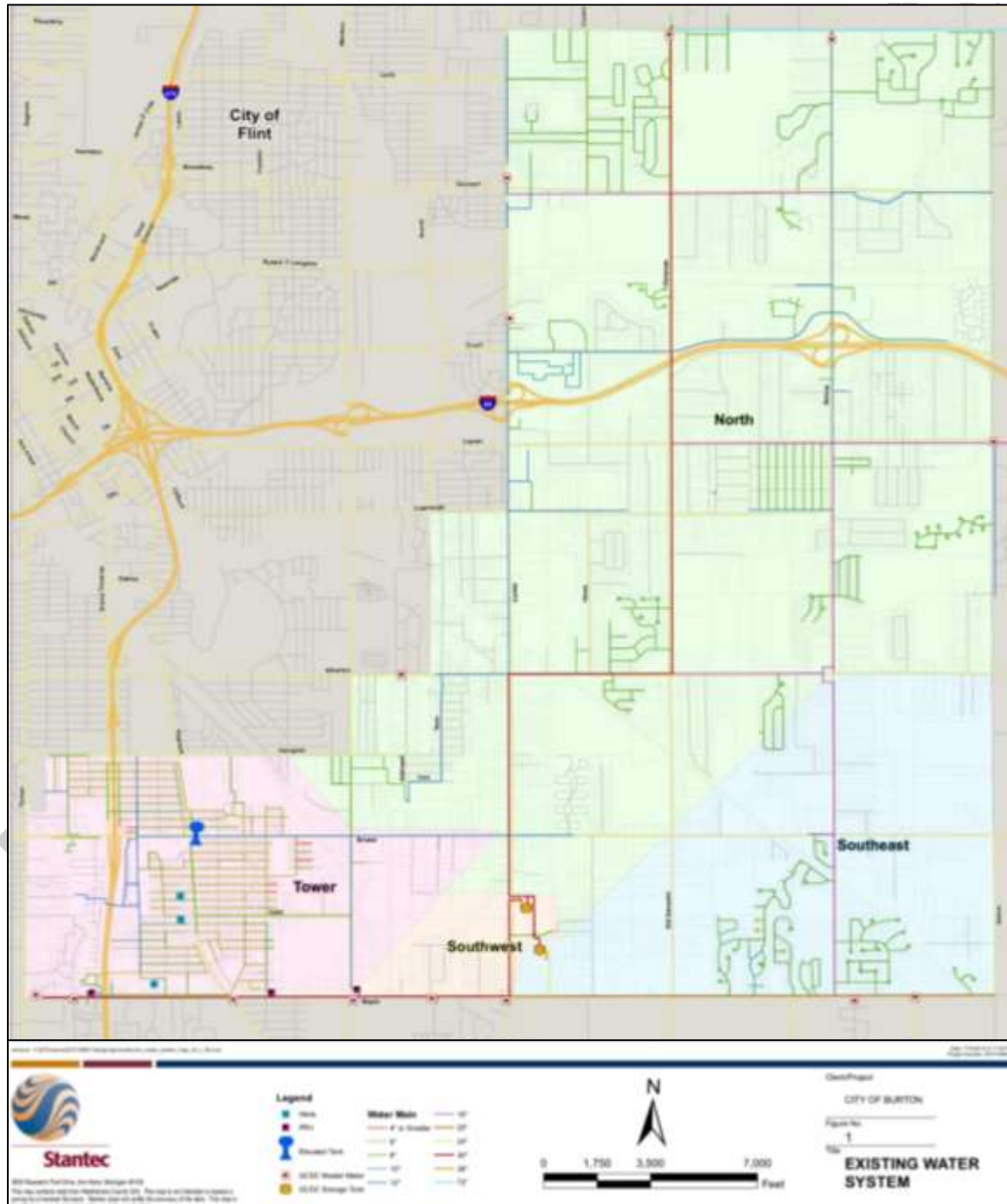
The GCDC-WWS owns and operates two booster pump stations within the city's water system. The Center Booster Pump Station provides water to the Tower, Southeast, and Southwest pressure districts. The South Center Booster Pump Station provides water to Southeast pressure district.

# City of Burton Master Plan

## 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 DWRP 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.

Map 2-1: Water District Map























# City of Burton Master Plan

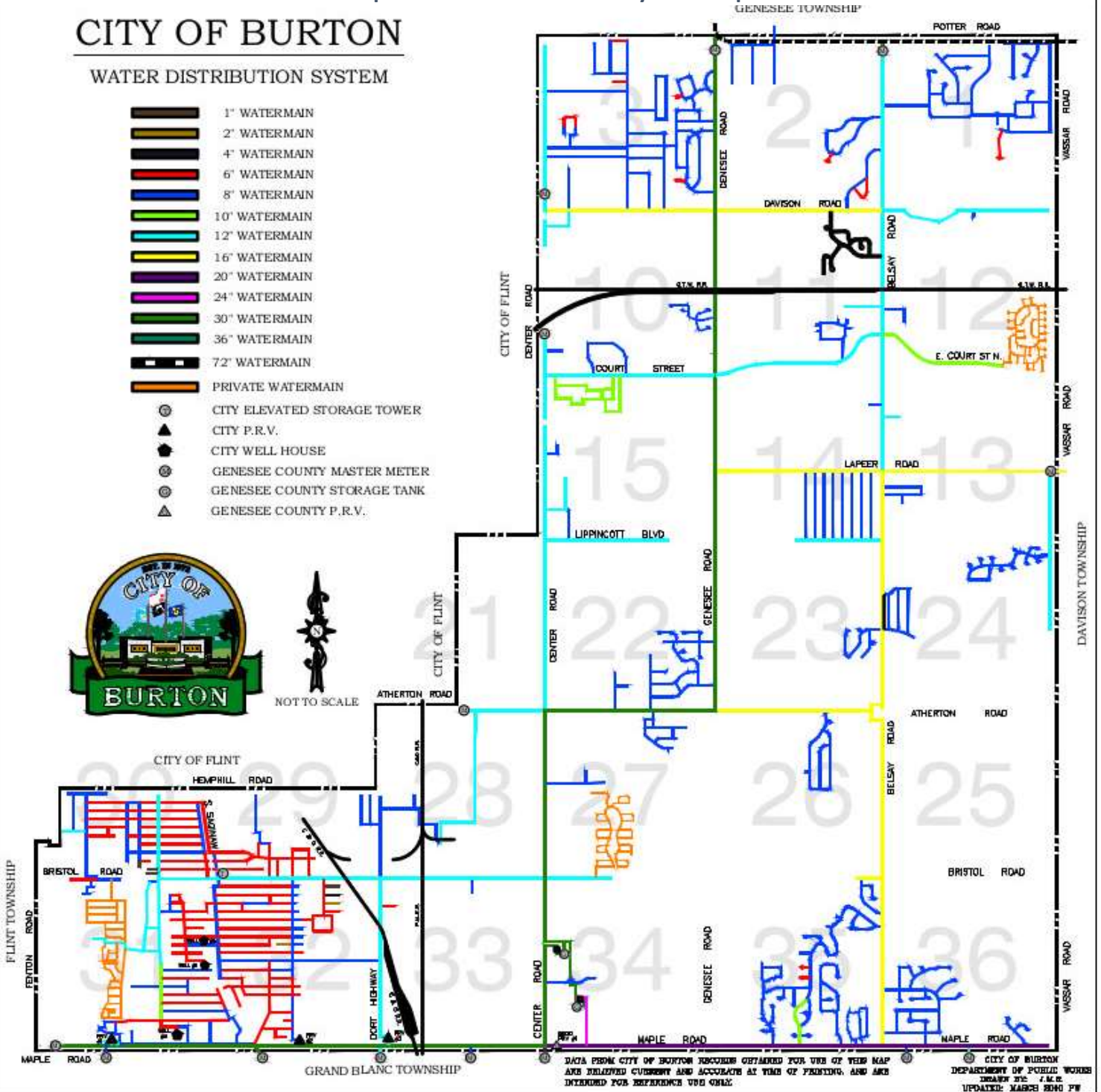
Isolation valves throughout the Tower District are inoperable, hampering the ability to effectively isolate water main breaks and adversely affecting timely and efficient repair efforts. Because replacing inoperable valves will increase both system reliability and service life while ensuring proper system operation, this became a main goal of the projects completed with DWRP 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 2-2: Water Distribution System Map

## CITY OF BURTON

### WATER DISTRIBUTION SYSTEM

-  1" WATERMAIN
-  2" WATERMAIN
-  4" WATERMAIN
-  6" WATERMAIN
-  8" WATERMAIN
-  10" WATERMAIN
-  12" WATERMAIN
-  16" WATERMAIN
-  20" WATERMAIN
-  24" WATERMAIN
-  30" WATERMAIN
-  36" WATERMAIN
-  7.2" WATERMAIN
-  PRIVATE WATERMAIN
-  CITY ELEVATED STORAGE TOWER
-  CITY P.R.V.
-  CITY WELL HOUSE
-  GENESEE COUNTY MASTER METER
-  GENESEE COUNTY STORAGE TANK
-  GENESEE COUNTY P.R.V.



DATA FROM CITY OF BURTON RECORDS OBTAINED FOR USE OF THIS MAP AND RELEASED CURRENTLY AND ACCURATE AT TIME OF PRINTING, AND ARE INTENDED FOR REFERENCE USE ONLY.

CITY OF BURTON  
DEPARTMENT OF PUBLIC WORKS  
DRAWN BY: J.M.C.  
UPDATED: MARCH 2010 PW

# City of Burton Master Plan

## 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 2-2). 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.

## Planned Projects

Phases 4 and 5 of the DWRf projects will be completed in 2017 and 2018 respectively.

## 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.

## City of Burton Master Plan

- The minimum size of water main which provides for 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 from 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.

Over the previous two years, the city has cleaned and televised approximately 120 miles of the sanitary sewer system through a \$2 million Stormwater, Asset Management, and Wastewater (SAW) grant; the Asset Management Program completed under the SAW grant will be published in the spring of 2017. The 2016 construction season will see the completion of 6,200 feet of main line sewer and five sewage lift stations with a \$6.4 million State Revolving Fund (SRF) loan. Inflow/Infiltration (I/I) inspection are currently underway.



# City of Burton Master Plan

## *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 (4-1), 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 drain 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 on 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.

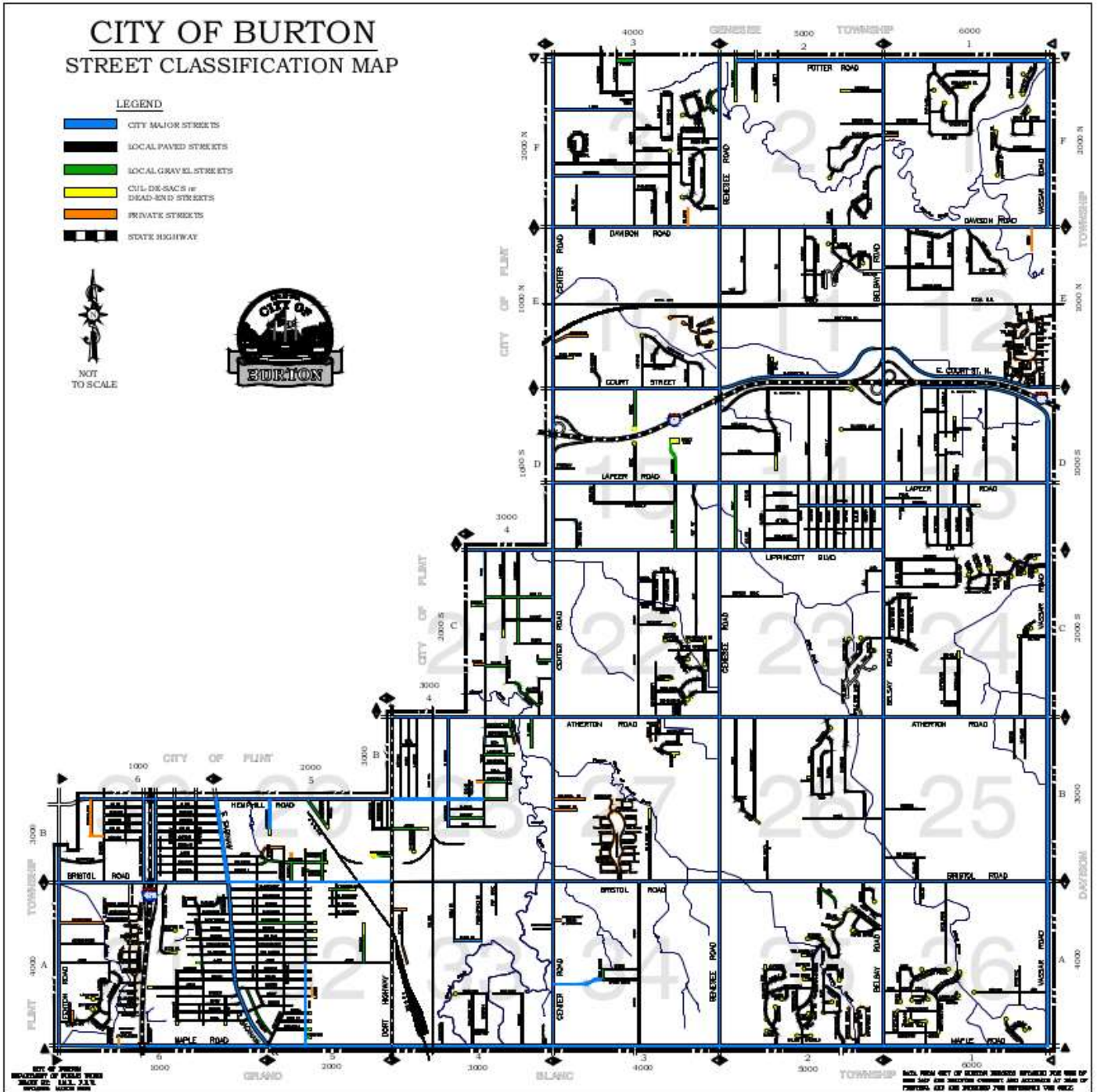
## *Street, Road, and Highway Network*

### **Street Classification**

The City of Burton's roads are divided into five categories – state trunklines, major city roads, and local roads (Map 2-4). This class division assigns jurisdictional responsibility for the maintenance of the roads to the state, county, and city.

# City of Burton Master Plan

## Map 2-4 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.

## City of Burton Master Plan

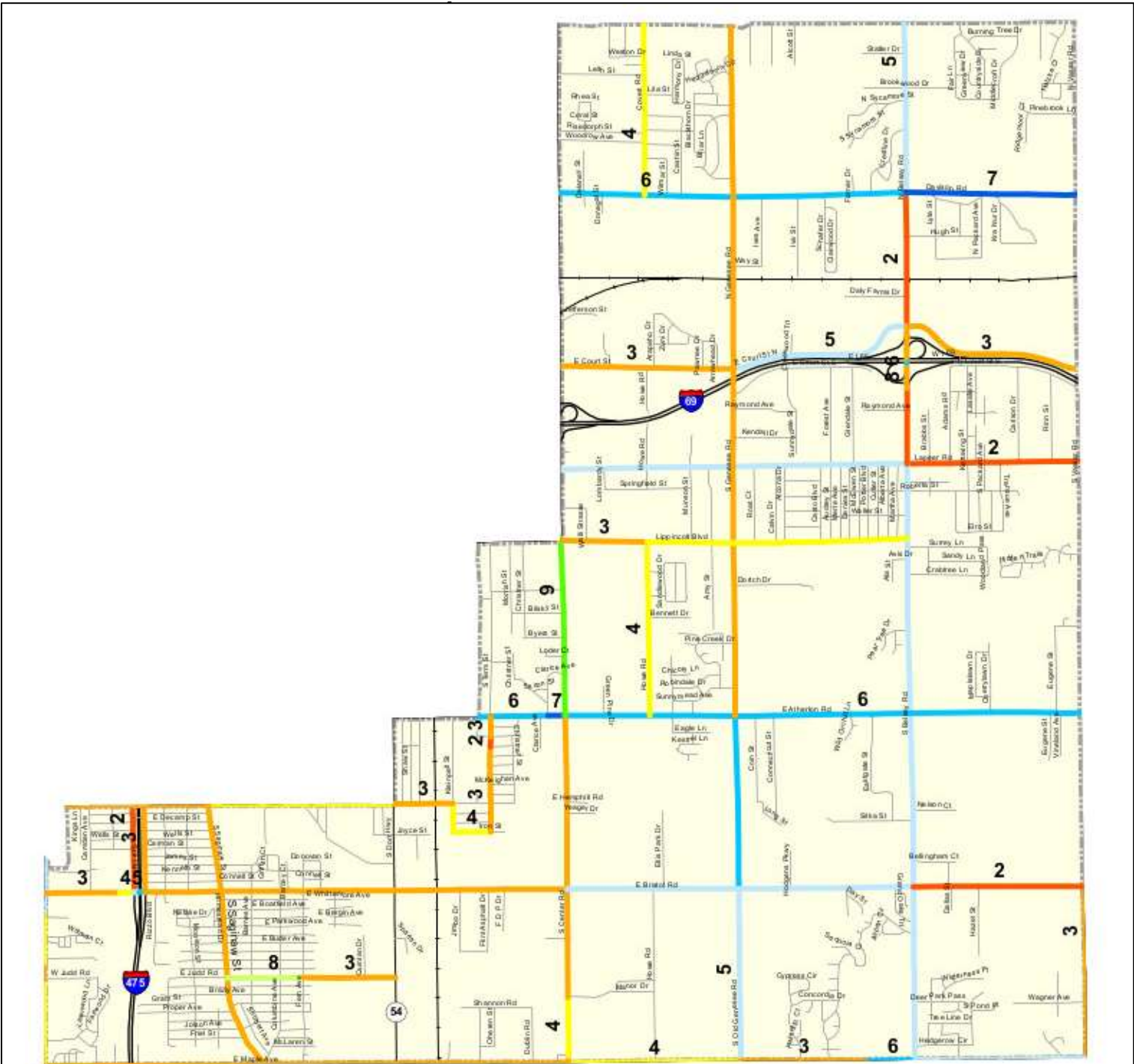
The City of Burton is responsible for the major and local roads.

### Road Quality

In 2015, 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 2-5). 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 *2015 PASER Survey of Genesee County*, prepared by the Genesee County Metropolitan Planning Commission, provides a summary of the 2015 PASER ratings for the Federal Aid eligible roadways of each community in Genesee County. The City of Burton ranked #13 out of 14 cities and villages in Genesee County in average PASER ratings (APR), with #14 being the worst. Of a total of over 153 rated road miles within the city, approximately 3.9 percent of city's streets were in 'good' condition, 32.7 percent were in 'fair' condition, and 63.4 percent were in 'poor' condition – this results in an APR of 4.14. Federal Aid eligible roadways that were rated include streets in the state, county, and city's jurisdiction.

Map 2-5: PASER Street Rating Map

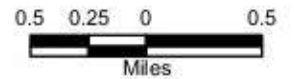


### City of Burton

- Interstate/Freeway
- Collectors
- Railroads
- Arterials
- Local Roads
- Rivers and Streams

#### 2015 PASER Survey Ratings

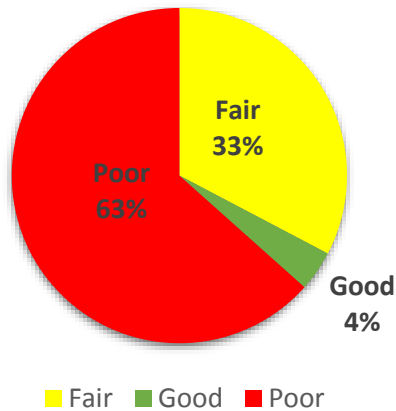
- |   |   |    |
|---|---|----|
| 1 | 4 | 7  |
| 2 | 5 | 8  |
| 3 | 6 | 10 |
|   | 9 |    |



Sources: Michigan Geographic Framework V5A  
 Date: September 2015  
 d:\maps\transportation\2015Paser\Genesee\Ungr\cped\Burton.mxd

## City of Burton Master Plan

**Figure 2-1:**  
**City of Burton 2015 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 2017-2020 in the City of Burton (Map 2-6).

FY 2017-2020 Transportation Improvement Program Projects				
FY	Project Name	Limits	Length	Description
2017	Center Road	Lippincott Blvd to Lapeer Rd	.44	Preliminary Engineering
2018	Center Road	Lippincott Blvd. to Lapeer Rd	.44	Road Resurfacing
2018	Lapeer Rd ACC in 2018	Belsay Rd to Vassar Rd	1.00	Road Resurfacing
2018	Saginaw Street	Bristol Rd to Hemphill Rd	.53	Preliminary Engineering
2019	Center Road	Davison Rd to North City Limits	1.00	Preliminary Engineering
2019	Saginaw Street	Bristol Rd to Hemphill Rd	.53	Road Resurfacing
2020	Center Road	Davison Rd to North City Limits	1.00	Road Resurfacing

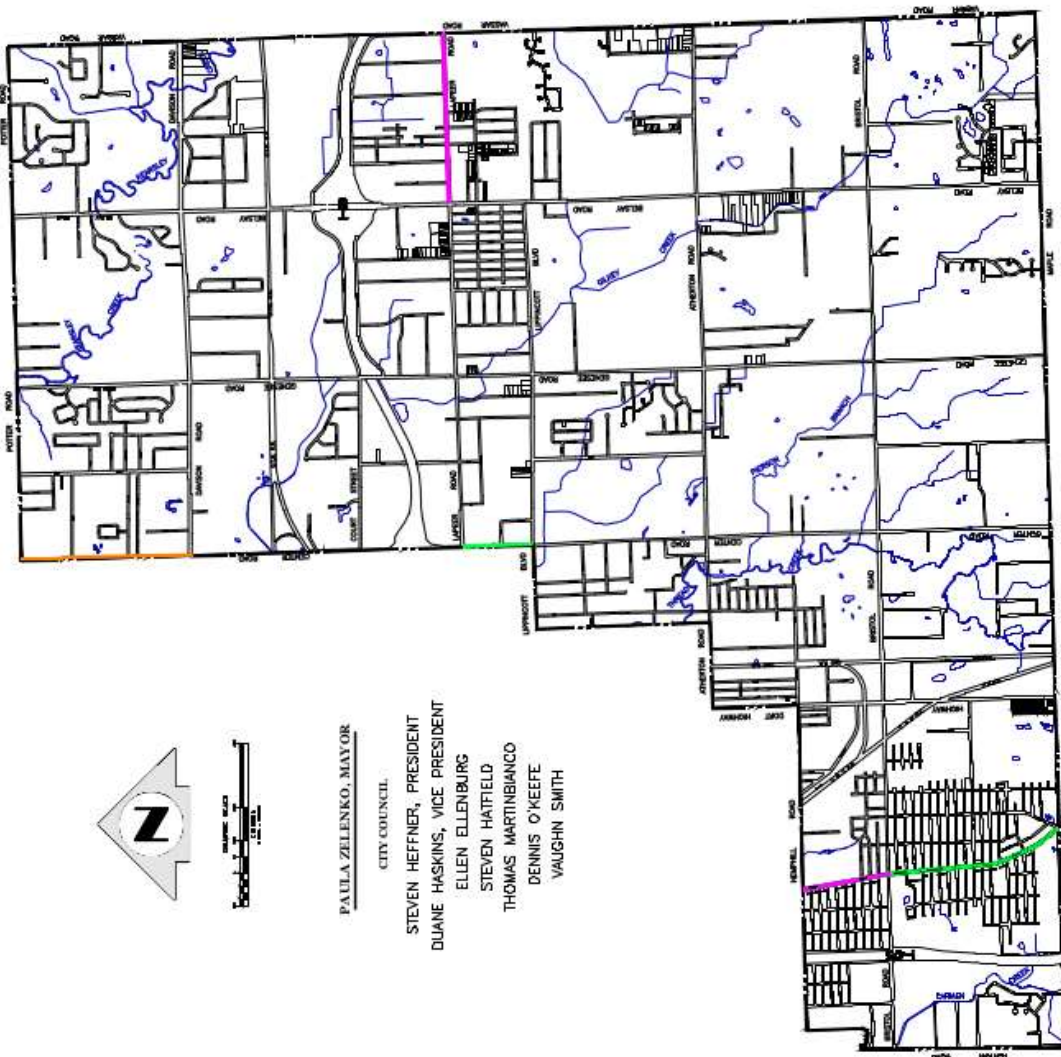
### Traffic Counts

A map depicting the traffic counts for the City of Burton has been included. The traffic data represented on the map includes historic counts, 2014 counts, and 2015 counts. When compared to the traffic counts in the 1998 *City of Burton Land Use Plan*, the traffic counts on the included map have decreased anywhere from 1 to 40 percent. A few exceptions to this statement can be found in the southern portion of the city – these exceptions have observed an increase of 1 to 12 percent.

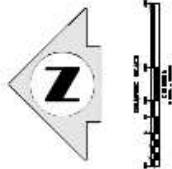
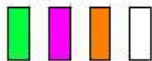
# City of Burton Master Plan

## CITY OF BURTON

Map 2-6: Road Improvement Plan Map



- IMPROVEMENT 2017
- IMPROVEMENT 2018
- IMPROVEMENT 2019
- IMPROVEMENT 2020

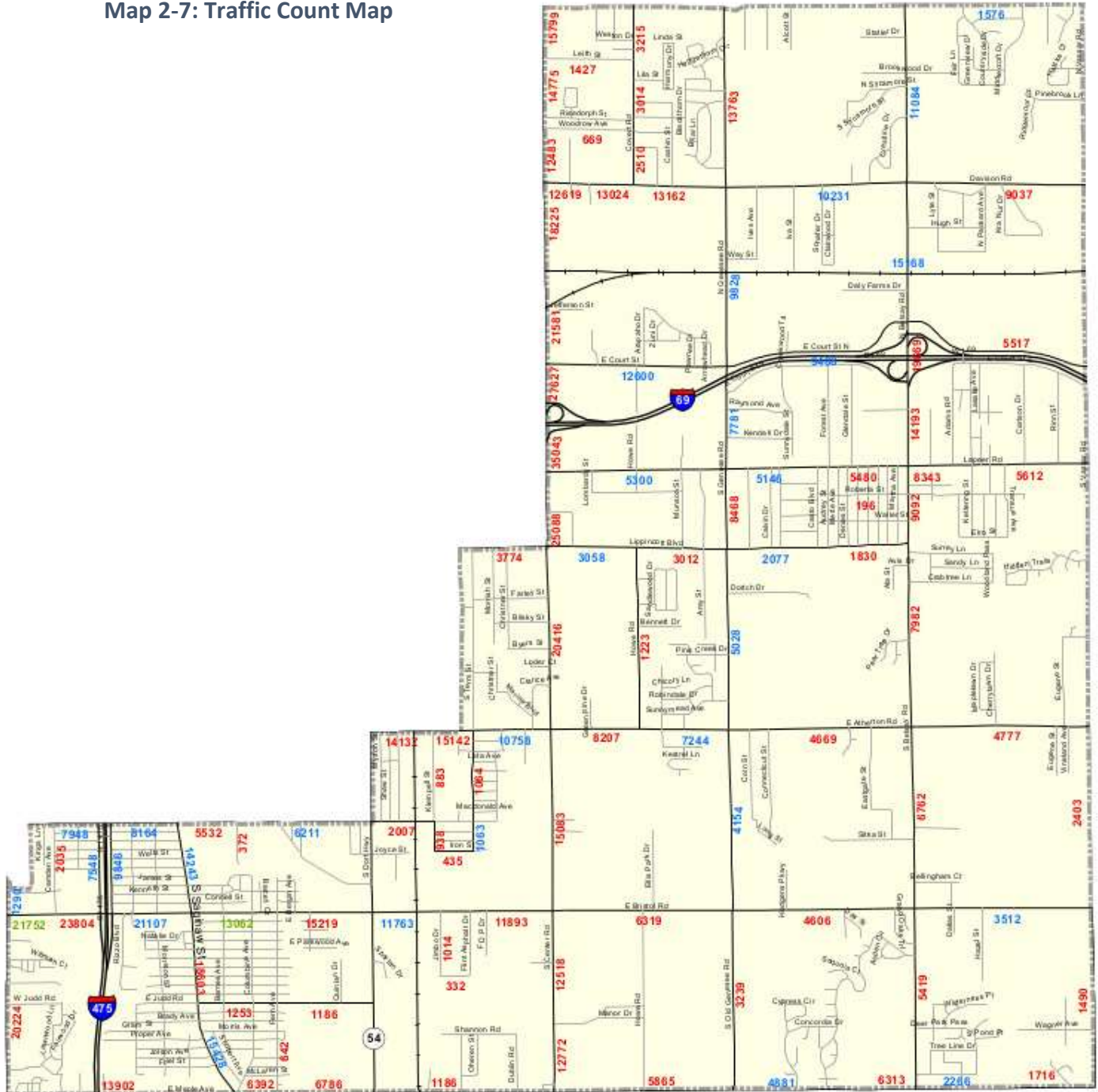


**PAULA ZELENKO, MAYOR**  
 CITY COUNCIL  
 STEVEN HEFFNER, PRESIDENT  
 DUANE HASKINS, VICE PRESIDENT  
 ELLEN ELLENBURG  
 STEVEN HATFIELD  
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# City of Burton Master Plan

## Map 2-7: Traffic Count Map

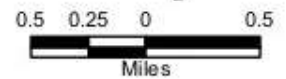


### City of Burton

- Interstate/Freeway
- Collectors
- Railroads
- Arterials
- Local Roads
- Rivers and Streams

### Traffic Counts

- 1234 2015 Count
- 5678 2014 Count
- 9012 Historic Count



Sources: Michigan Geographic Framework V5.5A  
 Date: September 2015  
 d:\maps\transportation\2015\Passen\Genesee\Ungrouped\Counts\Burton.mxd

# City of Burton Master Plan

## Mass Transportation Authority Service

The Mass Transportation Authority (MTA) serves public transportation within the Flint-Genesee County area. The MTA currently operates 14 primary routes, 56 peak hour routes, and 14 regional routes. Of the 14 primary routes, three enter the City of Burton. These include the South Saginaw route, the Lapeer Road route, and the Richfield Road route. All three lines terminate at the MTA Customer Service Center in downtown Flint and allow for connection to the remaining 11 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.

Map 2-8: MTA Bus Route Map



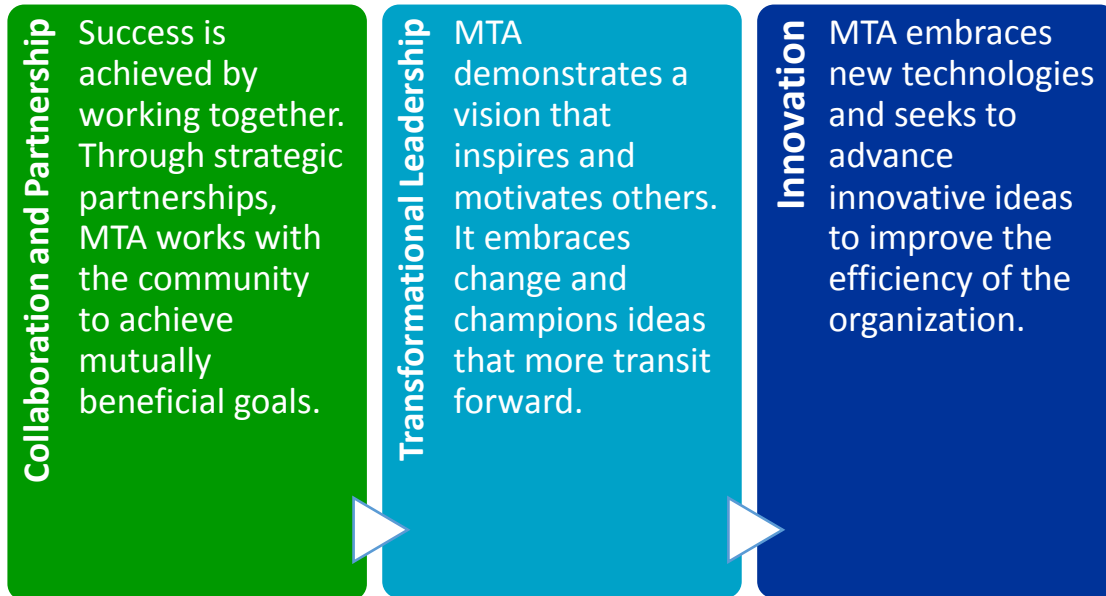
**Integrity** MTA demonstrates honesty, consistency, dependability, transparency, and accountability in all its actions.

**Dedication to Excellence** MTA consistently works to improve service delivery and maintain impeccable standards in every facet of the organization.

**Responsiveness** MTA anticipates and assesses the changing transportation needs of the community. It strives to respond with effective and efficient solutions.

**Customer-Focused** MTA values its passengers and treats them with dignity and respect. In all interactions, internally and externally, customer satisfaction is paramount.

## City of Burton Master 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**

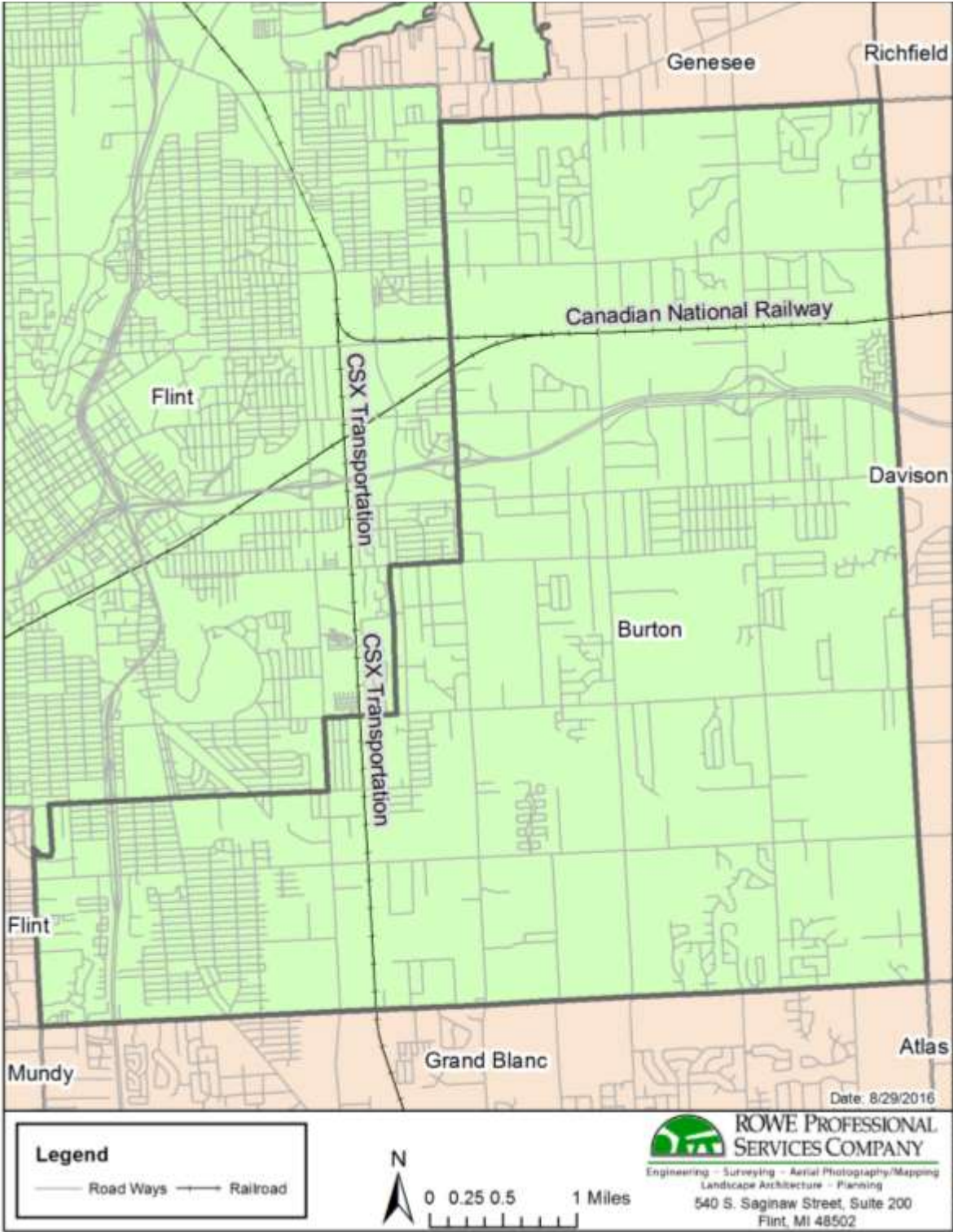
- Actively engage in community projects
- Explore potential for Saginaw Street Bus Rapid Transit (BRT)

# City of Burton Master Plan

## Railroads

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

Map 2-9: Railroad Map



# City of Burton Master Plan

## Chapter 3. 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<sup>4</sup>.

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 Environmental Quality (MDEQ), they have a map of the wetland inventory (Map 3-1). Wetlands recognized by the National Wetland Inventory (NWI) and Michigan Resource Inventory System (MIRIS) are scattered about the city in dark green (Map 3-1). 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 than 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.

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<sup>4</sup> 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

# City of Burton Master Plan

## Map 3-1: Wetland Areas in City of Burton



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

## City of Burton Master Plan

In the development of the community there has been some wetland conversion. Through evaluating the Michigan Department of Environmental Quality's (MDEQ) potential wetland restoration map overlaid with the existing land use map (Map 3-2), 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 if the area has hydric soils 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 3-2: Potential Wetland Restoration in City of Burton



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

## City of Burton Master Plan

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 3-3). 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.

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



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

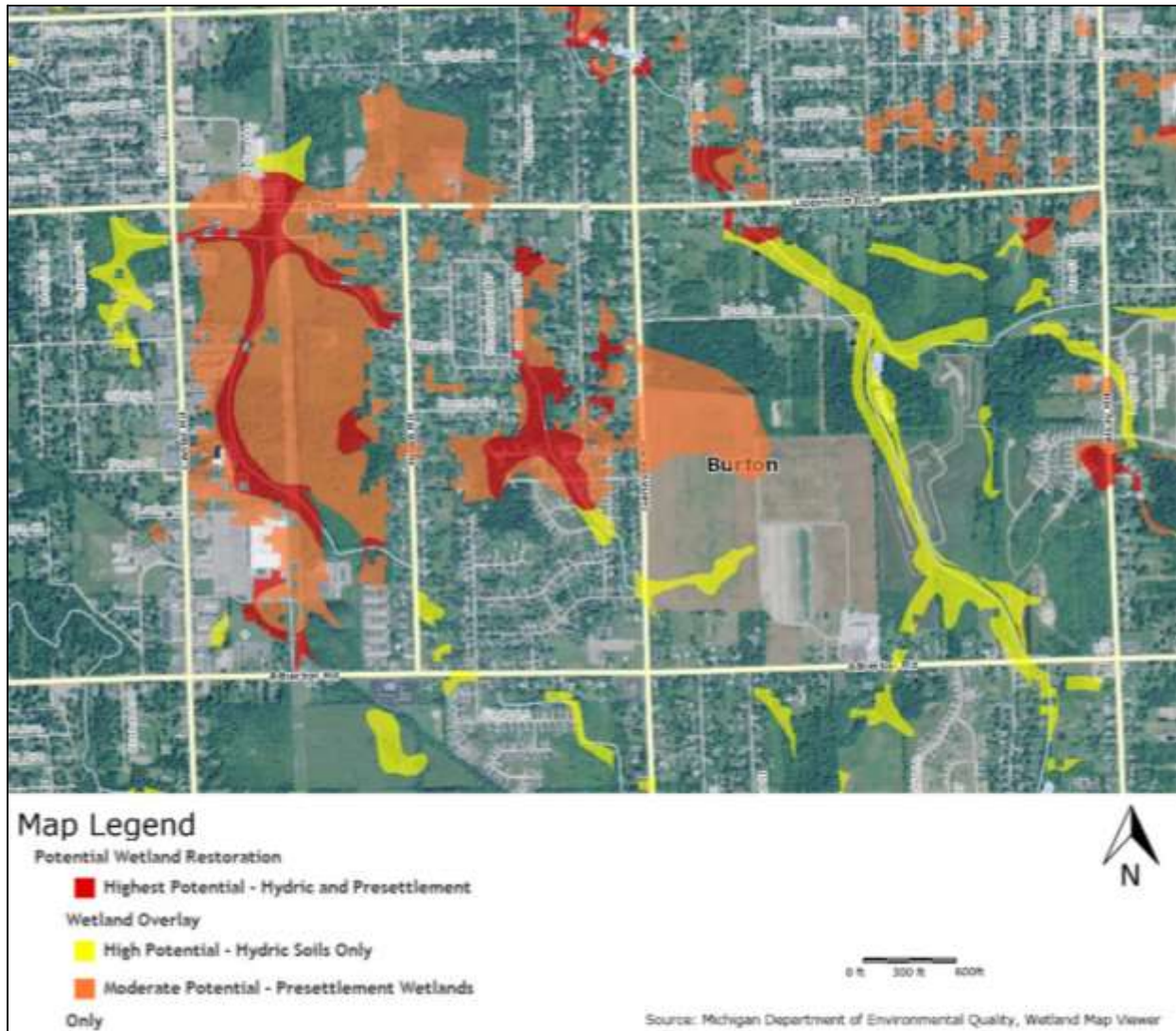
The area along Thread Creek and Gilkey Creek involve a collection of uses including mostly vacant land along Thread Creek (Map 3-4). Other adjacent uses to this area include utilities, multiple family, single family housing, general commercial, community shopping center, and public and quasi-public uses. 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

## City of Burton Master Plan

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

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.

**Map 3-4: Potential Wetland Restoration Along Thread and Gilkey Creek**

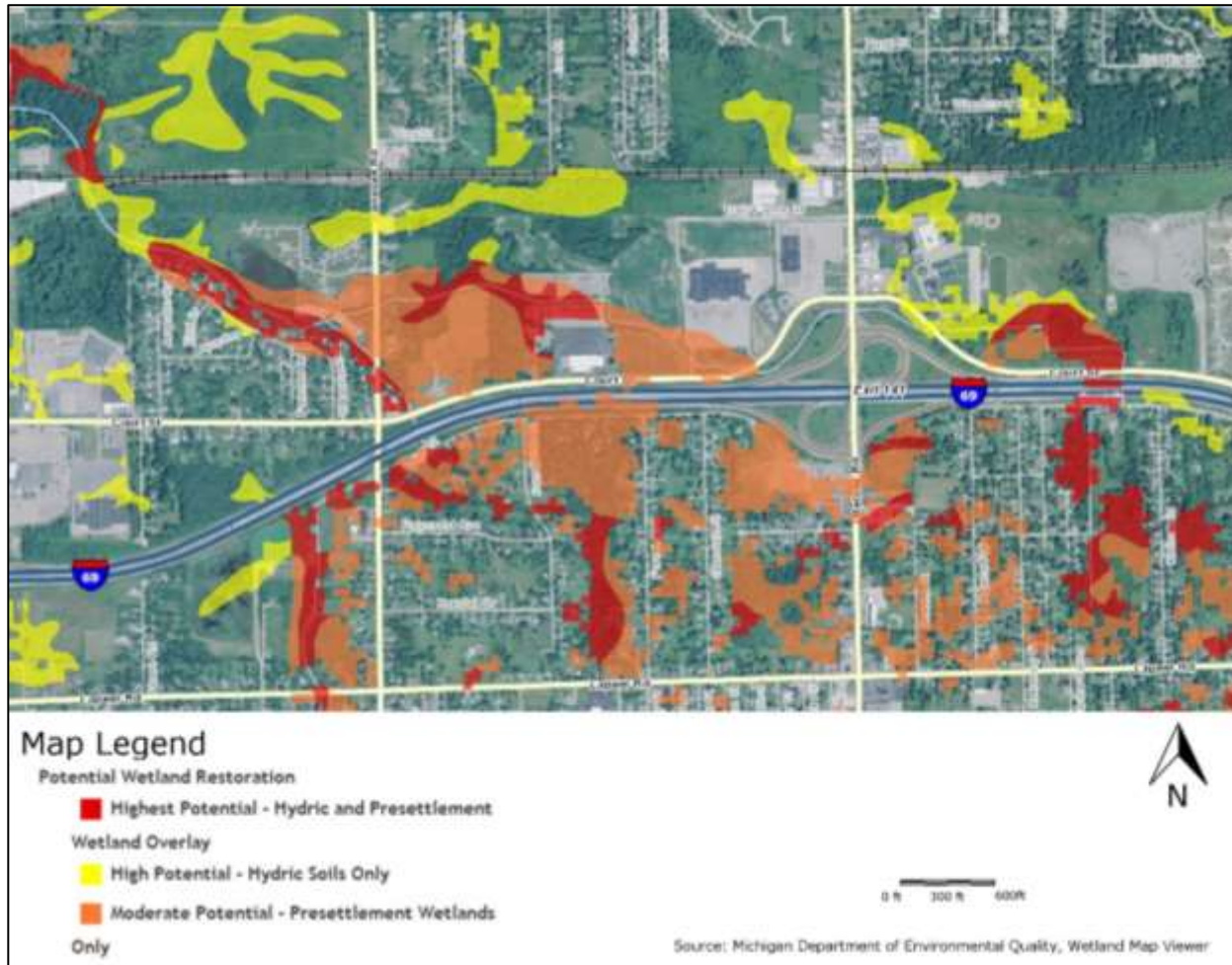


Can view this map at: <http://www.mcgi.state.mi.us/wetlands/mcgiMap.html#>

Lastly, one area of high potential wetland restoration is located along I-69 (Map 3-5). 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.

# City of Burton Master Plan

Map 3-5: Potential Wetland Restoration Along I-69



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

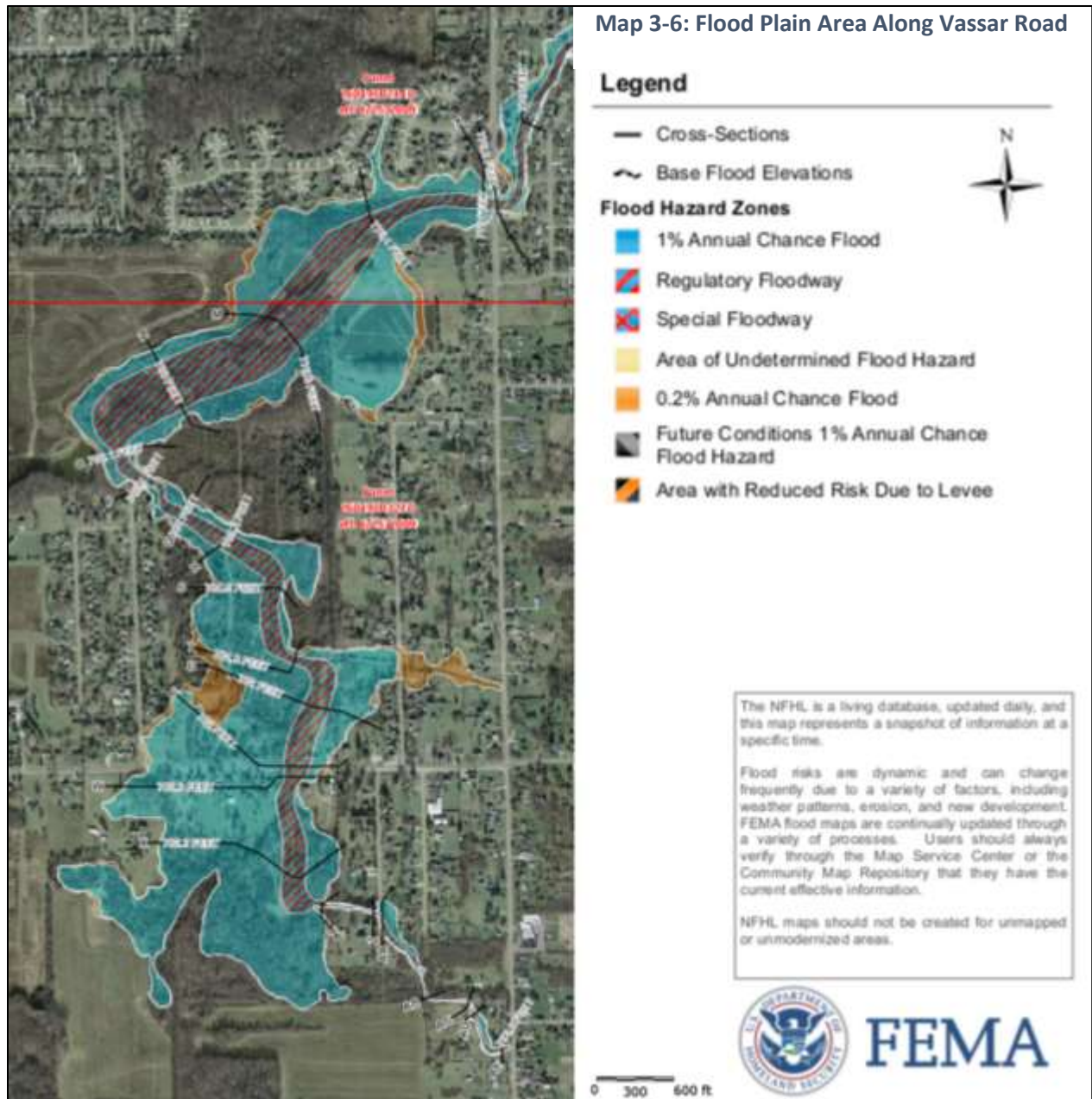
## Floodplains

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 4-1, we can conclude that much of the existing development within the city does not occur in a flood plain.

## City of Burton Master Plan

Below in Map 3-6 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.



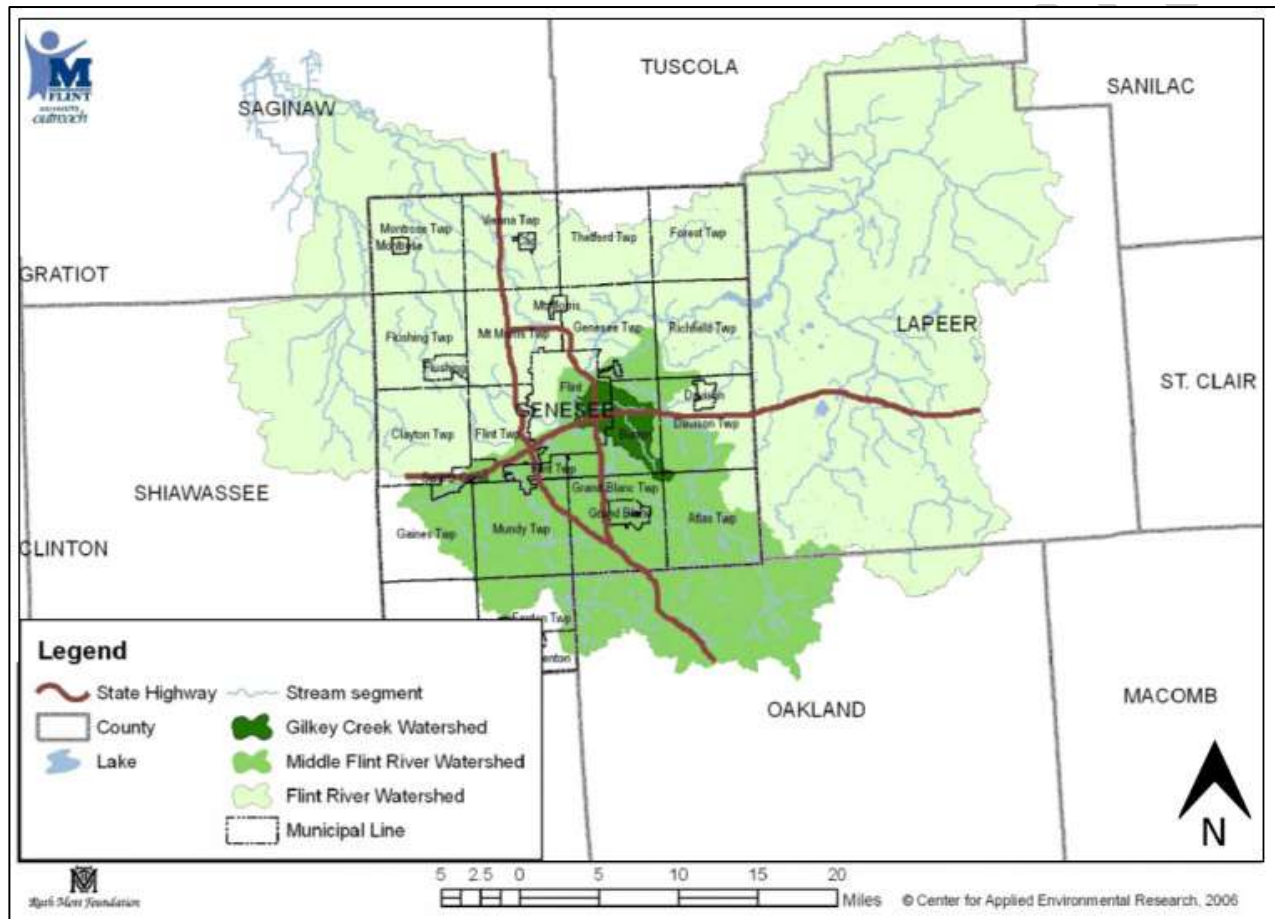
Due to the fact that little actual development exists in the existing floodplain, regulation of new development in the floodplain, rather than mitigation of existing floodplain development should be the primary focus of future development in these areas. Fortunately, existing provisions within the State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

# City of Burton Master Plan

## 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 State of Michigan DEQ, Genesee County Drain Commission in City of Burton, and City of Flint. The Gilkey Creek primarily runs through the City of Burton (Map 3-7). 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 3-7: Gilkey Creek Location in Flint River Watershed



Goals and objectives were developed for the Gilkey Creek listed below with the goal listed first 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

## City of Burton Master Plan

### **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.

# City of Burton Master Plan

## Chapter 4. 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 constant trend. As the once Burton Township became the City of Burton in 1972, which prevented further annexation from the City of Flint, more regulations and zoning to regulate the city's growth were adopted. 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 mobile home) 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 fraction 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 an 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 commercial centers have been developed 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 of most 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 527.4 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 is some industrial 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 quite sporadic being far and few between the concentrated area mentioned herein. The total industrial land uses within the city total 329 acres, which does not include property that was industrial and is now vacant.

# City of Burton Master Plan

## 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. A majority of the newer residential subdivisions within the city are located primarily east of Genesee Road with many of them having halted. Nonetheless, single family residential uses are the second highest property land use within the city with 5,699.5 acres. Other residential uses, such as multi-family (128.3 acres) and mobile home parks (271.1 acres) are much smaller in comparison.

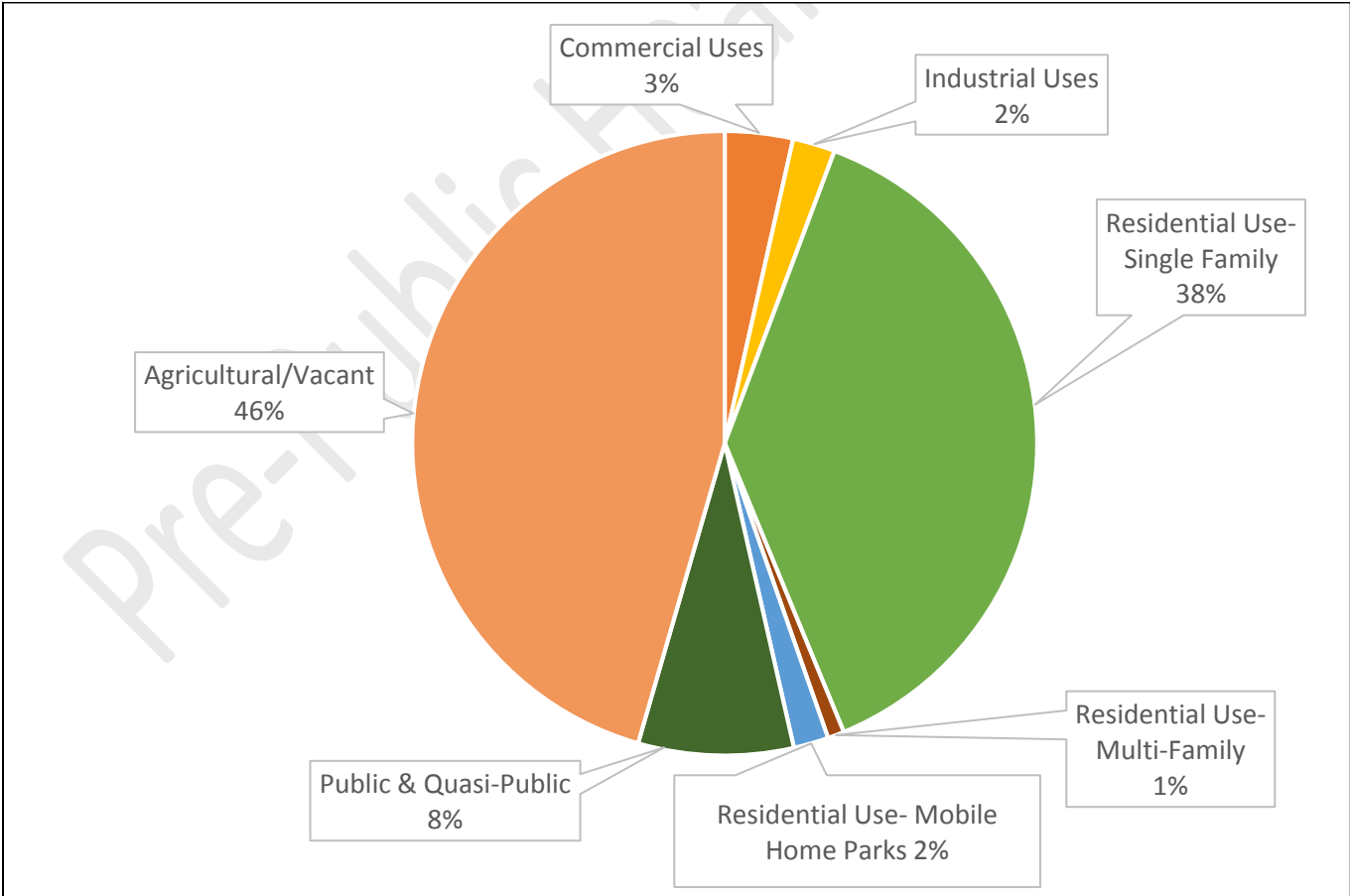
## Public and Quasi-Public

The use of property as public or quasi-public lands within the city is the third highest use behind single family residential. The amount of property being used as public and quasi-public property covers 1,202.6 acres and is spread generously throughout the city.

## Agricultural and Vacant

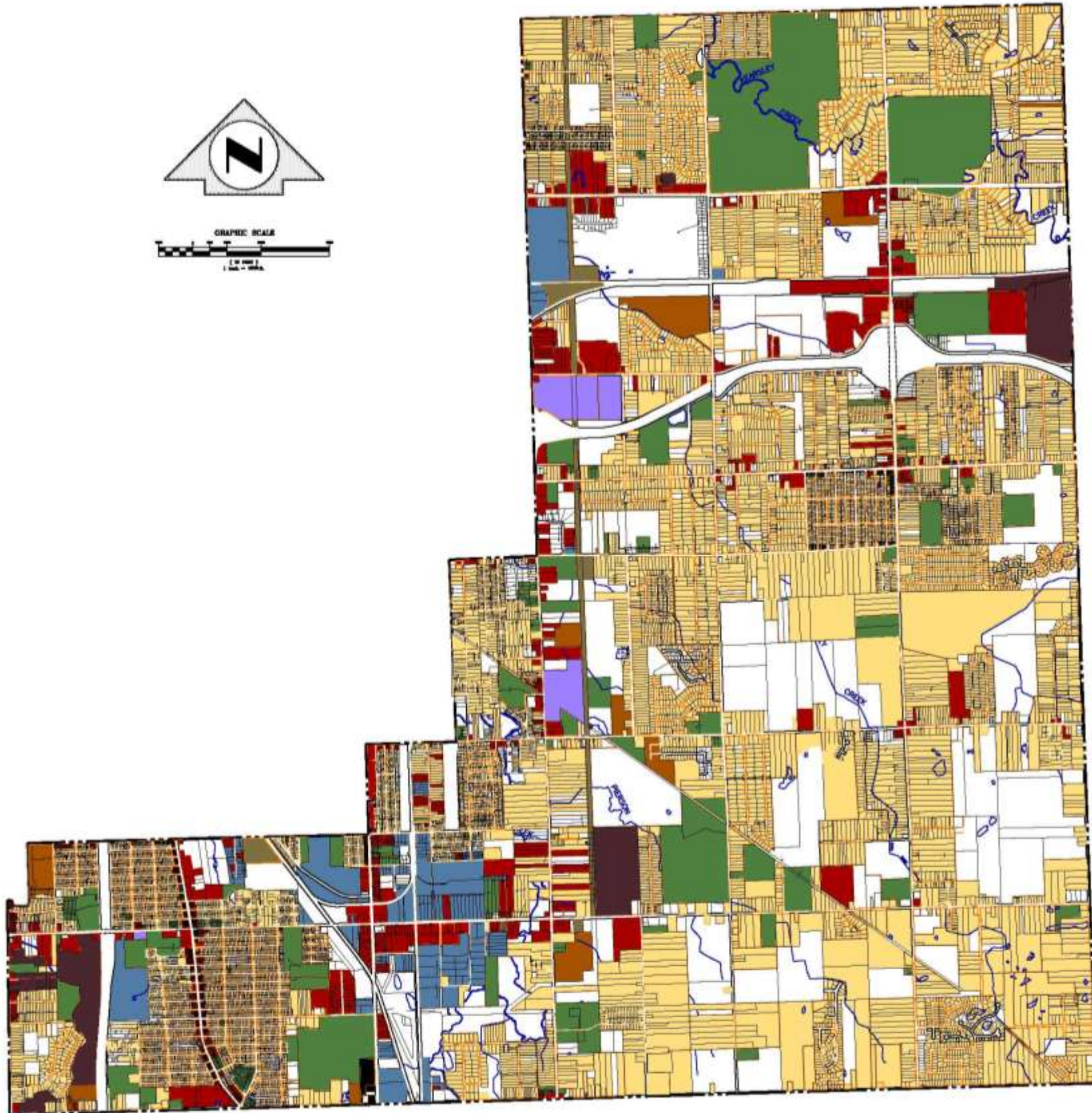
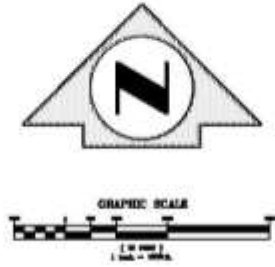
There is a large amount of farmland located on the southeast side of the city. There are pockets of agricultural and vacant land throughout the city. There main three clusters are located along Davison Corridor, I-475, and in the center/southern part of the city. The amount of property being used as agricultural and vacant amounts to 6,818.1 acres. This is the second highest land use in the city.

Figure 4-1: City of Burton Land Use, 2014



# CITY OF BURTON

Map 4-1: Existing Land Use Map - 2016



-  SINGLE FAMILY RESIDENTIAL
-  MULTIPLE FAMILY RESIDENTIAL
-  MOBILE HOME PARK
-  GENERAL COMMERCIAL
-  COMMUNITY SHOPPING
-  INDUSTRIAL
-  PUBLIC & QUASI-PUBLIC
-  UTILITIES
-  AGRICULTURAL & VACANT

BASE MAP PROVIDED BY GENESSEE COUNTY DEPARTMENT OF EQUALIZATION

 **ROWE PROFESSIONAL SERVICES COMPANY**

<b>CORPORATE OFFICE</b> 640 S. SAGINAW FLINT 810-341-7930	<b>MT. PLEASANT</b> 127 S. MAIN 517-773-2138	<b>LAPEER</b> 126 N. SAGINAW 519-864-9411	<b>GRAYLING</b> 403 HURON 888-348-4038	<b>TR-CITIES</b> 419 N. MADISON BAY CITY 989-864-4011	<b>FARMINGTON HILLS</b> 37330 HAGERSTY 248-875-1085	<b>WYRTLE BEACH</b> 511 BROADWAY 843-444-1020
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# City of Burton Master Plan

## Chapter 5. 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 5-1). Some of the issues the plan focus' 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 5-1: Cover of DDA Visioning Plan and Guide book

### Current District Assessment

The North District is classified as Hemphill Road to Scottwood Avenue where there are many small locally owned service and retail businesses (Map 5-1). 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, Service Centers, Rite Aid, and Genesee County Health Department facility. Within this district there are a few identified vacant properties. This district is adjacent to single family residential areas.

The South District is located between 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.

Map 5-1: DDA District Existing Land Uses Map



Map 5-1: In the North and South Districts displayed are the existing land uses.  
Source: DDA Visioning Plan and Guide Book pgs 2.3-2.4

# City of Burton Master Plan

## 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.

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 5-2). All gateways include some or all elements of infill development, rehabilitation, connection to

**Map 5-2: DDA District Gateway Map**



Map 5-2: 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

## City of Burton Master Plan

other non-motorized transportation, pedestrian cross over, street lighting, banners, distinctive landscaping, traffic study, and street calming tactics.

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.

Figure 5-2: DDA Visioning Plan

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

### 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

## City of Burton Master Plan

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 Inventory 2012

The City of Burton developed a Parks and Recreational Master Plan in 2012, which helps to create an understanding of the community’s current recreation resources and its vision for the future (Figure 5-3). The plan identifies six city owned parks/facilities, nine public schools’ areas with recreational space, 26 private facilities with recreational areas/activities, and two county parks within the City of Burton (Map 5-3). The city owned parks/ facilities are concentrated on the southwest and middle of the city.

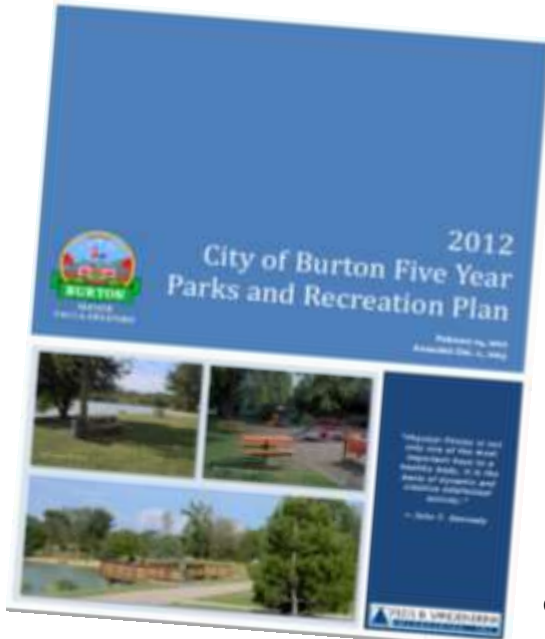


Figure 5-3: Cover of City of Burton Five Year Parks and Recreation Plan

Based on the accessibility rating system there are three parks/facilities that ranked a four where “the entire facility/park meet accessibility guidelines” (Table 5-1). There are two parks that ranked three where “most of the facilities/park areas meet accessibility guidelines.” Settlement Park had the lowest at a ranking 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 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.

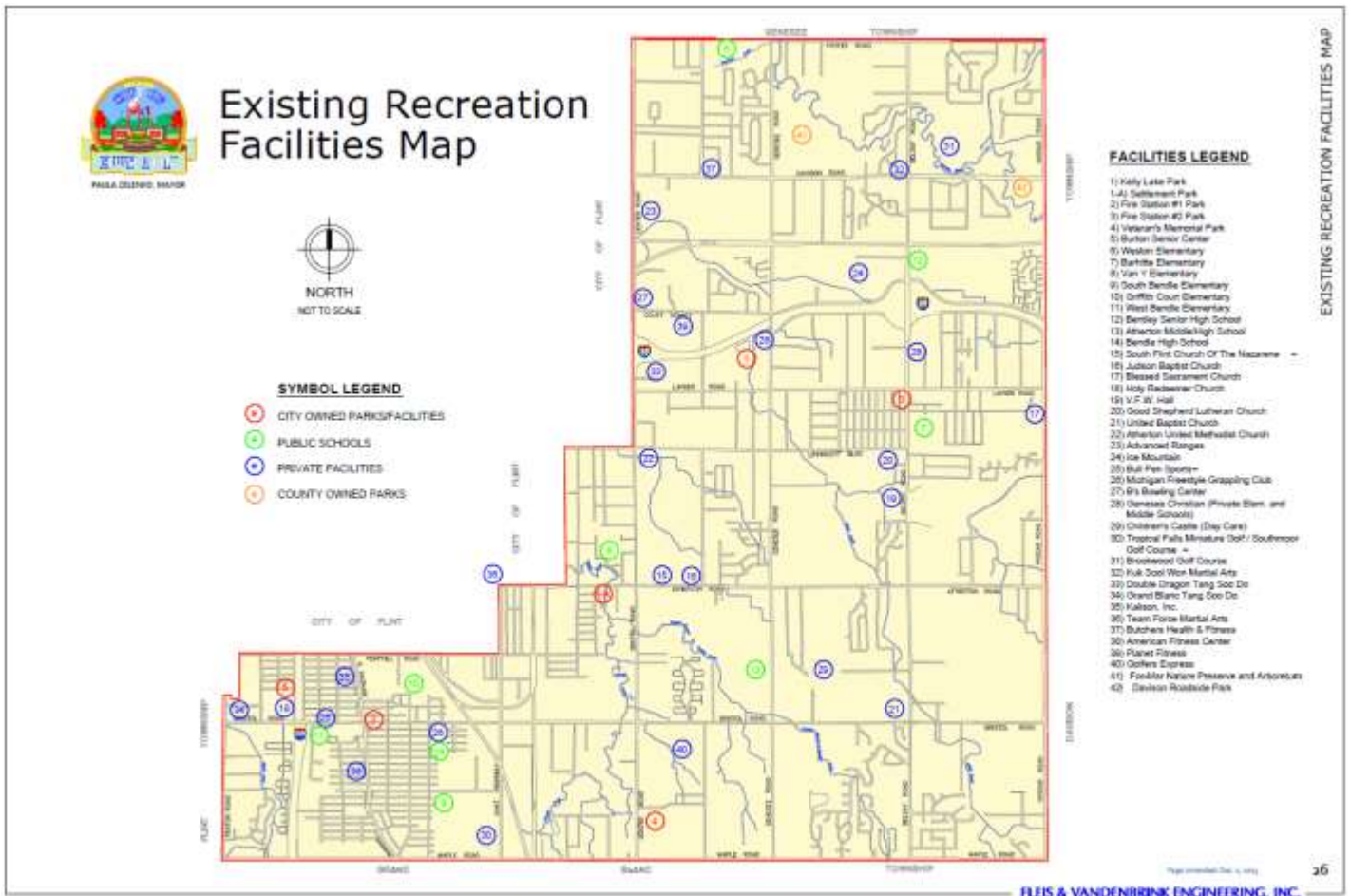
**Table 5-1: Parks and Recreation Master Plan Accessibility Rating**

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

Table 5-1: This explains the accessibility ratings 1-5 and the corresponding definition. *Source: Five Year Parks and Recreation Master Plan pg 6*

# City of Burton Master Plan

Map 5-3: Parks and Recreation Master Plan Existing Recreation Facilities Map



Map 5-3: 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: Five Year Parks and Recreation Master Plan pg 6*

## 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, accessible, fun, educational, and economical opportunities to all residents.**
  - Pursue opportunities to develop the recently named Settlement Park for passive recreational uses and serve as a safe, accessible neighborhood park to those residents in the southern portion of the community.
- 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.**
  - Establish a Burton Trail Coalition that will focus strictly on development and advocacy of non-motorized pathways within the city and form alliances with adjoining communities.

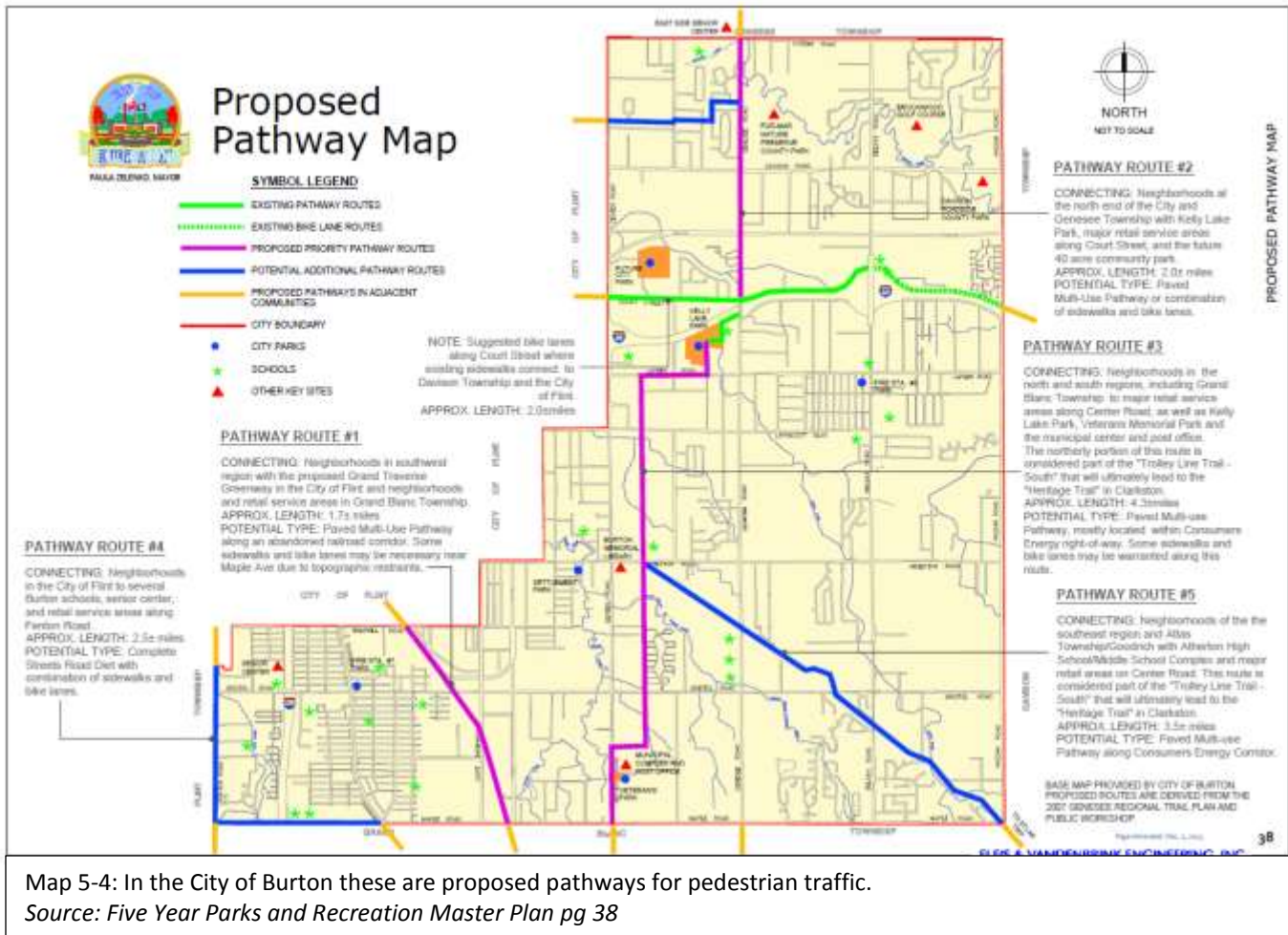
## City of Burton Master Plan

- b. Develop a detailed non-motorized pathway plan to identify potential sub connector routes off the primary pathway routes 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.
  - c. Consider implementing a complete streets policy for new infrastructure projects.
  - d. Collaborate with schools to participate in the safe routes to school (SR2S) program.
  - e. 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. Investigate opportunities to assist the Friends of the Memorial Library group with development of a new children's garden park on library property.
  - b. Develop a new community park at the property behind VG's Grocery Center (currently referred to as "Burton City Park"). Seek out funding options for design and construction based on the conceptual layout included in this plan.
  - c. Review properties recently acquired by the city for the best candidates to create mini neighborhood parks. Secure those properties for future park development.
  - d. 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.
- 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, 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 and schools to fill in the gaps based on the needs of residents.
- 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. 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 via social media.

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 5-4) to create a network within the community via sidewalks and bike lanes/paths between major community nodes such as schools and other park areas.

# City of Burton Master Plan

Map 5-4: Parks and Recreation Master Plan Proposed Pathway Map



Map 5-4: In the City of Burton these are proposed pathways for pedestrian traffic.  
Source: Five Year Parks and Recreation Master Plan pg 38

## 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. A simplification of three top priorities for the community can be condensed into three general statements (pg 41):

- All city owned parks are in need of some form of improvements, where Kelly Lake is rated the highest used.
- Developing pathway networks was rated highest amongst its residents. The most desired pathways included nature trails and sidewalks.
- Address the rising demand for recreation spaces by developing new parks that serve broader areas of the city.

These three main statements incorporated within the Parks and Recreation Master Plan can be echoed into the City of Burton Master Plan that can be used for further investigation and inclusion into goals and objectives for the whole community. Considerations of the Action Plan's Capital Improvement Plan (CIP) recommendation should also be part of the Master Plan's CIP prepared as part of the Master Plan Implementation Section.

# City of Burton Master Plan

## Master Plans in Adjacent Communities

Just beyond the borders of the City of Burton are many municipalities that have their own plan within their boundaries. To help elevate any incompatible uses there is an inventory of adjacent communities' Master Plans and what their future land use map shows. These municipalities include Genesee Township, Richfield Township, Davison Township, Atlas Township, Grand Blanc Township, Mundy Township, Flint Township, and City of Flint shown in Map 5-5.

### *City of Flint*

The City of Flint adopted a new Master Plan in 2013, the first new Master Plan in 53 years. The plan's

overarching goal is "The City of Flint will be a community made up of distinct and desirable places by integrating a wide range of land uses into a city patten that is vibrant, sustainable, livable, and healthy."

The plan uses "place typology" rather than the tradition land use classifications in expressing the future land use of the city. These consist of a combination of primary and complimentary land uses, development scales and character to provide a "development palette" for each area of the city.

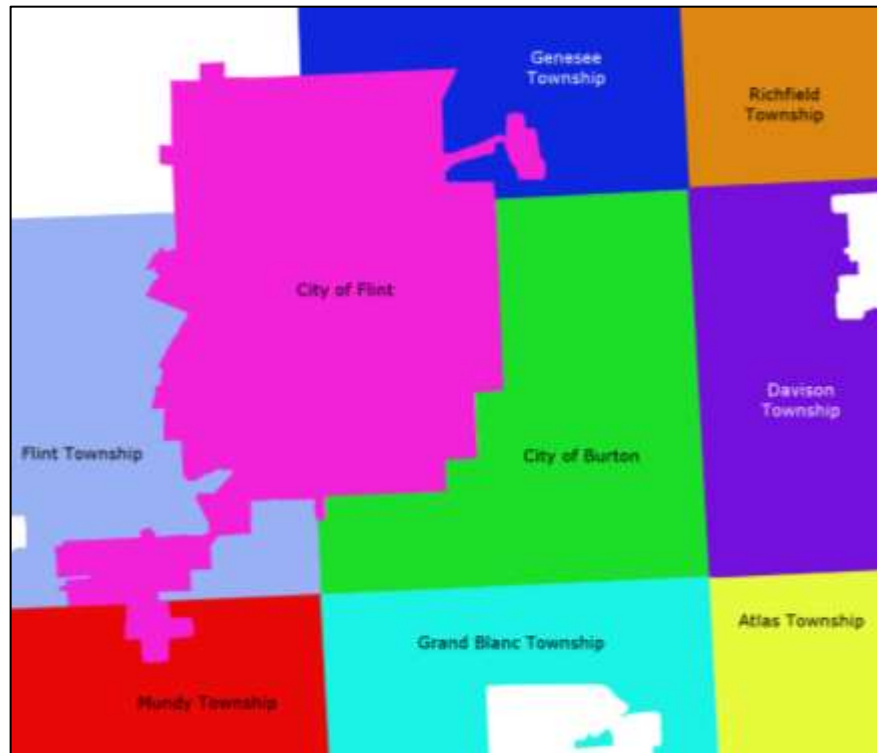
The City of Flint borders the City of Burton on its western border starting on Center Road, south to Lippincott Boulevard, the south along a line west of Term Street., then west along Atherton Road, south on Dort Highway, and west along Hemphill Road ending at Fenton Road.

The area is a mix of five of the twelve place types in the city's Master Plan shown in Map 5-6. They are:

**Production Center** – The primary location for this place type is at the intersection of Robert T Longway Boulevard and Center Road where access to railroads have supported industrial development. The place type designates the city's major industrial centers and economic generators.

**Commerce & Employment Center** – The areas with this designation is south of Robert T Longway Boulevard, at the Center Road/I-69 interchange and along Saginaw Street north of Hemphill. This area is characterized by development patterns focused around a community anchor such as a large employer

Map 5-5: Neighboring Municipalities, 2012



Map 5-5: These are the neighboring municipalities to the City of Burton.  
*Reference: Center for Shared Solutions and Technology Partnerships, Michigan Department of Technology, Management, and Budget*

## City of Burton Master Plan

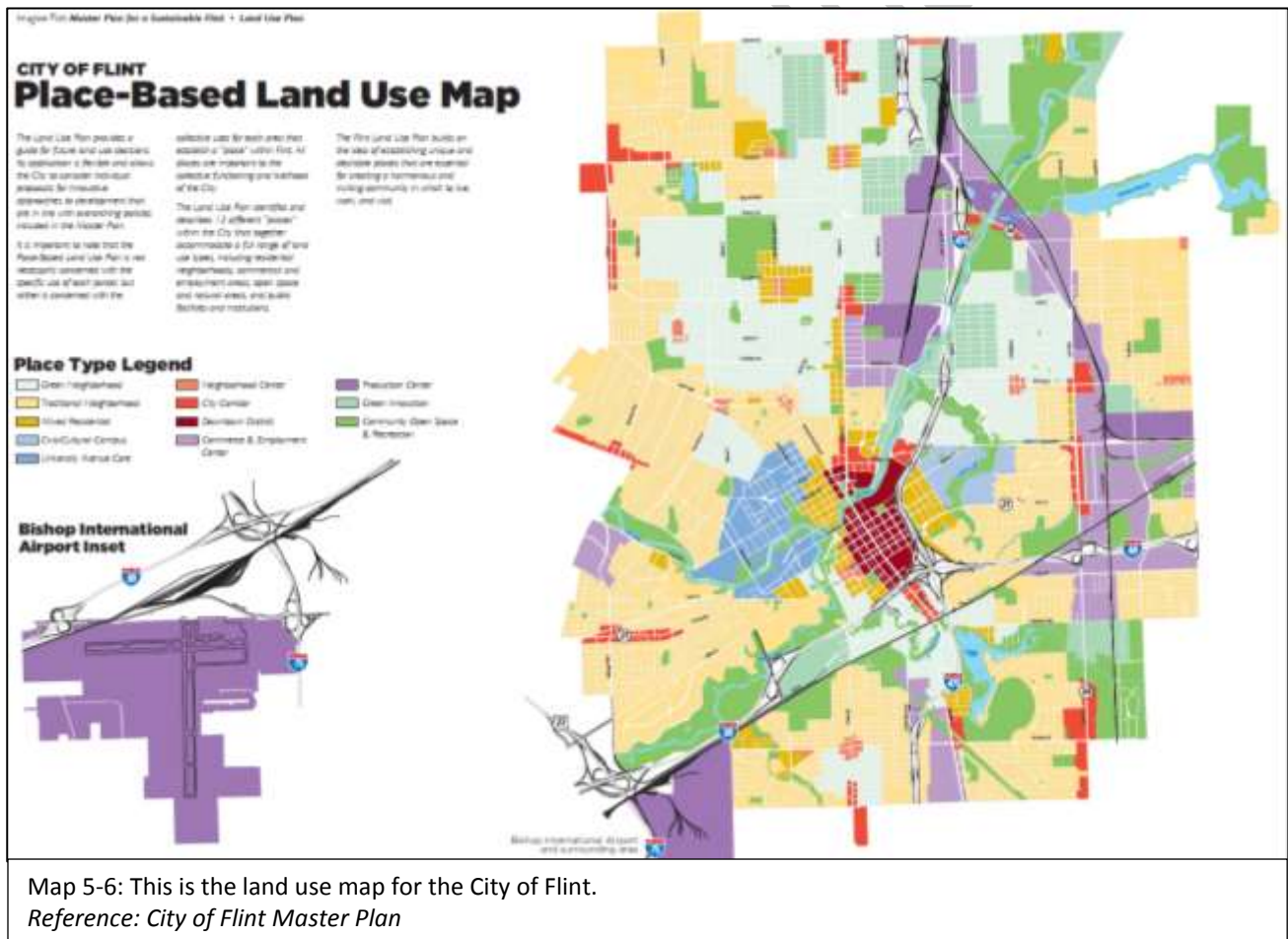
and/or regional commercial center or a cluster of small employment-related uses. Housing may be located in the area, but as a complementary use such as workforce housing.

**Community Open Space and Recreation** - This place type is scattered throughout the border area, including abandoned railroad right-of-way and some residential neighborhoods with high rates of abandonment. This is an area planned for parks, open space, and environmental features such as greenways and large wooded areas.

**City Corridor** – This place type is located along Dort Highway where it enters the City of Burton. City Corridors are designed to accommodate a wide range of commercial and institutional uses fronting on major roadways. They are auto-oriented in nature, but with amenities such as sidewalks, benches, pedestrian-scale lighting, and landscaping to make easy for pedestrians to walk along the corridor.

**Traditional Neighborhood** – This place type covers the remaining border area consisting of existing residential neighborhoods. This area is planned to remain primarily single-family detached residences, with townhouses, duplexes, and small multi-family buildings located along busy corridors and areas of special interest.

Map 5-6: City of Flint Land Use Plan, 2013



Map 5-6: This is the land use map for the City of Flint.  
Reference: City of Flint Master Plan

# City of Burton Master Plan

## Flint Township

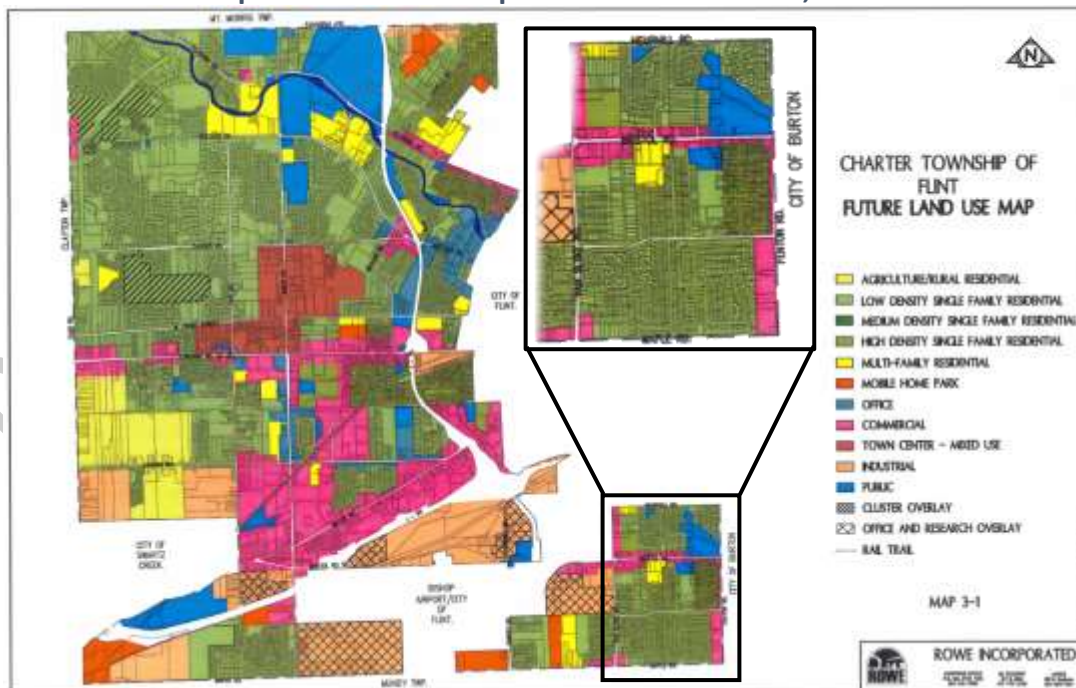
The Charter Township of Flint adopted a Master Plan in 2009, replacing a plan adopted in 1994. Flint Township borders the City of Burton from just south of Hemphill Road to Maple Avenue along Fenton Road. The border area contains three future land use categories shown in Map 5-7:

**High Density Single Family Residential** – This designation covers land fronting on Fenton Road from Hemphill to Bristol and areas behind the commercial land fronting the remainder of Fenton Road. The High Density Single Family Residential classification corresponds with the township’s R-1D zoning district, which allows single family residences on 7,200 square foot lots. It is intended to identify existing single family residential neighborhoods where density corresponds with the R-1D zoning district. The classification is also available for spot infill developments to promote affordable housing and address difficult to develop sites. This area would also allow for increased flexibility in the range of home occupations allowed.

**Public** – This classification designates land adjacent to Fenton and Bristol Road. The Public classification has no corresponding township zoning classification. Land in this classification is zoned based on the intensity and impact of the use and as mapped represent existing public uses or vacant land that is publicly owned.

**Commercial** – The Commercial classification covers land fronting on Fenton Road from Bristol Road to Maple Avenue. It corresponds with the township’s C-1, C-2 and C-3 zoning districts. The three districts vary in the range of services allowed, from office and neighborhood commercial, drive thru restaurants, car dealerships and regional commercial centers. The focus of the Township plan is development of a proposed Town Center area and not on expansion of its existing commercial corridor such as along Fenton Road.

Map 5-7: Flint Township Future Land Use Plan, 2009



Map 5-7: This is the future land use map for the Flint Township.  
Reference: *Charter Township of Flint Master Plan*

# City of Burton Master Plan

## Grand Blanc Township

The Grand Blanc Community Master Plan was adopted in 2010, replacing a plan adopted in 2003. The township borders the City of Burton along its southern boundary of Maple Avenue. Generally, the western half of that area is a mix of single family and multiple family residences, light industrial and commercial land uses, while the eastern half is almost completely low density single family residences. There are eight future land use categories identified in the area along Maple Avenue shown in Map 5-8:

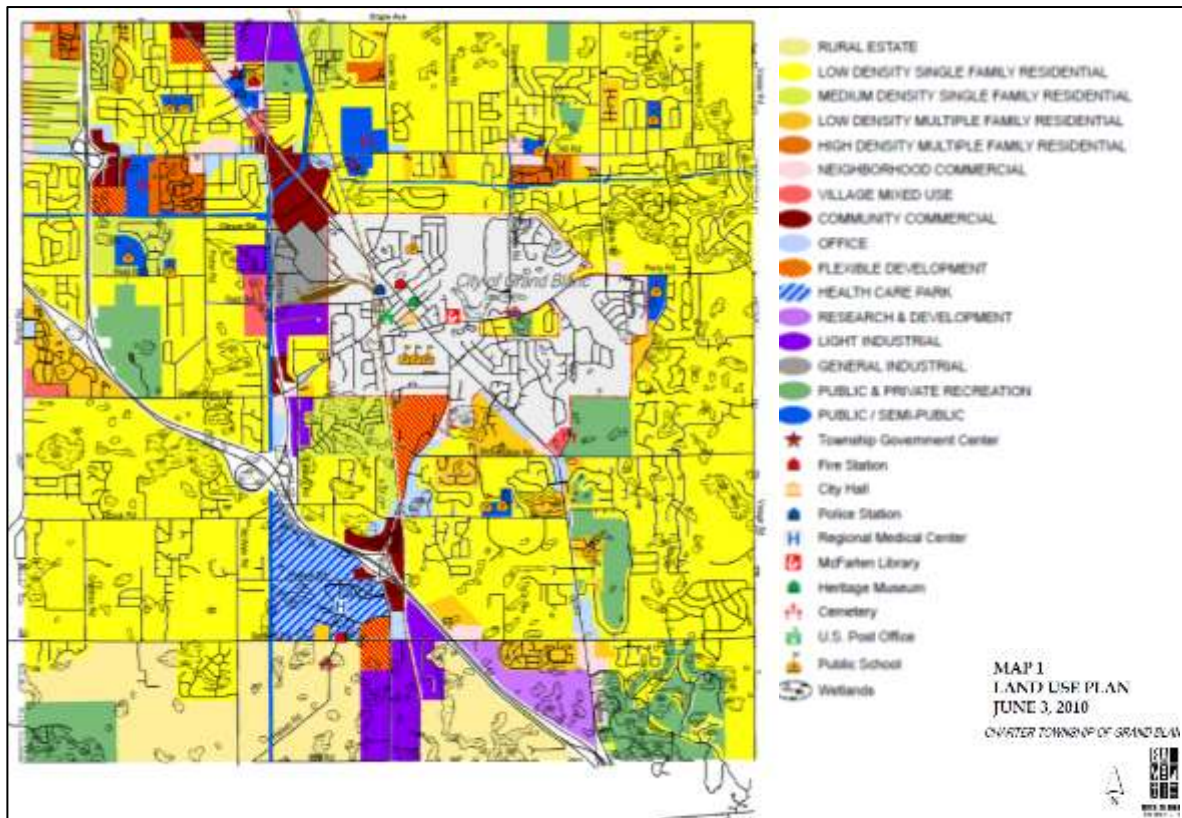
**Low Density Single Family Residential.** – As noted, this designation covers over half of the border area and is designed to provide for single family development with densities ranging from 1.7 to 3 dwelling units per acre to accommodate suburban subdivision style development.

**Medium Density Single Family Residential** – This designation includes a few existing residential developments fronting on Maple Avenue. It provides for smaller lot single family subdivisions with densities ranging from 3.1 to 4 dwelling units per acre are anticipated within this land use category.

**Low Density Multiple Family Residential** – This future land use designation covers one development with frontage on Maple Avenue. It provides for multiple Family development at densities of 4 to 10 dwelling units per acre include townhomes, courtyard apartments, and attached condos.

**High Density Multiple Family Residential** – There are two areas identified as High Density Multiple Family Residential in the border area, one adjacent to Center Road and the other just east of Fenton Road. This

Map 5-8: Grand Blanc Township Land Use Plan, 2010



Map 5-8: This is the land use map for the Grand Blanc Township.  
Reference: Grand Blanc Township Master Plan

## City of Burton Master Plan

category is the Township plan's most intense concentration of residential development with permitted densities ranging from 10.1 to 20 dwelling units per acre. Rental apartments and attached condominiums would represent typical development types within these areas.

**Neighborhood Commercial** – This land use category is located at the intersection of Maple Avenue and Fenton Road and is intended to encompass small commercial/retail uses that serve the convenience consumer needs of nearby residential neighborhoods. Uses may include drug stores, florists, beauty salons, and modest-sized grocery stores.

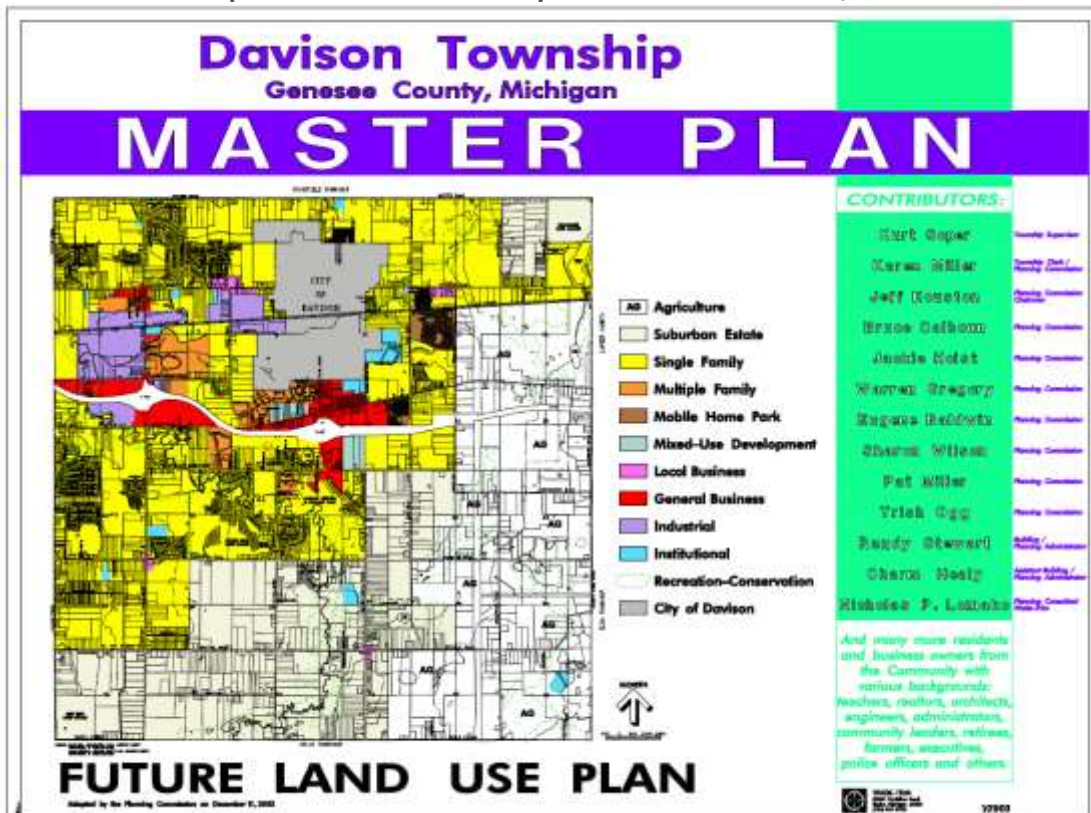
**Community Commercial** – Land at the intersection of Maple Avenue and Saginaw Street is covered by this designation. It covers larger community commercial centers and highway-oriented businesses.

**Light Industrial** – The intersection of Dort Highway and Maple Avenue is designated Light Industrial. This land use classification is intended to accommodate office, light industrial, warehousing, and research and development uses. Development is expected to occur within an integrated planned environment with no outdoor storage permitted and adequate buffering of adjacent residential uses.

### *Davison Township*

The Davison Township Master Plan was adopted in 2003, replacing a plan adopted in 1988. The township is adjacent to the city's eastern border of Vassar Road. The township's Future Land Use Plan shows four land use categories within the border area shown in Map 5-9:

Map 5-9: Davison Township Future Land Use Plan, 2003



Map 5-9: This is the future land use map for the Davison Township.  
Reference: *Davison Township Master Plan*

## City of Burton Master Plan

**Single Family** – This classification covers the vast majority of the land adjacent to Vassar Road. It covers both existing – proposed single family residential development at subdivision level densities.

**Suburban Estate** – This classification covers the southernmost mile of the border area. The existing and proposed development is single family residential at very low densities with some provision for agricultural and ancillary uses.

**General Business** – The general business category is located on land adjacent to the I-69/Irish Road interchange and is intended to provide appropriate locations for highway service and “big box” retail establishments.

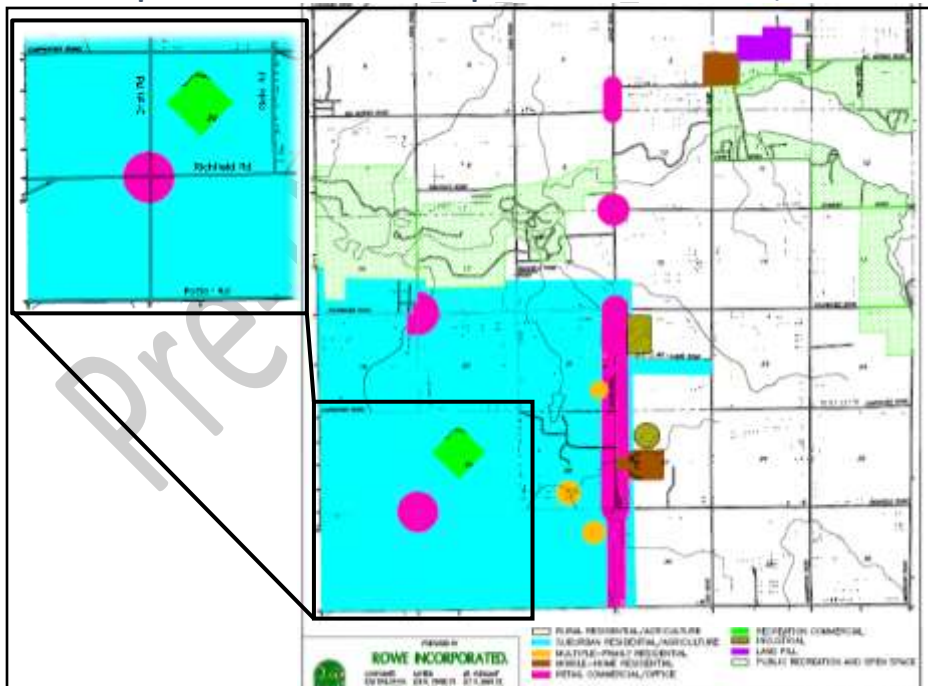
**Industrial** – The industrial future land use classification includes property north and south of the I-69/Irish Road interchange and is intended to provide appropriate locations for industrial uses, particularly those that may take advantage of railroad access.

### *Richfield Township*

The Richfield Township Master Plan was adopted in 2005, updating a previous plan adopted in 1995. The township is located “kitty-corner” from the city at the intersection of Vassar and Potter Roads. The land in Section 31 of the township is designated as Suburban Residential/ Agricultural shown in Map 5-10.

**Suburban Residential/Agriculture** – This future land use classification is defined by the township's sewer service area and is intended to accommodate most of the new residential development that will occur in the township for the foreseeable future. The minimum single-family lot size in the suburban residential area is intended to be 12,000 square feet, but it is anticipated that some residential

**Map 5-10: Richfield Township Future Land Use Plan, 2005**



Map 5-10: This is the future land use map for the Richfield Township.

Reference: *Charter Township of Richfield Master Plan*

development will occur on acreage parcels. Although the suburban residential area is intended to provide primarily for single-family homes, certain sites within this general area are suitable for multiple-family residential development. It is also anticipated that "temporary" nonresidential uses will continue within the suburban residential area over the next two decades. Such uses include agricultural and extractive activities.

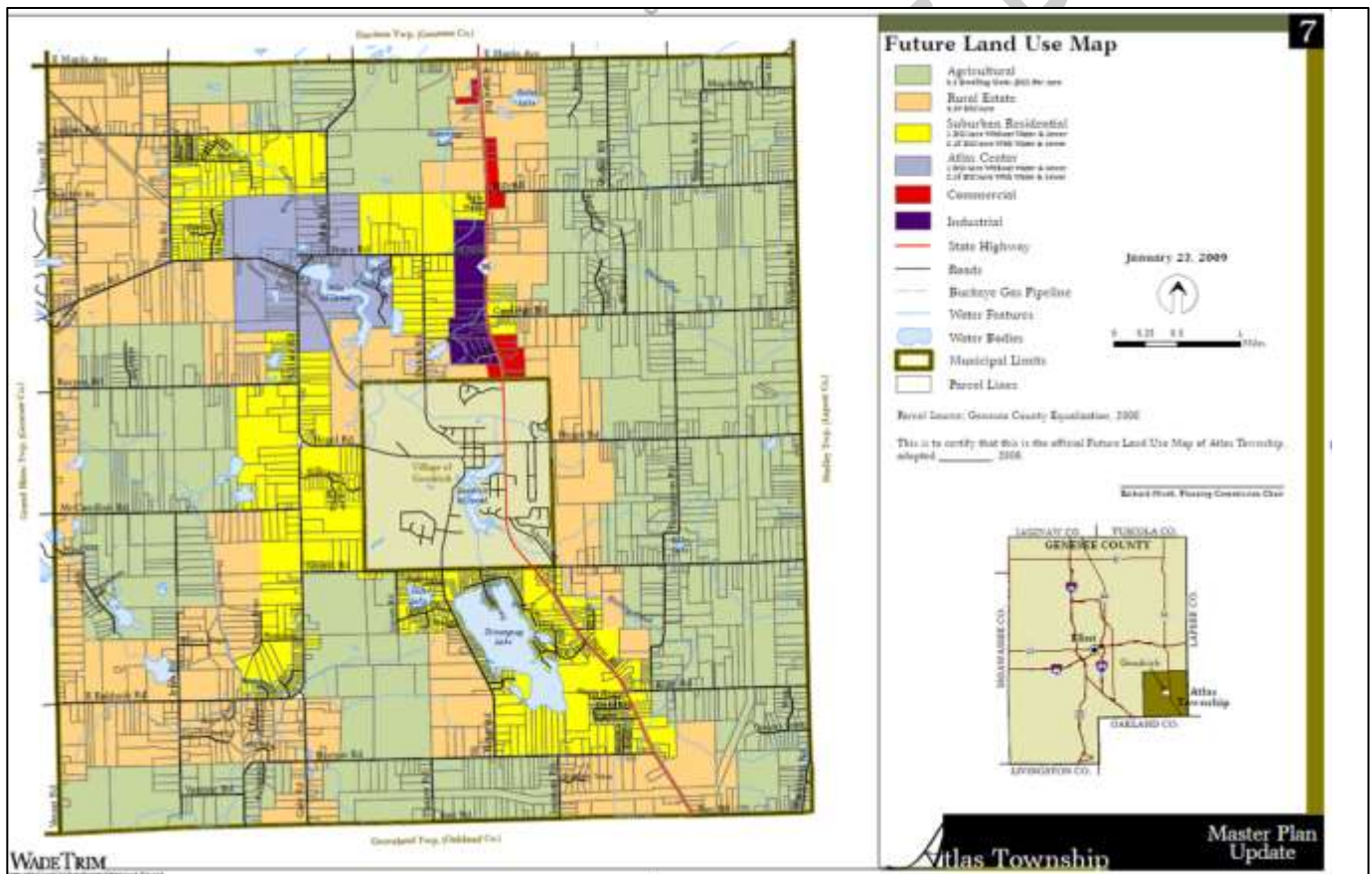
# City of Burton Master Plan

## Atlas Township

The Atlas Township Master Plan was adopted in 2009, replacing a previous plan adopted in 1991. The township is located “kitty-corner” from the city at the intersection of Vassar Road and Maple Avenue. The land in Section 6 of the township is designated as Rural Estate shown in Map 5-11.

**Rural Estate** – The Rural Estate land use is intended to maintain a predominantly rural character, and exclude the proliferation of residential subdivisions and suburban sprawl. Single-family uses are encouraged to be designed using clustering techniques to preserve agricultural lands, environmentally significant lands and other open spaces. In addition to agricultural and single-family residential uses, a limited amount of support services, such as churches or schools, may be appropriate but will be limited by the lack of public water and sewer services within the category. A minimum lot area of 3 acres is recommended for the Rural Estate category.

Map 5-11: Atlas Township Future Land Use Plan, 2009



Map 5-11: This is the future land use map for the Atlas Township.  
Reference: Atlas Township Master Plan

# City of Burton Master Plan

## Mundy Township

The Mundy Township Master Plan was adopted in 2011, replacing a previous plan adopted in 1997. The township is located “kitty-corner” from the city at the intersection of Vassar Road and Maple Avenue. The land in Section 1 of the township is designated as a mix of four land use classifications, which are as follows shown in Map 5-12:

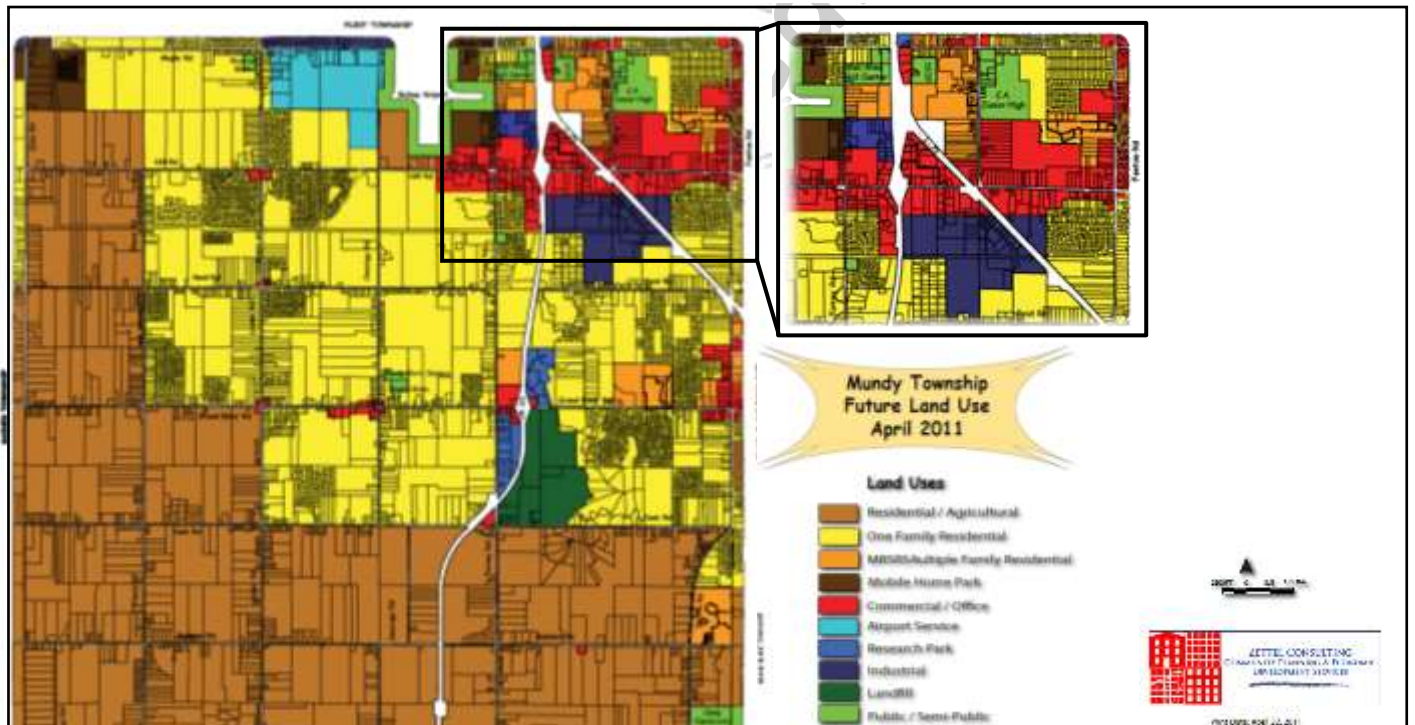
**One Family Residential** – This designation covers approximately a quarter of the section. It is intended to provide areas for suburban style, one-family residential development and other types of uses that provide services which will complement the principal uses such as golf courses, athletic fields, churches, day-care facilities, and small-scale elderly housing. Lot sizes vary from ½ acre to 2 acres.

**Multiple Family Residential** – The multiple-family residential classification covers an existing multi-family development off Fenton Road. The classification is intended to provide opportunities for affordable housing and alternatives to traditional subdivision development.

**Commercial/Office** – The commercial/office classification cover the full range of commercial and office uses allowed in the township although the current uses include a drive-in theatre and grocery store.

**Public/Semi-Public** – This category generally reflects the existing public and semi-public land uses in the township and designates an existing Carman Ainsworth school.

Map 5-12: Mundy Township Future Land Use Plan, 2011



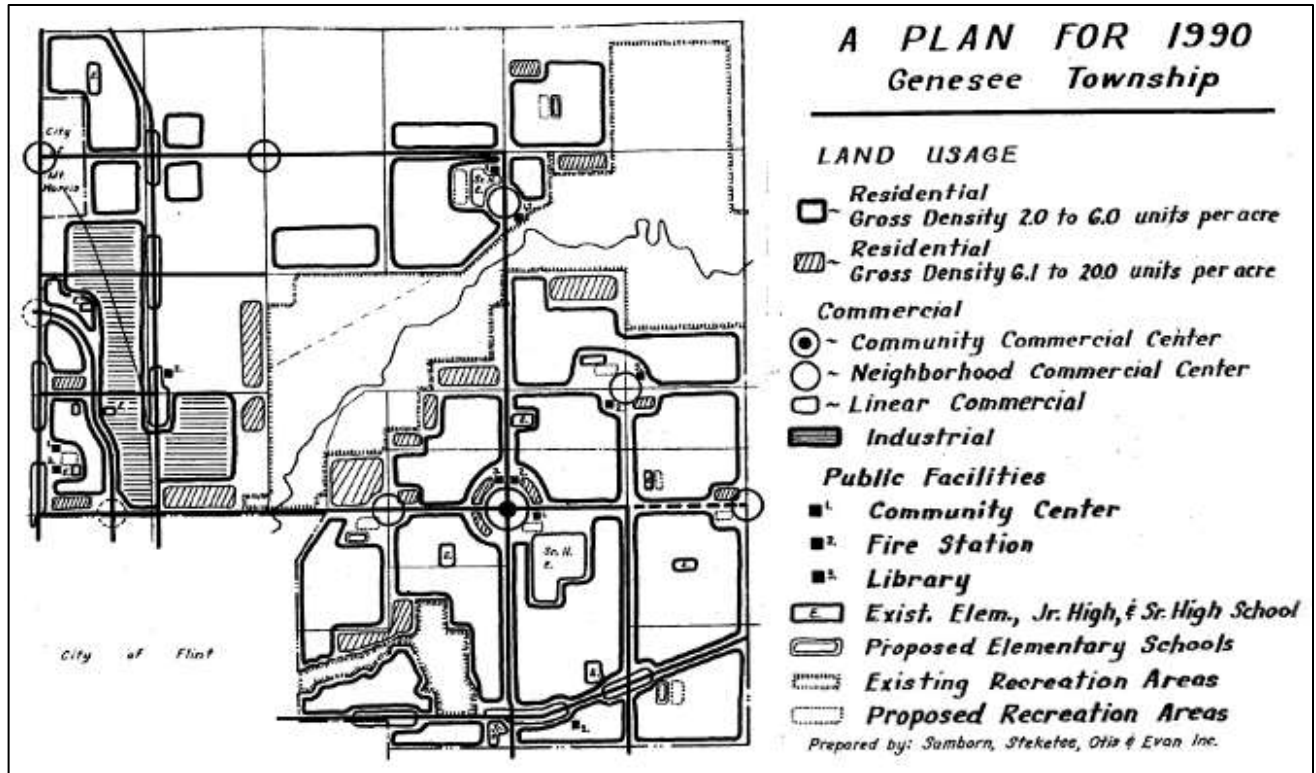
Map 5-12: This is the future land use map for the Mundy Township.  
Reference: Mundy Township Master Plan

## City of Burton Master Plan

### Genesee Township

The Genesee Township Master Plan was adopted in 1990, replacing the 1975 zoning districts. Genesee Township is located north of the City of Burton along East Potter Road, Potter Road, and North Center Road. The neighboring land usages are residential gross density 2 to 6 units per acre, one Jr. High School, and one fire station shown in Map 5-13.

**Map 5-13: Genesee Township Land Use Plan, 1990**



Map 5-13: This is the future land use map for the Genesee Township.  
Reference: Genesee Township Master Plan

Pre-Plan

# City of Burton Master Plan

## Chapter 6. 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](http://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-priced 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”

## City of Burton Master Plan

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		Total Potential
		Duplex Triplex	Larger Formats	
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](http://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.

# City of Burton Master Plan

## 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

## City of Burton Master Plan

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%

Pre-Public Hearing

# City of Burton Master Plan

## Chapter 7. 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](http://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 Hemphill 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

## City of Burton Master Plan

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.

## City of Burton Master Plan

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.

## City of Burton Master Plan

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.

Pre-Public Hearing Draft

# City of Burton Master Plan

## Chapter 8. Public Input

There are five main methods of public participation what were used to help create the Master Plan, which include stakeholder and focus group interviews, community survey, community remarks, visioning session, youth charrette/summit, and public open house. The city worked on many different methods to obtain a variety of information from the public about the community and their vision for the next 20 years.

### Summary of Focus Group and Stakeholder

#### Introduction

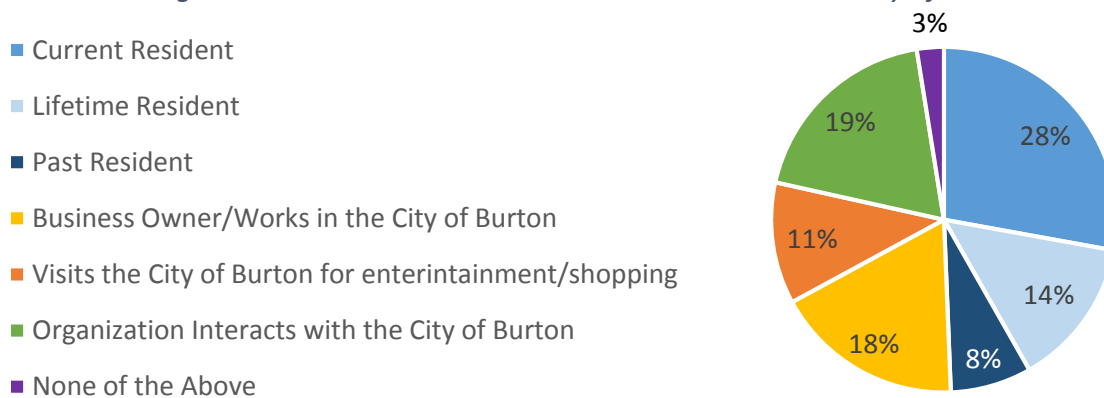
ROWE Professional Services Company conducted discussions with several stakeholders and focus groups that have strong and important connections to the City of Burton. **Stakeholders** are key persons that as part of an organization or as an individual have important insight on a particular subject or location in the City of Burton. The stakeholders that were interviewed include Steve Black, from Racer Trust and Cheryl Sclater from ELGA Credit Union. **Focus Groups** are key organizations where a group of individuals that are part of the organization for a group discussion. The different groups that were interviewed include Burton Chamber of Commerce, Burton Area Historical Society, Burton Rotary Club, City of Burton Downtown Development Authority (DDA), City of Burton Parks and Recreation Commission, Veteran of Foreign Wars (VFW) Post 2777, Kiwanis Club, City of Burton Senior Activity Center, Flint River Watershed Coalition, Friends of the Library, Disability Network, and Mass Transit Authority.



All of the individuals and groups where asked about their connection to the City of Burton, such as things they would like to change, their vision for the future, and if there are suggestions of policies, zoning ordinances, or programs that would make the City of Burton better. In addition, each individual or group was asked targeted questions involving the expertise in a particular area.

The groups that were involved in these discussions, had different connections to the City of Burton including living in the city, working or owning a business in the city, visits to the city for entertainment or shopping, and their organization works within the city. Residents were divided into three categories including current resident, lifetime residents, and past resident. Lifetime residents grew up and for the

Figure 8-1: Focus and Stakeholder Connections to the City of Burton



## City of Burton Master Plan

majority of their life have lived within the City of Burton. Almost half of the participants identified as at one point being a resident within the city. About 19 percent of the participants identified as having their organization does work with the city of Burton. About 18 percent of the participants identified as business owners or work within the City of Burton.

### *Characteristics that make the Best of Burton*

The different focus groups were asked about were some of the best attributes or what they liked about the City of Burton. The first collection of answers came up repetitively in discussions. The second collection of answers are comments that only one particular discussion brought up.

#### **Many stakeholders and groups agreed that:**

- Good community for children, with schools and activities within stable neighborhoods
- Friendly environment
- Great community size
- Safe community
- The Race Series within the City of Burton
- Business friendly community
- A diversity of housing setting options from agricultural to urban sceneries
- Have great unique places to eat
- A very active environment with many activities monthly within the community, especially running races
- Low taxes
- Department of Public Works (DPW), police, and fire services are responsive and reliable
- This is a place senior citizens have lived and want to stay to “Age in Place”
- Takes good care of Veterans

### *Racer Trust*

- Potential to have a super site (Davison Site), which is rare in this region.

### *ELGA Credit Union*

- Diversity within of economic standings of the community
- The City of Burton works well to overcome/resolve issues

### *Parks and Recreation Commission*

- Good options for affordable housing, due to low taxes
- Good variety of housing stock

### *Burton Chamber of Commerce*

- Unique experience and highly competitive environment

### *Disability Network*

- Very welcoming people in community
- Shopping options along Center Road
- Easy access to transportation

### *Flint River Watershed Coalition*

- From rural setting homes one has easy access to freeways

# City of Burton Master Plan

Other likes include:

## Senior Activity Center

- Quick to tear down blighted residential sites
- Senior Activity Center is in a good location
- The community takes good care of senior citizens
- Strong churches within the City of Burton
- The City of Burton is a great for senior citizens due to the Senior Activity Center, low cost of living, goods and services, and safe environment

## Downtown Development Authority

- There are many features within the City of Burton including services and grocery stores
- The City of Burton is not run by just one company or person
- There are a variety of industries and companies within the City of Burton

## Friends Library

- Neat and tidy community
- The city complex including many services/departments in one location
- Sidewalk improvements that have been made are great improvements to the community
- Good schools
- Growth in use of library as a community center

## Rotary Club

- Diversity
- Active community
- Roads and sidewalks
- Rural areas

## Kiwanis Club

- Kelly Lake
- The people within the City of Burton
- Low crime rate

### *Characteristics that are suggested to be changed in the City of Burton*

The different focus groups were asked what elements of the city they would change if they could. The first collection of answers came up repetitively in discussions. The second collection of answers only brought up in only one discussion group.

### Many stakeholders and groups agreed that:

- Include more connections to trail ways around region
- The addition and connection of more sidewalks and crosswalks throughout community for all users (bike, pedestrians, and disable and handicap individuals)
- Improvement of the roads in the community
- Removal or development of vacant buildings/properties
- Have more blighted/vacant properties that are commercial be removed
- Revitalize the Courtland Mall
- Have a more walkable, vibrant, beautified, more restaurants, and public gathering space in DDA
- Have young people involved more in the community (boards and volunteer opportunities)

## City of Burton Master Plan

- To have the school systems combine, to unify city
- Have more unity within the City of Burton
- Create a “sense of place” in community
- Absent unified identity
- More affordable and accessibility housing
- Retaining more young professionals to stay in the area
- More business recruitment from people outside of the city
- Have a business core in the center of the City of Burton
- More of a sense of a downtown
- To have a façade improvement program
- Improve the image/perception of the City of Burton away from Flint
- Want proactive, not reactive communication, and general communication with different parts of the community
- More transparency from City of Burton
- Water drainage issues
- Better maintenance of drainage ditches in rural setting
- Clean up the e. coli in Kelly Lake (due to goose droppings)

### Other comments include:

- Have history of city be more a part of the community
- Beautification of city
- Better collaboration and connection between all businesses in Burton and neighboring communities
- Kids need to be centered on something in neighborhoods (add small parks, buildings, structures)
- Kids need a location to gather/activities/programs to be involved in
- Kids and young families are moving out of the area
- More commercial and entertainment (to bring in tourism to area)
- Downtown Development District
  - Make DDA area more historic
  - Have more restaurants, sidewalks, and crosswalks in DDA
  - Increase funding to DDA to maintain and improve district
  - Increase DDA district
  - Increase the number of events in DDA district
- Add safe street program, with street diets or street calming methods.
- Enforce clearing and maintenance of sidewalks
- More tree and weed trimming
- More city design requirements to make sure community is accessible for all disabled persons
- Promote to businesses the asset of having a bus line near business
- Ensure that new development in rural areas are able to be accessible by multiple modes of transportation (pedestrians and buses)
- Create a Historical District or Historic Area
- Have a program that works against blight
  - Create a homeowner assistance program to make improvements on home

## City of Burton Master Plan

- There are often dark areas on streets and commercial shopping center properties
- Improve communication with the City of Burton and other government agencies
- Expand Senior Activity Center Facility
- Increase funding for Parks and Recreation, including a full-time Director
- More pharmacy store variety
- Stronger welcome and network for new businesses to engage with
- Improve amenities throughout City of Burton
- Take out red tape in local government processes
- Make the city more of a resource for information
- Move beyond the industrial GM days and look for opportunities elsewhere
- Better school districts
- More of a buffer zone along creeks in city
- Have more policies and programs that promote protection of creek and natural area system
- Lower tax rate



Figure 8-2: Parks and Recreation Commission Focus Group Discussion

We also asked many of the focus groups on their vision for the City of Burton in the next 20 years. Collectively the different groups generated this list of attributes of their future city:

- Have a clearer vision for the city
- Make community more desirable to move to
- Embrace diversity
- Create a safer community
- Community that has more involvement
- Growth in the community
- A more walkable community
- Have more of a network of non-motorized transportation walkways throughout the city
- Crosswalks on Center Road
- Roads are improved
- Attractive businesses of jobs and entertainment venues
- Having a historic/children museum in the City of Burton
- Less vacant properties
- Create from vacant/old buildings something else like more green space
- Maintain and improve the DDA district to feel like a downtown
- Have more walkability, beautification, lively, and other improvements within the DDA district to draw people in

## City of Burton Master Plan

- Have the Downtown Development Authority be involved in the Back to the Bricks event, or other festivals
- Support the park system to increase amenities and quantity to draw in more people to the area
- Large gathering space for community
- The combination of the three main school districts Atherton, Bentley, and Bendle school districts

### *Topics Based Comments*

The different discussions where asked areas about their expertise, personal knowledge, and made comments on different topics in the City of Burton. There are six basic including economy/business, community, housing, land and buildings, transportation, and parks and recreation.

## Economy / Business Environment

### **The Burton Rotary Club suggests:**

- Try to retain more young professionals through:
  - Entrepreneur training/networking opportunities
  - Incubator space for startup businesses
  - Incentive/encourage companies to have internship programs
- To have more of a sense of a downtown area
- Create more of a network for business inside and outside the City of Burton to connect

### **ELGA Credit Union suggests:**

- There are many vacant buildings and land, which allows the community to be open for many investment opportunities
- Promote local run businesses

### **The Burton Chamber of Commerce suggest:**

- Recruit business owners from outside of Burton to be part of the community

### **The Disability Network suggests:**

- To encourage businesses to hire disabled persons as workers

### **The Downtown Development Authority indicates that:**

- There are many long term businesses within the community, lots of small businesses, and a high density of businesses in the south side
- To remove/develop more vacant properties and buildings
- Have one speed limit along Saginaw Street
- Improve the RACER site at Hemphill Site
- Be more proactive in promoting businesses to be in Burton through Genesee County.
- Assets for businesses within the city include highway access, rail road, and access to large buildings
- Create a business owner facade improvement program

# City of Burton Master Plan

## Community

### The Downtown Development Authority indicates they want:

- To have more events within the DDA district festivals (Back to the Bricks), Runs, DDA Luncheon, or other functions

### The Burton Senior Activity Center indicates that:

- The city should consider an exception or lower fee for senior citizen on sewer system fee, by either a lower rate for senior citizens or a free monitoring meter
- The community should be made more walkable with street crossings and sidewalks, especially along Center Road
- The City of Burton is a great for senior citizens due to the Senior Activity Center, low cost of living, goods and services, and safe environment

### Burton Chamber of Commerce suggests:

- Create more walking and bike trails throughout the community

### Flint River Watershed Coalition suggests:

- The development of a wellhead protection program
- Water quality monitoring/regulation of drainage or septic system systems into the environment

### The Burton Area Historical Society suggests:

- To bring attention to historic homes and centennial farms within the City of Burton
  - This can be done by creating a Historical District or Historical Area
- Create more historical parks
- Create a historic museum of local history
  - Have the museum to have teaching/ children programs

### The Burton Rotary Club indicates that:

- DDA Area and Burton Park System, are assets within the city that can draw people to stay within the community

### Veterans of Foreign Wars Post 2777 suggests:

- Have more information resources for citizens on how to get the resources they need, such as contacting local organizations, veteran center, etc.

# City of Burton Master Plan

## Friend of the Library suggest for the Library:

- To add more parking spaces
- Expand the library facility
- To add an onsite Friends of the Library storage space/building
- Recreate the Library Memorial Park within property
- To add sidewalks in front of library
- Help get volunteers for annual cleaning and planting around library

## Housing

### The Downtown Development Authority suggests:

- Have a program that addresses blight and assistance program to homeowners to make improvement to home
- Improve affordable housing options for residents

### The Burton Senior Activity Center suggests:

- To create more affordable senior housing options

### The Disability Network suggests:

- Make sure affordable and accessible housing options are a variety of price points and good quality
- To look for easy ways to make housing more accessible, like widening doorways with ease of closing once inside

### Burton Kiwanis Club suggests:

- Have fees for building permits easier and less costly, because many people do not apply or then do not do improvements
- Have rental unit expectations to ensure quality of living for residents

## Land and Buildings

### Racer Trust has:

- Two sites owned by Racer Trust include Hemphill site and Davison site looking for buyers that will take action and fit within the community vision
- Potential for the Davison site, if combined with surrounding site to be a super site, a rare site in this region
- Difficulties with the Hemphill site is that it used to be a previously landfill for industrial and municipal waste, but is partially paved parking lot

## City of Burton Master Plan

### The Burton Senior Activity Center suggests:

- The expansion of the Senior Activity Center Facility

### Flint River Watershed Coalition suggests:

- To develop a wellhead protection program
- To change Thread Creek's status as a non-navigable water body, to allow canoeing/kayaking
- To allow within city hoop houses, green houses, and chicken coops in residential lots

### Disability Network suggests:

- To look for easy ways to make buildings more accessible, like widening doorways with ease of closing once inside

### The Downtown Development Authority suggests:

- The demolishing of vacant, blighted, or too old buildings so sites are more "Development Ready"

## Transportation

### The Downtown Development Authority suggests:

- That along Saginaw Street, the number of curb cuts should decrease
- To have a Traffic Study, Corridor Study, or create an Access Management Plan along Saginaw Street
- Have improvement in the DDA Visioning Plan implement on Saginaw Street done smartly in cooperation with multiple government agencies

### Senior Activity Center suggests:

- To have larger font street signs

### Kiwanis Club suggests:

- Connection of sidewalks to more walking and biking paths (Main Street and Davison's Trails)
- Have sidewalk intersections with two distinct pathways to help blind persons to navigate easier
- Convert all gravel roads to paved roads within the city

## City of Burton Master Plan

### Mass Transit Authority indicates that:

- They are seeing an increase demand for public transportation and Your Ride services
- Coordinate future site planning with MTA regarding barrier free parking and bus stops

### The Disability Network indicates that:

- Lots of transportation accessibility options
- There could be more connectivity between MTA bus stops, sidewalk, and park lots areas, to allow easy mobility for all disabled persons

### The Burton Rotary Club suggests:

- Have more building sidewalks and bike paths connect to all areas of business in all parts of the community

## Parks and Recreation

### The Parks and Recreation Commission suggests:

- More conversions of rails to trails
- To add a parking lot to Settlement Park
- If possible, combine vacant properties with schools' or city's properties to encourage ownership/maintenance of property
- To add a large park in the City of Burton with the ability to hold lots of people for celebrations
- To add unique improvements in parks that draw people in like a splash pad or archery practice field

### The Downtown Development Authority suggests:

- The addition of more parks in the south side of the city for all ages and full disable person accessible

### The Senior Activity Center suggests:

- To have park improvements, such as a splash pad, would be an asset for the community park system
- To have more disable person accessible trails and paths within existing parks

### Veterans of Foreign Wars Post 2777 suggests:

- Create more parks with features such as dog parks, walking park, baseball diamond, and amphitheater
- Would be interested in having part of the post into a park area

## City of Burton Master Plan

### Chamber of Commerce suggests:

- The creation of more parks
- The improvement of features in parks
- The creation of a large gathering space in the community

### Flint River Watershed Coalition suggests:

- To have more park areas along creeks
- To create a partnership between the two organizations to find funding and expansion of park space along watershed in the city

### Disability Network suggests:

- Make sure Parks and Recreation opportunities or features are disable person accessible

### *Suggested Programs, Policies, and Zoning Ordinances*

The different discussions were particularly asked about either programs, policies, or zoning ordinances that could be created and implemented to make wanted changes to the City of Burton.

- Have a Traffic Study, Corridor Study, or create an Access Management Plan along Saginaw Street
- Develop a complete street concept for the whole city
- Create a Historical District or Historical Area
- Develop goals of water quality and quantity
- Create a Wellhead Protection Program
- Have a program that addresses blight and homeowner assistance program make improvement on home
- To help create more sidewalks in community, add an additional option to have a fund property owner can put money into to pay for the cost of a sidewalk to be installed. The city would manage the fund and install sidewalks in community.
- Improve affordable housing options
- Have more in the Master Plan about more sidewalks, bike trails, affordable senior housing, and public amenities, and more handicap accessible trails and paths in existing park system
- Ability to have incubator space for startup businesses
- Have a larger buffer zone between residential and commercial
- Create an ordinance to protect those who have the “intent to walk” across a road, to help protected pedestrians from motorized vehicles
- Add to the zoning ordinance in the Site Plan Review process if site plan meets particular criteria the site plan will be sent to MTA for MTA Planner Comments.
- Create an ordinance to control panhandlers that requires those receiving money on the street to have vender license, while keeping in mind to not outlaw charity organizations, who collect donations on the street.
- Create a water quality ordinance for septic systems and waste water in conjunction with county regulation

## City of Burton Master Plan

- Have more ordinances/policies that protect water quality such as clear cutting, impervious surfaces, sediment control and soil erosion, incentives to reduce impervious surfaces, runoff controls, landscape standards, and natural feature setbacks.

### *Capital Improvements*

Discussion groups also talked about different Capital Improvements that would help the city reach their 20-year vision of the plan these include:

- Add more sidewalks along all major roads
- The adding of more walkways from MTA bus stops to sidewalks to parking lot areas
- Improvement of road system
- Convert more rails to trails
- The addition of more park spaces at Memorial Library
- To add a parking lot to Settlement Park
- Park improvements, such as a splash pad, archery course, dog park, etc.
- Have more disable person accessible trails and paths within existing parks
- The expansion of the Senior Activity Center Facility
- Help develop Veterans of Foreign Wars Post 2777, into park space
- Expansions of the Memorial Library including a more parking spaces
  - Expansion of library facility
  - Creation of Friends of the Library storage space
  - Recreation of Memorial Children’s Library Park

### *More About the Organizations*

#### **Racer Trust**

Racer Trust is an organization formed in 2011 as part of the bankruptcy court case of the former General Motors Corp. Racer Trust works to clean up and revitalization former GM locations. They promote/advertise and sell sites to buyers who will develop the site in a way that is in harmony with the community. There are two sites within the City of Burton that are owned and managed by Racer Trust, which are the Hemphill Site located on the corner of Saginaw and Hemphill and the Davison Site located on Davison and Covert Road.

More information at: <http://www.racertrust.org/>

#### **Burton Chamber of Commerce**

The Burton Chamber of Commerce works to welcome, promote, and celebrate new businesses, business expansion, renovation, re-opening, relocation, and milestone anniversaries that reside within the City of Burton. The Chamber of Commerce works on creating a network between businesses and entrepreneurs in the local area. This is a network that businesses in Burton can get involved in to help “build a better Burton”.

More Information at: <http://www.burtonchamber.org/>

## City of Burton Master Plan

### Burton Historical Society

Burton Historical Society is a nonprofit organization that strives to discover, promote, and educate others of the strong and rich history of the City of Burton. Members of the society are interested in keeping discovering, honoring, and educating the local Burton history. Each month Burton Historical Society meet to do research, educate, document, and share our history, having family speakers of past 181 years come and share their story with our community.

### Burton Rotary Club

Rotary is an international network of volunteers that work on humanitarian challenges. Members of Rotary have an interest in helping those within the City of Burton including individuals, businesses, and other community organizations. The Burton Chapter has undertaken fundraising for local projects, provided two pavilions for the city, plans the Harvest Hall Senior Citizen Ball, helped with race events, a bike program, and student scholarship program. The club works on improving the City of Burton one project at a time.

More Information at: <http://www.burtonrotary.org/>



Figure 8-3: Rotary Club Focus Group Discussion

### The City of Burton Downtown Development Authority (DDA)

The Downtown Development Authority (DDA) is located along South Saginaw Street between Hemphill Road and Maple Avenue. Members are those who have an interest in the DDA district. The DDA board oversees, maintains, and constantly improves the district. Their most current vision of the DDA district is featured in their 2015 DDA Visioning Plan.

More Information at:

[http://www.burtonmi.gov/business/downtown\\_development\\_authority/index.php](http://www.burtonmi.gov/business/downtown_development_authority/index.php)

# City of Burton Master Plan

## **The City of Burton Parks and Recreation Commission**

The Parks and Recreation Commission works on maintaining, developing, hosting activities, and creating parks within the City of Burton. Members are those that have an interest in the City of Burton Park System from their business, individual, or organizational background. They currently have five parks within the city: Water Tower Park, Fireman's Park, Veteran's Memorial Park, Kelly Lake Park, and Atherton Settlement Park. They also put on different activities such as the Patriot Day Hero Run, Veteran's Honor Run, Easter Egg Hunt, Car Show, Memorial Day Parade, Trick or Treat Trail, and the Christmas Parade. The last vision created for the park system is in the Parks and Recreation Plan in 2012. More Information at: [http://www.burtonmi.gov/departments/parks\\_and\\_recreation/index.php](http://www.burtonmi.gov/departments/parks_and_recreation/index.php)

## **The City of Burton Senior Activity Center**

The Burton Senior Activity Center has a variety of senior services and social activities for older adults, 60 and over. Many services include Medicare and Medicaid Counselors, Consumer Fraud Advocates, food assistance programs, tax aide program, exercise programs, transportation, classes, and seminars. Located at 3410 South Grand Traverse, the Senior Activity Center has a large activity area, pool table, and comfortable lounge area.

More Information at: [http://www.burtonmi.gov/departments/senior\\_activity\\_center/index.php](http://www.burtonmi.gov/departments/senior_activity_center/index.php)

## **The Disability Network**

The Disability Network's mission to promote freedom, choice, opportunity, and equality for people with disabilities through advocacy, education, and employment. They have many different things they do including advocacy, assistive technology resources, community technology center, education programs, healthcare resources and navigator, housing resources, nursing facility transition advice, personal assistance, help with ramps and home modifications, recreation, and transportation.

More Information at: <http://www.disnetwork.org/>

## **ELGA Credit Union**

ELGA Credit Union is a non-profit financial organization with the single purpose of members helping members. Anyone that lives, works, worships, volunteers, or attends school within Genesee, Saginaw, Lapeer, Shiawassee, Oakland, and Livingston Counties is eligible to join and maintain checking or saving accounts, borrowing money, etc. Their organization is deeply committed to helping in the community either through school supplies or help funding different activities within the community.

More Information at: <https://www.elgacu.com/>

## **Flint River Watershed Coalition**

The Flint River Watershed is increasingly healthy and strong, and offers many recreational, educational, and environmental opportunities. As the leading community-based advocate for clean water resources, the Flint River Watershed Coalition (FRWC) promotes efforts to protect, preserve, and improve our area's ecosystem through partnership, public education, scientific projects, and community involvement. They are an organization representing individuals, businesses, community organizations, and local unites of government sharing a vision of a healthier Flint River Watershed. They envision a day when the future of our drinking water is secure and the integrity of the Flint River is protected. They believe that all people should have access to the river for recreation, swimming, and fishing as well as the economic value it provides to our communities. They are interested in particular about Gilkey and Thread Creeks, which reside within the City of Burton.

More Information at: <http://flintriver.org/blog/>

# City of Burton Master Plan

## **Friends of the Library**

Friends of the Library is a volunteer group that works on maintenance, improvement, used book sale, and many more activities involving the Burton Memorial Library on Center and Atherton road. This group strives on helping the community from youth to adult to engaged in reading and the community at large.

## **Kiwanis Club**

Kiwanis Club is an international foundation located in 80 nations, where each group looks at the community's need and help working together to solve them. The Burton Kiwanis is a community organization whose objective is to help children live, learn, and grow through scholarships, key club organizations, and community events. They host multiple events each year which gives us the opportunity to assist many youths and schools within our community.

More Information at: <http://www.burtonkiwanis.org/>

## **Mass Transit Authority (MTA)**

The Mass Transit Authority (MTA) is the regional Genesee County public transportation services. The services include primary routes, regional routes, and Your Ride. Your Ride is a localized service where those with disabilities and senior citizens can reserve a ride to specific locations or to other bus service. MTA is dedicated to help all riders to help build a healthy and vibrant community. The MTA has developed a Strategic Plan for 2016-2026 that guides and goals for the organization

More Information at: <http://mtaflint.org/index.php>

## **Veterans of Foreign Wars (VFW) Post 2777**

This local chapter of this national organization is focused on veterans who have served in the military overseas. Their vision it to ensure that veterans are respected for their service, always receive their earned entitlements, and are recognized for the sacrifices they and their loved ones have made on behalf of this great country. Their mission is to have VFW Service Officer program is to assist veterans and their dependents, including active duty military personnel, in acquiring benefits and services to which they may be entitled. Veteran Service Officers advocate for veterans' rights. Veterans need not be VFW members to take advantage of this assistance, which is provided free of charge.

More Information at: <http://www.vfwmi.org/> or <https://www.facebook.com/vfw2777/>

## **Community Survey**

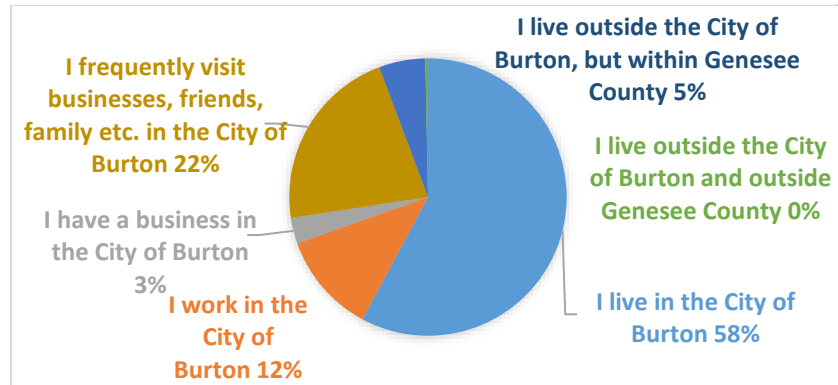
The community survey was conducted through Survey Monkey and available through Survey Monkey, the City of Burton website, and City of Burton, Master Plan Facebook page. This community survey involved 214 responses. The survey was broken into eight categories: survey response characteristics, rural and open space, residential areas, commercial and industrial areas, environment, blight, transportation, and perception of the City of Burton. A copy of the questions and responses is located in Appendix A.

# City of Burton Master Plan

## Survey Responses Characteristics

The 214 respondents could pick between six different possible connects with the City of Burton. A majority of the responses (58%) lived within the City of Burton (Figure 8-4). The next largest are those who frequently visit businesses, friends, family, etc. within the City of Burton were 33.6 percent of the survey takers.

Figure 8-4: Survey Response Connection to City of Burton



We then ask how long the respondents had this connection with the City of Burton; a majority of the respondents (50%) had 20 and over years of that connect with the City of Burton (Table 8-1).

Years	#	%
Less than 1 year	4	1.9%
1-2 years	0	0.0%
3-5 years	10	4.7%
6-9 years	14	6.6%
10-14 years	25	11.7%
15 -19 years	16	7.5%
20 -29 years	44	20.7%
30-49 years	68	31.9%
50 years and longer	32	15.0%

We also asked the age range of the different responses where a majority (55.9%) of the responses were Middle Age Adults between 40-64 years old (Table 8-2). The next portion of responses are Adults between 30-39 years old with 22.9 percent.

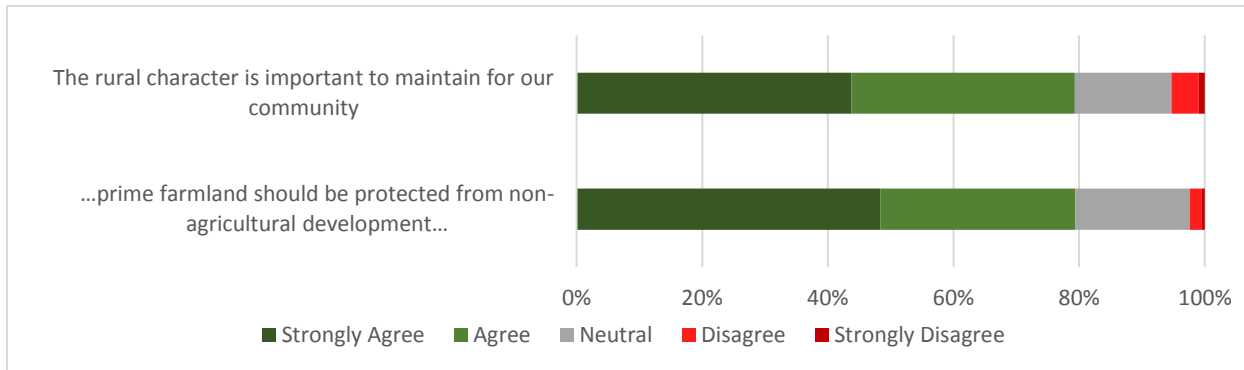
Age	#	%
Children- Under 12 yr	0	0.0%
Teenager- 13-19 yr	1	0.5%
Young Adult- 20-29 yr	17	7.9%
Adult- 30-39 yr	49	22.9%
Middle Age Adults 40-64 yr	126	58.9%
Senior Citizens- 65+ yr	21	9.8%

## Rural and Open Space

There were two questions asked in this section asking to rank how strongly they agreed to disagreed to the according statements (Figure 8-5). The first statement was “prime farmland, as identified by the Soil Conservation Service, is land whose soils will permit higher yields for crops. Prime farmland should be protected from non-agricultural development, such subdivision residences and commercial.” With this statement, 48.3 percent strongly agreed and 31.1 percent agreed with the statement. The second statement was “the rural character is important to maintain for our community.” With this statement, 43.8 percent strongly agreed and 35.6 percent agreed with the statement. Based on the responses, it is very important to protect the rural character of the community. A majority of the respondents want to see farmland remain agricultural rather than being converted into residences and commercial properties.

# City of Burton Master Plan

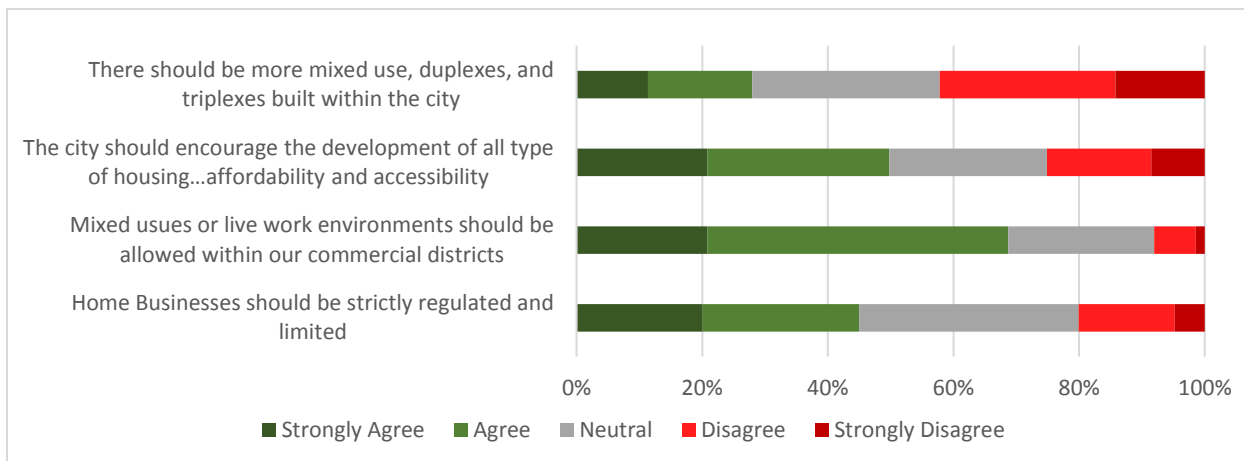
Figure 8-5: Survey Response Rural and Open Spaces



## Residential Area

There were four questions asked in this section asking to rank how strongly they agreed to disagreed to the according statement (Figure 8-6). Related to the Target Market Analysis in Chapter 7, many questions in the residential area involved mixed use and “missing middle housing”. Mixed uses or live work environments should be allowed within our commercial districts. Missing middle housing are units that are between one-unit detached buildings and major unit complexes. This is particularly duplex, triplexes, and mixed-use type of housing options are currently missing from the housing market.

Figure 8-6: Survey Response Residential Area



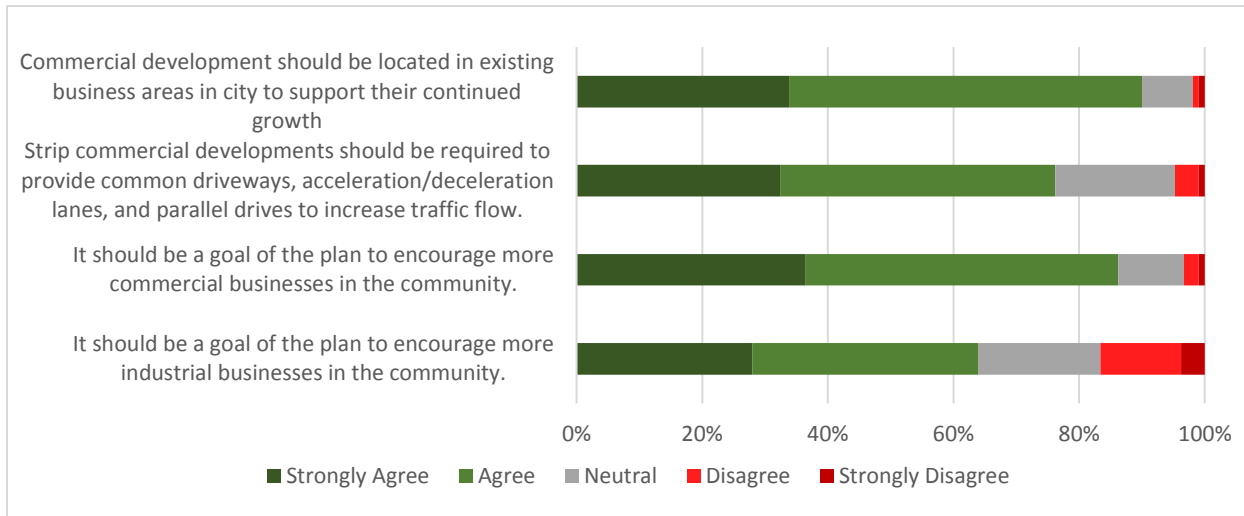
In the first statement stated “there should be more mixed use, duplexes, and triplexes built within the city. A majority of the responses, 29.9 percent, were neutral and 28 percent disagreed. Overall, there was more disagreement with the statement than agree. The second statement “the city should encourage the development of all types of housing to ensure that affordable and accessible housing is available to all groups (income and disabled persons).” The responses agree 28.91 percent and neutral 25.1 percent. Overall, there was more agreement with the statement than disagree. The third statement “mixed uses or live work environments should be allowed within our commercial districts.” To this statement, almost half of the responses agreed (47.9%) and 23.2 percent were neutral. The fourth statement “home businesses should be strictly regulated and limited.” The large portion of the responses 34.9 percent were neutral on the statement and 24.9 percent agreed. There was more support for the regulation and restriction than disagreement.

# City of Burton Master Plan

## Commercial and Industrial

There were four questions asked in this section asking to rank how strongly they agreed to disagreed to the according statement (Figure 8-7). The four questions are shown below and majority of the responses are agreeing and strongly agree. There is slightly less support for the encouragement of more industrial business in the community.

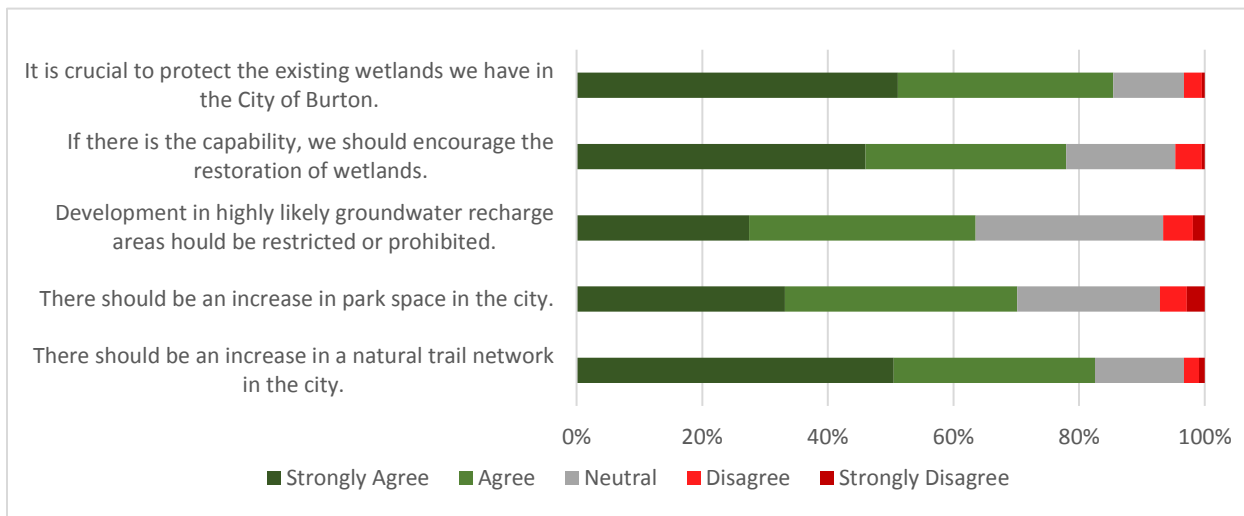
Figure 8-7: Survey Response Commercial and Industrial Area



## Environment

There were five questions asked in this section asking to rank how strongly they agreed to disagreed to the according statement (Figure 8-8). Early on in the public engagement process, there appeared to be an appeal to the increase in park space and natural trail network within the city, which is why it was in the community survey. The majority of the responses to the questions were in strong agreement or agreement. An exception was third question where almost a third (29.9%) were neutral regarding protection of water recharge areas from development. This may be due to the lack of understanding by the respondents regarding what groundwater recharge areas means.

Figure 8-8: Survey Response Environment

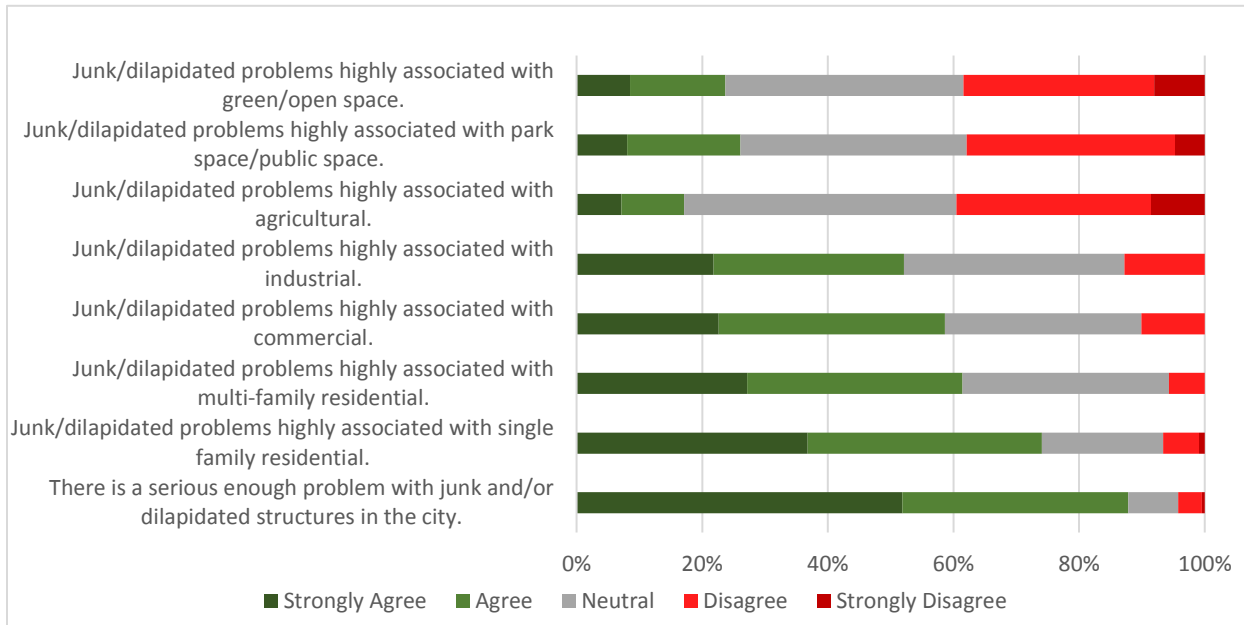


# City of Burton Master Plan

## Blight

There were two questions with eight statements involving blight and helping to identify the types of uses that are associated with blight is found in (Figure 8-9) and the type of blight problems that are prevalent in the city (Figure 8-10). The three main areas identified as having blight include single family residential, multi-family residential, and commercial. The three with the lowest agree blight include agriculture, park space/public space, and green/open space.

Figure 8-9: Survey Response Blight



The type of junk/dilapidated structure question was a multiple choice question that allow participants to select more than one option. The two types that exceeded 80 percent of the total votes included abandoned/unsafe buildings (80.9%) and poorly maintained buildings (82.3%) (Table 8-2).

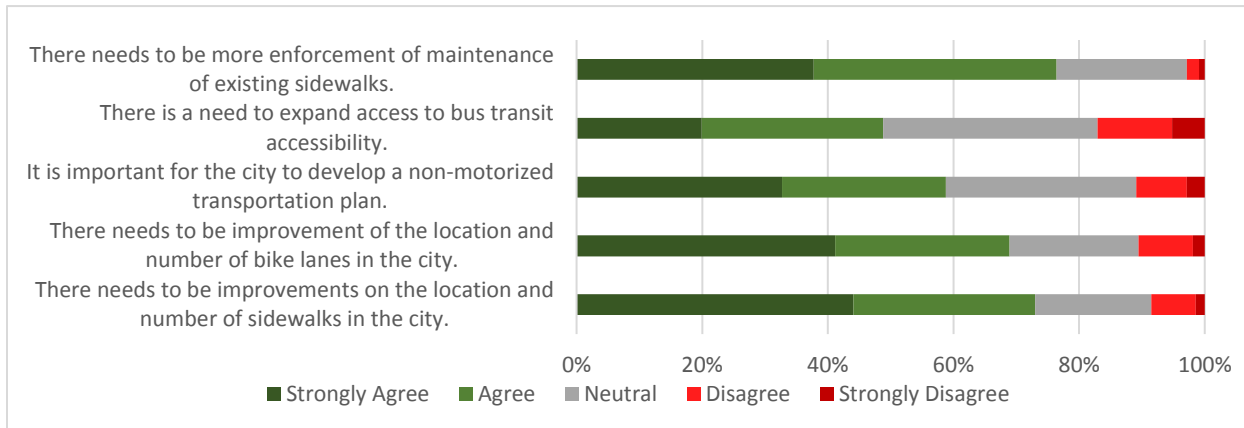
Type	#	%
Junk Vehicles	138	66%
Abandoned/Unsafe Buildings	169	80.9%
Occupied/Unsafe Buildings	102	48.8%
Poorly Maintained Buildings	172	82.3%
None at All	6	2.9%

## Transportation

There were five questions asked in this section asking to rank how strongly they agreed to disagreed to the according statement (Figure 8-8). In all of the questions, the majority of the statements are widely agreed upon with all questions over 55 percent including strongly agree and agree rankings. The most widely supported statement was the need for more enforcement of maintenance of existing sidewalks, where almost 80 percent of respondents indicate this as an issue. The most resistant statement involved the expansion of the access to bus transit accessibility where about 17 percent disagreed and strongly disagreed with the statement. There were also 34 percent of respondents that felt neutral on this statement.

# City of Burton Master Plan

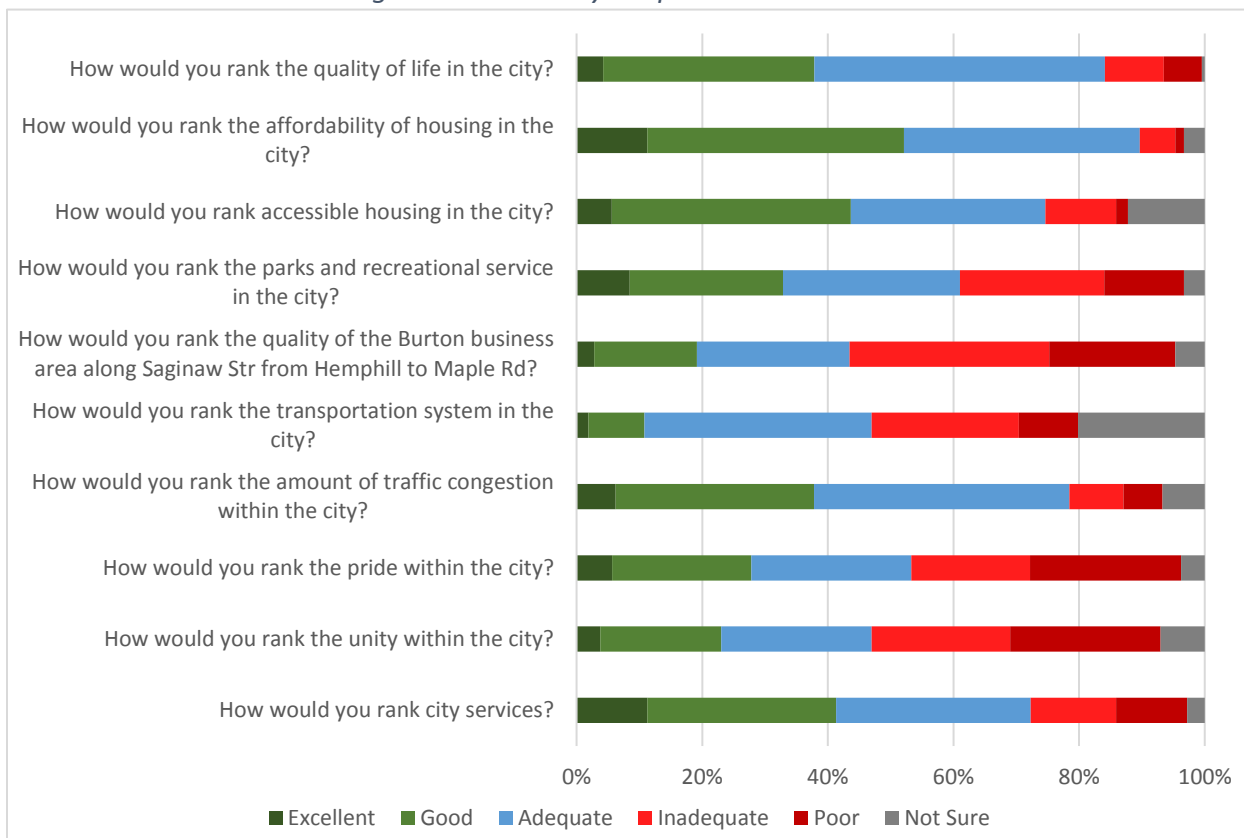
Figure 8-10: Survey Response Transportation



## Resident Perception

The residential perception section asked respondents to rank the performance of on ten different items ranging from traffic concerns to city services. The top three highest satisfaction (ranking of excellent and good) in the City of Burton were affordable housing in the city (52%), rank of accessible housing (44%), and city services (41%). The top three lowest satisfaction (ranking of poor and inadequate) include quality of business area along Saginaw Street between Hemphill and Maple Roads (52%), unity within the city (46%), and pride within the city (43%).

Figure 8-11: Survey Response Environment



# City of Burton Master Plan

## Community Remarks

Community Remarks is an online tool that utilizes comments to specific geographic locations. Acting similarly to Google maps, this program allowed users to select a particular location and leave a comment. Community Remarks was advertised on the city's website, City of Burton, Master Plan Facebook Page, and flyers in the community. There were five basic categories besides general comments that users could select to categorize their comment, these include: Important Sites, Public Space/Public Opportunity, Bicycling/Pedestrian Opportunity, Redevelopment Opportunity, and Transportation Improvement. Below are some of the top comments the City of Burton Master Plan's Community Remarks site has received:

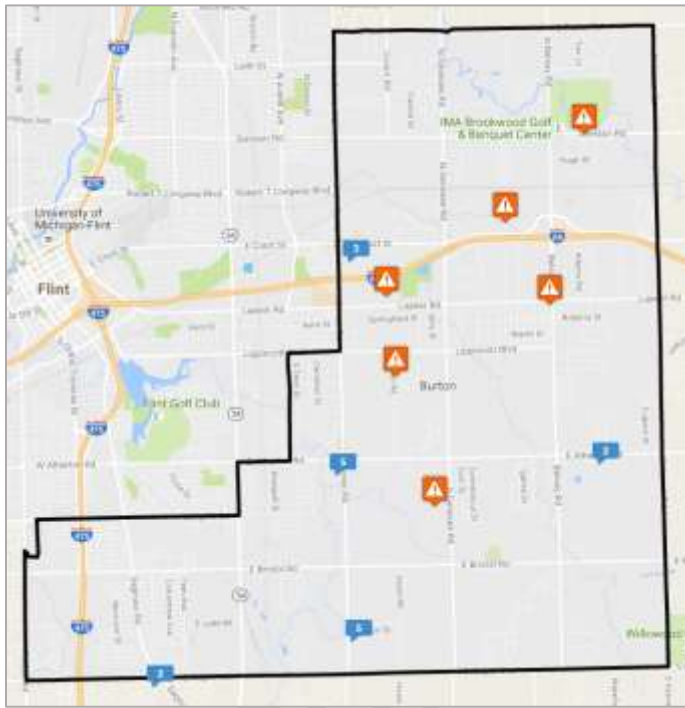


Figure 8-12: Important Sites  
From community Remarks, the map showing the location of Important Sites

### Important Site

- Consolidate the schools in Burton to increase unity, school club sports, and after school programs.
  - More incentives provided to draw in more businesses into Courtland Center.
  - Renovation of the Courtland Center Mall to allow for more natural light.
  - Turn the Courtland Center Mall into a museum. They could have a dinosaur exhibit or other kinds of attractions. No admission free to the public. At one time they had antique cars. The small mall on Dort Highway has interesting artifacts on display, that attract people to the mall. A large screen TV to watch sports next to the food court would be beneficial.
  - At the intersection of Atherton Road and Cheryland Drive, add some beautification such as bushes or neighborhood sign to hide equipment.
- Clean up blighted home along Howe Road between Dixel Drive and Haas Drive.
  - Fill vacant buildings with businesses along Maple and Saginaw Road.
  - Crime is affecting businesses such as Courtland Center, Home Depot/K-mart/Kroger plaza, and movie theater/Target plaza.
  - Expand the Burton Memorial Library Facility as well as book drop off for closed hours.
  - Near the Burton Memorial Library placing art, (ex. Sculpture of Children reading books)
  - At the U.S. Post Office off of Manor Drive placing art (ex. Sculpture of a postman)
  - Near the fire station at Belsay and Lapeer Road placing art, (ex. Sculpture of fire fighter and dog)
  - Develop a new court yard for Burton City Hall, maybe include location for weddings.

## City of Burton Master Plan

- Redevelop the Old Burton Auto Parts to be a downtown park with an amphitheater, sports complex, splash pad, dog park, etc. We need a place to gather in the community for concerts parades carnivals and other downtown Burton events.
- Really enjoy the Davison Roadside Park, including many park improvements over the years.
  - There are some traffic issues related to speed limit, number of lanes, and additional traffic lights.
- Suggest an indoor water park along Court Street near Walmart.
- Near the veteran’s memorial on Manor Drive placing art, (ex. Sculpture of helicopter)
- Near the veteran’s memorial on Manor Drive placing art, (ex. Sculpture of veteran on a bench)
- In front of the Burton Civic Center placing a clock tower.

### Public Space/Park Opportunities

- At Kelly Lake Park, reduce the goose population as well as goose droppings, which make the park unpleasant.
- At Kelly Lake Park, have park improvements such as playground equipment, clean bathrooms, and outdoor grills.
- At Kelly Lake Park, add an entry arch to define park entrance.
- At Kelly Lake Park, increase water quality.
- Have a park mileage to afford improvements for the park system.
- Add a skate park between Meijer and ELGA Credit Union on Center Road.
- Near Meijer on Center Road placing art, (ex. Sculpture of Skateboard)
- At the Fireman Park, add an exercise park.
- Add additional park space, especially off Belsay Road.



Figure 8-13: Public Space/Park Opportunities

From Community Remarks, the map showing the location of Public Space/Park Opportunities

### Bicycle/ Pedestrian Opportunities

- Add a pedestrian/bike trail along the old railway near Center Road by Meijer. Connecting rural areas to more urban.
  - Connect to the Grand Traverse Greenway.
- Make roads more cyclist friendly, especially Lippincott, Atherton, and Lapeer roads, by lowering speed limits, adding bike lanes, adding signs about bikers, etc.
- Expanding the sides of roadways to provide a bike lane or area for bikers to be safer.

## City of Burton Master Plan

- Along Munson Avenue, adding a bike path behind Pine Creek and Amy street to connect Kelly Lake to Amy Street.
- Create trails that connect to existing Genesee County pathways.

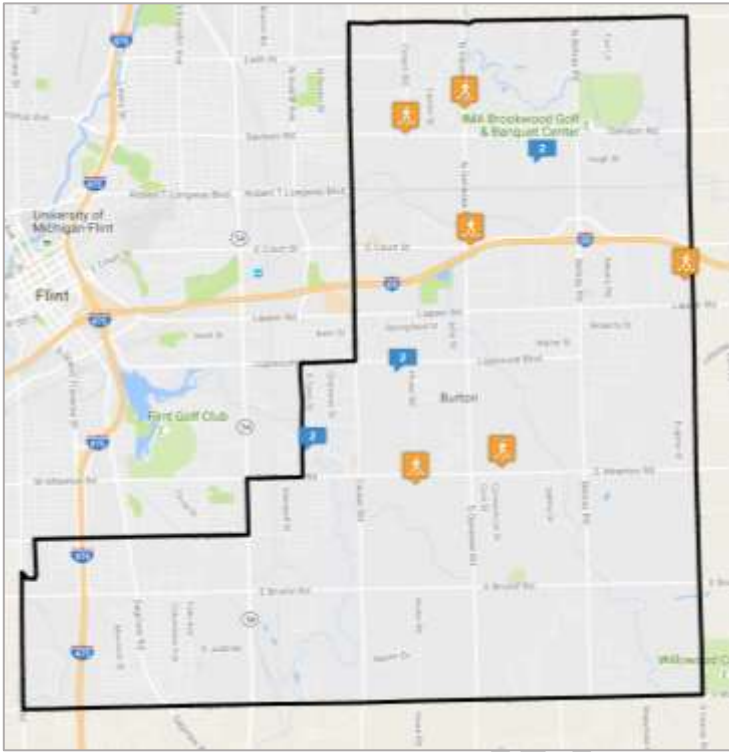


Figure 8-14: Bicycle/Pedestrian Opportunities

From Community Remarks, the map showing the location of Bicycle/Pedestrian Opportunities

- Create trails that connect to the Iron Belle Trail and Davison Trail System.
- Utilize funding with the Metropolitan Planning Commission
- Along Saginaw Street, installing sidewalks, especially south of Maple.
- Along Atherton Road more sidewalks and bike paths.
- Along Iva Street, add sidewalks to give residents a safe place to walk and encourage an active lifestyle.
- Court Street would be a great place for bike lanes so people had the opportunity to ride their bike to the mall and Walmart safely.
- Center Road would be a great place to have bike lanes so that people can ride safely to the grocery store.
- Court Street would be a great place for bike lanes so that bicyclists could safely travel to For-Mar Nature Preserve and other locations on the road.
- Genesee Road would be a great place for bike lanes so that bicyclists could travel safely to For-Mar Nature Preserve and other locations on the road.
- Near Irish Road, work with the City of Davison to have the trail extended into Burton.
- Along Davison between Belsay and Genesee Road, have more pedestrian sidewalks, because so many people walk this road and it is dangerous.
  - Lower speed limits on Davison, especially if adding sidewalks.
- Add sidewalks that extend north on Genesee road to the For-Mar Nature Preserve and Arboretum.
- A cheap method that can increase safety is lowering speed limits, widening paved shoulders, and designing bike lanes on the pavement. All have their quirks, but they'd be an improvement over our dirt shoulders.

# City of Burton Master Plan

## Redevelopment Opportunities

- Have the opportunity to have dual downtowns.
- Along Saginaw Road, the City of Burton needs to develop a downtown corridor.
- Along Center Road, from Burton City Hall to the Courtland Mall is another possible downtown corridor.
- At the intersection of Lapeer and Belsay Road, redevelopment could have good retail opportunities.
- On Center Road near Meijer, demolish the old Sagebrush building.
- At the intersection of Maple and Center Road, demolish or redevelop blighted blue school house.
- In the Courtland Center Mall, have a botanical conservatory food court.
- Along I-69, there are many torn down or empty buildings that could be utilized.

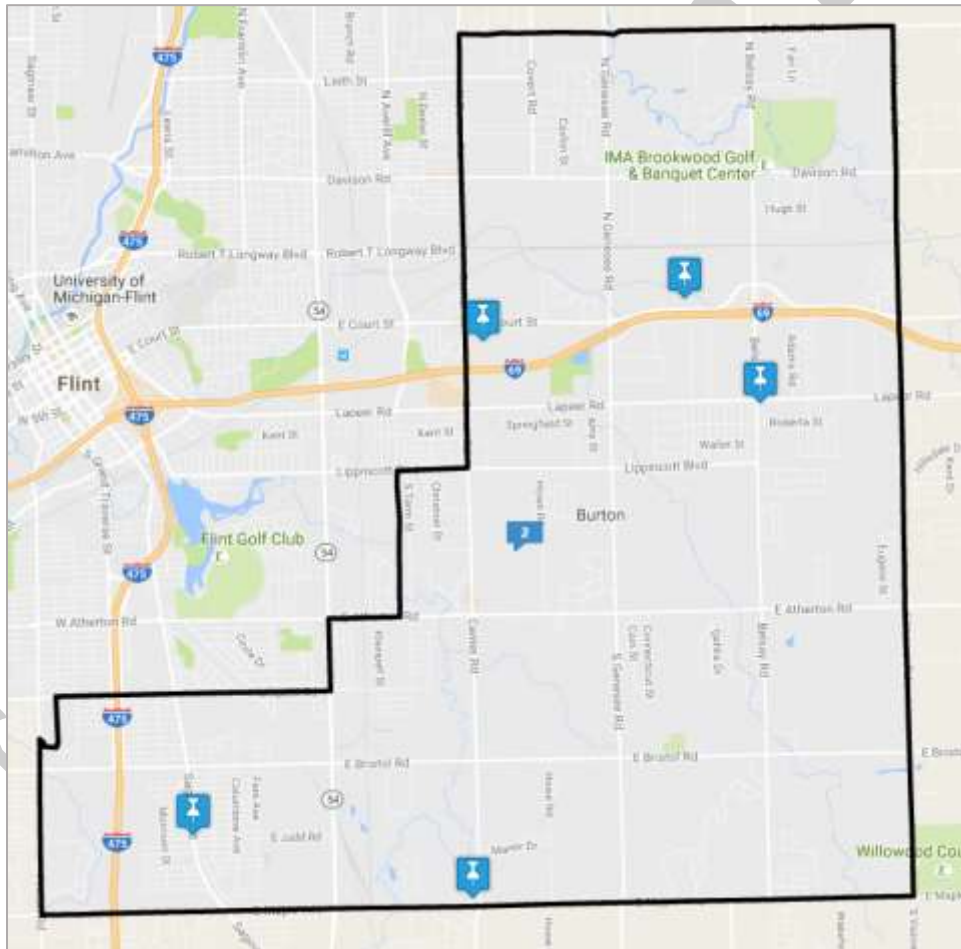


Figure 8-15: Redevelopment Opportunities

From Community Remarks, the map showing the location of Redevelopment Opportunities

# City of Burton Master Plan

## Transportation Improvements

- Center Road is in poor condition and needs repair, potentially lessen to two travel lanes and one center turn lane.
  - Increase roads millage to pay for improvements.
  - There is lots of congestion on Center Road to Mt. Morris.
- Court Street by Bentley Schools add signage warning drivers of high deer crossing area.
- Court Street between Irish to Belsay Road, making the speed limit the same in each direction.
- Clarify the Burton Downtown area by establishing one speed limit, design guidelines, lighting sidewalks, etc.
- Improve transportation network with more multi-modal transportation options.
- Have Atherton Road go through a road diet to decrease from a four-lane road to include bike/pedestrian lanes.
- For the Hawkshire subdivision off Atherton Road, have a road or bike/pedestrian walkway to Genesee Road.
- On Atherton Road and Greenpine Drive, add a left turn lane.
- On Atherton Road and Greenpine Drive, widen the entrance.
- On Atherton Road and Genesee Road, add a left turn lane.
- When buildings are refurbished or built, make sure they have curb cuts for public transit
- On South Saginaw from Hemphill to Maple, resurface this area.

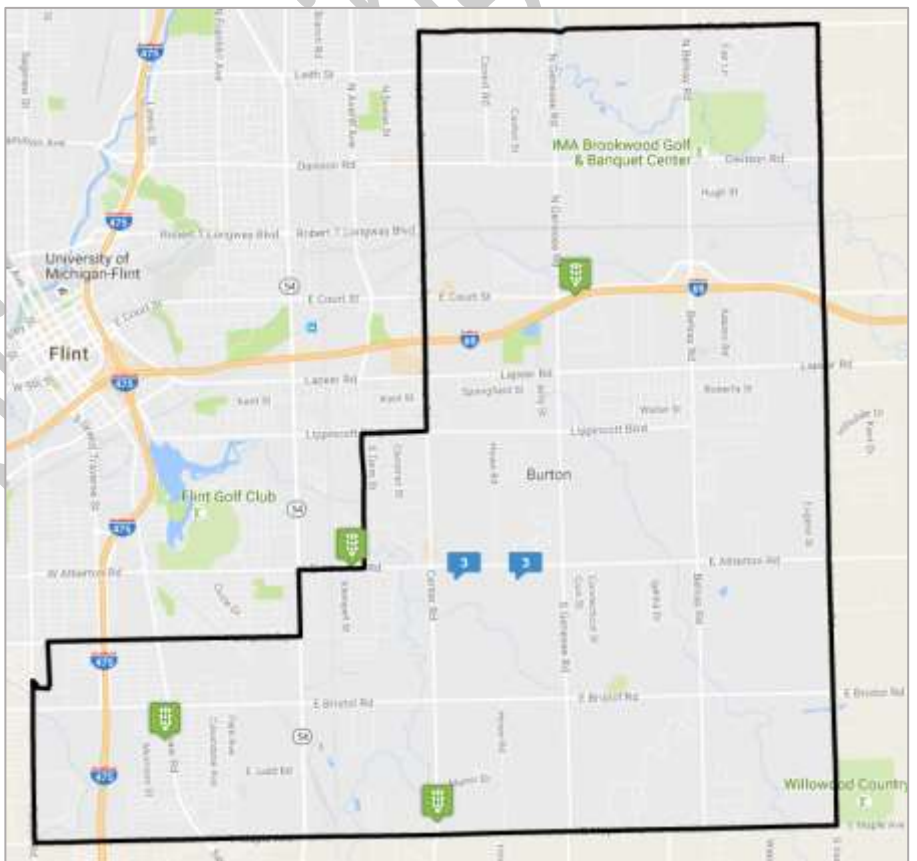


Figure 8-16: Transportation Improvements

From Community Remarks, the map showing the location Transportation Improvements

# City of Burton Master Plan

## Visioning Session

A **Visioning Session** is a meeting where all members of the public were invited to come and share ideas on aspects of the community they like and those they wish could be changed and potential changes in the City of Burton. The visioning session took place on September 29 at 7 p.m. to 9 p.m. at the Burton Senior Activity Center, where 28 participants were divided into six groups. These groups took part in a SWOT Analysis of the city and developed goals and objectives. A SWOT Analysis stands for Strengths, Weaknesses, Opportunities, and Threats.

# SWOT Analysis

## Strengths

- are internal positive features or advantages that the community has.

## Weaknesses

- are internal negative features or disadvantages that the community has.

## Opportunities

- are external positive features or advantages that the community has.

## Threats

- are external negative features or disadvantages that the community has.

These four parts of the SWOT Analysis were explained to the groups and utilized maps of the city to develop items then categorize the items into these four categories. Below are the results of the different groups listing of the city's strengths, weaknesses, opportunities, and threats. The "+" indicates points that were shared by two or more tables.

## Strengths

- Neighborhoods
- Transportation Network++
  - I-69 Corridor Proximity
  - I-475 Corridor Proximity
- Proximity to airport
- Proximity to colleges+
- Great Public Services, Fire and Police++
- Good Schools+
- Borders Grand Blanc and Davison+
- Investment into Infrastructure +
- Kelly Lake Park+
- For-Mar Natural Preserve an Arboretum
- Activities in the Community
  - Burton Race Series
  - Burton Movies on the Lawn
- Education Options
- Housing- High Rises
- Meijer
- Have designated Downtown
- Availability for new industrial, business, and housing development++
- Businesses along Center and Belsay Road

## City of Burton Master Plan

### Weaknesses

- High property taxes compared to neighboring municipalities
- Poor road quality
- Along roadways side open ditches
- Lack of sidewalks and bike paths
- Lack of street lighting (Belsay and I-69)
- More curb appeal/beautification of city
- Connectivity of members within the community
- Lack of city slogan
- Kelly Lake's water quality
- Low local economy
- Lack of family restaurants
- Not enough retail businesses
- Undeveloped subdivisions
- Blight
- Housing stock
- Lack of main street feel in downtown+
- Too many homelessness citizens
- Too many panhandlers within the community
- Lack of signage (Kelly Lake & schools)
- Lacking ability to attempt to get grants (lack of a grant writer in city)
- Proximity to the City of Flint



Figure 8-17: City of Burton Visioning Session  
Photos of the City of Burton's Visioning Session held on September 29, 2016 at the Burton Senior Activity Center

### Opportunities

- Existing infrastructure+
- Proximity to expressways
- Proximity to airport
- Create or extend trails (Davison, Iron Belle, Flint River Trail, and bike paths)+
- Cross county sewer trails
- Room for expansion of housing variety++
- Availability for senior housing
- Affordability of real estate
- Vacant businesses/property available+
  - Encourage community gardens
  - Sell side lots
  - Redevelopment opportunities
- Court Street development
- Redevelopment of Courtland Center
- Improvements in Kelly Lake Park
- Combining resources with private, public, and nonprofit partnerships
- College institutions nearby Mott, Baker, University of Michigan Flint, Kettering+
  - Become location for student housing
  - More business startup opportunities
  - Offer/have colleges connect to high schools
- Look at merging school system++
- Proximity to Grand Blanc and Davison

# City of Burton Master Plan

## Threats

- Associated with the City of Flint++
- Unusual city boundaries- identity confusion with neighbors
- Vacant buildings across border
- Crime rate
  - Break-ins
  - Heroin
- Homelessness in area
- Dust, smell, and environment in places around the city
- Location of jobs
- Local economy
- Blight
- Housing stock available
- Failing infrastructure of roads, bridges, and flooding
- Local demographic trends



Figure 8-18: City of Burton Visioning Session

The whole room view of the City of Burton's Visioning Session held on September 29, 2016 at the Burton Senior Activity Center.

Following the SWOT Analysis, the groups created goals and objectives for the community. **Goals** are statements about the future of the community. Goals help to articulate a vision or set of characteristics of the future community in an abstract way or based on values and principals of the community. **Objectives** are exact steps that can be taken to achieve the goals. Objectives are generally measurable, quantifiable, realistic, and help give direction to the city. The different groups developed different goals and objectives for the community, then individuals voted on what they thought were the best ideas. Each individual was given five stickers to vote on each other's goals and objectives. Below in Figure 8-11, is a wordle diagram show all of these different goals and objectives. The larger the text the more individuals agreed with the idea. The top five votes went to: more park improvements, walkable community, addition of a splash pad in one of the parks, addition of a dog park in one of the parks, and eliminate blight.



# City of Burton Master Plan

## Youth Charrette/Summit

The Master Plan **Youth Charrette/Summit** involved students from the three major school districts in the City of Burton, Bendle Public Schools, Bentley Community Schools, and Atherton Community Schools. Students between 5<sup>th</sup> and 12<sup>th</sup> grade were invited to participate. The youth charrette/summit was held



on November 3, 2016 at Bendle High School. Eighteen students and two principles from Bendle and Atherton school districts were mixed into groups to participate in a series of exercises. The two exercises including a prouds and sorries activity and a goals and values development activity. The purpose of the prouds and sorries exercise was to identify community assets that the city should work to maintain, as well as areas of concern that the city needs to address. **Prouds**

are characteristics within the community that one is proud of and/or one wishes to retain as the community continues to develop. **Sorries** are characteristics within the community that one wishes could be changed or mitigated. With the use of maps students wrote down their ideas and pointed out locations of these features. Students from different schools and age groups worked together to develop prouds and sorries.

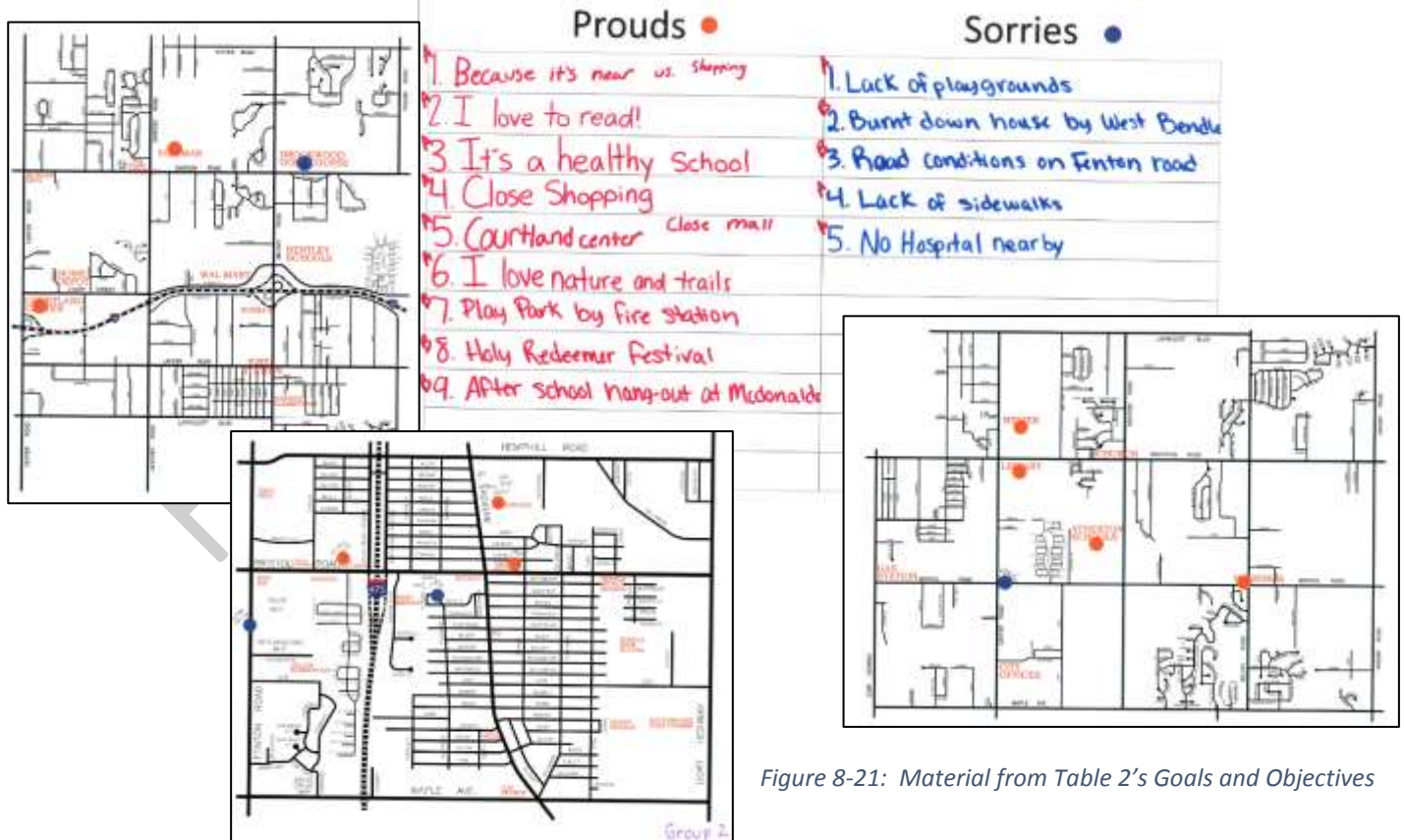


Figure 8-21: Material from Table 2's Goals and Objectives

## City of Burton Master Plan

The top prouds based on information from all four groups were the For-Mar Nature Preservation and Arboretum with its natural trail amenities, quality of Atherton and Bendle school systems, and safe feeling in the community due to city services such as fire stations. Many students enjoyed the close amenities in their area, but would like to see more variety and healthy options. The top sorries discussed where the lack of hospitals in the nearby area, the excess unhealthy food options, the need for expansion of the Memorial Library, increase in playground areas around the city, and increase in sidewalks. The full list of prouds and sorries are listed below. The \* indicates issues or positives identified by more than one group.

### Prouds

- For-Mar Nature Preservation and Arboretum\*\*
- Quality of Atherton Community Schools\*\*
- Love Nature and walking trails that exist\*
- Feel safe in the community due to closeness of fire stations\*
- Quality of Bendle Public Schools\*
- Closeness of food to schools (McDonalds & Dairy Queen)\*
- Closeness to McDonalds at teen hangout
- Closeness to churches in area
- Closeness to library
- Closeness to Meijer
- Feel safe in the community due to closeness to gas stations
- Play park by fire station
- Updated fire station
- Nice and close shopping center locations
- Close to Home Depot
- IMA Brookwood Golf & Banquet Center
- Courtland Center Mall is close by
- Small downtown area
- Holy Redeemer Festival
- Love options to get books
- The "Little Libraries" at South & West Bendle
- Pride in neighborhood/home

### Sorries

- No hospital nearby\*\*
- Too many unhealthy food options (fast-food) \*
- Memorial Library is too small\*
- Lack of playground areas\*
- Lack of sidewalks\*
- Amount of construction\*
- More places to eat
- Problems at Holy Redeemer
- Need more park space
- Need more teen hangouts
- Need performance space
- Don't have an indoor/outdoor pool area
- Lack of park space in community
- Need improvements at fire station in Atherton School District
- Blighted buildings near West Bendle
- Empty stores at Courtland Mall
- Road conditions (Fenton Road)
- Amount of traffic



# City of Burton Master Plan

## Open House

The Master Plan **Open House** offered the public with an opportunity to provide input on various development options that the Planning Commission is considering, which involve: future land use, proposed capital improvements, goals and objectives, and implementation strategies. Each topic with goals and strategies were illustrated and described on poster boards.



Figure 8-24: Photo of the City of Burton Open House.

The Open House took place on January 24, 2017 at the City of Burton Fire Station #2 (1320 South Belsay Road). Two sessions were held, one in the afternoon and one in the evening. There was a total of 38 participants, with 32 completed surveys.

The surveys asked for a ranking of importance of each goal of the topics, then a ranking (1-10) of the encompassing strategies. Overall, the goals with the highest percent (75+%) marked as “Very Important” by the participants were “Fire and Police Protection Services,” “Safe for All Modes of Travel,” “Attractive Location for Establishment of Small Businesses,” “Effective Communication Between City Government and Community,” and “The Master Plan Provides a Framework to Promote Public Welfare.”

## Community Character

Strategies under the goal that scored the highest were:

- Implement the Downtown Development Authority (DDA) Visioning Plan
  - Color and Stamped Sidewalk Crossings Score *9.78 out of 10*
  - Landscaping or Planters Along Sidewalk Score *7.00 out of 10*
- Improve the Attractiveness of the Community
  - Façade Improvements- Commercial Score *7.75 out of 10*

There were two comments written about this topic that related to sign regulation. Sign requirements were encouraged to be worded to produce the desired results over simply more regulation. The other comment wanted to see less garish highway style signs in the community.

## Public Safety

Strategies under the goal that scored the highest were:

- Fire and Police Protection Services Provide a Level of Service Required by the Community
  - Neighborhood Watch Programs Score *8.77 out of 10*
  - Pedestrian Scale Lighting Score *7.63 out of 10*

There were nine comments written about this topic. There were a few comments referring to utilizing the Crime Prevention Through Environmental Design (CPTED) principle being used in Flint. There were also a few comments about needing more lighting in neighborhoods and crosswalks.

# City of Burton Master Plan

## Transportation

Strategies under the goal that scored the highest were:

- Increased Availability of Public Transportation Which Reduces Transportation Limitations
  - More MTA Routes/Services Score *7.19 out of 10*
  - Non-Motorized Network Score *8.91 out of 10*
- Provide Safe Conditions for All Modes of Transportation Including: Pedestrians, Bikes, And Buses
  - Non-Motorized Plan Score *8.32 out of 10*
  - Concept of Complete Streets Score *7.62 out of 10*
  - Safe Routes to School Score *8.71 out of 10*

There were ten comments written about this topic. There were a few comments encouraging the city to utilize or review the CRIM Fitness Foundation's complete street and Safe Routes for School program that was utilized by Flint. There were a few comments regarding increasing safety for pedestrian and bike modes of transportation including lower speed limits, connecting multiple non-motorized transportation paths from different communities, and education of automobile drivers how to drive with bikers.

## Recreation Opportunities

Strategies under the goal that scored the highest were:

- Support the Parks and Recreation System to Enable It to Provide a High Quality of Life for Residents and Wildlife
  - Improvements of Existing Parks Score *7.97 out of 10*
  - Non-Motorized Recreation and Transportation Network Score *8.63 out of 10*
  - Expand Park System and Facilities Score *8.44 out of 10*

There were four comments written about this topic. These suggested to increase the number of parks such as a wildlife refuge, and the number of amenities in the existing parks.

## Natural Features

Strategies under the goal that scored the highest were:

- Protect, Preserve, and Improve Wetlands, Water Courses, and Other Water Resources
  - Natural Areas Score *7.41 out of 10*
  - Retention and Detention Areas Score *7.03 out of 10*

There were three comments written about this topic. They consisted of environmental concerns such as encouraging less hard surfaces for new development, having environmentally friendly snow melting techniques, and that the maintenance of retention and detention were less important than the other storm water management practices.



Figure 8-25: Two residents at the Open House.

# City of Burton Master Plan

## Residential Housing



Figure 8-26: Two Residents at the Open House.

Strategies under the goal that scored the highest were:

- Develop A Mix of Housing Types in A Range of Prices That Provides Housing Opportunities for All Socio-Economic Groups
  - Encourage More Senior Housing Score 7.50 out of 10
  - Develop Infill Along Built Infrastructure Score 7.77 out of 10
- Support for “Missing Middle” Housing Types
  - Duplex Score 6.29 out of 10
  - Townhouses/Row Houses Score 6.76 out of 10
  - Live-Work Score 6.46 out of 10

There were 11 comments written about this topic. There were a few comments discouraging courtyard apartments, bungalow courts, and multiplexes. There were a few comments regarding senior housing, specifically the need for the proper amount and affordable prices, and a worry not to overbuild units.

## Business Growth

Strategies under the goal that scored the highest were:

- Make the City an Attractive Location for Establishment of Local Small Businesses
  - Work with Schools and Colleges Score 8.55 out of 10
- City Has an Identifiable Commercial Center
  - Implement of DDA Plan Elements Score 7.58 out of 10
- Provide for A Range and Adequate Number of Employment Opportunities
  - Partner with Organizations for New Businesses 8.52 out of 10
  - Partner with Colleges and Skill Centers 9.10 out of 10
  - Manufacturing, Financial, R&D, etc. Score 8.65 out of 10

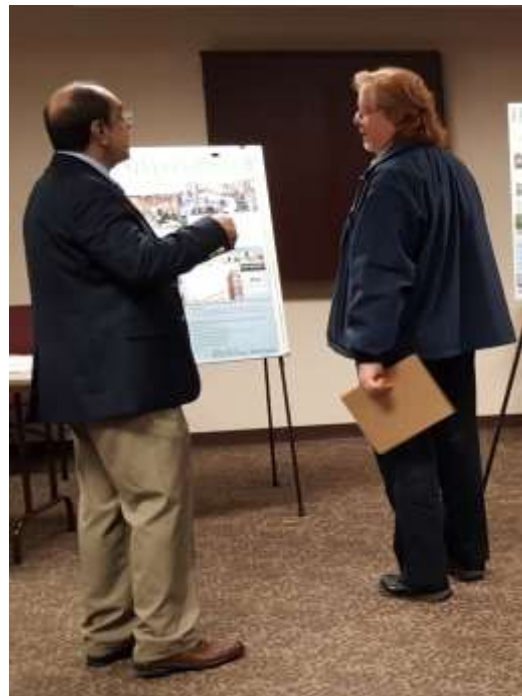


Figure 8-27: Two residents discussing at the Open House.

There were 11 comments written about this topic. There were a few comments encouraging the city to focus bringing in more local business not big box stores. There were a few comments encouraging development and focus of two or more commercial centers for the city, rather than on one.

# City of Burton Master Plan

## Government

Strategies under the goal that scored the highest were:

- Provide for Communication Between Government and The Community
  - Social Media Score *8.52 out of 10*
  - Newsletters Score *7.70 out of 10*
  - City's Website Score *8.19 out of 10*
- Focus Development Along Existing Utility Services
  - Infill Development Along Existing Utility Services Score *8.03 out of 10*
  - Coordinate with Future Land Use Map Score *8.21 out of 10*
- Information to Help Sell or Get to Know the City of Burton
  - Residential Housing Options Score *8.13 out of 10*
  - Why to Move to The City of Burton Score *8.41 out of 10*
  - Parks and Recreation Opportunities Score *8.59 out of 10*

There were four comments written about this topic. The comments wanted the city to work on developing a stronger tax base, promote education of what is reasonable for tax dollars in the city, to keep improving the city's website, and not to deviate from the Future Land Use Plan to manage costs.



Figure 8-28: On the left, a group discussion forming at the Open House. On the right, members of the community filling out Open House surveys and evaluating Open House boards.

# City of Burton Master Plan

## Chapter 9. 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 2002 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. Evaluate and develop a complete street plan for the City of Burton.

2. Develop a network of non-motorized transportation.

#### *Strategy:*

- a. Create a non-motorized transportation plan.

3. Extend and coordinate neighboring communities existing or proposed non-motorized transportation pathways.

#### *Strategy:*

- a. Coordinate with other organizations and municipalities nearby.

4. Promote the installation of sidewalks, and require adequate maintenance in all seasons.

#### *Strategies:*

- a. Incorporate sidewalks or sidewalk improvements into street improvement projects in compliance with non-motorized and complete street plans.
- b. Establish sidewalk assessment process to fund sidewalk maintenance.
- c. Address sidewalk maintenance and snow clearing by more enforcement of the applicable city code provisions.
- d. Planning Commission will work with the Zoning Board of Appeals (ZBA) on issues regarding sidewalk requirements

## City of Burton Master Plan

- Collaborate with schools to participate in the Safe Routes to School (SR2S) program.

*Strategies:*

- Establish a SR2S committee.
- Evaluate sidewalk improvements regarding the needs of schools.

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

*Objectives:*

- Maintain the appearance of buildings and sites.

*Strategies:*

- Expand promotion of semi-annual community clean-up days, and other similar activities by city agencies.
  - Continue strict enforcement of the building and property maintenance codes.
  - Adopt new ordinances or revise existing one as necessary by community conditions.
  - Establish a program to help with façade improvements of businesses and/or residential homes, particularly along major thoroughfares as funding sources are identified.
  - Create a paint program through non-profit organizations, coordinated by the city.
- Promote quality and aesthetic compatibility in new development and redevelopment of buildings and site.

*Strategies:*

- Following one year of implementation of the new Chapter 153 Signs, review and make necessary changes to address location, aesthetic requirements, brightness and repair/maintenance of signs.
- Promote quality in public improvements that enhance the look of the community.

*Strategies:*

- Provide more resources to the DPW for enforcement, and inspectors.
- Promote an annual community pride day devoted to the beautification of public spaces.

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

*Objectives:*

- Create a welcoming environment for new businesses.

*Strategies:*

- Develop a “one-stop” web page for business wishing to locate in the city.
  - Develop marketing materials to promote the location of new businesses in the city.
  - Create a business incubator space for young entrepreneurs.
  - Work with schools and colleges to aid new and expanding businesses.
- Protect commercial areas from blight and nuisances, to enhance the image of Burton as an attractive place to invest in a business.

*Strategies:*

- Amend the development plan to allow the DDA to obtain blighted properties.
- Address traffic and other infrastructure concerns that effect the accessibility and attractiveness of businesses districts.
- Amend the zoning ordinance to implement the proposed CBD overlay zone.

## City of Burton Master Plan

- Promote the establishment of neighborhood commercial establishments.

*Strategy:*

- Amend the zoning ordinance to create a new zoning district that allows for a range of neighborhood commercial uses.
- Develop a set of standards for commercial and industrial developments, that will promote good will between business and industrial owners.

*Strategy:*

- Amend the zoning ordinance to provide for better buffers between the land uses.
- Promote the revitalization / redevelopment of Courtland Center.

*Strategy:*

- 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:*

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

*Strategies:*

- 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.
  - Allow for residential apartments above first floor commercial
  - Provide for housing options for seniors and the disabled.
  - Leverage state and federal grants to provide financing for affordable and senior housing.
  - Address housing for students in the zoning ordinance and coordinate the demand for student housing with the areas nearby colleges.
  - Coordinate incentives to encourage affordable housing.
  - Review the zoning ordinance for flexibility and to remove unnecessary barriers to affordable housing.
- Provide for a range of housing locations, both urban and rural.

*Strategies:*

- Review zoning for the future land use map.
- Evaluate proposals to ensure an appropriate balance in the types of housing in the city.
- Evaluate existing zones of commercial parcels in residential areas for down zoning back to residential.

# City of Burton Master Plan

## 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. Host annual meeting with key organizations.
- b. Continue ongoing stakeholder meetings with key organizations within the City of Burton.
- c. 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.
- d. Create a policy guidebook on public-private relationships, such as a tax breaks guidebook, etc.

# City of Burton Master Plan

## Open Space/Environment

**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. Consider options for promoting the preservation of various open spaces, including open space zoning techniques, the purchase of development rights, and acquisition in fee simple. Adopt those techniques appropriate for the community.

*Strategies:*

- a. Undertake a review of appropriate open space techniques and adopt selected techniques into the zoning ordinance.
- b. Review un-adopted watershed council recommendations into the zoning ordinance.
3. 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.
4. Protect the existing farmland practices and character, while allowing for the conversion of farmland practices to other development, but maintaining rural character in areas.

*Strategies:*

- a. Promote participation in PA 116 (Open Space Preservation Act), for suitable farmland areas within the city.
- b. Evaluate the range of agricultural activities allowed in agricultural areas and its impact on the Right to Farm Act.
- c. Adopt incentives for open space preservation in existing agricultural areas.

**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. Develop relationships/partnerships with private, public, and nonprofit organizations, such as the Flint River Watershed Coalition to help in development of new or improvements in parks.

*Strategies:*

- a. Establishing a set of protocols on interactions with the private, public, and nonprofit organizations, such as Adopt a Park.
- b. Work jointly with other organization to go after and acquire grants.

## City of Burton Master Plan

2. 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. Create transportation design standards in zoning ordinance.
  - c. Create land acquisition along of right-of-way for sidewalks.
  - d. Incorporate Parks and Recreation Master Plan recommendations into Capital Improvement Plan (CIP).
3. 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.
4. 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.
5. 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 website and brochures, as well as located within school districts and colleges.
6. 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.

*Strategy:*

- a. Establish an aquifer protection program.

## City of Burton Master Plan

2. Protect surface water from pollution from non-point sources.

*Strategies:*

- a. Amend the zoning ordinance to address on-site storm treatment of parking lots standards.
- b. Adopt best practices for storm water management requiring on-site storm water treatment in parking lots and reevaluate its minimum parking requirements.

3. Protect the capacity of existing storm water systems.

*Strategies:*

- a. Adopt best practices of storm water management addressing retention and detention requirements.
- b. Amend the zoning ordinance to mandate maintenance and functionality of on-site detention basin.
- c. Work to ensure quality open ditch storm water collection is functional and maintained.
- d. Work with Genesee County's Drain Commission on the Storm Water Pollution Prevention Initiative (SWPPI) program for the Middle Flint River Watershed to update and implement.

4. 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. Amend zoning ordinance to incorporate wetlands review into zoning permit, site plan review process.
- d. Partner with knowledgeable partners to inform and implement.

5. 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.

6. Coordinate with watershed organization such as the Flint River Watershed Coalition to identify, preserve, and develop protect of wetlands.

*Strategies:*

- a. Include Flint River Watershed Coalition in notice for comment on site plans near/involving water features.
- b. Incorporate new wetland information provided by MDEQ or other organizations.

**Goal:** There are areas within the community where wildlife habitats continue to exist, that should be protected and preserved.

*Objectives:*

1. Encourage development to be sensitive to known wildlife habitats.

*Strategies:*

- a. Adopt best practices of buffer strategies of sensitive wildlife.
- b. Create an inventory of known habitat.

## City of Burton Master Plan

2. Consider preservation of wildlife in evaluating open space for protection.

*Strategy:*

- a. Incorporate wildlife habitat into zoning ordinance.
3. Promote public education of wildlife and how to help promote a wildlife community.

*Strategy:*

- a. Develop information on 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. Improve access to MTA services.

*Strategy:*

- a. Coordinate with MTA in the site plan process to promote accessibility.
3. 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. Promote a cooperative working relationship with the government institutions responsible for the roads in Burton.

*Strategy:*

- a. Create regulations that follow Michigan Department of Transportation (MDOT) standards/county.
2. 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.
3. Maintain high standards for design and construction on all streets and roads.

*Strategy:*

- a. Create regulations that follow MDOT standards/county.
4. 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.

# City of Burton Master Plan

- b. Partner with organizations to do maintenance of road ways in terms of beautification efforts.

## 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. Utilize the score card method of identifying the city's successes in undertaking proposed implementation of the Master Plan and making information available to residents.
  - b. Continue using the Master Plan Facebook page to announce Master Plan related successes/evaluation process and use Facebook polls.
2. Promote public involvement and access to local government, to gather public input to basic policy issues.

*Strategies:*

- a. Utilize the Master Plan Facebook page, survey monkey, or community remarks to survey the public on policy issues as situations arise.
  - b. Hold annual public forms/meetings to discuss and gather public input on current planning issues.
  - c. Hold an annual homeowner association information meeting.
  - d. Develop a central governmental communication system to link the citizens to the government, such as email.
  - e. Use community advisory committees to gather neighborhood level input into planning issues.
  - f. 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. Send the Department of Public Works (DPW) newsletter consistently.
- c. Utilize the Burton View to inform the public.
- d. Utilize social media.

5. Promote awareness by residents of local development issues.

*Strategies:*

- a. Annual meeting (homeowner association meetings, public forms/meetings/workshops).
- b. Utilize social media.

## City of Burton Master Plan

6. Provide mechanisms for citizen input.

*Strategy:*

- a. Utilize the Master Plan Facebook page, survey monkey, or community remarks to survey public on policy issues as situations arise.

**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.
- d. Add improvements to the Burton Senior Activity Center to meet increasing demands of the facility.
- e. Add improvements to the Burton Memorial Library facility to meet increasing demands of services.

### Public Safety

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

*Objectives:*

1. Maximize resources available for fire and police protection.

*Strategies:*

- a. Evaluate the spending and expansion of mileages.
- b. Conduct a feasibility study on establishment of full time fire department.
- c. Conduct a feasibility study of combining fire and police services.
2. Target needs for additional services.

*Strategy:*

- a. Target areas that could use illegal activity relief.

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3. Enhance capabilities for fire and police protection.

*Strategies:*

- a. Promote neighborhood watch programs.
- b. Identify areas of concern, through police reports.
- c. Utilize crime prevention through environmental design.
- d. Hold an annual homeowner meeting.

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

*Objectives:*

1. Provide for safer neighborhoods.

*Strategies:*

- a. Implement a program of increased street lighting of sidewalks and roadways.
- b. Increase the visibility of police in neighborhoods.

2. Provide for increased safety in commercial and industrial areas.

*Strategies:*

- a. Create a policy to address panhandlers.
- b. Increase the visibility of police.

### Community

*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.

4. The unification of the community through consolidation of school districts.

*Strategy:*

- a. Work with the school systems.

5. Create a unique identity for the City of Burton.

*Strategy:*

- a. Develop and advertise a city slogan.

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**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. Amend the zoning ordinance to include standards for barrier free access.
  - c. 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.
  - b. Create a business incubator space for young entrepreneurs.
  - c. Work with schools and colleges to aid new and expanding businesses.
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. Amend the development plan to allow the DDA to obtain blighted properties
  - b. Address traffic and other infrastructure concerns that effect the accessibility and attractiveness of businesses districts.
3. Promote the establishment of neighborhood commercial establishments.

*Strategy:*

- a. Amend the zoning ordinance to allow for a range of neighborhood commercial uses.
4. 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.

## City of Burton Master Plan

- 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. Target areas for implementation of a public art program.
  - c. Implement the DDA Visioning Plan elements that create a sense of place.
3. Revitalize Courtland Mall area to be a vibrant 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.
  - c. Target members of the “knowledge community” participating in the new economy, by developing a desirable community to live in through “placemaking”.
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.

# City of Burton Master Plan

## Chapter 10. 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 this plan and projected future land use needs. Based on that analysis the following future development pattern is suggested.

### 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 area of permanent or semi-permanent open space.

Locational criteria for this district includes 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 the development into the fabric of the community and providing pedestrian connections within the site and with adjacent commercial and public land use.

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### *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 which 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.

## City of Burton Master Plan

### *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 corridor.

### *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.

## City of Burton Master Plan

### *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 on its merits based on the criteria established in the PUD zoning district text.

Pre-Public Hearing Draft



# City of Burton Master Plan

## Chapter 11. 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 11-1). There are some proposed removal 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.

<b>Table 11-1: Future Land Use Classifications Compared to Zoning Districts</b>	
<b>Future Land Use Classifications</b>	<b>Zoning Districts</b>
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	<del>SE Suburban Residential Estate Delete-Merge</del>
	<del>R-1A Single Family Residential-Delete-Merge</del>
	<del>R-1B Single Family Residential-Delete-Merge</del>
	*R-1 Single Family Residential*
Medium Density Residential	R-1C Single Family Residential
Multi-Family Residential	RM Multiple Family Residential
Multi-Family Residential -Low 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
	<del>P-1 Vehicular Parking Delete</del>
Planned Unit Development	*PUD Planned Unit Development*
*Proposed Zoning District*	

# City of Burton Master Plan

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

## Proposed Strategies that Impact the Zoning Ordinance

### *Zoning Map*

- Update zoning map and existing land use map to identify potential shortages of necessary local needs of land.
- Evaluate land use classifications of property located to MTA routes/shelters/stops.
- Evaluate the Future Land Use (FLU) density in relationship to utilities.

### *Site Plan Review*

- Adopt best practices of buffer strategies of sensitive wildlife.
- Coordinate with MTA in the site plan process to promote accessibility.
- Include Flint River Watershed Coalition in notice for comment on site plans near/involving water features.
- Amend zoning ordinance to incorporate wetlands review into zoning permit, site plan review process.
- Incorporate wildlife habitat into zoning ordinance.
- Incorporate adequacy of utilities as a basis for rezoning, site plan, and special land use decisions.
- Revise zoning and subdivision standards to consider the plan for future infrastructure and zoning decisions.

### *General Provisions*

- Amend the zoning ordinance to include standards for barrier-free access.
- Review un-adopted watershed council recommendations into the zoning ordinance.

### *District Regulations*

- Undertake a review of appropriate open space techniques and adopt selected techniques into the zoning ordinance.
- Adopt incentives for open space preservation in existing agricultural areas.
- Create Incentive program to protect natural features through zoning and other options.

### *Design Standards*

- Create transportation design standards in zoning ordinance.

### *Storm Water*

- Amend the zoning ordinance to address on-site storm treatment of parking lots standards.
- Amend the zoning ordinance to mandate maintenance and functionality of on-site detention basin.
- Evaluate maximum densities allowed in zoning ordinance to determine impact on existing infrastructure.

# City of Burton Master Plan

## Chapter 12. 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 identify the steps to implement the plan.

### Plan

- Partner with knowledgeable partners to inform and implement.
- Create regulations that follow Michigan Department of Transportation (MDOT) standards/county.
- Conduct a feasibility study on establishment of full time fire department.
- Conduct a feasibility study of combining fire and police services.
- Incorporate barrier-free access to the non-motorized transportation plan.
- Coordinate with the City of Flint to create a commercial area development plan.
- Create an inventory of commercial assets and develop them into marketing materials for the city.

### 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:

- Prepare and update six-year capital improvements program to include the recommendations of the Master Plan.
- Create land acquisition along of right-of-way for sidewalks.
- Incorporate Parks and Recreation Master Plan recommendations into CIP.
- Continue to use PASER ratings to identify streets suitable for preventive maintenance.
- Complete an annual inventory of existing infrastructure and use this as a basis for developing a CIP.
- 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.
- Prepare, adopt, and periodically update an official map of future public facility improvements in the city.
- Add improvements to the Burton Senior Activity Center to meet increasing demands of the facility.
- Add improvements to the Burton Memorial Library facility to meet increasing demands of services.
- Evaluate the spending and expansion of mileages for fire and police protection.
- Implement a program of increased street lighting of sidewalks and roadways.

### Other Tools

- Provide copies of the Master Plan online for easy public access.
- Provide copies of the Master Plan to city libraries and school libraries.
- Require public engagement prior to the final decision making involving the five-year review and/or major amendments to the Master Plan.

## City of Burton Master Plan

- Cooperate with local realtors to indicate needs of commercial, industrial, and residential land uses/buildings.
- Continue ongoing stakeholder meetings with key organizations within the City of Burton.
- 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.
- Create a policy guidebook on public-private relationships, such as a tax breaks guidebook, etc.
- Maintain the existing land use map of the city.
- Use information available through regional state, state, and federal sources during the site plan review process to identify sensitive areas that may need protection.
- Promote participation in PA 116 (Open Space Preservation Act), for suitable farmland areas within the city.
- Evaluate the range of agricultural activities allowed in agricultural areas and its impact on the Right to Farm Act.
- Establish an aquifer protection program. This program would outline strategies on how to protect the groundwater supply and quality within the city.
- Adopt best practices for storm water management requiring on-site storm water treatment in parking lots and reevaluate its minimum parking requirements, and addressing retention and detention requirements.
- Work to ensure quality open ditch storm water collection is functional and maintained.
- Work with Genesee County's Drain Commission on the Storm Water Pollution Prevention Initiative (SWPPI) program for the Middle Flint River Watershed to update and implement.
- Identify natural features in the city.
- Incorporate new wetland information provided by MDEQ or other organizations.
- Create an inventory of known habitat.
- Participate in the MTA's strategic plan for bus transit and other services.
- Continue to enforce heavy truck loads on local roads.
- Provide Department of Public Works (DPW) and other maintenance with sufficient resources.
- Partner with organizations to do maintenance of road ways in terms of beautification efforts.
- Utilize the score card method of identifying the city's successes in undertaking proposed implementation of the Master Plan and making information available to residents.
- Continue using the Master Plan Facebook page to announce Master Plan related successes/evaluation process and use Facebook polls and utilize the Master Plan Facebook page, survey monkey, or community remarks to survey the public on policy issues as situations arise.
- Develop a central governmental communication system to link the citizens to the government, such as email.
- Use community advisory committees to gather neighborhood level input into planning issues.
- Incorporate/coordinate with organizations working within the community to advertise each other's' existence and events.
- Actively utilize existing communication with residents (website, Facebook, schools) to recruit volunteers for the city and organizations within the city for volunteer programs.
- Keep the website up to date with information.
- Send the DPW newsletter consistently.

## City of Burton Master Plan

- Utilize the Burton View to inform the public.
- Annual meeting (homeowner association meetings, public forms/meetings/workshops) to discuss and gather public input on current planning issues.
- Target areas that could use illegal activity relief.
- Promote neighborhood watch programs.
- Identify areas of concern, through police reports.
- Utilize crime prevention through environmental design.
- Increase the visibility of police in neighborhoods.
- Create a policy to address panhandlers.
- Implement and promote the Downtown Development Authority (DDA) Visioning Plan and increase its visibility in the community.
- Evaluate the Gateways for the City of Burton using MDOT.
- Partner with organizations to search for grants for streetscapes, parks, and other public spaces.
- Continue to promote and advertise the Burton Race Series.
- Work with the school systems on future school consolidation
- Require new development or major improvements to allow easy mobility for all.
- Develop a relationship with community organizations to make improvements and increase quality of life of residents within the city.
- Promote development of the area to create the appearance of a town center.
- Establish a grant program through DDA for projects that will develop a sense of place.
- Target areas for implementation of a public art program.
- Develop a concept plan for redevelopment of the Courtland Mall area.
- Work with existing owners and renters of the Courtland Mall
- Partner with organizations to get new business using the Michigan Economic Development Corporation (MEDC).
- Work with local surrounding colleges.
- Target members of the “knowledge community” participating in the new economy, by developing a desirable community to live in through “placemaking
- Work with the Chamber of Commerce and other organizations to meet with local businesses and identify their needs
- 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).
- Create partnerships with colleges and technical skill training facilities

### Parks

- Establishing a set of protocols on interactions with the private, public, and nonprofit organizations, such as Adopt a Park to help in development of new or improvements in parks.
- Work jointly with other organization to go after and acquire grants.
- Support efforts by the Parks and Recreation Commission to fund improvements identified in the Parks and Recreation Master Plan.
- Amend Parks and Recreation Master Plan to provide for sites and/or locational criteria for neighborhood parks.

## City of Burton Master Plan

- Incentive program to encourage residents or private developments to develop parks and recreation.
- Hire a full-time Parks and Recreation Director.
- Propose a parks and recreation millage to fund park improvements, park expansions, and non-motorized pathways.
- 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.
- Continue youth and young adult involvement in the community parks through a volunteer program and activities.
- Promote knowledge of Burton Park’s System through website and brochures, as well as located within school districts and colleges.
- Engage with the youth to evaluate what their recreational needs are.
- Develop more youth gathering places.
- Work/engage/partner with schools.
- Support activities for senior citizens.
- Promote/ implement more natural landscaping to buffer Kelly Lake.
- Develop more natural planted areas in of Kelly Lake Park.
- Implement better storm water management programs- bio swales along parking lot in of Kelly Lake Park.
- Develop information on website, distribution to school, and For-Mar County Parks to help promote a wildlife community.
- Provide adequate funding to maintain the park system.
- Implement the Parks and Recreation Master Plan.

### 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 12-1 ). 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 12-1 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
Develop a plan for marketing the Master Plan strategies and marketing materials to promote the location of new businesses in the city.	Consultant City Council Planning Commission	1 Year
Amend the zoning ordinance to implement the proposed CBD overlay zone.	Planning Commission City Council	1 Year
Address traffic and other infrastructure concerns that effect the accessibility and attractiveness of businesses districts.	DPW – Engineering Division DDA	1-2 Years

## City of Burton Master Plan

Table 12-1 Strategic Plan		
Strategy	Responsible Party	Deadline
Create a paint program through non-profit organizations, coordinated by the city.	Resident Coordinating Committee (to be formed)	1-2 Years
Promote an annual community pride day devoted to the beautification of public spaces.	Resident Coordinating Parks and Recreation Committee (to be formed)	1-2 Years
Create a business incubator space for young entrepreneurs.	DDA Chamber of Commerce Junior Chamber of Commerce	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
Continue efforts to establish a public / private partnership with the owners of Courtland Center to promote its revitalization / redevelopment.	Mayor's Office	1-5 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
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
Adopt new ordinances or revise existing one, as necessary by community conditions.	Planning Commission Legislative Committee City Council	2 Years
Amend the zoning ordinance to create a new zoning district that allows for a range of neighborhood commercial uses.	Planning Commission 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
Allow for residential apartments above first floor commercial.	Planning Commission City Council	2 Years
Provide for housing options for seniors and the disabled.	Planning Commission City Council	2 Years
Address housing for students in the zoning ordinance and coordinate the	Planning Commission City Council	2 Years

## City of Burton Master Plan

Table 12-1 Strategic Plan		
Strategy	Responsible Party	Deadline
demand for student housing with the area's nearby colleges.		
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
Following one year of implementation of the new Chapter 153 Signs, review and make necessary changes to address location, aesthetic requirements, brightness, and repair/maintenance of signs.	Legislative Committee City Council	2-3 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
Expand promotion of semi-annual community clean-up days and other similar activities by city agencies.	Mayor's Office DPW	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
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

# City of Burton Master Plan

## 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.

## City of Burton Master 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

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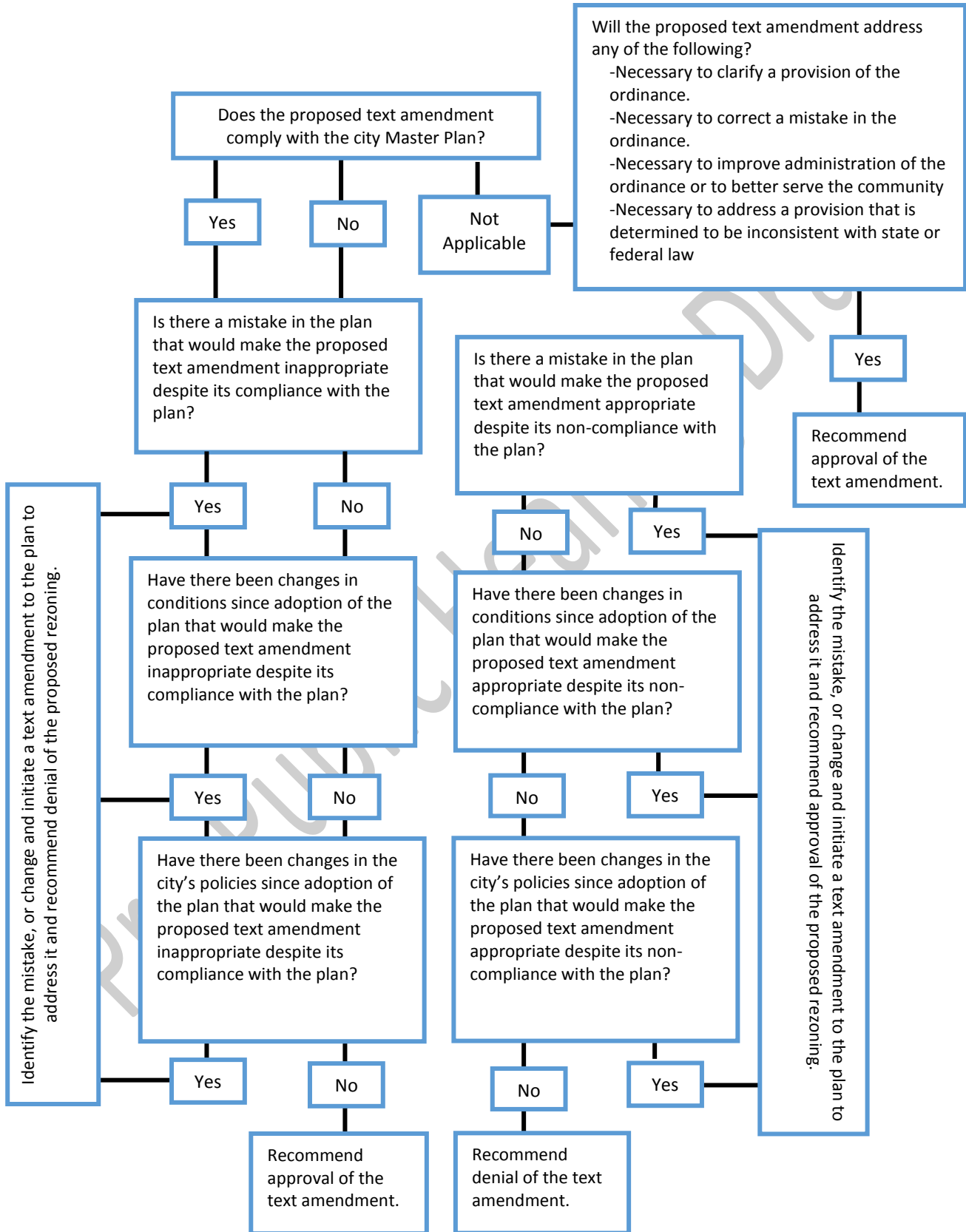
use decisions to no longer be valid. A text amendment that was previously not recommended may be appropriate now.

- **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.

Two points should be made. First, the factors for consideration (oversight, change in condition, or change in goals or policy) can work in reverse; making a proposal that otherwise seems appropriate, inappropriate. Secondly, these factors should not be used to create excuses for justifying a decision to violate the Master Plan or to change it so often that it loses its meaning. The following Figure 12-1 and Figure 12-2 illustrate the decision tree for reviewing a proposed rezoning or text amendment using this approach.

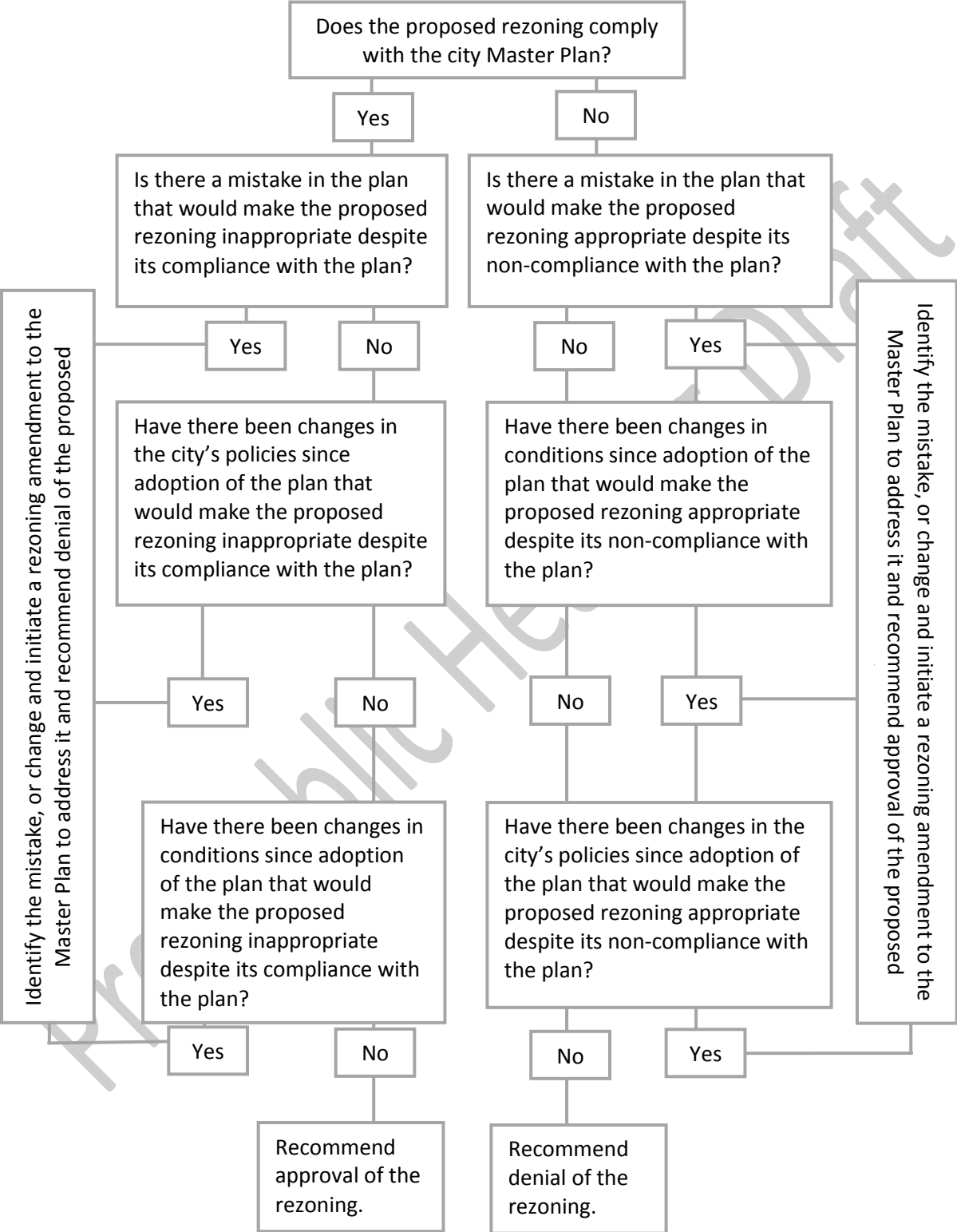
# City of Burton Master Plan

Figure 12-1: Decision Tree for Planning Commission Review of a Proposed Text Amendment



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**Figure 12-2: Decision Tree for Planning Commission Review of a Proposed Rezoning**



# City of Burton Master Plan

## Appendix

Notice of Intent to Update the Master Plan  
Notice to Genesee County on Intent to Update the Master Plan  
Distribution of Draft Plan and Notice of Public Hearing  
Letter to Genesee County  
Published Notice  
Community Survey  
Open House Survey

Pre-Public Hearing Draft

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