

Village of Pellston

Master Plan

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2024



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Village of Pellston Master Plan

TABLE OF CONTENTS

1	INTRODUCTION & HISTORY	
	Authority & Preface	1-1
	History	1-1
	Location	1-2
2	SOCIO-ECONOMIC CHARACTERISTICS	
	Population	2-1
	Age Distribution	2-2
	Household Characteristics	2-3
	School Enrollment & Educational Attainment	2-4
	Disability Status	2-5
	Housing Characteristics	2-6
	Income	2-6
	Poverty	2-7
	Labor Force	2-7
	State Equalized Value (SEV)	2-8
	Village of Pellston Finances	2-9
	Crime Statistics & Traffic Crashes	2-12
3	COMMUNITY SERVICES & FACILITIES	
	Introduction	3-1
	Village Government	3-1
	Water & Sewer	3-1
	Utilities	3-2
	Solid Waste & Recycling	3-4
	Parks	3-4
	School District & Library	3-4
	Postal Service	3-4
	Public Safety	3-5
	Medical Facilities	3-5
	Transportation	3-5
	Festivals & Events	3-6
4	NATURAL RESOURCES	
	Introduction	4-1
	Topography & Geology	4-1

4	Soils	4-1
	Water Resources	4-2
	Forest Resources	4-3
	Sites of Contamination	4-4
5	EXISTING LAND USE	
	Existing Land Use Statistics	5-1
	Existing Land Uses Defined	5-1
	Existing Land Use Map	5-3
6	FUTURE LAND USE	
	Introduction	6-1
	Future Land Use Characteristics	6-1
	Future Land Use Plan Considerations	6-3
	Future Land Use Map	6-4
7	GOALS & OBJECTIVES	
	Planning Process	7-1
	Survey Results	7-1
	Village Assessts	7-1
	Goals, Objectives, and Impementation Strategies	7-2
8	ADOPTION & IMPLEMENTATION	
	Plan Adoption	8-1
	Plan Implementation	8-1
	Documentation	8-2

Pellston Village Council

Mark Givens, President
 Eric Ward, Councilperson
 C. Mallory, Councilperson
 Jane Ann Rose, Councilperson
 Kayla Schlappi, Councilperson
 Steven Hall, Councilperson

Pellston Planning & Zoning Commission

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CHAPTER

1

Introduction & History



Village of Pellston Master Plan

Authority & Preface

The purpose of the Village of Pellston's Master Plan is to provide advisory guidelines for future growth and development, infrastructure improvements, and long-range management of the land use in the village. This Master Plan includes maps and information to assist in the decision-making process to ensure the natural features, rural character, quality of life, public uses of land, recreational opportunities, and other important characteristics are retained, while minimizing the potential land use conflicts, inappropriate uses of land, and abandoned or blighted areas. The Master Plan provides the formal basis for land use, capital improvement decisions, and the village's regulatory devices and ordinances. It is not a legally enforceable document. The Zoning Ordinance is a legally defensible document and sets forth the zoning regulations used to manage the village's land use. The Zoning Ordinance is enacted under the Michigan Zoning Enabling Act, Public Act 110 of 2006, as amended.

The authority to develop the Master Plan is provided through the Michigan Planning Enabling Act, Public Act 33 of 2008, as

amended. Public Act 33 of 2008 requires the Planning Commission to hold a public hearing before the final adoption of a Master Plan as well as when the Planning Commission alters, amends, or expands the scope of its Master Plan after its original adoption.

A Master Plan needs to be periodically evaluated and as necessary, updated to reflect significant changes in the village, development trends, and the public's desire for change. Updating this plan as things change or goals are accomplished should not be regarded as a weakness in this plan or planning effort. A master plan is a "living" document that needs to be used and modified regularly.

The Master Plan planning process gathers input from the public and various governmental entities to assist in addressing significant changes in the Village that may result in modifications to previous planning efforts or to determine progress towards implementing the goals and policies outlined in previous planning efforts.

In 2012, the Pellston Planning & Zoning Commission and the Village Council prepared a Master Plan to guide the village's growth.

History

The Native Americans occupied this densely forested area before the Europeans arrived in the late 1600's. William H. Pells, Col. Charles Bogardus, and Warren B. Stimson are known as the founding fathers of Pellston. As the railroads expanded northward through the State of Michigan in the late 1800's, William H. Pells purchased nearly 28,000 acres of land in Emmet and Cheboygan Counties between 1875 and 1885 and platted a small village with the Grand Rapids and Indiana Railroad as its centerpiece. Mr. Stimson, a rail agent, named the town "Pellston" after

Mr. Pells. When Mr. Pells died in 1886, Col. Charles Bogardus, his son-in-law, took over the development and promotion of the town. Col. Bogardus envisioned transforming the tiny, rural outpost of Pellston into a "Little Chicago." In 1895, Pellston was founded. In 1901, Col. Bogardus decided to go into the lumber business after hearing about the wealth associated with the industry. Unfortunately, the endeavor was not successful and Pellston was on its way towards becoming a lumber ghost town by the early 1930's.

Around World War II, an airfield was constructed north of the village limits with the intent to be used as an Army Air Force reserve field. In 1941, Pennsylvania Central Airlines,

a commercial carrier, arrived; and by the Jet Age, several airlines were operating out of Pellston. In 1960, John F. Kennedy arrived at the airport during his election campaign.

Location

The Village of Pellston is located in the northwest portion of Michigan’s Lower Peninsula within Emmet County (Figure 1-1). It is bisected by the border of McKinley Township to the north and Maple River Township to the south.

The Village is about 17-20 miles from Petoskey, Mackinaw City and the Mackinac Bridge, and the City of Cheboygan. Figure 1-2 shows the basic layout of the Village of Pellston.

Figure 1-1 Location Map

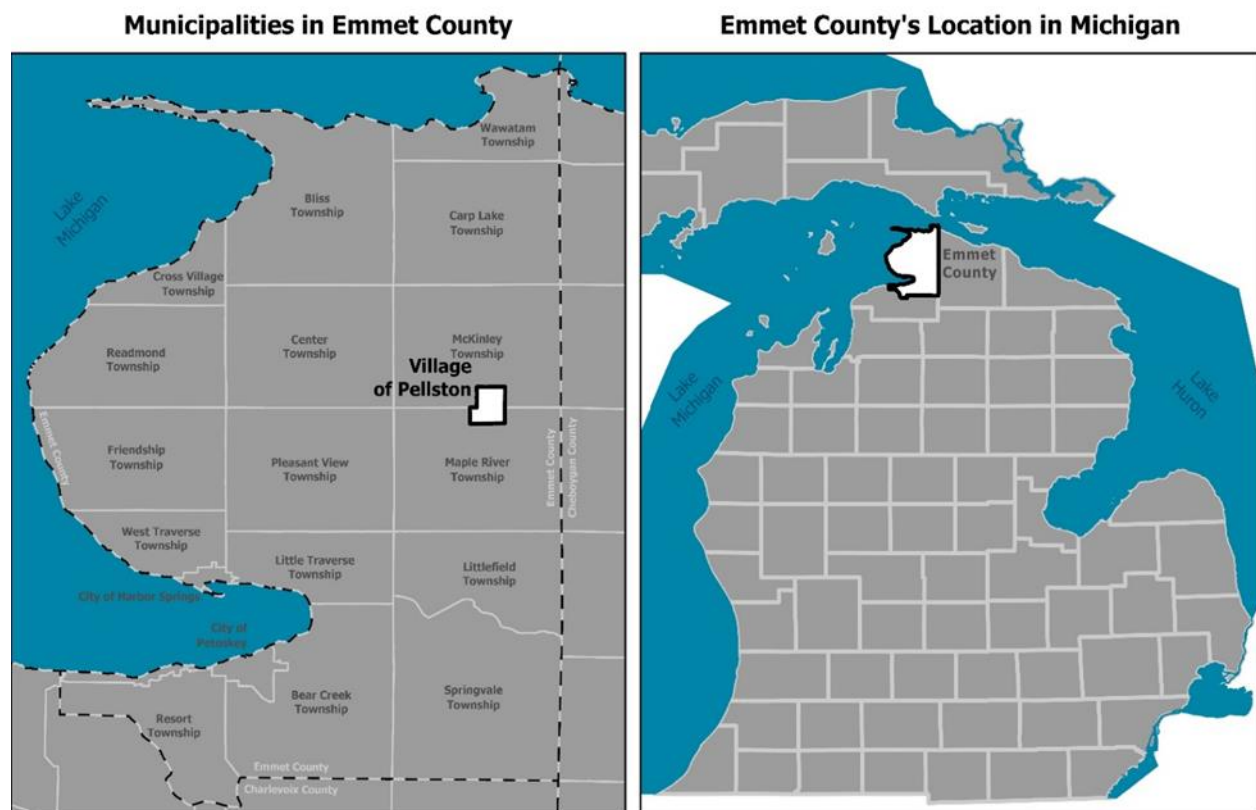
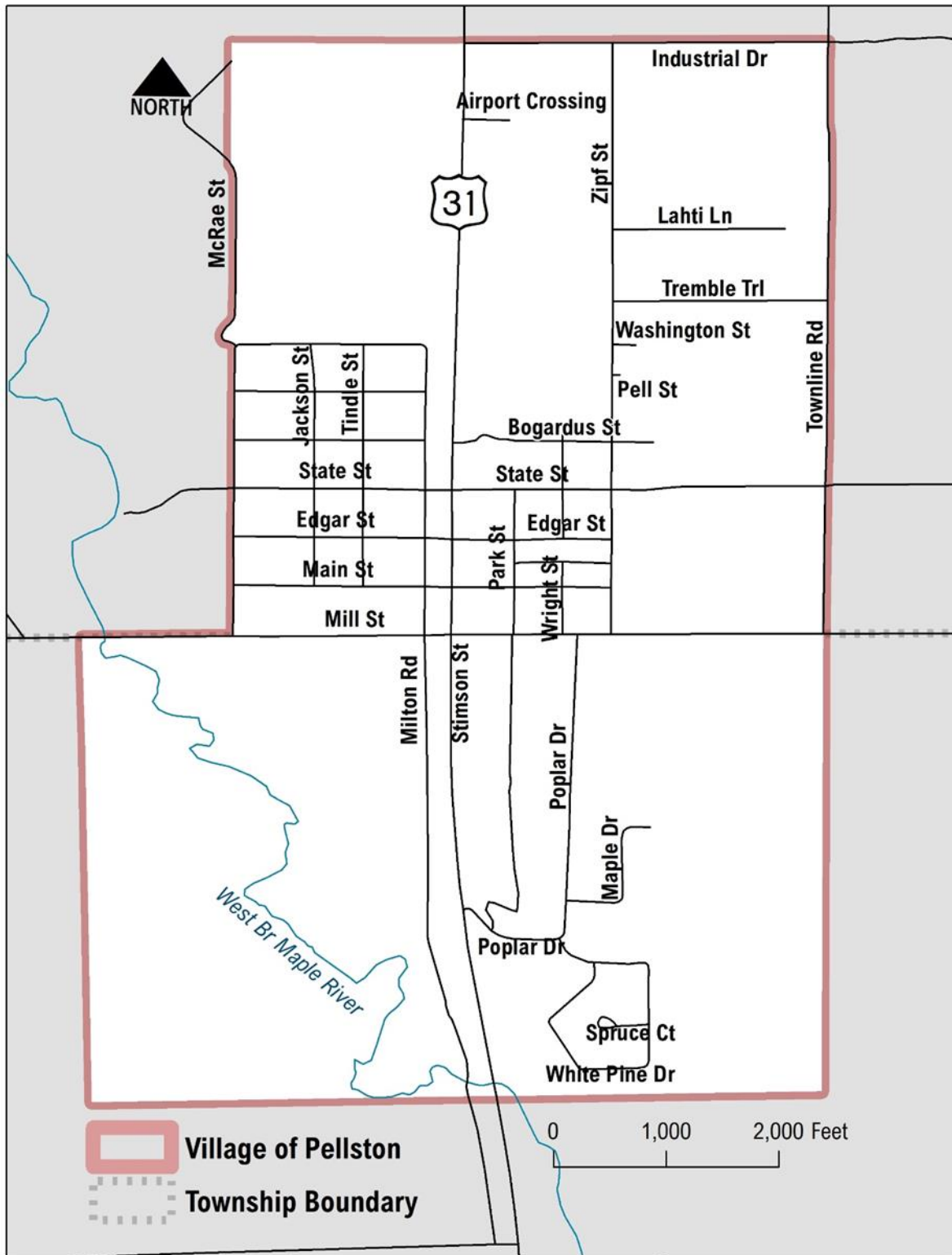


Figure 1-2 Pellston Base Map



CHAPTER

2

Socio-Economic Characteristics



Village of Pellston Master Plan

Population

The 2020 Census showed that the Village of Pellston experienced a population decrease of 5.8% (48 people), from 2010 to 2020. The 2022 American Community Survey (ACS) showed another decrease of 1.94% or 15 people. The County experienced a gain of 1,418 residents (4.3 percent) of its total population from 2010 to 2020 according to

the 2020 census. The County experienced a decrease of 1.5% (40 people) between 2020 and 2022 according to the 2022 American Community Survey. The Village of Pellston’s population density is 397 per square mile and by comparison, the County has 73 people per square mile.

Population by Municipality

The Village of Pellston is the sixth smallest community, by population, in Emmet County. Table 2-1 shows population change by municipalities from 2010-2022. The 2020 census numbers were affected by the pandemic, however there are trends worth noting. The Village of Pellston had the fourth

highest decline in the county with -7.66%, Cross Village Township was the highest with -22.78%. Pleasantview Township saw the largest growth at 23.57% and McKinley Township had the smallest growth at 1.54%. Emmet County saw a 4.32% increase in population from 2010-2022.

Municipality	2010	2020	Percent Change	Numeric Change	2022	Percent Change	Numeric Change	Total % of Change
Village of Pellston	822	774	-5.84%	-48	759	-1.94%	-15	-7.66%
Bear Creek Township	6,201	6,542	5.50%	341	6543	0.01%	1	5.51%
Bliss Township	620	568	-8.39%	-52	644	13.38%	76	3.87%
Carp Lake Township	759	748	-1.45%	-11	739	-1.20%	-9	2.64%
Center Township	568	525	-7.57%	-43	458	-12.76%	-67	-19.37%
Cross Village Township	281	240	-14.59%	-41	217	-9.47%	-23	-22.78%
Friendship Township	889	954	7.31%	65	881	-7.65%	-73	-8.9%
City of Harbor Springs	1,194	1,274	6.70%	80	1091	-14.36%	-183	-8.62%
Littlefield Township	2,978	3,200	7.45%	222	3192	-0.25%	-8	-7.19%
Little Traverse Township	2,380	2,657	11.64%	277	2647	-0.37%	-10	11.22%
McKinley Township	1,297	1,294	.23%	-3	1317	1.78%	23	1.54%
Maple River Township	1,348	1,295	-3.93%	-53	1396	7.80%	101	3.56%
City of Petoskey	5,670	5,877	3.65%	207	5859	-0.62%	-18	3.33%
Pleasantview Township	823	918	11.54%	95	1017	10.78%	99	23.57%
Readmond Township	581	560	-3.61%	-21	570	1.79%	10	-1.89%
Resort Township	2,697	2,835	5.12%	138	2829	-0.21%	-6	4.89%
Springvale Township	2,141	2,146	.23%	5	2336	8.85%	190	9.11%
Wawatam Township	661	711	7.56%	50	513	-27.84%	-198	-22.39%
West Traverse Township	1,606	1,768	10.09%	162	1796	1.5%	28	8.34%
Emmet County	32,694	34,112	4.34%	1,418	34,072	-1.1%	-40	4.21%

Source: U.S. Bureau of the Census, 2010 Census, 2020 Census
 Note: Red text indicates decline.

Age Distribution

The 2022 ACS data shows that 383 residents (50.46%) of the Village of Pellston population

were 45 years old or older see Table 2-2. The median age of residents in Pellston increased

from 36.5 to 45.9 from 2010 to 2022. This increase can be attributed to an aging population and to decrease in school age children, -9.7% & decrease of 88 children. For the same periods, the State of Michigan’s median age increased from 38.9 to 39.9 years, the County’s median age increased from 41.9 to 45.8 years. The lowest median age (37.5) was in McKinley Township while

the City of Harbor Springs has the highest median age (62.9). The shifts in demographic makeup are changing the population structure. Long-term trends in the increase in median age continue at a higher rate than in the State of Michigan. With an aging population access to social and medical services becomes more important.

Table 2-2: Age Distribution By Municipality For Emmet County

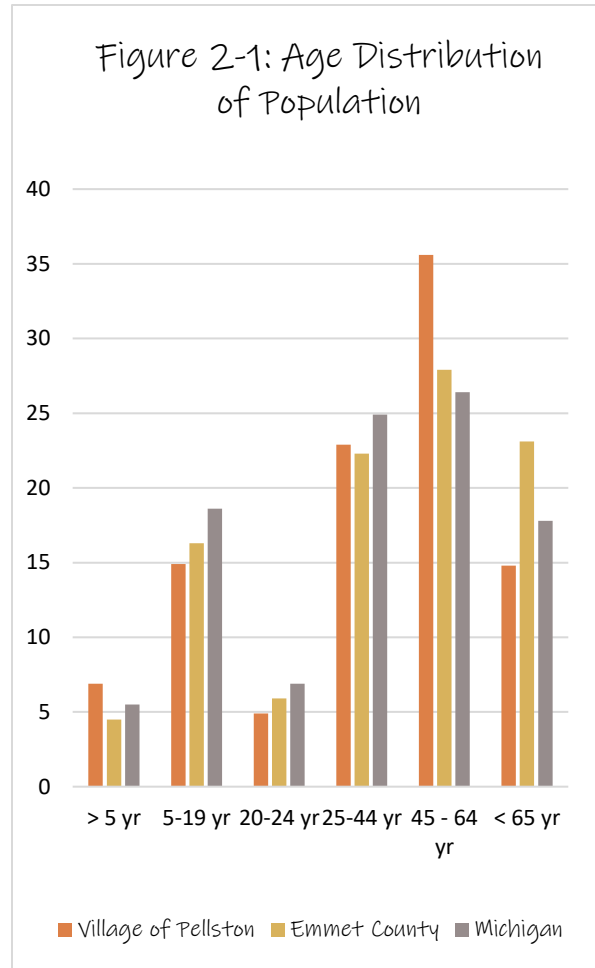
Community	5 Yrs. & Under	%*	5-19 Yrs.	%*	20-24	%*	25-44 Yrs.	%*	45-64 Yrs.	%*	65 Yrs. & Over	%*	Median Age
Village of Pellston	52	6.9	113	14.9	37	4.9	174	22.9	270	35.6	113	14.8	45.9
Bear Creek Township	269	4.1	1084	16.6	366	5.6	1322	20.2	1977	30.2	1525	23.3	46.7
Bliss Township	6	.9	94	14.6	19	3	170	26	193	29.9	164	25.5	50.4
Carp Lake Township	15	2.0	171	23.2	63	8.5	173	23.3	165	22.3	152	20.5	40.5
Center Township	12	2.5	106	21.9	38	7.8	73	15	172	35.3	84	17.2	47.1
Cross Village Township	3	1.4	14	6.4	12	5.5	36	16.6	60	27.7	92	42.4	61.4
Friendship Township	13	1.5	202	22.9	29	3.3	142	16.2	264	30.0	231	26.3	49.2
City of Harbor Springs	17	1.6	91	8.3	8	0.7	163	15.0	301	33.0	511	46.9	62.9
Littlefield Township	257	8.1	385	12.1	403	12.6	926	29.0	685	21.5	536	16.7	36.5
Little Traverse Township	178	6.7	333	12.6	143	5.4	555	21.0	695	26.3	743	28.1	49.0
McKinley Township	111	8.4	223	16.9	72	5.5	326	24.8	375	28.5	210	15.9	37.5
Maple River Township	96	6.9	293	21.0	66	4.7	374	26.8	295	21.1	272	19.5	38.4
City of Petoskey	236	4.0	1050	17.2	396	6.8	1557	26.6	1468	25.1	1152	19.7	41.0
Pleasantview Township	38	3.7	124	12.2	47	4.6	240	23.6	272	26.7	296	29.1	51.0
Readmond Township	34	6.0	48	8.4	7	1.2	100	17.5	163	28.6	218	38.2	57.6
Resort Township	127	4.5	497	17.4	162	5.7	597	21.1	839	29.6	616	21.8	46.5
Springvale Township	67	2.9	516	22.1	121	5.2	407	17.4	898	38.4	327	14.0	46.2
Wawatam Township	12	2.3	69	13.5	20	3.9	75	14.6	161	31.4	176	34.3	53.5
West Traverse Township	34	1.9	270	15.0	25	1.4	387	21.5	473	26.3	607	33.8	55.5
Emmet County	1,525	4.5	5,564	16.3	1,997	5.9	7,621	22.4	9,453	27.7	7,912	23.2	45.8

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, 2022

The population can be divided into six general age groups:

1. Under 5 years of age (6.9%)
2. 5-19 years old (14.9%)
3. 20-24 years old (4.9%)
4. 25-44 years old (22.9%)
5. 45-64 years old (35.6%)
6. 65 years & older (14.8%)

Figure 2-1 shows the distribution of these age groups. The Village of Pellston has a higher percentage of residents 5 years and younger than the County and the State. The Village has a lower percentage of people 20-24 years old than the County and the State. The percentage of persons 65 years and older is significantly lower in the Village of Pellston in comparison to the County and the State. However, the Village has a substantially higher percentage of its population in the 45-64 age group than the County and the State. Planning now to ensure the transportation, recreation, and healthcare needs of this aging population are met will help avoid a potentially critical situation for the Village of Pellston.



Household Characteristics

Table 2-3 presents information on household characteristics gathered in the 2022 ACS. The average household size in Emmet County is smaller than the state average. According to the 2022 ACS, of the 336 households in the Village of Pellston, 98 were reported as householders living alone, there were

approximately 33 households with a person 65 years of age living alone, with 87 households having a person(s) 65 years or older in the household. The average household size was larger in the Village at 2.82 compared to the State of Michigan average of 2.48 and the County at 2.32.

Municipality	Total Households	Avg. Household Size	Living Alone	Alone 65+	Household 65+
Village of Pellston	336	2.82	29.2%	9.8%	25.9%
Emmet County	14,530	2.32	26.7%	12.2%	37.9%
Michigan	3,976,729	2.48	30.5%	12.7%	32.8%

Source: U.S. Bureau of the Census, American Community Survey 5-Year Estimates

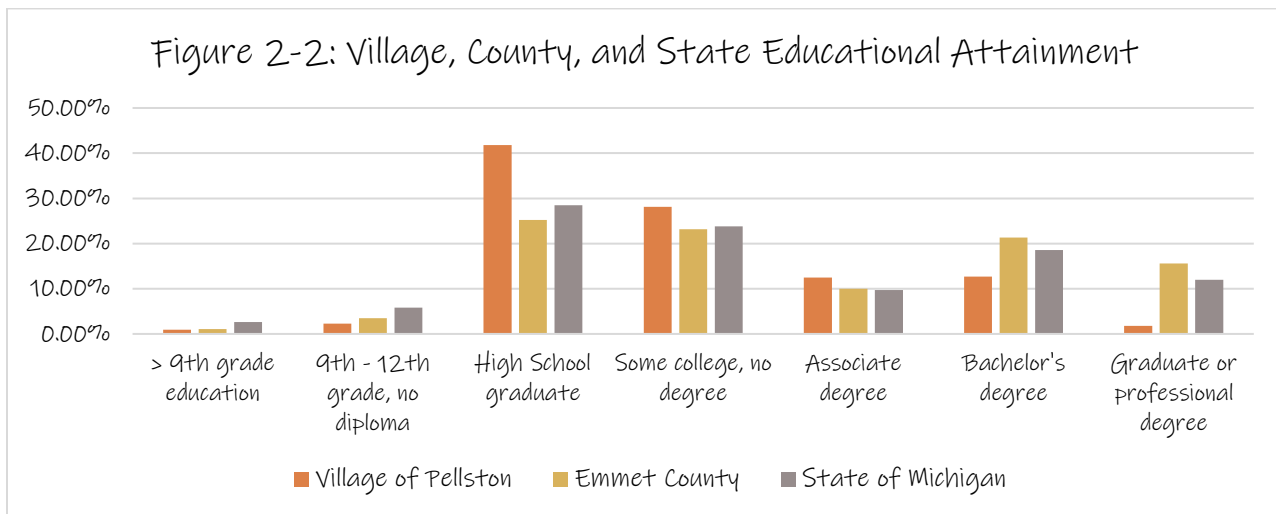
Education Attainment & School Enrollment

According to the 2022 American Community Survey 5-Year Estimates, 203 persons within the Village of Pellston over the age of 3 years were enrolled in school, 168 being in kindergarten to 12th grade, and 13 in college. Of the 557 people 25 years and older, 97.5% were high school graduates or equivalent, while 2.0% attended school into the 9th-12th grade with no diploma, and less than 1% (0.5%) had completed less than the 9th grade

education. 28.2% of residents had attended some college with no degree, 12.2% had associate degrees, 13.6% had earned a bachelor’s degree, and 1.4% had earned a graduate or professional degree. The Village of Pellston has a significantly lower percentage of residents with a graduate or professional degree as compared to Emmet County and the State of Michigan. (Table 2-4 and Figure 2-2).

	Village of Pellston	Emmet County	State of Michigan
Population 25 years and over	557	24,986	6,938,439
Less than 9th-grade education	0.5%	0.9%	2.6%
9th – 12th grade, no diploma	2.0%	3.5%	5.6%
High School graduate	42.0%	25.6%	28.4%
Some college, no degree	28.2%	21.9%	22.5%
Associate degree	12.2%	10.2%	9.7%
Bachelor’s degree	13.6%	22.2%	18.9%
Graduate or professional degree	1.4%	15.7%	12.2%
High school graduate or higher	97.5%	95.5%	91.8%
Percent bachelor’s degree or higher	15.1%	37.9%	31.1%

Source: U.S. Census Bureau, 2020 American Community Survey 5-Year Estimates



School Enrollment

The Pellston School District provides K-12 education at the school complex located on the east side of the Village of Pellston. According to Michigan’s Official Education

Data source website 2022-2023 school year, there were 459 students enrolled. (Table 2-5). Student demographics consist of 214 males and 245 females, ethnicity make-up

shows 357 students reporting none and 102 identified as a minority. Sixty-one percent or 279 students were considered economically disadvantaged. Table 2-6 shows a steady decline in the number of students attending

school at the Pellston Area Schools over the last 11 years. From 654 students in 2010-2011 to 459 in the 2022-23 school year; 195 students 30% decline.

Grade	Number of Students
Kindergarten	33
1 st Grade	34
2 nd Grade	35
3 rd Grade	31
4 th Grade	37
5 th Grade	34
6 th Grade	39
7 th Grade	40
8 th Grade	43
9 th Grade	38
10 th Grade	36
11 th Grade	24
12 th Grade	35
Total	459

Source: MI School Data

School Year	Enrollment
2022-2023	459
2021-2022	442
2020-2021	440
2019-2020	476
2018-2019	495
2016-2017	511
2015-2016	523
2014-2015	553
2013-2014	607
2012-2013	631
2011-2012	618
2010-2011	654

Source: MI School Data

Disability Status

Data shown in Table 2-7 provides data from the 2022 ACS and gives an indication of disabled people residing in the Village of Pellston, Emmet County, and Michigan. Persons with disabilities include hearing difficulty, vision difficulty, cognitive difficulty, ambulatory difficulty, self-care difficulty, and independent living difficulty. The percentage of the population of the Village of Pellston with disabilities is higher than Michigan and

Emmet County. The same is true for each population group except for the under 5 years of age group, which the Village reported none. In the Village of Pellston, those 5-18 years of age, (10 people) all reported a hearing difficulty and 8 of them also reported a selfcare issue. This was not the case for the State or Emmet County as a percentage of those in this age group reported a disability in all categories.

	Non-Institutionalized Population	% Disabled	% under 5 Years	% 5-17 Years	% 18-64 Years	% 65 Years +
Village of Pellston	759	17.0%	0.0%	10%	23.2%	85.6%
Emmet County	33,705	12.8%	1.0%	6.2%	19.1%	54.5%
Michigan	9,929,781	14.3%	1.0%	6.5%	23.3%	68.3%

Source: American Community Survey 5-Year Estimates 2022, U.S. Census Bureau

Housing Characteristics

Housing characteristics for the Village of Pellston and Emmet County are found in Table 2-8. The 2022 ACS reports a wide variety of housing characteristics. In 2022, there were 361 housing units in the Village of Pellston. The total number of units includes single and multiple-family housing types. According to the 2022 5-Year ACS estimates, 16.7% of the housing in the Village was built before 1939, 30.4% was built between 1940-1979 and 53% was built since 1980. ACS reports that 71.4% of the housing units were heated with natural gas, 21.4% heat with bottled tanks, or LP gas, 2.7% heat with electricity, 3.6% heat with wood, and 0.6% heat with all other fuels. Approximately 26.6% of the housing units are valued at \$50 to

\$99,999. The median house value was \$115,600 in the Village of Pellston as compared to \$250,300 for Emmet County and \$220,200 for the State.

Certain characteristics contrast sharply with Emmet County and the State. For example, 3.04% of the housing in the Village was seasonal as compared to 29.2% in Emmet County and 5.8% in the state. In the Village of Pellston, 93.1% of the total were occupied compared to 68.3% in Emmet County and 89.5% in the State. The vacancy rates in the Village were at 7.7%, which is lower than the 12.5% for the State and the 33.4% for Emmet County. In comparison, the vacancy rates in the Village are much lower than at the State level, which is at 11.5%.

Community	Total	Occupied	Percent Occupied	Vacant	Percent Vacant	Seasonal	Seasonal Percent
Village of Pellston	361	336	93.1%	28	7.7%	11	3.04%
Emmet County	21,771	14,862	68.3%	7,261	33.4%	6,349	29.2%
State of Michigan	4,570,173	4,089,794	89.5%	571,194	12.5%	265,328	5.8%

Source: 2022 American community Survey

Income

According to the 2022 ACS, the Village of Pellston’s median household income is \$50,227, which is lower than the County and the State. The same patterns can be found for

Median Family Income and Per Capita Income where the Village is lower than Emmet County and the State. (See Table 2-9).

	Village of Pellston	Emmet County	Michigan
Median Household Income	\$50,227	\$69,690	\$68,505
Median Family Income	\$62,576	\$84,810	\$87,221
Per Capita Income	\$24,671	\$42,373	\$37,929

Source: 2022 American Community Survey 5-Year Estimates, U.S. Census Bureau

Poverty

Information from the 2022 American Community Survey shows poverty rates in the Village of Pellston, Emmet County, and the State (Table 2-10). The percentage of families living in poverty in the Village is at the

same level as the State. While the County is significantly lower. For individuals 65 years and over, the percentage living in poverty is significantly higher than in the State and at the County level.

	Village of Pellston	Emmet County	Michigan
Families	9.0%	5.1%	8.8%
Individuals	13.4%	8.4%	13.1%
Individuals 65 years and over	15.9%	5.8%	9.0%

Source: 2022 American Community Survey 5-Year Estimates, U.S. Census Bureau

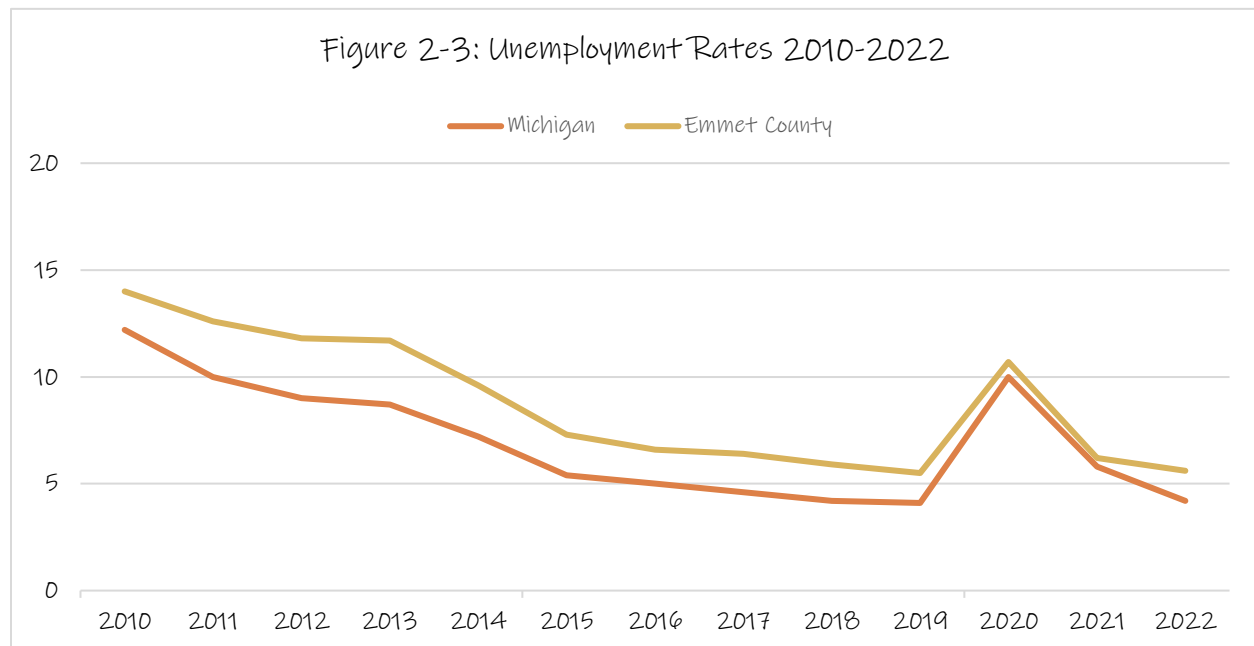
Labor Force

Employment & Unemployment

The civilian labor force is defined as all civilian individuals over age 16 who are employed or actively seeking employment. Labor force numbers can change rather quickly in response to economic conditions. During prolonged periods of unemployment, unsuccessful job seekers can drop out of the workforce by going back to school, leaving

the area in search of work elsewhere, or stopping the search for work.

Jobless rates have fallen to 5.6% in 2022 as seen in Figure 2-3. Jobless rates in Emmet County generally mirror those in the State. However, they are periodically at a higher level of jobless rates.



Michigan Department of Technology, Management & Budget

State Equalized Value (SEV)

Table 2-11: Village of Pellston Assessed Value 2016-2022

Year	Agricultural	Residential	Commercial	Industrial	Personal Property	Real + Personal Property
	\$	\$	\$	\$	\$	\$
2022	0	16,106,600	4,093,600	197,700	1,002,200	21,400,100
2021	0	14,861,700	3,921,900	199,400	998,100	19,981,100
2020	0	14,323,400	3,868,300	199,700	1,092,850	19,484,250
2019	0	13,093,500	3,717,600	199,700	1,041,800	18,052,600
2018	0	12,175,700	3,370,400	199,900	713,850	16,459,850
2017	0	11,914,300	3,205,700	198,800	629,900	15,948,700
2016	0	11,580,800	3,240,200	203,000	717,050	15,741,050

Source: Emmet County: Equalization Reports

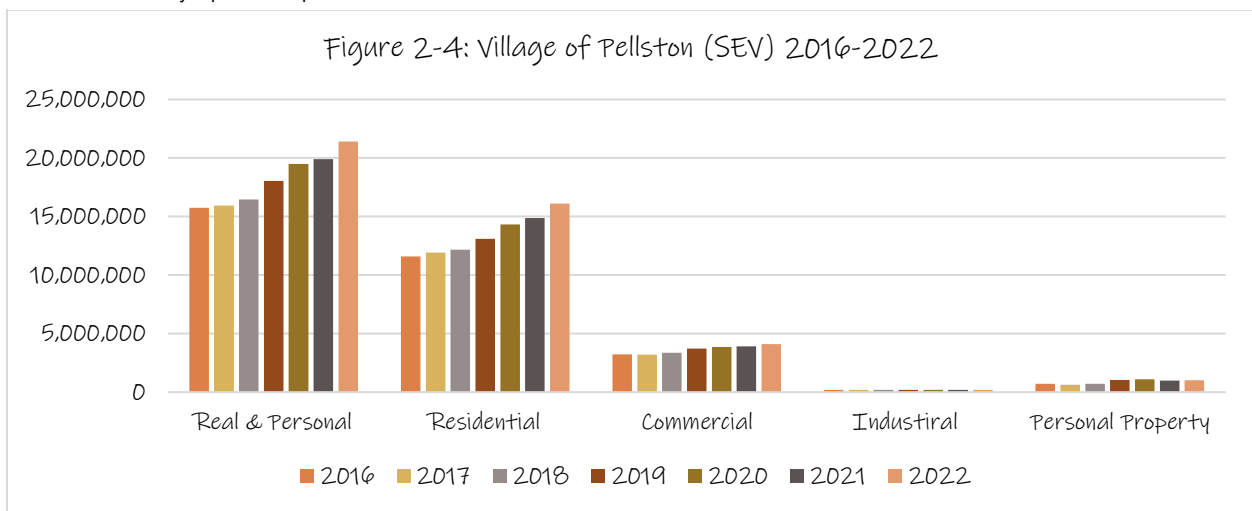
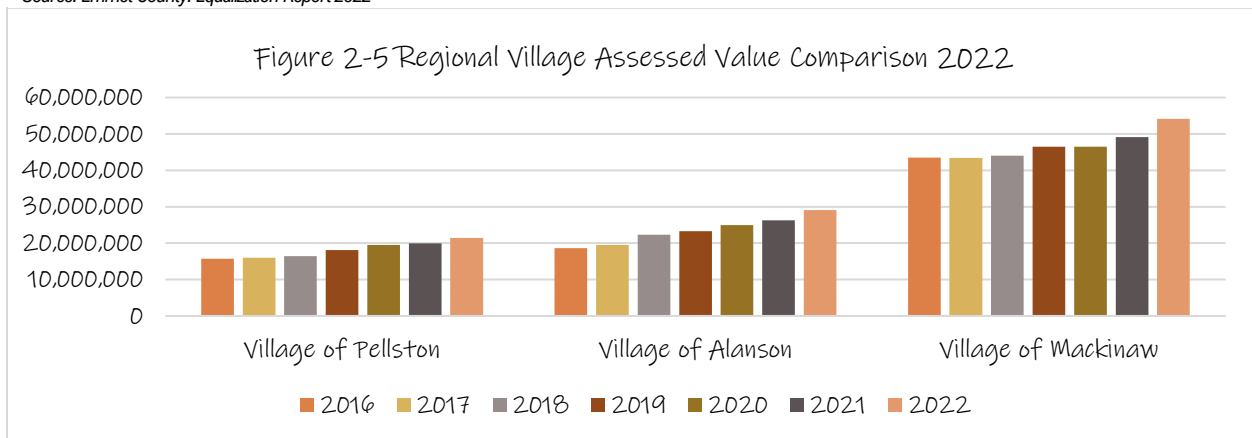


Table 2-12: County Village Assessed Value Comparison 2016-2022

	2016	2017	2018	2019	2020	2021	2022
Village of Pellston	15,741,050	15,948,700	16,459,850	18,052,600	19,484,250	19,981,100	21,400,100
Village of Alanson	18,609,800	19,517,900	22,295,800	23,248,050	24,971,100	26,269,850	29,082,642
Mackinaw City	43,470,900	43,454,700	44,002,750	46,528,700	46,484,250	49,167,750	54,106,700

Source: Emmet County: Equalization Report 2022

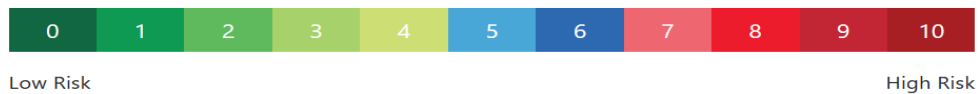


Village of Pellston Finances

Munetrix (www.munetrix.com) is an online system that displays fiscal data for local units of government in order to provide transparency and an understanding of local unit finances to the public. The Munetrix "Stress Meter" provides an overview of Indicator Scores used to calculate the financial stress of a municipality. The Indicator Score gives an overall picture of the soundness of local governments, and the trend of stability over time, and allows the identification of local units that are most in need of help. Scores are generated based on the criteria of population growth, real taxable value growth, large real taxable value growth,

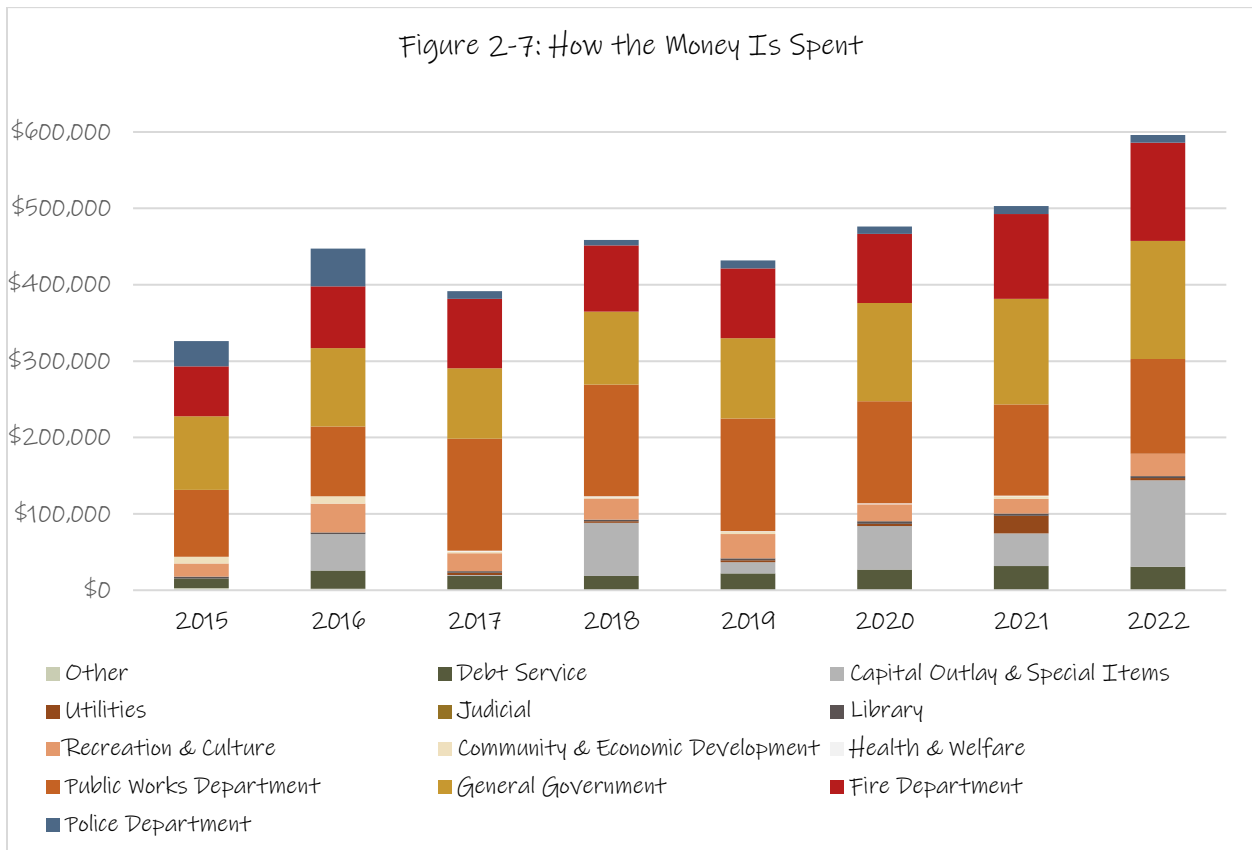
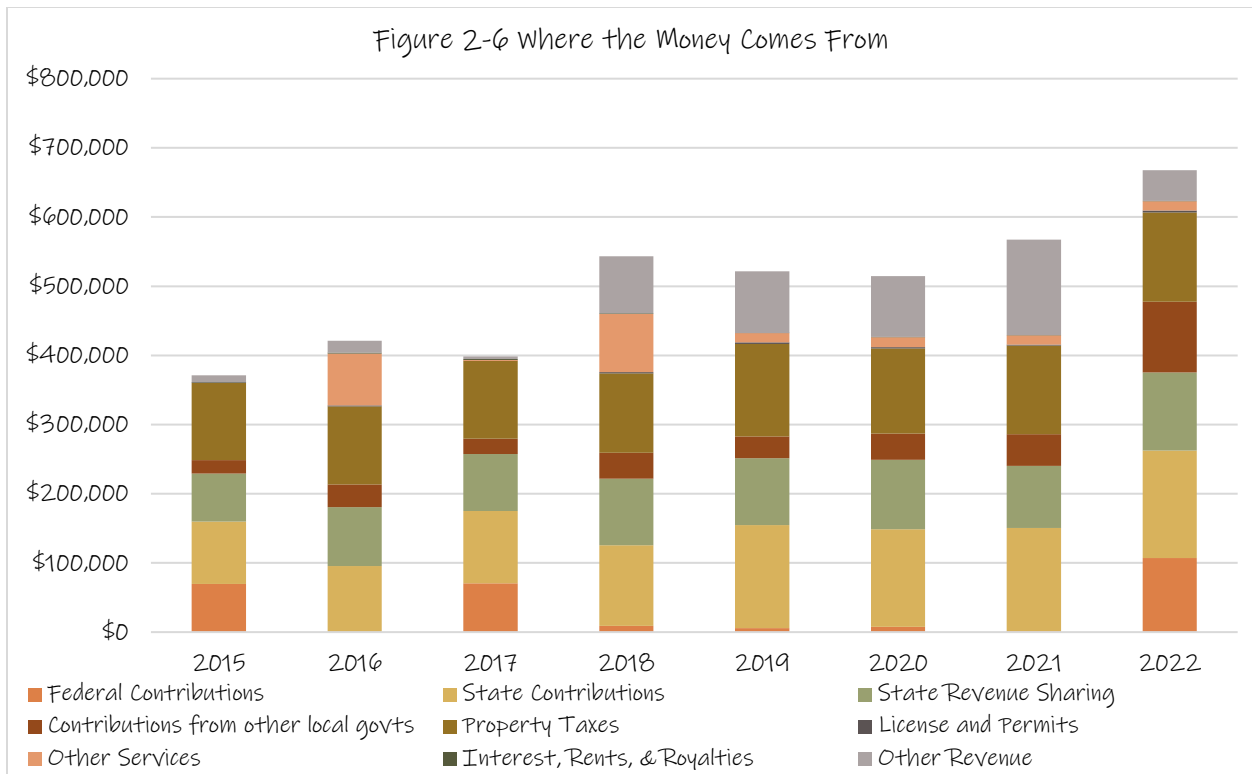
general fund expenditures as a percent of taxable value, general fund operating deficit, prior general fund operating deficit, size of general fund balance, fund deficits in the current or previous year, and general long-term debt as a percent of taxable value. The lower the number the more fiscally sound a local unit is determined to be. Table 2-13 shows the indicator scores for the Village of Pellston. As can be seen, with the exception of the most recent un-tabulated data from 2021 and 2022, the Village of Pellston has been under extremely low fiscal stress. Figures 2-6 through 2-10 give more details about the finances of the Village of Pellston.

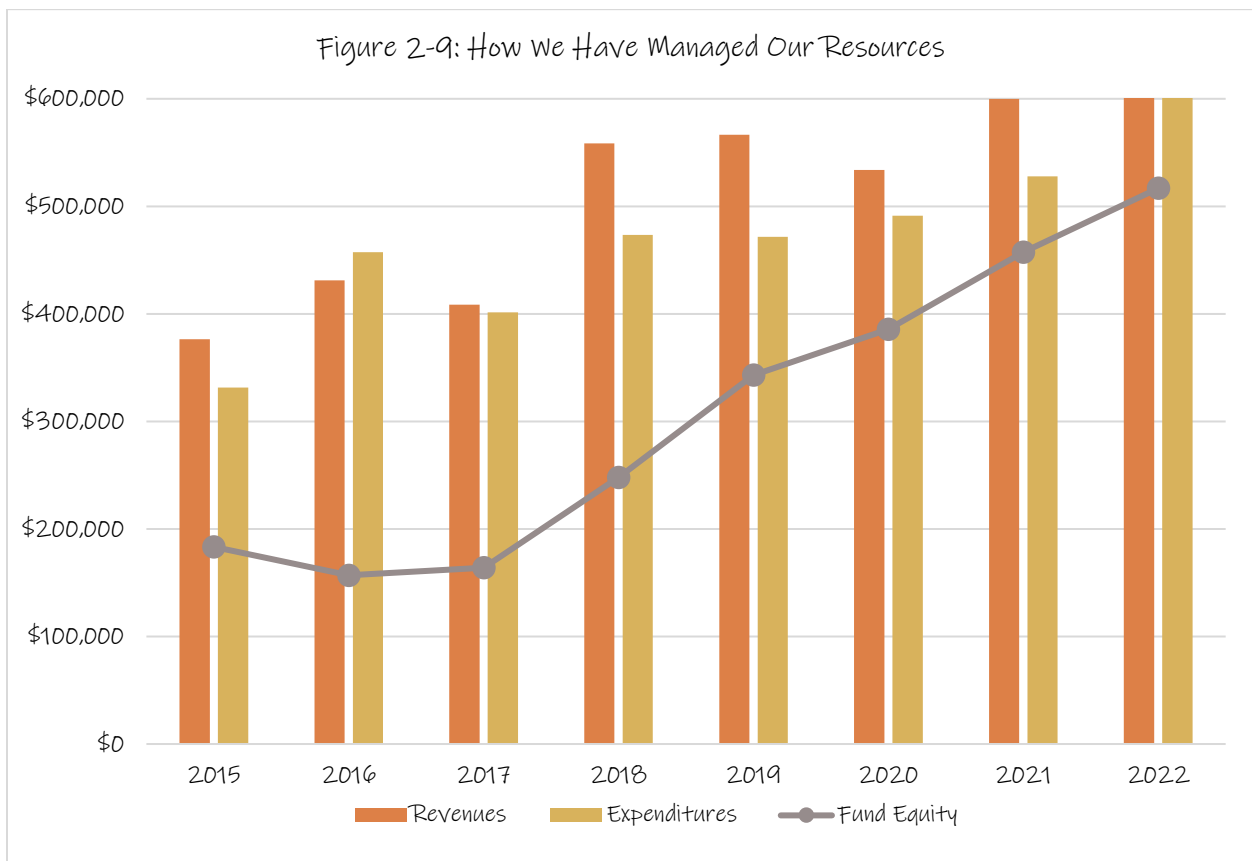
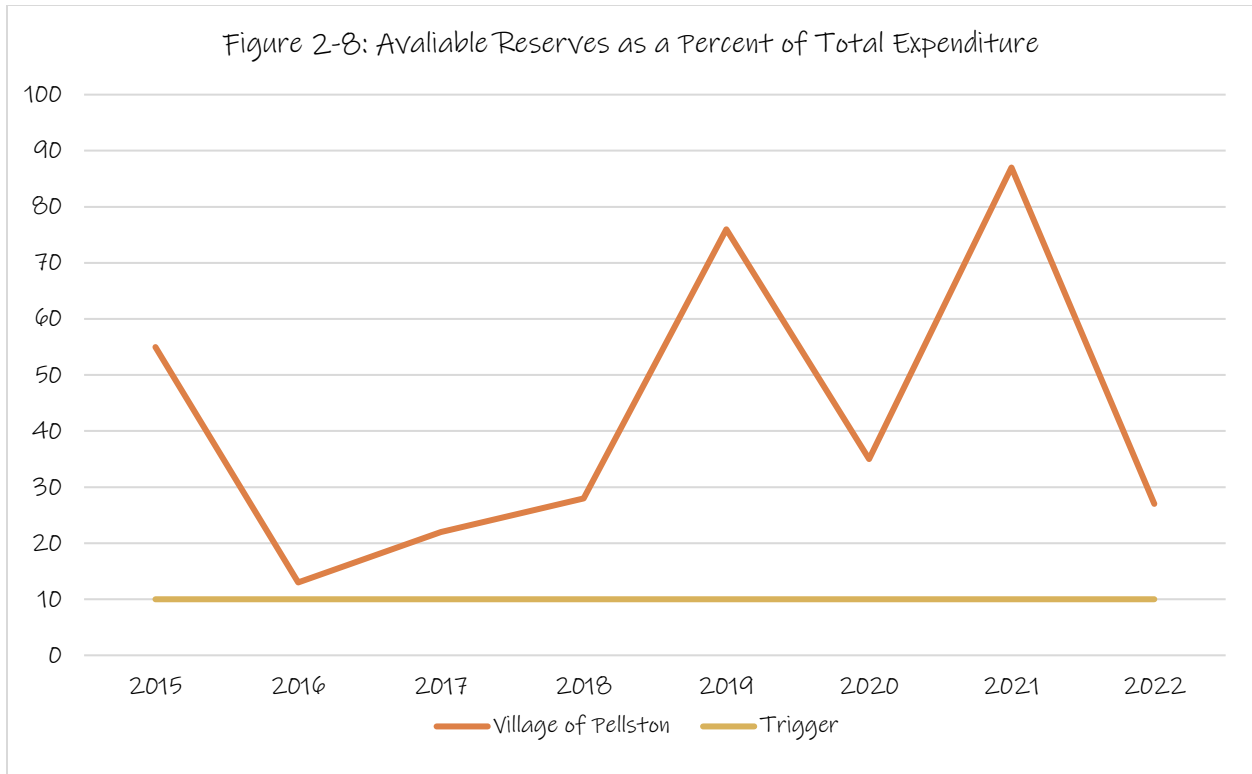
Munetrix Stress Meter

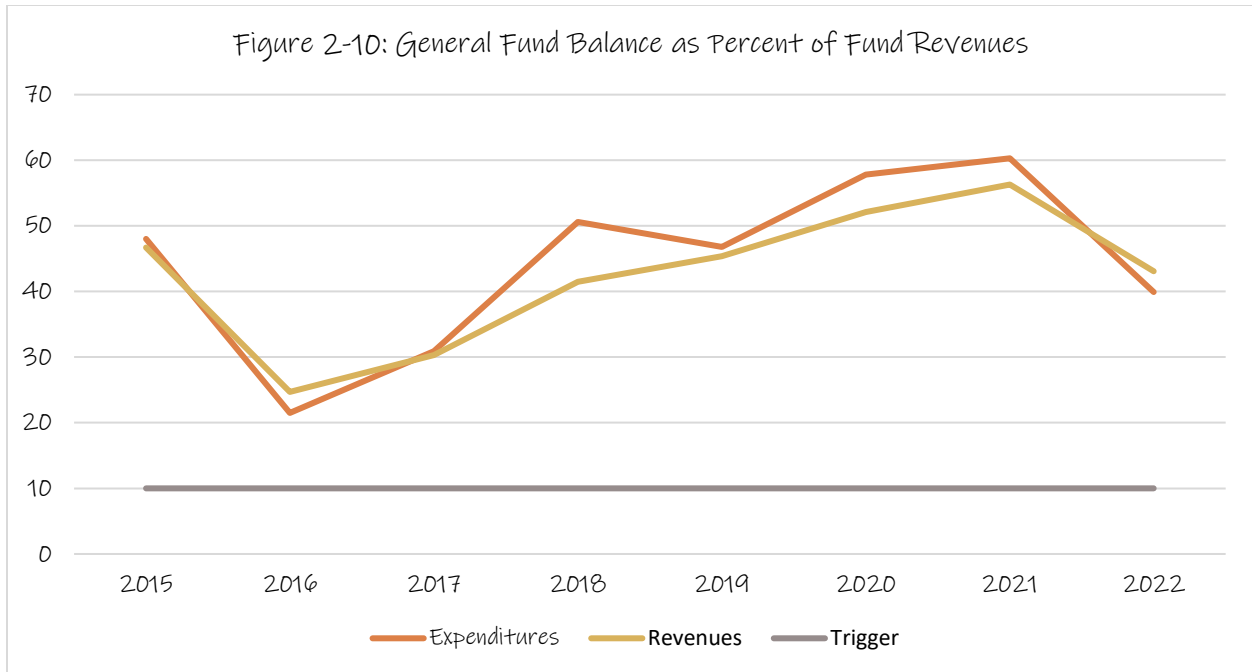


Year	Indicator Score	Population	Revenues	Expenditures	Fund Balance	Long Term Debt	Taxable Value
2022	NA	755	\$328,616	\$354,350	\$141,517	\$0	\$16,514,619
2021	1	790	\$296,815	\$277,552	\$167,251	\$279,397	\$16,214,269
2020	0	755	\$283,979	\$255,892	\$147,990	\$298,161	\$16,214,269
2019	0	932	\$264,235	\$256,426	\$119,903	\$0	\$15,178,611
2018	0	822	\$270,180	\$221,413	\$112,094	\$304,600	\$14,577,046
2017	0	883	\$212,261	\$208,167	\$64,265	\$262,300	\$14,102,890
2016	0	832	\$244,390	\$280,020	\$60,271	\$255,100	\$13,771,855
2015	0	861	\$205,410	\$199,921	\$95,901	\$262,300	\$13,704,948

Source: Munetrix



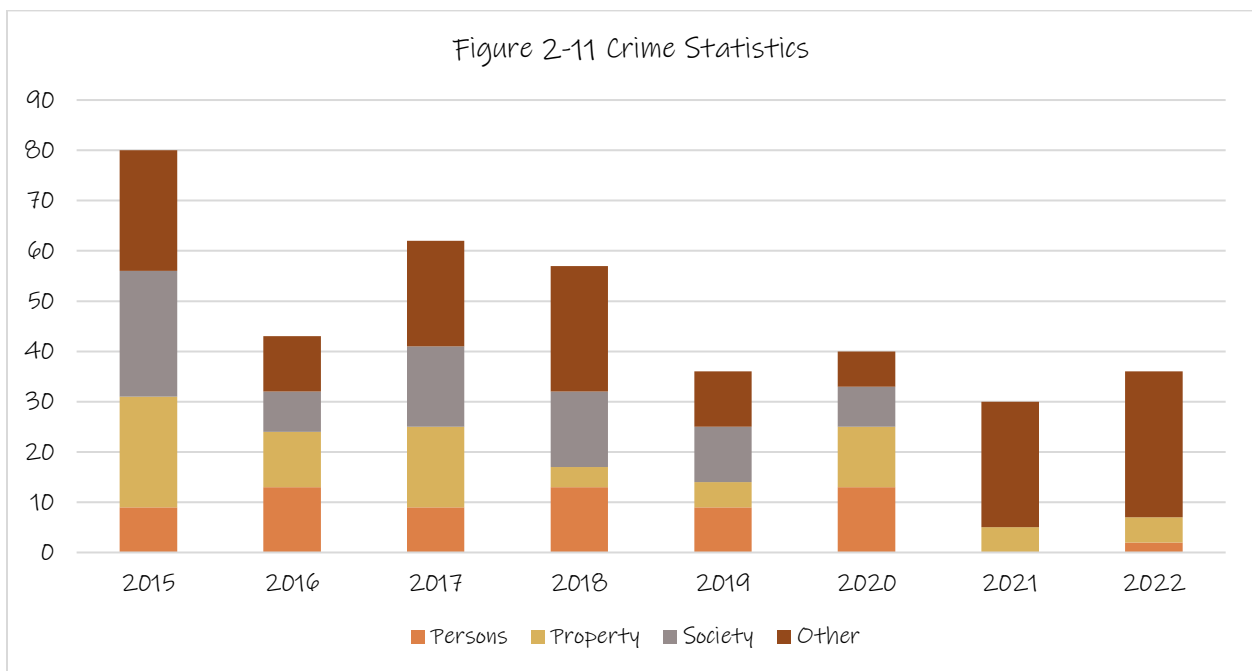


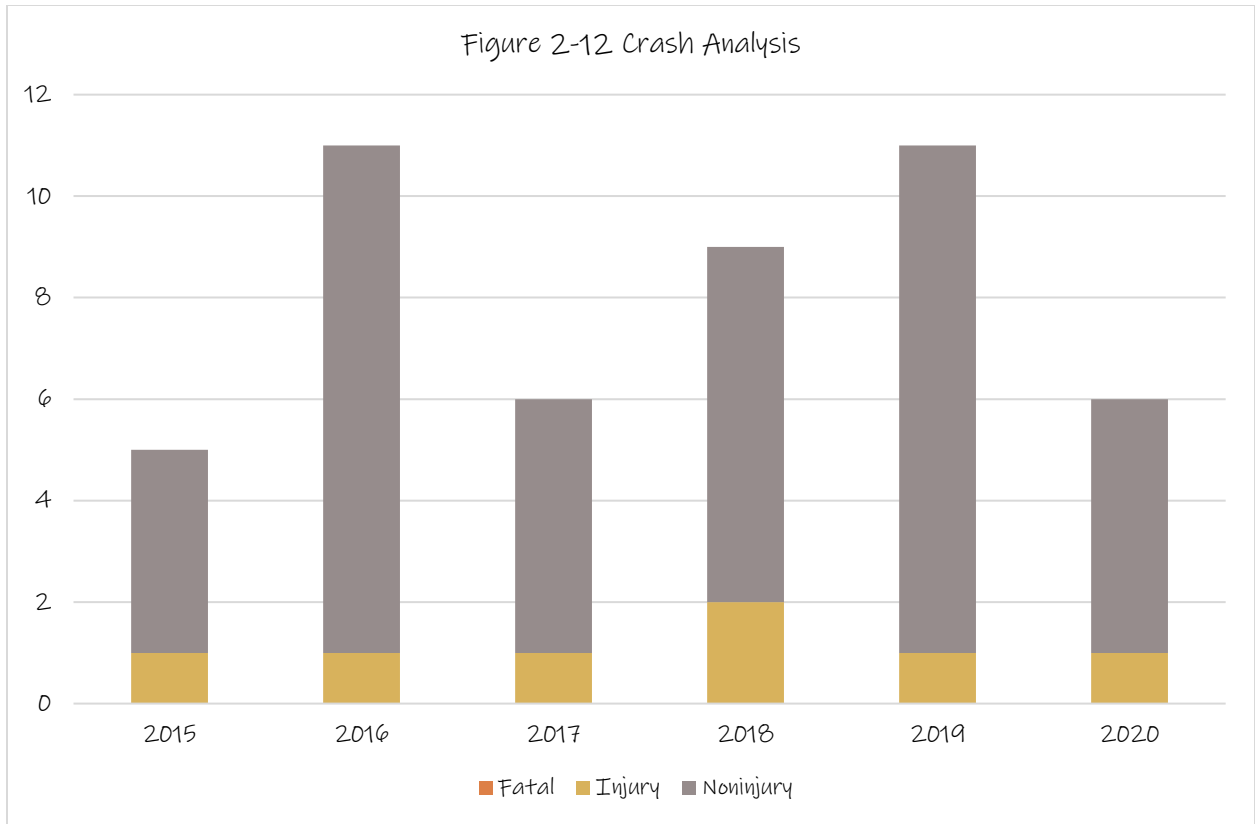


Crime Statistics & Traffic Crashes

Data related to crime and traffic crashes are also tracked through the online Munetrix system. Data from Figure 2-11 indicates that crime rates have seen a decline over the years. Crimes against persons, property and society are typically lower than that of crimes

in the Village. Figure 2-12 shows that most crashes within the Village of Pellston are non-injury crashes. The Village of Pellston also has no reported crash fatalities from 2015-2020.





CHAPTER

3

Community Services & Facilities



Village of Pellston Master Plan

Introduction

The type and variety of community services and facilities in a community greatly contributes to its quality of life. Small, rural communities face the challenge of providing essential services with minimal financial resources. For example, many rural communities work with adjacent communities to provide emergency services, such as police, fire, and emergency medical services.

This chapter identifies the types and extent of available services and facilities in the Village of Pellston. It should be noted these services and facilities may be sufficient for the Village's current needs, but future development may trigger the need to upgrade or expand the available services and facilities.

Village Government

Village Council

The Pellston Village Council consists of a president and 6 councilpersons. The council governs and conducts the Village of Pellston's business as well as appointing members to additional committees and hiring staff.

Department of Public Works

The Department of Public Works is responsible for the infrastructure maintenance and repair of the Village's sidewalks, street lighting, park and recreation properties, and Village facilities.

Village Staff

The Village employs a Zoning Administrator/Ordinance Enforcement Officer who interprets and enforces the Village's ordinances.

Planning & Zoning Commission

The Planning & Zoning Commission is an 8-member committee appointed by the Village Council. The commission provides general planning guidance, site plan review, recommends amendments to the zoning ordinance, may grant special use permits, and develops and updates the master plan.

Downtown Development Authority

The Pellston Downtown Development Authority (DDA) has 2 board members and 5 committee members. The DDA provides guided growth and works to preserve the historical, cultural, and natural heritage in the downtown. It also facilitates projects to enhance economic development and works with the Pellston Village Council to host special events and activities.

Water & Sewer

The Health Department of Northwest Michigan regulates and maintains permitting for private wells and septic systems and is responsible for inspections of septage hauling operations. It should be noted the

Village has small lots, which makes it difficult to separate private wells from septic fields and has resulted in directing development to areas outside of the village.

Water Supply

The Village of Pellston does not have a municipal water supply. Most of the village is served by private wells that source their potable water from the groundwater system.

The U.S. Environmental Protection Agency's (EPA) public drinking water system regulations do not apply to private wells. Owners of private wells are responsible for

ensuring their water is safe to use. The water well locations can be found on the Michigan Department of Environment, Great Lakes, and

Per- and Poly-fluoroalkyl Substances (PFAS)

Per- and Poly-fluoroalkyl Substances (PFAS) are manmade chemicals used in manufacturing and industrial applications, firefighting foams, and common household and consumer products (e.g. carpeting, waterproof clothing, upholstery, food paper wrappings, etc.). People are primarily exposed to PFAS through the ingestion of contaminated drinking water and food products.

The Michigan PFAS Action Response Team (MPART) consists of 7 state agencies that coordinate efforts to address the threat of PFAS contamination. The team identifies sources of PFAS, addresses PFAS contamination at the sources, and works with local health departments to protect people in areas with PFAS groundwater contamination. More information about Michigan's PFAS

Sewer

Residents and business owners rely on private on-site septic systems for wastewater

Energy's (EGLE) Water Well Viewer website: www.mcgi.state.mi.us/waterwellviewer.

response can be found at the following website: www.michigan.gov/pfasresponse.

PFAS has been detected above drinking water criteria south of the Pellston Regional Airport (Figure 3-1). The principal contaminants are perfluorooctanoic acid (PFOA) and perfluoro octane sulfonate (PFOS) from the use of now discontinued aqueous film-forming foam fire suppressants. By August 2022, EGLE had sampled 216 residential wells and notified residents about their sample results. Residents with detectable levels of PFAS chemicals in their drinking water were provided bottled water and water vouchers and were offered the opportunity to have point use filter systems installed as well as provided the opportunity to get replacement cartridges.

Utilities

Electrical services are supplied by Consumers Energy and natural gas is supplied by DTE within the Village. Numerous providers offer phone services. Spectrum offers cable

television and internet services. Additional internet service providers include HughesNet, Viasat, Cherry Capital Communications, and Iserv.

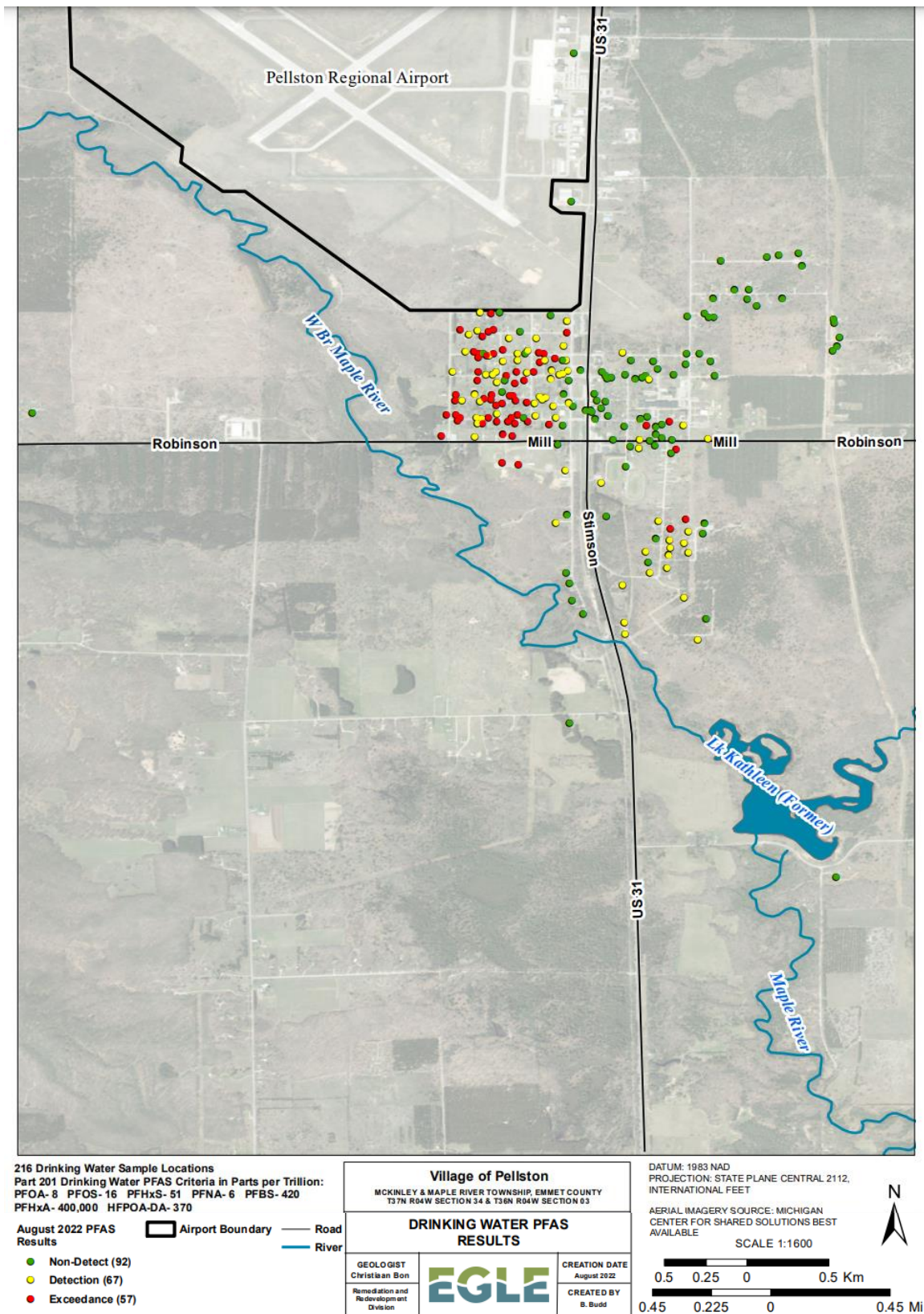
Solid Waste & Recycling

Solid Waste

Currently, Emmet County is operating under an approved Solid Waste Management Plan and all waste in Emmet County is transported to a landfill in Presque Isle County. In December 2022, Michigan signed a new solid waste statute into law. This new statute will replace the Solid Waste Management Plan with a Materials Management Plan (MMP).

The MMP strives to ensure adequate disposal capacity and assures managed non-hazardous solid waste will be collected, recovered, processed, or disposed at facilities complying with state laws and rules. The Village is only served by one solid waste hauler.

Figure 3-1 Drinking Water PFAS Results



Recycling

Emmet County's Department of Public Works offers comprehensive recycling, resource recovery, and solid waste transfer services. There is a drop-off recycling site at the corner

of State and Zipf Streets in Pellston. The site accepts paper, boxes, bags, bottles, jugs, jars, foil, tubs, cups, cans, cartons, and cardboard.

Parks

The Village of Pellston has 2 parks: Memorial Park and Pioneer Park. Memorial Park is located downtown and contains the Veteran's Memorial, the Old Train Depot that houses the Historical Museum, and a gazebo. A grant from the Little Traverse Bay Band of Odawa Indians was used to purchase and provide bicycles. Pioneer Park encompasses 46

acres on the southwest side of the Village and provides access to the Maple River. The park includes a playground, basketball courts, tennis and pickleball courts, baseball and softball fields, a sledding hill, nature trails, and a pavilion. More information can be found in the Recreation Plan.

School District & Library

School District

The Pellston Public Schools District is part of the Charlevoix-Emmet ISD. The district provides pre-kindergarten to 12th grade education for the Village of Pellston, McKinley, Center, and Bliss Townships, and parts of Readmond, Maple River, Wawatam, Carp Lake, and Pleasantview Townships. Pellston Elementary School is located on Zipf

Street and the Pellston Middle/High School is located on Park Street. Post-secondary education is offered at Spring Arbor University and North Central Michigan College in Petoskey, the University Center in Gaylord, and Northwestern Michigan College in Traverse City.

Library

The Village of Pellston Library is a branch of the Mackinaw Area Public Library and is partially funded by Village funds. It provides access to inter-library loans through the

MelCat statewide catalog and resource sharing service, programming for all ages, and access to computers, internet, copy and fax machines, books, movies, and music.

Postal Service

Residents are served by the U.S. Postal Service office in downtown Pellston.

Public Safety

Fire Department

The Pellston Fire Department is a volunteer department with approximately 30 volunteer firefighters, and serves the Village of Pellston,

and McKinley, Center, Burt, Maple River, and Monroe Townships.

Central Dispatch

The Charlevoix, Cheboygan, and Emmet (C.C.E.) 911 Central Dispatch Authority

provides emergency and non-emergency services to citizens within the village. C.C.E.

911 dispatches to 13 law enforcement agencies, 25 fire departments, 7 EMS agencies, and 11 first responder squads.

Emergency Medical Services

Emmet County EMS provides services 24 hours a day, 7 days a week for all of Emmet County, portions of Mackinaw and Hebron Townships in Cheboygan County, and

portions of Chandler, Melrose, and Hayes Townships in Charlevoix County. Currently, there are 8 ambulances stationed throughout Emmet County.

Law Enforcement

The Emmet County Sheriff's Office and the Michigan State Police provide police protection within the Village.

Medical Facilities

The largest hospital in the area is McLaren Health Care in Petoskey, which is 20 minutes south of Pellston. There is also a McLaren location 20 minutes east in Cheboygan. Within Pellston, the Alcona Family Health Center and the Hornet Health Center provide healthcare services. The Alcona Family Health Center is a nonprofit, federally qualified community health center that offers

comprehensive medical, behavioral health, dental, and pharmacy services. The Hornet Health Center offers physical and mental healthcare services, wellness education, and health insurance assistance to anyone between the ages of 5 and 21. The Northern Dental Group provides dental services in Pellston.

Transportation

Land use development, such as development type, intensity of use, location, and design, impact the amount of traffic that is generated in an area and is an indicator for the adequacy of the transportation network.

Roads

Figure 3-2 depicts the roads in the Village of Pellston. U.S. 31 is a federal highway that passes north and south through Pellston, creating the main commercial strip in downtown. This highway travels the Lake Michigan coast in many places, beginning in

southern Michigan and continuing to the Straits of Mackinac. County Road 64, also known as Riggsville Road, Robinson Road and in the Village as Mill St, travels East and West through the Village, connecting the Village to I-75 access, 10 miles to the East.

Northwestern State Trail

The Northwestern State Trail runs along the former Grand Rapids and Indiana line of the Pennsylvania Railroad. The trail is 32 miles long and connects Petoskey, Alanson, Pellston, and Mackinaw City. It is open to

non-motorized users year-round and to snowmobiles from December 1 to March 31. The trail can be accessed in Pellston park along the community park on Main Street or Edgar Streets.

Air Services

Even though the Pellston Regional Airport is not located in the Village, its close proximity aids in the Village's economic health by providing employment opportunities to residents and bringing money into the community from aircrew and passenger stayovers and dining. The airport offers flights to and from Detroit Metropolitan Airport, a full-service restaurant, a conference room, free parking, free Wi-Fi, and on-site rental cars, shuttles, taxis, a luxury private car, and aircraft charters. In 2003, the

terminal building was demolished, and a new 35,000 square foot northern lodge-themed passenger terminal was constructed. In 2019, the airport had 57,420 passengers. There are 33 aircraft based at the airport and the airport has a total annual operation of 12,018 aircraft. The COVID-19 pandemic significantly impacted flights and the airport received \$1 million in 2020 as part of the federal CARES act to maintain operations and receive upgrades.

Public Transportation

The Village of Pellston does not have a public transportation system. However, there are public transportation options. The Straits Regional Ride is a multi-county dial-a-ride bus system that provides services for a fare to Cheboygan, Emmet, and Presque Isle Counties. Buses accommodate wheelchairs and walkers, and several can transport bicycles. The Friendship Center of Emmet

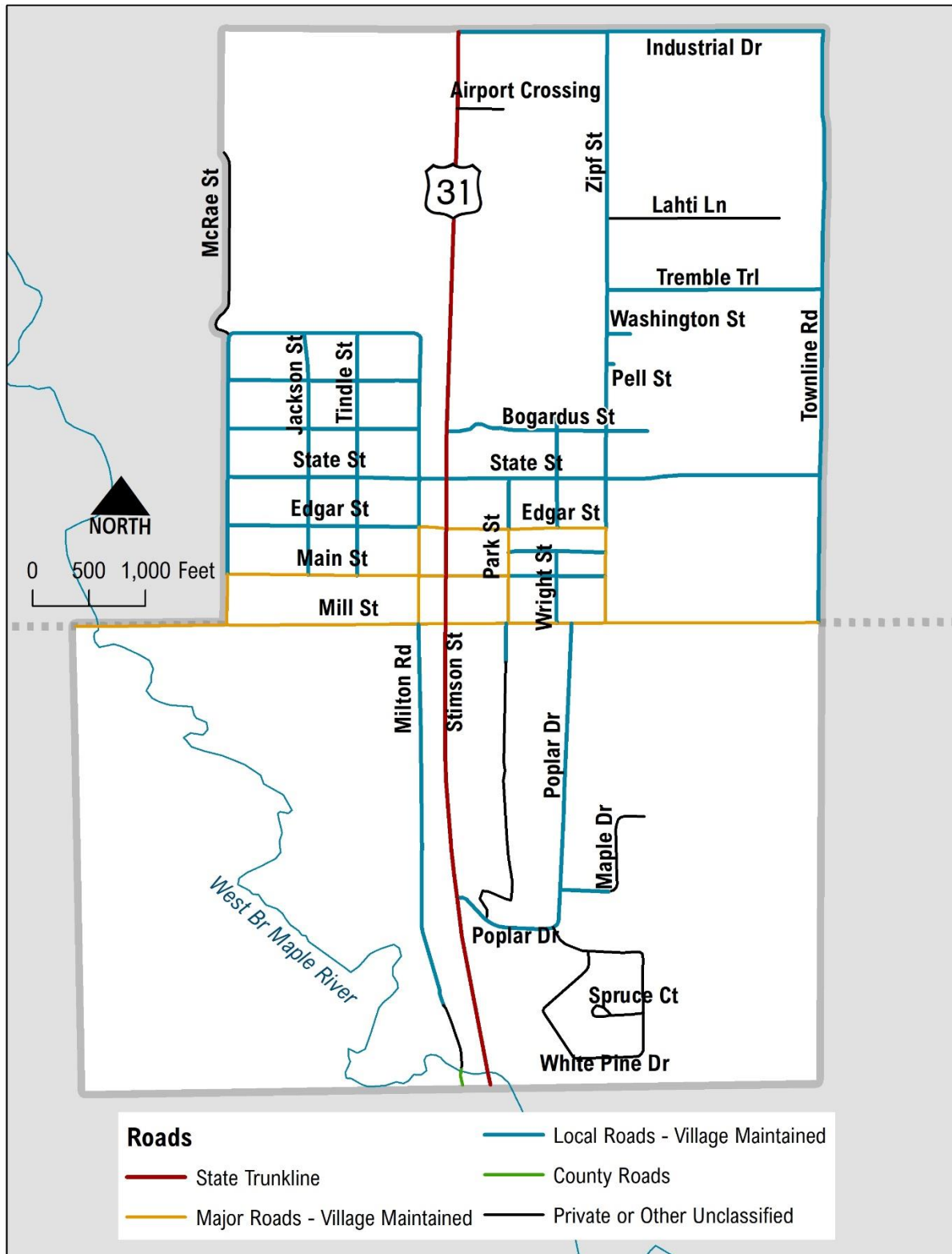
County offers dial-a-ride bus services for a fare to seniors (60 years and older) and individuals with disabilities. The route is determined by rider usage. The buses are lift-equipped to handle wheelchairs and people with other mobility needs. A shuttle service is offered to and from Pellston Regional Airport.

Festivals & Events

The Village of Pellston and local organizations hold a variety of annual festivals and events, such as art and craft shows, live music, parades, and firework displays. Some of the organizations that support and sponsor the local festivals and events as well as raise money for local causes and projects include the following:

- Pellston Historical Society
- Little Traverse Historical Society
- Pellston Education Foundation
- Pellston Friends of the Library
- Pellston Area Food Pantry
- Free Masons

Figure 3-2 Village of Pellston Transportation Map



CHAPTER

4

Natural Resources



Village of Pellston Master Plan

Climate

The Village of Pellston's climate is humid continental and is influenced by the Great Lakes. The area has prevailing westerly winds moving air through the Village of Pellston and is strongly modified by Lake Michigan for a greater part of the year experiencing lake-effect and increased cloudiness and snowfall during the late fall and early winter. In the winter snow flurries may occur on average every other day. Spring is often delayed by the influence of lake-effects cool Lake Michigan water on ambient air temperatures

resulting in slower spring plant growth until frost is absent.

The temperature extremes are much greater in the Village of Pellston, earning it the reputation as the "Ice Box of the Nation" recording some of the lowest temperatures within the County in 1934 with a staggering minus fifty-three degrees below zero. Pellston typically receives a five to ten-degree temperature fluctuation in comparison to lakeshore areas in the summer.

Topography & Geology

Approximately 8-12 thousand years ago, continental glaciers scoured the land and left behind glacial till to form Pellston's rolling topography. The Pellston area has numerous north-south interlobate and lateral moraines interspersed with outwash plains. Sandy outwash plains encircle the Village. The

glacial till accounts for the rocky and sandy soils found in the area. According to GLISA, the Village is 705 feet above sea level in the Maple River Valley. The Village's bedrock consists of Dundee Limestone and the Detroit River Group.

Soils

Within the Pellston area, there are 5 distinct types, mostly sand except for wet alluvial land near the Maple River. The remaining consists of Rubicon sands, Blue Lake loamy sands, Kalkaska sands, and Manistee loamy sands. In a rural area such as Pellston, soils and their ability to support development can become one of the primary limiting factors with which the Village must contend.

For the purpose of this plan, it is possible to generalize and say that there is only 1 soil type in the Village of Pellston: Rubicon Sand. According to the soil survey of Emmet County, produced in 1973 by the United States Department of Agriculture, Rubicon Sand consists of areas of "nearly level to very steep, well drained soils on moraines, till plains, glacial drainage ways, and outwash plains. This soil is formed in sand. They are

not important for farming." It is important to note that the report mentions, "Rubicon soils have a low available water capacity (surface water). Permeability is rapid. Surface runoff is slow."

Some soil properties are of special interest to engineers because they affect the construction and maintenance of roads, airports, pipelines, building foundations, and systems for disposing of sewage." "Also important are depth to water table, flooding hazard, depth to bedrock, and relief." The Rubicon soil has a low amount of shrinkage or swelling related to water content; is an excellent source of sandy material; has low compressibility and good shear strength for building foundations; and as long as the percent slope is very low, it has only slight limitations for septic systems. Overall, these

are good properties for development, to a certain extent, so long as the natural ability of the soil to filter waste is not exceeded.

The main concern with septic suitability is the pollution of groundwater. When ground becomes saturated, toxins are removed from septic tanks and drain fields and can flow into

ground or surface water supplies. Septic systems contain materials such as household cleaners, bacteria and other toxic nuisances that are more hazardous than human waste. Therefore, when a septic system fails, the consequences can be grave.

Water Resources

Surface Water

The Village of Pellston is located in the Maple River sub-watershed, which lies in the Cheboygan River Watershed. The Maple River has 2 branches that surround the Village

and can be accessed through property owned by the Village or the Little Traverse Conservancy.

Groundwater

Groundwater is a vital resource within the Village of Pellston. Protection of groundwater resources supports long-term investment in the Village of Pellston and protects the health and safety of residents and visitors.

The Michigan Department of Environment, Great Lakes and Energy (EGLE) administers Wellhead Protection Programs. This program assists local communities in minimizing the potential for contamination of their groundwater through the identification and protection of the areas that contribute water to the municipal water supply wells. The program also advises local communities to generate public interest through a public education and outreach program and to create management strategies. (modifying zoning and planning regulations and plans) and a contingency plan.

The residents of Pellston depend on groundwater for both their commercial and residential use. The availability of groundwater is closely related to soils as a limiting factor in development. They are related in the sense that groundwater is contained in underground storage areas known as aquifers. Soils can protect, recharge, or contaminate these aquifers, depending on certain characteristics of the

soil and the type of development on the surface. Extra precautions may be needed during development to better protect groundwater from potential contamination.

Emmet County is a rural county with a great deal of forest cover and has experienced relatively focused development pressures. Therefore, it is possible that greater control can be exhibited over the threat of groundwater contamination. Already, 1 contaminated site has been found and cleaned up in the Village (the former site of the Village Dump has been de-listed from the Act 307 list, officially known as Michigan Sites of Environmental Contamination.) Other sources of potential contamination to the ground water may come from any of the following: agriculture uses, household septic systems, common household substances (such as cleaning supplies, automotive fluids, and yard products) and storage tanks for gasoline.

The following is an excerpt from *Emmet County Local Ordinance Gaps Analysis; Grenetta Thomassey, Ph.D., Tip of the Mitt Watershed Council (published 2012)*. *Groundwater is a major source of freshwater, contributing about half of the total water consumed by humans for drinking,*

agriculture, and other purposes (New Jersey Geological Survey, 2009). In addition, depending on water table depth, ground water may serve as a significant source of water to lakes, rivers, and wetlands (Brooks et al., 2003). Groundwater protection, which includes consideration of both quantity and quality, is therefore crucial.

When groundwater resources are consumed using pumping and extraction, natural processes replenish them. This is known as “ground water recharge” and typically occurs through precipitation, infiltration, and percolation (South Brunswick ERI, 2007). The capacity for groundwater recharge in any given area depends on climate, soils, vegetation, and land-use patterns (Charles et al., 1993). The relationship between soils, vegetation, and land-use must be considered. In order to ensure ample ground water recharge, areas that offer the highest potential for recharge (referred to as “ground water recharge areas”) should be protected. Protection involves 1) identifying ground water recharge areas, then 2) limiting development and other activities that impede infiltration or negatively impact water quality in those areas.

Some areas in Northern Michigan have municipal well fields. Recharged areas for these well fields are known as “wellheads” and they should be protected by using plans that identify contaminant sources and provide recommendations to prevent contamination. In other areas, ground water recharge areas must be identified; various techniques,

including mapping, can accomplish this. By combining local land-use/land cover maps with local soil maps, approximate ground water recharge areas for counties or municipalities can be determined (Charles et al., 1993). Today, GIS technology and digital maps are readily available to expedite this process.

Once ground water recharge areas are identified, protection measures can be implemented to ensure proper function. These include regulating development that increases impervious surface area, which can alter or obstruct ground water recharge. If recharge rates are reduced, ground water extraction can become unsustainable (Fayette County, 2000).

The quality of ground water can be compromised by various activities, such as storage and the subsequent leaking or spilling of hazardous materials, and the use of floor drains at commercial sites (Michigan DEQ, 2008b). According to the DEQ (2008b), even small traces of contaminants discharging into the ground can have enormous effects on the ground water quality. This is because contaminants will both accumulate in the soil and spread quickly once reaching the water source. Proper storage of hazardous materials to mitigate these effects includes appropriate site selection and leak-proof containers. Furthermore, underground storage tanks for fuel and other substances pose a risk to ground water and should be identified, evaluated, monitored, and repaired or removed, as necessary.

Forest Resources

Although most of the Village of Pellston is developed, there are large parcels of undeveloped heavily wooded property around the Maple River, and in the southeasterly and easterly portions of the Village. The Village of Pellston has a terrific opportunity to partner

to establish a “community forest” project in areas east and north of the Village of Pellston. The land resource is available, with over 5,000 acres of public and semi-public land owned by the State of Michigan, Pellston Public Schools, the University of Michigan,

and Emmet County. Community Forest programs are administered by the Michigan Department of Natural Resources. The 5,000 acres offer a broad scale of outdoor use, and the potential is substantial.

For more developed areas in the Village of Pellston urban forests increase the quality of life in a community and include parks, streets, trees, landscaped streets, river corridors,

wetlands, and nature preserves. Benefits related to establishing and maintaining healthy urban forests include increased economic stability by attracting businesses, people, and visitors to the area, reducing air pollution, greenhouse gas emission, noise pollution, soil erosion, and filtering stormwater to name a few.

Sites of Contamination

Part 201 Sites

Part 201 (Environmental Response) of the Natural Resources and Environmental Protection Act (P.A. 451 of 1994), as amended, provides for the identification, evaluation, and risk assessment of sites of environmental contamination in the state. The Department of Environment, Great Lakes and Energy (EGLE) is charged with administering this law. A site of environmental contamination, as identified by EGLE, is “a location at which contamination of soil,

groundwater, surface water, air or other environmental resource is confirmed, or where there is potential for contamination of resources due to site conditions, site use or management practices”. The agency publishes a list of environmentally contaminated sites by county showing the sites by name, pollutant(s), and site status. Figure 3-1 shows the Part 201 site in the Village of Pellston.

Figure 3-1 Village of Pellston Contamination Sites (Part 201)			
Site ID	Site Name	Address	Description
24000132	68 Stimpson Street (US-31)	68 Stimpson Street (US-31)	Risks Not Determined

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CHAPTER

5

Existing Land Use



Village of Pellston Master Plan

Existing Land Use Statistics

According to the U.S. Bureau of the Census, the Village of Pellston's land area is 1.91 square miles. The map of existing land use, shown in Figure 5-1, illustrates the distribution of land uses within the Village. Table 5-1 breaks down the percentage of the

Village in each land use category. The existing land use map was derived from an analysis of parcel data from the Emmet County Equalization Department, tax classification, and aerial photo interpretation by Northeast Michigan Council of Government staff.

Table 5-1 Village of Pellston Existing Land Use		
Land Use	Acres	Percent
Residential	301.7	27.2
Vacant	235.6	21.3
Commercial	36.32	3.3
Industrial/Utility	5.0	.5
Institutional	40	3.6
Parks	48	4.3
Conservation	170.6	15.4
State of Michigan	9.3	.8
Emmet County	239.15	21.64
Village of Pellston	18.97	1.7
TOTAL	1,104.64	100

Data Emmet County Equalization

Residential

As can be seen from Table 5-1, the amount of land being used for residential purposes is 27.2% (301.7 acres) of the Village. The location of residential development within the

Village is shown in Figure 5-1. Residential uses include older neighborhoods and newer residential developments.

Vacant

The village has 21.3% (235.6 acres) of the land vacant. Identifying vacant land within the Village is an important development tool. The vacant land comprises many different use types including but not limited to Planned Unit Development, Village Residential, Suburban

Residential, and Scenic Resources. It should be noted that if vacant County, Village, and Township owned land is included in the calculation vacant land would make up the largest existing use within the Village.

Commercial

Commercial land use accounts for about 3.3% (36.32 acres) of the Village. Commercial development includes the Historical Village

Commercial and Highway Commercial concentrated along US-31.

Industrial/Utility

The Industrial/Utility land use category accounts for approximately 0.5% (5 acres). The category includes property within the

Pellston Regional Airport and a small parcel located off Mill St.

Institutional

This land use category totals approximately 3.6% (40 acres) of the Village. Land uses in this category include the Pellston Elementary School east of Zipf Street, and the Pellston High and Middle School encompassing Park

Street, Elm Street, and Edgar Street, as illustrated in Figure 5-1. Additional property located north of the Village along US-31 is the St. Clement Catholic Cemetery.

Parks

The Village of Pellston has approximately 48 acres of public parkland. The parks include Pioneer Park containing baseball fields, tennis courts, and basketball courts encompassing

approximately 46 acres. The remaining parkland is part of the Veterans Memorial Park and Pellston Historical Society.

Conservation

The Little Traverse Conservancy owns approximately 170.6 acres in the Village of Pellston. The Conservancy area is located west of the Maple River and consists of

approximately 130 acres. Additionally, the conservancy has property south of Mill Street as indicated in Figure 5-1.

State of Michigan

There is a very small percentage (0.8%, 8.5 acres) of State of Michigan Land within the Village. The land is mainly comprised of right-of-way for the Northwest State Trail. The

North Western State Trail is a non-motorized trail starting in Petoskey and running to Mackinaw City.

Emmet County

Emmet County owns approximately 240 acres of land within the Village of Pellston. The majority of this land surrounds Pellston Regional Airport along US-31 and is bound by Bogardus Street to the north. Additional

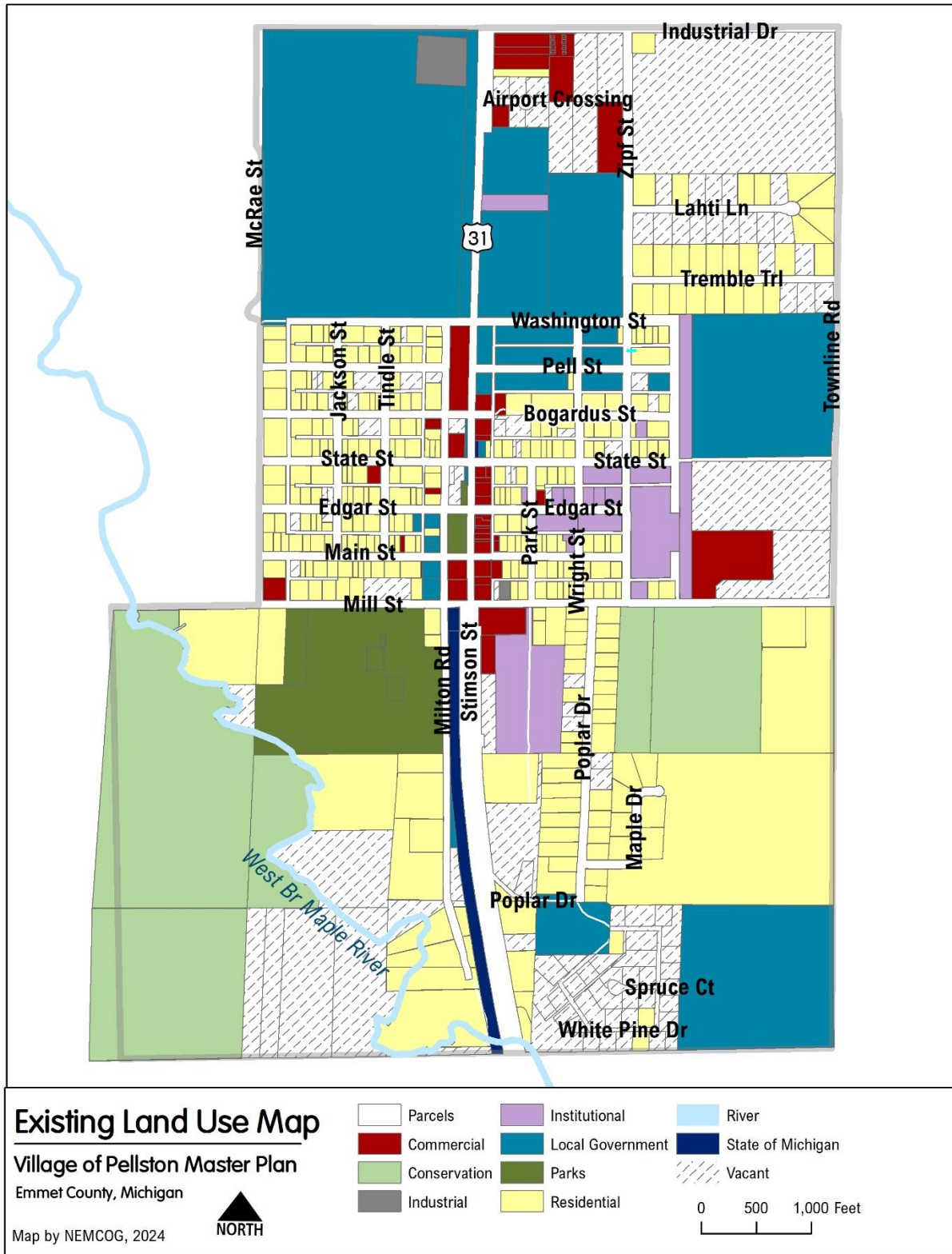
County owned properties occur north of State Street bound by Townline Road and another parcel lying in the Southeasterly corner of the Village.

Village of Pellston

Within the Village of Pellston, the Village has ownership of approximately 20 acres. In addition to the 20 acres the Village also owns all of the parks within the Village adding 48 acres. The Village-owned property includes

the Village Hall, Village Fire Department, and the Pellston Cemetery, with some additional undeveloped land along Poplar Road. (8 acres), with parks included, this totals roughly 67 acres.

Figure 5-1 Existing Land Use Map



CHAPTER

6

Future
Land Use



Village of Pellston Master Plan

Introduction

A key element of the community Master Plan is the future land use plan. This is the culmination of the planning process that entails an analysis of existing conditions, public input, and goal setting, and finally establishing the community's desired future. The community's future land use plan depicts where the community envisions types and densities of development. As well, the plan may address crucial resource areas to protect. Accompanying text describes future land use categories, compatible uses, and development densities. Special issue areas may include utility service areas, roads, open

space development, and river development. The future land use plan is a policy document designed to guide land use decisions over a given planning horizon, usually twenty years. By comparison, the Zoning Ordinance and zoning map is a local law that regulates how property can be developed today.

Communities typically place larger tracts of public lands into low-density development categories such as open space or conservation. Most municipalities have selected areas of public land for private developments such as residential, commercial, or industrial.

Future Land Use Categories

Airport & Related

Airport & related category includes businesses, industries, and additional uses compatible with airport operations. The Village shall work jointly with Pellston

Regional Airport to ensure services, businesses, and industries falling within this area are compatible with airport operations.

Open Space & Community Parks

This category includes all existing parks, recreation properties, and open space areas. Open space allows for buffering between land use types and incompatible uses. Open Spaces and Community Parks areas include

areas for future park development while strongly encouraging the preservation of sensitive natural features in the development process.

Mixed Use

Mixed Use category includes low-impact business and residential uses. This includes first-floor commercial and second-story residential. Redevelopment or remodeling of

existing structures that meet standards or are close to meeting current standards should be strongly encouraged.

Village Residential

The Village Residential classification is to be an area of redevelopment and shall encompass infill development. The emphasis should be on low to medium density that efficiently utilizes resources such as existing streets, easements, well and septic

placement, and surrounding access to services. Civic buildings, neighborhood parks, home occupations, and bed and breakfast facilities may be allowed with special considerations.

Cemetery

This category encompasses the McKinley Township Cemetery as well as the St. Clement Catholic Cemetery. Consideration of future

expansion of the cemetery category shall include a review of adjacent areas to ensure compatible use.

Commercial

Commercial encompasses multiple areas within the Village. Early development of commercial was initiated on US-31 from Mill Street to Bogardus Street. More recently additional development has been occurring along US-31. Continual development of

commercial shall occur along US-31. Access control measures should be applied. The Zoning Ordinance should continue to accommodate the difference in historical development and more recent highway development.

Conservation

The conservation category includes sensitive resource areas such as wetlands, flood plains, aquifer recharge areas, viewsheds, watersheds, and forests. The purpose of this category is to protect and conserve the natural resource and sensitive areas of the Village for the benefit of the residents and visitors while allowing for low-intensity

developments to occur, consistent with recreational and conservation uses. From both an ecological and economic perspective these areas serve a variety of functions for the Village and area residents. Strict procedures should be put in place for areas identified as conservation.

Industrial/Utility

The Industrial and Utility category encompasses the northern portion of the Village. Development regulations relating to performance standards, signage, lighting,

landscaping, outdoor storage, and parking should be addressed in the Zoning Ordinance as well as buffering this district when proximity is close to residential uses.

Suburban Residential

The Suburban Residential classification is envisioned to be the area where most new medium-density residential development takes place. Appropriate standards for new

development of roads, utilities, easements, and lot size should be of careful consideration.

Government Municipal

This district is intended to allow for governmental services and public-school services to be located in centralized areas within the Village. Although civic buildings and public school services may be located

elsewhere throughout the Village. Centralized development and redevelopment should be encouraged for governmental services and public school services.

Future Land Use Planning Considerations

Water & Sewer Service

Future considerations should be considered for the development of water and sewer service or future analysis of well and septic placement. Regulations and improvements to

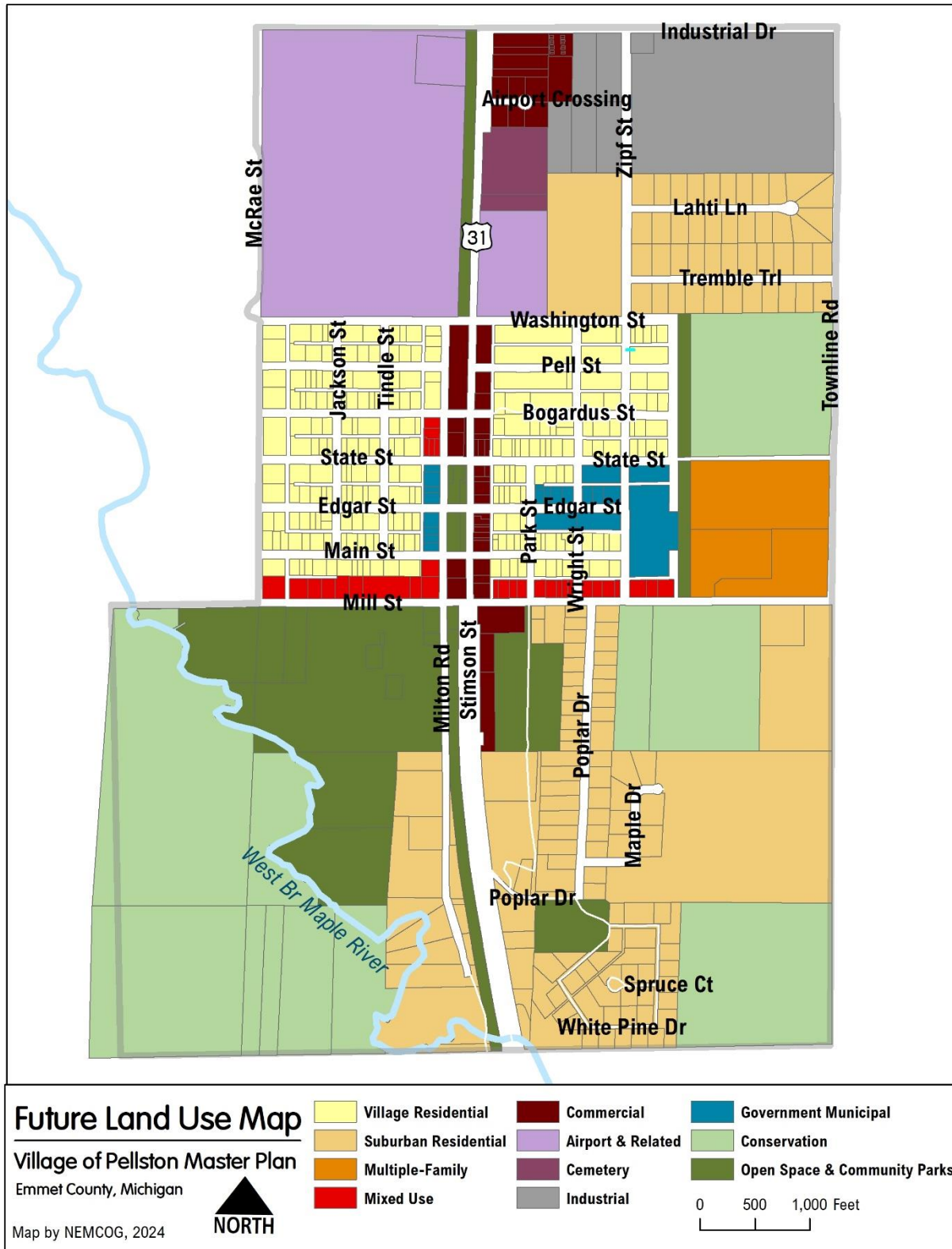
address PFAS/PFOA contamination should be put in place to eliminate future possibilities of soil and well contamination.

Motorized Infrastructure

Motorized infrastructure should be of consideration in future development. Considerations should consider upgraded road infrastructure to effectively accommodate commercial trucks. Roadway infrastructure may include paving,

understanding of weight restrictions, and widening of roadways and right-of-way. This may be present in areas of industrial not located on US-31. Additional considerations should include the impact and access to services for ORV and Snowmobile trails.

Figure 6-1 Future Land Use Map

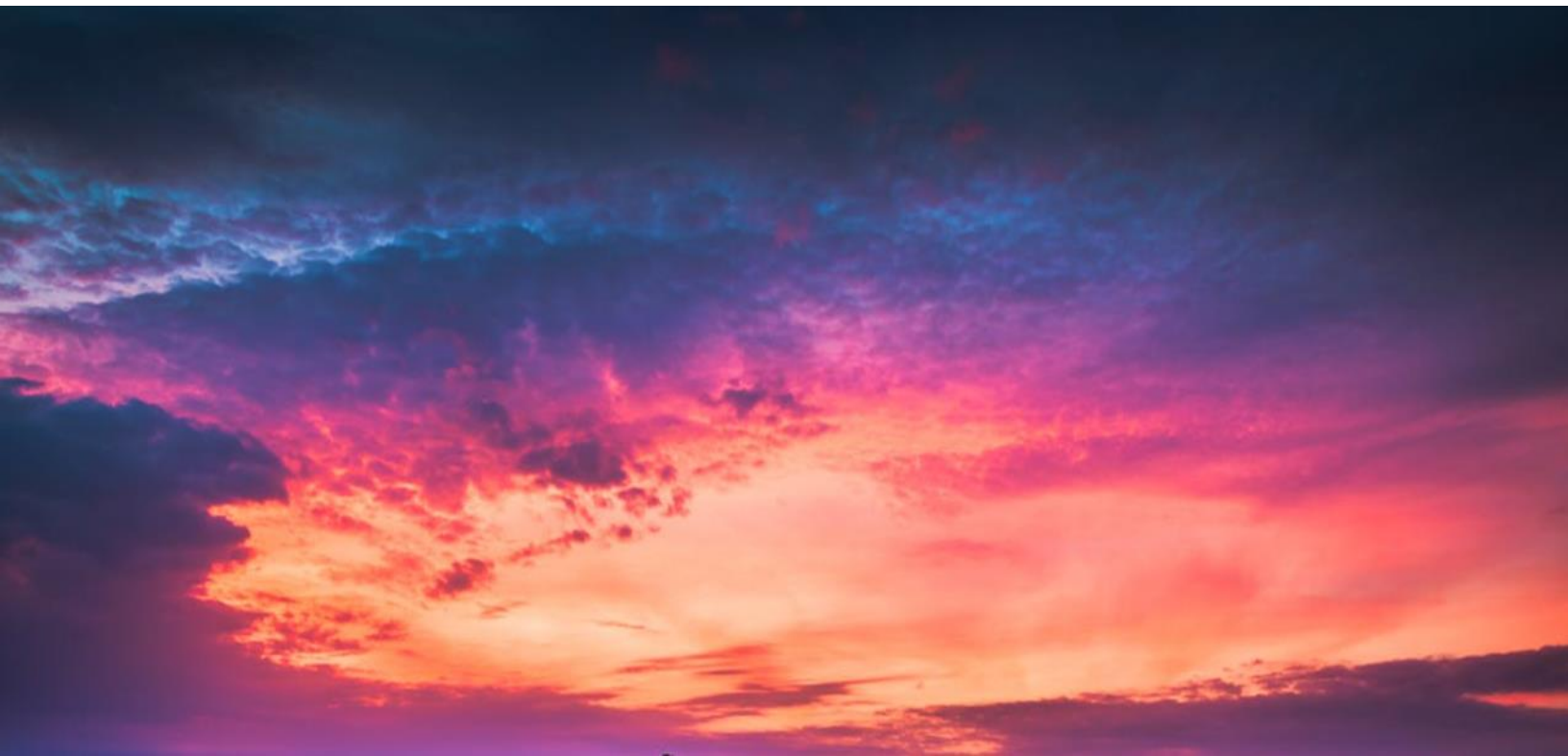


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CHAPTER

7

Goals & Objectives



Village of Pellston Master Plan

Planning Process

In the Summer of 2022, the Village of Pellston Planning Commission commissioned a public input survey that was available online for the Village and surrounding area residents to ensure the Master Plan reflects the goals of the Community.

Survey Results

Survey Summary

- 45 surveys received
- 11 Full-Time Village Residents
- 3 Seasonal Village Residents
- 16 Emmet County Residents
- 93% own a home or property in the village

Information Flow

Respondents were asked where they get their information about things happening in the county, they could select multiple responses.

- 55.6% friends and family
- 33.3% the internet
- 31.1% social media
- 17.8% e-mail
- 15.7% printed materials such as flyers and brochures
- 11.1% Newspaper
- 6.6% networking events, radio, or TV

Village Assets

The residents of the Village of Pellston value the unique small-town character, and cultural, historical, and scenic features in Pellston. The following items illustrate a number of positive features about the Village of Pellston that

Respondents were asked to rate the following services, amenities, opportunities, and features of the Village. Areas that should be considered a weakness, based on rating, are rated in **red**.

Water: 57% of respondents rated the water supply system as excellent or good.

Affordable Housing: 65% of rated housing affordability as fair or poor.

Adequacy of Rental Housing: 82% of said the adequacy of rental housing to be fair, poor, or very poor.

Village of Pellston



The Village of Pellston is in the process of updating our Master Plan. The Master Plan 2022 Survey reflects the long-term vision for the Village of Pellston. Input from the public is an essential part of the planning process, so we need your input regarding future goals and projects! Please take the time to fill out this survey and let your voice be heard! Your feedback is very important to us. This survey will remain open until September 30, 2022. Hard copies of the survey are available at the Village Hall and may be returned to 125 N. Milton St or P. O. Box 468 Pellston, MI 49769 Thank you!

<https://www.surveymonkey.com/r/VillageofPellstonMasterPlan>

DISCOVER

Northeast Michigan

EAST OF EXPECTED

Prepared with Assistance from:
Northeast Michigan Council of Governments
80 Livingston Boulevard, P.O. Box 457
Gaylord, Michigan, 49734



- 42.2% have lived or owned property in the Village for eleven years or more.
- 97.8% were age 41 or older

were identified by survey participants. 84% of respondents were either very satisfied, satisfied, or somewhat satisfied with the Village of Pellston as a place to live, own property or visit.

Housing availability: 64% of respondents found housing availability fair or poor.

Road conditions: 58% of respondents found road conditions to be fair, poor, or very poor.

Property taxes: 68% of respondents found property taxes to be fair or poor.

Recreation facilities: 55% of respondents found recreation facilities to be fair, poor, and very poor.

School system: 63.34% of respondents rated the school system to be excellent or good.

Youth activities: 50% of respondents rated youth activities in the village to be excellent or good.

Cellular service: 59% of respondents rated cellular services as fair, poor, or very poor.

Fire department services: 71% of respondents rated fire department services as excellent or good.

Airport services: 82% of respondents found airport services to be excellent or good.

Appearance of downtown: 51% said the appearance of downtown was fair, poor, or very poor.

Utilities: 62% of respondents ranked utility services as excellent or good.

Recycling services: 80% of respondents rated the recycling services as excellent or good.

Garbage collection services: 72% of respondents ranked garbage collection services as excellent or good.

Parks & recreation opportunities: 50% said the park and recreation opportunities were excellent or good.

Quality of life: 65% of respondents have rated the quality of life as excellent or good.

Natural resource opportunity: 81% said natural resource opportunities were excellent or good.

Jobs: 93% of respondents rated jobs in the village as fair, poor, or very poor.

Medical services: 78% of respondents found medical services to be fair, poor, or very poor.

Senior services: 96% of respondents found senior services to be fair, poor, or very poor.

High speed internet: 68% said the availability of high-speed internet was fair, poor, or very poor.

Public transportation: 97% of respondents rated public transportation as fair, poor, or very poor.

Access to childcare: 88% of respondents rated access to childcare as fair or poor.

Police protection: 69% of respondents rated police protection as fair, poor, or very poor.

Village government services: 58% said village government services were fair, poor, or very poor.

Economic efforts: 78% of respondents found economic efforts to be fair, poor, or very poor.

Street signage: 51% of respondents found street signage to be fair or poor.

Condition of homes: 87% said the condition of homes was fair, poor, or very poor.

Goals, Objectives, and Implementation Strategies

The primary goal of this plan is to maintain and foster growth and advancement within the Village of Pellston as a quality place to live, work, and visit. The Village of Pellston Council and Planning Commission have sought to make this plan a reflection of community belief, support, and action to implement the Plan.

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. In the following implementation tables of this plan, the responsible parties are identified, the type of required activity is identified, and timelines are determined. Responsibility for implementing this plan will

include governmental, private enterprises, community groups, and individuals. It is important to note that while responsible parties are listed, the Village of Pellston 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. The plan should strive to stimulate enthusiasm and interest in community development that can become self-sustaining.

Timeframe

SHORT: Low cost, easy implementation, directly addressing top priorities, or critical to the advancement of other strategies, and to be implemented within the next 1-5 years.

MEDIUM: Important actions that have some level of significant cost and can be implemented within the next 5-10 years.

VC=Village Council

PC=Planning Commission

VP=Village President

DDA=Downtown Development Authority

RC=Road Commission

MDOT=Michigan Department of Transportation

DNR=Department of Natural Resources

Staff=Village Staff

DPW=Department of Public Works

RB=Recreation Board

FD=Fire Department

LONG: Actions that often require significant amounts of funding that must be planned for overtime or require other strategies to be completed prior to their implementation.

ONGOING: Actions that have no beginning and end period, but which are continuously ongoing in the village.

CD=Central Dispatch

ECSD=Emmet County Sheriff Department

TG=Tribal Government

ECCD=Emmet County Conservation District

OEO=Ordinance Enforcement Officer

PHS=Pellston Historical Society

VOL=Volunteers

EMS=Emergency Medical Services

EM=Emmet County Office of Emergency Management

IMPLEMENTATION STRATEGIES			
FOCUS AREA	GOALS AND ACTION ITEMS	TIMEFRAME	RESPONSIBLE PARTY
1 General Village Goals	Goal 1 Develop transparent government practices. That allows residents to stay educated and informed on what is happening in local government.		
	a. Use the Village website and social media to publish data and information related to a variety of government activities.	ON-GOING	VC
	b. Send out annual or bi-annual newsletters/flyers/brochures to residents and citizens to keep them informed of what is happening in the Village.	ON-GOING	VC
	c. Develop a Public Participation Plan in accordance with the Michigan Economic Development Corporation (MEDC) Redevelopment Ready Communities (RRC) Program.	SHORT	PC
	d. Develop an internal staff guide that includes clear roles, responsibilities, and timelines.	SHORT	VC
	e. Maintain a 5-Year Capital improvement and maintenance plan that clearly outlines and identifies residents' future capital improvements.	ON-GOING	VC/PC
	f. Additional government-sponsored educational events to engage residents, citizens, and stakeholders.	ON-GOING	PC
	Goal 2 Provide services in an effective and environmentally responsible manner to meet the needs of residents, stakeholders, and visitors.		
	a. Work cooperatively on issues of mutual concern with neighboring governments, government service agencies, tribal governments, and local educational systems.	ON-GOING	VC/PC
	b. Foster cost-sharing service efforts where possible with an emphasis on essential services and capital improvement projects.	ON-GOING	VC/PC
	c. The Village shall conduct fiscal policy and the budgeting processes in a feasibly responsible manner.	ON-GOING	STAFF
	d. Encourage the retention of natural wetlands to protect water quality.	ON-GOING	VC/PC
	e. Discuss EGLE Programs, Wellhead Protection Plans, PFOS/PFOA, Rivers & Streams, etc. Discuss any programs that could successfully leverage funding with aligned mutual goals.	ON-GOING	VC
	Goal 3 Provide a recruitment process and education, and training opportunities for staff, boards, commissions, and elected officials.		
	a. Create information about each board and commission and provide a description of the skill sets desired for each.	SHORT	VP
	b. Determine effective techniques to attract younger leadership.	ON-GOING	DDA
	c. Establish a dedicated source of funding in the budget for training and educational opportunities for staff, boards, commissions, and elected officials.	ON-GOING	VC

FOCUS AREA	GOALS AND ACTION ITEMS	TIMEFRAME	RESPONSIBLE PARTY
2 Culture, History, Community Character & Quality of Life	Goal 1 Preserve the uniqueness of the Village of Pellston by protecting small-town character, historical, cultural, and scenic features, while maintaining an overall healthy and well-maintained living environment.		
	a. Pursue grant funding to assist in protecting natural areas.	MEDIUM	VC/PC
	b. Work with local organizations to tell the Village of Pellston’s story through the incorporation of cultural resources.	ON-GOING	PHS
	c. Identify and promote the significance of neighborhoods, buildings, or places.	SHORT	PC
	d. Pursue grant funding to assist in protecting cultural resources.	MEDIUM	VC/PC
	e. Promote orderly, well-managed growth of the Village, by providing adequate areas for various kinds of development, and encourage a proper balance between different land uses and development types.	MEDIUM	PC/DDA
	f. Explore tax incentives and/or loan programs for the preservation and/or renovation of older and/or historic buildings.	MEDIUM	PHS/DDA
	g. Encourage private efforts to protect valuable historic resources.	ON-GOING	PHS
	h. Provide historic preservation information to the public.	ON-GOING	PHS
	i. Incorporate features that reflect the Village’s historic character and cultural heritage into signs and streetscape elements within the Village.	SHORT	PHS
	Goal 2 Enhance community gateways, parks, and streets.		
	a. Enhance public facilities, village gateways, and streetscape through the inclusion of trees, street furniture, trash receptacles, lighting, flower boxes, banners, and public art.	ON-GOING	TB/PC/DDA STAFF/VOL
	b. Work with local service groups to implement a community beautification program.	ON-GOING	STAFF/VOL
	c. Encourage the use of native plant species in landscape designs to enhance the village’s existing character.	ON-GOING	ECCD/VOL
3 Planning, Zoning, and Community Development	Goal 1 Maintain and implement an updated Master Plan, Recreation Plan, and Zoning Ordinance that is responsive to public needs.		
	a. Implement sound planning and development practices.	ON-GOING	PC
	b. Use the Master Plan & Recreation Plan as a tool for Planning & Zoning decisions.	ON-GOING	PC
	c. Develop Land Use patterns that protect natural features and water resources.	ON-GOING	PC
	d. Review the Master Plan, including the goals and objectives, at 5-year intervals per state law.	MEDIUM	PC

FOCUS AREA	GOALS AND ACTION ITMES	TIMEFRAME	RESPONSIBLE PARTY	
3 Planning, Zoning, and Community Development	e. Respond accordingly to changes in state planning statutes.	ON-GOING	PC	
	f. Prepare and publish an annual planning commission report as required by the Michigan Planning Enabling Act (MPEA).	SHORT	PC	
	Goal 2 Guide development to meet the long-term needs of the community through the protection of existing development, preservation of community character, fostering of development, and the conservation of natural resources.			
	a. Investigate the possibility of combined facilities and strategic planning opportunities with local groups and neighboring townships.	MEDIUM	VC	
	b. Identify priority redevelopment sites in the Village.	SHORT	PC	
	c. Post the Master Plan on the Village’s Website.	SHORT	STAFF	
	d. Encourage creative design and planning techniques to produce visual harmony while preserving special features and natural resources.	ON-GOING	PC/VC	
	e. Direct future development to areas where necessary public services/utilities already exist or where expansion of services/utilities are planned or required.	ON-GOING	PC/VC	
	f. Work cooperatively with surrounding Townships or the County to coordinate land use activities outside falling just outside the Village limits that may impact the Village.	ON-GOING	VC	
	Goal 3 Maintain the Zoning Ordinance to regulate development and land use in the Village.			
	a. Review and amend the Zoning Ordinance, when necessary, including when the Master Plan is updated.	ON-GOING	PC	
	b. Encourage mixed use development in the downtown area and CBD.	ON-GOING	PC/DDA	
	c. Evaluate design standards in the Zoning Ordinance.	SHORT	PC	
	d. Assure continual protection of land use areas from incompatible uses.	ON-GOING	VC	
4 Transportation, Infrastructure, and Public Services	Goal 1 Strive to create a living environment that harmoniously blends services and facilities which a Village can efficiently provide with the land’s available capacity for development, for the quality of life and well-being of all Village residents.			
	a. Implement complete streets to improve the safety and circulation of traffic and pedestrian routes.	ON-GOING	TB/PC/VP/DDA STAFF/RC MDOT	
	b. Develop a sidewalk improvement and maintenance plan.	MEDIUM	DWP	
	c. Develop connective bicycle paths.	SHORT-MEDIUM	VC	
	d. Work with Michigan Safe Routes to School Program to strengthen the safety and development of school routes.	SHORT	PC	
	e. Encourage the placement of underground utilities. Relocate overhead utility lines underground and remove unnecessary overhead utility lines.	ON-GOING	DPW	

FOCUS AREA	GOALS AND ACTION ITEMS	TIMEFRAME	RESPONSIBLE PARTY	
<p style="text-align: center;">4 Transportation, Infrastructure, and Public Services</p>	f. Work cooperatively to coordinate continual effective public transportation.	ON-GOING	MDOT	
	g. Maintain roads and infrastructure to ensure safety and to facilitate growth.	ON-GOING	DPW	
	h. Encourage street and utility improvements that coincide with new development.	ON-GOING	PC	
	<p>Goal 2 Maintain and enhance the emergency services in the Village.</p>			
	a. Maintain adequate response times to public safety incidents.	ON-GOING	EMS	
	b. Work with Emmet County Emergency Management to address emergency management issues, which include prevention, preparedness, response, recovery, and mitigation efforts.	ON-GOING	FD	
	<p style="text-align: center;">5 Recreation and Natural Resources</p>	<p>Goal 1 To preserve, protect and maintain natural resources and wildlife habitats for the enjoyment of residents, visitors, and future generations.</p>		
a. Utilize Best Management Practices to regulate and minimize stormwater and groundwater discharge and contaminants into the Maple River.		SHORT	ECCD	
b. Work in conjunction with other local, county, regional, state, and federal officials, and agencies to monitor environmental issues in the Village and nearby.		ON-GOING	VP	
c. Update the Recreation Plan, to provide additional funding opportunities for recreation improvements within the Village.		SHORT	PC	
d. Encourage creative design and planning techniques for new development so as to produce visual harmony, preserve special features and protect vital natural resources. This could be accomplished utilizing such techniques as open space plans, mixed use developments; walkable developments; form-based zoning codes; architectural standards or complete street concepts.		ON-GOING	PC	
e. Encourage the consideration of recreational facilities as an integral part of community development plans.		ON-GOING	RB/PC	
f. Designate Pellston as a walkable/bikeable community and include pedestrian ways in all planning for improvements to Village streets and infrastructure.		ON-GOING	VC/PC	
<p>Goal 2 To preserve, protect and maintain environmentally sensitive areas, wildlife habitats, open spaces, scenic vistas, and public parks for the enjoyment of residents, visitors, and future generations.</p>				
a. Use the Future Land Use Map, Zoning Map, and any additional maps to identify and preserve environmentally sensitive lands, open spaces, and scenic vistas, for passive recreation purposes.		SHORT	PC	
b. Preserve and maintain public parks, access sites and natural areas.		ON-GOING		
c. Plant trees within suitable areas of the public realm including park areas.		SHORT	DPW	
d. Maintain and develop seasonal recreational facilities as an eternal part of the development plan.	SHORT-MEDIUM	RB/VC		

FOCUS AREA	GOALS AND ACTION ITEMS	TIMEFRAME	RESPONSIBLE PARTY
5 Recreation and Natural Resources	Goal 3 Work with local groups to implement park and recreation improvements in the village and region.		
	a. Investigate the possibility of combined recreational facilities with neighboring townships.	SHORT	VB/VC
	b. Support cooperative recreational planning and development with the surrounding townships and the schools.	ON-GOING	RB/PC
	c. Work with Pellston Area Schools, North Emmet Little League, on the development of a sports park district.	ON-GOING	RB/PC
	d. Participate in regional and statewide trail improvement and marketing efforts.	ON-GOING	VC
	e. Support and encourage the development of the snowmobile trail.	SHORT	RB/DNR
	f. Work with the County and surrounding townships to develop a "Blueways" water trail.	MEDIUM	DNR
	g. Declare the river a water trail, add the water trail to the recreation plan, and promote the natural resource.	SHORT	RB/DNR
	h. Encourage the recreational use of the waterways.	ON-GOING	RB/DNR
6 Housing	Goal 1 Provide suitable housing opportunities for all.		
	a. Work jointly with non-profits and others to improve housing needs.	ON-GOING	PC/VC
	b. Encourage clustering residential developments in areas where service and utilities are available to preserve open spaces.	ON-GOING	PC
	Goal 2 Preserve and enhance neighborhood character areas.		
	a. Enforce codes to remove unsanitary or unsafe housing and blight.	ON-GOING	OFO
	b. Identify available funding sources for residential and notify residents about rehabilitation programs.	ON-GOING	VC
	c. Discourage infringement of commercial and industrial uses near residential neighborhoods, while allowing for the continuation of existing neighborhood small business and mixed use.	ON-GOING	PC
	d. Continue to require buffers or transition areas between residential and non-residential uses to maintain property values and aesthetics.	ON-GOING	PC
e. Promote neighborhood enhancement programs, including but not limited to street planting, clean-up days, community pride programs, and neighborhood gardens.	MEDIUM	VC	

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CHAPTER

8

Adoption & Implementation



Village of Pellston Master Plan

Plan Coordination and Review

As required by the Michigan Planning Enabling Act (PA 33 of 2008), as amended, notification of intent to develop the Village of Pellston Master Plan was sent to all adjacent communities and other relevant entities. After the draft plan was completed by the Village of Pellston Planning Commission, a draft was

transmitted to the Village Council for approval to distribute the plan for review and comment. The draft plan was transmitted to the entities notified at the intuition of the plan update. After the required comment period, public hearing, and plan adoption, the final plan was transmitted to all required entities.

Public Hearing

A public hearing on the proposed Master Plan for the Village of Pellston, as required by the Michigan Planning Enabling Act (PA 33 of 2008) as amended, was held on July 1, 2024, at 7PM. The purpose of the public hearing was to present the proposed Master Plan and to accept comments from the public.

Section 43 (1) of the Act requires 15-day notice prior to the public hearing to be given

in a publication of general circulation in the municipality. A notice of the public hearing was published in the Harbor Light Newspaper on June 12, 2024. During the review period, the draft plan was available for review on the Village's website, by contacting the village, or available on the Northeast Michigan Council of Governments (NEMCOG) website.

Plan Adoption

The Village of Pellston Planning Commission formally adopted the Master Plan on July 1, 2024. The Village Council passed a resolution

of adoption of the Master Plan on July 8, 2024.

Plan Implementation

The Master Plan was developed to provide a vision of the community's future. It will serve as a tool for decision-making on future development proposals. The plan will also act as a guide for future public investments and

service decisions, such as the local budget, grant applications, road maintenance and development, community group activities, tax incentive decisions and administration of utilities and services.

Zoning

According to the Michigan Zoning Enabling Act, master planning is the legal foundation of a Zoning Ordinance. The Act states: "The Zoning Ordinance shall be based on a plan designed to promote the public health, safety, and general welfare; to encourage the use of lands in accordance with their character and adaptability, and to limit the improper use of land; to conserve natural resources and

energy; to meet the needs of the state's residents for food, fiber, and other natural resources, places to reside, recreation, industry, trade, services and other uses of land; to ensure that the use of the land shall be situated in appropriate locations and relationships; to avoid the overcrowding of population; to provide adequate light and air; to lessen congestion of the public roads and

streets; to reduce hazards to life and property; to facilitate adequate provisions for a system of transportation, sewage disposal, safe and adequate water supply, education, recreation, and other public requirements; and to conserve the expenditure of funds for public improvements and services to conform with the most advantageous use of land resources, and properties”

The Village of Pellston’s Zoning Ordinance is the primary tool for implementing the Village

Grant and Capital Improvements

The Master Plan can also be used as a guide for future public investments and service decisions, such as the local budget, grant applications, and administration of utilities and services. Many communities prioritize and budget for capital improvement projects such as infrastructure improvements, park improvements, etc. A Capital Improvements

Master Plan. The Village is solely responsible for its land use planning and zoning decisions. This plan requires that the Village Zoning Ordinance be reviewed to ensure the ordinance is consistent with the goals and the future land use plan. At the same time, the zoning ordinance should be reviewed to assure it conforms to current State Regulations.

Program (CIP) typically looks 5 years into the future to establish a schedule for all anticipated capital improvement projects in the Community. A CIP includes cost estimates and sources for financing for each project. It can therefore serve as both a budgetary and policy document to aid in the implementation of a community’s master plan.
