Implementation

This complex and multi-faceted framework 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 be GSI, as part of individual food business developments in the GEM

to adhere to design guidelines and help to comply with the PCSWMO.²⁸ 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 for future generations.

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).

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.

			Zoning	Design Guidelines	Historic Preservation
Lege	nd Cumulative recommendation	Immediate (within one year)	Update Zoning (A) (B) (C) (B)	Implement Guidelines (2) (3) (9)	Expand Districting
Goals	Create jobs				
В	Improve resident quality of life			50 of story	
С	Keep authenticity and function		Redefine B6 district zoning Update Core Market and GEM to B6	Issue standards and guidelines	Expand the NRHP district Study local district designation
Goal(s) targeted		Define sub-areas for additional uses or regulations		
A	Primary focus				Rehabilitation 0 0 0 0
	Secondary focus	nunity			
engag	gement	n ears			
9	Required	tern ⁄e ye			
\odot	Necessary	Short-term thin five yea			
	Optional	Short-term (within five years)			Rehabilitate heritage structures along the Dequindre Cut
		Long-term (more than five years)			

Mobility Parking Plan Greenway Network Development Opportunities A B G **Enabling Projects** Improving Use of Assets 🛭 🕒 🕒 A B G **Issue First RFPs A B C** ⊙ **First Greenways** Photo: BurdHappold Engineering · A "shared street" on Riopelle St • Staff and signs for wayfinding • Implement greenways in the GEM • Facilitate GEM developments • Designate visitor and vendor spaces • Issue RFPs for 1923 Division St and · Decommission street segments • Install high-impact roadbeds • Limit lot entries from Russell St 3480 Russell St Study paid parking A B C A B C A B G A B G **Critical Infrastructure** 0 **Investing in Efficiency Greenway Expansion** 0 **Issue Additional RFPs** • Redesign the Mack-Dequindre • Install a guidance system • Implement greenways in the GEM • Facilitate GEM developments intersection • Institute paid parking • Issue RFPs for 3033 Russell St, 1580 Wilkins St, and 3402-3482 Saint • Redesign Chene St • Study parking consolidation to open • Extend Riopelle St sites for development Aubin St **Qualitative Upgrades** A B C An Open Space Network (1) (3) (3) Complete the GEM • Install tabled intersections on Russell St Complete GEM greenway network · Facilitate final GEM developments • Build the Market Green • Build Alfred St Bridge • Complete enhancements to SRTS

Recommendations for Immediate Implementation

Legend

Goals

- Α Create jobs
- Improve resident В quality of life
- Keep authenticity C and function

Goal(s) targeted



Primary focus



Secondary focus

Continued community engagement



Required



Necessary



Optional

BC

Zoning











Parking Plan









- 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 highimpact roadbeds to handle high volumes of semi-trailer traffic. These segments should be designated as truck routes (see p.73).

- · Deploy staff and signs to redirect visitors to the
- Restripe the Wilkins St lots to make them more organized and attractive for visitors to use. Designate spots within the "quad" lots around

Wilkins St lots (see p.88-9).

- 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

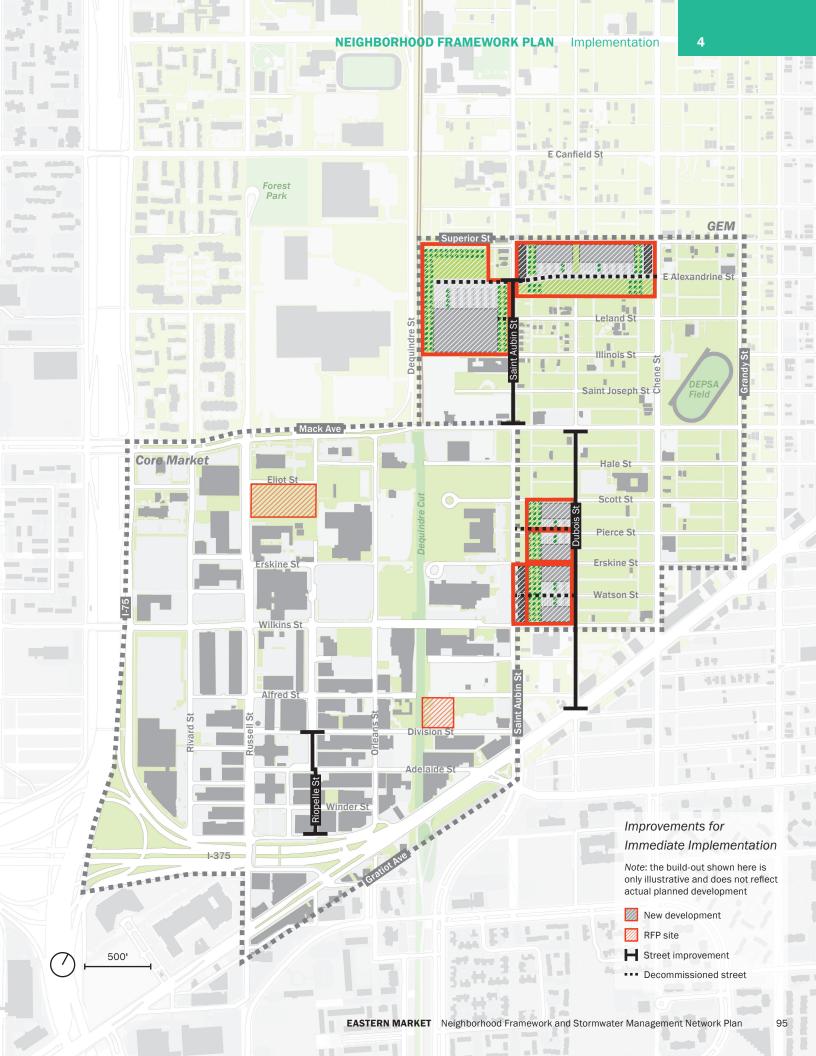








- · Dispose of public land in the GEM to facilitate new food business or live-work development.
- Issue a request for proposal for a live-work development in the GEM.
- Issue a request for proposal for 1923 Division St for mixed-use, mixed-income multi-family residential development (see p.100).
- Issue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



Recommendations for Implementation in the Short-term

Legend

Goals

- Α Create jobs
- Improve resident В quality of life
- Keep authenticity C and function

Goal(s) targeted



Primary focus



Secondary focus

Continued community engagement



Required



Necessary



Optional

Mobility









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





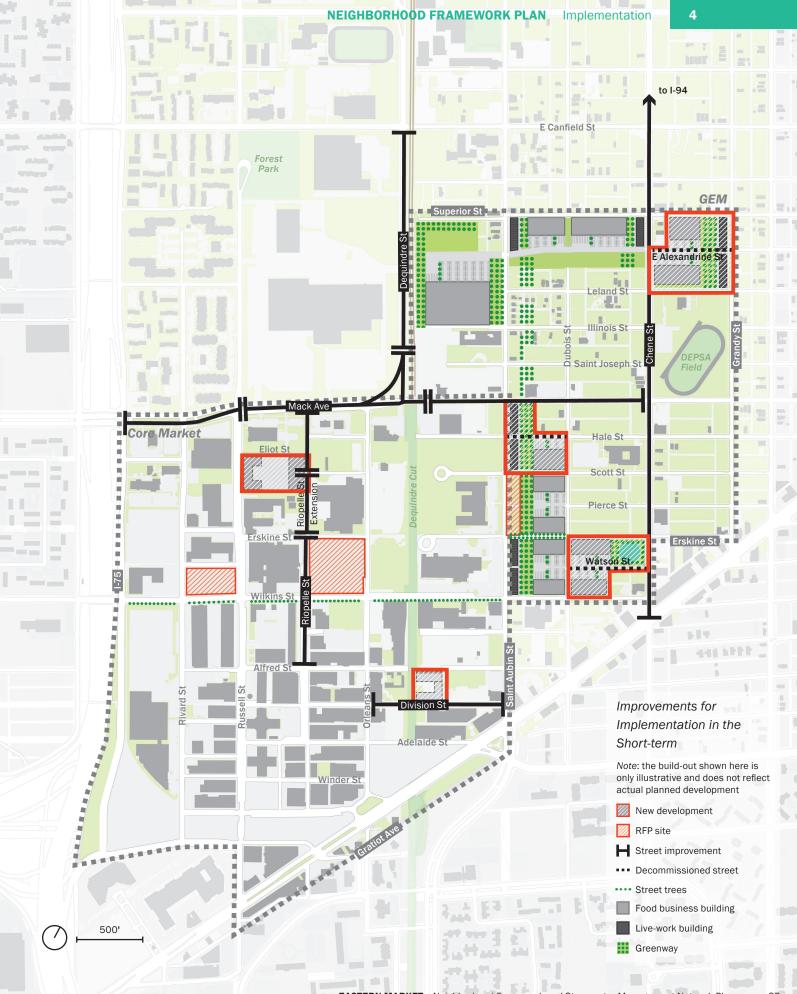




- Dispose of public land in the GEM to facilitate new food business or live-work development there.
- Issue a request for proposal for 3033 Russell St for commercial and/or food-related manufacturing uses (see p.101).
- Issue a request for proposal for 1580 Wilkins St for a combination of commercial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

· 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 highimpact 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.



Recommendations for Implementation in the Long-term

Legend

Goals

- Create jobs
- Improve resident В quality of life
- Keep authenticity C and function

Goal(s) targeted



Primary focus



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

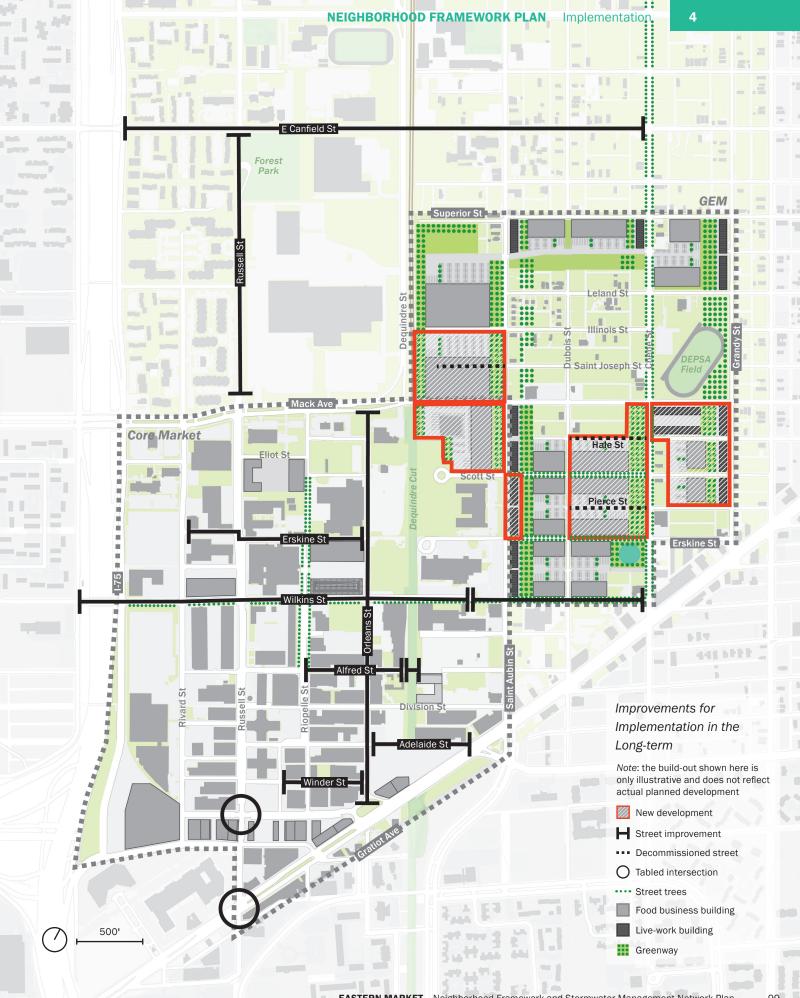








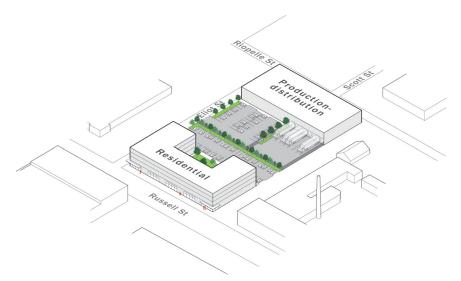
· Dispose of public land in the GEM to facilitate new food business or live-work developments there.



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.







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.

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.

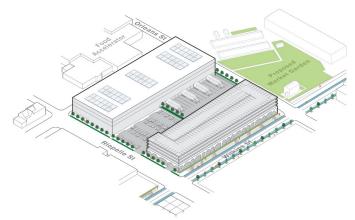
1923 Division St is currently a vacant parcel on the east side of the Dequindre Cut just blocks from the market sheds. Development on the site is intended to serve as a model of mixed-use residential development that provides active, publicly accessible uses at both the level of the street and the level 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.

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.

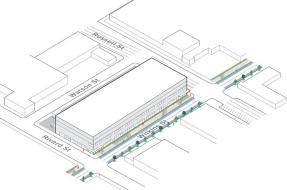
The parcels at 3402–3482 Saint Aubin St are currently vacant. The GEM concept plan calls for these to be developed as live-work buildings to better separate food business development to the east from DEPSA on the other side of Saint Aubin St. Although the specific mix and model of residential and commercial 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.







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

Conclusion

The attentive implementation of the preservation and transformation strategies described in this document will position Eastern Market to grow as a food-centered neighborhood that respects its historic cultural identity, continues its status as a working market, and sensitively integrates opportunities for a mix of other uses. These strategies balance respect for the market's historical and cultural importance with transformative plans to guide its growth into a resilient and competitive center of modern food business.

The expansion of the market into the GEM is a singular opportunity for existing businesses to expand within the market and for new businesses to move into Detroit, which together promise to create thousands of jobs for Detroiters. Design guidelines for new buildings and the network of greenways that will be integrated into new development there will ensure that the GEM does not reproduce the urban design shortcomings of typical food business developments. Improvements to pedestrian, bike, and road infrastructure will benefit existing and future residents, and the planned locations for new residential development address real estate pressures while maintaining the commercial character of the existing market. Additional regulatory measures will be taken to preserve the physical character and identity of Eastern Market's historic core, but are flexible enough to enable new development there as well.

Implementing the recommendations described in this document will enhance the existing market and blend its expansion into a greater Eastern Market. The expanded neighborhood will be attractive for residents, employees, and visitors and ensure that Eastern Market continues to play a significant role in Detroit's history for future generations.





Endnotes

- ¹ See documents related to the *I-375 Improvement Project* available at https://www.michigan.gov/mdot/0,4616,7-151-9621_11058_75084---.00.html.
- ² Michigan Department of Transportation (MDOT) funding will be sought for some of the most critical improvements to facilitate initial investments in the GEM. Sidewalk repair and street tree planting will be implemented by property owners in the GEM as new food business buildings are developed. Property owners are also responsible for sidewalk repair and street tree plantings in the Core Market, however, responsibility for these may be taken on by Eastern Market Corporation (EMC) at EMC's discretion.
- ³ Safe Routes to School (SRTS) is a federally recognized strategy to promote walking and biking among school-age children as their primary means of commuting to school through infrastructure improvements, policy changes, education, and incentives. Federal funding for SRTS may be applied to implement initiatives developed at the local or metropolitan level, as well as by school districts themselves.
- ⁴ For more detailed information on bike lane improvements on Saint Aubin and Chene Streets see page 73.
- ⁵ The replacement of this bridge was completed in December 2018 as part of the *I-94 Modernization Project*. For more information see documents available at https://i94detroit.org.
- ⁶ For more detailed information on the proposed protected bike lanes on Wilkins St see page 79.
- ⁷ Bike lanes on Gratiot Ave were proposed in the Regional Transit Authority of Southeast Michigan's *Gratiot Avenue Transit Study: Locally Preferred Alternative Report*, dated 5/31/16.
- ⁸ Cost estimates for these street improvements include only rough estimates for sidewalk repair and street trees. The exact amount of sidewalk that will need to be replaced and the exact number of trees that can be planted within the existing width of sidewalk should be determined through on-site reconnaissance. The number of streetlights should be determined in the same manner, and can be assumed to cost \$5,000 per unit, including installation. This assumes the same street light model that is used on Russell St will be used on these corridors as well.
- ⁹ For more information on the potential for growth in the residential, commercial, and food business sectors within Eastern Market and the GEM, see Appendix A, available at https://detroitmi.gov/departments/planning-and-development-department/central-design-region/eastern-market.
- ¹⁰ For a list of street segments that are proposed to be decommissioned, see pages 94, 96, and 98.
- ¹¹ See Chapter 5, which covers the Stormwater Management Network Plan, for more information on greenways and their role in helping new development to comply with City stormwater management regulations, including the PCSWMO.
- 12 See note 3 above.
- ¹³ For more detailed information on design guidelines than is provided in this section, see Appendix C, available at https://detroitmi.gov/departments/planning-and-development-department/central-design-region/eastern-market.
- ¹⁴ See documents related to the I-375 Improvement Project available at https://www.michigan.gov/mdot/0,4616,7-151-9621_11058_75084---.00.html.
- ¹⁵ For more information on the proposed land use and zoning for the GEM, see page 61.
- ¹⁶ For more information on proposed live-work uses, see page 75 and Appendix C, available at https://detroitmi.gov/departments/planning-and-development-department/central-design-region/eastern-market.
- ¹⁷ For more information on improvements for bike and semi-trailer movement, see page 73.
- ¹⁸ The Eastern Market 2025 Strategy noted that residents of the adjacent Forest Park neighborhood commented that the cul-de-sac "creates a circulation problem for everyone and is not an adequate traffic-calming solution" and recommended reconnecting Russell and E Canfield St.
- ¹⁹ For more information, see page 73.
- ²⁰ For more detailed information on design guidelines than is provided in this section, see Appendix C, available at https://detroitmi.gov/departments/planning-and-development-department/central-design-region/eastern-market.
- ²¹ For more information on proposed land use changes in the Core Market, see page 75.
- ²² See note 1 above.
- ²³ Michigan does not currently have a state historic preservation tax credit program, although two pending bills, Michigan Senate Bill 469 and Michigan House Bill 5178 (both introduced in 2017), would reinstate it.
- ²⁴ These include the buildings at 2902 Orleans St, 1957 Brewster St, 1857 Alfred St, 1901 Adelaide St, 1911 Gratiot Ave, and 1451 Gratiot Ave.
- 25 See note 20 above.
- ²⁶ Plans proposed as part of the *I-375 Improvement Project* present another opportunity to reduce in-and-out traffic congestion on Russell Street. They include widening the northern E Fisher Service Dr so it can be converted from one-way to two-way traffic, which would enable the surface lot south of Shed 2 to close its access point on Russell St and have all traffic come into and out of E Fisher Service Dr.
- $^{\rm 27}\,\mbox{See}$ page 77 for more information.
- 28 See note 20 above.
- ²⁹ See note 20 above.

References

- *I-94 Modernization Project* (ongoing)
- *I-375 Improvement Project* (2019)
- Eastern Market 2025 Strategy (January 2016)
- Bridging Food & Families: Living, Working and Growing in Greater Downtown (Summer 2016)
- Detroit Wholesale Produce Terminal Feasibility Study (July 2016)
- Gratiot Avenue Transit Study: Locally Preferred Alternative Report (May 2016)
- 7.2 SQ MI: A Report on Greater Downtown Detroit (2nd ed., February 2015)
- Clean Water, Good Food, Great Place: Eastern Market Green Stormwater Management Strategy (March 2015)
- Eastern Market Targeted Redevelopment Area Project (July 2013)