

AN ADVISORY SERVICES PANEL REPORT

Eastern Market Detroit, Michigan



Urban Land
Institute

Detroit Eastern Market Detroit, Michigan

Revitalization of Southeast Michigan's Food Center

December 5–10, 2004
An Advisory Services Panel Report

ULI—the Urban Land Institute
1025 Thomas Jefferson Street, N.W.
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About ULI—the Urban Land Institute

ULI—the Urban Land Institute is a non-profit research and education organization that promotes responsible leadership in the use of land in order to enhance the total environment.

The Institute maintains a membership representing a broad spectrum of interests and sponsors a wide variety of educational programs and forums to encourage an open exchange of ideas and sharing of experience. ULI initiates research that anticipates emerging land use trends and issues and proposes creative solutions based on that research; provides advisory services; and publishes a wide variety of materials to disseminate information on land use and development.

Established in 1936, the Institute today has 26,000 members and associates from 80 countries, representing the entire spectrum of the land use and development disciplines. Professionals represented

include developers, builders, property owners, investors, architects, public officials, planners, real estate brokers, appraisers, attorneys, engineers, financiers, academics, students, and librarians. ULI relies heavily on the experience of its members. It is through member involvement and information resources that ULI has been able to set standards of excellence in development practice. The Institute has long been recognized as one of America's most respected and widely quoted sources of objective information on urban planning, growth, and development.

This Advisory Services panel report is intended to further the objectives of the Institute and to make authoritative information generally available to those seeking knowledge in the field of urban land use.

Richard M. Rosan
President

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About ULI Advisory Services

The goal of ULI's Advisory Services Program is to bring the finest expertise in the real estate field to bear on complex land use planning and development projects, programs, and policies. Since 1947, this program has assembled well over 400 ULI-member teams to help sponsors find creative, practical solutions for issues such as downtown redevelopment, land management strategies, evaluation of development potential, growth management, community revitalization, brownfields redevelopment, military base reuse, provision of low-cost and affordable housing, and asset management strategies, among other matters. A wide variety of public, private, and nonprofit organizations have contracted for ULI's Advisory Services.

Each panel team is composed of highly qualified professionals who volunteer their time to ULI. They are chosen for their knowledge of the panel topic and screened to ensure their objectivity. ULI panel teams are interdisciplinary and typically include several developers, a landscape architect, a planner, a market analyst, a finance expert, and others with the niche expertise needed to address a given project. ULI teams provide a holistic look at development problems. Each panel is chaired by a respected ULI member with previous panel experience.

The agenda for a five-day panel assignment is intensive. It includes an in-depth briefing day composed of a tour of the site and meetings with sponsor representatives; a day of hour-long interviews of typically 50 to 75 key community representatives; and two days of formulating recommendations. Many long nights of discussion precede the panel's conclusions. On the final day on site, the panel makes an oral presentation of its findings and conclusions to the sponsor. A written report is prepared and published.

Because the sponsoring entities are responsible for significant preparation before the panel's visit, including sending extensive briefing materials to each member and arranging for the panel to meet with key local community members and stakeholders in the project under consideration, partic-

ipants in ULI's five-day panel assignments are able to make accurate assessments of a sponsor's issues and to provide recommendations in a compressed amount of time.

A major strength of the program is ULI's unique ability to draw on the knowledge and expertise of its members, including land developers and owners, public officials, academicians, representatives of financial institutions, and others. In fulfillment of the mission of the Urban Land Institute, this Advisory Services panel report is intended to provide objective advice that will promote the responsible use of land to enhance the environment.

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This effort incorporated the support of many people, as represented by the broad participation of stakeholders on the Eastern Market Steering Committee. The committee was organized to initiate an advisory panel, assist in funding the associated services and activities, provide support in the preparation of briefing materials, and make suggestions regarding interviewees. The panel appreciated the time that the committee members spent with the panel. These groups and lead representatives are Eric Larson, chairman of the ULI Detroit District Council; Anika Goss-Foster, program director for Local Initiatives Support Corporation (LISC); Mary Fowlie, group senior vice president with Standard Federal Bank; Marsha Bruhn, director of the City of Detroit Planning Commission; Karen Dumas, director of the City of Detroit Culture, Arts, and Tourism Department; and Burney Johnson, director of Planning Activities for the City of Detroit Planning and Development Department. Significant financial assistance was also provided by the Hudson-Webber Foundation, the Ford Foundation, and the ULI Foundation.

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The panel gained significant insights from the thorough briefing materials and the guided tour of the Eastern Market District and the surrounding areas, including the downtown and the waterfront. In addition, the panel had the opportunity to interview nearly 60 key area stakeholders, each of whom provided useful information. These interviewees included those persons involved in the city's redevelopment—public officials, business owners, representatives of various neighborhood groups and nonprofit associations, residents, and steering committee members.

The ULI staff appreciates the work that went into preparing for the panel and assisting the group while on site. The panel hopes its efforts will prove fruitful to the Eastern Market District and to the city as a whole.

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Foreword: The Panel's Assignment

Detroit is a city where significant redevelopment is occurring along the waterfront and in the downtown. The Renaissance Center is located on the waterfront together with the new Tri-Centennial State Park, along which major improvements are planned for a three-mile Riverwalk. Downtown is the site of the new Compuware headquarters building, the redevelopment of five loft housing projects, two stadiums, and a number of cultural venues. These two areas are interconnected by a people mover. In addition, the city's four major existing radials are being transformed into landscaped boulevards.

Mayor Kilpatrick has designated the Eastern Market District as a key area, ripe to become a third hub of redevelopment for the city. This Urban Land Institute Advisory Services panel was commissioned by the city's stakeholders to consider how Eastern Market can become more of a consumer destination and how best the area around the market can be redeveloped.

Context

The Eastern Market has traditionally been identified as the food distribution district for southeast Michigan. Since 1891, the historic core farmers market has continuously operated as a venue for regional producers to market their crops and farm-fresh products. Over the years, other commercial activities developed around the core market that primarily consist of food-related retail, wholesale, and mixed retail/wholesale business uses. In addition, several support service businesses exist in the district as well as some non-traditional housing units, such as second-floor loft apartments.

The Eastern Market District lies immediately adjacent to the redevelopment activity that has already occurred and is under construction in the downtown. A very special place that deserves

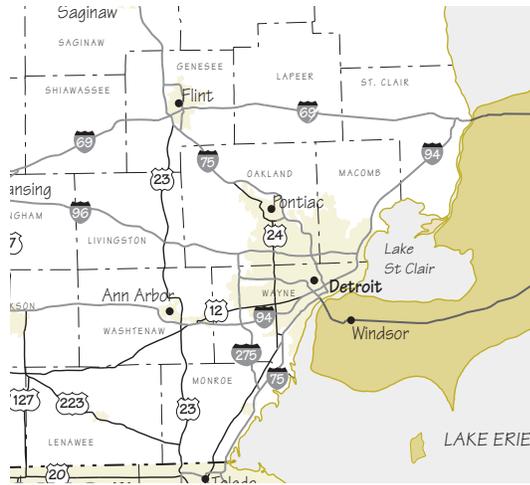
special attention, the Detroit Eastern Market is remembered affectionately by almost all Detroiters. It seems to be a part of everyone's personal history. It is a place their grandmother took them to buy groceries, a place their grandfather taught them the art of negotiation as they sat in a red wagon full of produce, a place their family has operated an entrepreneurial enterprise and raised several close-knit generations of family, a place their mother taught them how to pick the best fruits and vegetables, a place friends gather for meals in a restaurant known for its history and great food . . . and much more.

The panel learned that Eastern Market is not just the food center of the region. It is, perhaps just as important, something like the kitchen in everyone's home—a truly communal gathering place. It is the one area in the city where everyone comes

Location map.



Regional map.



together, regardless of ethnicity, age, and income. All Detroiters, regardless of their history or personal circumstance, seem to consider Eastern Market a special place.

However, like most historic places well worn over time, the market needs some serious refurbishment. Renovation of the sheds is scheduled to occur, and careful reconstruction is required so as not to damage the basic structure or the historic features that make the market a special place. A substantial degree of respect and care must be taken to ensure that the improvements will be of lasting positive value to the real essence of the place and not just physically new.

The Assignment

The panel found that the existing strengths of the Eastern Market are substantial and the opportunities for successful redevelopment are very real. The panel was asked to define a plan that will safeguard and enhance existing operations of the

historic Eastern Market while allowing for the redevelopment of a vibrant community around the marketplace. The district includes 50 acres of both vacant and city-owned property. The challenge was to identify additional land uses that would complement existing operations and to recommend a management plan for the entire district.

Toward that end, the panel analyzed existing market offerings and physical challenges and explored the potential for new uses. The overriding goal was to enhance Eastern Market as southeast Michigan's food center and rebuild around it.

Efforts focused on various aspects of the assignment, but primarily on business and economic development opportunities, the physical plan for redevelopment, and the management structure. The panel believes that redevelopment activity can be complemented by new employment opportunities and job development. It is important that the people of the city benefit directly through job training to help equip more people with the kinds of skills that can be demonstrated at new jobs associated with the proposed redevelopment and expanded services.

The panel worked to identify the best mix of residential, retail and entertainment, business, distribution, and food-related uses that are economically feasible and synergistic. Spin-off development options were explored as well as the economic drivers necessary to retain and enhance existing businesses, both wholesale and retail. Development potential of city-owned land was considered for highest and best use.

The panel reviewed numerous planning studies done for Eastern Market since 1996 and incorporated aspects of each into its recommendations.



The panel took into account concerns that distribution services would negatively affect new uses in its determination of optimal traffic flow and parking for the district. Connectivity among uses and between areas was studied for the benefit of pedestrians, vehicles, and trucks.

Land assemblage is required for redevelopment to occur. The panel made recommendations on how to proceed in bundling parcels for development. The panel was asked to articulate the mechanisms and processes that can be used for land disposition. In addition, the panel was asked to

define a management plan for the Eastern Market District and elaborate on the roles of the public, private, and nonprofit sectors. Last, the panel was asked about the most-effective marketing strategies to reintroduce Eastern Market and the district as a place to live, to visit, and to do business.

Overall the panel's strategy focused on how to create a "destination" at the marketplace and how to develop a supporting community around this historic landmark.

Summary of Findings and Recommendations

Eastern Market is a genuine, long-standing city institution to which many residents of the metropolitan Detroit area have emotional ties. The market is distinctive for many reasons; not only does it serve as both a retail and wholesale food center, but it also serves as a gathering place for all segments of the population. People come together at the market to shop and browse; to attend events; to go to restaurants, bars, and clubs; and to live and work. The nine-acre historic shed area defines the core of Eastern Market and is lined by storefronts along Russell and Riopelle streets.

Asked to determine the best mix of land use opportunities for the Eastern Market District, a 230-acre area surrounding the public marketplace, the panel identified new and expanded uses and needed improvements to support existing assets in a redevelopment plan that encompasses the vacant and underused parcels within the district. Suggestions on how to accomplish these results deal with financial imperatives and operational requirements.

Constraints dealing with redevelopment included a few “givens.” First, the sheds are historic structures and will remain, and second, any new uses introduced to the district must be able to coexist with the working industrial area. New land uses must be planned so that all uses can thrive.

The Vision

In order for the Eastern Market District to evolve, the panel formulated a vision based on the district’s multifaceted nature. The main thrust is to build on its assets as a well-known public market to create a place that will occupy a vital position within the city and the region for many more generations. The advisory panel’s recommendations are a refinement of previous plans. The panel commends the planning efforts done in

the past and incorporates aspects of those plans in the proposals.

In organizing land uses, the panel designated four distinct planning areas for redevelopment and new land uses: the Shed Square Area, the Mixed-Use Area, the Warehouse/Processing Business Park Area, and the Residential Area. (Note that residential use is prescribed for an area just beyond the boundaries of the District.)

A summary of the panel’s findings follows. The proposed land use and management plans attempt to define the Eastern Market District as a place where

- People of all social, economic, and ethnic backgrounds will continue to come together around the marketplace and the associated resources and activities.
- New job opportunities will be created and job training will be made available to prepare people for jobs in the food-related and service industries situated in the district and throughout the region.
- The economic activity and focus on services that businesses need to be successful will assist existing wholesale and retail businesses to expand and attract new development to the district. Additional business activity will lead to more jobs and a program for job training to benefit area residents.
- Business and conventional educational resources, with an emphasis on economic and food-related offerings, will partner to better serve the needs of current and future residents of the district and the adjoining neighborhoods. This partnership can help build community while enhancing the residents’ quality of life and providing more events and special programs, which in turn will provide the demand for extended operations.

- An orderly, well-managed land assembly and disposition program will make the realization of the physical development process more predictable. Development of available land surrounding the marketplace will help supplement market services and activities.
- A pedestrian plaza, added green space, improved traffic flow, and parking, as well as better access and signage from surrounding roadways, will increase the visibility of the marketplace, thus attracting more visitors and improving physical connectivity with adjoining neighborhoods.
- A marketing program should be instituted to promote public awareness of Eastern Market and create a stronger public presence for the market within the city. Part of the marketing effort should focus on an increase of farmer-dominant produce, emphasizing offerings that are “farm fresh.”
- New housing will be accessible both physically and financially to all who wish to live near the district. Other types of spin-off development resulting from public improvements and the addition of new land uses will occur and will further stimulate expansion of new uses.
- A single governing entity as well as a Management Group and a Business Improvement District (BID) will replace current city management.
- The people who live and work in the Eastern Market District will enjoy an “expectation of success” reinforced by real economic empowerment and opportunity.

Basically, the panel supports an expansion of the activities that currently exist within a defined land use plan incorporating improved circulation,

better linkages within the district and to the surrounding areas, and a management plan that helps guarantee responsible redevelopment.

There was consensus that the market area should maintain its commercial and wholesale food-distribution mix as part the redevelopment plan. Winterizing Shed 3, renovating the market’s parking garage to incorporate retail storefronts at ground level, and improving the entry to the district and its connection to the surroundings are all strategies designed to expand the functions associated with the marketplace.

Crucial to success is the recommendation that the city relinquish control of the management of the shed buildings. With a new governing entity, a public/private Management Group, and the formation of a BID, the longevity of Eastern Market should be ensured. Adopting a self-imposed tax (such as the BID) will create revenue to help clean up the streets and the buildings and improve public spaces and signage. This special tax is critical to the success of the plan because the BID will guarantee these improvements.

Although the proposed recommendations do not present any major new uses, the panel’s recommendations are programmatic and are designed to safeguard and build upon the existing assets. The proposed plan shows how the district can be reorganized into distinct planning areas that are designated to safeguard and upgrade what currently exists. The panel believes reorganization will lead to expansion of services and land uses, and many more visitors will be attracted to the market. The Eastern Market District should become a third hub of activity for the city of Detroit.

Market Potential

Given the permanence of the existing sheds and retail and wholesale functions, the purpose of this analysis is to identify complementary infill land uses and to forecast prospective uses of nearby vacant and underused land that will be mutually supportive. This section describes the real estate market's general behavior, highlights the Eastern Market District's assets, and identifies its market potential.

Market Overview

As Detroit's economy has suburbanized since 1960, the city's employment and residential bases have declined. Beginning in 1977, major investment has been made in downtown office space as well as in multifamily housing, a trend that has accelerated since 1995.

Since 2000, multifamily development has also occurred in nodes along the Woodward Avenue and Jefferson Avenue corridors. These projects are testimony to the city's competitiveness for empty-nester households and others seeking to reduce their commuting time. Values of the market-rate condominium subsector product generally range from \$90 to \$120 per square foot, depending upon amenities.

In recent years, the central business district (CBD) has attracted most of the large single- and multi-tenant office space. The Class A and B office space market rents are generally \$10 to \$29 per square foot. Because the multitenant average vacancy rate is about 14 percent, an overhang exists in this product that will take some time to reduce.

Detroit has fewer stores than its market could support, and the product that does exist is not well distributed among the city's neighborhoods. Recent new retail investments have been relatively small-scale mixed-use projects, among which is Riverbend Plaza and drugstore, comprising 285,000 square feet in the Jefferson Avenue

corridor, and a 9,000-square-foot bakery on Mack Avenue called Milano Bakery. Although no malls are in the development permission pipeline, entrepreneurs are trending toward niche markets such as those served by the Eastern Market.

Existing Assets

For more than 113 years, Eastern Market has provided vendor stalls, retail building space, and fabrication of wholesale products. Some third-generation businesses have experienced the ebb and flow of types and quality of products and services, sales revenue, and customer characteristics. Family histories are replete with weekly visits to buy food-stuffs, eat out, and be entertained.

Community Leadership

Public and corporate leaders have supported four previous analyses of the Eastern Market area in recent years, working toward a consensus on project improvements. As a result, the most relevant portions of that body of work provided an important foundation for the ULI panel's analysis. Implementing project improvements will increase the Eastern Market area's capacity, advance its physical attractiveness, reduce private investors' risks, and put its management on a sound footing. The importance of this support for a new vision and financial underpinning of the vision cannot be underestimated.

Historic Characteristics

Eastern Market is a special feature of Detroit's cultural and architectural history. Meticulous restoration and improved maintenance of existing buildings and grounds will enhance the resource and help support market growth. The "curb appeal" of adjacent blocks would be substantially improved by returning levels of maintenance and building code enforcement to those of previous years.

Land Supply

The 230-acre Eastern Market District includes about 50 acres of vacant and city-owned land. This resource provides opportunities to assemble developable parcels, market ready-to-build sites, design vehicular and pedestrian access systems to contemporary standards, and cluster compatible uses. Enough vacant land exists in the district to accommodate temporary low-density land uses such as agriculture and surface parking until demand for more-intensive uses occurs.

Market Size

Although the city has lost nearly 1 million residents during the past 40 years, the three-county metropolitan area has 4.4 million people and is slowly growing. Large numbers of households, which relocated from the central city to suburban jurisdictions, have been Eastern Market customers and many of them continue to be. In recent years, residential construction has added approximately 500 housing units in the CBD and along the Woodward Avenue corridor. Because most retail sales are resident-based, these occupied units increase the Eastern Market's potential sales and demand for new products that are not presently offered.

ESRI Business Information Systems, a data service, estimated that in 2004 the number of households located within three miles of the Gratiot Avenue–Russell Street intersection exceeded 42,000 and its retail expenditure potential was more than \$593 million. As physical improvements are made in the district and product selection and quality are enhanced, it will capture a greater share of these retail sales. The June 2003 Strategic Reinvestment Plan prepared by Project for Public Spaces estimated the potential share of food sales to be between 10 and 13 percent, depending upon the type of food.

In the neighborhoods west of Eastern Market, which constitute the greater downtown, an estimated 130,000 jobs exist. Among the largest employers are General Motors and affiliated companies, the eight hospitals forming the Detroit Medical Center, Wayne State University's main campus, and local government agencies. Nearby employees constitute a large but only partially



This view of Eastern Market shows development potential at the southern gateway.

tapped sales potential because most of Eastern Market's retail operating hours are scheduled on Saturday when the majority of these workers are at home in the suburbs.

Accessibility

The district is well served by the region's highway system. The site is bordered on the west by Interstate 75, with a full interchange at Mack Avenue (the northern boundary), and to the south by Gratiot Avenue, which has nine lanes. St. Aubin Street serves as the eastern boundary. The primary north-south roadways are Russell and Orleans streets, which serve as the district's central spine. Most of the street rights-of-way include sidewalks for pedestrians and bicyclists. Dequindre Cut, the former Grand Trunk railroad right-of-way to the east of the shed area, is planned as a landscaped pathway. It will link the Eastern Market District with the Detroit River and the Riverwalk under construction eastward from the CBD to Belle Isle.

An estimated 75 percent of Eastern Market's customers come from a 16-mile radius. According to a 1999 telephone survey of Detroit households, 63 percent had annual incomes under \$40,000. Within three miles of Eastern Market, the median household income was \$23,000 in 2004. These households are generally dependent on popular pricing of products available at Eastern Market and other places at which they shop. When the Farmer Jack supermarkets left the city, many of these households became even more dependent upon shopping alternatives for food and other products.

Storefronts along the west side of Russell Street. Many in the community hope to see businesses operating more often and open for longer hours.



Visitor Attractions

During the past ten years, a dramatic increase has occurred in entertainment venues located in the CBD, all of which are within walking distance of Eastern Market. They include the 65,500-seat Ford Field, 43,500-seat Comerica Park, Gem and Century Theatre, Max M. Fisher Music Center, Fox Theater, Michigan Opera Theatre, State Theatre, and Campus Martius Park. Their typical uses will be enhanced by festivals, concerts, and sports tournaments. Eastern Market already hosts three special events annually, as well as football tailgating parties and weekly guided tours designed to attract newcomers.

Business Activities

Although produce and flower sales from the market's sheds are concentrated on Saturdays from May to October, many retailers are open much longer hours throughout the year, and wholesale business activities are most intense between midnight and six in the morning. Employees and customers of existing businesses provide a foundation for increasing business hours to capture more of their expenditure potential and for attracting spin-off development within the district.

Labor Force

Within three miles of Eastern Market, about 32,000 people are in the labor force or may be candidates to join it. Some of them may be interested in taking jobs at Eastern Market or in training to advance their careers in the service and other industries in which opportunities for advancement are typically available. As the capacity of nearby visitor attractions and the number of visitors have increased, the hospitality industry's employment, in

particular, has also increased. These jobs include restaurant and associated food services. For example, Milano Bakery represents the type of establishment that can multiply when an increased customer base is created. Special events also require additional workers.

In particular, the market provides a potential for jobs that do not require higher education. The wholesale and retail food industry offers opportunities for employment that may begin with modest educational requirements, but where advancement is based on skills learned through on-the-job training. In addition to these jobs, opportunities exist for those with business acumen interested in management, maintenance, and construction as well as entrepreneurship.

Foundation Support

Many foundations and corporations have strong track records supporting community development in Detroit. This support includes analysis of the Eastern Market's functions and potential; private investment in its market area; social programs for residents; and funding public uses for the benefit of employees, residents, and visitors. This support is expected to continue at levels yet to be determined.

Government Support

Over the years, the city has had a special relationship to Eastern Market that includes land and building ownership, capital investments, planning, asset maintenance, financial partnerships with private investors, and marketing the real property resources. The public sector and public/private partnerships initiated the various planning studies for the area.

What Is Good, and What Can Be Better

Some cool things are cooking in the "kitchen," maybe not enough for a well-balanced meal, but the panel does believe there are some good ingredients to build on. The city must build on what exists—a rich history of diverse cultures that comes together around food, plants, and flowers. The Eastern Market District can be filled in and enriched in a variety of ways.

Marketing

First, various systems that lead to success must be created: safety, signage, graphics, lighting, and convenient parking must be provided. Eastern Market must be sold to the public. An advertising program should be developed. Management must advertise what the market has to offer, and it must develop a program that will help determine what the market can become. For example, the existing graphics, starting with the big red rooster head, can define the center of the marketplace. “Under the red rooster” can be the place to meet.

Numerous public events should be promoted. Information should be easy to come by: a telephone line should list location, hours, and special events. The website should be updated and maintained with a series of new ideas—new things it is “cooking up.” E-mail should be widely used to contact and inform the interested wholesale and retail customer base about current and upcoming events. *Market the whole district.*

Good service is key in attracting repeat customers. Provide good service and the district’s existing customers will help through word of mouth to spread the word on new improvements being made. A new environment should be created—one that is warm, welcoming, safe, like a “friendly kitchen” where it’s always good to explore and purchase all sorts of items. This marketing concept means creating a place where people stop to pick up flowers and a bottle of wine on the way to a friend’s house, grab dinner after working late, meet friends for lunch, or find the “fixins” for that favorite meal. It should be a place where customers know they will find whatever food-related items they are looking for.

The Environment

The physical environment of the marketplace needs to be cleaned up to provide the necessary curb appeal that tempts people to visit. There must be safe, secure, and well-lit parking and common areas, and clean, consistent trash control. The plans to improve and update the main sheds should be implemented, and abandoned buildings should be demolished. A plan for the area should create a distinctive place, a “feel” that is unique to the district. This plan can be accomplished through the use of paving, landscaping, signage, and graphics.



Above: The mural on the southern facade of Shed 2 was painted in the late 1970s. Left: A typical market day along Russell Street.

Customer, trucker, and vendor parking regulations need to be delineated with signage and way finding. Circulation needs to vary depending on certain times—circulation is different for the Saturday market day; wholesale distribution early in the mornings; and entertainment, nighttime, and special events.

Spin-Off Development

Various appropriate spin-off development possibilities could result from improvements to Eastern Market. The following land uses are feasible, compatible, and complementary with the existing businesses:

Expand existing wholesale operations. Several of the existing wholesalers are interested in expanding or have current plans to expand their operations. A defined area for these businesses to grow must be fostered so that businesses can operate efficiently and help attract related providers.

Expand existing retail operations. Some of the existing restaurants and bars or clubs are already planning expansions at their current locations or nearby. Existing city retail businesses are currently looking for ways to expand or relocate in the district. Existing merchants welcome the increased competition, knowing that more choices for the customer will help attract more visitors to the area. This unique opportunity in the Eastern Market District to offer retail “front-door” and wholesale “back-door” operations should be encouraged.

Expand the current Market Shed vendor base and product mix. There is a market for fresh farmer-direct produce and plants. There is another market for the discounted wholesaler-surplus product. By identifying each of these product types, the customers can more easily find what they want and the overall quality will be more reliable. Different products could be available on different days or at different times. Currently, stall operators reserve their space on an annual basis and may be selling on Saturdays only and not during all seasons. Although this schedule is desirable for the majority of the long-term vendors, some space may be reserved for rotating vendors.

Implement the proposed plans to winterize Shed 3 and improve the surrounds. This improvement will make the marketplace inviting seven days a week, as recommended in the 2003 Eastern Market Reinvestment Strategy developed by the Greater Downtown Partnership.

Offer variety. Hold a midweek take-home market night; spotlight an arts and crafts and homemade items day midweek; expand the vendor mix to include more than food and flowers; feature organic growers; designate an antique, jewelry, and unusual items area.

Create food-related education. Use this opportunity to expand the unique attributes of the “kitchen.” The city has a large underemployed and undereducated population. These needs are already recognized and addressed by several nonprofit groups training individuals in job-readiness skills. These programs could be feeders to education and job placement focusing on:

- Hospitality training and education;
- Food service preparation and handling;
- Health and nutrition training;
- Restaurant and catering needs;
- Hotel and commercial kitchen service; or
- Customer service.

Development Assistance and Market Support

Through the help of foundation grants and by working with local merchants and vendors to mentor individuals, successive steps to healthy self-sufficiency can be created. It is important to encourage social interaction among disparate groups and improve family nutrition.

Although few residents currently live in the Eastern Market District, it is surrounded by users from the nearby Cultural Center, including Wayne State University, Detroit Medical Center, the museum campus, and adjacent residential neighborhoods that could rely on Eastern Market as their household market. The panel suggests that Eastern Market add to its offerings and serve the sur-



The panel recommended an increase in street performers and events held at Eastern Market.



Far left: A one-year teen boxing event, cosponsored by EMAC and Kronk Gym, was held on Sundays to activate the market. The program, which attracted almost 3,000 visitors, was designed to teach discipline and goal setting to area youth. Left: The street performer pictured here at Flower Day reflects this multiethnic event that attracts visitors from all over the region.



rounding neighbors with complementary retail uses, such as dairy products, canned goods, and household products. After those expanded services are implemented, customers will be able to enjoy the market experience without having to go elsewhere to purchase supplemental items unavailable there.

Space on vacant land adjacent to the neighborhood charter school may be available for a demonstration garden to teach the children. Community actions can include school education trips and tours of the market area to assist in educating about nutrition, cooking, food handling, and food distribution.

Entertainment Venues

Various daytime and nighttime opportunities exist for expanding the current entertainment venues. A variety of events could be programmed throughout the year in an effort to attract more visitors and increase the number of people with a commitment to Eastern Market.

Daytime activities. Families may be attracted to the market to relive the experience of their youth. It should be a place to meet friends—under the screaming red rooster—and explore. Expanded hours, days, and product mix should be marketed so that the market does not remain a Saturday-

only place. There should be different days and different vendor products, different ethnic food specialties, fresh and prepared food, and eat-in/take-home options. “Fresh” means fresh ideas and fresh products every day.

- A commercial kitchen could serve as a culinary incubator for food-service job training, a place to learn to cook, a source of information about ethnic specialties and gourmet cooking classes, a venue for nutrition education classes, and a center for excess product recycling to homeless shelters.
- Saturdays are so popular that customers need to park farther away and are sometimes concerned about the safety of their cars. Area children could be hired to carry purchases to the cars using traditional red wagons, provided that the wagons are returned to a central location.
- Tailgating events are already popular, but currently most people bring their supplies with them. Merchants should advertise food packages on fliers and on the Web so that food can be preordered for pickup or for delivery on site to the customer’s car. Meals could be offered at all entertainment events located at the market.
- Police on horseback give a friendly feel while keeping the security above eye level on crowded days.
- Offer a petting zoo. The animals could also be fed the surplus produce as part of a recycling awareness plan.
- Festivals and special events can be expanded and marketed, including buskers (street performers).
- Arts and crafts fairs with different ethnic and cultural themes (African, Amish, German, Hispanic, Islamic, etc.) could be scheduled on a regular basis.
- Boxing and other sporting or organizational activities can be expanded and marketed, such as a Boy Scout soap box derby, Girl Scout cookie sales, grandparents’ day at the market, a 4-H fair, and Future Farmers of America exhibits.

Nighttime activities. Clubs and bars for live music have survived for a long time, attracting a diverse audience. More clubs with live acts—both traveling and local—would “keep the funk alive” and add to the flavor; they could help define the 2004 Motown sound. Outside movies or live music should be offered in the public event space where folks could gather in warm weather for free or sponsored shows.

Market Projections

Given the large amount of city-owned land in the Market District area, contiguous parcels could be readily assembled. The panel believes that the highest and best use of land in the district is an expansion of existing uses. The food warehouse and service areas could be expanded with appropriate zoning and clear title. Some sites may require environmental remediation for market-ready pad sites. Demand may also exist for expanding existing retail services with housing units above.

New residential areas would be most successful east of St. Aubin Street after physical improvements have begun at Eastern Market, which will help attract new residents to the area. The panel does not recommend hotel, office, or large-scale housing development in the district because of more appropriate sites elsewhere in the city.

The expanded residential units within the district should not significantly affect the downtown market. The downtown market is a higher-end product with a significant inventory of existing historic buildings for loft conversion. This district is, in contrast, the lower end—funky—experiential living above retail. When services are expanded because of the proximity to the Cultural Center and Midtown, some new live/work opportunities may become available.

The panel was not able to quantify the amount of additional business that can be generated in the district. However, the panel believes that when the services offered at Eastern Market are improved and expanded upon, and marketing and advertising is implemented, doubling the number of days when the market is operational should be possible with a core number of vendors, thus ex-

panding services beyond the traditional Saturday market day.

With definition and support of the warehouse district, the panel estimates that warehouse space needs can be increased by 50 percent over the next ten years. When Shed 3 is winterized and updated with surrounding public improvements as proposed, and stalls are kept full, the market should be able to operate profitably at Shed 3 for six or seven days a week. Some stalls can be dedi-

cated to specific uses, and others can be shared for different products and vendors for different days.

It is strategically essential that redevelopment of the market be designed to give people a reason to come to the “kitchen” for food, fun, community spirit, and cultural exchange any day or night . . . to come see “what’s cookin’.”

Planning and Design

Despite the city of Detroit's population loss over the last five decades, population and development in the downtown and midtown areas have recently increased. The Lafayette and Elmwood neighborhoods are a stable anchor to the east of the downtown. With renovation of the General Motors space at the Renaissance Center, estimated to add 10,000 employees, and redevelopment of loft apartments, luring new residents downtown, an ever-increasing need exists to expand the services offered at Eastern Market for a larger population.

At the outset, it is important to note that the panel reviewed the previous studies targeting the Eastern Market District and chose to combine aspects of those previous plans in its recommendations. The panel felt it was important to work with the consensus previously obtained and reflected in those plans. As a result, the panel emphasizes that the current plan is not another new plan but is, instead, a compilation of previous efforts.

Inspired by the passions discovered among those interviewed—residents, politicians, business owners, vendors, clergy, and neighbors—the panel learned that the Eastern Market and its immediate vicinity is well defined to Detroiters and embedded in their collective memories. From this fact, two immediate goals came to the fore as the panel reviewed plans and interviewed stakeholders:

- The Saturday market still exists as a viable community food resource.
- The Eastern Market District is a viable food-related wholesale and processor district.

Multiple generations of families have come to the market and shopped for fresh foods, flowers, and other goods. Multiple generations of wholesalers and retailers have provided these goods and continue to operate businesses that have evolved

over the years to adapt to changes in food tastes as well as changes in the business of food delivery.

Understanding this duality of history and business reality, the panel proposes planning and design recommendations that build upon the historic foundations while providing a future for retail services, job growth, and food industry.

Land Use Considerations: Four Distinct Areas

In general terms, the panel divided the Eastern Market District into four areas: the Shed Square Area between Gratiot Avenue and Wilkins Street along Russell Street; the Mixed-Use Area to the east, extending to St. Aubin Street and west across Russell Street; the Warehouse/Processing Business Park Area to the north and farther west of these two areas; and the Residential Area east of St. Aubin Street.

Shed Square Area

The southern end of the site—the Shed Square Area—is where many visitors enter the Eastern Market District from Gratiot Avenue. It should be considered the front door of the district and should acknowledge the strong sense of place in the minds of residents. Entry signage here, as well as way-finding and parking graphics, should orient visitors arriving by automobile or on foot. Locating a vertical iconic element in the entry area will define and anchor the shed area. The heaviest concentration of activities exists here, centered in the area around the sheds. The planned restoration and rehabilitation of the historic market sheds will allow for expanded services and the resultant increased usage, further designating this area as the center of activity for the district.

The area surrounding the market sheds and primarily facing Russell Street, and secondarily along Riopelle Street, is designated for an expan-

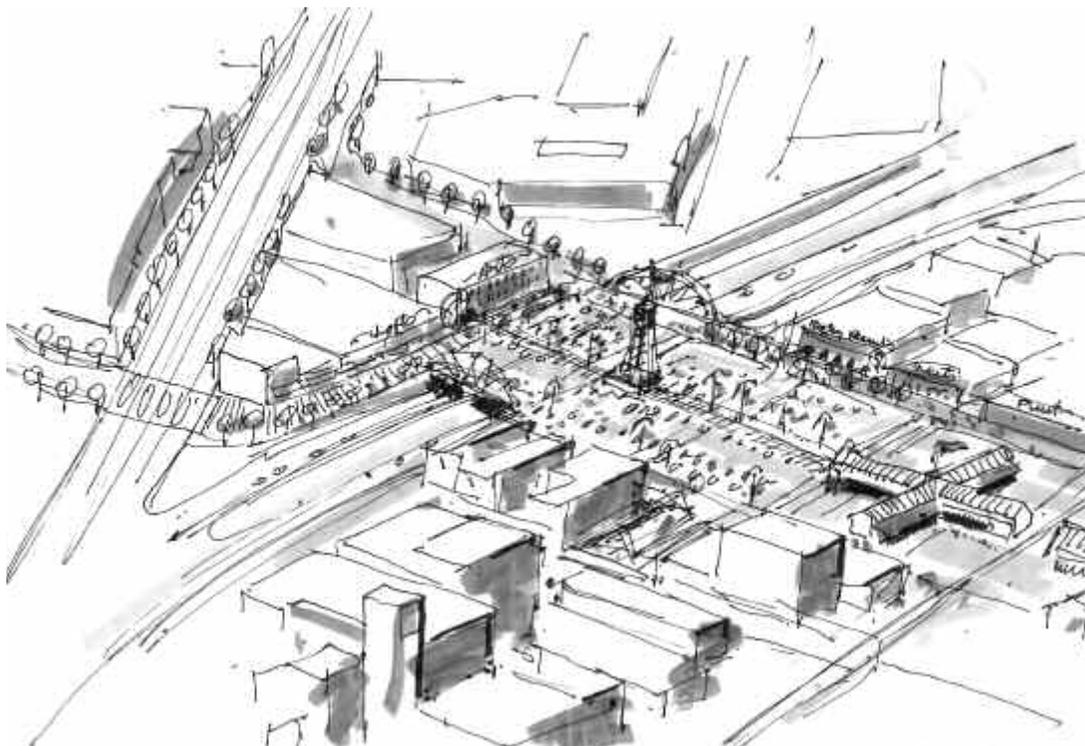
sion of restaurants and clubs and, perhaps, a cooking school. This area is to be the retail focus of the district. Other restaurants and retailers already exist, but the focus of new uses such as these should be within the Shed Square Area, extending north along Russell Street, as appropriate, to Mack Avenue. This effort will build the critical mass necessary to increase activity.

In the longer term, as the area becomes busier, the panel would like to see a more substantial plaza bridging the Interstate 375 entrance ramp to reconnect the neighborhoods south of the district. This bridge would extend the Shed Square Area space across to the stranded Gratiot Central Market and the commercial loft buildings across Gratiot Avenue. Expanding the plaza across Interstate 375 would complete the square and create a large plaza with enhanced retail along its edges.

The section of the pedestrian plaza (refer to accompanying drawing) shows the freeway underneath with a large sculptural feature at the main entry to Eastern Market. This feature could be lit in the evenings—for example, it could be lit with



Land use.



Pedestrian plaza.

It is not uncommon to find a mix of uses throughout the market area. Here galleries and artist lofts are on one side of the street, with a small wholesale food-related business and restaurant on the other.



green lights so that the sculptural form looks like vegetation.

Mixed-Use Area

The next area, which flanks the Shed Square Area and Russell Street, is the Mixed-Use Area. In general, this area continues the smaller scale of streets and lots that helps lend charm to the market. This Mixed-Use Area is currently home to smaller distribution and processing concerns as well as infill loft units, restaurants, and gallery space. Any development within the area should reflect the smaller scale of this mixed-use district in character and design. Only opportunistic housing, artists' lofts, live/work space, and other uses compatible with the late-night nature of the warehouse activities should locate in this area.

The panel wants to encourage the industrial nature of this area. However, the panel recommends that the U.S. Department of Agriculture inspection facility be moved into the northern end of the site, where the blocks and streets are larger and more appropriate for the number of trucks required to use that facility.

This area should retain its distinct “funk factor.” It should pay homage to its warehouse past and present and not morph into a Disney-fied shadow of itself. Currently, retail and dining options in the evening expand into a strong gallery and after-hours music scene featuring jazz and techno music. These alternative uses should remain.

As existing small processors and wholesalers grow, these operations should be relocated to the northern portion of the site, the Warehouse/Processing Business Park Area—where the blocks and streets are larger. Food-related businesses should replace

space in the Mixed-Use Area as buildings and land become available. Culinary schools, an incubator or commercial kitchen, restaurants, test kitchens, or other food-related businesses could benefit from the agglomeration of the Eastern Market District.

Warehouse/Processing Business Park Area

The northern portion of the site is generally reserved for larger food distribution and processing facilities. This component of the plan is important. Specialty foods are a growing business, and this area can capture that market. The Warehouse/Processing Business Park Area supports wholesale and retail food operations. It should be developed and serviced to provide existing businesses with expansion space as well as to recruit and develop new businesses related to food preparation and sales.

This northern portion of the district enjoys good access to Interstate 75 and the part of Mack Avenue east of the interstate has been developed to handle heavy truck traffic. Larger-scale roads and blocks in this portion of the district allow trucks to maneuver more easily while also accommodating multiple trucks.

The Eastern Market District is located close to a dense area of restaurants, hotels, and other facilities that require use of the goods being warehoused. Fortunately, the district benefits from good transportation connection to areas of downtown. Preserving this close-in, medium-sized industrial use is important to downtown Detroit's economy. The Warehouse/Processing Business Park Area can help build support as the economic driver of hospitality and provide a location for an education and training center for food-related businesses. A church and a charter school exist in this area. It is anticipated that expansion of services throughout the Eastern Market District will lead to more jobs, and job-training programs could become co-users of the school during off-hours.

Residential Area

The panel recommends that the largest concentration of new housing be located outside the study area, to the east across St. Aubin Street within the residential blocks. Because so much land is undeveloped or abandoned, opportunities exist for



The Dequindre Cut is scheduled to be improved and will become part of the city's greenway infrastructure. This view shows the current condition of the rail right-of-way as it passes through the study area.

redevelopment, creating a viable concentration of more-traditional Detroit residential housing products. A new residential area in this location also requires a name, perhaps one associated with the Eastern Market District.

Included in this residential area should be a series of parks and open spaces because a need exists for residential recreation land in the vicinity. Green space is symbolically noted on the land use map as an area south of the Residential Area. This open space should be woven throughout any housing development and perhaps linked to the Dequindre Cut Greenway, which, in turn, will link to the Tri-Centennial State Park and Riverwalk on the Detroit River.

Urban Design and Planning Considerations

Urban design considerations are as important as land use characteristics to the success of the redevelopment of the district. Such considerations include not only the scale, materials, and design relationships of infill or renovated buildings, but also the connectivity among the land uses.

Iconic Element

As previously noted, the panel recommends that an iconic vertical element be incorporated into the Shed Square Area of the district, perhaps an element like the water tower, raised high and dramatically lit to establish a beacon for the district.

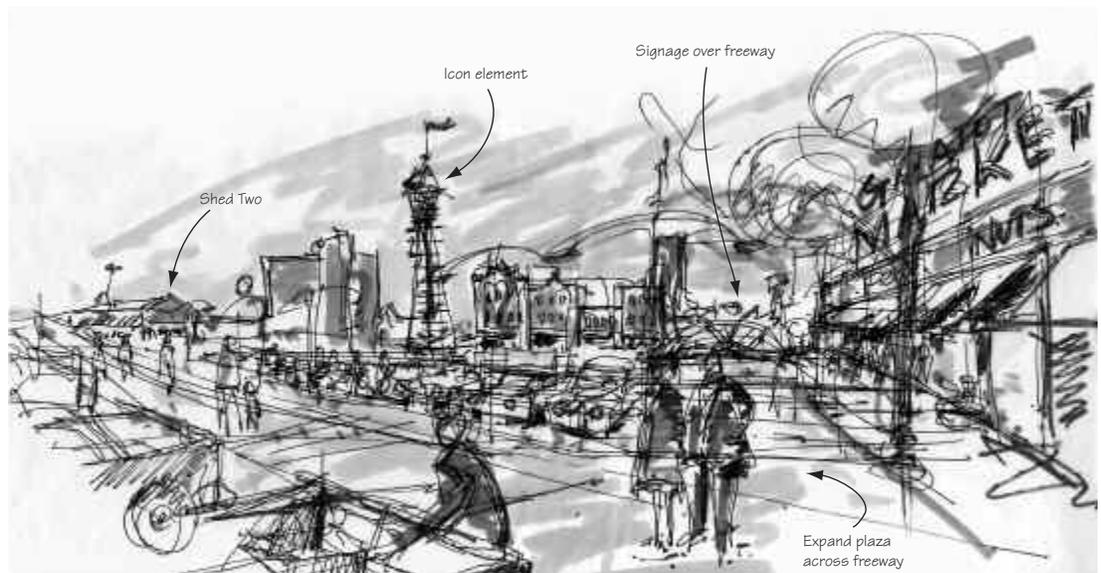
This icon will signal to those entering the area that the Eastern Market District is noteworthy, situated close to the high-rise buildings, the stadiums, and the revitalizing riverfront. This element also rises above the relatively low scale of the sheds and surrounding retail to provide a juxtaposition of scale that draws the eye to the Shed Square Area and signals its importance.

Scale and Materials/Public Space

Again, the panel found the previous studies on urban design to be quite good and has chosen not to reinvent those studies. Careful consideration of scale and materials should be incorporated in developing new buildings or renovating existing buildings, especially those surrounding the historic sheds and near the historic retail buildings along Russell and Riopelle streets. Where possible, old brick should be reused to enhance the historic nature of the building facades.

The proposed development of the public space in front of Shed 2 is an excellent idea. Careful attention should be paid to the look and feel of that area. Renovation and restoration of the surrounding buildings should pick up the themes in the new public space, but the revitalization should not detract from the historic nature of the area. Interesting lighting should emphasize the new (or relocated) iconic element. Lighting is particularly important in the evening—it can transform the place and provide a greater sense of safety. Other elements such as banners and flags are festive and

Vertical icon.



Pedestrian plaza section.



help create the sense of place that the market holds in the minds of Detroiters.

Gateways and Connectivity

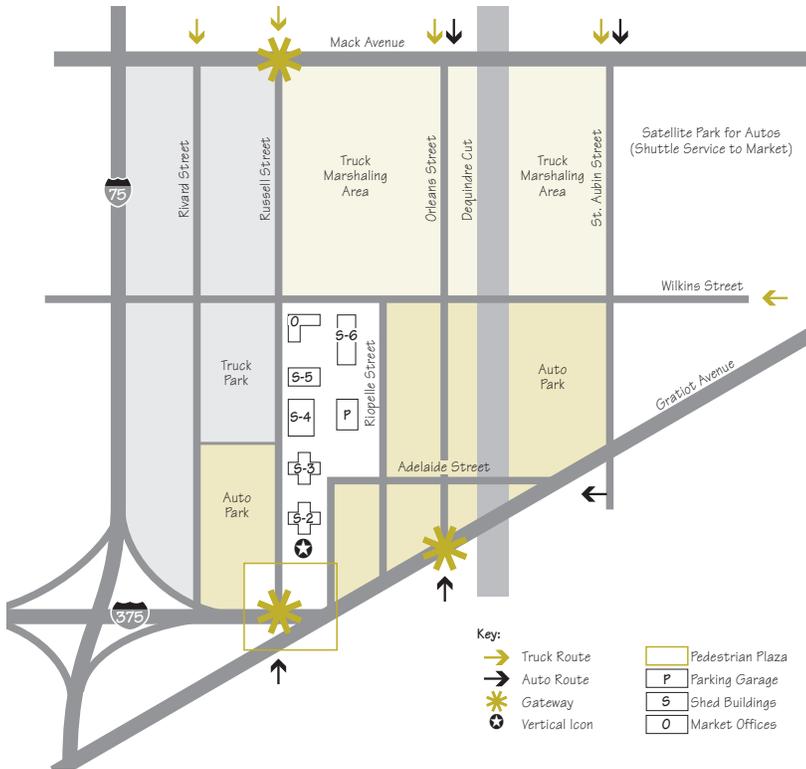
To reinforce the sense of arrival and to help identify the area, gateways should be located at major entry points into the Eastern Market District. These points include the following:

- Mack Avenue and Russell Street;
- Russell Street and Gratiot Avenue; and
- Gratiot Avenue and Orleans Street.

It is important to enhance entryways and connect to the interior circulation plan. The shed area acts as the “kitchen” in the center of the district with linkages directed toward that area.

A hierarchy of these gateways should be established and connected into a way-finding and graphics package to direct visitors on foot and in cars to retail businesses, the shed markets, parking, and other destinations. Signage and distinctive graphics (graphic symbols or the like associated with Eastern Market) should be placed along Interstate 375 and Interstate 75 to direct highway users to the district.

Connectivity is also an important consideration in urban design. The Eastern Market District is not only a social and physical linchpin for Detroit, but it also serves as a connector to its surrounding neighborhoods. The district links the surrounding communities, both the established and developing neighborhoods. It provides a community gathering place for the neighborhoods across Interstate 75 (Brush Park and the Cultural Center, the De-



Traffic and parking.

dition to Eastern Market—for new development and rehabilitation. With improvements to the Dequindre Cut, the market sheds and the surrounding retail become a natural stopping point for pedestrians, bicyclists, and runners using the path. The market is there to provide supplies for those on their way to events in downtown or the stadiums, or heading to picnics along the river.

Deck elevation.



Traffic and Parking

Traffic and parking are a major consideration of the urban design of the district. On one hand, the trucks required for the warehouse and processing facilities add to the liveliness and funkiness of the district; on the other hand, the trucks make the area more difficult to maneuver for both pedestrians and vehicles. Any traffic and parking changes to the area must recognize that this is primarily a distribution area. However, trucks should be limited, where possible, to the west side of the district in the area noted as Truck Park and in the Truck Marshaling Area to the northeast, where there is easy access off Mack Avenue. These areas are viewed as the rear doors leading into Eastern Market.

Cars enter and park along the narrow streets and in the Auto Park area. Most enter at Adelaide, Orleans, and Russell streets. Satellite parking is recommended at a location farther east with shuttle bus service to the market.

Another option exists, however: the garage behind Shed 3 is reportedly underused. That location is highly convenient but apparently is viewed as less desirable because of its condition. This situation can be rectified through appropriate directional signage and some retrofitting. The panel suggests that the dangerous, looming “Darth Vader” effect of the garage can be enlivened with awnings and lighting. Bringing first-floor retail around the periphery of the deck with small kiosks under the awnings would also provide liveliness and help create a heightened sense of safety.

Retail mixed with garage parking has become quite popular in other cities as a way of enlivening the blank facade of parking garages situated along the street. The accompanying illustration hints at the positive effect on the streetscape that this combination of uses can achieve. The retail uses help break up the scale of the garage with their articulated storefronts and varied roofline.

Development Strategies

The panel considered how best to manage the market and how to organize the various entities required to institute smooth operating procedures. Again, the panel chose to build upon some of the organizations already in place, ensuring roles for the existing organizations.

A Single Governing Entity

Create a single governing entity with representatives from the city, the Greater Downtown Partnership (GDP), the Eastern Market Advancement Coalition (EMAC), the Eastern Market Merchant Association (EMMA), major foundations, and Michigan State University. This entity will initiate, approve, and enforce the Eastern Market Action Plan for the district; establish and oversee the Management Group; and approve the hiring of all senior management positions. In addition, the entity will approve the management organization's business plan and annual budget, review financial reports on a monthly basis, and conduct an annual independent audit. The entity will monitor progress toward the Action Plan goals on a periodic basis.

Eastern Market Action Plan

The panel recommends the adoption of this Eastern Market (EM) Action Plan, which is based on previous land use, zoning, and urban redevelopment plans, as well as other plans implemented for the district. The EM Action Plan is designed to ensure a coherent quality of service, maintenance, operations, and customer service throughout the district. The EM Action Plan includes, and is sensitive to, existing uses within the area and will serve to develop a strategy including diverse socioeconomic constituents and stakeholders. To that end, a survey of existing merchants, landlords, businesses and their customers, and residents should be done to ensure that their input and needs are accounted for in this plan. Existing business owners should be interviewed to identify po-

tential expansion opportunities, which would include bringing into the district new wholesalers and new farmers. The Management Group, through the EM Action Plan, will coordinate disparate business interests and organizations to provide a unified voice for the districts' businesses.

The EM Action Plan would include implementation tasks, such as forming an overall governing entity to create codes, covenants, and restrictions (CC&Rs) and other governing regulations to manage the district. The city should be encouraged to make available the land that it owns within the district for expansion of existing facilities and development of new, compatible projects. A consistent, fair, and predictable process for acquiring land and for obtaining planning and building permits is imperative to realize economic growth. This process would include a streamlined development and permitting process, which might include financial incentives to perform work for the city (i.e., building demolition; brownfield identification, characterization, and remediation; title clearance).

The panel recommends that this plan create the following use areas:

- A Shed Square Area for the market sheds to house the farmers market and related activities. This area includes the event space and the public open space in the market square.
- A Mixed-Use Area around the sheds, which allows for continuing retail and retail/wholesale functions, as well as opportunistic housing and compatible retail and entertainment uses above the second floor.
- An expanded area that is identified as the Warehouse/Processing Business Park Area, which takes advantage of beneficial access from Mack Avenue and Interstate 75 and allows expansion of existing business, as well as additional new compatible businesses, and provides

improved truck access and traffic flow for commercial truck traffic.

- A Residential Area for future single- and multi-family development, running from east of St. Aubin Street to Chene Street, and from Gratiot to Mack avenues.

The governing entity needs to provide relocation assistance. It should develop programs to assist any existing business wishing to expand or relocate nonconforming and noncompatible uses outside the wholesale area. Some relocation assistance within the district, particularly as it relates to complying with current health and life-safety requirements, should be made available in order to retain and facilitate expansion of existing businesses.

Shed Square Improvement Program

The panel recommends that the first step in terms of physical improvements (preceded by management improvements) focus on the Shed Square Area. The governing entity will work to leverage the public's investment in the Shed Square Area by creating a challenge grant or matching-funds program to accelerate and facilitate the improvements and renovations to existing private facades and storefronts. This work can use various financing vehicles such as grants and low-interest loans. The entity should also investigate the National Trust for Historic Preservation's Main Street Program and similar opportunities.

By focusing on this specific area, the entity can accelerate the revitalization of the sheds, which will result in an appreciation of real estate values. Improvements to the sheds will provide a major catalyst toward a general improvement of the Shed Square Area and will have an immediate effect on the image of Eastern Market.

Management Group

The panel recommends that a Management Group be created to oversee day-to-day operations and report to the governing entity. This Management Group's purpose is to facilitate the growth of existing businesses, to attract new retail and wholesale/processor businesses, and to improve the overall image of Eastern Market and the district.

Its tasks should include, but not be limited to, the following:

- Managing the sheds;
- Controlling reselling of produce;
- Promoting increased participation by regional farmers, both to increase variety of products and to emphasize freshness and integrity of products;
- Providing marketing and promotional support for the district as a whole;
- Fairly and consistently enforcing existing market rules, and managing the market to balance the needs of all market segments;
- Being a single point of contact to coordinate existing state, county, and local economic and business development programs;
- Managing the Shed Square Area Improvement Program and the "Main Street" program;
- Creating a more customer-friendly parking program to facilitate ease of retail shopping, a sense of security, and a more orderly use of the public spaces surrounding the market;
- Enforcing building codes and life-safety and health codes uniformly and fairly for existing buildings in order to ensure a standard of cleanliness and health consistent with the intended image of Eastern Market; and
- Maintaining adequate security and implementing other operational programs that ensure a safe and secure area on a 24/7 basis in order to retain existing businesses and attract new businesses.

Education and Job Training

The panel recommends an educational and training component to the district that is compatible with the activities of the Saturday farmers market as well as other district activities. The idea is to increase and diversify activities that are compatible with the market. Job training in the food and hospitality industry, particularly through mentoring programs, should benefit an ever-increasing

number of workers. Some specific ideas include the following:

- Entrepreneurial center to support new business development and food-related incubators;
- Culinary institute for restaurant and hospitality support as part of a job training and placement program;
- Mentoring program, in conjunction with the existing wholesale businesses, to foster new business development and customer education within the wholesale market;
- Alliance with Michigan State University to establish an extension program or an agricultural experiment station for sustainable community food system education and application; and
- Identification of training and educational opportunities by taking an inventory of the food industry.

Events Venue

In order to increase the district's market potential as a venue for events, and to increase visitors and provide additional retail support, the panel recommends retaining an events manager to promote food, floral, and other related events on a comprehensive basis. When activities are programmed and anticipated by the public, increased expectations will foster additional activities and lead to greater success. Some ideas for special events include the following activities:

- Chili, barbecue, and similar cook-offs;
- Ethnic food festivals;
- Holiday programs for Thanksgiving, Christmas, and July 4th; and
- Sports-related festivities built around tailgating activities.

These events will attract new visitors and increase retail support for existing businesses.

Accessibility to Potential Customers

People need to believe that it is easy to get to Eastern Market and that, once there, it is easy to park and navigate the marketplace. Signage, lighting, and other way-finding techniques should



Christmas time at the market shows a display of wreaths, grave blankets, and trees for the holiday.



Christmas greens as seen along Russell Street looking south toward Shed 5.

lead people to a district where parking is convenient and easy to find and walking is enjoyable. Eastern Market can be made more accessible, reachable, safe, and secure to potential customers by incorporating the following elements:

- Initiate a shuttle bus system to downtown, combined with a satellite parking arrangement, to facilitate access to the market from downtown centers and address parking adequacy for events.
- Grade pad-ready development sites to allow for their use as overflow parking areas.
- Explore “dial-a-ride” programs using existing Eastern Market District businesses.
- Use the county “Ways of Life” program to improve the Gratiot Avenue entrance into the district.
- Work with the county to integrate the Gratiot Avenue corridor’s mass transit initiative. The mass transit bus system should provide service to Eastern Market.

- Plan for, and make provisions to construct, safe, convenient, and direct linkages to the riverfront via the Dequindre Cut, the Brush Park residential area, the Cultural Center, and Midtown, as well as future residential development areas east of the district.
- Enforce anti-panhandling regulations.

Proposed Business Improvement District

A BID should be created that can manage important housekeeping tasks. A BID is an organization of property owners in a commercial district who tax themselves to raise money for neighborhood improvement. Core functions usually include keeping sidewalks and curbs clean, removing graffiti, and patrolling the streets. After a BID is formed, the assessment is mandatory, collected by the city like any other tax. Unlike other taxes, however, the city returns the assessment to the BID management for use in the district.

The following tasks should be undertaken by the BID:

- Security;
- Housekeeping;
- Parking;
- Signage; and
- Transportation services.

The panel suggests that area businesspeople investigate successful BIDs operating in other cities. BIDs have been highly successful at managing such tasks in the following projects: the 16th Street Mall in Denver Colorado; Hollywood Boulevard and Sunset Boulevard Revitalization Program in Hollywood, California; the Pittsburgh Downtown BID in Pittsburgh, Pennsylvania; Bryant Park in New York City; the Downtown Action Team in Albuquerque, New Mexico; Times Square in New York City; and Central Avenue in Albany, New York.

Implementation

Recognition of a problem usually results in action, and action is what is needed in the Shed Square Area. In order to change the image of Eastern Market and make it more successful, immediate and very specific actions are needed for the sheds with respect to management, physical improvements, and maintenance operations.

Shed Management and Improvements

The panel recommends that full authority over operations and improvements for the sheds be shifted to a not-for-profit corporation. Operating revenues are presently sufficient to support the operation and staffing level as recommended in the Greater Downtown Partnership study. Improvement costs associated with the market should come from the city of Detroit's Capital Agenda, with repayments of the debt coming from the excess proceeds of the Eastern Market operations.

Not-for-Profit Management Group

As previously described, this not-for-profit Management Group should fall under the umbrella of a larger organization but be given authority to operate with a great deal of independence on a day-to-day basis. It should hire a professional staff to cover the following responsibilities: general market management, operational market management on the day of events, vendor retention and recruitment, and finance administration.

The staff needs to ensure that the market runs smoothly, that it is safe and sanitary, that vendors adhere to market rules, and that funds—whether capital or operating—are handled according to accepted financial management practices. Staff members also must undertake both a vendor retention program and, most important, a vendor recruitment program. For Eastern Market to recreate the vitality it once had, the vendor mix must shift from a dominance of resellers back to

farm-fresh products. A standard or requirement of quality should be instituted.

The panel agreed that the transfer of operational management and enforcement to a Management Group could help reverse the fortunes of Eastern Market. These basic changes to the market, including management by on-site people, passionate about its success, together with increasing the presence of farmers and cleaning up the sheds, will again make Eastern Market “the main kitchen of Detroit.”

Establish a Farmer-Dominant Market

Bring the farmers back and the crowds will follow. Farmers are out there, maybe not in the immediate area, but farmers will travel a greater distance than many would suspect in order to sell their products. Promoting market participation to farmers can be accomplished by using the resources of various state agencies, such as the Department of Agriculture, and professional Michigan agricultural commodity organizations, such as the Michigan Bean Commission, Michigan Cherry Committee, and Michigan Vegetable Council. A list of such resources can be obtained by searching the Web. This one action alone should have a huge effect, although it may not be immediately noticeable. Establishing more of a farmer-dominant market may result in a smaller number of vendors for a limited time until Eastern Market gains credibility and recognition of its focus on farm-fresh products. Ultimately, however, a farmer-dominant market will draw more customers.

Maintenance and Other Assistance

The Management Group also needs to adopt formal rules and regulations for Eastern Market. Most important, the *rules and regulations must be enforced* and must include a penalty system for breaking the rules with financial consequence as well as potential expulsion from the market. Hours of operation need to be clear and enforceable. Toward this end, a vendor jury system

Early morning inside Shed 6 on Flower Day.



should be established to control and maintain quality of product.

The physical condition of the market must improve. It needs a thorough cleaning before renovation, particularly removal of produce waste, bird droppings, and general debris.

Another opportunity for Eastern Market would be the creation of a “Friends of” organization. Such an organization is widely used at markets throughout the country in order to develop a volunteer base. Volunteers will allow the market to supplement its staff services, thereby providing more services.

Parking, critical to increasing a customer base, must be monitored to provide a sense of comfort and security for the users. Parking is free and should be advertised as such. Inappropriate street life, although sometimes interesting, should not be tolerated if it negatively affects the market. A program could be established to assist customers in getting their purchases to their vehicles. The “Friends of” group could assist in this effort. Children, in particular, could carry or cart (in red wag-

ons) the products purchased to the customers’ cars. Such a program could be called *Kids to Cars*.

Promote the Market and Extend Operations

More weekly-programmed events for the market, such as chefs’ demonstrations, kids’ activities, and musical groups, need to be developed to augment the three annual events. Ethnic food product sections could be created on market days, highlighting local knowledge and expertise. Even the addition of nonproduce products could be allowed as long as the main draw, fresh produce, does not lose its dominance. Locally made arts and crafts and other specialty items could be allowed, as well as dry goods and canned goods.

Most important, events and special activities must be promoted. People will come to special events, but they have to know about them. Now, at the outset of establishing a redevelopment plan, is an appropriate time to advertise. Press releases to local media can be another effective tool.

The Management Group should also consider additional days and nights for the market to be open to the public. As an example, San Francisco’s Chinatown holds a nighttime market. Similarly, Eastern

Market could be open on Wednesday nights, mid-week, allowing people employed in the downtown to pick up market products on their way home.

Additional Opportunities

More can be done, more that can take Eastern Market from a spectacular appetizer to a gourmet five-course meal. In addition to general shed improvements, a year-round marketplace and an incubator kitchen (commercial kitchen) should be included. With these improvements, Eastern Market can move from being the kitchen of Detroit to being the kitchen for the entire metropolitan area.

Shed Improvements

The sheds, in addition to cleaning, need to be renovated for an overall upgrading. As outlined in the city's five-year Capital Agenda and in the Eastern Market Reinvestment Strategy, funds will be available to renovate the sheds. The Management Group should oversee the renovation. In addition to the previously described improvements, management should consider the inclusion of the electronic business transfer (EBT) wireless pay system, a system for wireless credit card purchases, or both. As a future improvement, the entity and the Management Group should implement plans for winterizing Shed 3 as a year-round marketplace operation and should consider including a commercial kitchen.

Marketplace

One of the first major opportunities for the market should be the creation of a year-round, indoor marketplace. A marketplace is an indoor facility that provides specialized food products and other goods and services on a year-round basis. It provides an opportunity to fill in the gaps of products needed on a daily basis but not otherwise available in the sheds or from the surrounding businesses. Marketplaces provide everything from specialized bakery goods to dairy products to high-quality ready-to-eat foods. They can provide a substitute to the grocery store. Good examples exist throughout North America: one of the best models is the St. Lawrence Market in Toronto.

Market Kitchen

Another special opportunity for Eastern Market is the creation of a commercial kitchen, or an incubator kitchen. A commercial kitchen meets state and local health standards for food preparation for sale and distribution to the public. Such a kitchen could be used for preparation of processed foods by those who do not have the initial capital to own their own kitchen; as a catering facility available to local restaurants to augment their capacity for large gatherings; and as an educational facility to teach health and nutrition, food preparation, and safety skills and procedures as well as food techniques for the food service industry. Initially, the use of an existing kitchen in one of the surrounding churches may provide easy entry into the endeavor; but ultimately a new facility could be developed as a part of the renovated marketplace. This effort could and should be done in conjunction with a private culinary institute or other agencies.

The Shed Square and Mixed-Use Areas

The retail area associated with the sheds is often seen as background, but it has a life of its own and a future that is exciting. Although secondary to the sheds on the big market day, Saturday, the retailers keep the soup cooking the rest of the week with their specialty sales, restaurant operations, and entertainment venues.

This wholesale business located on the west side of Russell Street shows a typical arrangement with retail in front, products displayed on the street, and packaging in the rear.



Similar to the Shed Square and Mixed-Use Areas, the retail base needs protection and enhancement. It also needs its own zoning protection so it does not lose its character, “its funk.” This special district, or overlay district, should permit retail and wholesale/processing uses as the prime or base land uses, with housing units acceptable on upper floors. Although existing street-front mixed uses along Russell Street should be protected, as in the Shed Square Area, future street frontage should be occupied by retail service uses aimed directly at serving consumers. This restriction allows wholesale/processor uses off the street frontage, very much like most of the businesses now operating around the sheds.

The Shed Square Area needs sprucing up. Given the produce waste problem along the streets and alleys and the age of the structures, action is needed. A group similar to the Wholesalers and Processors Association needs to be formed under the umbrella of the governing entity to act as an association for retailers, working toward a common interest and promoting and furthering the success of retail businesses. The association needs to ensure that the street frontage and alleys are kept clean and monitored on a regular basis.

Keeping in mind that this is a wholesale area, people expect a bit of the seediness; after all, it is part of the “funk.” However, if the area is perceived as a health or safety risk, then it becomes a problem.

The remaining element is to improve the building fronts, the facades. Owners should be encouraged to upgrade and improve their building facades, to bring them back to a well-kept historic character. This element is especially important and should be done in coordination with the Shed Square Area improvements. These improvements in facade restoration can spell great success for businesses in the area and for the district as a whole.

As part of this effort, the historic preservation community could provide advice and guidance. The panel is not suggesting historic designation, but rather historic preservation to ensure that Eastern Market does not lose its charm, its history, and its funkiness. Toward this end, a building facade improvement program needs to be established that helps owners through the grant process with architectural services, drawings, and

specifications, as well as knowledge of loans for facade improvements.

The Warehouse/Processing Business Park Area

As the sheds can be viewed as “the kitchen for Detroit,” the wholesale/processing activities in Eastern Market are clearly the “pantry” for Wayne County. The wholesalers and processors make sure there is steak on the table, fruit and vegetables in the grocery stores, and all sorts of specialized meats and fruit and vegetable products in area, regional, and national restaurants.

The Eastern Market wholesale and processing function is important and unique to Detroit. Not only does it need to be protected; it needs to be expanded because of its importance to the market and the fact that it provides many opportunities for jobs and tax base enrichment. This area needs to have the simplicity and singularity of an industrial park while retaining its mixed uses, “the funk.” Protection and expansion can be achieved by creating a zoning mechanism to protect the land as well as current and expanded uses.

Eastern Market needs a special zoning district that protects its economic interests. Wholesalers and processors need legal assurance that they will not be displaced by an expanded residential market, and that land has been set aside for new warehouse and processing ventures. The Warehouse/Processing Business Park Area, whether as a new, separate, and distinct zoning classification or as a special overlay district, must permit wholesale food and grocery operations; food processing establishments like slaughterhouses, sausage making, and salsa preparation; and integrated retail and housing. Wholesalers and processors should be able to market their products on site as retailers. This use supports the general concept of the Eastern Market District and companion retailers at the Shed Square Area. Independent retailing and housing would not be permitted on first floors; however, such existing uses would continue to retain their rights to operate legally and without the threat of a nonconformity classification as long as they are occupied and operated before adoption of an ordinance.

The Residential Area

The potential for a new residential neighborhood built on property within the Eastern Market District created some lively debate among the panel members. Discussion focused on the opportunities in the short and long term.

Today

Market conditions in the immediate area for residential development were initially seen as very limited, especially in light of the substantial residential development occurring in the downtown and some surrounding neighborhoods. The special opportunities offered in the downtown and along lower Woodward Avenue—to renovate or adaptively reuse large, older, architecturally significant structures for high-end loft housing—are not available in this district. Other large-scale development opportunities seem to be available nearby on sites that are, at this time, more appealing. Several properties are reported to be in various stages of development. It would be difficult to compete with the current situation.

In the Future

As the recommendations for the redevelopment and revitalization of the Eastern Market District begin to take visible form—meaning after it has taken place and many more people are enjoying Eastern Market—demand for housing will grow. At that time, people will see this district as a neighborhood of choice. The panel recommends that a land assemblage plan (discussed in the next section) be undertaken immediately, principally in the area designated on the land use map for residential development. This area extends east from St. Aubin Street and is bounded by Mack Avenue and Wilkins Street.

Land assemblage can provide the necessary resources for a new urban, medium-density, predominantly home-ownership neighborhood with a variety of types and sizes of homes providing housing opportunities for families of varied economic means. Such socioeconomically diverse urban communities of choice have proven to be successful in many older cities around the country, particularly in cities where a focus for the community—a gathering place such as Eastern Market—has always been and will likely continue to exist.



Loading and unloading is an integral part of the food-processing plants and affects the overall operations of the market.

Land Assemblage

In addition to the zoning ordinance change, title defects need to be cleared for the undeveloped and underdeveloped real estate in the district and land assemblage begun that aims at creating usable development parcels whose environmental issues have been resolved and remediated. Properties need to be zoned for easy entry by new and expanding wholesalers and processors.

Marketing of land needs to be directed by professionals in the field of real estate and economic development. The professionals should be under the direction of the Eastern Market Management Group and should be able to use all available federal, state, and local economic development programs and incentives. These professionals, as a part of their marketing efforts, must solicit the existing business base within Eastern Market for expansion potential. The business expansion opportunities exist, but the entrepreneurs in wholesale and processing should not be expected to understand the complexities of land assemblage and development. Potential users need the help of experts to forge a smooth transition from present facilities to expanded or new facilities. The recruitment efforts should extend to other parts of metropolitan Detroit and the region as well as to multistate and provincial regions.

As a further enhancement to this new development opportunity, current businesses need to organize and begin to think as a group with a common interest. An Eastern Market Wholesalers and Processors Association should be created under the auspices of the governing entity to act as a voice for businesses and to provide mutual

support. In short, they need to support and enhance the overall market by working in concert with each other and with the retailers and shed vendors. The fact that developable land exists within the district should be an incentive for both retailers and wholesalers to organize and maintain input to the development and expansion process. Given the number of city-owned parcels within the district, the associations can play a part in early planning efforts, including the assemblage of land that will ultimately allow for business expansion. Additional land will also accommodate residential development.

The proposed governing entity, consisting of representatives of various organizations—EMAC, EMMA, GDP, the city of Detroit, foundations, and Michigan State University—is designed to advise and direct redevelopment in the Eastern Market District. State and local government land use specialists will assist in the land assemblage process, but almost every redevelopment or revitalization project requires the expertise of a number of different professionals. The process begins with identifying the properties to be redeveloped and determining how to bring this land under the control of the particular entity spearheading the effort. In this case, it is the proposed governing entity as discussed in this report.

The Detroit office of the Local Initiatives Support Corporation (LISC) has been working to overhaul the city's business process and to reduce the inventory of city-owned land. The city supports this project as a way of improving the land disposition process. At present, two divisions within the Planning and Development Department are charged with the transfer of city-owned land for development—the real estate and development divisions. LISC will be making recommendations for reorganization so that the sale and transfer of land become the responsibility of one division.

Currently, the predevelopment phase requires developers to wait between 18 months and three years to purchase, or receive through a land transfer, city-owned property. More than 40,000 parcels are in the city's inventory, many of which have cloudy title and many of which are noncontiguous. Because land assemblage often stalls project development, LISC's efforts will assist the city in

organizing an inventory that is development ready. This effort should benefit large economic development projects, help convey properties to nonprofit organizations, identify blighted properties in the interest of crime prevention, and allow for the private purchase of land. Thus, ongoing activities are focused on determining what land can be used for development, whether the city has clear title to it, and how the land can be made development ready for development by public or private sector interests, or both. In the second phase of this project, LISC will assist in creating a land bank so that development-ready parcels can be traded for parcels not yet available.

Third-Party Management and Consolidation of Redevelopment Entities

Two critical steps toward implementing the value-creating actions recommended by the panel are already underway. The first is the city of Detroit's willingness to consider engaging private, third-party day-to-day management for the market sheds while retaining ownership. The sheds are, to the public, the heart of Eastern Market. When combined with the recently approved Capital Agenda and the approval to issue up to \$2 million in general obligation (GO) bonds with proceeds directed to the sheds, the city is committing significant funds to complete the needed near-term improvements. The panel believes, based on its interviews, that other private funds will follow the city's lead. By its action, the city has demonstrated a realization that the market sheds must be run as part of a larger whole and that the facilities must be brought up to the standards expected of a city icon—one where customers can experience a special ambiance and history combined with state-of-the-art food-handling methods—if Eastern Market District is to reach its potential.

The second significant step is the proposed consolidation of two key redevelopment entities, Greater Downtown Partnership and Detroit Downtown, Inc., to bring a unified focus to Detroit's larger needs and the needs of the Eastern Market District. Although many view Eastern Market as being just the sheds, in fact it is a viable economic and employment zone. As such, it can

provide the opportunity for many of its wholesale distribution and food processing businesses to expand or replace their facilities within the area. In this way, redevelopment will retain jobs and provide additional jobs, thus assisting in the rebuilding of the city's economic base.

The consolidation of the advisory groups into a single entity will help support the expansion of Eastern Market by bringing together corporate and philanthropic groups that can support larger strategic initiatives. While each group retains its areas of interest, projects and funding requests that in the past would have required separate applications and administration can be more efficiently and effectively administered.

The panel views both of these events as evidence of consensus building among the interested parties, believing that each action is a result of mutual acknowledgment achieving broader long-term goals requires a larger focus. At least four studies on the Eastern Market have been conducted by outside consultants and funded by various sponsors since 1996, which illustrates a commitment to study redevelopment options. Now is the time for action.

Establish the Eastern Market Entity

What should immediately follow is the creation of an overall Eastern Market Entity as a not-for-profit entity, which should be granted the following authority:

- Receive control of all city-owned or controlled land within the Eastern Market District. The entity should have the right and ability to do what is necessary to be able to market and sell land within the district in accordance with this overall plan. The entity should immediately evaluate and survey (including title) city-owned property within the Eastern Market District with the specific goal of identifying sites and land assemblages that can be used for wholesale and processing operations. All existing options on land granted to nonuser third parties not exercised within the contact period should not be renewed. (These activities may vary depending on the previously described work that LISC is doing.)

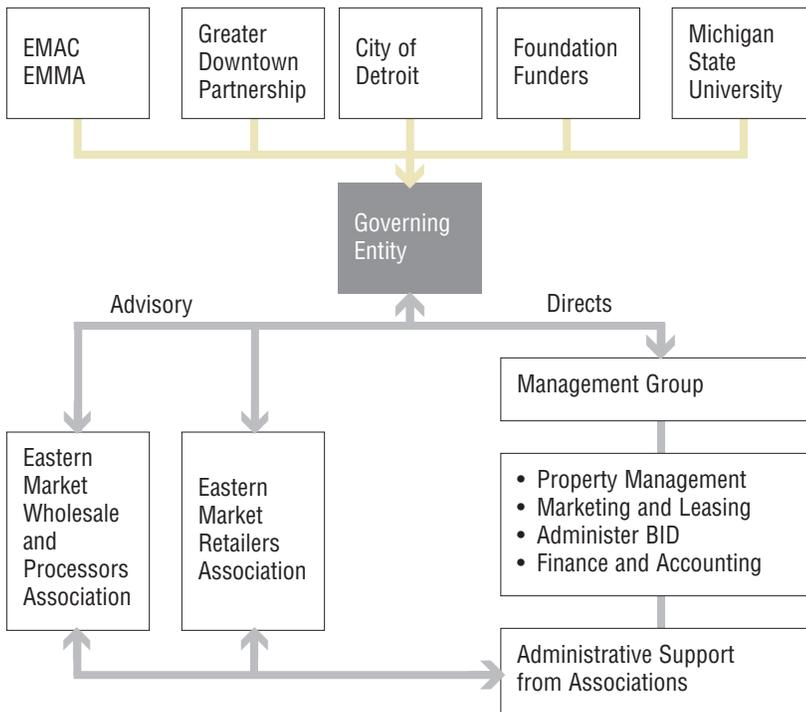
- Have the sole authority to pursue and execute transactions with all funding sources—private, philanthropic, educational, local, county, state, or federal—in support of the goals of the Eastern Market District.
- Create the Eastern Market Management Group, which will report to the entity and will immediately assume responsibility for day-to-day management of the market sheds. All operating revenue from the sheds and associated city land uses will be collected and accounted for by the Management Group. Likewise, all expenditures for daily operations and normal maintenance will be accounted for and be paid for by the Management Group. This group will direct, monitor, and account for all capital and project expenditures funded by all sources, including the city of Detroit. All code and refuse rule enforcement, traffic management, and parking and security for the Eastern Market District will be done through the Management Group.
- Immediately create within the Management Group a two-pronged marketing and development team. The owners of wholesale and food processing businesses within the district should be surveyed regarding expansion plans. Effort should be made to accommodate expansion plans through the use of existing sites within the Warehouse/Processing Business Park Area. The group should also actively solicit other wholesale and food processing businesses outside the district to relocate here.

The second marketing thrust is to be directed at soliciting additional vendors for the Shed Square Area, with a special focus on local and adjacent Canadian produce and dairy products for the winterized Shed 3 and for the other sheds in season.

- Form, provide staffing for, and manage a new Eastern Market Retail Association composed of owners of businesses operating full-time retail establishments within the district.
- Form, provide staffing for, and manage a new Wholesalers and Processors Association for owners and operators within the district.

These two associations will represent their respective owner/operator groups in the Manage-

Organization Chart



ment Group and will provide input to the Management Group on matters regarding operation of the district.

- Create an Eastern Market BID. The BID should be administered through the Management Group to collect funds (based on assessed value) to provide common districtwide services. These funds should be held separately from other funds. Monies collected under the BID will be used for designated districtwide expenditures, with regular reports to the contributing owner/operators. The Management Group will have the right to use the enforcement powers of the BID to ensure financial compliance.

Operational Characteristics of the Eastern Market Entity

The entity should be established to treat land in the district in a unified fashion. This strategy does not require the city to give up anything, but rather encourages the city to concentrate its efforts. The governing entity is an action-oriented body that can negotiate and execute redevelopment plans. Noteworthy is the fact that funding sources have already been allocated for shed renovation. This money can be leveraged, adding capital from banks, institutions, new tax credits, and conventional lenders. The professional Management Group, which reports to the entity, deals with the entire district and is designed to get things done. The

overall organization provides an opportunity for creating the BID.

The panel suggests that the composition of the entity in its legal form include representatives of the city of Detroit, which should have a majority vote, and other advisory and redevelopment groups: the wholesaler and retailer associations, EMAC, EMMA, and GDP. The city is providing substantial support for redevelopment of Eastern Market in the form of vacant land and by designating a portion of the Capital Agenda for shed renovation. The panel suggests that the two elected arms of the city (the mayor and the council) nominate an equal number of members to the entity. Existing redevelopment groups and the District Four Advisory could also be represented in the entity.

Many of the funding sources needed to complete renovations and improvements of the Shed Square Area are already earmarked, including the funds from the city. The entity, by streamlining authority and improving daily operations, would attract additional private and philanthropic funds to support job formation, education, and cultural and development opportunities.

Although the panel has not specified the structure, it believes that authority needs to be vested in such an entity. Because of time constraints and the lack of specific data, the panel was unable to prepare a detailed financial analysis outlining the benefits of its recommendations. However, a recently completed study (*The Case for the Eastern Market Reinvestment Strategy*, prepared by GDP in April 2004) indicates that a direct investment of \$15.6 million (including at least \$4.3 million from city sources) for the market sheds would yield an increase of \$2.1 million in property taxes alone to the city commencing in 2006, rising annually to \$9.9 million by 2010.

Each day that these initiatives are not taken is a lost opportunity and delays benefits to the city, its residents, and those Detroiters who work or shop at the Eastern Market.

Conclusion

The panel believes that through a well-defined and diligently implemented plan and set of strategies the Eastern Market District can become one of the best places in the region to shop, work, live, study, grow a business, entertain friends, or just enjoy.

Eastern Market's lively Saturday public market and mix of restaurants, shops, and old historic warehouse buildings together serve to create a strong sense of place. Through a combination of new uses and various public improvements, the Eastern Market shed area will benefit from additional development within the district. Increased visibility for the marketplace, brought about by an improved physical environment, will result from the inclusion of special features, more programmed events, convenient parking, lighting, and a cleaned and upgraded streetscape with new uses that provide greater diversity. The creation of a pedestrian plaza across Interstate 375 will better connect the market to its surroundings and provide a well-defined entry to the district. The location of the Eastern Market District should be announced on signs along the major roadways advertising the market. Signage unique to the market should be designed.

Currently, the city of Detroit manages the buildings that house the farmers and vendors. The panel recommends that a governing entity be created to manage the Eastern Market District. The panel proposes that the board of this entity be composed of various stakeholders, including the city of Detroit—which would have lead responsibility, EMAC, EMMA, foundation funders, and Michigan State University. Two associations would be created to provide an advisory role to the board: the Eastern Market Wholesaler and Processors Association and the Eastern Market Retailers Association.

The governing entity would oversee a Management Group. The responsibilities of this group

would include property management, marketing and leasing, administration of a BID, and financing and accounting. Administrative support would come from the associations. The Management Group would also handle the sale of surplus city-owned land within the district. The panel emphasized the need for the city to sell or lease this property and to encourage residential development in the area.

The governing entity would be funded from new taxes levied through a BID, which ensures that all funds raised are re-circulated into the district to provide for its management and upkeep, and would oversee redevelopment. This assessment on property owners and merchants is essential to cover the costs of maintenance and help create long-term improvements. The BID, as a public/private partnership, is recommended to provide these additional services and programs for the area.

Eastern Market has something special; it is something special. It has a “halo effect”: it is a safe place, a safe haven, in a big city. With effective leadership, wise investments, and aggressive actions, Detroit Eastern Market can not only regain the prestige and admiration it once had, but it can also be that special place that welcomes all people, young and old, black and white, rich and poor, and it can become “the kitchen of Detroit” without losing “the funk.”

About the Panel

Leigh M. Ferguson

*Panel Chair
Birmingham, Alabama*

Leigh M. Ferguson is the director of Urban Living and executive vice president with the Sloss Real Estate Group in Birmingham, Alabama. His primary duties with Sloss include operating the residential and mixed-use real estate development and management division, with a focus on urban mixed-use community development projects as a continuing part of revitalizing Birmingham's Center City. Ferguson also managed Sloss's participation as joint venturer in a \$100 million HOPE VI, mixed-income residential development with the first residents scheduled to move in October 2004. Before joining the Sloss Real Estate Group, Ferguson was the president of Corker Group, Inc., where he managed an approximately 2 million-square-foot portfolio of office, commercial, and industrial properties; supervised all leasing, administrative, maintenance, and financial operations; and prepared monthly and annual business plans, budgets, and reports to ownership.

From 1991 to 1999, Ferguson was president of Chattanooga Neighborhood Enterprise (CNE), Inc. At CNE, Ferguson managed lending, development, financial, and property management functions of approximately \$30 million annually. Previously, Ferguson was president and chairman of John Laing Homes, Inc.; vice president of Development for the Van Metre Company; and vice president of Development for the Winkler Companies.

Ferguson studied chemistry and mathematics at the University of North Carolina at Chapel Hill and studied investment management and real estate at the graduate level at the George Washington University.

Ferguson is a full member of ULI—the Urban Land Institute and a member of the Affordable Housing Council.

Charles J. “Chuck” Berling

Morrison, Colorado

Charles J. “Chuck” Berling is the executive vice president and managing director of Across America Real Estate Development Corporation and owns and manages Berling Equities LLC, a real estate development, consulting, and real estate services company. Before joining Across America and Berling Equities, he was responsible for developing more than 17 million square feet and \$2 billion of commercial real estate in major markets throughout the United States, while serving as a senior executive with three corporately owned development companies—Homart Development Co., Glacier Park Co., and BetaWest Properties. The project list includes more than 20 major ventures from New England to Hawaii.

Among a wide range of accomplishments are Alii Place, Honolulu; Hills Plaza, San Francisco; LaSalle Plaza, Minneapolis; Phoenix Plaza, Phoenix; the original Scanticon Hotel and Conference Center, Denver; Securities Center, Atlanta; Xerox Centre at Las Colinas, Dallas; Williamsburg Office Park, Louisville, Kentucky; and Corporate Centre North, Indianapolis. The real estate products he has developed and acquired include central business district office and mixed-use, suburban office and industrial, neighborhood retail, single- and multifamily residential, hotels, a major conference center as well as several land entitlement assignments.

Prior to his development career, Berling managed a family-owned general construction company in Indianapolis. He is a graduate of Princeton University. He is a member of the Urban Land Institute and of the University of Colorado

Real Estate Council and on the board of directors for Matrix Capital Bank and Chinese Children Adoption International.

Ray Forgianni

Kenosha, Wisconsin

Ray Forgianni has been an urban planner since 1972 for the city of Kenosha and city planner for Kenosha since 1977.

Forgianni has worked with the Community Development Block Grant program since its inception in 1974. He was a member of the HUD Community Development Block Grant Paperwork Reduction Committee under the Bush administration. He was a founding member of the Neighborhood Housing Services Program of Kenosha and secretary/treasurer for the Kenosha Historical Society as well as a member of the Chicago Architectural Foundation and the Frank Lloyd Wright Home and Studio Foundation. He acts as the director of the Kenosha City Plan Commission, the Kenosha Redevelopment Authority, and the Kenosha Historical Preservation Commission.

Forgianni has also been a part-time professor at Carthage College in Kenosha since 1992, lecturing in Urban Geography, Economic Geography, and Geographical Research.

He has been instrumental in Kenosha's renaissance through redevelopment, historic preservation, and neighborhood revitalization. Through his efforts, the largest housing development action grant in the state of Wisconsin was obtained for Kenosha. His most recent activities include HarborPark Development, a neotraditional new neighborhood situated on Kenosha's Lake Michigan shore on a 69-acre former automobile manufacturing brownfield, and the creation of a European style, open-air, mixed-product, organic farmers market. Forgianni likes markets and has visited more than 50 throughout North America and Europe in the last few years.

Forgianni has a BA from the University of Wisconsin–Madison in psychology and a master's degree from the University of Wisconsin–Milwaukee in urban affairs.

Oscar L. Harris

Atlanta, Georgia

Oscar Harris has been leading Turner Associates since 1977. Soon after joining the firm, he purchased the Atlanta branch in 1977, purchasing all of Turner's operations, and has developed it into one of Atlanta's leading architectural and planning firms. Harris heads up all the firms' creative design and planning projects.

The firm has been involved in the visioning, conceptualization, planning, design, and project management of the new \$5.4 billion Hartsfield-Jackson Atlanta International Airport Expansion and the MARTA system in Atlanta, and numerous urban-complex design and planning projects. Harris has completed more than \$3 billion in constructed projects. He has designed and planned numerous projects in Atlanta, Cleveland, and Florida, and focused on planning and design of communities. The firm is also involved in numerous transit-oriented developments in Atlanta.

His ability to work with community organizations and clients to form a consensus of vision through interactive "visioning workshops" has allowed Turner Associates to become a premier expert in project definition and community development. As senior trustee of the Urban Land Institute, Harris is also contributing author for ULI's *Ten Principles for Successful Developments around Transit*.

In 1965, Harris graduated from Lincoln University with a BS. Shortly thereafter, in 1967, he entered Howard University to study architecture. After one year at Howard, he transferred to Carnegie Mellon, where he completed his Master's in Architecture in 1971. In 2000, Carnegie Mellon presented him with the prestigious Alumni Merit Award for Excellence, and he presently serves on the board of trustees of the university and serves on the Advisory Board for the Design School at Carnegie Mellon.

In addition to his affiliations with Carnegie Mellon, Harris is a trustee of Southern Polytechnic University and a fellow for the Studio for Creative Inquiry, where he works with high school children to introduce them to thinking creatively

about the constructed environment. He also sits on the Advisory Board for Small Business for the Federal Reserve Bank of Atlanta. He was selected as the Metro Atlanta Chamber of Commerce 2003 Small Business Person of the Year. In 2004, he was awarded a Bronze Medal from the American Institute of Architects for his contributions to the profession.

William G. “Bill” Lashbrook III

Pittsburgh, Pennsylvania

William G. “Bill” Lashbrook is senior vice president responsible for Business Risk Management and Metrics for PNC Real Estate Finance, one of PNC Bank’s three national businesses. He began his career with the Bank of New York in 1973 and progressed through various management positions in its Commercial Lending and Real Estate divisions before becoming vice president and head of the National Real Estate Lending Division.

In 1993, Lashbrook moved to Midlantic Bank as senior vice president and credit officer for the real estate business, then moved to Pittsburgh as real estate credit officer following PNC’s acquisition of Midlantic in 1996. In 1997, he started the residential segment of PNC Real Estate Finance, a unit that focused on national homebuilders and multi-family development financing. He assumed his present position in 1998, when acquisitions and other new business initiatives called for developing new tools to manage real estate finance as a business rather than the traditional loan orientation.

Lashbrook is a member of the board of directors of the National Multi-Housing Council; the Urban Land Institute, where he chairs one of its Urban Development/Mixed Use Councils; and the Real Estate Roundtable, where he chairs the Basel II working group.

Lashbrook received his BA in economics and political science from Duke University and earned his MBA from Seton Hall University.

Siân Llewellyn

San Francisco, California

Siân Llewellyn is a senior associate at EDAW, an international land-based consultancy based in San

Francisco. She currently directs the firm’s international initiative program, which focuses on exchanging knowledge across the firm’s 24 global offices.

Llewellyn’s planning practice focuses on economics, urban revitalization planning, and implementation. She brings a strong background in real estate and land research and is primarily focused on the financial side of redevelopment issues.

Her experience includes action plans for redevelopment areas, tax increment financing projections, grant writing, and public meeting management as well as award-winning planning. She works with EDAW’s multidisciplinary team of planners, designers, economists, and environmental scientists, creating plans that result in better places to live.

Llewellyn received her master’s degree in City Planning at the Georgia Institute of Technology and undergraduate degrees in finance and history at the University of Florida. She is a member of the American Institute of Certified Planners, the American Planning Association, and the Urban Land Institute and is a board member of the International Downtown Association. She has recently relocated to San Francisco from Atlanta.

Suzanne C. Oldham

Denver, Colorado

Suzanne C. Oldham has 20 years’ experience initiating, structuring, and building complex mixed-use development projects. Her background includes brownfields redevelopment, entitlements, zoning, development, property acquisition and disposition, architecture, design, planning, and general construction experience working with Brownfields Capital, Jones Lang LaSalle, BetaWest Properties, and Seracuse Lawler and Partners.

Prior to joining Domani, Oldham led Denver’s Union Station Alliance. The alliance was formed to develop a regional intermodal transportation hub for the recently approved transit system for Denver at the city’s centrally located historic train station. The public/private partnership created the master plan, rezoning, preliminary engineering, and environmental impact statement for the

20-acre, 1.5 million-square-foot redevelopment. The team included four public agencies as owners, 15 consulting firms, a 47-member public agency technical committee, and a 96-member public stakeholder committee.

A licensed architect and real estate broker, Oldham currently serves on the Urban Land Institute's Sustainable Development Council as vice-chair-at-large and on the Colorado District Council as chair of Community Outreach and Smart Growth. She serves on the Denver Chamber Foundation's Leadership Exchange committee, is a Leadership Denver alumnus, and is a member of the National Association of Industrial & Office Properties and the University of Colorado Real Estate Council. Oldham received a bachelor's degree in Environmental Design from the University of Colorado at Boulder and a master's in architecture from the University of Colorado at Denver. She also has a master's degree in business from the University of Denver.

Edward Shriver, Jr.

Pittsburgh, Pennsylvania

Ed Shriver has been planning and managing architectural and strategic planning projects for corporate, developer, and institutional clients throughout the United States for more than 25 years. He believes planning is an effort to see opportunities in problems, to collect the facts and understand the issues facing an organization, in order to create not just solutions, but value.

Shriver's work has focused on the development and implementation of corporate and development strategies through architecture and urban design. Recent development projects include retail and urban mixed-use developments such as Kravco's Fifth and Forbes project and Continental Real Estate's North Shore District, both in Pittsburgh, and Millcraft Industries Crossroads project in downtown Washington, Pennsylvania, all of which involved integrating retail, entertainment, and public markets/public spaces with housing and/or office functions. His corporate work includes strategic facilities planning for both corporate offices and critical infrastructure facilities such as distribution centers and data centers. His princi-

pal areas of interest are in strategic facilities planning and retail oriented mixed-use developments.

Shriver has worked for major corporate and development clients such as May Department Stores Company, Continental Real Estate, Millcraft Industries, Kravco Company, Integra/National City Bank, IBM Transarc Labs, and Weirton Steel Corporation. He has also worked for numerous institutional clients such as Carnegie Mellon University, the University of Pittsburgh, and the Pennsylvania Turnpike Commission.

Shriver received a Bachelor of Architecture from Carnegie Mellon University in 1976.

David C. Slater

Reston, Virginia

Now a private consultant, David C. Slater was with Hammer, Siler, George Associates for more than 32 years. He has been responsible for a range of economic development, development management, housing program, and real estate market studies. Before 1972, he worked for the Knoxville, Atlanta, and Baltimore metropolitan planning agencies and the American Planning Association. He is an adjunct professor at Virginia Polytechnic Institute, and he taught real estate economics at the University of Virginia Graduate School from 1981 to 2002.

Slater has presented papers at more than 30 conferences of the American Planning Association, National Association of Installation Developers, American Society for Public Administration, Maryland Association of Counties, and International Economic Development Council. He is the author of the "green book" on Management of Local Planning published by the International City/County Management Association.

Slater holds a Master of Regional Planning degree from the University of North Carolina at Chapel Hill, a BS in city planning from Michigan State University, and an AS in pre-engineering from St. Clair County (Michigan) Community College.