VILLAGE OF PELLSTON

Emmet County, Michigan



DOWNTOWN DEVELOPMENT PLAN 2025



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ACKNOWLEDGMENTS

VILLAGE OF PELLSTON OFFICERS AND COUNCIL

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CHAPTER 1



EXECUTIVE SUMARY

INTRODUCTION

The Village of Pellston is located in Emmet County and was founded in 1895 during Michigan's early lumber boom period, when vast areas of virgin timber were harvested over most of the area. During that period, Pellston was a thriving community with a healthy mix of businesses to serve Village residents and those from the surrounding rural area. Since that time, the Village struggled to survive as a viable community and was on its way toward becoming a lumber ghost town by the early 1930s. 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.



This Development Plan amends and restates the 2003 Downtown Development Plan for the original downtown development district by amending the type of projects and increasing the expiration of the plan to the fiscal year ending 2045. The DDA shall thoroughly review the plan every five years to ensure the plan meets the community's goals and objectives.

OVERVIEW OF THE VILLAGE OF PELLSTON'S DDA

The Village of Pellston established a Downtown Development Authority (DDA) in 2003 under PA 197 of 1975 (now Recodified PA 57 of 2018). In 2003, the Village Council adopted the Village's first Development Plan for the purpose of developing, adopting, and implementing development plans within the designated boundaries of the Authority. The Village's DDA is made up of a maximum of 12 members. This includes the Village President, a Village Council representative, and up to 10 members with the majority having property interests in the downtown district.

The Pellston Downtown Development Authority's mission is to assist with compatible growth, the preservation of historical, cultural, and natural heritage, and facilitating projects to enhance economic development. The Village's DDA has had a significant role in keeping Pellston vibrant and welcoming. Over the years, DDA funds have helped support the Fire Department, maintenance of the downtown area, upgrades to Memorial Park, the Pioneer Professional Building development, and streetscape improvements. The DDA has also backed projects like the downtown trailhead and helped bring neighbors together through events such as the annual sledding party and community picnic.

CHAPTER 2



GOALS AND OBJECTIVES

INTRODUCTION

Design and physical improvement strategies must be a vital part of revitalization efforts to increase the physical appeal to business owners, investors, and potential customers. The Village of Pellston DDA is active in many aspects of the district's physical improvements, including streetscape, landscaping, park improvements, and other physical improvements of the district.

Goals are general in nature and are statements of ideals that represent the values and environment that the community views as important to protect. Objectives, in contrast, are more specific and are intended to provide a strategy for achieving the goals.

GOAL #1 - DEVELOP PUBLIC SPACES WITH PURPOSE

Objectives:

- a. Create a continuous, accessible pedestrian network by developing safe, well-lit, ADA-compliant walkways that link key attraction points throughout the district.
- b. Create a reason for people to treat the Village of Pellston as a destination.
- c. Develop a historical walking tour throughout the downtown district.
- d. Incorporate multifunctionality into public spaces to serve more than one role social gathering, recreation, market space, art, etc.
- e. Ensure public spaces are easy to access and usable for people of all ages and abilities.

GOAL#2-UPGRADE THE VISUAL APPEARANCE OF THE DISTRICT TO ATTRACT MORE VISITORS, SUPPORT LOCAL BUSINESS, AND CREATE A DISTINCT BRAND THAT ESTABLISHES THE VILLAGE OF PELLSTON AS A UNIQUE DOWNTOWN EXPERIENCE.

Objectives:

- a. Unify the streetscape by using consistent lighting, signage, benches, and trash receptacles to create a clean, cohesive look.
- b. Research and pursue funding opportunities for façade improvement grants or design guidelines to help property owners restore or modernize storefronts.
- c. Transform vacant lots or walls by incorporating murals and other design elements that reflect the district's history, culture, or unique identity.



GOAL #3 – DRIVE TRAFFIC, INVESTMENT, AND ENGAGEMENT BY BUILDING STRONG ALLIANCES AND PROMOTING THE DISTRICT THROUGH UNIFIED, HIGH-IMPACT EFFORTS.

Objectives:

- a. Promote the district with unified branding, signage, and social media efforts that highlight local shops, dining, culture, history, and community events.
- b. Use social, cultural, and recreational events to draw people in and give them reasons to come back.
- c. Build a more connected district by actively involving residents in local initiatives and celebrate involvement by highlighting resident stories, volunteer efforts, and community wins to show real impact and encourage others to join.
- d. Invest in new mobility infrastructure, bike system improvements, and pedestrian enhancements that connect Pellston residents to Downtown and other Village resources, and attractions.

GOAL #4 - STRENGTHEN THE LOCAL ECONOMY BY SUPPORTING EXISTING BUSINESSES, ATTRACTING NEW INVESTMENT, AND CREATING AN ENVIRONMENT WHERE ENTREPRENEURSHIP CAN THRIVE.

Objectives:

- a. Promote the repurposing of empty storefronts or lots as pop-ups, co-working hubs, or interim uses to stimulate activity and reduce blight.
- b. Identify high-potential business types and equip aspiring entrepreneurs with the tools to succeed. Prioritize restaurants, fullservice bank/credit unions, industrial, lodging, indoor recreation, grocery, and tourist attractions
- toughig, indoor recreation, grocery, and tourist attractions.

 c. Offer technical assistance to new businesses through mentoring with local professionals, permit/licensing/zoning guidance, resource navigation to identify funding sources, microloans, or startup grants.
- d. Support planning for mixed use housing and businesses.

GOAL #5 – CREATE A UNIQUE IDENTITY THAT HIGHLIGHTS RECREATIONAL ACCESS TO TRAILS, THE RIVER, AND PARKS BY USING SIGNAGE, WAYFINDING, AND MARKETING MATERIALS TO REINFORCE PELLSTON AS A YEAR-ROUND RECREATIONAL DESTINATION.

Objectives:

- a. Market, promote, and support seasonal events like trail races, paddling meetups, bike tours, snowmobile rides, or outdoor gear swaps to draw visitors and build community.
- b. Collaborate with DNR, tourism boards, and nearby communities to promote the Village of Pellston as part of a larger outdoor adventure network incorporating the Village's motto "Icebox of the North" were possible.
- c. Work with the Village and the DNR to enhance the trailhead and bike trail, creating more ways for residents and visitors to explore Pellston.



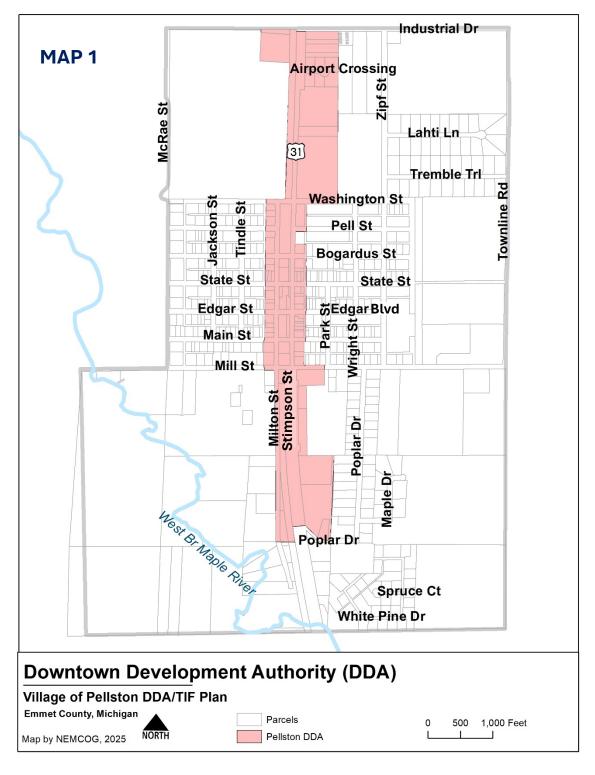
CHAPTER 3



DOWNTOWN DEVELOPMENT PLAN

REFERENCE TO P.A. 57 OF 2018: Section 125.4217(2)(A-O)

The Development Area encapsulates an area within the downtown district established by the DDA, for proposed future development that will be guided by a development plan.



LEGAL DESCRIPTION OF THE DEVELOPMENT AREA

Commencing at the intersection of the S ROW line of Mill St and the W ROW line of Milton St, the POB, then W 175ft along S ROW Line to W line of Alley in Village of Pellston Plat if extended S, then N parallel to Milton St 2654.4 ft to N ROW line of Washington St, then E along said ROW line 317.9ft to W line of former RR ROW, then NLY along said ROW 2115.8ft, then WLY 473.4ft, then NLY 488.9 ft to Village Limits, then E along village limits 1227.8ft, to N ¼ corner Section 34 T37NR4W, then SLY along N-S ¼ line 2636.3ft to the N ROW line of Washington St if extended ELY, then WLY 415.4ft, then SLY 510ft to the N line of Block 32 in the Plat of Bogardus' Second Addition, then W along said N line 175ft to the NW corner of said Block 32, the SLY along W line of said block 200ft, then ELY 175ft parallel to N line of said Block 32, then SLY 1860.3ft along E line of Alley through the plats of Bogardus' Second Addition and Bogardus' Addition and Village of Pellston to the N ROW line of Mill St, then ELY 305.5 ft along said ROW line, the SLY 304ft, the WLY 281.8ft to a point 125ft E of the E ROW line of US31, then SLY along a line 125ft E of and parallel to said ROW line 1099.7ft, the ELY 429.2ft to the NW corner of the plat of Aspen Acres, then SLY along W line of said plat 1336.6ft to the centerline of Poplar Dr, the WLY 536.6 along centerline, the NWLY along centerline along a curve to the right 223.7ft, the NWLY along centerline 241.1ft, the WLY 172.9ft to the W ROW line of US31, the SLY along said ROW line 269.1ft, the WLY 287.4ft, the NLY 2662.1ft to the POB.

LOCATION AND EXTENT OF EXISTING STREETS AND OTHER PUBLIC FACILITIES WITHIN THE DEVELOPMENT AREA; AND THE LOCATION, CHARACTER AND EXTENT OF EXISTING PUBLIC AND PRIVATE LAND USES

Existing land uses in the Development Area are shown on Map 2, Existing Land Use. They are classified based on GIS, Village, and County data and are composed of public and private land uses.

Public Land Use

The Existing Land Uses within the Development Area are largely commercial and local government in nature. The public/semi-public land use encompasses downtown parking lots, Village of Pellston Hall, Library, Fire Department, and Post Office. The Development Area also encompasses several residential land uses with single-family homes.

Public land uses within the Development Area include rights-of-way under the jurisdiction of the Village of Pellston, Emmet County, and the State of Michigan. The Development Area also includes a portion of state land encompassing the West Branch of the Petoskey to Mackinaw Trail.

Private Land Use

- 1. Residential There are approximately 15 residential properties within the Development Area.
- 2. Commercial Commercial properties within the Development Area include businesses along US 31 and Milton Street.
- 3. Industrial Accessory buildings for the Pellston Regional Airport are located within the Development Area for Industrial use.
- 4. Institutional St. Nicholas Cemetery is located within the Development Area for institutional use.
- 5. Vacant Land Approximately one-fifth of the Development Area is vacant land.

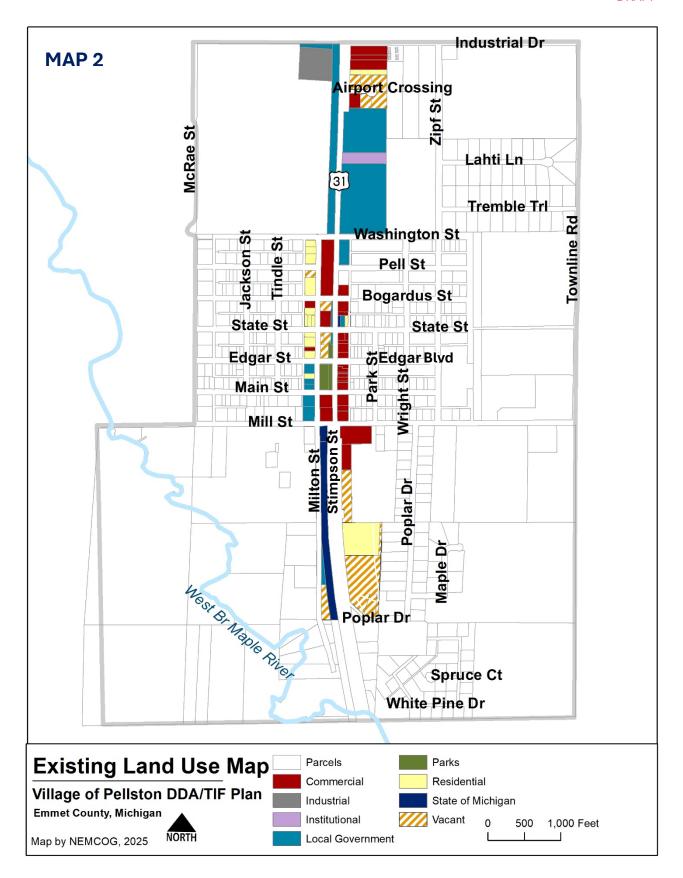
STREETS AND OTHER PUBLIC FACILITIES

There are no parcels within the Development Area that are dedicated to the railroad right-ofway, street right-of-way, alleys, or easements.

Public streets within the Development Area include portions of the following:

- Bogardus Street
- Edgar Street
- Edgar Boulevard
- Industrial Drive
- Main Street
- Mill Street
- Milton Street
- Pell Street
- State Street
- Stimpson Street
- Washington Street





LOCATION AND EXTENT OF PROPOSED PUBLIC AND PRIVATE LAND USES

Future land use proposals for the Development Area align with the Village's 2024 Master Plan, which aims to create a more vibrant, walkable downtown. The vision includes mixed-use development, more housing, job-creating businesses, family entertainment, and public gathering spaces. All land use changes must be supported by the property owner, DDA, Village, and the Planning Commission, and must follow local zoning while advancing the DDA's community goals.

EXISTING IMPROVEMENTS IN THE DEVELOPMENT AREA TO BE DEMOLISHED, REPAIRED, OR ALTERED, AND TIME REQUIRED FOR COMPLETION

The DDA may demolish or repair vacant or unused buildings within the district. This generally applies to structures that are beyond repair or not suitable for reuse. Any projects requiring demolition, repair, or alteration are presented in the Project Descriptions and Program Time Frame section.

LOCATION, EXTENT, CHARACTER, AND ESTIMATED COSTS OF IMPROVEMENTS INCLUDING REHABILITATION CONTEMPLATED AND ESTIMATE OF THE TIME REQUIRED FOR COMPLETION

Estimated timeframes for implementation of the public improvements are presented in the Project Descriptions and Program Time Frame section.

CONSTRUCTION OR STAGES OF CONSTRUCTION PLANNED, AND THE ESTIMATED TIME OF COMPLETION OF EACH STAGE

Estimated timeframes for implementation of the public improvements are presented in the next section, Project Descriptions and Program Time Frame.

PROJECT DESCRIPTIONS AND PROGRAM TIME FRAME

Project timeframes:

Short-term: 2025–2029 Long-Term: 2036–2045 Mid-term: 2030–2035 Ongoing: 2025-2045

DDA Goals and Objectives (Identified in Chapter 2)

- 1. Develop public spaces with purpose.
- 2. Upgrade the visual appearance of the district to attract more visitors, support local businesses, and create a distinct brand that establishes the Village of Pellston as a unique downtown experience.
- 3. Drive traffic, investment, and engagement by building strong alliances and promoting the district through unified, high-impact efforts.
- 4. Strengthen the local economy by supporting existing businesses, attracting new investment, and creating an environment where entrepreneurship can thrive.
- 5. Create a unique identity that highlights recreational access to trails, the river, and parks by using signage, wayfinding, and marketing materials to reinforce Pellston as a year-round recreational destination.

	DDA Goal	Timeframe	Cost
Amenities and Culture Projects			
Conduct a walkability audit covering sidewalk presence,	1	Mid	TBD
accessibility, width, surface condition, and connectivity			
between primary destinations.			
Develop a historical walking tour by selecting a theme,	1	Short	TBD
defining the area, selecting historical figures, events, and			
places to feature, and visual media to relay			
content/narrative.			
Determine the types of multiple uses for public spaces.	1	Short	TBD
Design, maintain, and upgrade public spaces to be	2	Mid	TBD
flexible for accommodating a wide variety of uses,			
enhancing visibility and function.			
Improve safety and walkability in Pellston by supporting		Ongoing	TBD
traffic measures that give pedestrians sufficient time to			
cross and encourage features like marked crosswalks,			
push-button signals, and audible pedestrian alerts.			
Beautification Projects			
Set standards for private property and new construction,	2	Short	TBD
covering design, upgrades, facades, parking, and alley			
access.			
Add public fixtures in the DDA where needed to include,	2	Short	TBD
but not limited to, bike racks, planters, trash receptacles,			
benches, and banners.			
Identify façade improvement funding programs to assist	2	Ongoing	TBD
business owners with matching grant opportunities.			

Collaborate with the Village and community organizations to increase access to public art and the celebration of public art.	2	Short	TBD
Create a children's story and artwork walking trail.	2	Mid	TBD
Incorporate artwork, murals, sculptures, signs, and visual	2	Mid	TBD
stories.			
Wayfinding and Marketing Projects			
Establish visual cues and communication such as	3	Mid	TBD
banners, signage, wayfinding, and other aesthetic			
features.			
Create and update a digital brochure/map of downtown	3	Short	TBD
businesses that is available to the public.			
Create a "connect with the locals" campaign using	3	Short	TBD
storytelling to convey community character, history, and			
place.			
Establish kiosks providing information on walking and	3, 5	Mid	TBD
bike tours and points of interest.			
Create and distribute annual communications about the	3	Ongoing	TBD
impacts and effectiveness of the DDA.			
Economic Development Projects			
Create and share templates for leasing, subleasing, and	4	Short	TBD
shared spaces to guide increased partnerships of			
businesses and property owners in conjunction with the			
Village of Pellston's economic development goals.			
Hold an annual "downtown social" for businesses,	4	Ongoing	TBD
property owners, and the DDA to strengthen partnerships			
and align priorities.			
Recreational Tourism			
Develop an annual marketing program to assist with	3, 5	Short	TBD
creating and promoting attractions, events, and			
businesses in the DDA.			
Develop and publish a community event calendar.	3, 5	Ongoing	TBD
Develop historical/interpretive signage to depict the	3, 5	Mid	TBD
history of Maple River and the railroad.			

PARTS OF THE DEVELOPMENT AREA TO BE LEFT AS OPEN SPACE AND CONTEMPLATED FUTURE USE

All current public park areas that are within the Development Area will remain open space, particularly areas along the Maple River and Memorial Park.

PORTIONS OF THE DEVELOPMENT AREA WHICH THE AUTHORITY DESIRES TO SELL, DONATE, EXCHANGE, OR LEASE TO OR FROM THE MUNICIPALITY AND THE PROPOSED TERMS

At this time, it is unknown whether the DDA will sell, donate, exchange, or lease any part of the Development Area to or from the Village. If such actions are needed to meet the DDA's goals, they will follow the Village's standard procedures.

DESIRED ZONING, STREETS, INTERSECTIONS AND UTILITY CHANGES

The Development Area is zoned for commercial, industrial, institutional, local government, parks, residential, and state land. Any zoning changes on district parcels will be coordinated between the DDA and the Village Council.

AN ESTIMATE OF THE COST OF THE DEVELOPMENT, PROPOSED METHOD OF FINANCING, AND ABILITY OF THE AUTHORITY TO ARRANGE THE FINANCING

The DDA will move forward with improvements based on available funding and financial capacity. Some expenses, such as building demolition and potential museum expansion, cannot be estimated at this time.

Proposed projects are expected to be funded in part by tax increment revenues from rising property values due to new construction and growth. Early on, limited revenues may be supplemented by developer contributions, grants, donations, or other available funds. The DDA may also use additional sources allowed under PA 57 of 2018, provided they support the Plan's goals.



DESIGNATION OF PERSON OR PERSONS, NATURAL OR CORPORATE, TO WHOM ALL OR A PORTION OF THE DEVELOPMENT IS TO BE LEASED, SOLD, OR CONVEYED IN ANY MANNER AND FOR WHOSE BENEFIT THE PROJECT IS BEING UNDERTAKEN IF THAT INFORMATION IS AVAILABLE TO THE AUTHORITY

The public improvements undertaken in the Development Plan will remain in public ownership for public benefit. Although components of the projects outlined, such as lighting and landscaping, benefit adjacent commercial property owners, they are public assets to be managed by the municipality.

The DDA may participate in or facilitate the purchase of land for use or redevelopment consistent with the Master Plan and DDA goals. It may convey such property to another entity, as needed. The DDA may also consider other property acquisitions, leases, or sales as appropriate.

THE PROCEDURES FOR BIDDING FOR THE LEASING, PURCHASING, OR CONVEYING OF ALL OR A PORTION OF THE DEVELOPMENT UPON ITS COMPLETION, IF THERE IS NO EXPRESSED OR IMPLIED AGREEMENT BETWEEN THE AUTHORITY AND PERSONS, NATURAL OR CORPORATE, THAT ALL OR A PORTION OF THE DEVELOPMENT WILL BE LEASED, SOLD, OR CONVEYED TO THOSE PERSONS

The DDA, with approval from the Village Council, will determine the terms under which land designated for new development is sold, leased, or otherwise transferred to private developers.

Land sales will generally follow the Village of Pellston's standard procedures for disposing of Village-owned property, including competitive bidding. However, the DDA reserves the right to sell property without a bidding process when it deems such a sale necessary to fulfill the goals of this Development Plan and in the best interests of both the DDA and the City.

The DDA and Village Council retain the right to select the developer or development proposal that best aligns with the goals of this plan and serves the Village's overall interests, regardless of bid amount.

ESTIMATE OF THE NUMBER OF PERSONS RESIDING IN THE DEVELOPMENT AREA

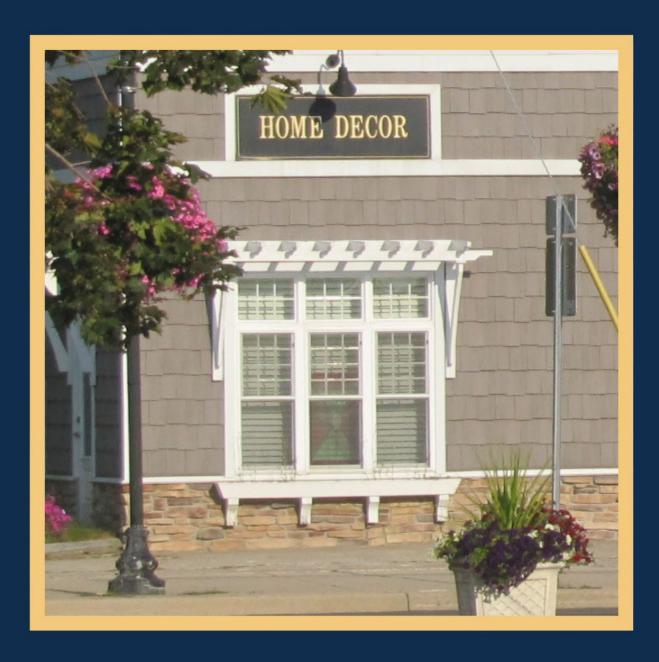
Approximately 15 residential units are located within the Development Area. No families or individuals are expected to be displaced, and no occupied residences are currently designated for acquisition or clearance by the DDA. If that changes, the DDA will comply with all requirements of the Act related to housing surveys and relocation planning.

PLAN FOR ESTABLISHING PRIORITY OF THE RELOCATION OF PERSONS DISPLACED AND PROVISION FOR COSTS

The Plan does not include property condemnation, so this section does not apply. If condemnation becomes necessary and causes displacement, the DDA will submit a relocation plan to the Village Council in compliance with the Federal Uniform Relocation Assistance Act, including financial aid and expense reimbursement.

COMPLIANCE WITH ACT 227 OF THE PUBLIC ACTS OF 1972, SECTIONS 213.321 – 213.332 OF THE MICHIGAN COMPILED LAWS

The Plan does not include property condemnation, so this section does not apply. If condemnation becomes necessary and causes displacement, the DDA will submit a relocation plan to the Village Council in compliance with all state and federal laws.



APPENDIX

LIST OF PARCELS WITHIN THE DOWNTOWN DEVELOPMENT AREA

The following Tax Identification Numbers include all real properties within the boundaries of the Development district as depicted on Map 1.

24-43-14-03-100-006	24-44-10-34-301-011	24-44-10-34-351-011
24-43-14-03-100-010	24-44-10-34-301-020	24-44-10-34-351-012
24-43-14-03-100-030	24-44-10-34-301-026	24-44-10-34-351-022
24-43-14-03-100-039	24-44-10-34-301-040	24-44-10-34-351-023
24-43-14-03-100-041	24-44-10-34-301-060	24-44-10-34-351-024
24-43-14-03-100-042	24-44-10-34-301-080	24-44-10-34-351-033
24-43-14-03-110-001	24-44-10-34-301-111	24-44-10-34-351-043
24-43-14-03-410-003	24-44-10-34-302-010	24-44-10-34-351-044
24-44-10-34-100-001	24-44-10-34-302-011	24-44-10-34-351-052
24-44-10-34-100-002	24-44-10-34-302-012	24-44-10-34-351-053
24-44-10-34-100-006	24-44-10-34-302-013	24-44-10-34-351-058
24-44-10-34-100-007	24-44-10-34-302-023	24-44-10-34-351-059
24-44-10-34-100-008	24-44-10-34-302-024	24-44-10-34-351-060
24-44-10-34-100-011	24-44-10-34-302-037	24-44-10-34-351-061
24-44-10-34-100-012	24-44-10-34-302-038	24-44-10-34-351-062
24-44-10-34-100-013	24-44-10-34-302-039	24-44-10-34-351-073
24-44-10-34-100-014	24-44-10-34-302-040	24-44-10-34-351-084
24-44-10-34-110-001	24-44-10-34-302-041	24-44-10-34-351-085
24-44-10-34-135-101	24-44-10-34-302-062	24-44-10-34-351-086
24-44-10-34-135-102	24-44-10-34-310-003	24-44-10-34-351-097
24-44-10-34-135-103	24-44-10-34-310-004	24-44-10-34-351-098
24-44-10-34-135-104	24-44-10-34-310-006	24-44-10-34-351-107
24-44-10-34-135-105	24-44-10-34-310-007	24-44-10-34-351-108
24-44-10-34-135-106	24-44-10-34-351-008	24-44-10-34-351-128
24-44-10-34-301-009	24-44-10-34-351-009	
24-44-10-34-301-010	24-44-10-34-351-010	

ADOPTION DOCUMENTS

- 1. Notice of Public Hearing
- 2. Village Council minutes
- 3. Ordinance of Adoption