

HIGHWAY LIGHARY MICHIGAN STATE HIGHWAY

- LANSING

DEPARTMENT

65-3231

Prepared by PLANNING DIVISION MICHIGAN STATE HIGHWAY DEPARTMENT JOHN C. MACKIE, Commissioner

Acknowledgements

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> With the participation of: U.S. Department of Commerce, Bureau of Public Roads

STATE OF



MICHIGAN

HIGHWAY DEPARTMENT STEVENS T. MASON BUILDING · · · · LANSING 26

JOHN C. MACKIE · COMMISSIONER

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November 1, 1963

E. A. Bellenbaum Chief Planning Engineer Office of Planning

Dear Mr. Bellenbaum:

This letter presents "A State Highway Plan for Cadillac." The study was initiated to review scheduled improvements to M-55 on the east side of Cadillac and coordinate this project with a long-range highway plan for the area.

The system being recommended was selected over various other alternatives, and is based upon extensive analysis of existing and anticipated conditions and development potential of the area. This plan was formulated in cooperation with various divisions of the Highway Department and local representatives. Conclusions reached are acceptable to the Michigan State Highway Department and city officials.

Implementation of recommendations presented in this plan will encourage the pattern of future development desired by the community. It is, therefore, respectfully suggested that the proposals in this plan be submitted to the Route Location and Programming Divisions for more detailed studies and scheduling of construction.

Sincerely,

Robert S. Bo

Robert S. Boatman, Director Planning Division Office of Planning



J. CARL McMONAGLE EAST LANSING STACEY DeCAMP FLINT J. PAUL SMITH BIRMINGHAM

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GEORGE N. HIGGINS FERNDALE E. J. EAGEN MENOMINEE

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Summary of Recommendations

On the basis of facts revealed by analysis of existing and anticipated conditions of the area economy, population, land use and transportation requirements, the Planning Division of the Michigan State Highway Department recommends the following proposals for state highway improvements in the Cadillac area:



Delete the scheduled widening of M-55 at the east side of Cadillac (from the east city limits to Mitchell Street) from the Highway Department's Second Five-Year Construction Program (1962-67). Remove parking from this section of M-55. Resurface those sections of the existing street that have not already been improved.



Construct a north-south US-131 bypass east of the city following an alignment near existing Crosby Street.



Construct an east-west M-55 bypass south of the city following the general alignment of 44 Mile Road, as recommended in "Alternative Highway System C" (see Map 13).



Program construction of the recommended projects in four stages (see Maps 14 and 15).

Preface

Urban highway planning is a discipline designed to formulate recommendations for highway improvements that will result in satisfying present and future local, regional and state travel needs. Cooperation among local and state officials and planners is a necessary element of such planning. Existing and long-range community development objectives can be promoted by adhering to comprehensive transportation planning techniques. Highway Commissioner John C. Mackie recognized the value of this approach when he established a policy requiring that a highway plan be prepared and approved before state highway construction of significant proportion is undertaken in any Michigan municipality.

Preparation of state highway plans is the responsibility of the Planning Division of the Michigan State Highway Department. Staff members of this division cooperate with local officials and planners in gathering information pertinent to formulation of area highway plans. Upon completion of planning studies, recommendations acceptable to the community and the Michigan State Highway Department are submitted to the Route Location and Programming Divisions for more detailed engineering and programming studies.

The recommended state highway system for the Cadillac area would provide comprehensive traffic service and stimulate economic and physical development. These recommendations are as consistent as possible with future community development plans and the existing physical environment of the urban area.

Recommendations contained in the Cadillac area highway plan were determined after the study and interrelation of information on economics, population, land use and transportation for the past, present and future. An estimate of future conditions, as outlined in the Cadillac master plan, was particularly valuable in determining future demands that will be placed on the local highway system.

Introduction

The City of Cadillac is located in the southeast corner of Wexford County 97 miles north of Grand Rapids and 53 miles east of Lake Michigan. Cadillac, the county seat of Wexford County, is the largest city between Grand Rapids and Traverse City and is situated on the shores of Lakes Mitchell and Cadillac. The two lakes, joined by a navigable canal, are used extensively for recreation. Caberfae, an increasingly popular winter sports area, lies 15 miles to the west of Cadillac and is in a national forest preserve. The city is located at the junction of two state trunkline routes; US-131, which is a north-south highway and M-55, which runs east-west. Also of importance is M-115, which runs northwest to southeast bypassing the city on the west and south. The Cadillac study area is composed of portions of Haring, Selma, Clam Lake and Cherry Grove Townships and the entire City of Cadillac. The geographical relationship of Cadillac and Wexford County to the state and surrounding urban areas is shown on Map 1. The four townships and the study area, in their relationship to the remainder of the county are displayed on Map 2. The four townships, when grouped with the City of Cadillac, will be referred to as the Four Township Area throughout the remainder of this report.

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REGIONAL LOCATION



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Map 1

CADILLAC STUDY AREA



LEGEND

STUDY AREA BOUNDARY



Map 2

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INVENTORY

Analysis of existing economic conditions, population trends, land use, highway facilities, and traffic patterns forms the basis for predicting future growth trends. These data are then used to estimate future traffic needs.

Economics 🗡

Cadillac, like most northern Michigan cities and villages, owes its origin to the lumbering industry. Its early economic growth was dependent upon pine lumber production until 1884, after which a decline began as the result of depletion of the pine forests. Around 1900, cutting of hardwood was begun. Lumbering and allied industries enabled Cadillac to benefit from more than 50 years of rapid growth and prosperity. With hardwood forest resources being depleted, Cadillac began to lose its importance as a lumbering center. By 1920, the city had fortunately begun to transform its economy to include industries other than lumbering.

Several large manufacturing firms are now in Wexford County with most being in Cadillac. Some of the larger concerns include; Kysor Industrial Corporation, Cadillac Malleable Iron Company, St. John's Table Company and Fashion Industries. Total manufacturing employment in the county ranged between 1,300 and 1,500 from 1960 to 1962 according to local estimates.* There have been some major industrial plant withdrawals from the county in the past few years; however, the addition of several small concerns has partially offset the loss of the larger firms.

Employment of Wexford County and City of Cadillac residents is shown in Table 1. Three major groups — manufacturing, services, and retail trade — provide most of the employment for residents of both Wexford County and the City of Cadillac. In 1950, these three groups employed over 62 percent of the Wexford County labor force. By 1960, this figure increased to over 68 percent. In Cadillac, slightly more than 72 percent of the 1950 and 1960 labor force was employed by these groups.

Total resident employment, however, has been declining in both areas. This loss is reflected by a 1.4 percent loss in county employment between 1950 and 1960 and a loss of 91 workers or 2.4 percent in the city during the same decade. Much of this loss occurred in manufacturing. County residents lost a total of nine manufacturing jobs (0.5 percent) during the 1950-60 decade while the City of Cadillac lost 243, representing 18.7 percent. Employment in extractive enterprises and transportation, communications and utilities has also decreased in both the county and the city.

The other two major employment groups—retail trade and services—have shown an over-all gain in Wexford County during this same period. However, retail trade employment declined in Cadillac. The city lost 45 jobs in this employment group, reflecting a decrease in percent of the total from 20.1 to 19.8 (See Table 1). Wholesale trade, public administration and that category described as other employment, showed gains in both the city and county, but the employees in these groups do not represent a particularly high percentage of the total. Much of the loss in manufacturing employment has been offset by gains in selected services, paralleling the statewide trend.

Retail sales is another indicator of economic vitality. Table 2 shows these trends in the county and city for selected years between 1950 and 1961. Retail sales in both governmental units show fluctuations with each having an increase in 1961 over the 1950 sales. However, county and

* Overall Economic Development Plan for Wexford County, Michigan, April, 1962, Economic Development Board of Wexford County, page 9.

TABLE 1

RESIDENT LABOR FORCE

Group	WEXFORD COUNTY				CADIL	LAC		
	<u>1950 %</u>	of Total	1960	<u>% of Total</u>	<u>1950</u> %	of Total	<u>1960</u>	% of Total
TOTAL LABOR FORCE	6,756		6,719		4,054		3,895	
Unemployment	384	5.7	435	6.5	258	6.4	190	4.9
<u>Employment</u>	6,372	94.3	6,284	93.5	3,796	93.6	3,705	95.1
Extractive *	913	13.5	302	4.5	37	0.9	33	0.8
Construction	333	4.9	369	5.5	189	4.7	234	6.0
Manufacturing	1,887	27.9	1,878	28.0	1,299	32.0	1,056	27.1
Trans., Comm.,	444	6.6	406	6.0	302	7.4	240	6.2
Wholesale Trade	171	2.5	222	3.3	137	3.4	172	4.4
Retail Trade	1, 113	16.5	1,249	18.6	815	20.1	770	19.8
Services	1,210	17.9	1,461	21.7	828	20.4	986	25.3
Public Adm.	194	2.9	251	3.7	147	3.6	160	4.1
Other	107	1.6	146	2.2	44	1,1	54	1.4

*Included in this category are the following industries: agriculture, fishing and mining.

city retail sales, as a percent of state sales, have decreased and were relatively lower in 1961 than in 1950. This indicates that the Cadillac area is not maintaining its relative position as a retail trade center.

Effective buying income, i.e., income after taxes, is still another indicator of area growth. In general, it will very closely parallel the trends in retail sales. However, effective buying income in both the county and city was lower in 1961 than in 1950, while retail sales during the same period showed an increase (See Table 3). County and city effective buying income, as a percent of the state total, also decreased during this period. This is similar to the trends in retail sales. The 1950 retail sales in Wexford County represented.270 percent of all retail sales in the state, while its effective buying income represented.262 percent. By 1961, county retail sales had fallen slightly to .263 percent and effective buying income fell drastically to represent only .175 percent of Michigan's total effective buying income. Comparison for the City of Cadillac reveals the same general results.

These figures indicate that the Cadillac area has shown a slight gain in total retail sales but its rate of increase is considerably below Michigan's. Decreasing effective buying income indicates a loss of high paying jobs combined with a relatively stable wage scale which is not keeping pace with the cost of living. The stabilization of retail sales with falling effective buying income is probably the result of an influx of tourist dollars into the area.

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TABLE 2

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<u>Year</u>	<u>Wexford County</u> (add 000)	County as a <u>Percent of State</u>	<u>Cadillac</u> (add 000)	City as a <u>Percent of State</u>
1950	\$ 17,793	.270	\$ 13,830	. 210
1954	16,143	.224	12,548	.174
1958	18,622	.255	14,757	.202
1960	19,967	.253	15,069	.191
1961	19,685	.263	14,855	. 198

TABLE 3

TOTAL EFFECTIVE BUYING INCOME *

Year	Wexford County (add 000)	County as a <u>Percent of State</u>	<u>Cadillac</u> (add 000)	City as a <u>Percent of State</u>
1950	\$24,146	.262	\$ 14,202	.154
1954	19,270	.186	12,968	.125
1958	19,279	.167	14,390	.124
1960	20,988	.160	13,245	.101
1961	21,653	.175	13,658	.110
SOURCE:	Sales Management	Survey of Buying Power. (Copyright 1951, 195	5. 1959. 1961. 1962.

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* All dollar amounts have been adjusted using the relative value of the dollar, with 1947-49 equal to \$1.00.

All dollar amounts are in thousands.

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Table 4 was included in this report to show that employees in Wexford County and the City of Cadillac depend upon the automobile as their primary means of transportation to get to and from work. However, a considerable percentage of workers reside within walking distance of their place of employment. The second part of the table shows a breakdown of the number of Wexford County residents who work within the county as compared to those employed elsewhere. As would be expected, both Wexford County and the City of Cadillac have higher percentages of their resident labor force working within the county boundaries than do other counties and cities in the state, since Cadillac is the only employment center within short driving distance for most persons in the city and county labor forces.

TABLE 4 (1960)		BY PLA	CE OF RESI	DENCE		
MEANS OF TRANSPORTATION	MICHIGAN	PERCENT	WEXFORD	PERCENT		PERCENT
Auto	1,991,975	74.8	4,394	72.0	2,615	72.5
Walk to work	209,763	7.9	813	13.3	669	18.6
Other means	462,512	17.3	899	14.7	321	8.9
Total	2,664,250	100.0	6,106	100.0	3,605	100.0
PLACE OF WORK	MICHIGAN	PERCENT	WEXFORD	PERCENT	CADILLAC	PERCENT
County of Residence	2,195,363	82.4	5,414	88.7	3,322	92.2
Outside County of Residence	369,276	13.9	510	8.3	217	6.0
Not reported	99,611	3.7	182	3.0	66	1.8
Total	2,664,250	100.0	6,106	100.0	3,605	100.0

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Tourist trade plays an important role in the economy of the Cadillac area.* The regional topography and natural landscape permit recreational activities throughout the year. Facilities to accommodate the expanding tourist trade have increased greatly in the past decade. Motels and hotels in the county can accommodate over 1,400 people, summer cottages on the numerous lakes and streams number in the hundreds and there are approximately 350 trailer and camp sites in the area. The Caberfae ski area at Cadillac and Briar Hill at Mesick accommodated more than 75,000 skiers during the 1961–1962 ski season.

The economy of an area and its ability to provide employment is a predominant factor in determining its population growth potential.

Population

Population change in the Cadillac study area and Wexford County has been sporadic since 1930. A loss of population in the city and county occurred during the 1950 to 1960 decade. Table 5 shows population trends of the city, county, state, and for townships in the study area for the decades between 1930 and 1960 as enumerated by the United States Department of Commerce, Bureau of the Census.

Cadillac's 1960 population of 10,112 compares to a 1950 population of 10,425; a loss of 313 persons or 3.0 percent. The Four Township Area, however, had an increase of 1.5 percent, but this growth did not keep pace with the 22.8 percent increase for the state during the same decade. The Four Township Area had 73 percent of the county population in 1960 compared to 67 percent in 1930, indicating the relatively favorable growth of the study area compared with the county. Of the four townships, portions of which are included in the study area, Clam Lake and Cherry Grove showed the greatest percentage increases from 1950 to 1960. A definite trend in

* This information is based on the Overall Economic Development Plan for Wexford County, Michigan, 1962. township growth, however, has not been established. A close look at Table 5 shows sporadic increases with a different township having the fastest growth during each of the three decades from 1930 to 1960 (See Map 2 for township geographic relationship).

The area's population has a direct influence on land use and intensity of development which, in turn, has a bearing on highway needs and location.

TABLE 5	POPULATION CHANGE-1930 TO 1960							
<u>Governmental Unit</u>	<u>1930</u>	<u>1940</u>	% Change <u>*30–*40</u>	<u>1950</u>	% Change <u>'40-'50</u>	<u>1960</u>	% Change <u>'50-'60</u>	% Change <u>'30-'60</u>
Haring Twp.	551	629	14.2	935	48.6	1,059	13.3	92.2
Selma Twp.	285	468	64.2	542	15.8	589	8,7	106.7
Clam Lake Twp.	670	750	11.9	792	5.6	1,017	28.4	51.8
Cherry Grove Twp.	268	382	42.5	583	52.6	695	19.2	159.3
City of Cadillac	9,570	9,855	3.0	10,425	5.8	10,112	-3.0	5.7
Four Township Area *	11,344	12,084	6.5	13,277	9.9	13,472	1.5	18.8
Wexford County	16,827	17,976	6.8	18,628	3.6	18,466	-0.9	9.7
Michigan	4,842,325	5,256,106	8.5	6,371,766	21.2	7,823,194	22.8	61.6

SOURCE: U.S. Department of Commerce, Bureau of the Census

* Includes City of Cadillac

Land Use

Land use characteristics and highway needs are interdependent. Land use influences the design and location of highways while, at the same time, highway systems have direct and indirect effects on various ways in which land is utilized. A modern system of highways and local streets should adequately accommodate the desired movement of both commercial and private vehicles between parcels of land being used for various purposes.

Land uses have been grouped into four general categories for purposes of this report; residential, commercial, industrial, and public and semi-public. Land use patterns in the Cadillac area are shown on Map 3.

Residential development in Cadillac has closely paralleled the typical pattern found in most cities with higher densities occurring adjacent to the central business district (CBD). Urban residential growth has taken place along the shores of Lakes Mitchell and Cadillac, while recent development appears to be occurring most rapidly along the south shore of Lake Cadillac and on the east side of the city in an area immediately south of M-55.



Most commercial activity in Cadillac has taken the form of "strip" development along state highways. Retail and service establishments have concentrated almost entirely on both sides of Mitchell Street (US-131), with scattered patterns of neighborhood businesses existing on other city streets. Consequently, "strip" development occurs on Mitchell Street from approximately Granite Street on the south to Boon Road on the north. The heart of this development, which is the CBD, is the area between Howard and Crippen Streets.

The area near the intersection of M-115 and M-55, west of Cadillac and between the two lakes, constitutes another section of intensive service-type establishments. This general area has experienced rapid development in the past few years including the construction of new motels and service stations.

Heavy industrial activity, which constitutes a major traffic generator, is concentrated almost exclusively in the northwestern section of the city with some plants also located on the northeastern shore of Lake Cadillac, adjacent to the railroads.

Public and semi-public uses are distributed throughout the area and include schools, churches, parks, cemeteries, and public buildings. The principal facilities in this category are; the high school on the north shore of Lake Cadillac, William Mitchell State Park between the two lakes, the cemeteries at the south city limits along US-131, and the fairgrounds (east of US-131) at the north city limits.

To a great extent, land use patterns influence the location of highways and streets, and act to determine traffic volumes and travel desire patterns within an area.

Transportation Systems

The Cadillac study area is served by three major trunklines. Map 4 shows the location of existing highways and their relationship to each other and the study area.

US-131 is a major north-south route in Michigan and passes directly through the center of Cadillac. This highway functions as Cadillac's main business route. Its function is to serve not only Cadillac traffic, but also through traffic using US-131 as a route to reach points of attraction both north and south of the area. As a major north-south route, it is becoming increasingly important as more traffic is being drawn to northern Michigan's tourist facilities.

M-115 enters the Cadillac area from the southeast and continues in a northwesterly direction; bypassing the city to the west. This route first intersects with US-131 as it enters the study area. This allows traffic with terminals in Cadillac or north of town to proceed to or from the southern portion of the state. A second intersection along M-115 occurs with M-55 at the west city limits of Cadillac. Traffic heading northwesterly can: take M-55 to the west, completely bypassing the Cadillac urbanized area; continue northwest; or proceed east along the southern shore of Lake Cadillac.

Access to Cadillac from the east and west is provided by M-55. This route enters the city from the east on Division Street and continues on Cass Street to intersect with US-131. From this point it follows Mitchell Street south to Granite Street. The route then follows Granite Street to Sunny Side Drive, proceeds along Sunny Side Drive around the south side of Lake Cadillac until it intersects with M-115. From this point, it follows the alignment of M-115 northwest until it reaches a point near the William Mitchell State Park where it leaves M-115 and continues west to Manistee.

TRAFFIC DESIRE

Vehicle travel is the result of the movement of people and goods between various land uses. These movements fluctuate as changes in land uses occur.





EXISTING HIGHWAY SYSTEM



During the summer of 1961, the Michigan State Highway Department conducted a traffic study for the purpose of determining the origins and destinations of vehicle trips within and through the Cadillac area. Map 5 illustrates the volumes of through traffic as compared to local traffic, while Maps 6, 7, and 8 show the desire patterns of the local traffic from points at the periphery of the traffic study area to principal zones within the study area. Traffic volume data on Maps 5, 6, 7 and 8 and in the portion of the text referring to these maps are adjusted to represent an average 1961 summer weekday.

US-131

Most of the traffic on US-131 is classified as through traffic; vehicles which have both origin and destination terminals outside the area and are merely passing through Cadillac (See Map 5). Out of the total volume of 4,030 trips on US-131 south of the city, 2,474 or 61.4 percent were classified as through traffic. The remaining 1,556 trips had a terminal within the study area. Of these latter trips, 301(19.3 percent) had terminals in the CBD and 190 (12.2 percent) terminated in the commercial zone south of the CBD (See Map 6).

Traffic on US-131 to the north was more equally divided between through and local trips (See Map 5). Out of the total of 4,082 trips, 2,379 were through (58.3 percent) while 1,703 (41.7 percent) were local. The CBD was the single greatest attractor of local trips with 279 or 16.4 percent (See Map 6). The commercial zone south of the CBD was the second greatest attractor, drawing 168 trips (9.9 percent). The remaining journeys were widely scattered throughout the many other zones in the area.

M-115

M-115, like US-131, primarily serves through traffic (See Map 5). Of the total traffic volume of 1,936 south of the city, 1,451 or 74.9 percent was through traffic while 485 or 25.1 percent had local terminals. The greatest local attractor was the William Mitchell State Park between Lakes Mitchell and Cadillac with 111 trips (22.9 percent) terminating at this attractor (See Map 7).

M-115 north of Cadillac had a traffic volume of 1,887 trips per day. A total of 1,224 of these were through trips (64.9 percent) while 663 (35.1 percent) were local (See Map 5). The local trips were scattered with the CBD as the principal attractor (See Map 7). When compared to trips from the south, only a small portion of traffic from the north was destined for the state park.

M-55

According to the 1961 study, M-55 carries primarily local traffic. Out of a total of 2,193 vehicles at the east limits of Cadillac, 1,695 or 77.3 percent had a destination in the area (See Map 5). Only 498 (22.7 percent) trips passed through the area. The CBD and the commercial area south of it were again the major local attractors, with 433 (25.6 percent) and 187 (11.0 percent) trips respectively (See Map 8).

The number of trucks passing the external counting station on M-55 on the east side of town is of particular interest, since several complaints concerning truck traffic have been made by residents living along Cass and Division Streets. The 1961 study revealed that 78 tractor-trailer combinations and 251 single-unit trucks passed the M-55 east counting station. Sixty-two (79.5 percent) of the tractor-trailer trips passed through Cadillac, while only 55 (21.9 percent) of the single-unit trucks were part of the through movement. The total number of trucks passing the M-55 east station was 329, or 15.0 percent of all traffic. This percentage of commercial vehicles is relatively high, when compared to traffic on other state highways. The large majority of truck traffic in this area is, however, made up of single-unit vehicles which are primarily small and not particularly objectionable as far as the creation of noise and other nuisances is concerned.

West of Cadillac, M-55 carried 2,035 vehicles daily. Of this total, 1,409 (69.2 percent) had a local terminal, while 626 (30.8 percent) were through trips (See Map 5). Similar to M-55 to the east, the greatest amount of local traffic on M-55 west of Cadillac had terminals in the CBD; 235 out of 1,409 or 16.7 percent (See Map 8).

Map 5

CADILLAC AREA





LEGEND

THROUGH TRUNKLINE TRAFFIC

ALL OTHER TRAFFIC

PREPARED BY THE PLANNING DIVISION MICHIGAN STATE HIGHWAY DEPARTMENT JOHN C. MACKIE, COMMISSIONER THROUGH TRAFFIC INTERCHANGE BETWEEN STATE TRUNKLINES



0.4 SCALE IN MILES

SOURCE: M.S.H.D. TRANSPORTATION SURVEY AND TRAFFIC ANALYSIS SECTION

Map 6

CADILLAC AREA

ORIGIN AND DESTINATION STUDY



LEGEND

TRAFFIC BETWEEN U.S.-131 NORTH, U.S.-131 SOUTH AND THE PRINCIPAL ZONES OF ATTRACTION

TRIPS TO PRINCIPAL ZONES

PREPARED BY THE PLANNING DIVISION MICHIGAN STATE HIGHWAY DEPARTMENT JOHN C. MACKIE, COMMISSIONER



SOURCE: M.S.H.D. TRANSPORTATION SURVEY AND TRAFFIC ANALYSIS SECTION

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Map 7

CADILLAC AREA

ORIGIN AND DESTINATION STUDY



LEGEND

TRAFFIC BETWEEN M-115 NORTH, M-115 SOUTH AND THE PRINCIPAL ZONES OF ATTRACTION



PREPARED BY THE PLANNING DIVISION MICHIGAN STATE HIGHWAY DEPARTMENT JOHN C. MACKIE, COMMISSIONER

#Photo NORTH

0.5 SCALE IN MILES

SOURCE: M.S.H.D. TRANSPORTATION SURVEY AND TRAFFIC ANALYSIS SECTION

Map 8

CADILLAC AREA

ORIGIN AND DESTINATION STUDY



TRIPS TO PRINCIPAL ZONES

PREPARED BY THE PLANNING DIVISION MICHIGAN STATE HIGHWAY DEPARTMENT JOHN C. MACKIE, COMMISSIONER

NORTH

SCALE IN MILES

SOURCE: M.S.H.D. TRANSPORTATION SURVEY AND TRAFFIC ANALYSIS SECTION

TRAFFIC VOLUMES

Map 9 depicts unadjusted traffic counts on highways and major streets in the area. These counts were taken on a weekday in August 1961. One of the more important points illustrated on the map is the large build-up of local traffic on highways and city streets within the urban area, especially on Mitchell Street (US-131). This artery is the predominant traffic facility in the area and has an average volume of over 14,000 vehicles near the center of the city, compared to 6,000 and 4,550 near the south and north limits respectively. A peak of 16,400 vehicles is reached at its intersection with M-55 (Cass Street).

A knowledge of traffic characteristics, desire patterns and volumes aids in understanding the requirements and deficiencies of existing area transportation facilities.

OTHER MODES OF TRANSPORTATION

In addition to the highway and street system, the county is served by the Ann Arbor and Pennsylvania Railroads and four trucking firms which have terminals in the City of Cadillac. Municipal Airport, located north of Cadillac, provides limited service. Inadequate runway lengths and the lack of other facilities restricts its use to small aircraft and, consequently, it is not used to provide regularly scheduled passenger service.

The "Forecast" section of this report, which follows, is a presentation of anticipated developments concerning the factors previously studied. Projections will be related to highway needs which will aid in determining future area transportation requirements. Map 9

CADILLAC AREA



FORECAST

Economics

A comprehensive study of anticipated economic growth in Cadillac and Wexford County has not been conducted. Consequently, detailed information concerning the economic potential of this area is not available. A recent survey by the Economic Development Board of Wexford County, however, has been completed. Data contained in this report is preliminary with a more detailed study presently being conducted by this group.

The economic base of the Cadillac area is not expected to undergo significant changes in the near future. Economic growth is anticipated, but it is expected to occur slowly. Local officials feel that the multi-faceted economy of the area provides excellent potential but that the full exploitation of the area's opportunities has never been achieved. The Economic Development Board feels that an accelerated program for developing Wexford County's agricultural, industrial, commercial and tourist trade potential could result in the provision of 125 new jobs per year over the next five years. Realization of this potential would increase job opportunities which in turn would directly affect the area's future population growth.

Population

The Cadillac area master plan completed in 1955, indicated that the city and surrounding urbanized area population should grow from 11,500 to 15,000 in the 20 to 30 years following 1955. The population of a larger area, including rural territory, was expected to grow from 13,000 to approximately 18,000 in the reasonable future. According to the master plan, these figures were based on local, regional, state and national trends. More conservative city estimates were made by the Chamber of Commerce in 1946 when they made projections for 1965 which ranged from 10,250 to 13,900 with 11,300 being most probable. It appears likely that this projection will be close to the actual 1965 population. County projections were made by Dr. John F. Thaden, Professor Emeritus at Michigan State University's Institute for Community Development. Using various methods, he has made 1970 estimates for every county in Michigan. According to this source, Wexford County is expected to have a population of approximately 18,300 by 1970. Projecting this trend ahead to 1980 indicates a Wexford County population of about 18,150.

These figures, although difficult to compare with city and area projections, indicate that estimates previously made for the city and area were somewhat optimistic. Present population and recent trends substantiate this.

Total county population is expected to continue its decline unless there is an appreciable improvement of economic conditions. This, however, does not necessarily mean a decrease in population within the City of Cadillac. The current trend of persons moving from rural to urban areas could account for a stabilized city population despite an over-all county loss.

Indications of future population growth aid in forecasting future land use requirements.

Land Use

The existing land use pattern plays an important part in determining highway requirements. Equally important, in determining future highway needs and location, is a knowledge of the probable future use of land. Map 10 displays the desired pattern of community growth, as developed in the area's master plan. It should be emphasized that this plan was developed merely as a tool to aid local officials in guiding future growth into an orderly, efficient and desirable pattern. As such, it should not be considered as a rigid and precise plan. Therefore, the particular time in the future when development will reach the extent indicated on the map cannot be determined.



The area's zoning ordinance was developed in conjunction with the master plan and is being used to guide new growth into desired patterns depicted by the land use plan. In general, the spatial distribution of various land uses, including new growth, should remain the same. The future land use plan is an attempt to guide new growth into areas where it will be compatible with existing land uses.

Knowledge gained from the preceding inventory of existing and anticipated conditions indicates that traffic volumes originating in the Cadillac area will not increase rapidly. This is based upon anticipated conditions in the local area. The trend of increasing state-wide travel, however, will continue. This type of travel will consist, primarily, of through trips and will affect US-131 and M-115 more than M-55.

ANALYSIS

This section of the report contains an analysis of existing and forecasted conditions. The resulting information will be used to objectively determine the area's highway service needs. Analysis then proceeds with the selection of a number of alternative routes which could provide the necessary highway service. A presentation of the advantages and disadvantages of each alternative is made. Recommendations for implementing the chosen alternative conclude this section.

Economics 💥

The Cadillac study area has a diversity of manufacturing establishments which form its economic base. Total employment, however, has decreased in the county and the City of Cadillac in the past decade. The withdrawal or closing of a number of establishments has caused manufacturing employment to fluctuate in the past few years. The result has been a loss of manufacturing employment and a reduction in manufacturing payrolls. These losses have been important contributors to the overall decline of resident employment in the city. The addition of a number of smaller firms has bolstered the economic environment, but has not been sufficient to prevent a net loss of manufacturing employment.

The analysis of other major employment groups reveals that retail trade and services have a favorable environment within the county. Despite the loss in manufacturing, the total number of employees in each of these two groups has increased. Retail trade has also gained in total sales. Wholesale trade and public administration have also shown increases while extractive enterprises employment has suffered a severe loss. The county and city percentage shares of the state total, in both effective buying income and retail sales has been declining. Tourist trade has shown increasing vitality and is expected to gain in importance.

These trends indicate that the economic future of the Cadillac area appears to be stable but not dynamic. The diversity of job opportunities provides a good potential, but future growth is expected to be slow. The county's northern location will be the greatest deterrent to rapid growth of manufacturing enterprises. Its location, however, should aid it in experiencing continuing growth in tourist trade and related economic enterprises.

Population *

An analysis of population in the Cadillac study area indicates that growth in the area, as well as the city, has been relatively slow during the past thirty years. Both Cadillac and the county have experienced a loss during the past decade. This loss in population was undoubtedly a result of the economic situation in the area during the past few years.

The area master plan forecasts a slight increase of population in the future. The possibility of a gradual increase in economic activity within the area supports this projection. An improvement in the area's economy would provide more employment opportunities. The result would be an increase in population, which in turn would affect future land use and highway requirements.

Land Use

The existing land use and future land-use proposals indicate that the pattern of uses and their relationship to each other will remain essentially the same. As already indicated, growth in the area is expected to be slow; consequently rapid development of land uses which might radically alter traffic patterns is not expected.

The residential growth that does occur is expected to follow the recent trend of developing around the lakes and on the east side of the city.

Most new commercial establishments have been developed near the CBD or to the west of Cadillac along M-55, while resort development has taken place near the lakes.

A substantial number of acres has been provided for industrial expansion, but it will probably not be fully developed for a considerable length of time. Zoning and land use plans will guide the development which does occur on the northwest side of the city in the general area which is now being used for industrial purposes.

Additional public and semi-public land use will be primarily for the purposes of school and park expansion. Such development will follow areas of residential growth.

The net effect of land use changes and expansion could result in an increase in traffic volumes or a change in traffic patterns, resulting in the need for highway and street modifications.

Transportation Systems

Analysis of transportation trends indicates that highways are relied upon almost exclusively for travel in the Cadillac area.

There is no intra-urban bus service in the city. Private automobiles and taxis are, therefore, the only means of local motorized travel. Bus transportation to and from Cadillac and external points is available. Railroad service is used only for the shipment of freight. Air service is restricted to small business or pleasure craft. These factors point out the importance of streets and highways as a means of transportation in this area.

An analysis of the factors considered indicates that the Cadillac area has been a slow-growing, but fairly stable, community. The economy has been erratic but offers good potential for the future. Population growth has also been slow, and in the past few years declines have been occurring. Increased tourist trade and other economic activity could support future population growth. New growth will demand additional land development which, in turn, will create additional traffic loads on streets and highways. This potential increase of local traffic, along with the yearly increase of state and regional travel, will act to aggravate the situation which exists and create problems in the future.

The conclusion reached from this analysis is that no severe highway or traffic problems exist in the Cadillac area. Traffic volume on US-131, however, has reached the point where it is creating some congestion in the downtown area. The volumes on M-55 are not great but the alignment of the route and its dualing with US-131 near the CBD are not desirable.

These undesirable conditions and the resulting problems which may develop in the future stem from the alignment of these two state trunklines which carry both local and through traffic in downtown Cadillac. A highway system should be developed which, in conjunction with a major street system, will function to adequately serve both types of travel. This system must be planned so it will be adequate to best serve both existing and long-range traffic requirements. At the same time, it must be designed and located so that it will complement local development plans.

In 1955, the Michigan State Legislature authorized the State Highway Commissioner to develop US-131 as a multi-lane highway from the Indiana state line to Cadillac. Some of this improvement has been completed and additional portions are programmed under the Highway Department's Second Five-Year Construction Program (1962–1967). Long-range plans call for eventual freeway construction to the Straits of Mackinac. Detailed location studies, however, have not been conducted north of the 1962 relocation of US-131 south of Cadillac. Preliminary studies of the northern extension have only considered an eastern bypass of Cadillac. During preparation of the

Cadillac area highway plan, consideration was also given to other alternatives, including an alignment west of the city. It appears, however, that an eastern alignment is the most logical location. This is based on the following considerations:

- 1. The lakes west of Cadillac restrict an alignment.
- 2. A western US-131 bypass would probably dual with M-115, which now provides service west of Cadillac.
- 3. Plans and construction for US-131 south of Cadillac have advanced to the point where the cost of making a radical change in alignment would be prohibitive.
- 4. A US-131 alignment between the lakes would not best serve Cadillac and its major traffic attracting areas.
- 5. Some consideration was given to relocating the portion of US-131 north of Cadillac to a western alignment for the purpose of giving the Traverse City area better service. A study of traffic desires, however, indicates the route should remain near its present alignment. This study also supports the contention that Cadillac should be bypassed to the east.
- 6. Residential growth is expected to continue on the east side of the city.

Alternative Highway Systems 🛰

With the completion of the US-131 bypass, north-south through traffic will be removed from downtown Cadillac. Since the general alignment of US-131 has been basically determined, the treatment of M-55 is the primary highway problem in the Cadillac area. The Michigan State Highway Department has programmed the widening of M-55 to 48 feet from the east city limits to Mitchell Street. Letting of the construction contract for this project is scheduled for the third quarter of 1964. Local opposition to these plans has been voiced with the result that several alternatives have been studied (Maps 11, 12 and 13). Examination of these alternatives is made in relation to the preceding forecast and analysis of the community's population, land use, economic base and traffic generating characteristics.

ALTERNATIVE A-PALUSTER STREET

This alternative would involve the relocation of M-55 westward from a point east of the proposed US-131 bypass (See Map 11). It would be aligned southwesterly to interchange with proposed US-131 near the intersection of existing Crosby and Paluster Streets. The route would follow the Paluster alignment to the west. It would require an extension from the Whaley-Paluster intersection to the western segment of Paluster, which now terminates at the city dump property. It would proceed west and follow the existing alignment of M-55.

Long-range plans would involve relocating M-55 southwest from a point just east of the Pennsylvania Railroad tracks at Sunny Side Drive, where the route now curves sharply to the west. The relocated route would continue southwesterly along the east side of the tracks. Near 44 Mile Road, it would turn west and follow the 44 Mile Road alignment across M-115 to tie in with M-55 at a point approximately two and one-quarter miles west of the proposed M-115 - M-55 intersection.

CADILLAC AREA

ALTERNATIVE HIGHWAY SYSTEM "A"

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- a. It would cause less disruption of established residential areas than Alternative B.
- b. The use of this alternate would immediately eliminate the dualing of M-55 with existing US-131.
- c. It would provide an immediate M-55 bypass of the CBD.
- d. It would separate dissimilar land uses to a greater extent than Alternative B.
- e. It would be near enough to the CBD to carry some of the local traffic now using existing M-55.
- f. It would not require permanent dualing of M-55 through traffic with proposed US-131 through traffic as would Alternative C.
- g. It would not be necessary to widen existing M-55 to 48 feet.

- a. It would traverse more residential areas than would Alternative C.
- b. It would require more new construction than either Alternative B or C.
- c. It would not bypass Cadillac.
- d. The grade on US-131 just south of its intersection with Paluster and Granite would create starting and stopping problems; particularly under icy conditions.
- e. It would not adequately serve local traffic (77.3 percent of the traffic from the east is local).
- f. It would tend to act as a barrier to future residential growth south of Lake Cadillac.
- g. It would require crossing railroad tracks at two locations.
- h. The existence of this bypass would deter construction of a bypass further to the south when this need arises.
- i. It would be expensive for the function it would be performing; that is, a truck and through traffic bypass which would be carrying a possible maximum of 500 vehicles per day, with no substantial increase anticipated in the near future.

ALTERNATIVE B - CASS-DIVISION (M-55) AND CHAPIN AS ONE-WAY PAIR

This proposal would create a one-way street system, using Cass and Division Streets for westbound traffic entering the CBD, and Chapin Street, extended east for eastbound traffic (See Map 12). Chapin would tie in with Division slightly west of the proposed US-131 bypass.

Under proposed long-range plans, both streets would be extended west across existing US-131 to Lake Street. Lake Street would be improved and extended to the south and west to carry twoway traffic around the southeast side of Lake Cadillac. M-55 would remain on the west side of

Map 12

CADILLAC AREA

ALTERNATIVE HIGHWAY SYSTEM "B"

the Pennsylvania tracks, and extend across Sunny Side Drive (M-55) to the east-west alignment of 44 Mile Road. At this point, it would curve west following the same alignment as described in Alternative A.

Advantages:

- a. It is a direct alignment into the CBD which is the single greatest traffic attractor.
- b. It would require only minor new construction in the initial stages.
- c. It would lessen the probability of eventually having to widen existing streets.
- d. The extension to Lake Street would eliminate dualing of M-55 and US-131.
- e. It would conform to the area's master plan.

Disadvantages:

- a. It would route trunkline traffic through additional residential areas.
- b. It would not relieve the downtown area of through truck traffic.
- c. Through traffic would not be prevented from passing through the downtown area, even after implementation of the long-range proposals that are part of this alternate.
- d. The long-range portion of this alternate, which would include the construction of an M-55 relocation around Lake Cadillac on Holly Street, would act as a barrier to development around the Lake.
- e. The two railroad tracks near Lake Street would hinder efficient operation of the road.
- f. It would not function as a bypass.
- g. The steep grade on Chapin would cause problems for motorists, particularly under icy conditions.

ALTERNATIVE C - EXISTING M-55 (Cass-Division)

This alternative would involve the continued use of Division and Cass Streets as the entrance into Cadillac from the east (See Map 13). By prohibiting parking, it would be possible to eliminate the necessity for extensive widening to accommodate present and anticipated traffic volumes. Long-range plans for the proposal include an M-55 bypass south of Cadillac. This route, as contemplated under Alternative C, would follow the same alignment along 44 Mile Road as described in Alternatives A and B except that it would be extended east and could utilize the interchange between proposed US-131 and US-131 BR (existing US-131) south of the city. M-55 would dual with relocated US-131 for a short distance before veering west to carry traffic around the south and west sides of Cadillac. Existing US-131 would be designated as the US-131 Business Route.

This alternative includes signing M-55 through truck traffic to the bypass which would be formed by proposed US-131 and existing M-115. This would be done for the purpose of providing a temporary bypass for this traffic before the M-55 south bypass would be built.

CAdvantages:

- a. Existing M-55 would provide a direct route into the CBD.
- b. It would require very little new construction in the initial stages.

Map 13

CADILLAC AREA

ALTERNATIVE HIGHWAY SYSTEM "C"

- c. It would not disturb additional residential areas.
- d. It would probably be the least expensive alignment.
- e. The proposed M-55 southern route would provide a complete bypass of the city.
- f. It would not be necessary to widen existing M-55 to 48 feet.
- g. The long-range plan for the southern M-55 bypass would retain an ideal area for future expansion between Lake Cadillac and the highway.
- h. The southern M-55 bypass is adjacent to the southern urban boundary as anticipated in the area's master plan.

Disadvantages:

- a. It would not give immediate relief to through traffic (including heavy trucks carrying pulpwood).
- b. Dualing of M-55 and existing US-131 (Mitchell Street) would continue in the initial stages with the resulting left turn at Mitchell and Cass required for westbound M-55 through traffic.
- c. The ultimate dualing of M-55 and the proposed US-131 bypass would be a permanent situation.
- d. The routing of truck traffic on relocated US-131 and M-115 would cause adverse travel distance. This disadvantage, however, would be removed when the southern M-55 bypass is constructed.

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EVALUATION & RECOMMENDATIONS

Evaluation

It can be assumed that any of the alternatives considered can be constructed to provide adequate capacity and access to the Cadillac area. Therefore, the recommended plan must be selected on the basis of which will best serve existing and anticipated traffic, stimulate economic growth as well as fit into the area's future development plans. The recommendations were determined by analyzing the advantages and disadvantages of each alternative, their relative importance to each other and any other pertinent information revealed in the study.

The preceding analysis of the alternatives indicates that Alternative A has the important advantage of immediately removing through traffic from passing near and through downtown. Some of its more serious disadvantages are that: this location would not best serve local traffic east of Cadillac, which has the CBD as its principal origin or destination point; its location near Lake Cadillac might have an adverse effect on desired residential growth patterns; and it would not be a complete bypass of the city.

An important advantage of Alternate B is its direct alignment to the destination point of a large percent of the local traffic using M-55 east of the city. In addition, this alignment would eliminate the dualing of M-55 and US-131 near the CBD. This alternative's most undesirable characteristics include; the use of an existing residential street for trunkline traffic, through traffic would still be going through the CBD (even on the completion of the entire system), its location near the lake might hamper desired development and finally, the system would not provide a complete city bypass.

Alternative C also has the advantage of allowing direct access into the CBD (the area of greatest traffic attraction). It would probably be the least expensive system. This alternate also has the advantages of forming a complete bypass for Cadillac, thereby getting through traffic entirely out of the city, and its location to the south would allow more desirable development south of Lake Cadillac. Primary disadvantages are that it would not give the downtown area immediate relief from through traffic, including trucks carrying pulpwood, and the routing of M-55 on US-131 and M-115 would create adverse distance until the south bypass section of the system is completed.

Recommendations *

Comparison of the alternatives in relation to their impact on the community's existing and potential characteristics has resulted in the recommendation of Alternative C. This system would provide direct access to points of major traffic attraction while the bypass would take through traffic entirely out of the congested spots. The Cadillac area would, therefore, be provided the best possible traffic service. This alternate's location away from the lake and through undeveloped areas and its feature of removing through trunkline traffic from residential streets will best aid in the development and growth of Cadillac's economic potential.

Even though this system has some disadvantages, it is felt that its advantages and long-range potential will serve the Cadillac area and enhance its economic growth better than any other feasible alternative. This assertion is further based on the following observations:

1. Both the US-131 eastern bypass and the M-55 southern bypass are compatible with the area's land use plan. The city's desire for a route along the south and east sides of Lake Cadillac is still possible as a local facility. It would be ideal as a scenic or local route around the lake, free from trunkline traffic.

2. The existing location of M-55 to the east is best suited to serve local traffic. The relocation of this route, either north or south, or the selection of Alternative A, would not greatly reduce traffic volumes on the existing route either now or in the future. Most of the traffic on the route is local in nature with the greatest percentage having either its origin or destination near the intersection of US-131 and M-55 or at points farther north. The local motorist would probably not travel the adverse distance created by a southern penetrator, but would continue to use the most direct alignment; in this case existing M-55.

Alternative A would remove trunkline traffic from existing M-55. However, local traffic would continue to use the existing system as the route into the CBD. Therefore, Alternative A would not relieve existing M-55 to any greater extent than Alternative C.

- 3. Existing US-131, without through traffic, will handle local travel for many years in the future. The capacity of M-55 would be increased by making minor improvements and removing parking. With the eventual removal of through traffic, M-55, on its present alignment, will be adequate for the foreseeable future.
- 4. Ideally, an M-55 bypass south of the city to relieve through traffic should be an immediate consideration. However, the latest traffic counts reveal that the small volume of traffic using the facility does not warrant the expense of such a route at this time. In addition, the forecast of future conditions has revealed that the increase of traffic on M-55 is expected to be slow.
- 5. The proposed interim routing of M-55 through traffic around Cadillac via relocated US-131 and M-115 will involve adverse distance. This proposal is intended primarily for immediate relief, upon completion of US-131, from disturbances caused by heavy trucking and would help maintain the stability of residential areas along existing M-55. The free-flowing nature of this route should offset the disadvantage of the added distance.
- 6. The dualing of M-55 and US-131 is not considered to be a serious disadvantage because the standards to which it will be built will easily handle the anticipated traffic volumes.
- 7. One advantage listed for Alternative A is that, due to its proximity to the center of town, it would remove some local traffic from existing M-55. The possibility of future development springing up along it and hindering its capacity could, however, be a disadvantage for this alignment.

It is recommended that the improvements suggested in Alternative C be programmed for completion in four stages (See Maps 14 and 15). The stages and recommended improvements in each are as follows:

STAGE I

This stage would involve the removal of all parking on the portion of M-55 from the east city limits to existing US-131. This parking ban would be put into effect as soon as possible. The widening of M-55 would then be deleted from the Highway Commissioner's Second Five-Year Construction Program (See Map 14). The present schedule calls for widening to 48 feet. Under revised plans, M-55 would retain its present width. Those sections which have not been improved would be resurfaced by the Highway Department's Office of Maintenance.

An alternative to the removal of parking would be to convert to a one-way street system using Harris as one-way west and Cass Street (existing M-55) as one-way east. This alternative should be considered in the event that parking along this portion of the existing route could not feasibly be prohibited. Either of these proposals would increase capacity without the necessity of widening to 48 feet.

STAGE II

This stage would include a US-131 bypass on the east side of town. Existing US-131 would be extended in a northeast direction from the curve just south of Cadillac. It would veer due north near the east city limits and follow near the alignment of Crosby Street (See Map 14). The alignment of the northern portion of the bypass is yet to be determined and is currently being studied

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by the Highway Department's Systems Planning Section. Interchanges would be provided on US-131 on both the south and north sides of Cadillac as well as at M-55 near the east city limits. Existing US-131, between the interchanges would be assigned as US-131 Business Route.

Upon completion of this stage, through truck traffic on M-55 would be assigned to US-131 and M-115, which would form a bypass south of the city. This traffic would follow US-131 to its intersection with M-115, and utilize M-115 from US-131 to its junction with M-55 between the lakes. M-55 would remain as it exists.

The advantages of this routing are:

- 1. It would eliminate heavy trucking through downtown Cadillac.
- 2. It would avoid the left turn from M-55 onto US-131 near the CBD.
- 3. It would avoid the numerous curves on the existing route along the southern shore of Lake Cadillac (Sunny Side Drive).
- 4. Because of full interchanges at M-55/US-131, US-131/US-131BR, and M-115/US-131, traffic flow would not be interrupted.
- 5. Separated railroad crossings would remove the need for stopping and starting by passenger vehicles and trucks.

STAGE III

This stage would include the construction of a southern M-55 bypass which would run between US-131 and M-115. This facility would probably utilize the southern US-131 interchange and run in a general east-west direction near the alignment of 44 Mile Road. It would interchange with M-115 and follow the present M-55 alignment west. Completion of this facility would delete existing M-55 from the trunkline system from relocated US-131 to M-115 (See Map 15). This system would eliminate the adverse distance required for through traffic created by completion of Stage II. The timing for construction of this stage will be determined when traffic volumes increase to the point where an improved facility can be justified.

STAGE IV

The final stage would be a western extension of the southern M-55 bypass. It would continue west across M-115 and tie in with existing M-55 approximately two and one-quarter miles west of M-115.

The portion of existing M-55 between its junction with M-115 and the point where relocated M-55 will intersect existing M-55, west of Cadillac, would be removed from the trunkline system upon the completion of Stage IV (See Map 15). Implementation of this stage would eliminate the dualing of M-55 with M-115.

Map 16 reveals the ultimate highway system in the area upon completion of the proposed stages. It is suggested that the Highway Department prepare a design for the proposed US-131 interchange on the south side of Cadillac to accommodate this anticipated new facility. To complement these proposals, the local communities should guide new growth into patterns which will harmonize with this potential new highway. This should include the reservation of adequate right-of-way.

The Highway Department has developed this plan to conform to local development goals and to satisfy existing and anticipated community needs. The implementation of the proposals presented in this plan will improve highway service to the Cadillac area and will constitute valuable additions to the state highway system as a whole.

SOURCE: MICHIGAN STATE HIGHWAY DEPARTMENT

JOHN C. MACKIE, COMMISSIONER

SCALE IN MILES

SOURCE: MICHIGAN STATE HIGHWAY DEPARTMENT

JOHN C. MACKIE, COMMISSIONER

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OFFICE MEMORANDUM

MICHIGAN

STATE HIGHWAY DEPARTMENT

JOHN C. MACKIE, COMMISSIONER

August 19, 1963

To:

R. S. Boatman, Director Planning Division

From:

H. H. Cooper, Director Traffic Division

Subject. Traffic Division Review; Cadillac Area Plan

We have reviewed the subject plan and concur in the interim and ultimate stages recommended by the Planning Division. Removal of parking on M-55 (Division) and M-55 (Cass) as proposed in stage 1 would be a definite improvement from the standpoint of traffic operations and safety. Stage 2, construction of US-131 bypassing Cadillac, will remove through traffic from the main business street of the City and will thus provide capacity for locally-oriented traffic destined for the CBD. At the same time, long-distance US-131 traffic wishing to obtain motorist services in Cadillac will be provided with good connections into the City.

Ultimate removal of M-55 from the City and its relocation to the southeast and south, as proposed in stages 3 and 4, will remove M-55 through traffic, especially trucks, from the low-speed facility presently designated as M-55. Pedestrains, curves, right-angle turns, and continual residential development along Sunny Side Drive, Granite, Cass and Division Streets make that route less desirable for carrying trunkline traffic than the proposed M-55 relocation. There are problems involved in carrying the M-55 designation on 2 miles of US-131 relocation, but they are primarily problems of signing, rather than capacity. While it is always desirable to avoid dualing of two or more routes on a short section of freeway whenever possible, location considerations indicate that in this instance dualing with US-131 is the most feasible way of removing M-55 from the center of Cadillac.

The design of the proposed future interchange of US-131 at US-131BR (Mitchell) and M-55 relocation will require special attention at the time that location studies for US-131 relocation are made. The complexity of providing free-flow geometrics for both US-131BR and M-55 from the freeway, in addition to problems of interchange spacing and frequency and controls imposed on the location of M-55 relocation west of US-131, might require alignments and interchange locations slightly different from those shown on Map 16 of the report. Therefore, when US-131 relocation around Cadillac is studied by the Route Location Division, we will again review the problems of this interchange location, keeping in mind the objectives and proposals of this ultimate highway plan.

H. H. Cooper, Director Traffic Division

HHC:EAD:mjh

cc: G. J. McCarthy S. M. Long

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Resolution of the City Planning Board

City of Cadillac

WHEREAS: The City of Cadillac has a "recognized" Planning Board "duly constituted according to existing planning enabling legislation," which Planning Board has been given the responsibility for the preparation of a Master Plan for the city, and;

WHEREAS: The Planning Board, in pursuance of this delegated responsibility, has caused to be made detailed and comprehensive studies of existing conditions and development trends, and on the basis of these studies, made projections of the future development of the community, part or parts of which have been adopted as elements of a Master Plan of community development, and;

WHEREAS: The Planning Division of the Office of Planning of the Michigan State Highway Department has been delegated the responsibility of preparing, in cooperation with local planners, a trunkline plan, which plan represents the level of agreement which has been reached on long-range planning objectives, and;

WHEREAS: The City Planning Board and representatives of the Planning Division have cooperatively studied this problem and have prepared such a trunkline plan, now:

THEREFORE BE IT RESOLVED: That the plan entitled "A State Highway Plan for Cadillac," as presented, is consistent with and compatible to the planning and development objectives of the City of Cadillac, and;

THEREFORE BE IT FURTHER RESOLVED: That the said trunkline plan as cooperatively developed and presented herewith be approved for presentation to the State Highway Department for programming.

I certify that the above is a true copy of the Resolution passed by the City of Cadillac Planning Commission Meeting of October 28, 1963.

R. Burch

/ James R. Burch Secretary