



EASTERN MARKET

**Neighborhood Framework
and Stormwater Management
Network Plan**

***Executive Summary and
Implementation Plan***

Planning and Development Department
City of Detroit, November 2019

1

EXECUTIVE SUMMARY



EASTERN MARKET

SUNDAY

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Growing a Food-centered Neighborhood

Eastern Market is a thriving connection to Detroit's history. It is both an economic engine for the city, as the premier center of food industry in the Great Lakes region, and a singular cultural asset that brings Detroiters of all backgrounds together. Its 128-year history of operation as a working market is today challenged by new federal food safety standards enacted in the 2011 Food Safety Modernization Act and recent development pressure for non-food business uses. To maintain its status as the hub of food industry in Detroit and the Great Lakes region, Eastern Market must grow and adapt.

The framework described in the following pages positions Eastern Market for economic success well into the future, while keeping the market authentic to its past. It is based on input from residents and stakeholders, expertise from an interdisciplinary project team, and insights from past planning efforts and public processes. It will assure that Eastern Market will continue to be an exciting, diverse, and enjoyable place for residents, employees, and visitors for generations to come.

Planning Approach

The framework's focus is on the implementation of its recommendations in the short- and long-term. Its strategic phasing aims to build initial momentum so that efforts can be sustained toward full realization. Regulatory tools are crucial to ensure that core principles are followed, but must be flexible enough to encourage development interest and innovation, and enable adaptation to unforeseen economic changes. This principled flexibility will assure long-term goals are achieved, even if their physical manifestation differs from initial concepts.

The project team regularly met with and coordinated the interests of a diverse group of stakeholders and the general public. Stakeholder roundtable discussions and local business interviews allowed the project team to have targeted conversations with key members of the Eastern Market community. Four town hall meetings gathered feedback from the general public at critical moments in the framework's development. The project team also sought to reinforce the vision and goals generated in previous



Photo: Utile



Three intertwined goals have guided the Eastern Market Neighborhood Framework Plan.

planning processes like the *Eastern Market 2025 Strategy*. Balancing these various perspectives in all their complexity has shaped a rich and well-informed framework rooted in the needs and aspirations of the wide array of people who live in, work at, and visit Eastern Market.

Three overlapping goals have guided the development of this framework:

- A. Create jobs for Detroiters
- B. Improve the quality of life for residents
- C. Keep the authenticity and function of Eastern Market's historic core

Achieving these goals both protects the character of the existing market district and prepares the neighborhood for the future. Central to this effort is the establishment of an expansion area for the concentration of modern food business buildings adjacent to the existing market district. Growing the market enables existing businesses to remain and expand within Eastern Market while meeting new federal food safety standards. It also opens

the market to new food-related businesses that will strengthen the existing market district's commercial character. The expansion area will feature a network of greenways that may also serve as green stormwater infrastructure (GSI) to help new developments to comply with Detroit's Post-Construction Stormwater Management Ordinance (PCSWMO). This network will improve the area's visual character and provide recreational amenities. Design guidelines will shape the character of new buildings and the greenways to create a neighborhood attractive to both existing and new residents. In the existing market district, guidelines and regulatory changes are intended to direct development pressure there in a way that enhances existing assets and maintains their physical and commercial character.

Following an overview of the community engagement process, the framework is presented in three chapters: Existing Conditions, Neighborhood Framework Plan, and Stormwater Management Network Plan.

Existing Conditions

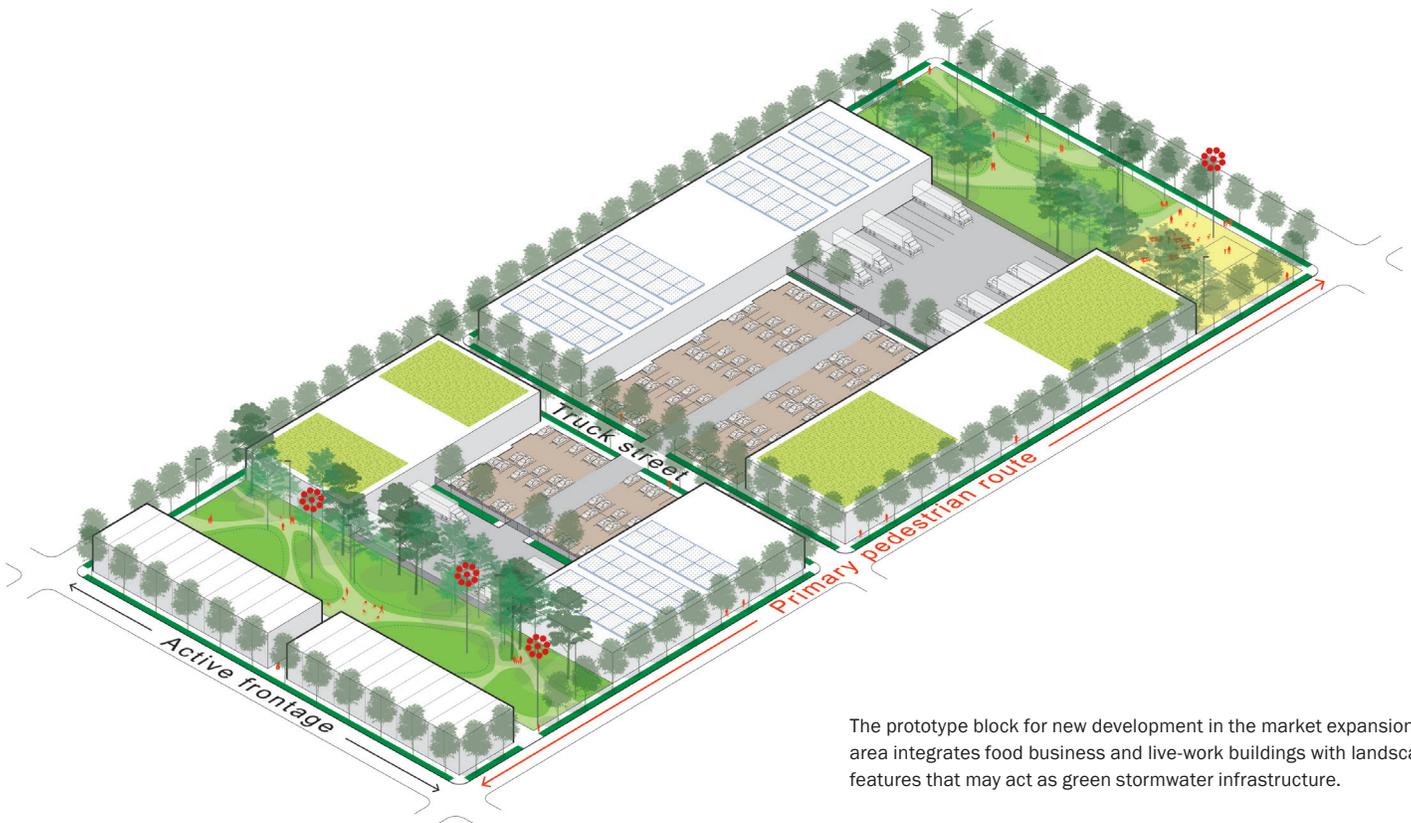
The Existing Conditions chapter comprises a detailed breakdown of objectives followed by an analysis of the existing market district's character, real estate, residential housing stock, public space assets, and mobility infrastructure. Economic and real estate analysis confirms that Eastern Market is a true functioning cluster economy, in which the close proximity of allied businesses provides operational efficiencies. It also highlights the significant amount of publicly owned land in strategically advantageous proximity to the existing market district. The relative lack of topographical change across the planning area prevented the design of a centralized stormwater feature for the expansion area. Instead, a network of greenways, which may be used for stormwater management, is proposed. It is also necessary to address the lack of designated truck routes in planning the market expansion. In these and other important ways, the existing conditions analysis forms the foundation of subsequent planning work.

Neighborhood Framework Plan

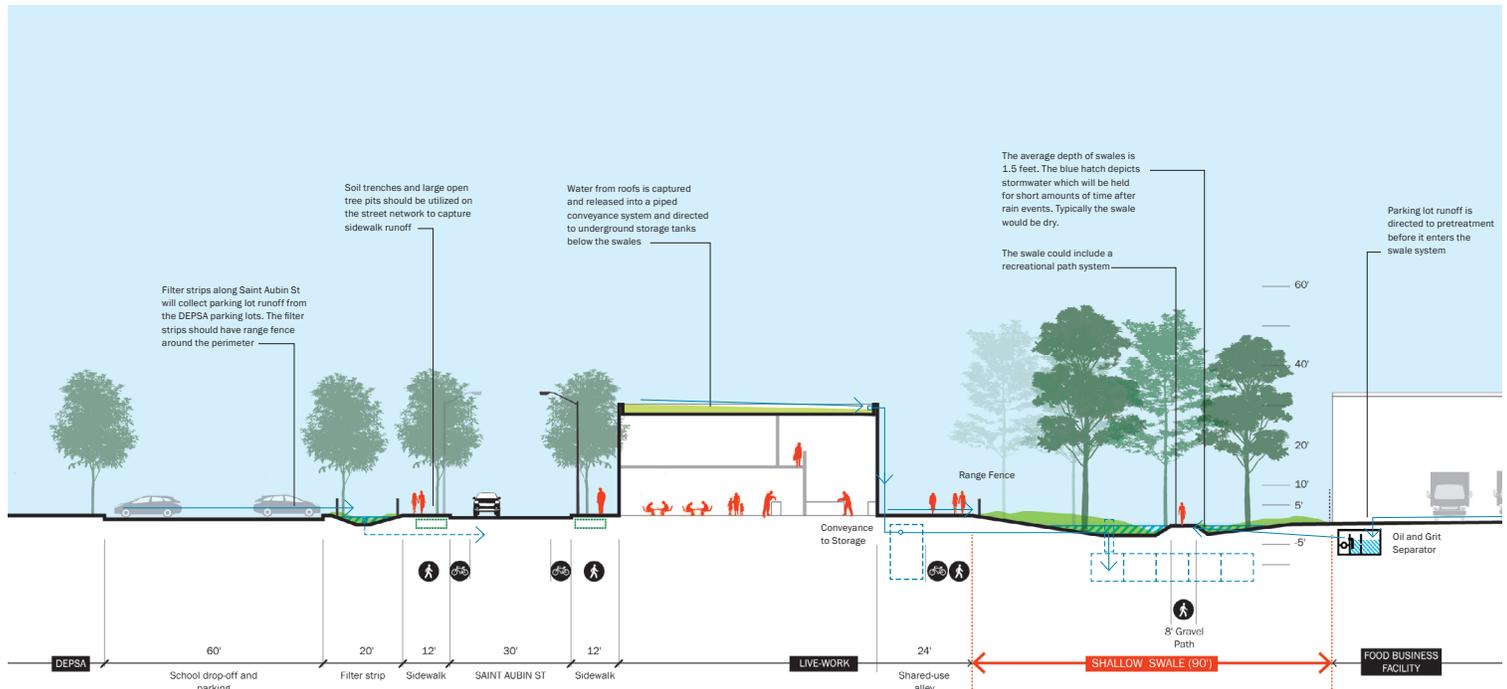
The Neighborhood Framework Plan (NFP) chapter is organized into five sections:

- An overview of regulatory and mobility recommendations for the entire planning area,
- A review of transformations planned for the expansion area,
- A review of measures planned to improve the quality of life for existing and new residents,
- A review of actions planned to maintain the market's physical and cultural identity, and
- A recommended schedule for implementation.

Proposed regulatory and mobility changes provide a foundation for the three goal-oriented sections that follow. The first of these focuses on the expansion area and its primary role in achieving the goal of creating and retaining jobs in Eastern Market. The next section focuses on the role of mixed-use development and streetscape improvements in improving the quality of life for existing and new residents. The following section highlights preservation strategies for the existing market district. The implementation section presents the recommendations of the previous four sections in a format that makes clear their phasing with respect to one another and highlights how the market will grow and change in the immediate-, short-, and long-term.



The prototype block for new development in the market expansion area integrates food business and live-work buildings with landscape features that may act as green stormwater infrastructure.



The SWMNP presents multiple integrated methods to manage stormwater runoff that add or enhance public open space.

Stormwater Management Network Plan

The Stormwater Management Network Plan (SWMNP) was developed in coordination with the NFP and is integral to the development of the market expansion area. Building on the analysis of existing topography, the SWMNP chapter presents the proposed design characteristics, environmental impact, and public benefits of green space. The SWMNP describes how proposed greenways should be sized in relation to new development, how they interface with existing utilities, and how they may be built incrementally into a larger stormwater management and open space network. Three alternative scenarios for the network's operation are examined and the preferred scenario is elaborated in greater detail. Landscape design guidelines are proposed to shape the character of the greenways. These guidelines should be used in conjunction with the Stormwater Management Design Manual developed by the Detroit Water and Sewerage Department to guide developers toward compliance with the PCSWMO.

The Future of Eastern Market

The attentive implementation of the strategies described in this framework will position Eastern Market to continue its growth as a food-centered neighborhood that respects its historic cultural identity, maintain its status as a working market, and sensitively integrate opportunities for a mix of other uses. These strategies will guide the neighborhood's growth into a resilient and competitive center of modern food business that is also attractive for residents, employees, and visitors. Within 18–24 months from the conclusion of the framework study, projects will be implemented on multiple fronts, including a zoning update for the existing market district and expansion area, the issue of design standards and guidelines for new development, and pedestrian-oriented improvements to a segment of Riopelle St. These and other recommendations in this framework will ensure that Eastern Market continues to play a significant role in Detroit's history for generations to come.

2

**IMPLEMENTATION
PLAN**



Realizing the Neighborhood Framework

The complex and multi-faceted plans presented in the Neighborhood Framework Plan (NFP) and the Stormwater Management Network Plan will require significant time and financial investment to implement. While large investments are required, significant benefits will be realized. Funding will come from a variety of public and private partners, including local, state, and federal sources. The

focus of public sector involvement will be on mobility infrastructure and land assembly. Private developers will build greenways, which may function as green stormwater infrastructure, as part of individual food business developments in the Greater Eastern Market to adhere to design guidelines and help to comply with the City of Detroit's Post-Construction Stormwater Management Ordinance.

Concept Build-out of the Core Market



The projected 15-year build-out of the Core Market will see mixed-use multi-family development along the periphery, the retention and expansion of historic structures in the center, and new food business developments in the north (top left) and on I-75 (bottom left).

The implementation of the NFP will increase revenue for existing businesses and the values of existing property throughout the area, bring new residents and employees to the area through new mixed-use development, and both retain and create jobs in the food business sector that will maintain the character of Eastern Market as a working market and hub of the Great Lakes food economy well into the future.

Concept Build-out of Greater Eastern Market



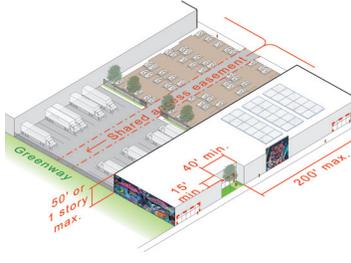
The projected 15-year build-out of the market expansion area will see new food production and distribution facilities buffered from existing houses by live-work buildings and greenways that may act as green stormwater infrastructure.

Implementation Matrix

The matrix below represents an overview of the recommendations in this document. Action items are categorized by column and arranged in three rows of implementation phases. Immediate (within one year) action items at the top, followed by those for the short-term (within five years) and the long-term (more than five years), both of which are contingent

on future funding. Arrows signal if items in later phases build directly on previous actions. Icons indicate which of the framework's overarching goal(s) are addressed by each category in each phase and whether continued community engagement is required, necessary, or optional. Each phase is described in detail on the following pages.

- Legend**
- ▼ Cumulative recommendation
 - Goals**
 - A** Create jobs
 - B** Improve resident quality of life
 - C** Keep authenticity and function
 - Goal(s) targeted*
 - A** Primary focus
 - A** Secondary focus
 - Continued community engagement*
 - 😊 Required
 - 😊 Necessary
 - 😊 Optional

	Zoning	Design Guidelines	Historic Preservation
Immediate (within one year)	<p>Update Zoning A B C 😊</p>  <ul style="list-style-type: none"> Redefine B6 district zoning Update Core Market and GEM to B6 Define sub-areas for additional uses or regulations 	<p>Implement Guidelines A B C 😊</p>  <ul style="list-style-type: none"> Issue standards and guidelines 	<p>Expand Districting A B C 😊</p>  <ul style="list-style-type: none"> Expand the NRHP district Study local district designation
Short-term (within five years)			<p style="text-align: center;">▼</p> <p>Rehabilitation A B C 😊</p>  <ul style="list-style-type: none"> Rehabilitate heritage structures along the Dequindre Cut
Long-term (more than five years)			

Mobility

Enabling Projects A B C 😊



- A "shared street" on Riopelle St
- Decommission street segments
- Install high-impact roadbeds

Parking Plan

Improving Use of Assets A B C 😊



Photo: BuroHappold Engineering

- Staff and signs for wayfinding
- Designate visitor and vendor spaces
- Limit lot entries from Russell St
- Study paid parking

Greenway Network

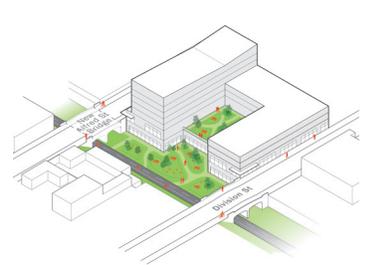
First Greenways A B C 😊



- Implement greenways in the GEM

Development Opportunities

Issue First RFPs A B C 😊



- Facilitate GEM developments
- Issue RFPs for 1923 Division St and 3480 Russell St

Critical Infrastructure A B C 😊



- Redesign the Mack-Dequindre intersection
- Redesign Chene St
- Extend Riopelle St

Investing in Efficiency A B C 😊



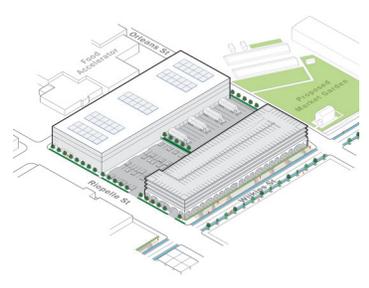
- Install a guidance system
- Institute paid parking
- Study parking consolidation to open sites for development

Greenway Expansion A B C 😊



- Implement greenways in the GEM

Issue Additional RFPs A B C 😊



- Facilitate GEM developments
- Issue RFPs for 3033 Russell St, 1580 Wilkins St, and 3402-3482 Saint Aubin St

Qualitative Upgrades A B C 😊



- Install tabled intersections on Russell St
- Build Alfred St Bridge
- Complete enhancements to SRTS

An Open Space Network A B C 😊



- Complete GEM greenway network
- Build the Market Green

Complete the GEM A B C 😊



- Facilitate final GEM developments

Recommendations for Immediate Implementation

Legend

Goals

- A** Create jobs
- B** Improve resident quality of life
- C** Keep authenticity and function

Goal(s) targeted

- A** Primary focus
- A** Secondary focus

Continued community engagement

- Required
- Necessary
- Optional

Zoning

- Revise the definition of B6 districts to better align with the needs of food businesses (see p.56).
- Update zoning in most of the Core Market (including new parcels created by the removal of the I-375 connector) and the GEM to B6, if revised as described above (see p.56).
- Update zoning in select areas along Mack Ave, Saint Aubin St, Chene St, and Grandy St to SD2 (Special District, Mixed-Use) to encourage live-work uses that transition between new food business and existing residential uses (see p.63).
- Update zoning (see p.85) so that it:
 - conditionally permits mixed-use multi-family residential uses of up to 70 feet in height on either side of the Dequindre Cut, on new land created by the I-375 Improvement Project, and on blocks north of Erskine St, east of Russell St, south of Mack Ave, and west of Orleans St;
 - restricts the heights of buildings on parcels within or facing the streets that bound the area defined by Russell St, Alfred St, Orleans St, and Fisher Service Dr to a maximum of four stories;
 - and restricts the heights of buildings in the GEM to 45 feet or one story, whichever is greater.

Mobility

- Decommission the street segments of Pierce and Watson Streets between Saint Aubin and Dubois Streets, E Alexandrine St between Dequindre and Chene Streets, and the stub of Leland St between Dequindre and Saint Aubin St (see p.64).
- Construct a "shared street" on Riopelle St between Adelaide St and E Fisher Service Dr. Widen sidewalks, plant street trees, and formalize head-in parking on the east side of Riopelle St between Division and Adelaide Streets (see p.79–80).
- Install high-impact roadbed on Saint Aubin St between Superior St and Mack Ave and on Dubois St between Mack Ave and Gratiot Ave with high-impact roadbeds to handle high volumes of semi-trailer traffic. These segments should be designated as truck routes (see p.73).

Parking Plan

- Deploy staff and signs to redirect visitors to the Wilkins St lots (see p.88–9).
- Restripe the Wilkins St lots to make them more organized and attractive for visitors to use.
- Designate spots within the "quad" lots around Sheds 2 and 3 for either visitor use only or for vendor use only (see p.89).
- Modify the Shed 1 and Shed 5 lots so that existing entry/exit access points on Russell St become exits only.
- Study the effects of on- and off-street paid parking.

Greenway Network

- Develop greenways in parallel with new food businesses in the GEM (see p.64–72,74–5).

Historic Preservation

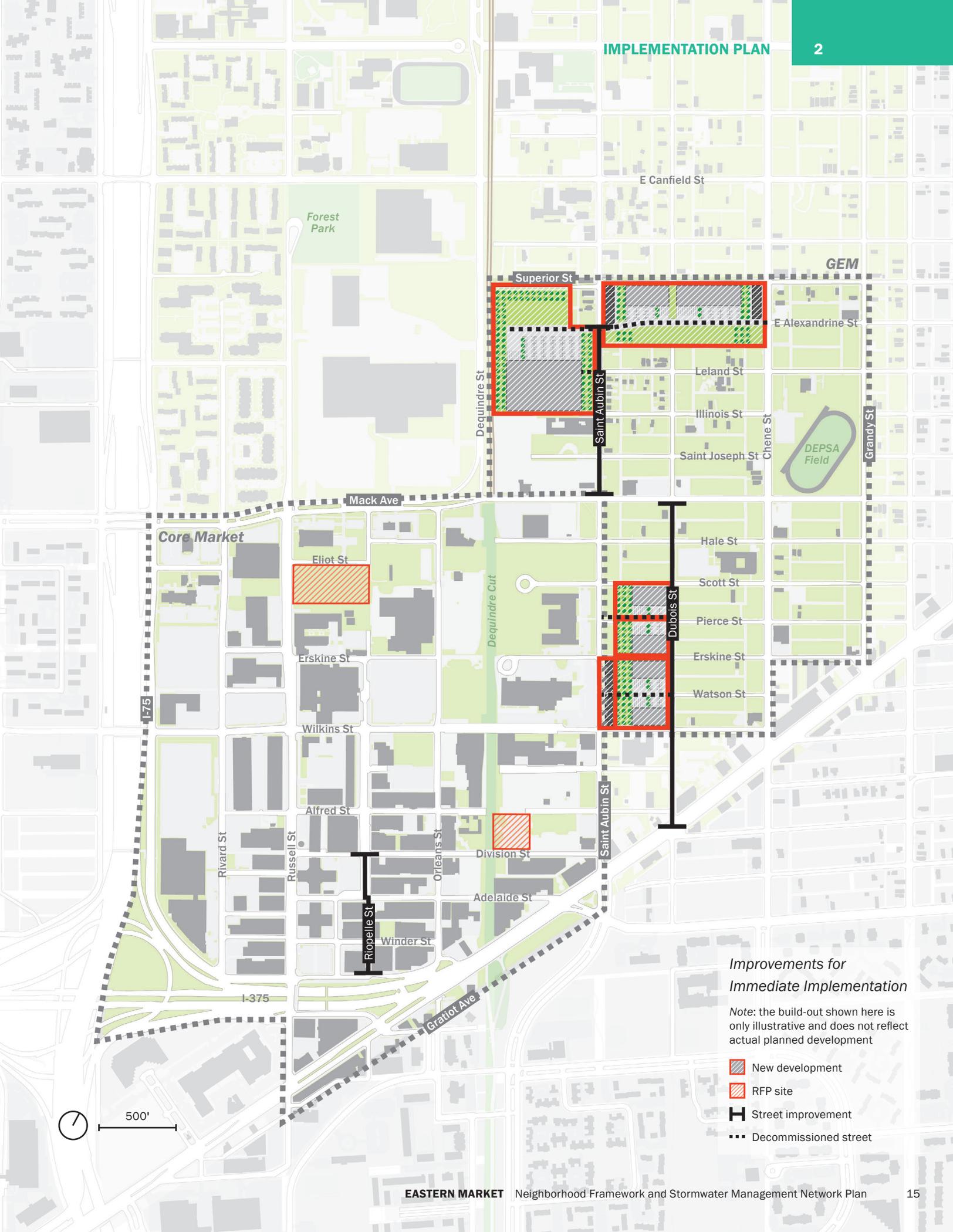
- Apply to expand the existing National Register of Historic Places (NRHP) district to include the block bounded by Russell, Wilkins, Riopelle, and Alfred Streets; the portion of the block on the south side of Wilkins St between the Dequindre Cut and the alley west of and parallel to Saint Aubin St; and the area on the south side of Gratiot Ave and north of Antietam Ave and Maple St between Rivard St and Orleans St (see p.86–7).
- Study the effects of creating a local historic district with the same boundaries as the NRHP district.

Design Guidelines

- Implement design guidelines for new development in the Core Market and the GEM (see p.74–5, 82–3, 88).²⁹

Disposition of Public Land

- Dispose of public land in the GEM to facilitate new food business or live-work development.
- Issue a request for proposal for a live-work development in the GEM.
- Issue a request for proposal for 1923 Division St for mixed-use, mixed-income multi-family residential development (see p.100).
- Issue a request for proposal for 3480 Russell St for mixed-use, mixed-income multi-family residential development (see p.100).



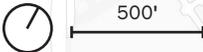
Core Market

GEM

Improvements for Immediate Implementation

Note: the build-out shown here is only illustrative and does not reflect actual planned development

-  New development
-  RFP site
-  Street improvement
-  Decommissioned street



Recommendations for Implementation in the Short-term

Legend

Goals

- A** Create jobs
- B** Improve resident quality of life
- C** Keep authenticity and function

Goal(s) targeted

- A** Primary focus
- A** Secondary focus

Continued community engagement

- Required
- Necessary
- Optional

Mobility



- Decommission the street segments of Hale St between Saint Aubin and Dubois Streets, Watson St between Dubois and Chene Streets, and E Alexandrine St between Chene and Grandy Streets (see p.64).
- Extend Riopelle St from Erskine St to Scott St, realign travel lanes between existing segments and the extension, and facilitate the repair of sidewalks where needed and the planting of street trees where space allows on all segments between Fisher Service Dr and Mack Ave (see p.79).
- Redesign Mack Ave and its intersection with the Dequindre Cut and Dequindre St to better facilitate pedestrian and bike crossings and install a high-impact roadbed on Mack Ave between I-75 and Chene St. This segment of Mack Ave should be designated as a semi-trailer route (see p.80–1).
- Redesign Chene St to incorporate protected bike lanes, street trees, and a high-impact roadbed from Gratiot Ave to I-94. This segment should be designated as a semi-trailer route (see p.58–9, 73).
- Install one-way protected bike lanes running north on Dequindre St between Mack Ave and E Canfield St, running west on E Canfield St from Chene St to I-75, and running south on Russell St from E Canfield St to Mack Ave (see p.58–9).
- Facilitate street tree planting on the south side of Wilkins St from I-75 until the street narrows at the Detroit Edison Public School Academy (DEPSA) parking lot, on both sides of Wilkins St from DEPSA to Chene St, and on Erskine St between Saint Aubin and Dubois Streets to enhance Safe Routes to School (SRTS) for DEPSA schoolchildren (see p.58–9, 72–3, 81).
- Facilitate sidewalk repair on Division St between Orleans and Saint Aubin Streets.
- Study the effects of a bridge reconnecting Alfred St over the Dequindre Cut for pedestrian, bicycle, and vehicular use.

Parking Plan



- Install a parking guidance system (see p.88–9).
- Institute on- and/or off-street paid parking in select locations, if found to be beneficial after study.
- Study if the consolidation of parking in one or more structures can enable the redevelopment of the Shed 1 parking lot into a public green open space.

Greenway Network



- Develop greenways in parallel with new food businesses in the GEM (see p.64–72,74–5).

Historic Preservation

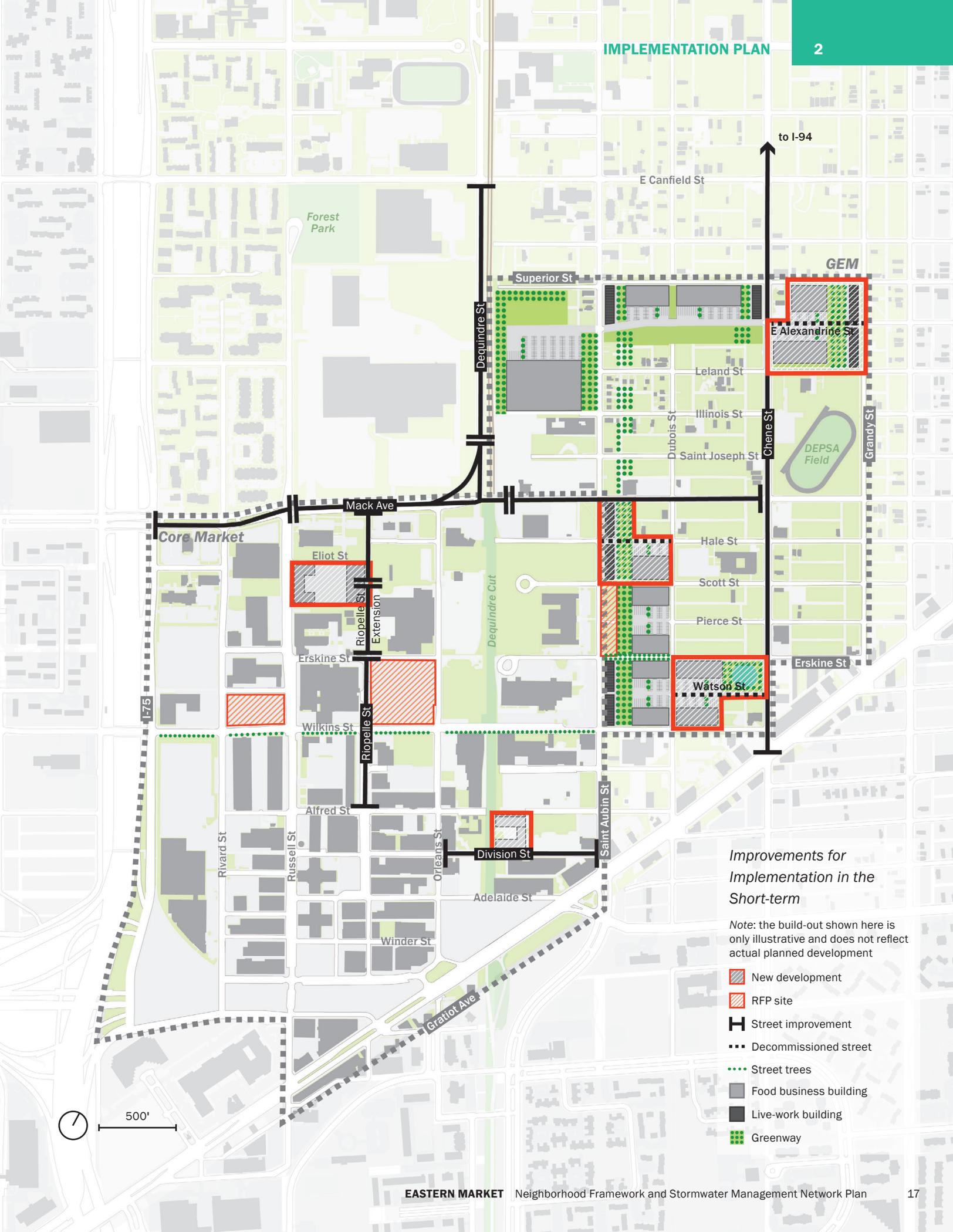


- Facilitate the rehabilitation of heritage properties along the Dequindre Cut at 2902 Orleans St, 1957 Brewster St, 1857 Alfred St, 1901 Adelaide St, 1911 Gratiot Ave, and 1451 Gratiot Ave (see p.87).
- Designate a local historic district with the boundaries the same as or modified from the proposed expanded NRHP district, if such a designation is found to be beneficial for the Core Market after study.

Disposition of Public Land

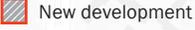
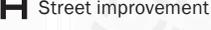
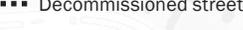
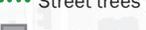
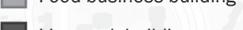


- Dispose of public land in the GEM to facilitate new food business or live-work development there.
- Issue a request for proposal for 3033 Russell St for commercial and/or food-related manufacturing uses (see p.101).
- Issue a request for proposal for 1580 Wilkins St for a combination of commercial and food-related manufacturing uses and a public parking structure to serve the district (see p.101).
- Issue a request for proposal for 3402–3482 Saint Aubin St for live-work units (see p.101).



Improvements for Implementation in the Short-term

Note: the build-out shown here is only illustrative and does not reflect actual planned development

-  New development
-  RFP site
-  Street improvement
-  Decommissioned street
-  Street trees
-  Food business building
-  Live-work building
-  Greenway

Recommendations for Implementation in the Long-term

Legend

Goals

- A** Create jobs
- B** Improve resident quality of life
- C** Keep authenticity and function

Goal(s) targeted

- A** Primary focus
- A** Secondary focus

Continued community engagement

-  Required
-  Necessary
-  Optional

Mobility



- Decommission the street segments of Hale and Pierce Streets between Dubois and Chene Streets and the stub of Saint Joseph St between Dequindre and Saint Aubin Streets (see p.64).
- Install tabled intersections on Russell St at Gratiot Ave and the northern Fisher Service Dr as part of the I-375 Improvement project.
- Install protected bike lanes on Wilkins St between I-75 and the parking lot for DEPSA and paint sharrows on from the parking lot to Chene St (see p.58–9).
- Facilitate the repair of sidewalks on Orleans St between Fisher Service Dr and Mack Ave, Erskine St between Rivard and Orleans Streets, Alfred St between Riopelle and Orleans Streets, and Adelaide St between Orleans St and Gratiot Ave.
- Facilitate the planting of street trees on Scott St between Saint Aubin and Chene Streets and on Erskine St between Dubois and Chene Streets to enhance SRTS for DEPSA schoolchildren (see p.58–9, 72–3, 81).
- Build a new Alfred St bridge over the Dequindre Cut, if found to be beneficial for pedestrian, bicycle, and/or vehicular mobility in the market.

Greenway Network

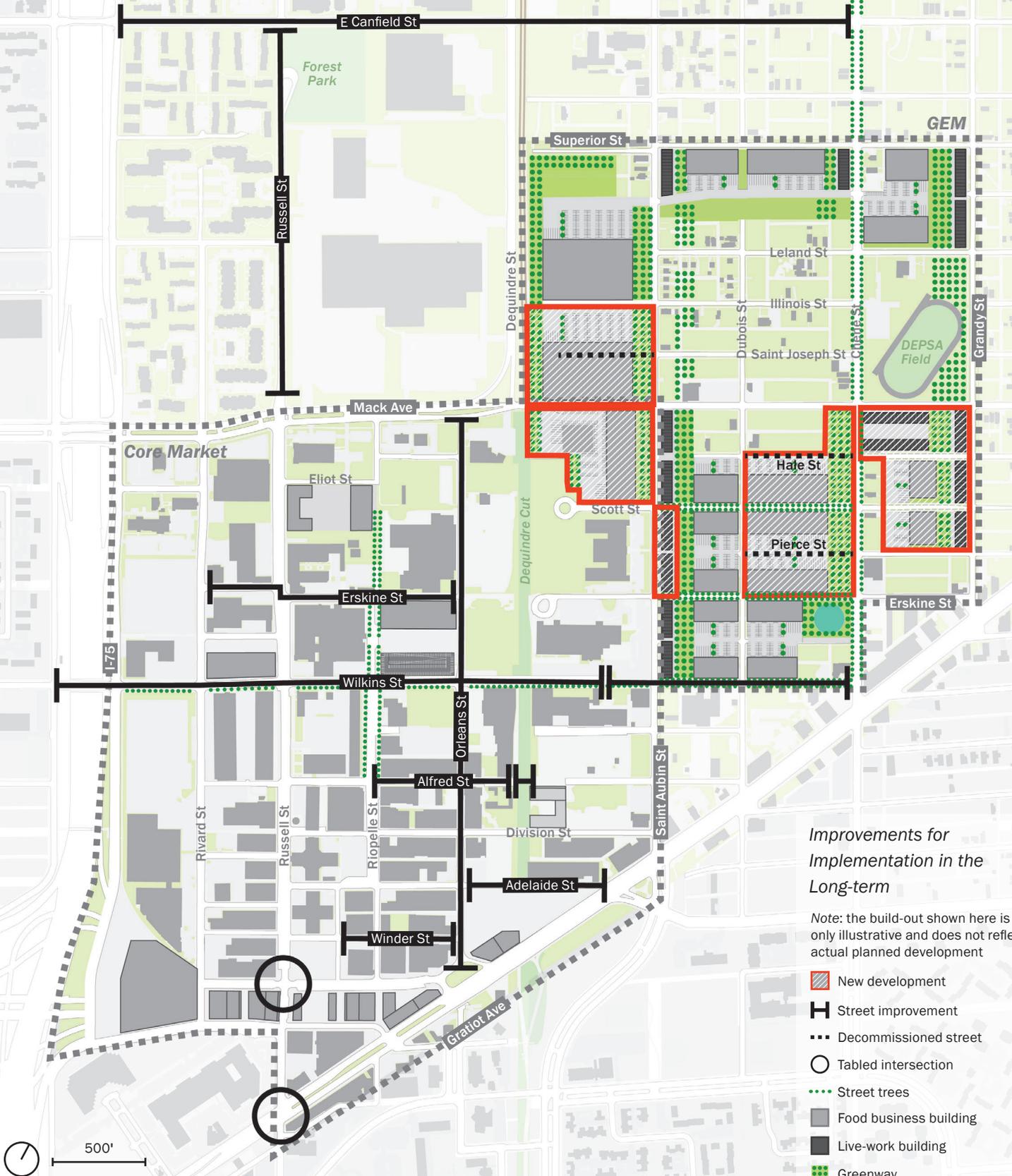


- Develop greenways in parallel with new food businesses in the GEM (see p.64–72, 74–5).
- Study the replacement of the Shed 1 parking lot with a public "Market Green," including an analysis to determine if a consolidated parking structure(s) can absorb the lot's parking capacity with minimal negative impact.

Disposition of Public Land



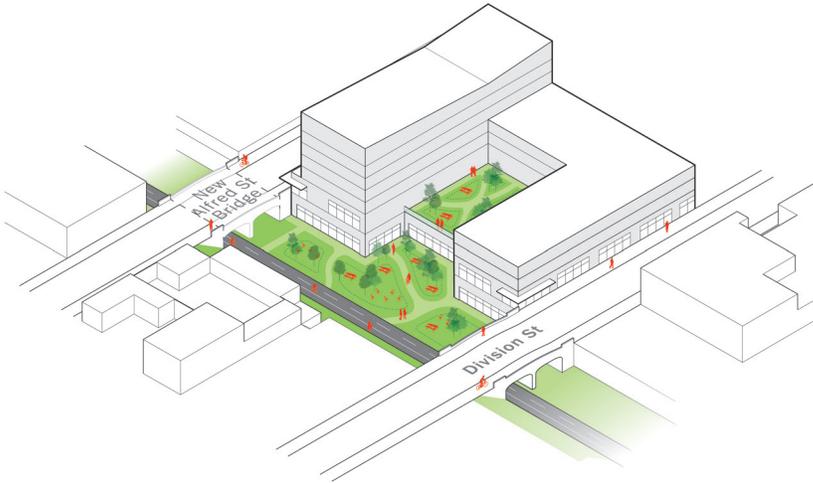
- Dispose of public land in the GEM to facilitate new food business or live-work developments there.



Improvements for Implementation in the Long-term

Note: the build-out shown here is only illustrative and does not reflect actual planned development

-  New development
-  Street improvement
-  Decommissioned street
-  Tabled intersection
-  Street trees
-  Food business building
-  Live-work building
-  Greenway



Mixed-use multi-family residential development is planned for 1923 Division St, with publicly accessible uses at the level of both the street and the Dequindre Cut.

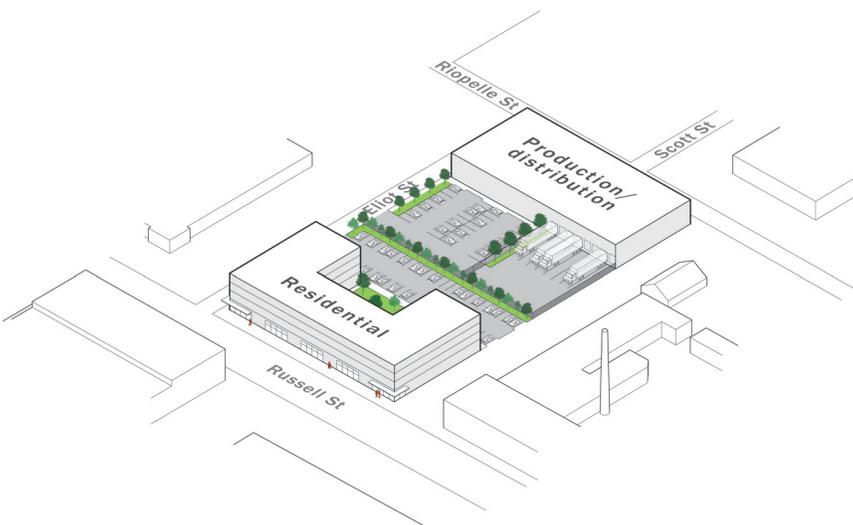


Opportunity Sites as Models for Future Development

Five publicly owned sites have been identified as key locations for projects intended to serve as models for future private developments elsewhere in the Core Market and GEM. All projects are intended to increase the density of market tenants and thereby increase the walkability of the market. Individual projects will provide models for residential mixed-use development along the Dequindre Cut and elsewhere in the Core Market, consolidated parking opportunities, new food business and commercial development in the Core Market, and the development of live-work buildings. The concepts that follow illustrate the type of development that the City of Detroit would like to see realized on these sites and will guide the writing of future requests for proposals in the disposition of these public parcels.

1923 Division St is currently a vacant parcel on the east side of the Dequindre Cut just blocks from the market sheds. Development on the site is intended to serve as a model of mixed-use residential development that provides active, publicly accessible uses at both the level of the street and the level of the Cut. The development should also provide public access between the street and Cut levels and should provide additional public open space contiguous with the Cut. It is encouraged that the mix of residential and non-residential uses, including commercial and/or light manufacturing, be disposed in a slab and podium arrangement.

3480 Russell St is currently a vacant parcel on the east side of Russell St to the north of the FD Lofts and not far from the market sheds. Development should provide residential units above ground-level retail along Russell St to extend the existing pedestrian-oriented corridor northward. The site is large enough to accommodate both residential development on Russell St and food business development along Riopelle St with adequate space to separate these uses with parking and landscaped areas. A food business building on the east side of the site would benefit greatly from the reconnection of Riopelle St between Scott St and Erskine St to increase pedestrian and vehicular access.

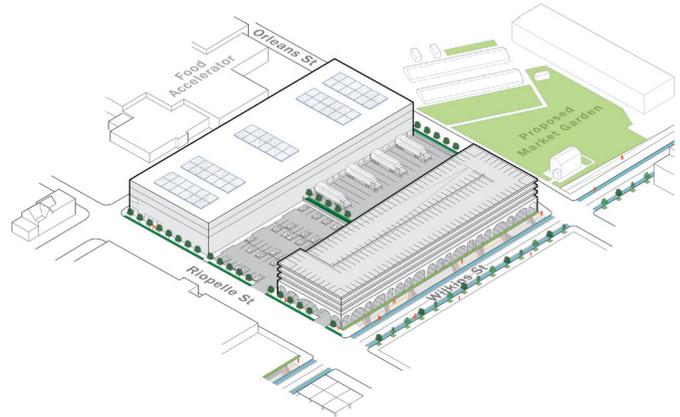


3480 Russell St is ideally suited to a mix of residential and ground-level retail along Russell St, and can accommodate a food business operation on along Riopelle St.

1580 Wilkins St is the largest publicly owned site in the Core Market, and because of this and its location on Wilkins St near both the Dequindre Cut and the market sheds it is ideal for a consolidated parking structure. The existing surface lot's peak utilization rate is only 52% on market days, and is often nearly empty on non-market days. A parking structure could accommodate the surface lot spaces in both the existing lot on site and the other publicly owned surface lot two blocks away, even while adding additional spaces to the market's overall capacity. Beyond this the site is large enough to also accommodate 60,000 square feet of food businesses with their attendant parking and semi-trailer staging needs, and office floors above. These tenants could benefit from proximity to The Riopelle development immediately across Erskine St from the site.

3033 Russell St is the second of two publicly owned surface parking lots along Wilkins St and occupies the prime intersection of Wilkins and Russell Streets. Like 1580 Wilkins St, the lot's peak utilization rate is low, even on market days, and is empty most days of the week. Given its location, the site should provide active ground level uses on both Wilkins and Russell St frontages to enhance those pedestrian-oriented corridors. These could be front-of-house spaces for food businesses or more traditional retail or restaurant spaces. The site is somewhat constrained by its narrower north-south dimension, which would limit food businesses to the use of box trucks rather than semi-trailers.

The parcels at 3402-3482 Saint Aubin St are currently vacant. The GEM concept plan calls for these to be developed as live-work buildings to better separate food business development to the east from DEPSA on the other side of Saint Aubin St. Although the specific mix and model of residential and commercial or maker space will be selected through a public request for proposal (RFP) process, it is intended that the live-work buildings provide a denser model of residential development that maintains the scale of existing houses in the GEM.



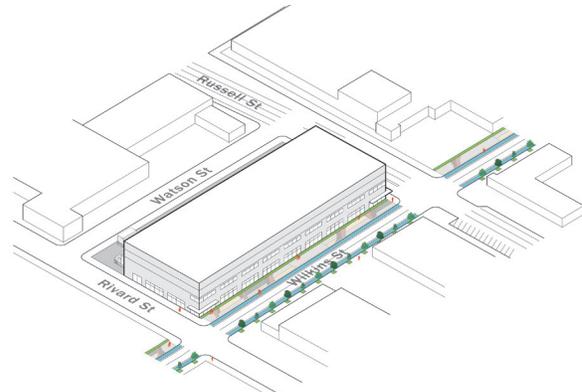
A parking structure on 1580 Wilkins St would enable the consolidation of other public parking in the market and open other sites for development. A food business building can fit alongside the garage.



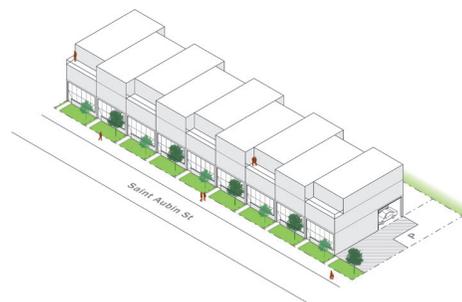
1580 Wilkins St
Publicly owned parcel



3033 Russell St



3033 Russell St provides space for modern food business(es). It should create an active, publicly accessible ground level that further activates Russell and Wilkins Streets as pedestrian corridors.



3402-3482 Saint Aubin St
Publicly owned parcel

3402-3482 Saint Aubin St should be developed to provide live-work units with unit parking accessed from a shared alley, as shown in the example above.