

City of Cadillac Master Plan

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INTRODUCTION

Cadillac, Michigan is located in semi-rural Wexford County in the northwest sector of the state's Lower Peninsula. The city lies approximately 100 miles north of Grand Rapids and 200 miles northwest of Detroit. Cadillac is located in the heartland of one of Michigan's prime outdoor recreational areas. Cadillac is within a few miles of thousands of acres of state and federal forest lands open to a variety of outdoor recreational pursuits. The city is centrally located among many prime inland lakes and streams, world renowned cold water trout streams, and lies near some of the region's finest skiing and snowmobiling areas.

Cadillac serves as the governmental seat for Wexford County and is the county's largest urban center having a population of 10,355 residents based on the 2010 U.S. Census. During holidays and seasonal periods, the city's population increases markedly. Cadillac is home to Mitchell State Park located in the Cadillac West Resort District on beautiful Lake Cadillac. This highly popular campground is one of Michigan's leading recreational facilities drawing thousands of tourists each year. Cadillac also serves as the region's commercial and industrial hub.

Demographic changes, shifts in local economic development, weakening municipal revenues, and changing attitudes regarding the city's future reinforce the need and importance of short and long range planning. In order to maintain and improve the quality of life for its residents, it is a goal of the city to continuously reassess existing land use and land development patterns, public facilities and services, and overall development needs for purposes of making required and desired improvements. This document, referred to as the Cadillac Master Plan, reflects the efforts of the evaluation process. It is intended to serve as a guide to the planning and implementation of those efforts identified as important to the city's advancement. The plan sets forth recommendations for the city's future growth and development, generally within a 5 to 10 year time frame. The plan will be used by the city and others to make land use and zoning decisions, for determining public infrastructure needs and improvements, and for guiding the city's future growth and development.

Throughout the process of developing the plan, public input was considered highly important. Public participation provides opportunity for city leaders to discern that which citizen's value in the community and to formally recognize those values as the plan's growth and development recommendations are established. Many of the recommendations that follow can be implemented rather quickly at minimal costs. Long-range proposals will obligate a more serious allocation of resources and time. Regardless, this plan provides the foundation to realize a range of community development opportunities for all people.

The plan was written as a useable document, with brevity in mind. The plan recognizes the existence of other community development instruments that provide in-depth information and analysis on a range of city factors. Readers are advised that the

Cadillac Master Plan is complemented by those documents. Like the Master Plan, they will be used by the city as decisions are made on matters of future growth and development. They are briefly described as follows:

City Zoning Ordinance - The city maintains a comprehensive zoning ordinance providing land use and land development standards for all lands within the city. The Cadillac Master Plan serves as the foundation of the Cadillac Zoning Ordinance.

Downtown Development Authority Plan – The Downtown Development Authority Plan (DDA Plan) provides guidance and recommendations for the physical improvement of the downtown. The DDA Plan is comprised of two sections; a downtown development section and a tax increment financing section. The development section describes the location and physical character of the area encompassed by the DDA Plan, and the physical improvements programmed for the downtown over the life of the plan. The tax increment financing section estimates the projected capture of tax revenue to be generated from the DDA area which is used to help cover the cost of the physical improvements and other programs outlined in the development section.

Brownfield Redevelopment Authority Plan – Cadillac has instituted a Brownfield Redevelopment Authority (BRA) to assist in the reclamation and redevelopment of brownfield sites. Generally, brownfield sites are locations occupied or formerly occupied by vacant or underutilized commercial and industrial facilities. In many instances, brownfield sites possess some degree of environmental contamination due to their prior use. To encourage the restoration and reuse of these sites, the BRA program offers industrial entrepreneurs various funding and tax incentives for site redevelopment. Each brownfield site subject to redevelopment is covered by a Brownfield Redevelopment Plan. Each plan details the location and character of the brownfield site, proposed redevelopment project, project costs, tax increment revenues generated by the new project, and related information.

Wellhead Protection Program (Plan) – Due to the city’s reliance on ground water for municipal drinking water needs, Cadillac has instituted a Wellhead Protection Program to help safeguard wellhead sites against contamination and vandalism. The Wellhead Protection Program includes a plan detailing the location of wellhead sites, isolation areas, and recommendations for the long term protection of these locations.

US-131BR Access Management Plan – The plan serves as a comprehensive access management guide for the US-131BR (Mitchell Street). The purpose of the guide is to help maintain efficient traffic flow, preserve the roadway’s capacity, and reduce the frequency and severity of crashes while maintaining reasonable access to land uses. In addition to the city, the guide addresses Mitchell Street as it traverses Haring Charter Township and Clam Lake Townships.

Community Recreation Plan – On a five year basis, the city and Cadillac Area Public Schools (CAPS) prepare a joint City/CAPS Recreation Plan for purposes of monitoring local recreation needs and for the programming of new or expanded recreational facilities. The plan provides specific detail on the location and character of existing recreational facilities; identifies needed and desired recreational facilities and programs based on public feedback and state and national recreation standards; and, programs new recreational facilities and programs.

Capital Improvements Program – The city maintains an ongoing Capital Improvements Program providing comprehensive detail and guidance on the expenditure of public funds for city programs and services.

The above plans and programs are essential to the well-being of the city and the implementation of the master plan. Accordingly, they are included by reference to the master plan and shall be considered complementary instruments to the plan. In doing so, it is recognized that the above plans and programs may require periodic updating and/or amending to reflect changing conditions, funding patterns, citizen priorities and the like. Provided said updates and amendments remain consistent with the goals and objectives of the master plan, it shall not be necessary to also update and/or amend the master plan, unless the Planning Commission or City Council determine that it is in the public’s best interest to do so.

Cadillac’s Neighbors

The townships neighboring the city are also covered by master plans. To ensure proper consideration, the goals and recommendations of those plans were examined and used to assist in the development of the city’s master plan. Those plans include:

Wexford County Master Plan - The Wexford County Master Plan serves as a long range guide to the future growth and development of Wexford County as a whole. The county plan serves as the primary planning document for Clam Lake Township, Cherry Grove Township, and Selma Township. These townships share a common border with the city. While the county plan is not considered a component of the city’s plan, nor subject to approval or adoption by the Cadillac Planning Commission or City Council, the county plan is important and of relevance to the city’s development. The county plan addresses a variety of regional issues that directly impact Cadillac or have the potential to do so. These include, for example, matters associated with the development or improvement of regional transportation routes, economic development, the delivery of public facilities and services, zoning, and other such growth and development factors.

Haring Charter Township Master Plan - Haring Charter Township also shares a common border with Cadillac. The township maintains a township master plan which serves as a long range guide to its future growth and development. As with the county plan, the goals and recommendations of the township plan were examined relative to the development of the city plan.

COMMUNITY PROFILE SNAPSHOT

To acquaint the reader with the city, the following community profile was compiled as a means of offering basic information regarding the city's physical character, land use, demographic character, housing composition, transportation systems, and infrastructure facilities. The information is central to the preparation of the later sections of the plan dealing with future growth and development. The profile is not meant to offer an exhaustive discourse on the elements that comprise Cadillac, Michigan. As available, the profile includes data on the city and Wexford County as a whole. The information is principally based on the 2010 United States Census.

Physical Character

Location - Cadillac is located in Northwest Michigan, approximately 100 miles north of the city of Grand Rapids, 218 miles northwest of the Detroit, and approximately 274 miles northeast of Chicago. Cadillac is linked to the surrounding regional area via the US-131 freeway and the M-55 and M-115 state trunklines. These systems connect the city to the southern areas of Michigan and to a range of state and federal highway systems linking to major areas throughout the mid-west.

Natural Character - Due to the urban character of Cadillac, a significant portion of the city's original landscape has been modified. Nevertheless, the city retains substantial natural beauty. Cadillac's landscape is varied ranging from areas characterized as flat to rolling topography. Generally, the eastern and south eastern areas of the city possess the highest elevations, often providing commanding views of Lake Cadillac. Lands to the east of Mitchell Street (US-131BR) rise rapidly to elevations approaching 1,400 feet. Similar elevations are found as one enters the city from the south, near Maple Hill Cemetery. The remainder of the city is relatively flat, indicative of the Lake Cadillac basin to which the land area is closely associated. The elevation of Lake Cadillac is 1,289 feet. The city's predominate natural feature is Lake Cadillac, approximately 1,216 acres in area, with 34,960 lineal feet of shoreline.

Lake Cadillac empties into the Clam River near the northeast corner of the lake. The Clam River is classified as a cold water trout stream. A small dam positioned on the river near Chestnut Street helps regulate the level of the lake. The office of the Wexford County Drain Commissioner controls the dam and associated water levels. The Clam



River flows through the northeast sector of the city between Lake Cadillac and the 13th Street/Plett Road Intersection. At its western end, Lake Cadillac is connected to nearby Lake Mitchell via a channelized waterway approximately 1,500 feet in length. The channel passes under state trunkline M-115 and is navigable by small watercraft. Collectively, Lakes Cadillac and Mitchell possess approximately 3,700 acres of surface area. Roughly 1,760 lineal feet of Lake Mitchell shoreline is located in the city. The remaining shoreline frontage is contained in the city's neighboring townships. Mitchell State Park, a very popular Michigan State Park with over 200 camping sites and related amenities, is situated between the two lakes.



Cadillac also has several wetland areas. The largest wetland sectors are found in the extreme northwest portion of the city; at the western end of Cadillac, between Lake Cadillac and Lake Mitchell; and, south of Lake Cadillac, between Lansing and Kentucky Avenues. Smaller, somewhat isolated, wetland pockets and areas of poorly drained soils are sporadically throughout the city. With the exception of the soils associated with the larger wetland locations, the majority of the city's soils are sandy and well-drained and do not pose a significant impediment to most forms of development activity.

The city's physical character is further enhanced by the abundance of tree-lined residential streets. Known as a "Tree City U.S.A.", Cadillac maintains an inventory of street trees (e.g. trees located in the public right-of-way) and has an aggressive program of tree maintenance and replacement.

In 2005 Lake Cadillac experienced a heavy infestation of Eurasian watermilfoil, an invasive aquatic plant species. Based on field surveys completed during 2005, the plant had invaded approximately 300 acres of the lake making full recreational use of the lake difficult. The origin of the plant is unknown but was likely introduced via plant fragments originating from watercraft brought into the lake following their use in infected lake systems. Milfoil is known to spread through plant fragmentation. Plant fragments are capable of quickly rooting in shallow lake areas. In 2006 an aggressive management program combining biological and chemical treatments was initiated to help curb the incidence of the milfoil. The program, funded through a citywide millage, proved effective in reducing the plant to minimal levels. The lake also experiences a moderate level of zebra mussels. At this time no efforts at controlling the mussels have been attempted. The city retains the services of an aquatic management consultant to assist on lake management efforts.

Soils - Although a large majority of the original soils have been modified as the result of urban development, twelve basic soil classifications may be identified. Most of the city's geographic area is comprised of well drained and excessively drained soils

conducive to most forms of building activity, including the construction of basements and the installation of on-site septic systems in the absence of municipal sanitary sewers. For ease of analysis, they are grouped according to natural drainage ability. They include:

- Poorly Drained Soils – soils having a capacity for extended water retention. Such soils are often associated with wetland areas.
- Well-Drained Soils – soils in which water is removed readily, but not rapidly. Water is in the soil a sufficient time for plant use throughout the growing season. Soils are medium textured.
- Excessively Drained Soils – soils in which water is removed very rapidly. Soils are coarse in texture and tend to be sandy in type.

Generally, poorly drained soils are not conducive to construction activity or septic systems. They often require modification prior to use. In certain instances, poorly drained soils such as those associated with a wetland may not be used for developmental purposes due to state or federal regulation. The city possesses several areas of poorly drained soils. These are generally located in close proximity to Lakes Cadillac and Mitchell and various low-lying areas. Wetland soils are found in the city's extreme western and northwestern sectors and south of Lake Cadillac. Poorly drained soils often restrict development but are very important, especially those associated with wetlands. Wetlands serve as natural detention areas helping to control area-wide flooding. Wetlands serve as natural environmental filters removing sediments and contaminants before entering the ground water or large water bodies such as Lake Cadillac. Wetlands also provide important wildlife habitat. A Cadillac soils map is included under Appendix A.

Vegetation - Similar to soils, much of the city's native vegetation has been modified over time as a result of urban development activity. Mature varieties of oaks, maples and evergreens are common throughout the city's residential sectors. Trees are afforded special recognition within the city. They are considered an important environmental resource and critical to a quality community character. All trees located in public rights-of-way are inventoried for type and condition. Diseased and dead trees are quickly replaced with healthy specimens to ensure the ongoing presence of quality stock. Most recently the city removed a number of ash trees infected with the emerald ash borer. A number of these were located in the city's core downtown.

The city's tree management efforts have gained Cadillac the distinction as a "Tree City U.S.A." by the National Arbor Day Foundation. Cadillac's tree program is managed by the City Forester, an employee of the Cadillac Public Works Department (Park Division). Annually, the city initiates a program whereby property owners may request the planting of one or two trees in the (public) tree lawn areas abutting their private sites and nearby street. Thus far the program is offered free to property owners and has been highly effective in increasing the number of trees found throughout the city. In most years the request for trees exceeds the city's ability to supply them due to limited program funding.

Climate - Cadillac is truly a “four season” community. The city experiences a humid, continental, climate typical of the upper Midwest lake states. Spring is slightly delayed and fall is extended due to the moderating effect of the prevailing southwesterly winds off Lake Michigan, approximately 55 miles to the west. The following provides detail on average temperatures and precipitation levels. The average annual snowfall is 71 inches, although in recent years that level has been significantly exceeded. Prevailing winds, frequent weather changes, extreme seasonal temperature variations, uniform annual distribution of precipitation and four distinct seasons characterize the climate in Cadillac.

**Average Temperature and Precipitation
Cadillac, Michigan**

Month	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Year
Average High °F	25	28	38	52	66	74	79	76	68	55	42	30	53
Average Low °F	9	8	17	29	40	49	54	52	44	35	26	16	32
Average Precipitation (Inches)	1.87	1.37	2.05	2.67	2.85	2.99	3.12	3.81	3.99	3.16	2.70	1.98	32.56
Source: United States Weather Service													

Environmental Issues - The city is very cognizant of the importance of protecting the environment and has implemented or participated in a variety of programs oriented to that end. Among these include:

1. Cadillac operates a groundwater treatment facility which is cleaning contaminated groundwater located in the Cadillac Industrial Park. This facility is expected to operate through the year 2025.
2. The city has a hazardous household waste collection program designed to reduce the number of hazardous contaminants entering landfills.
3. The city has prepared a Storm Water Management Plan to be used as a guide in the management of storm water. Based on the recommendations of the plan, the city anticipates amending its Storm Water Management Ordinance governing the design of on-site storm water detention/retention facilities for larger residential, commercial, and industrial developments.
4. The city employs an “Environmentally Friendly” fertilization program for city owned land including shoreline properties on Lake Cadillac. The city is helping facilitate a long-term management strategy for the protection of Lake Cadillac.
5. The city is working with the Lake Mitchell Improvement Board Association pursuant to the development and implementation of management strategies leading to the long-term health and preservation of Lakes Cadillac and Mitchell.

6. The city administers an invasive species management program for Lake Cadillac. The program largely deals with the annual control of Eurasian watermilfoil.
7. The city has a curbside recycling program for its residents. Recyclables are picked up at curbside twice monthly.
8. The city regularly generates public informational flyers and/or uses its web and social networking sites to educate the public on environmental issues.
9. The city has implemented a shoreline restoration demonstration project along the north shore of Lake Cadillac in which a segment of shoreline was converted from lawn to that of a natural shoreline with native vegetation. The project is signed as a way to educate the public on the importance of natural shorelines.
10. The city maintains informational kiosks at the Chestnut Street boat launch and Kenwood Park in which educational information is regularly placed on matters of the environment.

Land Use

As a mature urban community, Cadillac accommodates a variety of land use types. The following table provides a breakdown of the acreage and percent of total area occupied by the city’s general land use categories. The information reflects a snapshot of the city at a particular time. Factors such as recent construction activity and other site modifications events taking place after land use surveys are made commonly result in modifications to the original land category allocations. None-the-less, the information is useful in that it offers a general guide to the city’s land use character and spatial distribution of development. The information allows one to make basic observations regarding the types, patterns, and magnitude of that development and the city’s overall land use character. In addition to the following, the future land use section of the plan provides information on the city’s land use composition.

**Existing Land Use
City of Cadillac**

Land Use	Acreage	Percent of Total Acreage [1]
Residential	1,110	19%
Commercial	173	4%
Industrial	351	6%
Public/Semi-Public [2]	355	6%
Lake Cadillac	1,216	21%
Right-of-Way [3]	1,165	20%
Vacant	1,422	24%
TOTAL	5,792	100%

Notes:

[1] Numbers are rounded.

[2] Public facilities, schools, parks, churches, etc.

[3] Refers to streets, railroad, and major utility corridors

Source: Field Analysis, 2014. It is important to recognize that land use inventories are subject to ongoing change.

Residential – The city’s high percentage of residential development (@19 percent) is a strong indication of the city’s residential character. Residential types vary widely and include mobile and pre-manufactured homes, stick-built single-family homes, duplexes, and a range of multiple-family housing. Multiple-family developments include senior apartment complexes, market rate and rent assisted apartments, owner-occupied condominiums, upper story apartments in the core downtown, and single-family homes converted to multiple-family use. A substantial portion of the city’s dwellings are greater than 50 years of age and in some instances approach or exceed 100 years. Several residential areas lying east of Mitchell Street, within walking distance of the downtown, are characterized by homes of historic significance. One of these neighborhoods represents a designated historic district, identified as the Courthouse Hill Historic District,

Around 2004, Cadillac experienced a modest surge in new multiple-family housing developments with the construction of approximately 200 housing units. Of these, 170 were classified as rent-assisted units with the remaining homes constructed as owner-occupied condominiums. At that time an additional 238 housing units were approved for construction but their development did not take place. Since the above period, the development of new housing of all types has been very modest and generally limited to owner-occupied homes constructed on vacant sites in developed residential neighborhoods.

A field review of residential neighborhoods indicates that a majority are well maintained. However, there are several mature neighborhoods and a few neighborhood pockets in need of significant rehabilitation (e.g. paint-up and fix-up). The city recently completed a neighborhood by neighborhood inventory of the exterior conditions of homes and sites. The results of that effort are discussed in the future land use chapter of the plan under the housing section.

Commercial – Commercial development occupies roughly 4 percent of the city’s land area and is primarily found along the Mitchell Street Corridor (US-131BR) and near the intersection of M-115/M-55 in Cadillac West. Predominant to the city’s commercial base is the pedestrian friendly downtown, situated near the eastern shore of Lake Cadillac and traversed by Mitchell Street. Considered by many to be one of the city’s greatest assets, the downtown is comprised of a mix of retail, office, personal services, entertainment, government, and residential uses. The core downtown area also comprises the city’s Downtown Development Authority (DDA) District.

Over the past two decades, the downtown has experienced increasing competition from the growth of outlying “big box” retailers, eateries, and other retail taking place in the neighboring townships to the north and south. With the opening of the US-131 freeway by-pass around 2004, downtown Mitchell Street no longer served as the primary through route for much of the north/south movement of transient vehicular traffic through the regional area. These factors required the downtown to undergo repositioning as it charted its future as a synergistic location for business opportunities. As noted in this plan, the downtown continues to transition.

Notwithstanding the above, the downtown remains relatively healthy. The downtown continues to hold a number of anchor type facilities including a number of financial institutions; the U.S. Post Office; offices of the city, Wexford County, Michigan Department of Environmental Quality, and the Cadillac News newspaper; a five-screen movie theater; and, a number of eateries and, other establishments. These operations blend with a variety of highly popular specialty or niche retail shops, cafes, book store, and offices. Recently, Baker College converted a vacant multi-story commercial building in the downtown to residential accommodations for college students.

As indicated by the business mix table, in 2013 office uses led the downtown’s mix relative to total businesses. This reflects a trend that began around the early 1990’s following the downtown’s loss of several major retailers and specialty stores. The fact that office uses encompass the majority of businesses is not unique to Cadillac. The movement of retailers and others to outlying locations, the influence of suburbanization, the rise of big box developments, the growth of freeway systems allowing traffic to circumvent downtowns, and more recent trends such as on-line retailing have served to markedly influence the shape and future of many downtowns, including Downtown Cadillac.

Although offices lead in terms of total businesses, the category remains overshadowed pursuant to the extent of ground floor building space occupied by businesses considered traditional to downtowns, particularly those catering to tourists. These include retailers, personal services, eateries and entertainment facilities. These uses comprise approximately 62% of the ground floor building space compared to about 12% for offices. The downtown’s 10% vacancy rate is consistent with the national retail vacancy trends of larger urban centers in the United States for 2013. Based on surveys of local data for Northern Michigan communities comparable in size to Cadillac and possessing similar market characteristics indicates rates ranging from approximately 10% to 25%. Preliminary counts for 2015 year indicate rates generally comparable to 2013.

**Downtown Cadillac
Business Mix – Ground Level Floor Space (2013)**

Category	Percent Total Businesses	Percent of Total Ground Level Floor Space
Office	39%	11.9%
Retail	28%	40.8%
Personal Services	13%	5.5%
Restaurants/Drinking/Entertainment	12%	9.1%
Automotive	7%	6.4%
Public	—	12.4%
Other (Fraternal/Storage)	—	4.5%
Vacant	—	9.4%
Source: Cadillac Community Development Department		

The downtown’s continuing success is largely attributable to the combined efforts of downtown business owners, the DDA Board, and the DDA staff. The individuals representing these parties have devoted significant time and resources to bring about and sustain a high quality downtown environment.

Bordering the downtown, along Mitchell Street, is an array of businesses. Historically, roughly 65 percent of the uses along Mitchell Street, outside the downtown, were “vehicular” in orientation. These consisted of service stations, oil change operations, sale of automobile and truck parts, recreational vehicle sales and repair, automobile wash establishments, trailer rentals, and the like. The high incidence of vehicular uses largely resulted from the highway’s use as a major north/south regional traffic route prior to the construction of the US-131 freeway. While a number of these uses continue since the freeways inception, their rate of prevalence has declined. The land use mix presently consists of offices, various retail and personal services, restaurants, lodging, a few residential pockets, and limited areas possessing land use somewhat industrial in character.

The city's other primary business sector is focused around the intersection of state trunklines M-115/M-55 on Cadillac's west side. This area, commonly referred to as Cadillac West or the Cadillac Resort District, includes highly popular Mitchell State Park as well as a variety of lodging establishment, restaurants, entertainment facilities, service stations, and retail businesses. This district is heavily visited by tourists who frequent the state park, restaurants, and lodging facilities along with those using M-115 and M-55 as travel routes. The magnitude of commercial development in the city is limited due to the relatively restricted amount of land area located in the city's boundaries. A hefty percentage of the area's businesses are located outside the city limit in neighboring townships.

For decades, Cadillac West served as a popular vacation destination for downstate middle and upper-middle income households. In many instances one or more of a visiting household's family members was employed in the automotive industries or construction trade businesses. These guests vacationed in Cadillac using the camping and lodging facilities of the Cadillac West area where they enjoyed the lakes, woodlands and other amenities for fishing, hunting, hiking, snowmobiling, golfing, and/or simply to relax. Following retirement, a goodly number of the regular visitors permanently relocated to Cadillac. However, just after the turn of the century Cadillac West began to experience modest declines in tourism. The decline essentially continued through approximately 2012. It was during that period that Michigan recorded job losses approaching one million positions, many of which were associated with the automotive and construction trades. The loss of the middle to higher income "blue collar" jobs in Michigan had a major impact on the Cadillac West area as many businesses experienced significant drops in their tourism trade. In recent years the decline in guest activity has marginally reversed.

Cadillac also holds several small nodes of commercial development. These include East Division, east of Carmel Street; office uses along Paluster Street, east of Mitchell Street; a small retail operation on the north side of Lake Cadillac (North Boulevard) near Newland Street; offices and laundromat facilities on North Street, west of Lake Street; and a restaurant on Haynes Street, north of the Cadillac High School.

Industrial – Approximately 6 percent of the city's land area is devoted to active industrial uses. The majority of the city's industrial activity is located north of Wright Street, west of Mitchell Street. This area is home to a complex of three certified industrial parks devoted to a range of industrial uses. Other large industrial areas are found in the central portion of the city, along Haynes Street; and, south of Paluster Street, near Whaley Road. The industrial parks include:

Cadillac Industrial Park – This is a 184 acre park zoned light industrial. Approximately 5 acres are currently available for development.

Harry VanderJagt Industrial Park – This is a 200 acre park zoned light industrial. Approximately 18 acres are currently available for development.

James E. Potvin Industrial Park – This is the city’s newest industrial park. Phase I, which opened in 2002, contains 64 acres. The Park is situated in an attractive wetland/wooded setting. The Park has 14 lots, ranging in size from approximately 3 to 7 acres.

Cadillac has developed a statewide reputation as an aggressive leader in promoting industrial development, a large percentage of which is manufacturing in orientation. The city serves as the county’s primary location pursuant to industrial employment opportunities. In recent years employment levels have ranged from 4,000 to 4,500 jobs. Local industries manufacture a wide mix of products for private and governmental clients. Among these include marine water craft, automotive parts, vehicular horns, commercial hoses, water well equipment, vacuum cleaners, protective gear, steam energy, packaging, and containers.

Public/Semi-Public – Approximately 6 percent of the city’s area is devoted to parks and playgrounds, government facilities, the Munson Healthcare Hospital (Cadillac campus), faith based institutions, schools, and similar uses classified as public or semi-public in orientation. As noted, parks and playgrounds comprise components of this category. Cadillac maintains an extensive system of parks and playgrounds serving city and regional residents and tourists.

Right-of-Way – One of Cadillac’s predominant land use categories is that of right-of-way, encompassing approximately 20 percent of the city’s overall area. This rate is fairly typical for mature urban communities in which right-of-way counts tend to fluctuate from approximately 18 to 22 percent. Right-of-way includes streets, highways, railroads, major utility easements, and related public or semi-public lands. It is estimated that roughly 50 percent of Cadillac’s right-of-way is characterized as local streets serving the city’s residential neighborhoods.

Vacant – Vacant sites occupy approximately 24 percent of the city’s land base with the largest undeveloped tracts located east of the US-131/M-55 interchange, the Boersma property found east and west of Crosby Road, the Potvin Industrial Park, and at the city’s southern fringe. The classification of land as vacant does not necessarily imply that such lands are suitable or available for development. While many of the vacant sites have development potential, the category also includes wetland areas, tracts of land which have been removed from the development pool due to their association with existing projects, small scattered sites experiencing development limitations, and other such properties.

Transportation

Transportation facilities and services are an integral part of the economic, social and physical fabric of Cadillac. The location of the city at the apex of three major highways is a critical element in its economic development since Cadillac is easily accessible for commercial, industrial and tourism-related purposes.

Streets and Highways - Cadillac is located along U.S. 131, a north/south freeway linking the city with Grand Rapids and the Midwest. Based on 2012 Michigan Department of Transportation traffic counts the freeway experiences average daily traffic (ADT) volumes of approximately 7,700 to over 12,000 vehicles as traffic moves around the Cadillac area. The business route of U.S. 131, locally known as Mitchell Street, traverses the heart of the city running through the core downtown. The ADT on Mitchell Street approaches 14,000 vehicles making it one of the busiest roadways in the area. The following table compares traffic counts for the area prior the freeway and for 2012.

Prior to the freeway Mitchell Street functioned as the primary route for the movement of transient traffic through the Cadillac area. Historically, approximately 25 percent of the Mitchell Street frontage in and near the core downtown was devoted to automotive and recreational vehicle businesses. Many of these businesses were heavily dependent the patronage of transient travelers moving through the area via Mitchell Street.

The freeway and Mitchell Street fall under the jurisdiction of the Michigan Department of Transportation (MDOT). Improvements and modifications were made to the downtown segment of Mitchell Street in 2009 with the goals of making the roadway more pedestrian friendly and aesthetically attractive. These included curb bump-outs at major intersections, enhanced crosswalk markings, gateway treatment, new lighting, and landscaping. While the changes were helpful in working towards the achievement of these goals, additional work is needed. The wide width of the street (four travel lanes, center left turn lane, and two parallel parking lanes), use by large commercial vehicles, state business route designation, and other factors continue to challenge the city's ability to render the street pedestrian friendly, especially as it traverses the core downtown.

M-115 and M-55 are the additional state trunklines serving the area. They are primarily two-lane improved roads classified as regional arterials. M-115 links Cadillac with U.S. 127 and U.S. 10 on the southeast and M-37 and U.S. 31 on the northwest. M-55 runs in a west/east direction linking Cadillac with U.S. 31 and M-37 on the west and U.S. 127, I-75, and U.S. 23 on the east. For M-55, the 2012 ADT was 6,800 vehicles west of the City and 6,400 to the east. The shared M-55 and M-115 interchange, located in the city area commonly referred to as the Cadillac West Resort District, experienced an ADT of 11,900 vehicles. During peak tourism periods M-115 and M-55 in the Cadillac West area commonly have traffic volumes two to three times normal daily averages. Similar to the city's core downtown, roadway and associated streetscape improvements are needed in Cadillac West pursuant to improving

vehicular traffic flow and access to businesses along the corridors, pedestrian walkability, and travel by bicycles. The corridors are also in need of aesthetic enhancements. In addition to the major roadways, a highly developed series of local, collector, and arterial streets serve the city.

**24 Hour Average Daily Traffic Counts
Cadillac, Michigan**

Count Location	24 Hour Traffic Count	
	2002 (Pre-131 By-Pass)	2012
Mitchell, south of Granite (M-55)	14,800	7,100
Mitchell, south of Cobb	29,000	12,800
Mitchell, north of Division	29,000	13,800
Mitchell, south of 13 th	31,300	11,800
Granite (M-55), west of Mitchell	7,100	4,100
Sunnyside Drive (M-55), east of M-115	5,400	3,200
M-55, west of the city limit	8,600	6,800
M-55, east of the city limit	NA	6,400
M-115, south of Sunnyside Drive (M-55)	8,300	8,700
M-115, north of Sunnyside Drive (M-55)	11,000	11,900
US-131, south of M-115	NA	12,200
US-131, north of Exit 177	NA	9,800
US-131, south of M-55	NA	9,800
US-131, north of M-55	NA	7,700
Notes: 24 hour count reflects 2-way movement. Source: Michigan Department of Transportation		

Rail Service - The Great Lakes Central Railroad, headquartered in Owosso, Michigan operates approximately two train trips per week day through Cadillac, primarily serving the needs of local industries. The company maintains an office and maintenance yard in the

city. Periodically, pleasure trips are scheduled allowing passengers to enjoy a railroad experience while viewing the city and nearby countryside. These trips normally occur during the fall season.

Air Service - The Wexford County Airport, operated by the Wexford County Airport Board Authority, is located in the northern part of the city, south of Boon Road and west of Mitchell Street. The airport is open to the public and serves general aviation needs, the commercial needs of local businesses and industries and provides pilot training. United Parcel Service (UPS) makes two daily cargo flights into Cadillac. The airport does not possess regularly scheduled passenger service.

The airport maintains a 5,000 foot improved runway and a 2,000 foot turf runway. The airport has a Category 3, Instrument Landing System capable of directing pilots in zero visibility conditions. Annually the airport handles between 3,000 and 5,000 operations. The airport is used for a variety of public safety programs by the Civil Air Patrol, the Drug Enforcement Administration Aviation Division and the Michigan State Police Aviation Unit. North Flight EMS medical patient transport is also a user of the airport.

Public Transit - The Cadillac/Wexford Transit Authority (CWTA), located on Casa Road in Haring Charter Township north of Cadillac, operates a demand response public transit system providing door-to-door service throughout the county and portions of nearby Missaukee County. The CWTA also provides contract transit services for special events. Due to its door-to-door service and handicapped equipped vehicles, the CWTA is able to readily assist the transportation needs of residents with physical challenges. At this time the CWTA operates the door-to-door service weekdays only from 5:00 a.m. to 6:00 p.m.



The Indiana Trails regional bus line operates a customer station (bus depot) from the offices of the CWTA. Indiana Trails provides weekly passenger services to locations throughout Michigan and the United States via connecting lines.

Population

Population Count - Population counts for the city and Wexford County have been relatively stable over the past decade. The 2010 United States Census reported Cadillac's population at 10,355 people. This reflects a modest adjustment over the 2000 count of 10,000 residents. Recent estimates indicate a slight decline at 10,281 residents. The 2010 count for Wexford County as a whole was 32,735 people. Recent estimates place the count as 32,645 residents.

Gender – The following table provides a breakdown of the resident population based on gender. Females slightly outnumber males in both the city and county.

Population Distribution by Gender

Gender	City of Cadillac		Wexford County	
	Number	Percent	Number	Percent
Male	4,911	47.4%	16,309	49.8%
Female	5,444	52.6%	16,426	50.2%
Total	10,355	100.0%	32,735	100.0%

Source: U.S. Census – 2010

Distribution by Age - The following table provides a distribution of population by age group. The age categories have been assigned life style groupings ranging from pre-school to retirement years. The groupings are provided for general reference purposes. They are not based on Census classifications.

Population Distribution by Age

Age (Life Style Phase)	City of Cadillac		Wexford County	
	Number	% Population	Number	% Population
Under 5 years (Pre-School)	877	8.5%	2,221	6.8%
5 to 14 years (Elem./Junior High)	1,276	12.3%	4,362	13.3%
15 to 19 years (High School)	645	6.2%	2,145	6.5%
20 to 24 years (Post H.S./College)	796	7.7%	1,747	5.3%
25 to 44 years (Family/Child Rearing Years)	2,530	24.4%	7,646	23.3%
45 to 64 years (Empty Nester)	2,459	23.7%	9,415	28.8%
65 years + (Retirement)	1,772	17.1%	5,199	15.9%
Total Population	10,355	100%	32,735	100%

Source: U.S. Census – 2010

Population Distribution by Ethnicity/Race – The following table offers a breakdown by ethnicity or race. Residents within both geographic units are predominately White (95.6% and 96.5% respectively). The second largest ethnic group, though relatively small in absolute numbers, is Hispanic and Latino representing approximately 1.8% of the city’s population and 1.6% of the county’s residents.

Population Distribution by Ethnicity/Race

Ethnicity/Race	City of Cadillac		Wexford County	
	Number	Percent	Number	Percent
White	9,902	95.6%	31,590	96.5%
Black or African American	53	0.5%	129	0.4%
American Indian and Alaska Native	61	0.6%	205	0.6%
Asian	106	1.0%	195	0.6%
Native Hawaiian/Other Pacific Islander	1	Negligible	18	0.1%
Hispanic and Latino	185	1.8%	519	1.6%
Other Ethnicity/Race	47	0.4%	79	0.2%

Source: U.S. Census – 2010

Public School Enrollment – The following table provides school enrollments for the Cadillac Area Public Schools for select years over the past several decades. Between 1980 and 2000, student numbers maintained levels of approximately 3,500 students reaching a high of 3,876 students during the 1996 to 1997 school year. In recent years enrollments dipped to just over 3,000 students followed by modest increases with 3,116 students reported for the 2013-2014 year. The onset of lower enrollments is due to factors such as the areas limited population growth and declines in household sizes.

Cadillac Area Public School Enrollment

School Year	Number	Change from Preceding Period
1980-1981	3,556	N.A.
1990-1991	3,502	(1.5%)
1996-1997	3,876	10.7%
2000-2001	3,514	(9.2%)
2011-2012	3,021	(14.0%)

2012-2013	3,053	1.0%
2013-2014	3,116	2.0%
Source: Michigan Education Association		

Households

A household is defined as a person or group of people who occupy a housing unit. A family household consists of a householder and one or more people living together in the same household who are related to the householder by birth, marriage, or adoption. A non-family household consists of a person living alone or a householder who shares the home with non-relatives only.

Households – In 2010 Cadillac possessed 4,280 households, representing approximately 33 percent of the total households in Wexford County. As indicated by the following table, roughly 61 percent of the city’s households are family households and 39 percent are non-family. This compares to 69 percent and 31 percent respectively for the county. Approximately 30 percent of the city’s family households have children less than 18 years of age compared to approximately 31 percent of the county’s family households. Eleven percent of the city’s households and 8 percent of the county’s households with children below 18 years of age are headed by a female with no husband present. Cadillac’s average household size is 2.34 people and average family size is 2.90 people. The averages for the county are 2.48 people and 2.93 people respectively.

Households by Household Type

Household Type	City of Cadillac		Wexford County	
	Number	% of City HH	Number	% of County HH
Total Households	4,280	100%	13,021	100%
Family Households	2,625	61.3%	8,955	68.8%
Non-Family Households	1,655	38.7%	4,066	31.2%
Family Households with Children Under 18	1,279	29.9%	4,049	31.1%
Husband & Wife HH with No Children Under 18	1,040	24.3%	4,621	35.5%
Female HH (No Husband Present) with Children Under 18	474	11.1%	1,039	8.0%
Householders Living Alone	1,369	32.0%	3,306	25.4%
Male Householders Living Alone	515	12.0%	1,600	12.3%
Female Householders Living Alone	854	20.0%	1,706	13.1%
Source: 2010 U.S. Census				

Housing Tenure - Cadillac has approximately 4,927 housing units. Of these, 4,280 (86.9 percent) are classified by the Census as occupied. Wexford County has approximately 16,736 housing units. Of these, 13,021 (77.8 percent) are classified as occupied. The

following table provides a breakdown of housing tenure for occupied housing units. Fifty-nine percent of Cadillac’s occupied housing units are owner occupied whereas 41 percent are renter occupied. These percentages change rather significantly for Wexford County as a whole with the owner to renter rates at 76 percent to 24 percent respectively. If the city’s housing units are removed from the equation, the ratio of owner to renter occupied units in the county is 84 percent and 16 percent respectively.

Housing Tenure and Household Size of Occupied Units

Community	Owner Occupied Housing Units	Population in Owner Occupied Units	Average HH Size Owner Occupied Units	Renter Occupied Housing Units	Population in Renter Occupied Units	Average Household Size Renter Occupied Units
Cadillac	2,519 (59%)	6,110	2.43	1,761 (41%)	3,918	2.22
Wexford County	13,021 (76%)	24,889	2.52	3,133 (24%)	7,457	2.38

Notes: Percentages reflect a comparison of the ratio of owner to renter occupied units for the identified community.
The information does not include housing of an institutional character such as elder care or dependent care housing.
Source: 2010 U.S. Census

For Cadillac, between the 2000 and 2010 Census periods, the percentage of owner occupied units dropped from 62 to 59 percent. At the same time, renter occupied units increased from 38 to 41 percent. The increase in rental housing was bolstered due to the construction of several apartment complexes between 2004 and 2007. As previously noted, approximately 200 new rental units were added during that timeframe. Regionally, the city contains approximately 56 percent of the area’s rental housing units.

The increase in housing occupied by rental residents continues. There are several reasons for this, all of which have largely emerged over the past decade. First, the ability to obtain home financing has become more difficult for many interested buyers due to increasing restrictions on lending standards. Second, consistent with state and national trends, the Cadillac area experienced an increase in owner-occupied home foreclosures generally starting around 2010. Fortunately the foreclosure rate has begun to subside. The loss of homes has forced many people to rely on the rental market. Third, many young professionals and others have delayed home purchases, preferring to rent. Factors such as these have increased the demand for rental housing.

For Cadillac, 6,110 people reside in owner occupied homes while 3,918 people live in renter occupied housing. This compares to 24,889 people and 7,457 people respectively for the county. The average number of people per household for the city and county is relatively close for both owner and renter occupied housing.

Seasonal Housing – Although the city and county are known as tourist destinations, the level of housing designated specifically for seasonal or recreational purposes is somewhat limited. In the city, 143 housing units (2.9%) are classified as seasonal or occasional use structures. This number expands to 2,300 units (13.7%) for the county.

Employment

Cadillac serves as a regional center for employment and business opportunities. Estimates indicate the city’s daily population increases by almost 69 percent due to the inflow of people commuting to the city for employment purposes. Conversely, the county’s daytime population (minus the city of Cadillac) drops by 50 percent. The following table provides a breakdown of employment by occupational category for the employed population 16 years of age and older.

Employment

Occupational Category	Cadillac	Wexford County
Agriculture/Forestry/Fishing/Hunting/Mining	32	284
Construction	156	651
Manufacturing	1,136	2,891
Wholesale Trade	57	310
Retail Trade	591	1,763
Transportation/Warehousing/Utilities	216	673
Information	151	306
Finance/Insurance/Real Estate	103	500
Professional/Scientific/Management/Administrative	189	748
Education/Healthcare/Social Assistance	633	2,423
Arts/Entertainment/Recreation/Lodging/Food Service	405	1,195
Public Administration	161	540
Other	213	673
Source – 2010 U.S. Census		

Income and Poverty Status

The following table provides income detail for the city and county. As noted, per capita, household and family income levels in the city are below those of the county as a whole. The number of families in the city experiencing poverty is greater. This is due in part to the fact that Cadillac supports a majority of the rent assisted housing found in Wexford County.

Income and Poverty Status

Community	Per Capita Income	Median HH Income	Mean HH Income	Median Family Income	Mean Family Income	Population Below Poverty
Cadillac	\$19,016	\$32,733	\$42,259	\$43,582	\$49,732	21.0%
Wexford County	\$20,350	\$40,660	\$51,405	\$49,676	\$59,922	17.7%

Source: 2010 U.S. Census

The following table details household income levels. In 2010, the city’s median household income was \$29,899. Adjusted for inflation, the 2013 median household income rose to \$32,963. The mean or average household income in 2013 was \$46,050.

Household Income Levels Cadillac, Michigan

Income Level	Number	Percent of Total Incomes
Less than \$10,000	710	16.8%
\$10,000 to \$14,999	219	5.2%
\$15,000 to \$24,999	648	15.4%
\$25,000 to \$34,999	596	14.1%
\$35,000 to \$49,999	696	16.5%
\$50,000 to \$74,999	816	19.4%
\$75,000 to \$99,999	267	6.3%
\$100,000 to \$149,999	117	2.8%
\$150,000 to \$199,999	78	1.8%
\$200,000 or more	67	1.6%
Median Household Income		\$32,963
Mean Household Income		\$46,050

Source: U.S. Census, 2010 – Inflation Adjusted to 2013. Percent is rounded.

MASTER PLAN DISTRICTS AND DISTRICT OBJECTIVES

The following identifies the types and spatial arrangements of the city's master plan districts and the development objectives of those districts. To a high degree the districts and their locations are highly reflective of the city's existing land use character. As noted in the plan, Cadillac is a mature urban city and largely developed. The plan districts provide a foundation for the Cadillac Zoning Ordinance pursuant to the ordinance's enumerated zone districts, permitted uses, and development standards. The Master Plan Districts Map (Future Land Use) is located on Page 25.

Residential

Low Density Residential
Medium Density Residential
High Density Residential

Commercial

Central Business District (Downtown Cadillac)
Cadillac West Resort District/Tourist Services
General Commercial
Neighborhood Commercial
Office

Industrial

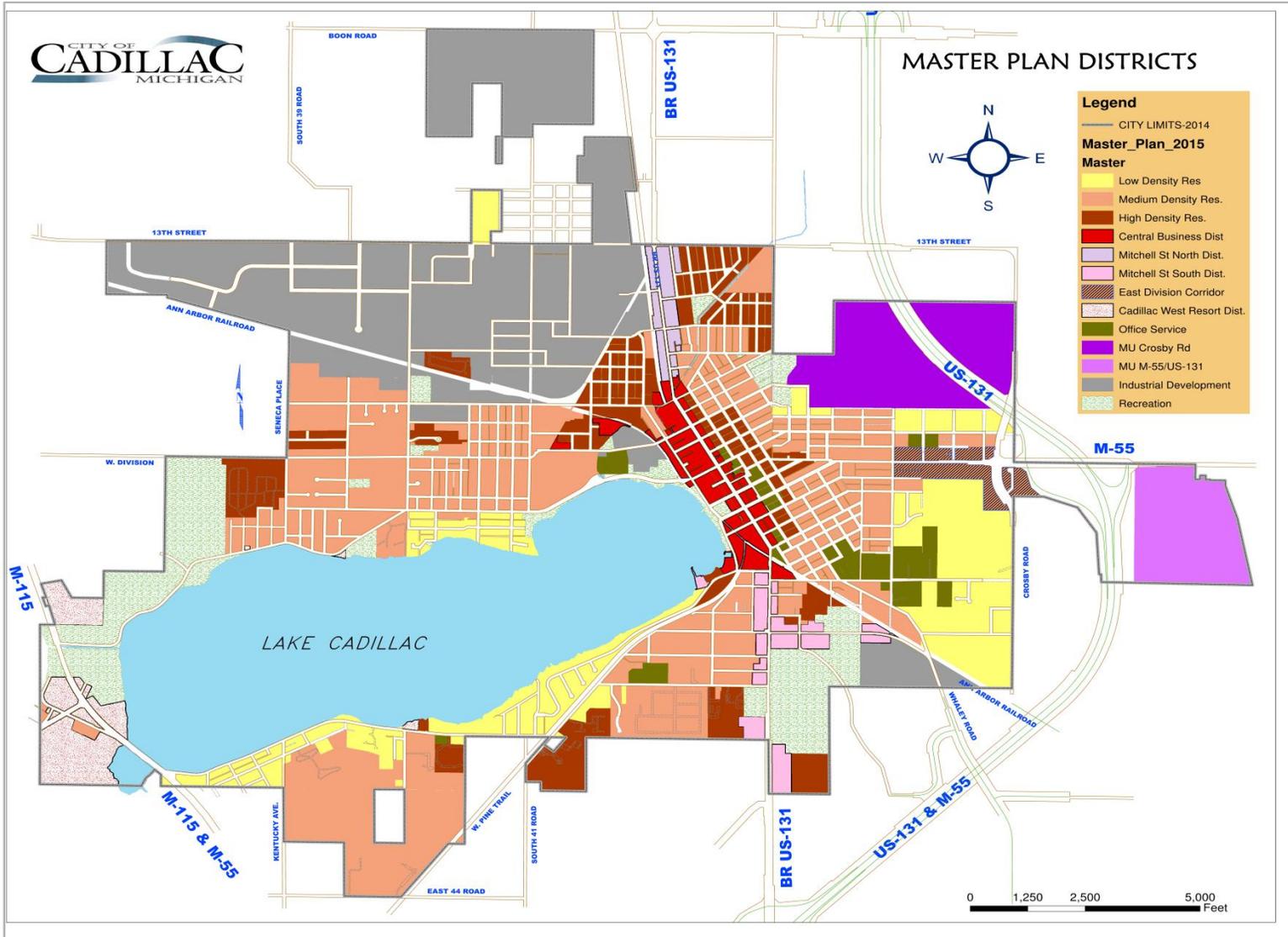
Light Industrial (Industrial Park)
General Industrial

Planned Development

Mixed-Use Planned Unit Development

Airport

Recreation (Public Open Space)



Development objectives or goals have been provided for each of the plan's districts. Objectives are statements that reflect specific results or outcomes the city hopes to achieve with the implementation of the plan. Objectives underlie all planning and strategic activities. They serve as the basis for creating policy and evaluating performance. Objectives provide residents and others with an understanding of the city's anticipated course of action on land use matters over the life of the planning document. As part of the planning process, the following objectives were identified for the categories of housing and neighborhood development, commercial development, industrial development, and infrastructure. They are intended to offer guidance to city officials and staff members as decisions are considered and efforts put forth.

Housing and Neighborhoods

Maintaining the stability of the city's residential neighborhoods is critical to Cadillac's long-term success as an appealing location. Most of the city's housing stock is either approaching or has exceeded fifty or more years of age. Many neighborhoods experience homes older than seventy-five years. Although the age of housing is not necessarily an indicator of quality, it can influence the condition of housing based on the level of maintenance received over time. While a majority of the city's neighborhoods are considered desirable locations several are in stages of decline. Among these include the neighborhoods directly north, south, and southeast of the core downtown and areas within the neighborhoods positioned in the city's extreme northeast. These neighborhoods, comprised of a mix of owner and renter occupied homes, experience substantial housing stock in need of basic rehabilitation. The plan calls for aggressive actions to remedy declines in neighborhood housing and to promote the stability of neighborhoods thus far unfettered by deteriorating conditions. Strict code enforcement and the implementation of housing rehabilitation initiatives are paramount to achieving and maintaining strong neighborhoods.

As noted below, the plan calls for a range of residential categories.

Low Density Residential (LDR) - The low density residential district provides for large lot residential sites resulting in low density development patterns. This plan category, calling for minimum residential lots of 12,500 square feet in area, is represented by the R-1 one-family zone district classification of the zoning ordinance. Land within this classification would satisfy the demand for a suburban type of development theme and function as a transition land use between the rural residential sectors of the townships adjoining the city and higher density development internal to the city. This designation is generally found along or near perimeter locations of the city, with a primary focus towards the east and southern sectors. The range of uses is relatively narrow reflecting the specific land use focus of the category.

Medium Density Residential (MDR) - The medium density residential district recognizes Cadillac's most predominant residential land development pattern. This plan category, calling for minimum residential lots of 6,000 to 9,000 square feet in area, is represented

by the R-2 and R-3 one-family zone district classifications of the zoning ordinance. A majority of the city neighborhoods fall within this category. Unlike the low density residential classification, the range of uses for the medium density category is more comprehensive. This largely results from existing development patterns and the desire of the city to accommodate a variety of housing styles and types consistent with the demands of an urban center.

High Density Residential (HDR) - This classification is designed to provide for a wide variety of housing possibilities including single-family, duplex/two-family, multiple family, manufactured home parks, residential planned unit developments. The high density category, calling for minimum residential lot sizes of 3,000 to 6,000 square feet in area, is represented by the R-4 one-family zone district, RM-1 and RM-2 multiple-family zone districts, RMH residential mobile home district, and the MHP mobile home park district classifications of the zoning ordinance.

Housing and Neighborhood Plan Objectives - Single-Family

Provide opportunity for a range of housing types and styles. When considering the infill of lots in developed neighborhoods, ensure that the designs of new homes are compatible with existing neighborhood housing.
Maintain the current range of single-family residential districts to accommodate varying site densities, housing types/styles, and consumer preferences.
Provide opportunity for single-family housing to be integrated into mixed-use development projects.
The conversion of single-family homes to multiple-family use should not have the effect of negatively impacting stable neighborhoods which are single-family in orientation.
Along the Mitchell Street business corridor, north and south of the Downtown Development Authority District, promote the conversion of existing single-family dwellings to business uses. This may require the assembly of parcels to create sites of sufficient size to accommodate their repositioning for commercial development.
Conduct periodic field inventories of residential neighborhoods for purposes of identifying and mitigating blighting conditions.
Encourage the rehabilitation of neighborhoods through on-going code enforcement, housing rehabilitation, public infrastructure improvements, and the prompt removal of condemned structures. Activate the city’s participation in state and federally funded housing rehabilitation grant programs such as the Community Development Block Program for purposes of housing rehabilitation, blight control, and neighborhood enhancement.
Maintain comprehensive zoning/site plan review standards for home occupations to ensure that the residential integrity of neighborhoods is not compromised. Periodically, monitoring sites approved for home occupations to ascertain compliance with ordinance standards.
Prevent hazardous overcrowding in housing through the adoption and implementation of the International Property Maintenance Code.
To promote business synergy in the downtown and to foster the downtown as a high quality PlacePlans location, encourage the development of upper-story market rate rental housing through the renovation and occupancy of the upper stories of downtown buildings.
Initiate an annual neighborhood clean-up in the spring prompting residents to dispose of accumulated trash and debris.
To advance the efficiency of administering the Cadillac Rental Housing Inspection Program, to promote the welfare of tenants reliant on the rental home owner’s adherence to the requirements of the program, and to provide a relevant data base for assessing housing needs and the appropriateness of existing

codes, maintain a computerized data base of the city's rental housing stock detailing information associated with the issuance of housing inspection certificates, rental inspection reports, code violations, code compliance, and related matters. The data base should be readily available to all city personnel involved in the administration of local zoning, building, and property maintenance codes.
Investigate the potential for establishing additional certified historic districts in neighborhoods possessing housing of an historic character.
Residential areas are always intended to be served by public utilities, paved streets, and sidewalks.
Install sidewalks in all residential neighborhoods.

Housing and Neighborhood Plan Objectives - Multiple-Family

Advance the construction of new market rate rental housing to address identified need.
Encourage the placement of medium to high-density apartments and residential condominium complexes within or near the Central Business District.
Continue to provide for a range of multiple-family housing choices to meet the housing needs and desires of all household income levels.
Provide opportunity for multiple-family housing to be integrated into mixed-use development projects.

Commercial

As previously noted, Cadillac is comprised of multiple business areas. These are the Central Business District (CBD), also referred to as downtown Cadillac; the Cadillac West Resort District; and, the Mitchell Street strip commercial corridors found along the north and south legs of Mitchell Street, extending from the CBD. The city also holds several commercially developed parcels located outside the confines of developed commercial districts. The sites tend to be small in size and their uses having limited impact on surrounding land uses. The city also holds two relatively large, vacant, areas planned for mixed-use developments including commercial uses. They are referred to as the Crosby Road site (Boersma farm) and the US-131/M-55 Interchange Area. Due to their site sizes and potential development opportunities the plan provides a somewhat detailed review of possible site uses and site development recommendations.

The Cadillac Zoning Ordinance provides for a range of commercial districts identified under the categories of office-service (OS-1 and OS-2), local business (B-1), central business (B-2/downtown), general business (B-3), and tourist services (TS-1 and TS-2). The commercial districts are addressed in the following sections.

Central Business District (CBD)

It is the goal of the plan to build a strong and highly energetic downtown that is pedestrian oriented and comprised of a range of business uses. The Central Business District (CBD) classification is strictly confined to downtown Cadillac as detailed on the Future Land Use Map. The district generally coincides with the boundaries of the Downtown Development Authority District.

As with the downtowns of many small communities, the role of downtown Cadillac has changed over the past three decades. The influences of suburbanization, the onset of big box retailers, Internet retailing, limited growth in the population and incomes of area households, the softening of tourism, and other such factors gradually altered the downtown's position as a primary center for the purchase of many basic goods and services. The downtown responded by progressively undergoing a transition of its business mix that continues to occur. Presently, the downtown is comprised of niche retail, eateries and drinking establishments, professional offices, personal services, and housing. Downtown Cadillac is on its way to a solid recovery of its once thriving base. It is reemerging into its long-time role as a destination city drawing residents and visitors. Downtown Cadillac is taking advantage of its unique assets to promote growth while retaining the historic charm that visitors relish. The downtown is not without challenges, but it is successfully moving forward.

Of particular importance to the downtown's renaissance is that of increasing its position as a residential setting. The city, DDA, and others are working hard to bring about additional housing to the downtown. An increase in residents will add vitality to the downtown, enhance the utilization of now vacant upper story building spaces, benefit commerce, and expand the city's reputation as an appealing urban community.

The recommendations put forth by the plan are intended to nurture the ongoing revitalization of the downtown such that it functions as a highly sought out destination comprised of eateries and drinking establishments, niche retailers, entertainment facilities, arts and culture amenities, and housing. These operations, complemented by the downtown's current range of governmental and private offices, financial institutions, nearby residential neighborhoods, and the year-round presence of special activities and events are designed to characterize downtown Cadillac as a thriving business center. Key elements for the future of downtown Cadillac include:

1. Buildings that provide a mix of uses including housing and offices on upper stories with higher activity uses at street level;
2. Adaptive reuse of downtown buildings and redevelopment of underutilized sites;
3. The development of market rate housing through the use of existing buildings and/or construction of new ones;
4. Improved visual connection between Mitchell Street and Lake Cadillac;
5. A downtown that is walkable and capable of accommodating bicycle traffic;
6. Adequate public parking spatially distributed throughout the downtown commensurate with need;
7. Businesses and public spaces attracting residents and guests throughout the year for commerce, networking, and social enjoyment;
8. A downtown that is aesthetically pleasing with a range of well-maintained streetscape amenities;
9. Enhanced connection of the Mitchell Street business core with the Cadillac City Park, Rotary Performing Arts Pavilion, and Lake Cadillac; and,
10. Solid residential neighborhoods abutting the downtown with high quality pedestrian linkages connecting the two.

The realization of these elements will emerge through the implementation of a range of actions designed to promote the downtown as a placemaking venue. Placemaking is an economic development strategy that offers a new way to define and design downtown Cadillac for the people who live in the community and its guests. Placemaking calls for a multi-faceted approach to the planning, design, and management of the downtown. In doing so, placemaking capitalizes on the downtown’s assets, the inspiration it provides, and the potential it offers with the intention of creating public spaces that promote people’s health, happiness, and well-being. These actions are identified in the following CBD plan objectives.

Central Business District Plan Objectives

Prepare a future land use graphic of the downtown to function as a visual guide to the downtown’s desired long-range physical development.
Continue with the implementation of the project activity elements of the Cadillac Downtown Development Authority Plan.
Implement the design concepts of the Cadillac Heritage Plaza PlacePlans report. In doing so, recognize that certain modifications to the concepts may be warranted or desired.
Design and construct Phase II and Phase III of the Rotary Performing Arts Pavilion site master plan.
Design and construct the Cadillac White Pine Trail Bike Station.
Design and construct a Downtown Cadillac Bike Loop (west of Mitchell Street) as a complement to the proposed bike station. The loop to offer a circulation route allowing bicycles to circulate from the bike station to Mitchell Street and back.
Investigate the potential for a complete downtown circulation system capable of accommodating non-motorized bicycle traffic throughout.
Investigate the potential for the circulation of snowmobiles in the downtown.
Maintain the farmer’s market as an element of the downtown. In doing so, acquire a permanent downtown site for the location of an open air event’s shelter capable of accommodating the farm market and other events.
Retain public offices and facilities within the downtown as a means of fostering the economic vitality of downtown business development. Among these include the Cadillac Administrative Offices, offices of the MDEQ, Wexford County offices, United States Post Office, and Cadillac-Wexford Public Library.
Revitalize the following underutilized sites as mixed-use developments: -Southeast corner of Mitchell and Cass Streets – commercial and housing. -Pine Street (north side) between Mitchell and Lake Streets – commercial or office with office or housing on upper stories. -Former Ford dealership site and vacant property to the west – commercial (Mitchell Street side) and housing (Lake Street side).
Examine the potential for opening the area between the AmVets/After 26 Café and the Cadillac 5 Theater for improved parking and possible use as a site for the planned open air events shelter/farm market.
Maintain the pedestrian character of the downtown through provision of adequate parking, a coordinated and well-maintained streetscape, maintenance of cross-walk areas, low-level building signage, elimination of non-essential commercial truck traffic, and land use regulations restricting non-compatible development.
Open views of Lake Cadillac as observed from Mitchell Street.

Recognize that development/redevelopment of the Central Business District may involve the demolition of existing buildings, including older structures(historic and non-historic) which have been traditionally linked with the downtown. The removal of historic structures should only be executed after careful investigation reveals that said removal is in the best interest of the downtown pursuant to fostering its economic health.
Encourage the acquisition/assembly and use of property lying east of Mitchell Street (behind the first tier of commercial development) to accommodate the commercial and residential parking needs of nearby businesses and residential tenants. A possible alternative is the construction of a multiple-level parking deck replacing the surface parking lot at the northwest corner of the Harris and Shelby Streets intersection. The development and design of parking in this area must be accomplished with due consideration for potential impacts on nearby residential neighborhoods,
Where possible, improve access to the rear of commercial properties (i.e., via alleys) for access and use by delivery and other commercial vehicles.
Encourage the continued development of upper-story market rate rental housing in the core downtown through the renovation of the upper stories of downtown buildings.
Target ground level floor spaces of downtown buildings for uses involving high pedestrian activity. Focus uses with low pedestrian activity to upper stories.
Bury overhead wires exhibiting high pedestrian visibility and those impacting the expansion potential of businesses.
Redevelop the north and south Mitchell Street gateways with permanent streetscape features. Considering relocating the gateway treatments to create greater visual impact and announcement of entry into the downtown.
For purposes of enhancing the downtown’s pedestrian friendly character and economic vitality, explore the redesign of Mitchell Street to include a reduction in travel lanes and upgrading of the streetscape.
.Implement an aggressive revitalization and blight control program for the residential neighborhoods abutting the downtown. Of particular concern are the neighborhoods directly north and south of the downtown.
Examine circulation alternatives to provide for the closure of Lake Street between Cass and Harris Streets.
For buildings with rear facades abutting public parking, rehabilitate facades for improved customer entry and aesthetic appeal.

Cadillac West Resort District

It is the goal of the plan to rejuvenate the Cadillac West Resort District to its former status as a leading destination point for tourists. In doing so there are a series of critical challenges that must be overcome. These include the need for improved walkability, better traffic management, upgraded amenities for bicycle travel, reinvestment in a number of prominent buildings and sites, and the implementation of well-designed streetscapes along M-115 and M-55 to visually identify the area as a unique and cohesive tourism hub. Key elements for the district’s future include:

1. A district that is highly walkable and accommodating to bicycle travel;
2. A well designed system of highways and local streets;
3. Capitalizing on the visual and recreational qualities of Lakes Cadillac and Mitchell;
4. Benefitting from Mitchell State Park and the Carl T. Johnson Hunting and Fishing Center as solid anchors for drawing tourists;

5. Businesses whose operations and facilities are conducive to the growth of tourism and synergistic to other district businesses;
6. Solid residential neighborhoods abutting the district's commercial sector with well-defined linkages between the two; and,
7. Coordinating the district's redevelopment with the abutting townships possessing M-115 and M-55 frontage.

Cadillac West Resort District Plan Objectives

Initiate the Cadillac West Resort District Corridor Improvement Association.
Conduct a traffic study to identify potential traffic management needs and opportunities for motorized and non-motorized traffic and pedestrian circulation.
Conduct a market study to identify redevelopment needs and new business opportunities.
Prepare a comprehensive sub-area plan for the district detailing future land use, vehicular and pedestrian circulation improvements, streetscape improvements, and building and site design standards.
Investigate the potential for developing a pedestrian fishing pier extending into Lake Cadillac from the M-115 causeway.
Most of the Cadillac West area is presently zoned under the tourist-service district categories. Following completion of the market study identified above, the zoning of the area should be re-examined to determine consistency with future redevelopment goals. If needed, amend the zoning of the Cadillac West area.

Mitchell Street Corridors

Mitchell Street, north and south of the Central Business District, is characterized as strip commercial. The northern leg extends from Pine Street to Thirteen Street. The southern leg extends from South Street to approximately Mackinaw Trail. As previously addressed, both segments contain a variety of commercial uses. Although a few small vacant parcels exist, the northern leg is essentially developed. The southern leg is also developed with the general exception of frontage along the east side of Mitchell Street, south of the United Forest Service office building. Both corridors are presently zoned under the B-3 district category. No changes are recommended in that classification.

The plan calls for the northern corridor segment to remain a general business district providing for a wide range of office, retail, automotive, and other commercial uses. The plan discourages uses that are industrial in character. Similarly, the plan provides for the southern segment to develop as a general business district. Again, uses of an industrial character should be strictly prohibited. Key elements for the future of these corridors include:

North Segment

1. A corridor that is walkable and accommodating to bicycle travel;
2. Prohibition of uses industrial in character;
3. Improved streetscape; and,

4. Improved building and site maintenance;

South Segment

1. A corridor that is walkable and accommodating to bicycle travel; and,
2. Prohibition of uses industrial in character.

Mitchell Street Corridors Plan Objectives

Execute the recommendations of the US-131BR Access Management Plan (2008).
Establish a system of sidewalks on both sides of Mitchell Street throughout the lengths of both corridors.
Investigate the potential for assembling smaller frontage parcels possessing blighted and/or non-conforming structures to create lots of sufficient size to improve their potential for commercial redevelopment.
Support the removal of the few remaining single-family dwellings and assemble the sites to create parcels of sufficient size to accommodate commercial development.
Investigate the potential for the use of alleys as routes to accommodate bicycle travel.
Actively enforce property maintenance codes to minimize the occurrence of blighting conditions.
Identify opportunities to improve the streetscapes of both corridor segments. In doing so, design options must recognize the harsh conditions to which streetscape abutting the roadways is subject.
Adopt and implement Mitchell Street streetscape standards for application as sites along the corridor legs are developed or redeveloped. Monitor sites for adherence to approved site plans.
Where existing, improve alleys to provide alternative opportunities for vehicular use, loading and unloading, bicycle travel, and pedestrian use.

East Division Corridor (Division Street between Carmel Street and Crosby Road)

While not a commercial corridor per se East Division, between Carmel Street and Crosby Road, contains a mix of low density single-family dwellings, multiple large sites possessing faith based facilities, a medical office, and several undeveloped sites. Over the past decade there has been no change in the corridor’s land use mix. An area located north of the corridor, approximately 500 feet distant, is the proposed location of a future complex that will house the Wexford County Sherriff’s Department and the Wexford County Jail. Though not located directly on East Division, the close proximity of the use is anticipated to influence the area’s future development.

The plan does not consider the corridor a satisfactory or necessary location for the targeting of general commercial development. However, the plan recognizes the roadway’s present mixed-use character, lack of new development over the past decade, and its development potential. The plan supports continuation of existing land uses as well as a limited range of compatible ones. Among these include multiple-family residential, senior and assisted living housing, and professional offices. All future development should

be designed, operated, and maintained in harmony with the corridor's residential and faith based character. Retail, automotive, restaurants, outdoor sales lots, and other non-office commercial uses should be avoided.

Neighborhood Commercial

Neighborhood commercial areas reflect small commercial nodes spatially distributed throughout the city, often in connection with existing residential neighborhoods. In many instances, the locations reflect an historic period in the life of the city in which the placement of small commercial operations and other facilities such as restaurants, corner grocery stores, bait shops, and the like were common neighborhood elements. While the integration of neighborhood commercial nodes within or near residential neighborhoods can offer positive benefits, they may also create potential compatibility conflicts unless careful attention is given to such factors as parking, hours of operation, loitering, noise, outside storage, and other external issues. Of particular importance is the need to ensure adequate buffering between commercial operations and abutting residential properties. This may be accomplished through landscape, fencing, or combinations thereof. Also, it is very important that the buildings and sites housing commercial operations be well maintained.

Office/Service District

The office/service district comprises a small area just to the east of the Central Business District and also an area including the Munson-Cadillac Hospital (formerly Mercy Hospital) and its surrounding area. The area to the east of the central business district is to serve as a transition area from the downtown to the residential areas to the east. The focus of this area should be to establish a quieter commercial area that is compatible with the residential areas (including the historic residential areas). This area would be suitable for professional offices and services. The Office/Service District by the Munson-Cadillac Hospital should have a priority for medical offices and services, but may also include other professional offices and services. There should be a focus on medical offices and services that would serve to be supportive of the hospital.

Crosby Road (Boersma Farm) Site

The Crosby Road site, commonly referred to as the Boersma farm property (see aerial photo on next page), is located in the eastern sector of the city. The property represents the only agricultural site in the city. Currently, it is used for the pasturing of cattle and the growing of hay. The property lies north of M-55 and is more or less bisected by the US-131 freeway. The property lying west of US-131 occupies roughly 127 acres. The property lying east of US-131 occupies approximately 74 acres. Indicative of its agricultural use, the land west of US-131 is generally flat and void of natural vegetation. The area east of US-131 is flat to gently rolling and possesses a mix of open space and evergreen trees.

The site does not possess direct access to either the freeway or the M-55 freeway interchange. Currently, site access is achieved via Crosby Road, a local arterial street. Crosby Road is located approximately 600 feet west of the US-131/M-55 southbound off-ramp and approximately 2,800 feet east of the northbound off-ramp. The portion of the site lying west of US-131 may also be accessed from M-55 via a series of several local perpendicular (paper) streets that traverse other private parcels before reaching the Boersma site. These include North Carmel Street, Warren Street, Diggins Street, and Francis Street. At this time, these streets are undeveloped and exist as platted roadways each having 66 feet of right-of-way. From M-55, each of these streets extends a distance of approximately 1,300 feet before reaching the site.

Currently, the area east of US-131 is not served by municipal water or sanitary sewer. On the west, a sanitary sewer line extends along a southerly portion of the site in the undeveloped Roland street right-of-way. The line extends from N. Carmel Street to Diggins Street. Internal to a portion of the site is a sanitary holding tank capable of supporting a moderate level of site development at this time. The design and placement of infrastructure systems, including water, sanitary sewers, streets, energy, and communication systems, to serve the property will be predicated on the type and character of development ultimately planned for the two areas.

As noted, the site is used for agricultural purposes. There are no immediate plans for the development of the property. At this time, the master plan identifies the site for agricultural and low density residential purposes. However, the plan also recognizes the site has the potential to support a range of future uses should the agricultural operations cease. These are described below.

East of US-131 - This triangular area of approximately 74 acres is sandwiched between US-131 on the west and Crosby Road on the east. Crosby Road borders the full length of the eastern edge of the site, a distance of roughly 2,250 feet. Crosby Road is a local arterial street linking M-55 and the Business Route of US-131 (locally known as Mitchell Street). The Baker College and YMCA campuses border the site on the north. The Wexford County Vocational Center and Career Technical Center lie northeast of Baker, off Crosby Road. Land uses east of Crosby include a mix of single-family detached residential and undeveloped open space. The southernmost tip of the site is located at the convergence of US-131 and the Crosby Road overpass.

The master plan designates the area for a mixed-use development including offices, higher density residential, and the accommodation of space for the growth of the Baker College Campus or similar facilities. These are detailed as follows.

Office Park - An office park is envisioned for the southern portion of the site occupying approximately 30 of the 74 acres. Consideration should be given to a mixed-use professional office park in which medical, legal, financial, architectural, engineering, insurance, and other professional businesses are accommodated. The office park might also include a full service bank with drive-through facilities.

Medium to High Density Residential Development - The central to northern portion of the site should be considered for multiple-family development. This might include market rate apartments, residential condominiums, or continuum of care housing. A combination of these uses would also be appropriate.

Market Rate Apartments - A new high quality market rate apartment development is currently lacking in the city and surrounding area. Of note is the lack of an apartment development oriented to professionals, empty nesters, and others able to support market rate rents. This is particularly critical for professionals new to the area that desire to rent for a year or two before purchasing a home. The Boersma site exhibits a number of characteristics lending to its suitability for this use. They include:

- Convenient access to US-131 and the regional area. It is common for one or more of the members of local households to work in areas outside Cadillac such as Traverse City, Reed City, Big Rapids, McBain, and Lake City. The site offers convenient access to the freeway leading to these outlying employment centers.
- Proximity to Baker College and YMCA. Professionals tend to enjoy the ambiance of living near a college or university where they can delight in the educational enrichment and associated cultural activities found on a campus. The site abuts the college. It would be relatively easy to link the site to the campus via driveways and non-motorized pathways. The same holds true for the YMCA. The “Y” offers nearby residents a variety of physical fitness facilities further enhancing the attractiveness of the site for apartments. Facilities include a gym, indoor pool, and exercise rooms.
- Proximity to state cross-country hiking/ski trails. The site is within virtual walking distance of the system of public cross-country hiking and ski trails located between the vocational school and Timber Ridge Subdivision. Several hundred acres of school and state land are available for recreational use.
- Secure setting. The site offers a secure/safe setting tucked between US-131, the Baker College campus, and the rural residential area to the east.

Residential Condominiums - Residential condominiums are considered suitable for this site based on the attraction factors identified for apartments. Use of the site for condominiums may require extra design attention pursuant to US-131 noise buffering, the provision of site enhancements (i.e. additional landscape, site amenities, etc.), and design controls to ensure compatibility with the nearby office development.

Continuum of Care Housing - An aging population creates a potential demand for continuum of care housing blending independent living facilities near dependent care housing. Typically, such arrangements are generally best designed such that independent housing is physically and visually separated or obscured from housing occupied by residents requiring dependent medical care. A continuum of care living environment allows residents to move from an independent living arrangement to one in which care is provided when independent living is no longer possible due to aging and medical issues. However, the close physical proximity of the two housing types means that relocation from one housing arrangement to another does not overtly diminish the opportunity for friends, acquaintances, and spouses able to maintain independent residency to continue high levels of interaction with their dependent associates.

A secondary and potentially promising benefit of placing a continuum of care development on this site is the opportunity for the developer/owner/manager of the operation to closely interact with, and utilize the services of the faculty and students of the Baker College Health Sciences Programs. Students specializing in medical and health care technologies could be given the opportunity to train in “real life” settings. The continuum of care operation benefits through the availability these students and the college’s health care faculty and educational resources.

Baker College Expansion – An additional opportunity for a northern portion of the site is the accommodation of Baker College facilities. The site directly abuts Baker College on the north and represents a logical campus expansion area.

West of US-131 - The property west of US-131 occupies roughly 127 acres, not including the 7-acre parcel occupied by the Boersma farm dwelling. Unlike the site to the east of US-131, access to this site is via local streets only and an established residential area and public school lie west and southwest of the site. These factors markedly limit development potential for non-residential uses.

The site is bounded by US-131 on the east, residential dwellings and undeveloped residential tracts on the south and southwest and generally undeveloped land to the immediate west and north. As noted, the site links to the surrounding area by several local streets, most of which are undeveloped at this time. The nearest major street, M-55, lies south of the site separated a distance of approximately 1,300 feet by other privately owned parcels. The isolation of this site pursuant to direct vehicular access limits many forms of commercial development whereas residential development is generally less constrained by this restriction.

Without benefit of a current market analysis and engineering feasibility report specifically oriented to this location, it is my opinion the site is best suited for a mix of residential uses. In all cases site development will depend on the availability of utilities, zoning, and

improved access to M-55 access. Similar to the location east of US-131, this report assumes the site will be served by municipal utilities. Potential uses are identified as follows.

Single-Family Residential - A relatively high concentration of residential development and the McKinley Elementary Public School are found southwest and west of the site. The presence and character of these uses will strongly influence future development opportunities on the southwest portion of the Boersma site, most likely limiting those opportunities to residential consistent with the nearby uses. Based on a cursory analysis it appears that roughly the western one-half of the site is conducive to single-family development based on surrounding uses, site access constraints, current zoning, limited potential for rezoning to a non-residential category, and related factors.

Other Development Opportunities - Development of any portion of the site for high-density residential use and non-residential purposes will largely depend on improved site access. The most appropriate location for access enhancements appears to be via one of the local streets connecting the site directly to M-55, such as (undeveloped) Francis Street. Francis Street is located roughly 300 feet west of Crosby Road and 900 feet west of the US-131/M-55 Interchange. The development of this access route requires not only the cooperation of the city, but also, other landowners with property abutting Francis Street and possibly the Michigan Department of Transportation (MDOT). MDOT owns the M-55 frontage between the Francis Street and Crosby Road rights-of-way.

With improved access off M-55 the range of site development opportunities for the eastern portion of the site potentially increases. In addition to single-family residential, possible uses include:

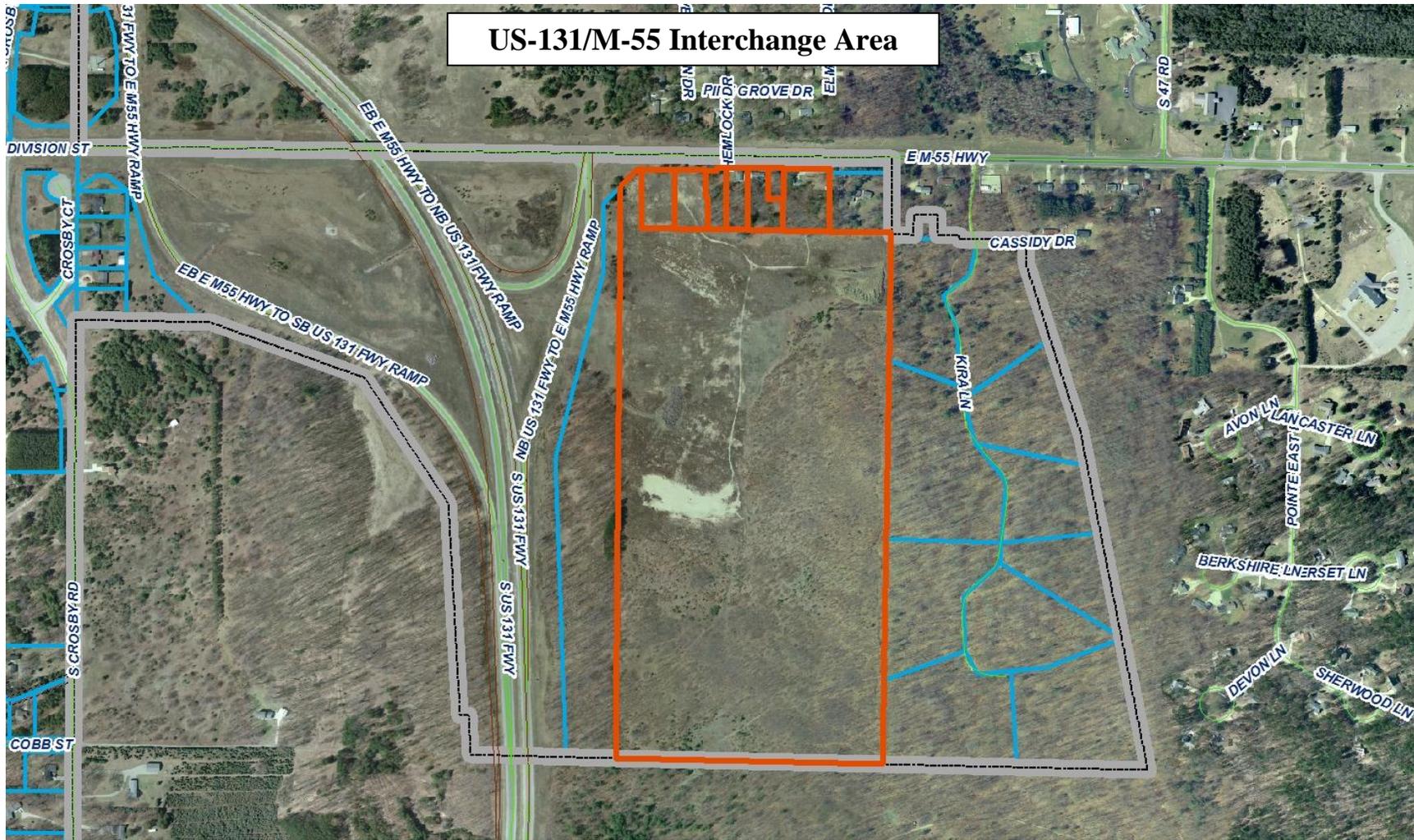
- Apartments
- Elder care housing
- Residential condominiums
- Religious facilities/churches
- Office development if planned and designed in conjunction with the private parcels located south of the Boersma site, near Crosby Road (i.e. such as the parcels located along Francis Street)

Regardless of the type of development called for in either of the above sectors it is highly recommended the property be planned and designed in an integrated (Planned Unit Development) fashion to help assure that the internal system of building sites, streets and driveways, building placements, parking lots, pedestrian walks, landscaping, signage, street lighting, utilities, surface water management, and other site elements are fully coordinated to achieve maximum site quality and return on investment. The piecemeal development of the site void of integrated design controls could easily result in the inefficient use of land, less than desirable quality of development, and a lower capital return.

US-131/M-55 Interchange Area (East)

The US-131/M-55 interchange is located near the city's eastern boundary, approximately 1.5 miles east of Cadillac's core downtown and Mitchell Street (US-131BR). US-131 is a major limited access highway linking communities located in the southern portion of the state such as Grand Rapids and Kalamazoo with Cadillac. M-55 is a regional arterial connecting with US-131. M-55 provides direct access to Cadillac, the nearby communities of McBain and Lake City to the east, and other regional municipalities. Recently, a combined land area of approximately 241 acres was annexed into the city. A majority of this area, approximately 231 acres, lies directly east of the interchange right-of-way and for purposes of the plan is referred to as the interchange area. The annexation effectively extended the city's eastern boundary and provided Cadillac with a direct freeway connection. Regionally, this is the only freeway interchange located in the city.

As noted, the interchange area is bordered by the US-131 freeway on the west and the M-55 state trunkline on the north. Undeveloped properties are located to the east and south. These properties are located in Clam Lake Township and are zoned Forest-Recreational (FR Zone District). Zoning in the township is regulated and administered by Wexford County. Prior to the annexation, the interchange area was also zoned FR. The interchange area is now zoned One-Family Residential (R-1) under the provisions of the Cadillac Zoning Ordinance. Designation as an R-1 classification was initiated by the city in order to fulfill the requirements of the ordinance to immediately zone newly annexed areas and to serve as a temporary holding zone allowing the city time to analyze and program the area's planned future development and zoning. Pursuant to the county ordinance, the FR zone district provides for the following permitted, conditional, and special land uses:



**Identified Land Uses
Forest-Recreational Zone District
Wexford County Zoning Ordinance**

Use Types		
Permitted	Conditional	Special
Single Family Dwellings	Mini Cabins	Campgrounds and Cabin Resorts
Hobby Farms	Cottages	Churches
Tree Farms	Gasoline Stations	Saw Mills/Forest Industries
Public Parks and Playgrounds	Convenience Stores	Outdoor Recreation Facilities
Accessory Structures	Additional Dwelling Unit per Parcel	Private Landing Strips
		Two-Family Dwellings
		Publically Owned Buildings
		Riding and/or Boarding Stables
		Green Houses and Nurseries
		Motels and Lodging
		Restaurants
		Home Occupations
		Home Professional Offices
		Group Day Care
		Launching Facilities and Boat Livery
		Retail Stores Selling New Merchandise
		Pet Boarding Kennel
		Mining, Processing, Stockpiling and Removal of Gravel, Sand, Earth, and other Mineral Resources
Source: Wexford County Zoning Ordinance #5.		

As indicated above, the depth of uses permitted by the county zoning ordinance in the FR district is extensive and includes a wide range of residential, commercial, and industrial uses. The range of uses identified and permitted in the FR district was a consideration in the analysis of identifying future land use recommendations for the interchange area.

The westerly two-thirds of the interchange area are largely open, slightly rolling to relatively flat, and highly visible from the freeway and M-55. The easterly portion is partially wooded and also visible from surrounding off-site locations. Although currently void of utilities, the interchange area will soon have access to the city's municipal water and sanitary sewer services as the result of utility extensions presently underway. Site access is gained from M-55. The interchange area possesses roughly 1,900 feet of frontage along M-55 allowing sufficient opportunity for access. The M-55 highway is controlled by the Michigan Department of Transportation (MDOT). Accordingly, the location and design of access points and associated traffic control measures required for the site's future development must be accomplished following MDOT standards and oversight, but access points should be minimized to the greatest extent possible.

The site's geographic setting, proximity and buffering by two major highways; the relatively large size and physical character of the interchange area; and, the availability of municipal infrastructure and services offers the city a unique setting sufficient to support a wide range of uses consistent with local and regional demands. The interchange area affords the city a location that can be responsive to the siting needs of a variety of commercial enterprises as well as other harmonious uses such as residential and offices in a mixed-use setting. The opportunity to live, work, and shop in the same area will play a major role in the desire for people to be there. A healthy balance of uses is also important to ensure the long-term viability of the area as markets and consumer demands change over time. There are no other undeveloped sectors in the city comparable to the interchange area.

The land uses proposed for the interchange area fall into three categories. They are residential, office, and commercial. They are generally described as follows.

Residential - As noted in the Housing Section of the plan, it has been conservatively estimated that over the ensuing five years Wexford County has a potential market need of 1,015 renter-occupied units (203 units annually). Aging population and recent developments have also demonstrated a rising demand for senior housing and assisted living facilities. The easterly portion of the interchange area offers the opportunity to position a variety of residential uses, whether singularly or in grouped fashion. Among these include attached condominiums, medium to high density multiple-family residential townhouses and apartments, senior housing, assisted care housing, and continuum of care facilities. In addition to meeting identified housing needs, the residential development of the eastern portion of the site offers the benefit of serving as a transitional land use buffer or zone separating the property zoned Forest-Recreational in Clam Lake Township to the east from other planned office or commercial development to the west .

Office - The improvement of the interchange area for office uses is, to a certain extent, subordinate to that of the planned residential and commercial uses. Nevertheless, certain locations within the interchange area are considered suitable and appropriate for office development and compatible with the area's overall planned character. For example, healthcare office uses may occur in conjunction

with certain forms of planned residential housing such as assisted care housing or continuum of care facilities. Offices may also be positioned to function as buffers between residential and planned commercial uses. Office uses may occupy select locations within the interchange area considered less suitable for residential uses and still provide a useful buffer from commercial uses.

Commercial Development - Based on the freeway setting and surrounding development, appropriately located and planned commercial uses are those which largely function relatively independent of intensive pedestrian traffic and proximity of other businesses, such as is common to traditional downtown retail positions. It is envisioned the location will provide for establishments offering retail commercial, amusement and transient residential uses which are appropriate to thoroughfare locations and highly dependent upon major highway travel. It is projected the area's development will serve persons coming from large trading areas by automobile, as well as residents and guests of the greater Cadillac and Wexford County regional areas. The uses planned for this area are those that commonly avoid small shopping centers and/or core downtowns as preferred locational settings. It is anticipated that realization of the planned uses will improve the range, availability and accessibility of consumer goods and services to the city and the greater Cadillac area by supporting the location and scaling of commercial development to meet the needs of the city and its regional market area. Further, it is anticipated the development will reinforce the city's identity, expand employment opportunities thereby increasing spendable income within the region, and synergize the potential for additional development in other community and county locations.

Planned commercial uses include major retail operations, megastores, lodging and resort facilities, restaurants, and regional entertainment facilities. Automotive service centers designed to function as automobile and recreational vehicle fueling stations, convenience goods centers, and rest areas will be permitted in controlled settings. Stations catering to large commercial vehicles, such as the fueling and servicing of semi-tractor trailers, are not considered conducive to the site. Similarly, industrial uses, industrial parks, storage facilities, and commercial uses characterized as possessing industrial components are not considered appropriate for the interchange area.

Planning, Design, and Development - The future planning, design and development of the interchange area shall incorporate best development practices and shall be designed and operated to:

- 1) Complement the design principles and standards reflected in this Plan and the Cadillac Zoning Ordinance.
- 2) Maintain a high standard of scenic and visual qualities with due regard to impacts on neighboring properties and motorists traveling the abutting US-131 freeway and M-55 highway.
- 3) Discourage the establishment of uses deemed more appropriate to the city's core downtown.
- 4) Encourage the overall design and development of the area in a cohesive, planned unit development fashion taking into account access management controls and vehicular circulation, pedestrian and non-vehicular traffic amenities, public spaces, parking,

signage, outdoor lighting, landscaping and screening, loading/unloading areas, utilities and public services, energy efficiency, open space conservation; and the like.

- 5) Ensure that all open areas of any lot not used for parking, driveways or permitted storage shall be landscaped with an attractive mix of trees, shrubs, berms, flowers, natural mulch, planted ground cover, and other landscaping elements.
- 6) Function in an environmentally sensitive manner with due regard for the management and protection of surface water and the containment of noise, odor, and light pollution.
- 7) Improve pedestrian connectivity by providing a circulation system that is conducive to pedestrian and bicycle travel throughout areas designed for residential purposes as well as provisions for convenient and safe non-motorized movement from residential areas to the office and commercial sectors of the interchange area.
- 8) Mitigate views of large off-street parking lots from M-55 through filtering/screening with appropriate landscaping.
- 9) Coordinate the design of buildings and their sites to create a cohesively planned and visually attractive development.
- 10) Serve as a gateway enhancement feature for entry into the city of Cadillac. The easternmost boundary of the interchange area marks entry into the city when traveling in a westerly manner on M-55. As such, the easternmost sector of the interchange area, near the M-55 highway, shall be planned, designed and maintained with appropriate landscaping and/or architectural features such that entry into the city results in a visually attractive appearance.

The US-131/M-55 interchange area represents a unique opportunity which comes rarely in a mature, highly developed, municipality such as Cadillac. In addition to representing a relatively large land area, the interchange adds a transportation asset which, as previously noted, encourages a range of development opportunities. Development in this area will contribute to community strength and identity while also adding an important property tax base, retail sales tax and new employment to the greater Cadillac community. Given the size of the area, it is acknowledged that full development may take 5 to 10 years, and therefore planning, strategy and patience will be an important priority. Other important priorities will be the utilization of the zoning ordinance to implement this plan by ensuring the use of available modern zoning techniques, such as the planned unit development, to deal with the interplay of mixed uses both on and off site. Considering the large land area and the planned mixed uses available, it is anticipated that the city will require a comprehensive planned unit development under its zoning ordinance to ensure not only the proper balance between uses but also to ensure that such uses are appropriately located on the site to minimize, to the greatest degree, possible negative impacts on surrounding areas and the cohesive and complementary interaction between uses on the site. Even more specific, the implementation of this plan must consider reasonably appropriate natural screening and buffering mechanisms, including land balancing techniques and berming opportunities and well designed landscaping, to protect and preserve existing residential uses north of M-55 and east of the site. Further, signage and lighting should be designed to be reasonably appropriate, but minimally intrusive, to achieve the same function. This plan expressly recognizes that no specific uses have yet been approved for the site and that any planned development implemented under the city zoning ordinance will require additional public hearings and review of specific plans for development by

the planning commission and, as applicable, the city council. The goal in implementing this plan is to obtain a thorough and complete understanding of the planned uses and possible impacts on adjacent uses and other planned uses on the site as well as appropriate and reasonable mitigation tools to minimize the possibility of any adverse effects on the community as a whole.

Industrial Development

The plan supports the continued growth of Cadillac’s diversified industrial base with the location of new facilities focused within the city’s industrial parks. In addition to fostering the retention of existing industries, the plan encourages the city to actively market itself for new industrial businesses. In doing so, the city should investigate opportunities for introducing new business development attraction packages offering incentives to prospective manufacturers and others. Such incentives might include reductions in land acquisition costs, help in securing state and federal grants and loans oriented to the growth and development of industries and associated job creation, brownfield redevelopment assistance, and property tax abatements as available.

The plan calls for two industrial districts. These are the Light Industrial and General Industrial districts. Both provide for a broad range of manufacturing and processing. They are currently provided for in the Cadillac Zoning Ordinance under the LI and GI designations. Uses provided for by the General Industrial category include heavy manufacturing, processing, and other types of general industries likely to generate off-site impacts such as noise, vibration, odors, and light. Light industrial uses may exhibit similar impacts however they are confined on site.

Industrial Development Objectives

Orient the location of new industrial development to the city’s industrial parks.
Support and market the continued diversification of the area’s industrial base. In doing so, evaluate the industrial development recommendations of the Economic Development Program for Cadillac & Wexford County (The Chesapeake Group, 2012) and those of the Cadillac Regional Innovation Center Incubation Study (Center for Business Acceleration and Incubation Studies, University of Michigan, 2013) for possible implementation.
Historic development patterns resulted in the establishment of industrial uses within close proximity to the city’s central business district and certain residential. These are found on Haynes Street, west of the Lake and Haynes Streets intersection. The industries serve as viable components of the city’s business base by providing employment and tax revenue. Generally, their placement has not resulted in significant impacts to the sustainability of area development. As such, the plan recognizes the importance of these industries and promotes the retention of land use and zoning policies to support their sustainability. However, the plan recognizes a need for these industries to maintain their operations in a manner that promotes the well-being of the neighborhood in which they are located and the city as a whole. As such, the industrial sites should maintain quality site landscaping, appropriate shielding of equipment and on-site storage facilities, and other design features that enhance their compatibility with surrounding homes and the nearby campus of the Cadillac Area Public Schools.
Provide (wire) the three industrial parks with systems capable of meeting existing and future communication needs.

Industrial development should not have an undue negative effect on adjacent land uses. Parking, loading, and other activity areas should be properly screened and located so as to not create a nuisance or hazard to adjacent development.

Wexford County Airport

The plan recognizes the large geographic area encompassed by the Wexford County Airport and the unique needs of airport operations.

Airport Development Objectives

Investigate opportunities for developing a portion of the airport site for an airport business park.

Recreation/Parks and Open Space

This plan shall incorporate by reference the City and Cadillac Area Public Schools Community Recreation Plan. The objectives and recommendations of that plan shall serve as the basis for recreational development within the city.

Parks and Open Space Objectives

In collaboration with the Lake Mitchell Improvement Board conduct a long-range management plan for Lakes Cadillac and Mitchell to address invasive species management, shoreline development and protection, water quality, and related environmental and lake and shoreline factors.

Develop a long-term funding program for the management of invasive species.

Investigate opportunities for returning portions of the Lake Cadillac shoreline to a natural environment.

Implement a “No Smoking” policy for park areas receiving high pedestrian use.

Public Services

The provision of public services is critical to the life of a city. The plan identifies the following objectives reflecting issues and needs of immediate concern. The plan also recognizes the range of public service improvements identified in the plan’s companion instruments identified in the introductory section.

Public Services Objectives

Develop a new well field to supplement the recently constructed Crosby Road well field site.
Adopt and implement a Complete Streets policy.
Identify and examine opportunities for increasing the utilization of the Cadillac/Wexford Public Transit system by the general public, area employers, local businesses, and area agencies.
The supplying of the city's municipal water and sanitary sewer services to non-city locations is supported provided the delivery of such services is based on the city having adequate capacity and appropriate systems to do so and further provided the supplying of these services is based on arrangements and terms acceptable to the city.

PLAN IMPLEMENTATION

The Master Plan represents a vision for the future of Cadillac – a vision to preserve and enhance the best characteristics of the city while making the most of opportunities that come with new development. The plan is also a guide to assist decision-makers and stakeholders in making choices that are consistent with the plan’s overall vision. The plan provides goals and objectives that should be considered in decision-making. Successful implementation of the plan will be the result of actions taken by elected and appointed officials, city staff, public sector agencies, and private citizens and organizations.

For the plan to represent more than an academic exercise, steps must be taken to implement it. The plan is not an end in itself, but rather a framework for future action. Validation of the plan requires more than just its adoption. True affirmation of the plan is achieved through its active use for development and redevelopment efforts, capital improvement programming, solicitation of funding for projects identified by the plan, amendments to the zoning ordinance, and other activities associated with the city’s future growth and enhancement.

Planning is a continuous process that does not end with the completion of the plan. Conditions in the city are subject to ongoing change. Planning represents a process of identifying and responding to that change. The plan should be reviewed annually and, as needed, updated at five year intervals. This will assure that the plan remains current and responsive to conditions in the community.

From time to time there may be requests by property owners and others to amend the plan. Relative to such amendments, one of the common appeals is that of applying for a change in the future land use classification afforded a specific property or area. Amendments to the plan, if made, should be based on findings that demonstrate proposed changes are warranted. Collectively, the following questions may serve as a guide to evaluate and determine if adjustments to the plan are reasonable.

- 1) Does the proposed classification or change meet the qualifications noted in the appropriate section of the Master Plan?
- 2) Is the proposed change compatible with the neighborhood and vicinity of the property under consideration?
- 3) Have any conditions occurred in the area since the plan was adopted which might justify a change?
- 4) Will there be potential community and environmental impacts that must be considered such as increased traffic, possible drainage issues, excessive noise, light pollution, or other impacts? If so, how will the impacts be resolved?
- 5) Will the change result in a need for additional public services or improvements?
- 6) What impacts will the change have on the public health, safety, and welfare?

As detailed in the Introduction Section, the plan is supported by a series of complementary instruments which, by reference, are included as components or companion instruments of the plan. While all are essential to the success of the Master Plan, the Cadillac Zoning Ordinance and Cadillac Capital Improvements Plan are explicitly key to the plan's long-term success.

Cadillac Zoning Ordinance - The Michigan Zoning Enabling Act, Act 110 of the Michigan Public Acts of 2006 provides that zoning shall be based on a plan. As noted earlier, a master plan provides the basis for the range and spatial location of land uses and their associated zone districts. The zoning ordinance, in turn, serves as a plan's primary implementation tool. The zoning ordinance includes an official map. The map is used to identify zone district classifications and the spatial arrangement of the districts. It may also provide detail on streets, alleys, walkways, waterways and public areas of the city. The principles on which zoning is based include the need to:

- Balance the interests of the public with the rights of individual landowners;
- Help the city achieve its long-term vision;
- Protect the environment;
- Ensure development is adequately served by public facilities;
- Achieve the quality of life desired by residents;
- Provide fair and consistent review of development needs; and,
- Protect the public health, safety and welfare.

Since the plan predetermines land use, zoning decisions should be consistent with its provisions. This is not to conclude that all requests for changes to the zoning ordinance consistent with the plan should be automatically approved. However, if the preconditions of the plan are met and the standards of the ordinance complied with, such approvals should normally be ratified.

Cadillac Capital Improvements Program - The Capital Improvement Program (CIP) is a schedule of short and long range capital projects that have been earmarked for funding by the city council. Many of the development activities provided for in the Master Plan are commonly found in the CIP. The CIP includes the identification of projects; project descriptions; implementation timetables; project costs; funding sources; and, the parties responsible for undertaking projects. Historically, capital improvements planning and programming within the city has been based on the collective effort of the different city departments, commissions, and boards working in concert with the city manager and the city council. This cooperative and collaborative process has generally functioned well and should be continued pursuant to matters associated with implementation of the plan.

Supplementary Implementation Actions

The plan identifies a number of plan objectives for the various land use districts. In most instances the objectives reflect implementation actions that should be addressed to achieve the vision desired by the plan. In addition to those objectives, completion of the following tasks is also recommended pursuant to plan implementation:

Zoning and Subdivision Ordinances

- a) Review and update the Cadillac Zoning Ordinance based on the plan.
- b) Prepare and implement planned development site design standards for the Crosby Road and Interchange mixed-use development site or upgrade existing standards to meet the needs of the city pursuant to the future development of these sites.
- c) Review the Subdivision Control Ordinance for possible updating.
- d) Revise the format of the zoning ordinance for consistency and ease of use.
- e) Examine the benefits of creating a Healthcare Campus District for the Cadillac campus of Munson Hospital in which the unique needs of the hospital are recognized and regulated accordingly. It is envisioned a Healthcare District would include the hospital campus, surrounding medical offices and facilities, and would incorporate zoning standards conducive to the specific needs of the health care campus.

Economic Development

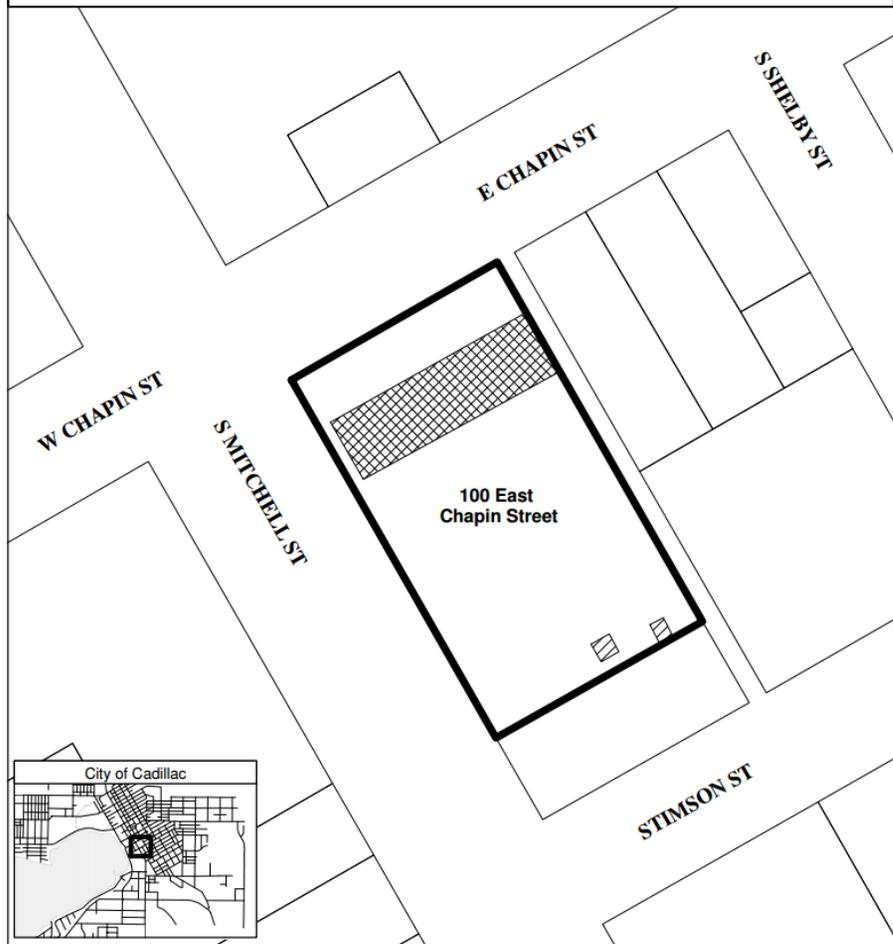
- a) Establish and maintain business attraction and retention programs.
- b) Create and maintain a city website featuring Cadillac's industrial development and to market its industrial parks.
- c) Develop an industrial incubator and training/technical center for business start-ups.

Historic Preservation

- a) Recognize and support the city's two historic districts (Courthouse Hill and Cobbs and Mitchell Building) as presented in the final report of the Courthouse Hill Historic District Study Committee. Recognize the standards in the City Code of Ordinances (Historical Districts). Evaluate potential for achieving preservation goals for these districts (see district maps on the following two pages).
- b) Create a historic preservation plan that will identify, preserve, and market community historic resources.
- c) Evaluate future community development projects for their potential to support or implement the goals or policies of either existing historic district plans or future historic preservation plan and implement such projects as possible and appropriate in support of such districts or plan.

- d) Obtain Cadillac's accreditation as a Certified Local Government.
- e) Pursuit grants in support of implementing historic preservation projects as identified in any future adopted historic preservation plan for the city.

Cobbs and Mitchell Building Historic District



Legend

- Parcel/Lot Lines
- Historic District Boundary
- Contributing Structure
- Noncontributing Structure

Cobbs and Mitchell Building Historic District

City of Cadillac
Wexford County



0 50 100 Feet

September 2010

Environment

- a) Require LEED Certification for new or renovated municipal buildings.
- b) Promote LEED Certification for new or renovated commercial buildings.
- c) Reformat the Lake Cadillac Invasive Species Management Committee to include new members and implement regularly scheduled semi-annual or quarterly meetings.
- d) Develop a long-term funding program for the Lake Cadillac Invasive Species Management Program.
- e) Coordinate Lake Cadillac environmental management efforts with those of the Lake Mitchell Lake Improvement Board.

Intergovernmental Teamwork

For the Cadillac regional area, meaningful long-range planning and development are best realized through the participatory efforts and teamwork of the city, neighboring townships, and the county. Accordingly, the plan recommends the city and its neighbors collectively and cooperatively participate in efforts to advance the area's quality of life through the formation and execution of sustainable programs designed to advance the greater Cadillac community as a whole. Areas of potential collaboration include, but are not necessarily limited to, economic development, recreation, water and sanitary sewer services, revitalization of the Cadillac West Resort area.

On August 18, 2015, at a duly noticed rescheduled regular meeting the Planning Commission adopted a resolution approving the Master Plan carried by the affirmative votes of not less than 2/3 of the members of the Planning Commission.



John Putvin, Chairman

On September 8, 2015, at a duly noticed meeting, the City Council of the City of Cadillac adopted a resolution approving the Master Plan.



Sandra Wasson, City Clerk