

VILLAGE OF BELLAIRE



MASTER PLAN 2008

**Master Plan 2008
Village of Bellaire
Antrim County, Michigan
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1.0 Introduction

The Village of Bellaire is located in West Central Antrim County. The Village is bisected by the Intermediate River, which serves as the jurisdictional boundary line for Kearney Township to the east and Forest Home Township to the west. The Village of Bellaire comprises 1.4 square miles of the County's 476.9 square mile area. Geographically, the Village is split between two government survey Townships (T30N-R8W and T30N-R7W), **Figure 1-1**. The greatest distance from the northern boundary to the southern boundary is approximately 1.8 miles, and the greatest east-west distance is approximately 1.9 miles.

Purpose and Planning Process

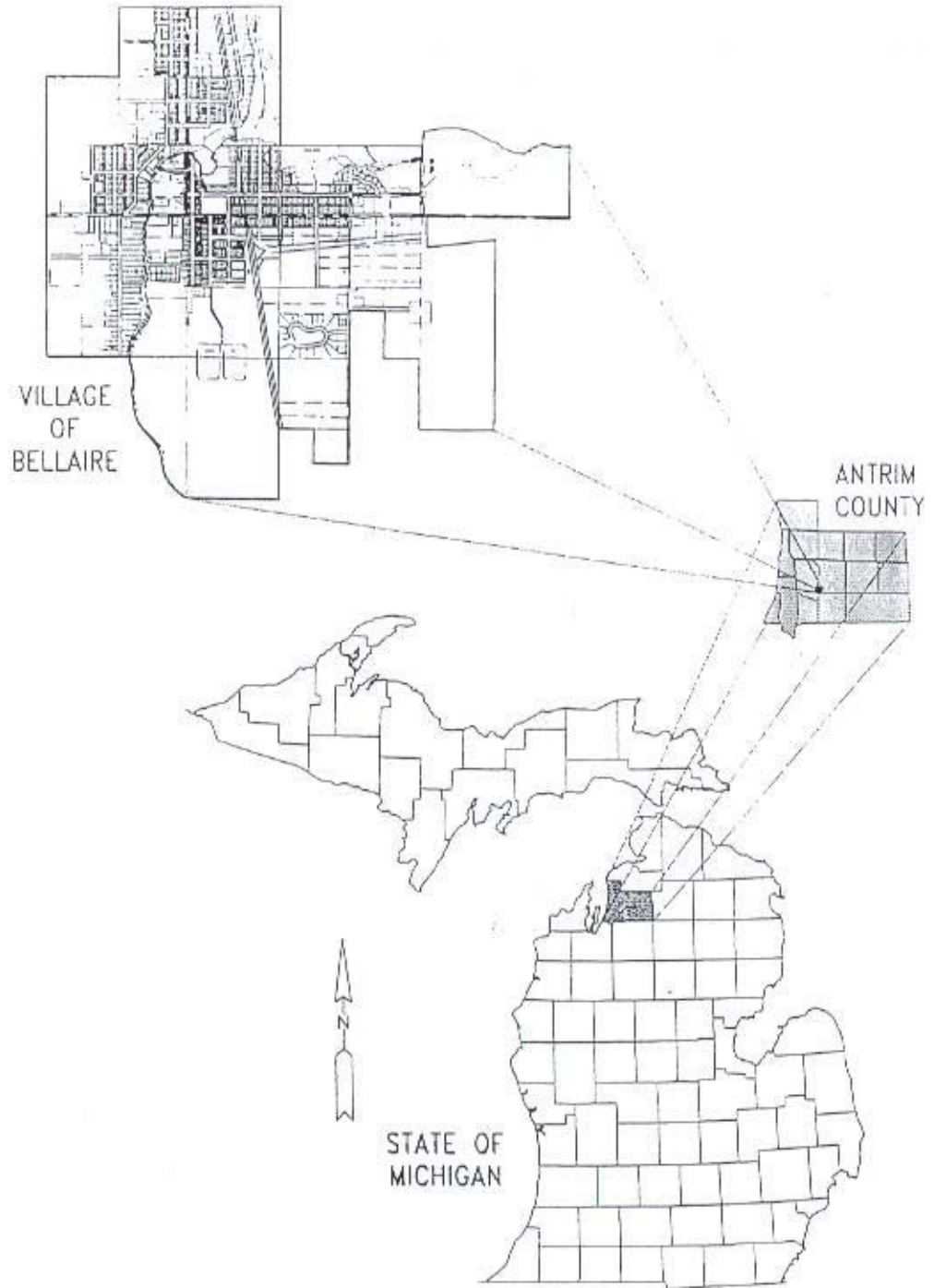
The purpose of the Village of Bellaire Master Plan is to provide guidelines for economic growth and planned future development, while protecting the water resources, other natural resources, and small town character of the Village and its downtown area. This plan presents extensive background information for the Village of Bellaire and the surrounding area, including socio-economic data; description and mapping of natural resources; and inventory of existing community facilities. The background information is analyzed to identify important characteristics, changes, and trends occurring in Bellaire. Community concerns are identified based on citizen participation in Master Plan meetings, a previously conducted Community workshop, Village citizen surveys, previous planning studies, input provided by the various Village departments, as well through extensive efforts by the Planning Commission. A Community Recreation Plan has been adopted separately in 2007. Community developed goals and policies are presented to guide future development based on the background studies, key land use trends, and community issues. These goals, along with a detailed map of existing land use, provided the basis for the Future Land Use Map which specifies the extent and location of where various types of future development can be accommodated within the Village. This plan also provides suggestions for implementation of the identified goals and policies. The guidance provided by this Master Plan will be utilized in conjunction with the Zoning Ordinance of the Village of Bellaire and other measures the Village is authorized to take.

Historical Context¹

Although the recorded history of Antrim County began in the 1840's when Abram S. Wadsworth, the first white settler, came to the area, much of the early activity was in Elk Rapids, the first town in Antrim County.

Figure 1-1

¹ Source - The Lake County Atlas & Resource Guide; Fen's Rim Publications, Inc. 1991



By 1878, the population was shifting inland and it was that shift that led to a suggestion that a more centrally located county seat would be more convenient for everyone.

Moving the county seat out of Elk Rapids to the Village of Keno (later renamed Bellaire) was met by controversy, so the Antrim County Supervisors decided to put the move to a countywide vote. On April 7, 1879, county residents cast a total of 1,020 votes with 574 in favor, and 446 opposed, to move the county seat to the central location.

Bellaire, no longer an isolated place in the woods, was a prospering town with a growing population. There was a woodenware factory; two saw mills, a planing mill, shingle mill, blacksmith shop, hotel, three general stores and many other businesses.

With the county experiencing a period of growth, the need for a new permanent courthouse was established. In 1904 county supervisors decided to let the people vote on the courthouse issue. The vote, held on April 4, brought out 2,679 county residents with 1,414 in favor and 1,250 against. This authorized the supervisors to raise \$26,000 through a loan, which was to be paid off by taxation levied on property within the county.

Work on the courthouse began in November 1904 and ended in November 1905 when county officials moved into their new offices.

Although the 1950's and 60's brought more people north, it was the 70's and 80's when large numbers of people began to "discover" Antrim County and the Grand Traverse Region. Large-scale resort development took place near Mancelona and Bellaire with Schuss Mountain and then Shanty Creek resorts. Condominiums, golf courses and skiing were the primary focus.

With its new sidewalks and streetlights and the Victorian village shops, downtown Bellaire has also been able to make the best of its 1890 charm. One of the biggest assets of the county continues to be its beauty and rural character as well as high quality water resources.

Schools

The Bellaire Public Schools consists of an elementary school and a combined Middle School/High School. The school system has incorporated extensive technology consistent with the national Goals 2000 education program. The school facilities include numerous facilities available for community use, gymnasiums, and Internet access, classrooms and woodworking workshops. The school's activities and extensive facilities serve both as a physical and social focus for the community.

Government

The Village of Bellaire was established as a General Law Village under Public Act 3 of 1895. The Village Council, headed by the Village President, serves as the legislative or governing body for the Village. The Council Executive/Clerk, Village Treasurer, Village departments and other support staff primarily handle the day-to-day administration of the Village. The duties and responsibilities regarding planning for the future of the Village rest primarily with the Village Planning Commission, whose role is defined by state statutes (the Municipal Planning Act and the City or Village Zoning Act). The Planning Commission has planning support through the office of the Zoning Administrator.

The Status of Planning and Zoning in Village of Bellaire

The Village Council re-established a Planning Commission on June 20, 1996. The Planning Commission is responsible for the preparation and adoption the Master Plan to guide development in the Village. The Planning Commission monitors the implementation of the Zoning Ordinance to ensure it continues to guide development consistent with the Village plans.

At the present time, development within the Village of Bellaire is governed by *The Zoning Ordinance of the Village of Bellaire, as amended*. The Village of Bellaire Zoning Map, as amended, serves as the official zoning map. Michigan law requires that a zoning ordinance correspond with a current adopted Master Plan, therefore the development and adoption of an up-to-date plan will provide a stronger legal foundation for the existing Zoning Ordinance. After the completion of this Master Plan, portions of the Zoning Ordinance may need to be amended.

2.0 Socioeconomic Profile

Population and household characteristics are essential components to consider in the development of any Master Plan. An analysis of a community's existing and future population and household characteristics provides a foundation upon which a major portion of a master plan is based. While an evaluation of a community's current characteristics provides insight to immediate needs and deficiencies, population projections provide a basis for determining future land use requirements, public facility needs, and essential services.

The following examples illustrate this point. A younger population may demand more schools, facilities, and active recreation opportunities, while an older population may require property maintenance assistance and prefer higher density residential development. Also, persons characterized as low income typically generate a higher demand for publicly provided facilities than persons in higher income categories who have access to private facilities. As shown by these examples, analysis of a community's demographic base is essential to the preparation of a community master plan.

This section of the Plan examines several elements, which are central to understanding a community's population and housing characteristics. These items include population growth patterns, age/gender breakdowns, racial composition, household size, housing characteristics, income characteristics, and employment patterns.

Population

According to the U.S. Census Bureau, the population for the Village of Bellaire in 2000 was 1,164 persons (565 male and 599 female). The Bellaire population had increased by 5.4 percent between 1990 and 2000. This growth is a slightly higher than less than four percent increase experienced between 1980 and 1990. **Table 2-1** provides population statistics for the Village of Bellaire, Forest Home Township, Kearney Township and Antrim County between 1970 and 2000. As can be seen, the Village experienced significant population growth between 1970 and 1980, when the Village grew more than 18 percent. Forest Home Township, Kearney Township, and Antrim County have experienced substantial growth each decade since 1960. **Figure 2-1** illustrates population trends for permanent residents for the Village of Bellaire from 1970 to 2000.

In discussing Census data for the Village and the region, it is important to note the statistics regarding the two Townships are for the entire Townships and therefore each include a portion of the Village of Bellaire. With respect to population, it is also significant to note the Census tally, taken on April 1, does not count residents who winter elsewhere. The figures presented by the 1990

<p align="center">Table 2-1 Population Changes 1970-2000 Village of Bellaire, Forest Home Township, Kearney Township and Antrim County</p>							
	1970	% Change	1980	% Change	1990	% Change	2000
Antrim County	12,612	28.4	16,194	12.3	18,185	27.1%	23,110
Forest Home	1,080 (688)	23.4	1,333 (834)	6.4	1,418 (935)	31.0%	1,858
Kearney Township	997 (492)	24.5	1,241 (677)	19.8	1,487 (866)	18.6%	1,764
Village of Bellaire	897	18.5	1,063	3.9	1,104	5.4%	1,164
<p>Note: Township populations excluding the Village are provided in parentheses, percent change is calculated for the entire Township, including Village portion. Source: U.S. Bureau of Census of Population and Housing</p>							

Census does not reflect the actual number of persons residing in the Village during the summer months. Population increases by approximately 18% during the summer season. Only 4.0 percent of the housing units in the Village of Bellaire are seasonal, recreational or occasional use homes as compared to the rates ranging from nearly 24 percent to nearly 40 percent for the surrounding townships. The percent of seasonal homes on a countywide basis for Antrim County is 34.1. With this in mind, it can be assumed that while the regional resident population increases during the summer months, the Village population remains quite stable year-round.

Age Distribution

Table 2-2 compares the age distribution of the Village of Bellaire, Forest Home Township, Kearney Township, Antrim County and the State of Michigan. The 25-44-age bracket covers an age span of 19 years and makes up 29.4 percent of the Village population. This segment of the population is considered to be in their working years and likely to have school-age children at home.

For the sake of comparison, younger and older age categories are combined to consider two additional 19-year age spans for the Village population. An age bracket from 5-24 years of age incorporates the school age population and young working population, and makes up 32.9 percent

of the Village population. The age bracket 45-64 years of age is considered to be the older working years. This segment of the population makes up 24.3 percent of the Village population, and is typically considered to be the 'empty nesters' where the children have moved out of the household.

The 65 and over age group does not cover a specific number of years, and therefore is not used in the age group comparisons above. This age category makes up 13.5 percent of the Village population. The age distribution among the Village, County and State is quite similar. The population in the Village of Bellaire is younger than Forest Home Township and older than Kearney Township.

Table 2-2					
Age Distribution					
Village of Bellaire, Forest Home Township, Kearney Township, Antrim County, State - 2000					
	Village of Bellaire %	Forest Home Township %	Kearney Township %	Antrim County %	State of Michigan %
Under 5	7.0	4.8	6.7	5.7	6.8
5-14	13.1	12.2	13.7	12.4	15.0
15-19	6.4	6.6	6.1	7.6	7.2
20-24	6.4	3.0	5.0	6.5	6.5
25-44	29.4	23.3	26.9	25.3	29.8
45-54	14.6	13.6	11.3	13.7	13.8
55-59	5.1	7.2	5.4	6.6	4.9
60-64	4.6	7.4	4.1	6.2	3.8
65 & over	13.5	21.9	20.7	17.5	12.3
TOTALS	100.1	100.0	99.9	101.5	100.1
Median Age	37.5	45.1	39.9	41.1	35.5
Note: Age categories cover varying numbers of years. Due to rounding, percent totals may not equal 100 percent. Source: Table DP-1, <u>2000</u> , U.S. Bureau of the Census, website					

Households and Disability Status

Census data from 2000 shows the Village of Bellaire having a total of 489 households of which 316 are family households and 173 are non-family households. A family household is defined as a household in which a person is living with one or more persons related to him or her by birth, marriage or adoption. A non-family household is a household where a person is living alone or with non-relatives only.

Single parent households continue to be a growing category. As of 1990, there were 67 single parent family households, over 23 percent of the family households in the Village. Of the single parent households, 56 of these households were headed by females (20 percent of the family households). As of the 2000 Census, the Village has an average household size of 2.26 persons per household, Forest Home Township has 2.35, and Kearney Township has 2.41 persons per household, compared to 2.47 and 2.56 persons per household in the County and State, respectively.

For tracking disability status, the U.S. Census breaks the population into two different age categories: working age and post-working age. As of the 1990 Census, of the civilian working age population in the Village of Bellaire (ages 16-64 years old) 8.0 percent are listed as having a work disability, as compared to 10.7 in the Forest Home Township, 9.2 percent in Kearney Township, 11.7 percent in the County, and 9.0 for the State. In the 65 years and older age group, the Village shows 17.1 percent as having a mobility or self-care limitation, Forest Home Township with 5.2 percent, Kearney Township with 18.9 percent, and Antrim County with 13.6 percent and the State with 20.2 percent.

Income, Education and Employment

Income statistics for the 2000 Census reflect information from the 1999 calendar year because the Census was taken in April of 2000. Generally speaking, income levels for northern Michigan fall below those found in the State as a whole. **Table 2-3** compares income statistics for the year-round population of the Village of Bellaire, Forest Home Township, Kearney Township, Antrim County and the State. Households in the Village have, on average, a lower income than Township, County or State households.

Table 2-3		
Income Statistics Village, Townships, County and State - 2000		
Governmental Unit	Median Household Income	Per Capita Income
Village of Bellaire	\$32,243	\$18,327
Forest Home Township	\$40,980	\$20,068
Kearney Township	\$36,058	\$20,356
Antrim County	\$40,999	\$19,485
State of Michigan	\$47,182	\$24,097
Source: 1990 Census.		

Education is one important factor in analyzing the capabilities of the local work force. The U.S. Census Bureau tracks educational attainment. Statistics from the 2000 Census indicate that 87.8 percent of residents in the Village of Bellaire are high school graduates or higher, as compared to 89.3 percent in Forest Home Township, 80.7 in Kearney Township, 84.6 percent in Antrim County and 83.4 in the State as a whole. Village residents with a bachelor's degree or higher comprise 18. percent of the population, while Forest Home Township has 28.9 percent, Kearney Township has 11.2 percent.

The Michigan Employment Security Commission (MESC) publishes monthly and annual employment data. The available employment data does not separate the Village from the Township; therefore Township level data is presented below. Employment data on the civilian labor force is presented below in **Table 2-4**, comparing both Townships and Antrim County for the years 1996, 1998 and 2000. The unemployment rate for northern Michigan is typically somewhat higher than that of the State as a whole, as seen with the County's unemployment rate. The State unemployment rate for the same years was 4.9% (1996), 3.9% (1998) (U.S. 4.5%), and 3.6% (2000) (U.S. 4.0%).

Table 2-4									
Civilian Labor Force Comparisons Forest Home Township, Kearney Township and Antrim County 1996-2000									
	Forest Home Township			Kearney Township			Antrim County		
	1996	1998	2000	1996	1998	2000	1996	1998	2000
Labor Force	798	850	900	716	775	825	9,579	10,350	10,875
Employ	750	825	875	668	725	775	8,906	9,700	10,275
Unempl	48	50	50	48	50	50	673	650	575
Unempl Rate	6.0	5.3	4.6	6.7	5.9	5.2	7.0	6.2	5.4
Note: All numbers rounded to the nearest 25 Source: Michigan Department of Career Development, Office of Labor Market Information									

Housing Stock and Property Values

An evaluation of the housing stock and property values can be very beneficial in determining community characteristics and housing needs. Statistics from the 2000 Census shows a total of 555 housing units for the Village of Bellaire: 410 single-family units, 120 multi-family units, and 25 mobile homes. Multi-family units, which include duplex units, apartments and condominium units, represent 23.4 percent, and mobile homes make up 6.6 percent of the housing stock in the Village.

Housing stock in the Village of Bellaire is primarily owner-occupied, with renter-occupied housing making up less than 30 percent of the total housing units. In 2000, median rent for the Village was 392, as compared to 460 for Antrim County and \$546 for the State of Michigan.

One comparative measure of the local housing stock is housing value. The median value of owner-occupied, year-round housing units for the Village of Bellaire from the 2000 Census ranges from \$90,400 in the Kearney Township portion of Village to \$129,000 for the Forest Home portion of the Village, \$110,000 for Antrim County, and \$157,000 for the State of Michigan. In Antrim County, only 57.5 percent of the households can afford a home priced at \$50,000 compared with 66.7 percent for the five County region surrounding Grand Traverse Bay.¹ Additionally, the prices in Antrim County have increased dramatically over the past five years, with the percentage of sold homes priced over

\$100,000 increasing from 10.8 percent in 1991 to 32.8 percent in 1994. As of October 1996, there were forty listings in Antrim County of residential properties without water frontage or large acreage, and of those listings, only 12.5 percent were priced under \$60,000.

Property values can also be analyzed by reviewing State Equalized Value (SEV) figures. By law, SEV, which constitutes a community's tax base, is equal to approximately one-half of the true market value of real property and certain taxable personal properties. **Table 2-5** shows SEV by property class for the Village in 1992, 1994, and 1996. As indicated in the table, the majority of the Village's tax base is derived from residential property.

Table 2-5						
Village of Bellaire						
State Equalized Valuation by Property Class						
Property Class	1998 SEV	%	2000 SEV	%	2007 SEV	%
Agriculture	0	0	1,100	0.1	0	0
Commercial	6,439,900	27.4	7,459,600	27.1	11,995,500	27.1
Industrial	323,700	1.4	324,200	1.2	378,900	1.1
Residential	14,999,550	63.8	18,107,000	65.9	30,865,100	68.2
Total Real Property	21,763,150	92.6	25,890,800	94.2	43,239,500	96.4
Personal Property	1,739,450	7.4	1,597,650	5.8	1,585,600	3.6
TOTAL SEV	23,502,600	100.0	27,488,450	100.0	44,825,100	100.0
Source: Antrim County Equalization Department						

The total SEV for the Village of Bellaire increased (approximately 7%) between 1992 and 1996. Antrim County as a whole experienced a significant increase of 54 percent in total SEV. Although the assessments had been frozen until 1993, the Village of Bellaire SEV did not significantly increase in 1994. Personal property in the Village decreased slightly between 1992 and 1994, but rose somewhat from 1994 to 1996 even though the SEV percentage for personal property was steadily decreasing during those five years between 1992 and 1996. The percent SEV for commercial and industrial in the Village of Bellaire has been fairly stable for the five-year period.

3.0 Natural Resources

One of the greatest attractions for the residents and visitors to the Bellaire area is the natural environment, most notably the water resources. The Cedar and Intermediate Rivers are within the Elk River Chain of Lakes Watershed. This water covers approximately 1300 square kilometers in the counties of Antrim, Charlevoix, Grand Traverse, and Kalkaska. "The Elk River Chain of Lakes system contains some of Michigan's most outstanding water resources with exceptional recreational and economic value."¹

The natural environment, which attracts people to the area, also imposes constraints on the use of the land. Often the alteration of sensitive environments creates problems, which cannot be easily corrected. For example, the combination of increasing impervious surfaces and the filling of wetlands will result in increased volumes of storm water runoff while reducing the natural storm water retention areas. It is essential that any future development consider the varied characteristics of the natural environment in order to preserve the unique character of Bellaire and yet realize the economic benefits of the tourism and recreation industries.

An analysis of the Village of Bellaire's physical environment can assist government officials in planning for future use. Natural resources addressed in this chapter include climate, geology, topography, soils, water, wetlands, and wildlife.

Climate

The Village's climatic conditions are similar to those across northern Lower Michigan: long cold winters and moderate warm summers. However, the proximity to Lake Michigan serves to moderate temperature extremes as compared to inland communities of northwestern Michigan. The average date when temperatures drop to freezing in the fall, is typically several weeks later than those areas further inland, with the first frost in the Village occurring as late as the middle or end of October. According to the *Soil Survey of Antrim County*, the average winter temperature is 22.6 degrees F, and the average summer temperature is 65.7 degrees F. Total annual precipitation is 18.8 inches, and average seasonal snowfall is 89.9 inches. **Table 3-1** illustrates some important weather statistics for the area including the Village of Bellaire as available from the Natural Resources Conservation Service.

Michigan Department of Natural Resources and U.S. Environmental Protection Agency, Draft Final Report, Clean Lakes Phase I Diagnostic/ Feasibility, September 1993.

Table 3-1 Average Annual Weather Statistics Antrim County	
January average minimum temperature	13.7° F
January average maximum temperature	28.7° F
July average minimum temperature	54.8° F
July average maximum temperature	80.2° F
Average annual rainfall	18.8 inches
Average annual snowfall	89.9 inches
Source: Antrim County Soil Survey, U.S.D.A. Soil Conservation Service	

Geology

According to geologists, the bedrock underlying the Village of Bellaire was laid down during the Mississippian and/or Devonian ages of the Paleozoic Era. The bedrock in the Village consists of Berea Sandstone, Bedford Shale and Ellsworth Shale.

The surface geology of the Village was formed 10,000 to 12,000 years ago by glacial activity. Numerous advances and retreats by the glaciers resulted in the locally complex pattern of erosion and deposition. Bellaire's surface geology is dominated by fine- to medium-textured glacial till, composed of Lacustrine sand and gravel and may include considerable areas of organic soils. This type of sand and gravel typically occur as former beaches and near offshore deposits of the glacial Great Lakes. For the Bellaire area the deposit pattern follows the Intermediate River.

Topography

The topography of Bellaire is gently rolling to hilly. Elevations range from a low of 590 feet in the southern area to a high of 738 feet in the western portion of the Village. **Figure 3-1** illustrates the locations in the Village with steeper slopes, between 12 and 40 percent (based on soil types). The steep slopes are predominantly in northwest and southeast portions of the Village.

Soils

One important determinant of land use is the soil's suitability for development. The physical and

engineering properties of a soil type should be considered before development occurs. **Figure 3-1** shows the distribution of soil types. Additionally, this map identifies areas with steep slopes or hydric soils (wetland areas) based on the soils.

The following is a brief description of the soil associations found in the Village. The general soil map for Antrim County shows nine different associations found in the Village of Bellaire. While the soil association information presented in **Figure 3-1** can be used as a general guide for management of large undeveloped tracts of land, it should not be used for development of specific sites.

CdA - Crosswell Sand: Nearly level to gentle slopes (up to 4%), moderately well drained lowland soils. It is mainly in shallow depressions or adjacent to stream channels or bogs and swamps. Permeability is rapid and the available water capacity is low. Runoff is very slow. The seasonally high water table is within 2 to 3 feet of the surface in winter and spring, adversely affecting sanitary facilities and community development.

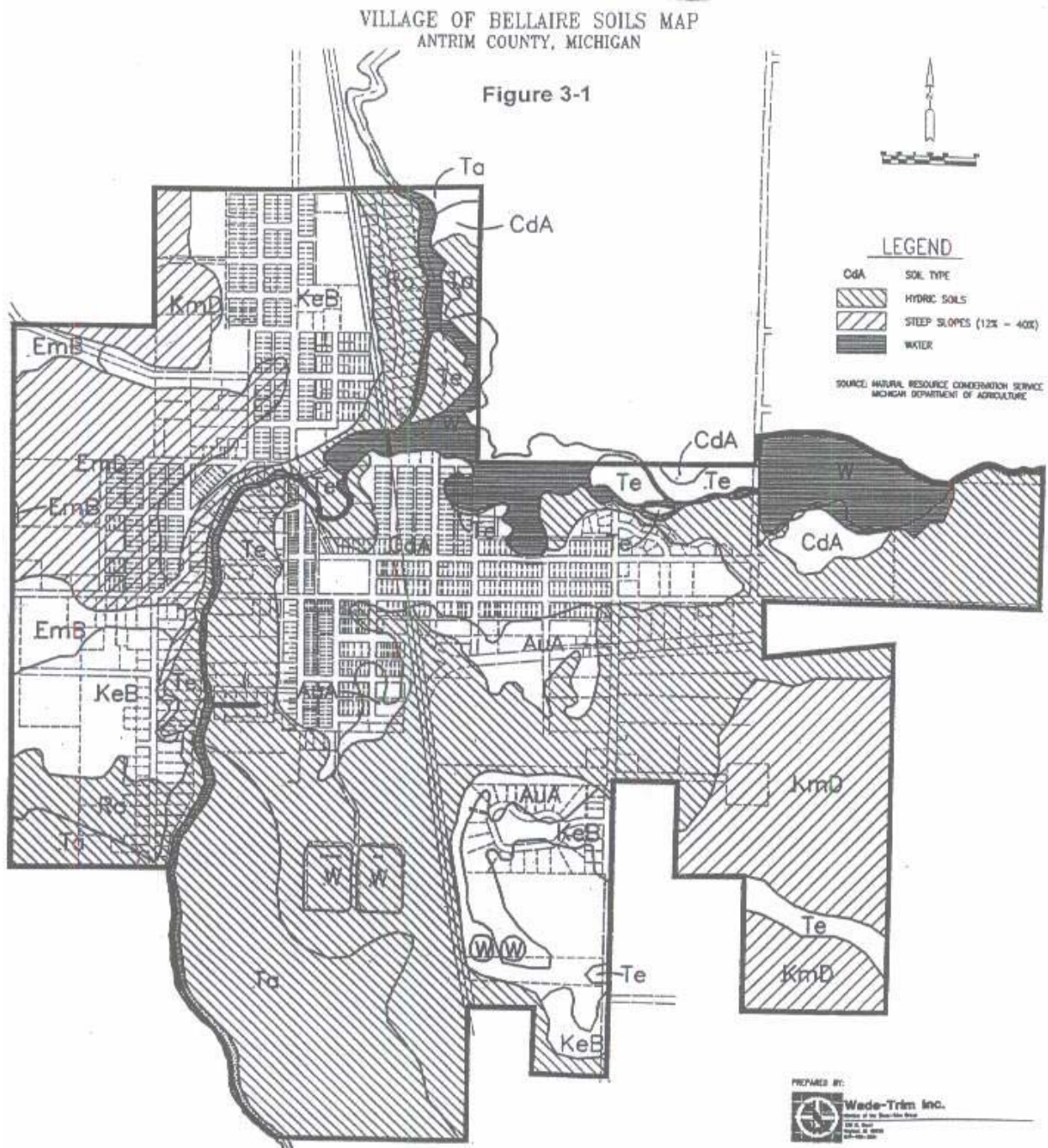
KeB - Kalkaska-East Lake Complex: Nearly level to gentle slopes (up to 4%), somewhat excessively drained soils on upland plains. Because of the rapid permeability, water supplies can be polluted by sanitary facilities.

Ta - Tawas Muck: Nearly level, poorly drained organic soils located in lowlands and subject to flooding. This soil association is classified as a wetland soil (unless previously drained) with severe septic and construction limitations.

Te - Tawas-Ensley Complex: Nearly level, poorly drained soils located in swamps and drainage ways and subject to flooding. This soil association is classified as a wetland soil (unless previously drained) with severe septic and construction limitations.

Approximately 38 percent of the total Village area consists of hydric (wetland) soils. The areas still functioning as wetlands are shown on the Existing Land Use Map, **Figure 4-1**. Some of the wetland soils located in the Village have been previously drained and built upon and consequently no longer serve as a development limitation. Developed areas of the Village are mainly on Crosswell Sand and Kalkaska-East Lake Complex soil associations.

Figure 3-1



Most of the soils in the Village have been identified as having limitations for sanitary facilities. However, since the Village requires development to hook-up to the municipal water and sewer systems, the soils with extreme septic limitations do not pose a significant development limitation. Soil type limitations do not preclude the development of specific sites. However, the Village and developers should realize that construction on some soils especially those associated with associated with steep slopes may be costly.

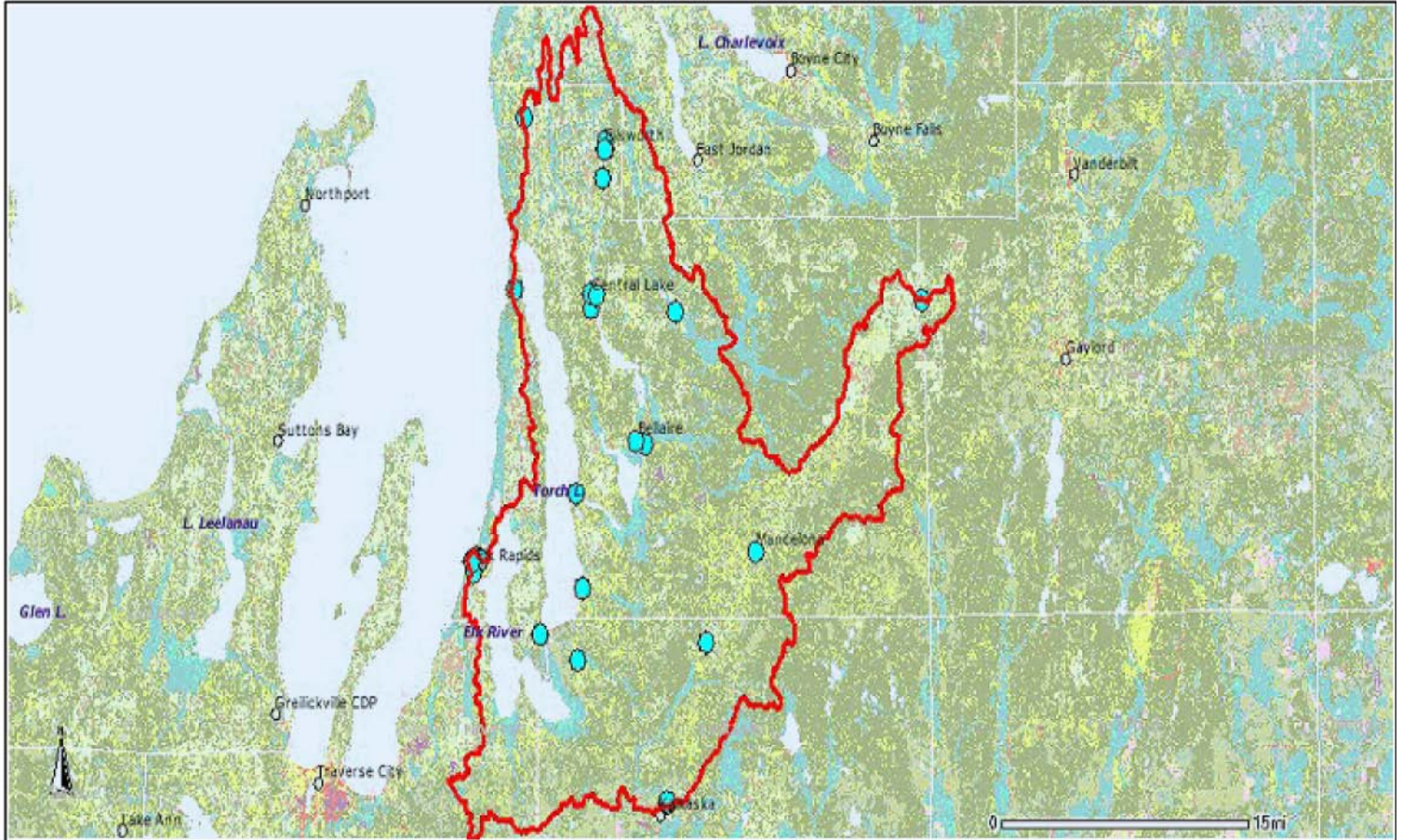
Water Resources

One of the most valuable natural resources of the Village of Bellaire is water. The Village is located within the Elk River Chain of Lakes watershed. More specifically, the Village is located on the border that separates the Central Lake and Lake Bellaire sub-basins of the watershed, see **Figure 3-2**.

The major surface water resources in Bellaire are Blair Lake (Craven Pond), Cedar River, Intermediate River, and Bellaire Pond (wide area in the Intermediate River directly next to Richardi Park swimming area). Within the Village nearly 5.8 miles of frontage is on inland lakes, ponds and rivers. Lake Bellaire with approximately 1,775 acres in surface area is located just outside the southwest village boundary line. Just north of the village limits, Intermediate Lake (1,520 acres) is connected to the Intermediate River. These lakes, rivers and their associated streams and creeks offer scenic and recreational amenities to Village residents and visitors. It is extremely important that the quality of these surface waters be protected from the negative impacts of development, such as pollution and loss of scenic views to open water.

Both groundwater and surface water are vital resources within the Village of Bellaire. The entire Village relies on groundwater for drinking water. The Village operates four (4) municipal wells and the data indicates that these sources provide good water quality and have sufficient capacity to meet both current and future demands. The 'Aquifer Vulnerability to Surface Contamination in Michigan' map, prepared by the Center for Remote Sensing and Department of Geography at Michigan State University, reveals the majority of the Village is located in an area where the vulnerability of drinking water aquifers to surface contamination is high, due to highly permeable soils over highly sensitive drift lithology. The remainder of the Village is over an area with moderate vulnerability, due to moderate to slowly permeable soils over highly sensitive drift. The aquifer vulnerability is recognized and wellhead protection measures are in place under the Wellhead Protection Plan for the municipal water wells.

Figure 3-2
ELK RIVER WATERSHED



The Elk River Chain of Lakes Watershed covers over 500 square miles of land in Antrim, Charlevoix, Grand Traverse, and Kalkaska Counties. At the centerpiece of the watershed is the Chain of Lakes, a series of 14 lakes and interconnecting rivers. From the uppermost lake in the Chain, the waters flow 55 miles and drop 40 feet in elevation on their way to the Elk River and then Grand Traverse Bay. The Elk River Chain of Lakes Watershed has over 200 miles of shoreline and almost 60 square miles of water. It is the largest sub-watershed of Grand Traverse Bay.

Wording courtesy of the Tip of the Mitt Watershed Council, Petoskey, MI

The point source discharges to the surface waters in the Village are addressed below. Also of concern are non-point sources. Proper land use management can help control water quality conditions in the Village. Some methods to curb pollution include runoff control measures, additional storm water management techniques and septic systems maintenance. The septic systems are an area of limited concern within the Village since municipal water and sewer serve most of the Village.

Lakes, creeks and wetlands are important for surface drainage, groundwater recharge and wildlife habitat. Alterations to the water features can contribute to flooding, poor water quality, and loss of valuable fish and wildlife habitat. The Village in 2005 passed a waterfront ordinance in conjunction with their zoning ordinance to help protect the surface water quality within the Village.

Surface Water Discharge Permits

All point source discharges into surface waters are required to obtain a National Pollutant Discharge Elimination System (NPDES) permit which the Michigan Water Resources Commission upon recommendation by DEQ, Surface Water Quality Division, issues. Permit requirements generally address discharge limitations, effluent characteristics, monitoring and reporting requirements, along with facility management requirements. Currently Village's sewage treatment plant is the only point source discharge permit holder located in Bellaire. Additionally, just outside the Village limits, Anchor Danly (metal processing business) has a point source discharge permit. Both operations are in compliance with their respective permits.

Wetlands

Wetlands are unique and diverse ecosystems where water is found, either on the surface or near the surface, at various times during the year. These areas often contain poorly drained soils, which support water-loving vegetation. Wetlands are also referred to as marshes, swamps or bogs.

Residents of Michigan are becoming increasingly more aware of the value of wetlands. Beyond their aesthetic value, wetlands protect the water quality of lakes and streams by filtering polluting nutrients, organic chemicals and toxic heavy metals. Wetlands are closely related to high groundwater tables and serve to discharge or recharge aquifers. In the Village of Bellaire, wetlands also serve a critical role in storm water management by providing temporary flood or storm water storage areas. Wetlands support wildlife, and wetland vegetation protects shorelines from erosion. Originally, much of Bellaire was wetlands; however some of the wetland areas have been dredged, filled and developed. The still existing wetlands areas are found primarily in the undeveloped portions of the Village and adjacent to the Intermediate River and associated streams. Wetland

areas correspond to the areas where mucky soils and low elevation occur simultaneously in the Village. (**Figure 4-1**)

Michigan's Wetland Protection Act defines wetlands as "land characterized by the presence of water at a frequency and duration sufficient to support, and that under normal circumstances does support, wetland vegetation or aquatic life, and is commonly referred to as a bog, swamp or marsh." The Act further specifies State jurisdiction depends on proximity to lake, stream, pond, or Great Lake, and/or having a direct hydrological relationship with it. Wetlands, which meet the statute criteria are considered, regulated and require a permit before draining, filling, dredging or construction in a wetland. In 2005 the Village put a wetland ordinance in place that deals with all wetlands over an ½ acre in size that are not regulated by the State of Michigan. All development in those areas must meet the regulations of the Village of Bellaire wetland ordinance.

Fish and Wildlife

The State fishery management strategy for the local waters includes stocking and periodic surveying of fish populations. The MDNR has planted over 35,000 brown trout, 93,000 splake and 168,000 walleye during the past eight years in locally important fishing waters. **Table 3-2** below illustrated recent fish stocking activities at two local sites.

Table 3-2 Annual Fish Stockings		
Year	<i>Bellaire Pond</i>	<i>Lake Bellaire</i>
1998	2,430 brown trout	
1999	2,500 brown trout	66,000 walleye
2000	3,000 brown trout	0
2002	2,580 brown trout	46,392 walleye
2003	2,550 brown trout	0
2004	2,500 brown trout	0
2006	2,600 brown trout	50,000 walleye
Totals	18,160 brown trout	162,392 walleye
Source: Michigan Department of Natural Resources, Fisheries Division		

Habitat for populations of songbirds, waterfowl, shorebirds, muskrat, mink and raccoon are provided by the wetlands and lakeshores within the Village. Predominant mammal species found in the Village of Bellaire are squirrel, grouse, rabbit and deer.

Sites of Environmental Contamination

The Michigan Environmental Response Act 307 of 1982, as amended, provides for the identification, evaluation and risk assessment of sites of environmental contamination in the State. The Environmental Response Division (ERD) of the Michigan Department of Environmental Quality (DEQ) is charged with administrative responsibility.

A site of environmental contamination, as defined by ERD, is "a location at which contamination of soil, ground water, 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 annually updates a list of environmentally contaminated sites by county, showing the sites by name, Site Assessment Model score, pollutant(s) and site status. The September 1999 Michigan Sites of Environmental Contamination identifies 18 sites within Antrim County, of which only one is within Bellaire village limits. Woodland Oil Bellaire Bulk Plant has the status of "Final Clean-up - PRP/Other", where a remedial action plan has been approved by the Department and where remedial action has been or is being provided for by the potentially responsible parties or other sources. The clean up of this site was scheduled for 1998, but has since been closed and removed from the list. Additionally, there are other sites located nearby in the townships, including Anchor Danly Products adjacent to the Village. Anchor Danly Products has the status of "Evaluation/Interim Response-Fund", interim response activity/evaluation has been or is being funded by the State and the Department has not yet approved a remedial action plan.

A second list for Leaking Underground Storage Tanks (June 2007) is also published, which lists an additional 30 open sites in Antrim County with two sites listed which are located within the Village. The two sites are the Woodland Oil site on Broad Street, Bellaire Self-Serve site on Division and Bellaire Bay Mart site on Cayuga. Clean-up plans for these sites were filed with the DEQ, and corrective actions are currently underway. One of the formerly listed sites is Short Stop Inc., for which a Village ordinance was adopted prohibiting location or use of water wells within the area of the plume for fifteen years. The tanks have subsequently been removed from this site.

Air Quality

The Air Quality Division of the Michigan Department of Environmental Quality (DEQ) monitors air Quality. Standards have been established as acceptable levels of discharge for any of the following air pollutants: particulate matter, sulfur dioxide, nitrogen dioxide, carbon monoxide, ozone, lead, and trace metals. These pollutants are monitored on a continuing basis at selected locations around the state. Monitoring in recent years has shown the level of pollutants in the region to be within the established acceptable standards.

Air discharge permits are required for businesses discharging more than the acceptable level of any of the regulated air pollutants. There are no known permits issued to businesses located in the Village.

4.0 Existing Land Use

Pattern of Land Divisions

As development occurs, larger tracts of land are generally broken down into smaller parcels. Therefore, studying the existing pattern of land divisions is one way to analyze the status of land use and development. Land division patterns for the Village of Bellaire are discussed below.

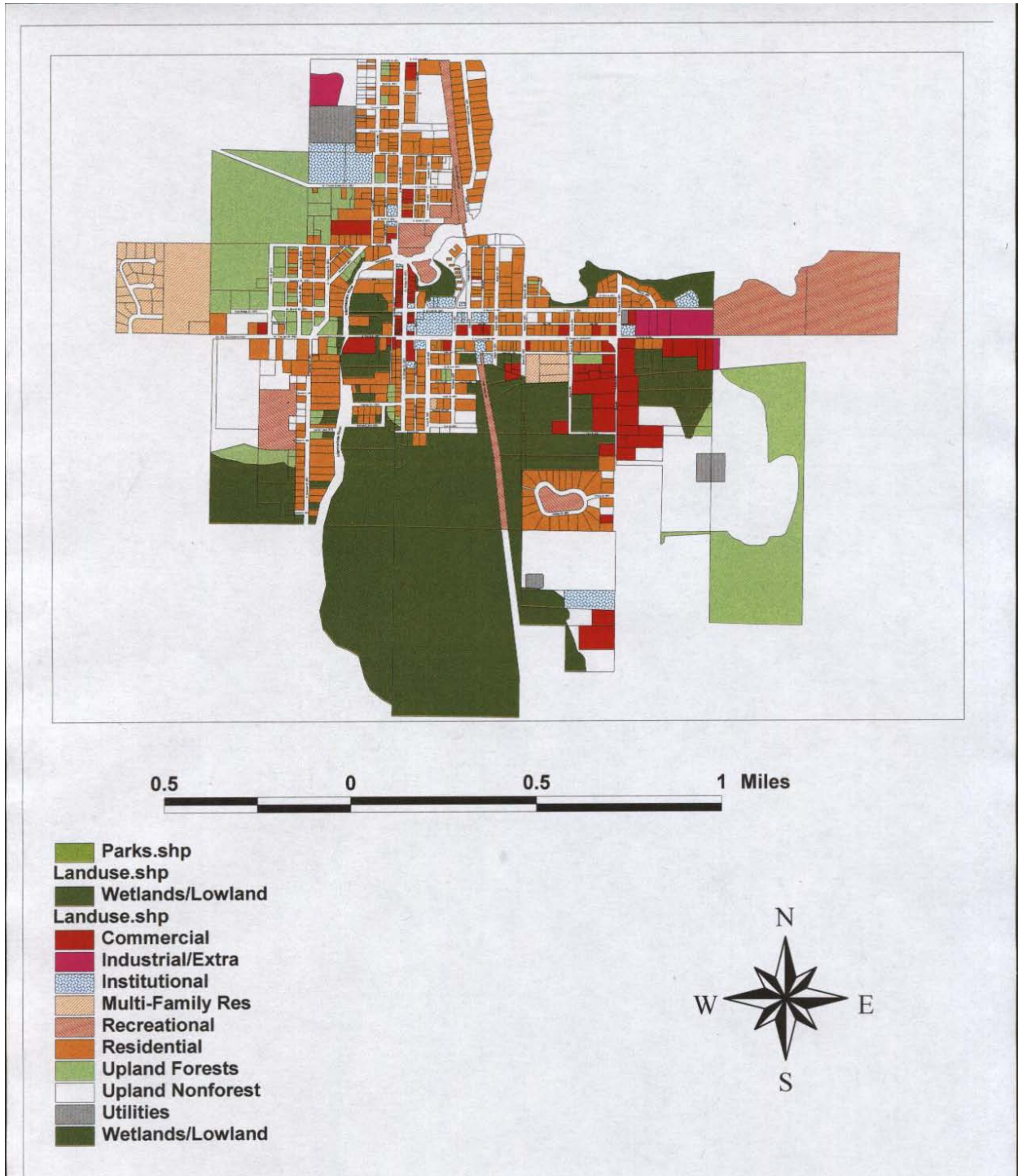
The larger undivided parcels are primarily located in the southern and eastern portions of the Village. The remaining large tracts of undivided land in the Village are typically nonforested open fields, upland forest, or wetlands with construction limitations. Slightly more than one third of the Village remains undeveloped. The category of nonforested land is simply open field, grassland or shrub land, not being used for agriculture or any other active use. No agricultural land was identified within the Village limits.

The Village's downtown commercial area combined with the surrounding smaller lot residential properties provide Bellaire with a strong small town community identity.

Existing Land Use Statistics and Characteristics

The Planning Commission for the Village of Bellaire in 2005-06 spent 18 months redoing the current zoning ordinance and looking at existing and future land use for the Village. The map of existing land use, shown as **Figure 4-1**, illustrates the distribution of land uses within the Village. Michigan Resource Information Systems (MIRIS) land cover/use classification categories were used to map the existing land use. Using a parcel map as the basis, the existing land use was mapped with 1992 aerial photographs in combination with extensive field checking. The updated information was then computerized to produce the existing land use map and statistics. **Table 4-1** presents the land use in current rank order percent of the Village in each of the land use categories. Each of the land use categories is discussed later in this chapter.

Figure 4-1
Existing Land Use Map



Wetlands

Wetlands include land that has sufficient water at, or near, the surface to support wetland or aquatic vegetation. These areas are commonly referred to as swamps, marshes and bogs. The identified wetland areas include areas, which support lowland hardwoods and conifers, such as northern white cedar, willow and aspen species, as well as lowland brush and grasses. Wetlands comprise 29.1 percent of the Village area, and are the community's most prevalent land use/cover. Large wetland areas can be noted on the Existing Land Use Map in the southern and eastern portions of the Village.

Table 4-1 Existing Land Use Statistics Village of Bellaire	
Land Use Category	Percent of Village
Wetlands	29.1
Residential	13.6
Nonforested/Undeveloped	13.0
Upland Forest	11.8
Street and Road Corridors	9.0
Recreation	7.1
Water	6.9
Commercial	3.2
Utilities	3.2
Institutional	2.0
Industrial/Extractive	1.1
TOTAL	100.00
Source: Michigan Resource Inventory System, field verification and map updating.	

Residential

As can be seen both on the Existing Use Map and the graph below, residential is the second most predominant land use within the Village. Residential use occupies more than 13 percent (176.4 acres) of the land in the Village. Residential use is distributed throughout the Village where subdivisions have been created, with smaller lots concentrated in proximity to the downtown commercial area. This category also includes multiple family housing, which covers slightly more than four acres of land.

Nonforested

The nonforested land category consists of undeveloped city lots and herbaceous open and shrub land. As shown in **Table 4-1**, more than 13 percent of the Village is in the nonforested category. Nonforested vacant lots are scattered throughout the Village, with larger land areas located in the southeast region of the Village and at the western Village boundary.

Upland Forest

The forested lands account for 11.8 percent, or 152.9 acres, of the Village. Large forested areas are found on the northwest and southeast portions of town. Smaller wooded areas are scattered through the Village. These forests include upland hardwoods and conifers, such as beech, maple, white pine and red pine.

Street and Road Corridors

The public street and road corridors were separated from the adjacent land uses, because they occupy such a large percent of the Village property, more than 117.1 acres, or 9.0 percent of the Village. Private roads are not shown on the Existing Land Use Map, nor are their associated land area included in the land area acreage for this category.

Recreation

The recreation land category covers 7.1 percent of the Village's land area. It includes the Richardi and Woodenware Parks on the north side of the Intermediate River near the center of town, Craven Park on the east side of town, the soccer fields on the west side, the open space in the center of Holiday Acres, and the Bellaire Walking Path along the former railroad grade now used as a multi-purpose pathway. The Village-owned park and open space sites are shown on the Public Property Map, Figure 4-2.

Water

Open water comprises nearly seven percent of the Village. Included in this category are Blair Lake, Cedar River, Intermediate River and Bellaire Pond.

Commercial

The majority of the commercial businesses are located in the two commercial areas, the downtown and the commercial strip on M-88/South Division. However, there are also assorted commercial establishments scattered throughout the Village. The entire length of the M-88 corridor is becoming more of a mixed commercial use. Many commercial businesses are renovating the existing homes into business bringing a nice easy transition. The downtown area of the Village is comprised primarily of commercial, residential and institutional uses. In the heart of the downtown business area, some of the buildings have commercial uses on the ground floor and residential apartments above. These are mapped as commercial. Lands used for commercial purposes comprise 3.2 percent of the Village area.

Utilities

The utilities category includes the wastewater treatment facility, the water system facilities, and a power utility substation. A detailed discussion of the Village utilities is provided in Chapter 5 - Community Services, Facilities and Transportation. Additionally, the wellheads and lift stations are considered utilities, but due to the physical size in any one location they typically do not show on the land use map. The Village-owned public service/facilities sites are shown on the Public Property Map, Figure 4-2.

Institutional

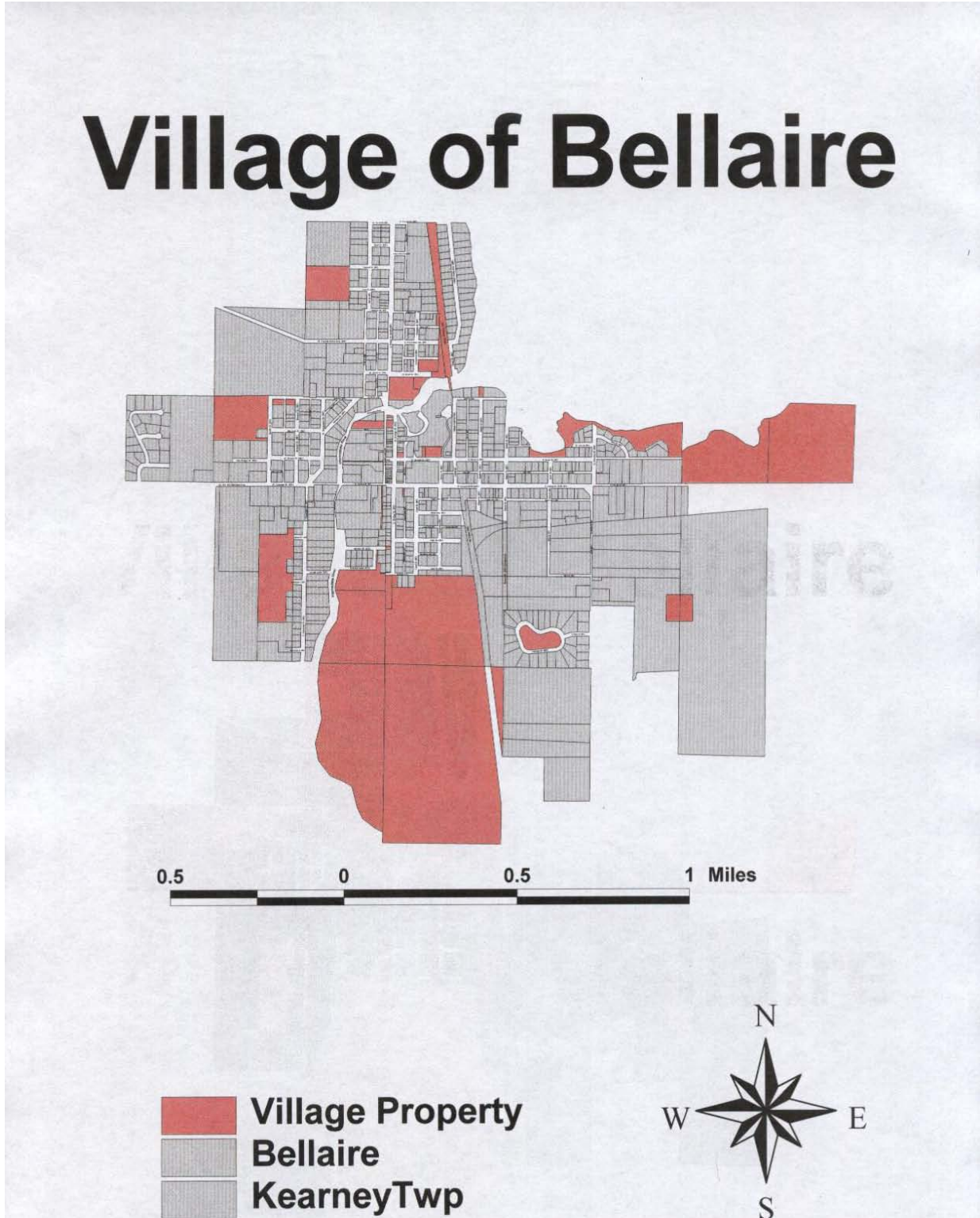
This land use category was separated from the recreational land use category to more accurately depict both the recreational and other institutional facilities currently available. The institutional lands, which include the school, churches, and governmental (federal, state, county and local) facilities, comprise two percent of the Village. The school district property is shown on the Public Property Map, Figure 4-2.

Industrial/Extractive

Industrial land use covers only 1.1 percent, approximately 14.6 acres, of the Village. The industrial uses are located primarily on Cayuga on the east side of the Village. A gravel pit is found at the extreme northwest corner of town.

Public Property Map

Figure 4-2



5.0 Community Services, Facilities and Transportation

Water and Sewage Disposal Systems

The majority of the Village of Bellaire is served by municipal water and sewer systems, which are maintained by the Village Department of Public Works (DPW). The areas not currently served are undeveloped, and will be required to tie into both the water and sewer systems at the time of development.

The Village operates four community wells. One well is located east of South Division and three on a parcel located off the west end of First Street. The data indicates these four wells are currently meeting the community's water needs and have sufficient capacity to accommodate anticipated future needs. The water quality from these wells is good and is not currently being treated. However, based on the aquifer vulnerability information presented in Chapter 3, there is a risk of the water source being contaminated as a result of surface activities. The Village has wisely pursued and passed a wellhead protection plan for the Village to ensure the continued protection of the water quality. The Village built a 100,000-gallon water reservoir addition for a total storage capacity of 150,000 gallons. Construction of this facility was completed in 2004.

There are limited existing septic systems currently serving properties in the Village. The Sanitary Sewer System includes the sewer lines throughout much of the Village, three lift stations, and the Bellaire Wastewater Treatment Plant (WWTP), located in the southwestern portion of the Village, west of M-88. The Village has three lift stations located at the treatment plant, S. Genesee Street and off River Street. The wastewater treatment plant is a highly efficient treatment facility with adequate capacity to handle anticipated growth for the foreseeable future. The treatment plant combines the use of basic aerated lagoon treatment with advanced treatment of a package system using secondary and tertiary processes. Following the tertiary treatment, the treated wastewater is discharged to the wetland area where it undergoes further treatment prior to entering the Intermediate River.

Storm Water

Storm water management is becoming more widely recognized as an extremely important issue in Bellaire. Storm water runoff can contain high concentrations of sediment (soil particles), hydrocarbons and other hazardous fluids like motor oil and anti-freeze, herbicides and pesticides, bacteria from domestic and non-domestic animals and nutrients from fertilizers. The topography of both the east and west parts of the Village is relatively gently rolling areas to hilly areas and much of the storm water runoff drains to the Lakes and Rivers of the area. Surface

and subsurface soil types impede the rate at which water infiltrates into the soil. Impervious surfaces associated with development typically increase the amount and rate of storm water runoff. Storm water management attempts to control the quantity, quality and timing of the runoff. The Village has a stormwater clause in their zoning ordinance that requires developers to contain excess stormwater on site and not discharge more than before the improved development. This requirement is suspended in our Central Business District, as there is not way to contain it with the buildings being built lot line to lot line.

The current Village storm water system consists mostly of ditches that flow into the wetlands and River. Storm water management within the Village is typically considered on a project-by-project basis. Only the storm water from M-88 is managed by the Michigan Department of Transportation and is covered by a state prepared plan.

The Village should consider a comprehensive and coordinated approach to storm water management, which will incorporate existing infrastructure and relevant recommendations of previous plans and provide storm water management implementation strategies for the entire Village (and possibly the Townships).

Solid Waste

Residential and commercial trash pick-up is offered within the Village by private haulers. Residential waste and recycling is taken to the transfer station in Kalkaska. The Village does not currently operate a recycling/transfer facility.

Antrim County use to have an agreement with Grand Traverse County to enable residents to recycle household hazardous waster in their County, but 2002 was the last year for that agreement. Since that time Antrim County has contracted with the Antrim Conservation District to provide two (2) different collections a year for Antrim County residents.

Other Public Utilities

Consumers Power Company provides electric power to the Village residents and businesses. A sub-station is located on North Division. DTE Energy provides natural gas service. Verizon provides local phone service, while a variety of long distance carriers may be selected. Charter Communications serves the Village's cable television needs.

There are two dams located within the Village. The hydroelectric facility located at Derenzy Road, at the west end of Craven Pond, is owned by the Village of Bellaire and is no longer used

to generate power. It is only used to control the water level. Extensive repairs were undertaken during 2001 to restore and maintain this dam. The second dam is located along the Intermediate River adjacent to the Richardi Park, and is under the authority of the Antrim County Drain Commission. This dam is also only used to regulate flow and water levels. The County dam has recently been repaired and upgraded.

Police, Fire and Emergency Medical Services

Police protection is provided by Village of Bellaire officers [three (3) full-time and two (2) volunteer reserves] and the Antrim County Sheriff's Department, also located in Bellaire. The Kalkaska State Police Post supplements the County and Village services with staff assigned to Antrim County.

The Village of Bellaire is within the Bellaire District Fire Department, which also serves Kearney and Forest Home Townships as well as part of Custer Township. A volunteer fire department provides fire protection services for the community from the Fire Department facility located at 735 Broad Street in the Village. The Fire Department maintains an extensive fleet of equipment, including two (2) class A pumper trucks, one (1) mini-pumper truck, two (2) tanker trucks, one (1) waterpoint truck (2,200 gal/min), one (1) rescue squad and two (2) equipment trucks. The Bellaire Fire Department has a five-minute response time, which contributed to the lower ISO fire rating.

Bellaire has one e-unit ambulance with paramedic staff to serve the Village and Townships. Back-up ambulance service is available from Mancelona and Eastport. Additionally emergency air service is available under the Grand Traverse Area Medical Control Authority. The Munson Medical Center in Traverse City provides primary hospital care to Bellaire residents. An enhanced 911 emergency response system is available in Bellaire. The Village and Townships participate in mutual aid agreements for police, fire and ambulance services within Antrim County. Under these agreements the Village can request additional emergency services from other municipalities within Antrim County on an as needed basis.

Schools

The Bellaire School District operates an elementary school and a combined Middle School/High School. The district serves an area approximately 75 square miles in size, which includes the entire Village of Bellaire and Forest Home Township, as well as the majority of Kearney and Custer Townships. Additionally, one family from Echo Township is served by the Bellaire School District. The Bellaire School District currently (2001) has a total enrollment of approximately 633

students. The elementary school enrollment is 250 students in grades kindergarten through fourth grade. The middle school /high school enrollment is 383 students in grades five through 12. Concord Academy-Antrim, a charter school located in Alba, also serves Bellaire. In addition to the vocational/technical courses offered through the Bellaire School district, courses are available to students at the Traverse Bay Area Intermediate School District Career-Tech Center in Traverse City. The school system has incorporated extensive technology consistent with the National Goals 2000 education program. The school facilities include numerous facilities available for community use, gymnasiums, and Internet access, classrooms and woodworking workshops. The school's activities and extensive facilities serve both as a physical and social focus for the community.

Post high school education is available at Northwestern Michigan College in Traverse City, including interactive distance learning opportunities available locally. Northwestern Michigan College, a two-year institution, is noted for strong nursing and maritime programs. The college has joint arrangements with Ferris State University, Central Michigan University, Michigan State University, Eastern Michigan University, Michigan Technological University, Lake Superior State University, University of Michigan and Wayne State University to offer several bachelor and masters degree programs. Northwestern Michigan College has an enrollment of approximately 3,000 full-time students and is increasingly being used by area residents.

Municipal and Federal Facilities

The Village Offices are located at 202 N. Bridge Street in the Bellaire Community Hall. This facility is jointly owned with Kearney Township. Additionally, the Village Police offices are located in the Community Hall. The Fire Hall is located in a separate facility at 735 E. Broad Street. The Bellaire Public Library is located on S. Bridge Street and serves as a district library for Kearney and Forest Home Townships.

Bellaire serves as the County seat for Antrim County, and thus is home to the County Court House and the County governmental offices. The County office facilities are primarily located on E. Cayuga Street adjacent to the historic county courthouse in an area referred to as Court Square. Additional facilities are located on Broad Street immediately east of Court Square.

Other county, state and federal offices located in Bellaire include: the Antrim County Conservation District office on Stover Road; a Michigan Department of Natural Resources office on Cayuga; the United States Department of Agriculture (USDA) office on Depot; and the Post Office on Bridge Street.

The Village of Bellaire Department of Public Works (DPW) storage and maintenance facility is located on South Court Street. At present, this facility is adequately meeting the Village's storage and maintenance needs.

Civic Organizations and Churches

Although private civic organizations in the Village of Bellaire are not affiliated with any governmental unit, they are listed in this chapter because of the important services they provide to the community residents. Organizations presently active in Bellaire include:

- American Red Cross
- American Youth Soccer Organization
- Area Seniors
- Bellaire Conservation Club
- Bellaire Garden Club
- Bellaire Historical Society
- Chamber of Commerce
- Commission on Aging
- Grass River Natural Area
- Lions / Lioness Clubs
- Masons
- Northern Lakes Economic Alliance
- Rotary Club
- Three Lakes Association

Churches

Bellaire Community United Methodist Church

Church of the Hills (Shanty Creek)

Cornerstone Church

First Baptist Church

Hope Lutheran of Bellaire

Living Word North

St. Luke's Catholic Church

Wesleyan Church

Transportation and Road Maintenance

The main north-south route through the Village is M-88, a state trunk line under the jurisdiction of the Michigan Department of Transportation (MDOT). The width of the right-of-way varies. Entering the Village from the south, M-88 follows S. Division Street to the north, and then jogs west on Cayuga Street and north again on Bridge Street. The Village of Bellaire is working with MDOT on a corridor plan for the south M-88 corridor.

The east-west main collector road connecting to M-88 in the Village is County Road 620. It enters the Village from the west on Bellaire Highway, converges with M-88 on Cayuga Street and continues east, then northeast and out of the Village on Derenzy Road. These roads have right-of-way widths of 66 feet. The remainders of the roads in the Village are considered local roads, handling less traffic volume. The local road right-of-ways are also 66 feet wide. The Bellaire Village Council is responsible for policy decisions regarding the approximately 2.6 miles of collector and 6.4 miles of local streets (not M-88) within the Village limits and the Village DPW is responsible for the maintenance of such Village streets and the right-of-ways, including the trees in the right-of-ways. The Village is also responsible for the sidewalks along the collector and local roads.

The Antrim County Transportation (ACT) provides an on-call dial-a-ride bus service within Antrim County. For transportation needs beyond the County boundaries, ACT coordinates with the similar transportation services in adjacent Counties. Additionally, the Regional Ride and Heath Ride systems covering a six county area were implemented early in 1998, however only the Health Ride portion of the regional system is still operational in 2001. The six county area includes Antrim, Benzie, Charlevoix, Grand Traverse, Kalkaska, and Leelanau Counties.

Antrim County Airport

The Airport lies adjacent to the northeastern boundaries of the Village of Bellaire is run and maintained by Antrim County. They provide two runways with limited repair services available. There is no commercial traffic other than charter service originating from out other locations. Area airports that provide commercial flights are Cherry Capital Airport in Traverse City, Mi and the Pellston Regional Airport in Pellston, MI.

6.0 Community Goals and Policies

Community Goals

The purpose of this chapter is to set forth the Village's goals and policies to guide future development. Community participation and input was a critical component in developing these goals and policies. In analyzing the data compiled in the earlier chapters, it is very clear that the Village of Bellaire is located in an extremely environmentally sensitive area; therefore uncontrolled development could dramatically alter the character of the Village. However, by encouraging new development to conform to community-based standards and guidelines, both the small town character and the natural resources of the Village can be preserved to the fullest possible extent. In developing community goals and policies, it is important to analyze existing community characteristics, such as social and economic features, environmental resources, available services and facilities, and existing land use. In addition to examining existing characteristics, another important tool in the development of community goals and policies is to identify community assets and problem areas.

At a working session with the Village of Bellaire Planning Commission held in May of 2007, the members identified community assets worth preserving, presented in **Table 6-1**, community problems, shown in **Table 6-2**, and a wish list, **Table 6-3**.

Table 6-1:

Village of Bellaire Assets to Preserve - 2008

Parks and recreation facilities - camping, ball fields, day use areas
Downtown - Locally owned businesses and residential mix
Courthouse and County building, including bell
Water frontage and Scenic views of water
Clean air and water
Historical structures
Walking path
Tree-lined streets
Ambiance/Small town atmosphere
Schools
Dam at Craven Pond
Youth oriented activities
Diversity
Municipal water and sewer
Green space
Public Accesses and boat launch sites
Bellaire Dam
Railroad Truss Bridge

Table 6-2:

Village of Bellaire Challenges - 2008

Parking
Back Alleys in the business district
Traffic problems
Lack of Cultural activities
Confusing traffic signal
Lack of industry
Lack of affordable housing

Table 6-3:

Village of Bellaire Wish List - 2001

Additional public parking in south part of downtown
Benches
Dredging of Craven Pond
Path along river with footbridge over river - connect to downtown.
River front development
Increased trash containers
Better parking in alleys
Community signage system
Walking path over Intermediate River
Trail network
Business Park
Walking path over Broad Street

Community Survey Results

A village survey was conducted in 2007 with over 25% response. This survey led the Village Council to further insight into areas of service that the residents felt were already satisfactory and ones that they would like to see created or improved.

Goals and Policies

In developing community goals and policies, it is important to analyze existing community conditions, as included in the earlier plan sections including the Socioeconomic Profile, Natural Resources, Existing Land Use and Community Facilities. In addition to examining existing characteristics, another important tool in the development of community goals and policies is to identify community assets and problem areas. By combining the outcomes of the working session discussions, the citizen survey, and plan research efforts, the Village Planning Commission, with guidance from the planning consultant, was able to develop the following set of goals and policies:

<i>GENERAL VILLAGE GOALS</i>
PRESERVE THE UNIQUE BEAUTY OF BELLAIRE-- by protecting the waterfront setting, small town character, and maintaining an overall clean, healthy and well maintained living environment.
Protect the HEALTH, SAFETY AND WELFARE of Village residents by coordinating the land use so that efficient public services are provided.
Promote a DIVERSE BUSINESS ENVIRONMENT , and provide opportunities for new commercial and light industrial businesses.
Encourage CULTURAL FACILITIES and events that meet the diverse needs of the entire community within our Parks system.
Encourage DOWNTOWN AND BUSINESS CORRIDOR owners to upgrade the visual appearance of homes and business for vehicle traffic.

PLANNING AND COMMUNITY DEVELOPMENT

GOAL:

Maintain an ecologically sound balance between human activities and the environment.

POLICIES:

1. Encourage creative design and planning techniques, which produce visual harmony while preserving special features and protecting vital natural resources.
2. Encourage planned land uses in coordination with public utility, facility, and service improvement programs.
3. Utilize all Village Departments in public projects
4. Consider the character of the Village in applying the existing site plan review process.
5. Encourage roadside and open space buffer strips of vegetation, both to enhance the visual image of the Village and to protect the land uses adjacent to the roadway from traffic noise, dirt and glare.
6. Encourage the development of clustered single-family housing in the buildable portions of the Village.
7. Encourage buffers like the construction of berms or vegetative screening to shield residential properties from adjacent non-residential development.
8. Continue to review and revise Zoning Ordinance to be easily understandable and fit the Village vision.
9. Encourage general public, civic organizations and all commissions to provide input for Village decisions.

NATURAL ENVIRONMENT

GOAL:

Protect and preserve the natural resources.

POLICIES:

1. Encourage a land use pattern that is oriented to and respects the natural features and water resources of the area.
2. Protect land resources and water quality related to our lakes, streams and wetlands.
3. Encourage the continued natural use of wetlands as groundwater recharge and stormwater holding areas.
4. Identify and protect desirable open space and scenic vistas.
5. Protect lake and river shorelines
6. Utilize Best Management Practices (BMP) to regulate and minimize direct stormwater discharge into lakes and rivers.

HOUSING

GOAL:

Provide for suitable housing opportunities for all income levels and age groups.

POLICIES:

1. Encourage the development of housing to meet the needs of all household types and income groups.
2. Protect the residential neighborhoods from intrusion of incompatible uses.
3. Plan medium- and high-density residential development only in those areas that are suitable for such use.
4. Encourage the development of clustered single-family housing in buildable portions of the Village.

RECREATION, PUBLIC LANDS AND BEAUTIFICATION

GOALS:

To preserve, protect and maintain environmentally sensitive areas, open space and public parks for the enjoyment of residents, visitors and future generations.

Maintain and improve the current high level of recreational facilities.

POLICIES:

1. Preserve and maintain our public parks, access sites and natural areas.
2. Preserve environmentally sensitive lands for open space and passive recreational purposes.
3. Encourage creative design and planning techniques for all new development so as to produce visual harmony, preserve special features and protect vital natural resources.
4. Encourage the development of a sports park district to offset the expense of Village maintaining all athletic fields.
5. Preserve and maintain existing active recreation areas.
6. Continue efforts to provide seasonal outdoor recreational opportunities.
7. Support cooperative recreational planning and development with the surrounding townships and the schools.
8. Encourage the consideration of recreational facilities as an integral part of community development plans.
9. Encourage the recreational use of the waterways and declare the river a water trail.
10. Designate Bellaire as a walkable/bikeable community to establish lifelong recreation opportunities, by establishing pedestrian/bike linkages between parks, downtown, shopping and the school.
11. Support and actively encourage a snowmobile trail to Bellaire.

COMMUNITY AND ECONOMIC DEVELOPMENT

GOAL:

Encourage a diversified economy, which supports a wide variety of business and industries to strengthen the local tax base, while preserving the natural environment and small town appeal.

POLICIES:

1. Recognize need for residential in mixed use areas
2. Concentrate commercial development in commercial areas.
3. Maintain an identifiable central business district.
4. Recognize the importance of the tourist industry to the local economy.
5. Develop innovative planning and zoning techniques, such as clustering and/or shared parking, to regulate linear or strip commercial development.
6. Establish greenbelt buffer and landscape regulations.
7. Encourage light factory industries, which do not pollute the air, soil or water nor offend because of noise, odor, or visual impact, to locate in the designated industrial areas.
8. Increase safety and reduce the visual impact of signs, especially billboards, by controlling their size, number, illumination, and configuration.
9. Encourage the re-use of existing facilities where appropriate and consistent with existing zoning.
10. Consider the cooperative pursuit of an industrial park beyond the Village limits, to be developed with Townships.
11. Encourage home occupations compatible with existing residential areas.
12. Ensure that industrial developments take place in an environmentally sensitive manner and are harmonious with the existing community.

INFRASTRUCTURE AND PUBLIC FACILITIES

GOAL:

Improve and maintain the Village's vehicular and pedestrian circulation routes, community facilities, programs and public utilities to accommodate the needs of residents and visitors.

POLICIES:

1. Encourage the efficient use of existing roadways and infrastructure.
2. Encourage combined use and development of governmental facilities.
3. Plan for safe access and circulation of vehicles as well as pedestrians.
4. Support the development of bicycle paths and pedestrian walkways.
5. Develop a sidewalk improvement/maintenance plan.
6. Encourage the placement of utilities underground.
7. Plan utility improvements to coincide with development, where possible.
8. Support public transportation.

GOVERNMENT

GOAL:

Provide services in an efficient, environmentally responsible and caring manner to meet the needs of the residents, property owners, business people and visitors.

POLICIES:

1. Promote intergovernmental and regional cooperation on issues of mutual concern.
2. Ensure a responsible fiscal policy and budget process to finance the Village government.
3. Promote the involvement of volunteers in the government process, such as boards and commissions.
4. Utilize the proactive master planning process as a check and balance on decision-making.

7.0 Future Land Use

The Village of Bellaire Planning Commission, with assistance from the planning consultant, developed the following future land use plan. The future land use categories and locations are based on an analysis of several factors including the pattern of existing land use, local social and economic characteristics, environmental conditions, available community services and facilities, the existing patterns of land divisions, and community goals and policies.

The future land use plan proposes locations for five broad categories of land use with a total of eight land use classifications:

- ◆ ***Conservation/Recreation***
- ◆ ***Residential***
 - Conservation/ Residential
 - General Residential
 - Mixed Residential
- ◆ ***Commercial***
 - Village Commercial
 - General Business
- ◆ ***Light Industrial***
- ◆ ***Public Service***

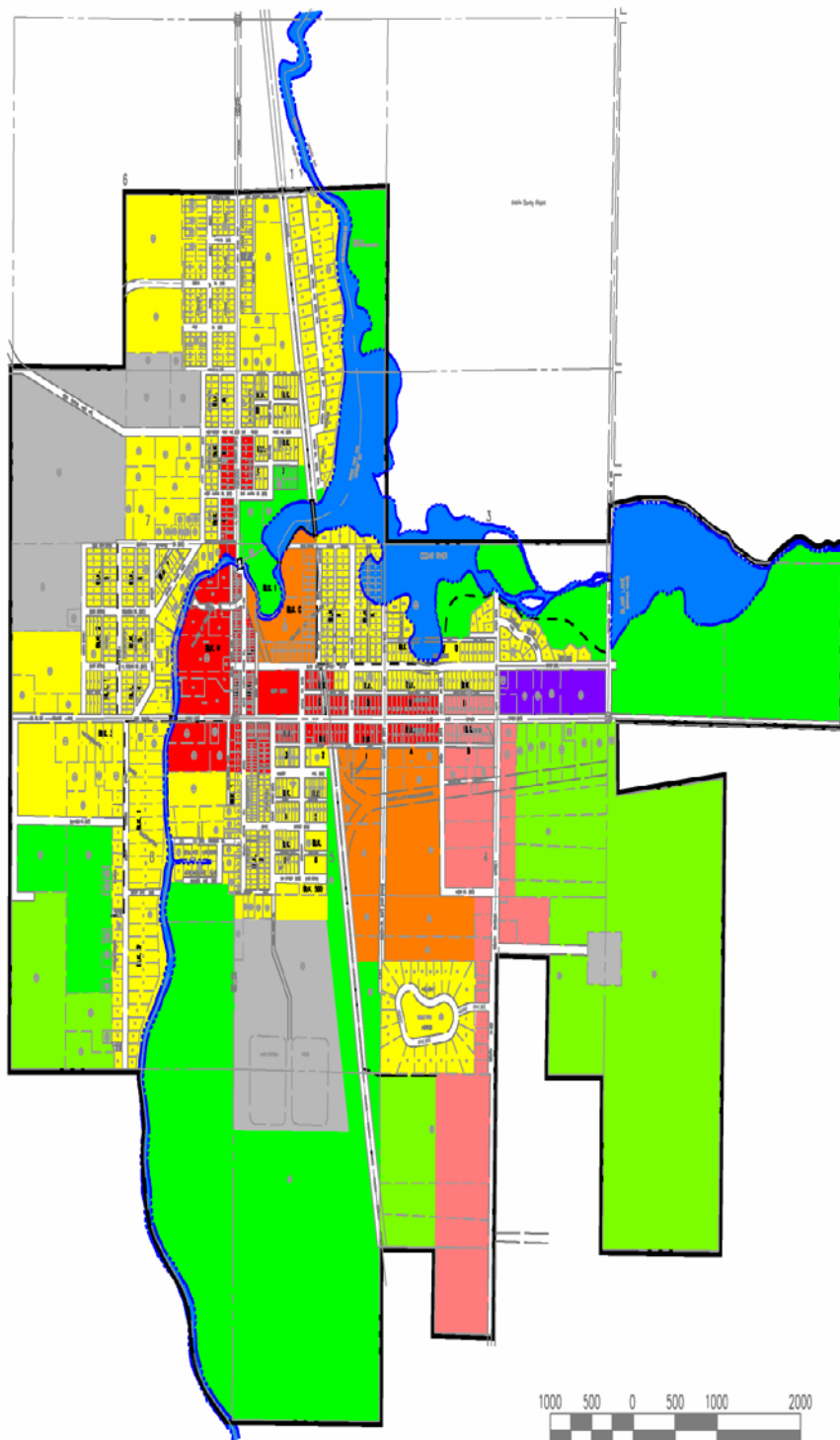
Figure 7-1 illustrates the location and extent of proposed future land use areas within the Village. The uses anticipated within each of these categories are discussed below.

Conservation/Recreation

The Conservation/Recreation category is designed to provide protection to existing recreation property, areas planned for future recreation use, or other environmentally sensitive areas and natural resources, while allowing for very limited and low intensity recreation development to occur, consistent with recreational and conservation uses.

The Conservation/Recreation category incorporates the following existing public and private recreational properties: Craven Park, Richardi Park, Rotary Soccer Park, and part of the Village owned property in the vicinity of the treatment facilities.

FUTURE LANDUSE MAP
 VILLAGE OF BELLAIRE
 ANTRIM COUNTY, MICHIGAN



LEGEND

- CONSERVATION/RECREATIONAL
- CONSERVATION RESIDENTIAL
- GENERAL RESIDENTIAL
- MIXED RESIDENTIAL
- VILLAGE COMMERCIAL
- GENERAL BUSINESS
- INDUSTRIAL
- PUBLIC SERVICE
- EXISTING PATHWAY
- - - FUTURE PATHWAY

Wade-Trim Inc.
 Member of the Wade-Trim Group
 128 N. Court
 Gaylord, MI 49735
 517-732-3584

ADOPTED - 01/05/99

Figure 7-1:
 Future Land Use Map

It is recommended that all publicly owned recreational land remain as Conservation/Recreation lands. If developed, cluster residential is the recommended approach for this property, thus maintaining some protected open space within the development. The Conservation/Recreation land use category is consistent with the Village's natural resource, public lands, recreation goals and policies presented in Chapter 6.

Residential

Proposed Residential use areas in the Village are presented in three sub-categories: Conservation/Residential, General Residential, and Mixed Residential. These categories are intended to provide a variety of different living environments, and are defined as follows.

- The Conservation / Residential category is designed to protect environmentally sensitive areas, such as wetlands and steep slopes. Development in this category will be restricted due to the environmental conditions. The privately owned Conservation/Residential lands occur in two locations in the Village, which are largely wetlands or steeper sloped areas and should not be intensively developed. The wetland area on the western boundary of the Village, surrounding the Rotary Soccer Park is the smaller of the areas. The second area in this category is located east of M-88 at the southeastern portion of the Village. These areas are shown in **Figure 7-1**. It is recommended that *clustered* residential use be allowed as a special condition use in these Conservation/Residential areas, at a much-reduced overall density. This approach will allow development on the buildable area, while protecting the more environmentally sensitive areas.
- The General Residential area encompasses a range of lot sizes located in the central portion of the Village, surrounding the downtown area. The size of the existing lots in this category range significantly, from approximately 0.17 acres to 8 acres in size. General Residential is recommended to accommodate low to medium density residential development. Existing platted small and narrow lots are intended to remain. The suggested uses to be allowed in the General Residential area include single family and two family residential, bed and breakfast establishments, daycare facilities, assisted living facilities and compatible institutional uses such as schools and churches. It is also recommended that a residential clustering option be allowed as special condition use in the zoning for areas identified on the future land use as General Residential. Clustering would allow for the preservation of some larger open areas, and encourage the housing to be located on the portion of the parcel most suited for development.
- The Mixed Residential area is designated to accommodate higher density residential use, such

apartments or a modular home development, with a recommended density not to exceed eight dwelling units per acre. This mixed residential designation occurs in a few locations in the Village, including the proposed Planned Unit Development properties, existing apartments and suitable land in the vicinity of the existing apartments. The designated areas are currently served by water and sewer, or have lines in close proximity to serve the site. These services will need to be provided prior to development for any higher density use. Mixed Residential areas are suggested to accommodate compatible personal services and office uses.

As shown in **Figure 7-1**, the residential categories of land both incorporate the Village's existing residential land (see **Figure 4-1**) and provide areas for future residential growth on presently underdeveloped land within the Village boundaries.

Commercial

The commercial needs within the Village boundaries are diverse. Two categories of commercial uses have been specified since the impacts of each are different. The commercial classifications specified on the future land use map are Village Commercial and General Business.

- The Village Commercial category is designated for the central business district of the Village. The area incorporates existing commercial uses, which are primarily in the retail and service sectors. The Village offices, Bellaire Community Hall and County buildings are within the Village Commercial district and are considered compatible with existing commercial uses. At present, a number of residential uses exist in the Village Commercial area and add to the activity level downtown. It is intended that these in-town or above-the-store residential uses will remain and that residential uses may be added in the future, consistent with a Village center environment. This type of housing can be especially convenient and economical for young apartment dwellers and senior citizens who can benefit from immediate pedestrian access to downtown. Therefore, residential is recommended as a continued use downtown.
- General Business is designated to accommodate the highway related commercial uses, designed to serve both local and pass-through traffic needs along M-88, such as restaurants, motels and gas stations. It is recommended that warehouse uses also be allowed as special condition uses in this area. Specific landscaping and streetscaping elements should be included, such as street trees and sidewalks. Additionally, screening and buffering of parking areas should be considered

Industrial

The Industrial category is designated to accommodate the existing manufacturing and industrial uses located on East Cayuga, as shown in **Figure 7-1**. The industrial future land use category is designed to provide sites for wholesale activities, warehouses, repair operations, food processing, manufacturing and other light industrial operations. These locations appear to adequately provide for current needs, and future needs will likely be addressed through annexation. Industrial operations should be subject to performance standards relative to impacts on the Village. This district is compatible with a business district, but not compatible with residential districts without a buffer.

Public Service

The Village of Bellaire is fortunate to have many village-owned and other public facilities. The Village offices, Kearney Township offices and Forest Home Township offices are located within the Village Commercial district and should be allowed for as a special condition use. This plan recommends a separate Public Service district be designated to accommodate the unique circumstances for the larger non-recreation public properties which are located outside the Village Commercial district.

This district includes the wastewater treatment facility and Department of Public Works facilities, Bellaire Schools property and water well locations. The churches in the Village are located in the Village Commercial or General Residential district and are considered consistent with either of these environments.

Utilities and related facilities are allowed in all land use area, however depending on the nature of the facility, conditions such as landscape buffering and screening should be considered.

8.0 Plan Adoption and Implementation

Results of the Master Plan Public Hearing

A public hearing on the proposed master plan for the Village of Bellaire was held on August 20, 2008, as required by the Municipal Planning Act, Act 33 of 2008. The Act requires the planning commission, or the Village Council of Bellaire, if they have taken that right, to hold at least one public hearing on the plan. The Act further specifies notice of public hearing shall be given by one publication of general circulation in the municipality at least fifteen days prior to the hearing. Notice of the public hearing was published in the Antrim Review on Aug 5, 2008. The copy of publication is provided on page 8-4.

Despite notices published in the newspaper, invitations sent to local organizations and postings in local public places, only a few residents attended the public hearing. In addition to the Planning Commissioners. The public hearing began with a brief explanation of the planning process and provided highlights of the plan document. The Public Hearing minutes for August 20, 2008 begin follow on page 8-5.

Plan Adoption

Following the public hearing, a vote was taken by the Village Council on August 20, 2008 to approve the master plan as presented at the public hearing, including all maps. The plan was adopted by unanimous vote.

Legal Transmittals

Michigan planning law requires that the adopted plan be transmitted to Antrim County, Forest Home Township and Kearney Township. Council and the Antrim County Register of Deeds. The master plan was transmitted by the Village Manager to the Village Council. A copy of the transmittal to these agencies appears starting on page 8-6.

Plan Implementation through Zoning

A master plan is developed to provide a vision of the community's future. It is designed to serve as a tool for decision-making on future development proposals. According to the Michigan Zoning Enabling Act of 2006 as amended, master planning is the legal basis for the development of a zoning ordinance. With this legal basis in mind, the Village of Bellaire reviewed and revised their zoning ordinance based on this master plan. The zoning ordinance is the most important tool for implementing the master plan. Zoning is the authority to regulate private use of land by creating land use zones and applying development standards in various zoning districts.

The Zoning Ordinance defines zoning districts and specifies the boundaries of these districts on a zoning map. The zoning districts should be closely related to the land use categories and densities identified in Chapter 3, Future Land Use, of this master plan. Areas, which differ significantly between the zoning district and the proposed future land use, need to be reviewed yearly. Based on the master plan the Village may wish in the future to pursue re-zoning a few areas in the Village.

Zoning standards are established for each district, which set forth the rules governing each district. Pertinent standards based on the goals set forth in Chapter 6 of this Master Plan are established and included in the Village of Bellaire Zoning Ordinance. The enforcement of the Zoning Ordinance is critical to its success.

Grants and Capital Improvements Investments

A master plan can also be used as a guide for future public investment and service decisions, such as the local budget, grant applications, and administration of utilities and services. Many communities find it beneficial to prioritize and budget for capital improvement projects, such as infrastructure improvements, park improvements, etc. A Capital Improvements Program (CIP) is one tool, which is often used to establish a prioritized schedule for all anticipated capital improvement projects in the community. A CIP includes cost estimates and sources for financing for each project, therefore can serve as both a budgetary and policy document to aid in the

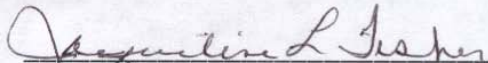
implementation of a community's goals defined in the master plan. The Municipal Planning Act states "For the purpose of furthering the desirable future development of the municipality under the master plan the planning commission, after the commission shall have adopted a master plan, shall prepare coordinated and comprehensive programs of public structures and improvements. The commission shall annually prepare such a program for the ensuing six years, which program shall show those public structure and improvements, in general order of their priority, which in the commission's judgment will be needed or desirable and can be undertaken within the 6-year period."

Summary

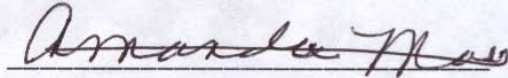
The Village of Bellaire Master Plan is designed to aid in the protection of the health, safety, and general welfare of the Bellaire residents. The future land use plan establishes districts in consideration of the social and economic characteristics of the Village, the natural resources in the area, the compatibility of adjacent land uses, and the Village goals defined by the Planning Commission. This plan should serve as the base in the review and revision of the Village Zoning Ordinance and be used to help guide future development in the Village of Bellaire.

STATE OF MICHIGAN)
COUNTY OF ANTRIM)

Jacqueline L. Fisher, partner/office manager
of the Antrim Review hereby acknowledge
that the Public Notice for Village of Bellaire
was published in the above entitled newspaper
for the week of July 29, 2008.


Jacqueline L. Fisher

Subscribed and Sworn to on the 29th
day of July, 2008.



Notary Public
Antrim County, Michigan
My Commission Expires: 10/26/2012

AMANDA MASSEY
NOTARY PUBLIC - ANTRIM COUNTY
MY COMMISSION EXPIRES: 10/26/2012

Village of Bellaire PUBLIC HEARING

Village of Bellaire Master Plan
The Village of Bellaire will hold a public hearing on the draft Master Plan at 7:10 PM on Wednesday, August 20, 2008 in the Bellaire community Hall at 202 N. Bridge Street in Bellaire.
All interested persons are invited to attend the hearing and comment on the draft plan. Copies of the draft plan may be viewed at the Bellaire Village offices. For additional information or to review the plan contact: Janet Person, Council Executive at the Bellaire Village offices 202 n. Bridge St., 231-533-8213

**Bellaire Village Public Hearing
Meeting Minutes
August 20, 2008**

- ❖ **Approval of Agenda:** The agenda was approved.

Motion by Balon, seconded by Schulz, to approve the Public hearing agenda as presented.

Motion carried by voice vote.

- ❖ **Conflict of Interest:** None presented.
- ❖ **Reading of the Public Hearing Notice:** President Dewey stated the Bellaire Village Council will be holding this Public Hearing on Wednesday August 20, 2008 at 7:10 pm. The purpose of this hearing is to solicit comments and opinions on the proposed Village Master Plan.
- ❖ **Opening Public Comment Period:** President Dewey opened the Public comment period. No public comment was presented.
- ❖ **Closing Public Comment Period:** President Dewey closed the public comment period.
- ❖ **Discussion:** President Dewey stated that there is a lot of information included in the plan showing what we would like to see for the Village. The Planning Commission and Village Council have worked for over a year developing this plan. Antrim County Planning Commission asked for a few grammatical changes and thought we should have a dark sky ordinance and they would like to see the current population, however our numbers came from the 2000 census. We have heard no comment from the Townships.

Motion by Dewey, seconded by Schulz, to adopt the proposed Village master Plan as presented.

Motion carried by voice vote.

- ❖ **Closing Member/Public Comment:** None presented.
- ❖ **Adjourn: 7:17 pm.**

Compiled by Cathy Odom, Deputy Clerk



VILLAGE OF BELLAIRE
202 N. BRIDGE STREET
PO BOX 557
BELLAIRE, MI 49615

September 3, 2008

Peter Garwood, Coordinator/Planner
Antrim County
PO Box 187
Bellaire, MI 49615

RE: Village of Bellaire Master Plan 2008

Dear Peter,

Enclosed for your information is a copy of the "Village of Bellaire Master Plan." which was adopted by the Village Council on August 20, 2008. We appreciated your Planning Commissions input into the draft plan.

Should you have any questions on the plan, please feel free to give me a call.

Sincerely,

Janet Person

Janet Person
Council Executive



VILLAGE OF BELLAIRE
202 N. BRIDGE STREET
PO BOX 557
BELLAIRE, MI 49615

September 3, 2008

Terry Smith, Supervisor
Forest Home Township
PO Box 317
Bellaire, MI 49615

RE: Village of Bellaire Master Plan 2008

Dear Terry,

Enclosed for your information is a copy of the "Village of Bellaire Master Plan." which was adopted by the Village Council on August 20, 2008. We appreciated your Planning Commissions input into the draft plan.

Should you have any questions on the plan, please feel free to give me a call.

Sincerely,

Janet Person

Janet Person
Council Executive



VILLAGE OF BELLAIRE
202 N. BRIDGE STREET
PO BOX 557
BELLAIRE, MI 49615

September 3, 2008

Tim Comben, Supervisor
Forest Home Township
PO Box 51
Bellaire, MI 49615

RE: Village of Bellaire Master Plan 2008

Dear Tim,

Enclosed for your information is a copy of the "Village of Bellaire Master Plan." which was adopted by the Village Council on August 20, 2008. We appreciated your Planning Commissions input into the draft plan.

Should you have any questions on the plan, please feel free to give me a call.

Sincerely,

Janet Person

Janet Person
Council Executive

VILLAGE OF BELLAIRE ZONING MAP

Village of Bellaire

