

# **4** NEIGHBORHOOD FRAMEWORK PLAN



## Introduction

An analysis of the existing conditions in the Study Area arrived at a simple conclusion: Eastern Market must grow and adapt to maintain its status as a hub of the local and regional food industry and to remain the vital working market and cultural icon that it is today. What follows is not simply a vision plan—it is an implementation plan that strikes a balance between the sometimes-competing goals of preservation and transformation to provide a framework for the short- and long-term development of the greater Eastern Market area. Throughout, this framework strives for both authenticity to the historical and cultural importance of the market and innovation to guide the evolution of the area into a resilient and competitive hub of the modern food sector that can flourish for generations to come.



## Goals of the Plan

Three goals form the foundation for this neighborhood framework plan:

- A. Create jobs for Detroiters (see p.60)
- B. Improve the quality of life for residents (see p.76)
- C. Keep the authenticity and function of Eastern Market's historic core (see p.84)

Central to the achievement of these goals is establishing an expansion area to concentrate new modern food business buildings in close proximity to the existing market district. This expansion is in part necessitated by the 2011 federal Food Safety Modernization Act (FSMA), which established new standards and regulations for food businesses intended to prevent widespread food contamination or tampering. Historic warehouse buildings in the market core are difficult and expensive for food businesses to expand within or upgrade to comply with these standards. The expansion area is a means for these businesses—many of which are locally owned, multi-generational endeavors—to expand and remain in Eastern Market for the long-term. The largely vacant area immediately northeast of the historic market is the best opportunity for expansion in the area with minimal impact on existing residential communities. As businesses expand from the core to the expansion area, any historic structures that cannot be upgraded for continued food-related operations may be repurposed for a mix of uses, including new food startups, retail, office, and residential.

The market sheds have been and will remain the heart of Eastern Market.

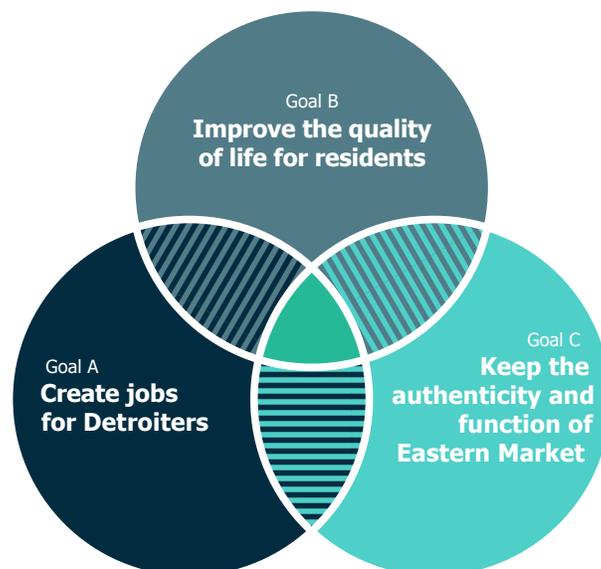
Photos: Amy Hecker, May 1974 (top), Eastern Market Corporation, May 2013 (bottom)

A cohesive greater Eastern Market that knits together the existing and expanded market areas will be facilitated through regulatory changes and improved mobility networks. These will ensure that new uses are sensitively integrated into existing neighborhoods and that residents of these areas benefit from new development through enhancements to pedestrian and bike infrastructure, the addition of greenways that may be utilized to manage stormwater runoff, and access to job opportunities in an expanding food economy. Changes to land use and zoning are intended to guide growth toward the desired expansion of food-related business, while providing enough flexibility to attract development and allow for innovation and a mix of compatible supporting uses. A long-range, robust plan for street improvements—including elements as ambitious as the redesign of street sections and as simple as planting street trees—aims to create overlapping systems of pedestrian, bike, car, and semi-trailer circulation that coexist safely and comfortably. This should also enable the cluster economy that currently exists amongst food processors, distributors, and retailers in the market core to expand to operate between the core and the expansion area.

The intent of this framework is to integrate the existing and expanded market areas into a greater Eastern Market, not to create two separate entities. If realized, the sum of these areas will be a compelling neighborhood grown around food businesses comprising a walkable and vibrant mix of activities that present opportunities for both existing and new

residents, businesses, and visitors to live, work, and enjoy together. It will enable Eastern Market to both keep existing jobs and create new ones, create an environment that is attractive to and meets the needs of both new and existing residents, and preserve the authenticity of the area as a working market and cultural icon within Detroit and the Great Lakes region. The framework that follows is organized into five sections:

- An overview of the proposed regulatory and mobility frameworks that affect the entire framework area
- A review of the transformations planned for the expansion area to achieve the goal of retaining and creating jobs through the realization of an enlarged food business-centered neighborhood
- A review of measures planned to make the greater Eastern Market even more attractive for both existing and new residents
- A review of actions planned to preserve the physical and cultural identity of the Core Market,
- A final chapter focused on the implementation of recommendations in the immediate-, short-, and long-term



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

## Integrated Networks

The successful implementation of the recommendations laid out in this framework will integrate the existing and expanded market areas into one cohesive food business-centered neighborhood. The network of local business relationships that exist in the Core Market between producers, distributors, and retailers will be encouraged to continue and to grow into the Greater Eastern Market (GEM). But because current land use and zoning does not permit food business uses in much of the intended expansion area, a revised regulatory framework is a critical foundation for the market's future growth. Changes to land use and zoning aim to enhance Eastern Market's status as the hub of food-related business in the Detroit metropolitan area, while acknowledging increasing development pressures for a greater mix of uses in the Core Market.

Improvements to mobility infrastructure are also important to facilitate the smooth transportation

of people and goods between the Core Market and the GEM. Designated truck routes simplify the transportation of goods from the highways at the edges of the Study Area to future food businesses in the GEM and minimize semi-trailer traffic in residential areas. The proposed expansion of the bike network emphasizes the installation of protected lanes. It is also proposed that pedestrian corridors be enhanced and better defined with new street trees. These mobility networks are organized to minimize conflict so that the expanded market can be accessed equally easily by foot, bike, car, or truck.

The revised regulatory framework and proposed mobility network encompass both the Core Market and GEM. The section that follows provides a high-level overview of how recommended changes in these areas address the Study Area, while later sections provide greater detail on these integrated networks in the context of specific framework goals and recommendations related to their realization.



A typical block in the Core Market commercial center features retail and commercial storefronts in low-rise historic structures and on-street parking.

Photo: BuroHappold Engineering



A typical block in the GEM is primarily vacant and its sidewalk is in need of repair.

Photo: PEA

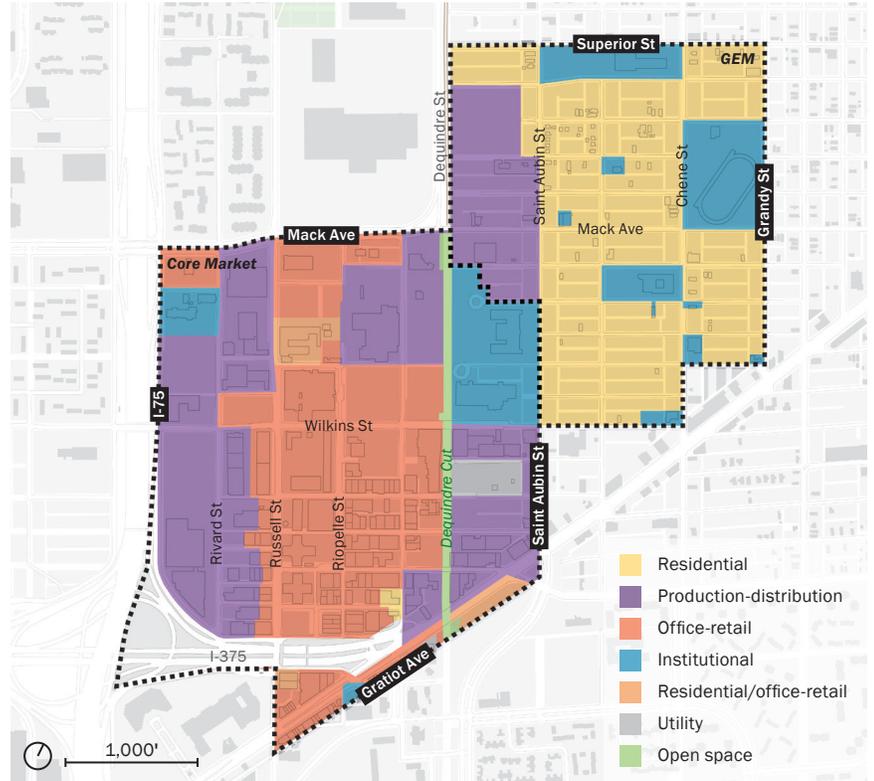
## Regulating for a Cohesive Market

### Land Use

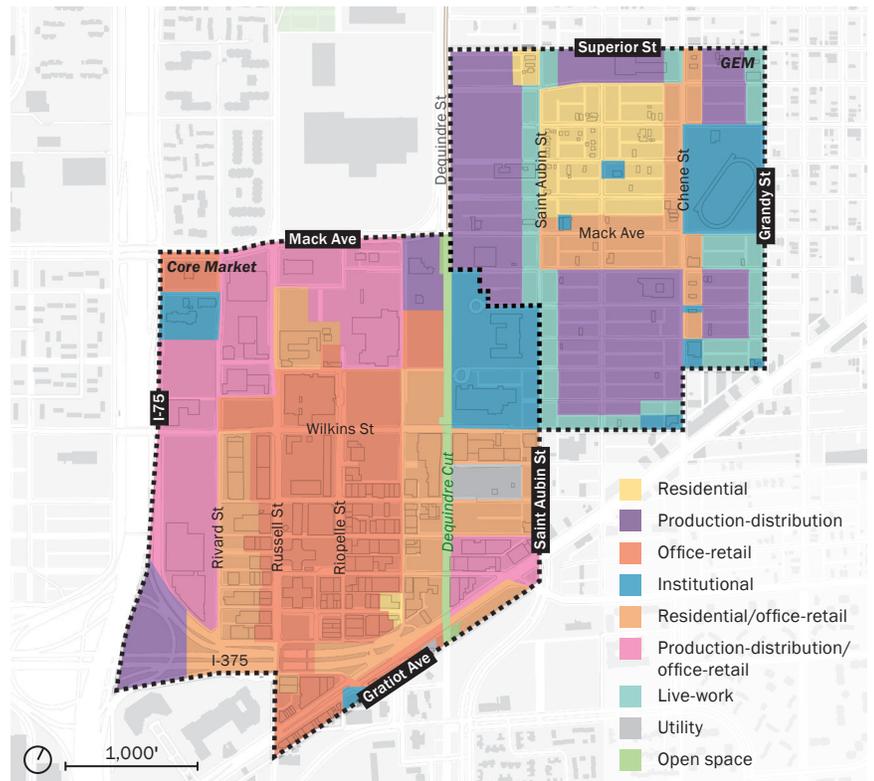
The Core Market is primarily commercial in character, with smaller-scale production and distribution uses mixed in with wholesale, retail, and office uses throughout. Larger production and distribution uses line Rivard St and the northern end of the Dequindre Cut. The area northeast of the Core Market, into which the market district is intended to expand, is primarily vacant, former residential land.

The Core Market’s commercial character will be maintained with a mix of uses allowed on its periphery. Mixed-use residential buildings are encouraged along the Dequindre Cut and on land that will be made available through the removal of the I-375 connector,<sup>1</sup> while a mix of production/distribution and commercial uses are encouraged along Rivard St to encourage more active street-facing functions over time. The GEM will see the greatest change in land use, as vacant land will largely be converted to food business uses.

Existing Land Use

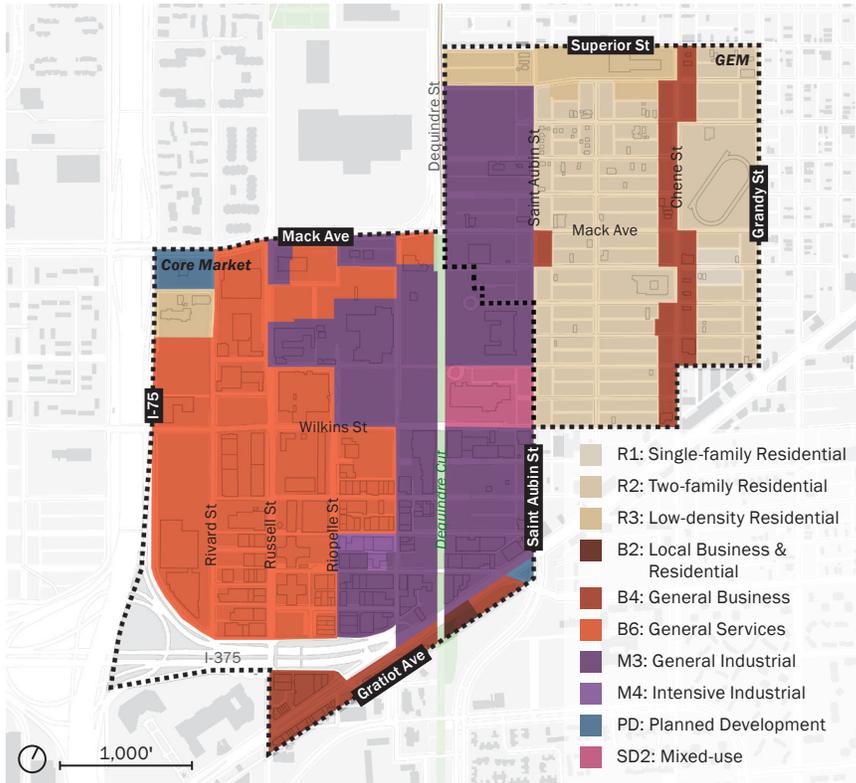


Recommended Land Use



Proposed land use changes (*right, existing top*) maintain the existing commercial core around the market sheds, promote a mix of uses around it, and convert vacant land in the GEM to food business uses.

Existing Zoning

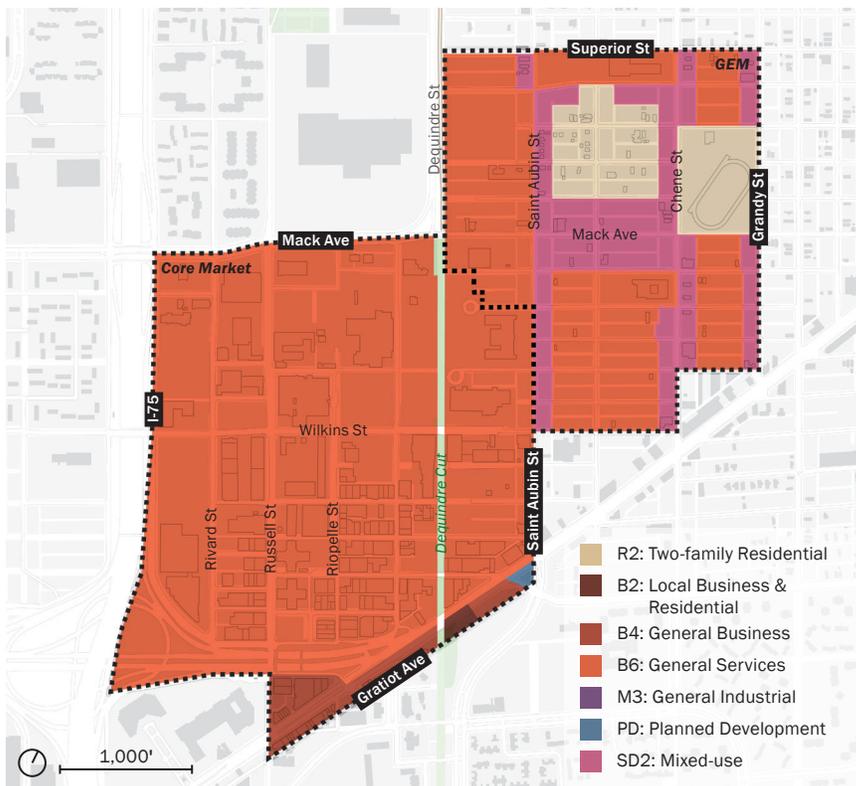


Zoning

The Core Market is split almost in half between B6 (General Services) and M3 (General Industrial) districts, with the former geared toward light manufacturing and the latter to a wider array of manufacturing uses including some, like chemical manufacturing and motor vehicle services, that are undesirable for the market’s food-centered economic and cultural character. Industrial zoning continues into the expansion area along the Dequindre Cut, but the rest of the area is zoned for low-density residential uses, except for B4 (General Business) districting on parcels facing Chene St.

It is recommended that the B6 district designation, the use of which is primarily concentrated in Eastern Market compared to the rest of Detroit, be redefined to more specifically tailor it to the needs of food-related businesses and the plans for Eastern Market elaborated in this report. This includes restricting the types of manufacturing allowed in the area to those compatible with food-related businesses and allowing multi-family residential uses conditionally so that any such projects require a formal review to ensure that they fit within the larger vision for the market. If the B6 district designation is redefined, the majority of the Core Market (including new parcels created by the removal of the I-375 connector) and the GEM should be zoned as B6. Select corridors in the GEM should be zoned as SD2 (Special Development, Mixed-use) so that less intensive uses can be built near existing residential areas.

Recommended Zoning



Proposed changes to zoning (left, existing top) would update most of the market areas to best suit food-related uses.

Table 1. Uses permitted by zoning district

Manufacturing use	B6	M3	SD1	SD2
<b>Low-impact manufacturing</b> Food uses include bakeries, creameries, food product manufacturing other than animal slaughtering or rendering, and non-alcoholic beverage manufacturing and bottling	R	R	S	S
<b>Low/medium-impact manufacturing</b> The only included food use is coffee roasting	N	R	S	S
<b>High/medium-impact manufacturing</b> Food uses include alcohol production (excluding microbreweries) and canning of food products other than fish	N	R	Furniture (C)	Furniture (C)
<b>High-impact manufacturing</b> Food uses include meat processing and the manufacturing of carbonic gas, glucose, starch, and sugar	N	C	N	N
<b>Very high-impact manufacturing</b> Food uses include abattoirs and fish smoking, curing, canning, or cleaning	Abattoir (C)	N	N	N
<b>Selected other uses</b>				
Confection manufacturing	R	R	R	R
Microbrewery	C	C	*	R
Motor vehicle services (minor)	R	R	N	C
Motor vehicle services (major)	C	C	N	N
Game & poultry preparation & storage	R	R	N	C
Trucking terminals	R	R	N	N
Storage warehouse	R	R	N	N
Loft (residential reuse)	C	C	R	R
Multi-family residential	N	N	R	R
Wholesale market	R	R	N	N
Bulk oil & gasoline tank storage	N	R	N	N
Chemical processing	N	R	N	N
Machine shop	N	R	N	N
Scrapyard	N	C	N	N

Key: by right (R), select uses by right (S), conditional (C), not permitted (N)

\* Permitted by right if <3,000 SF and not adjacent to residential uses; otherwise conditional

## Three Intertwined Mobility Systems

It is critical to the continued success of Eastern Market that its various user groups—residents, employees, and visitors—be able to move freely in the market without hindering the ability of other groups to do the same. These groups interact with the market through various means of transportation, including by foot, bike, car, bus, and truck; this framework aims to integrate these modes into a cohesive network that allows for their comfortable coexistence.<sup>2</sup>

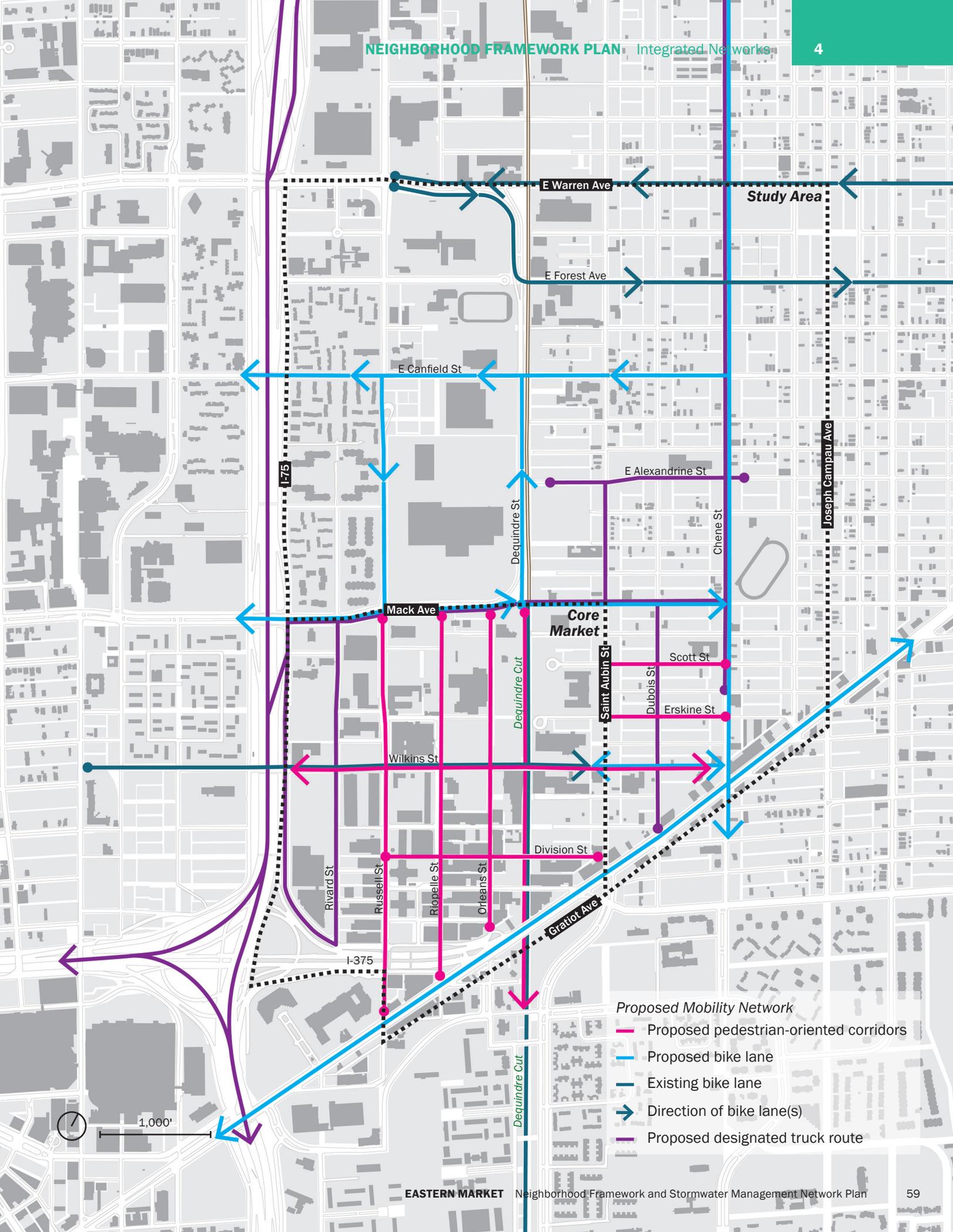
Semi-trailer routes should be designated from the primary access points to the market—I-75 at Mack Ave and I-94 at Chene St—to the GEM to service new food businesses there. Routes within the GEM should be organized on spurs that run perpendicular to these access routes. This minimizes truck traffic near single-family houses in the GEM and enables east-west Safe Routes to School (SRTS) from the Detroit Edison Public School Academy (DEPSA) to its playing field to be established with minimal overlap with semi-trailer traffic.<sup>3</sup> Because semi-trailers will need to use Saint Aubin St north of Mack Ave to access future food businesses there, and because bicyclists cannot be safely accommodated with semi-trailer traffic within the existing right-of-way on the existing unprotected bike lanes, protected bike lanes should be added within the right-of-way of Chene St two blocks away to accommodate north-south bike traffic. These protected bike lanes could be extended along Chene St to link the area to Hamtramck to the north and all the way to Aretha Franklin Amphitheatre on the riverfront in the south.<sup>4</sup> The Chene St vehicular bridge over I-94<sup>5</sup> is wide enough to accommodate on-street bike lanes to link to existing on-street bike lanes on either side of E Grand Blvd. These could be incorporated into the Joe Louis Greenway as a parallel north-south route to the proposed Dequindre Cut North extension and provide different points of access with the existing street grid.

The existing unprotected bike lanes on the block of Mack Ave between the Dequindre Cut and the north-south bike lanes on Saint Aubin St should be converted to one eastbound protected bike lane running from Mack Ave to the new protected bike lanes on Chene St. New protected east- and

westbound bike lanes should be incorporated into the redesign of Mack Ave west of the Dequindre Cut. These should be complemented by one protected westbound bike lane on E Canfield St from Chene St, a northbound bike lane on Dequindre St from the Dequindre Cut to E Canfield St, and a southbound bike lane on Russell St from E Canfield St to Mack Ave to create a safe travel loop for bikes in the area. The alternating east- and westbound bike lanes on Mack Ave east of the Dequindre Cut and on E Canfield St would continue the pattern of such lanes on Forest and Warren Avenues to the north. The existing bike lanes on Wilkins St are proposed to be converted to protected bike lanes, however, this would come at the expense of on-street parking there unless the width of the street is changed.<sup>6</sup> Sharrows (road markings that indicate where bicycles should travel when a lane is shared by bicycles and motor vehicles) should be added to continue the bike route to the new bike lanes proposed on Chene St because Wilkins St narrows significantly after passing DEPSA. Bike lanes on Gratiot Ave<sup>7</sup> would provide connectivity from the new north-south spine on Chene St to the larger citywide network.

Additional improvements to the streetscape in the Core Market should be made to enhance Russell and Wilkins Streets and establish Riopelle, Orleans, and Division Streets as pedestrian-oriented corridors. These should include sidewalk repair where needed, new pedestrian-scaled streetlights like those on Russell St, and the planting of street trees where possible.<sup>8</sup> Design guidelines for new developments along these streets will encourage active street-level uses. In the long-term, a new bridge should be added to Alfred St that can provide vertical access to the Dequindre Cut for pedestrians and bicyclists. A future study should be conducted to determine if the bridge should also carry vehicular traffic, or if it should be accessible solely to pedestrians and bicyclists.

*Opposite:* The proposed mobility network adds protected bike lanes and carefully interweaves pedestrian corridors and designated truck routes for minimum overlap.



- Proposed Mobility Network*
- Proposed pedestrian-oriented corridors
  - Proposed bike lane
  - Existing bike lane
  - ➔ Direction of bike lane(s)
  - Proposed designated truck route



## Goal A: Jobs for Detroiters

Historic warehouse buildings in the Core Market may be difficult and expensive for businesses to expand within or to upgrade to comply with the new food safety standards established in the FSMA. However, they still have a significant role to play in the economic development of the GEM. While some businesses will find their current buildings cannot meet their needs for required upgrades or future expansions, a key goal of this framework is to retain these jobs within Eastern Market by facilitating their relocation to the GEM. The GEM has the greatest potential in the Study Area to facilitate job growth related to Eastern Market because it has large areas of vacant land and over half of the land there is publicly owned. Over the next 15 years, it is projected that the GEM's market capture of regional demand for additional food business, office space, and retail will support an additional 6,000 jobs (approximately 3,140 in food businesses, 1,900 in commercial offices, 900 in retail, and 60 associated with residential developments).<sup>9</sup> This includes both new jobs and jobs retained by enabling existing businesses in the Core Market to expand into the GEM. Meanwhile, new jobs can be created through the reuse of historic structures in the Core Market for

new food startups or for a mix of new uses including various combinations of retail, office, and residential.

A multi-faceted strategy is required to retain and create jobs in Eastern Market and should include:

- Updated zoning to allow the construction of food business buildings
- The adaptation of the existing street grid to accommodate food business building footprints
- A plan to create public greenways, which may be used to manage stormwater runoff
- Designating routes for semi-trailer traffic to minimize their overlap with other neighborhood uses
- Establishing design guidelines for the development of new food business, live-work buildings, and greenways

The design of new food business facilities and their urban environment according to this strategy will capture and direct economic demand in Eastern Market toward the creation of an innovative food business-centered neighborhood that allows a mix of uses and modes of transportation to coexist in comfort and safety.



Ongoing plans aim to adapt a disused structure into an incubator of food businesses with offices, restaurants, and on-site retail.

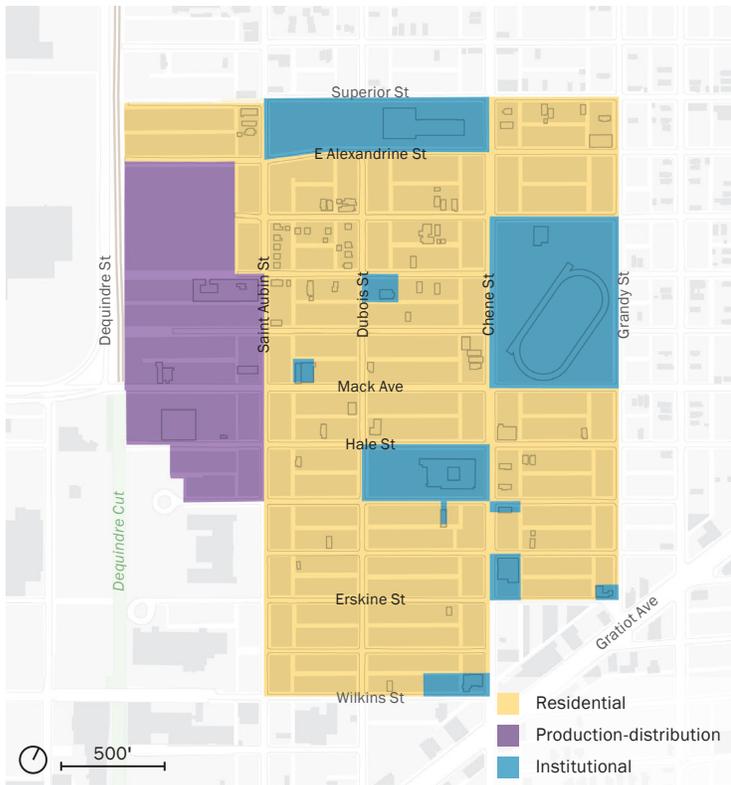
Image: Riopelle Market Development LP

## A Regulatory Foundation for New Food Business Development

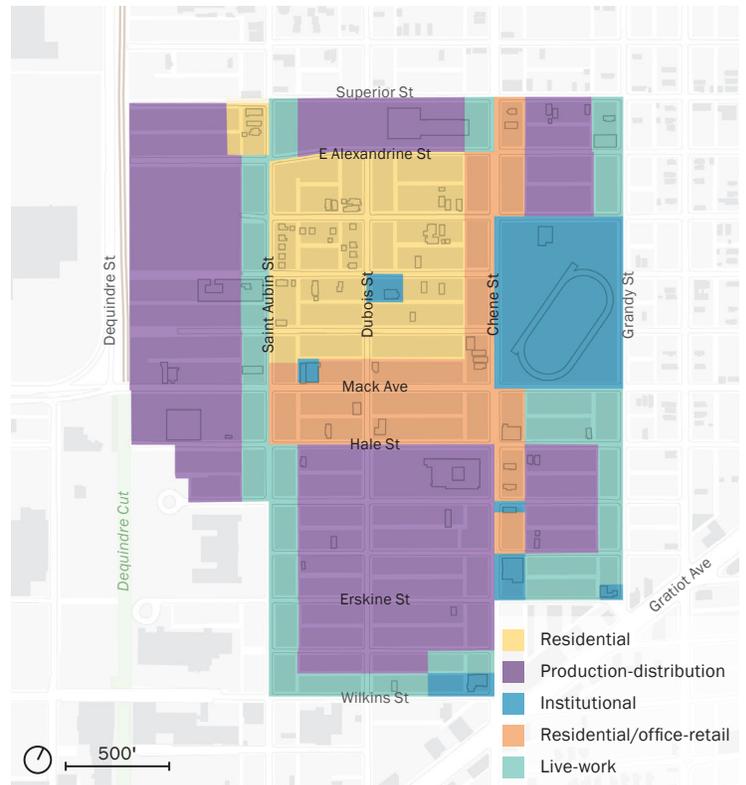
The GEM is primarily vacant, with scattered residential and institutional uses throughout and large industrial uses north and east of the Dequindre Cut. Existing industrial areas and most of the vacant land will be converted to food production and distribution uses. The area with the densest concentration of houses today, between Mack Ave and E Alexandrine St and between Saint Aubin and

Chene Streets, will remain for residential use. Future processing and distribution facilities will be buffered from existing homes by areas of mixed commercial and residential use along Mack Ave and Chene St, and by live-work uses along Saint Aubin and Grandy Streets. Residential uses in the proposed mixed use and live-work areas may be denser than the single-family fabric that exists in the area today.

Existing Land Use, GEM



Recommended Land Use, GEM



Proposed land use changes in the expansion area (*right*, existing on *left*) will see most vacant land converted to food production and distribution uses. These will be buffered from other areas by mixed-use and live-work uses.



The majority of the largely vacant blocks in the GEM are publicly owned.  
Photos: Nadir Ali / 3andathird (above), PEA (below)

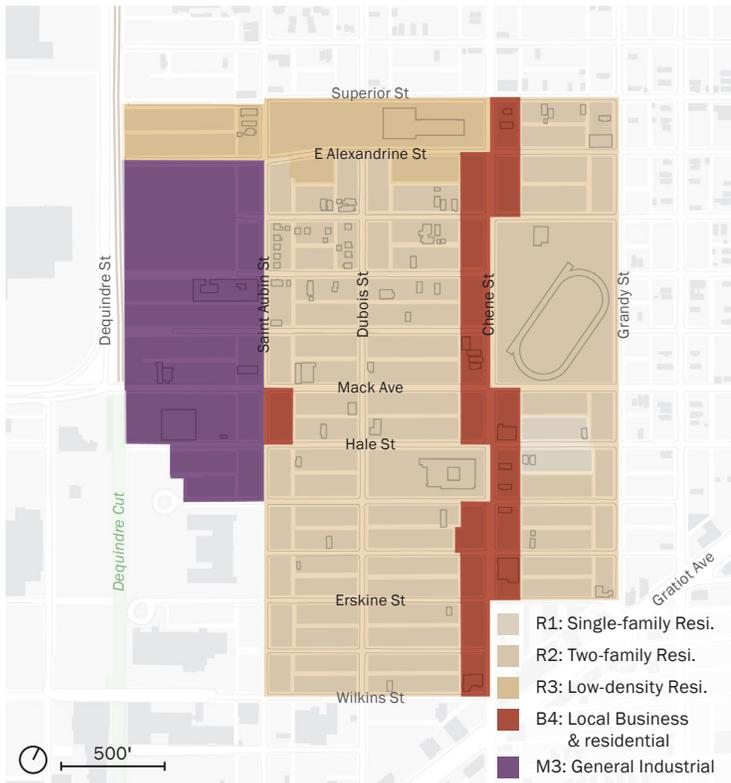


If the recommendation to revise the B6 district definition to tailor it specifically to food businesses is followed, the majority of the expansion area can be updated to B6. The new definition of B6 would allow for a range of food-related manufacturing uses, but restrict other, non-compatible industrial uses. Select non-food processing uses like wholesale storage warehouses, trucking terminals, and cold storage plants, would be conditionally permitted, meaning plans for such projects are subject to review before approval. This would prevent the proliferation of such projects while allowing for their selective development in supporting roles to the primary use of the area for food production and distribution.

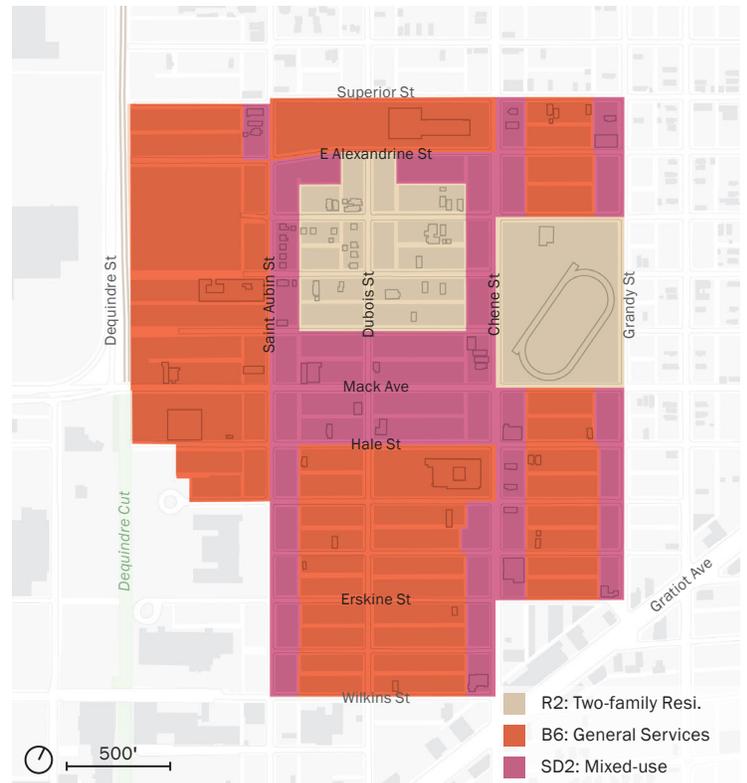
The zoning of parcels intended for new development that face Chene St, Saint Aubin St, and Grandy St,

the south side of the current E Alexandrine St right-of-way, and the two blocks on either side of Mack Ave between Saint Aubin St and Chene St, should be updated to SD2 to allow for live-work developments, but preclude large-scale manufacturing uses. The SD2 designation only allows a selection of manufacturing uses below 5,000 square feet by right, and so encourages a mix of residential and manufacturing or commercial uses. Updating the selected corridors to SD2 allows for a sensitive transition in scale and use from large-scale food business uses to smaller live-work and commercial uses before meeting the surrounding single-family residential areas. The DEPSA playing field and the more populated residential-zoned area in the center of the expansion area should retain their existing zoning designations.

Existing Zoning, GEM



Recommended Zoning, GEM



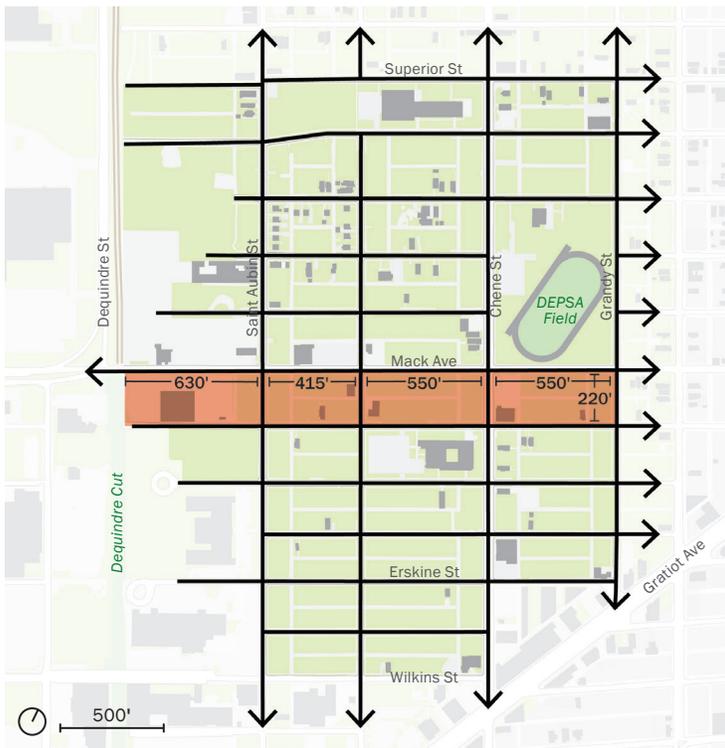
Proposed zoning changes in the expansion area (right, existing on left) will tailor the area to food-related uses, with corridors for a mix of uses that buffer existing residential uses from new manufacturing uses.

## Expanding the Food Business Neighborhood

The existing residential block structure must be adapted to provide parcels large enough to meet the demands of modern food businesses. By decommissioning select segments of streets in the GEM two existing blocks can be merged into one larger block to provide development sites of the necessary size.<sup>10</sup> This would allow long-time tenants of the market to expand to new buildings only a few blocks away while maintaining their existing business connections to other processors, distributors, and retailers in the area. This also would provide space for new large-footprint businesses to move in and similarly benefit from the synergies enabled by the

proximity between businesses in Eastern Market. Food business buildings should be laid out to present continuous facades with no setbacks along public east-west streets, while vehicles slip off of north-south streets on to shared drive aisles between buildings to access surface parking and truck staging areas. A secure perimeter fence with gate access can separate semi-trailer staging areas from employee and visitor parking. All new development should be fully integrated with greenways that may manage stormwater to help to comply with the City's Post-Construction Stormwater Management Ordinance (PCSWMO) and minimize drainage utility charges.<sup>11</sup>

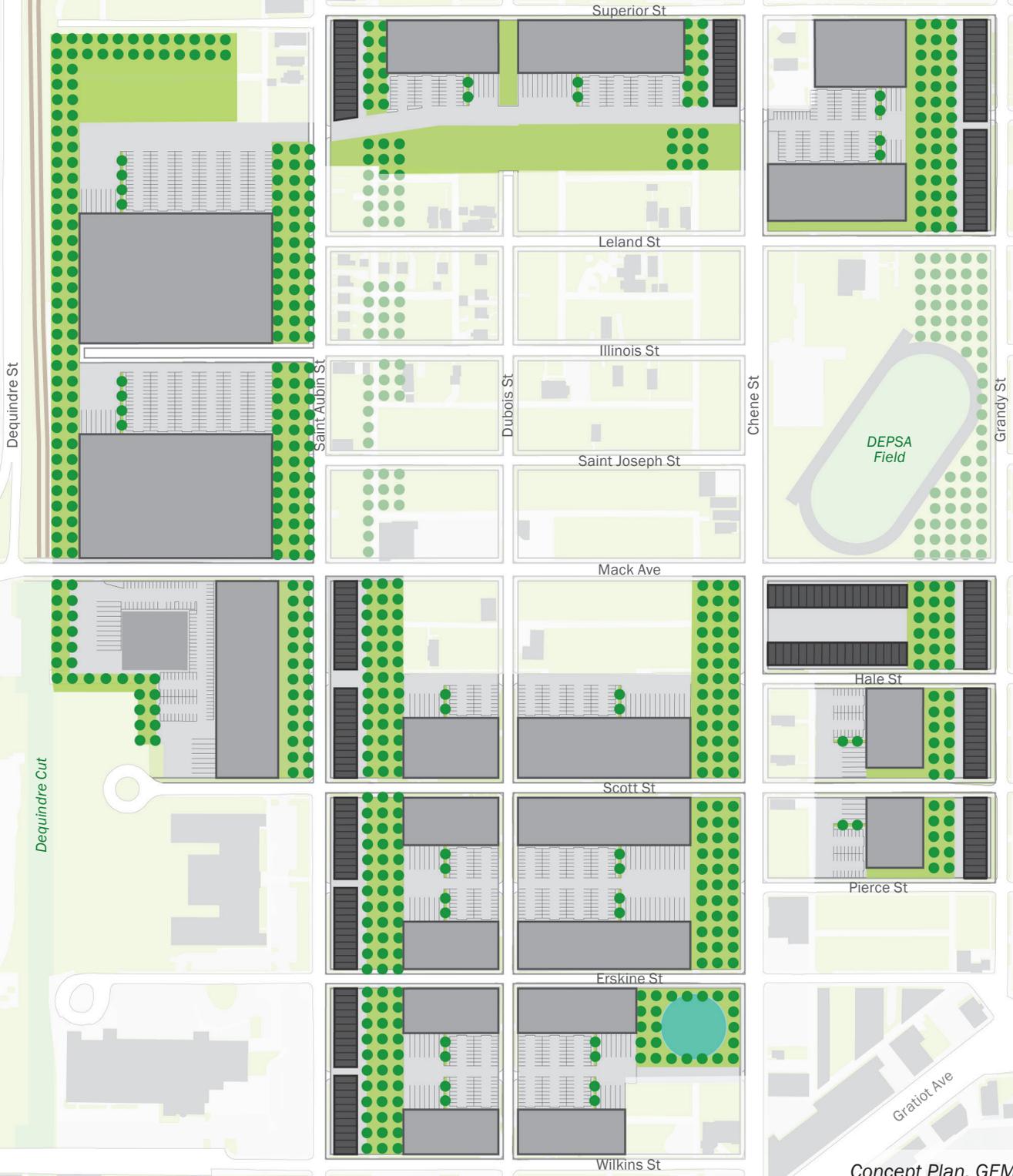
Existing Street Grid, GEM



Proposed Street Grid, GEM



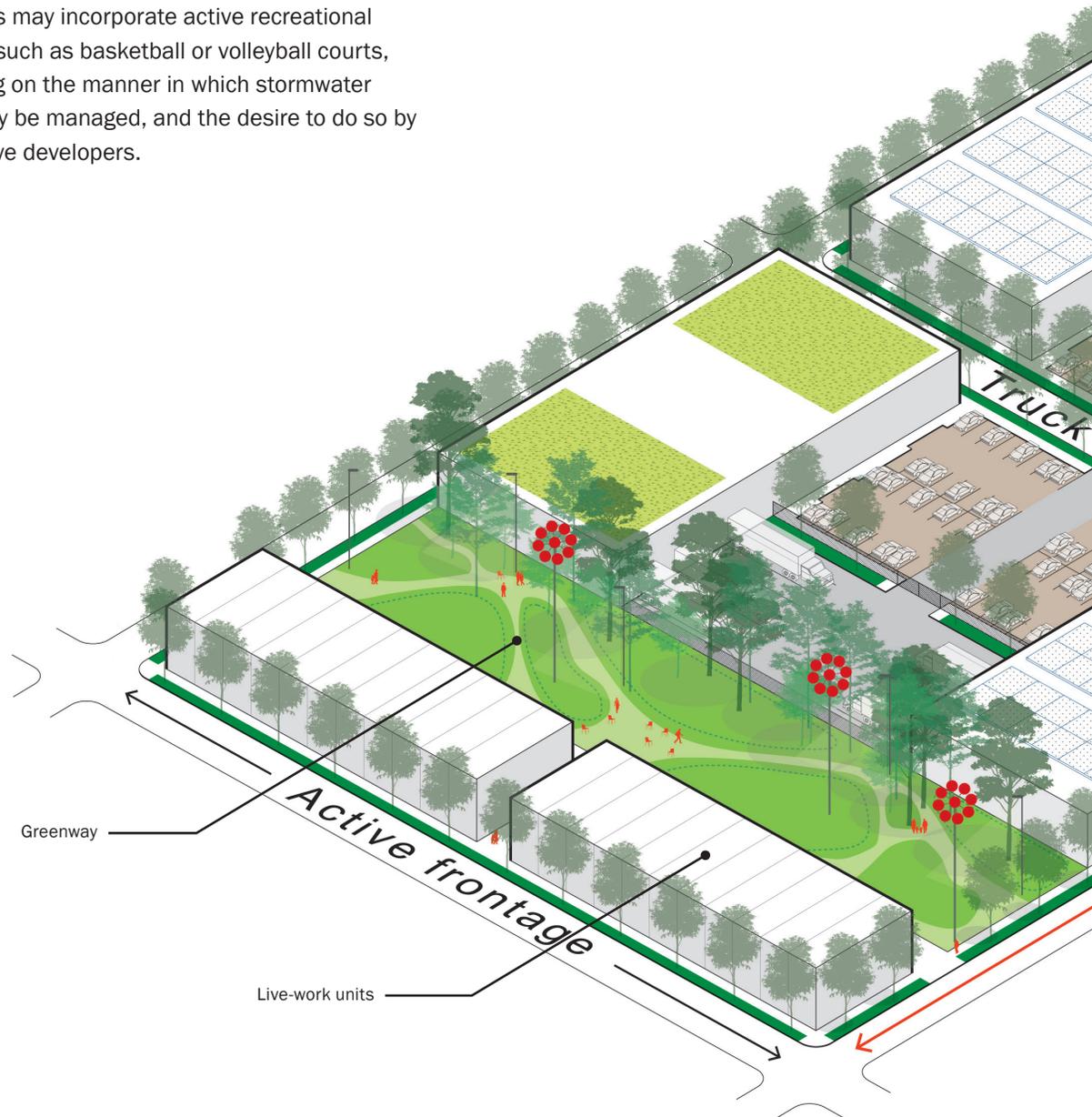
The existing block structure (left) is sufficiently large in the east-west dimension to accommodate food business development but is too narrow in the north-south dimension. It is proposed that select street segments be vacated to create larger blocks that can accommodate new food business developments (right).

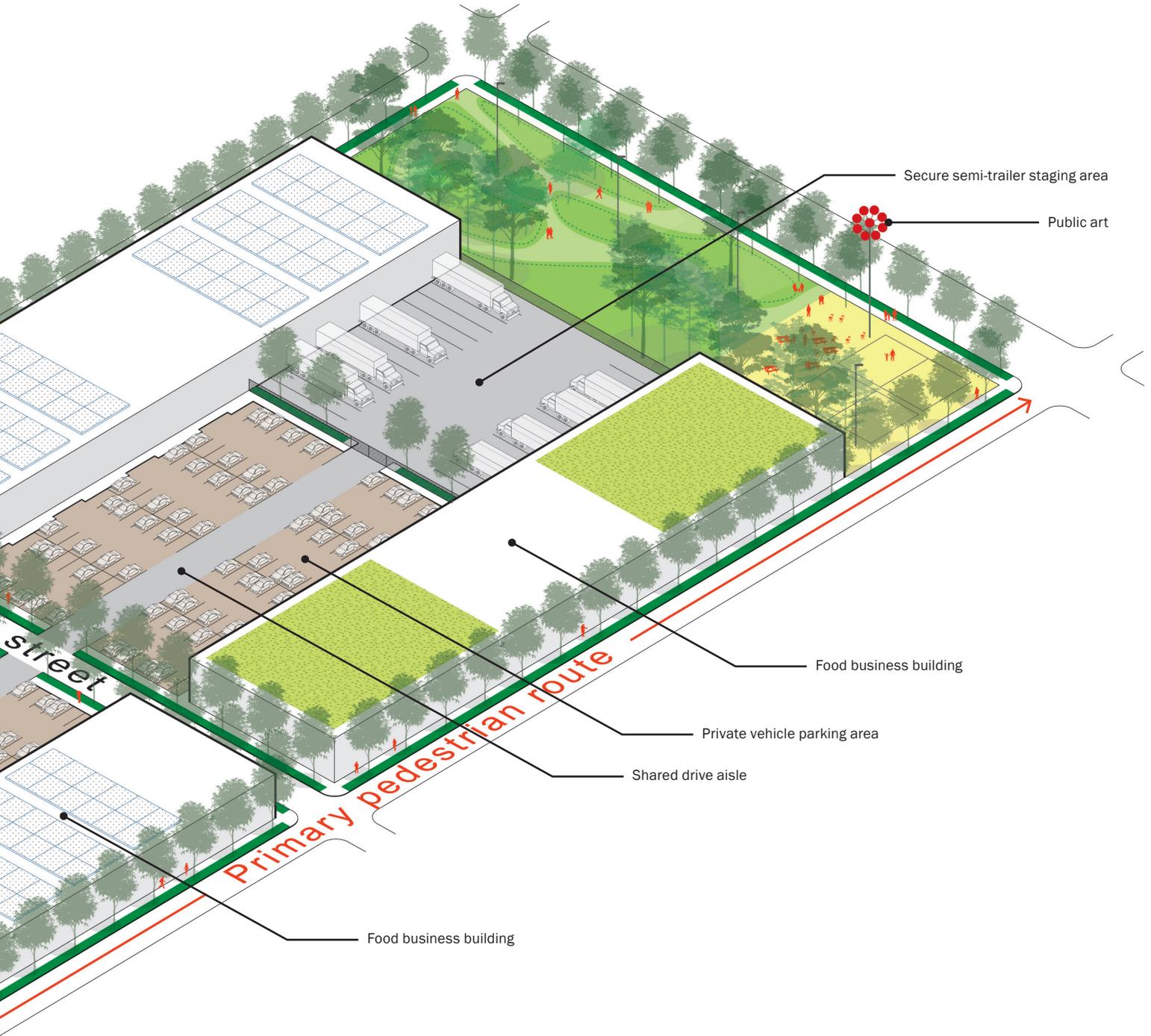


Concept Plan, GEM

- Food business building
- Live-work building
- Greenway

Each block features a greenway that separates food processing and distribution from live-work or residential uses. Greenways may operate as green stormwater infrastructure (GSI) or cover underground storage tanks that manage stormwater runoff from roofs and paved parking and staging areas. Trees should be planted in these buffers and public paths should be integrated to provide passive recreational opportunities, which may be further enlivened through the integration of public art. These greenways may incorporate active recreational features, such as basketball or volleyball courts, depending on the manner in which stormwater runoff may be managed, and the desire to do so by prospective developers.





The expansion area block prototype merges two existing blocks so that food business buildings can be organized to share drive aisles and minimize the visibility of parking and staging areas. Greenways separate food businesses from cross streets and live-work buildings and may include stormwater management features and public art.

Live-work buildings are planned to be primarily located along Saint Aubin and Grandy Streets where they would smooth the transition from single-family residential areas to the larger-scale food business areas. Based on market demand, these may operate as any combination of workforce housing, loft studio flats, or true live-work units to invite a variety of residents to make the area their home. Together with the greenways and design guidelines that encourage active street-facing uses along pedestrian routes in food business buildings, this framework lays the foundation for the creation of a neighborhood centered around food-related business.



Uses are organized to transition in scale and intensity across the site, with greenways and live-work buildings to separate residential from food business uses.

#### Live-work Buildings on Grandy St



Live-work buildings smoothly integrate the new market expansion area into existing residential fabric.

*Food Business Buildings on Scott St*



Ground-level activity, setbacks, and the integration of public art in the design of food business buildings, and street tree plantings, create pedestrian-friendly streets through the market expansion area.

*Greenway along Chene St*



Greenways separate residential from food business uses and will include recreational paths.



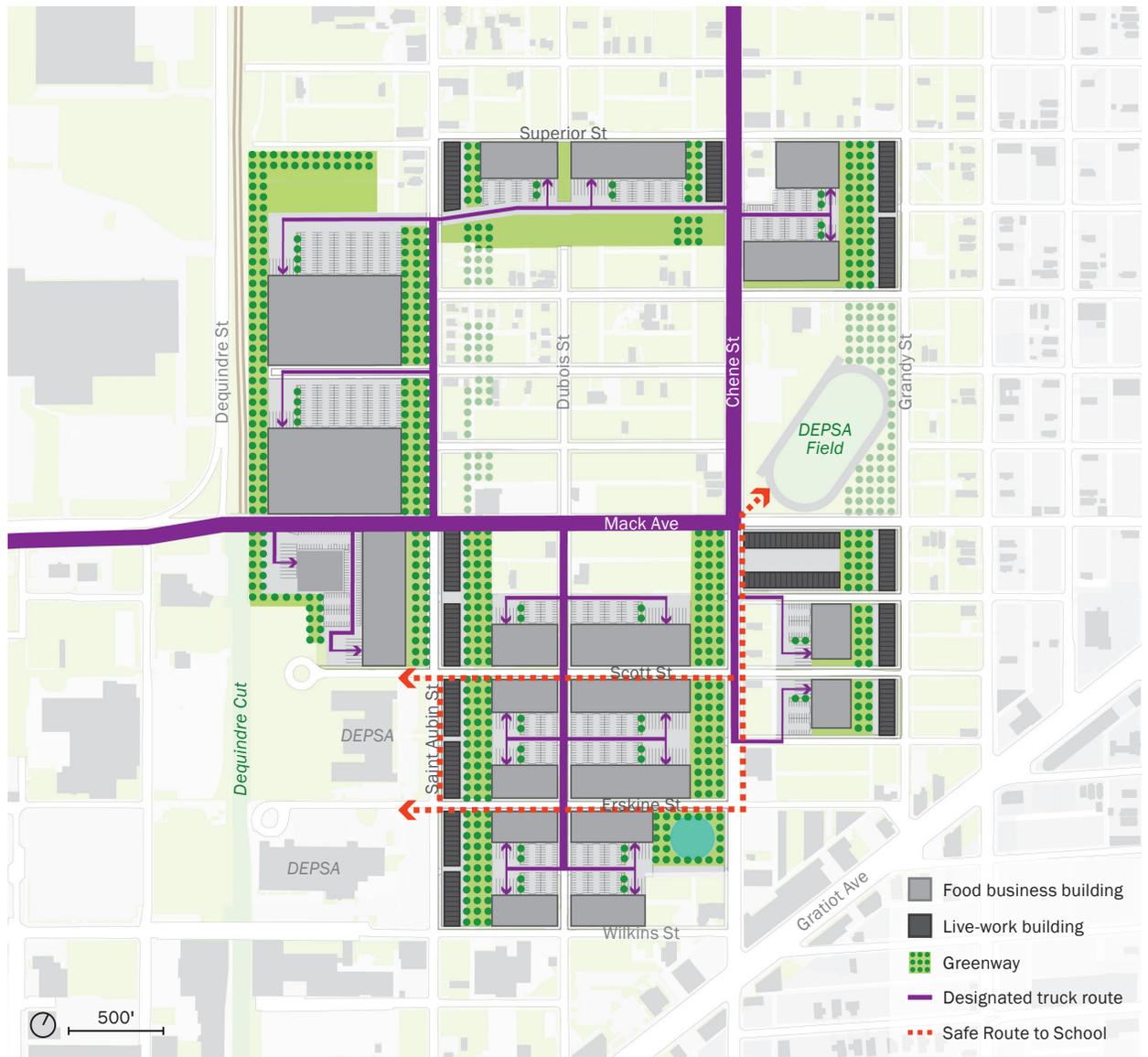


## Complying with the Post-Construction Stormwater Management Ordinance

The build-out of the GEM will dramatically increase the area of impervious surface there due to the roofs of large-footprint buildings, private vehicle parking areas, and semi-trailer staging areas. The City's PCSWMO requires developments that create or replace more than one half-acre (21,780 square feet) of impervious surface to mitigate runoff and its impact on the existing combined sewer infrastructure. The City's Stormwater Management Design Manual provides guidance for developers

to implement approved stormwater management practices. Under the Detroit Water and Sewerage Department (DWSD) GSI credit program, it is possible to earn up to an 80% credit on City drainage charges through the implementation of GSI. There are various options for the implementation of GSI, including piped conveyance, underground storage, and swale systems that can achieve the desired credit beyond what developers may implement as part of compliance with the PCSWMO.

### Proposed Designated Truck Routes



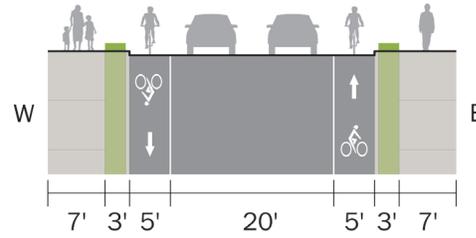
The organization of semi-trailer routes in the GEM limits conflict with other uses and Safe Routes to School (SRTS).

## Mobility Routes through the Expansion Area

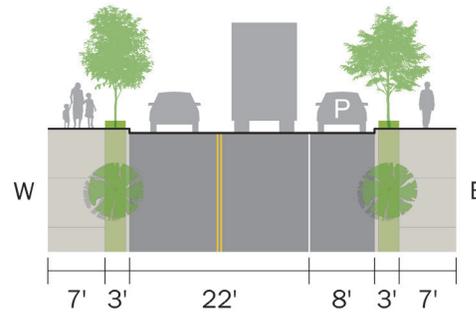
Designated truck routes are organized as spurs from the primary semi-trailer access routes of Mack Ave and Chene St to minimize truck through-traffic in nearby residential areas. These routes should be repaved with high-impact roadbeds that can handle the weight of high volumes of loaded semi-trailer traffic without being damaged. During community meetings, residents raised concerns that the vibrations caused by heavy truck traffic were damaging their homes; high-impact roadbeds and the selective designation of truck routes can minimize the vibrations felt by residents.

Semi-trailer routes should run perpendicular to the main access routes to minimize truck traffic around single-family houses and to enable east-west Safe Routes to School (SRTS) from the Detroit Edison Public School Academy (DEPSA) to its playing field to be established with minimal overlap with semi-trailer traffic.<sup>12</sup> These SRTS are along the two blocks of Erskine and Scott Streets between Saint Aubin and Chene Streets, from which point pedestrians may then move northeast to the playing field along Chene St. Both Erskine and Scott Streets have wide tree lawns, but no street trees; new trees should be planted there to improve the pedestrian experience of schoolchildren and others moving between DEPSA and its playing field.

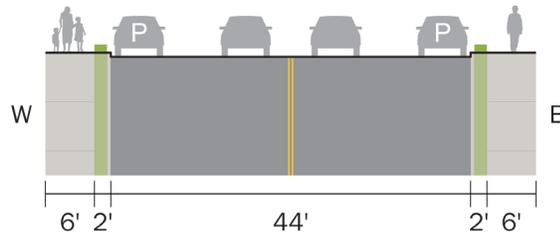
Because semi-trailers will need to use Saint Aubin St north from Mack Ave to Superior St to access future food businesses there, and because bicyclists cannot be safely accommodated with semi-trailer traffic within the existing right-of-way on the existing unprotected bike lanes, protected bike lanes should be added within the right-of-way of Chene St two blocks away. These new protected bike lanes would also buffer pedestrians on the SRTS from semi-trailer traffic. The proposed bike lanes can run from Gratiot Ave northward all the way across I-94, and can link up with existing on-street bike lanes on E Grand Blvd. The proposed Chene St bike lanes could be incorporated into the Joe Louis Greenway as a link between the Dequindre Cut to the south and Hamtramck to the north.



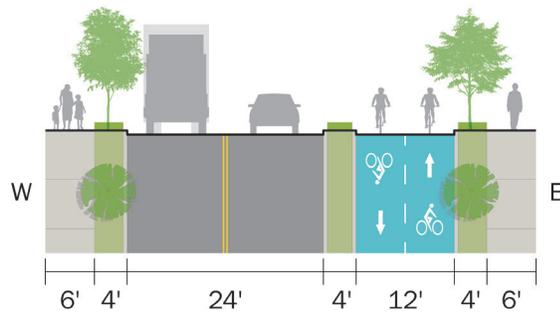
**Saint Aubin St, existing**  
(from Mack Ave to I-94)



**Saint Aubin St, proposed**  
(from Mack Ave to I-94)



**Chene St, existing**  
(from Gratiot Ave to I-94)



**Chene St, proposed**  
(from Gratiot Ave to I-94)

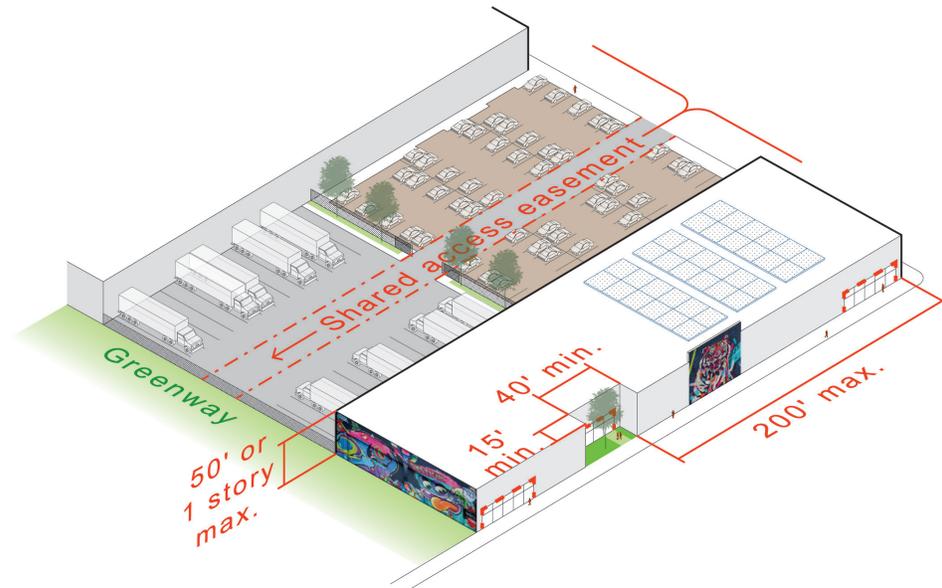
Saint Aubin St (top) is too narrow to accommodate its existing bike lanes and semi-trailer traffic. It is proposed that these lanes be moved two blocks east and buffered on Chene St (above).

## Design Guidelines for an Innovative Food Business Neighborhood

Guidelines for new development in the GEM will shape a walkable neighborhood with active street edges rather than a typical industrial district of blank facades and negligible street life.<sup>13</sup> Food business buildings will not be required to be set back from the street and will be encouraged to share parking and staging area access points to create consistent street edges throughout the area. Guidelines will further encourage robust landscaping, more windows at street level, and the integration of public art, in

acknowledgment that food businesses will likely require significant areas of solid facades. If blank walls were made available to Murals in the Market the continuity of identity across the existing and expanded markets could be reinforced.

Greenways will augment the landscape recommended in food business developments and may contribute significantly to the management of stormwater runoff in the expansion area. Guidelines



Design guidelines will direct how food business buildings are articulated on public streets and encourage the incorporation of landscape features and public art.



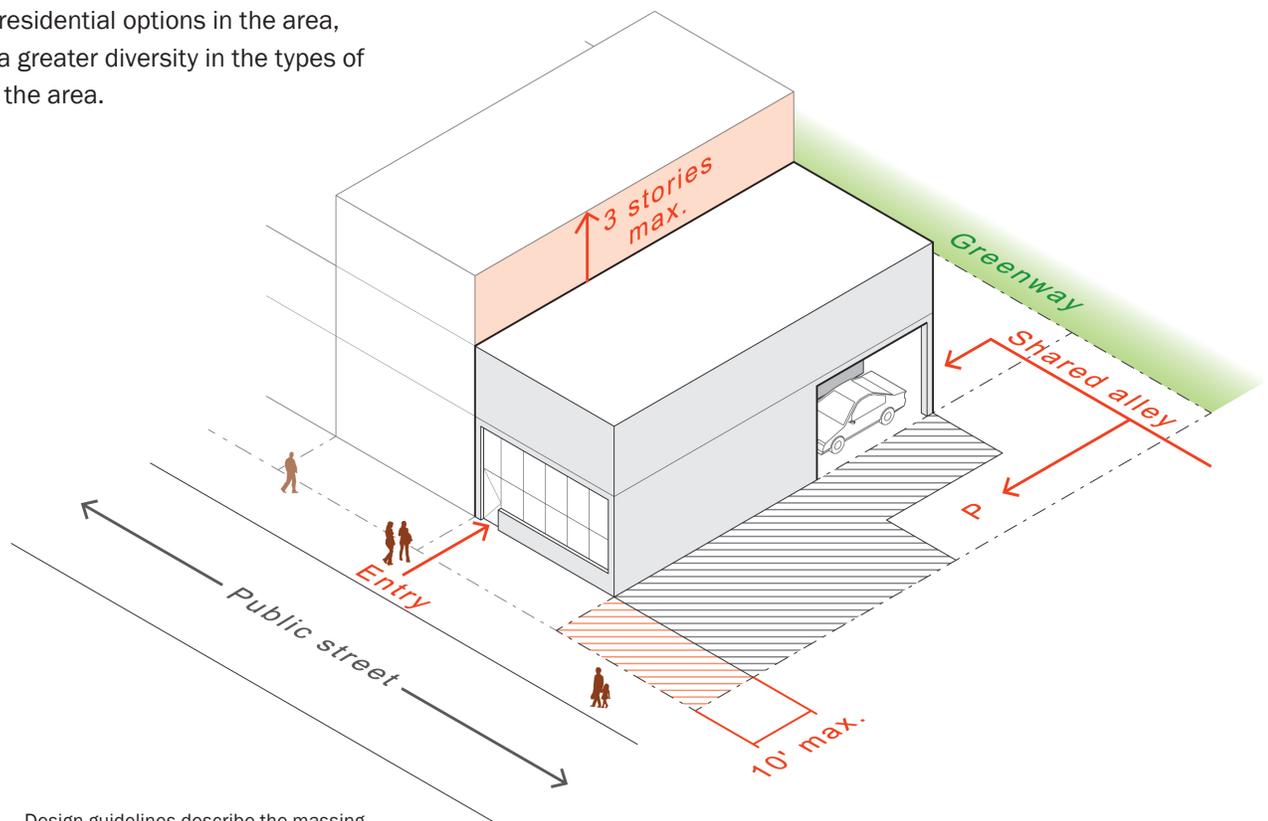
Design guidelines will encourage pedestrian access and the planting of trees in greenways.

## Conclusion

will direct the size and distribution of these buffers to form a cohesive network that separates food businesses and their parking and staging areas from residential uses. Trees should be planted throughout greenways to screen views of food business operations. Guidelines will determine the number and type of trees to be planted. The buffers should also provide an alternative means of moving through the neighborhood for pedestrians that separates them from semi-trailers and allows them to experience firsthand any stormwater management landscapes that may be developed within buffers.

Guidelines for live-work buildings define this building type's maximum envelope to better transition these buildings into the surrounding single-family residential fabric. The use of shared alleys for parking access will be encouraged to minimize curb cuts and allow for consistent street edges uninterrupted by driveways. Doing this enables the creation of a townhouse-like condition where multiple units are aligned in a row with shared fire walls, which would create variety in the residential options in the area, and thus potentially a greater diversity in the types of residents who live in the area.

Plans for the expansion area require a coordinated effort to redesign the neighborhood from the ground up, including changes to land use, zoning, block structure, roadbeds, landscape, and building typologies. The comprehensive nature of this effort enables the sensitive integration of elements traditionally left out of industrial district planning: pedestrian routes, bike lanes, public landscapes, and new residential units. When implemented, these additions will seamlessly blend the market expansion area into its surrounding context and result in a unique neighborhood that expands Eastern Market in a way that is equally welcoming to residents, employees, and visitors.



Design guidelines describe the massing, setbacks, and parking access desired for live-work buildings in the GEM.

## Goal B: Improve the Quality of Life for Residents

Ongoing developments in the Core Market leave no doubt that Eastern Market is a desirable location for new residents, yet care must be taken to meet the needs of existing residents while preserving the character of the working food market. Street improvements should be made throughout the existing neighborhood to add greenery and improve accessibility for pedestrians and bicyclists. Proposed changes in land use and zoning encourage new residential developments to locate on the periphery of the Core Market along the Dequindre Cut and on land created by the removal of the I-375 connector

between I-75 and Gratiot Ave.<sup>14</sup> This would absorb the majority of market pressure for residential development and preserve historic warehouses for continued food business uses. Design guidelines will ensure that new developments along the Cut address the unique condition of their location and present active edges at both the street and Cut levels. In the GEM, live-work units are proposed to provide new residential options and to provide a transition in scale and use between new food businesses and the existing single-family residential areas.



The Dequindre Cut has transformed a derelict rail corridor into a popular recreational trail linking Eastern Market to the Detroit River.

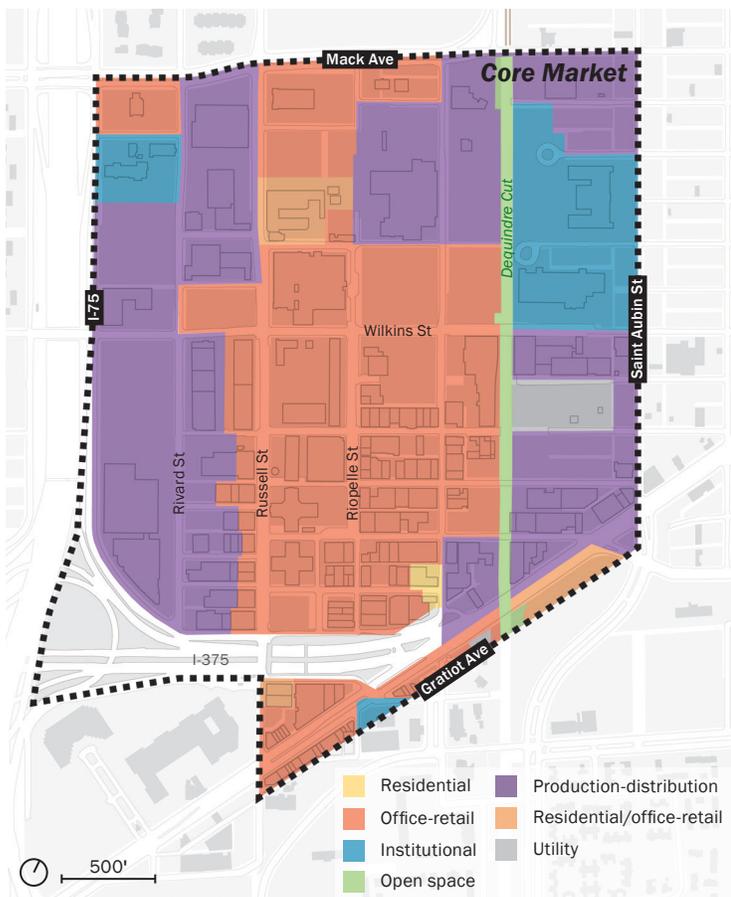
Photo credits: Historic Designation Advisory Board, October 2005 (*left*), LimnoTech, January 2017 (*right*)

## Regulating a Mix of Uses

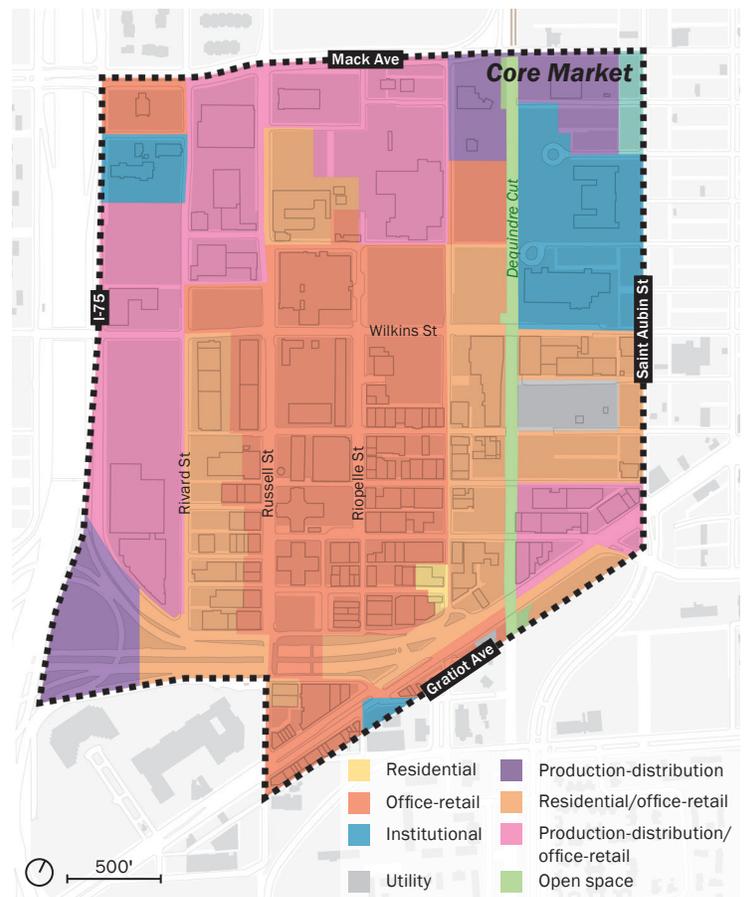
The commercial character of the historic center of the Core Market will be maintained while a wider mix of uses will be encouraged. Proposed changes to land use recognize that the Dequindre Cut is not only a recreational greenway, but also a major real estate asset. Concentrating mixed-use residential uses along it acknowledges growing development interest in Eastern Market more broadly, and, by concentrating these uses along the Cut, will help ease pressure elsewhere in the core to allow it to maintain its status as a working market. This strategy is complemented by the proposal for mixed-use residential developments on new land gained from

the removal of the I-375 connector. This band of mixed-use residential uses around the commercial center is completed by proposed changes in land use on the east side of Rivard St; however, it is not expected that this area will transform in the near future. It is proposed that the traditional production/distribution areas on the west side of Rivard St, the east side of the Dequindre Cut between Division St and Gratiot Ave, and in the area north of Wilkins St and south of Mack Ave be opened to a mix of office/retail and production/distribution uses to encourage more public-facing activities.

Existing Land Use, Core Market



Recommended Land Use, Core Market



Proposed changes in the Core Market (right, existing on left) maintain its commercial center while opening the periphery to a greater mix of uses.

The zoning of most of the Core Market should be updated to B6, so long as that designation has been redefined to more specifically gear it toward food-related manufacturing uses. A zoning update should also be made to conditionally allow mixed-use multi-family residential developments in B6 districts in the areas designated for such uses in the land use plan. The conditional review process should prevent such developments from displacing commercial uses in the center of the Core Market. The update should also limit the height of mixed-use multi-family residential development to 70 feet in height along either side of the Dequindre Cut; on new land created by the removal of the I-375 connector; and on blocks north of Erskine St, east of Russell St, south of Mack Ave, and west of Orleans St. Any mixed-use multi-family residential development that may happen along the east side of Rivard St in long-term would be subject to the by-right B6 district height limit of 80 feet.

Existing single-family residential areas in the GEM will not see changes in zoning and should be augmented by the addition of areas of SD2 zoning around them to buffer them from food business uses.<sup>15</sup> SD2 zoning is intended to support the development of live-work units that could be designed to provide a greater mix of residential living arrangements in the neighborhood, such as townhouses or apartments.<sup>16</sup> In this way live-work units can strengthen the existing residential neighborhoods while concentrating food business uses in select defined areas.

## Strategies for Affordable Housing and Mixed-Use Development

Due to the desirability of Eastern Market as a residential location and the increasing real estate market pressures that are driving up land values and the cost of development, it is critical that future mixed-use residential developments provide opportunities to Detroiters regardless of their economic background. Affordable housing should be included in any newly constructed multi-family development of more than eight units, with at least 20% of units set aside for households making no more than 80% of the area median income.

## Improving Walkability and Bike Access

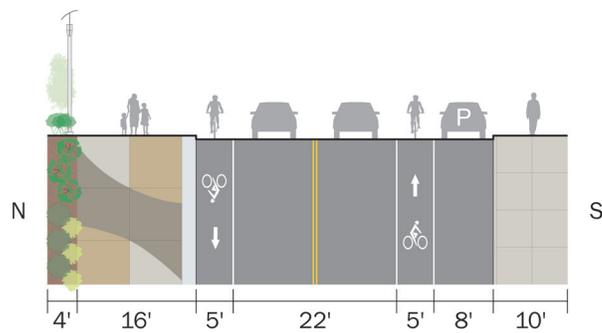
Most proposed street improvements are focused on enhancing the pedestrian experience and facilitating bike access within the GEM and to the Core Market. Russell and Wilkins Streets are the primary pedestrian-oriented corridors in the core and should be complemented by improvements to establish first Riopelle St, then Orleans and Division Streets as additional corridors of pedestrian activity. Improvements such as sidewalk repair and street tree plantings will occur incrementally throughout the core as funds become available. As a critical piece in both the larger bicycle and truck circulation networks, the intersection of Mack Ave with the Dequindre Cut and Dequindre St should be redesigned to create a safer crossing for both vehicles and pedestrians and bicyclists leaving the Dequindre Cut. Bike lanes should be added on Mack Ave west of the Cut. In the GEM, improvements to bike infrastructure will be made upfront and in parallel to those intended to facilitate food business operations,<sup>17</sup> while pedestrian-oriented improvements will be made incrementally as new developments are built.

### Russell Street

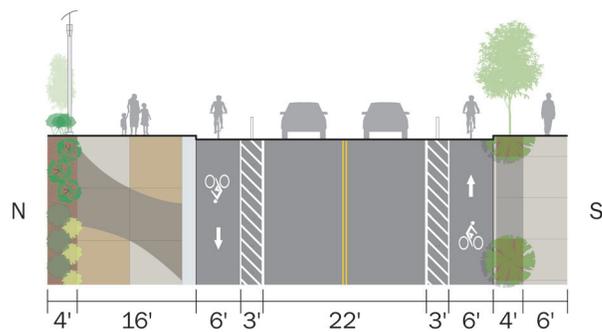
The status of Russell St as the primary retail corridor in the Core Market has been enhanced in recent years by investments in street trees, pedestrian-scaled lighting, curb extensions, and more on-street parking. Russell St is also the only bus route through the existing market district, but its conclusion in a cul-de-sac before it meets E Canfield St makes bus routes longer and less frequent than is desirable. A study should be conducted to understand the potential time savings for buses gained by reconnecting with E Canfield St, and if reconnection would have any adverse effects.<sup>18</sup> The south end of Russell St should also be studied to understand if creating a connection with Antietam Ave is desirable. Russell St may be further enhanced in the long-term by the development of a new public green space on the current site of a surface lot to the south of Shed 2. This can only happen if parking can be managed elsewhere; the use of the cavity left by the removal of the I-375 connector for below-grade parking should be studied to achieve this.

**Wilkins Street**

Recent improvements to Wilkins St have established it as the key east-west pedestrian and bike connection from Eastern Market west to Brush Park and beyond. These include a widened sidewalk, plantings, and pedestrian-scaled street lighting on the north side of the street. Street trees should be planted on the south side of the street, and can be enhanced in the long-term by converting the unprotected bike lanes to buffered bike lanes separated from vehicular traffic by bollards and striping, although this will require the removal of on-street parking unless curbs are relocated.



**Wilkins St, existing**  
(from I-75 to DEPSA)



**Wilkins St, proposed**  
(from I-75 to DEPSA)

Street trees should be planted on the south side of Wilkins St in the short-term. In the long-term, bike lanes should be buffered and either on-street parking removed (as above) or the north curb relocated to maintain adequate width for both parking and buffers.

**Riopelle Street**

Several key investments are focused on Riopelle St to establish it as the secondary north-south pedestrian-oriented corridor after Russell St. A “shared street” condition will be implemented on the two blocks between the northern E Fisher Service Dr and Adelaide St, in which the roadbed is raised to the level of the sidewalk to privilege pedestrian usage there. This facilitates the closure of the street for events or even on a regular basis (for example, nightly) to encourage ground-level uses to spill out on to the street. In parallel with the shared street, head-in parking will be striped, curb extensions added, and street trees planted in the block to the north, up to Division St. It is proposed that these improvements be carried through the two blocks up to Wilkins St except where they would conflict with the staging area for Shed 6. Travel lanes in the next block north to Erskine St should be realigned to the east to better align with the future reconnection of Riopelle St between Erskine and Scott Streets. The roadway can be narrowed and sidewalks widened while maintaining on-street parking. Shifting the roadway east creates an opportunity to integrate a landscaped area or GSI feature between the road and sidewalk on the west side of the street. North of Scott St, sidewalks should be improved and street trees planted where space allows.

### The Mack-Dequindre Intersection

On the northern edge of the Core Market, Mack Ave is currently a six-lane divided highway and is oversized for the volumes of traffic that use it today. Its intersection with the Dequindre Cut and Dequindre St is particularly challenging (and dangerous for pedestrians and bicyclists) as three travel lanes merge into one in each direction without the aid of a traffic light or stop sign. Unprotected bike lanes begin east of the intersection, but their connection with the north end of the Dequindre Cut is not well marked. Further complicating the intersection, Dequindre St splits as it meets Mack Ave. Northbound traffic from Mack Ave meets via a typical perpendicular intersection while southbound traffic from Dequindre St merges into Mack Ave in two lanes at a stop sign after an extremely generous 300-foot-radius arc. One block to the west at the Riopelle St intersection Mack Ave widens to add two turning lanes in place of a median.

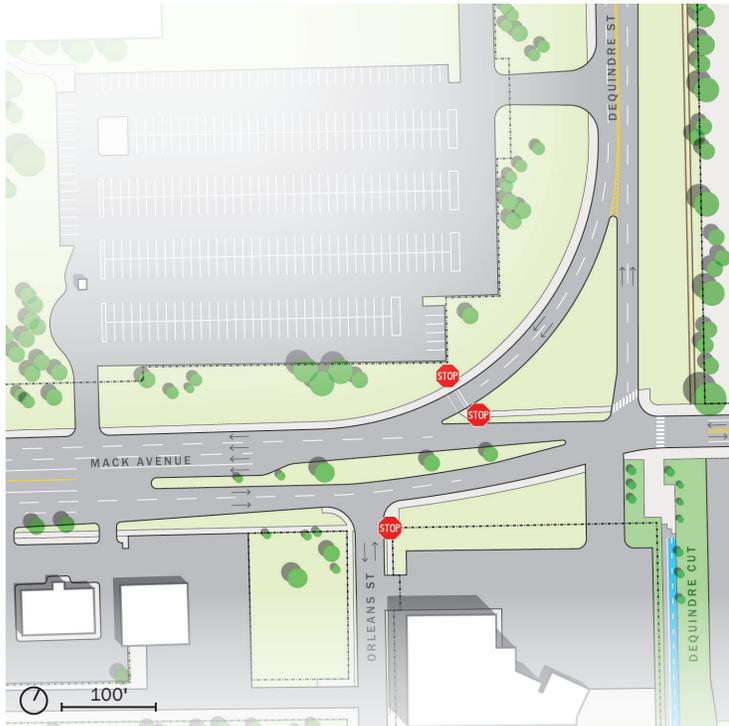
It is proposed that the large right-turn arc be minimized and a traffic light and crosswalks be added at the intersection. West of the intersection, the outside travel lanes on Mack Ave should be replaced with protected bike lanes in each direction. The two unprotected lanes east of the intersection should be replaced with one eastbound protected lane and complemented by a westbound protected lane on E Canfield St (the next parallel street to the north). These lanes continue the existing bike network's pattern of alternating east- and westbound bike lanes on Forest and Warren Avenues further to the north. One north- and one southbound bike lane between Mack Ave and E Canfield St should be added to Dequindre St and Russell St, respectively, to complete a loop of bike lanes through the area. Lastly, the turning lanes in the center of Mack Ave should be replaced by a median and a lighted intersection at Riopelle St for safer vehicular turns.

### Riopelle Street Redesign

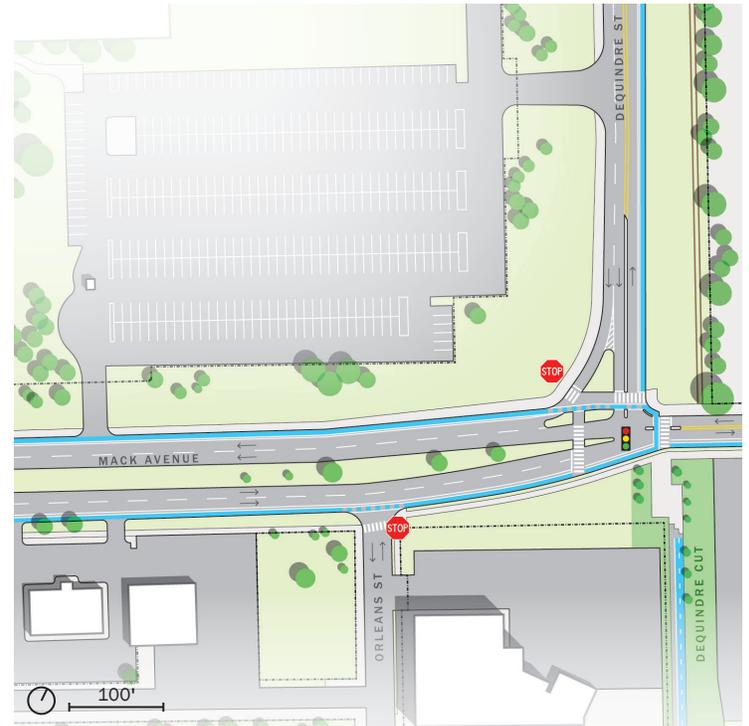


A shared street will be implemented on Riopelle St to encourage more pedestrian activity and event use.

Mack-Dequindre Intersection, Existing



Mack-Dequindre Intersection, Proposed



The intersection of Mack Ave with the Dequindre Cut and Dequindre St will be simplified, made safer, and have bike lanes added to better and more safely integrate the end of the Dequindre Cut into the larger bike network.

**Additional Street Improvements**

In the long-term, another large infrastructure investment is recommended to replace the Alfred St bridge that once crossed the Dequindre Cut to improve east-west connectivity across the Core and to the Cut. A pedestrian and bike bridge that also provides a vertical connection to the Cut would significantly improve the Cut’s connection to the Core Market. Currently there are only two access points besides the Cut’s at-grade terminus at Mack Ave. Further study is recommended to determine if designing the bridge for vehicular crossings is desirable.

Finally, improvements for bicyclists and pedestrians are linked to the development of the area for food-related businesses. Bike infrastructure improvements are integrated into upfront investments to facilitate

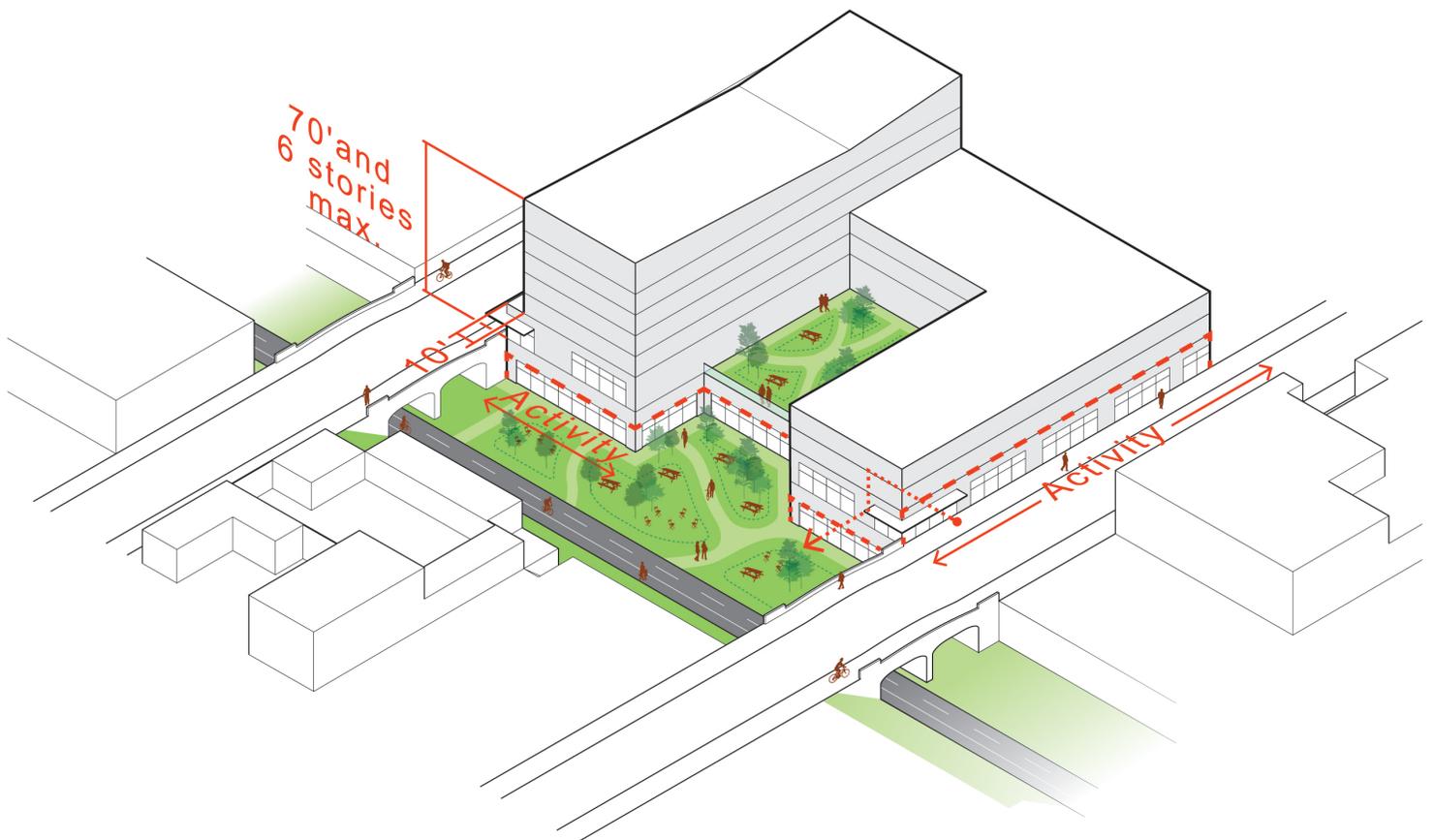
semi-trailer traffic for food business operations in the GEM.<sup>19</sup> Street tree plantings and more general sidewalk repair and replacement will be made throughout the district in parallel with the development of each new food business building in the GEM. This will include the establishment of Safe Routes to School (SRTS) on Erskine and Scott Streets between Saint Aubin and Chene Streets to minimize the overlap between semi-trailer traffic and the primary pedestrian routes used by students at the Detroit Edison Public School Academy (DEPSA) to reach the school’s playing field. Both Erskine and Scott Streets have wide tree lawns but lack street trees, so new trees plantings will be prioritized along both sides of each street to improve the pedestrian experience along the SRTS.

## Design Guidelines for New Development in the Core Market

Two sets of guidelines will help shape the desired outcomes for new ground-up development in the Core Market.<sup>20</sup> One focuses on mixed-use residential development and the other on the ground level of buildings facing pedestrian-oriented streets. Mixed-use residential buildings are intended to take the form of slab-and-podium development, with a mix of uses in the lower podium levels and the bulk of residential units in a slab above. The guidelines promote active, publicly accessible street-level uses that are articulated with glassy facades. For those mixed-use buildings facing the Dequindre Cut these uses are encouraged at the level of the Cut as well as the street. Beyond this, mixed-use residential development along the Cut should provide public access between the street level and the Cut and

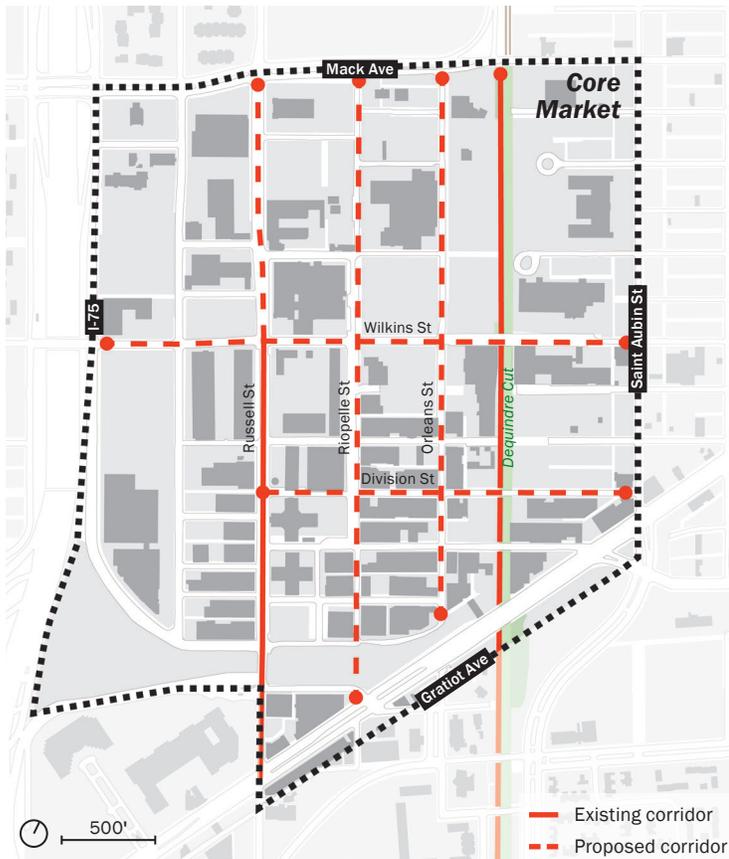
should provide additional public space contiguous with the Cut.

Pedestrian-oriented corridors are those streets in the Core Market that are intended for a greater concentration of foot traffic and ground-level uses. The street improvements highlighted above will improve the pedestrian experience for people walking along their lengths. Design guidelines will spur further activation of these corridors by encouraging active ground level uses and articulated facades that will break up the scale of and add visual interest to any larger buildings built along their length. Residential uses other than lobbies are discouraged on building faces along pedestrian-oriented corridors.

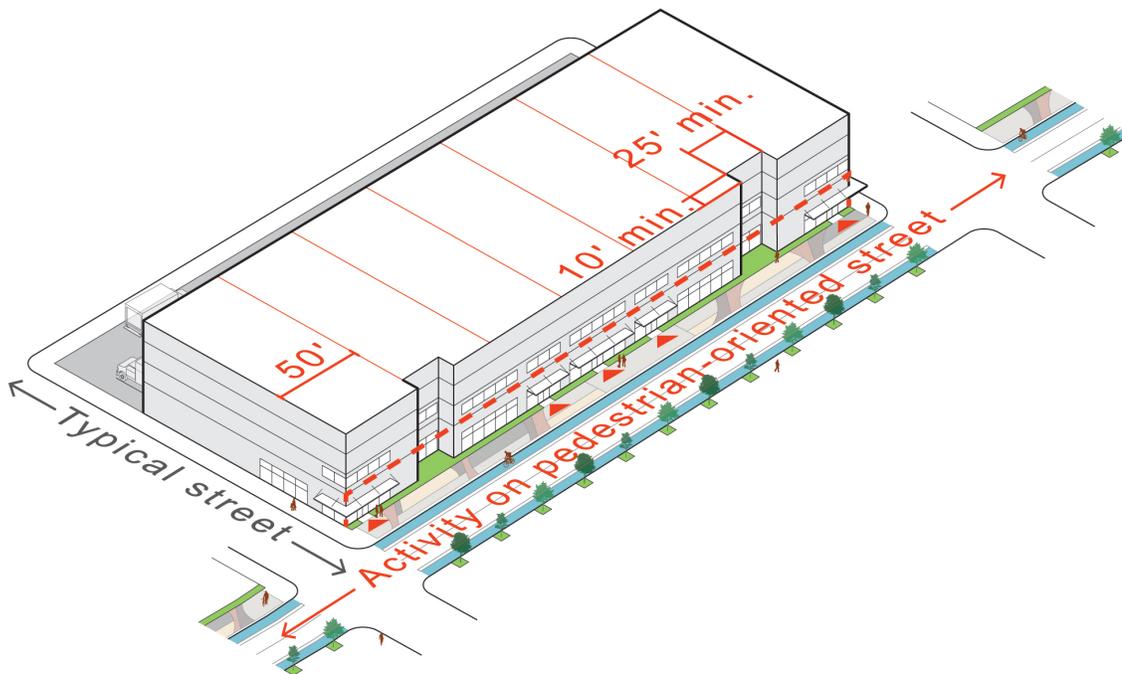


Design guidelines will shape new mixed-use residential development on land created through the removal of the I-375 connector and along the Dequindre Cut.

Pedestrian-oriented Corridors



Guidelines for pedestrian-oriented corridors (identified in map, above) encourage publicly accessible uses and facade articulation on buildings along their length (below).



Conclusion

Plans to improve the Core Market require an approach that provides an outlet for development pressures for new mixed-use development while conserving the physical and socioeconomic character of the existing market district.

This section highlights the first strategy, which comprises regulatory changes and street improvements. Land use and zoning are the primary tools to direct the location of new, dense, mixed-use development to the periphery of the Core Market. It is critical that affordability policies be enforced to ensure that future projects are as open to the full range of Detroiters as the market itself. Design guidelines will amplify the activity of the market along key corridors and will tie the Dequindre Cut more strongly to the Core Market so it feels more like a public space in the market rather than one that simply passes through it. Street improvements will further enhance the market's commercial activity through improvements to the safety and quality of the pedestrian experience.

The next section will detail the second strategy for the Core Market, which comprises strategies to conserve its physical and socioeconomic character.

## Goal C: Keep the Authenticity and Function of Eastern Market

Even as new residential development is directed away from the historic core, there will be pressure for structures within it to be converted to lofts and other uses. Additional zoning controls should be implemented in the area with the greatest concentration of historic structures to limit the height of buildings there and encourage the redevelopment of and addition to existing structures, rather than their demolition and replacement. Design guidelines will further shape new development to specify setbacks and permissible material palettes for new additions so that the character of the historic building

fabric is preserved. Changes to zoning are proposed with the intent to preserve and enhance the existing commercial character of the core and its use as a working market. Also to better facilitate the operation of the existing market district, a parking plan lays out strategies to streamline the flow of traffic and reduce congestion caused by visitors jockeying for parking spaces on market days. The long-term recommendation to consolidate parking in the core would open up new sites for development and limit development pressure on historic structures.



Though tenants have changed, the commercial character of the Core Market has been constant throughout its history and should remain so for future generations.

Photo credits: William Kevin Murphy, September 1974 (left), BuroHappold, September 2017 (right)

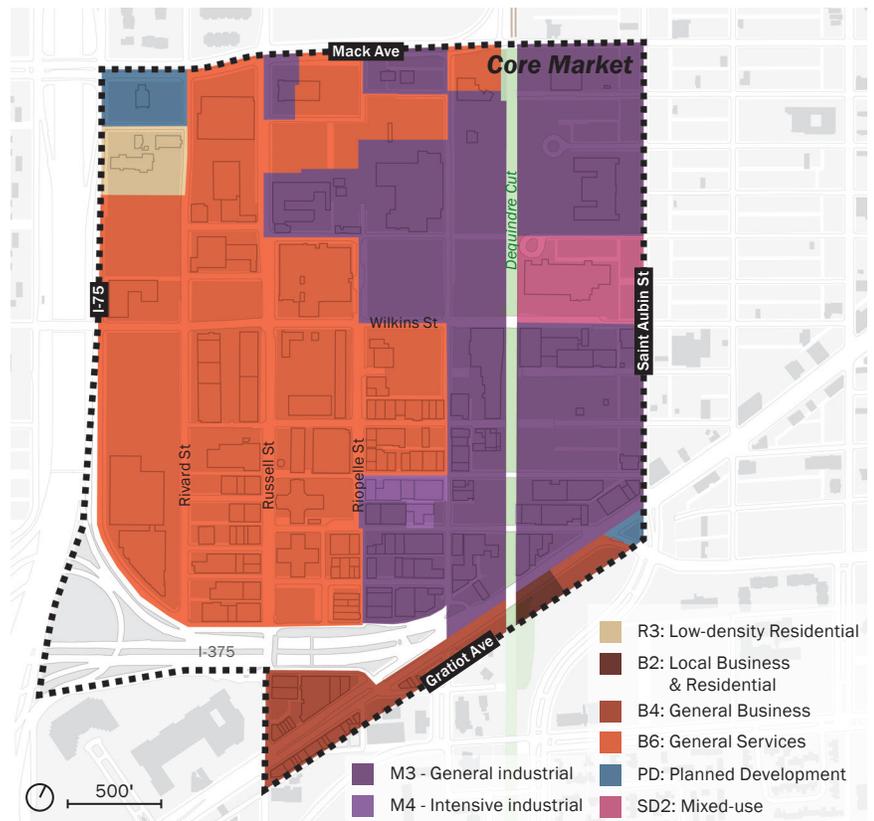
### Zoning for Historic Character

A key objective of this framework is to maintain the status of Eastern Market as a working market. Proposed changes to land use preserve the commercial character of areas around the market sheds and allows for a greater mix of uses nearby.<sup>21</sup> Encouraging new, dense, mixed-use residential buildings along the Dequindre Cut and on land created through the removal of the I-375 connector is intended to reduce pressure to replace historic structures in the market area.<sup>22</sup>

Through a proposed zoning update, mixed-use multi-family residential uses would be only conditionally permitted in key locations and would require a review before approval. It is proposed that the zoning of the majority of the Core Market be updated to a redefined B6 designation that is tailored to food-related uses. To encourage the renovation and addition to historic structures, rather than their demolition and replacement, the heights of buildings on parcels that either face Russell St, Alfred St, Orleans St, and E Fisher Service Dr or are within the area bounded by these streets will be restricted to four stories. As most historic structures are only one or two stories, this allows for small vertical additions. Residential uses should be permitted in historic structures within the defined area above the ground level, either in an existing or added floor level. Development outside of the height-restricted area will continue to follow the by-right height limit for development in B6 zoning districts, which is 80 feet above street level.

The proposed zoning update (right, existing top) would tailor the Core Market to food-related uses. The update would limit the number of stories that can be added to historic buildings to encourage additions and renovations rather than demolitions.

Existing Zoning, Core Market



Recommended Zoning, Core Market



## Preserving Eastern Market’s Historic Core

Other steps should be taken in addition to the proposed zoning update to preserve Eastern Market’s historic built heritage. While only a few buildings in the Study Area are worthy of preservation on an individual basis, many contribute to the historic character of the market district. The gritty, turn-of-the-20th-century industrial character of the area is critical to Eastern Market’s sense of place and must be preserved. A National Register of Historic Places (NRHP) district was established in 1977 and expanded in 2006 to include most buildings of historic character. The greatest concentration of these buildings is around the market sheds and is the basis for defining the height-restricted area in the proposed zoning update. Beyond this, it is recommended that the NRHP boundary be increased to include three additional areas: 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 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. Including these areas in the NRHP district would allow property owners to apply for historic tax credits to help finance renovations.<sup>23</sup>

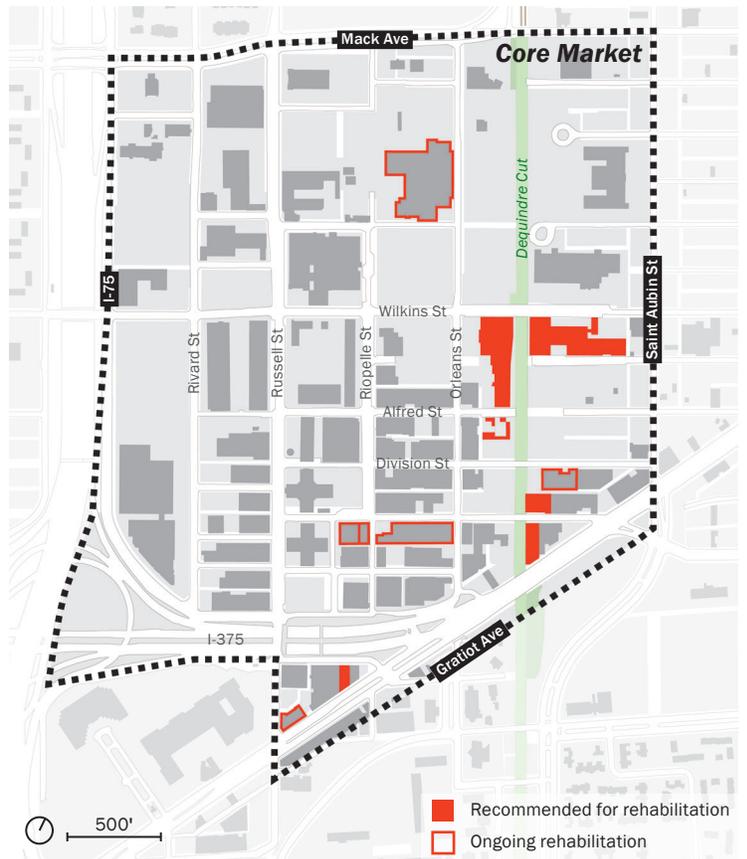
Local and state historic designations for individual buildings may be pursued at property owners’ discretion. While a Detroit historic building or district listing provides more protection for buildings in that it initiates a review process when significant exterior renovations are proposed, such a review process may be seen as a barrier to development, even if this is more perception than fact. It is therefore recommended that the impacts of a local historic district designation be studied further. Meanwhile,

Historic Buildings and Districts



The majority of buildings of historic character within Eastern Market are within the National Register of Historic Places (NRHP) historic district.

Rehabilitation and Demolition Opportunities



The most important remaining rehabilitation opportunities are historic structures along the Dequindre Cut.

other measures, like the previously described zoning update, should be pursued to create an overall set of regulatory tools that preserve the district's character without duplicative and burdensome review processes. However, local or state historic designations for a building or district should not be discouraged either.

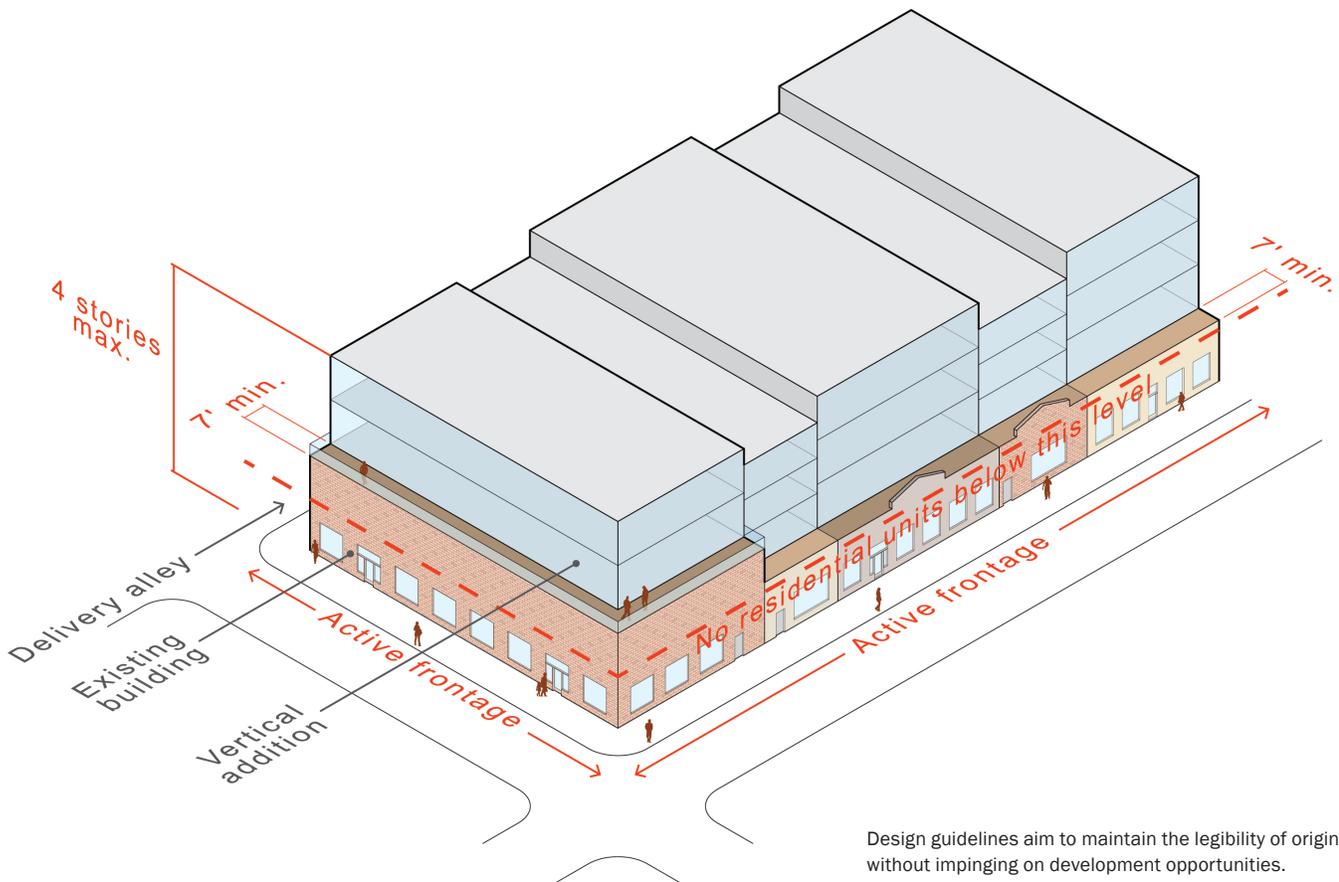
Several renovation or rehabilitation projects are underway in the Core Market, but some key buildings remain derelict. In particular, historic buildings along the Dequindre Cut with frontages on both the street and Cut levels are important to rehabilitate.<sup>24</sup> If retrofitted well, they will go far in preserving the industrial heritage of the neighborhood and could facilitate greater access to the Cut from the streets above. Of the five such buildings, only 1957 Brewster St has active plans for rehabilitation.



The NRHP district boundary should be extended to include other eligible structures like Shed 6 (below) and former Schmidt Brewing Company buildings (above).

Photo credits: Eastern Market Corporation (below), Kraemer Design Group (above)





Design guidelines aim to maintain the legibility of original structures without impinging on development opportunities.

## Design Guidelines for Vertical Additions to Historic Structures

While the proposed zoning update previously described would limit the height of development in the area around the market sheds to encourage the renovation and expansion of the historic structures there, design guidelines will further shape proposed vertical additions.<sup>25</sup> Guidelines for the massing and material palette of vertical additions aim to create a clear distinction between old and new structures. Material differentiation between the additions and the original structures is strongly encouraged to maintain the legibility of historic structures as the district develops. Such differentiation is more respectful of the existing structures than attempting to mimic the appearance of historic structures; the character and extent of the original buildings are preserved for future generations of market-goers to read in the urban fabric around them.

## A Parking Plan for the Core Market

The availability of parking is critical to Eastern Market's success, but the organization of access to most parking in the Core Market from Russell St congests traffic as cars pull in and out of spaces and lots along the thoroughway. Congestion is problematic for the market; if someone is stuck in their car searching for parking, they are spending less time walking in the market and patronizing businesses. Also, demand for surface parking is not evenly distributed, even on market days. Strategies to improve wayfinding and implement use restrictions should be explored in the immediate- and short-term to better use existing parking infrastructure in the near-term. Long-term strategies for consolidation could eventually open up surface parking parcels for future development.

### Improved Wayfinding

Wayfinding can reduce traffic congestion by taking some of the guesswork out of searching for an open space. The two public lots on Wilkins St are underutilized during peak hours; signage directing

visitors to these lots could aid in relieving traffic congestion. Eventually a parking guidance system could be installed that tracks and displays in real-time the number of parking spaces available at the various lots or garages throughout the market. Availability can be tracked by level in garages, by lot, and by aisle within a garage or lot.

**Use Restrictions**

Use restrictions can more significantly reduce congestion in the Core Market by limiting the stop-and-go traffic caused by cars entering and exiting lots and spaces on to Russell St.<sup>26</sup> Within the 800 or so feet from the northern E Fisher Service Dr to Alfred St there are eight intersections or curb cuts on Russell St. Head-in on-street parking on the west side of the road further increases the number of cars pulling in and out of spaces along this length. The small lots around Sheds 2 and 3, known colloquially as “quads,” are used by both vendors and customers which can cause problems for vendors loading or unloading their goods. A few spots in each quad should be designated as bulk-load pickup locations exclusively for visitor use, while the other spaces in the quads should be restricted for only vendors to use. This should limit visitors’ in-and-out search for spaces and reduce interruptions to traffic flow on Russell St.

Use restrictions can also minimize competition for spaces between market employees and visitors. The spaces closest to Sheds 2 and 3 are most desirable to both groups; designating employee parking in a less convenient location could eliminate employee-visitor competition and should be explored further. Studies should also explore how best to institute fee parking in a systemic manner that better utilizes prime on and off-street parking resources. Fee parking should be explored not for financial gain, but as a way to deter visitors (or employees) from taking choice spaces for long periods of time.

**Consolidation**

It should be a long-term goal for Core Market parking to be consolidated into fewer parking facilities. Based on current land ownership and the size of available parcels, the publicly owned lot at 1580 Wilkins St can accommodate a single structure large enough to meet most of the parking needs for the northern

Utilization Rates of Existing Parking Assets



The lots accessed from Russell St are more heavily used than those accessed from Wilkins St.

end of the public market complex. While this parking structure is being built, current parking demand can be displaced to the other publicly owned lot two blocks west on Wilkins St and to the existing parking structure next to Shed 4 after it reopens following repairs. The existing deck will be restricted to municipal employees during weekday work hours for some time, but will be made available to visitors on weekends and evenings. After a parking structure is built at 1580 Wilkins St, parking from the other Wilkins St lot can be absorbed into the new parking structure so that site can be developed for other uses. The continued need for the existing parking structure adjacent to Shed 4 should be reassessed after the redevelopment of the two Wilkins St surface lots is completed. If sufficient capacity is found to exist within the Core Market, it is recommended that the existing parking structure be demolished so that its lot can be combined with the adjacent Shed 4 block to create a larger redevelopment opportunity for a new Shed 4 and additional commercial space.

## Conclusion

Specific measures must be taken to protect Eastern Market's built heritage in tandem with strategies to channel pressure for new development to the market periphery.<sup>27</sup> Within the Detroit development community, historic preservation is sometimes perceived as a deterrent to development when in fact a NRHP designation enables owners to apply for federal tax credits to help finance renovations. The proposed zoning update would protect historic structures in a way that is both targeted and flexible enough to accommodate new development. Design guidelines will help ensure that additions

are respectful of the existing character of these buildings and the market generally. Improvements to the management of parking in the Core Market will increase the efficiency and improve the experience of visiting the market and open up new opportunities for development in prime locations near the sheds. While other measures in this framework aim to capture new opportunities for significant growth in and around the market over the coming decades, the strategies in this chapter seek to ensure that Eastern Market's identity remains intact long into the future.