

BRIDGING FOOD & FAMILIES

Living, Working and Growing in Greater Downtown



DOUGLASS-MARKET TRANSFORMATION PLAN

DETROIT, MI | City of Detroit & Detroit Housing Commission

SUMMER 2016

ACKNOWLEDGEMENTS

The *Douglass-Market Choice Neighborhoods Transformation Plan* was funded by a generous grant from the Kresge Foundation. The Transformation Plan is the result of extensive community engagement, strong leadership from the Mayor's Office and the Detroit Housing Commission, and continued commitment from philanthropic, private sector and non-profit partners. The planning process was led by Detroit Collaborative Design Center (DCDC) and Wallace, Roberts & Todd (WRT) with the support of city agencies and a Choice Network made up of neighborhood residents, local community groups, community institutions, and neighborhood based organizations.

THE CITY OF DETROIT CHOICE NEIGHBORHOOD TEAM

Jed Howbert, Executive Director, Mayor's Office Jobs & Economy Team

Arthur Jemison, Director, Housing & Revitalization Department

Kelley Lyons, Director, Detroit Housing Commission

Maurice Cox, Director, Planning & Development Department

Dr. Abdul El-Sayed, Executive Director & Health Officer, Detroit Health Department

Nicole Stallings, Senior Policy Advisor, Mayor's Office Jobs & Economy Team

Karen Gage, Project Management

Katy Trudeau, Project Management

Betsy Palazzola, Neighborhood Plan Lead

Donald Rencher, Housing Plan Lead

Meghan Takashima, People Plan Lead

Vince Keenan, Civic Engagement Lead

Cover Image: Rendering of the proposed Douglass Park: The one-acre urban park is part of an overall strategy to prioritize community amenities and set a higher, more sustainable standard for Detroit's built environment. Douglass Park provides additional landscape and culture in the heart of a walkable, mixed-use environment and is designed to satisfy the community's needs and aspirations for a neighborhood-serving, high-quality open space in Detroit's greater downtown. **Source:** Hamilton Anderson Associates and Bedrock Development.

CHOICE NETWORK MEMBERS

The Choice Network included representatives from across the focus area that contributed to the planning process and helped guide civic engagement. The Network met once a month during the planning process.

Michelle Andonian, Eastern Market Resident

Brian Bartes, Wolverine Packing

Cheryl Pou, Brush Park CDC Board & Brewster Homes Resident

DeWayne Wells, Eastern Market Corporation Board

Erika Francis, Brewster Homes Resident

Geoff Sypitkowski, Brush Park CDC Board

Jannie Scott, The Village of Brush Park Manor Paradise Valley

John Gardner, King David Grand Lodge

June Antwine, Brewster Homes Resident

Kyle Polk, Eastern Market Developer

Mona Ross Gardner, Brush Park CDC

Robert Deane, Eastern Market Resident

Ron Butler, Crosswinds Condo Association

Shirl Bean, Brewster Homes Resident & Resident Council President

Steve Walker, Eastern Market Property Owner

NEIGHBORHOOD PARTNER ORGANIZATIONS

Brewster Homes Residents Council

Brush Park Community Development Corporation

Eastern Market Corporation

CHOICE IMPLEMENTATION PARTNERS

Lead Applicant: **City of Detroit**

Co-Applicant: **Detroit Housing Commission**

Neighborhood Implementation Entity (NIE): **The Economic Development Corporation of the City of Detroit (EDC)**

Housing Implementation Entity (HIE): **Choice Detroit LLC- A Joint Venture of Enterprise Community Partners, Bedrock Detroit, and Ginosko Development Corporation (JV)**

People Implementation Entity (PIE): **Urban Strategies, Inc.**

Education Partner: **Detroit Edison Public School Academy (DEPSA)**

CHOICE TRANSFORMATION PLAN CONSULTING PARTNERS

Civic Engagement and Transformation Plan Draft: **Detroit Collaborative Design Center at the University of Detroit Mercy (DCDC)**

Architecture and Urban Design: **Hamilton Anderson Associates**

Market Evaluation: **Real Estate Strategies, Inc/RES Advisors**

People Plan Advisor: **Urban Strategies**

Transformation Plan & Choice Advisor: **Wallace Roberts & Todd (WRT)**

Metrics & Evaluation: **Wayne State University Center for Urban Studies**

TABLE OF CONTENTS

The Douglass-Market Transformation Plan is a comprehensive five year neighborhood revitalization strategy which outlines a vision and action steps for the Detroit neighborhood bounded by Woodward Avenue to the west, Mack Avenue to the north, St. Aubin Street to the east and I-75 to the south.

The Transformation Plan is focused around the redevelopment of the Douglass Homes public housing site, while simultaneously directing investment in the surrounding neighborhood and supporting positive outcomes for the families who live there. The goal is to reknit the neighborhood fabric and link residents both physically and programmatically to amenities and economic opportunities.

EXECUTIVE SUMMARY III

PART I BACKGROUND & CONTEXT

INTRODUCTION & CONTEXT 4

Introduction	4
Neighborhood History	5
Brewster Douglass	6
Neighborhood Context	10

THE NEIGHBORHOOD TODAY 12

Brush Park	12
Eastern Market	16
Brewster Douglass	20
Demographic Summary	21

CIVIC ENGAGEMENT AND PLANNING PROCESS 26

Planning Process and Engagement	26
Engagement Methods / Planning Themes	28
What We Heard / Planning Themes	29

OPPORTUNITIES AND CHALLENGES

Overview of Needs Assessment	
Findings: Resident Needs Survey and Results	
Summary of Market Study Findings	
Overview of Market Conditions	
Economic Influences on the Choice Neighborhood Planning Area	
Opportunities and Constraints: SWOT Analysis	

PART II TRANSFORMATION PLAN

VISION AND PRINCIPLES

A Community Supported Vision	
Planning Principles	

NEIGHBORHOOD TRANSFORMATION PLAN

Overview	
Neighborhood Plan Objectives	
Neighborhood Priority Projects (Critical Community Improvements)	
Neighborhood Safety Plan	

32	HOUSING TRANSFORMATION PLAN	76
32	Overview	76
34	Housing Plan Objectives	79
40	Housing Design	82
41	Green Building and Sustainable Development	97
42	Phasing and Implementation	100
44		
	PEOPLE TRANSFORMATION PLAN	102
	Overview	102
	A. Supportive Services and Programs	103
	B. Education Outcomes and Strategy	109
50	IMPLEMENTATION APPROACH: MAKING THIS GRAND VISION A REALITY	118
50	Organizational Framework for Implementation	118
52	Neighborhood Plan Implementation	119
	Housing Plan Implementation	120
54	People Plan Implementation	121
56	Education Plan Implementation	122
62	Evaluation Plan and Use of Data to Achieve Core Goals of the Transformation Plan	123
74	Anchor Institution Engagement and Support	124
	Funding this Plan	125
	Implementation Timeframe 2017–2022	125



SOURCE: EASTERN MARKET CORPORATION

The bustling Eastern Market during its annual Flower Day.



SOURCE: DETROITURBEX.COM

The Brewster-Wheeler Recreation Center future mixed-use development with the Detroit Housing Commission Brewster Homes in the background. The former Brewster Wheeler Recreation Center on Wilkins Street, will be adaptively reused as a restaurant and event space, with a culinary training program for at-risk girls and office space for community-based organizations including the Detroit Chess Club and Slow Roll.

EXECUTIVE SUMMARY

FIG. 1
CONTEXT MAP



Transformation Plan Focus Area.

WHY HERE? WHY NOW?

The Brush Park, Brewster-Douglass, and Eastern Market area (hereinafter referred to as the Douglass-Market neighborhood) is poised for reinvestment. With close proximity to the resurging downtown center, a number of anchor institutions and significant recent investment, the City of Detroit and the Detroit Housing Commission (DHC) have a unique opportunity to repurpose vacant and underutilized publicly owned properties to catalyze neighborhood-wide revitalization. There are a number of reasons why this area is so well positioned for investment right now and has been selected as the focus for this comprehensive rebuilding effort.

Detroit's Douglass-Market Neighborhood is adjacent to Midtown and Downtown Detroit. The neighborhood is well located with a **range of assets and opportunities** that contribute to revitalization efforts.

- » **Equitable Development:** First and foremost, the 22-acre site of the former Douglass Homes represents one of Detroit's greatest development opportunities. The fact that it also qualifies as a distressed public housing site presents a once-in-a-generation opportunity to also develop and preserve affordable housing for low-income households in an increasingly desired downtown adjacent district with a substantial amount of new market-rate residential development built over the past decade.
- » **Leveraging Investment:** The area includes a number of new mixed-use developments, infrastructure improvements, and other amenities to build upon. These include proximity to major employment centers, cultural and entertainment venues, and transit lines. Several development projects underway or planned include The Scott at Brush Park, a 199-unit luxury rental apartment building; Bedrock Development Brush Park Parcels A & B, a 400-unit planned development that won the Grand Prize Charter Award of the Congress for the New Urbanism; and the former Brewster-Wheeler Recreation Center on Wilkins Street, which will be adaptively reused as a restaurant and event space, with a culinary training program for at-risk girls and office space for community organizations.
- » **Stakeholder Support:** There is wide support from local leaders, residents, city agencies, non-profit, and for profit partners invested in the neighborhood's future.
- » **Authenticity:** Few American cities have such a unique asset as Detroit's Eastern Market, a historic working food district with over 2,000 employees in wholesale trade, retail trade and manufacturing that is growing due to national trends favoring regional, specialized food production to expand its food processing and distribution activities.
- » **Anchor Institution Engagement:** The neighborhood includes multiple institutions of local, regional, and national significance including hospitals, major employers, large cultural entities, and academic institutions providing a rich set of resources to serve the community.
- » **Available Funding:** Through the U.S. Department of Housing and Urban Development (HUD) Choice Neighborhoods program, there is competitive funding to support this comprehensive neighborhood rebuilding effort centered around the former Douglass Homes housing complex.



SOURCE: CHOICE-DETROIT LLC

The Frederick Douglass Homes Site master plan facilitates thoughtful, contemplative, pedestrian scale spaces throughout the site to offer a variety of resident experiences. Multiple affordable and market rate housing types catalyze diversity within a coordinated streetscape, retail and service, and public space master plan.

WHY A TRANSFORMATION PLAN?

The Douglass-Market Transformation Plan is a comprehensive five year neighborhood revitalization strategy to guide the redevelopment of the Douglass Homes public housing site, while simultaneously bridging the physical divide of I-75, and directing investment in the surrounding neighborhood and supporting positive outcomes for the families who live there.

The Transformation Plan (“the Plan”) is based on community input, addresses current neighborhood challenges, and builds off of previous planning efforts. The Plan is modeled on HUD’s Choice Neighborhoods program (CN), a comprehensive neighborhood revitalization program that leverages federal dollars combined with local matching funds to help communities transform neighborhoods by revitalizing severely distressed public or assisted housing and leveraging investments in well-functioning services, education programs, crime prevention strategies, public assets, public transportation, and improved access to jobs.

Supported through a \$500,000 grant from the Kresge Foundation, the Plan is the result of extensive community engagement, strong leadership from the Mayor’s Office and DHC, and continued commitment from philanthropic, private sector and non-profit partners. The planning process was led by the City of Detroit along with a team of local and national

consultants with expertise in planning, urban design, architecture, market analysis, and the design of supportive human services programs, metrics analysis, and community engagement. Building upon previous planning efforts, the process has taken place over the course of almost one year and included dozens of community meetings, stakeholder conversations, open houses and other events.

By leveraging the neighborhood’s many assets, the Brewster Homes Public Housing site, and its strategic location adjacent to the Central Business District (CBD) and Midtown, the area is poised to become a national best practice for an economically resilient and sustainable community.

SUPPORTING POSITIVE OUTCOMES FOR FAMILIES WHO LIVE THERE

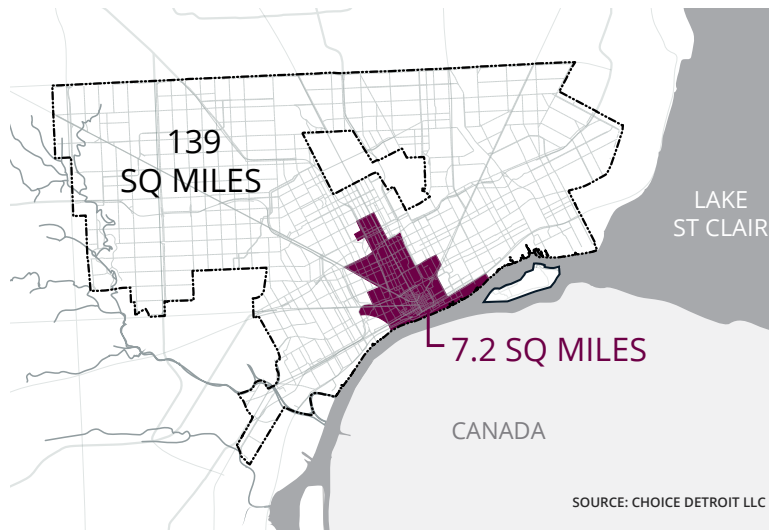


Detroit youth coordinated through Detroit Youth Service Corps participate in a focus group about youth safety issues.



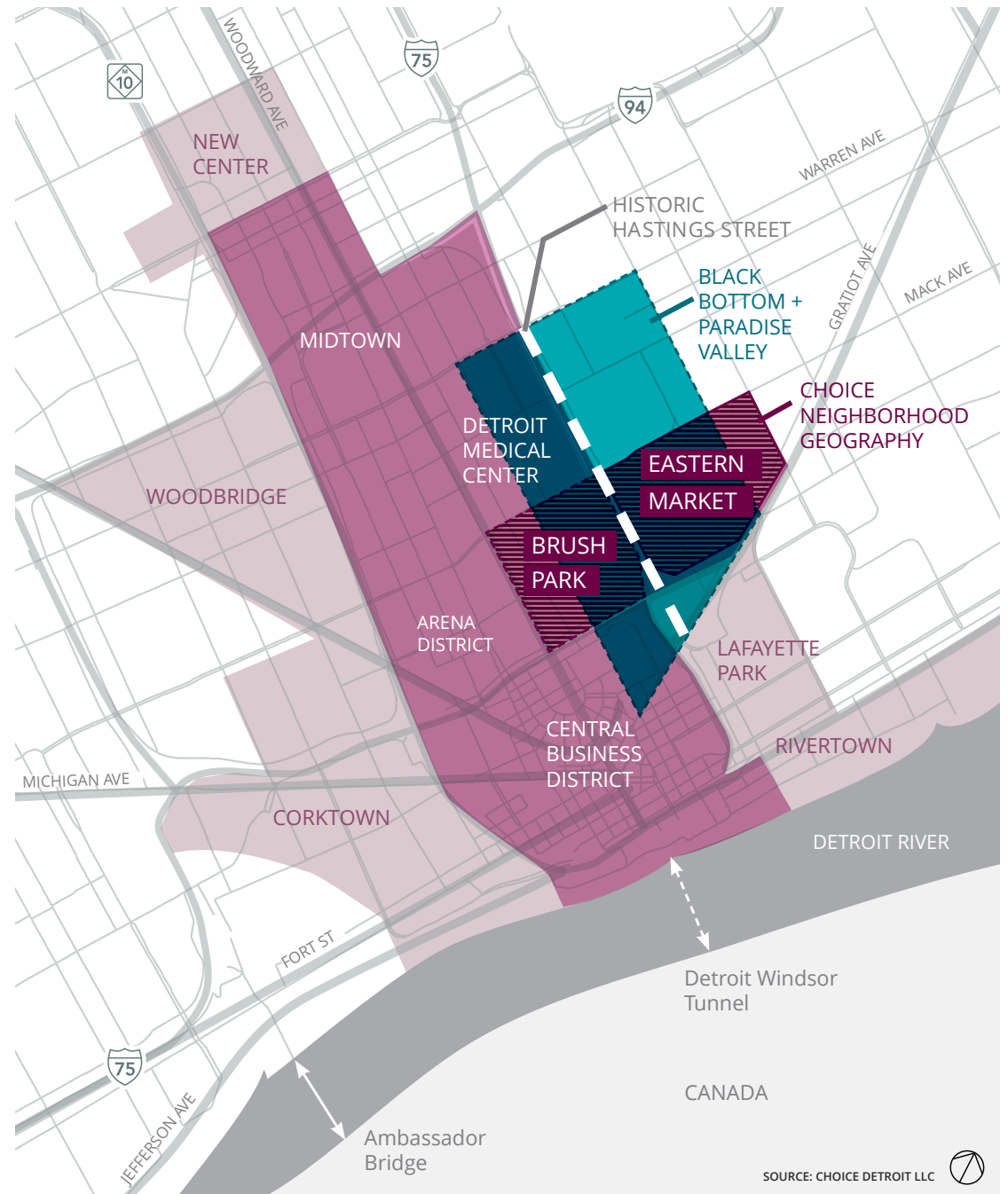
The Plan strategies outline a roadmap to creating a vibrant and economically resilient community.

**FIG. 2
CULTURAL HERITAGE**



The greater downtown occupies 7.2 square miles within the 139 square mile geography of Detroit. Eight unique neighborhoods comprise greater downtown: Central Business District (CBD), Midtown, New Center, Woodbridge, Corktown, Eastern Market, Lafayette Park, and Rivertown. The blue shaded area represents two historically African American neighborhoods, Black Bottom and Paradise Valley, that were partially dismantled beginning in the 1940s. The white dotted line represents Hastings Street, the formerly predominant cultural thoroughfare for the community.

The neighborhood strategies encourages improved connections between the residential west side of the neighborhood and the commercial east side.



THE DOUGLASS-MARKET NEIGHBORHOOD

The Douglass-Market Neighborhood is a living testament to major trends in Detroit's history. At the far west side of Douglass-Market, bounded on the west by Woodward Avenue, is Brush Park, which was first developed in the 1850s and comprised of grand, single family homes and mansions. Remnants of that legacy remain — a number of mansions still stand, both restored and in disrepair — but the neighborhood is also characterized by an abundance of vacant land. At the center of the Douglass-Market footprint are the Brewster Homes and the site of the former Frederick Douglass Homes, once collectively referred to as Brewster-Douglass. The current state of both sites represents the evolution of public housing in the city, as well as the broader impacts of urban renewal. To the east of Brewster-Douglass, Eastern Market has served as a driver of southeast Michigan's food economy since the late 19th century. Today, the market is home to myriad wholesalers, food processors and distributors, as well as a popular public market and a range of retail businesses.

This plan prioritizes the redevelopment of vacant land for a range of residential households and a variety of uses. It also focuses on the creation of better connections within the neighborhood that leverage existing and proposed mobility options, and bridge the freeway that bisects the neighborhood. Better connections strengthen the relationship between the primarily residential west side of the neighborhood and

the primarily working east side of the neighborhood, linking residents with job opportunities. They also help link residents to nearby job centers, health services, and cultural and recreational amenities. Improved connections also means better integrating existing developments with incoming neighborhood improvements and restoring historic links that have been jeopardized over time.

The plan also focuses on the preservation and creation of an open space network that builds upon existing assets. It prioritizes safety as new developments and investment encourage more public streetscapes. A mix of neighborhood uses throughout is also central to the plan, from the distribution of health and educational services to a mix of housing and economic development opportunities.



The view along Winder Street, looking east from Hastings Street in 1960.

This Transformation Plan builds upon the neighborhood's mix of uses, acknowledges the challenges that face the community, and proposes a vision for a neighborhood that is poised to **increase residential density, neighborhood connectivity, job opportunities in the food economy, public spaces and community services.**

DEMOGRAPHIC OVERVIEW



SOURCE: DCDC

Brush Park has the largest concentration of publicly-owned land in the Greater Downtown area.



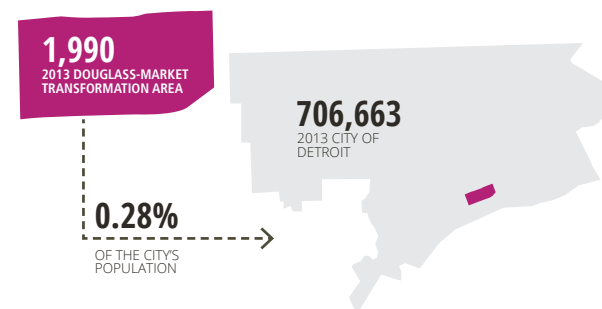
SOURCE: DCDC

Brewster Homes was rebuilt by the Detroit Housing Commission in 2004 and is located on the eastern edge of Brush Park.

The population of the area in 2013 was 1,990, which, in an area of 0.7 square miles, represents a much lower residential density compared to the city's overall rate (2,842 residents per square mile in Douglass-Market as compared to the city's rate of 5,142 in 2013). This low level of density is indicative of extreme population loss and high levels of vacant land in the neighborhood. 35% of neighborhood housing units are vacant, compared to 29% citywide. The neighborhood population is 84% African American and 16% White. Three out of four households are renters. 54% of households had incomes below \$25,000, many of which are within the two large affordable housing developments. Compared with other Detroit neighborhoods, the neighborhood has a high percentage of young residents (35% under age 19 compared to 30% citywide). Despite having a higher percentage of residents of prime working age (44% of residents are between the age of 25-54, as compared to the City's 38%), the unemployment rate is high at 14%.

Notwithstanding police efforts, property crime is on the rise, in part due to the uncertain nature of redevelopment, disconnected streetscapes, and the vacant Douglass Homes public housing site that lacks proper lighting, fencing and other necessities. Investments in the built environment are needed to help stem the rise in crime. Still, despite years of population loss and vacancy, recent

household counts are trending upward as a result of residential development at the western edge of the neighborhood. Population increased by an average annual rate of 18.6%, from 1,277 reported in the 2010 Census to an estimated 1,990 based on 2009-2013 American Community Survey data. The demographics of the newcomers, especially in the adjacent CBD and Midtown neighborhoods, tend to be more affluent, white young professionals seeking housing within walking distance to new businesses in the downtown core.



PLAN OVERVIEW

Through a combination of extensive community processes during previous planning efforts and throughout the duration of the transformation planning process, the City of Detroit and partner organizations have been planning and engaging stakeholders in this neighborhood for over three years. The resulting Douglass-Market Transformation Plan responds to the needs of the residents, but it also addresses many of the physical barriers that exist in the neighborhood that have obstructed access to jobs, education opportunities, health services and healthy food options, and have prevented the development of a strong, cohesive neighborhood. The Plan focuses on the three core goals of HUD's Choice Neighborhoods Program: Housing, People, and Neighborhood.

The Plan features: design that respects the historic legacy of the neighborhood; a restored street grid to facilitate development of a neighborhood with a strong urban fabric; a program of 1,037 units of high-quality, well-designed housing with an affordable unit mix that meets the needs of residents of all income levels, family sizes, and physical abilities; improved connections over I-75 to food and job opportunities at Eastern Market; extensive green infrastructure that incorporates a 1-acre park; opportunities for entrepreneurship, Section 3 employment, and business participation; and human services offerings to address gaps in

workforce development, health, educational and youth services.

**THE TRANSFORMATION
PLAN BUILDS ON
PREVIOUS PLANNING,
RESPONDS TO THE NEEDS
OF CURRENT RESIDENTS
WHILE ADDRESSING
THE NEIGHBORHOOD'S
PHYSICAL AND ECONOMIC
BARRIERS**



SOURCE: DCDC

A planning team member speaks with a Shiloh Church congregant at the Roaming Table.

CIVIC ENGAGEMENT AND RESIDENT PRIORITIES

The Douglass-Market Transformation planning process incorporated a variety of community engagement strategies to build relationships, connections and trust with and within the community that will continue to be used throughout implementation. The Plan reflects community participation in the process and feedback gained through a range of meetings and engagement activities. Multiple meetings were held with residents, including meetings with Brewster Home youth, with elders of the Shiloh Baptist Church and with the Brewster Homes Resident's Council. In addition to these focused sessions, public meetings were held on February 25, 2016, April 20, 2016, and June 21, 2016. Meetings were well-publicized. Notice was shared through the Choice Network, Brush Park CDC newsletter and Facebook page, Brewster Homes Resident's Council, direct mailings to Brewster Homes households, and Eastern Market stakeholder email list, reaching an audience of almost 1,000 residents and stakeholders. Notices were also posted on the City of Detroit website www.detroitmi.gov/choice.

The Transformation Planning team gathered many key takeaways from the community engagement process, integrating many into the Transformation Plan strategies. **In terms of the neighborhood strategy, overcoming the I-75 divide is one of the neighborhood's greatest challenges.** Another key challenge reported was the irregular street grid and disconnection between different parts of the

neighborhood. Residents expressed a desire for the plan to build upon existing assets and opportunities, including forthcoming public transportation and related connections and opportunities for locally-owned businesses, as well as a strong interest in recreation opportunities, youth activities and designated green space.

Where housing was concerned, the preservation of affordability for existing residents is a big priority, especially with economic development occurring at a rapid pace in the adjacent downtown and midtown neighborhoods. **Residents supported a housing plan that calls for social inclusion and development without displacement.** Residents also reported a preference for residential density with neighborhood amenities and a diversity of housing types and aesthetic differences between buildings, but no distinguishable difference between affordable and market rate units.

For the people strategy, the community emphasized that education at all levels is a priority, from early childhood to job training, and that youth employment, training and development opportunities are a consistent need in the community. Residents also reported that safety is a concern in terms of both reality and perception, particularly along Wilkins Street. Although Eastern Market is in close proximity, residents reported that access to fresh, affordable food continued to be

a challenge, highlighting the barriers existing between the west side of the neighborhood and the amenities in Eastern Market.

The Douglass-Market Transformation plan prioritizes the redevelopment of vacant land for a range of residential households and a variety of uses. It also focuses on the creation of better connections within the neighborhood that make the most of existing and proposed mobility options, and bridge the freeway that bisects the neighborhood. Better connections can strengthen the relationship between the primarily residential west side of the neighborhood and the primarily commercial east side of the neighborhood, linking residents with job opportunities. They can also help link residents to other nearby job centers, health services, and cultural and recreational amenities. Improved connections also means better integration of existing developments with incoming neighborhood improvements and restored historical links that have been jeopardized over time.

The plan also focuses on the preservation and creation of an open space network that builds upon existing assets. It prioritizes safety as new developments are built and investment in pedestrian-friendly streetscapes that support community safety, health, and well-being. A mix of uses throughout the neighborhood is also central to the plan, from the distribution of health and educational services to a mix of housing and economic development opportunities.

BRIDGING FOOD & FAMILIES: LIVING, WORKING AND GROWING IN GREATER DOWNTOWN

This neighborhood will connect its families and a growing food economy that provides jobs, fresh food access, and community pride. New housing and economic opportunities will celebrate the neighborhood's strong residential heritage and identity as the city's public market. **The neighborhood will be connected and active, offer amenities and services for all ages, preserve affordability for existing residents, and attract new residents. It will be a dense and inclusive mix of people and local businesses.** In close proximity to downtown, this community will support active public life through a network of open spaces, community services, and economic opportunities that meet the needs of existing and future residents.

THE PLAN FOCUSES ON THREE KEY THEMES:

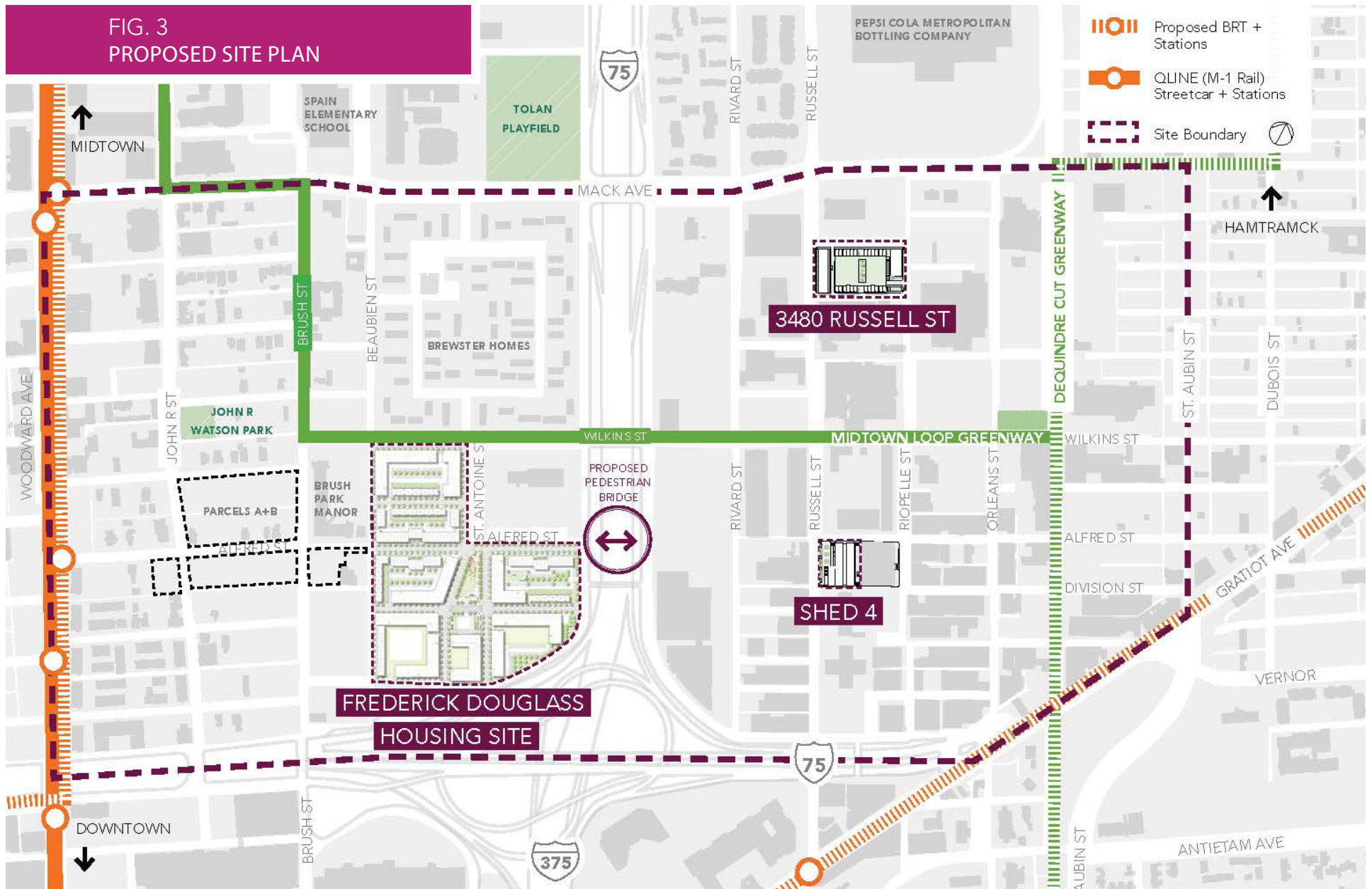
- » **IMPROVE CONNECTIONS**
- » **CREATE DENSITY AND A MIX OF USES**
- » **BUILD ON CULTURE AND HERITAGE**



SOURCE: CHOICE DETROIT LLC

Mixed-use Apartment buildings are designed to accommodate a variety of household types and activate street life. Lively facades, community spaces, and active ground-floor uses support and energize daily life in the neighborhood.

**FIG. 3
PROPOSED SITE PLAN**



The Douglass-Market Transformation Plan focuses on the redevelopment of vacant and underutilized sites to create mixed income housing and mixed-use developments that support a vibrant mixed-use district.

NEIGHBORHOOD TRANSFORMATION PLAN



SOURCE: CITY OF DETROIT

The planned Detroit Regional Food Accelerator will provide startup space for food related entrepreneurs to start and grow their business



Improving neighborhood connections across I-75 is a shared community priority.

The Neighborhood Transformation Plan is based upon the needs and priorities identified by the community and the results of the area market analysis. The Neighborhood Plan is also informed by previous planning efforts and the Plan Vision. **The focus is on knitting the neighborhood together – with safe walkable streets and vibrant public spaces,** creating connections that link residents with economic opportunities and human services distributed throughout the community.

The Neighborhood Plan is guided by four strategic objectives that support implementation.

1. Create opportunities for residents of all incomes to live in close proximity to centers of economic opportunity.
2. Boost health outcomes through better access to open, green spaces and healthy food options.
3. Improve economic opportunities.
4. Increase safety through physical design and community organization.

CRITICAL COMMUNITY IMPROVEMENTS

In addition, the neighborhood plan identifies five critical projects (critical community improvements) that are designed to immediately address existing

gaps in connectivity between housing and access to jobs, education, recreation, fresh food, and safety, in combination with a long term vision for a sustainable neighborhood.

#1) Develop the Detroit Regional Food Accelerator Program

The Detroit Regional Food Accelerator is a modern food processing and production space that features 21st-century clean manufacturing and opportunities for retail sales for food production and beverage processing tenants, or restaurants for tenants that have a market-to-table relationship with food production within Eastern Market. The City has retained an experienced, minority-owned and Detroit-based developer to create a redevelopment and financial plan for the acquisition, restoration and development of Parcel 572, a 104,000 s.f., vacant, concrete and brick structure located in Eastern Market.

#2) Construct Douglass Park, a Centrally Located 1-acre Park

The new Douglass Park will anchor a series of open space corridors, the existing Brewster Homes, and the adjacent Link Detroit greenway connector between Eastern Market and Midtown. As open space relief, this park will support passive recreational neighborhood activities and other multiuse areas. The park design includes an integrated stormwater management system that collects water from the surrounding

neighborhood for use in the park. The design includes planting beds and tree canopies that assist in defining the use of space throughout the park, softening hard edges in both the horizontal and vertical plane, and providing shade and natural beauty. The park as a whole will be professionally designed to balance hard and soft scape features while integrating adjacent land uses and circulation patterns.

#3) Improve Neighborhood Connections through I-75 pedestrian Crossings & Reconnection of Brewster Homes.

Reducing neighborhood physical boundaries that negatively impact the neighborhood is critical to the success of the Transformation Plan. There are two primary interventions proposed. First, the plan focuses on improving the I-75 bridge crossings, and second, creating new Brewster Homes reconnections.

I-75 Bridge Crossing Improvements: The I-75 Freeway currently presents a significant divide between the eastern and western halves of the Neighborhood. Current residents feel unsafe crossing the bridges on foot. Left unaddressed, existing and new residents of housing developments at the site of the Douglass Homes will continue to be cut off from opportunities at Eastern Market.

Brewster Homes Reconnections: This plan calls for additional cut-throughs in existing fencing around the development, and proposes safe, well-lit pathways

and small pocket parks at each entrance of the development. To ensure safety, these areas will be lit and monitored via powerful IP digital security cameras. An emergency phone call box will be installed at two Brewster Homes Pathway locations. A series of open space corridors and pedestrian mews are proposed in the Housing Strategy, which will integrate into this pathway plan.

#4) Develop a Security Infrastructure Program

While many existing residents reported feeling safe in their homes and in the neighborhood, high rates of violent and property crime still exist in Douglass-Market, and many reported a desire for additional security cameras. Cameras will be installed in the new park, along the freeway overpass connections, along the pedestrian paths, and outside new residential and commercial development.

#5) Rocket Fiber High-Speed Internet

Rocket Fiber is a local Detroit company offering gigabit internet speeds that are up to 1,000 times faster than the average residential connection in the U.S. New fiber will be installed and free wireless will be available to Brewster Homes residents, as well as in Douglass Park. Infrastructure will also be expanded to provide Rocket Fiber to Eastern Market.

NEIGHBORHOOD SAFETY PLAN

Existing conditions in the neighborhood, including low-density housing development and I-75, create significant barriers between residential areas and the Eastern Market neighborhoods. Safety concerns will be addressed through physical improvements and enhanced coordination of programs and activities. A survey of residents found that a majority do not feel safe enough to travel on foot between nodes of residential and commercial development.

Planned activities to improve safety and reduce blight in Douglass-Market include the following:

1. *Hire a community coordinator responsible for community safety activities.*
2. *Adopt Crime Prevention Through Environmental Design (CPTED) measures.*
3. *Install a Security Network.* Install a 24-hour monitored security system to monitor the most notable high crime areas, open space and recreation areas, and new residential and commercial investments.
4. *Implement Project Green Light.* A proven City effort to install high-powered security cameras monitored by Detroit Police Department in troubled areas.

HOUSING TRANSFORMATION PLAN



Conceptual Site Rendering of Apartment Buildings at the Frederick Douglass Homes Site



Conceptual Site Rendering of 3480 Russell Street in the Eastern Market District

The Douglass-Market Housing Strategy is focused on redevelopment of Detroit Housing Authority's vacant 22-acre Douglass Homes site and takes advantage of the opportunity to develop infill units across the neighborhood, which will leverage the investment of the Brush Park Parcels A+B development and connect to the vibrant mixed-use district of the Eastern Market. The plan includes the replacement of 232 public housing units in a mixed-income setting of 1,037 units of high-quality, well-designed housing which will create a financially viable, environmentally sustainable and socially inclusive community. The project will eliminate the income-segregated silos of historic public housing developments and serve as a model for revitalizing other downtown-adjacent neighborhoods.

The Douglass-Market Housing Strategy is aimed at implementing the community-supported vision to develop a dense, mixed-use, mixed-income neighborhood that fosters social inclusion and preserves affordability to meet the needs of current residents and attract new residents.

The Housing Strategy is guided by five strategic objectives that support implementation.

1. Build interconnected communities within five years.
2. Catalyze diversity in urban neighborhoods.
3. Strengthen capacity through partnerships.

4. Secure financing and grow market potential.
5. Revitalize through long-term operations.

The four sites that are the focus of this housing strategy include:

- » **Detroit Housing Commission Site (Brush Park):** The Transformation Plan includes 850 residential units on the cleared site of the former DHC Brewster Douglass Homes. The majority of the units are planned as rentals, although townhouse units may be offered for sale if market conditions permit. The program also includes a 13,400 SF neighborhood retail component as well as additional community and social service space. The 224 public housing replacement units will be included on this site.
- » **3480 Russell Street (Eastern Market District):** 3480 Russell Street (Eastern Market District): This City-owned site in the Eastern Market District (EMD) is proposed for redevelopment as 71 Low-Income Housing Tax Credit (LIHTC) and market-rate rental units, 24 of which will be live-work units. In addition, there will be 12,060 SF of ground floor retail space and a light industrial building (9,200 leasable SF), offering the opportunity to expand the proposed Food Accelerator described in the neighborhood plan.

- » **Shed 4 Site (Eastern Market District):** Shed 4 Site (Eastern Market District): Shed 4 is an open-air market shed. The development program will include enclosing the market shed and adding 20,200 SF of additional commercial (retail/restaurant/office) space and 62 workforce and market-rate rental housing units on upper floors.
- » **124 Alfred Street:** A 54-unit age-restricted LIHTC building which will include eight public housing replacement units.

HOUSING DESIGN

The urban design proposed in the Housing Strategy will yield a neighborhood where residents' daily needs are met for high-quality housing, goods, services, healthcare, amenities, access to employment, high-speed internet, and recreation in a setting that is historic and connected on multiple levels. The neighborhood will incorporate environmentally sustainable strategies throughout so that both building and neighborhood forms contribute to resident health, wellness, and safety.

Prior to development of the Douglass Homes and construction of I-75, the 22 acres of land at the former Douglass Homes public housing site (and the land upon which I-75 now sits) was integrated into the surrounding neighborhoods with a traditional

urban street grid. The master plan reintroduces this historic street grid, reestablishing more appropriate human-scaled blocks, connecting to the adjacent neighborhoods, and creating a pedestrian oriented environment offering a mix of housing, retail, services and recreational opportunities.

The site plan facilitates thoughtful, contemplative, pedestrian-scale spaces evenly dispersed throughout the site to offer a variety of resident experiences. Multiple affordable and market rate housing types catalyze diversity within a coordinated streetscape, public space, and retail and services master plan. The primary east-west streets, Wilkins and Alfred, provide vital links to jobs, transit and the greater neighborhood fabric. Wilkins serves as the primary link to Eastern Market via the recently constructed Midtown Loop Greenway and the vehicular bridge over I-75.

GREEN BUILDING AND SUSTAINABLE DEVELOPMENT

Sustainable design is incorporated in the Housing Strategy with the design of buildings and development with an aim of improving the environment and creating environmentally friendly buildings. All residential units in the Douglass-Market development will comply with either Enterprise Green Communities and/or LEED ND or LEED New Construction.



Conceptual Site Rendering of proposed live/work units in the Eastern Market District



Conceptual Site Rendering of Apartment Building on Alfred Street

PEOPLE TRANSFORMATION PLAN

The Douglass-Market Transformation Plan People Strategy aims to improve outcomes related to health, education and employment of the target population with a specific focus on children.

The People Plan responds to the specific needs of current Brewster Homes residents and anticipates the needs of low-income residents of the new mixed-income housing by developing a results-oriented, supportive services strategy that leverages the tremendous economic renaissance taking place in the larger surrounding neighborhood. Urban Strategies, as the lead People Implementation Entity (PIE), will be responsible for engaging residents, developing and implementing work plans, coordinating service providers and integrating the People Strategies within the overall Transformation Plan strategies. To implement these strategies, Urban Strategies will serve as an intermediary and collaborate with local service partners, including the Detroit Edison Public School Academy (DEPSA). Simultaneously, Urban Strategies will work with stakeholders to identify sustainability resources, evaluate services using real-time data, and, where necessary, reshape service delivery to respond to emerging needs.

A. SUPPORTIVE SERVICES AND PROGRAM OUTCOMES

Outcome 1: Children, Youth, and Adults are Physically and Mentally Healthy

Strategies

1. Provide a Community Health Assessment.
2. Increase number of residents who access quality physical and mental healthcare for needed medical services.
3. Increase preventative health care programs to support healthy lifestyles.

Expected Outcomes

- » Increase in residents who have a place where they regularly go, other than an ER, when they are sick or in need of advice about their health by 200% (110 individuals)
- » Increase in residents reporting good physical health by 50% (68 individuals)
- » Decrease in residents reporting stress or psychological distress by 50% (35 individuals)
- » Increase in children who have health insurance to 98% (3 children)

Outcome 2: Households are Economically Stable and Self-Sufficient Ladder

Strategies

1. Provide opportunities for financial empowerment by implementing a central Financial Empowerment Center (FEC).
2. Implement a Comprehensive Workforce Program that maximizes relationships and strategic partnerships built with residents, employers and community stakeholders to achieve economic stability for residents and their families.
3. Youth Employment (described in the Education Strategy).

Expected Outcomes

- » Increase in working age, able-bodied adults that are working at least 30 hours per week by 200% (136)
- » Increase average earned income of work eligible HUD-assisted households by 50% (\$4,872)
- » Increase in working-age adults meeting proficient literacy standards by 10% (19)

B. EDUCATION OUTCOMES AND STRATEGY

Outcome 1: Children Enter Kindergarten Ready to Learn Ladder

Strategies

1. Increase local capacity to identify developmental delays in young children and connect families to early intervention services.
2. Expand participation in high quality early learning programs with a brand new state of the art early learning facility.
3. Expand parent knowledge and skills needed to support social/emotional development and kindergarten readiness.
4. Develop an intentional connection between early learning and post-secondary learning.
5. Build sustainable ongoing programs.

Expected Outcomes

65% of neighborhood children demonstrate at the beginning of the program or school year age-appropriate functioning across multiple domains of early learning as determined using developmentally appropriate early learning measures.

Outcome 2: Increase percentage of students at or above grade level according to state mathematics and ELA assessments in at least the grades required by the Elementary and Secondary Education Act (ESEA) by 5% in English Language Arts (ELA) and 15% in math

Strategies

1. Implement programming supporting healthy children.
2. Implement high quality out-of-school time programming that supports academic enrichment and supplements in-school learning.
3. Support parents through School Support Services.
4. Provide parent education opportunities through workshops covering a variety of topics including, but not limited to: curriculum, hands-on activities, healthy lifestyles, nutrition, cooking healthy meals, and special opportunities that will benefit families.

Expected Outcomes

Increase percentage of students at or above grade level according to state mathematics and ELA assessments in at least the grades required by the ESEA by 5% in ELA and 15% in math.

Outcome 3: Youth Graduate from High School College- and Career-Ready Ladder

Strategies

1. Implement enrichment and mentoring programs to support youth as they transition to adulthood.
2. Provide programs to support college readiness and academic preparedness for area high school students.
3. Expand opportunities for youth to attend college through the recently established Detroit Promise Zone Authority (DPZA)
4. Provide employment training and placement opportunities

Expected Outcomes

Increase percentage of youth who graduate from high school by 2%

IMPLEMENTATION APPROACH: MAKING THIS GRAND VISION A REALITY



SOURCE: EASTERN MARKET CORPORATION

Bustling Market Shed



SOURCE: SALAM ZAHR PHOTOGRAPHY

Wayne State University Campus

The goal is to build an interconnected community with the amenities and supports to allow all families to thrive within 5 years.

If awarded a HUD Choice Neighborhoods Implementation Grant with full site control and all existing structures previously demolished, the Housing Strategy will be able to move rapidly into implementation with an anticipated 340 housing units built within the first two and a half years of the grant award. The People Plan Services are expected to be launched with 90 days of the grant award. One of the first projects, the Detroit Regional Food Accelerator Project, is expected to start in January 2017.

Should the City be unsuccessful in securing the Choice Neighborhoods Implementation Grant, the City commits to working with the established implementation team, neighborhood leaders, the philanthropic community, and state and federal department administrators, all of whom support this comprehensive neighborhood plan, to leverage and raise dollars and to implement the plan, as funded.

The City of Detroit will lead the implementation of the Douglass-Market Transformation Plan. The City will serve as program manager and coordinator of all transformation activities and will also serve as the liaison between the implementation partners and City agencies and departments involved in the Plan.

NEIGHBORHOOD PLAN IMPLEMENTATION:

The implementation of the neighborhood plan strategies will be led by the Detroit Economic Development Corporation (EDC), which will be responsible for the delivery of projects identified in the Critical Community Improvements Plan, and more broadly, ensuring the Neighborhood goals of the Transformation Plan are met. The EDC will work with a number of locally based partners and anchor institutions to implement the neighborhood plan.

HOUSING PLAN IMPLEMENTATION:

The Detroit Housing Commission will make the Douglass Homes site available for implementation of the Housing Strategy, support the City with compliance and management of the HUD Choice Implementation grant if awarded, and will assist with communications to residents and to HUD related to development of the Douglass site. The Housing Implementation Entity, a Joint Venture comprised of three members (Enterprise, Bedrock, and Ginosko) will be responsible for all aspects of the Housing Plan.

PEOPLE PLAN IMPLEMENTATION:

Urban Strategies, Inc. a national non-profit whose mission is to empower residents in distressed urban core neighborhoods to lead healthy, prosperous lives in thriving, self-sustaining communities is responsible for leading case management services, supportive service coordination, and program design activities

aligned with the People goals of the Transformation Plan. Urban Strategies will work closely with a number of locally based organizations to implement these programs and build capacity.

EDUCATION PLAN IMPLEMENTATION:

The Detroit Edison Public School Academy (DEPSA) will serve as the implementation entity for the education component through the development of an early childhood center and delivery of high-quality education and early learning programs. DEPSA will work with a number of local partners to implement the education Plan which will provide parents with children attending DEPSA and parents from the neighborhood with children attending other schools a safe environment that is educationally sound and supportive.

EVALUATION PLAN

The City of Detroit will contract with the Center for Urban Studies at Wayne State University to analyze and integrate the data collected by the Principal Team Members into a format that can be used to provide information on the status and impact of Choice activities for community leaders, partners, community residents and policymakers.

The team compiled to lead implementation of the Plan strategies for Neighborhood, Housing, People, and Education, represents an exceptional partnership of public, private, and non-profit organizations. The well-

balanced mix of local and national expertise ensures an unparalleled commitment to revitalization of the area into a socially equitable, energy efficient, mixed-income and mixed-use community.

ANCHOR INSTITUTION ENGAGEMENT AND SUPPORT

In addition to the plan partners, the neighborhood also has multiple institutions of local, regional, and national significance either within the neighborhood boundaries, or closely adjacent to and within walking or biking distance of the neighborhood. The wide array of anchor institutions, which includes hospitals, major employers, large cultural entities, and academic institutions, provides a rich set of resources to serve the community. A number of these institutions have already committed resources to support the implementation of the Transformation Plan, including jobs, cultural programming, educational resources and public safety support. These include:

- » Charles H. Wright Museum of African American History
- » Detroit Institute of Arts (DIA)
- » Detroit Medical Center (DMC)
- » Eastern Market Corporation (EMC)
- » Wayne State University (WSU)

FUNDING THIS PLAN

The City of Detroit's Housing and Revitalization Department, in partnership with the Detroit Housing Commission, submitted an application for a HUD Choice Neighborhoods Implementation Grant ("Choice Grant") in the June of 2016. If awarded, the Choice Grant will allow the City to leverage up to \$30M in federal grant funding, which will leverage \$416.6M from private, public and non-profit partners to support the implementation of the Transformation Plan. Funding for the first phase of development that would be matched with Choice Funding has been firmly committed, including funds for infrastructure development. Additional project funding will need to be secured for the rest of the plan. In addition to the competitive HUD Choice Neighborhoods Implementation Grant, other sources of funding for implementation of the program described in this plan may include:

- » City of Detroit CDBG and HOME Investment Partnership Program Funds
- » City of Detroit Infrastructure Funding (Act 51 funds, City of Detroit General Funds)
- » Low Income Housing Tax Credits (LIHTC)
- » New Markets Tax Credits (NMTC)
- » Private Equity
- » State of Michigan