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Saginaw County Metropolitan Planning Commission

March 1975

#### ABSTRACT

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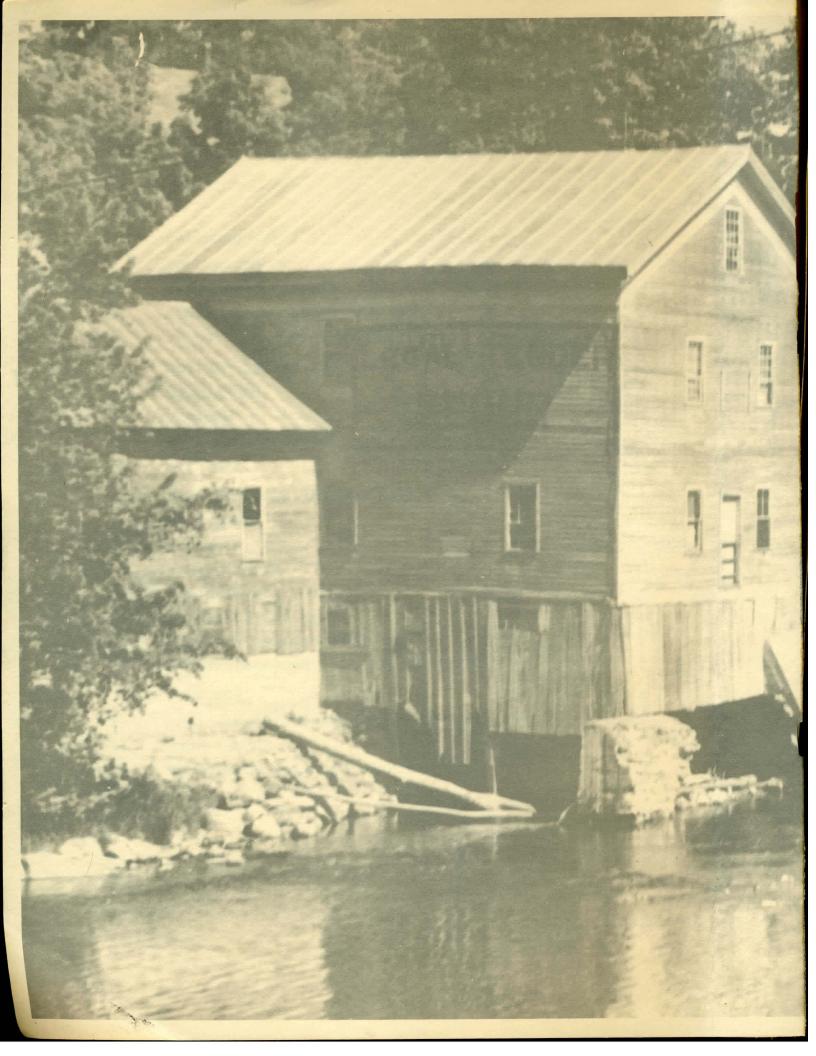
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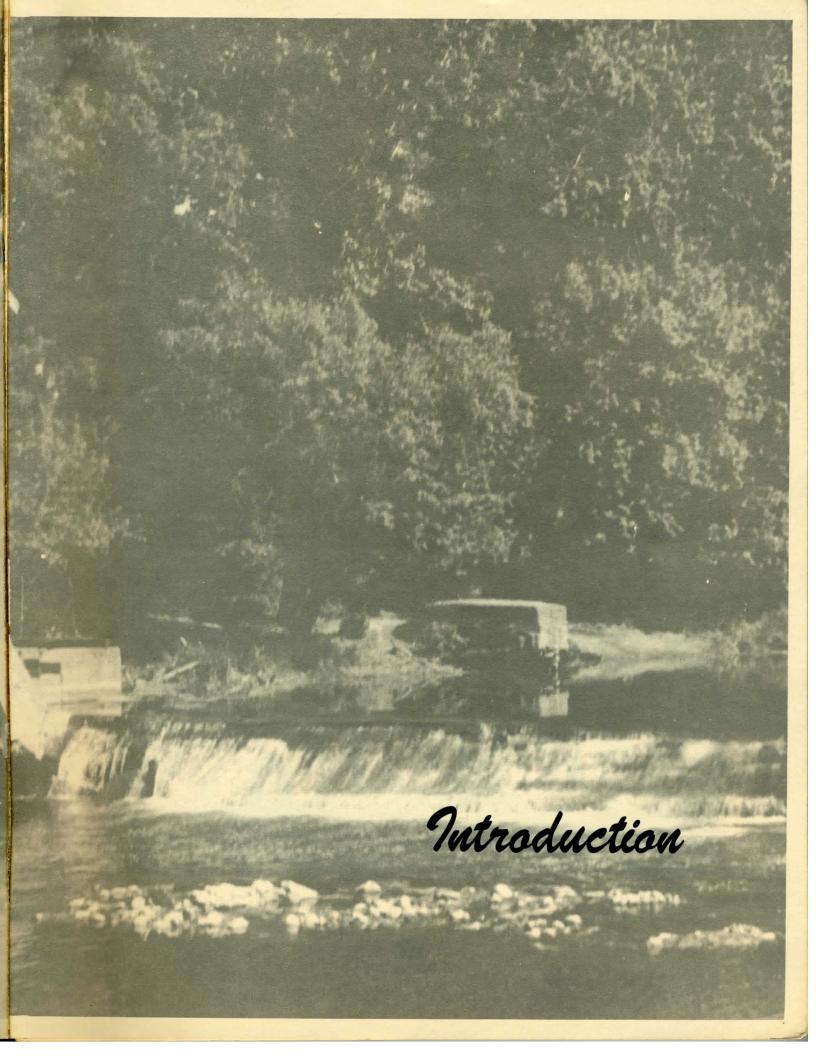
ABSTRACT: This plan sets forth the goals and objectives of historic preservation efforts in Saginaw County. Two examples are provided detailing how different historic studies can be made. The first study deals with the Castle Station Federal Building in downtown Saginaw. This property will be declared surplus in 1976. The plan outlines how the structure could be adapted to new, productive uses. The second study looks at a proposed historic district on the west side of Saginaw. The architectural, historical and environmental significance as well as the physical condition of each structure was examined. The area was found to have historic value and it is recommended that a historic district be created. Methods are also outlined for maintaining or restoring the character of the homes and

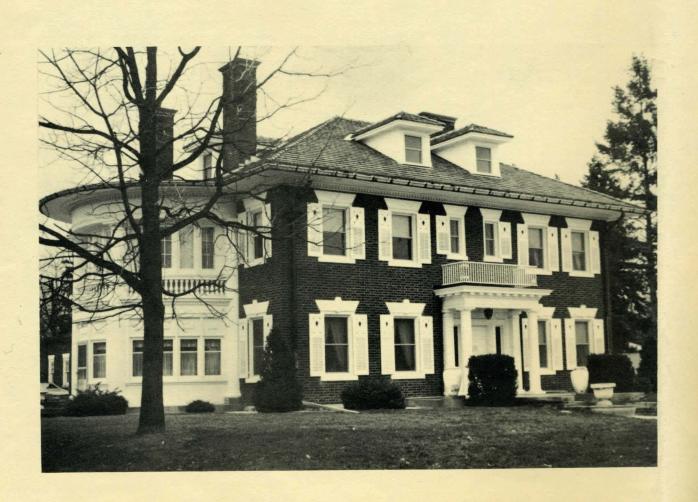
neighborhood.

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The major value therefore, of this study will be to illustrate ways to preserve historic assets so as to strengthen our local heritage, culture and building stock. Old structures should be utilized in a productive way, but when they are abandoned new uses should be found, being careful to find uses that are compatible with the structure. Thus the re-use of old buildings must be encouraged so that old structures will remain strong and functional.

One major thrust of our recommendations is the creation of a number of historic districts. There are a number of areas in Saginaw County that should be examined for their preservation potential. An example of one such study is in a later section of this report. More districts, however, should be studied and created as the Saginaw Area is rich in history.

## History of Saginaw

In 1675 Father Henri Nouvel, a Jesuit priest from St. Ignace became the first white visitor to Saginaw. He made the journey to visit the Chippewa Indians at their winter hunting grounds. This trip is commemorated by a rock on Ojibway Island.

Between 1675 and 1819 the white people who visited the Saginaw area were fur trappers and traders with the Indians. Others were discouraged by unfriendly Indians, the dense forests and large swampy areas.

In 1819 conditions began to change.
The United States Government sent Lewis
Cass, Governor of the Territory of Michigan to negotiate a treaty with the
Indians. It ceded their lands to the
United States Government. Thus ownership of more than six million acres of
land and water in northeastern Michigan
changed hands.

Once this treaty was signed, the government began selling the land to settlers, and families began to arrive in Saginaw. Due to Indian harassment, however, in 1822 a fort had to be established on the banks of the Saginaw River to protect the residents of the area. The fort was located at what is now Court and Hamilton Streets where the Fordney Hotel now stands.

It was not only the Indians, however, that gave the soldiers trouble at the fort. In the swampy areas along the river, in-numerable mosquitoes were bred. Soon most of the soldiers were infected by malaria-carrying mosquitoes. The soldiers protested so vigorously about their plight that the government ordered the military to abandon the fort. This withdrawal was completed by 1824.

After the fort was abandoned it passed into private ownership and the buildings continued to be used. It was primarily used by settlers arriving in Saginaw as





shelter until they could find other quarters. The fort also continued to be used for a variety of purposes until 1870 when it finally was destroyed by fire.

During the years preceding and for a decade after the signing of the Treaty of Saginaw in 1819, trading with the Indians was the major occupation of white men in Saginaw. As government surveys were extended over the area settlers moved in and farming was established. Although farming played a significant role in the growth of Saginaw, it was the lumbering that made the town grow.

In the mid 1830's, lumbering began in Saginaw, at first just to supply the needs of the local residents. Lumbering soon flourished and by 1870 Saginaw became one of the lumbering capitals of the nation.

While billions of feet of lumber were processed in Saginaw, only a very small percentage of the logs originated around Saginaw itself. The great stands of white pine were located adjacent to the tributaries of the Saginaw River. The immediate area of Saginaw was low marshland and unsuitable for growth of pine trees.

During the lumber era, Saginaw was also among the nation's leading salt producers. Brine was brought up from deep wells and distilled using the left-over by-products of the lumber mills. With the demise of the lumber industry in the late 1800's, salt production became too costly an undertaking because of the lack of waste wood and soon it, too, began to dwindle.

Saginaw's future looked uncertain. Its economic structure was crumbling. Fortunately, however, several Saginaw citizens, recognizing the need for new industry, began to invest their capital in various operations. Furniture, match,

and barrel factories were some of the new industries that came to Saginaw. Machine shops were established and later as the automobile industry began to expand, Saginaw became a part of it.

Today, Saginaw is a modern, thriving industrial city. It is the home of several General Motors foundries and manufacturing plants as well as numerous supporting industries and is a prospering community of over 230,000 people.

## Historic Preservation Goals

The goal of this historic preservation program goes beyond just preserving a few old structures that may have some historical importance. It seeks to bring these buildings back into the mainstream of the community and not simply as isolated objects of past history. The Saginaw County Metropolitan Planning Commission and the Saginaw County Historic District Commission set forth the following goals for its preservation program.

\* Preserve sites, neighborhoods and groups of buildings that are of unique, distinct and characteristic architecture or that are identified with the history of the City of Saginaw, Saginaw Valley Region, Michigan or the United States.

\* Provide a sense of historic and civic pride; and to make citizens of Saginaw County aware of its historic assets and of how past generations lived.

- \* Encourage the productive re-use through compatible means and the continued use of historic structures.
- \* Create historic districts to preserve sound housing, decent neighborhoods and maintain existing "urban fabrics" of the community.
- \* Preserve smaller sites and single buildings that are symbols of the many social and ethnic groups who had an influence on the growth of Saginaw.
- \* Incorporate historic buildings, sites and districts in the Saginaw County Development Plan to insure that they are used as part of the county's long range development.
- \* Develop commitments by public agencies to cooperate with preservation groups, citizens' groups and neighborhood improvement associations.
- \* Encourage further preservation efforts including a more detailed inventory of existing structures so that all architectural and historically significant buildings in Saginaw are recorded.
- \* Develop and establish procedures for preserving buildings and neighborhoods, such as a "guide book for restoration" that would outline the proper techniques to be used to preserve buildings so as not to harm the integrity or intent of the original structure.
- \* The implementation of historic preservation programs through the creation of historic districts, public and private funding to rehabilitate deteriorating structures and increased public exposure through the different forms of local communications media.

A commitment to these goals should provide for a balanced and intelligent approach of linking the community's present and past with its future.

## Historic Preservation Efforts

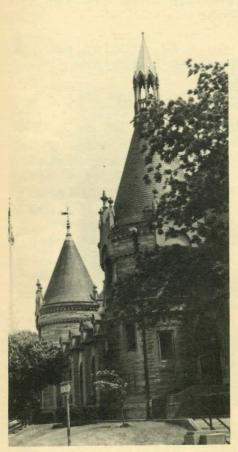
This historic preservation plan focuses on two different ways to preserve important sites in Saginaw County. As time and money did not permit the evaluation of all important historical features in Saginaw, only the Castle Station Federal Building and the proposed West Side Saginaw Historic District were closely examined. It is hoped that these will serve as examples to illustrate specific preservation plans and to form the guidelines for future preservation activities.

#### CASTLE STATION FEDERAL BUILDING

The Castle Station Federal Building is an important landmark to downtown Saginaw as well as to the entire County. This building of the French Renaissance Chateau style will be declared surplus property in 1976. The section of the report dealing with the Castle Station will describe possible new productive uses for it. The new use will primarily be for a historic museum, but other uses will also be examined such as county office space and rental space for private tenants. Through this plan it is hoped that the Castle Station will remain a valuable landmark in Saginaw with productive new uses.

#### WEST SIDE HISTORIC AREA

The West Side Historic Area was examined with the hope that a historic district would be created. To this end a detailed study was undertaken of 225 homes in this west side neighborhood. Examined in this study are the architectural, historical and environmental significance as well as the physical condition of all structures over fifty years old within the proposed district boundaries. In addition to being a survey for a proposed historic district, this analysis should serve as a basis for further historic district studies. It was found that this



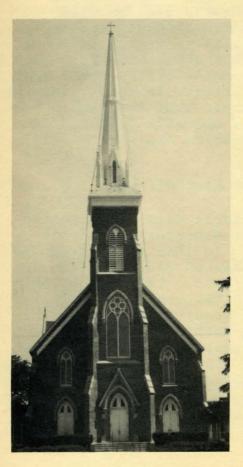


area does serve as an excellent setting of fine and usable homes that provide a coherent neighborhood.

Four areas that should be studied to determine their historic value are briefly described below.

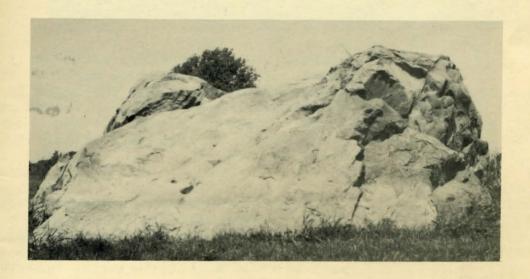


Frankenmuth was settled by missionaries from Bravaria, Germany in 1845 at a site west of the present city near St. Lorenz Lutheran Church. When lumbering became important, a sawmill was built on the Cass River one mile east of the original settlement. All that now remains on the site of the first settlement is a cemetery and a replica of the first church built in 1845. Later a gristmill, brewery and hotel were built on the new site, and here the present City of Frankenmuth became established. While the sawmill and gristmill are now gone, many interesting and historic buildings remain especially along Main Street. Frankenmuth continues to have a heritage of community spirit in addition to historic buildings. A historic district could be appropriately established in this community.



#### CHESANING

The first settlers arrived in the Chesaning area in 1826, but a Village of Chesaning was not incorporated until 1869. The word Chesaning means in Indian "lone or big rock". A large granite rock is located on the east side of the village. It is believed that a glacier carried the rock from the Lake Superior area. This rock is historically important, as it is mentioned in the Cass Treaty of 1819. The Chippewa Indians were to retain "one tract of ten thousand acres on the Shiawassee River, in a place called 'Big Rock'." Also in this area is the Parshallburg Mill located three miles up the Shiawassee River. This mill started grinding grain in 1856 and continued in operation until the 1960's. This area thus has many sites of historic interest and value that can form a historic district.



#### CITY OF SAGINAW

Other areas in the City of Saginaw should be studied in addition to the proposed West Side Historic District. One such area is located on Saginaw's East Side and is bounded approximately by Jefferson, Holland, Sheridan, McCoskry, Mott and Genesee. This area was once one of East



Saginaw's most beautiful residential areas. It is typified by many beautiful homes, especially along the major thoroughfares. Recently this area has started to show signs of decay. It can, however, be preserved if immediate action is taken to save it.

The area surrounding the proposed West Side Historic District should also be examined to determine if the boundaries should be expanded. Included in this area are the structures along Michigan Avenue, from the Ring Home (Saginaw Art Museum) to the Stark Home at 704 South Michigan, as these and other homes in the Michigan Avenue area are identified in the Saginaw County Historic Assets report. The commercial area commonly known as the West Side Business District has many fine structures and should be included in any expansion of the historic district.

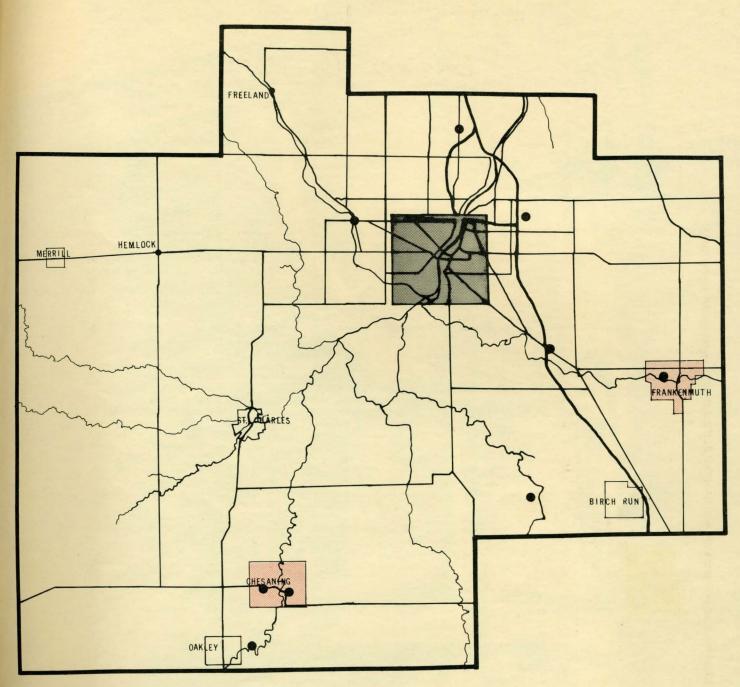
In addition to the above mentioned possible districts all other important historic assets should be inventoried. Qualified architects and historians should be used to catalogue these structures to insure that they will not be destroyed by ionorance.

Individual structures can also be found scattered throughout the community and the county. Many of them have architectural or historic value, but they are isolated and not part of a broader his-Nonetheless, these toric grouping. isolated structures should be functionally preserved and utilized without being Their value can be enhanced demolished. by appropriate restoration, landscaping and urban design, while the structure's interior can be converted into a more contemporary facility. Some of the sites of this nature would include the White House, State and M-47, the Penn Central Railroad Station on West Genesee, the Linton Home at 424 Webber and various structures in downtown Saginaw.

When these studies and inventories are finished the task of preserving quality examples of our past will not be completed. Many fine residential areas of Saginaw are presently not old enough to qualify as historic areas. But in the future, areas such as "Golfside" and "Brockway Place" will be architecturally and historically significant. At present little can be done as far as historic preservation is concerned with these areas, but in the future they will be prime candidates for historic districts. They should be studied and when they qualify for historic districts they should be so designated.

HEMMETER WHEELER MALZAHN AND THE SHAPE DAVENPORT CENTER GENESEE CA CAROLIN WASHINGTON) RUST REMINGTON HOLLAND 6TH HESS

Historic Preservation Activities Saginaw County



• #1570RIC SITES LISTED IN

<u>SAGINAW COUNTY HISTORIC ASSETS</u>

CURRENT PRESERVATION EFFORTS

West Side Historic Area

Castle Station Federal Building

URGENT STUDY AREAS

Frankenmuth

Chesaning

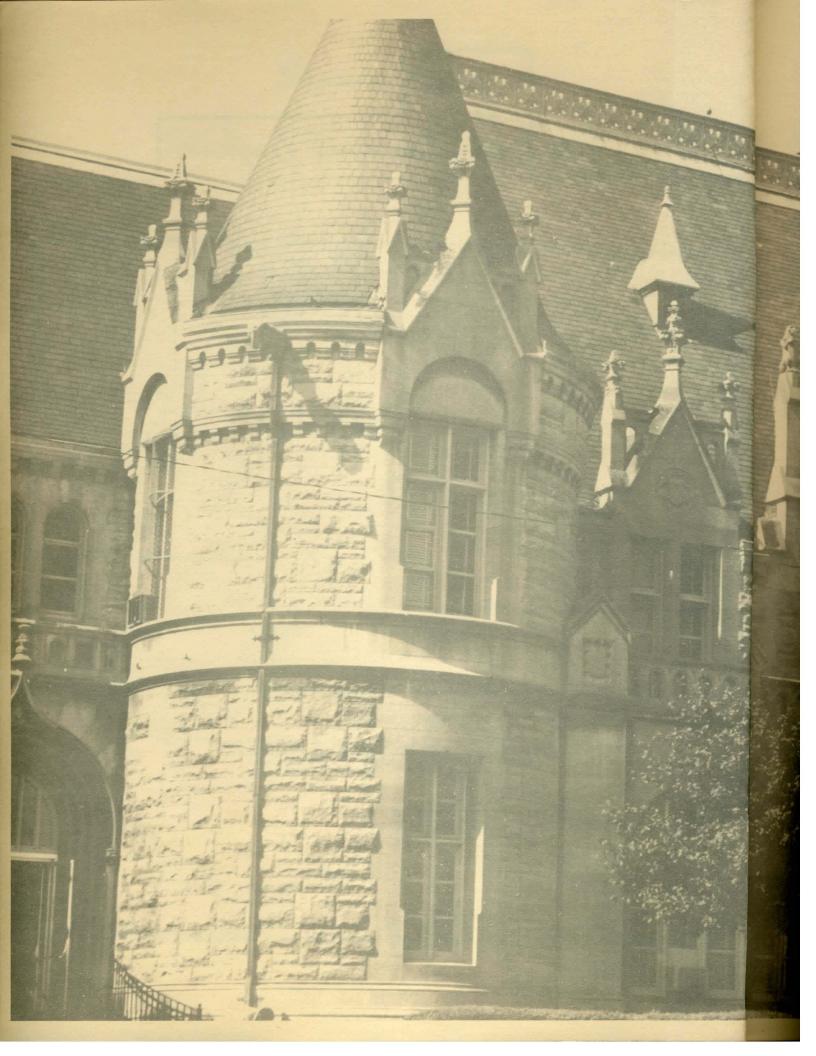
East Side Saginaw

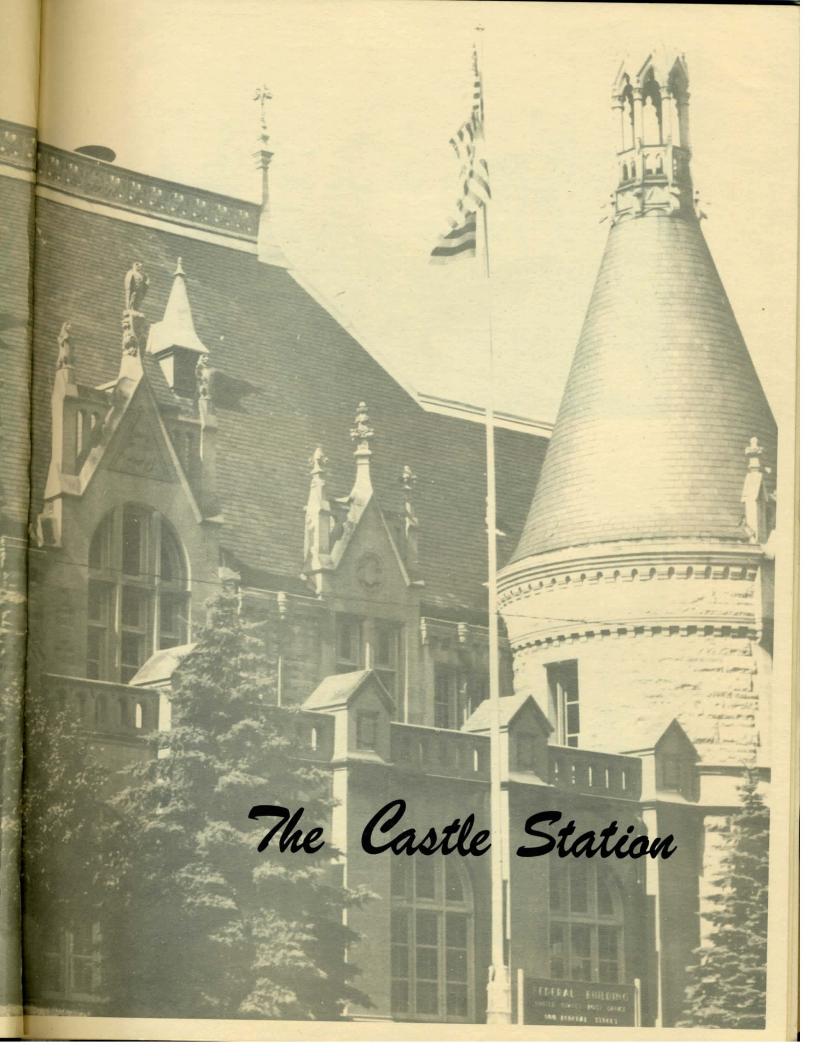
Expansion of West Side Area

JUTURE STUDY AREAS

Golfside

Brockway Place







The De Toqueville Chateau in France



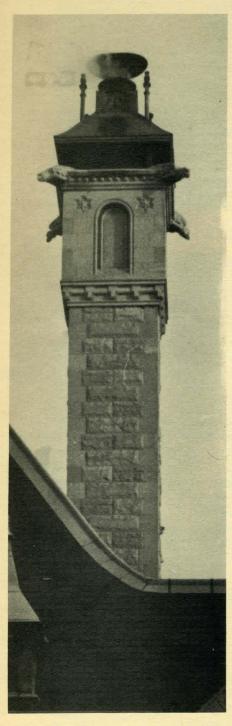
The Castle Station about 1905

Background

The Castle Station Federal Building is located on Federal Avenue between South Jefferson and Warren Avenues in downtown Saginaw, Michigan. This French Renaissance Chateau style structure is regarded by local residents as one of the most beautiful and unique in Saginaw. New productive uses are outlined for this structure so it will remain valuable to the community.

The Castle Station is situated on 1.35 acres of land. The property dimensions are 250 by 246 feet, plus an additional eleven feet of city sidewalk on three sides of the property. Immediately adjacent is the Hoyt Library located on the south half of the block separated from the Castle Station by a parking lot and a small iron fence.

## History



The fifty-first Congress (1889) appropriated \$200,000 for the construction of a post office for East Saginaw. President Harrison, however, thought this was too expensive and vetoed it. Later Congress reappropriated \$100,000; the President signed this into law. Action on construction was delayed until 1892 when the plans were drawn. The original plans provided for a large, one story structure; they were, however, unacceptable to the local citizens. Several years passed without any work being done until William Linton was elected to Congress from Saginaw. He pushed for the completion of the project. More acceptable plans were drawn, contracts were let, and construction finally began on May 11, 1897. The architect, William M. Aiken, patterned his design after the French chateau of nineteen century explorer-traveller-writer Alexis De Toqueville, who visited Saginaw in July 1831. The post office was officially opened July 3, 1898. At that time the new building was considered to be the best planned post office for a city of Saginaw's size in the country.

As Saginaw grew and business increased it was necessary to make additions to the structure. The last of these was completed in 1937. These alterations were done by the General Services Administration under the direction of architect Carl Macomber of Saginaw. The changes were necessary to increase the efficiency of the post office. The architect was careful not to alter the intent or character of the original design. The major changes included an addition to the rear of the building increasing the size of the mail room and the removal of the centrally located entrance on Federal Avenue. It was replaced with an entrance at each end of the building. The remodelled building was dedicated in September 1937 by Postmaster General James Farley. declared it to be one of the most beautiful and stately post office buildings in the country.



The Castle Station Federal Building is now used for the receipt of mail and window postal service, but not for mail distribution. Many federal agencies, including the Federal Bureau of Investigation, Department of Agriculture and Army Corp of Engineers have offices in the building. The fate of this structure, however, is uncertain, as a new post office was built in 1964 and the General Services Administration is interested in disposing of the building when the new federal building is completed in 1976.

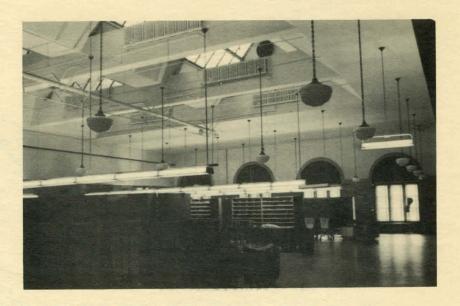
The Castle Station Federal Building is significant as it is one of the only French Chateau Style Federal Buildings in the nation. Imposing in style, it blends with its surroundings and, together with the Hoyt Library, forms a block symbolizing nineteenth century grandeaur. The building is a masterpiece of professional craftsmanship. For these reasons the building was placed on the National Register of Historic Places in January 1972.

### Structural Details

The character and value of a structure is often judged by its physical details and condition. The Castle Station Federal Building has many fine architectural details. Furthermore, its structural condition is excellent. These factors make the Castle Station a landmark that should be preserved and utilized in a productive manner.

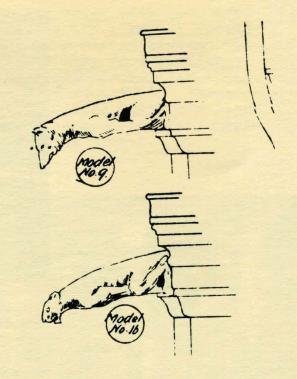


The primary building material of the Castle Station is stone, both smooth cut and rough faced stone are used. The smooth-cut stone is used in detailed locations such as corner ornaments, reinforcement systems, entrances and window details, horizontal belt course, lintels and cornice friezes. The rough faced stone is used throughout the intermediate masonry areas. Stone, brick and concrete are used in the solid masonry walls, foundation construction and piers. Steel beams are used in floor construction. Considerable timber work and steel members are used in roof framing. The roof is composed of slate shingles with stone ornaments and copper flashing. The interior of the structure is of marble and stone quarried in Colorado.



The elevation of the first floor is six and one half feet above the city sidewalk. The ceiling height in the public lobby is fifteen feet and twenty—five feet in the mail room. The second floor is eighteen feet above the first floor and its ceiling is twelve feet. The basement floor is eleven feet below the first floor and its ceiling is eight feet in height at the beams. The peak of the French style slate roof with it ornamental stonework and cooper flashing is seventy—five feet above the city side—walk or sixty—eight feet above the first floor.





Cornice Details for Towers.

### TOWER DETAILS.

At present there is no public elevator service in the building. There is, however, a service elevator in the southeast corner of the building operating between the basement and first floors only. There is access to all floors by stair systems located throughout the structure.

The structure is centrally heated by a steam perimeter and condensate return system. The furnace system is located in the basement and was installed in 1972. The Castle Station is not equipped with a central air-cooling system.

The Castle Station Federal Building is in excellent physical condition. The General Services Administration is responsible for its maintenance and they regard it as one of the best maintained structures in the mid-west.

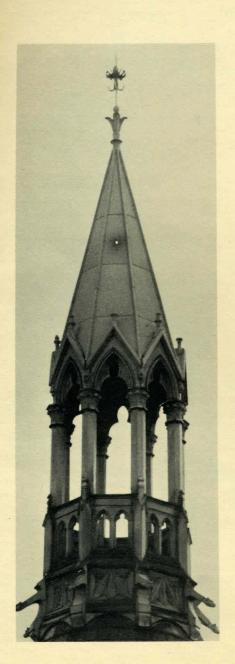
### Use Plan

The Castle Station Federal Building has played an important role in the history of Saginaw, and the new uses should reflect this role. New uses should be carefully examined to be sure they are compatible with the building and other proposed uses. The new uses outlined below will hopefully retain this character and even add to its place in the community.

The total usable space in the Castle Station Federal Building is approximately 46,000 square feet. The basement and first floor are nearly equal in size, 18,000 and 19,000 square feet respectively. The second floor and mezzanine are smaller comprising only about 9,000 square feet.

# SPACE SUMMARY OF PROPOSED USE PLAN FOR CASTLE STATION FEDERAL BUILDING APPROXIMATE SQUARE FOOTAGE

	MUSEUM	PUBLIC	COUNTY	RENTAL	TOTAL
BASEMENT	7,000	1,550	9,650	0	18,200
FIRST FLOOR	11,750	3,400	3,200	1,100	19,450
SECOND FLOOR	1,650	950	0	6,000	8,600
TOTAL	20,400	5,900	12,850	7,100	46,250

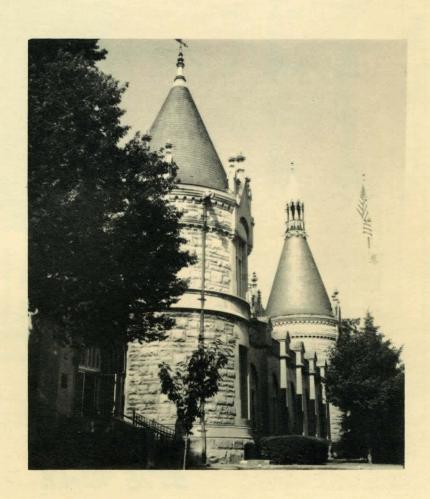


The largest proposed use will be a historical museum. The old mail room will be used for displays and exhibits while storage space will be provided in the basement and office space on the second floor. The museum will use up fortyfour percent of the space in the building.

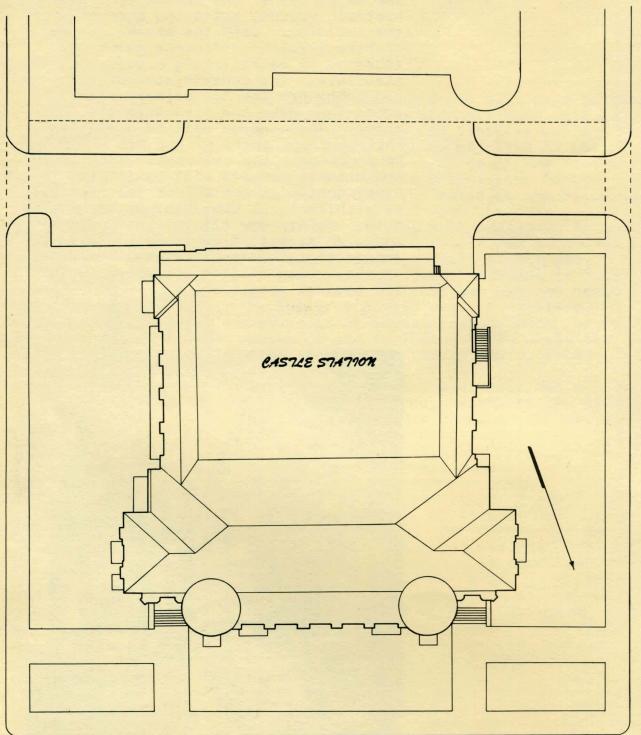
Other uses will be much smaller. As an example, Saginaw County could account for twenty-eight percent of the use, fifteen percent could be leased to private tenants and thirteen percent could be open for public use. A detailed breakdown of square feet by each use is shown on the following table while the plan is shown on the following pages.

These new uses will basically not affect the structure or appearance of the Castle Station. The major changes will be the removal of some non loadbearing walls make spaces that suit the needs of the new tenants. A small number of these changes will be required on each floor. The second floor changes will depend on the type of tenant or tenants that lease space. It is possible that the entire space would be altered. On the first floor, the lobby area will remain as it is, except for the removal of post office equipment and new entrances to the mail area and to the proposed offices in the front of the building. The basement will remain substantially the same except for the divisions between the different uses. The exterior of the structure will not be altered, except for a possible enclosure of the loading platform to provide year around use and addition of a new service entrance as the old loading area will be removed and landscaped. Both of these changes will be in the rear of the structure and should not adversely affect the character of the building.

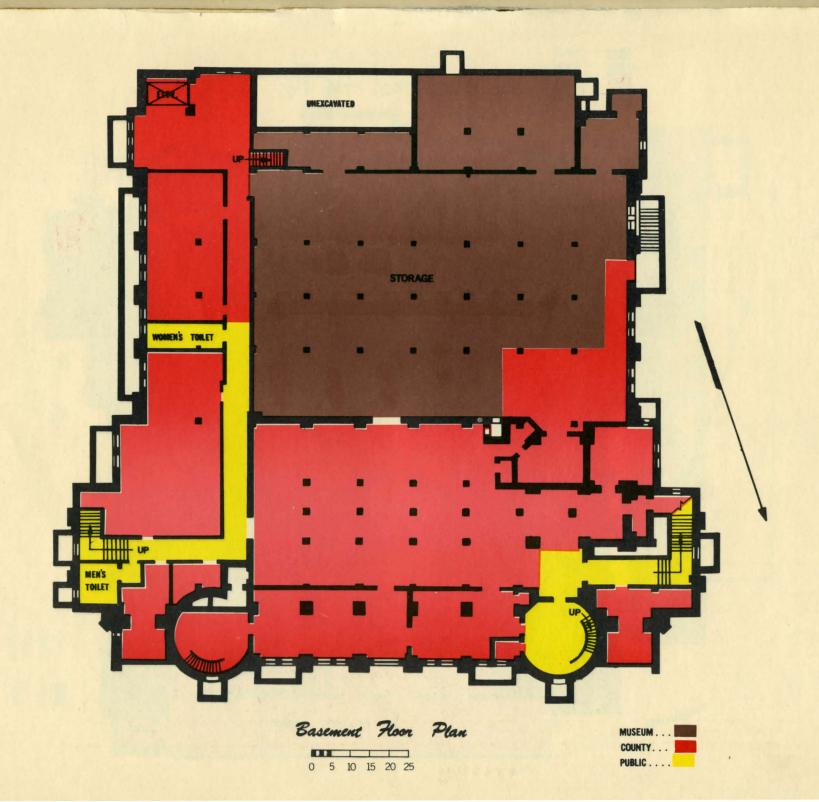
The major use of the Castle Station, a historic museum, suits the character of the building. Both the historical and architectural significance should be enhanced by establishing a museum in the structure. The exhibit area of the museum and lobby are the two primary interior areas that give the structure its character. These areas will be preserved in their current state except for minor changes to accomodate the new uses. The county and private tenants will be located in areas that will not affect the historic or architectural character of the structure. Before any alterations would be made, an architect would be employed to insure that the architectural character of the Castle Station would remain in its present condition.

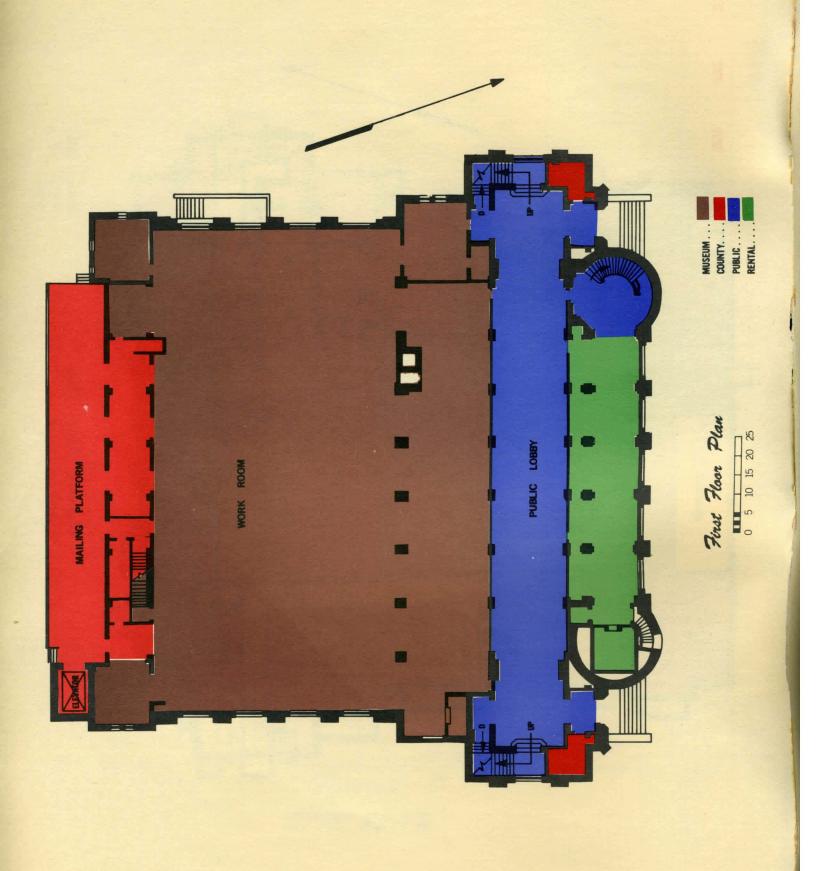


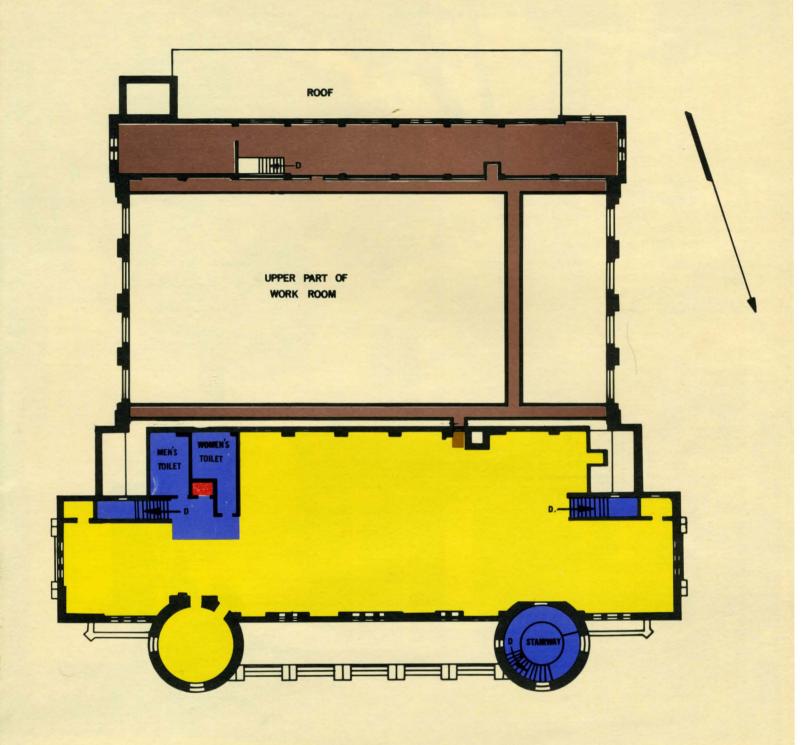




Federal 597E PLAN



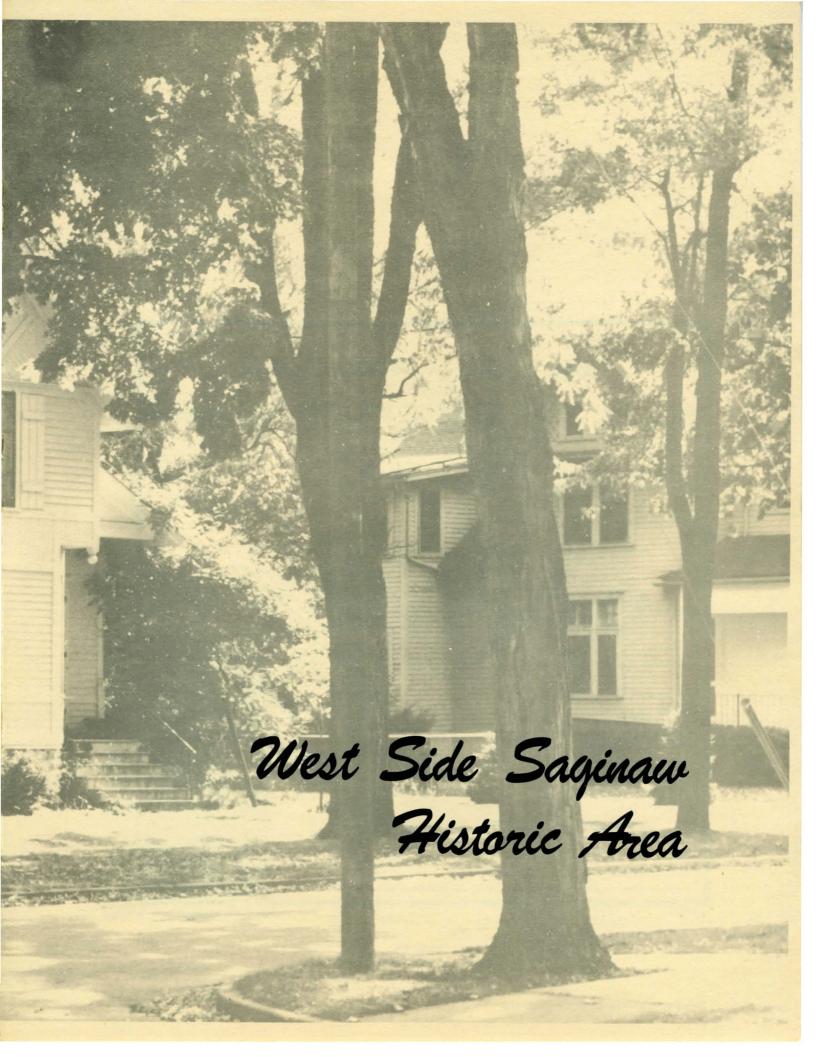


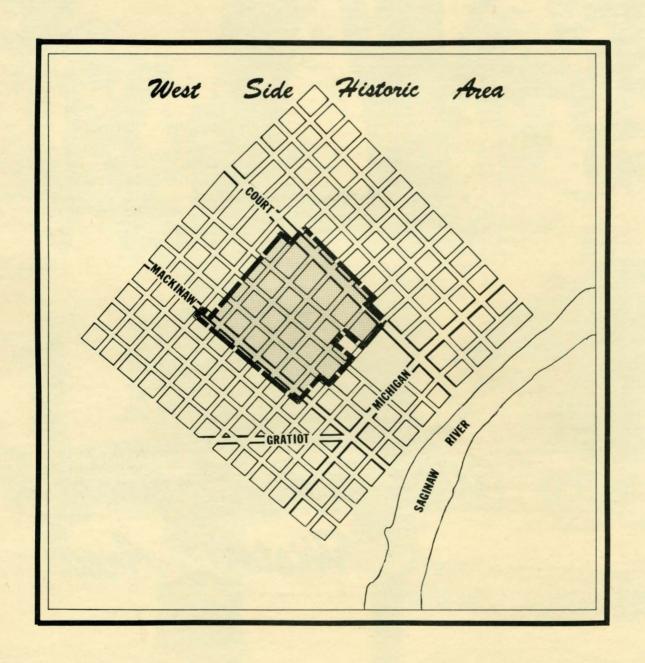












# Background



During the late nineteenth century Saginaw developed into one of the lumbering capitals of the world. This was
the time when many of the fine homes
were built. Most of them were of wood
construction and are excellent examples
of that period's architecture. Today,
we still have some of these fine homes,
but we must act now if we are to preserve them for future generations to
learn from and enjoy.

With the completion of the report Saginaw County Historic Assets in July 1973, interest in historic preservation has become more intense. Civic and neighborhood groups have expressed concern over the loss of beautiful examples of the architecture of the late 1800's. They have wished to know how they could help to preserve these historic homes. One west side Saginaw group, later to become known as the Heritage Square Resident Association, wondered how their neighborhood could become a historic district. The Historic District Commission explored the possibility and felt that this area was representative of the architecture and history of early Saginaw. Consequently a detailed study has taken place of this area with the goal of creating a historic district.

According to the National Register of Historic Places, a historic district is defined as a "geographical area with a concentration of sites, buildings, structures or objects unified by a past event, a plan, or physical development." Recently, however, the Council on Environmental Quality recommended that older neighborhoods with some special charm, also be added to the National Register. By adding these neighborhoods the definition of historic districts is broadened to include more than just the architecturally or historically significant homes to also include neighborhoods of ordinary people. Furthermore, preservation activities in the past have too often been concerned only with individual structures and too seldom the general streetscape. Historic districts should be concerned with these overall effects of the buildings while attempting to preserve viable, old neighborhoods. In this way older urban neighborhoods can be made important resources for the present as well as for the future.\*



<sup>\*</sup>Lawrence Houstown, "Saving Urban Charm," Planning (December 1974), p. 17.



The purpose of this study is to determine the present architectural and historic value of this West Side Saginaw neighborhood, to recommend how it should be preserved and to recommend the legal framework for implementation. To this end, a detailed study of two hundred twenty-five structures in this area has been made. A fifty year cutoff date was used to determine the structures that should receive consideration. Survey cards (see Appendix) were made to record relevant data and photographs were taken of each structure in the area.

Two architectural historians from Johnson, Johnson and Roy, an Ann Arbor firm, were employed to study architectural and environmental considerations. They gave valuable suggestions on historic preservation and the means of accomplishing our goals. The Saginaw County Metropolitan Planning Commission is grateful for their help on this project.

# History



From a historic point of view the West Side Historic Area is not rich in national or state history. Few of its original residents were active in affairs outside the Saginaw Valley. But this area, however, is rich in local history. Therefore, it is not the individual history of a famous person, it is the total history that this area represents to the entire history of Saginaw. This small neighborhood in Saginaw represents a broad spectrum ranging from the early settlers of the area to people who arrived later and were influential in the formation of Saginaw. Residents in their large and beautiful homes included lumberman, bankers and merchants. But just as important there were common people, cigarmakers, grocers, laborers and shoemakers, living beside the rich. This makes the West Side Historic Area important because in a small area a wide variety of people could be found. This was not a neighborhood of only the rich with their grand homes; even though there are homes that should be included in the National Register of Historic Places.

It is true then, that the West Side Historic Area cannot be compared to one that had many famous residents. But as a part of the history of Saginaw County this area is important as it represents the wide variety of people that helped to develop Saginaw into what it is today. The historic significance, therefore, is judged by giving more emphasis on local history than would normally be the case.

To determine the historical significance, the background of each structure was examined to see how it related to the people, the events or way of life that shaped the development of Saginaw. Once the history of a structure was determined the degree of

importance was evaluated. The historical significance is graded by national,
state, regional or local significance
and importance.

The evaluation criteria for historical significance is based on the following:

MATIONAL - The structure is associated with history of national importance.

STATE - The structure is associated with history of state importance.

REGIONAL - The structure is associated with history of regional importance (regional being defined as Saginaw Valley area).

LOCAL - The structure is associated with history of local importance.





# Architecture

There are many styles of architecture in the West Side Historic Area, but Italianate and Queen Anne are the ones that give the area its character. There are, also, many other styles, many that cannot be easily classified. Among the styles of architecture that are exhibited are Classic Revival, Colonial Revival, Greek Revival, Bungaloid and Victorian. The modern homes (built after 1925) were not classified. Churches and stores were only briefly evaluated as there were too few examples to make a good comparison.

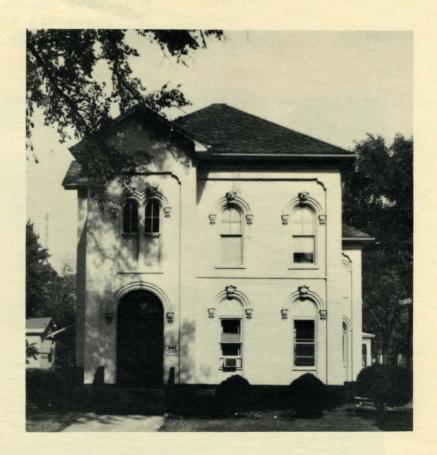
The Italianate style of architecture is characterized by rectangular blocks. They are usually asymmetrically grouped, but the elevations of individual blocks are symmetrical. The roof is usually hipped, flat-pitched and supported by ornamental brackets. Windows are often round-headed and grouped in twos or threes. Later a tower became part of the design, this was known as the Italian Villa style. A fine example of the Villa-style is the structure located at 802 Court. Another derivation from the

Italianate style is the Cube. This style is typified by its symmetrical, almost square appearance. A good example of this style is the home located at 213 South Granger.

The features of the Queen Anne style are its irregular outlines and massing, steep-pitched roofs and a variety of colors and textures. Different wall surfaces are used in the same building such as a combination of brick, horizontal boards and shingles. The upper stories sometimes project beyond the lower. Windows are varied with bay windows often employed. Gables contribute much to the overall effect and are used in many different ways. Chimneys are important. There are many fine examples of the Queen Anne style, but four that beautifully show its characteristics are the homes located at 909 Court, 1021 Court, 921 Cass and 313 South Granger.



The remaining styles, although not as important as the two above, are worthy of mention as they add to the character of the area. The Greek Revival is typified by its rectangular forms with low pitched roofs. All windows and doors have support beams across their top. An interesting example of the Greek Revival style is the home at 817 Van Buren. The Victorian style is a combination of many different styles and therefore it is difficult to describe. The revival styles, both Classic and Colonial attempted to bring back styles of earlier periods, such as Greek and Georgian. Another style, the Bungaloid, is much newer dating from the early 1900's. It is typified by its small size and singlestory, although some have gables forming a second story.\*



<sup>\*</sup> Marcus Whitter, American Architecture Since 1870 (Cambridge, Massachusetts: The MIT Press, 1969).



The architecture of Saginaw is judged by evaluating it against local architecture, not a national or state stan-This was done because Saginaw's architecture is important to the City and not the entire nation. Similarly the evaluation procedure compares buildings of a similar style against each other. Italianate structures are judged against other Saginaw Italianate structures, while Queen Anne's are likewise judged only among similar structures. Many precautions were taken to be sure that all evaluations were judged objectively with minimal prejudices for any particular style of building.

Also evaluated with the style and quality of architecture is the alteration of the original design. When a structure is remodeled or added to, the exterior appearance is changed. Sometimes these changes will be great and completely change the building's character, and therefore effect the architectural significance of the structure. Many times, however, the changes are minor and do not change the character. This criteria evaluates the appropriateness of the changes, if indeed there have been any changes.

The two components evaluated as making up the architectural significance are as follows:

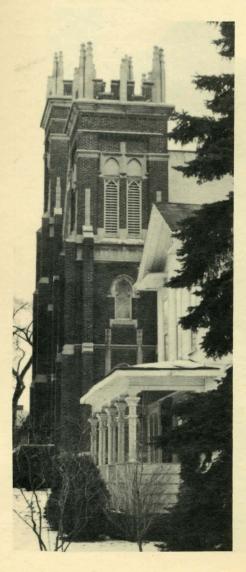
Architectural Design

- EXCEPTIONAL An outstanding example of a style of architecture. It is important on a national context.
- EXCELLENT The structure must be of state or important local significance. It must be among the best examples of a particular style of architecture.
- GOOD The architecture is of local significance. It should be a good example of a style of architecture in the study area.
- FAIR The architectural value is of minor significance, however, it may be worthy of mention because it is part of a group of structures that make an interesting setting.
- POOR The structure has no architectural value or it detracts from the surrounding values.

Alteration of Original Design

- NONE/MINOR There have been no alterations or if there have been they are so insignificant that they are minor and of little importance.
- MODERATE The structure has been altered, but the alterations only diminish the value of the original structure by a small amount.
- EXTENSIVE The structure has been altered so significantly that the entire original character of the building is defaced.

# Environment



The structures are only part of what make up a neighborhood. The area surrounding each structure, the so-called environment, is important because of the effect it has upon the buildings. Furthermore, one's perception of an area distinguishes one neighborhood from another, a unique neighborhood from an undistinguished one. For this reason it is important to preserve not just the beautiful old homes, but the total environment of the neighborhood. Too often in the preservation of an area this environmental quality is lost. When this occurs the neighborhood will lose its unique identity.

An environmental evaluation should be based on the observer's impression of the total neighborhood and not on each individual structure. A neighborhood is defined not by streets but by boundaries within a city block, that is, the structures facing each other across a street often form a neighborhood group. A group of structures are looked at opposed to just one. The impact of the surrounding environment is evaluated for each building. This evaluation is qualitative and only a skilled observer can make such an appraisal.

The West Side Historic Area has many distinguished characteristics, such as the tree lined streets and the neatly maintained homes. An environmental evaluation is based on this and a number of other criteria. The most obvious and important are listed below: (1) general maintenance and appearance; (2) building mass and setbacks that are consistent throughout the neighborhood, and; (3) landscaping with shrubs and trees consistent with those used of the late 1800's. These elements are only a few that are taken into consideration. They may seem

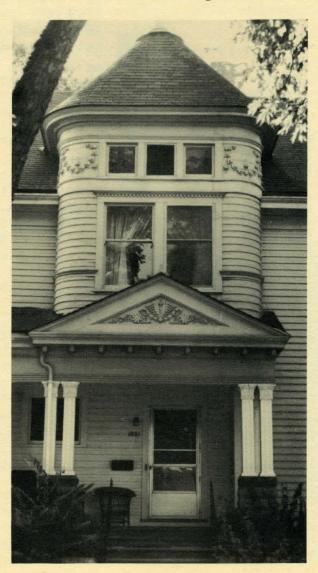
insignificant by themselves, but when looked at as a group are important to the overall character of a neighborhood.

The Environmental Significance is rated by:

GREAT - The surrounding environment is of great value to the individual buildings.

MODERATE - The surrounding environment is of moderate value to the individual buildings.

NONE - The surrounding environment is of little or even detracts from the value of the building.



# Physical Condition

In a historic preservation study, the physical condition of the structures being evaluated is important. A building that is structurally unsound is a poor candidate for restoration as the costs to bring it back to useful operation would exceed the benefits. When a structure, however, has great architectural and/or historic significance the importance of physical condition diminishes. If the structure is unsound it is urgent that all possible means available should be undertaken to preserve it. If, on the other hand, the building is structurally sound it should continue to be used in a productive manner.

Physical condition, in this study, is judged for each individual structure. the judgment was unaffected by its neighbor or neighborhood. The criteria on which the physical condition was judged is taken from Chapin's <u>Urban Land Use Planning</u>.\* His criteria and methodology are widely accepted and are suitable for use in this study. As the evaluation was done quickly and just on exterior features for each structure, there is possibly room for error. This margin for error has been minimized by using an evaluation team for each structure.

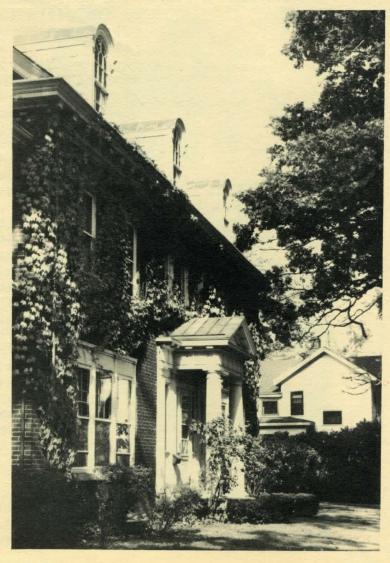
<sup>\*</sup> F. Stuart Chapin, Jr., <u>Urban Land Use</u>
<u>Planning</u> (Urbana, Illinois: University
of Illinois Press, 1965).

The physical condition criteria are as follows:

STANDARD - The structure has no defects or only slight defects that can be corrected through the course of normal maintenance.

DETERIORATING - The structure shows signs of neglect and needs more repairs than would be corrected through normal maintenance. The structure still has potential for preservation.

DILAPIDATED - The structure is unsafe or inadequate as structural defects are of a major consequence and warrant extensive repairs.



# Preservation Analysis

The preservation value of each structure is made up of its historical significance, architectural significance, environmental and physical condition. The analysis must be based on all of these and not just one as any one of these alone would be insufficient for preservation guidance. Therefore, the analysis must be a composite value of all of these criteria.

Each of the four elements are not of equal importance. The individual characteristics of the West Side Historic Area must be taken into consideration to determine whether architecture is more important than history, history more important than environment and so on. After careful consideration the following weighting of numerical values were arrived at.



Total	Category	<u>Points</u>
50	ARCHITECTURAL SIGNIFICANCE	
	Architectural Design	
	EXCEPTIONAL	40
	EXCELLENT	30
	GOOD	20
	FAIR	10
	POOR	0
	Alteration of Original Design	
	NONE/MINOR	10
	MODERATE	5
	EXTENSIVE	0
20	HISTORICAL SIGNIFICANCE	
	NATIONAL	20
	STATE	15
	REGIONAL	10
	LOCAL	5
20	ENVIRONMENTAL	
	GREAT	20
	MODERATE	10
	MINOR	0
. 10	PHYSICAL CONDITION	
	STANDARD	10
	DETERIORATING	5
	DILAPIDATED	0
100	PRESERVATION VALUE	

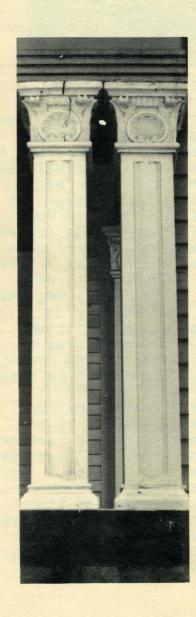


When the four preservation elements have been completed for all structures they are totalled to determine the overall preservation value. This final rating shows how structures should be treated as a historic resource for Saginaw County. preservation value is broken into four groups. The category A buildings (100-80 points) are of outstanding, irreplaceable character. They form the nucleus of the historic district. These structures should be nominated to the State Register of Historic Sites. The category B buildings (79-55) are important to the local heritage and visual character of the neighborhood. Changes in the character of these structures should be carefully controlled. The category C buildings (54-35) are commonplace, but important to the overall fabric of the If properly maintained or restored to their original form they could add to the character of the neighborhood. category D buildings (34-0) lack sufficient values to be considered of importance. Their retention is not important, and if new structures that would better fit into the neighborhood are proposed, they should be added.

By mapping the preservation value for each structure in the historic area the concentrations of important historic structures can be seen. A close analysis of entire area and areas with concentrations of sites will form the basis for the historic district recommendations.

Of the two hundred twenty-five structures in the proposed historic district, only five homes received a rating in the A category. This may seem small, only two percent, but these homes, as mentioned earlier, are worth including on the State List of Historic Sites or possibly the National Register of Historic Places. Group B structures comprise twenty-three percent or fifty of the total number. These are also significant as far as preservation and importance to the neighborhood is concerned. The largest number of structures is in the group C category. There are one hundred-twenty of these structures, fifty-three percent of the These are less significant total number. than the first two groups and by themselves would not constitute a historic district. But when combined with the group A and B structures, they fit into and add to the total character of the neighborhood. There are thirty group D and eleven modern structures in the area. The two groups make up twenty-two percent of the structures in the district. structures have little or no positive impact on the neighborhood.

The largest concentration of group A and B structures is located along Court Street and along Granger and Porter Streets from Court to Van Buren. There are eighty-one structures in this area. Forty-four or fifty-four percent are in the A or B group. Of the remaining only seven are group D or modern structures. The rest are group C and they generally add to the character of the neighborhood. This area is the most important part of the district, it could be called the "core" area. As we move away from this area the quality of the homes generally decreases, only





twelve group B structures are outside
the "core" area. Furthermore group C
structures surround the intense concentration, helping to buffer this area
from the adverse impacts that the poorer
quality structures may have on it. Unfortunately Otto Roeser Park detracts
from the character of the district and
especially from the homes facing the
park. The creation of a historic district will tend to increase the resident's
pride and awareness of their unique
situation. In fact, it may even encourage
them to maintain and restore their homes.



# Historic District Recommendations



The Saginaw County Metropolitan Planning Commission and the Historic District Commission recommend that the West Side Saginaw Historic Area (see map on page 51) be designated as a historic district in accordance with Act Number 169 of the Public Acts of Michigan of 1970. This act provides for the establishment of historic districts. This designation will become effective when the Saginaw County Board of Commissioners adopts an ordinance that sets forth the legal boundaries for the district and regulations describing legal powers of the Historic District Commission. An example of such regulations is provided in the Appendix.

The West Side Saginaw Historic Area is worthy of designation because of the many examples of fine architecture and the unique role it has had in the history of Saginaw. The district, furthermore, fits together making a pleasant urban setting and a viable neighborhood. By creating a historic district this neighborhood quality will be preserved and extended as more and more homes in the area are restored. The creation of a historic district will also save the neighborhood from the dangers of urban blight and deterioration.

The following specific recommendations are offered to increase the historic qualities of the West Side Saginaw Historic Area and preservation activities in Saginaw County in general, once the historic district is established.

- \* Rezone all of the West Side Historic Area except along Court Street from R-2 to R-1 as this was originally a residential neighborhood comprised of single family dwellings and should be preserved in such a manner.
- \* Encourage the replacement of structures with no historical value (category D) by ones that are better suited for the neighborhood.

- \* Encourage the redevelopment of Otto Roeser Park so that the park will fit into the neighborhood and also reach the recreation needs of a wider range of people.
- \* Stress the Heritage Square Resident Association's role in preservation activities.
- \* Establish a policy of awarding plaques of appropriateness to owners who have already or will in the future comply with the strict intent of the historic district regulations.
- \* Encourage productive use of all preserved buildings, particularly through private ownership.
- \* Retain the existing street pattern because the square blocks add to the character of the neighborhood.
- \* Develop walking tours of the community and especially the West Side Saginaw Historic Area to help citizens become aware of the many historic assets in Saginaw.
- \* Encourage the use of traditional landscaping material.
- \* Change street signs and lights to ones that add to the character of a historic neighborhood.
- \* Develop guidelines to evaluate exterior changes and help residents plan the restoration work to existing structures. This will assist the Saginaw County Historic District Commission to judge the appropriateness and compatibility of contemporary design for new structures or additions in a historic district and to discourage "fake" traditional architecture and decor.
- \* Seek Federal, State and private funding to support historic preservation activities that cannot be accomplished with local-municipal funds.

\* Seek the cooperation of governments to achieve historic preservation goals by ongoing planning activities, through continuing study of other areas in Saginaw County that have historical value, especially areas that are threatened by the lack of maintenance or demolition.

A commitment to these goals by the residents of the proposed historic district, local government officials and the general public will encourage historic preservation activities with the aim of maintaining or restoring viable old neighborhoods in Saginaw County.



Appendix

#### PROPOSED

#### HISTORIC DISTRICT REGULATIONS

#### SECTION 1. PURPOSE

The purpose of this article is to (1) safeguard the heritage of Saginaw County by preserving districts within Saginaw County which reflect elements of its cultural, social, economic, political, or architectural history; (2) stabilize and improve property values in such districts; (3) foster civic beauty; (4) strengthen the local economy; and (5) promote the use of Historic Districts for the education, pleasure, and welfare of the citizens of Saginaw County.

#### SECTION 2. DEFINITIONS

- 2.1 Historic District: An area or group of areas not necessarily having contiguous boundaries, created by a local unit for the purpose of this article.
- 2.2 Historical Preservation: The protection, rehabilitation, restoration, or reconstruction of districts, archeological and other sites, buildings, structures, and objects.
- 2.3 Commission: Saginaw County Historic District Commission.
- 2.4 Ordinary Maintenance and Repair: Ordinary maintenance or repair shall mean that type of maintenance or repair which does not alter exterior architectural features subject to view from a public street, way or place, specifically including painting as an act of ordinary maintenance.

#### SECTION 3. HISTORIC DISTRICT BOUNDARIES

No structure shall be constructed, altered, repaired, moved or demolished in a Historic District unless such action complies with the requirements set forth in this Article. The following Historic Districts are hereby established:

3.1 Blocks 1, 2, 8, 132, 133, 134, 135, 162, 163, Block 9: Lots 1-5, Block 15: Lots 4, 5, 9, and 10, Block 16: Lots 4 and 5, Block 131: Lots 4, 5, 9 and 10, Block 136: Lots 4, 5, 9 and 10, Block 161: Lots 4, 5 and 10, Bloc 164: Lots 6-10, Block 165: Lots 6-10 and Block 166: Lots 4, 5, 9 and 10 in the Plat South of Cass in the City of Saginaw, Michigan, and Blocks 124, 126, 127, 166, 167, 168, 169, 209, 210, Block 125: Lots 1, 2, 4 and 7, Block 128: Lots 1, 2, 7, and 8, Block 165: Lots 1, 2, 7, 8 and 9, Block 170: Lots 1, 2, 7 and 8, Block 207: Lots 1, 2, 8 and 9 and Block 211: Lots 6-12 and Block 212: Lots 8-12 in the Plat North of Cass in the City of Saginaw, Michigan.

### SECTION 4. HISTORIC DISTRICT COMMISSION

- 4.1 Creation: In order to execute the purposes of this article, the Saginaw County Historic District Commission was created on April 7, 1973.
- 4.2 Membership: The Commission shall consist of seven members who are residents of Saginaw County and shall be appointed by the Chairman of the Saginaw County Board of Commissioners.
- Of these seven members, at least two are to be selected from a list submitted by a duly organized and existing preservation society or societies and one person shall be an architect registered in this state.
  - (a) Terms of Office. Members of the Commission shall serve for terms of three years except on the initial Commission, four members shall be appointed to serve for two years and three members for three years. The terms of all Commissioners commence on the first day of the month following the creation of the Commission (May 1, 1973). Members may be reappointed after their terms expire.
  - (b) Vacancies. In the event of a vacancy on the Commission interum appointments may be made by the Chairman of the Saginaw County Board of Commissioners to complete the unexpired term of such position.
  - 4.3 Function and Duties:
  - (a) The Historic District Commission shall be responsible for passing upon applications for construction, alteration, repair, removal or demolition of structures within a historic district.
  - (b) It shall have those duties and powers set forth in Section Five (5) concerning construction, alteration, repair, moving or demolition within a historic district.
  - (c) It shall encourage and cooperate with civic groups, merchants, Saginaw County Historical Society and local units of governments in promoting historic preservation efforts in Saginaw County.
  - 4.4 Rules of Procedure:
  - (a) Meetings. All meetings of the Commission shall be open to the public and any person or his duly authorized representative shall be entitled to appear and be heard on any matter before the Commission before it reaches its decision.

- (b) Voting and Meetings. A majority of the members of the Commission shall constitute a quorum for the transaction of business and the act of a majority of the commissioners present at a meeting at which a quorum is present shall be the act of the commission. The commission shall adopt rules of procedure which shall provide for the time and place of holding regular meetings. They shall also provide for the calling of special meetings by the chairman or by at least two members of the commission.
- (c) Records. The commission shall keep a record which shall be open to the public review, of its resolutions, proceedings, and actions.
- (d) Election of Officers. The Historic District Commission shall elect from its membership a chairman, vice-chairman, and treasurer whose terms of office shall be one (1) year. The Chairman shall preside over the Commission and shall have the right to vote. The Vice Chairman shall, in case of absence or disability of the chairman, perform the duties of the chairman.
- (e) Annual Report. The Commission shall submit an annual report of its activities to the Saginaw County Board of Commissioners.
- (f) Gifts and Grants. The commission may accept on behalf of Saginaw County grants from the State or Federal government for historical purposes. It may accept public or private gifts for historical purposes. Title to any such property shall be vested in Saginaw County and all monies deposited with the Saginaw County Treasurer.

If all efforts by the historic district commission to preserve an historic structure fail, or if it is determined that public ownership is most suitable, the County Board of Commissioners, if deemed to be in the public interest, may acquire such property using public funds, gifts for historical purposes, grants from the state or federal governments for acquisition of historical purposes, grants from the state or federal government for acquisition of historical properties, or proceeds from revenue bonds issued for historical preservation purposes.

Such acquisitions shall be based on the recommendation of the historic district commission. The historic district commission has responsibility for the maintenance of publicly owned historic structures using its own funds, if not specifically earmarked for other purposes, or those funds committed for this use by the local legislative body.

(g) Staff. The Saginaw County Metropolitan Planning Commission staff shall serve as the staff of the Historic District Commission. The planning director will serve as secretary to the Commission.

#### SECTION 5. DUTIES OF HISTORIC DISTRICT COMMISSION

- 5.1 Duties and Powers:
- (a) It shall be the duty of the Commission to review all plans for the construction, alteration, repair, moving, or demolition of structures in a historic district and the Commission shall have the power to pass upon such plans before a permit for such activity can be granted. In reviewing the plans, the Commission shall give consideration to:
  - the historical or architectural value and significance of the structure and its relationship to the historic value of the surrounding area;
  - ii. the relationship of the exterior architectural features of such structure to the rest of the structures and to surrounding area;
  - iii. the general compatibility of exterior design, arrangements, texture and materials proposed to be used; and
    - iv. any other factor, including aesthetic, which it deems to be pertinent.
- (b) Exterior Features. The Commission shall pass only on exterior features of a structure and not consider interior arrangements, nor shall it disapprove application except in regard to considerations as set forth in the previous paragraph.
- (c) Judgment of Commission. The structures to be considered are limited to those within the Historic Districts described in Section 3. It is the intent of this Section that the Commission shall be lenient in its judgment of plans for new construction or for alteration, repair, or demolition of structures of

little historic value, except where such construction, alteration, repair or demolition would seriously impair the historic value and character of surrounding structures or the integrity of the surrounding area.

- (d) Use of Experts. The Commission shall have the power to call in experts to aid it in its deliberations.
- (e) Certificate of Approval. The Commission shall have the power to issue a Certificate of Approval if it approves of the plans submitted to it for its review. The Inspector of Building shall not issue a building permit until such Certificate of Approval has been issued by the Commission and filed with the Inspector of Buildings.
- 5.2 Procedures for Review of Plans:
- (a) County Jurisdiction. The overall historical preservation plans of cities, villages, and townships shall be submitted to the Commission for review and County Plans shall be submitted to cities, villages, and townships having Historic District Commissions. Routine activities of local commissioners concerning alteration and restoration decisions need not be submitted to the Commission, but only those plans which have other than strictly local significance need be reviewed.
- (b) Review Process. Application for a building permit to construct, alter, repair, move or demolish any structure in a Historic District shall be made to the Inspector of Buildings for the city, village, or township in which the District is located. Plans shall be submitted showing the structure in question and also showing its relation to adjacent structures.

Upon the filing of such application, the Inspector of Buildings shall immediately notify the Historic District Commission of the receipt of such application and shall transmit it together with accompanying plans and other information to the Commission.

The Commission shall act upon all applications within 60 days of their date of filing. Failure of the Commission to act within 60 days unless an extension of time is agreed upon mutually by the Commission and the applicant, shall be deemed to constitute approval.

- (c) Certificate of Approval. The Commission shall file with the Inspector of Buildings its certificate of approval or denial of plans submitted to it for review. No work shall begin until the certificate is filed but in the case of denial, no permit shall be issued.
- (d) Denial of Plans. If the Commission denies plans submitted to it for review, it shall state its reasons for doing so and shall transmit a record of such action and reasons therefore in writing to the Inspector of Buildings, and to the applicant. The Commission may advise what it thinks is proper if it disapproves of the plans submitted. The Applicant, if he so desires, may make modifications to his plans and shall have the right to resubmit his application at any time after doing so.
- (e) Compromises. In case of an application for repair or alteration affecting the exterior appearance of a structure or for the moving or demolition of a structure which the Commission deems so valuable to Saginaw County, the state or nation, the loss thereof will adversely effect the public purpose of Saginaw County, the State of Michigan, or the nation, the Commission shall endeavor to work out, with the owner an economically feasible plan for the preservation of the structure.
- 5.3 Demolition or Moving of Historic Structures: The demolition or moving of structures of historic or architectural worth shall be discouraged. The Commission shall not issue a Certificate of Approval for demolition except when deemed a hazard to public health or safety by a responsible public agency but may issue such a certificate for moving a structure.
  - (a) Certificate of Approval. The Commission may at its own discretion, issue a Certificate of Approval for demolition or for moving a structure, but shall be guided by the following conditions in exercising its judgment in granting such a certificate:
    - the Inspector of Buildings deems such structure to be a hazard to public safety or health and repairs are impossible;
    - ii. such structure is a deterrent to a major improvement program which will be of substantial benefit to the community;

- iii. retention of such structure would cause undue financial hardship to the owner, which would be defined as a situation where more funds than are reasonable would be required to retain the structure; and
- iv. the retention of such structure would not be in the interest of the community as a whole.
- (b) Effective Date of Approval. In cases where approval for demolition is granted for reasons other than public health or safety, such certificate shall not become effective until six months after the date of such issuance in order to provide a period of time within which it may be possible to relieve a hardship or to cause the property to be transferred to another owner who will retain the structure.

### SECTION 6. YARD VARIANCES

Due to peculiar conditions of design and construction in historic neighborhoods where structures were often built close to the lot lines, it is in the public interest to retain a neighborhood's historic appearance by making variances to normal yard requirements. Where it is deemed that such variances will not adversely affect neighboring properties, the Commission may recommend to the Zoning Board of Appeals that such variance to standard yard requirements be made.

#### SECTION 7. EXCEPTIONS

Nothing in this Article shall be construed to prevent ordinary maintenance or repair of any structure within the Historic District; nor shall anything in this Article be construed to prevent the construction, alteration, repair, moving or demolition of any structure under a permit issued by the Inspector of Buildings prior to the passage of this ordinance.

## SECTION 8. APPEALS

Any person or persons jointly or severally aggrieved by a decision of the Historic District Commission shall have the same right of appeal concerning such decision as are granted to an applicant that is aggrieved by a decision of the Zoning Board of Review. Such rights are set forth by this Ordinance.



L SURVEY	
TORICAL	DISTRI ICHIGAN 1974
ITECTURAL-HISTORICAL  ODOS FILL  VA/FS	SINAW. 7
SCHITECT SPODO	HISTO SAG

NAME:				
ADDRESS:				
AGE: FACTUAL ESTIMATED				
ORIGINAL USE:				
PRESENT USE:				
EXTERIOR DESCRIPTION:				
INTERIOR DESCRIPTION:				
ARCHITECTURAL STYLE:				
ARCHITECT:				
INCIDENCE IN AREA:				
RARE COMMON				
LOT SIZE: x				
sq. ft.				
PROPERTY ZONED:				

ARCHITECTURAL SIGNIFICANCE	exceptional	
	excellent	
	good	
	fair	
	poor	
ALTERATION	none/minor	
OF ORIGINAL	moderate	
DESIGN	extensive	
ENVIRONMENTAL	great	
SIGNIFICANCE	moderate	
SIGNIFICANCE	minor	
	national	
HISTORICAL	state	
SIGNIFICANCE	regional	
	local	
PHYSICAL	standard	
CONDITION	deteriorating	
55.151715N	dilapidated	

### SAGINAW COUNTY

## HISTORIC DISTRICT COMMISSION

Perry D. Riddick Chairman, Saginaw County Historical

Society

Ralph Stroebel Saginaw County Historian

Daniel Toshach Architect, Vice-Chairman, Saginaw County

Metropolitan Planning Commission

Patricia Appold Secretary, Saginaw County Parks and Recreation Commission

Carl Hansen Curator, Frankenmuth Historical Museum

City of Saginaw Parks and Recreation Thomas Cawley

Department

Shirley Iler Citizen

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Planning Technician I
Planning Technician I
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