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THE IMAGE OF THE CITY

## DETROIT FUTURE CITY

# A Day in the Life *Transforming the Use of Land*

Antonio grew up in the house his grandfather bought in a once-thriving neighborhood. As a little boy, he sat for hours on the driveway while his Papi tinkered with the motorboat that was his pride and joy. Some weekends, when Papi wasn't working, the family hooked the boat up to their Cutlass Supreme and drove to the marina for a day of relaxation and fun.

The boat was sold years ago, and his grandfather passed away in 1986, but the house remains in the family. Antonio swore he'd never leave, but five years ago he was ready to give up and sell out. About 20 out of 50 houses remained occupied on his block, and it felt like the city had forgotten them. Streetlights that went out stayed out, police calls took longer and longer, and every spring meant flooded basements and gutters. As worried as he was for himself and his family, Antonio was more worried for his neighbor Sarah, who was 75 and had no family left in the city.

Things started to change when the Detroit Strategic Framework was released. The City soon put routine city services and maintenance on a regular schedule in response to community requests, and police and fire services have improved. Although it is no secret that the neighborhood will never return to its former days, a new kind of neighborhood is being proposed, and planned with the neighbors' collaboration—a Green Residential area that will be organized around a city pond that Antonio will be able to see from his window. Not everyone will stay: Sarah is taking advantage of Detroit's new "house swap" incentive program, trading her house for a townhome in a senior living community in Midtown, close to shopping, health care, and other activities, all accessible by transit.

Better than that is something Antonio never dreamed of for his home: The City of Detroit and Wayne County have created a plan together to stabilize values for remaining homeowners, while creating a new park, bike path, and water-retention pond to take a burden from the city's aging infrastructure.

So Antonio is staying. Because by the time his own kids give him grandchildren, he's going to have something to show them, something he wishes his own grandfather could see: A view of green space every day of the week, from his own home.

# TRANSFORMATIVE IDEAS

## LAND USE

**LAND IS DETROIT'S GREATEST LIABILITY AND ITS GREATEST ASSET.** The preoccupation with *what to do with all that land* has driven the discussion about land use and led to oversimplified strategies. In fact, Detroit's population density is still similar to that of cities like Portland, Atlanta, and Denver. **To be sure, a traditional “build it and they will come” approach is not going to work for Detroit.**

Detroit's image and identity have evolved through three major eras, each tied to a particular aspect of the city's economy. First, the early period of riverfront trade and commerce set the tone for downtown's majestic Beaux Arts buildings and formal street pattern. Then as the city grew during the Auto Age, an extensive industrial ring grew up around the city core. New modes of industrial production decentralized the city still more, with a combination of rail and highways serving the sprawling outer reaches of Detroit. During the third phase of Detroit's identity, large neighborhoods of single-family detached homes spread out across the city. Once a sign of the American Dream, these neighborhoods were never as efficient to serve as more mixed-use, compact neighborhoods would have been. Both the neighborhoods, and the over-scaled systems that serve them, fell on hard times as the city lost population and revenue.

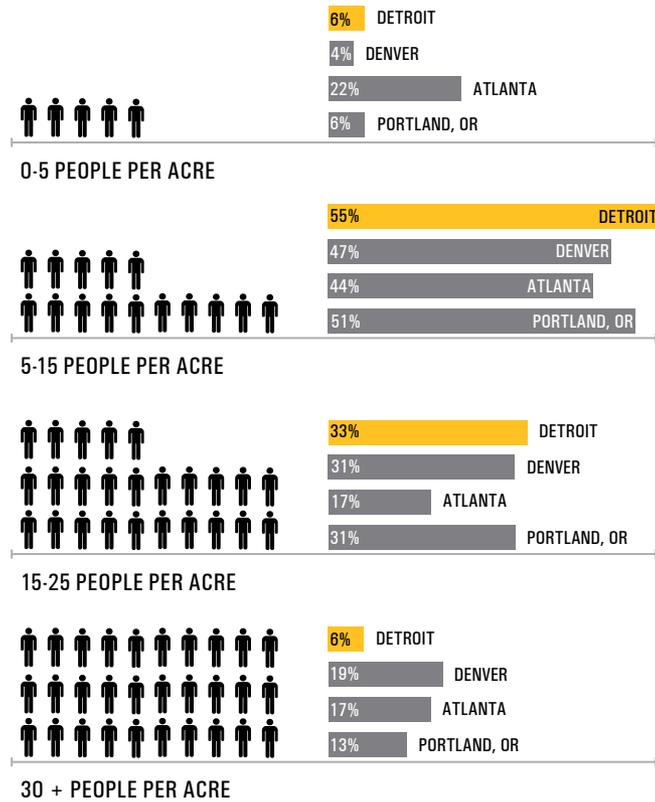
This plan outlines a fourth idea for the city: A stronger, greener, and more socially and economically vital Detroit, where neighborhoods feature a wide variety of residential styles from apartments to houses, and where residents are connected to jobs and services by many transportation options (and especially a regional network of transit) in a “canvas of green” that features stately boulevards, open green

space, urban woodlands, ponds and streams, and new uses of natural landscape to clean the air, restore ecological habitats, and produce locally sourced food. Such a Future Detroit will not have a single “hub and spoke” pattern with one downtown, but many centers and neighborhoods that each have a distinctive identity and a character all their own. One of the newest and most ambitious aspects of this change will be the network of productive and working landscapes that actively maintain a higher quality of public health for Detroit, while offering beauty and a wholly new way to experience an urban environment. **Detroit actually has the opportunity to lead the region in creating a new urban form, becoming a model for other North American cities. Here, in the midst of tremendous challenge, is the opportunity to transform the city's form and function in new and exciting ways.**

Some initial efforts can start immediately, through small- or large-scale demonstration projects. A sustained and sustainable transformation of Detroit calls for even more: connected land use and design strategies that stimulate economic growth, align city systems, provide open space, and strengthen neighborhoods, supported by an entirely new framework for decision making and regulation that can respond rapidly to business opportunities, urgent public health needs, and the imperative of job growth and residents' quality of life. The Strategic Framework's new physical vision for the city taps the potential of Detroit's land-rich environment, supports existing areas of growth and stability, and sets forth specific recommendations for serving current residents where they live and work right now.

# 4 LAND USE TRANSFORMATIVE IDEAS

## PEER CITY DENSITY COMPARISON BY AREA



Even with many parts of Detroit experiencing high land vacancy, the percentage of Detroit's low-density areas is comparable to peer cities. However, Detroit lacks high density areas as a percentage of its overall land area when compared to peer cities; only 6% of Detroit's land area is high density compared to 13-19% of peer U.S. cities. Source: US Census 2010

## DENSITY AND TAX REVENUE



Density directly impacts the financial condition of the city. Areas of the city with high land vacancy only generate a fraction of the tax revenue that higher density areas produce. The problem is compounded when city systems, originally sized for a higher density, must be maintained and renewed for a population that is significantly smaller. Source: Hamilton Anderson Associates

<sup>1</sup> Based on a household income of \$30,000, and a housing value of \$50,000. The Detroit resident income tax rate is 2.5%, and the current millage rate for the City of Detroit is 65.14 per 1,000.



## 1

## A CITY OF MULTIPLE EMPLOYMENT DISTRICTS

**The Strategic Framework's employment-district strategy addresses the key economic issue in Detroit: not the size of the city's physical footprint, but the scale of the city relative to current levels of economic activity and job and business growth.** By promoting focused growth in seven districts, the city can create employment levels typically associated with more prosperous cities, while creating viable strategies for addressing the physical deterioration, limited services, and aging infrastructure across the city.

Each district will have a unique scale and character suited to its function and existing or potential assets, development pattern, and building styles. For example, the McNichols corridor will leverage its institutional assets, including the University of Detroit Mercy, Marygrove College, Sinai-Grace Hospital, and Wayne County Community College District, to expand Eds and Meds employment opportunities, attract employees to live in the area, and improve a diverse range of neighborhoods abutting the corridor from the historic University District to the creation of new multi-family apartment buildings directly fronting McNichols and Palmer Park.



## 2

## A CITY CONNECTING PEOPLE TO OPPORTUNITY

A new network of transportation corridors will connect employment centers to neighborhood districts, allow for new bicycle routes and bus rapid transit corridors, reinforce economic and neighborhood centers, and provide a range of infrastructural services in sustainable natural landscapes that filter stormwater (blue infrastructure) and clean the air of transportation and industrial emissions (green infrastructure). **Existing proposals for enhanced transportation systems in Detroit can be modified to create a transformed network that connects people to jobs and services within the city and to employment centers beyond the city limits.** The transformed network needs to respond to today's metropolitan region while actively contributing to the planned growth of employment districts and localized needs within the city. The key principle behind the transformation is the creation of a clear hierarchy of corridors, ranging from high-capacity and high-speed arterials and highways to intermediate thoroughfares, and lower-capacity neighborhood strips with frequent stopping services. Transportation networks will be conceived in concert with planning for retail amenities and services at the regional and residential scale, with neighborhood-level transportation routes designed as "complete streets" that allow bicycling, walking, and a broader range of approaches to getting places.

Efficient movement of goods and waste in and through Detroit is key to the economic and environmental health of the city. For freight as well as personal transit, the interchanges between hierarchy tiers or different modes of transportation are as important as the routes that run between them. The type of interchange required will have an important impact on the land use in that area. A transit interchange will offer a range of higher-density land uses that can offer services to those passing through. A freight interchange may require large amounts of space and therefore should be considered for areas expected to stabilize at lower residential densities or even change land use altogether.



### 3

#### A GREEN CITY WHERE LANDSCAPES CONTRIBUTE TO HEALTH

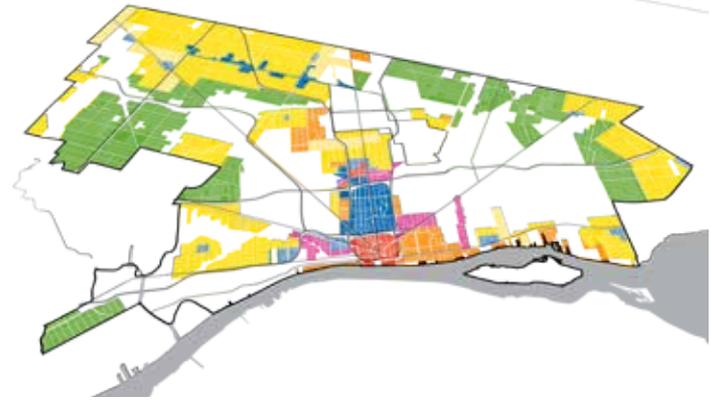
Unlike other cities pressed to find space for transformative landscapes, Detroit has an abundance of available land resources that can be leveraged to create a new green and sustainable city unlike any other in the world. **Landscape has enormous potential to structure or foster social and cultural relationships through adapted and productive ecologies that will give rise to a new urban form.**

Landscapes are inevitable: If you do nothing else, landscape will re-establish itself even in the most built-up areas. Relative to other forms of infrastructural or urban development, then, landscape strategies are very affordable. Landscapes also adapt well to different conditions, so they can require different types and lower intensities of maintenance to sustain them.

Landscapes are productive and multi-functional. They clean air and water and soil; they make urban environments healthier; and they generate food, jobs, energy, commerce, and habitat. In this way, they cultivate new kinds of urban landscapes and experiences. They are also effective grounds for research and experimentation. New ideas can be safely and effectively tested in landscape settings for later application across the city and in other cities like Detroit.

Landscapes are the original “green” land use: they can reduce the resources necessary to sustain the city. Landscapes enrich communities by improving the health of the environment and of the people in it, and also create a lush, rich image and identity for the city—one which competing cities would love to have.

Because they work most effectively across large scales, with the ability to connect and coordinate seemingly unrelated entities, landscapes also have the potential to reconnect Detroit with its regional context. Landscapes of this type are already in place in Detroit, including the William G. Milliken State Park and Harbor, Detroit RiverWalk, and Belle Isle.



### 4

#### A CITY OF DISTINCT, ATTRACTIVE NEIGHBORHOODS

**Detroit has room to offer many neighborhood types and lifestyle choices for residents who want to stay in the city, while welcoming new residents looking to make Detroit their home.** To achieve this, a series of traditional and innovative neighborhood typologies have been established to directly engage existing challenges within the city, and to leverage the strengths and assets of existing neighborhoods and places with unique characteristics. Guiding the development of these neighborhoods are a series of development targets and performance measures to define neighborhood goals and measure their success in meeting those goals—which are in turn tied to the goal of a high quality of life for all residents.

While Detroit's traditional neighborhoods offer a compelling starting point for this transformation, many other areas—some of which are not necessarily recognized as viable neighborhoods today—offer a significant long-term opportunity for Detroit to be a leader in establishing a new urban form.

For Detroit, this new urban form includes areas in which vacant and underutilized land and defunct industrial building stock provide the material for innovative residential environments. Green residential and green mixed-rise neighborhoods transform existing land vacancy into integrated landscapes, providing recreational, ecological, and productive functions. Mixed-use neighborhoods for living and making not only transform parts of Detroit's unutilized industrial and residential areas, they also capitalize on Detroit's production philosophy, where ideas are developed, and become real.

CREATING A 50-YEAR LAND USE VISION

A CITY OF MULTIPLE  
EMPLOYMENT DISTRICTS

A CITY CONNECTING PEOPLE  
TO OPPORTUNITY

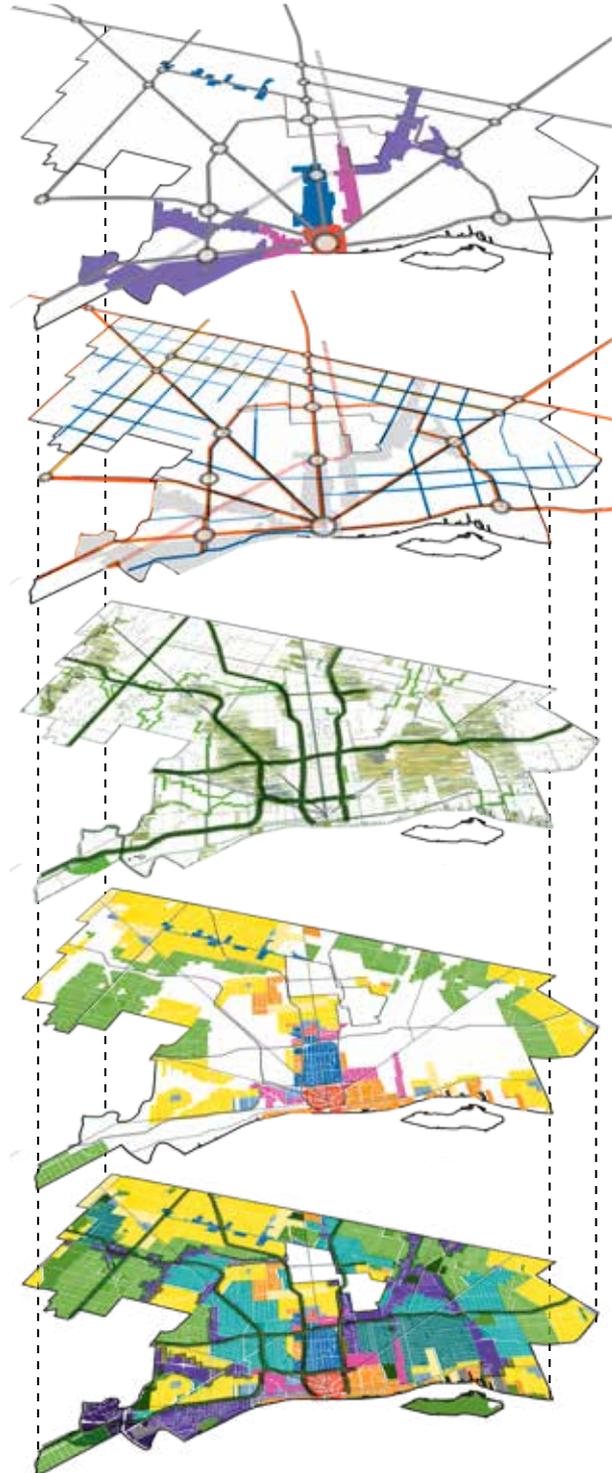
A GREEN CITY WHERE LANDSCAPES  
CONTRIBUTE TO HEALTH

A CITY OF DISTINCT,  
ATTRACTIVE NEIGHBORHOODS

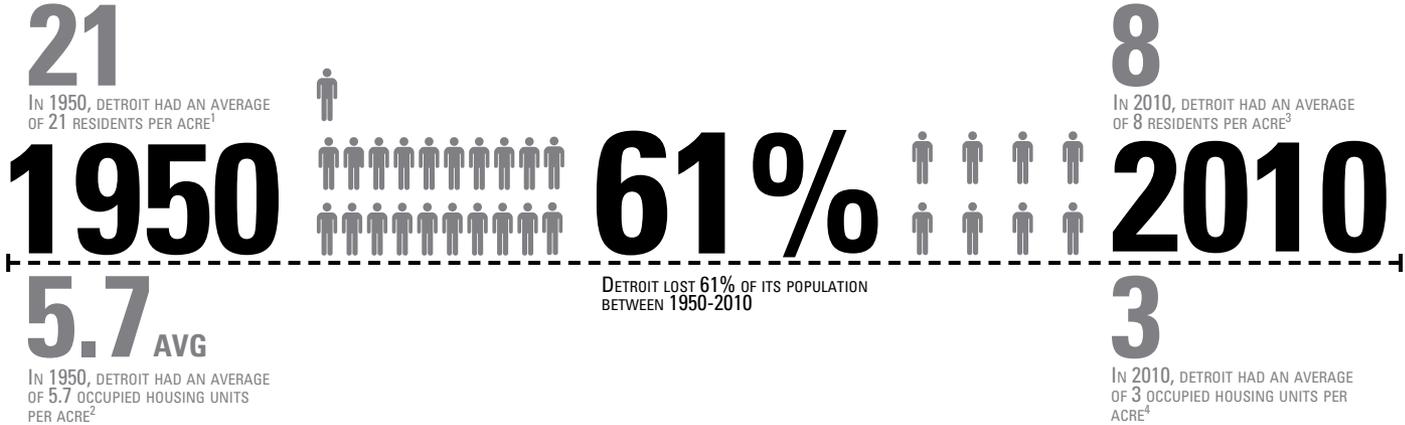
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50 YEAR LAND USE VISION

The four transformative ideas provide the basis for the future land use vision.



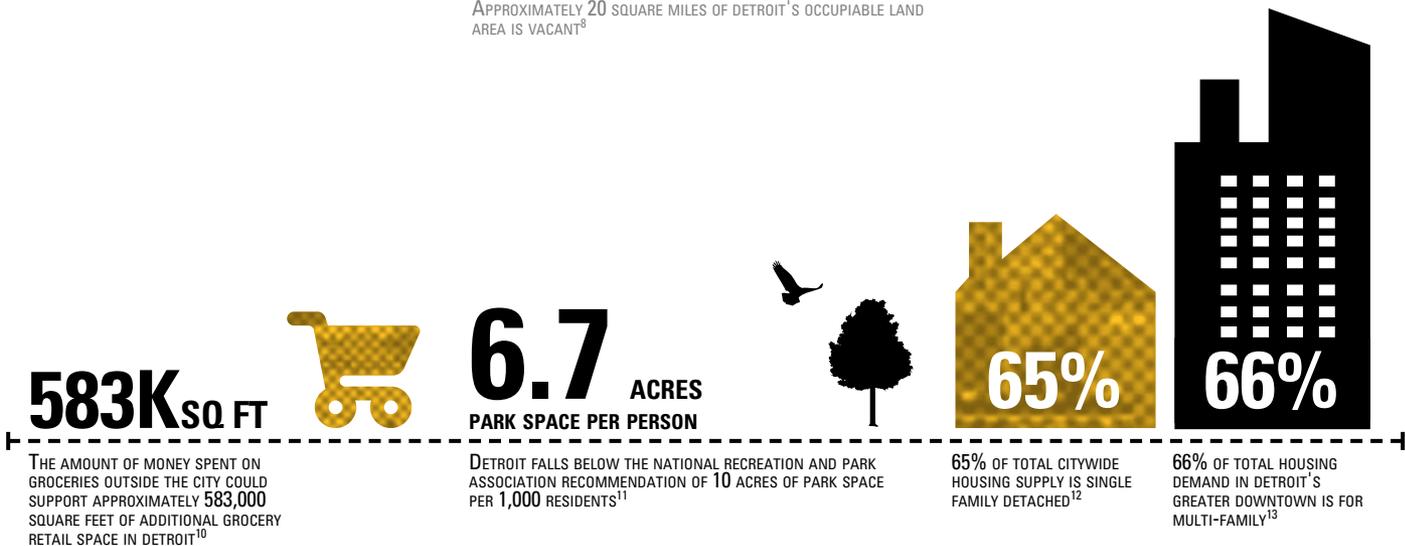
**POPULATION & LAND**



**UNDERUTILIZED LAND**



**UNMET DEMAND**



# REALITIES

## THE STATE OF DETROIT'S LAND USE

**UNDERUTILIZATION OF LAND.** The breathtaking growth that defined Detroit's emergence into the American industrial age is now a distant memory. In the last 10 years the total number of vacant housing units has doubled while the population has declined by 25 percent. Today, approximately 20 square miles of Detroit's occupiable land area are vacant. Within this context, the City of Detroit finds itself insolvent and struggling to provide the core services Detroiters need. With projected population decline in the city extending to 2040, and low workforce participation, the reutilization of Detroit's land must also navigate within an anemic market and environmental challenges while fulfilling currently unmet demands of Detroit's residents and employees.

**CHALLENGING MARKET.** While the consideration of Detroit's market challenges is often framed within the context of declining population, the resulting disinvestment has left 36 percent of the city's commercial parcels and 80,000 homes vacant. Within Detroit's struggling market, such vacancy quickly becomes abandonment, blight, and a public safety risk. These realities represent real, physical hurdles to Detroit's redevelopment, and demonstrate a diminished quality of life. For those who remain in the city, the ability to obtain amenities and services remains strained, particularly for Detroiters without a private vehicle. The result is unmet demand, loss of revenue, and inequity.

Detroit has far to go if it is to recapture its competitive edge in the region and the state of Michigan. Ultimately, \$1.5 billion in annual Detroit retail spending is lost to surrounding cities, including \$200 million alone in unmet retail food demand that dramatically undermines Detroiters' access to fresh, healthy food. Although there is demand for apartments and multi-family homes in Detroit, most of the city's housing choices are large, single-family homes that cannot compete with similar home choices in the suburbs. Further contributing to market struggle and health concerns are the 72 Superfund sites located in Detroit where the unmanaged industrial legacy of the city has created a range of areas with measurable hazardous waste that must be cleaned up before the land can be reused.

**UNHEALTHY ENVIRONMENT FOR RESIDENTS.** Combined Sewer Overflows (CSO) and Sanitary Sewer Overflows (SSO) pollute rivers several dozen times per year on average, far in excess of state and national clean water standards. Heavy rainfalls also cause flooding, which shuts down roads, interrupts transportation and business, and threatens human health and safety. Air quality and soil quality are

typically low due to a legacy of past industrial uses, current pollution releases, and lead contamination.

Not everyone in Detroit bears the burden equally. Past decisions, policies, and practices placed disproportionate environmental and health burdens on poorer neighborhoods. A new approach to land use must now correct these inequities.

**OVERSCALED, NON-SUSTAINABLE INFRASTRUCTURES.** Current infrastructural systems (including open spaces and recreational facilities, school, etc.) were built to accommodate populations more than twice the size of current-day Detroit. These systems are too big and maintenance-intensive—and they consequently cost too much to sustain. Built at a time when sustainable practices were not prevalent, they also can harm the environment, as in the case of CSOs.

**NEED FOR MORE OPEN SPACE AND RECREATIONAL RESOURCES.** For all the discussion about vacancy and surplus land, Detroit still falls well below the national average for park space acreage per resident. The still-new 31-acre William G. Milliken State Park and Harbor, as well as historic Belle Isle and Campus Martius, offer a glimpse into what is possible for Detroit's transformation into a greener city of beautiful vistas, playing fields, urban woodlands, bicycle paths and walking trails, as well as lakes and ponds, streams, playgrounds, and pocket parks.

Today, however, Detroit lags behind national standards and comparable cities in park availability. Parks and recreation centers are also poorly distributed across the city, relative to population densities: Areas of high-vacancy often have an abundance of open space that is being underused, while more populated areas lack enough parks to serve their residents. Care for parks and playgrounds is also an issue: Most current open spaces designed for traditional, high levels of maintenance, which is not affordable for limited park budgets.

1,2) US Census 1950; 3,4) US Census 2010; 5) US Environmental Protection Agency; 6) US Census 2010; 7) Interface Studio; 8) Detroit Planning & Development Department (P&DD), Hamilton Anderson Associates; 9) Wayne State University Department of Urban Studies & Planning, P&DD; 10) Social Compact 2010; 11) Trust for Public Land; 12) American Community Survey 2010 5-Year; 13) Zimmerman & Volk

**We must use innovative approaches to transform our vacant land in ways that increase its value and productivity and promote long-term sustainability.**

**We must use our open space to improve the health of all Detroit residents.**

# IMPERATIVES

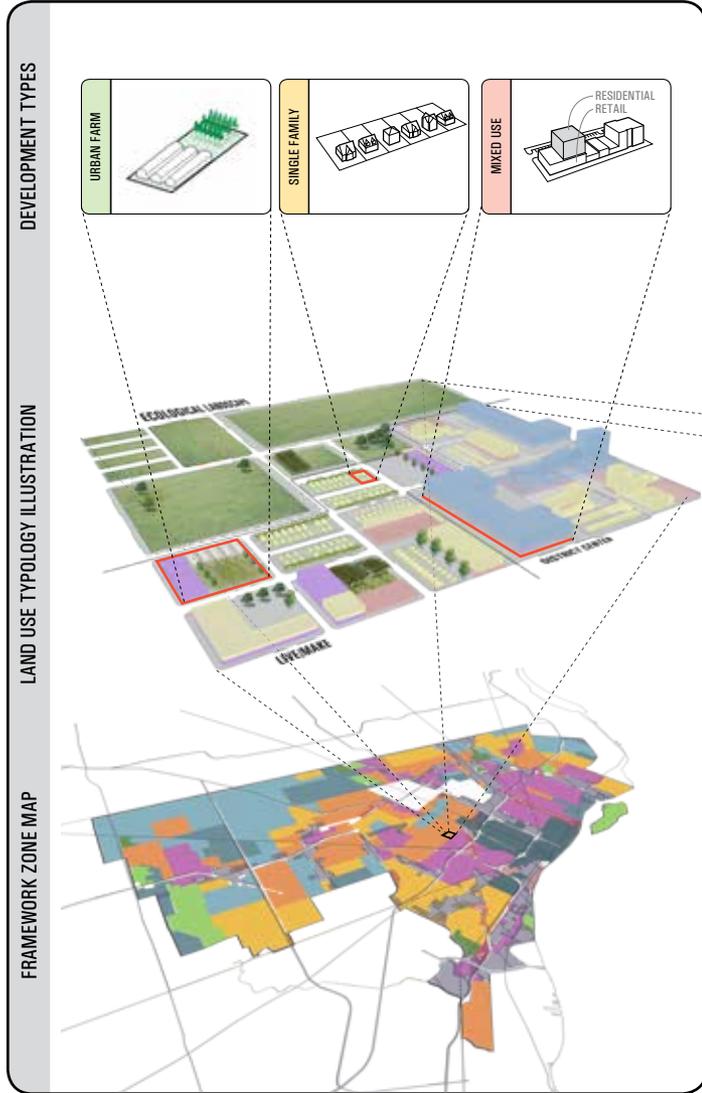
## LAND USE ACTIONS AND IMPACT

The Detroit Strategic Framework provides specific land use typologies to properly guide investment and land use decisions for achieving a sustainable, equitable, and healthy city. The Strategic Framework's identification and development of innovative land use forms and patterns was shaped by the quality-of-life and quality-of-business elements identified during the public process to engage with residents, employers, and other civic leaders. These elements not only guide the land use recommendations of the Strategic Framework, but also form the basis for long-term measurement of how well these proposed land uses are meeting the needs of residents, employees, and the city at large.

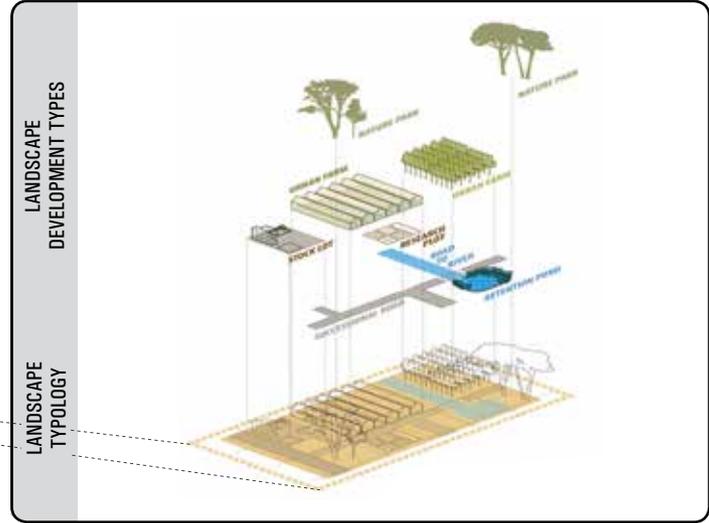
The future land uses, integrated with coordinated investment strategies, will demonstrate opportunities to fulfill needs for employment districts, neighborhoods, city systems, and open space. Among other objectives, they achieve sustainable densities and forms, effectively connecting to city transit corridors, integrating open spaces and services within neighborhoods, and using green and blue infrastructure to improve system performance and cost. Each approach defines an urban form to more efficiently use Detroit's land-rich environment to improve quality of life and business in the city. In some cases, these approaches leverage existing forms of development, but in others they deploy more innovative urban forms that create new models for land and facilities reuse by transforming existing buildings and land area into productive contributors to a sustainable Detroit.

### WHAT WE LEARNED FROM CIVIC ENGAGEMENT FEEDBACK

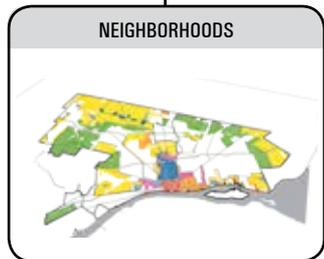
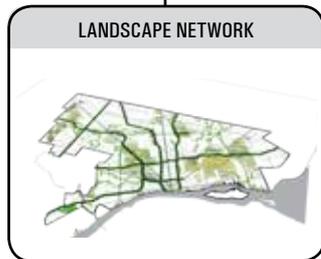
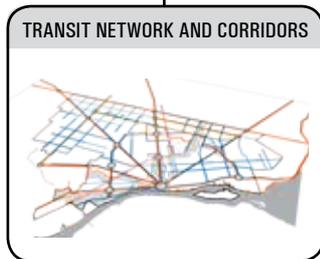
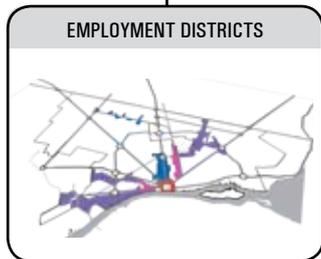
- Survey respondents' top choice for where they would like to do activities in the future was "Within walking distance from my home".
- Survey respondents' top choices for neighborhood types to develop in the next five years were less traditional neighborhood typologies:
  - Green Residential
  - Green Mixed-Rise
  - Live + Make
- Top land use strategies recorded from DWP participants included:
  - Prioritize green and natural areas
  - Develop a wider range of safe, affordable, and diverse housing
  - Remediate, maintain, clean-up, and utilize land more effectively—including currently vacant, City-owned, and privately-owned land



**BUILDING THE IMAGE OF THE CITY:  
FRAMEWORK ZONES, TYPOLOGIES, DEVELOPMENT TYPES**



**CREATING PRODUCTIVE LANDSCAPES  
WITH A VARIETY OF DEVELOPMENT TYPES**



# STRATEGIES AND IMPLEMENTATION

Detroit's successful transformation will rely on its ability to retain current residents, businesses, and institutions while attracting new ones. Because Detroit did not arrive at its current condition overnight, its turnaround will require considerable time, and a willingness to adapt and try new solutions. Putting the proper tools and resources in place today can ensure more coordinated, flexible, and effective actions in the future.

The appropriate land use strategies to fulfill this objective are situated between the city's existing conditions and a range of preferred futures. The Detroit Strategic Framework organizes a wide variety of potential land use types within three levels of scale and purpose:

**FRAMEWORK ZONES** are meant to guide citywide and investment decisions in terms of the best ways to make positive change in areas with differing characteristics. These zones seek to categorize the city's residential, commercial, and industrial land based on similar physical and market characteristics. The most influential characteristic is vacancy, because of its drastic effect on physical and market conditions of an area.

**LAND USE TYPOLOGIES** provide the future vision for land use within the city. They are divided into three primary categories: neighborhood, industrial, and landscape. Land use typologies are used within the framework zones to provide the next-highest-level tool for decision making. They also provide the basis for the

city's future land use map and zoning districts. Instead of standard zoning practices that classify each property within the city, land use typologies seek to generate complete neighborhoods by prescribing densities and allowable development types for larger areas. To illustrate, each neighborhood typology aims for specific ratios and types of residential, commercial, and landscape uses that will allow residents and employees to live, work, and play within every unique neighborhood.

**DEVELOPMENT TYPES** are the physical development of buildings and landscape that may occur within a particular land use typology. They are divided into four major categories: residential, commercial, landscape, and industrial. For example, a development type may be a single family home, a retail strip, a stormwater retention pond, or a warehouse. Development type suitability and use criteria are determined by the land use typology.

The focus of the land use strategies is to recognize these three levels of consideration as a fundamental set of reference points for investment and future directions. In addition, the Detroit Strategic Framework recommends the following supportive strategies for land use:

- Create a new and diverse open space system for the city.
- Redefine corridors and complete streets.
- Develop innovative regulatory reform.

1

2

3

4

## FOUR TRANSFORMATIVE IDEAS : SIX IMPLEMENTATION STRATEGIES

A

**CREATE A CITYWIDE FRAMEWORK FOR GROWTH AND INVESTMENT**

The public, private, and philanthropic sectors need a tool to assess the city's land use conditions and develop strategic approaches to investments that will improve quality of life across all parts of the city. Based on comprehensive research and analysis of the physical and market conditions of the city, the Framework Zones map will help assess the condition of Detroit's districts and neighborhoods in terms of degrees of vacancy, from low to moderate to high. From this fact-based mapping, decision makers from city leaders to neighborhood organizations have the ability to take a more strategic approach to the opportunities and challenges facing neighborhoods, and to place those challenges in the context of the city at large. The discussion of vacancies in this broad, citywide context does not attribute "strength" or "weakness" to neighborhoods only on the basis of vacancy: Every neighborhood within the city is at risk, and every effort needs to be made to stabilize and transform the existing conditions to improve quality of life in all parts of the city.

**IMPLEMENTATION ACTIONS**

- 1 Establish framework zones and future land use maps as the basis for public, private, and philanthropic investment.
- 2 Base land use decisions on the fundamental physical and market conditions of the city: low-vacancy, moderate-vacancy, high-vacancy and Greater Downtown areas.
- 3 Update framework zones map on a 5-year basis to reflect changes to physical and market conditions.

B

**SUPPORT A NETWORK OF NEW AND EXISTING NEIGHBORHOOD TYPES**

The Detroit Strategic Framework introduces a new set of land use typologies that combine to represent the future land use vision for the city, from traditional forms that now characterize Detroit to entirely new departures. These are organized in three major categories: Neighborhoods, Industry, and Landscape. Each typology is scaled to the district or neighborhood level, and includes a range of strategic interventions and development types to support the larger vision for Detroit's new form. In addition to more conventional land use typologies, such as Traditional Residential Neighborhoods or General Industrial Districts, the Detroit Strategic Framework introduces new typologies that repurpose vacant land or obsolete industrial areas for innovative or productive uses, such as Innovation Ecological landscapes and Live+Make districts.

**IMPLEMENTATION ACTIONS**

- 1 Establish land use typologies as the vision for the future city.
- 2 Reorganize land use around neighborhoods, industry, and landscape.

C

**INTRODUCE NEW FORMS OF DEVELOPMENT**

Areas of high, moderate, and low-vacancy all hold the potential to be assets in the reinvention of the city. As part of the land use vision, the Detroit Strategic Framework posits two key points regarding development: First, not all development can occur in all places; and second, new forms of development can affirm the city's assets and address existing physical conditions. New residential and commercial development must reinforce areas of strength and increase densities there. At the same time, areas with significant population loss and high degrees of vacancy can be the sites of new, innovative, and productive development types that improve quality of life for city residents.

**IMPLEMENTATION ACTIONS**

- 1 Align framework zones and future land use typologies to determine appropriate locations and types of development across the city.
- 2 Introduce new and innovative landscape-based development types.
- 3 Introduce form-based development criteria.

**D****CREATE A NEW AND DIVERSE OPEN SPACE SYSTEM FOR THE CITY**

Landscape, open space, and environmental systems are envisioned as a new, healthy, green, and productive structure for the city of Detroit. Large-scale ecological and productive landscapes will take the place of vacant lots, and begin their work cleansing the water, the air, and the soil, all the while putting people to work. They also become a center for improving public health, sustaining Detroit's rich mix of cultures, and strengthening social connections in neighborhoods and across the city.

**IMPLEMENTATION ACTIONS**

- 1 Implement blue and green infrastructure.
- 2 Encourage reuse of vacant land with productive landscapes.
- 3 Diversify park network.
- 4 Encourage partnerships between universities and firms in productive landscapes to conduct research and provide job training opportunities.

**E****REDEFINE CORRIDORS AND CREATE COMPLETE STREETS**

Similar to its residential land, Detroit's commercial and transportation corridors have seen massive disinvestment over the last 50 years. The city's reduced population has left its roadways oversized for the population they serve. The space left behind holds the potential for rethinking the city's corridors. In fact, we cannot afford to continue to think of transportation and other city systems as "mono-functional"—Detroit has the opportunity and the imperative to combine many services and functions in repurposed corridors that can accommodate different types of transit, bicycling, and walking. Doing so will create a network of "complete streets" that offer an efficient set of transportation options and also address the need for green space and high-quality street design. Excess space within the right-of-way can accommodate blue infrastructure such as swales to collect stormwater run-off. Within areas of low-vacancy, land can be assembled in nodes to create walkable retail districts or new residential development that reinforces adjacent neighborhoods.

**IMPLEMENTATION ACTIONS**

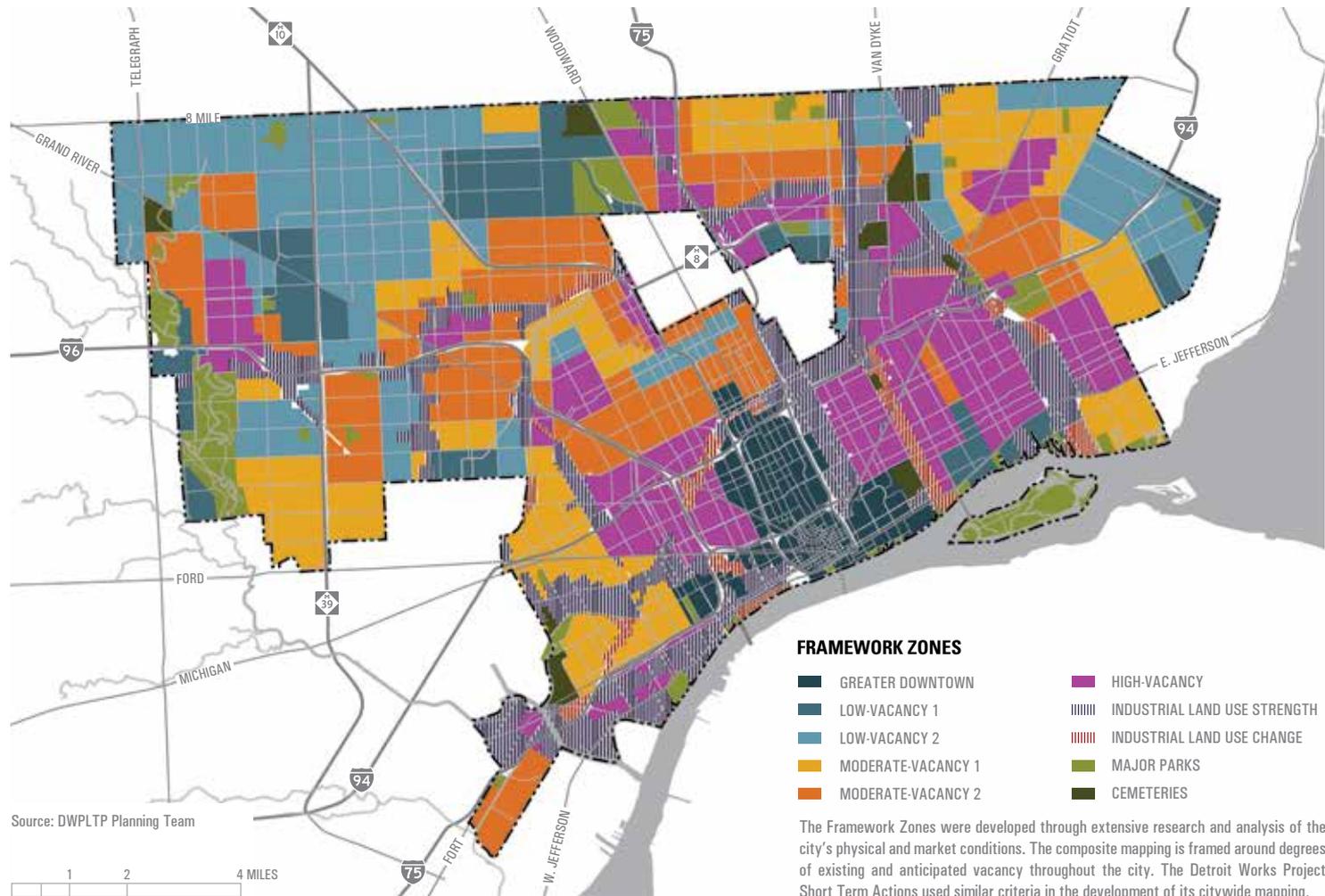
- 1 Develop tiered transit network that ties into regional system.
- 2 Incorporate multi-modal transit design into all street improvements.
- 3 Focus commercial development in walkable nodes or auto-oriented strips based on physical/market conditions and future land use vision.
- 4 Implement green infrastructure along highway corridors.
- 5 Implement blue infrastructure along arterial and other roads.

**F****ENACT INNOVATIVE REGULATORY REFORM**

The overlay of Framework Zones, land use typologies, and development types provide the basis for a revised regulatory framework that the City of Detroit should formally adopt. The City's anticipated adoption and codification of the Detroit Strategic Framework will also call for multiple layers of policy guidance documents within City departments and other public agencies, so that they can align implementation with the citywide vision for Detroit's new image. The Detroit Strategic Framework also offers an important opportunity to provide a fully coordinated basis for regional and state decision making about land use and public investment, recognizing the importance of the city within a larger regional, state and national context.

**IMPLEMENTATION ACTIONS**

- 1 Phase land use vision over 3 horizons (stabilize/improve, sustain, transform).
- 2 Revise/amend City Master Plan of Policies and Zoning Ordinance.
- 3 Update public, private, and philanthropic policy guiding documents.



The Framework Zones were developed through extensive research and analysis of the city's physical and market conditions. The composite mapping is framed around degrees of existing and anticipated vacancy throughout the city. The Detroit Works Project Short Term Actions used similar criteria in the development of its citywide mapping.

ANALYSES THAT INFLUENCED THE FRAMEWORK FOR DECISION MAKING			
	RESIDENTIAL PHYSICAL CONDITION ANALYSIS	MARKET VALUE ANALYSIS	DWP SHORT TERM ACTIONS INTEGRATED ANALYSIS
DESCRIPTION	Evaluation of prevailing physical conditions and household occupancy trends in residential areas across the city, identifying areas sharing common characteristics to inform decision making and strategy.	Evaluation of market factors and trends across the city, identifying areas sharing common market value characteristics to inform decision making and strategy.	Designation of general market types by the City of Detroit based on physical conditions and market value characteristics, articulating specific short-term governmental roles for intervention.
INDICATORS	Percent change in households 2000-2010; vacant land; vacant housing; housing condition	Median housing unit sales price 2009-2010; sales price coefficient of variance; percent residential properties in REO; subsidized rental stock; vacant lots; vacant, open, and dangerous buildings; foreclosures; commercial/residential ratio; owner occupancy	Residential Physical Condition Analysis; Market Value Analysis
SOURCES	Hamilton Anderson Associates; Data Driven Detroit; US Census 2000-2010	The Reinvestment Fund; Southeast Michigan Council of Governments (SEMCOG); US Census 2010; Data Driven Detroit; US Department of Housing and Urban Development (HUD); Wayne County Assessor's Office	Detroit Planning and Development Department; The Reinvestment Fund; Hamilton Anderson Associates

# CREATE A CITYWIDE FRAMEWORK FOR GROWTH AND INVESTMENT

## LAND USE FRAMEWORK ZONES



Public, private nonprofit, and philanthropic decision makers urgently need a thorough understanding of existing and anticipated land use conditions throughout Detroit to guide strategic investment for long-term strength and viability. The fundamental tool for this is the Framework Zones map, developed through comprehensive research and mapping of both the physical and market conditions of the city's residential, industrial, and commercial land. On the basis of existing and anticipated degrees of vacancy, the Framework Zones map aids developing the most appropriate range of strategies to inform land use decision making and investment, as well as citywide decision making for city system infrastructure, public land, and facilities.

The boundaries of the Framework Zones were determined not only by vacancy conditions, but also by neighborhood identity and physical separation created by major pieces of infrastructure or variations in land use. The goal was to analyze districts and neighborhoods in their entirety, not on the basis of parcel-level or block-level conditions. Previous mappings of the city—including the Community Development Advocates of Detroit's (CDAD) Strategic Framework map—aggregated data to the block level. While block level analysis is critical to neighborhood-based planning, it is less effective in determining direction for citywide decision making, particular where conditions may vary significantly from block to block as is common in the city today. The Framework Zones map should be understood to work in concert with these and future finer-grain maps: the Framework Zones provide the basis for citywide decision making; finer grain mapping provides the basis for individual neighborhood planning efforts.

The Framework Zones define four main composite characteristics across the city, and where those characteristics may be found. This composite is defined typically by degrees of overall land and structural vacancy. These include Low-Vacancy, Moderate-Vacancy, High-Vacancy, and Greater Downtown. Greater Downtown stands out distinctly because while it does have considerable land vacancy, its market characteristics remain the strongest in the city, and may incorporate different long-term goals and opportunities.

Areas with the highest degree of vacancy represent areas in which the existing residential fabric has been significantly eroded and land is often lying fallow and unused. Transformational approaches to areas with the highest degree of vacant land represent opportunities to dramatically improve the quality of life for those who currently live there, while ensuring future land use is more productive,

ecologically beneficial, and manageable from the standpoint of city systems.

In the middle of the Framework Zones spectrum are the moderate-vacancy areas. These areas represent both the largest overall land area and largest population of the framework zones. They also represent degrees of vacancy and market condition that range considerably across their geographies, posing challenges to stabilization and long-term land use transformation. In many ways, these are the areas that tell the most compelling stories of the city's growth, losses, and resilience: It is in these areas where the most innovative land use strategies can stabilize residential neighborhoods and define new types of neighborhoods to seamlessly integrate landscape and neighborhood.

The areas of lowest vacancy are neighborhoods that have historically been stable in terms of population and housing values, making them more competitive with their regional counterparts. Similar to the areas of moderate-vacancy, these neighborhoods continue to house a large percentage the city's population. With the deployment of near-term strategies that help to stabilize the housing market, forestall the rate of foreclosures and maintain improvement levels of neighborhood appearance and public safety, these neighborhoods can offer some of the best traditional urban housing options in the region.

The range of conditions found throughout Detroit provides the opportunity for creative reinvention of this land while simultaneously aligning scarce resources to have the greatest effect. Each Framework Zone should be seen in terms of its opportunity, with the differences lying only in the range of strategies available to achieve transformation.

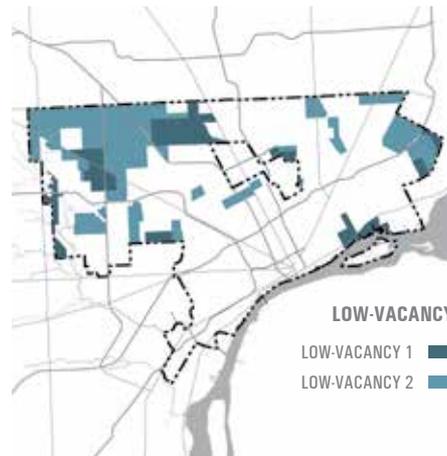
### IMPLEMENTATION ACTIONS

- 1 Establish framework zones and future land use maps as the basis for public, private, and philanthropic investment.
- 2 Base land use decisions on the fundamental physical and market conditions of the city: Low-Vacancy, Moderate-Vacancy, High-Vacancy, and Greater Downtown areas.
- 3 Update framework zones map on a 5-year basis to reflect changes to physical and market conditions.

## LOCATIONS



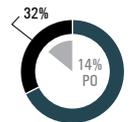
Source: DWPLTP Planning Team



## EXAMPLE AREA

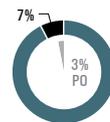


POPULATION: 45,279 MEAN INCOME: \$32,652

HOUSING  
VACANCYVACANT PARCELS:  
PUBLICLY OWNED

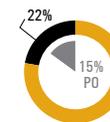
LAND AREA

POPULATION: 254,260 MEAN INCOME: \$48,509

HOUSING  
VACANCYVACANT PARCELS:  
PUBLICLY OWNED

LAND AREA

POPULATION: 318,140 MEAN INCOME: \$35,821

HOUSING  
VACANCYVACANT PARCELS:  
PUBLICLY OWNED

LAND AREA

## DESCRIPTION AND STATISTICS

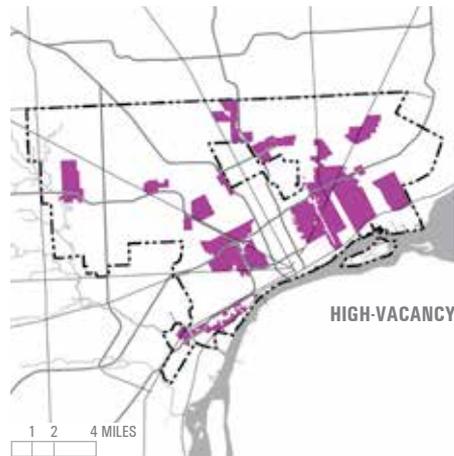
**GREATER DOWNTOWN** is broken out as a separate framework zone due to its role as the commercial core of the city and its unique physical form and zoning, which support higher densities and mixed-use development. It is characterized by moderate amounts of land and building vacancy. As a result, it has the highest capacity for increased commercial and residential growth due to significant amounts of buildable land and an existing multi-story building fabric. Greater Downtown has the strongest market demand in the city for additional residential and commercial uses. It also has low rates of foreclosure, relative to the rest of the city.

**LOW-VACANCY 1** neighborhoods have very low land and building vacancy. They also have the strongest residential markets relative to the rest of the city. Despite falling market values, they have maintained steady demand, accounting for their low-vacancy rates. Relative to the rest of the city they have had lower rates of home foreclosure. They include many of the city's historic districts.

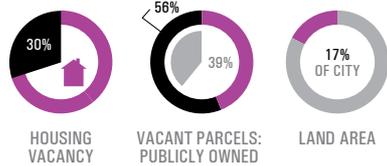
**LOW-VACANCY 2** neighborhoods have low land and building vacancy and by all appearances retain their identity as intact traditional residential neighborhoods. However, the residential markets in these areas have shown elevated rates of home vacancy as well as high rates of home foreclosure. Falling home values and weakening demand have made them vulnerable to future depopulation and increased vacancy.

**MODERATE-VACANCY 1** neighborhoods have moderate land and building vacancy. The traditional residential fabric in these neighborhoods is punctuated by interspersed vacant land and buildings. Market conditions in most instances are weak, showing vulnerability with low demand and high foreclosure rates. Many Moderate-Vacancy 1 areas, due to their proximity to Low-Vacancy neighborhoods, show greater potential for stabilization than Moderate-Vacancy 2 areas.

**MODERATE-VACANCY 2** neighborhoods show an extreme variation of vacancy conditions from moderate to high. As a result, many Moderate-Vacancy 2 areas are on the verge of losing their largely residential character. These areas have weak residential markets with very low demand and high foreclosure rates. They tend to be located adjacent to areas of High-Vacancy.

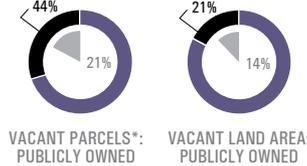


POPULATION: 88,255    MEAN INCOME: \$28,082



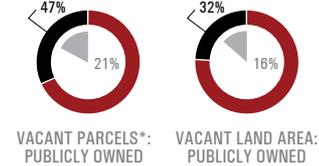
**HIGH-VACANCY** neighborhoods have very high rates of both land and building vacancy. These areas have largely lost their residential character. Residential structures are often isolated in a larger field of maintained or unmaintained vacant land. These areas have experienced high rates of illegal dumping and other forms of neglect. They exhibit very weak to no market outside of speculative land purchases adjacent to key city assets. A very high percentage of vacant land in High-Vacancy areas is in public ownership.

POPULATION: N/A    MEAN INCOME: N/A



**INDUSTRIAL LAND USE STRENGTH** areas contain Detroit's industrial lands that hold the most promise for productive use going forward. At the heart of these zones lie Detroit's strongest and most diverse existing industrial nodes, which act as anchors for other industrial and commercial activity. These areas combine higher employment density with good infrastructure access, a variety of appropriate development sites, and buffering from residential land uses. These corridors have the best potential for meeting the needs of current and future advanced and traditional industrial sectors.

POPULATION: N/A    MEAN INCOME: N/A



**INDUSTRIAL LAND USE CHANGE** areas are formerly industrial corridors and nodes in Detroit where an industrial critical mass is gone, or nearly so. The topography of viable industrial activity in Detroit has evolved in tandem with technological advances and market globalization, and these changes are reflected in industrial firms' individual and collective land use decisions. As a result, certain areas once appropriate for industrial use are no longer so and should be reassessed and ultimately transitioned to land uses more beneficial to Detroit communities.

\*Note: Vacant Land was coded in the Detroit Industrial Land Inventory as 1) vacant site; abandoned or 2) vacant site; empty

## EXISTING DETROIT LAND USE TYPOLOGY EXAMPLES

RESIDENTIAL TYPOLOGIES

GREEN RESIDENTIAL



1.

TRADITIONAL LOW-DENSITY



2.

TRADITIONAL MEDIUM-DENSITY



3.

GREEN MIXED-RISE



4.

MIXED-USE TYPOLOGIES

NEIGHBORHOOD CENTER



5.

DISTRICT CENTER



6.

CITY CENTER



7.

LIVE + MAKE



8.

INDUSTRIAL TYPOLOGIES

HEAVY INDUSTRIAL / UTILITIES



9.

GENERAL INDUSTRIAL



10.

LIGHT INDUSTRIAL



11.

LANDSCAPE TYPOLOGIES

INNOVATION PRODUCTIVE



12.

INNOVATION ECOLOGICAL



13.

LARGE PARKS



14.

"Given the prevalence of high-vacancy neighborhoods and industrial areas with abandoned warehouses, it would seem that the Green Residential and the Live+Make typologies would be . . . particularly beneficial."  
Alexandra, Community Conversation #3, 9/2012



# SUPPORT A NETWORK OF NEW AND EXISTING NEIGHBORHOOD TYPES

## LAND USE TYPOLOGIES

B

Land use typologies comprise the building blocks for the future land use map. They provide the vision and strategic direction for specific districts and neighborhoods throughout the city, while simultaneously addressing the existing and anticipated land use conditions presented within the Framework Zones. The three major categories of land use typologies—Neighborhoods, Industrial, and Landscape—work together within the Framework Zones to guide strategic decision making that contributes to a more sustainable city and improves quality of life for residents.

**NEIGHBORHOOD TYPOLOGIES.** Detroit’s neighborhoods must be regionally competitive to retain current residents, attract new residents, and provide the quality of life everyone deserves. Such neighborhoods should not only fulfill multiple resident lifestyle needs, they must also contribute to a neighborhood model that establishes sustainable densities for the city at large. The neighborhood typologies range from recognizable, traditional forms to non-traditional and innovative prototypes that offer opportunities for new mixed-use communities and the integration of residential structures with transformative landscapes. In some instances, such neighborhood development will leverage existing assets to stimulate greater market demand that could support higher density housing types.

**LANDSCAPE TYPOLOGIES.** Not all areas of the city that were historically traditional residential neighborhoods can remain as such. In areas with high levels of vacancy, eroding physical condition, diminished quality of life, and virtually nonexistent market demand, new investment in residential uses cannot be recommended. No resident should be forced to move, however. The Detroit Strategic Framework recommends a range of approaches to serving residents in these areas, while preparing for the transformation of these areas as residential population declines. New and productive land uses in these areas can provide needed jobs to Detroit residents, and allow land that no longer serves a productive purpose to return to a maintained version of its natural state.

These areas can be re-imagined as landscapes for economic growth, infrastructure, and ecology. In each, landscapes provide a unique opportunity to address existing challenges of environmental justice and environmental decline. New landscapes can provide needed jobs to Detroit residents, perform infrastructural functions like capturing stormwater and cleaning air, provide habitat to local wildlife and migrating birds, and decrease maintenance costs. Landscape typologies also include large parks like Belle Isle and Palmer Park, which provide important recreational opportunities and ecological functions for the city and region.

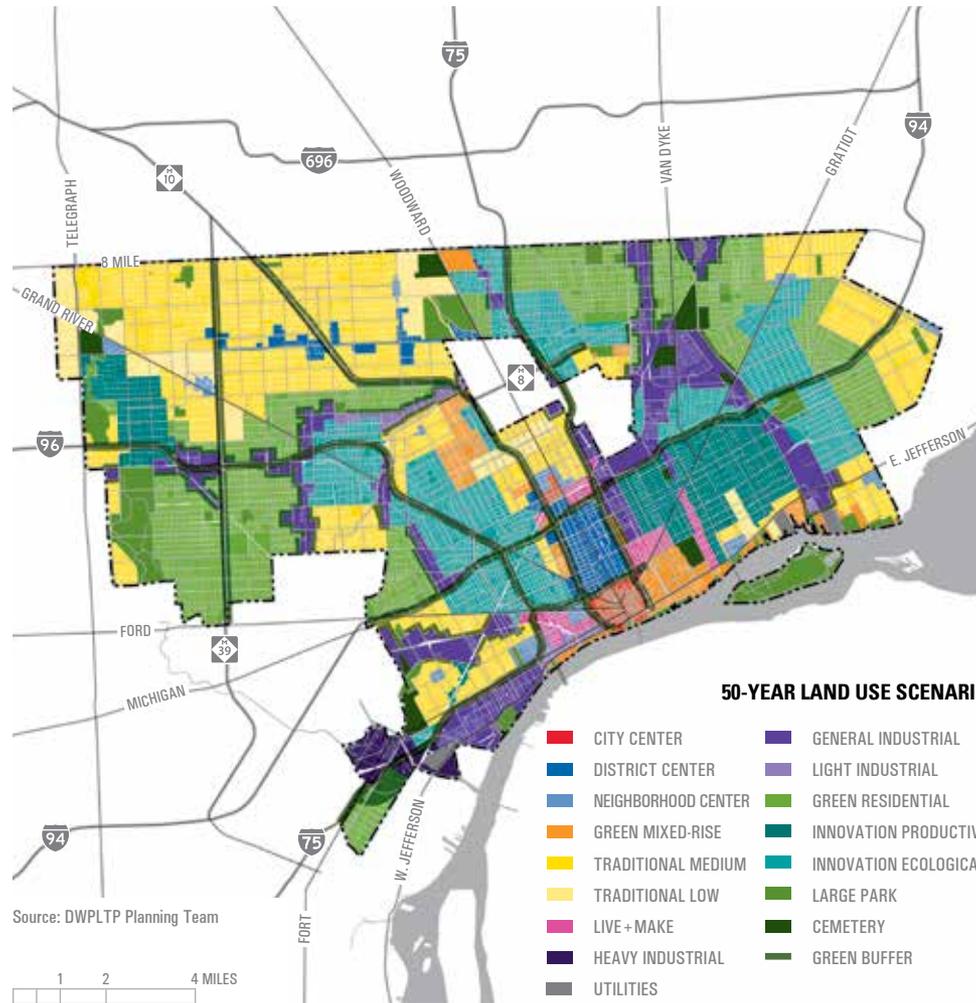
**INDUSTRIAL TYPOLOGIES.** The proposed industrial typologies recognize that Detroit’s economic and productive uses vary significantly in terms of their scale, intensity, and impacts. The amount of vacant land around many industrial areas also provides unique design opportunities that are integrated into the typologies.

Modern industrial activity is essential to Detroit’s economic growth but it needs to be carefully planned to maximize the use of existing land and infrastructure while creating an attractive and healthy environment for both businesses and adjacent neighborhoods. This includes an opportunity to establish a new era for making things in the city, with cleaner, more sustainable measures that support research, cultivation, assembly, and artisanal uses.

Detroit’s market for industrial land and real estate is unique in several ways when compared to the markets for other typologies. Users often choose their space and location based on purely pragmatic criteria such as access to transportation infrastructure and workforce, number of loading docks, ceiling clearances, and floor loads. These recognized real estate standards for modern industry need to be accommodated in the design of Detroit’s industrial typologies to ensure they are regionally competitive.

Proposed industrial activity is categorized into five distinct typologies that outline standards for density and use. A critical consideration for the design of the industrial typologies is the proposed interface between industrial activity and other, nearby non-industrial uses. The Live+Make typology, for instance, is intended to encourage a wide range of uses from small-scale manufacturing to housing and can therefore be designed in the context of existing economic districts and neighborhoods. On the other hand, the Heavy Industrial typology recognizes that some industrial uses require a significant distance and buffering from other uses. The result is a range of typologies that enable the opportunity to either integrate small-scale industrial activity into communities, or buffer higher-impact uses in a way that supports economic activity.

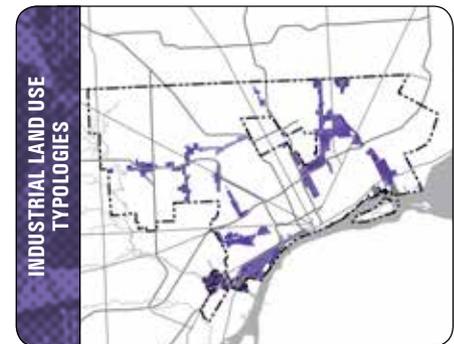
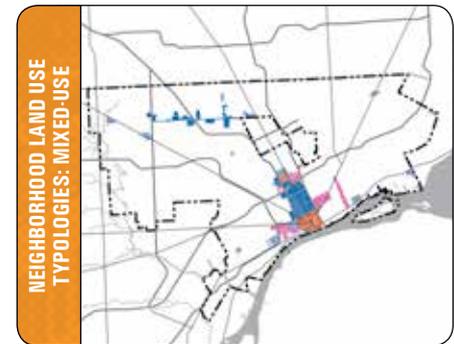
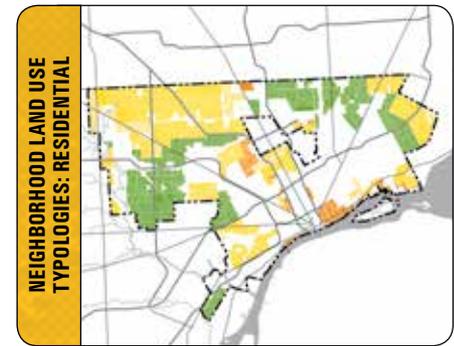
Image Sources: 1,2) Hamilton Anderson Associates; 3,4) Marvin Shaouni; 5) Hamilton Anderson Associates; 6) Parkerdr, Wikimedia Commons; 7) Marvin Shaouni; 8,9) Hamilton Anderson Associates; 10) Connie Johnson; 11) Interface Studio; 12) Marvin Shaouni; 13) Suzanne Temple, [blogspot.com](http://blogspot.com); 14) Mike Russell

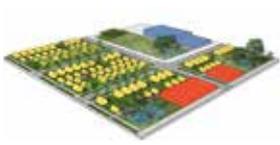
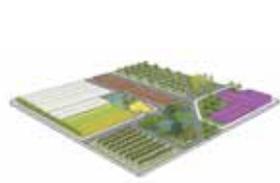
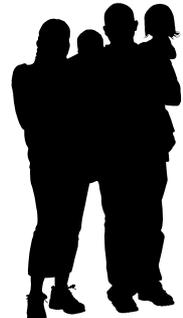


The 50-year land use scenario is built from the land use typologies. There are three major categories of land use typologies: Neighborhoods, Industrial, and Landscape. Within each of these major categories is a range of potential typologies, each providing the vision for returning vacant land to productive uses.

"The employment districts are needed as soon as possible. The connected transit network is a major concern for all Detroit residents. Innovative landscapes is what is needed in bringing services up to a better degree of living."

Merrell, Land Use Open House, 8/28/2012

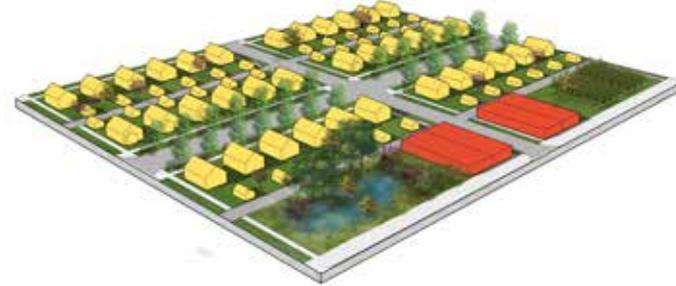


<p><b>GREEN RESIDENTIAL</b></p> 	<p><b>TRADITIONAL LOW-DENSITY</b></p> 	<p><b>TRADITIONAL MEDIUM-DENSITY</b></p> 	<p><b>GREEN MIXED-RISE</b></p> 
<p><b>NEIGHBORHOOD CENTER</b></p> 	<p><b>DISTRICT CENTER</b></p> 	<p><b>CITY CENTER</b></p> 	<p><b>LIVE+MAKE</b></p> 
<p><b>LIGHT INDUSTRIAL</b></p> 	<p><b>GENERAL INDUSTRIAL</b></p> 	<p><b>HEAVY INDUSTRIAL / UTILITIES</b></p> 	<p>“It seems neighborhood centers would most provide what's missing. They'd bring in needed services and foster community, which is vital to connection, safety, life, and excitement . . . I appreciate adding the green aspects to each for true sustainability, especially buffering the industrial areas.” Karen, Email Comment, 9/2012</p>
<p><b>LARGE PARK</b></p> 	<p><b>INNOVATION PRODUCTIVE</b></p> 	<p><b>INNOVATION ECOLOGICAL</b></p> 	

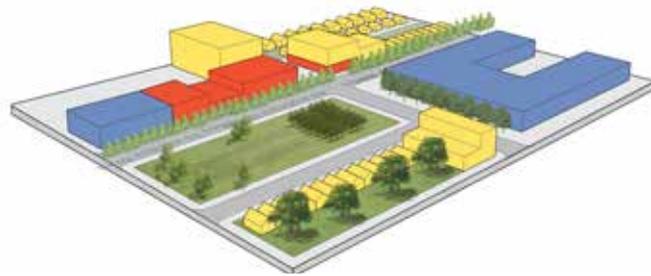


**GREEN RESIDENTIAL** areas illustrate one of the more profound ways in which Detroit may become a leader in sustainable land use, responding to neighborhood disinvestment and population loss by creating a new urban identity integrated with landscape. The Green Residential typology proposes transformed, landscape-based neighborhoods that transform Detroit's vacant and underutilized land into a canvas of green, supporting single- and multi-family residential along with community-maintained recreational spaces, productive landscapes, and blue/green infrastructure.

**GREEN RESIDENTIAL TRANSITIONAL** use shares the same set of strategic interventions as the Green Residential typology, but defers city systems renewal decisions until residential densities have achieved long-term stability.



**TRADITIONAL LOW-DENSITY** defines several of Detroit's historic districts. The predominant housing type in these areas is the detached single-family house on a 45-foot-wide (or larger) parcel, placed within a range of urban grids or lower-density meandering suburban streets. A limited mix of commercial retail types may be located at the periphery. Public space is provided by neighborhood parks, schools, or recreation centers. Future development of a similar size and scale should be reviewed carefully to confirm sustainable densities, and suitable cost/revenue ratio to provide services. Traditional Low-Density neighborhoods rely upon relatively better market strength compared with other Detroit neighborhoods, and have correspondingly higher taxable valuable and revenues to sustain cost-effective delivery of services.



**NEIGHBORHOOD CENTERS** are vibrant mixed-use environments that are hubs for commercial, community, and recreational activities for adjacent residential areas. These neighborhoods incorporate a limited mix of commercial employment and retail uses, and support a diverse range of residential housing types from multi-family to townhouse to detached single-family. Neighborhood retail is integrated into the residential fabric in nodes or along commercial strips. Public spaces include neighborhood parks or squares, as well as integrated landscapes. Schools, recreation centers, libraries, cultural centers, or places of worship provide institutional anchors.

#### LAND USE COLOR CODE

OFFICE RESIDENTIAL INSTITUTIONAL RETAIL INDUSTRIAL



**DISTRICT CENTERS** are active, medium-to-high density, mixed-use areas that provide an even split of residential and employment uses. They are typically anchored by a major commercial or institutional employer such as a university or medical center. Residential areas incorporate a mix of housing types from multi-family to townhouse to detached single-family. Multiple medium-density residential neighborhoods typically surround a District Center. District and neighborhood center retail types cater to resident and employee populations. Major civic cultural institutions and public spaces provide regional and neighborhood destinations.



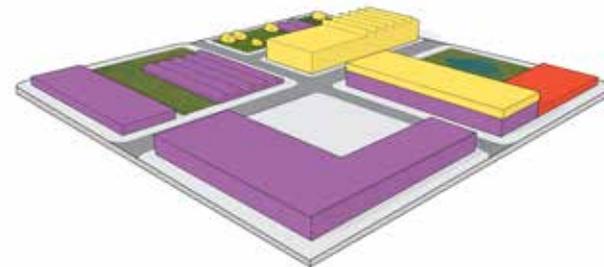
**TRADITIONAL MEDIUM-DENSITY** areas are primarily residential, with peripheral retail and other commercial uses. Traditional medium-density areas typify the dominant residential pattern throughout the city. The predominant housing type is the detached single-family house on a 30- to 45-footwide parcel within a conventional urban street grid, but may also include attached duplex and townhouse structures. A mix of retail types is located in commercial strips or nodes at the periphery of these neighborhoods. Public space is provided by neighborhood parks, schools, or recreation centers. At full density, Traditional Medium-Density Residential neighborhoods maintain a sustainable cost to provide services.



**GREEN MIXED-RISE** presents an innovative new residential neighborhood that combines medium- and high-density multi-family housing (both low- and high-rise) within a landscape setting. This landscape context can favor more productive characteristics (such as community gardens and forests), or more ecological characteristics (such as blue and green infrastructures and new urban habitats). Commercial retail and employment may be interspersed within the development area or at the periphery along corridors. Green Mixed-Rise neighborhoods demonstrate a unique way for Detroit to incorporate and attract greater density by capitalizing on existing physical assets—such as the east riverfront, and especially areas susceptible to flooding—while fostering a more symbiotic relationship with the natural environment. The relatively high density of the Green Mixed-Rise neighborhood achieves a low cost to provide services.



**CITY CENTER** is a dynamic mixed-use environment that functions as the city and region's core for commercial and service employment. The typology supports dense multi-family apartment and loft residential to maintain a 24/7 mixed-use environment. A mix of retail types caters to its diverse employee, resident, and visitor populations. Major civic public spaces provide regional destinations for events and recreation.



**LIVE+MAKE** presents another opportunity for Detroit to become a change leader in innovative urban design. Repurposed historic industrial structures and land that fosters a blend of smaller scale, low-impact production activity is combined with a diversity of other land uses. This typology provides a framework for true live-work in Detroit by allowing artisanal and small manufacturing, fabrication, assembly, and workshop uses compatible with housing and retail. The scale of industrial use is relatively fine grained, with a range of overall forms, including occupying multi-story, former industrial structures as well the development of new building types. Any adaptive reuse or new construction should be encouraged to have space set aside for productive activities.

## INDUSTRIAL LAND USE TYPOLOGIES



**LIGHT INDUSTRIAL** areas incorporate modern, light industrial uses that provide attractive environments for jobs and are compatible with nearby neighborhoods. They accommodate light industrial business and technology parks, food processing and wholesaling, advanced manufacturing, and research and development facilities on high-value urban land in an attractive, low-impact environment. Design guidelines, performance standards, and a percentage of by-right office uses would provide for an environment competitive with suburban business and technology parks, with the added advantage of proximity to educational and health assets located in the city. Low-impact light industrial users—fabricators, wholesalers, and small distributors—would be typical of the market for this typology, which features higher building coverages, urban street patterns, and small or subdivided lots.

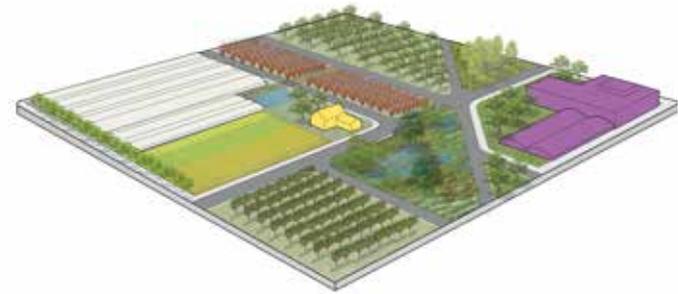


**GENERAL INDUSTRIAL** areas incorporate the bulk of Detroit's non-infrastructure industrial lands. They provide job centers to accommodate a wide range of production and distribution activities, buffered from other uses with blue/green infrastructure. The impact of the activities located here is lower than those found in heavy industrial areas, and many general industrial zones already abut residential neighborhoods. Higher building coverages, large lots, and building footprints and truck circulation areas are found in this zone, which comprises the most appropriate territory for retention and growth of modern industrial facilities. Urban design standards should be employed to achieve the quality business environment required to make these sites more competitive and marketable. Manufacturing, processing, wholesale, and distribution uses with moderate noise, vibration, odor, and traffic impacts would be typical in this zone.

## LANDSCAPE LAND USE TYPOLOGIES



**LARGE PARKS** are traditional large open spaces across the city that provide recreational opportunities and environmental benefits locally and regionally. This typology includes parks, cemeteries, golf courses, and any other traditional landscapes 4 acres or greater in size. These public spaces are typically managed by the Detroit Recreation Department, but other organizations may contribute to programming and maintenance.



**INNOVATION PRODUCTIVE** areas are landscapes of innovation where productive development types predominate. These landscapes put vacant land to productive, active uses: growing food and productive forests, reducing maintenance costs, cleaning soil, generating new knowledge, and reshaping public perceptions of vacant land. These innovative landscapes primarily include flowering fields that clean contaminated soils, research plots to test ideas, urban farms with greenhouses or cultivated forests (silviculture), and aquaculture and algae-culture facilities. A portion of these areas is devoted to blue infrastructures to manage stormwater, and ecological landscapes are also found here as a tertiary use of innovation, where working+productive development types predominate. The minimum size would be 2 acres, with some large-scale commercial sites being potentially much larger.

## LAND USE COLOR CODE

■ OFFICE   
 ■ RESIDENTIAL   
 ■ INSTITUTIONAL   
 ■ RETAIL   
 ■ INDUSTRIAL



**HEAVY INDUSTRIAL** districts accommodate high-impact industrial activity isolated from other residential and commercial uses. Low building coverage—often lacking enclosed activity—accommodates industrial activity like storage tanks, pipelines, and material yards in this zone. Heavy industrial zones are more permissive of high impacts such as noise, vibration, odor, traffic, and activity in order to provide for functional and secure space in the city required by petrochemical tank farms, refineries, gasification plants, asphalt, and concrete plants. Additional areas for community-serving heavy industrial activities— including scrap yards, salvage yards, recycling, waste transfer and heavy equipment maintenance or repair—may be designated within existing industrial districts via a community planning process where necessary.



**INNOVATION ECOLOGICAL** areas are landscapes of innovation, where ecological development types predominate. Here forests, meadows, and other landscapes develop gradually over time and cost very little (or nothing!) to “construct” and maintain. Flowering meadows gradually give way to forests, and the changing landscape supports a variety of plant and animal life, including birds like pheasants. These landscapes can develop on their own, or can be guided to different types of desirable landscapes, which may be especially suitable for a particular species, or more appropriate for stormwater management, or a quick-growing forest that shades out tall grasses and prevents them from growing, improving visibility and eliminating need for mowing. A portion of these areas is devoted to blue infrastructures to manage stormwater, and working+productive landscape development types are also found here as a tertiary use, occupying no more than 10% of the land area not allocated to blue infrastructure.

"We need to grow more of our own food, clean our air and water through strategic use of plants, produce energy from renewable sources."

Mary Lou, Land Use Open House, 8/28/2012

"While I don't know all neighborhoods well enough to determine if the land use typologies designated in the given maps is the best choice, I think defining land use typologies and looking at where they best fit will be potentially very beneficial."

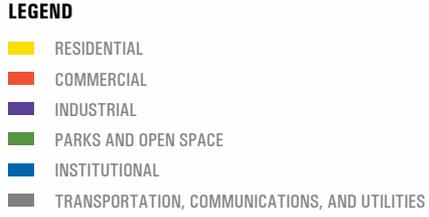
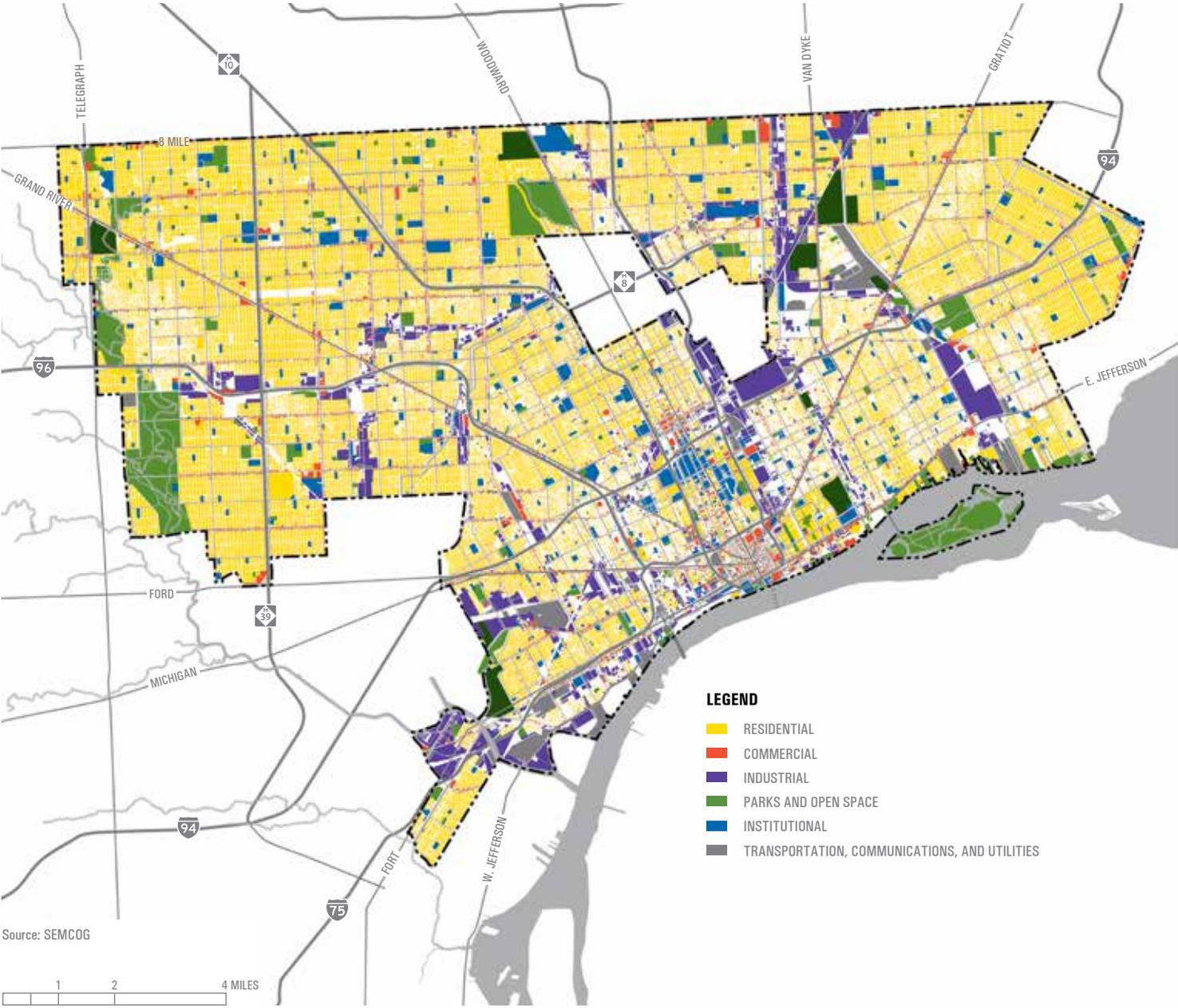
Alexandra, DWP Community Conversation, 9/12/2012



#### IMPLEMENTATION ACTIONS

- 1 Establish land use typologies as the vision for the future city.
- 2 Reorganize land use around neighborhoods, industry, and landscape.

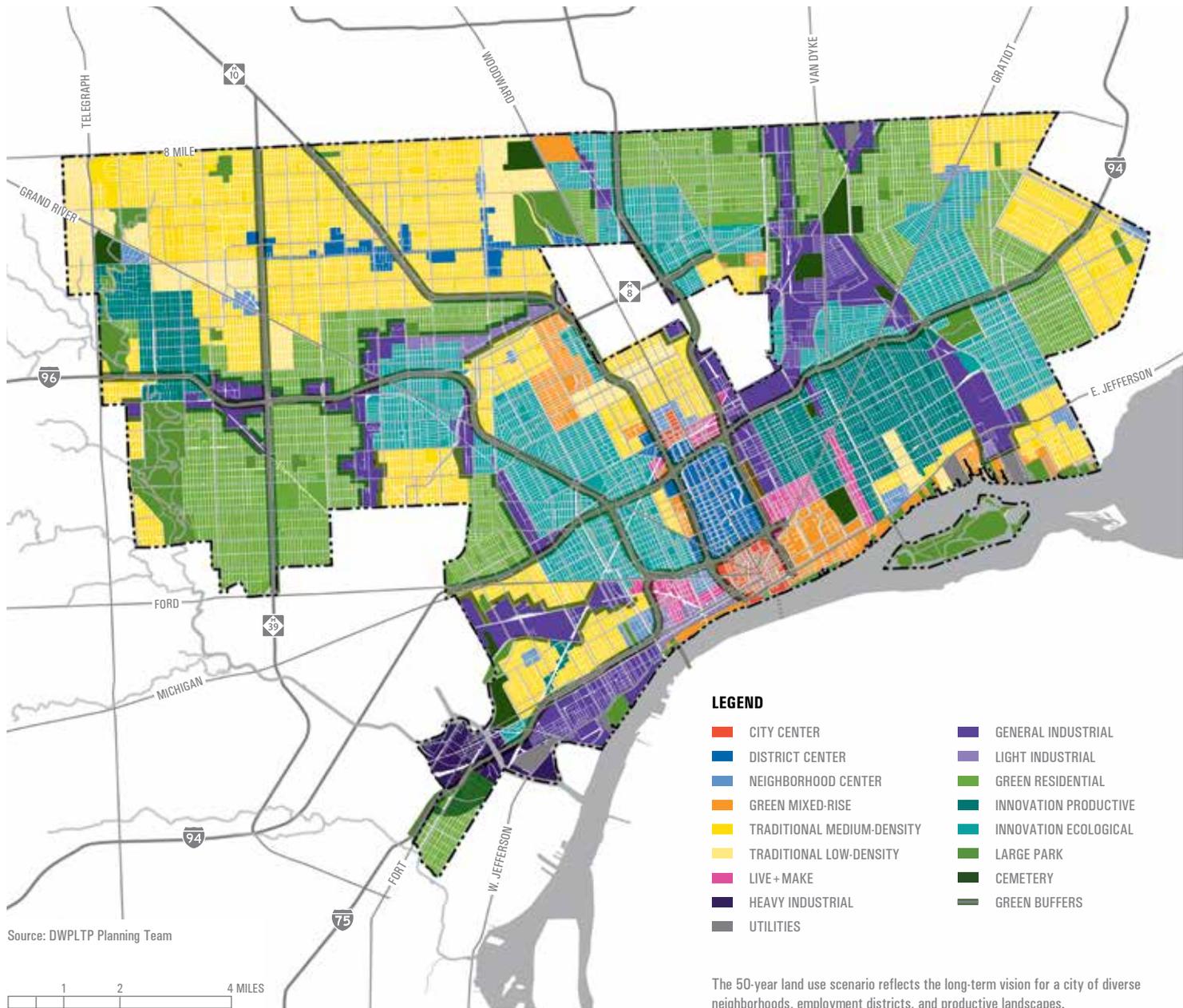
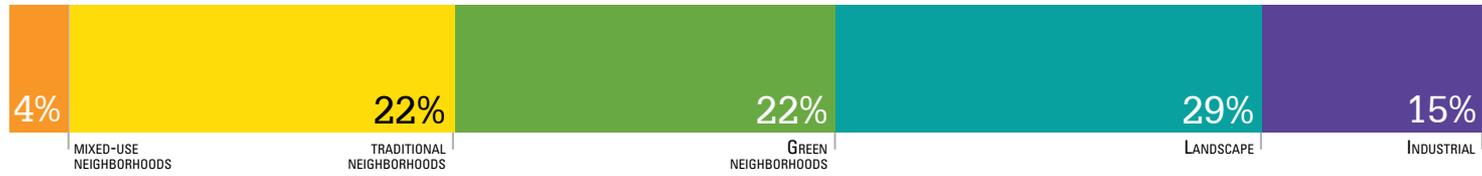
# EXISTING: CURRENT LAND USE



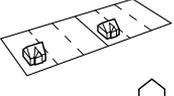
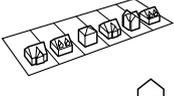
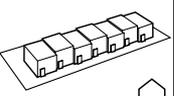
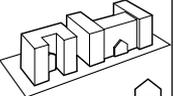
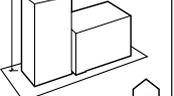
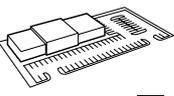
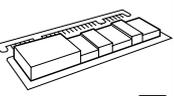
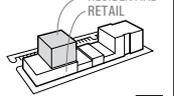
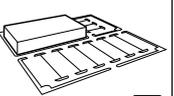
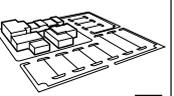
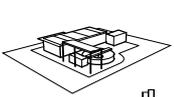
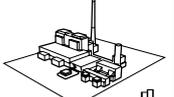
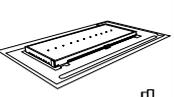
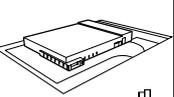
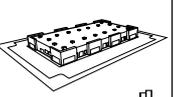
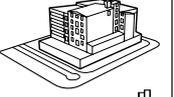
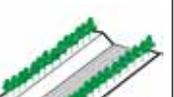
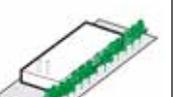
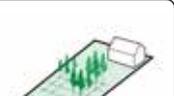
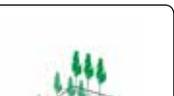
Source: SEMCOG



# PROPOSED: 50-YEAR LAND USE SCENARIO



The 50-year land use scenario reflects the long-term vision for a city of diverse neighborhoods, employment districts, and productive landscapes.

	RESIDENTIAL BLOTTING  SF	SINGLE FAMILY  SF	TOWNHOUSE  T	MID-RISE  MR	HIGH-RISE  HR	RESIDENTIAL
	AUTO-ORIENTED STRIP  AS	TRADITIONAL  TR	MIXED USE  MU	BIG BOX  BB	LIFESTYLE  L	RETAIL
UTILITIES  U	MANUFACTURING  M	DISTRIBUTION  D	WAREHOUSE  W	FLEX  F	ARTISANAL  A	INDUSTRIAL
	LOW-LYING LAKE  BG	SMALL RETENTION  BG	STORMWATER BLVD.  BG	CARBON FOREST  BG	INDUSTRIAL BUFFER  BG	BLUE / GREEN INFRASTRUCTURE
	PARKS  CO	PLAZA  CO	RECREATION CENTER  CO	GREENWAYS  CO	URBAN GARDEN  CO	COMMUNITY OPEN SPACES
	RESEARCH PLOT  WP	URBAN FARM  WP	ENERGY FIELD / FOREST  WP	AQUACULTURE  WP		WORKING AND PRODUCTIVE LANDSCAPES
	NATURE PARK  EL	RAPID REVEGETATION  EL	SUCCESSIONAL ROADS  EL	ROADS TO RIVERS  EL		ECOLOGICAL LANDSCAPE
	EVENT LANDSCAPES  TL	ARTSCAPES  TL	PHYTOREMEDIATION  TL	URBAN MEADOW  TL		TRANSITIONAL LANDSCAPES

#### LAND USE DEVELOPMENT TYPE KEY

- RESIDENTIAL: SF= SINGLE FAMILY; T= TOWNHOUSE; MR= MID-RISE; HR= HIGH-RISE
- INDUSTRIAL: U= UTILITY; M= MANUFACTURING; D= DISTRIBUTION; W= WAREHOUSE; F= FLEX; A= ARTISANAL
- RETAIL: AS= AUTO-ORIENTED STRIP; TR= TRADITIONAL; MU= MIXED USE; BB= BIG BOX; L= LIFESTYLE CENTER
- LANDSCAPE: BG= BLUE / GREEN INFRASTRUCTURE; CO= COMMUNITY OPEN SPACES; EL= ECOLOGICAL LANDSCAPES; TL= TRANSITIONAL LANDSCAPES; WP= WORKING AND PRODUCTIVE LANDSCAPES

# INTRODUCE NEW FORMS OF DEVELOPMENT

## LAND USE DEVELOPMENT TYPES



While the Framework Zones map provides a framework for decision making based on the physical and market conditions of the city, and the land use typologies provide the vision for how land and neighborhoods should evolve to improve quality of life, development types provide the range of possible developments within the city. These development types work within the framework zones and the land use typologies to help guide investment and development to the most appropriate areas of the city.

There are four major categories of development types: Residential, Commercial/Retail, Industrial, and Landscape. Within each of these major categories is a wide range of possible development types. Each land use typology is made up of a combination of possible development types. For instance, within High-Vacancy areas, there are only a limited number of allowable land use typologies. These typologies consist of a wide array of primarily landscape-based development types. However given the physical and market conditions described in High-Vacancy areas and the land use vision described in the range of High-Vacancy typologies, future residential or commercial uses would be excluded from future development.

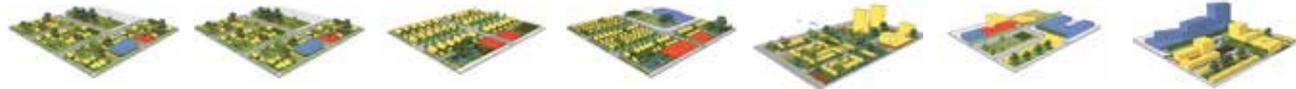
The matrix on the following pages reflects the reality that **although not all forms of investment can occur in all parts of the city, all parts of the city will need some form of investment to achieve its land use potential.** Development types provide the range of development allowed within a given land use typology. The land use typologies provide the vision for how land is to be redeveloped. The framework zones situate the land use typologies to steer development to the most appropriate parts of the city. This nesting becomes the basis of recommended future zoning ordinance revisions.

**INTRODUCE NEW AND INNOVATIVE FORMS OF DEVELOPMENT.** While there is a strong regulatory component to steering development to its most appropriate location, the Detroit Strategic Framework also advocates for a much wider array of allowable uses to encourage experimentation, entrepreneurship, and innovation. Although conventional residential, commercial/retail and industrial development types form the building blocks for growth within a diverse range of employment districts and mixed-use neighborhoods, the landscape-based development types provides Detroit with a unique opportunity to reframe its future around its landscape and open spaces. Multiple scales of blue and green infrastructure, from small retention ponds to low-lying lakes, can be interspersed within more conventional development to address the need for stormwater

management and quality amenities for residents. Carbon forest and industrial buffer development types can help cleanse the air around major areas of pollution. Research plots, urban farms, aquaculture, and energy field development types can help return vacant land to productive uses and provide needed jobs for Detroit residents. Event landscapes and artscape can help establish Detroit as an international destination for arts and culture around its creative use of land. Detroit's future lies in the opportunity these new and innovative uses provide to transform the city's vacant land for productive and creative purposes.

### IMPLEMENTATION ACTIONS

- 1 Align framework zones and future land use typologies to determine appropriate locations and types of development across the city.
- 2 Introduce new and innovative landscape-based development types.
- 3 Introduce form-based development criteria.



GREEN RESIDENTIAL

GREEN RESIDENTIAL TRANSITIONAL

TRADITIONAL LOW-DENSITY

TRADITIONAL MEDIUM-DENSITY

GREEN MIXED-RISE

NEIGHBORHOOD CENTER

DISTRICT CENTER

NEIGHBORHOOD TYPOLOGIES

FRAMEWORK ZONES	GREATER DOWNTOWN						
	LOW-VACANCY 1						
	LOW-VACANCY 2						
	MODERATE-VACANCY 1						
	MODERATE-VACANCY 2						
	HIGH-VACANCY						

HOW TO READ THE LAND USE DEVELOPMENT TYPE MATRIX

The Land Use Development Type Matrix illustrates how development will be guided by framework zone and typology to achieve a future vision for the city. The matrix illustrates which typologies are appropriate for each framework zone and the development types that are appropriate for each typology and framework zone. For example, if an area of the city is classified Moderate-Vacancy 1, there are 5 appropriate typologies: Green Residential, Green Residential Transitional, Traditional Medium-Density, Green Mixed-Rise and Neighborhood Center. If the desired typology is Green Residential there are then 5 appropriate development types: Neighborhood and Auto-Oriented Strip retail development types, Blue Green Infrastructure, Community Open Spaces, and Transitional Landscapes landscape development types.

LAND USE DEVELOPMENT TYPE LEGEND

- RESIDENTIAL: SF = SINGLE FAMILY; T = TOWNHOUSE; MR = MID-RISE; HR = HIGH-RISE
- INDUSTRIAL: U = UTILITY; M = MANUFACTURING; D = DISTRIBUTION; W = WAREHOUSE; F = FLEX; A = ARTISANAL
- RETAIL: AS = AUTO-ORIENTED STRIP; TR = TRADITIONAL; MU = MIXED USE; BB = BIG BOX; L = LIFESTYLE CENTER
- LANDSCAPE: BG = BLUE / GREEN INFRASTRUCTURE; CO = COMMUNITY OPEN SPACES; EL = ECOLOGICAL LANDSCAPES; TL = TRANSITIONAL LANDSCAPES; WP = WORKING & PRODUCTIVE LANDSCAPES
- BY RIGHT
- CONDITIONAL



CITY CENTER



LIVE+MAKE



LIGHT INDUSTRIAL



GENERAL INDUSTRIAL



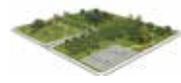
HEAVY INDUSTRY / UTILITIES



INNOVATION PRODUCTIVE



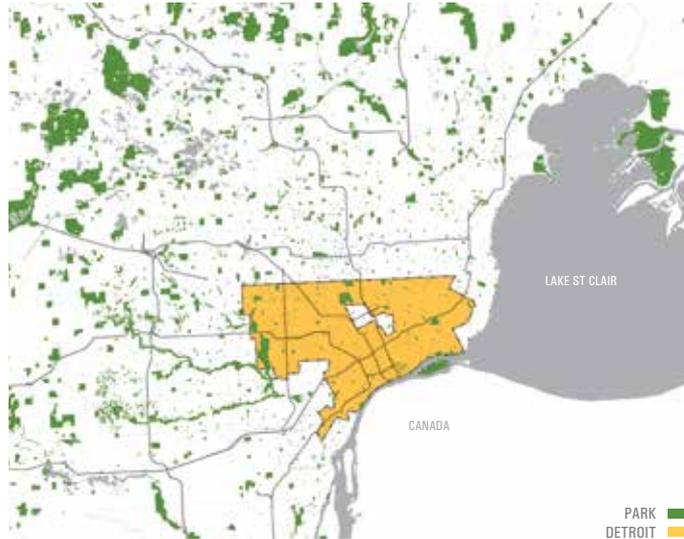
INNOVATION ECOLOGICAL



LARGE PARKS

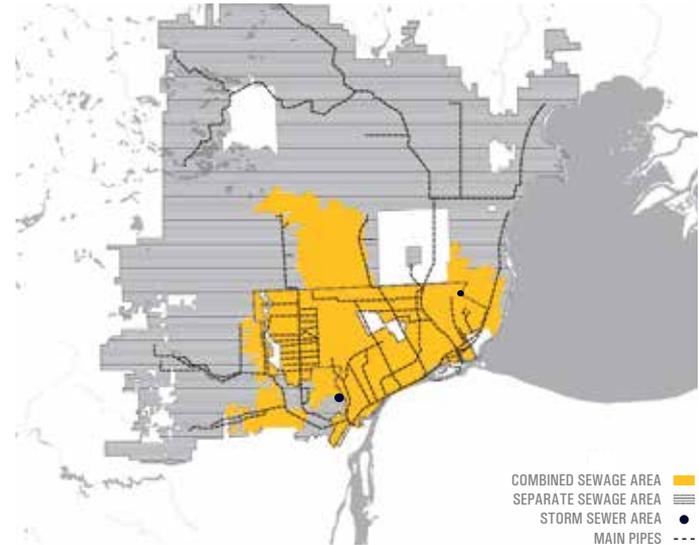
		INDUSTRIAL TYPOLOGIES			LANDSCAPE TYPOLOGIES	
<div style="display: flex; justify-content: space-between;"> <div style="text-align: center;"> <p>MR HR MU BG</p> <p>CO A</p> </div> <div style="text-align: center;"> <p>MR TR MU BG</p> <p>CO TL F</p> <p>A</p> </div> </div>						BG CO
						BG CO
						BG CO
					BG WP	BG EL TL WP
		BG D W F A	BG M D W F		BG EL TL WP	BG EL TL WP
		AS BG D W F A	AS BG M D W F	AS BG U M		
	MR AS TR BG D W F A				BG EL TL WP	BG EL TL WP

## REGIONAL PARK NETWORK



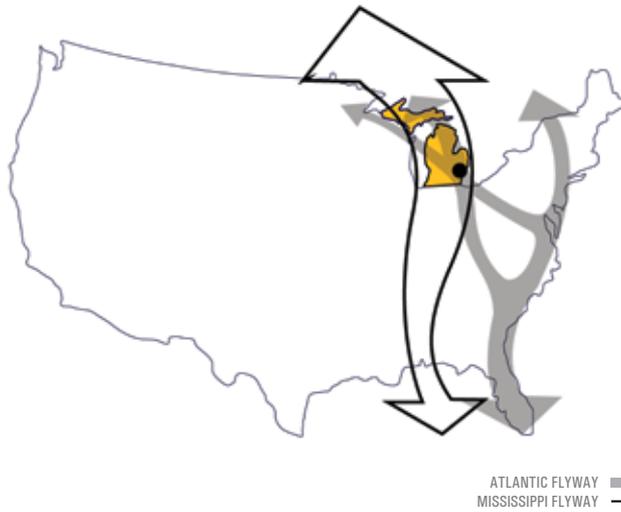
Detroit's largest open spaces are currently large parks, which link to a regional park network.

## STORMWATER / SEWER MANAGEMENT



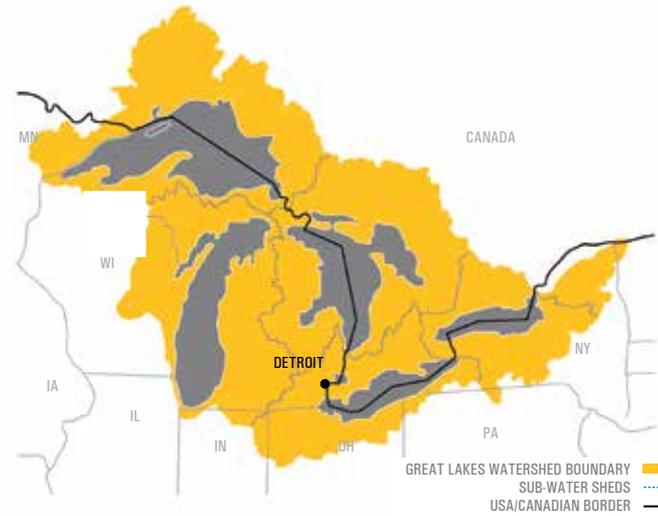
DWSD operates a regional stormwater/sewerage system that covers a 946 sq mile area.

## MAJOR BIRD MIGRATION ROUTES



Detroit is located at the intersection of the Atlantic and Mississippi flyways, key migration paths for birds that stretch across North America.

## GREAT LAKES WATERSHED



Michigan, including Detroit, sits within the Great Lakes Watershed. The ecological issues facing the Great Lakes Basin include: land runoff, coastal development & loss of habitat, invasive species, toxic chemicals, climate change, fishing pressure, and water withdrawals.

# CREATE A NEW AND DIVERSE OPEN SPACE SYSTEM FOR THE CITY

## CONNECTING AND ADDING TO EXISTING OPEN SPACE



**NEED FOR NEW KINDS OF LANDSCAPES.** The city and its residents have needs that must be met for healthy neighborhoods, convenient access to recreation opportunities, and affordable and reliable city services. Traditional open spaces, infrastructure services, and remediation techniques are too expensive to maintain. Given all this, there is a need to find unconventional strategies:

- to reduce burdens on existing infrastructure networks so they cost less to operate and maintain;
- to provide new, hybridized types of recreation areas that cost less to maintain; and
- to put vacant land to productive use, and to improve the health of the city, its residents, and its ecosystem.

Landscapes and landscape strategies can tackle many of these challenges, and address resident concerns. New open space networks capture and clean stormwater, improve air quality, provide diverse recreation opportunities, provide habitat for local wildlife and migrating birds, clean contaminated soil and improve environmental conditions, and structure sustainable urban design and give new identity to Detroit.

Many of these ideas aren't new; innovative solutions are already underway in Detroit, but face challenges:

- Some uses are illegal.
- Other uses, like events, require multiple, costly permissions and licenses to sponsor.
- Organizations have limited funding and budgets.
- Projects are often undertaken independently; there is no unified vision (inefficient use of limited resources).
- Uncertainties due to soil contamination, regulatory questions, and other factors impede projects. A unified vision for a diverse range of open spaces coupled with regulatory changes can transform Detroit into a 21st century sustainable city.

"We need to transform the city of Detroit into a cleaner, healthier, safer environment."

Oscar, Land Use Open House, 8/28/2012

"There is no one idea for repurposing the open space in the city. Urban farming, successional landscapes, productive water/rain-scapes, buffer zones between neighborhoods—all of them offer promise."

Gary, Detroit 24/7, 5/2012



"Landscape changes alone will not completely address the health challenges. We need to look at policies as well as additional innovative opportunities (i.e., using schools as recreational opportunities)."

Environmental Working Group, 2/6/2012

"Use vacant land for managing water that comes through rainfall (stormwater management) in a systematic and planned manner. The City could identify all those low-lying vacant parcels in the city and integrate that information into a comprehensive stormwater management plan."

Justin, Detroit 24/7, "Environmental Issues," 5/2012

"Support urban agriculture (small-scale, organic, community/locally driven) through city policies and zoning."

Sarah, Environmental Summit, 5/5/2011

## LANDSCAPE DEVELOPMENT TYPES

COMMUNITY OPEN SPACES	ECOLOGICAL LANDSCAPES	BLUE / GREEN INFRASTRUCTURE	WORKING AND PRODUCTIVE LANDSCAPES	TRANSITIONAL LANDSCAPES
Landscapes for recreation, social life, and small-scale food cultivation	Meadows and forests that provide habitat and other environmental benefits	Landscapes that capture stormwater and clean air	Landscapes that generate new knowledge, grow energy and food, and create new urban experiences	Temporary landscapes that clean soil and enable new forms of social life and creative displays
<ul style="list-style-type: none"> <li>Playground</li> <li>Neighborhood park</li> <li>Sports field</li> <li>Regional park</li> <li>Cemetery (Existing)</li> <li>Plaza</li> <li>Recreation center</li> <li>Trails / greenway</li> <li>Urban garden</li> <li>Farmers market</li> </ul>	<ul style="list-style-type: none"> <li>Nature park</li> <li>Industrial nature park</li> <li>Rapid reforestation</li> <li>Successional road</li> <li>Roads to rivers</li> </ul>	<ul style="list-style-type: none"> <li>Large lake</li> <li>Smaller retention pond</li> <li>Infiltration park</li> <li>Swales and infiltration medians</li> <li>Roadside pond (along wide roads)</li> <li>Green industry buffer</li> <li>Carbon forest</li> </ul>	<ul style="list-style-type: none"> <li>Research landscape</li> <li>Urban farm</li> <li>Aquaculture and hydroponics</li> <li>Algae-culture</li> <li>Energy field or forest</li> <li>Homestead</li> <li>Campground</li> </ul>	<ul style="list-style-type: none"> <li>Event landscape</li> <li>Remediation fields or forest</li> <li>Artscape</li> <li>Urban meadow</li> </ul>
				
Image Source: Kresge Foundation	Image Source: www.nature.org	Image Source: www.inlandbays.org	Image Source: Hamilton Anderson Associates	Image Source: Paul Hitz—Flickr, Wikimedia Commons

## LANDSCAPE AS URBAN CATALYST

### PRODUCTIVE LANDSCAPES AS URBAN

**CATALYST.** All of these landscapes put vacant land to productive use. “Productive” is used in a very broad sense: These landscapes provide a wide range of benefits:

- **Environmental benefits:** Clean air, improve water quality, capture stormwater, clean soil, provide habitat for local wildlife
- **Economic benefits:** Reduce maintenance and utility costs, perform roles of traditional systems, create jobs, produce food and other tangible products
- **Social benefits:** Allow for recreation and promote other forms of social life; increase property values; improve resident health and comfort. These landscapes function in multiple ways, at multiple scales, over multiple time horizons.

#### PILOT PROJECT

### URBAN AGRICULTURE (MEDIUM-SCALE)

Tests an installation of a medium-scale urban agriculture project on the ground. Needed: planning knowledge, capacity and sponsorship. Barriers include contaminated soils and lack of regulatory framework.

Image Source: [www.foodshedplanet.com](http://www.foodshedplanet.com)



### LANDSCAPES FOR ECONOMIC GROWTH.

Productive landscapes offer job opportunities; grow food, biomass for energy, and wood products; and clean soil, air, and water. Linked to employment districts, these are places of innovation, where new ideas are tested and imagined.

Future open space networks in Detroit include both larger landscape typologies and landscape development types integrated within neighborhoods. Landscape typologies each include a variety of different kinds of landscape development types.

#### PILOT PROJECT

### INNOVATIVE FOREST CREATION

Tests to understand the lowest cost techniques for agitating the ruderal landscape into an urban woodland. Woodlands create more benefit in terms of stormwater infiltration and particulate filtration for the health of regional air quality.

Image Source: Bobak Ha'Eri, Wikimedia Commons



### LANDSCAPES AS TRANSFORMATIVE

**INFRASTRUCTURES.** Landscape strategies can support city infrastructure systems, including stormwater/wastewater, energy, roads/transportation, and waste. Carbon forests along freeways clean air; stormwater boulevards along the city's historic axial roads clean water; industrial buffers mitigate the environmental and public health effects of industry.

**LANDSCAPES FOR NEIGHBORHOODS.** Small-scale playlots, urban gardens, remediation meadows, and blue infrastructure repurpose vacant lots in neighborhoods. These landscapes provide recreation opportunities, grow fresh fruits and vegetables, clean soil and capture stormwater, increase property values, and improve a sense of community.

### LANDSCAPES AS RECREATIONAL AND

**ECOLOGICAL NETWORKS.** Anchored by regional parks and linked by greenways, this network builds off existing, traditional parks, sports fields, and recreation centers, and adds new kinds of parks that cost less to operate and maintain. Additional recreation opportunities like hiking, mountain biking, and bird watching are found with blue and green corridors and larger ecological areas.



## FUTURE OPEN SPACE NETWORK

- CARBON FOREST
- BLUE INFRASTRUCTURE
- INNOVATION PRODUCTIVE
- INNOVATION ECOLOGICAL
- GREENWAYS
- INDUSTRIAL BUFFER
- DISPERSED GREEN LANDSCAPE
- DISPERSED BLUE INFRASTRUCTURE
- LARGE PARKS

Future open space networks in Detroit include both larger landscape typologies and landscape development types integrated within neighborhoods. Landscape typologies each include a variety of different kinds of landscape development types.

## A NEW OPEN SPACE NETWORK

"Evaluate and improve ecosystem services: Plant trees, indigenous species, rain gardens. Vegetation can improve the land, provide employment, raise funds through sales, and help sustain the neighborhood."

Northwest Community Conversation 2,  
5/7/2012



### PRECEDENT

#### EMSCHER PARKS

A whole series of parks and cultural facilities in the Ruhr Region, Germany, including Landschaftspark, are conversions of very large industrial sites to new uses—regional scale planning relevant in terms of its contemporary thinking on ecology and reuse.

Image Source: Gerd W. Schmölter



**A NEW SYSTEM OF DIVERSE KINDS OF OPEN SPACE.** A new system of innovative landscapes creates a new framework for civic life, reshapes perceptions of Detroit, and creates a new green (and blue) city identity. These landscapes include traditional landscapes like parks of many sizes, but importantly expand the range of landscape typologies to include blue + green corridors, large-scale blue infrastructure, and larger areas for innovation, such as the following:

- Innovative productive includes urban farms – greenhouses, managed forests, and aquaculture facilities; research plots; deconstruction sites; and other active uses.
- Innovative ecological includes meadows, forests, marshes, and other landscapes.

Complementing these larger uses, smaller-scale landscape development types include urban gardens, neighborhood parks, remediation plots, event-scapes, urban meadows, and smaller blue infrastructures.

### IMPLEMENTATION ACTIONS

- 1 Implement blue and green infrastructure.
- 2 Encourage reuse of vacant land with productive landscapes.
- 3 Diversify park network.
- 4 Encourage partnerships between universities and firms in productive landscapes to conduct research and provide job training opportunities.

### PRECEDENTS

- 1 Emscher Parks, Ruhr Region, Germany
- 2 Nature Park Südgelände, Berlin, Germany
- 3 Emerald Necklace, Boston
- 4 Sweetwater Farms, Milwaukee, WI
- 5 Salamonie Reservoir, Monument City, IN
- 6 Point Fraser Wetland, Perth, Australia

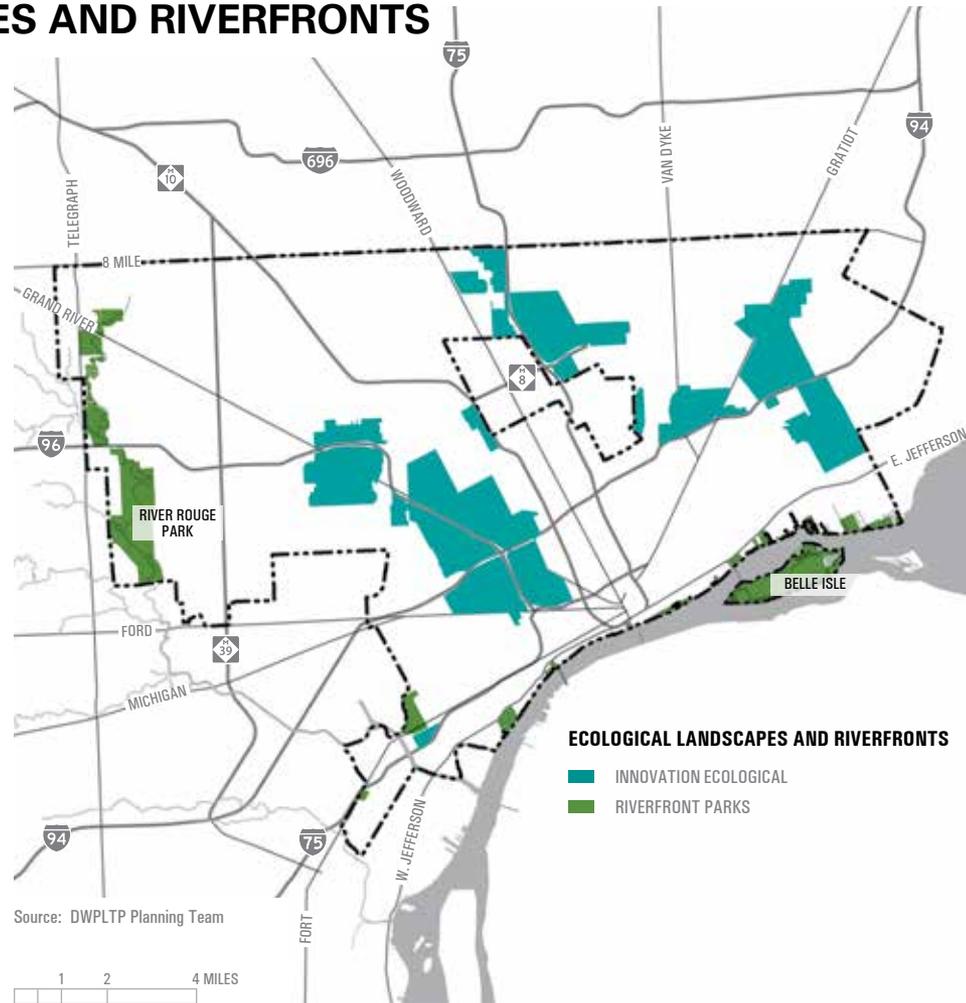
### PILOT PROJECTS

- 1 Urban Agriculture (Medium Scale)
- 2 Innovative Forest Creation

## ECOLOGICAL LANDSCAPES AND RIVERFRONTS

Ecological landscapes include forests, meadows, and other landscapes that develop and evolve gradually over time and cost very little to create and maintain. Flowering meadows gradually give way to forests, and the changing landscape supports a variety of plant and animal life, including birds like pheasants or migrating species. These landscapes can develop on their own, or can be guided to different types of desirable landscapes, which may be especially suitable for a particular species, or more appropriate for stormwater management, or a quick-growing forest that shades out tall grasses to improve visibility and eliminate need for mowing. They will often include remnants from previous land uses, which both cuts down on construction costs and alludes to the many histories of each individual site.

In particular, the Detroit and Rouge riverfronts include a mix of landscape uses: parks like River Rouge Park, Belle Isle, and the many others; greenways with walking and bicycling opportunities, like the RiverWalk; marsh parks and blue infrastructure that filter stormwater before it enters the rivers; and green mixed-rise neighborhoods within a water-based landscape



### PRECEDENT

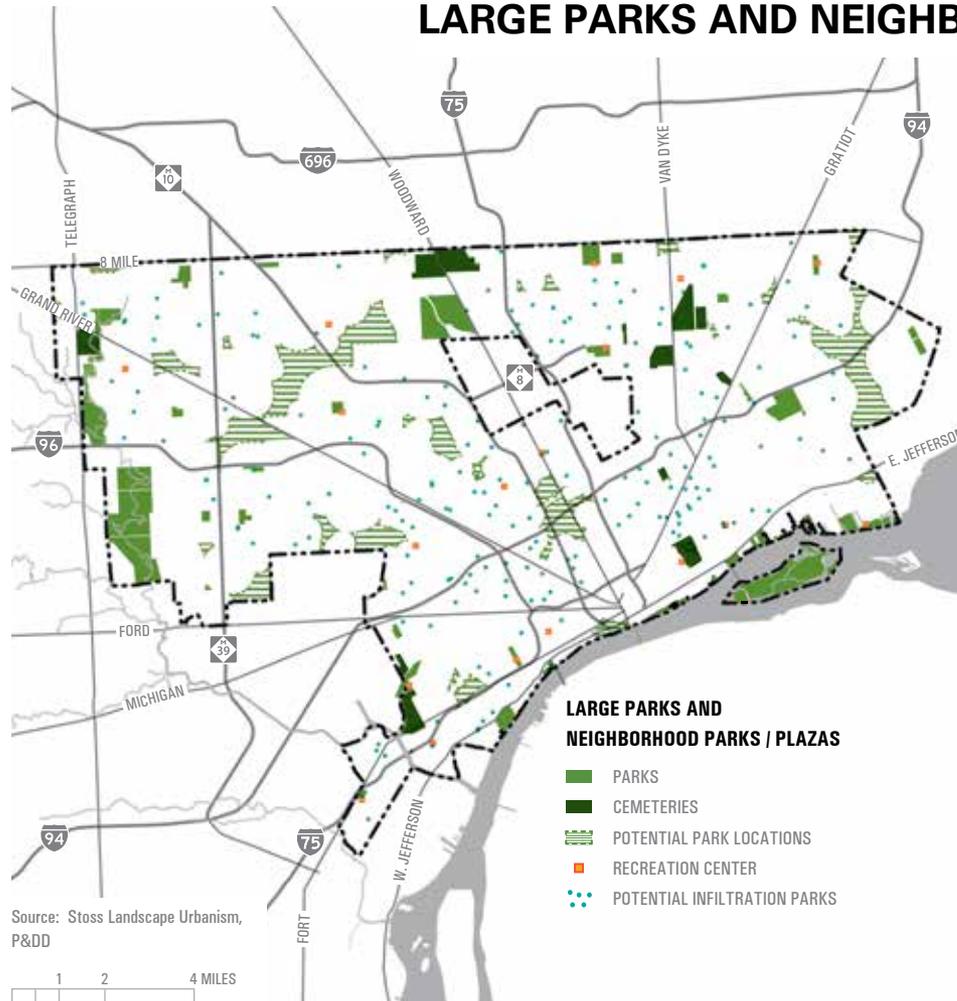
#### NATURE PARK SÜDGELÄNDE

This former rail yard site opened in Berlin, Germany in the year 2000. The site was saved from new rail yard development by an active local group of citizens in 1980. The nature park still retains rail tracks and a water tower.

Image Source: <http://heijinkg.files.wordpress.com>



## LARGE PARKS AND NEIGHBORHOOD PARKS / PLAZAS



Large parks like Belle Isle, Palmer, and Chandler—along with local golf courses—form the foundation of the citywide recreation network. Other large-scale open spaces include cemeteries like Woodlawn, Elmwood, and Mt. Olivet. Smaller-scale neighborhood parks, playlots, sports fields, and urban plazas provide opportunities for active play, picnicking, passive recreation, and events.

New kinds of neighborhood parks will include ecological Nature Parks, stormwater parks, or multi-use parks that combine recreation, community gardens, blue infrastructure and ecological areas. These parks will cost less to operate and maintain than traditional parks, and will provide new kinds of recreation experiences. Remediation plots and artscares can also improve neighborhoods, by cleaning soil and provide uses for vacant lots.

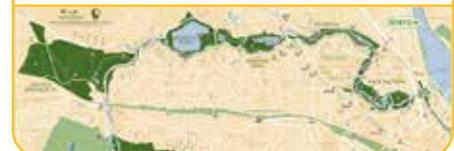


### PRECEDENT

#### EMERALD NECKLACE

Olmstead designed this network of parks in Boston that combines recreational parks, infrastructures (flood control, light rail), and parkways. The Emerald Necklace restructured the city and serves ecological/habitat purposes.

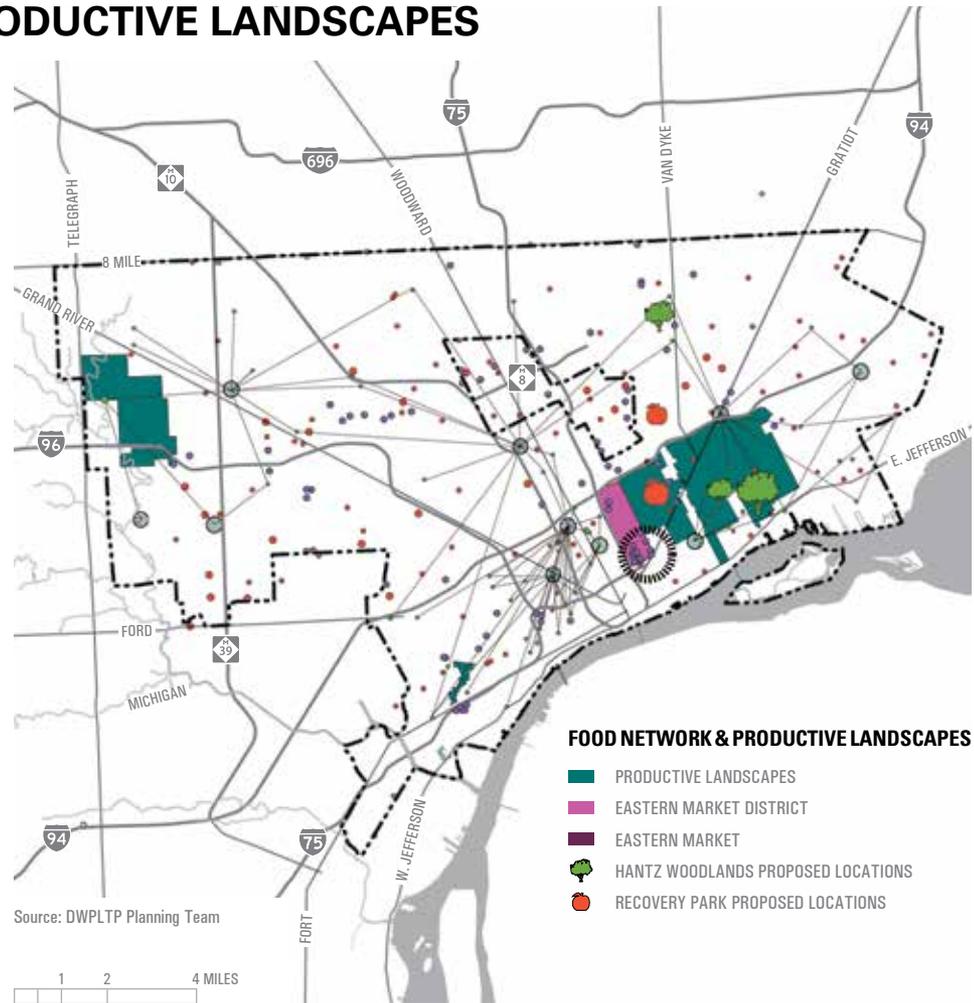
Image Source: Emerald Necklace Conservancy



# FOOD NETWORK AND PRODUCTIVE LANDSCAPES

Productive landscapes offer many potential links to employment districts, partnership possibilities between institutions and industry, environmental benefits, and products like food, wood, compost, and salvaged building materials for reuse.

The food network includes small-scale urban gardens linked to residents/local farmers markets, and larger-scale urban farms linked to employment districts, the food and beverage processing industry, and food distribution network. Urban farms like large greenhouses offer a local, year-round source of fresh food, which allows a system-wide shift to local food procurement in Detroit. (Currently, local institutions like universities and hospitals do not buy local food because it is not available year-round, preferring instead to contract with a single out-of-town supplier.) This shift will grow food processing and other related industries in the food cluster and also increase access to affordable, fresh foods for all Detroiters.



**PRECEDENT**

**SWEETWATER FARMS**

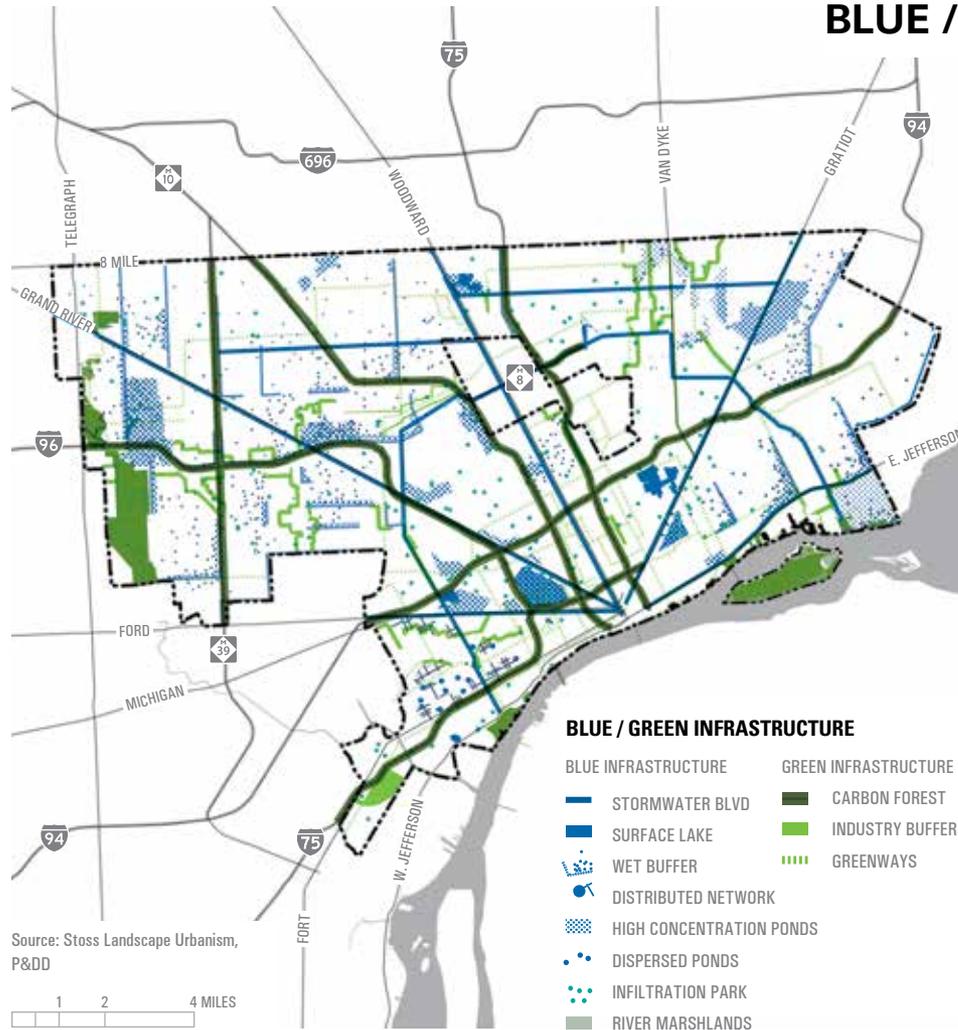
The Sweetwater urban farm in Milwaukee, WI reuses a former industrial building for fish farming and vegetable production. The farm uses a three-tiered, bio-intensive, simulated wetland. In the recirculating systems, the fish waste acts as natural fertilizer for plant growth, and the plants act as a water filter.

Image Source: [www.offermentation.com](http://www.offermentation.com)



## BLUE / GREEN INFRASTRUCTURE

Blue infrastructures—water-based landscapes like swales, retention ponds, and lakes that capture and clean stormwater—provide an active use for vacant land and oversized roads. Green infrastructures – forest landscapes that improve air quality by capturing air-borne pollutants—can buffer industrial areas and high-traffic roadways from neighboring districts; can help connect different parts of the city through greenways; and offer attractive amenities for current and new residents, employers, and visitors.



### PRECEDENT

#### SALAMONIE RESERVOIR

In Monument City, IN, the Army Corps of Engineers currently uses the reservoir for flood control and stormwater runoff collection. Camping, boating, fishing, swimming, hiking, and picnicking occur throughout the park.

Image Source: [www.in.gov/dnr/public/mayjuno](http://www.in.gov/dnr/public/mayjuno)



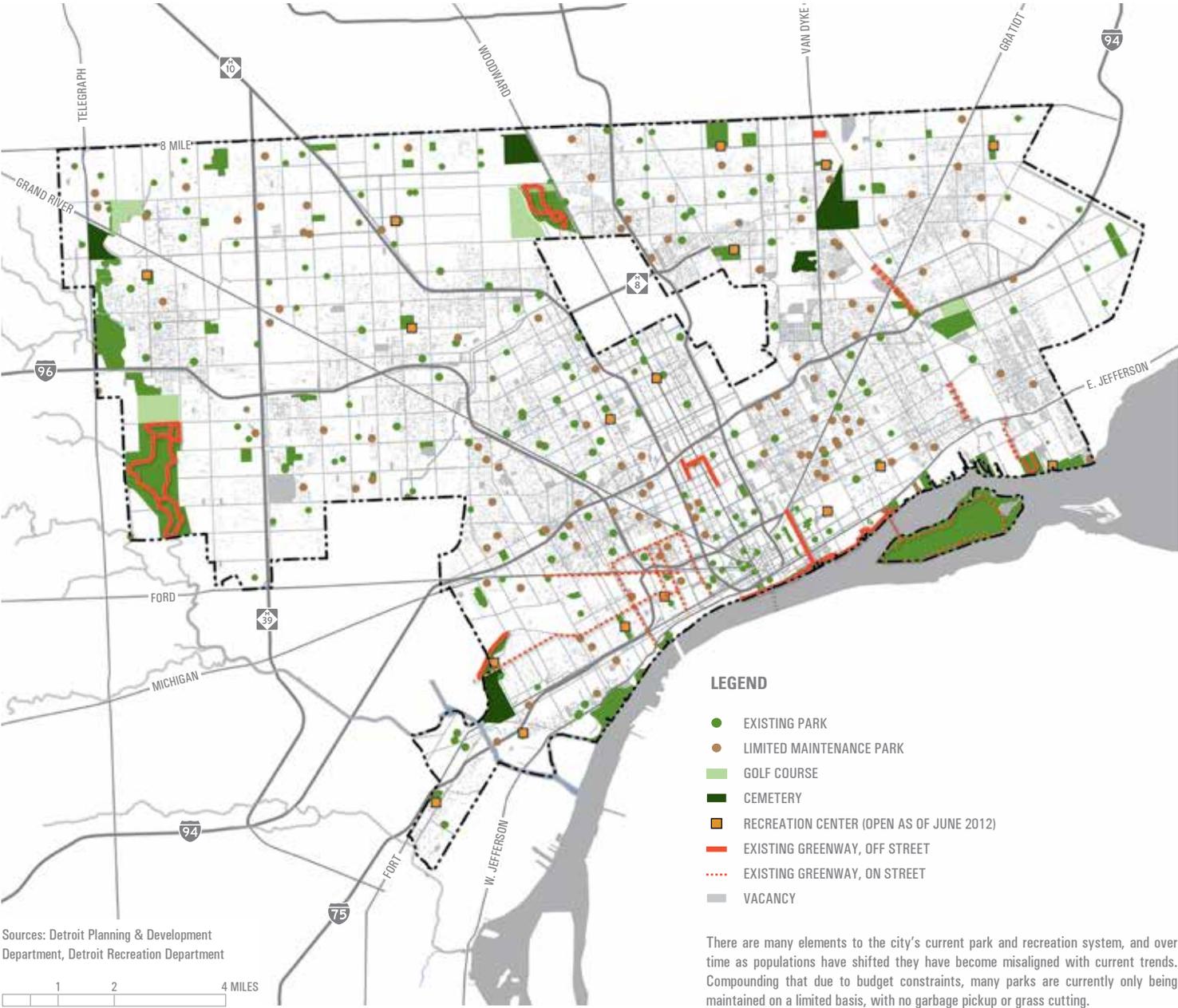
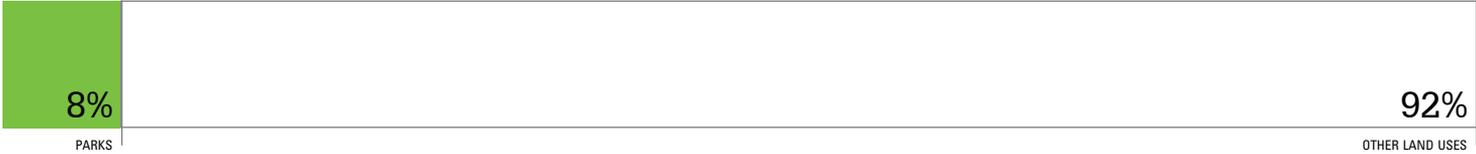
### PRECEDENT

#### POINT FRASER WETLAND

Located in Perth, Australia, this wetland was completed in 2006. Designed as stormwater infrastructure, the wetland is a bio-filter of native reeds, sedges, shrubs, and trees that filter water and improves the quality of urban stormwater before discharge back into river.

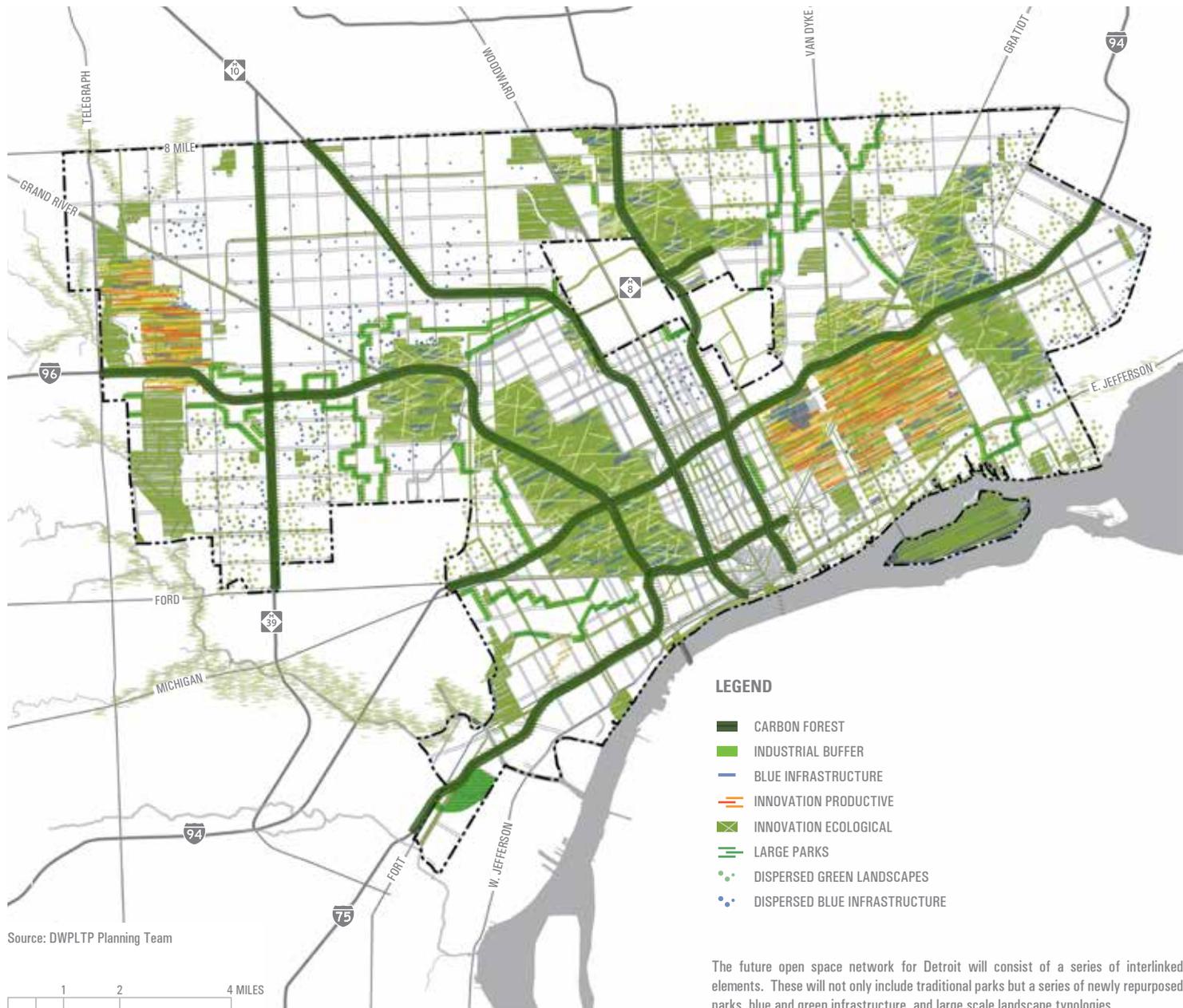


# CURRENT: EXISTING PARKS SYSTEM



There are many elements to the city's current park and recreation system, and over time as populations have shifted they have become misaligned with current trends. Compounding that due to budget constraints, many parks are currently only being maintained on a limited basis, with no garbage pickup or grass cutting.

# PROPOSED: FUTURE OPEN SPACE SYSTEM



The future open space network for Detroit will consist of a series of interlinked elements. These will not only include traditional parks but a series of newly repurposed parks, blue and green infrastructure, and large scale landscape typologies.



# REDEFINE CORRIDORS AND CREATE COMPLETE STREETS

## CITYWIDE IDENTITY OF CORRIDORS



**A NEW NETWORK OF MULTI-USE, MULTIMODAL CORRIDORS** connects employment centers to neighborhood districts, allows for new bicycle routes and bus rapid transit corridors, reinforces economic and neighborhood centers, and provides a range of infrastructural services through sustainable blue and green infrastructures. This network radically reconsiders the idea that all boulevards have retail and commercial space all along them, as this is neither economically sustainable nor necessary. Newly revamped corridors are multi-use and multimodal; they improve efficiency, quality, and character; and they respond sensitively to their newly revamped surrounding contexts.

### IMPLEMENTATION ACTIONS

- 1 Develop tiered transit network that ties into regional system.
- 2 Incorporate multi-modal transit design into all street improvements.
- 3 Focus commercial development in walkable nodes or auto-oriented strips based on physical/market conditions and future land use vision.
- 4 Introduce blue and green infrastructure as integral to corridor development.

### EARLY ACTIONS

- 1 M-1 Rail Streetcar Project
- 2 Regional Transit Authority
- 3 Contiguous Greenway System
- 4 Neighborhood Pop-up Retail
- 5 DWSD Blue Infrastructure Projects

### PILOT PROJECTS

- 1 Comprehensive Retail District Program
- 2 Stormwater Boulevard
- 3 Carbon Forest

Detroit's urban road network is made up of four major types of roads:

**HIGHWAYS** are the primary regional, state, and national circulation routes for personal vehicles and freight transportation. Due to the speeds, congestion, and pollution generated on the city's freeways, strategies, such as carbon forest planting, will need to be deployed to mitigate negative environmental impacts on neighborhoods.

**ARTERIALS** include the city's radial boulevards and provide the spine for a larger regional rapid transit system. Many of these roads are currently oversized relative to the amount of traffic they carry. The oversized nature of the arterial roads and adjacent underutilized/vacant commercial land provides the opportunity for both blue infrastructure inside and outside of the public right-of-way, as well as integration of multiple modes of transit to support complete streets. These have also been the sites for continual commercial use. Other land uses, including residential development, should now be developed along these roads. Given the transit-oriented development opportunities around a regional rapid transit system, key nodes are identified for economic development opportunities.

**MAJOR THOROUGHFARES** include the Mile roads, Warren, and Vernor, among others. These roads provide opportunity for major crosstown transit connections, as well as future commercial or residential development adjacent to low-vacancy neighborhoods or blue infrastructure in higher-vacancy areas.

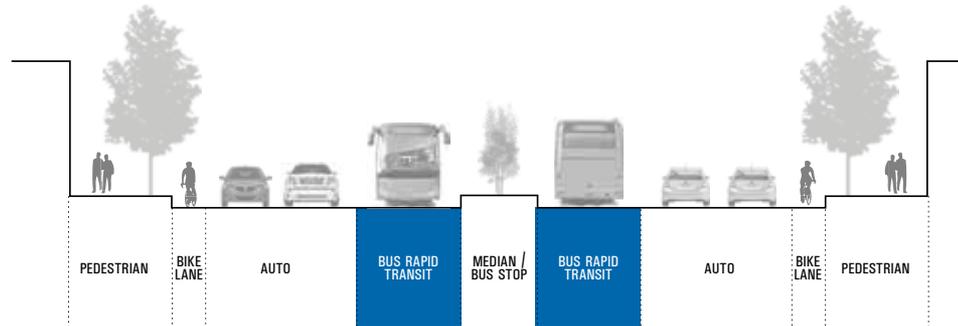
**LOCAL ROADS** typically serve residential areas and feed the city's thoroughfares and arterials. In areas of high-vacancy, local roads provide the opportunity for rubbelzation to assist with stormwater run-off or decommissioning in areas that have been completely depopulated and do not feed thoroughfares from populated areas.

To function as a corridor, each road type must serve some combination of three productive uses: transportation network, adjacent development (not only commercial, but also residential and other types of use), and capacity for blue or green infrastructure inside or outside the right-of-way.

**EARLY ACTION****REGIONAL TRANSIT AUTHORITY**

The authority will create public transit options connecting southeast Michigan localities. Increased public transportation options will reduce road congestion and vehicle emissions in the region. As a regional authority, it would be eligible for certain federal funding.

Image/Text Source: MI House Bill 5309

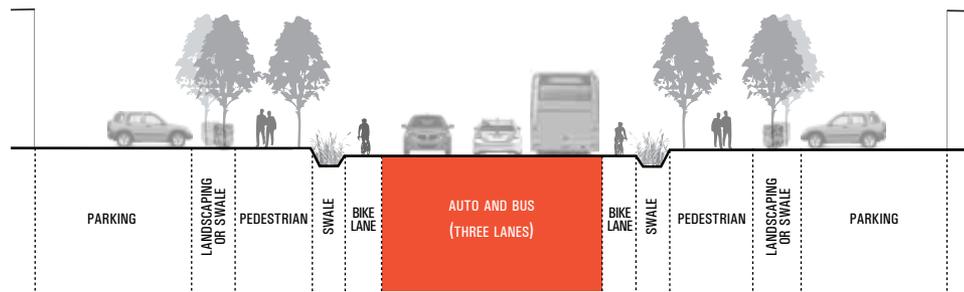
**TIER 1 BUS RAPID TRANSIT ROUTES**

Tier 1 BRT Routes comprise a network of either dedicated center or side running, high-speed connections to regional employment centers.

**EARLY ACTION****CONTIGUOUS GREENWAY SYSTEM**

Connecting multiple citywide greenway initiatives, fund the planning and implementation of a fully functioning greenway link/system with the help the Detroit Strategic Framework recommendations.

Image Source: huntsvilleal.gov

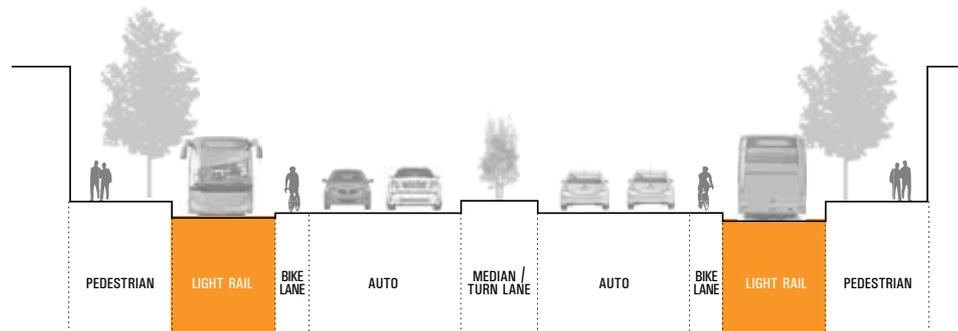
**TIER 2 CROSTOWN ROUTES**

Tier 2 Crosstown Routes run in traffic and connect neighborhoods to Tier 1 BRT routes.

**EARLY ACTION****M-1 RAIL STREETCAR PROJECT**

The M-1 rail project reestablishes key linkages between downtown, cultural destinations, health and educational facilities, and stadia. It will complement and support intercity passenger rail services and future envisioned bus rapid transit within the region.

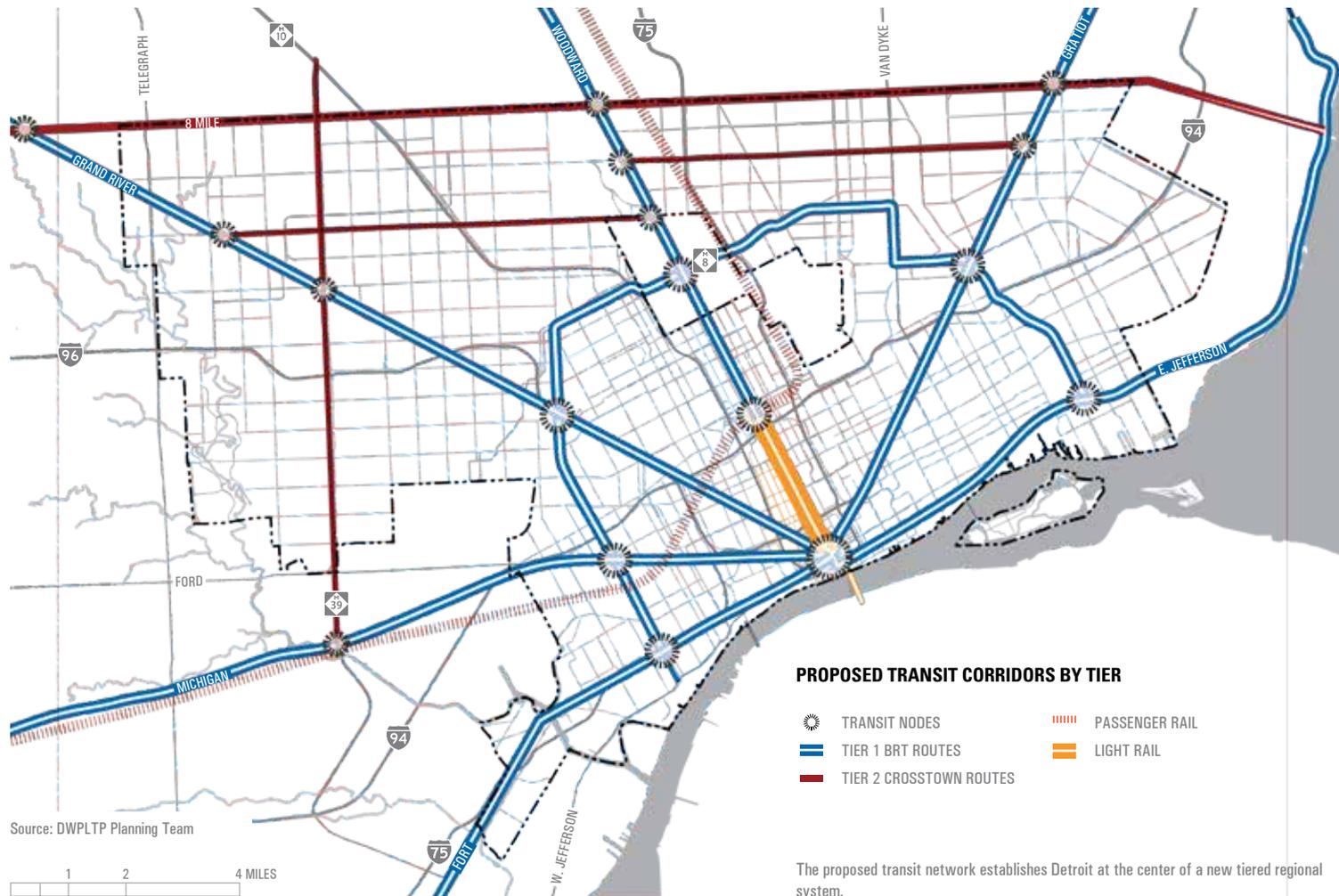
Text/Image Source: M-1 Rail

**LIGHT RAIL**

Light Rail is a slower speed, side-running transit mode that makes more frequent stops. It is only proposed in the Greater Downtown.

**TRANSIT NETWORK: PLANNING FOR MULTIMODAL TRANSPORTATION.** The Detroit Strategic Framework supports a Tier One regional transit system with the city's arterials acting as the spine for a bus rapid transit system. An internal ring road is also proposed for bus rapid transit to connect the city's neighborhoods to major employment districts. Crosstown bus routes on the city's major arterials and thoroughfares provide Tier Two connections to the Tier One arterials. These transit nodes hold the potential for associated transit-oriented development. Both fixed and non-fixed route Tier Three buses and paratransit provide access to the larger system from within neighborhoods.

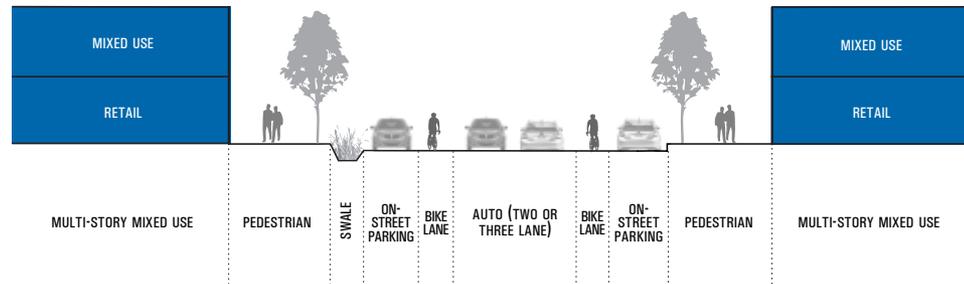
Many of Detroit's streets are too wide for the amount of traffic they now carry. This holds the potential for introducing multiple modes of transit within the right-of-way. Rightsizing the city's roads to meet projected future population densities provides the opportunity for the integration of multiple modes of transit, including dedicated lanes for Bus Rapid Transit (BRT), bike lanes, and wide sidewalks where residential densities are highest. The Detroit Strategic Framework supports the development of Complete Streets wherever practical to fully integrate an accessible and safe transit network for all pedestrians, cyclists, transit riders, and drivers. As part of this effort, the Detroit Strategic Framework supports efforts to create a citywide network of non-motorized greenways.



**PILOT PROJECT****COMPREHENSIVE RETAIL DISTRICT PROGRAM**

Establish comprehensive retail packages that include site selection/acquisition, employee training, interior/exterior renovations, infrastructure improvements, and start-up costs in identified retail districts.

Image Source: Hamilton Anderson Associates

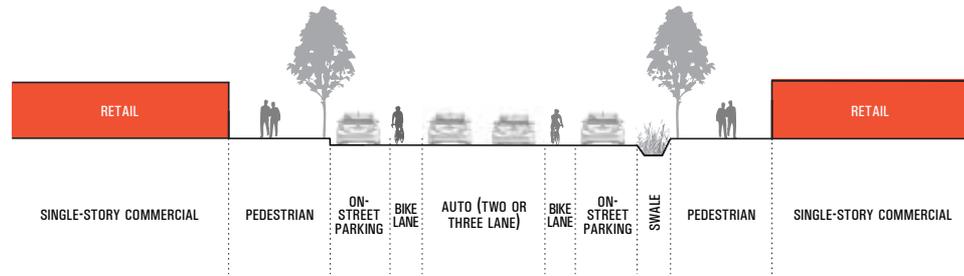
**MIXED-USE RETAIL NODE OR STRIP**

Mixed-use commercial nodes are reserved for City and District Center typologies where there is the greatest potential market for mixed-use development.

**EARLY ACTION****NEIGHBORHOOD POP-UP RETAIL**

In the pop-up retail model, businesses set up temporary sales locations to gain exposure, quickly sell limited merchandise, test market potential in a new location, and/or build interest in a specific neighborhood commercial area.

Image Source: Margarita Barry, huffingtonpost.com

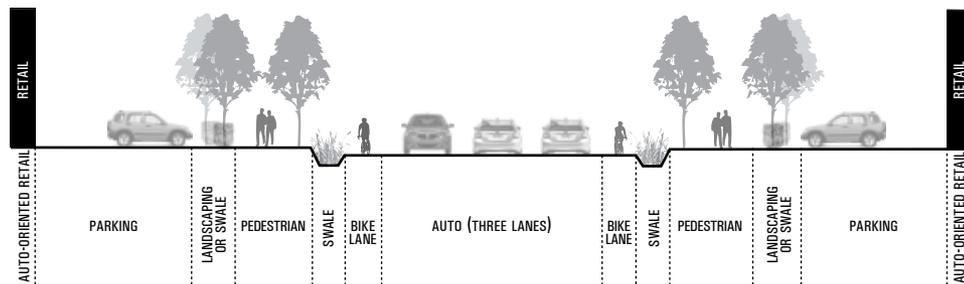
**TRADITIONAL RETAIL NODE OR STRIP**

Traditional commercial nodes are used in the Neighborhood Center typology and provide neighborhood amenities in a pedestrian-oriented environment.

**PILOT PROJECT****CORRIDOR MULTI-USE ZONING REVISION**

Revise zoning ordinance to allow expanded range of uses along corridors including blue infrastructure.

Image Source: Hamilton Anderson Associates

**AUTO-ORIENTED RETAIL STRIP**

Auto-oriented strip is used along major thoroughfares and is designed to meet the needs of the automobile while creating separation for pedestrians and non-motorized users.

**COMMERCIAL CORRIDORS: PROVIDING A NEW MIX OF LAND USES.** Detroit has an excess of commercially zoned land along its arterials and major thoroughfares. Much of the land zoned for commercial use is auto-oriented, allowing for large areas of parking between buildings and creating a generally hostile environment for pedestrians. It is estimated that 36% of Detroit's commercially zoned land is currently vacant, and the overall quality of the retail that is serving residents has declined. Although much of this land must be rezoned and repurposed for a range of new productive land uses, the commercial retail needs of the city still must be addressed.

Because retail tends to follow residential density and development, the Detroit Strategic Framework aligns the most appropriate commercial retail development types within a corresponding neighborhood typology that increases the chances for sustainability. The proposed commercial corridor map recommends an overall reduction of the amount of commercially zoned land, principally located along arterials and major thoroughfares. These lands would be rezoned to allow for a broader range of land uses and development types, including residential and blue and green infrastructure.

The Framework recommends clustering commercial development primarily in centers along arterials and thoroughfares with major transit routes. New commercial development within Neighborhood Center, District Center, and City Center typologies should be designed for pedestrians. Retail along major thoroughfares outside of these neighborhood typologies may be a combination of auto- and pedestrian-oriented. Major sites at high-density transit nodes are excellent opportunities for larger-scale retail development (big-box or lifestyle-center types of retail).

Several different commercial retail development types would be allowable within this framework. As introduced earlier in this chapter (page 120), these development types include the following:

**TRADITIONAL RETAIL** This development type is generally characterized by buildings on small lots, one or two stories in height and built directly up to the street front property line. Traditional retail usually occurs in a linear pattern along several blocks of a corridor, or in a more nodal pattern, clustered closely around one or two key street intersections.

**MIXED-USE RETAIL** This retail develop is similar to traditional retail in that it can also be found to exist continuously along corridors or clustered as a node at key intersections. The buildings, often two to five stories in height, have larger building footprints, accommodate a mix of upper-floor residential or commercial uses.

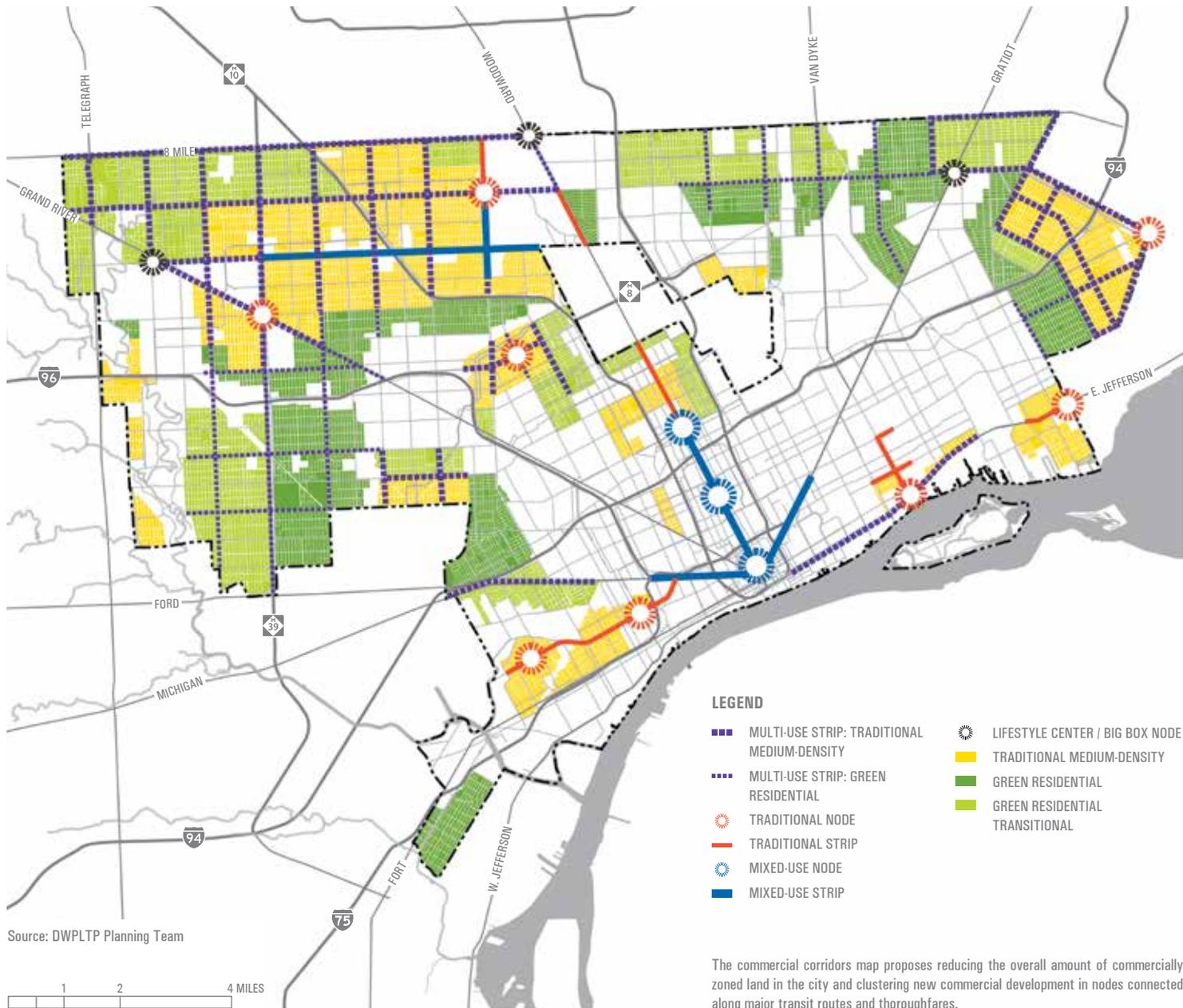
**AUTO-ORIENTED RETAIL STRIP** This development type took root in cities as populations began living further apart, requiring more use of personal automobiles for daily activities. Retailing adjusted to this shift by developing in-line stores set back from the street to easily accommodate parking for shoppers. Given the car culture of the Detroit region, this type of retail development is here to stay. As such, new design guidelines are encouraged to make these developments more pedestrian friendly and respond better to existing community character, including reducing parking requirements and creating landscaped separation between cars and pedestrians.

**BIG-BOX RETAIL AND LIFESTYLE CENTERS** These mega-retail development types are appropriate for large-scale sites that can adequately accommodate on-site parking. In some instances, big-box development, can be combined into a mixed-use retail and residential development. Downtowns across the country are transforming large former office buildings into mixed-use projects that include well-known big-box retailers such as Target or Bed Bath & Beyond, or grocery stores like Trader Joes, with residential living above. This type of retail is well suited for transit-oriented development sites that take advantage of residential and employment populations.

# EXISTING: CURRENT COMMERCIAL CORRIDORS



# PROPOSED: COMMERCIAL CORRIDORS IN 2030

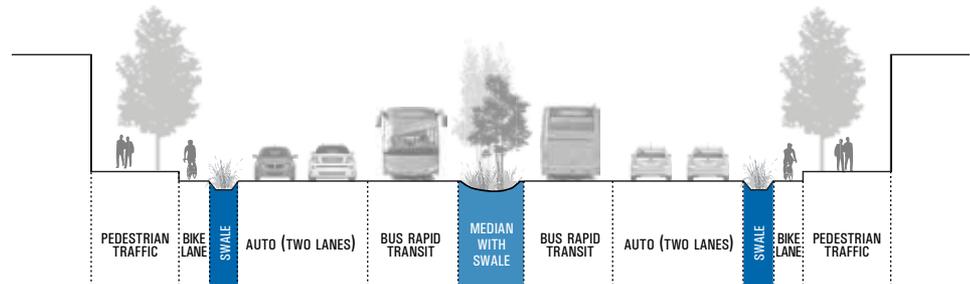


The commercial corridors map proposes reducing the overall amount of commercially zoned land in the city and clustering new commercial development in nodes connected along major transit routes and thoroughfares.

**EARLY ACTION****DWSD BLUE INFRASTRUCTURE PROJECTS**

DWSD is implementing small-scale blue infrastructure pilot projects in coordination with SEMCOG and Greening of Detroit in northwestern Detroit. Additional blue infrastructure projects should be aligned with their efforts.

Image Source: SEMCOG Low Impact Development Manual

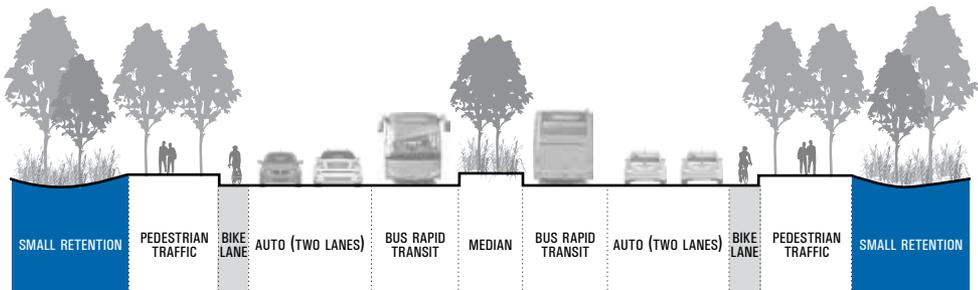
**BLUE INFRASTRUCTURE WITHIN THE RIGHT-OF-WAY**

Blue infrastructure may be introduced where there is excess capacity within the right-of-way.

**PILOT PROJECT****STORMWATER BOULEVARD**

In partnership with DWSD and SEMCOG, convert short segment of arterial road to stormwater blvd. Narrow the road, install swales and bicycle lanes, and construct retention ponds on adjacent vacant, publicly owned land.

Image Source: inlandbays.org

**BLUE INFRASTRUCTURE OUTSIDE OF THE RIGHT-OF-WAY**

Blue infrastructure outside the right-of-way is best suited for Green Residential and Landscape typologies.

**PILOT PROJECT****CARBON FOREST**

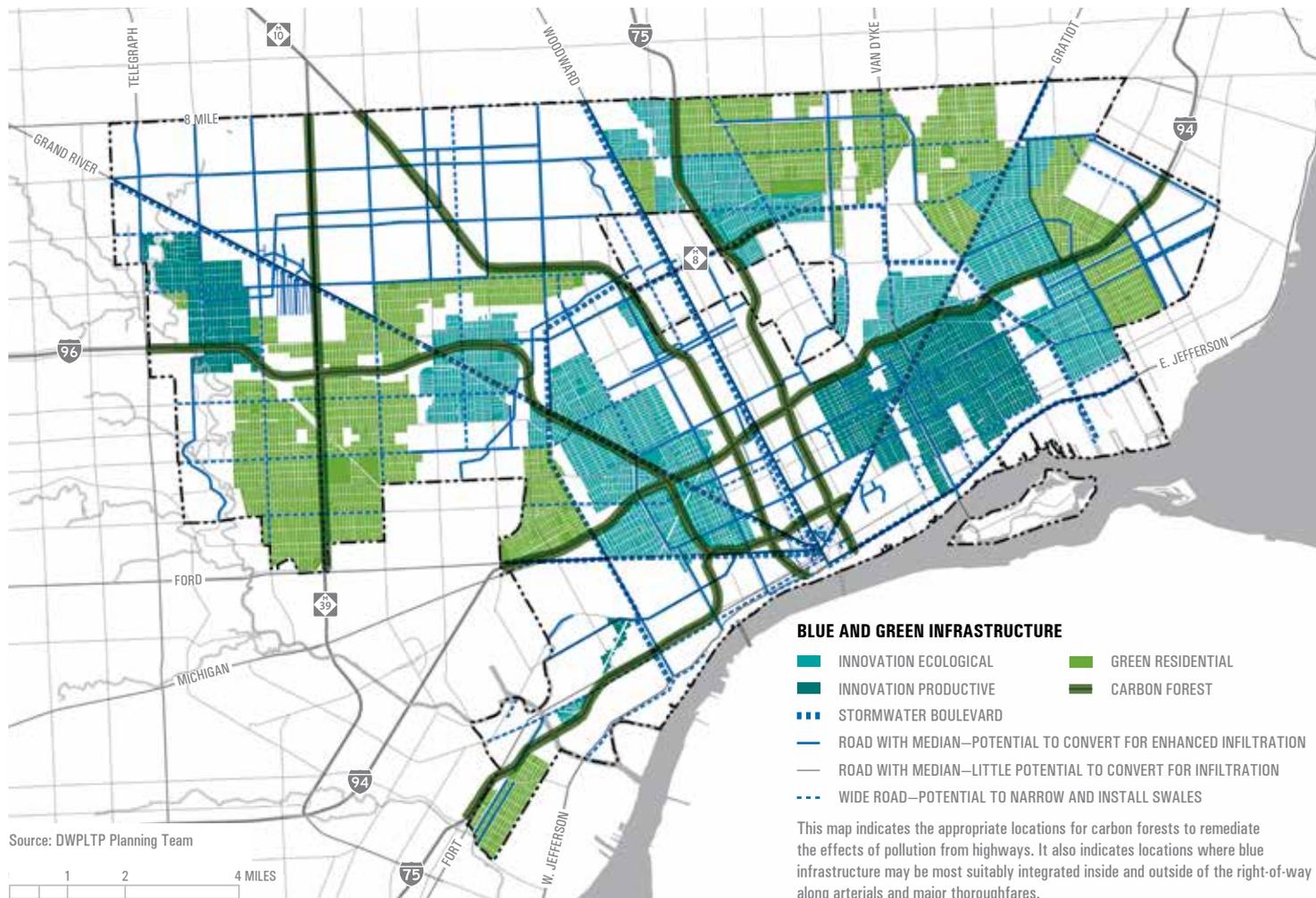
Install linear portion of carbon forest along an existing highway. The project should also include short and long-term monitoring, which could be handled by volunteers, professionals, or academic advisors.

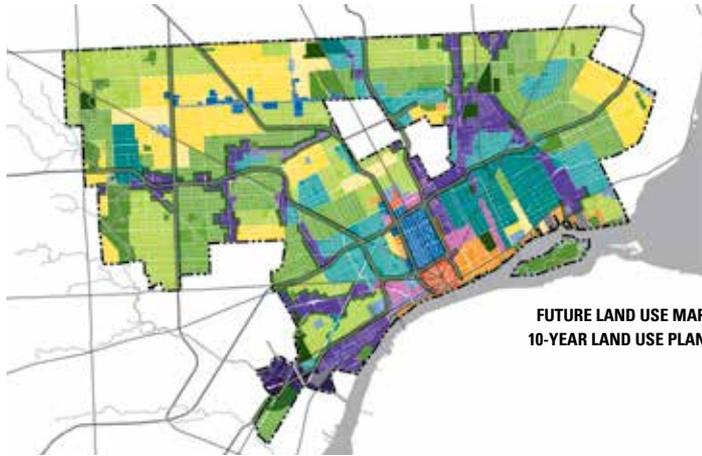
Image Source: Bobak Ha'Eri, Wikimedia Commons

**CARBON FOREST**

The carbon forest proposal calls for a 500' separation between highways and neighborhoods. Planting area includes embankments and vacant parcels.

**CORRIDORS FOR 21ST CENTURY INFRASTRUCTURE.** Given the excess vehicular capacity within the right-of-way and the vast amount of vacant commercial land adjacent to the right-of-way, land should be prioritized for the development of new blue and green infrastructure. Blue infrastructure should be fully integrated into a multimodal street section and create an amenity for pedestrians, cyclists, and drivers. Green infrastructure should be implemented along all major highways in the city to improve air quality within Detroit's neighborhoods. By planting trees on vacant land within 500' of the highway right-of-way, the carbon forest will act to absorb CO<sub>2</sub> emissions from automobiles and prevent pollutants from reaching adjacent residents. Simultaneously, carbon forests will act as a visual amenity for passing traffic in areas along the highway that frequently have some of the city's highest levels of vacancy.

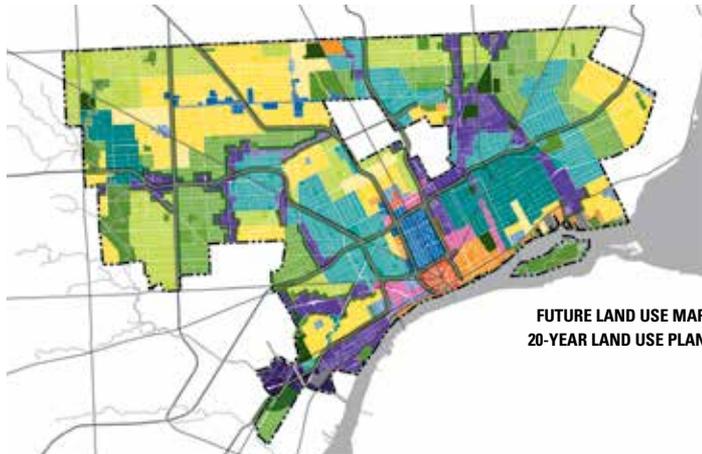




**FUTURE LAND USE MAP  
10-YEAR LAND USE PLAN**

## STABILIZE AND IMPROVE: 10-YEAR LAND USE PLAN

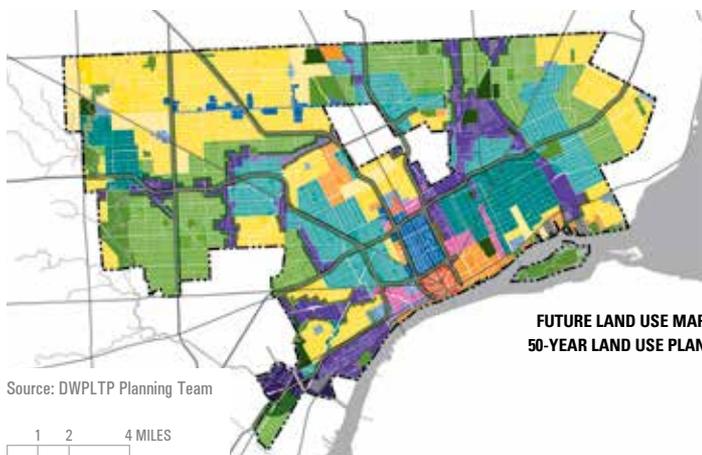
- Establish 7 major employment districts
- Target population growth in the Greater Downtown
- Stimulate market demand to stabilize population in targeted traditional neighborhoods
- Stabilize or reconfigure areas where housing vacancy, land vacancy, and population growth are in flux through demolitions and vacant land management
- Introduce new and innovative land use typologies in high-vacancy residential and industrial areas
- Introduce green buffers to mitigate the effects of highway and industrial pollutants
- Introduce new blue infrastructure to address stormwater management issues



**FUTURE LAND USE MAP  
20-YEAR LAND USE PLAN**

## SUSTAIN: 20-YEAR LAND USE PLAN

- Continue growth of 7 major employment districts
- Extend targeted population growth to mixed-use centers outside of the Greater Downtown
- Identify areas for strategic growth of traditional neighborhoods around key assets (such as universities), adjacencies (such as strong surrounding communities) and arriving populations (such as growing immigrant populations)
- Continue ongoing stabilization and reconfiguration efforts in areas experiencing shifts in population or increased land and housing vacancy
- Introduce Green Mixed-Rise residential development adjacent to parks, rivers, and natural amenities
- Expand new and innovative land use typologies in areas of high-vacancy
- Expand use of carbon forest and industrial buffers
- Expand blue infrastructure in networked system of stormwater management



**FUTURE LAND USE MAP  
50-YEAR LAND USE PLAN**

## TRANSFORM: 50-YEAR LAND USE PLAN

- Complete build-out of 7 major employment districts
- Approach capacity densities in citywide mixed-use centers
- Expand areas for strategic growth of traditional neighborhoods around key assets (such as universities), adjacencies (such as strong surrounding communities), and arriving populations (such as growing immigrant populations)
- Renew infrastructure at lower capacity in Green Residential areas where residential population is not anticipated to return to capacity
- Expand Green Mixed-Rise residential development adjacent to parks, rivers, and natural amenities
- Complete blue and green infrastructure development

Source: DWPLTP Planning Team



# ENACT INNOVATIVE REGULATORY REFORM

## CHANGING THE PARADIGM OF PLANNING FOR DETROIT



**A NEW APPROACH TO THE FUTURE LAND USE MAP.** Land use change does not happen in a day or even a year, but is incremental over the course of years and decades. The preparation and adoption of a Future Land Use Map must be done in recognition of this, as well as with an understanding that changing land use requires many different, coordinated actions and investments. Most city planning frameworks produce a single long-range map, projecting a growth pattern 20, 30, or 50 years out, leaving the average resident or investor to speculate about what change might look like during the intervening years. Rather than a singular map, the Detroit Strategic Framework instead proposes that 10-year milestones for growth should be documented to both assess progress and adjust strategies based on the evolution of the city.

The future land use maps developed for the Detroit Strategic Framework represent the aspirational goals laid out in the Horizons: Stabilize and Improve (10-year), Sustain (20-year), and Transform (50-year). The 10-year land use map is built on the existing and anticipated vacancy conditions of the Framework Zones map, and lays out the initial steps to stabilize neighborhoods and establish a long-term trajectory for sustainable growth. Critical components of the plan include establishing the seven employment districts and a tiered transit hierarchy, stimulating market demand in strategic neighborhoods, and reducing blight and introducing landscape-based productive land uses to stabilize population decline.

The 20-year land use map builds on the 10-year map, identifying areas to increase population density, but also allocating additional land to be repurposed for landscape-based reuse. By the 20-year horizon, city systems should be upgraded, renewed, reduced, or decommissioned to support target population densities

across the city. The employment districts should be fully defined and connected through a regional and citywide transit system. A new environmentally sustainable open space network comprised of blue infrastructure, green industrial and highway buffers, and alternative productive land uses should be fully established within the fabric of the city.

The 50-year land use map represents the completed vision for land use transformation. The city is comprised of a diverse range of neighborhood types, each with a unique identity and structured to accommodate sustainable densities. Strategic districts and neighborhoods are established to receive future population growth in a rapidly urbanizing nation and world. Through the growth of the employment districts, the ratio of residents to jobs is fiscally sustainable at 2 to 1. The city's identity is internationally recognized for its integration of landscape and urban form as a 21st century model of industrial reinvention and environmental sustainability.

**WHY DOES LAND USE POLICY AND REGULATION MATTER?** Change in a city takes place over time. It is organic and influenced by many people and businesses making decisions every day that affect the landscape of the city, but it is also prescribed through laws, codes, and regulations designed to protect the public good, maximize public benefit, and allow for the creation of both public and private value. Planning for and administering this change is the role of city planning departments, who use the tools of future land use plans, comprehensive citywide plans, neighborhood plans, and zoning to affect and guide change. These tools help steer a citywide vision for future development, and are fundamental to implementing the recommendations of the Detroit Strategic Framework.

### FUTURE LAND USE MAP LEGEND

CITY CENTER	LIVE+MAKE	GREEN RESIDENTIAL
DISTRICT CENTER	HEAVY INDUSTRIAL	TRANSITIONAL
NEIGHBORHOOD CENTER	UTILITIES	INNOVATION PRODUCTIVE
GREEN MIXED-RISE	GENERAL INDUSTRIAL	INNOVATION ECOLOGICAL
TRADITIONAL MEDIUM-DENSITY	LIGHT INDUSTRIAL	LARGE PARK
TRADITIONAL LOW-DENSITY	GREEN RESIDENTIAL	CEMETERY
	GREEN BUFFERS	

### WHAT IS THE MASTER PLAN OF POLICIES?

From the Michigan Planning Enabling Act, Section 33 (1-3) of PA 33 of 2008 (Sec. 33).

(1) A master plan shall address land use and infrastructure issues and may project 20 years or more into the future. A master plan shall include maps, plats, charts, and descriptive, explanatory, and other related matter and shall show the planning commission's recommendations for the physical development of the planning jurisdiction.

(2) A master plan shall also include those of the following subjects that reasonably can be considered as pertinent to the future development of the planning jurisdiction:

(a) A land use plan that consists in part of a classification and allocation of land for agriculture, residences, commerce, industry, recreation, ways and grounds, subject to subsection (5), public transportation facilities, public buildings, schools, soil conservation, forests, woodlots, open space, wildlife refuges, and other uses and purposes. If a county has not adopted a zoning ordinance under former 1943 PA 183 or the Michigan zoning enabling act, 2006 PA 110, MCL 125.3101 to 125.3702, a land use plan and program for the county may be a general plan with a generalized future land use map.

(b) The general location, character, and extent of all of the following:

(i) All components of a transportation system and their inter-connectivity including streets and bridges, public transit including public transportation facilities and routes, bicycle facilities, pedestrian ways, freight facilities and routes, port facilities, railroad facilities, and airports, to provide for the safe and efficient movement of people and goods in a manner that is appropriate to the context of the community and, as applicable, considers all legal users of the public right-of-way.

(ii) Waterways and waterfront developments.

(iii) Sanitary sewers and water supply systems.

(iv) Facilities for flood prevention, drainage, pollution prevention, and maintenance of water levels.

(v) Public utilities and structures.

(c) Recommendations as to the general character, extent, and layout of redevelopment or rehabilitation of blighted areas; and the removal, relocation, widening, narrowing, vacating, abandonment, change of use, or extension of streets, grounds, open spaces, buildings, utilities, or other facilities.

(d) For a local unit of government that has adopted a zoning ordinance, a zoning plan for various zoning districts controlling the height, area, bulk, location, and use of buildings and premises. The zoning plan shall include an explanation of how the land use categories on the future land use map relate to the districts on the zoning map.

(e) Recommendations for implementing any of the master plan's proposals.

(3) If a master plan is or includes a master street plan or 1 or more elements described in subsection (2)(b)(i), the means for implementing the master street plan or elements in cooperation with the county road commission and the state transportation department shall be specified in the master street plan in a manner consistent with the respective powers and duties of and any written agreements between these entities and the municipality.

Two documents specifically lay out the legal framework for citywide policy and regulation, and must be prioritized for alignment with the Strategic Framework: the City's Master Plan of Policies (MPP) and the City Zoning Ordinance. Additionally, there exists an array of city, regional, and state policy and regulatory documents that also inform and guide the city's growth, including these:

- City Green Infrastructure and Sustainable Technologies Report and Plan
- Planning and Development Department Strategic Plan
- Detroit Water and Sewerage Department Stormwater Management Plan
- Detroit Public Works Department Solid Waste Plan
- City Capital Agenda and Budget
- Detroit Economic Growth Corporation Strategic Plans
- SEMCOG Transportation Improvement Plan
- Michigan State Housing Development Authority Qualified Application Plan
- Michigan Department of Natural Resources Urban Initiatives program
- State Strategic Plan
- Michigan Economic Development Corporation strategic plans

Each of these must be amended to recognize the recommendations of the Detroit Strategic Framework in order to establish a fully aligned and coordinated city, regional, and state approach to the city's long-term transformation.

**A MASTER PLAN OF POLICIES THAT ACCEPTS A SMALLER POPULATION, LARGER ECONOMY, AND NEW LAND USES.** The city's current Master Plan of Policies does not adequately acknowledge the city's permanent population decline and increased vacancy. Recognition of these pervasive conditions requires the city's land use policy and regulatory frameworks to introduce new land uses that can repurpose today's vacant land into new productive uses that contribute to long-term economic, social, and environmental sustainability. The Detroit Strategic Framework recommends a series of specific changes to the Master Plan of Policies and the City Zoning Ordinance in order to both recognize the current prevailing conditions of the city and lay out a vision for the future city. They are as follows:

#### 1. Acknowledge land vacancy in policy and regulatory documents as both a fundamental challenge and opportunity.

Land vacancy poses the fundamental challenge to policy-related land use decisions in Detroit. It is the dominant physical characteristic of many areas of the city and has a profound impact on residents' quality of life, as well as the quality of business in Detroit. To this end, the City's guiding policy and regulatory documents must go much further to address land vacancy as the greatest challenge and opportunity facing the city in the 21st century. The City's Master Plan of Policies should include a section specifically addressing land vacancy, and all other land use policy-related sections will need to be framed by conditions of vacancy.

#### 2. Define and expand landscape uses in policy and regulatory documents.

To the extent that land vacancy poses the fundamental challenge facing land use policy, landscape-based reinvention of vacant land to return it to productive reuse presents the greatest opportunity. Policy and regulatory documents need to be rewritten to facilitate the reinvention of vacant land for landscape-based reuse. The Master Plan of Policies and Zoning Ordinance should specifically permit all of the land uses identified and defined by the Strategic Framework, including the many landscape typologies defined in this Land Use Element. Doing so will expedite the process of vacant land renewal.

### 3. Use regulatory framework to steer development to appropriate areas of the city.

Because existing regulatory documents do not adequately recognize the current physical conditions of the city, specifically land vacancy, they are ineffective in guiding development to reinforce areas of population density or encourage landscape-based reuse in areas of high-vacancy. As a result, new development, while often undertaken with the best intentions, often creates pockets or islands of new development in areas where the overall physical conditions of the area will continue to trend toward increased vacancy. A revised regulatory framework that more effectively steers new development to reinforce density or encourage landscape-based reuse presents one of the strongest tools the city has to support the strategic recommendations of the Detroit Strategic Framework. As a first step, adopting the framework zones map as a citywide zoning overlay will recognize conditions of vacancy to facilitate development within appropriate areas of the city. This will allow the existing zoning district definitions and map to stay in place while a revised Master Plan of Policies and Zoning Ordinance are developed. The long-term goal should be the alignment of the future land use map and the zoning map to achieve the future land use vision. While there will inevitably be legal challenges to this approach, a zoning ordinance revision is critical to establishing a legally binding, codified framework for implementation.

### 4. Introduce new land use types and expand mix of use zoning district definitions and applications.

While several zoning districts in the current Zoning Ordinance allow for a mix of uses, only the Special Development (SD) Districts are specifically written to address a mixed-use urban environment. Even then, the application of these districts throughout the city is sporadic. The description of these mixed-use districts needs to be updated to better foster the qualities of a vibrant mixed-use environment with particular attention paid to criteria to encourage transit-oriented development and improved walkability. Application of these mixed-use districts should subsequently inform a revision to the zoning map to recognize mixed-use districts as located on the future land use map.

In addition to conventional residential-commercial mixed-use zoning districts, corridor zoning districts should similarly move toward a larger acceptance of a mix of uses. Given the vast quantities of vacant commercially zoned land along corridors, there should be fewer use restrictions placed on land in order to return it to productive use. A new Multi-Use Strip Designation should allow for a wide range of commercial, residential, or blue infrastructure uses to redefine the identities of vacant and underutilized commercial corridors.

### 5. Incorporate aspects of a form-based code.

Simultaneously, while certain zoning districts should be modified or created to encourage a greater mix of uses, use restrictions in the zoning ordinance should transition to more form-based development criteria. The Development Types described in the report appendix begin to lay out the form and use criteria that may be applied within the various future land use typologies. Rather than allow or restrict specific uses, they attempt to appropriately locate broader use categories within their typological context. For example, within mixed-use land use typologies, commercial development types are limited to those that encourage walkability by building to the right-of-way, locating parking in the rear of establishments, etc. New zoning districts written around the future land use typologies and corridor types should reference the appropriate form-based development types within those typologies.

**NEIGHBORHOOD PLANNING REFORM: THE DETROIT STRATEGIC FRAMEWORK'S RELATIONSHIP TO NEIGHBORHOOD PLANNING.** Neighborhood planning efforts can help to land more specific strategies on the ground, meeting the more specific needs of local communities—all within the Strategic Framework neighborhood typologies. The Detroit Strategic Framework recognizes the importance of neighborhood-based planning, as represented by efforts such as those of the Lower Eastside Action Plan (LEAP) and similar Community Development Advocates of Detroit (CDAD) Strategic Framework projects, and believe this type of neighborhood planning will play a critical role in developing the future vision for Detroit's neighborhoods. We maintain that all parts of city will need some form of investment to achieve their potential. The Detroit Strategic Framework provides the parameters within which to focus that investment before more specific, on-the-ground actions are implemented through a neighborhood-based planning process. The Detroit Strategic Framework holds the potential to bridge citywide and neighborhood planning initiatives and leverage the support of the public, private, and philanthropic communities to better realize common goals across multiple scales of planning.

#### THE MI-PLACE PARTNERSHIP INITIATIVE

The goal of the MI-Place partnership Initiative is to create more jobs, raise incomes and thereby restore prosperity in Michigan at least in part through targeted local and regional placemaking activities. A significant amount of state, regional, and private resources would be marshaled to make significant physical change in a relatively short period of time (2-6 years). Action projects would be planned in collaborative public, private, and nonprofit entity partnerships, and be largely built by the private sectors (in some cases with state financial support or credits).

The types of regional and community placemaking improvements necessary to attract and retain talent and residents include:

- Wide range of housing choices (including workforce, affordable, rental and owner-occupied housing)
- Wide range of transportation choices (including improved transit)
- Quality public infrastructure
- Mixed-use development
- Pedestrian-oriented public spaces
- Amenities (including green and blue infrastructure, bicycle paths and trails, entertainment venues, etc.)

Achievement of these goals requires development toolkits to assist local officials and stakeholders. Direct technical assistance should be provided to those who need and request it, including broad training for state and local government staff members, officials, and key stakeholders about what placemaking is and how to effectively engage in it. Key outcomes include preparation of regional and local strategic action plans for targeted placemaking improvements, community engagement, and specific local project action plans prepared to meet local and state requirements.

#### **CITY GREEN INFRASTRUCTURE AND SUSTAINABLE TECHNOLOGIES REPORT AND PLAN**

- Incorporate blue infrastructure recommendations
- Incorporate industrial and carbon forest buffering
- Commit to building a citywide open space network around landscape-based productive reuse of vacant land [reference Future Open Space Network map]

#### **PLANNING AND DEVELOPMENT DEPARTMENT STRATEGIC PLAN**

- Develop revised approach to public land holdings based on Land and Buildings Assets Element recommendations
- Restructure and reprioritize land use strategies based on the strategic framework recommendations

#### **DETROIT WATER AND SEWER DEPARTMENT STORMWATER MANAGEMENT PLAN**

- Develop comprehensive blue infrastructure master plan as key component of overall stormwater management plan [reference Blue Infrastructure map]

#### **DETROIT PUBLIC WORKS DEPARTMENT SOLID WASTE PLAN**

- Develop alternative approaches to waste collection and material recycling based on Framework Zones and future land use vision [reference Framework Zones map and Future Land Use map]

#### **CITY CAPITAL AGENDA AND BUDGET**

- Steer public investment based on vacancy conditions and future land use vision [reference Framework Zones map and Future Land Use map]

#### **DETROIT ECONOMIC GROWTH CORPORATION STRATEGIC PLANS**

- Recognize employment districts as city's target economic growth areas
- Incorporate transit oriented development as strategic priority
- Prioritize commercial and residential development, including gap financing and subsidies, within City Center and District Center land use typologies; Neighborhood Centers as next tier priority [reference Employment District and Future Land Use map]

#### **SEMCOG TRANSPORTATION IMPROVEMENT PLAN**

- Incorporate tiered transportation hierarchy within larger regional transit plan [reference Transit Network map]
- Incorporate carbon forest as part of highway design standards [reference Green Infrastructure map]
- Incorporate complete streets and multi-modal transit as part of regional transit plan
- Coordinate rubblized or decommissioned roads in high-vacancy areas with regional transportation and freight network

#### **MICHIGAN STATE HOUSING DEVELOPMENT AUTHORITY QUALIFIED APPLICATION PLAN**

- Steer low income housing tax credit development to reinforce density and support future land use vision [reference Framework Zones and Future Land Use map]

#### **MICHIGAN DEPARTMENT OF NATURAL RESOURCES URBAN INITIATIVES PROGRAM**

- Support programs to establish citywide open space network [reference Future Open Space Network map]
- Expand and support wide range of landscape-based uses including blue and green infrastructure and alternative land uses

#### **STATE STRATEGIC PLAN**

- Prioritize support for the State's largest city and urban center
- Recognize central position of the Detroit Works Project strategic framework as city's strategy guiding document

#### **MICHIGAN ECONOMIC DEVELOPMENT CORPORATION STRATEGIC PLANS**

- Recognize employment districts as city's target growth areas
- Incorporate transit oriented development as strategic priority
- Prioritize commercial and residential development, including gap financing and subsidies, within City Center and District Center land use typologies; Neighborhood Centers as next tier priority [reference Employment District and Future Land Use map]

**CONNECTING TO REGIONAL AND STATE CONTEXT: AMENDING CITY AND STATE POLICY AND REGULATORY GUIDING DOCUMENTS.** The Detroit Strategic Framework’s extensive, multi-year, community-based planning effort lays the groundwork for better interagency coordination at all levels of government: city, county, region, and state. The Detroit Strategic Framework provides a singular vision and sets of strategies to help inform policy-guiding documents at multiple levels of local, regional, and state government. Beyond the fundamental alignment of the City’s Master Plan of Policies and Zoning Ordinance, to the following local, regional, and state policy and regulatory documents will need to be aligned with the Detroit Strategic Framework recommendations.

**THE STRATEGIC FRAMEWORK ELEMENT RECOMMENDATIONS AND THEIR ALIGNMENT WITH THE CURRENT MASTER PLAN OF POLICIES.** The five planning elements of the Strategic Framework—Economic Growth, Land Use, City Systems, Neighborhoods and Land and Buildings—provide a series of policy and implementation approaches that can be integrated into the public policy and action documents listed on the previous pages. The City of Detroit Master Plan of Policies and Zoning Ordinance are two of the most important tools to help move the

Framework’s recommendations into action. While these tools do not drive the pace of development change, having a predictable regulatory framework in place will give the private sector greater confidence in making decisions about investing in the city, now and in the future. An updated Master Plan and Zoning Ordinance will also give community greater confidence that development is following a plan that they had a hand in crafting—one that reflects the desires of the city overall and the aspirations for its neighborhoods.

The adjacent chart illustrates how the Framework Elements align with the Master Plan of Policy elements and begins to identify the kinds of updates that will be required to bring the MPP in line with the Strategic Framework.

**PRECEDENT**

**SAGINAW MASTER PLAN (2011)**

In its recently completed master plan, Saginaw created three new land use classifications to deal with vacancy issues:

- Neighborhood Opportunity Areas
- Urban Venture Areas
- Green Reserve Opportunity Areas

In spite of the large degree of vacancy in many areas of the city, only a small portion was designated “Green Reserve Opportunity Area.” Much of this area was previously classified as the Green Zone.

Image/Text Source: Saginaw Master Plan (2011)



**PRECEDENT**

**PHILADELPHIA ZONING ORDINANCE (2012)**

Philadelphia revised its zoning ordinance in 2012 to support the recommendations of the city’s updated Comprehensive Plan, Philadelphia 2035.

In it, overlaying zoning was consolidated, streamlined and reorganized. The code includes 3 “master overlays”: Center City, Neighborhood Commercial Areas, Neighborhood Conservation Areas.

Uses are organized by categories and sub-categories; not by each individual use.

It modernizes uses in preparation for the future and addresses urban agriculture, solar panels, bed and breakfasts, adult day care and community homes.

Updated design standards were included for multi-family, institutional and commercial properties; enhanced landscaping and better protection for natural resources.

It reduces automobile parking requirements and includes off-street parking maximums.

Image/Text Source: www.phila.gov



**PRECEDENT**

**YOUNGSTOWN 2010**

To anticipate remaining a smaller city, Youngstown redesignated 30 percent of its residential land in its 2010 Master Plan revision. Much of this land was reclassified as “Industrial Green.” Vacant land that had not been previously developed was reclassified as “Open Space.”

In the course of rewriting the Zoning Code, however, much of the residential land that was designated to shift away from residential in the Master Plan remained zoned residential in the Zoning Ordinance.

In order to address issues of extreme vacancy, the Zoning Ordinance included a “Limited Services Overlay,” designed to steer investment away from heavily disinvested areas. This overlay has yet to be applied to any areas of the city.

Image Source: Youngstown 2010



# THE STRATEGIC FRAMEWORK ELEMENT RECOMMENDATIONS AND THEIR ALIGNMENT WITH THE CURRENT MASTER PLAN OF POLICIES.

	CITY OF DETROIT MASTER PLAN OF POLICIES ELEMENTS (MPP)	ALIGNMENT WITH DETROIT WORKS STRATEGIC FRAMEWORK PLAN ELEMENTS	RECOMMENDED UPDATES FOR MASTER PLAN OF POLICIES
EXISTING ELEMENTS	ARTS AND CULTURE	NEIGHBORHOODS LAND USE	<ul style="list-style-type: none"> <li>Acknowledge and add Live + Make land use typology and related development types</li> </ul>
	ECONOMY	ECONOMIC GROWTH	<ul style="list-style-type: none"> <li>Describe primary and secondary employment districts and economic growth strategies</li> </ul>
	HEALTH AND SOCIAL SERVICES	NEIGHBORHOODS	<ul style="list-style-type: none"> <li>Address role of food systems within the city</li> </ul>
	INFRASTRUCTURE	CITY SYSTEMS	<ul style="list-style-type: none"> <li>Address strategic renewal of city systems</li> </ul>
	PARKS, RECREATION AND OPEN SPACE	LAND USE LAND AND BUILDINGS	<ul style="list-style-type: none"> <li>Include a wider range of landscape-based/open space reuse options</li> </ul>
	TRANSPORTATION AND MOBILITY	CITY SYSTEMS LAND USE	<ul style="list-style-type: none"> <li>Include a wider range of landscape-based/open space reuse options</li> <li>Update Transportation Network map to show tiered city-regional system</li> </ul>
	CITY DESIGN	LAND USE	<ul style="list-style-type: none"> <li>Update goals to ensure that new development supports land use vision for each typology</li> <li>Add land use definitions for landscape typologies: Innovation Ecological and Innovation Productive</li> <li>Add or modify land use definitions for new neighborhood types: Green Residential, Green Mixed-Rise, Live + Make</li> </ul>
	EDUCATION AND LIBRARIES	NEIGHBORHOODS LAND AND BUILDINGS	<ul style="list-style-type: none"> <li>Align facilities with neighborhood typologies</li> </ul>
	HISTORY, LEGACIES AND PRESERVATION	LAND USE	<ul style="list-style-type: none"> <li>Incorporate preservation strategies aligned with neighborhood typologies</li> </ul>
	INTERGOVERNMENTAL AFFAIRS	LAND AND BUILDINGS CITY SYSTEMS	<ul style="list-style-type: none"> <li>Incorporate intergovernmental strategies reflected in City Systems and Land and Buildings Assets elements</li> </ul>
	PUBLIC SAFETY	NEIGHBORHOODS	<ul style="list-style-type: none"> <li>Update to reflect the importance of reinforcing proposed density patterns through neighborhood typologies and neighborhood element strategies</li> </ul>
	ZONING CONCEPTS	LAND USE	<ul style="list-style-type: none"> <li>Update Zoning Concepts to expand range of vacant land reuse options beyond agriculture</li> </ul>
	COMMUNITY ORGANIZATIONS	CIVIC ENGAGEMENT	<ul style="list-style-type: none"> <li>Update to reflect role of community organizations in neighborhood-based planning</li> </ul>
	ENVIRONMENT AND ENERGY	CITY SYSTEMS	<ul style="list-style-type: none"> <li>Update to describe blue and green infrastructure</li> <li>Update to include carbon forest and green buffers</li> </ul>
	INDUSTRIAL CENTERS	ECONOMIC GROWTH LAND USE	<ul style="list-style-type: none"> <li>Incorporate industrial strategies from Economic Growth chapter</li> </ul>
NEIGHBORHOODS AND HOUSING	NEIGHBORHOODS LAND USE	<ul style="list-style-type: none"> <li>Update and expand the range of traditional and innovative neighborhood types</li> <li>Describe commitment to neighborhood-based planning within a larger citywide framework for decision making</li> </ul>	
RETAIL AND LOCAL SERVICES	LAND USE	<ul style="list-style-type: none"> <li>Update to include a more strategic prioritization of commercial land in nodes and strips matching the land use corridors recommendations</li> </ul>	
NEW ELEMENTS	ADD VACANT LAND ELEMENT		<ul style="list-style-type: none"> <li>Add Vacant Land Element specifically addressing approaches to vacancy that includes the Framework Zones; to be updated at five-year intervals</li> </ul>
	ADD PUBLIC LAND ELEMENT		<ul style="list-style-type: none"> <li>Add Public Land Element that specifically addresses a strategic and coordinated approach to acquisition/assembly, disposition and maintenance of city-owned property</li> </ul>
	FUTURE LAND USE MAP		<ul style="list-style-type: none"> <li>Revise future land use map to address Framework Plan recommendations</li> <li>Add new land use typologies and development types per the Land Use Element of the Framework Plan</li> <li>Develop phased future land use map at 10-, 20- and 50-year intervals</li> </ul>

## TWO OPTIONS FOR REVISING MASTER PLAN AND ZONING:

The process of revising the Master Plan of Policies and Zoning ordinance is not a small undertaking. It requires technical research, testing, and community participation. Detroit's city planning staff recently completed a multi-year Master Plan revision process, beginning in 2004 and finally adopted in 2009, and they are still in the process of creating a new ordinance for urban agriculture. The level of effort is considerable; yet, having a current comprehensive city planning framework and corresponding zoning ordinance is critical to effectively managing the proper growth and preservation of the city's land, buildings, and cultural and historic assets. The Detroit Strategic Framework strongly recommends incorporating its proposals into these two regulatory documents as an essential implementation task of the plan.

To effectively take on this task requires the recognition of current challenges. These include limited staffing capacity (the number of dedicated professional planners on staff to support the effort, as well as limited staff to address both long-term planning and short-term needs); constrained resources to conduct meaningful outreach for public and political support; the length of time to complete the revision and adoption process; the demands of managing market conditions and investments; and the possible "planning fatigue" the community may currently be experiencing. As such, the Framework offers two possible approaches to initiating an adoption process, going forward.

### 1 FULL REVISION OF MASTER PLAN OF POLICIES AND ZONING ORDINANCE

#### PROS:

1. The public momentum that will immediately follow the completion of the Strategic Framework, coupled with the revision of the City Charter, puts in place an engaged and informed community that is better prepared to participate in a public hearing and outreach process.
2. The public process required for full adoption can take advantage of the civic engagement infrastructure now in place throughout the city.
3. Taking two to three years now to revise the MPP in total is a more efficient use of staffing resources in the long run.
4. A complete revision now ensures the Framework's recommendations can be adopted within a single political cycle.
5. Funding support is more likely to contribute to a comprehensive approach versus a small-scale change over an undefined period of time.
6. Much of the technical research, analysis, and recommendations of the Strategic Framework meet the general requirements of the City Charter and State Planning Enabling Act.

#### CONS:

1. Will keep existing land use policies and zoning in place that might contribute to development and investments that conflict with the Strategic Framework over the next two to three years.
2. Stretches already thin staff capacities beyond their ability to manage both near- and long-term planning and development needs.
3. Requires broad political (Mayor and City Council) and community support and therefore, a robust civic engagement process.
4. The community might feel a sense of "planning fatigue" and not be willing to participate in another two- to three-year planning implementation process. (The key here is that the adoption process must be framed as an "implementation action," rather than another planning process).
5. The Detroit Planning and Development Department and City Planning Commission completed a full revision just three years ago, a process that took nearly five years to complete.
6. Unless the Strategic Framework recommendations are quickly codified, they run the risk of being lost to changing priorities and/or market conditions.

#### FULL ZONING AMENDMENT

1. Rewrite zoning ordinance to incorporate new zoning district definitions in alignment with the MPP future land use map.
2. Place greater emphasis on form-based criteria for new districts.
3. Undertake associated map revision to align zoning map with future land use map.

### 2 PHASED ADOPTION OF MASTER PLAN OF POLICIES AND PRIORITIZED ZONING CODE ORDINANCES

#### PROS:

1. All public agencies to prioritize the most critical issues that need to be addressed by MPP and zoning revisions, using overlay revisions and individual zoning code additions or revisions.
2. Potentially requires a smaller scale of civic engagement.
3. Revisions are more manageable by a smaller staff.
4. Costs of individual revisions required less funding resource up front.

#### CONS:

1. Revisions may become piecemeal and detached from a more comprehensive vision.
2. No guarantee the overall amount of time to make all revisions will take less time, in fact, adopting all changes in a phased approach will take longer to complete all changes.
3. Unless the Strategic Framework recommendations are quickly codified, they run the risk of being lost to changing priorities and/or market conditions.

#### PHASED ZONING AMENDMENTS

1. Adopt Urban Agriculture Zoning Ordinance revision.
2. Rewrite and expand use of mixed-use zoning districts.
3. Adopt Framework Zones overlay to existing Zoning map.
  - a. Steer development to the appropriate areas of the city without a full rewriting of the district definitions.
  - b. Example: Nonprofit housing developer in High-Vacancy area.
4. Expand landscape use definitions and incorporate into uses associated with Framework Zones overlay.
5. Rewrite commercial corridor zoning to incorporate greater mix of uses including blue infrastructure, incorporating greater emphasis on form-based over use-based zoning criteria as appropriate.