BAGLEY TOWNSHIP

2026 Master Plan



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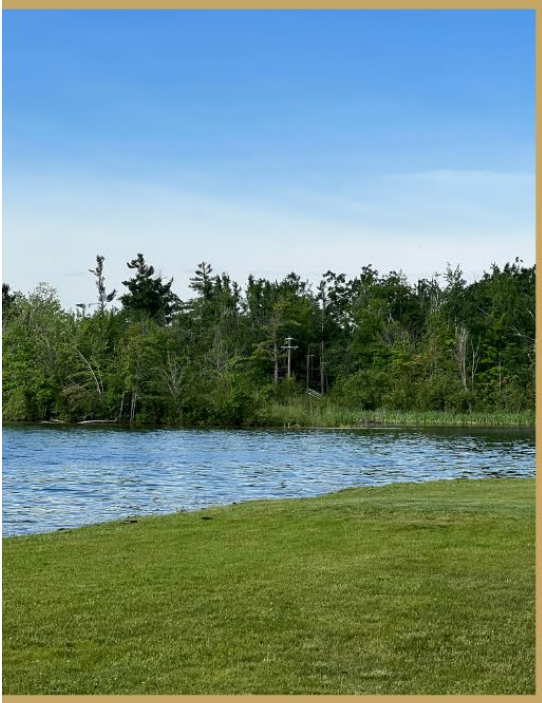










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In 2025, Bagley Township initiated a community-wide process to update the Bagley Township Master Plan. Key objectives for the process were to: confirm and refine the community's vision and values; develop new goals and strategies to help address pressing community issues, such as affordable housing; and to ensure Bagley Township is well-positioned to manage growth and development over the next five to ten years.

This chapter provides an overview of the process, community input, and influencing factors that helped inform this updated Master Plan.

ABOUT BAGLEY TOWNSHIP

History of Bagley Township

Bagley Township is in Otsego County in the central northern part of Michigan's Lower Peninsula. It was first incorporated in 1882, and its early growth was largely driven by the lumber industry and the arrival of the Michigan Central Railroad.

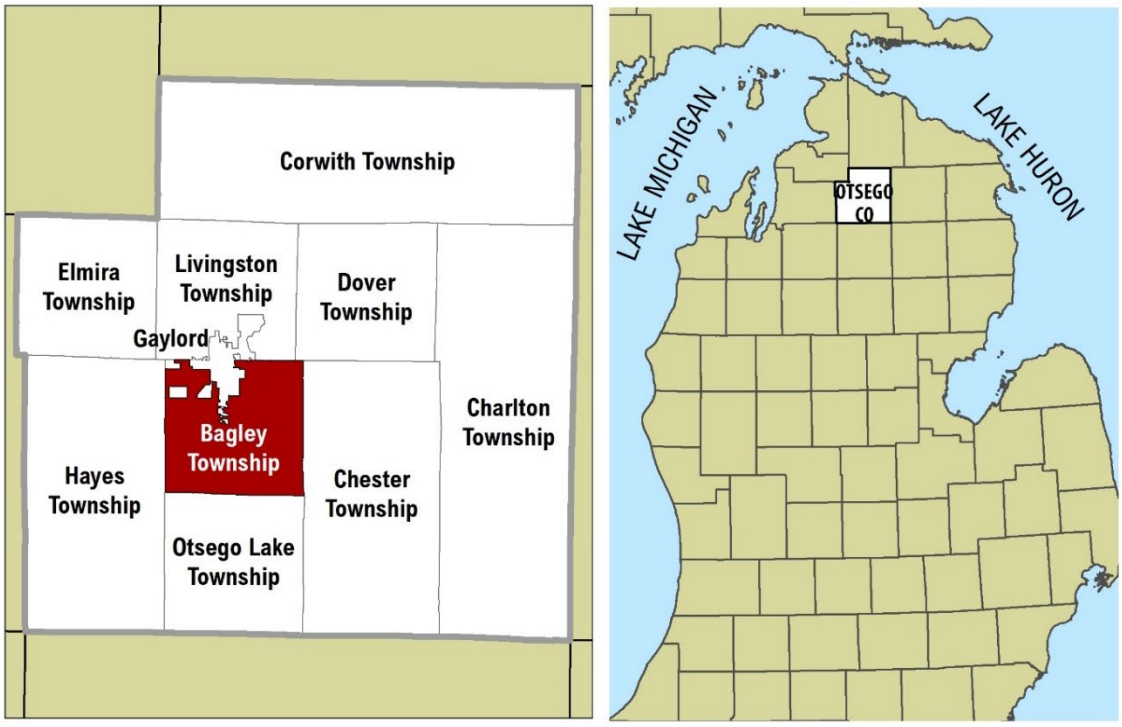
Bagley Township sits next to the City of Gaylord and is bordered by Livingston Township to the north, Otsego Lake Township to the south, Chester Township to the east, and Hayes Township to the west (Figure 1.1). Interstate 75 runs north and south through Bagley Township, linking it to Sault Ste. Marie to the north and the major urban areas of southeastern Michigan to the south. There are two I-75 interchanges in the Gaylord area, with the southern interchange located in Bagley Township.

From Gaylord, Sault Ste. Marie is about 115 miles away, while Detroit is roughly 225 miles to the south. State highway M-32 runs east to Alpena, about 72 miles away, and west to East Jordan, about 43 miles away.

While Bagley Township is somewhat removed from Michigan's larger urban centers, it remains accessible. Detroit is about a four-hour drive, Lansing is about three hours, and the Bay City–Saginaw area is about two hours. Traverse City is only about an hour away.

Despite its relative remoteness, the Gaylord area is a popular destination due to its recreational and resort amenities. As a result, many residents from surrounding communities commute to Gaylord for work, taking advantage of employment opportunities not available in smaller nearby towns.

Figure 1.1



Themes

Several recurring themes were identified through the process to update the Bagley Township Master Plan. These figured heavily into conversations held with the community, and the resulting policy guidance provided in this Master Plan.

Bagley Township residents are not calling for a major transformation. Instead, they want focused, practical improvements that protect the township's natural assets, address basic service gaps, and reinforce the qualities that make the community desirable, particularly its lake environment, quiet setting, and long-term livability.

General themes:

1. Maintain the general rural character of the township outside the commercial and industrial areas.
2. Protect the existing natural resources (surface water, forests, wetlands, etc.), agricultural lands, and open space.
3. Promote desirable distribution and orderly growth for all types of land uses.
4. Attain efficiency, strength, and autonomy in local government, while retaining constructive cooperation with other units of government.

Refer to the Community Profile included in Appendix A for more background on these and other trends and statistics considered during the Master Plan process.

ABOUT THE MASTER PLAN

Role of the Plan

The Bagley Township Master Plan ("the Plan") is an officially adopted advisory document that outlines the community's vision and goals for the next five years, and beyond. The Plan is comprehensive in nature—addressing issues related to land use, growth and development, community character, historic preservation, economic development and tourism, parks and open space, and other topics of importance to the community. The Plan establishes goals, policies, and actions to help achieve the community's vision. It also provides a blueprint for future growth within Bagley Township and its defined boundaries. Bagley Township land use regulations are provided through the Otsego County Zoning Ordinance. Achieving the vision and goals outlined in the Plan will not occur overnight; rather, the Plan will be implemented incrementally over time through day-to-day decision-making and through the specific actions outlined in Part Three.

Legislative Authority

Bagley Township is authorized to develop a comprehensive master plan in accordance with the Michigan Planning Enabling Act, Public Act 33 of 2008, which refers to the development, modification, and approval procedures for such a plan.

Master Plan Elements

Most communities revisit and update their master plan every five years to ensure that it continues to meet the community's vision and goals for the future.

This Master Plan establishes a consolidated policy framework that incorporates key policy recommendations from, and supersedes, all previously adopted Master Plan elements and maps.

Parts of the Plan (Figure 1.2)

Part 2

Existing Conditions outline the township's current resources, challenges, and opportunities, providing a foundation for future strategic planning.

Part 3

The **Community Vision and Values** define the shared priorities of Bagley Township and guide the community's future growth.

The **Goals and Objectives** help everyone involved make day-to-day decisions that align with and support the Master Plan.

The **Action Plan** outlines how the township and its partners will work together to implement the Master Plan over time.

Part 4

The **Growth Framework** guides where and how growth occurs, specifies wanted development, and describes the township's most efficient use of land.

Part 5

The **Appendix** includes a community profile and survey findings that helped shape the Master Plan.

Plan Amendments

Over time, updates to the Master Plan may be needed to keep it relevant and effective as a planning and decision-making tool. Any amendment to the Plan will include a public process to respect the significant effort invested in its development, uphold the overall vision, and allow the Plan to evolve as community needs change.

Targeted text amendments and/or map revisions may be requested by the Township Board of Trustees, Planning Commission, township staff, or members of the public. Amendments may be considered when the community seeks to shape a positive future for Bagley Township, such as when a policy or goal no longer meets community needs or is not working as intended.

When reviewing a proposed amendment, the Planning Commission and Township Board of Trustees should consider the following criteria to objectively evaluate the request:

- The proposed amendment is consistent with the overall intent of the Master Plan.
- Strict application of an existing goal or policy would result in an outcome that is inconsistent with the Plan's vision, values, or other goals and policies.

- The proposed amendment would not create undesirable impacts on adjacent properties.
- The proposed amendment is compatible with the surrounding area, when applicable, and with the vision, goals, and policies of the Master Plan.
- The proposed amendment would have minimal impact on public services, facilities, and existing or planned service delivery.
- The proposed amendment would not be detrimental to the public health, safety, or general welfare of the County.

Administrative updates, such as correcting outdated partner names, do not require a formal amendment. Over time, some goals or objectives may naturally become less relevant. When this occurs frequently, it may indicate the need for a broader update to the Master Plan, as described below.

Plan Updates

Bagley Township staff should conduct a full evaluation of the Master Plan every five years and update it as needed. Major updates may be initiated by the need to:

- Update key data points and reevaluate trends related to demographics, housing, economic development, growth and development activity, and other important factors;
- Affirm the Master Plan's vision, values, goals, and objectives in total or regarding a particular topic or issue; and/or
- Re-evaluate the prioritization of implementation actions contained in the Action Plan.

Any update to the Master Plan should include community input from the public, township staff, township leaders, and other affected stakeholders. The community profile or key data in the community profile should also be made current as part of the update.

ABOUT THE PROCESS

Planning Commission

The Bagley Township Planning Commission plays a vital role in shaping the future of the community through thoughtful consideration of development projects and long-term planning. With members representing a diverse range of interests, including recreation, commerce, industry, government, education, and transportation, the commission ensures that a variety of perspectives are considered. Alongside the preparation of the master plan, the commission also reviews proposed development projects to ensure they align with the community's vision. With the assistance of staff

members and consultants, these dedicated citizen volunteers work tirelessly to make informed decisions that benefit the residents of Bagley Township.

Bagley Township has contracted with the Northeast Michigan Council of Governments (NEMCOG) to update its Master Plan. This strategic decision ensures that the township's long-term goals and objectives are aligned with current trends and community needs. By partnering with NEMCOG, Bagley Township is taking proactive steps to promote sustainable growth and development for the benefit of its residents and stakeholders. This collaboration demonstrates the township's commitment to effective planning and strategic decision-making.

Public Input and Community Engagement

Bagley Township values input from its residents, visitors, and stakeholders, and citizen opinion on priorities is vital to the development of a master plan. The Master Plan update process included a public input survey conducted from March 2025 to February 2026. The Planning Commission approved the survey, and it was publicized on the Bagley Township website and Facebook page, being made available for both township and surrounding area residents in both electronic and paper formats. The survey was also advertised in the local Weekly Choice newspaper publication. The Planning Commission received 308 survey responses, which is equal to approximately 5.1% of Bagley Township's population.

The Planning Commission felt the community was well represented throughout the process. After the public input was gathered and recorded, the Planning Commission met to prioritize the goals and objectives and develop an executable action plan.

Results from the online survey can be found in Appendix C.





Existing Conditions

ECONOMIC DEVELOPMENT

Bagley Township is focused on maintaining and strengthening a vibrant, prosperous, and sustainable community that can serve the needs of both current and future residents. The township recognizes the importance of supporting a diverse local economy, providing opportunities for successful businesses, encouraging a range of appropriate housing options, and maintaining quality community services. At the same time, the township seeks to protect the natural resources and rural character that contribute to the community's identity and quality of life.

A strong and stable tax base is an important component of the township's long-term fiscal health. Supporting the retention, stability, and reinvestment of existing businesses can help sustain local employment, encourage continued economic activity, and strengthen the community's overall economic foundation.

HOUSING

Across many communities, housing has become increasingly difficult to afford for both young adults and older residents, as rising costs have outpaced relatively stagnant incomes. In rural areas, these challenges are often intensified by limited housing supply, fewer job opportunities, and more volatile local economies. As a result, the gap between what households earn and what housing costs continues to widen, contributing to long-term financial strain and housing insecurity.

Federal guidelines from the U.S. Department of Housing and Urban Development (HUD) suggest that households should spend no more than 30% of their income on housing. However, in many communities, families exceed this threshold simply to secure stable housing. At the same time, a healthy housing system requires a range of options, including "attainable housing," which the Urban Land Institute defines as non-subsidized housing affordable to households earning 80% to

120% of the Area Median Income. This type of housing is critical for maintaining a balanced and economically sustainable community.

In Bagley Township, these broader trends are clearly reflected in local conditions. Housing affordability is strained by a mismatch between incomes and overall housing costs, especially when utilities, transportation, and infrastructure are included. The township also faces an aging housing stock, limited new development, and a significant share of seasonal homes, all of which reduce availability and add pressure to the year-round housing market. While many homeowners remain relatively stable, renters and prospective buyers face growing financial barriers, highlighting a widening affordability gap within the community.

Household Characteristics

Bagley Township has 2,460 households with an average household size of 2.43 people (Table 2.1). About 18.6% of these households consist of individuals living alone, and 11.4% are individuals aged 65 or older living alone. Families with at least one person under 18 make up 33.8% of households, while those with someone aged 65 or older account for 37.8%.

Bagley Township has a relatively family-oriented household profile compared with many surrounding municipalities. Its average household size of 2.43 people is higher than Otsego County's 2.25 and substantially higher than the City of Gaylord's 1.81. Bagley Township also has a lower share of households with people living alone (18.6%) than the county (26.3%) and the state (30.7%), while 33.6% of households include at least one person under age 18, above both the county and state averages. At the same time, 37.8% of Bagley Township households include someone age 65 or older, suggesting a mix of family households and households with older residents. Overall, Bagley Township appears to have a more balanced household composition than the City of Gaylord and several neighboring townships, with relatively larger households and fewer people living alone.

Table 2.1 - Household Types

	Total Households	Average Size	Living Alone	Living Alone 65+	With 1 or + under 18	With 1 or + over 65
Bagley Township	2,460	2.43	18.6%	11.3%	33.6%	37.8%
Charlton Township	617	2.33	22.8%	16.0%	23.7%	43.4%
Chester Township	532	2.32	21.2%	7.1%	26.3%	32.7%
City of Gaylord	2,306	1.81	48.6%	17.7%	24.6%	28.5%
Corwith Township	744	2.45	29.2%	10.8%	22.6%	29.6%
Dover Township	272	2.69	16.2%	6.9%	30.9%	29.0%
Elmira Township	714	2.48	18.5%	10.0%	31.0%	35.9%
Hayes Township	1,213	2.28	12.6%	5.3%	18.9%	34.8%
Livingston Township	1,068	2.36	28.3%	15.1%	33.6%	28.8%
Otsego Lake Township	1,305	2.21	21.0%	9.0%	24.1%	46.2%
Otsego County	11,231	2.25	26.3%	11.9%	27.2%	34.9%
State of Michigan	4,076,369	2.42	30.7%	13.2%	27.1%	32.9%

Household Income

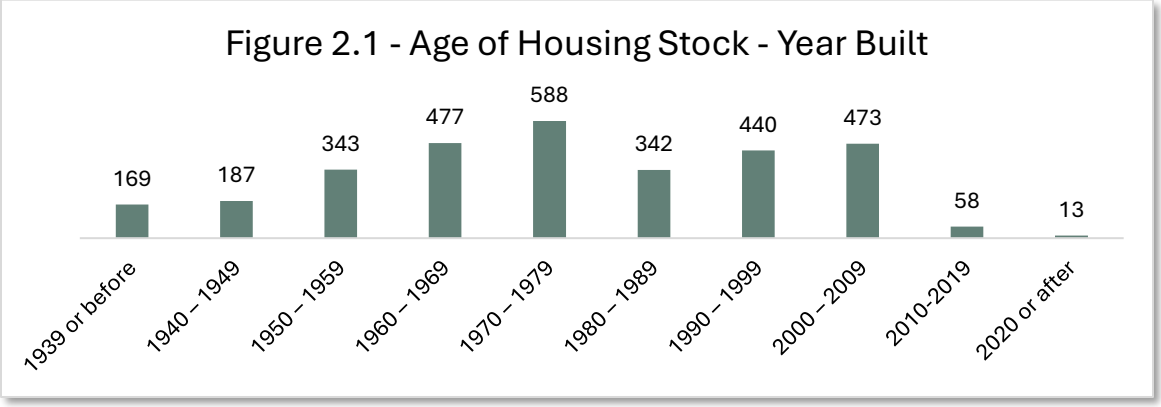
In Bagley Township, the median household income, as shown in Table 2.2, is $77,045, which is higher than the Otsego County median of $68,183 and slightly above the state median of $72,875. However, when looking at median family income, Bagley Township reports $79,073, which is lower than both the county median of $85,899 and the state median of $93,357. This suggests that while general household earnings in Bagley Township are relatively strong, family incomes, which typically include multiple earners, fall short of broader regional and state averages. The data indicate that non-family households may be contributing to the higher overall household median, but families in the area may be earning less than their counterparts elsewhere in the county and state.

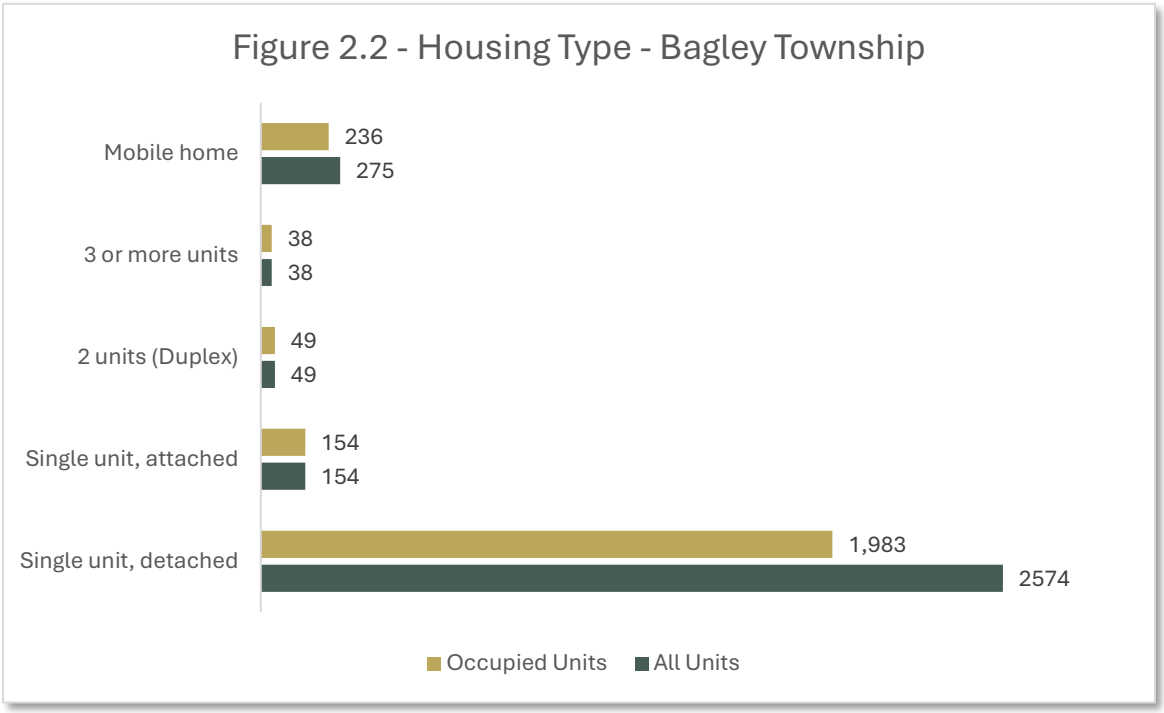
Table 2.2 - Income

	Bagley Township	Otsego County	State of Michigan
Median Household	$77,045	$68,183	$72,875
Median Family	$79,073	$85,899	$93,357

Current Housing Inventory

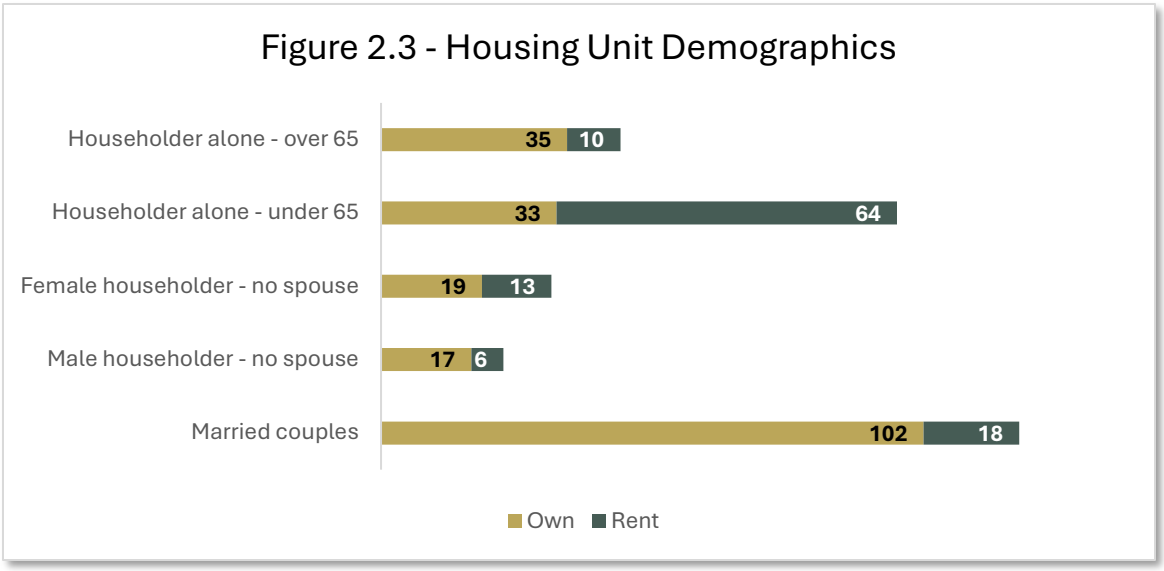
The housing stock in Bagley Township (Figure 2.1) reflects a mixture of older and mid-century construction, with only 13 new homes built in 2020 or later. Many homes were built between 1970 and 2009, with 588 units constructed in the 1970s, 342 in the 1980s, 440 in the 1990s, and 473 in the 2000s. Homes built in the 1960s also represent a significant portion of the housing stock, totaling 477 units. There are 48 homes from the 2010s, indicating limited new development in recent years. Older homes make up a smaller share, with 343 units built in the 1950s, 187 in the 1940s, and 169 constructed in 1939 or earlier. The total housing inventory includes 3,090 units, with a large share dating back several decades, highlighting an aging housing stock with relatively little recent construction.





As shown in Figure 2.2 above, many homes in Bagley Township are single detached houses, making up 2,574 units, of which 1,983 are occupied. There are 154 single attached units, and all of them are occupied, indicating full use of this type of housing. The Township also includes a small number of apartment units: 49 two-unit buildings with 49 occupied units and 38 units in buildings with three or more apartments, all of which are occupied. Mobile homes represent another notable portion of the housing stock, with 275 total units and 236 currently occupied. Bagley Township's housing is primarily composed of single detached homes, with a mix of smaller multifamily units and mobile homes contributing to the variety of available housing options.





Vacant Housing

Bagley Township has a total of 3,090 housing units, with 2,460 currently occupied and 630 vacant, resulting in a vacancy rate of 20.4% (Table 2.3). Of the vacant units, 545 are used for seasonal purposes, accounting for 86.5% of all vacancies. Compared to surrounding areas, Bagley Township has a moderate vacancy rate, as other townships in Otsego County have a larger vacancy rate, ranging from 29.8% to 40.6%, with most of these units classified as seasonal.

The City of Gaylord presents a different picture, with only a 4.0% vacancy rate and all 95 vacant units designated for seasonal use. Otsego County has a vacancy rate of 24.5%, with 93.2% of those vacant units being seasonal homes. At the state level, Michigan has a vacancy rate of 11.8%, significantly lower than Bagley Township and Otsego County, and only 46.5% of the state's vacant units are used seasonally.

Table 2.3 - All Housing Units

	Total	Occupied	Vacant	Percent Vacant	Seasonal	Percent Seasonal Vacancy
Bagley Township	3,090	2,460	630	20.4%	545	86.5%
Otsego Lake Township	2,197	1,305	892	40.6%	830	93.0%
Hayes Township	1,729	1,213	516	29.8%	499	96.7%
Chester Township	799	532	267	33.4%	267	100%
City of Gaylord	2,401	2,306	95	4.0%	95	100%
Otsego County	14,882	11,231	3,651	24.5%	3,401	93.2%
State of Michigan	4,622,236	4,076,369	545,867	11.8%	253,668	46.5%

This data indicates that Bagley Township, while not experiencing the extreme seasonal housing patterns of some neighboring areas, still has a large majority of its housing stock used seasonally. The high percentage of seasonal vacancies across Otsego County suggests that tourism and second-home ownership play a significant role in the regional housing market.

In Bagley Township, among the 2,460 occupied housing units (Table 2.4), the majority are occupied by married couples, totaling 1,434 households. Of these, 1,408 are owner-occupied while only 26 are rentals. There are 216 households headed by a male with no spouse present, with 211 owning their homes and 5 renting. Female householders with no spouse account for 173 households, and a notable portion of these, 99, are renters, compared to 74 who own their homes. Individuals living alone under the age of 65 make up 177 households, with 137 owning their homes and 40 renting. Notably, owners and renters in this category are split completely by age, as all 40 who rent are between the ages of 15 and 34 years, and all 137 who own are between the ages of 35 and 64 years. Among those living alone who are 65 or older, 280 households are reported, the vast majority of which are owner-occupied at 244, with 36 rentals. This data reflects a community with a strong ownership trend overall, especially among married couples and older individuals, while rental housing is more common among single female householders and younger individuals living alone.

Table 2.4 - Demographics for Occupied Units

	Overall Units	Own	Rent
Married Couples	1,434	1,408	26
Male Householder – no spouse	216	211	5
Female Householder – no spouse	173	74	99
Householders alone under 65	177	137	40
Householders alone over 65	280	244	36
Non-Family Household	180	164	16

Household Expenses

Housing affordability in Bagley Township is influenced not just by home prices, but by ongoing costs like transportation, heating, and mortgage obligations. Housing affordability varies noticeably depending on whether residents are renting or owning, with clear differences in cost burden between the two groups. Overall, homeowners tend to experience more stable housing costs (Figure 2.5), while renters face a much higher level of financial pressure (Figure 2.6).

Rental costs in Bagley Township show a clear split in affordability. A small share of renters, about 18.2%, are spending less than 20% of their income on housing, which is considered very manageable. Another 12.1% are in the 20–24% range, and 12.1% fall into the 25–29% range. Taken together, that means slightly under half of renters are keeping housing costs below 30% of their income.

About 8.1% of renters spend 30–34% of their income on rent, and 49.5% are spending more than 35%. That's a strong indicator that a large portion of renters are cost-burdened and likely to feel pressure from housing expenses.

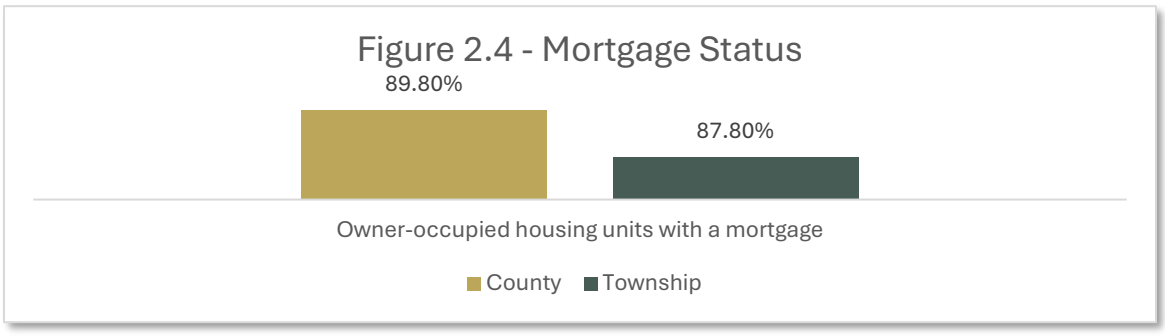
Homeowners in the township appear more financially stable by comparison. Most have mortgages, though the rate (87.8%) is slightly lower than the County overall at 89.8%, suggesting a small share of homeowners have fully paid off their homes.

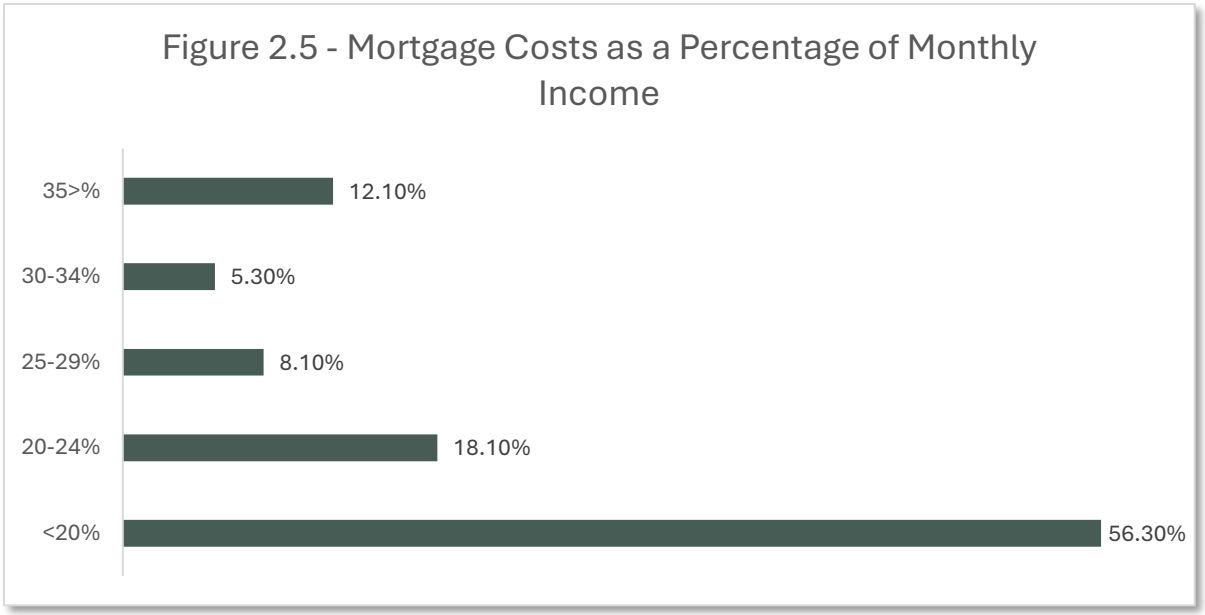
In terms of affordability, homeowners are generally in a better position. More than half, 56.3%, spend under 20% of their income on housing, and another 18.1% fall in the 20–24% range. So, nearly three-quarters are under the 25% mark, which is typically considered comfortably affordable.

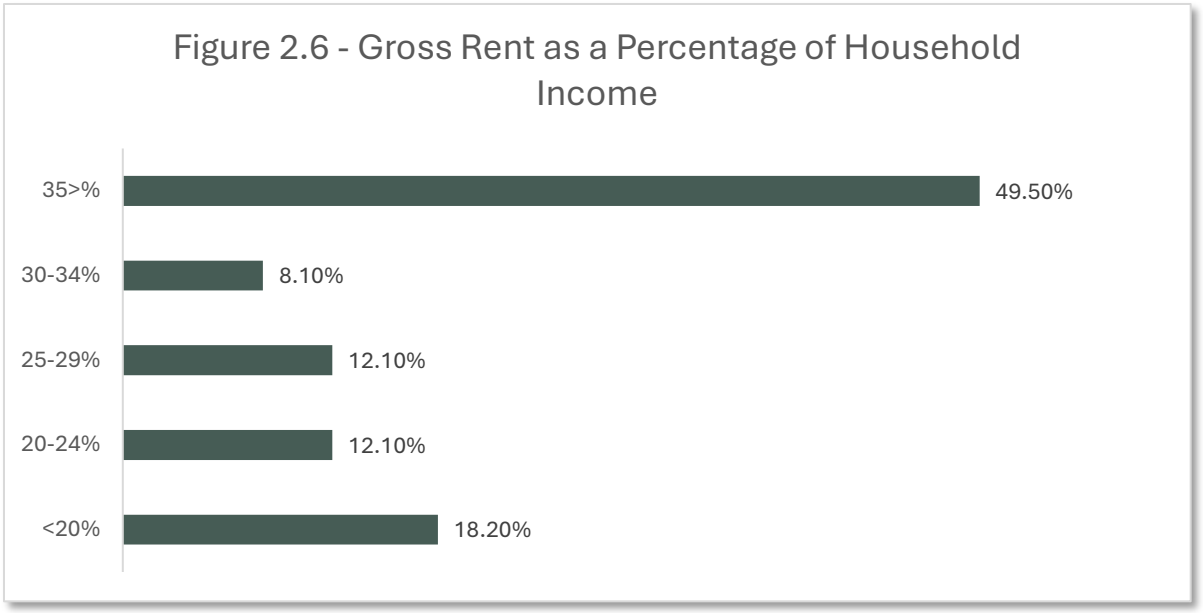
There is still a smaller group under strain, though. About 8.1% spend 25–29%, 5.3% spend 30–34%, and 12.1% spend over 35% of their income on housing. Altogether, that's roughly one in six homeowners who are more heavily burdened.



Overall, homeowners in the township tend to have relatively manageable housing costs, while renters face a much steeper affordability challenge, with a large share paying more than what's generally considered sustainable.







In Bagley Township, vehicle ownership (Table 2.7) has a clear impact on household expenses. Twenty-five households do not own a vehicle, which reduces transportation costs but can limit mobility. The largest group, 1,031 households, owns two vehicles and faces higher costs for fuel, maintenance, and insurance. Another 794 households have one vehicle, experiencing moderate costs, while 610 households own three or more vehicles and likely carry the highest transportation costs. Although multiple vehicles raise financial burdens, they are often necessary in this rural area for work and daily needs.

Heating sources (Table 2.6) also shape household budgets. Most households (1,8810 units) rely on natural gas, which is typically the most cost-effective option, though prices can vary seasonally. One hundred households use electric heating, which is often more expensive, especially in colder months. Smaller numbers use propane or bottled fuel (260 units) and fuel oil (10 units), both of which can be costly and subject to price fluctuations. Another 77 households use other sources such as wood or alternative fuels, with costs varying widely. Overall, heating expenses in Bagley Township depend largely on the energy source, with natural gas generally offering the lowest costs.

Table 2.6 - Heating

Source	Units
Natural Gas	1,880
Propane	360
Electric	100
Fuel Oil	10
Wood	42
Other Sources	35
None	33

Table 2.7 - Vehicular Assets

Vehicles	Units
None	25
1	794
2	1,031
3 or more	610

When combined with the added burden of transportation costs, especially for households with multiple vehicles, and higher heating expenses for those not using natural gas, these factors point to tighter household budgets overall. Even if home values are relatively modest, the cumulative cost of living reduces overall housing affordability for many residents.

Current Housing Cost

Construction Cost

The Great Recession, which spanned from late 2007 to 2009 and was triggered by the collapse of the U.S. housing bubble, had a profound impact on construction activity across the country. In Bagley Township, the economic downturn led to reduced job opportunities and a slowdown in development, forcing many residents to seek employment elsewhere. More recently, the COVID-19 pandemic has reshaped housing patterns, with the rise of remote work making seasonal properties more desirable as year-round residences. Simultaneously, sharp increases in construction material costs, partly driven by supply chain disruptions and recent natural disasters, have created additional barriers to new home construction.

In Michigan, constructing a 1,500-square-foot home with builder-grade finishes, meaning standard materials without luxury upgrades, costs approximately $315,000, excluding the price of land. Although the statewide average cost of land is about $13,000 per acre, this figure does not include the infrastructure necessary to prepare a lot for residential use.

These infrastructure costs vary significantly depending on the location. In Bagley Township, some properties may be connected to municipal water and sewer systems, while others will require private wells and septic systems. On average, drilling a well costs $9,500, and installing a septic

system adds another $11,000. Hookups to municipal sewer and water services typically range from $1,300 to $5,000 each. Electric service connections can cost anywhere from $1,000 to $30,000, depending on distance from existing lines, while natural gas hookups usually range from $500 to $2,000.

Depending on the availability of municipal utilities, the total cost of infrastructure can range from $22,900 to $37,250. This places the full construction cost (excluding land) between approximately $337,900 and $352,250.

Currently, 14 residential lots are listed for sale in Bagley Township, averaging 1.65 acres in size and priced around $33,000. When factoring in land costs, the total estimated cost to build a home in the township rises to between $370,900 and $385,250.

To finance this level of investment, a construction loan requiring a 20% down payment would be needed, amounting to $74,180 to $77,050, which exceeds the average annual income for Bagley Township residents. Monthly mortgage payments would range from $2,338 to $2,428, making a minimum annual household income of $90,000 to $97,500, with minimal monthly debt (student loan, car payment, credit card, etc.), necessary for the home to be considered financially attainable. However, this income threshold is $12,955 to $20,455 higher than the township's current average household income, underscoring a significant affordability gap for prospective homeowners.

Purchase Price

At the time this plan is being written, there are 18 homes listed for sale in Bagley Township, with an average asking price of $351,300. Assuming a 5% down payment, the monthly mortgage payment on a home at this price would be approximately $2,337. However, based on current income levels, the average attainable mortgage payment for Bagley Township residents falls between $1,850 and $1,980. This means that the maximum home price most residents could comfortably afford ranges from $265,000 to $280,000. To close this affordability gap, household incomes would need to increase by approximately $15,000 to $21,000 for homeownership at current market prices to become attainable.

Final Costs

A frequently overlooked aspect of housing affordability is the cost of monthly utilities. While earlier estimates focused on core expenses, such as mortgage payments, property taxes, and homeowners' insurance, they did not account for basic utility services like electricity, gas, internet, and phone. Even when using a modest estimate of $100 per month per service, these utilities add approximately $400 to a household's monthly expenses. Once this ongoing cost is included, the picture of what's truly affordable changes significantly. For a family, the maximum affordable home price decreases from $278,000 to roughly $215,000. For the average household in Bagley Township, it drops even further, from $258,000 to about $200,000. When it comes to new home construction,

these additional costs push the required household income from an estimated range of $90,000 to $97,500 up to a range of $105,500 to $114,500 per year. This underscores the need to evaluate housing affordability through a comprehensive lens that includes not only purchase prices but also the full cost of living. Without factoring in these recurring expenses, estimates can paint an overly optimistic view of what residents can realistically afford.

The current cost of homeownership in Bagley Township reveals a growing disconnect between local incomes and the real cost of owning or building a home. Whether purchasing an existing property or pursuing new construction, most housing options exceed what the average household can afford, especially when essential infrastructure and utility costs are factored in. Rising construction expenses, limited availability of affordable housing, and increasing monthly utility costs all contribute to a widening affordability gap.

While some homes are listed within theoretical price ranges, many require significant updates or are priced well above what most residents can sustain. Building a new home is even more financially out of reach for the average household, with required incomes exceeding current levels by $12,000 to $20,000 or more, depending on the scenario. Utility expenses alone can reduce a family's maximum affordable home price by over $60,000.

These figures highlight the need for targeted solutions, such as workforce housing development, infrastructure support, down payment assistance, and programs to reduce utility burdens, to make homeownership attainable for more residents. Without meaningful intervention, Bagley Township risks long-term housing inaccessibility for much of its population, threatening the area's economic diversity, stability, and growth.

Table 2.8 - Bagley Township Existing Land Use Categories

Category	Acres	Percent of Township
Residential - Improved	6,027	31.23%
Residential - Vacant	5,386	27.91%
Commercial - Improved	1,204	6.24%
Commercial - Vacant	156	0.81%
Industrial - Improved	150	0.77%
Industrial - Vacant	1,053	5.46%
Local Government-Owned	1,036	5.37%
State of Michigan	1,595	8.26%
Water	1,722	8.92%
Other	971	5.03%
TOTAL	**19,300**	**100.00%**

Source: Otsego County Equalization Department 2023 and NEMCOG

EXISTING LAND USE

Before determining future land use recommendations and developing a future land use map, a community must have an accurate assessment of existing land uses. This section presents information on both types and locations of existing land uses. The map of existing land use, shown in Figure 2.7, illustrates the distribution of land uses within the township. Table 2.8 below breaks down the percentage of the township in each land use category. The existing land use map was derived from an analysis of parcel data from the Otsego County Equalization Department, tax classifications, and Geographic Information System (GIS) aerial photo interpretation by the NEMCOG.

Residential Uses

As can be seen from Table 2.8, the amount of land being used for residential purposes is nearly 60% of the township. Over 31% of Bagley Township is improved residential, while nearly 28% is classified as vacant residential. This means over a quarter of the land in the county is available for residential development, but no residential structure currently exists on the land. The location and pattern of residential development within the township are shown in Figure 2.7. Residential uses are found throughout the township in both large and small lots. Most of the residential parcels are in the eastern half of the township. The distribution of improved and vacant residential lots is generally uniform.



Commercial Uses

Commercial uses comprise around 7% of the land in Bagley Township. Approximately seven-eighths of this is improved commercial property. The amount of vacant commercial property is very small, totaling only slightly less than 1% of the total township area. Most of the commercial property, both improved and vacant, is found in the south-central portion of the township along I-75. The vacant commercial property is largely situated between I-75 and Otsego Lake. Several large lots of improved commercial land can also be found in the northwest, northeast, and southwest portions of the Township.

Industrial Uses

Industrial uses make up only around 6% of the township. The large majority of this (5.5%) is vacant industrial land. Only .75% of the township contains active industrial lots. Most of the vacant industrial area is in the western half of the county, to the north of Otsego Lake. The improved

industrial parcels are located to the northwest of the vacant lots and between I-75 and Otsego Lake (similarly to the vacant commercial parcels).

State of Michigan Land

Land owned by the State of Michigan totals nearly 1,600 acres and accounts for a little over 8% of township land. Most of the state land is in the southwest corner of the township, with an additional smaller parcel in the southeast.

Township and County Land

Local governmental entities own 5.37% of the land in Bagley Township. Just under 75% of this land belongs to the airport, which is almost exactly 4% of the total township area. Bagley Township itself owns around 12% of locally owned land, and the Otsego County Road Commission owns just under 9%. Otsego County and the City of Gaylord both own township property as well, but the amounts are negligible. The County owns only 49.5 acres, and the city owns just under two acres. Most of this land is in the northwest section of the township, though another property is located closer to the center.

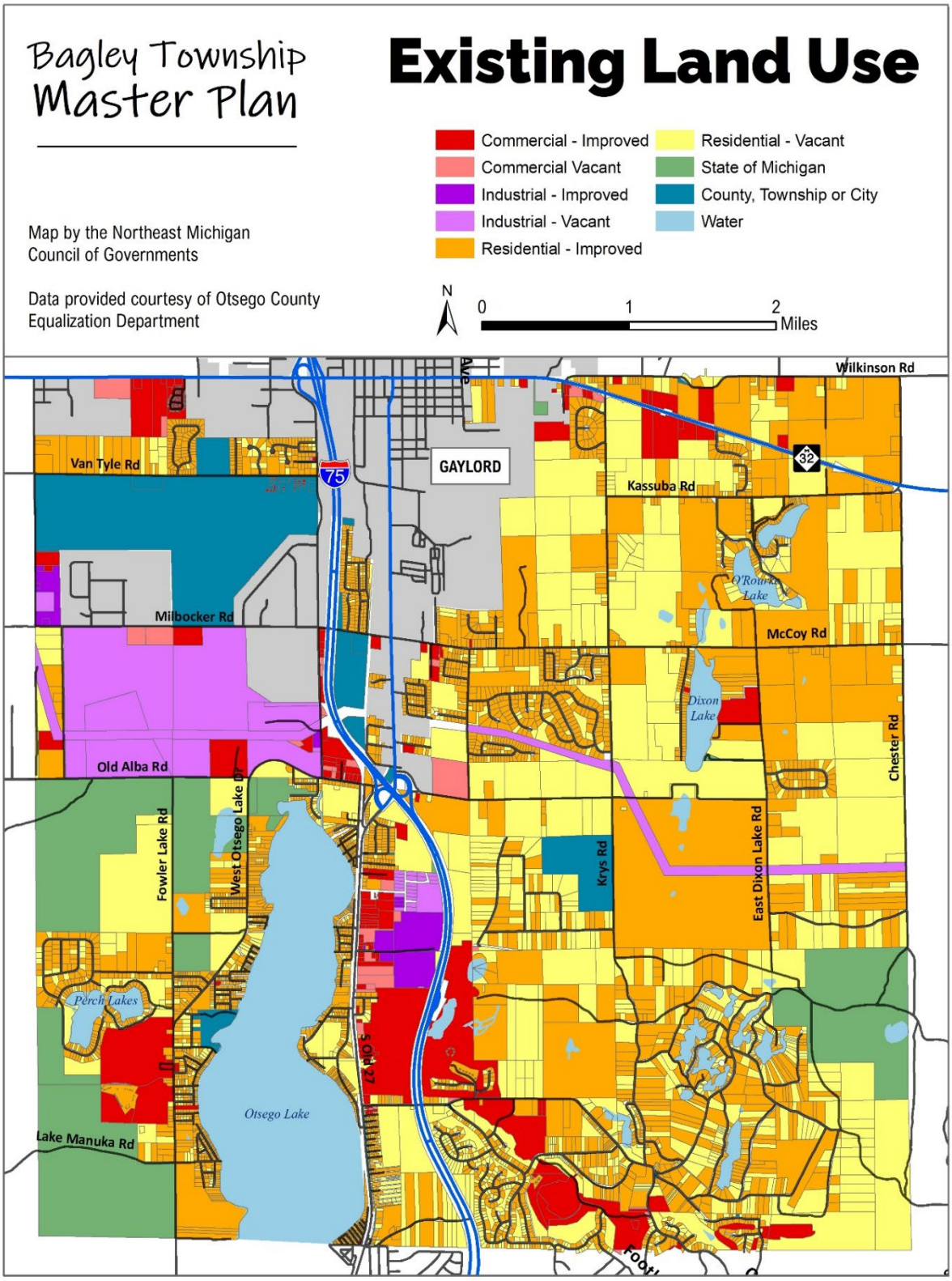
Water

Bodies of water comprise nearly 9% of Bagley Township. Otsego Lake dominates this total, taking up a large portion of the southwest part of the township. Perch Lakes and Fowler Lake are also located to the southwest. The other lakes within the township are all in the eastern part. They include Kassuba Lake, O'Rourke Lake, McCoy Lake, Dixon Lake, and Ward Lake to the north and Horseshoe Lake, Bob Lake, Goose Lake, Long Lake, and the Chain-O-Lakes to the south.

Other

The remaining 971 acres (5.03%) of Bagley Township consists of various parcels unaccounted for in any category. These are primarily uses such as road rights-of-way.

Figure 2.7


Bagley Township
Master Plan
Existing Land Use
Commercial - Improved
Commercial Vacant
Industrial - Improved
Industrial - Vacant
Residential - Improved
Residential - Vacant
State of Michigan
County, Township or City
Water
Map by the Northeast Michigan Council of Governments
Data provided courtesy of Otsego County Equalization Department
N
0
1
2
Miles
Wilkinson Rd
Van Tyle Rd
GAYLORD
75
32
Kassuba Rd
O'Rourke Lake
McCoy Rd
Milbocker Rd
Dixon Lake
Chester Rd
Old Alba Rd
Fowler Lake Rd
West Otsego Lake Dr
Krys Rd
East Dixon Lake Rd
Perch Lakes
S Otsego
Otsego Lake
Lake Manuka Rd

NATURAL RESOURCES

Bagley Township's natural environment is both its defining asset and a key economic driver. Outdoor recreation attracts visitors year-round and continues to draw retirees and seasonal residents.

At the same time, natural features such as wetlands, steep slopes, and highly permeable soils limit development and require careful management. Disturbance can lead to erosion, water contamination, and costly environmental damage. Thoughtful land use planning is essential to balance growth with environmental protection.

Key Environmental Features

Climate: The township experiences mild summers and long, snowy winters, with significant lake-effect snowfall due to its proximity to the Great Lakes. Seasonal patterns influence building design, infrastructure needs, and energy use, while also supporting winter recreation.

Geology: The area reflects a mix of ancient marine deposits and glacial activity. Sand, gravel, and glacial till dominate surface conditions, while deeper formations contain oil and natural gas resources that have supported limited extraction activity.

Oil and Gas: Bagley Township has a history of oil and natural gas development (Figure 2.8), including wells associated with the Antrim Shale formation and deeper oil-producing formations. The township recognizes the importance of responsible resource development while protecting groundwater, surface water, natural resources, and rural character.

Topography: While much of the land is moderately sloped, certain areas include steep terrain that complicates development. These areas require careful site planning to avoid erosion, drainage issues, and increased construction costs.

Soils: Soil conditions (Figure 2.9) vary widely and are a critical factor in development decisions. Because most properties rely on wells and septic systems, unsuitable soil can increase the risk of groundwater contamination. Wet or hydric soils are poorly suited for development but are important for ecological health.

Water Resources: Water is one of the township's most valuable resources. Otsego Lake, the Au Sable River system, and numerous smaller lakes and wetlands provide recreation, scenic value, and ecological functions. However, these resources are vulnerable to pollution from runoff, septic systems, and development pressures, making protection a high priority.

Wetlands & Forests: Wetlands (Figure 2.10) play a key role in filtering pollutants, managing floodwaters, and supporting wildlife habitat. Forests dominate the landscape and contribute to recreation, local industry, and overall environmental health.

Wildlife: The Township supports diverse wildlife, including game species, stocked fish populations, and some threatened species, providing both ecological and recreational benefits.

These natural resources support recreation, tourism, and quality of life, but they also require careful stewardship. Future growth should protect water quality, wetlands, forests, and the environmental character that makes the township an attractive place to live and visit.

Figure 2.8

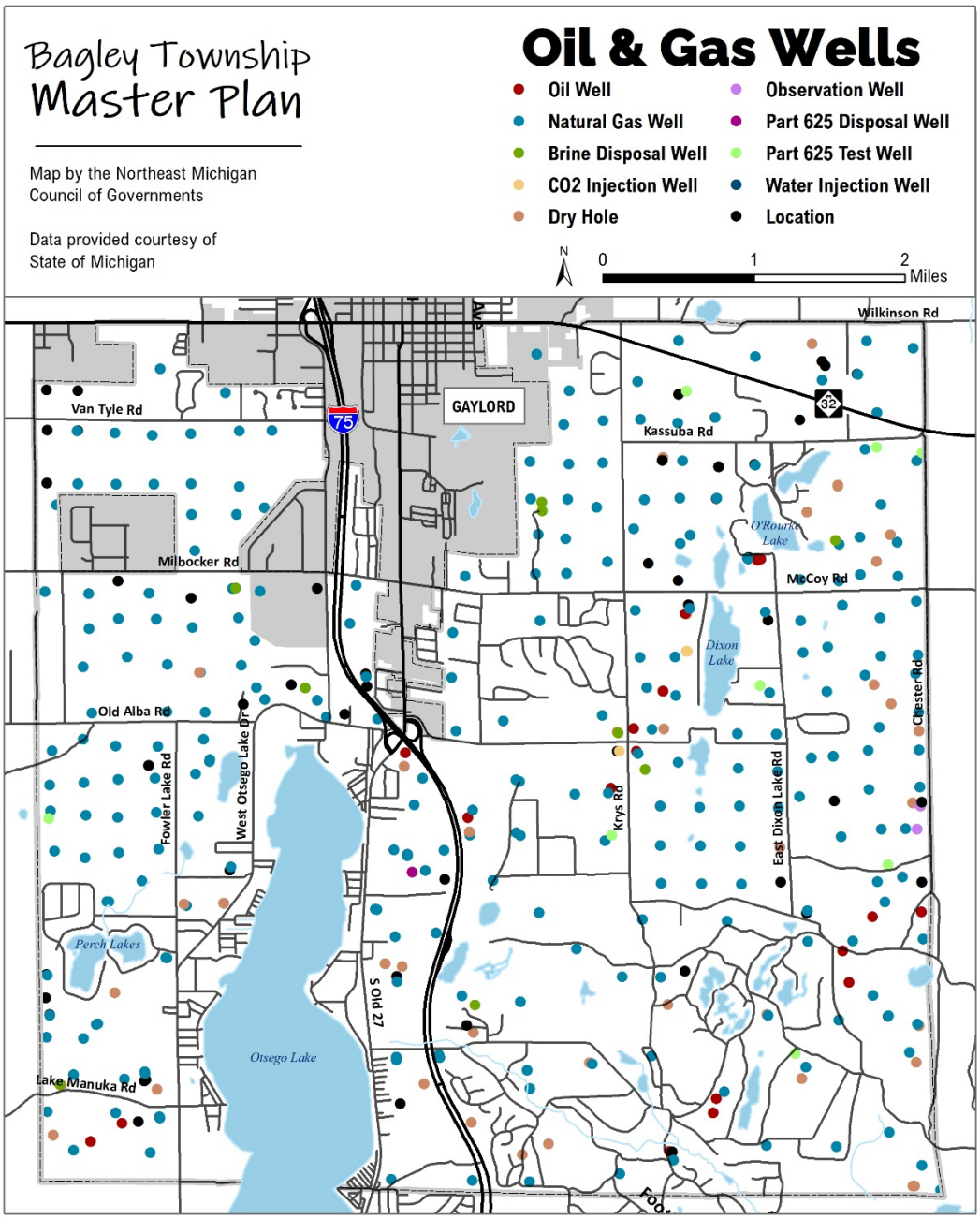


Figure 2.9

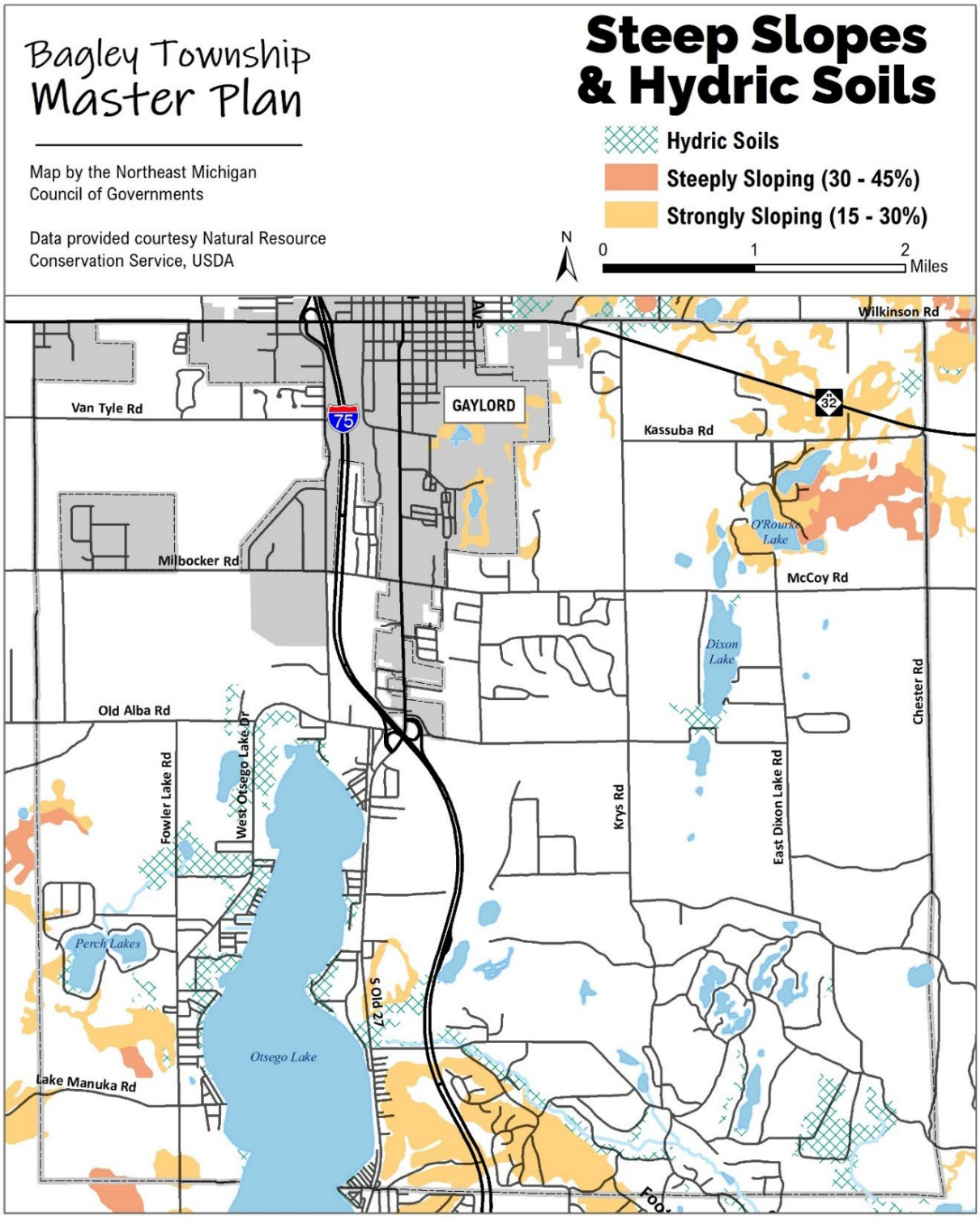
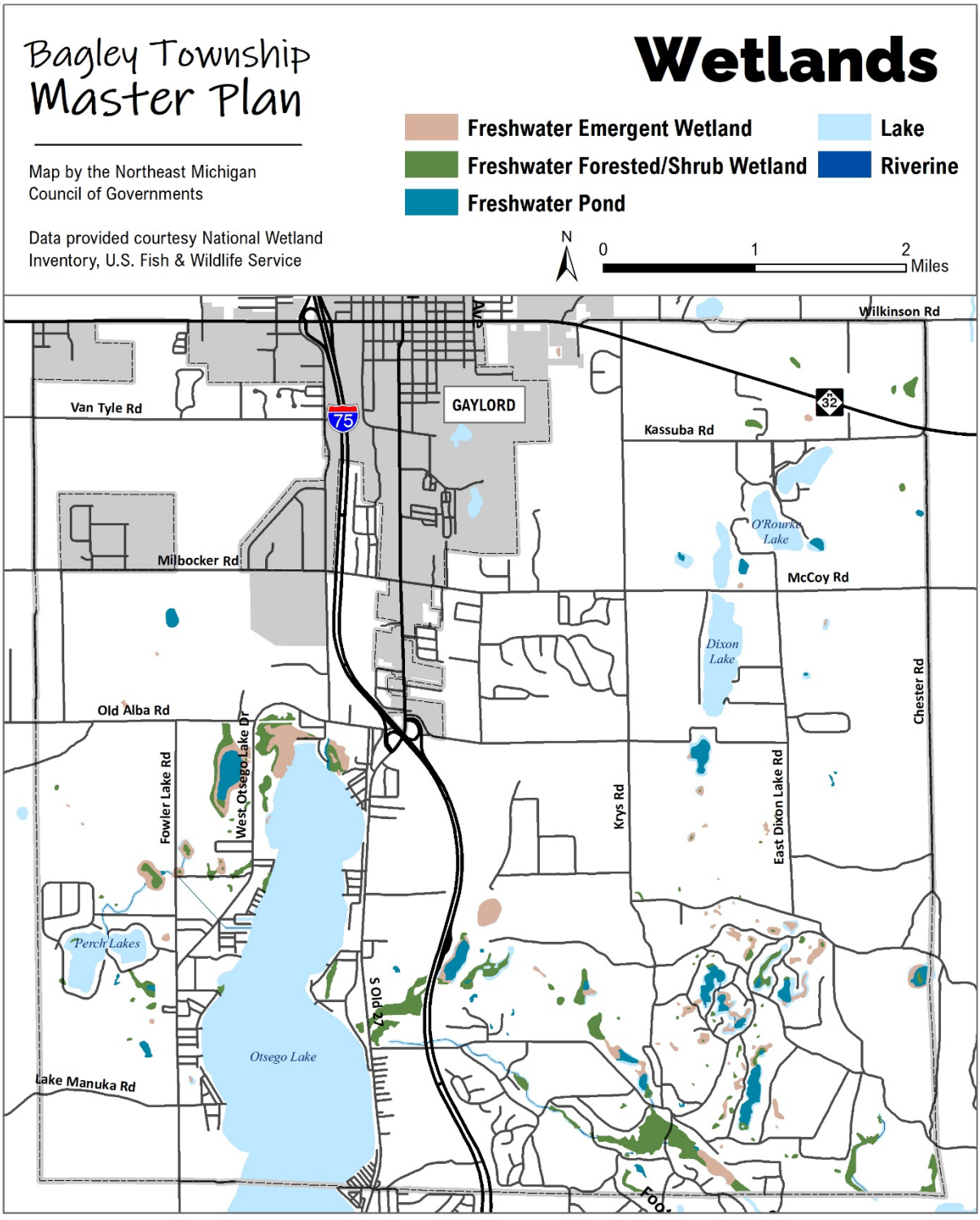

Bagley Township
Master Plan
Map by the Northeast Michigan
Council of Governments
Data provided courtesy Natural Resource
Conservation Service, USDA
Steep Slopes
& Hydric Soils
Hydric Soils
Steeply Sloping (30 - 45%)
Strongly Sloping (15 - 30%)
N
0
1
2
Miles
Wilkinson Rd
Van Tyle Rd
GAYLORD
75
32
Kassuba Rd
O'Rourke Lake
Milbocker Rd
McCoy Rd
Dixon Lake
Old Alba Rd
Chester Rd
Fowler Lake Rd
West Otsego Lake Dr
Krys Rd
East Dixon Lake Rd
Perch Lakes
Otsego Lake
Old 27
Lake Manuka Rd

Figure 2.10


Bagley Township
Master Plan
Map by the Northeast Michigan Council of Governments
Data provided courtesy National Wetland Inventory, U.S. Fish & Wildlife Service
Wetlands
Freshwater Emergent Wetland
Freshwater Forested/Shrub Wetland
Freshwater Pond
Lake
Riverine
N
0
1
2
Miles
Wilkinson Rd
Van Tyle Rd
GAYLORD
75
32
Kassuba Rd
O'Rourke Lake
Milbocker Rd
McCoy Rd
Dixon Lake
Chester Rd
Old Alba Rd
Fowler Lake Rd
West Otsego Lake Dr
Krys Rd
East Dixon Lake Rd
Perch Lakes
Otsego Lake
Lake Manuka Rd



COMMUNITY VISION

Bagley Township will preserve its rural character while protecting its natural resources, agricultural lands, and open spaces as the foundation of community identity and quality of life. The township will also guide orderly, well-planned growth and maintain an efficient, effective local government that works cooperatively with surrounding jurisdictions.

COMMUNITY VALUES

Achieving Bagley Township's vision requires maintaining the qualities residents value today while recognizing the need to adapt to growth and change in the years ahead. Successfully managing that change will require ongoing attention to, and balance among, three core community values: community character; quality of life; and a healthy and vibrant economy.

Community Character - Community character is an intangible item that identifies the attributes that make a community unique.

Quality of Life - A community's "quality of life" is those factors, when taken in totality, that help define the viability of a community as a place to live, work, and play.

Healthy and Vibrant Economy - A vibrant economy refers to an economy that is healthy, dynamic, and growing, with multiple signs of economic strength. It's not just about high income; it is about activity, opportunity, and resilience. Some key characteristics include:

- Strong economic activity – businesses are operating, trade is happening, and people are employed.

- Diverse industries – A variety of sectors (manufacturing, services, tourism, tech, agriculture, etc.) that reduce dependence on any one industry.
- Job opportunities – Plenty of employment options for different skill levels, and low long-term unemployment.
- Innovation and entrepreneurship – People and businesses are creating new products, services, and solutions.
- Strong consumer confidence – People are spending, investing, and participating in the economy.
- Infrastructure and investment – Good roads, schools, internet access, and other resources that help businesses thrive.
- Sustainable growth – Economic expansion that balances short-term gains with long-term stability, including environmental and social considerations.

GOALS, OBJECTIVES, AND ACTIONS

Overview

The Master Plan's goals and objectives guide how Bagley Township will work towards achieving the community vision outlined in the previous part of the Master Plan as part of its day-to-day actions and decision-making processes. The goals and objectives are reflective of the community's vision and the community values they share. As such, goals and objectives are organized by the community values.

The primary goal of this plan is to maintain and foster the growth and advancement of Bagley Township as a quality place to live, work, and visit. The Bagley Township Board of Trustees and Planning Commission have sought to make this plan a reflection of community belief, support, and action to implement it.

Plan implementation is often ascribed as a governmental responsibility and not part of the activity that can be embraced by the broader community. That is not the intent of this plan. Responsibility for implementing this plan will include governmental, private enterprise, community groups, and individuals. Bagley Township will make every effort to collaborate with partner organizations, other governments, and members of the public to ensure the correct mix of stakeholders is involved during each implementation strategy. It is hoped this plan will stimulate enthusiasm and interest in community development that can become self-sustaining.

Value: Community Character

GOAL: Support development and reinvestment that enhances community character, protects existing development, preserves natural resources, and improves Bagley Township's overall quality of life, appearance, and property values.

a. Encourage the maintenance and upgrade of private businesses and residences.
b. Maintain and enhance the appearance of township-owned facilities through beautification efforts.
c. Provide information about available funding sources for commercial and residential improvements.
d. Implement master plan goals and objectives to improve the overall quality of life for township residents.
e. Encourage public feedback regarding ongoing efforts to improve the township's quality of life.
f. Consider the township's character when applying the site plan review process per the Zoning Ordinance.

GOAL: Provide suitable housing opportunities for all income levels and age groups, including year-round residents and seasonal residents.

a. Encourage the development of diversified housing to meet the needs of all household types and income groups, including but not limited to affordable single-family housing, multiple-family rental units, and housing options for the elderly, such as assisted living facilities.
b. Protect the neighborhood character of residential areas.
c. Encourage the maintenance of the existing housing stock and residential neighborhoods in good repair, appearance, usefulness, and safety.
d. Match residential densities to the characteristics and available services of proposed sites.
e. Encourage the county to address unsanitary or unsafe housing.
f. Identify funding sources available for residential improvements and make property owners aware of such rehabilitation programs.
g. Recommend buffers or transition areas between residential and non-residential uses to maintain property values and aesthetics.
h. Discourage infringement of commercial and industrial uses on residential neighborhoods, while allowing for the continuation of existing neighborhood small businesses.

GOAL: Conserve, protect, and maintain environmental resources for the enjoyment of residents and visitors and for future generations.

a. Coordinate the intensity of development with the environmental integrity and limitations of the land.
b. Identify areas of existing or potential pollution problems and develop measures that will rectify existing problems and prevent future problems.
c. During the site plan review process, evaluate the environmental impact of all new development.
d. Maintain adequate farm and forest lands to meet the economic, recreational, and environmental needs of the Township.

Value: Quality of Life

GOAL: Provide local government services that will accommodate residents in a fiscally responsible manner.

a. Promote communication between the township and its residents, which will increase citizen interest and involvement in local public affairs.
b. Communicate with adjacent townships and the county on land use and site plan issues for properties near their boundaries.
c. Encourage buffers such as berms or vegetative screenings to shield residential properties from traffic noise, dust, and glare created by adjacent institutional, commercial, or industrial activities.
d. Use the township's website to disperse information, such as news releases, newsletters, commission agendas, meeting minutes, the zoning ordinance, application forms, and plans.
e. Consider the character of the township in applying the site plan review recommendations under the Otsego County Zoning Ordinance.

GOAL: Maintain and implement the master plan and zoning ordinance that is responsive to public needs.

a. Review and update the master plan every five years.
b. Coordinate growth and development through the appropriate land use controls.
c. Initiate and maintain proactive conversations with property owners regarding preferred future land uses.
d. Actively engage in strategic planning to ensure goals and objectives are being met.

GOAL: Actively prevent, protect against, mitigate, respond to, and recover from threats and hazards in Bagley Township.

a. Incorporate information from the County’s Hazard Mitigation Plan into Bagley Township’s plans and policies.
b. Develop and maintain site emergency plans for township buildings.

Value: Healthy & Vibrant Economy

GOAL: Strengthen and sustain Bagley Township's tax base by supporting the retention, stability, and reinvestment of existing businesses, recognizing their essential role in the township's long-term economic well-being.

a. Research, promote, and/or implement programs that retain existing businesses.

GOAL: Provide local government services that will accommodate residents in a fiscally responsible manner.

a. If renewable energy developments are proposed in the township, encourage developers to work with the county to site needed utility-scale solar, utility-scale wind, and off-site battery energy storage systems. Encourage the county to adopt renewable energy standards that developers consider workable but which protect non-participating property owners through setbacks, screening, and noise standards, ensure protection of the natural environment including soil, surface water, groundwater, and wildlife, ensure adequate emergency services personnel, equipment, and training are available, ensure decommissioning is planned for, protect prime agricultural land, and protect the township residents in general.
b. Recommend revisions of the Otsego County Zoning Ordinance when and where needed to conform to the land use recommendations of this plan.
c. Implement opportunities for residential and commercial development, which will result in the economic provision of public services.

GOAL: Collaborate with and leverage the support of other township departments, nonprofit organizations, public entities, private businesses, academic institutions, and regional, state, and federal organizations on land use, zoning, and development issues.

a. Communicate with the county and adjacent municipalities about land use and site plan issues for properties within or near their boundaries.
b. Develop strategic partnerships to address the township's needs that cannot be accomplished by the township alone.
c. Provide education and training opportunities for staff and appointed and elected officials.





Growth Framework

This Growth Framework prioritizes stability, resilience, and quality of life for Bagley Township. Its purpose is to guide thoughtful decisions that strengthen the community, use resources wisely, and ensure the township remains a sustainable place to live over the long term. While growth will have both direct and indirect impacts, the extent and pace of future growth Bagley Township can accommodate are limited by several factors. These include the availability and capacity of infrastructure and services, market demand, and the cyclical nature of the economy. Additional information on population and growth trends is provided in Appendix A.

This Growth Framework builds on the plans, policies, and regulations already in place in Bagley Township to help manage growth. It is intended to serve as a practical tool for decision-making related to the location, timing, and types of future development, as well as for guiding future infrastructure investments.

As required by the Michigan Planning Enabling Act, Public Act 33 of 2008, as amended, this Master Plan includes a zoning plan that describes the relationship between the future land use recommendations of the Master Plan and the Township's Zoning Ordinance. Rather than being presented as a separate, stand-alone section, the zoning plan is woven throughout the Future Land Use Chapter. The descriptions, objectives, and recommendations for each future land use category identify the intended character, development pattern, and types of uses envisioned for those areas and provide guidance for corresponding zoning districts and future zoning decisions. Collectively, these future land use policies constitute Bagley Township's zoning plan and provide the framework for evaluating and updating zoning regulations to implement the long-term vision established by this Master Plan.

KEY OBJECTIVES AND FACTORS INFLUENCING GROWTH

This chapter should be used in conjunction with the goals and objectives contained in Part Three of this Master Plan to evaluate all growth-related decisions. The timing and rate of growth in Bagley Township will continue to be influenced by market demand and the availability of infrastructure and services. Key objectives for this chapter are to:

- Encourage infill and redevelopment within the township's existing limits and where infrastructure and services already exist;
- Accommodate diverse housing options;
- Support sustainable development practices;
- Plan for a balanced mix of uses that allows more residents the ability to live in Bagley Township and work in the surrounding area;
- Protect the natural resources and visual qualities that make Bagley Township unique.

FUTURE LAND USE PLAN

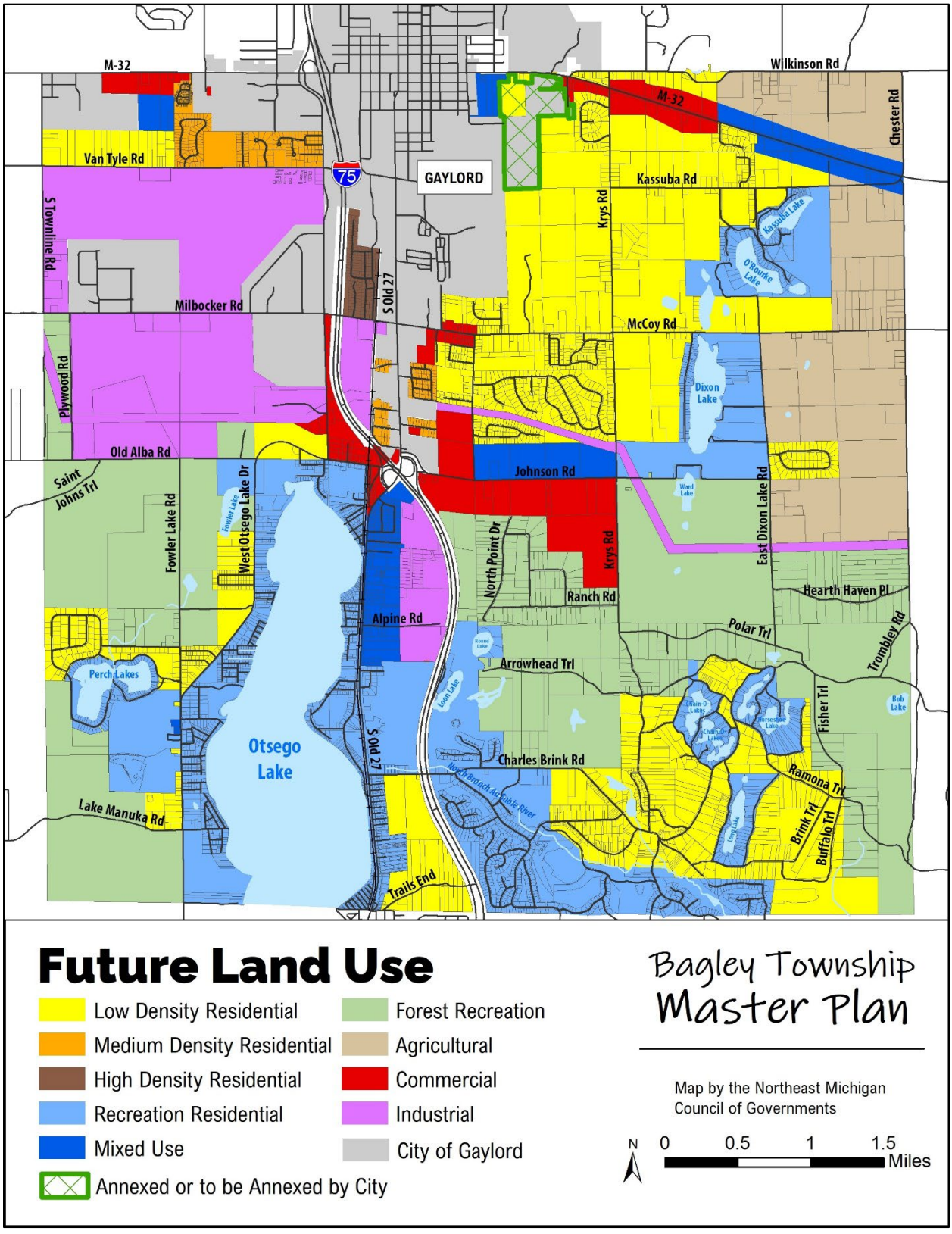
Future land use recommendations for Bagley Township were developed by the Bagley Township Planning Commission with input from the Township Supervisor and with assistance from the planning consultant. Recommendations are based on an analysis of several factors, including existing land use patterns, social and economic characteristics, environmental conditions, available services and utilities, existing land division patterns, existing zones, land use patterns of adjacent townships, and Bagley Township's community goals. The recommended future land use plan identifies locations for eight different land use classifications. They are Low-Density Residential, Medium-Density Residential, High-Density Residential, Recreation Residential, Mixed-Use, Forest Recreation, Agricultural, Commercial, and Industrial. Figure 4.1, Future Land Use Map, illustrates the distribution of future land use by category. Activities anticipated within each category are discussed below.

Table 4.1 - Future Land Use Designations and Zoning Districts

Future Land Use	Zoning District
Low Density Residential	Residential (R-1)
Medium Density Residential	General Residential (R-2)
High Density Residential	Residential Estates (R-3)
Recreation Residential	Residential Recreation (RR)
Mixed Use	General Residential (R-2)
Forest Recreation	Forest Recreation (FR)
Agricultural	Agriculture District (AR)
Commercial	Local Business District (B-1) General Business District (B-2) Business, Light Manufacturing (B-3)
Industrial	Industrial (I)

Planned Use Development (PUD) is available as an option when appropriate in all zoning districts.

Figure 4.1


M-32
Wilkinson Rd
Van Tyle Rd
GAYLORD
Kassuba Rd
Chester Rd
S Townline Rd
Krys Rd
Kassuba Lake
O'Rourke Lake
Milbocker Rd
S Old 27
McCoy Rd
Plywood Rd
Dixon Lake
Old Alba Rd
Johnson Rd
Saint Johns Trl
Fowler Lake Rd
West Otsego Lake Dr
East Dixon Lake Rd
North Point Dr
Ranch Rd
Hearth Haven Pl
Alpine Rd
Polar Trl
Trombley Rd
Arrowhead Trl
Perch Lakes
Otsego Lake
Fisher Trl
Charles Brink Rd
Ramona Trl
Lake Manuka Rd
Brink Trl
Buffalo Trl
Trails End
Future Land Use
Low Density Residential
Medium Density Residential
High Density Residential
Recreation Residential
Mixed Use
Annexed or to be Annexed by City
Forest Recreation
Agricultural
Commercial
Industrial
City of Gaylord
Bagley Township Master Plan
Map by the Northeast Michigan Council of Governments
N
0
0.5
1
1.5
Miles

LOW-DENSITY RESIDENTIAL



SPECIFIC OBJECTIVES

Low-density residential development is primarily designed to accommodate concentrations of single-family dwellings on a range of lot sizes, but generally not smaller than .5 acre in size and up to several acres. Two-family dwellings may also be compatible, as well as parks, schools, churches, and similar institutional uses. Larger lots provide privacy from neighbors and a sense of rural living. Some of these areas are already developed residential subdivisions, while other areas have the potential for such development. Because of the rural locations of these areas, it is expected that no municipal water and sewer services will be available during the planning period (up to 20-30 years).

The option of clustering residential development in these areas is recommended to preserve environmentally sensitive areas and open spaces.

GENERAL LOCATION

This designation is one of the more widespread classifications. It is primarily situated in the northeast and southeast areas of the township. Additional clusters can be found throughout the township, particularly in the southwest region west of I-75 and south of Charles Brink Road. Other notable concentrations appear west of Otsego Lake and along the north side of Van Tyle Road.

INTENDED LAND USES

This district is intended primarily for typical residential use and is not intended to provide an exhaustive list of all permitted activities. Permitted uses include single-family homes, adult day care facilities, and child and family care centers. Uses permitted subject to supplemental regulations include two-family dwellings (duplexes) and home occupations.

Uses requiring a special permit include schools, religious institutions, group care facilities, libraries, parks, playgrounds, and non-commercial recreational areas and facilities. Uses requiring both a special permit and compliance with supplemental regulations include colleges, planned unit developments, site condominiums, and public buildings.

COMPATIBLE ZONING DISTRICT

The zoning district within Otsego County's Zoning Ordinance that implements the Low-Density Residential future land use designation in Bagley Township is the Residential District (R-1).

MEDIUM DENSITY RESIDENTIAL

SPECIFIC OBJECTIVES

The medium-density residential designation is intended to preserve existing subdivisions and small lot residential neighborhoods. Many lots in these areas range from less than .5 to 1 acre in size. Two-family homes are permitted; however, because of the small size of the lots, single-family homes are recommended.

GENERAL LOCATION

These areas are located primarily in the northwest region of the township near Van Tyle Road and Dickerson Road. There are also smaller sections in the central area of the township east of I-75 off Schnees Lochen Drive, Charboneau Lane, and Driftwood Drive.



INTENDED LAND USES

The following are typical uses within this designation and are not intended to represent an exhaustive list of permitted uses. Permitted uses include single-family dwellings, family-care centers, group-care centers, and parks. Uses permitted subject to supplemental regulations include bed and breakfast establishments, retail specialty stores, non-commercial accessory buildings, apartments, elderly housing, two-family dwellings (duplexes), multifamily dwellings, group homes, home occupations, and rooming houses.

Uses requiring a special permit include private, non-commercial recreational areas and facilities, motels and hotels, churches, libraries, schools, commercial day care facilities, hospitals, nursing homes, and manufactured housing parks. Uses requiring both a special permit and compliance with supplemental regulations include colleges, public buildings, planned unit developments, and site condominiums.

COMPATIBLE ZONING DISTRICT

The zoning district within Otsego County's Zoning Ordinance that implements the Medium Density Residential future land use designation in Bagley Township is the General Residential District (R-2).

HIGH-DENSITY RESIDENTIAL

SPECIFIC OBJECTIVES

The High-Density Residential future land use category is intended to accommodate areas characterized by smaller lot sizes—generally less than .5 acre—and a more compact pattern of development. This designation supports a smaller minimum dwelling unit size and a range of housing types, including single-family homes on smaller lots, townhouses, duplexes, and multi-family dwellings, designed to efficiently use land while meeting the community's housing needs. Development within this category should emphasize compatible building scale, access management, and adequate infrastructure to support higher concentrations of residents. Attention should be given to site design elements such as landscaping, open space, and buffering to ensure compatibility with adjacent land uses and to maintain an attractive living environment. This category promotes a more efficient and connected residential pattern that supports walkability, access to services, and a diverse mix of housing options.

GENERAL LOCATION



This land is found in a small north-central portion of Bagley Township located between I-75 and Business Route 75 on the north side of McCoy Road.

INTENDED LAND USES

The following are typical uses within this designation and are not intended to represent an exhaustive list of permitted uses. This zoning district is primarily intended for single-family residential development. Permitted uses include single-family homes, family and group care facilities, and parks and recreation facilities. Additional uses, such as duplexes, home occupations, and specialty retail stores, are allowed subject to supplemental regulations. Higher-intensity residential, institutional, and commercial uses, including multifamily housing, churches, schools, and lodging establishments, may be permitted through the special permit process and, in some cases, supplemental regulations.

COMPATIBLE ZONING DISTRICT

The zoning district within Otsego County's Zoning Ordinance that implements the High-Density Residential future land use designation in Bagley Township is the Residential Estates District (R-3).

RECREATION RESIDENTIAL



SPECIFIC OBJECTIVES

The Recreation Residential future land use category includes residential areas surrounding lakes or golf courses where recreation and natural features shape the character of development. These areas typically contain a mix of seasonal and year-round homes. The designation supports mixed-density residential development that is compatible with recreational activities, such as boating, fishing, swimming, and golf, while protecting water quality, shoreline integrity, scenic views, natural vegetation, and other environmental resources. Development should be carefully managed to preserve the environmental and aesthetic qualities that make these areas desirable places to live and visit.

GENERAL LOCATION

This use of land is located throughout the township in areas where a body of water exists. Specific locations include the land surrounding Otsego Lake, Perch Lake, the north side of Fowler Lake, Round Lake, Loon Lake, the North Branch of AuSable River, Chain-O-Lakes, Horseshoe Lake, Long Lake, the north side of Ward Lake, Dixon Lake, O'Rourke Lake, and Kassuba Lake.

INTENDED LAND USES

The following are typical uses within this designation and are not intended to represent an exhaustive list of permitted uses. Typical permitted uses in this designation include single-family unit dwellings, bed and breakfasts, accessory boat launch ramps and docks, public parks, and family care facilities. Permitted uses with supplemental regulations include home occupations, non-commercial accessory buildings, and travel trailers. Uses requiring a special permit include restaurants, marinas, private recreation areas/facilities, community boat launch ramps and docks, camps and resorts, and churches. Uses requiring a special permit with supplemental regulations include detached guest houses, golf courses, planned unit developments, and site condominiums.

COMPATIBLE ZONING DISTRICT

The zoning district within Otsego County's Zoning Ordinance that implements the Recreation Residential future land use designation in Bagley Township is the Residential Recreation District (RR).

MIXED-USE

SPECIFIC OBJECTIVES



The Mixed Use future land use category serves as a transition between higher-intensity commercial areas and lower-density residential neighborhoods. It supports a compatible mix of small-scale retail, offices, and residential uses designed to minimize conflicts and maintain neighborhood character. Development should emphasize pedestrian connectivity, shared access, and thoughtful site design, including landscaping and buffering, to reduce impacts while promoting convenience and walkability.

GENERAL LOCATION

This designation is located along M-32, with the largest area in the northeast portion and a small section in the northwest portion of the township. The center portion of Bagley Township also includes this designation along the north side of Johnson Road between Evergreen Drive and Krys Road, and along the east side of Old US Highway 27 S extending from Maple Manor Drive north to the I-75 interchange.

INTENDED LAND USES

Typical uses in this designation include planned unit developments consisting of a combination of housing units, commercial, and recreational development in an integrated community.

COMPATIBLE ZONING DISTRICT

The zoning district within Otsego County's Zoning Ordinance that implements the Mixed-Use future land use designation in Bagley Township is the General Residential District (R-2).

FOREST RECREATION



SPECIFIC OBJECTIVES

The Forest-Recreation category encompasses several large parcels of state-owned forests and large, undeveloped, privately-owned forested land. This land use category also contains large-lot subdivided residential areas of approximately 10 or more acres. Sparse single-family residential development, outdoor recreational uses, and forest product harvesting and processing facilities are recommended activities in these areas. One of the township's land use goals is to protect and preserve the community's natural environment.

GENERAL LOCATION

This designation encompasses a significant portion of the southern half of Bagley Township.

INTENDED LAND USES

The following are typical uses within this designation and are not intended to represent an exhaustive list of permitted uses. Typical permitted uses in this designation include single-unit dwellings, duplexes, bed and breakfasts, family care and group care facilities, parks, farms and agricultural operations, and nurseries. Permitted uses with supplemental regulations include accessory buildings, travel trailers on private property, and home occupations. Uses requiring a special permit include restaurants, country clubs, driving ranges, non-commercial recreational areas/facilities, recreation camps/resorts, shooting ranges, and travel trailer courts. Uses requiring a special permit with supplemental regulations include campgrounds, golf courses, planned unit developments, and site condominiums.

COMPATIBLE ZONING DISTRICT

The zoning district within Otsego County's Zoning Ordinance that implements the Forest Recreation future land use designation in Bagley Township is the Forest Recreation District (FR).

AGRICULTURAL

SPECIFIC OBJECTIVES

The Agricultural category ~~is~~ meant to preserve and promote the continuance of existing agricultural activities in the township. All types of crops and animal agriculture, along with farm residences and agricultural accessory buildings, are the predominant uses recommended. Other compatible uses may also occur. This area is in the northeast portion of the Township.

GENERAL LOCATION

This designation can be found along the eastern edge of Bagley Township extending from approximately .5 mile north of Heath Haven Pl. north to Wilkinson Road.

INTENDED LAND USES

Typical permitted uses in this designation include agricultural products and farm livestock, forest production and forest harvesting operations, log storage yards, stables, tree farms, wildlife preservation areas, churches, family care and group care facilities, and single-unit family dwellings. Permitted uses with supplemental regulations include sawmills, machinery and equipment storage buildings, accessory buildings, duplexes, and two-unit detached family dwellings. Uses requiring a special permit include restaurants, game preserves, country clubs, driving ranges, outdoor sport and recreational facilities, and travel trailer courts. Uses requiring a special permit with supplemental regulations include campgrounds, golf courses, schools, parks, and recreation farms.



COMPATIBLE ZONING DISTRICT

The zoning district within Otsego County's Zoning Ordinance that implements the Agricultural future land use designation in Bagley Township is the Agriculture District (AR).

COMMERCIAL

SPECIFIC OBJECTIVES

The Commercial future land use category includes areas accessible by main roads, and all types of commercial and office uses are expected. Multi-family apartment complexes are also compatible with commercial and office uses. Bagley Township will need to consider that public services, such as water and/or sewer, may be needed for these commercial areas to be fully developed.

GENERAL LOCATION

This designation is located throughout central areas of Bagley Township, as well as a few areas along M-32.

INTENDED LAND USES

This designation allows for a large variety of commercial uses, including accommodation, food services, event facilities, automotive uses, retail, business incubators, business services, funeral homes, professional offices, repair shops, personal services, contractors, agricultural businesses, and animal service businesses. Human care uses include medical facilities and adult day care facilities. Recreation-related uses include indoor archery and shooting ranges, clubs/fraternal organizations, recreational equipment rental, fitness centers, museums and galleries, indoor and outdoor commercial recreational facilities, parks, theaters, arenas, and tour operators.

COMPATIBLE ZONING DISTRICT

The zoning district within Otsego County's Zoning Ordinance that implements the Commercial future land use designation in Bagley Township is the Local Business District (B-1), the General Business District (B-2), and the Light Manufacturing Business District (B-3).

INDUSTRIAL

SPECIFIC OBJECTIVES

The industrial land use category also includes transportation and utility uses. It encompasses the former Georgia Pacific plant, Cooper Standard Automotive, several small industrial operations, the county airport, and a major electric transmission line across the township. The industrial areas on the future land use map are generally consistent with the County Zoning Map, except for the airport and transmission line.

GENERAL LOCATION

This designation is primarily located in the northwest portion of Bagley Township and a small centrally located section along the western corridor of I-75.

INTENDED LAND USES

Typically permitted uses in this designation include manufacturing facilities, vehicle service and storage centers, wood machine and fabrication shops, lumber yards, utility storage yards, and construction and contractor yards. Examples of permitted uses with supplemental regulations include outside storage yards and storage buildings. Uses requiring special permit include athletic and sport facilities, bowling alleys, theaters, car washes, retail businesses over 100,000 square feet, chemical processing plants, metal and wood stripping establishments, and airports. Examples of uses requiring a special permit with supplemental regulations include heavy manufacturing, salvage yards, and metal plating.

COMPATIBLE ZONING DISTRICT

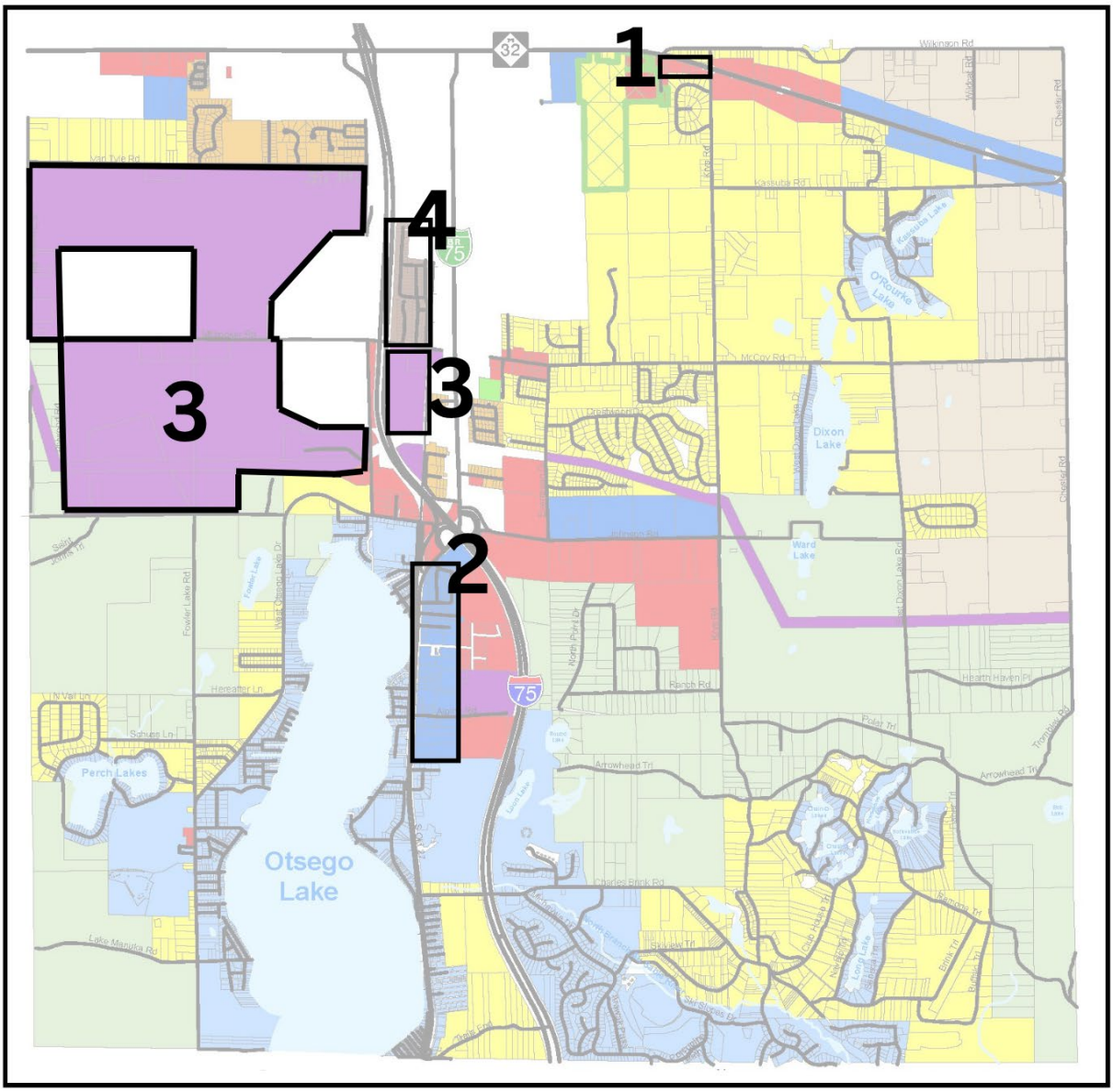
The zoning district within Otsego County's Zoning Ordinance that implements the industrial future land use designation in Bagley Township is the Industrial District (I).

PRIORITY REDEVELOPMENT AREAS

Bagley Township feels it is critical to think strategically and judiciously about areas that should be targeted for redevelopment in the township.

The inclusion of these general areas of redevelopment in this Master Plan is not meant to preclude alternate areas of redevelopment in the township if the opportunity for redevelopment becomes available.

Figure 4.2



1. Further Development of the M-32 Corridor

The M-32 corridor, particularly in the vicinity of Little League Drive, offers significant potential for additional commercial and service-oriented development. Continued investment in this area can capitalize on existing traffic volumes and visibility, creating opportunities for new businesses, employment, and expanded local services. Strategic development along this corridor can strengthen the community's economic base while enhancing convenience for residents and visitors.

2. Further Mixed-Use Development on Old 27

Additional mixed-use development along the Old 27 corridor can create a more vibrant and walkable environment by integrating residential, commercial, and office uses. Encouraging a mix of uses in this area can promote reinvestment, diversify housing options, and support small business growth. Mixed-use development also fosters a sense of place by creating activity centers where residents can live, work, shop, and gather within proximity.

3. Fully Occupy the Industrial Park

Fully utilizing available industrial land can attract manufacturing, warehousing, and other employment-generating businesses while supporting existing industries and supply chains. A fully occupied industrial park strengthens the community's economic resilience and enhances opportunities for long-term business growth and retention.

4. Full Development of the Kaymeyer Subdivision

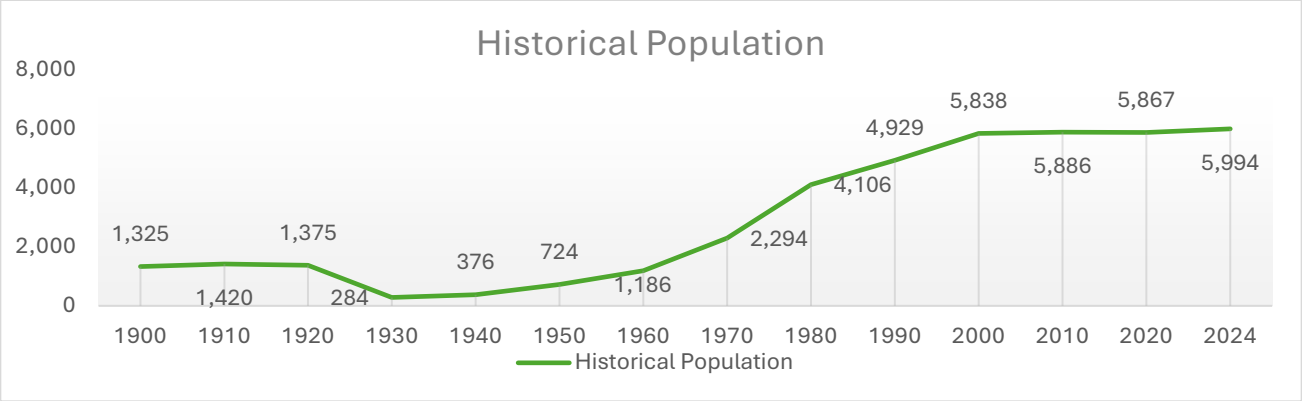
The full development of the K-Meyer Subdivision represents an opportunity to expand the community's housing supply while making efficient use of existing infrastructure and public services. Completing build-out in this area can help meet demand for new housing and support long-term population stability.

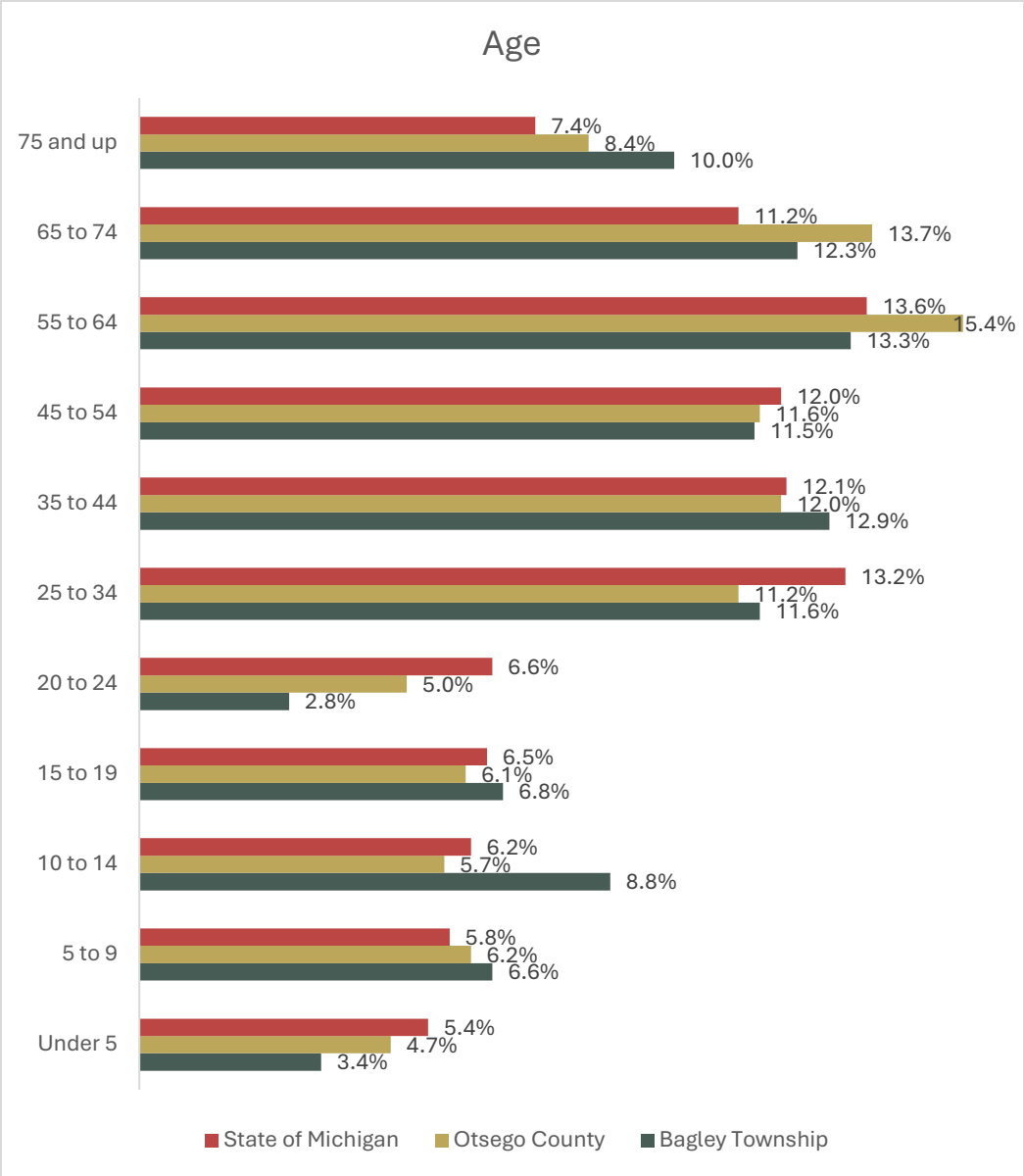


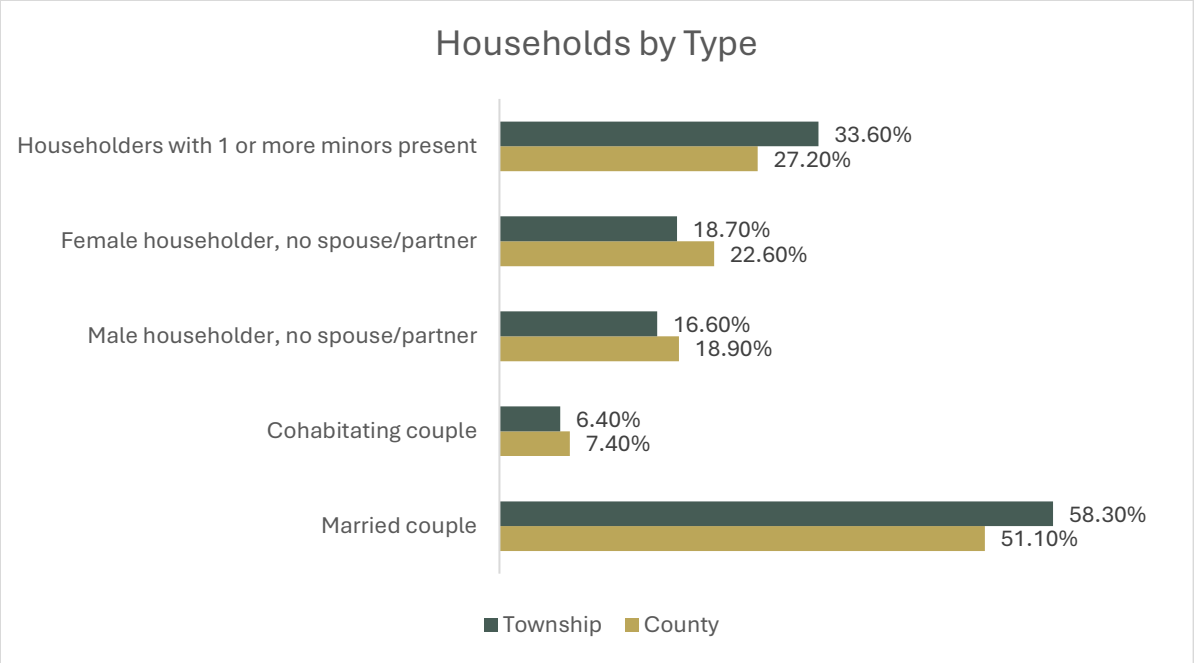
APPENDIX A: COMMUNITY PROFILE (SOCIO-ECONOMIC DATA)

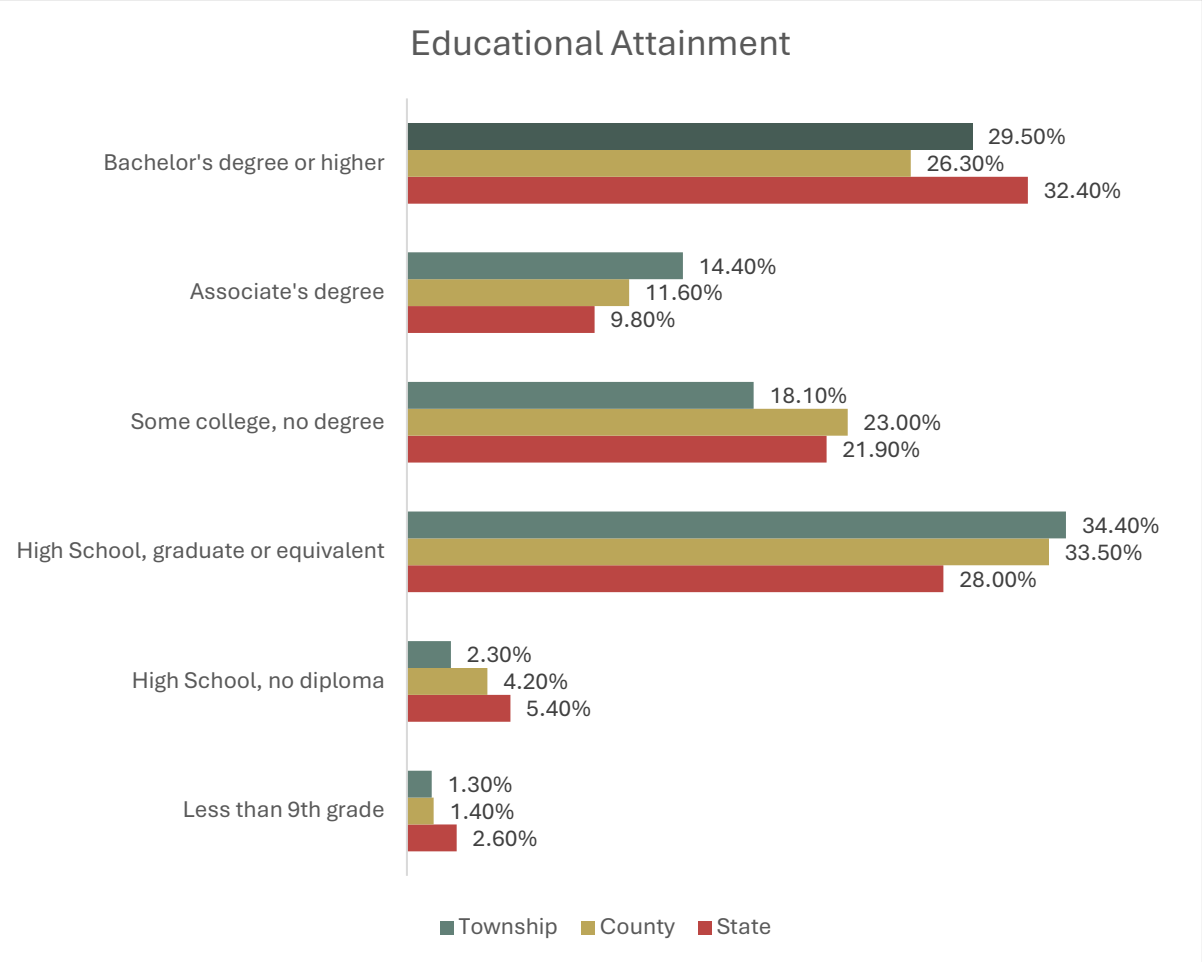
Population by Municipality					
	2010	**2013**	**2018**	**2020**	**2024**
Bagley Township	5,886	5,868	5,941	5,867	5,994
Charlton Township	1,354	1,228	1,393	1,350	1,463
Chester Township	1,292	1,177	1,241	1,300	1,234
Corwith Township	1,748	1,739	1,693	1,708	1,680
Dover Township	561	614	545	632	723
Elmira Township	1,687	1,880	1,841	1,714	1,746
Gaylord City	3,645	3,643	3,667	4,286	4,357
Hayes Township	2,619	2,612	2,648	2,725	2,777
Livingston Township	2,525	2,520	2,556	2,652	2,700
Otsego Lake Township	2,847	2,846	2,872	2,857	2,910
Village of Vanderbilt	562	672	592	498	341
Otsego County	24,164	24,127	24,397	25,091	25,584

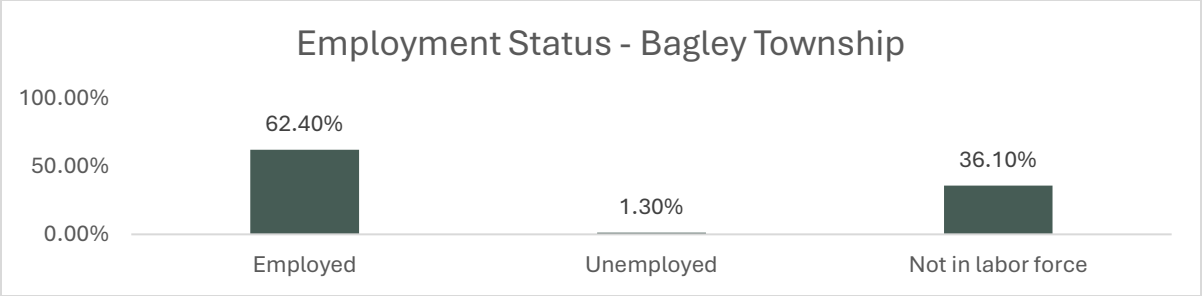
Bagley Township Population Trends			
Year	**Population**	**Numeric Change**	**Percent Change**
1900	1,325	-	-
1910	1,420	75	5.7%
1920	1,375	-25	-1.7%
1930	284	-1,091	-79.3%
1940	376	92	32.4%
1950	724	348	92.6%
1960	1,186	462	63.8%
1970	2,294	1,108	93.4%
1980	4,106	1,812	79.0%
1990	4,929	823	20.0%
2000	5,838	909	18.4%
2010	5,886	48	0.8%
2020	5,867	-19	0.3%
2024	5,994	27	2.2%

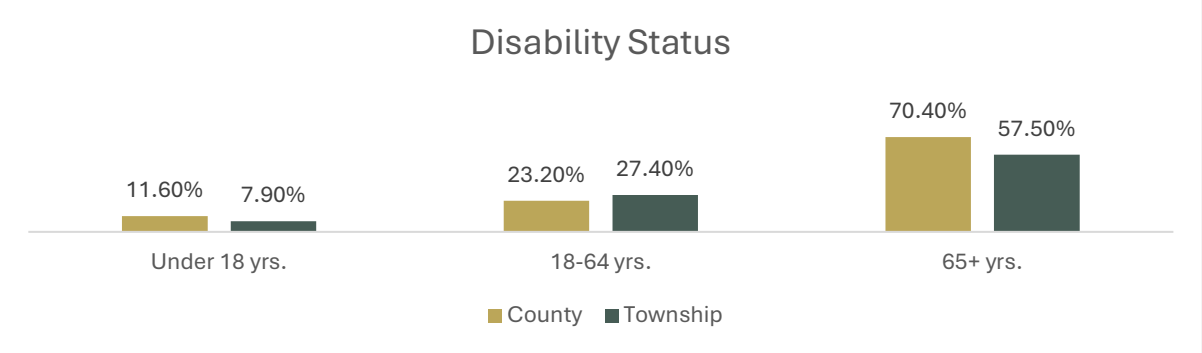

Historical Population
8,000
6,000
4,000
2,000
0
1,325
1,420
1,375
284
376
724
1,186
2,294
4,106
4,929
5,838
5,886
5,867
5,994
1900
1910
1920
1930
1940
1950
1960
1970
1980
1990
2000
2010
2020
2024
Historical Population

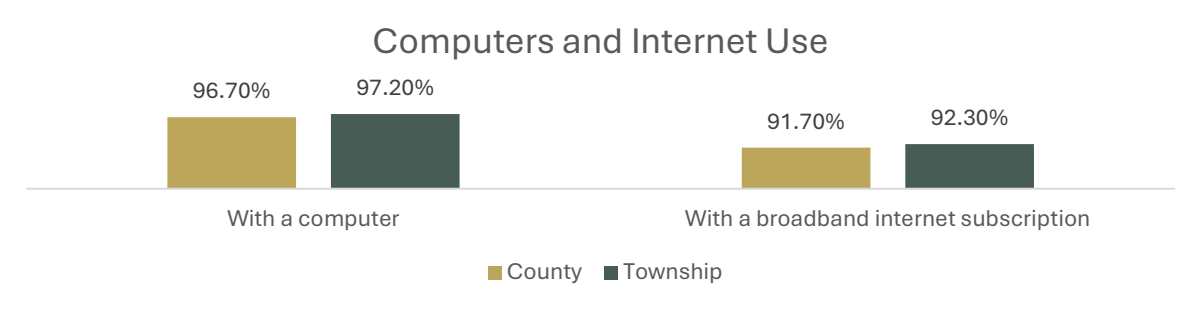

Age
75 and up
7.4%
8.4%
10.0%
65 to 74
11.2%
13.7%
12.3%
55 to 64
13.6%
15.4%
13.3%
45 to 54
12.0%
11.6%
11.5%
35 to 44
12.1%
12.0%
12.9%
25 to 34
13.2%
11.2%
11.6%
20 to 24
6.6%
5.0%
2.8%
15 to 19
6.5%
6.1%
6.8%
10 to 14
6.2%
5.7%
8.8%
5 to 9
5.8%
6.2%
6.6%
Under 5
5.4%
4.7%
3.4%
State of Michigan
Otsego County
Bagley Township

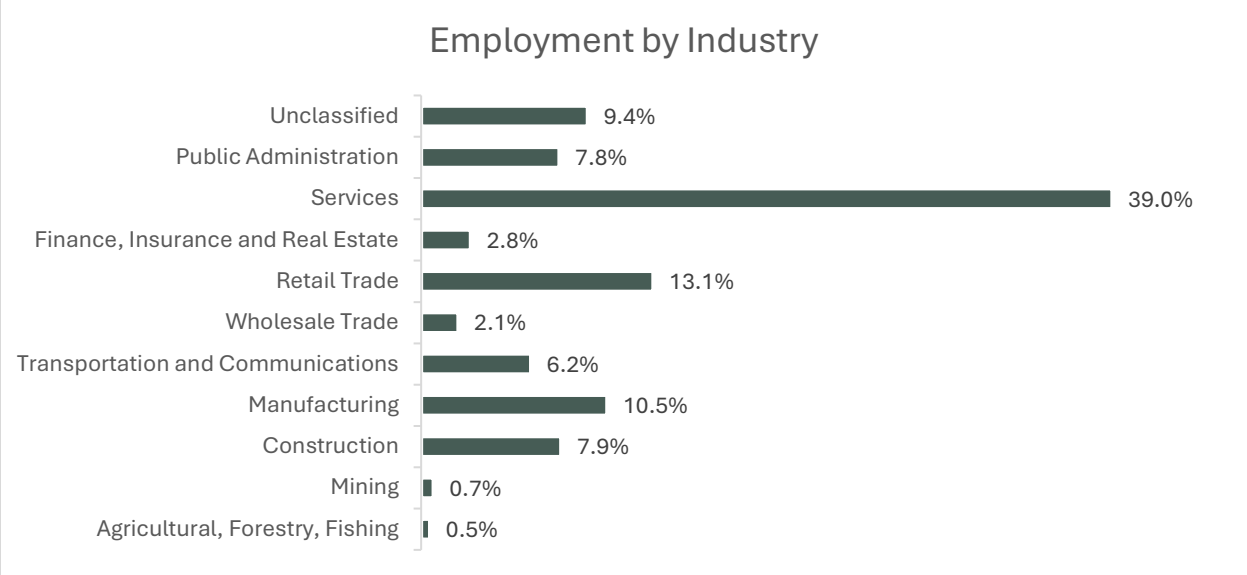

Households by Type
Householders with 1 or more minors present
33.60%
27.20%
Female householder, no spouse/partner
18.70%
22.60%
Male householder, no spouse/partner
16.60%
18.90%
Cohabitating couple
6.40%
7.40%
Married couple
58.30%
51.10%
Township
County

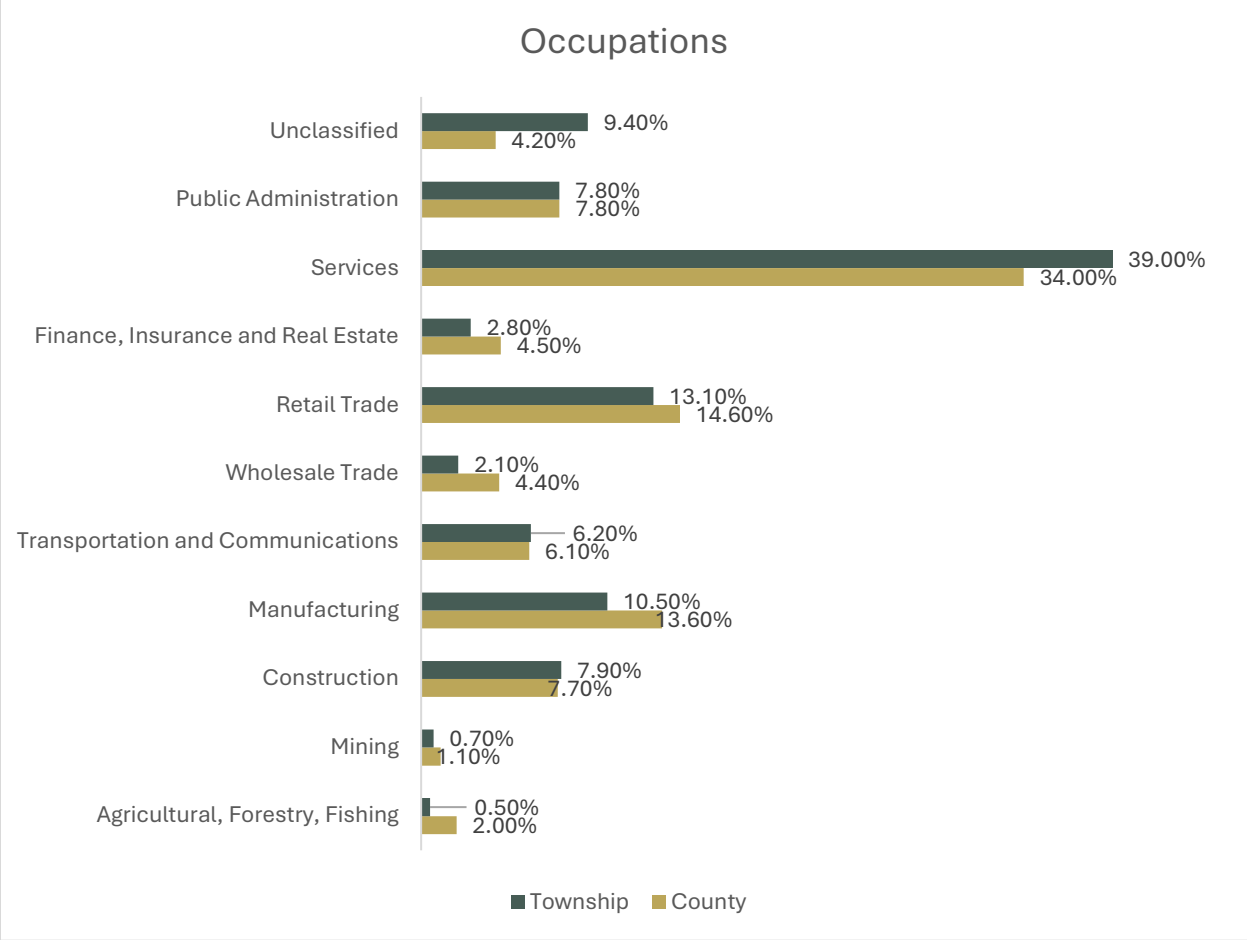

Educational Attainment
Bachelor's degree or higher
29.50%
26.30%
32.40%
Associate's degree
14.40%
11.60%
9.80%
Some college, no degree
18.10%
23.00%
21.90%
High School, graduate or equivalent
34.40%
33.50%
28.00%
High School, no diploma
2.30%
4.20%
5.40%
Less than 9th grade
1.30%
1.40%
2.60%
Township
County
State

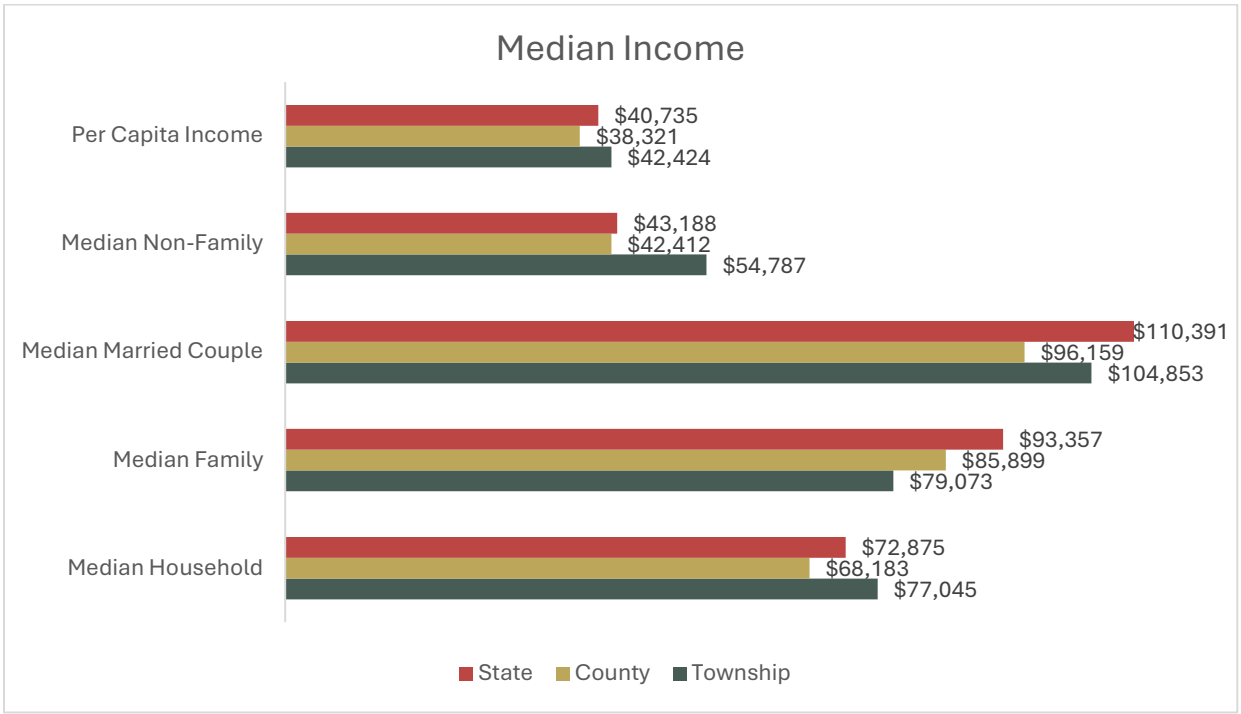

Employment Status - Bagley Township
100.00%
50.00%
0.00%
62.40%
1.30%
36.10%
Employed
Unemployed
Not in labor force

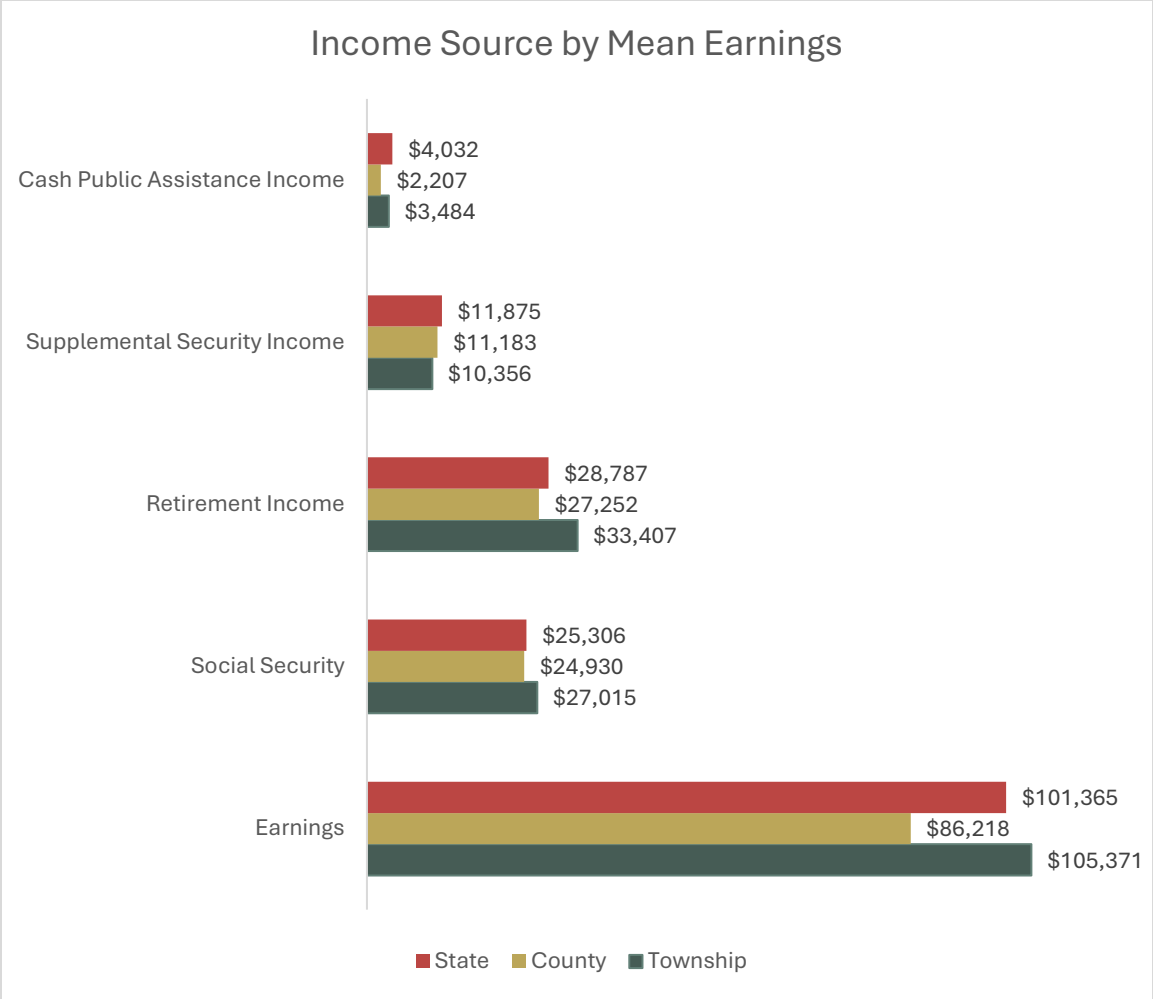

Disability Status
11.60%
7.90%
23.20%
27.40%
70.40%
57.50%
Under 18 yrs.
18-64 yrs.
65+ yrs.
County
Township

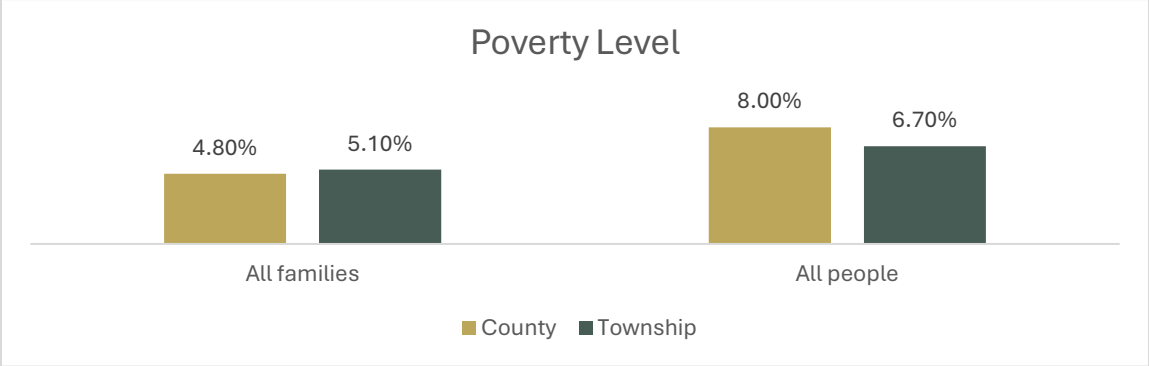

Computers and Internet Use
96.70%
97.20%
91.70%
92.30%
With a computer
With a broadband internet subscription
County
Township


Employment by Industry
Unclassified
9.4%
Public Administration
7.8%
Services
39.0%
Finance, Insurance and Real Estate
2.8%
Retail Trade
13.1%
Wholesale Trade
2.1%
Transportation and Communications
6.2%
Manufacturing
10.5%
Construction
7.9%
Mining
0.7%
Agricultural, Forestry, Fishing
0.5%


Occupations
Unclassified
9.40%
4.20%
Public Administration
7.80%
7.80%
Services
39.00%
34.00%
Finance, Insurance and Real Estate
2.80%
4.50%
Retail Trade
13.10%
14.60%
Wholesale Trade
2.10%
4.40%
Transportation and Communications
6.20%
6.10%
Manufacturing
10.50%
13.60%
Construction
7.90%
7.70%
Mining
0.70%
1.10%
Agricultural, Forestry, Fishing
0.50%
2.00%
Township
County


Median Income
Per Capita Income
$40,735
$38,321
$42,424
Median Non-Family
$43,188
$42,412
$54,787
Median Married Couple
$110,391
$96,159
$104,853
Median Family
$93,357
$85,899
$79,073
Median Household
$72,875
$68,183
$77,045
State
County
Township


Income Source by Mean Earnings
Cash Public Assistance Income
$4,032
$2,207
$3,484
Supplemental Security Income
$11,875
$11,183
$10,356
Retirement Income
$28,787
$27,252
$33,407
Social Security
$25,306
$24,930
$27,015
Earnings
$101,365
$86,218
$105,371
State
County
Township


Poverty Level
4.80%
5.10%
8.00%
6.70%
All families
All people
County
Township

APPENDIX B: COMMUNITY SERVICES AND UTILITIES

Bagley Township's services reflect its rural setting, where most infrastructure is provided through a mix of county systems, private providers, and regional partnerships. While current services generally meet local needs, continued residential and commercial growth may require future expansion, especially in utilities and transportation infrastructure.

Township Hall

In 2025, Bagley Township completed a new 5,082-square-foot Township Hall at 3660 Krys Road. The building houses administrative offices, election facilities, and a large meeting space. It replaced an older 80-year-old facility that could no longer support expansion at its previous location near I-75 Exit 279.

The new site includes 5 acres for immediate use and an additional 111.7 acres reserved for future township services or development. The project was fully funded through long-term savings, avoiding any tax increase to residents.

Water and Sewer

The township does not operate public water or sewer systems. Instead, residents and businesses rely on private wells and septic systems, which are regulated through the Northwest Michigan Community Health Agency. Soil conditions, groundwater levels, and bedrock depth strongly influence system design and placement.

Some higher-density residential developments operate shared or community systems, but most of the township remains on individual services. Areas around Otsego Lake and other water bodies have experienced heavier development pressure, raising concerns about long-term groundwater protection and water quality.

Because of this, previous sewer feasibility studies have been completed, and the township has secured land adjacent to the township hall for a potential future wastewater treatment facility if regional demand justifies construction.

Solid Waste and Recycling

Bagley Township does not provide municipal trash collection. Residents and businesses contract with private waste haulers, who transport waste to licensed landfills, primarily in northern Crawford County.

Recycling services are coordinated at the county level. Drop-off recycling bins are available 24/7 at multiple sites across Otsego County, including Vanderbilt, Johannesburg, Hayes Township, and Gaylord locations. These accept common household recyclables such as paper, cardboard, and containers.

Recycling operations are funded through a county millage and are currently managed in partnership with GFL Environmental, which handles hauling and processing under a single-stream recycling system.

Utility Services

Electric service is divided geographically between two providers: Consumers Energy serves more developed corridors near I-75 and Old 27, while Great Lakes Energy serves more rural areas.

Natural gas services are primarily provided by DTE Energy in denser population centers, including areas around Otsego Lake, Michaywé, Marsh Ridge, and M-32 corridors. In less developed areas, residents rely on propane, fuel oil, or wood heating.

Telecommunications are provided by a mix of wireless carriers and landline services through Frontier. Cable and internet services are primarily available through Spectrum, with satellite and streaming options widely used across the Township.

Public Safety

Law enforcement is provided by the Otsego County Sheriff's Office and the Michigan State Police Post in Gaylord. Agencies frequently assist one another through cross-jurisdictional agreements, ensuring coverage across the township.

The Otsego County Jail serves the entire region for detention needs. Bagley Township does not maintain its own ordinance enforcement officer, but county and state agencies handle enforcement related to safety, zoning compliance, and regulatory issues.

Fire protection is provided by the Otsego County Fire Department based in Gaylord, while emergency medical services are handled by Otsego County EMS. A countywide enhanced 911 system, operated through the State Police Post, coordinates emergency response.

Transportation

The township is served by three major routes: Interstate 75, Old 27, and M-32, forming key north-south and east-west travel corridors. These routes support both local traffic and regional freight movement.

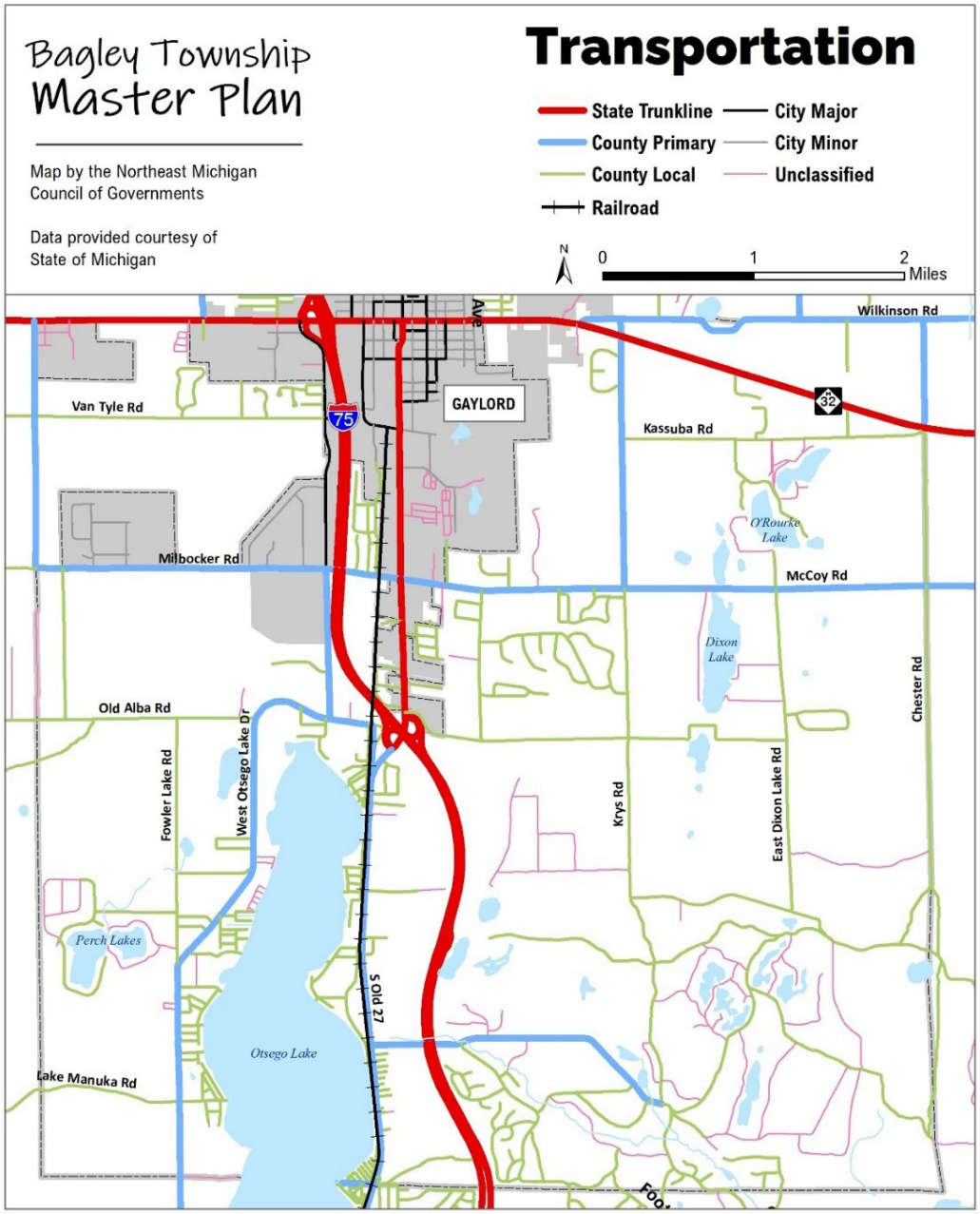
Maintenance responsibilities are shared between the Michigan Department of Transportation and the Otsego County Road Commission. A major infrastructure project beginning in 2026 will rebuild portions of I-75 and M-32 in Gaylord and introduce a diverging diamond interchange to improve traffic flow and safety.

Public transportation is provided by the Otsego County Bus System, a demand-response service operating countywide, and Straits Regional Ride, which connects multiple northern Michigan counties.

Air travel is available through nearby regional airports such as Pellston, Alpena, and Traverse City, while the Gaylord Regional Airport—located within Bagley Township—serves general aviation and private flights.

Rail freight service is provided by Lake State Railroad, with lines connecting south to Bay City. The former rail corridor north of Gaylord has been converted into a recreational trail system used primarily for snowmobiling and non-motorized recreation.

Figure A-1



Library and Education

Residents are served by the Otsego County Library in Gaylord, along with branch libraries in Johannesburg and Vanderbilt. The system offers interlibrary loan services, internet access, youth programs, and community resources.

Bagley Township is part of the Gaylord Community Schools district, which serves K–12 students through a centralized campus system. Several private and parochial schools also operate in the area, offering additional educational options.

Higher education is available through nearby institutions, including Alpena Community College, Kirtland Community College in Grayling, and North Central Michigan College in Petoskey. Local access to university-level coursework is available through the Kirtland-University Center in Gaylord, which partners with multiple Michigan universities.

Medical Services

Healthcare needs are served by several regional hospitals, including Otsego Memorial Hospital in Gaylord and larger facilities in Petoskey, Traverse City, Alpena, and Grayling.

Long-term care is available locally through nursing homes and assisted living facilities in Gaylord. Home health services, hospice care, and mental health support are provided through regional agencies such as Northwest Michigan Community Health Agency and Northern Michigan Community Mental Health.

These systems operate across multiple counties, allowing residents access to both basic and specialized care without needing to travel long distances for most services.

Recreation

Recreation is one of the township's strongest assets, driven by Northern Michigan's natural environment. Residents and visitors have access to lakes, forests, trails, golf courses, ski areas, and campgrounds throughout the region.

The Michigan DNR operates Otsego Lake State Park nearby, offering camping, swimming, boating access, and hiking. County facilities include the Otsego County Sportsplex, which provides indoor pools, ice skating, walking tracks, courts, and event spaces.

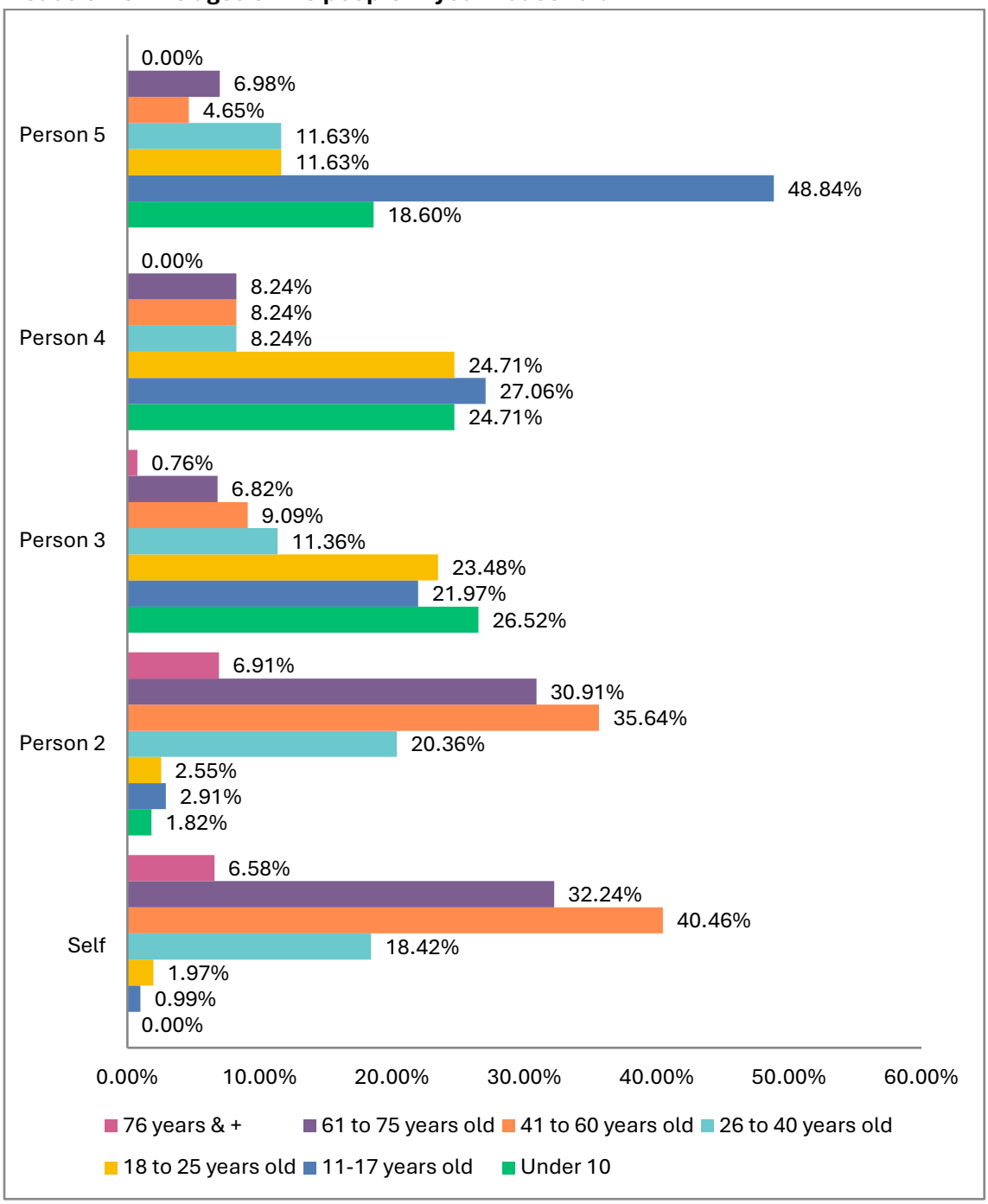
Additional county parks and community centers host sports leagues, festivals, and youth programs. Snowmobile and rail-trail networks are major regional attractions, connecting Bagley Township to surrounding counties.

While Bagley Township itself does not currently operate recreation facilities, it owns undeveloped land that could support future recreational development. School facilities also supplement recreational access when not in use.

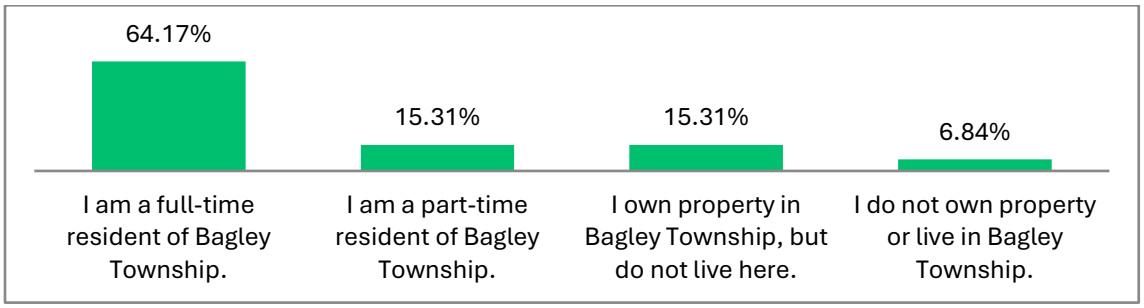
APPENDIX C: SURVEY RESULTS

The following survey results reflect the views of the 308 survey respondents and should not be interpreted as representing the views of elected officials, the Planning Commission, or the community as a whole.

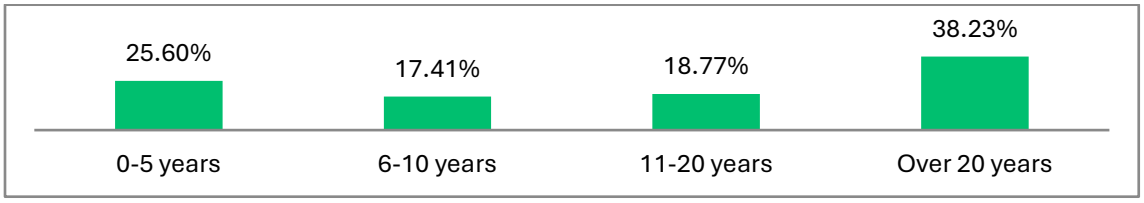
Q1: Please enter the ages of the people in your household.



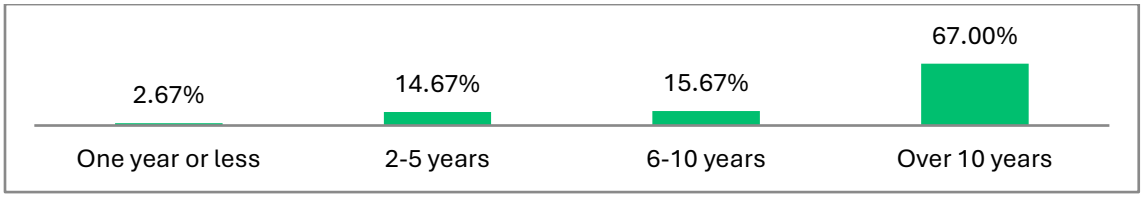
Q2: What is your current resident status?



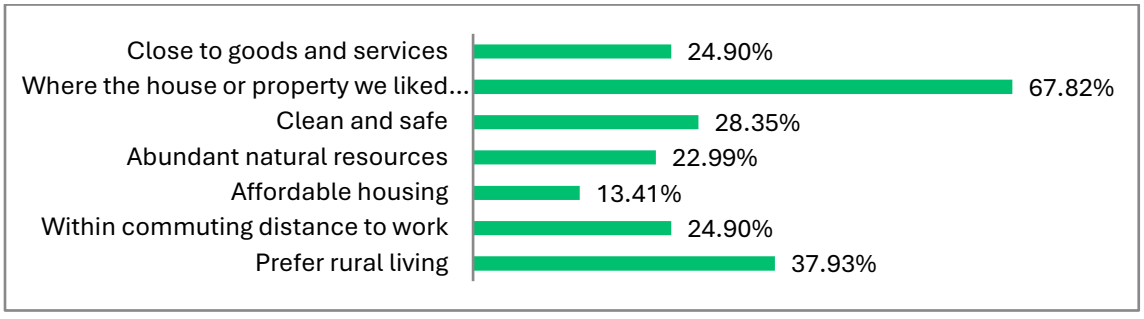
Q3: How long have you owned property in Bagley Township?



Q4: How many more years do you estimate you will live at your current residence?

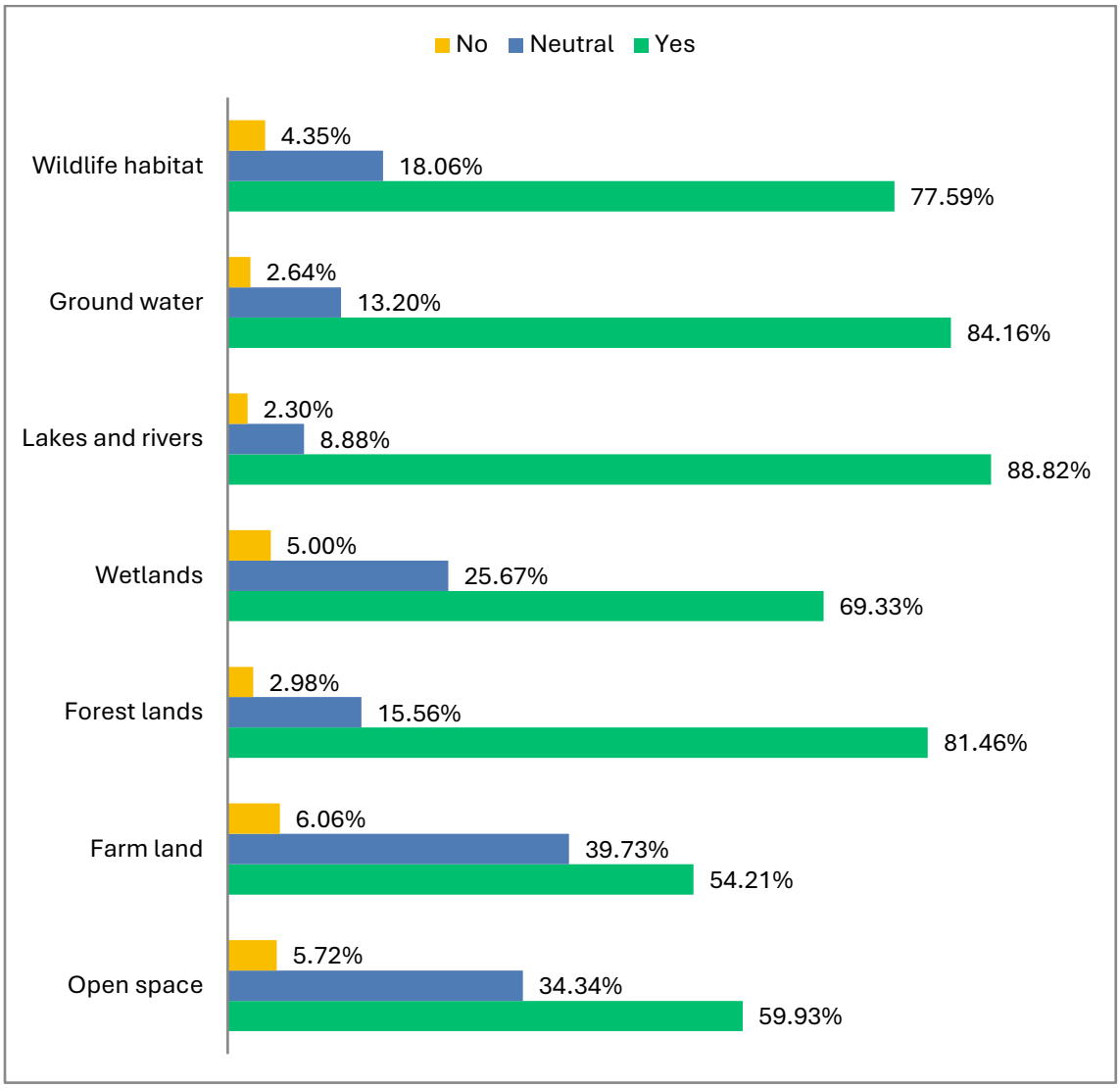


Q5: Why do you live in Bagley Township? Check one or more.

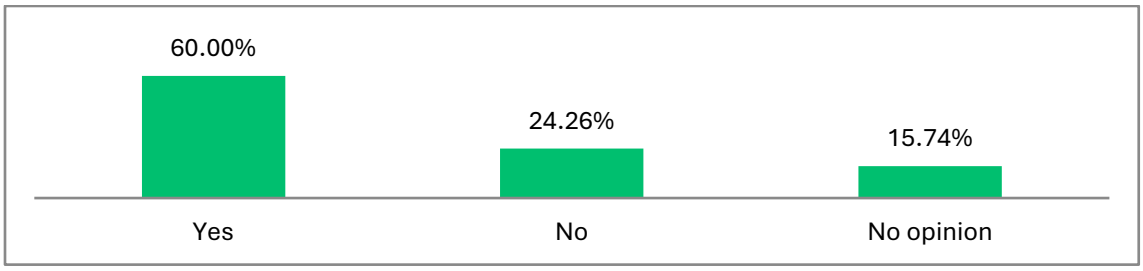


Residents emphasized their strong connection to Otsego Lake, family roots, and seasonal living. Other themes included outdoor recreation, lower taxes, and community activities and services.

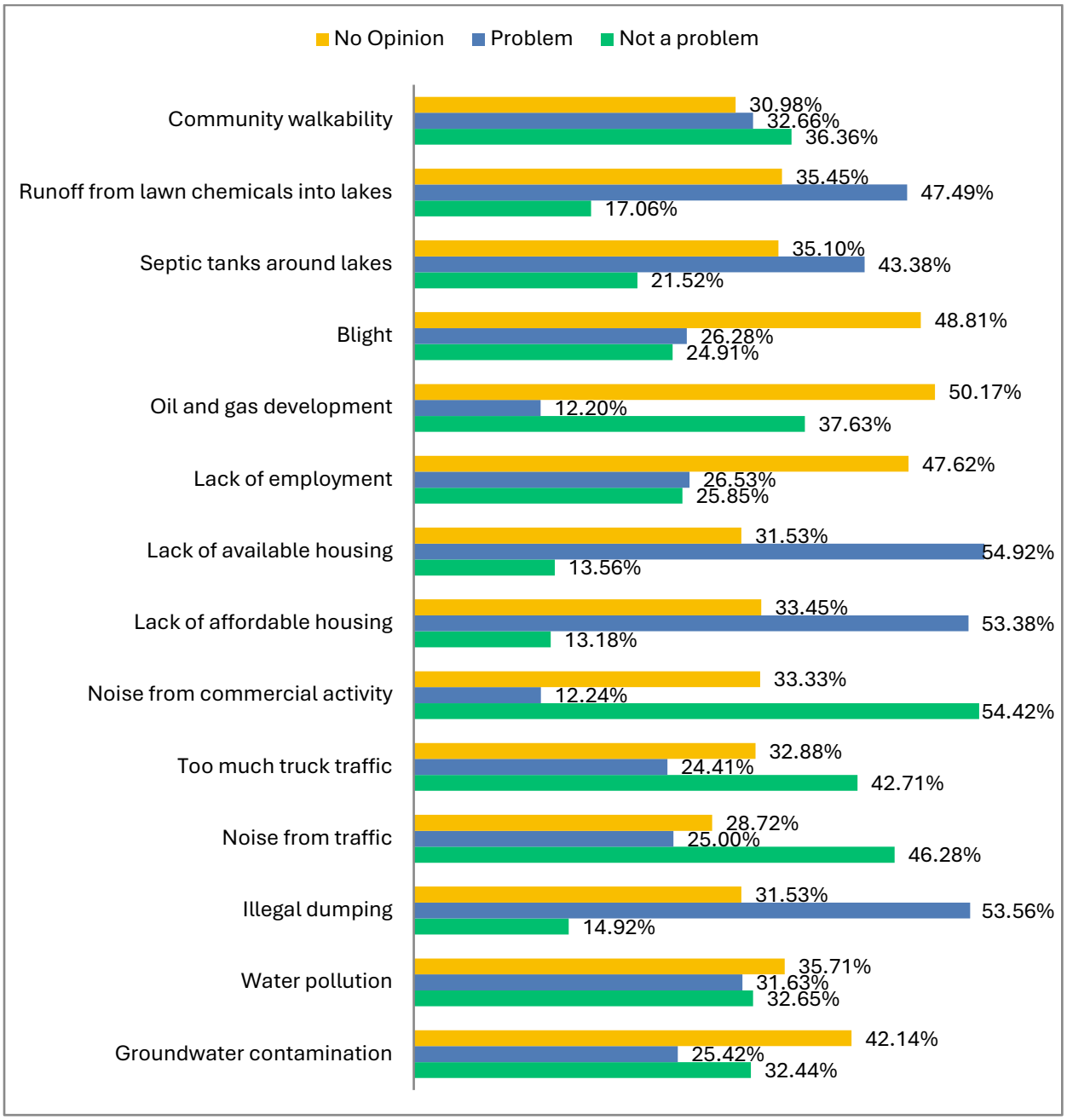
Q6: Do you feel that Bagley Township should do more to preserve or protect any of the following natural resources? Select one choice for each item.



Q7: Do you favor connecting residential areas of the Township to employment and shopping areas with bike paths, sidewalks, or other non-motorized transportation facilities?



Q8: How much of a problem are these issues in Bagley Township? Check one choice for each item.

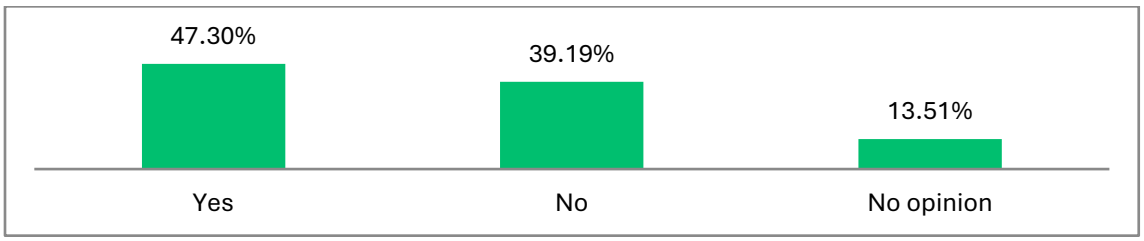


Other comments: Residents identified several priorities, including road maintenance and deterioration, lake and water quality protection, and improved dump, yard waste, and trash services. Other concerns included better walking and biking facilities, impacts from short-term rentals, property cleanliness and burning trash in fire pits.

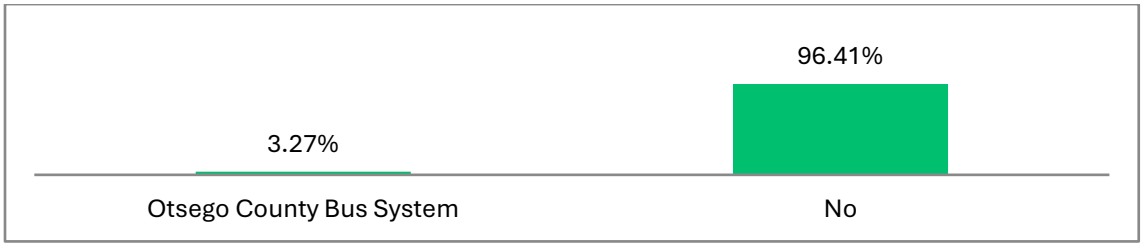
Q9: Are you satisfied with the current recycling program in Otsego County?



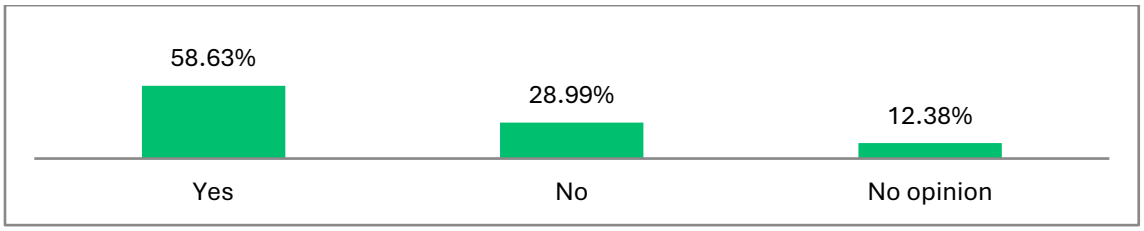
Q10: As a Bagley Township resident, would you favor a small assessment for the improvement of Township roads?



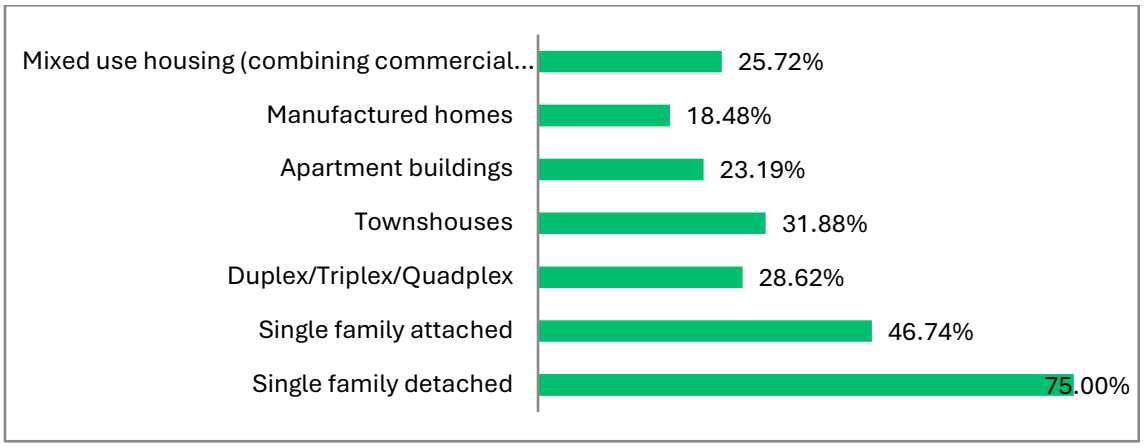
Q11: Do you use public transportation?



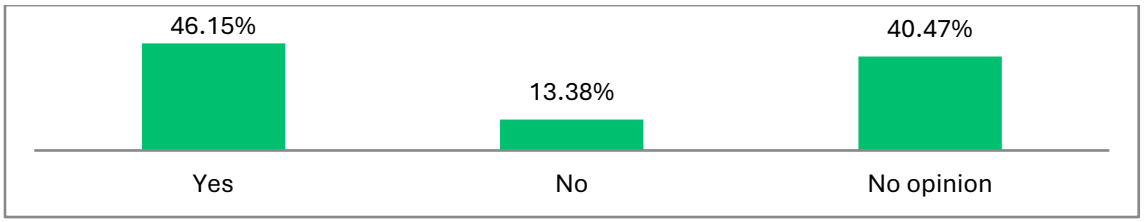
Q12: Do you feel that short-term rentals such as Airbnb or Vrbo should be limited to a certain number in Bagley Township?



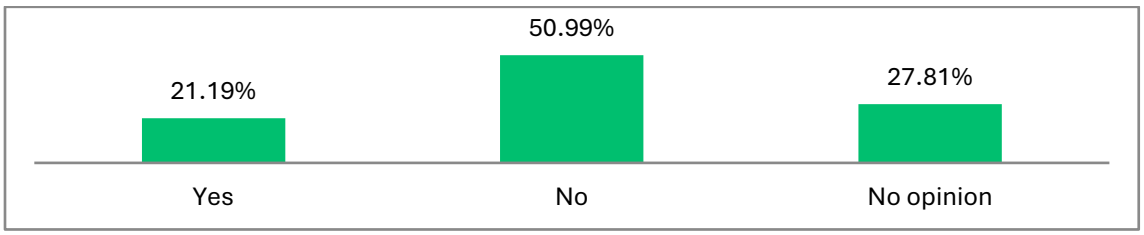
Q13: Do you feel the following should be pursued when developing housing in the area?



Q14: Do you support accessory dwellings?



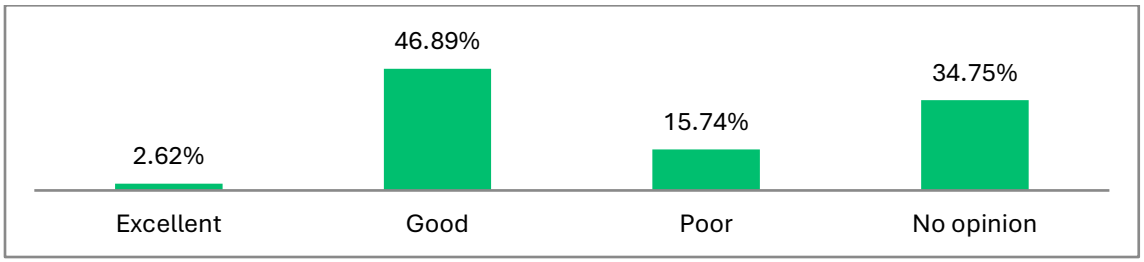
Q15: Are commercial trucks or truck routing a problem in the Township?



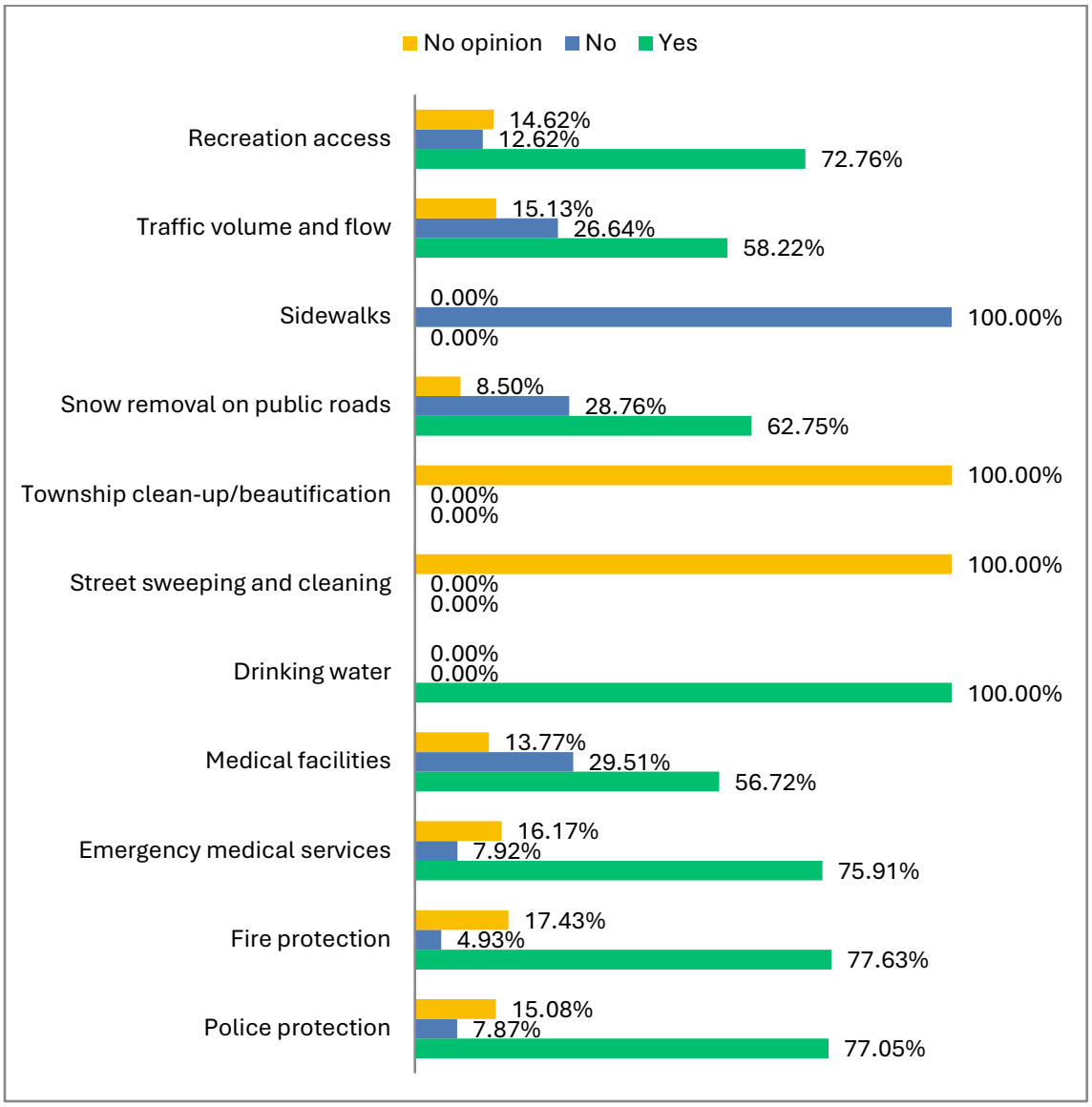
Q16: Have you used the Township website for information? www.bagleyTownshipmi.gov



Q17: How would you rate the Township's efforts to protect the natural environment?

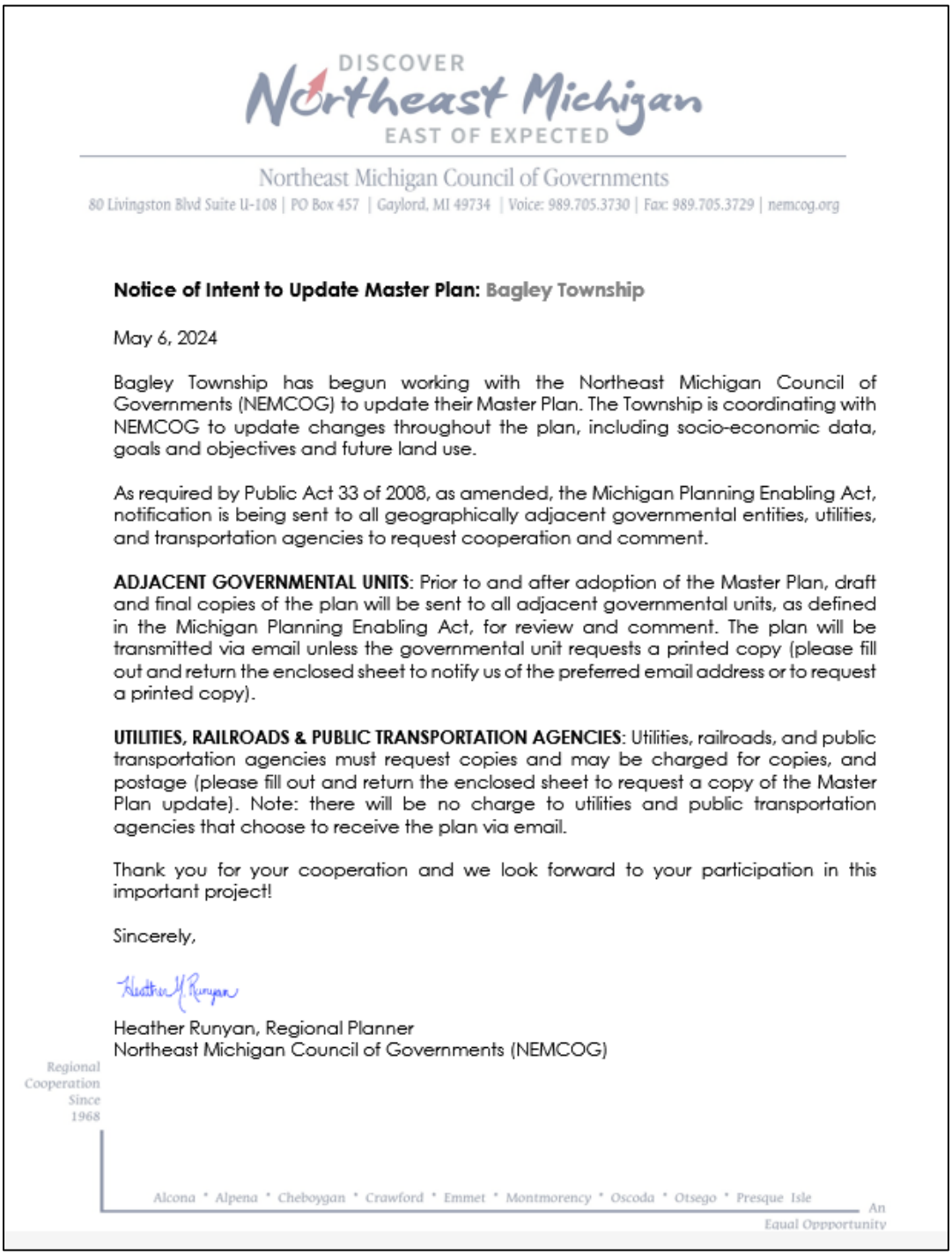


Q18: Are you satisfied with the following:



APPENDIX D: ADOPTION AND IMPLEMENTATION

Notice of Intent



DISCOVER Northeast Michigan
EAST OF EXPECTED

Northeast Michigan Council of Governments
80 Livingston Blvd Suite U-108 | PO Box 457 | Gaylord, MI 49734 | Voice: 989.705.3730 | Fax: 989.705.3729 | nemcog.org

Notice of Intent to Update Master Plan: Bagley Township

May 6, 2024

Bagley Township has begun working with the Northeast Michigan Council of Governments (NEMCOG) to update their Master Plan. The Township is coordinating with NEMCOG to update changes throughout the plan, including socio-economic data, goals and objectives and future land use.

As required by Public Act 33 of 2008, as amended, the Michigan Planning Enabling Act, notification is being sent to all geographically adjacent governmental entities, utilities, and transportation agencies to request cooperation and comment.

ADJACENT GOVERNMENTAL UNITS: Prior to and after adoption of the Master Plan, draft and final copies of the plan will be sent to all adjacent governmental units, as defined in the Michigan Planning Enabling Act, for review and comment. The plan will be transmitted via email unless the governmental unit requests a printed copy (please fill out and return the enclosed sheet to notify us of the preferred email address or to request a printed copy).

UTILITIES, RAILROADS & PUBLIC TRANSPORTATION AGENCIES: Utilities, railroads, and public transportation agencies must request copies and may be charged for copies, and postage (please fill out and return the enclosed sheet to request a copy of the Master Plan update). Note: there will be no charge to utilities and public transportation agencies that choose to receive the plan via email.

Thank you for your cooperation and we look forward to your participation in this important project!

Sincerely,

Heather M. Runyan

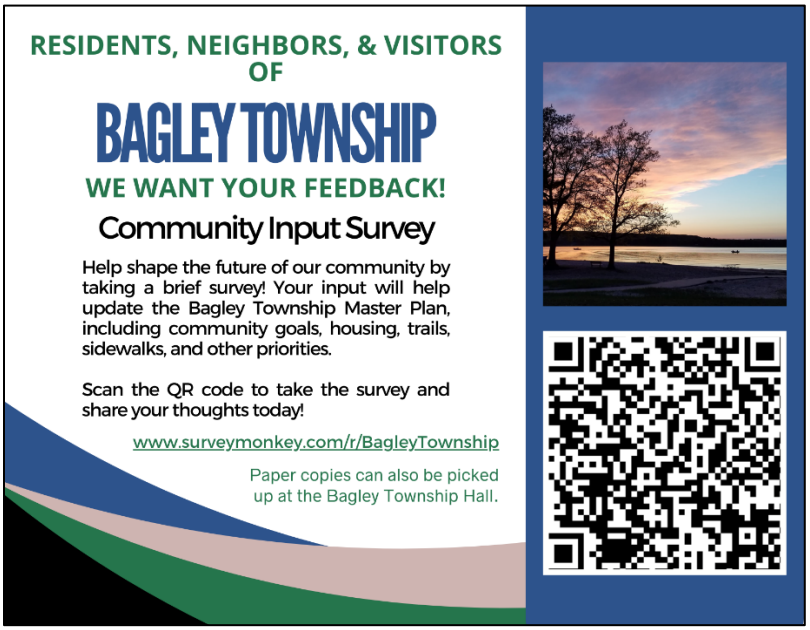
Heather Runyan, Regional Planner
Northeast Michigan Council of Governments (NEMCOG)

Regional Cooperation Since 1968

Alcona * Alpena * Cheboygan * Crawford * Emmet * Montmorency * Oscoda * Otsego * Presque Isle

An Equal Opportunity

Public Input Survey



Weekly Choice Newspaper Advertisement – February 2026



Bagley Township Facebook page advertisement