

CADILLAC WEST | 2018

M-115 Corridor Plan
At the crossroads, finding the way.

Acknowledgments

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TABLE OF CONTENTS

INTRODUCTION	5
Purpose	5
Description of Study Area	5
Map 1: Study Area	6
EXISTING CONDITIONS	7
Table 1: Corridor Hotels & Loading Facilities	9
Table 2: Corridor Eating & Drinking Establishments	9
Corridor Traffic	10
Map 2 Traffic Flow Map	10
Summary of Conditions	12
Crash Data	13
Table 3: M-115 Corridor; 2014-2016	13
Table 4: M-55 Corridor; 2014-2016	13
Infrastructure Condition	13
Walk Score	14
Map 3: Walk Score	14
SWOT ANALYSIS	15
Process	15
Corridor Vision	19
MARKET ASSESSMENT	20
Map 4: Market Assessment Target Areas	21
Table 5: Tapestry Segments Represented	22
Market Potential	24
Table 6: Retail Marketplace Potential	24
CORRIDOR FRAMEWORK PLAN	25
Foundation	25
Map 5: Corridor Framework Concept	25
Node 1: Cadillac West Village	26
Node 2: Mackinaw Trail District	26
Land Development Patterns	27
Map 6: Generalized Land Development Patterns	27
Intersection and Access Modifications	28
Water Quality Protections	29

TABLE OF CONTENTS

FOCUS AREAS OF CONCERN	30
Identity	30
Redevelopment / Development Opportunities	31
The Sands Resort	31
M-115 and M-55 Intersection	32
US-131 / M-115 Interchange	33
US-131 / Mackinaw Trail Road	33
Public Realm Improvements	34
Map 7: Corridor Transportation Typology	34
Table 7: Corridor Transportation Typology	35
Suggested Public Realm Projects	36
Map 8: Public Realm Projects	36
 ACTION PLAN	 38
Organizational	38
Institutional	38
Regulatory	39
Infrastructure (Critical)	40
Graphic 1: Causeway Median Improvements	40
Infrastructure	41
Identify and Branding	42
Planning	42

Introduction

Purpose

The Cadillac West area, including the M-115 and M-55 corridors that lead to it, has long been known as a Northern Michigan tourist destination. In more recent times, the attraction of the area has waned as other parts of the region have become more popular. While still a destination with many amenities, it has lost its luster and appears tired as many vacationers travel on through the area. The opportunity to improve the area through public and private investment is considerable, as the natural amenities offer a unique quality and character to this easily accessible area.

Description of Study Area

The M-115 and M-55 corridors serve as the portals to communities and vacation destinations in northwest Michigan. The M-115 corridor begins in Clare at its connection with US-10 and M-127, and terminates in the City of Frankfort. At the intersection of M-115 and M-55, located at the western end of the City of Cadillac near Lake Cadillac and Lake Mitchell, one can travel west on M-55 to Manistee or continue along M-115 northwest to Frankfort, Sleeping Bear Dunes National Lakeshore, and Leelanau County. M-115 also intersects with M-37 which connects north to Traverse City, and US-131 which traverses northeasterly toward Fife Lake, Kalkaska, Mancelona, and Petoskey. Unlike US-127 and I-75 which route traffic to northern Michigan and the Upper Peninsula, M-115 and M-55 provide access to Manistee, Wexford, Benzie, and Leelanau Counties, as well as the southern portion of Grand Traverse county.

Traveling northbound on M-115 from Clare, the landscape is very rural with minimal corridor development. This begins to change at the intersection of M-115 and Mackinaw Trail Road in Clam Lake Township with the presence of highway commercial development.

The M-115 corridor connects two commercial districts: the Clam Lake business district along Mackinaw Trail Road, and the West Cadillac business district at the intersection of M-115 and M-55. Although the commercial districts are 3.4 miles apart, they create the brand identity for the M-115 corridor.

The northern boundary of the study area is formed by the concentrated commercial, resort-related uses located around the M-115 and M-55 intersection, and William Mitchell State Park.

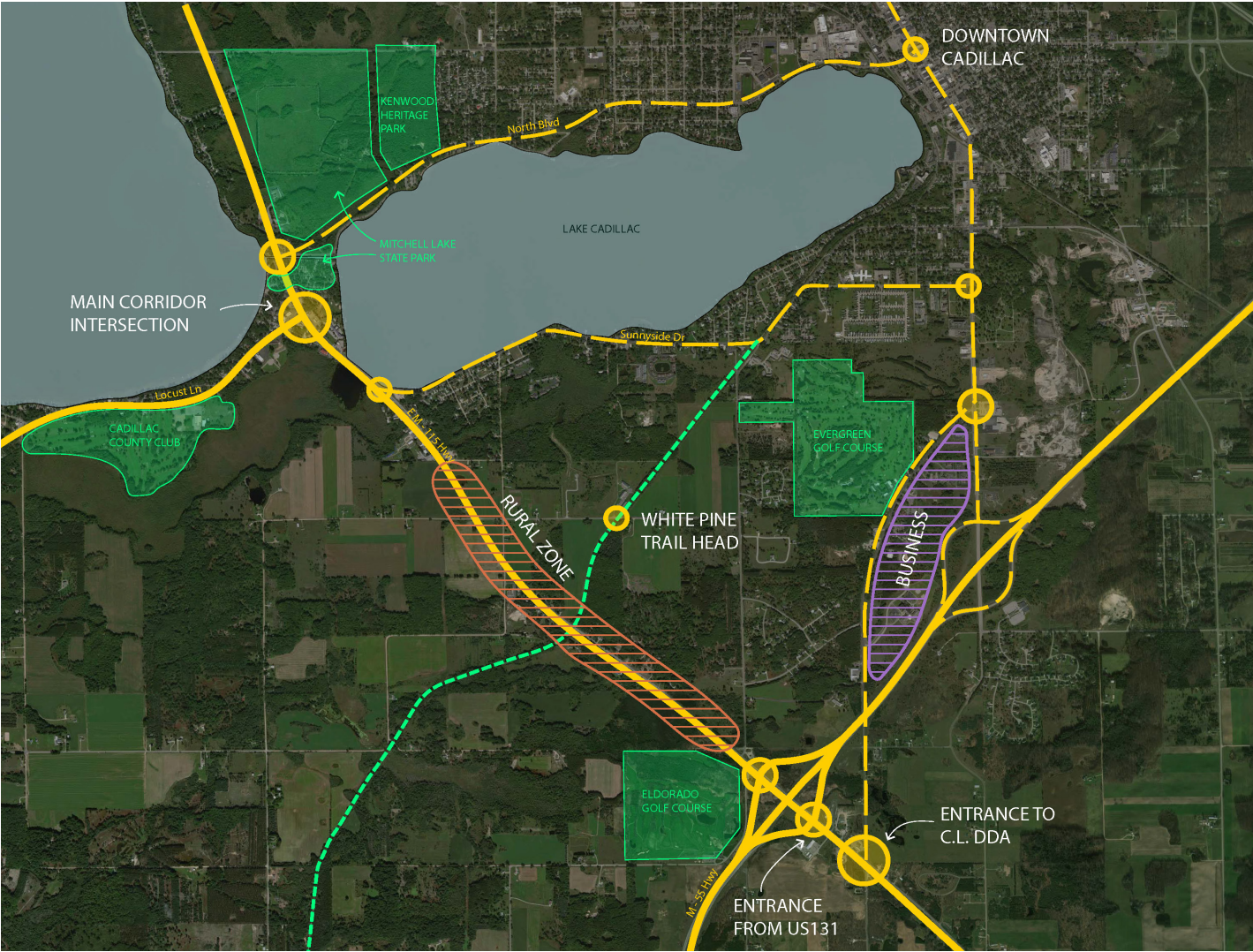
The southern boundary of the corridor plan is the intersection of M-115 and Mackinaw Trail Road.

Mackinaw Trail Road between M-115 and Mitchell Street comprises the Clam Lake Downtown Development Authority district, which includes professional office complexes, retail establishments, lodging facilities, resort facilities, educational and medical facilities, and residential neighborhoods.

In between the north and south extents of the corridor is a rural zone that is 1.8 miles long and characterized by large wooded tracts of land, large-lot residential uses, and sporadic single-site commercial uses. The White Pine Trail, a regional non-motorized trail that connects Grand Rapids to Cadillac, passes through this zone.

Informed by existing land use, major transportation corridors, and input from the community, this map highlights planned growth and investment areas within the study area. The purple area is for higher intensity business development and the orange represents more rural land use opportunities. The green highlighted areas represent key recreational and tourism amenities that can be leveraged to support economic development and spur investment.

Map 1: Study Area



Existing Conditions

The eastern end of the corridor provides a southern gateway to the Cadillac area with the US-131 and M-115/M-55 interchange (Exit 176). Traversing across four miles to the west, the corridor moves from a low density commercial interchange area to an area of rural residential and agricultural uses. Approaching Lake Cadillac, various businesses are located along the highway. “Cadillac West” is the area situated on an isthmus between Lake Cadillac and Lake Mitchell. Centered at the intersection of M-115 and M-55, it hosts a variety of uses including hotels and motels, tourist cabins, gas service stations, retail stores, a variety of eateries ranging from fast-food to sit-down restaurants, and Mitchell State Park. As a four-season location, outdoor recreation is abundant from water sports to snow activities.

The zoning along the corridor is reflective of the existing uses, with commercial and tourism services zoning located at both ends of the corridor and residential between these two areas. Future land use designations also follow many of the existing uses and zoning classifications on the corridor. Maps of the zoning and future land use are provided in this report.

The northernmost area of the corridor is comprised of the area’s largest hotel, with 60 rooms, and a local restaurant, the Bear Den Grille. These properties occupy a transitional space between the resort/commercial area of the M-55 and M-115 intersection and the agricultural areas north of the corridor. These businesses are unable to be accessed safely and efficiently without a vehicle, and are not tied by pedestrian pathways to the central commercial/service area of the corridor.

Mitchell State Park offers a great area for recreational activity and takes full advantage of the region’s natural resources. The campground holds 221 recreational vehicles (RVs) and has thirty-five thousand visitors each year. Across M-115 is the Mitchell Lake Day Use Area. A picnic area, beach, playground, and pavilion are well suited to serve the Day Area’s 40,000 annual visitors. The two sides of the State Park are connected by a walkway along the canal between Lake Mitchell and Lake Cadillac, known as the Clam Lake Canal. M-115 bridges this walkway so that pedestrians and visitors do not have to cross a major thoroughfare to move between the State Campground and the Day Use Area. There is also a pedestrian bridge alongside the vehicle bridge that allows pedestrians to move between the north and south sides of the canal. On the northern edge of the canal lies the Carl T. Johnson Hunting and Fishing Center, Michigan’s only visitor center focused on sports hunting and fishing. The center hosts educational programs and special events throughout the summer, most notably the “Day on the Canal” on the third Saturday in June. Day on the Canal brings hundreds of visitors each year for a craft fair, food concessions, and cardboard boat racing. The lack of pedestrian pathways between the State Park and the commercial area of the corridor make it difficult for pedestrians to access the retail and service business. While the high traffic volume and speed creates a hazard for pedestrians moving about, those 14,000 passenger vehicles transiting the area daily also represent an underutilized opportunity for business activity. These objectives must be considered together and balanced.



The southeast portion of the corridor at the intersection of M-115 and Mackinaw Trail Road (the south entry to the Clam Lake DDA)



The M-115 causeway at Cadillac Lake



The M-115 and M-55 intersection

At the M-115 and M-55 intersection lies the corridor's business area, comprised of complex containing several local eateries and two retail/service businesses. A gas station, three chain restaurants, multiple local eateries, a few small retail buildings, and two motels/resorts also line the intersection. Vacant storefronts in the Pointe West business complex create an overall impression of neglect and lack of commercial activity, and multiple retail buildings are either permanently closed or seasonal. The outdated appearance of many of the buildings creates a derelict atmosphere, and the juxtaposition with the modern chain restaurants constructs a fractured identity for the area. The two motels/resorts consist of 31 rooms and 16 cabins between them, and are primely situated for visitors and pedestrians to access the commercial area of the corridor. One of the resorts, Pilgrim Village Resort & Fishing, has a retail space catered to hunting and fishing. This creates above-average vehicle traffic in the driveway and limited space of the resort, which results in congestion due to the lack of a clearly defined driveway. The primary driveway for Pilgrim Village is one of seven driveways on the west side of M-115, north of the M-55 intersection. The abundance of driveways and lack of signage creates confusion for drivers and makes it difficult to access the area.

Following M-55 west from M-115 finds a few smaller hotels/motels and a few local restaurants, but like other area in the corridor, there is a disconnect both physically and atmospherically to the surrounding buildings and the study area. The southern area of the corridor, along M-115, encompasses resorts and hotels such as the Cadillac Sands Resort and the Econolodge, two of the largest resorts and hotels in the area with 115 rooms between them. These properties are also disconnected for pedestrians from the commercial area of the corridor, making it difficult for visitors to access the business and the recreational areas of the State Park without a vehicle. At the southernmost tip of the corridor lies the Birchwood Resort & Campground, with 31 sites for RVs, six cabins, and two motel rooms. The Birchwood Resort is outside the study area, but due to the nature and the size of the business, it is noted here to provide a more complete overview of the area.

Overall, the corridor lacks pedestrian pathways, which stifles movement among the recreational, the commercial, and lodging areas. With all hotels and motels reporting full or near full occupancy during the summer and the State Campground hosting 75,000 visitors each year, the area has plenty of visitors but lacks the infrastructure to provide an all-encompassing recreational, commercial, and service experience. This lack is detrimental towards future development. Additionally, the area lacks a uniform identity which further hinders the economic viability of the area. With rich natural resources and the service infrastructure to support visitors, the area has a long history of tourism. With assets such as the Mitchell State Park and many local eateries, the corridor has the potential to become a tourism centered area, attracting even more visitors than it does today.

Table 1: Corridor Hotels & Lodging Facilities

Lodging Facility Name	Address	Number of Rooms
Cadillac Sands Resort	6319 E M 115	42 (a)
Days Inn	6001 E M 115	60
Econo Lodge-Cadillac	2501 Sunnyside Dr	30
Pilgrim Village Resort & Fishing	181 S Lake Mitchell Dr	7
Sun 'n Snow Motel	301 S Lake Mitchell Dr	24
Vacation Lane Cottages	5926 E M 55	12
Cadillac Inn	M-55	22
Leisure Street Lodge	158 Leisure St	2
Total Rooms		199

Note (a) 55 total rooms; 13 are no longer available. Source: Beckett & Raeder, 2018

Table 2: Corridor Eating & Drinking Establishments

Company Name	Address	Primary SIC Description
Bear Den Grille	6080 E M 115	Restaurants
Burger King	6101 E M 115	Restaurants
Burke's Waterfront	2403 Sunnyside Dr	Restaurants
Chico's Taco House	503 S Lake Mitchell Dr	Restaurants
Java Too	6319 E M 115	Coffee Shops
Lakeside Charlie's	301 S Lake Mitchell Dr	Restaurant/Caterers
Mc Donald's	6231 E M 115	Restaurants
Mr Foisie's Pasties	154 Leisure Rd	Restaurants
The Pines Sports Bar and Grill	5992 E M 55	Restaurants
SUBWAY	6183 E M 115	Restaurants
B.C. Pizza	6184 E M-55	Restaurants
Cadillac Ice Cream Co.	114 E M-55	Restaurants
Rosa Blanca Bodega & Eatery	2420 Sunnyside Dr	Restaurants
Pizza Pub	5992 E M 55	Restaurants

Source: Beckett & Raeder, 2018

Corridor Traffic

The average annual daily traffic (AADT) along the M-115 corridor is comparable to the traffic along Mitchell Street in downtown Cadillac. Based on MDOT data, the traffic volume south of the M-115 / Mackinaw Trail Road intersection is 8,222 vehicles per day. As the traffic moves through the US-131 interchange, the volume increases to 10,332 vehicles per day, reflecting an increase of traffic from motorists leaving US-131 to travel north along M-115. Traveling further along the route, the volume continues to increase to 13,507 vehicles per day until it reaches the M-115 and M-55 intersection, where some of the traffic turns west to use the M-55 corridor. Traffic in downtown Cadillac has a volume count of 14,581 vehicles per day—a thousand more vehicles per day than the corridor. However, without the benefit of an origin-destination study, it is assumed that a majority of the traffic on Mitchell Street is intra-regional traffic (locally generated), whereas the M-115 traffic is inter-regional traffic. This assumption is based on MDOT traffic counts, which note that traffic on Mitchell Street immediately north of Exit 177 has a per-day vehicle count of 5,099. Past the Mackinaw Trail / Mitchell Street intersection, it increases to 9,021 vehicles per day, and ultimately hits 16,500 vehicles per day, in the downtown. The southern entrance of the Clam Lake DDA on Mackinaw Trail has more traffic (8,222 vehicles per day) than its north entrance off of Mitchell Street (5,099 vehicles per day).

Map 2: Traffic Flow Map





Summary of Conditions

Overall, the corridor needs attention to become a viable mixed-use business corridor. It lacks a coherent identity and consistency in design and appearance. This is due, in part, to the multiple jurisdictions that control access, land use, and zoning. Some of the deficiencies include:

- The pavement condition along M-115 is in fair to poor condition with several segments in need of milling and resurfacing.
- Lack of consistent curbs and gutters at the intersection of M-115 and M-55.
- Lack of connectivity at the intersection of M-115 and M-55. MDOT did install a sidewalk at the intersection. However, there is a lack of sidewalks within the core business area. Although businesses are relatively close pedestrian access is often difficult.
- There is no pedestrian scale lighting and, roadway lighting is limited to co-location on wooden utility poles.
- The causeway is too wide, with a dysfunctional left hand turn lane.
- Wayfinding signs are limited to directional signs to “Downtown Cadillac.” Corridor assets are not signed. For example, there is no signage which identifies the Clam Lake Township business district on Mackinaw Trail Road from M-115.
- Directional signage highlighting corridor assets from the US-131 off-ramps is absent.
- The existing shared pathway is in need of resurfacing and maintenance.
- Regulations regarding on-premise signage are inadequate, vary between jurisdictions, and lead to visual clutter.
- There is minimal landscaping.
- The White Pine Trail which runs under M-115 is not accessible to M-115. As a result, the option for non-motorized users to ride the corridor is diminished.
- The corridor lacks organizational coordination and a champion focused on redevelopment and repurposing.

Guiding Principles to Reinvent a Corridor

1. Ignite Leadership and Nurture Partnership
2. Anticipate Evolution
3. Know the Market
4. Prune Back the Amount of Retail Zoned Land
5. Establish Pulse Node of Development
6. Tame the Traffic
7. Create the Place
8. Diversity the Character
9. Eradicate the Ugliness
10. Put Your Money (Regulations) Where Your Policy Is

Source: Urban Land Institute; Reinventing America’s Suburban Strips

Crash Data

Crash data for the M-115 corridor did not reveal any significant areas of concern. However, several of the MSP-UD 10 reports indicated several accidents at the M-115 / M-55 intersection caused by motorists entering the intersection from the Shell gas station site. The location of the gas station is slightly skewed from the intersection, which places the ingress/egress at an awkward geometric.

Table 3: M-115 Corridor, 2014-2016

	Single Motor Vehicle	Head-On	Head-On / Left Turn	Angle	Rear-End	Rear-End Left Turn	Side-swipe	Other	Total
Clam Lake	99	1	2	19	13	4	6	5	149
Cherry Grove	6			1					7
Cadillac	7	1	1	17	10	1	3	0	40
Total	112	2	3	37	23	5	9	5	196
Percent	56%	1%	1%	19%	12%	3%	5%	3%	100%

Source: Michigan Traffic Crash Facts

Table 4: M-55 Corridor, 2014-2016

	Single Motor Vehicle	Head-On	Head-On / Left Turn	Angle	Rear-End	Rear-End Left Turn	Side-swipe	Other	Total
Cherry Grove	56		2	2	3		5	2	70
Cadillac	14			6	3	5	3	2	33
Total	70		3	8	6	5	8	4	103
Percent	68%	0%	2%	8%	6%	5%	8%	4%	100%

Source: Michigan Traffic Crash Facts

Infrastructure Condition

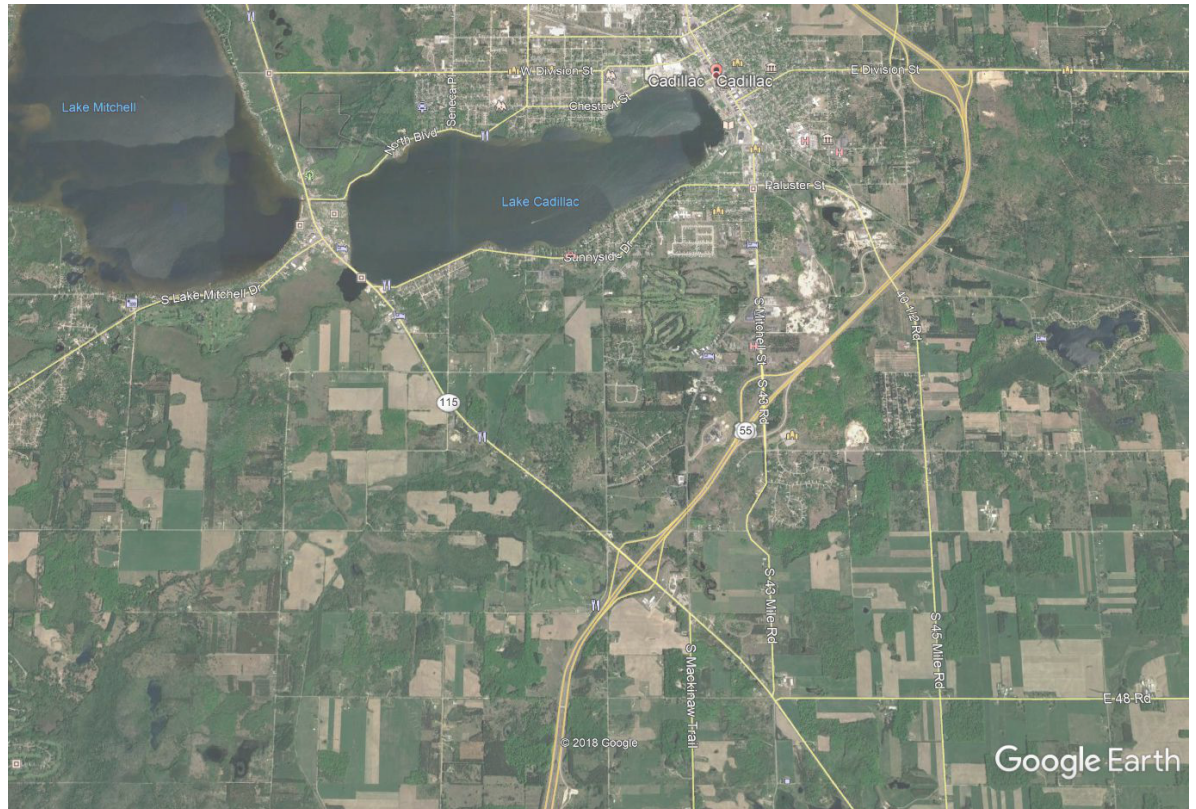
Although segments of the M-115 corridor have a low rating on the PASER (Pavement Surface Evaluation and Rating) scale, MDOT compares this information to their RSL (Remaining Service Life) pavement ratings to determine road improvement programming. Based on discussions with the Traverse City Transportation Service Center, there is a likelihood in the next three to five years that segments of M-115 will be milled and resurfaced. As this timeframe is further refined, plans for pedestrian facilities and streetscape within the study area should be evaluated and planned for simultaneous implementation. In addition, the current non-motorized pathway is in need of resurfacing and widening to meet current pathway standards.

Walk Score

Walk Score (walkscore.com) measures the walkability of any address using a patented system. For each address, the algorithm analyzes hundreds of walking routes to nearby amenities. Points are awarded based on the distance to amenities in each category, and an overall score between 1 and 100 is assigned to the location. A score of "1" is a very car-dependent environment, while "100" is a very walkable environment. Amenities within a 5 minute walk (0.25 miles) are given maximum points. A decay function is used to give points to more distant amenities, with no points given after a 30 minute walk. Walk Score also measures pedestrian friendliness by analyzing population density and road metrics such as block length and intersection density. The following random locations were chosen to illustrate the walkability of corridor and a comparison with a high walkability location in downtown Cadillac:

- **Cadillac Sands Resort, 6319 M-115**
Scored a "32 Car-Dependent" meaning most errands require a car.
- **Blue Heron Café, 304 North Mitchell Street,**
Scored "81 Very Walkable" meaning most errands can be accomplished on foot.
- **Beacon & Bridge Gas Station and Market, 8485 M-115,**
Scored "1 Car-Dependent" meaning all errands require a car.

Map 3: Walk Score



SWOT Analysis

Process

A stakeholder participation session was convened on May 3, 2018 by Networks Northwest and the Alliance for Economic Success to solicit perceptions on the corridor and ideas for improvement. A key element was a Strengths, Weaknesses, Opportunities, Threat (SWOT) analysis and discussion of a future vision for the corridor.

Meeting attendees were asked a series of questions and their responses were recorded by each of the following categories:

- Strengths are the existing assets of the corridor. They are the physical, human, and commercial mix elements that make the corridor attractive. Examples include water views or easy access from the freeway.
- Weaknesses are elements of the corridor which detract from visitor interest and merchant success. Examples include high speed traffic and lack of new real estate investments.
- Opportunities are internal or external conditions which make it possible to successfully undertake a project or plan. Examples include planned public infrastructure upgrades or the availability of affordable real estate.
- Threats are also internal or external conditions, but those which will potentially impede progress towards a thriving commercial district. Examples include absentee property owners or poor image.



STRENGTHS

What are the strengths that should be leveraged?

- Lake Cadillac and Lake Mitchell offer scenic views of natural beauty and copious water activities. Abundant wildlife is in the area and the active natural water cycle of the lakes results in high water quality.
- A long, rich tourism history combined with the name recognition of “Cadillac,” is a strong visitor draw. Visitor and tourism marketing for this area is robust and beneficial.
- A wide variety of four-season recreation facilities in the area include ski areas, golf courses, boat launches, snowmobile trails, the canal and walkway underneath the highway bridge that connect Lake Cadillac and Lake Mitchell, and bicycle pathways including the White Pine Trail.
- High traffic counts mean great visibility and viability for the area. The residential base in the area also creates a strong customer and user base for businesses, recreation facilities, and community events.
- The area supports a variety of restaurants and lodging choices which have easy access to amenities.
- Noted facilities in the area include Mitchell State Park, Cherry Grove Event Center, and Carl T. Johnson Hunting and Fishing Center.
- The area is in close proximity to downtown Cadillac and the activities offered there. Points beyond are easily accessed via US-131, M-115, and M-55.
- Gas stations and fast food restaurants provide convenient service.



Strengths identified during the SWOT exercise.
The larger the word, the more times it was
stated by participants.

WEAKNESSES

What are its weaknesses that need to be eliminated?

- The area is fractured and lacks a true identity. Travelers think this area is the Cadillac Central Business District as they pass through. Lack of public events with Cadillac identity.
- The area needs upgraded and expanded public infrastructure, including walkways, wayfinding signage for amenities, and lighting. The area also lacks placemaking strategies that could bolster the use of amenities and ensure the infrastructure is built.
- Some properties look old and tired. Signage is outdated. There is a lack of new investment in facilities and businesses.
- Overall connectivity for pedestrians and vehicle operators is a challenge, including:
 - High speed traffic on the highway compromises vehicular and pedestrian movement and safety in the area.
 - Overall walkability in the area is poor and compromises pedestrian safety, including lack of safe access between the State Park and the White Pine Trail for pedestrians, bicyclists.
 - A lack of access management for driveways makes it difficult drivers and pedestrians alike.
 - A single entryway at the State Park makes ingress and egress difficult and congested.
 - Improved off-road vehicle (ORV) access is needed for all seasons.
 - Lack of docks in the waterway reduces connectivity.
- Use of the State Park is limited, as there is a narrow window of activity when the Park is open. There is no winter activity at the Park.
- Poor intergovernmental cooperation prevents from proactive action taking place.
- The weather can negatively impact area tourism, whether it's low water levels or lack of snowfall. Some felt there is too much dependency on the weather for tourism and the local economy may need to diversify.
- More people that need to "do it well" whether its improving their properties and working to cultivate the overall area.
- Lack of a market study or assessment makes it hard to know what the potential for new investment. Some felt that store options are needed, including a grocery store or a convenience store. A market study could help in determining the sustainability of a new grocery store.

OPPORTUNITIES

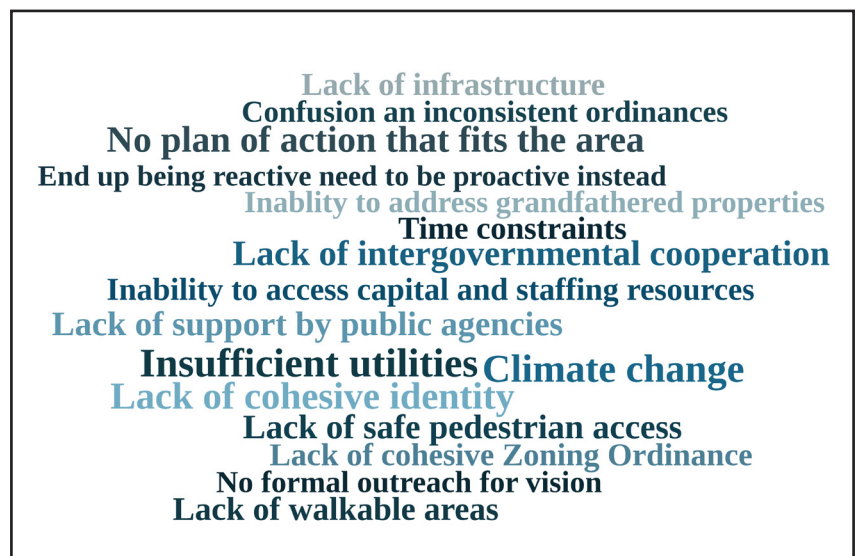
What are opportunities to be seized?

- Under-utilized real estate properties are available. There are developers and investors interested in the area
- Harness high traffic counts and all of the people passing through. In addition, while many residents in the area venture into the downtown Cadillac, there is an opportunity to pull and draw residents and visitors into the Cadillac West area. This can be a great resource for business growth and increased activity in the area.
- An effort to improve the overall area could be a great opportunity for intergovernmental cooperation.
- Branding and wayfinding could help to create identity and improve overall quality of the area.
- Re-route the pathway along Lake Cadillac and extension the bike trail network to other locations such as the White Pine Trail.
- Its hub location and easy connection to highways and other options for travel such as boats and bicycles can be built upon leveraged in accessing places like downtown Cadillac and Interlochen
- Numerous affordable options for tourists with lodging and amenities can appeal to a wide variety of tourists.
- Establishing form-based code could be used to build quality development and streamline the approval process for new development. Enforcement of codes was supported
- Upgrading public and private facilities can increase new interest and investment in the corridor, as well as supporting the development in a more orderly fashion.
- There is a unique opportunity create a collective vision for the corridor and develop in a smart manner. The natural resource amenities could be a major asset in demonstrating a green-focused community.

THREATS

What are the threats to avoid/manage?

- Insufficient public utilities and infrastructure to serve development and redevelopment, including the inability to access capital and resources (such as tax increment financing).
- Climate change and the unpredictability it creates for the tourism industry.
- Lack of cohesive identity for the area and no plan of action that fits a vision of the area, including no formal outreach for vision.
- Lack of intergovernmental cooperation, open communication, and support by public agencies for redevelopment efforts.
- Lack of safe pedestrian access and infrastructure for walkability.
- Time constraints and not taking action within a reasonable time. The community ends up being reactive when it needs to be proactive instead.
- Lack of cohesive zoning for the area, resulting in confusion, inconsistent ordinances, and inability to address grandfathered properties and related issues.



Threats identified during the SWOT exercise.
The larger the word, the more times it was
stated by participants.

Corridor Vision

After performing the SWOT analysis participants offered a vision for the future of the corridor. This vision included the following:

A VISION FOR THE FUTURE

1. A tourist village that is connected, synergized and has a strong identity
2. A destination location
3. A place that caters to a wide variety of tourism activities - upscale, downtown feel, nightlife, vibrancy
4. Easily available and accessible parking and transportation choices that link commerce with recreational amenities
5. An area with strong local roots and community pride
6. Maximization of unique water assets
7. Full service area for residents, businesses, and visitors
8. Incorporating density that reflects the desired design by the community



Market Analysis

In order to determine market potentials within the study area, two locations were selected: the intersection of M-115, and M-55 and the intersection of Mackinaw Trail and US-131 Business Route. Using Esri Business Analyst the market potential for each three-mile radius was determined. Market potential is determined by combining 2017 Tapestry™ Segmentation data with Doublebase® 2015 data from GFK MRI. Doublebase 2015 is an integration of information from four consumer surveys. Each survey respondent can be identified by Tapestry segment, so a rate of consumption by Tapestry segment can be determined for a product or service for any area. Tapestry segmentation provides an accurate, detailed description of America's neighborhoods: U.S. residential areas are divided into 67 distinctive segments based on their socioeconomic and demographic composition, and then further classified into LifeMode and Urbanization Groups. The two three-mile radii market areas overlap, so the data has to be reviewed in the context of the areas covered, traffic network, and drive times that influence consumer behavior.



 Three Mile Radius
  M-115 & M-55
  Mackinaw Trail & Crestview

More than 90% of the households in the market areas are represented by the following five market segments. Each market segment has certain socioeconomic traits and market profile preferences. Based on this information, market potential is calculated as denotes either a surplus (more dollars spent in the area than available) or leakage (dollars available in the area but flowing out to other markets due to lack of retail or services) by product category. It is important to note that dollars imported into the local economy from tourists or visitors are not included in the data because the market potential is based on the composition of year-round residents.

Table 5: Tapestry Segments Represented within the Corridor

Segment	Socioeconomic Traits	Market Profile Preferences
Traditional Living 25.8% of M-115 Corridor Households	<ul style="list-style-type: none"> • More than 70% have completed high school or some college. • Unemployment is higher at 7.3% (Index 134); labor force participation is also a bit higher at 63.4%. • Almost three quarters of households derive income from wages and salaries, augmented by Supplemental Security Income (Index 139) and public assistance (Index 152). • Cost-conscious consumers that are comfortable with brand loyalty, unless the price is too high. • Connected and comfortable with the Internet, they are more likely to participate in online gaming or posting pics on social media. • TV is seen as the most trusted media. 	<ul style="list-style-type: none"> • They shop for groceries at discount stores such as Walmart supercenters; Kmart is also a favorite for apparel and sundry household and personal care products. • Convenience stores are commonly used for fuel or picking up incidentals like lottery tickets • They tend to carry credit card balances, have personal loans, and pay bills in person. • Half of households have abandoned landlines for cell phones only. • They watch their favorite channels including ABC Family, CMT, and Game Show Network • They're fast food devotees. • They enjoy outdoor activities such as fishing and taking trips to the zoo.
Heartland Communities 24.5% of M-115 Corridor Households	<ul style="list-style-type: none"> • Retirees in this market depress the average labor force participation rate to less than 60% (Index 94), but the unemployment rate is comparable to the US. • More workers are white collar than blue collar; more skilled than unskilled. • The rural economy of this market provides employment in the manufacturing, construction, utilities, healthcare, and agriculture industries • These are budget savvy consumers; they stick to brands they grew up with and know the price of goods they purchase. Buying American is important. • Daily life is busy, but routine. Working on the weekends is not uncommon. • Residents trust TV and newspapers more than any other media. • Skeptical about their financial future, they stick to community banks and low-risk investments. 	<ul style="list-style-type: none"> • Traditional in their ways, residents of Heartland Communities choose to bank and pay their bills in person and purchase insurance from an agent. • Most have high-speed Internet access at home or on their cell phone but aren't ready to go paperless. • Many residents have paid off their home mortgages but still hold auto loans and Traditional in their ways, residents of Heartland Communities choose to bank and pay their bills in person and purchase insurance from an agent. • Most have high-speed Internet access at home or on their cell phone but aren't ready to go paperless. • Many residents have paid off their home mortgages but still hold auto loans and student loans. Interest checking accounts are common • To support their local community, residents participate in public activities. • Home remodeling is not a priority, but homeowners do tackle necessary maintenance work on their cherished homes. They have invested in riding lawn mowers to maintain their larger yards. • They enjoy country music and watch CMT • Motorcycling, hunting, and fishing are popular; walking is the main form of exercise. • To get around these semirural communities, residents prefer domestic trucks or SUVs.

Segment	Socioeconomic Traits	Market Profile Preferences
<p>Salt of the Earth</p> <p>18.2% of M-115 Corridor Households</p>	<ul style="list-style-type: none"> • Steady employment in construction, manufacturing, and related service industries • Completed education: 40% with a high school diploma only. • Household income just over the national median, while net worth is nearly double the national median. • Spending time with family their top priority. • Cost-conscious consumers, loyal to brands they like, with a focus on buying American. • Last to buy the latest and greatest products. • Try to eat healthy, tracking the nutrition and ingredients in the food they purchase. 	<ul style="list-style-type: none"> • Outdoor sports and activities, such as fishing, boating, hunting, and overnight camping trips are popular. • To support their pastimes, truck ownership is high; many also own an ATV. • They own the equipment to maintain their lawns and tend to their vegetable gardens. • Residents often tackle home remodeling and improvement jobs themselves. • Due to their locale, they own satellite dishes, and have access to high speed internet connections like DSL. • These conservative consumers prefer to conduct their business in person rather than online. They use an agent to purchase insurance.
<p>Small Town Simplicity</p> <p>16.9% of M-115 Corridor Households</p>	<ul style="list-style-type: none"> • Education: 67% with high school diploma or some college. • Unemployment higher at 7.7% (Index 141). • Labor force participation lower at 52% (Index 83), which could result from lack of jobs or retirement. • Income from wages and salaries (Index 83), Social Security (Index 133) or retirement (Index 106), increased by Supplemental Security Income (Index 183). • Price-conscious consumers that shop accordingly, with coupons at discount centers • Connected, but not to the latest or greatest gadgets; keep their landlines. • Community-orientated residents; more conservative than middle-of-the-road. • Rely on television or newspapers to stay informed 	<ul style="list-style-type: none"> • Small Town Simplicity features a semirural lifestyle, complete with trucks and SUVs (domestic, of course), ATVs, and vegetable gardens. • Residents enjoy outdoor activities like hunting and fishing as well as watching NASCAR and college football and basketball on TV. • A large senior population visit doctors and health practitioners regularly. • However, a largely single population favors convenience over cooking—frozen meals and fast food. • Home improvement is not a priority, but vehicle maintenance is.
<p>Senior Escapes</p> <p>5.5% of M-115 Corridor Households</p>	<ul style="list-style-type: none"> • Labor force participation is low, but more than half the households are drawing Social Security income • They have conservative political views. • They spend majority of their time with spouse/ significant other or alone. • They are limited by medical conditions but still enjoy gardening and working on their vehicles. • They take good care of vehicles, but haven't bought a new one in more than five years. • They only spend within their means, do their banking in person, and do not carry a balance on their credit card. 	<ul style="list-style-type: none"> • Stock up on good deals, especially high-fiber, low-calorie, low-fat, and fat-free foods. • Own three, sometimes four or more TVs and watch news, sports, CMT, Hallmark, and AMC. • Belong to veterans' clubs; maintain AARP and AAA memberships. • Get most information from TV and the Sunday newspaper; light users of home computers and the Internet. • Travel in the US via guided tours but weary of security issues. • Frequently dine out at Wendy's, Golden Corral, and Cracker Barrel.

Market Potential

The market potential indicates that retail dollars are generally flowing into both sub-market areas. For example, specialty food stores; beer, wine and liquor; health and personal care stores; gasoline stations; and food and drinking establishments see an inflow of sales. This is likely due to the greater Cadillac area being a commercial hub for the immediate region. However, there are some opportunities, primarily in the general merchandise and department store categories; clothing; and building materials and supplies.

Opportunities for the M-115 corridor, factoring in tourist related traffic, should focus on grocery stores, general merchandise, and sporting goods. The Mackinaw Trail business district could focus on lawn and garden and on dealers of building materials and supplies, such as kitchen and bath remodeling show rooms and custom cabinetry dealers.

The data provided in Table 6 below is based on information provided by ESRI Business Analyst. Because the sub-market areas overlap, the potential retail sales should be viewed as indicators of potential retail opportunities within the overall market. Further, the data is based on consumer disposable income and buying characteristics within the defined trade area. Food service and drinking places show an inflow into the Cadillac market due to a concentration of dining and drinking options, and do not take into account tourism import dollars. Market analysts often disclose that sales associated with eating and drinking places are more focused on destination and experience than available disposable income. As a result, a market can easily have more restaurants, brewpubs, and taverns than the local population can support.

Opportunities at the M-115/M-55 intersection should focus on tourism-related and traffic-dependent uses: food service, lodging, sporting goods, and recreation-based businesses. On the other hand, the Clam Lake DDA business district should focus on retail and service businesses that support residents within the greater Cadillac area.

Table 6: Retail Marketplace Potential

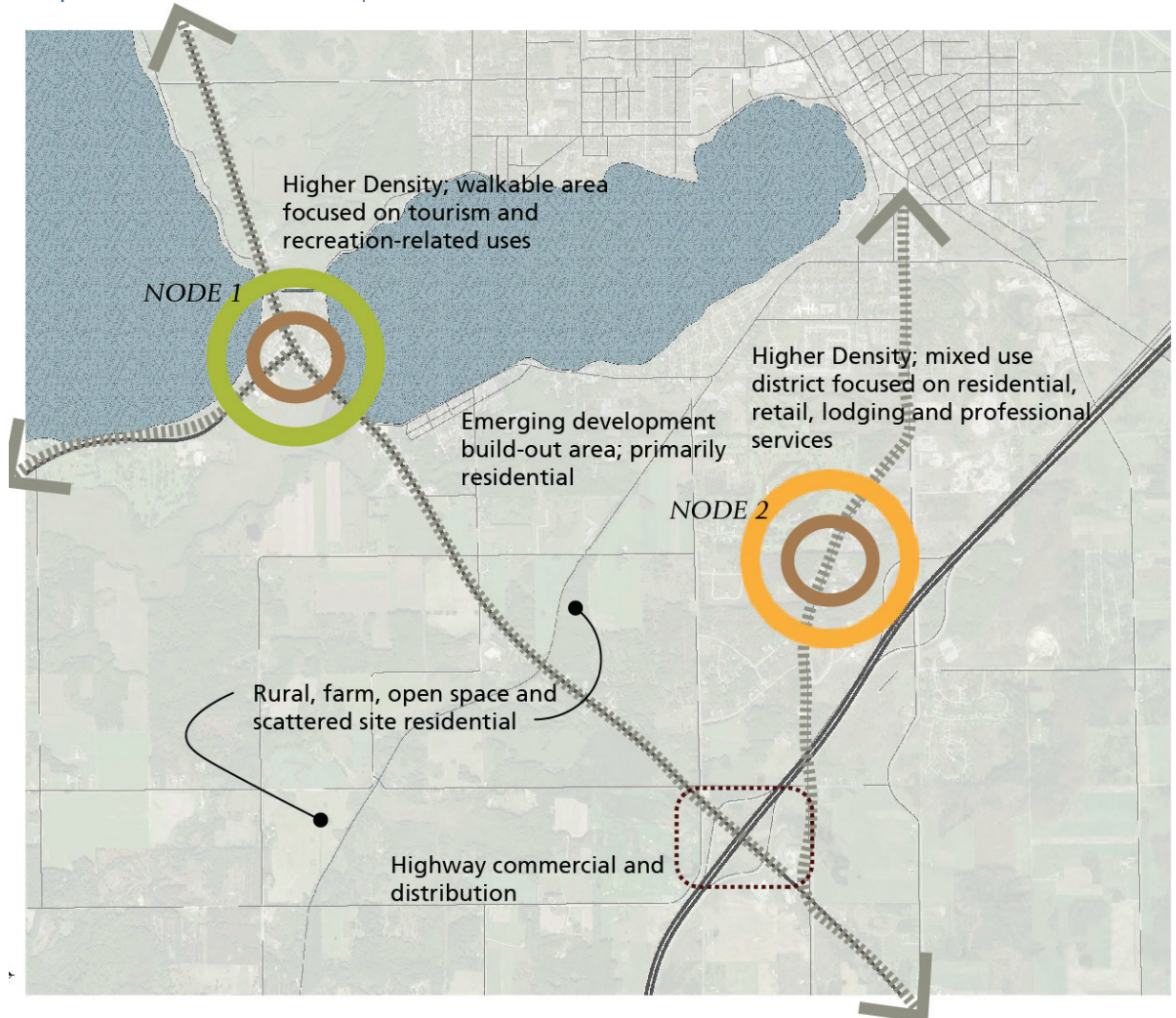
Category	M-115 / M-55	Mackinaw Trail / Crestview
Motor Vehicle & Parts	\$3,940,875	\$4,813,986
Automobile Dealers	\$12,073,868	\$8,792,896
Furniture & Home Furnishings	\$642,509	\$2,063,693
Furniture Store	\$1,286,942	\$2,285,679
Lawn & Garden	\$401,770	\$445,324
Bldg Materials & Garden Supplies		\$7,398,370
Clothing & Clothing Accessories	\$3,650,397	\$4,911,275
Clothing Stores	\$3,142,841	\$3,649,730
Shoe Stores	\$720,830	\$823,568
General Merchandise	\$14,705,189	\$17,478,527
Other General Merchandise	\$3,970,050	\$5,134,713
Misc Store Retailers	\$505,715	\$5,134,713

Corridor Framework Plan

Foundation

The suburban corridor is an American invention. Unlike our European counterparts that focused development in and immediately adjacent to village centers, American land development practices have been greatly influenced by the car. As a result, commercial and service businesses expanded along roadways, pushing development in areas once farmed. We now call this “sprawl” or the “suburban corridor.” Over the years, the Urban Land Institute (a non-profit representing the real estate and development community) and several universities have assessed the characteristics of high-valued corridors and those that are under-performing. The research reveals that corridors that focus development in denser, walkable nodes perform better than those that elongate development throughout the corridor. The nodes often contain a mix of uses—retail, restaurant, offices, and residential—that are walkable and inter-connected.

Map 5: Corridor Framework Concept



The framework for the M-115 and M-55 corridor focuses on two specific development nodes: the business district and tourism area at the M-115 / M-55 intersection (Node 1) and the Mackinaw Trail Road Business District (Node 2). These two nodes form the development pulse for the corridor. Areas along M-115 between the US-131 interchange and causeway should remain relatively open with a mix of farms, open space, and scattered site residential.

Node 1: Cadillac West Village

This node is defined by the intersection of M-115 and M-55, extending north to Division Street, south to the causeway, and west down M-55 to Locust Lane. This district constitutes where retail, service, tourism and mixed-use development would be confined. The public realm facilities immediately around the intersection (light brown ring) should be developed with full sidewalks, curb and gutter, crosswalks, and pedestrian lighting. Businesses should be internally connected and new buildings should be constructed closer to the road with parking on the side or the rear of the buildings. The character of this areas should reflect the adjacency of the recreation assets an have a “resort” and “tourism” feel.



Source: Google Images

Node 2: Mackinaw Trail District

This node is well positioned to a be mixed-use neighborhood. It already has a mix of uses including, professional services, retail, golf course, resort lodging, residential, and institutional uses. The key focal area is the intersection of Mackinaw Trail Road and Crestview Drive. This is where the residential neighborhood and Middle School connect. A concerted effort to install sidewalks, shared pathways where appropriate, and lighting at strategic locations would serve to connect this area. Areas to the south should be developed for residential development (single family, senior citizen assisted living, and market rate multiple family). Available acreage to the north should be developed for additional professional offices and retail.



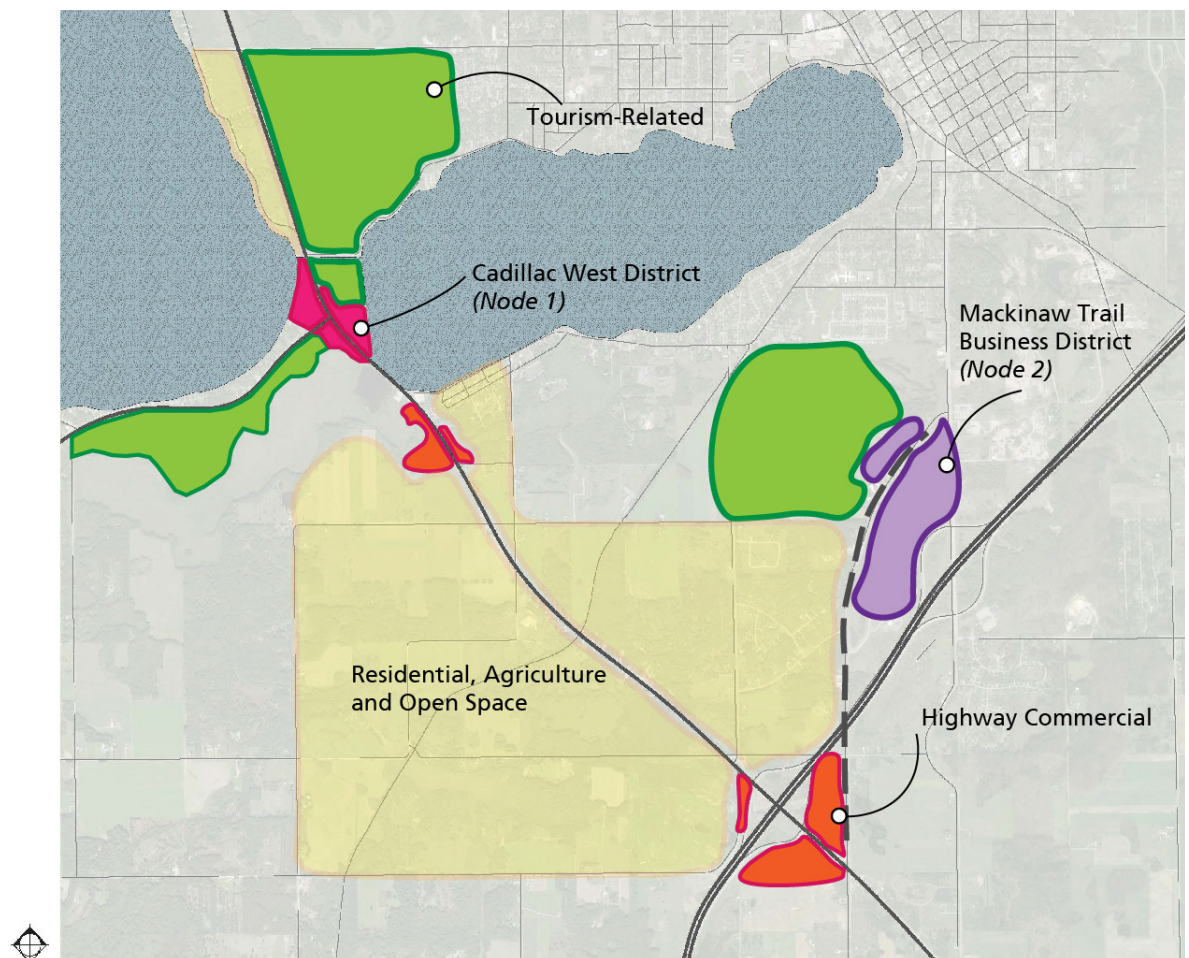
Source: Google Images

Land Development Patterns

One of the key guiding principles behind corridor revitalization is to concentrate retail and business uses in defined areas. The fragmentation of retail along the corridor dissipates the available market potential and causes additional traffic access management issues. The corridor framework focuses attention on two primary activity nodes: Cadillac West and the Mackinaw Trail Business District. The Cadillac West district focus is on tourism-related activities that include many of the uses in the City of Cadillac TS-1 and TS-2 zoning designations. The Mackinaw Trail Business District focus is on businesses and office development that caters to area residents.

A review of both the Clam Lake Township and City of Cadillac Master Plans support the concentration of more intense development around these two nodes. The only exception is the Clam Lake Township Future Land Use Map (FLUM), which calls for regional highway commercial at the built-out US-131 / M-115 interchange. From this interchange to 40 $\frac{3}{4}$ Road, only agriculture and residential are envisioned. The businesses located along M-115 between 40 $\frac{3}{4}$ Road and the causeway are existing, but new business development along this stretch of highway should not be allowed to expand beyond this footprint.

Map 6: Generalized Land Development Patterns



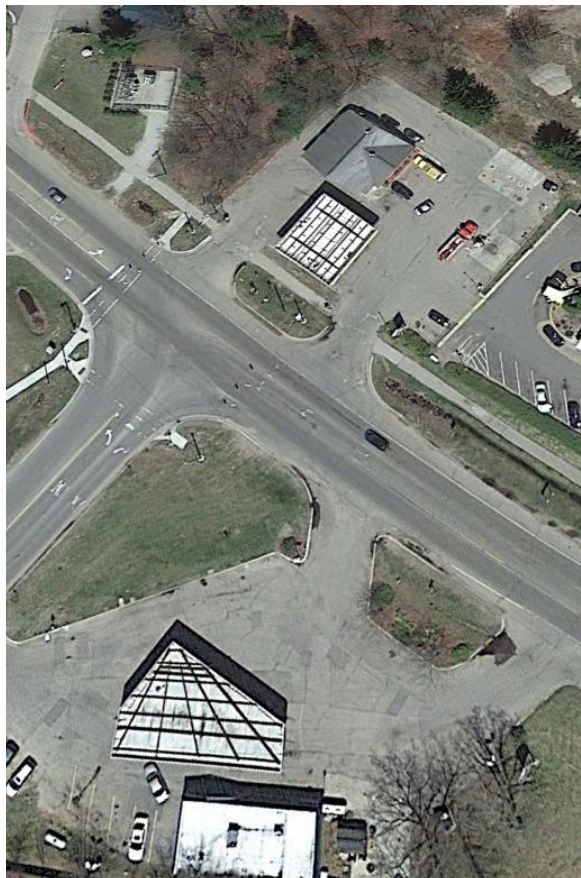
Intersection and Access Modifications

There are several intersections that could be modified to increase safety and accessibility. The first intersection is the acute intersection at M-115 and Sunnyside Drive, which should be modified to make it a “T” intersection or, with additional right-of-way, a roundabout. The vacant parcel on the opposite side of the intersection should be acquired and remain as open space in order to reduce vehicular conflicts due to its adjacency to the causeway.

The next intersection which needs to be redesigned is the M-115 and M-55 intersection. The current Shell Gas Station has two curb cuts which are not aligned with the other legs of the intersection, causing a traffic safety concern. Long term this property should be acquired and a new entry into the Mitchell State Park RV campground and McDonald’s created. This would create a typical four-way intersection with a signal and pedestrian crosswalks.

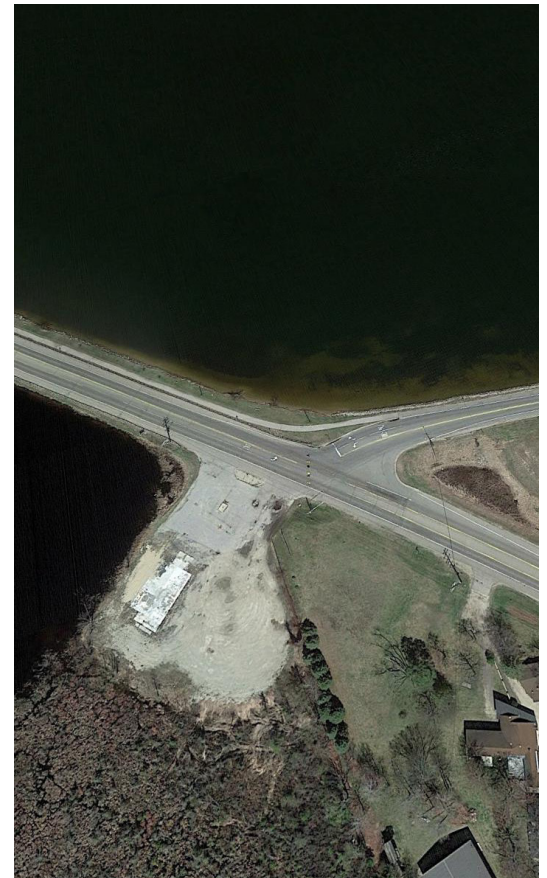
When businesses within the West Cadillac district expand or redevelop, cross access agreements and connections need to occur to reduce the amount of external vehicular movements onto M-115 and M-55. These provisions can be addressed in greater detail in an overlay district ordinance.

The M-115 and M-55 Intersection

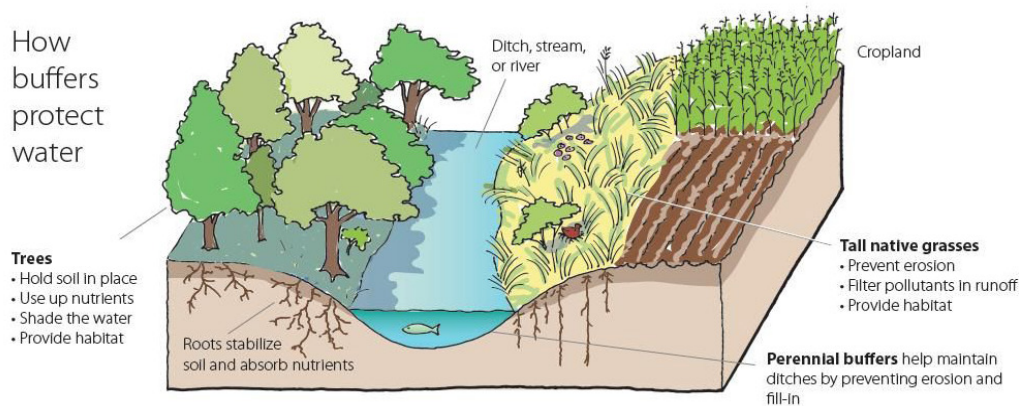


Source: Google Images

The M-115 and Sunnyside Drive Intersection



Source: Google Images



Water Quality Protections

There is a strong relationship between the water quality of the lakes and the success of the corridor redevelopment. The good news is that both Lake Mitchell and Lake Cadillac currently enjoy very good water quality. However, as intensity of development increases and use of the lakes is promoted, it will be important to implement best practices to protect the water quality of both lakes. It is much easier to protect clean lakes than it is to clean up degraded lakes.

The communities could consider adopting zoning standards that require a riparian buffer with new development. A riparian buffer is a vegetated area near a water body which helps shade and partially protect the stream from the impact of adjacent land uses. It plays a key role in protecting water quality. Riparian buffers intercept sediment and nutrients in surface water runoff to keep them from entering the lake. At the community visioning session, there was discussion of some nutrient overloading in Lake Cadillac due to runoff and/or the local goose population. Encouraging natural buffers along the lakes would address both of these issues.



Focus Areas of Concern

Identity, Appearance, and Wayfinding

Based on information received through the stakeholder meeting and field observations, several focus areas of concern were identified that will be discussed in this section.

Identity

The corridor suffers from a lack of identity. Some of this perception can be attributed to the lack of uniform and consistent wayfinding system. Although there are some signs that suggest routes to downtown Cadillac, there is very little information regarding other assets within the corridor. For example, northbound traffic passing the M-115 / Mackinaw Trail Road intersection would never know that an office district, resort, medical and lodging facilities, and Middle School are located on Mackinaw Trail. Similarly, the exit ramps off US-131 provide little information regarding corridor assets and directions. Solutions to the identity problem is twofold. First, a brand name needs to be created that can be used to promote and unify the district. Secondly, there needs to be a well-designed wayfinding system that provide information and directions on corridor assets.

An example of a successful branding effort is from the City of Grayling where the brand is used by the City, Township, Chamber and Downtown Development Authority/ Main Street Board. An example of well designed and implemented wayfinding program is the City of Northville, which includes entrance and gateway signs, asset identification signs, and directional signage.



Using a graphic brand to distinguish the "Cadillac West" location.



Recommended use of a curved wall with local field stones at the three gateways to the district; Mackinaw Trail Road, North Road, and M-55 wayfinding system.



Once the brand is established, using it in a corridor-wide wayfinding system.

Redevelopment/Development Opportunities

The Sands Resort (Redevelopment)

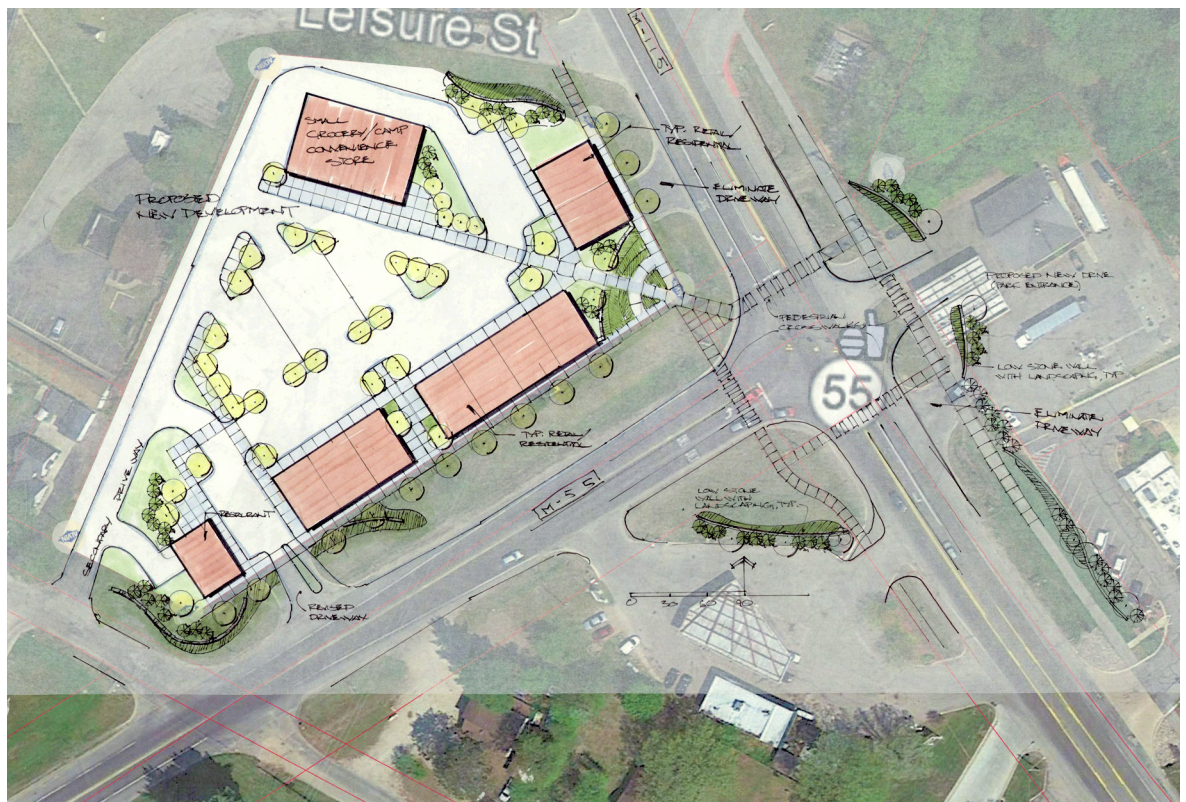
The property is nearing functional obsolescence. Some of the rooms are unavailable for rent, and some of the facilities need significant renovation and investment. Overall, the land is more valuable than the current building and facilities, and a likely outcome would be demolition of the buildings to accommodate a new and modern hotel facility. A conceptual design for the property accommodates a 120 room multi-story hotel with rooftop lounge, conference/event facility connected to the hotel by an enclosed walkway, and small restaurant and food service for both the hotel and conference/event center. The conceptual design suggests a public area along Cadillac Lake including a shared walkway that would connect with the State Park. In addition, several out-buildings are located along M-115 to provide retail space with upper story residential units that would be managed through the hotel property.



Beckett & Raeder, Inc. Sands Resort Vision Illustration

M-115 / M-55 Intersection (Redvelopment)

Like the Sands Resort property, the small shopping center located on the northwest quadrant of the M-115 / M-55 intersection should be considered for redevelopment. It is suggested that a new building be located closer to M-115 and M-55 and include retail space focused on needs for adjacent residents and the influx of tourists. Suggested uses would include coffee shop, over-the-counter food service (pizza, sandwiches, etc.), laundry facility, small convenience grocery store, and sporting goods and services. In addition, it is suggested that long term consideration be given to acquiring and removing the Shell gas station and relocating the entrance to the State Park at the intersection. This would provide both a vehicular and pedestrian entrance at the intersection. Defined crosswalks with the installation of mast arm traffic signalization would provide more definition to the intersection that also favors pedestrian activity.



US 131 / M-115 Interchange

The US-131 / M-115 interchange area is approximately .80 square miles compared to 0.24 square miles for the area between the Days Inn south to 40 ¾ Road. The interchange alone comprises 70 acres or 0.11 square miles. The northeast quadrant of the interchange is developed with commercial businesses, including a gas station that serves automobiles and trucks. The southwest quadrant primarily consists of a golf course. MDOT is programming for the development a new park-and-ride facility within the interchange to replace the temporary facility.

- **Southeast Quadrant (Development)** This area should be held in reserve as a highway-oriented business park. The first priority should be to develop remaining properties within the Clam Lake Business District (DDA area), and then utilize this area for businesses that need a location immediately adjacent to an interstate. Typical uses would primarily focus on distribution and logistic businesses.
- **Northwest Quadrant (Development)** Madison Avenue traverses this quadrant, and the recently adopted community master plan designates this area as mixed-use neighborhood. The street network is in place with connections with 46 ½ Road and Mackinaw Trail Road, and the area is less than a half mile from the Middle School.

M-115 / Mackinaw Trail Intersection

M-115 / Mackinaw Trail Road Intersection

Requests for a traffic signal at this intersection have been made on several occasions to MDOT, but the traffic incidents recorded at the intersection do not meet the required warrants for a signal. An option that would calm traffic and provide a higher degree of safety would be the installation of a roundabout similar to the one on M-115 and M-37 in Mesick.

The roundabout, coupled with directional and wayfinding signage, would also provide seamless access to the Mackinaw Trail business district. The curvilinear nature of the roundabout design would compliment the use of low-scale fieldstone landscaping walls along the perimeter to form the gateway to the Mackinaw Trail business district and Cadillac West.



Public Realm Improvements

“The public realm” is a loosely-used term to define the space that belongs to everyone. This usually includes street, property owned by a governmental unit adjacent to the street, parks, green spaces, and other outdoor places. The corridor has a variety of public realm spaces. These include the street network, right-of-way adjacent to the street, Mitchell State Park, Lake Cadillac, Lake Mitchell, the White Pine Trail, and the non-motorized trail that runs parallel to M-115. The plan identifies six typologies for the public realm that are outlined in the table entitled, “Corridor Transportation Typology.” Each typology has different characteristics influenced by the type and speed of traffic, geographic location, and land use. As a result, improvements within the public realm vary depending on the typology. For example, C2 - Corridor Rural, which has a posted speed of 55 mph and is rural in character, is different than C5 - Corridor Village, where the speed limit is lower and commercial development more prevalent.

Map 7: Corridor Transportation Typology

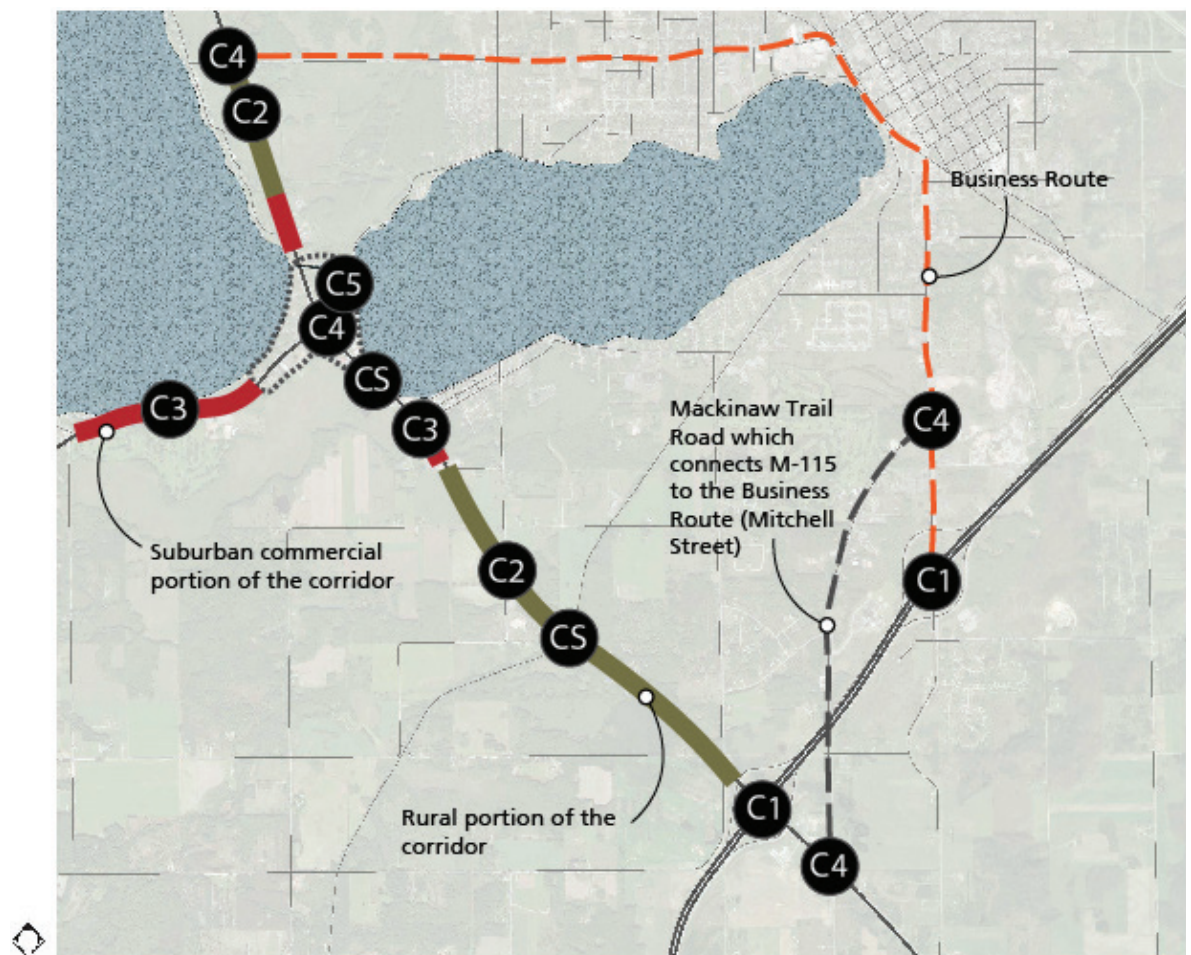


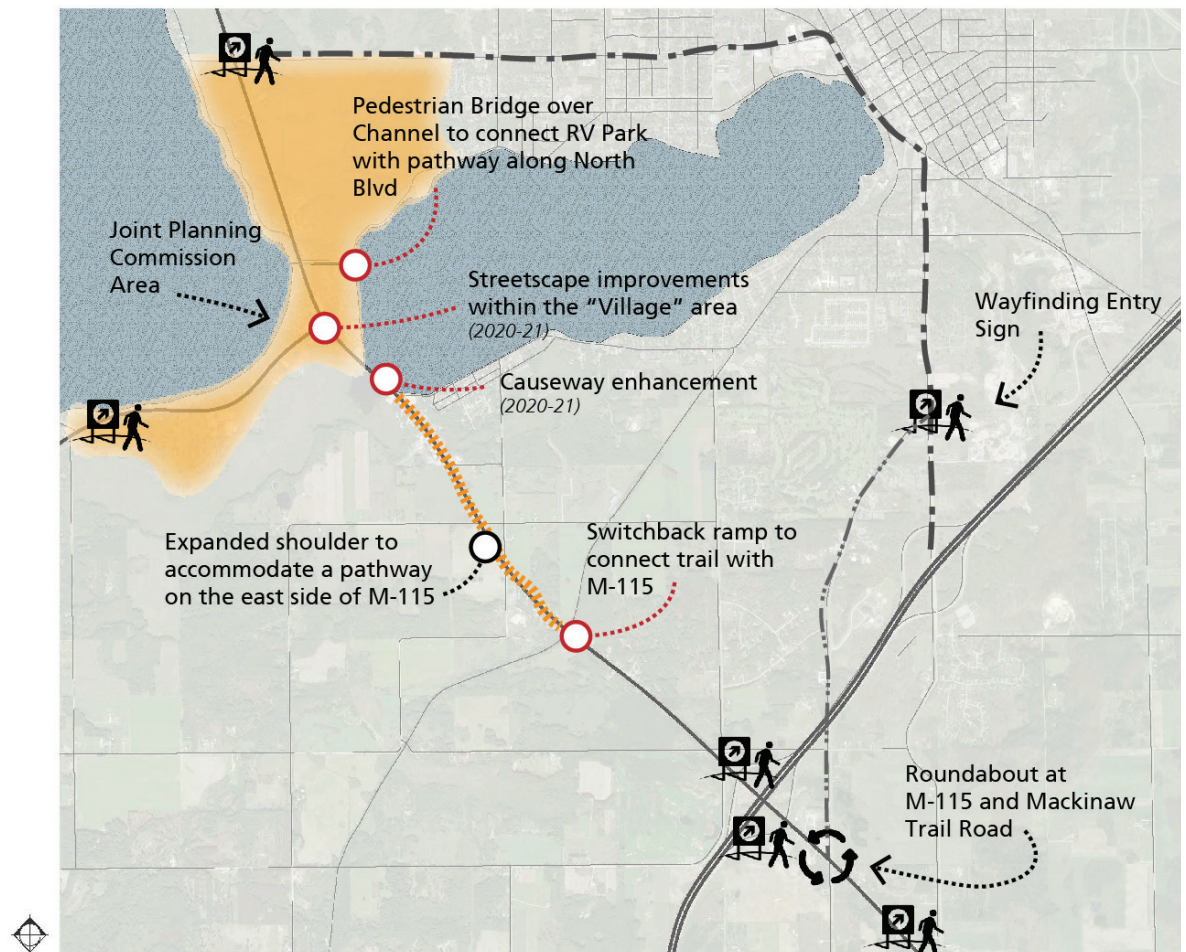
Table 7: Corridor Transportation Typology

	Corridor Transportation Typology					
	C1	C2	C3	C4	C5	CS
	Interchange	Corridor Rural	Corridor Commercial	Intersection	Corridor Village	Corridor Special
General Character	Rural location; open landscape with large areas of open space; very little appeal	State trunkline with combination car and truck traffic; open fields; some tree lined road segments; sporadic large lot residential with direct access to the trunk line.	Fragmented and segregated commercial properties lacking interior access. All lots have direct access to the trunk line. Minimal roadway lighting and signage regulations.	Major intersections that are part of the state trunkline or connections with County roads to major commercial and employment destinations.	Higher density commercial districts with a combination of retail, service, lodging, recreation and tourism uses. Some business have interior access to adjoining lots. These facilities accommodate pedestrian activities.	Areas within the transportation network that have special characteristics or provide regional services distinct from the local traffic network.
Suggested General Speed Limits\ (mph)	75 on the interstate; 25 to 35 on ramps	55	45	Varies depending on location	35	Varies depending on location
Roadway Lighting	Very minimal	Except for major intersections, usually minimal or nonexistent	Roadway lighting; spacing 150-200 feet apart in a uniform, non-staggered format	Roadway scale lighting standards	Roadway scale lighting at the intersection with pedestrian scale lighting along the ROW. Pedestrian scale every 50-75 feet.	Varies depending on location
Landscaping	Natural	Natural; try to maintain tree lined corridor	Trees within the ROW; spaced every 70 apart.	Low level plantings to ensure clear zone visibility.	Trees within ROW; spaced every 40 feet; supplemented with perennials.	Varies depending on location
Pedestrian Facilities	None	Bike lane on paved shoulder	Bike lane on paved shoulder	Bike lane and crosswalks when the intersection is located within a C5 area.	Sidewalks and shared pathways	Varies on location but at a minimal having a bike lane or shared pathway.

Suggested Public Realm Improvements

A question often aired during a corridor revitalization or repurposing process is, “What comes first, public or private investment?” Though often perceived as a classic “chicken or egg” dilemma, the answer is “public investment.” The public sector, in concert with the private interests, needs to create the vision for how the corridor and its districts will develop. Then the public sector needs to begin the process to invest in the those projects that will leverage private development using what is referred to as “place-based economic development”: quality places attract people, and people attract business. The map below and adjacent narrative outline the scope and location of several key public sector projects.

Map 8: Public Realm Projects





C1 Interstate Exit 176 is approximately 70 acres in size. It is not well landscaped and looks uninviting. Suggested improvements include additional tree planting with a identification signage to districts east (Mackinaw Trail Business District) and west (Cadillac West Resort Village).

C2 Corridor Rural This portion of the corridor is 1.9 miles in length and extends from the US-131 interchange north to 40 $\frac{3}{4}$ Road. Much of the corridor between US-131 and S 39 Road is lined with trees. North of S 39 Road, the corridor opens into farm field until 40 $\frac{3}{4}$ Road. It is recommended that at least 75 to 100 feet of tree cover be maintained along the US-131 to S 39 Road portion of the corridor. If development occurs in this section, it should occur behind the tree line to preserve the character of the rural road.

C3 Corridor Commercial This portion of the corridor begins at the intersection of M-115 and 40 $\frac{3}{4}$ Road, and ends approximately 350 feet before the causeway and intersection of M-115 and Sunnyside Drive. This segment of M-115 consists of highway-related commercial businesses on separate lots with curb cuts onto M-115. This segment should be uniformly lighted with roadway lighting, but spaced further apart to allow motorists the ability to transit from rural highway conditions to more intense streetscape lighting levels.

C4 Intersections Intersections that are character zones include:

- M-115 and Mackinaw Trail: improvements should include the roundabout, low-scale identification wall, roadway LED lighting fixtures, and wayfinding signage.
- M-115 and M-55: improvements in the immediate intersection area should include curb and gutter, LED lighting fixtures, landscaping, and pedestrian crosswalk pavement markings.
- M-55 and Locust Lane: improvement should include LED lighting and wayfinding signage.
- M-115 and West Division: this a gateway entrance for southbound traffic and should include low-scale identification wall, roadway LED lighting fixtures and wayfinding signage.

C5 Corridor Village Improvements would include elements commonly associated with a more urban and traffic rich business district, such as sidewalks, pedestrian scale lighting, wayfinding signage, and defined crosswalks.

CS Corridor Special District There are two special areas within the corridor study area that have this designation. These include the White Pine Trail tunnel and the Lake Cadillac causeway.

The White Pine Trail runs under M-115 about 1.7 miles southeast of the M-115 and M-55 intersection. Although the bank between M-115 and the trail underpass is too steep for a pathway, an access ramp could be constructed that would allow bikers and hikers the opportunity to access M-115 and ride into the Cadillac West business district. A local example of a non-motorized and ADA access ramp connection to a trail is the walkway associated with the US-31 pedestrian tunnel in Petoskey. This ramp connects the waterfront to the downtown, and also allows users of the Little Traverse Wheelway shared pathway access to downtown Petoskey via a switchback sidewalk system.

The causeway over Cadillac Lake is approximately 985 feet long and 60 feet wide with three lanes; a thru-lane in each direction and a non-functioning middle lane. With the exception of maintaining small left-hand turn lanes at each end of the causeway, the unused middle lane could be retrofitted to include planter boxes with roadway lighting. In addition, the lighting standards can be equipped to hang banners, thus turning the causeway into an entry into the Cadillac West business district.

Action Plan

ORGANIZATIONAL

Corridor Champion

There are two nodes along the corridor: Node 1 - Cadillac West, and Node 2 - Mackinaw Trail Business District. Node 2 is principally the Clam Lake Downtown Development Authority (DDA) District. Node 1 is partially within a Corridor Improvement Authority established by the City of Cadillac. It is also within the jurisdictions of Clam Lake Township and Cherry Grove Township. Multi-jurisdictional districts need an entity that is responsible for coordinating projects, working with property owners, and advancing the vision.

ACTION: The Alliance for Economic Success (AES), through its relationship with the Cadillac Area Community Foundation through the Greater Cadillac Economic Group, provide coordination and serve as a neutral convener and EDO for the Cadillac West area (Node 1).

ACTION: The Clam Lake Downtown Development Authority would continue its mission to develop and revitalize the Mackinaw Trail Road Business District.

LEAD: AES

TIMEFRAME: 2018

INSTITUTIONAL

Activate the Corridor Improvement Authority

The City of Cadillac established a Corridor Improvement Authority (CIA) pursuant to Act 280 of 2005. A CIA essentially works the same as a Downtown Development Authority by constituting a board of directors who prepare a development plan which outlines projects and programs needed to revitalize the district. An Authority can use tax increment financing, levy special assessment, and issue revenue bonds and notes. Although established, the Corridor Improvement Authority for the corridor area has been dormant. It is recommended that it be reactivated and used to its potential.

ACTION: The City of Cadillac needs to appoint a Board of Directors to the CIA. At least 51% of the Board need to have a property or business interest within the CIA district. This would allow the opportunity to have board members with other interests, such as real estate, finance, design, and engineering.

ACTION: Adopt Development Plan and Tax Increment Financing Plan

LEAD: City of Cadillac

SUPPORT: AES

TIMEFRAME: 2018

Establish a Joint Planning Commission

The development and redevelopment of the corridor will be determined by the local zoning codes and associated regulations. Because the corridor includes several municipal jurisdictions, the use of a Joint Planning Commission (JPC) could be beneficial. The establishment of a Joint Municipal Planning Commission is outlined in Act 226 of 2003. The JPC would adopt a master plan and zoning ordinance for the area under its auspices. The JPC would be responsible, like any other Planning Commission, for adopting a master plan and zoning ordinance and for reviewing zoning requests, site plans, and special use applications. An example of this approach is the Grand Traverse Commons Planning Commission, which is used to plan and implement the redevelopment of the former State of Michigan Psychiatric Hospital Campus in the City of Traverse City and Garfield Township. A local example is a JPC established by 11 townships in Wexford County. Cherry Grove Township is a participant in this JPC.

ACTION: Clam Lake Township, Cherry Grove Township and the City of Cadillac each adopt an ordinance approving an agreement to establish a Joint Planning Commission. The agreement would include membership, qualification of members, operating budget, and jurisdictional area of the JPC.

ACTION: AES would coordinate preparation of the ordinance and agreement.

LEAD: AES

TIMEFRAME: 2019

REGULATORY

Establish an Overlay District

Currently, the general area around the M-115 / M-55 intersection is under the zoning authority of the City of Cadillac, Clam Lake Township, and Cherry Grove Township. As a result, the development of property is regulated differently, which promotes the lack of uniformity and poor appearance of the corridor. A visitor to the area doesn't understand the presence of three distinct municipalities but does perceive the lack of continuity and visual clutter resulting from different development standards.

If a Joint Planning Commission isn't pursued, adoption of a corridor overlay district would help regulate permitted uses, special uses, lot and building requirements, signage, parking, access management, lighting, and landscaping. This overlay ordinance would be adopted by each of the three municipalities, ensuring that the same regulations and requirements are applied to property regardless of jurisdictional location. Unlike a JPC, each municipality would be required to manage zoning related issues. An example of what an overlay district could manage is signage. The Cadillac West Village (Node 1) land area is approximately 590 acres in size with 240 acres developed in some fashion. The length of the business district on M-115 is roughly 2,600 feet, and the M-55 segment is approximately 2,300 feet. This district is impacted by a variety of pole signs which negatively impact the appearance of the district. Uniform sign standards would make a big improvement.

ACTION: In the event the JPC is not enacted, prepare and have each of the three municipalities adopt the ordinance. Include in the ordinance regulated land uses, building standards, site development standards, signage, lighting, and landscaping.

LEAD: AES

SUPPORT: Clam Lake Township, Cherry Grove Township and City of Cadillac

TIMEFRAME: 2018

INFRASTRUCTURE (CRITICAL)

Village District Streetscape

Improvements to the M-115 and M-55 intersection and adjacent properties in the core area should be coordinated with MDOT improvements potentially scheduled for 2020-2021. Improvements would include some limited curb and gutter, sidewalks, low-scale pedestrian lighting, and demarcated crosswalks. To further enhance the appearance of the district, traffic signal mast arms are suggested.

ACTION: Prepare a design plan for specific improvements. Determine which elements can be funded through a MDOT Transportation Alternatives Program (TAP) grant. Local match requirement is at least 20% of the eligible project costs.

LEAD: AES

SUPPORT: CIA

TIMEFRAME: 2019 (Design and Grant Application)

Causeway Enhancement

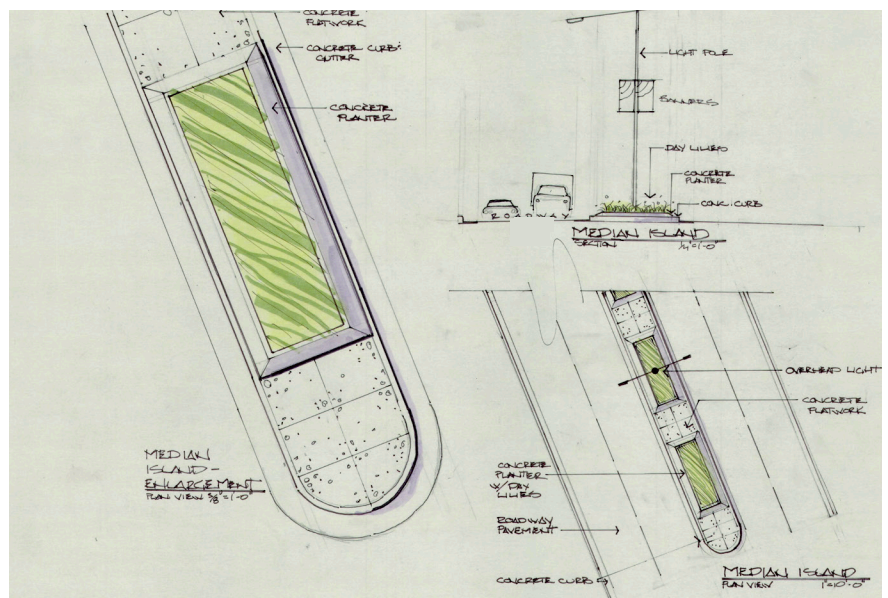
M-115 improvements are potentially scheduled for 2020-2021, and these include the causeway. The installation of planter boxes with light standards is proposed but will need to be coordinated with MDOT as part of their project. These improvements will complement the Rotary Flag project undertaken in 2018.

ACTION: Prepare a design plan for specific improvements. Determine which elements can be funded through a MDOT Transportation Alternatives Program (TAP) grant. Local match requirement is at least 20% of the eligible project costs.

LEAD: AES

SUPPORT: CIA

TIMEFRAME: 2019 (Design and Grant Application)



INFRASTRUCTURE

M-115 / Mackinaw Trail Roundabout

Although crash data does not support sufficient warrants for a traffic signal, the installation of a roundabout will help manage traffic through this acute intersection. Coupling a roundabout with wayfinding directional signage will provide an improved access route to the Mackinaw Trail Business District.

ACTION: Get the project programmed through the regional MPO and on MDOT's long range project schedule.

LEAD: MDOT

SUPPORT: AES and Clam Lake DDA; Regional MPO

TIMEFRAME: Subject to MDOT

District Entry Improvements

The suggested district entry treatment includes the use of natural materials, like fieldstone or similar material, to construct low scale walls with a backdrop of landscaping. To use the entry treatments for "welcome" signs, it is suggested that the landscaping be uplighted and the wall contain the name of the district. In addition, this treatment, at a reduced scale, would be integrated into other public and private developments. Clam Lake DDA is in the process of permitting a more formal entry/welcome sign and it is suggested, if possible, that they defer to the new design concept.

ACTION: Prepare a prototypical design that can be used by the CIA and Clam Lake DDA.

LEAD: AES

SUPPORT: CIA and Clam Lake DDA

TIMEFRAME: 2018-2022



IDENTITY & BRANDING

Wayfinding and District Branding

One concern expressed at the community engagement session was the lack of identity for the M-115 / M-55 area. This situation leaves tourists and those passing through the district to destinations north and west to consider the district “Cadillac,” when in fact the major portion of the City is east on the other side of the lake. The district and this portion of the corridor is in need of a brand which can then be used in signage, market materials, advertising, and wayfinding directional signage. The wayfinding system should be multi-jurisdictional and include other districts (Mackinaw Trail Business District and Downtown Cadillac). Because visitors and tourists don’t distinguish between jurisdictional entities, the brand and wayfinding should be regional in context.

ACTION: Undertake a branding effort and use this information to develop the design for a regional wayfinding system. Consider funding through the USDA Rural Development program.

LEAD: AES

SUPPORT: CIA, Clam Lake DDA, and Cadillac DDA

TIMEFRAME: 2019-2020

PLANNING

Subplan Adoption - M-115 Corridor Plan

The Michigan Planning Enabling Act (PA 33 of 2008), allows a Planning Commission to adopt a subplan of its municipality. The M-115 Corridor Plan is considered a subplan. MCL 125.3835 states, “A planning commission may, by a majority vote of the members, adopt a subplan for a geographic area less than the entire planning jurisdiction, if, because of the unique physical characteristics of that area, more intensive planning is necessary.” Once adopted, the subplan becomes public policy that guides future land use, zoning, and development issues.

ACTION: The municipal planning commissions for Clam Lake Township, Cherry Grove Township, and the City of Cadillac adopt the M-115 Corridor Plan as a subarea plan for each community, and as an addendum to their respective community master plans.

LEAD: AES and Networks Northwest

SUPPORT: Clam Lake Township Planning Commission, Cherry Grove (through the Wexford Joint Planning Commission), and the City of Cadillac Planning Commission.

TIMEFRAME: 2018

PLANNING

Trail Town Planning and Regional Snowmobile Routing

There are three potential projects that would improve tourist traffic into the Cadillac West district and Cadillac. These include creating access from the White Pine Trail tunnel to M-115, installation of a pedestrian bridge over the channel connecting the State RV campground to North Blvd, and planning a snowmobile route around the western side of the City of Cadillac. All three projects could be wrapped up into one planning process that looks at recreational trails in and around the greater Cadillac Area.

ACTION: Prepare a trail town master plan.

LEAD: AES

SUPPORT: JPC, CIA, MDOT, MDNR, Wexford County Road Commission and local units of government

TIMEFRAME: 2018-2022



