

CITY OF CADILLAC MASTER PLAN

ADOPTED XX, XX, 2026

A SPECIAL THANKS TO:

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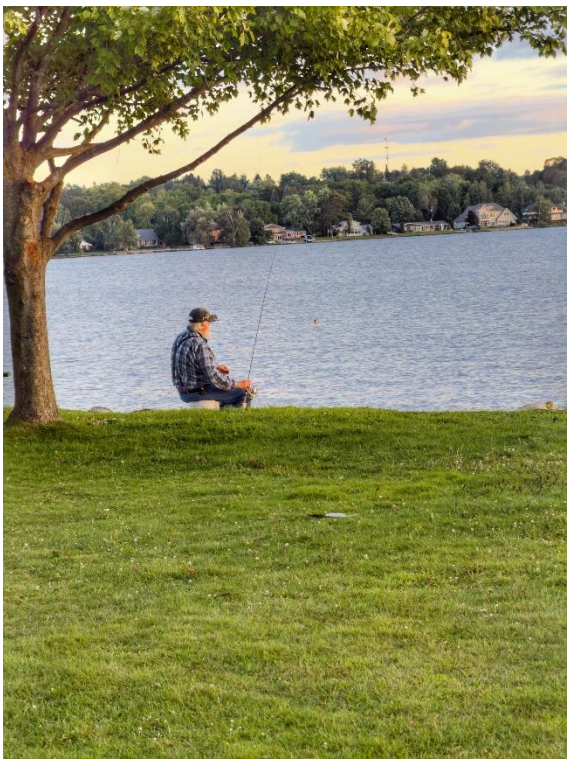
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INTRODUCTION

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 10,445 residents based on the 2020 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. The City is currently updating the ordinance, with completion expected in 2027.

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.

CADILLAC WEST CORRIDOR IMPROVEMENT AUTHORITY PLAN – The Cadillac West Corridor Improvement Authority (CIA) formally established in 2021 after an immense community support in 2018 to revitalize the areas. The CIA created a Tax Increment Financing and Development Plan which was approved by City Council in 2025. The Plan details vision and goals for the revitalization and growth of the Cadillac West Corridor along M-115 and M-55. The CIA meets monthly at City Hall and is actively working on their goals to update zoning, creating a branding package, beatification and supporting events in the area. There are plans to expand the district to the full area originally planned in 2018 and seek funding sources to create shared spaces for the community.

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 – Every five years, the City and Cadillac Area Public Schools (CAPS) team up to create a joint Recreation Plan that serves as a roadmap for local recreation. This collaborative effort ensures we stay in tune with evolving community needs and helps us strategically plan for new or enhanced recreational spaces and programs. The plan outlines the exact locations and features of all existing facilities, highlights what the community wants



based on public input and the latest state and national standards and sets priorities for future investments in recreation. This approach keeps our recreation offerings fresh, relevant, and responsive to everyone who calls Cadillac home. The 2026 update reflects a renewed commitment to accessibility, equity, and innovation in recreation. Through extensive surveys, focus groups, and public workshops, we've gathered input from residents of all ages and backgrounds to make sure our future investments address real needs and emerging interests. The plan also examines trends in recreation, such as the growing demand for multi-use trails, outdoor fitness amenities, and inclusive playgrounds, so we can adapt and expand our facilities accordingly. By coordinating closely with CAPS, we maximize resources, avoid duplication, and ensure that both city and school properties benefit the entire community. The Recreation Plan not only guides capital improvements but also shapes programming—supporting everything from after-school activities and summer camps to adult fitness and wellness events. Our goal is to create a vibrant, healthy, and connected community where quality recreation is accessible to all.

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.

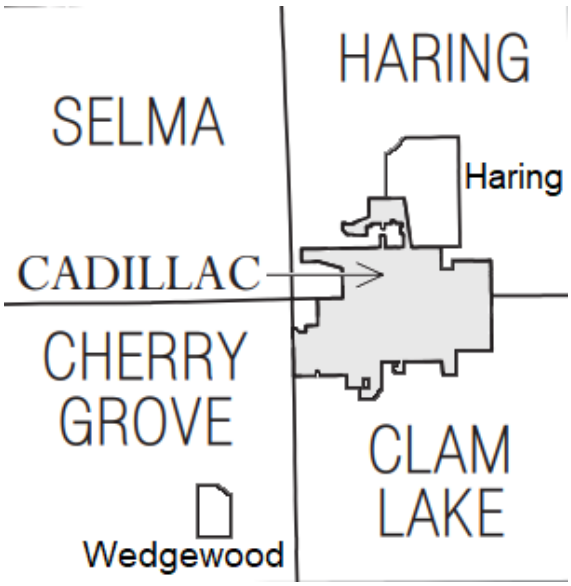
The above plans and programs are essential to the well-being of the city and the implementation of the master plan. Accordingly, they are included by reference to the master plan and shall be considered complementary instruments to the plan. In doing so, it is recognized that the above plans and programs may require periodic updating and/or amending to reflect changing conditions, funding patterns and citizen priorities. 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.

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 JOINT PLANNING COMMISSION MASTER PLAN - The Wexford Joint Planning Commission Master Plan serves as a long range guide to the future growth and development for eleven townships in Wexford County. In 2017, Cherry Grove Township and Selma Township joined the Wexford Joint Planning Commission and are now under the Planning Commission's Master Plan of 2023. This new Master Plan emphasizes the two townships being "bedroom communities" to Cadillac, having rural

areas of national forest, the sharing of Lake Mitchell, and having major areas of wetlands.

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 VISION

Input gathered through the community engagement activities conducted for this Master Plan update identified three complementary principles that should guide the City's goals, policies, and recommendations:

PRESERVE – Protect Cadillac's small-town character, established neighborhoods, lakes and natural resources, parks and trails, historic downtown, historic buildings, local businesses, and distinct community identity.

IMPROVE – Enhance housing availability and affordability, streets and sidewalks, pedestrian safety, public infrastructure, drainage and flood management, property maintenance, water quality, and communication between the City and its residents.

GROW – Expand housing choices, support businesses and employers, create quality jobs, encourage restaurants, retail, and entertainment, promote redevelopment, and provide more opportunities for families, younger residents, and older adults.

This community-informed framework recognizes that preservation and growth are not competing priorities. Through thoughtful planning and responsible development, Cadillac can accommodate new housing and economic activity while protecting the neighborhoods, natural resources, and community character that residents value.

Community input gathered through the Master Plan engagement process shows broad support for a meaningful update to Cadillac's Master Plan. Survey respondents rated the importance of updating the plan at an average of 4.03 out of 5. By comparison, familiarity with the existing plan averaged 2.47 out of 5. These findings reflect strong public interest in the planning process, along with a need to better explain how the Master Plan guides development, infrastructure improvements, and public investment.

Housing emerged as the community's highest-ranked priority, selected by 58.63% of respondents. In addition, 68.35% reported that Cadillac does not have enough housing to meet current and future needs. Downtown and corridor revitalization was identified as a top-three priority by 47.79% of respondents, while 32.93% selected public safety and emergency services.

Community members also expressed strong support for attracting new businesses and employers, assigning this goal an average importance rating of 4.30 out of 5. Restaurants, retail establishments, entertainment businesses, and manufacturing employers were among the types of businesses most frequently requested.

The input received through the Master Plan community engagement activities helped shape the priorities of this plan update. Based on these findings, the revised Master Plan emphasizes housing, redevelopment, economic opportunity, infrastructure, transportation safety, natural-resource protection, and clear, accountable implementation.

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 2020 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 southeastern 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 within the city limits 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 recent years, the City of Cadillac has continued to address the persistent issue of Eurasian watermilfoil in Lake Cadillac through a comprehensive management program. Since 2006, the city has implemented a combination of biological and chemical treatments aimed at controlling the spread of this invasive aquatic plant. These efforts have been supported by local funding and have significantly reduced the presence of milfoil, maintaining the lake's recreational value and ecological balance. Despite ongoing treatments, the city remains vigilant, regularly



evaluating and updating management strategies in response to new infestations and changing lake conditions. Zebra mussels are also present in Lake Cadillac. Although colonies have been identified, no large-scale eradication efforts have been pursued at this time. Like many other Michigan lakes, Lake Cadillac continues to monitor the impact of zebra mussels, which can cause ecological disruption but often reach a population peak before declining naturally (Lake Mitchell Organization). To guide these ongoing efforts, the City of Cadillac retains the services of an aquatic management consultant, ensuring that best practices are followed in protecting and managing the lake's natural resources.

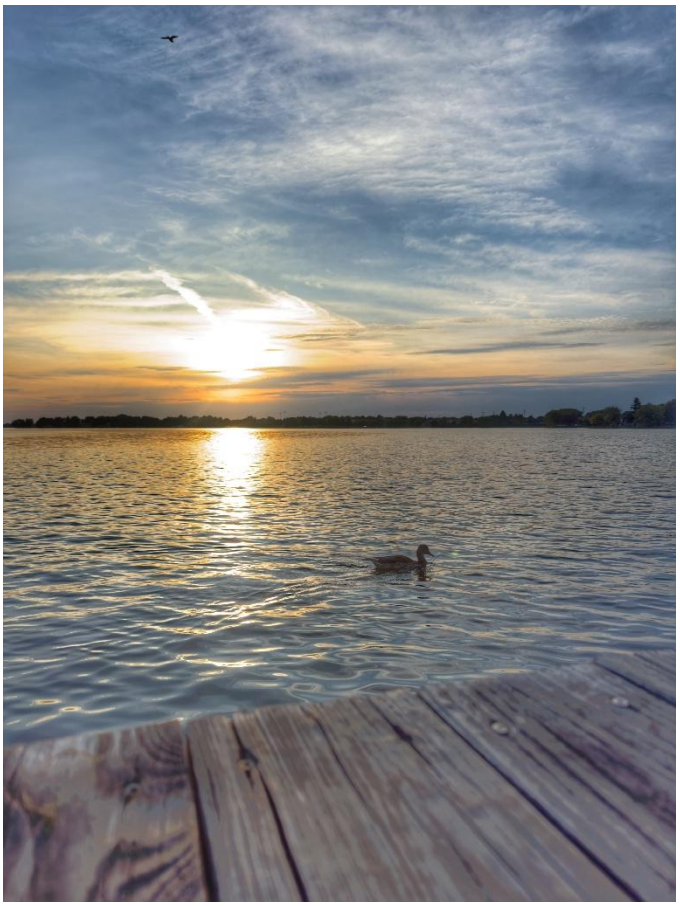
Soils – Although a large majority of the original soils have been modified as the result of urban development, twelve basic soil classifications may be identified. Most of the city's geographic area is comprised of well drained and excessively drained soils conducive to most forms of building activity, 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 course 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 habitats.

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 Assistant Department of Public Works Manager. Annually, the city hosts an Arbor Day celebration incorporating the Cadillac Area Public Schools Elementary Schools in an art and writing competition and award ceremony. The City manages a program whereby property owners may request the management and planting of trees in the (public) tree lawn areas abutting their private sites and nearby streets. The program is fully funded by grants and trees are free to property owners and has been highly effective in increasing the number of trees found throughout the city.



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.

Month	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Year
Average High °F	27	30	40	54	66	75	80	77	69	56	43	31	54
Average Low °F	11	11	18	31	41	51	56	54	46	36	27	17	33
Average Precipitation (Inches)	1.8	1.4	2	2.8	3.2	3.5	3.3	3.7	3.8	3.5	2.8	1.9	34

Source: 2025 US Climate Data

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:

- Cadillac operates a groundwater treatment facility which is cleaning contaminated groundwater located in the Cadillac Industrial Park.
- The city has a hazardous household waste collection program designed to reduce the number of hazardous contaminants entering landfills.
- 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.
- 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.
- 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
- The city administers an invasive species management program for Lake Cadillac. The program largely deals with the annual control of Eurasian watermilfoil.
- The city has a curbside recycling program for its residents. Recyclables are picked up at curbside twice monthly.
- The city regularly generates public informational flyers and/or uses its web and social networking sites to educate the public on environmental issues.
- 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.

- 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.

Land Use	Acreage	Percent of Total Acreage
Residential	1,110	19%
Commercial	173	4%
Industrial	351	7%
Public/Semi-Public	355	6%
Lake Cadillac	1,216	21%
Right-of-Way	1,165	20%
Vacant	1,422	23%
TOTAL	5,792	100%

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.

Since 2004, Cadillac has seen a significant uptick in housing development, especially in the last few years. The early 2000s brought a modest surge with about 200 new units, most of which were rent assisted. In contrast, from 2024 to 2026, the city has made major strides to address ongoing housing needs. The Cadillac Lofts project, for example delivered 92 new rental apartments and commercial space downtown. Another substantial addition is the Lakelynn Apartments project, which broke ground in 2025 and will bring 252 new apartment units across several buildings, focusing on workforce and rent-assisted housing.



These recent projects are a marked departure from the slow, owner-occupied-only growth of the previous decade. The new developments are aimed at a mix of income levels, with a particular emphasis on affordable and workforce housing to address the city's shortage. While some smaller owner-occupied projects and home renovations are still occurring, Cadillac's current housing boom is centered on large, multi-family developments in and around the city core. This represents the most significant period of housing construction in Cadillac in more than 20 years, reflecting both state and local efforts to expand housing options for residents

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 historic downtown situated along Lake Cadillac. While the broader Downtown Development Authority (DDA) boundary encompasses surrounding civic and commercial districts, the core commercial heart is designated as the Main Street Area. Stretching along Mitchell Street from Chapin to Nelson streets, this core corridor serves as the target area for the Michigan Main Street program, highlighting Cadillac's

dense concentration of active ground-floor storefronts, traditional architecture, and high pedestrian activity. Over recent decades, downtown adapted to regional commercial shifts and the redirection of transient traffic following the US-131 bypass. Rather than declining, downtown Cadillac repositioned itself as a regional destination driven by unique local businesses, high impact placemaking, and active public spaces.

Downtown Cadillac Main Street Area Business Mix – 2026

Category	Percent Total Businesses
Office	8%
Retail	23%
Service Business	33%
Eating & Drinking	14%
Hospitality & Entertainment	2%
Civic Uses	11%
Other (Residential, Arts & Culture)	4%
Vacant	5%
Source: Downtown Development Authority	

Today, downtown Cadillac remains exceptionally healthy, supported by key civic and institutional anchors distributed across the broader Downtown Development Authority (DDA) district including City Hall, the Cadillac-Wexford Public Library, Wexford County administrative facilities, the U.S. Post Office, financial institutions, and cultural assets like the historic movie theater. Although the larger DDA boundary accommodates these civic anchors alongside professional offices, utility facilities, and larger-format commercial uses within the surrounding B-3 district, the highest concentration of active, pedestrian-oriented storefronts sits within the core Main Street Area (Mitchell Street between Chapin and Nelson streets).



Within this primary target corridor, traditional ground-floor commercial uses, specifically retail, dining, entertainment, and personal services, occupy over 70 percent of ground-level space. This core commercial district is directly anchored and complemented by the Cadillac Commons, which encompasses the Market Building, the Rotary Performing Arts Pavilion, the White Pine Trailhead, the Plaza, and City Park.

Operating as the city's premier civic gathering space, the Commons seamlessly bridges the commercial streetscape with the Lake Cadillac shoreline, driving year-round foot traffic, supporting public events, and sustaining ground-floor commercial vitality.

Building on this foundation, public momentum and strategic investments are actively driving downtown's multi-use transformation. Residential development is expanding in the core, with over 300 upper-story and adjacent housing units, such as Cadillac Lofts, providing the local population density needed to sustain year-round commercial activity. Initiatives such as the Mitchell Street hanging flower basket program, the Hometown Heroes banner campaign, and public art projects activate public spaces, enhance visual character, and sustain ground-floor commercial vitality. Supporting this physical infrastructure, DDA Tax Increment Financing (TIF) revenue grew 125 percent from FY 2020 to FY 2024, providing leverage for private investment alongside brownfield remediation grants and ongoing streetscape and business support programs.



Looking ahead, as the downtown core solidifies its role as a walkable, mixed-use hub, the extended Mitchell Street corridor is uniquely positioned for incremental, complementary growth. Future planning efforts will focus on modernizing streetscape infrastructure, improving multimodal and non-motorized connections to the downtown core, and encouraging adaptive infill redevelopment that balances traditional commercial operations with higher-density residential transitions.

The city's other primary business sector is focused on the Cadillac West Corridor Improvement Authority, which includes the intersection of M-115 and M-55. This area is home to three unique Michigan State owned sites: the Mitchell State Park Campground and Day Use Park, and the Carl T. Johnson Hunting and Fishing Welcome Center. It also hosts 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. However, just after the turn of the century Cadillac West began to experience modest declines in tourism. 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. Since the economic upset of COVID 19 in 2020, there has been an increase in traffic and hotel stays in Northern Michigan. Cadillac West is affectionately referred to as the "middle of everywhere" conveniently located about an hour's drive to most any destination in northern lower Michigan.



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 7 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 a 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 23 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 2025 Michigan Department of Transportation traffic counts the freeway experiences average daily traffic (ADT) volumes of approximately 13,100 to over 15,000 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 is approximately 17,000 vehicles, making it one of the busiest roadways in the area. The following table compares traffic counts for the area prior to the freeway and for 2025.

24 Hour Average Daily Traffic Counts – Cadillac, MI

Count Location	24 Hour Traffic Count	
	2002 (Pre-131 By-Pass)	2025
Mitchell, south of Granite (M-55)	14,800	9,985
Mitchell, south of Cobb	29,000	13,292
Mitchell, north of Division	29,000	15,316
Mitchell, south of 13th	31,300	17,029
Granite (M-55), west of Mitchell	7,100	3,133
Sunnyside Drive (M-55), east of M-115	5,400	3,149
M-55, west of the city limit	8,600	6,996
M-55, east of the city limit	NA	9,171
M-115, south of Sunnyside Drive (M-55)	8,300	10,002
M-115, north of Sunnyside Drive (M-55)	11,000	12,738
US-131, south of M-115	NA	15,483
US-131, south of M-55	NA	15,662

US-131, north of M-55	NA	13,151
Notes: 24 hour count reflects 2-way movement. Source: Michigan Department of Transportation		

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 2025 ADT was 6,996 vehicles west of the



City and 9,171 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 12,738 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.

Transportation and Mobility - Community input gathered through the engagement activities conducted as part of the current Master Plan update identified several transportation and mobility concerns. Although only 15.26% of respondents selected transportation as one of their three highest priorities for the Master Plan, responses to more detailed questions indicate notable dissatisfaction with existing conditions.

Approximately 33.19% of respondents rated road conditions as poor, while 54.20% rated them as fair. Sidewalk conditions received similar feedback, with 20.68% rating them as poor and 51.48% rating them as fair. Pedestrian safety was rated poor by 23.93% of respondents and fair by 42.31%. Together, these findings indicate that residents see a need to improve the condition, safety, and accessibility of the City's transportation network.

Based on this community input, transportation and mobility should remain an important component of the updated Master Plan. The City should pursue a coordinated multimodal strategy that addresses roadway conditions, sidewalk gaps, bicycle facilities, trails, pedestrian crossings, accessibility, pedestrian safety, and Safe Routes to School.

Transportation investments should strengthen connections among neighborhoods, schools, parks, Downtown, waterfront areas, and commercial corridors. Projects

should be evaluated and prioritized based on safety, existing conditions, accessibility, demonstrated demand, development potential, and their ability to close critical gaps in the transportation network.



Rail Service - Watco, with a regional office located in Owosso, Michigan, operates freight rail service through Cadillac, primarily serving local industries in northwest lower Michigan. The company maintains an office and maintenance yard in the city. The rail corridor is owned by the Michigan Department of Transportation and leased to Watco for freight operations. Cadillac is also located along the proposed route for restored passenger rail service connecting southeast Michigan with Traverse City and communities in between. Planning and feasibility work has identified Cadillac as an important potential station community along the corridor. Ongoing efforts are focused on advancing the project toward federal planning and development programs and determining the infrastructure, governance, and funding needed to establish passenger service. Periodic excursion trains have also operated through Cadillac, providing recreational passenger rail experiences, typically during the summer and fall.

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 the many aviation needs of the community including business aviation, medical transport aviation, military aviation, agricultural aviation, recreational aviation, fire fighting aviation, and flight training. The airport does not serve regularly scheduled commercial passenger services.

The airport maintains a 5,000 foot paved runway and a 2,000 foot turf runway. The paved runway is supported by an RNAV approach at both ends and a Category 3, Instrument Landing System on the west end capable of directing pilots down to 300

feet with ¾ mile visibility. The airport's strategy includes build partnerships in four areas; including aviation, community & economic development, public health & safety and education partnerships in an effort to maximize the value delivered to the community. A newly built Community Center Pavilion was constructed to support these partnerships enabling growth in the amount of value delivered to the members of the community.

Public Transit - The Cadillac/Wexford Transit Authority (CWTA), known as WexExpress, is located on Casa Road in Haring Charter Township north of Cadillac. WexExpress operates a demand response public transit system providing door-to-door service throughout Wexford County, with regional connections to surrounding counties and Traverse City. WexExpress also provides contract transit services for special events and non-emergency medical transportation. Due to its door-to-door service and handicapped equipped vehicles, WexExpress is able to readily assist the transportation needs of residents with physical challenges. At this time operations are weekdays from 5:00 a.m. to 6:00 p.m. and 9:00 a.m. to 12:00 p.m. on Saturday's.

The Indiana Trails regional bus line operates a customer station (bus depot) from the offices of WexExpress. 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 2020 United States Census reported Cadillac's population at 10,445 people and Wexford County's population as a whole is 34,077.

Gender – The following table provides a breakdown of the resident population based on gender.

Gender	City of Cadillac		Wexford County	
	Number	Percent	Number	Percent
Male	5,150	49.3%	17,208	50.5%
Female	5,295	50.7%	16,869	49.5%
Total	10,445	100.0%	34,077	100.0%
Source: U.S. Census – 2020-2024				

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.

Age (Lifestyle Phase)	City of Cadillac		Wexford County	
	Number	% Population	Number	% Population
Under 5 years (Pre-School)	567	5.4%	1,840	5.4%
5 to 14 years (Elem./Junior High)	1,306	12.5%	4,363	12.8%
15 to 19 years (High School)	594	5.7%	2,045	6%
20 to 24 years (Post H.S./College)	590	5.6%	1,669	4.9%
25 to 44 years (Family/Child Rearing Years)	2,830	27.1%	8,247	24.2%
45 to 64 years (Empty Nester)	2,351	22.5%	8,858	26%
65 years + (Retirement)	2,207	21.2%	7,055	20.7%
Total Population	10,445	100%	34,077	100%
Source: U.S. Census – 2020-2024				

Population Distribution by Ethnicity/Race – The following table offers a breakdown by ethnicity or race. Residents within both geographic units are predominately White (91.7% and 95.2% respectively).

Ethnicity/Race	City of Cadillac		Wexford County	
	Number	Percent	Number	Percent
White	9,575	91.7%	31,356	92%
Black or African American	299	2.9%	402	1.2%
American Indian and Alaska Native	10	0.1%	87	0.3%
Asian	91	0.9%	218	0.6%
Native Hawaiian/Other Pacific Islander	0	0%	4	0.1%
Hispanic and Latino	194	1.9%	923	2.6%
Two or More Races	276	2.5%	1087	3.2%
TOTALS	10,445	100%	34,077	100%
Source: U.S. Census – 2020-2024				

Public School Enrollment – The following table provides school enrollments for the Cadillac Area Public Schools for select years over the past several decades. Cadillac Area Public Schools has experienced a gradual decline in enrollment over the past decade. Enrollment decreased from 3,188 students in 2016-2017 to 3,016 students in 2025-2026, representing an overall decline of 172 students, or 5.4% over the 10 years. Most years saw relatively modest decreases of less than one percent, with the exception of a temporary increase during the 2021-2022 school year and a notable decline of 2.75% in 2023-2024. Overall, enrollment has remained relatively stable compared to many districts across Michigan, although the long-term trend continues to reflect slightly declining student populations driven by factors such as lower birth rates, limited regional population growth, and changing demographics. These enrollment trends will continue to influence staffing, facility planning, and long-range financial decisions as the district works to provide high-quality educational opportunities while adapting to a gradually smaller student population.



School Year	Number	Change from Preceding Year
2016-2017	3188	NA
2017-2018	3150	-1.19%
2018-2019	3136	-0.44%
2019-2020	3123	-0.41%
2020-2021	3110	-0.42%
2021-2022	3185	+2.41%
2022-2023	3158	-0.85%
2023-2024	3071	-2.75%
2024-2025	3050	-0.68%
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. As of the 2020 Census, Cadillac had 4,531 households, and Wexford County had 13,696 households. In Cadillac, the average household size is 2.25 people, and in Wexford County, it's 2.45 people. The owner-occupancy rate in Cadillac is about 63.5%, with about 36.5% renter households

Household Type	City of Cadillac		Wexford County	
	Number	% of City HH	Number	% of County HH
Total Households	4,531	100%	13,696	100%
Family Households	2,323	51.3%	8,999	65.7%
Non-Family Households	2,208	48.7%	4,697	34.3%
Householders Living Alone	1,783	39.4%	3,864	28.2%
Male Householders Living Alone	872	19.2%	2,019	14.7%
Female Householders Living Alone	911	20.1%	1,845	13.5%
Source: U.S. Census Bureau, 2020–2024 American Community Survey 5-Year Estimates, DP02.				

Housing Tenure - Cadillac has approximately 4,531 occupied housing units as of 2020. Wexford County has approximately 13,696 occupied housing units as of 2020.

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.

EMPLOYMENT

Cadillac continues to serve as a regional center for employment, commerce, health care, education, government, and other services within Wexford County and the surrounding area. As the County's principal urban and employment center, the City attracts workers from communities throughout the region, resulting in a significant daily inflow of commuters. This regional employment role is also reflected in the concentration of commercial, industrial, institutional, and service-sector activity within the City.

According to the 2020–2024 American Community Survey (ACS) 5-Year Estimates, employment among Cadillac residents is distributed across a diverse range of industries. Manufacturing and educational services, health care, and social assistance represent particularly significant employment sectors, followed by retail trade and arts, entertainment, recreation, accommodation, and food services. The following table provides a breakdown of employment by industry for the civilian employed population 16 years of age and older residing in Cadillac and Wexford County.

Occupational Category	Cadillac	Wexford County
Agriculture/Forestry/Fishing/	49	315
Construction	237	902
Manufacturing	1,148	3,064
Wholesale Trade	69	215

Retail Trade	641	1,833
Transportation/Warehousing/Utilities	281	830
Information	94	215
Finance/Insurance/Real Estate	168	516
Professional/Scientific/Management/Administrative	365	1,031
Education/Healthcare/Social Assistance	1,079	3,107
Arts/Entertainment/Recreation/Lodging/Food Service	419	1,174
Public Administration	207	587
Other	178	530
Source – 2020 U.S. Census		

Economic Development – Input gathered through the Master Plan community engagement process highlighted economic development as a priority for the city. Participants assigned an average importance rating of 4.30 out of 5 to attracting new businesses and employers. Restaurants, retail establishments, entertainment venues, and manufacturing businesses were among the most frequently requested uses.

Based on this community input, the updated Master Plan should strengthen policies related to business retention and recruitment, entrepreneurship, redevelopment, and job creation. These policies should address the needs of existing businesses while creating suitable opportunities for new employers. Strategies may include maintaining an adequate supply of development-ready land, coordinating infrastructure improvements, promoting the redevelopment of underused properties, supporting small-business formation and growth, and aligning workforce-development programs with employer needs.

Economic development efforts should also be coordinated with housing and transportation planning. This approach will help ensure that workers have access to attainable housing and safe, reliable transportation connections to employment centers.

INCOME

The following table provides current income and poverty data for the City of Cadillac and Wexford County. According to the 2020–2024 American Community Survey (ACS) 5-Year Estimates, Cadillac continues to have lower median household and per capita income levels than Wexford County as a whole. The City also has a higher percentage of residents living below the poverty level, at approximately 18.2 percent, compared with 14.6 percent countywide. These differences highlight the importance of

maintaining a diverse housing supply, including affordable and income-assisted housing options, and considering household income and housing affordability when planning for future community needs.

Community	Per Capita Income	Median HH Income	Population Below Poverty
Cadillac	$28,013	$51,773	18.2%
Wexford County	$31,949	$61,085	14.6%
Source: 2020 Census			

Household Income Levels – Cadillac, MI

Income Level	Percent of Total Incomes
Less than $10,000	5.3%
$10,000 to $14,999	5%
$15,000 to $24,999	14%
$25,000 to $34,999	8.2%
$35,000 to $49,999	15%
$50,000 to $74,999	20.3%
$75,000 to $99,999	13.9%
$100,000 to $149,999	11.5%
$150,000 to $199,999	4.8%
$200,000 or more	2%
Median Household Income	$51,773
Source: 2020 Census	

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

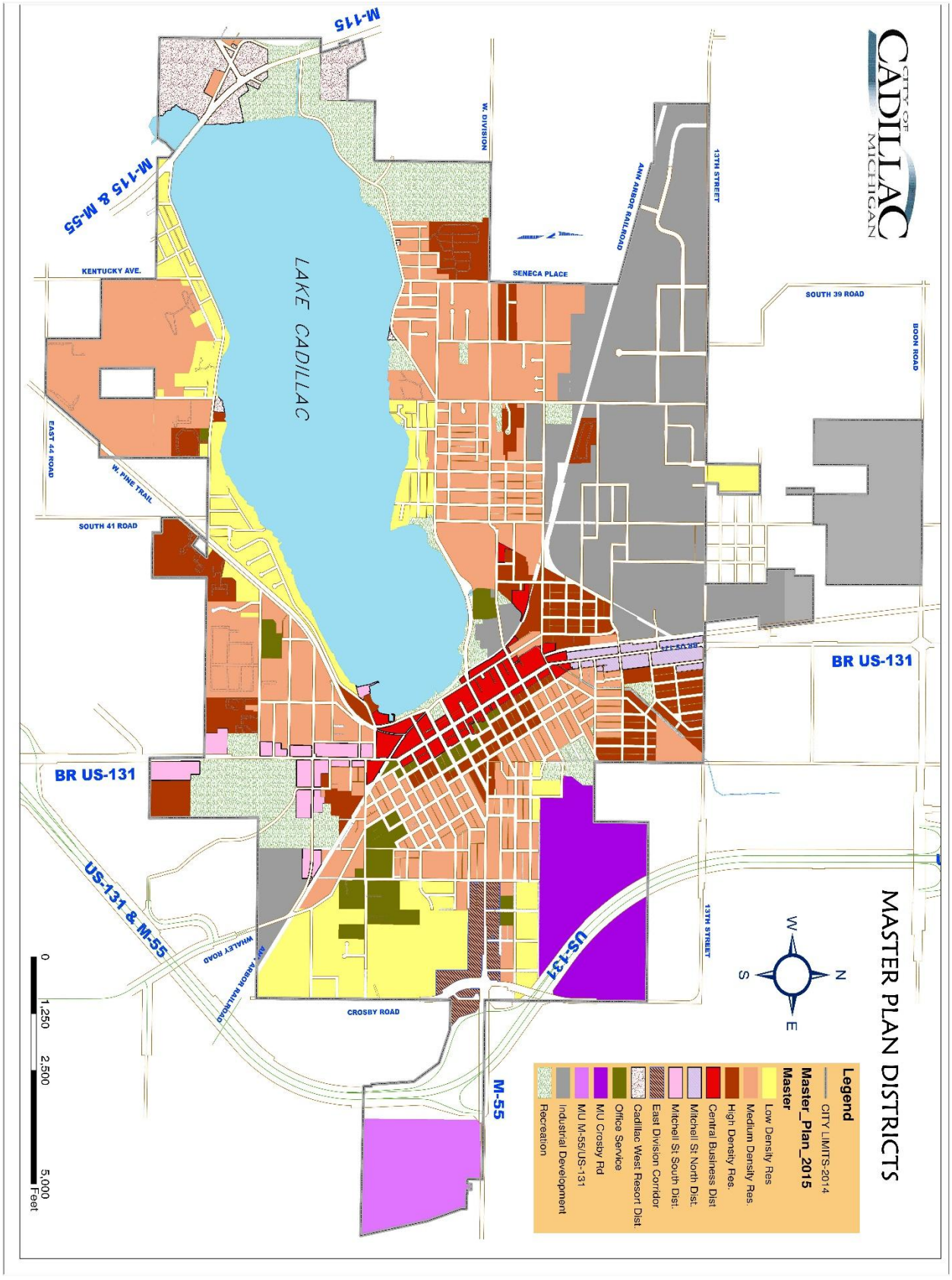
Light Industrial (Industrial Park)
General Industrial

PLANNED DEVELOPMENT

Mixed-Use Planned Unit Development

AIRPORT

RECREATION (PUBLIC OPEN SPACE)


MASTER PLAN DISTRICTS
CITY OF CADILLAC MICHIGAN
LAKE CADILLAC
M-115
M-115 & M-55
KENTUCKY AVE.
W. DIVISION
ANN ARBOR RAILROAD
13TH STREET
SENECA PLACE
SOUTH 39 ROAD
BOON ROAD
EAST 44 ROAD
W. PINE TRAIL
SOUTH 41 ROAD
BR US-131
BR US-131
US-131 & M-55
US-131
MHALEY ROAD
ANN ARBOR RAILROAD
CROSBY ROAD
M-55
13TH STREET
W
S
N
E
Legend
CITY LIMITS-2014
Master_Plan_2015
Master
Low Density Res
Medium Density Res.
High Density Res.
Central Business Dist
Mitchell St North Dist.
Mitchell St South Dist.
East Division Corridor
Cadillac West Resort Dist.
Office Service
MU Crosby Rd
MU M-55/US-131
Industrial Development
Recreation
0
1,250
2,500
5,000
Feet

Development goals have been outlined for each district included in the plan. These objectives define the specific results the city aims to accomplish as the plan is carried out. They form the foundation for all planning and strategic efforts, guiding policy creation and serving as benchmarks for performance evaluation. Objectives also help residents and stakeholders understand the city's intended direction for land use throughout the lifespan of the planning document. During the planning process, objectives were established for housing and neighborhood development, commercial development, industrial development, and infrastructure. These objectives are meant to guide city officials and staff as they make decisions and pursue related initiatives.

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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 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 infilling lots in established neighborhoods, ensure new home designs are compatible with existing housing.
Continue to offer a range of single-family residential districts to support different site densities, housing types/styles, and preferences.
Provide opportunity for single-family housing to be integrated into mixed-use development projects.
Conversion of single-family homes to multi-family use should not negatively impact stable, single-family neighborhoods.
Along the Mitchell Street business corridor (north and south of the Downtown Development Authority District), encourage converting existing single-family homes to business uses; this may require assembling parcels to create sites large enough for commercial development.

Conduct periodic field inventories of residential neighborhoods for purposes of identifying and mitigating blighting conditions.
Support neighborhood rehabilitation with ongoing code enforcement, housing rehab, infrastructure upgrades, and prompt removal of condemned buildings. Utilize state and federal housing rehab grants (e.g., Community Development Block Program) for these purposes.
Maintain and periodically review zoning/site plan standards for home occupations to protect neighborhood character, and monitor compliance with ordinances.
Prevent overcrowding in housing by adopting and enforcing the International Property Maintenance Code.
Encourage renovation and occupancy of upper stories of downtown buildings for market rate rental housing to promote downtown vitality.
Start an annual spring neighborhood clean-up to encourage residents to dispose of trash and debris.
Maintain a computerized database of the city's rental housing stock (including inspection certificates, reports, violations, and compliance) to support the Rental Housing Inspection Program and ensure data is available to all relevant city staff.
Explore establishing new certified historic districts in neighborhoods with historic homes.
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
Support the construction of new market rate rental housing to meet identified needs.
Encourage medium- to high-density apartments and condominium complexes within or near the Central Business District.
Continue offering a variety of multi-family housing options to meet the needs and preferences of all income levels.
Provide opportunity for multiple-family housing to be integrated into mixed-use development projects.

Community input gathered through the engagement activities conducted for this Master Plan update identified housing as one of Cadillac's most pressing priorities. Housing ranked as the highest community priority, selected by 58.63% of respondents. In addition, 68.35% of respondents indicated that Cadillac does not have enough housing to meet the needs of current and future residents. Based on these findings, housing should be treated as a central element of the Master Plan and a key implementation priority rather than solely as a component of land use policy.

Engagement results also showed a need for more housing choices at a range of prices. Respondents identified the following housing types as most needed:

- Starter homes: 62.71%
- Workforce housing: 41.53%
- Rental housing: 35.59%
- Senior housing: 30.93%
- Apartments: 28.39%

To respond to these needs, the City should support housing options that serve residents across different ages, incomes, household sizes, and stages of life. Strategies may include compatible infill development, rehabilitation of existing homes, redevelopment of vacant or underused properties, mixed-use residential development, attainable homeownership programs, and alternative housing types—such as accessory dwelling units—where appropriate.

The City should also review its zoning ordinance and development standards to identify provisions that may unnecessarily limit housing variety or increase development costs. Potential amendments should be evaluated carefully, with consideration given to density, building and site design, parking, short-term rentals, infrastructure capacity, and compatibility with surrounding neighborhoods.

New housing should be encouraged in locations served by adequate infrastructure and connected to employment, schools, parks, services, and transportation. At the same time, established neighborhoods should be strengthened through property maintenance, housing rehabilitation, blight reduction, compatible development, and preservation of the physical characteristics that contribute to neighborhood identity.

Together, these actions will help the City respond to priorities identified through the Master Plan community engagement process while expanding housing opportunities and supporting stable, livable neighborhoods.

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 Corridor Improvement Authority; 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.

Accelerated significantly by the COVID-19 pandemic, rapid growth in e-commerce, and shifting consumer expectations, the traditional role of downtowns across the nation has fundamentally transformed. Factors such as online retailing, regional demographic shifts, and changing household spending habits have altered Downtown Cadillac's position as a primary transactional center for basic goods and services. In response, Downtown Cadillac has proactively adapted, undergoing a continuous transition in its business mix to remain vibrant and resilient. Today, the district thrives through a specialized blend of niche retail, distinct eateries and social establishments, professional offices, personal services, and downtown housing.



Moving beyond traditional retail alone, Downtown Cadillac is reinforcing its long-time role as a premier destination for both residents and visitors. Through concentrated, modern placemaking efforts such as the landmark completion of the Cadillac Commons, enhanced walkability, and strong linkages to waterfront assets, the downtown offers experiences that

cannot be replicated online. Community identity, aesthetic appeal, and social connection are further enriched through targeted placemaking and beautification initiatives. Public art projects such as the "Rear Door Revival" alleyway mural campaign transform underutilized spaces into vibrant cultural assets and pedestrian destinations. Complementing these artistic expressions are civic enhancements like the Downtown Cadillac Hometown Heroes Banner Program, which honors local veterans while instilling civic pride along the district's primary corridors, and the downtown flower basket program, which adds seasonal color and warmth to the streetscape. Together, these beautification efforts create an inviting, aesthetically pleasing environment that encourages residents and visitors to linger, shop, and spend time downtown, all while seamlessly honoring and enhancing the timeless architectural charm of our historic buildings. By hosting dynamic community events and seasonal festivals, the district serves as Cadillac's social and cultural anchor, fostering meaningful human connection, local pride, and benefits that spill over into the surrounding regional economy.

Of particular importance to Downtown Cadillac's placemaking renaissance is establishing the district as a residential setting. The City, the Downtown Development Authority (DDA), and local community partners are actively collaborating to expand downtown housing opportunities. Signature developments such as the multi-phase Cadillac Lofts and the North Lake Street Flats exemplify this momentum. Expanding the downtown resident base adds continuous, day-and-night vitality to the City's core, transforms vacant upper-story building spaces into productive uses, and creates a reliable customer base for local businesses. Ultimately, this growing residential presence reinforces Downtown Cadillac's reputation as an appealing, highly livable community that blends a vibrant downtown setting with small-town charm. While challenges remain, Downtown Cadillac is successfully moving forward with clear purpose, adaptability, and momentum.

The recommendations put forth by the plan are intended to nurture the continued growth of the downtown district as a highly sought-after 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 city center. Key elements for the future of Downtown Cadillac include:

- Buildings that provide a mix of uses including housing and offices on upper stories with higher activity uses at street level along Mitchell Street;

- Adaptive reuse of downtown buildings and redevelopment of underutilized sites focused on increasing foot traffic, improving downtown as a destination, and contributing to an experiential economy;
- The development of market rate housing through the use of existing buildings and construction of new development;
- Improved connections between Mitchell Street, Cadillac Commons and Lake Cadillac;
- A downtown that is safe, walkable, and capable of accommodating bicycle traffic, supported by well-maintained public infrastructure;
- Adequate public parking spatially distributed throughout the downtown commensurate with need including fully accessible barrier-free parking;
- Businesses and public spaces attracting residents and guests throughout the year for commerce, networking, and social enjoyment;
- A downtown that is aesthetically pleasing with a range of well-maintained streetscape amenities (seating, waste receptacles, wayfinding kiosks/signs, public art, etc.); and
- 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 downtown as a placemaking venue. Placemaking is an economic development strategy that offers a 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 Plan Objectives
Develop a comprehensive future streetscape graphic to serve as a visual guide for Downtown Cadillac's long-range physical development illustrating traffic calming measures, unified wayfinding signage, public art installations, streetscape beautification, historic building restoration, and the district's transition from a car-centric corridor to a vibrant, multimodal transportation system.
Continue with the implementation of the project activity elements of the Cadillac Downtown Development Authority Plan.
Support the construction and modernization of the City Dock to enhance waterfront connectivity, expand recreational boating access, and strengthen physical ties between Lake Cadillac and the downtown core.
Design and construct Phase II and Phase III of the Rotary Performing Arts Pavilion

site master plan.
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.
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.
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.
Enhance rear alleyway access and establish dedicated delivery zones (particularly as part of the Mitchell Street redesign) to efficiently accommodate commercial vehicles, while simultaneously upgrading side-street infrastructure to draw foot traffic from surrounding areas directly onto the primary shopping corridor.
Develop and implement a comprehensive plan to consolidate and enclose dumpster and trash facilities across all downtown blocks, utilizing modern screening designs similar to the recent infrastructure improvements on Elk Avenue.
Explore policy incentives and design guidelines to optimize rooftop spaces for outdoor dining, entertainment, and public gathering, creating unique elevated experiences that maximize property utilization and enhance downtown vitality.
Encourage the continued development of upper-story market rate rental housing and/or service business use in the core downtown through the renovation of the upper stories of downtown buildings.
Target ground-floor spaces for experience-driven retail, dining, and interactive businesses that generate high foot traffic, while directing lower-foot-traffic services and office uses to upper-story spaces.
Continue burying overhead wires exhibiting high pedestrian visibility and those

impacting the expansion potential of businesses.
Upgrade downtown and intersection lighting to improve pedestrian safety and visibility, utilizing full-cutoff, downward-directional fixtures that eliminate light pollution and enhance the evening aesthetic while preserving the night sky.
Evaluate the redesign of Mitchell Street to incorporate reduced travel lanes and modernized streetscape infrastructure, fostering a safer, more pedestrian-friendly environment that supports downtown business growth.
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.
Support the rehabilitation and enhancement of building rear facades abutting public parking areas to improve customer access, signage, and aesthetic appeal through tools like the Building Improvement Loan Program and matching grants
Continue capital investment in and maintenance of all Cadillac Commons facilities while actively promoting the Commons to maximize year-round public and private event utilization for residents and visitors alike.

Downtown should remain the City's primary mixed-use, civic, cultural, and pedestrian-oriented center. Input gathered through the Master Plan community engagement process confirms Downtown's continued importance as a community destination, with approximately 81% of respondents reporting that they shop or dine there at least a few times each month.

Based on this community input, the City should prioritize policies and investments that strengthen Downtown's historic character, walkability, and mix of uses. Key priorities include encouraging upper-floor occupancy, rehabilitating existing buildings, creating active public spaces, improving parking management, supporting restaurants, retail, and entertainment, and strengthening pedestrian connections. Public and private investment should also promote the reuse of vacant buildings and underused properties while preserving the scale and architectural qualities that define Downtown's identity.

CADILLAC WEST CORRIDOR IMPROVEMENT AUTHORITY

The Tax Increment Financing and Development Plan for the Cadillac West Corridor was approved in 2025, following several years of planning by Cadillac West business owners and city Staff. 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:

- A district that is highly walkable and accommodating to bicycle travel;
- A well designed system of highways and local streets;
- Capitalizing on the visual and recreational qualities of Lakes Cadillac and Mitchell;
- Develop unique partnerships with businesses in District with area entities such as the Mitchell State Park, Carl T. Johnson Hunting and Fishing Center, Caberfae Peaks, Lakewood on the Green and more.
- Businesses whose operations and facilities are conducive to the growth of tourism and synergistic to other district businesses;
- Solid residential neighborhoods abutting the district's commercial sector with well-defined linkages between the two; and,
- Coordinating the district's redevelopment with the abutting townships possessing M-115 and M-55 frontage.

Cadillac West Corridor Improvement Authority Plan Objectives
Coordinate with Michigan Department of Transportation to create a traffic management plan for the state highways
Develop a branding package for the Corridor that enhances the goals of the TIF District
Pursue a location for public parking to enable the potential for developing a pedestrian fishing pier extending into Lake Cadillac from the M-115 causeway.
Update zoning for the area to reflect the "tourism village" goals and unique nature feel of the corridor

Input gathered through the Master Plan community engagement process indicates that Cadillac West should be treated as a distinct commercial planning area rather than as an extension of Downtown. Approximately 66% of respondents reported shopping or dining in the West Corridor at least a few times per month, underscoring its importance as a commercial destination for residents and visitors.

Planning efforts for Cadillac West should focus on commercial redevelopment, the reuse of underutilized parcels, and coordinated site design. Priorities should include access management, landscaping, signage, pedestrian facilities, and stronger connections to nearby neighborhoods and recreational assets. The City should also pursue opportunities to consolidate driveways, improve pedestrian crossings, create more cohesive development patterns, and provide safe, convenient access for all users.

Community engagement findings also showed that 47.79% of respondents selected downtown and corridor revitalization as one of their top three priorities for the Master Plan. In response, the Plan should establish distinct but coordinated strategies for Downtown Cadillac, Cadillac West, and the city's other commercial areas. These strategies should reflect the unique role, character, development patterns, and needs of each area while supporting broader community goals.

MITCHELL STREET CORRIDORS

Mitchell Street, north and south of the Central Business District, is characterized as strip commercial. The northern segment runs from Pine Street to Thirteenth Street; the southern segment runs from South Street to roughly Mackinaw Trail. Both segments include a mix of commercial uses. The northern section is mostly developed, with only a few small vacant parcels. The southern section is also developed except for some frontage along the east side of Mitchell Street, south of the United Forest Service office. Both corridors are presently zoned under the B-3 district category.

The northern segment should remain a general business district supporting a broad range of office, retail, automotive, and other commercial uses. Industrial uses should be discouraged. The southern segment should also develop as a general business district, with industrial uses strictly prohibited. Key elements for the future of these corridors include:

North Segment

- A walkable corridor that supports bicycle travel;
- Industrial uses prohibited;
- Enhanced streetscape; and,
- Improved building and site maintenance;

South Segment

- A walkable corridor that supports bicycle travel; and,
- Industrial uses prohibited.

Mitchell Street Corridor Plan Objectives – Single Family
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.
Explore combining smaller frontage parcels with blighted or non-conforming structures to create larger lots that can be redeveloped commercially.
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.
Enforce property maintenance codes to reduce blight.
Find ways to improve streetscapes for both corridor segments, considering the challenging conditions along the roadways.
Adopt and apply Mitchell Street streetscape standards as sites are developed or redeveloped, and monitor for compliance with 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 & 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. The Wexford County Sherrif's Office, Jail, and local homeless shelter are locate just one block north, and is the future site of an another Wexford County building. 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 two decades, 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 MIXED USE

Neighborhood mixed use 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 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, services and other low impact commercial uses. 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.

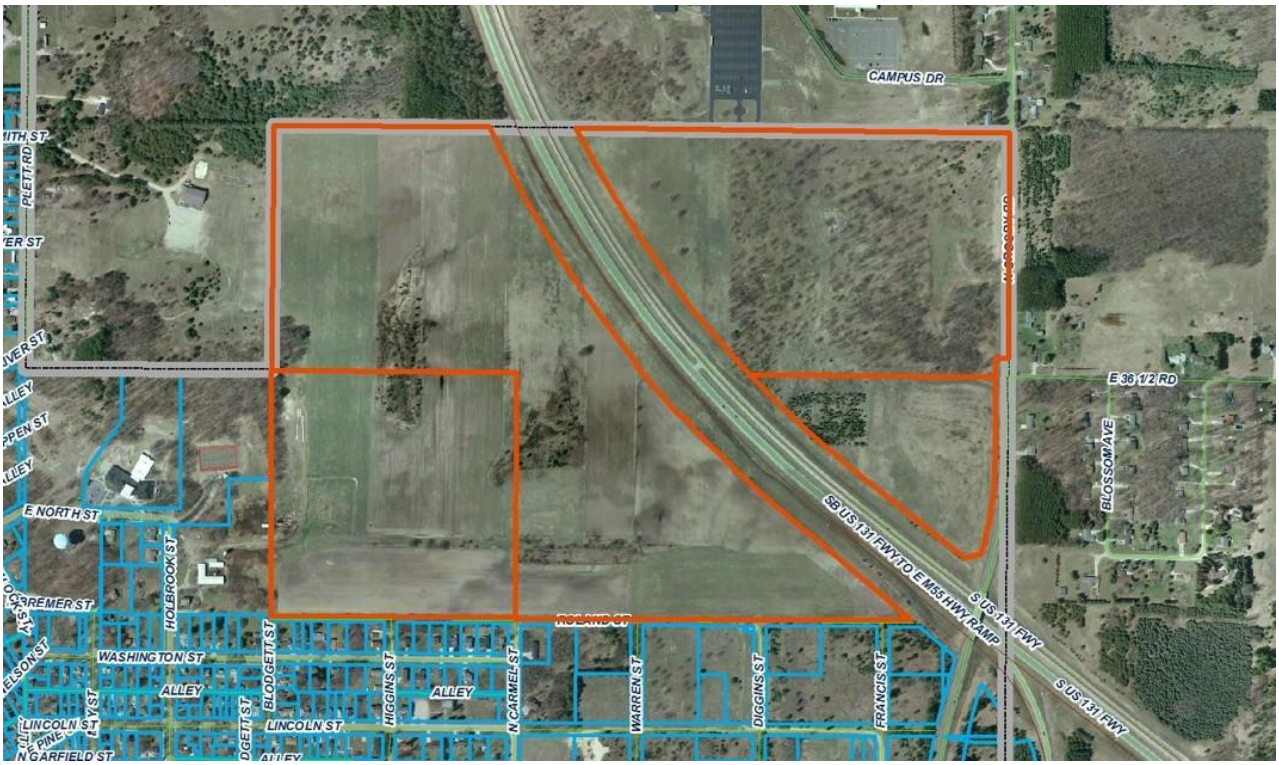
CROSBY ROAD (BOERSMA FARM) SITE

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 16 acres. Indicative of its agricultural use, the land west of US-131 is generally flat and void of natural vegetation.

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.

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. Access to this site is via local streets only. Established residential area lie west and southwest of the site. Diggins Hill Community Park and the vacant land of a former public school lie directly

west of the property. These factors markedly impact development potential for non-residential uses.

The site is bounded by US-131 on the east, residential dwellings and newly developed sites for the Wexford County Sherrif's office, Jail, and New Hope Shelter on the south and southwest while generally undeveloped lands are to the north. As noted, the site links to the surrounding area by several local streets, including a recent connection of Lincoln Street to Crosby Street and the installment of a round-about at the corner of Crosby and M-55 These street improvements have created better access to the newly developed sites and expand potential use of the property.

Development will depend on the availability of utilities, zoning, and improved access to M-55. 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 former site of 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. The Demolition of the McKinley Elementary Public School opens up possible development opportunities in this area, such as multi-family housing.

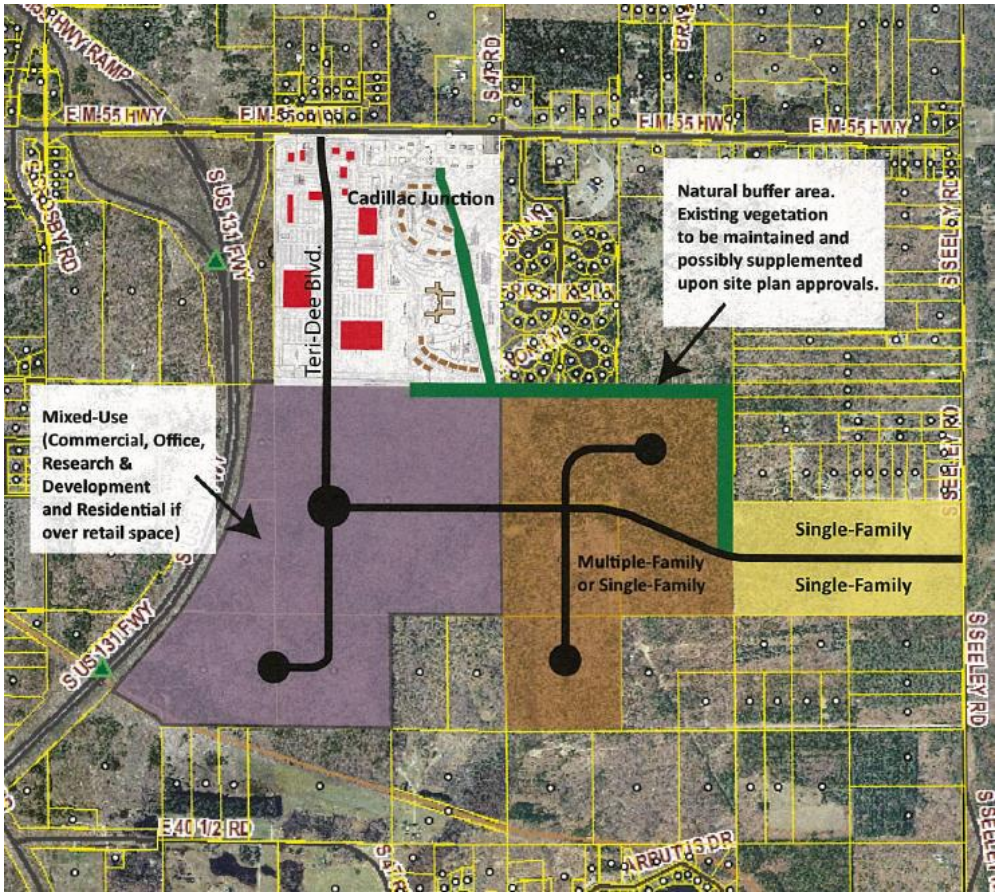
With improved access off M-55 the range of site development opportunities for the eastern portion of the site potentially increases. In addition to single-family residential, possible uses include:

- 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, commonly known as Cadillac Junction, 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. The Cadillac Junction property is a remarkable development opportunity encompassing approximately 650 acres east of the City of Cadillac along the M-55 corridor. Its scale, visibility, and convenient access to regional transportation routes make it well suited for a thoughtfully coordinated mix of commercial and residential uses. With careful planning, the property could become a vibrant destination that supports new housing, attracts businesses, creates jobs, and strengthens the regional economy.



Development should follow a unified plan that promotes safe and convenient access, efficient infrastructure, connected neighborhoods, and compatible transitions to surrounding properties. Protecting wetlands, woodlands, open space, and other natural features will also help preserve the area's character while creating an attractive setting for future residents, businesses, and visitors.

The property falls within the planning jurisdiction of the Joint Planning Commission Board, which guides land-use decisions and coordinates development with the community's long-term goals. Through collaboration among local governments,

property owners, developers, and residents, Cadillac Junction has the potential to become a welcoming, well-connected community that supports sustainable growth and delivers lasting benefits across the region.

Residential - The easterly portion of Cadillac Junction 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.

Office - The improvement of Cadillac Junction 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 people 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 that 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:

- Complement the design principles and standards reflected in this Plan and the Cadillac Zoning Ordinance.
- 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.
- Discourage the establishment of uses deemed more appropriate to the city's core downtown.
- 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.
- 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.
- 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.
- 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.
- Mitigate views of large off-street parking lots from M-55 through filtering/screening with appropriate landscaping.
- Coordinate the design of buildings and their sites to create a cohesively planned and visually attractive development.

- 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.

Cadillac Junction 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 Cadillac – Clam Lake Joint 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

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.

Input gathered through the Master Plan community engagement process emphasized the importance of preserving and improving industrial and employment areas that provide stable jobs and strengthen Cadillac's tax base. The City should prioritize sites with adequate transportation access, utilities, appropriate parcel dimensions, and sufficient separation from incompatible land uses.

Development standards should address traffic, noise, lighting, stormwater management, landscaping, water and energy use, and infrastructure capacity. Uses with significant resource or infrastructure needs should demonstrate that they can be adequately served without placing unreasonable burdens on nearby neighborhoods, public systems, or natural resources.

Consistent with community input, the City should also encourage the redevelopment of obsolete or underused industrial sites, support the retention and expansion of existing employers, and recruit businesses that align with Cadillac's workforce, infrastructure, and long-term economic development goals.

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.
Coordinate airport development with the City of Cadillac, Wexford County, neighboring jurisdictions, economic-development organizations, transportation agencies, utility providers, emergency-service agencies, and private-sector partners.

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 Plan 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.

Input gathered through the community engagement activities conducted for this Master Plan update confirms that Cadillac's parks, trails, waterfronts, and recreation facilities are highly valued community assets. Participants reported an average satisfaction rating of 3.66 out of 5 for parks and recreation, indicating generally positive experiences while identifying opportunities for focused improvements.

Based on this feedback, the Master Plan should prioritize the maintenance and accessibility of existing facilities, stronger trail connectivity, improved connections between neighborhoods and recreational assets, expanded waterfront access, and strategic facility upgrades. Investment decisions should consider geographic access, facility conditions, usage levels, safety, and opportunities to connect parks and recreation facilities with neighborhoods, schools, Downtown Cadillac, and commercial districts.

Community input also supports stronger policies to protect Lake Cadillac, Lake Mitchell, shorelines, wetlands, mature trees, green spaces, and water quality. Stormwater management, flood resilience, shoreline protection, and environmentally sensitive development practices should be incorporated into future land-use decisions, development standards, and capital improvement planning.

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 Service Objectives
Maintain the two well field locations of Crosby Road and 44 Road to ensure safe, clean water for all residents.
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.
Utilize federal and state grant funds to provide water and sanitary services to all streets and residents of Cadillac to eliminate the hazards of PFAS identified in private well systems.
Maintain the city streets reconstruction plan as outlined in the CIP

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.

- Does the proposed classification or change meet the qualifications noted in the appropriate section of the Master Plan?
- Is the proposed change compatible with the neighborhood and vicinity of the property under consideration?
- Have any conditions occurred in the area since the plan was adopted which might justify a change?
- 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?
- Will the change result in a need for additional public services or improvements?
- 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

In addition to the objectives identified for each land-use district, the following actions are recommended to support implementation of the Cadillac Master Plan.

PLAN ADMINISTRATION

- Prepare an implementation matrix identifying priorities, responsible parties, funding sources, timelines, and measurable outcomes.
- Review implementation progress annually with the City Council, Planning Commission, Downtown Development Authority, and other relevant boards.
- Coordinate planning and investment decisions with Wexford County, neighboring townships, schools, transportation agencies, employers, and community organizations.
- Connect master-plan priorities to the city's annual budget, capital improvements program, and grant strategy.

ZONING AND DEVELOPMENT

- Complete a zoning audit to ensure consistency between the master plan, future land-use map, and zoning ordinance.
- Update standards for mixed-use development, building design, landscaping, signage, parking, pedestrian access, and commercial corridors.

- Allow a wider range of housing types, including accessory dwelling units, duplexes, townhouses, cottage developments, and upper-floor apartments where appropriate.
- Reduce unnecessary barriers to redevelopment through shared parking, flexible dimensional standards, and streamlined approval procedures.
- Establish standards for short-term rentals, outdoor dining, renewable energy systems, electric-vehicle charging, and other emerging uses.

HOUSING AND NEIGHBORHOODS

- Complete a housing-needs assessment addressing affordability, workforce housing, rentals, senior housing, and housing conditions.
- Inventory vacant, publicly owned, and underused properties suitable for infill housing or redevelopment.
- Support rehabilitation of existing homes through grants, loans, weatherization assistance, and nonprofit partnerships.
- Encourage adaptive reuse and conversion of vacant upper floors into housing.
- Prepare neighborhood improvement plans for areas experiencing vacancy, deteriorating property, or infrastructure deficiencies.

DOWNTOWN AND ECONOMIC DEVELOPMENT

- Maintain an inventory of vacant storefronts, upper floors, commercial sites, and industrial properties.
- Establish façade, signage, accessibility, and adaptive-reuse assistance programs.
- Improve connections among downtown, Cadillac Commons, Lake Cadillac, the Clam River Greenway, and the White Pine Trail.
- Maintain business attraction, retention, workforce-training, and entrepreneurship programs.
- Create a single city contact to assist businesses and developers with zoning, permits, utilities, incentives, and available sites.
- Promote year-round tourism focused on downtown, lakes, trails, winter recreation, arts, and historic resources.

TRANSPORTATION

- Prepare a complete-streets and nonmotorized transportation plan identifying priority sidewalks, crossings, bicycle routes, and trail connections.
- Complete an accessibility assessment of streets, sidewalks, parks, public buildings, and transit stops.

- Improve pedestrian safety near schools, healthcare facilities, parks, downtown, and major commercial corridors.
- Coordinate street, sidewalk, utility, accessibility, and bicycle improvements to reduce costs and construction conflicts.
- Improve transportation options for seniors, people with disabilities, workers without vehicles, and residents traveling to medical services.

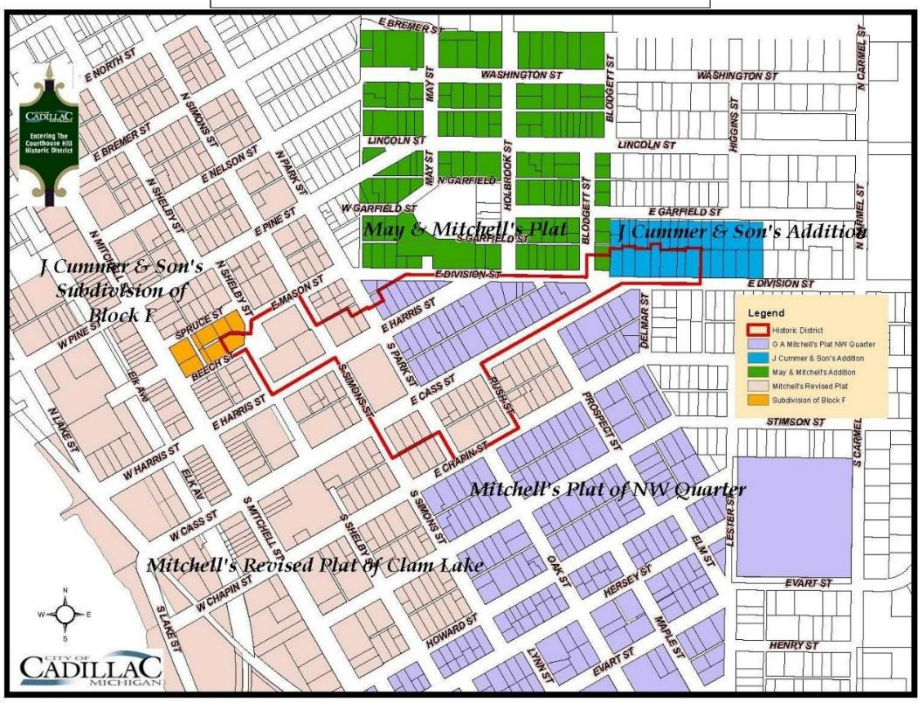
PARKS AND ENVIORNMENT

- Update the parks and recreation plan and establish maintenance and improvement schedules for major facilities.
- Improve public access, amenities, and universal accessibility along Lake Cadillac, Lake Mitchell, and the city's trail system.
- Map flood-prone areas, wetlands, sensitive shorelines, contaminated sites, and other environmental constraints.
- Update stormwater standards to encourage rain gardens, native landscaping, permeable pavement, and on-site infiltration.
- Prepare an urban forestry plan addressing tree planting, preservation, maintenance, species diversity, and storm recovery.
- Assess municipal facilities and infrastructure for flooding, severe weather, power outages, and other hazards.

HISTORIC PRESERVATION

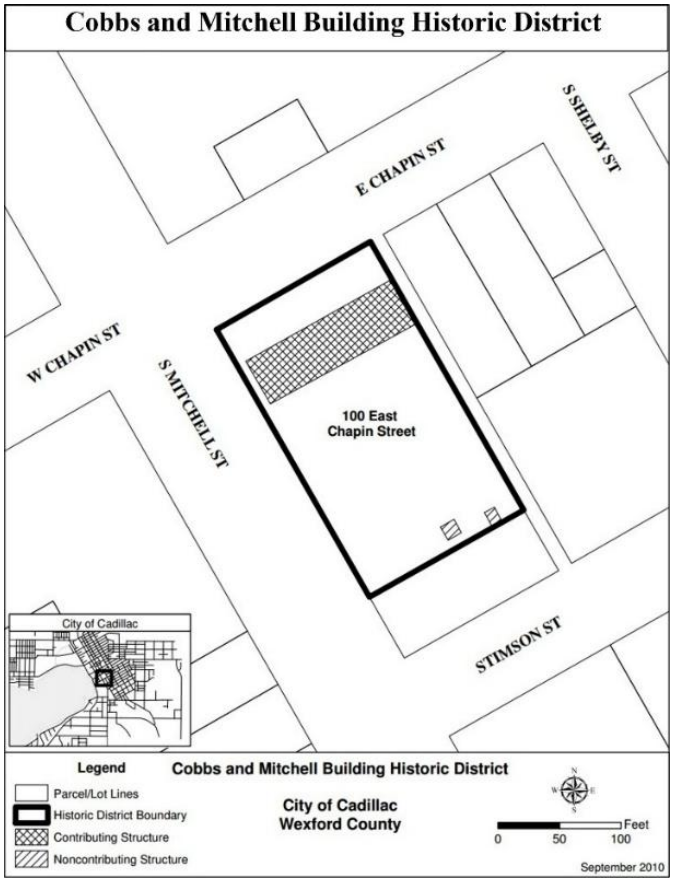
- Complete a comprehensive inventory of historic buildings, neighborhoods, industrial resources, and cultural sites.
- Facilitate the Courthouse Hill Historic District expansion committee as established by City Council in 2026.
- Update design guidelines for building alterations, new construction,

Courthouse Hill Historic District-With Plats



signage, accessibility improvements, and demolition within historic areas to incorporate potential district expansions.

- Create historic walking routes, interpretive signage, and digital resources that connect historic preservation with tourism and economic development.
- Provide ongoing preservation training for city officials, property owners, contractors, and real estate professionals.
- Formally recognize and support the City of Cadillac's two historic districts—Courthouse Hill and the Cobbs and Mitchell Building—as presented in the final report of the Courthouse Hill Historic District Study Committee. Apply the historic district standards established in the City Code of Ordinances and evaluate strategies for achieving the city's preservation goals within these districts. Refer to the district maps on the following two pages.



- Develop a historic preservation plan to identify, protect, promote, and market the community's historic resources.
- Evaluate future community development projects for their potential to advance the goals and policies of existing historic district plans or a future citywide historic preservation plan. Coordinate with other local historic entities such as the Wexford County Historical Society and the Downtown Development Authority.
- Pursue Certified Local Government accreditation for the City of Cadillac after City Council has made a determination about the potential expansion in 2027.
- Pursue grants and other funding opportunities to support historic preservation projects to support adaptive reuse of buildings identified in any future preservation plan adopted by the city.

INFRASTRUCTURE AND FUNDING

- Maintain a six-year capital improvements program covering streets, utilities, sidewalks, parks, public buildings, and equipment.
- Prioritize maintenance and redevelopment in areas already served by public infrastructure.
- Maintain a grant calendar and prepare preliminary designs, cost estimates, and supporting documents for priority projects.
- Evaluate long-term operating and maintenance costs before committing to new capital projects.
- Use grants, tax increment financing, brownfield financing, special assessments, and public-private partnerships where appropriate.

IMPLEMENTATION AND PRORITIES

During the first two years, the city should prioritize the zoning update, implementation matrix, housing assessment, property inventory, accessibility review, and capital improvements program.

During years three through five, priorities should include housing rehabilitation and infill, downtown reuse, corridor improvements, trail connections, historic-resource surveys, stormwater projects, and waterfront improvements.

Progress should be reviewed annually and priorities adjusted based on community needs, available funding, and measurable results.