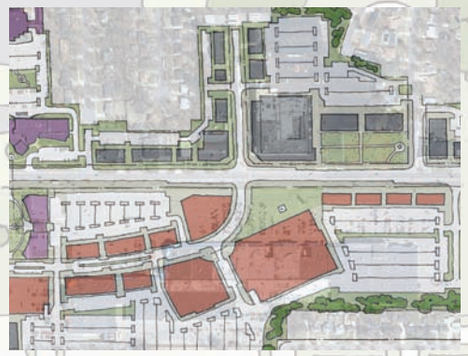

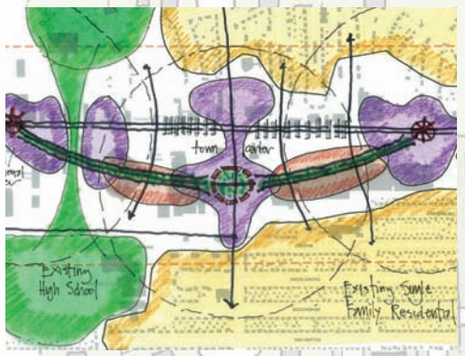

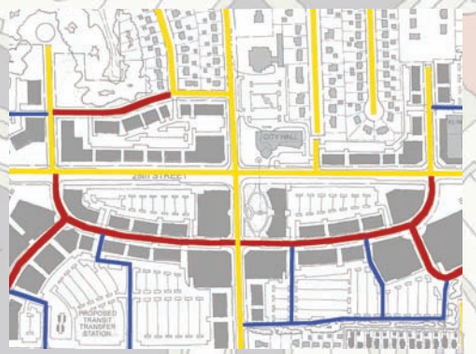

TURN ON 28TH STREET CORRIDOR SUB AREA PLAN

City of Wyoming, Michigan

JANUARY 2012

LandUse|USA

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TURN ON 28TH STREET

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The process to prepare this plan has involved numerous community residents, business owners and interested stakeholders from Wyoming and beyond. The following residents, land owners, and interested persons have made key contributions at the many public input sessions offered during the planning process and their comments, thoughts and ideas are gratefully acknowledged:

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Certain maps and graphics in this plan were prepared using geographic data provided by the REGIS Agency, and their assistance is gratefully acknowledged.

Executive Summary

Introduction

Background. The 28th Street corridor in Wyoming is one of the original suburban nuclei of retail and entertainment commerce in metropolitan Grand Rapids. The area was home to one of the first enclosed suburban shopping malls in the United States, and at one point, the largest movie theater in the world. More recently, the business district has been confronted with underutilized properties; the loss of several iconic businesses; and other economic and aesthetic challenges common to aging strip commercial areas in first-tier suburbs. As newer centers of commerce have emerged on the suburban periphery elsewhere in the metro area, and as population has shifted, 28th Street has struggled to maintain its identity.

Nevertheless, many viable businesses exist along the centrally-located corridor and healthy, diverse residential neighborhoods flank the district. Area merchants, landowners, community leaders and residents are emboldened with a renewed stake in the rebirth of what some have affectionately called "downtown Wyoming."

To capitalize on this enthusiasm and respond to current challenges, this Plan was commissioned by the City of Wyoming Downtown Development Authority (DDA) to "Turn On 28th Street." The Turn On 28th Street process is a comprehensive effort focused on the preparation of a realistic plan to redevelop and redesign the corridor and to identify new market niches to complement existing viable businesses. The ultimate objective of the planning and design process is to repurpose 28th Street into a vibrant and sustainable mixed-use core to restore its status as a prime retail and entertainment destination.

1959 aerial image looking east down 28th Street. Roger's Plaza is located in the right hand corner.

The Redevelopment Plan recognizes the evolving local marketplace and includes market analyses and design solutions, accompanied by a flexible implementation framework, intended to strengthen the corridor. The recommendations are organized into phased implementation concepts, and are meant to transform the district over time.

Study Area. The extent of the study area is generally limited to the area along 28th Street between Clyde Park Avenue and Burlingame Avenue. These parameters were chosen for several reasons, the most obvious perhaps being that this is the area with the greatest concentration of key retail and entertainment sites (i.e., Studio 28, Rogers Plaza, Rogers Department Store/Klingman's) along 28th Street in the City of Wyoming. In addition, this mile stretch of 28th Street, despite boasting what is likely the highest visibility and greatest mass of important properties, has arguably experienced the most noticeable decline because several of these larger sites sit vacant or are highly underutilized. While this planning and design effort focuses on one key segment of the corridor, it is the intent of the City to generally apply the key design recommendations herein to the entire 28th Street corridor in Wyoming.

Mission Statement. The planning effort was led by a Steering Committee, comprised of DDA members, City staff, property owners, business owners and other community stakeholders; but included an extensive public input process that generated much interest and participation from area residents. The Redevelopment Plan mission statement, prepared in August of 2010 by the Steering Committee, is as follows:

> *"The planning process will be transparent and inclusive, resulting in a bold and compelling plan. That plan will incorporate safe, convenient and desirable access and connections for all users. It will present a vision of an inviting and vibrant business community with complementing business types and appealing designs. And it will establish a practical strategy to restore the long-term economic viability of the district."*
>
> *- Turn on 28th Street Mission Statement*

Structure of Plan. The Plan is organized into the following Chapters:

Chapter 1: Existing Conditions

This chapter includes a map of the region and the study area, and narrative and graphic descriptions of the corridor as it evolved from into an auto-oriented strip development form.

Chapter 2: Market Strategy

This chapter includes a summary of the results of the market analysis containing the retail gap analysis, import/export analysis, housing assessment, and the office/jobs assessment.

Chapter 3: Public Input

The public input chapter provides an overview of the public involvement activities and the major outcomes.

Chapter 4: The Design Process

The design process chapter includes each concept plan developed by the design team through a process of feedback loops with the steering committee and public.

Chapter 5: Final Demonstration Plan

Chapter 5 contains the final demonstration plan and alternative development scenario illustrating the master plans for the study area in addition to phasing plans for redevelopment.

Chapter 6: Implementation

The implementation chapter presents realistic and strategic steps for the suburban retrofit of the study area. Also included is a matrix outlining each step, timing, responsible party and potential funding sources.

Two Appendices are included by reference in this plan and are on file with the City of Wyoming but not bound into this document. Appendix One is the Market Strategy by LandUse|USA. Appendix Two is the Public Input Report, which contains summaries and outcomes from each public involvement activity.

Recommendations

The following summarizes the key recommendation of this plan:

Design

- The designs combine the properties on the south side of 28th Street between Clyde park and Burlingame into a mixed-use town center with new complete streets and compact blocks. A curving slip street is used as the organizing element of the design and represents the new town center's "main street".
- The plan proposes a modest increase in the number of retail uses with a more substantial increase in office (approximately 600,000 square feet) and residential (about 600 dwellings) uses.
- The transformation from the existing development pattern into the pattern proposed in this plan is divided into seven logical steps to be constructed over the next thirty years, or as market conditions warrant.
- Most buildings along the new streets are proposed to be multiple-story mixed use buildings, with retail on the ground floor and residential or offices on the upper floors.

- Street frontages of these buildings should be transparent and promote activity on the street.

Implementation

- Key first steps to implementation include acquiring easements for the new crescent street and actively targeting new uses as outlined in the Market Strategy.

REGULATORY/PROCEDURAL

- Amend Master Plan and Zoning Ordinance
- Plan for utility extensions, stormwater management

TRANSPORTATION

- Explore grant opportunities to aid funding
- Improve sidewalks and non-motorized connections
- Develop a 28th Street Access Management Plan
- Collaborate with The Rapid to plan for future transit service

MARKETING AND PROMOTION

- Public outreach
- Seek out development partnerships
- Market plan and sites to developers

ECONOMIC DEVELOPMENT AND FINANCING ALTERNATIVES

- Focus on recruiting both small and large businesses
- Seek partnering opportunities for economic development
- Secure external funding sources to aid redevelopment process
- Create small business incubator to help startups

Existing Conditions

History

M-11, or 28th Street, is the original "South beltway" for the Grand Rapids metropolitan area. Following World War II, the suburbs blossomed and this first-tier suburb grew from 20,396 for Wyoming Township in 1940 to 45,829 in 1960 for the newly incorporated city.

28th Street in Wyoming was the place to go for any thing automobile-related. From car dealerships to the drive-in theater, the corridor evolved around the automobile. 28th Street is an iconic corridor in West Michigan with a storied history.

A TIDAL WAVE OF TRAFFIC FLOODS PLAZA GROUNDS

There was no trick photography used to exaggerate the vastness of the panorama of motor-cars which packed the 37-acre parking area of Rogers Plaza last Thursday. The fact is that this was the short-end of the field, west of Ward's Department Store. There were times when the spec- compass to this focal point of attraction. It all added up to careful advanced planning and organization, and meticulous execution on the part of every officer at his appointed post when the motor-tide rolled in.

Wyoming had no reason to make apology for

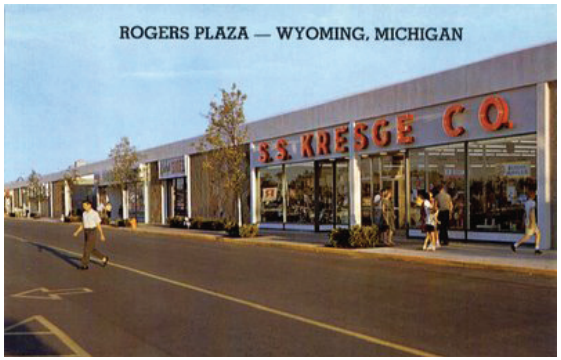
The Loeks Beltline Drive-In movie establishment opened on July 10, 1948, followed by a

December 25, 1965 opening of neighboring Studio 28. Studio 28 was named to showcase its address at 1350 – 28th Street, and was the first multiplex theater in the United States east of the Mississippi River.

One of the first commercial uses established was a McDonald's restaurant, which located near the northwest corner of 28th Street and Michael Avenue in 1954. It was one of the first of such restaurants to open in the area.

Rogers Plaza, recognized as one of the first enclosed shopping malls in the United States, opened in July of 1960. By May of 1966, 36 different retail establishments had located within the shopping center. Wyoming Village Mall opened across the street from Rogers Plaza in March of 1964, and included Wurzburg, a local department store. In 1968, 28th Street experienced traffic counts of 45,000 vehicles per day – the second busiest thoroughfare in Michigan (only the John Lodge Freeway in Detroit had higher traffic counts).

In 1976, Studio 28 expanded to six screens and in March of 1984, expanded to twelve screens – a move that increased seating capacity to more than 4,000. At this point, Studio 28 became the only 12-screen complex in the country. The Beltline Drive-In closed in September of 1987 to accommodate another addition onto Studio 28. The facility was expanded to twenty screens in November of 1988, increasing seating capacity to more than 6,000 and establishing the world's largest freestanding theater complex, until 1995.



Another notable moment at Studio 28 occurred the day after Thanksgiving in 1990, when a record 16,000 moviegoers visited the theater to watch such films as "Dances with Wolves" and "Home Alone." This theater attendance record remains unbroken.

Today, the corridor is characterized by significant commercial vacancies, reduced traffic counts and shifting land uses, as described in the following sections.

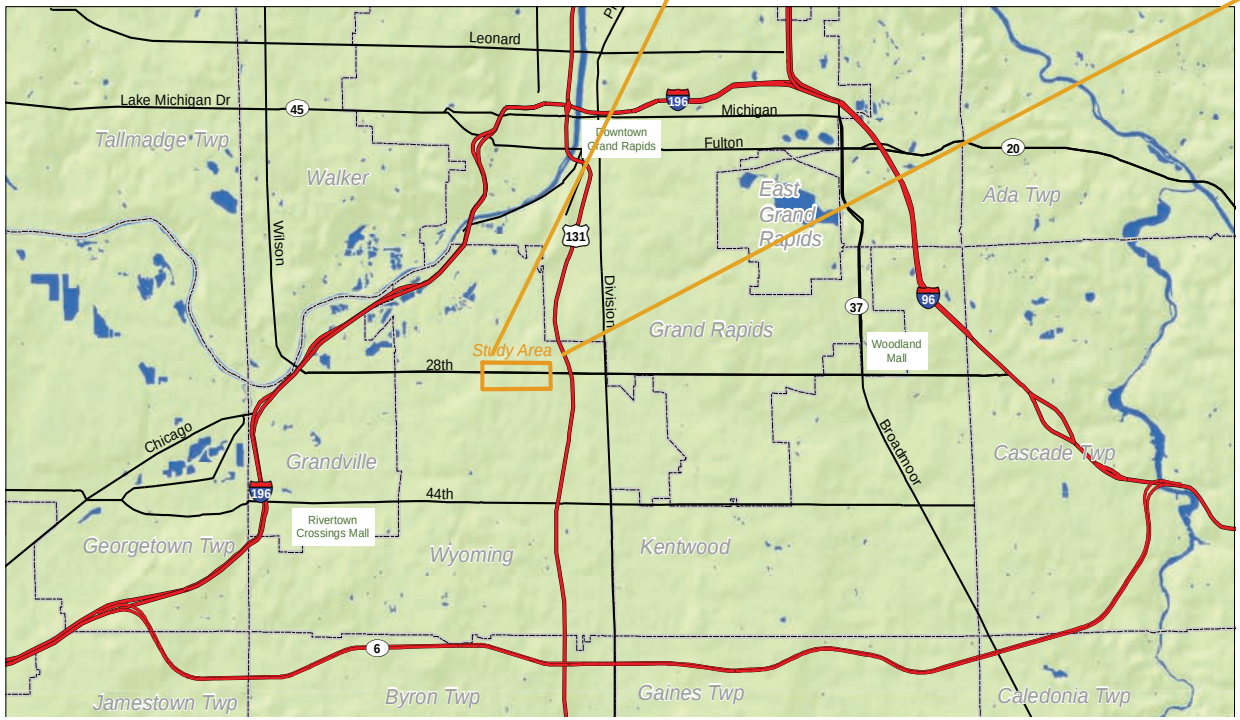
Study Area

Wyoming's Town Center. The study area includes a portion of 28th Street from Clyde Park Avenue to the east and Burlingame to the west. Selected by the City and the Downtown Development Authority (DDA), this portion of 28th Street is within the City's Downtown Center Zoning District.

From a regional standpoint, the study area is centrally located amongst the commercial focal points in the metro area. The study area is equidistant from downtown Grand Rapids, Rivertown Crossings and Woodland Mall. What makes the area different is the development form of a linear commercial corridor with 45,000 average daily vehicle trips and the mix of large and small lot development.

A half mile to the east, US-131 is the primary north-south corridor traversing the metropolitan area. West of the study area, 28th Street eventually intersects I-196, connecting the lakeshore area with Grand Rapids and eventually merging with I-96 toward Lansing or Muskegon.

This portion of 28th Street, being M-11, is classified as an urban principal arterial and regulated by the Michigan Department of Transportation. It is a five-lane cross section with a continuous center turn lane. Additional turn lanes are present at the signalized intersections at Clyde Park, Michael/DeHoop and Burlingame.



A continuous center turn lane. Additional turn lanes are present at the signalized intersections at Clyde Park, Michael/DeHoop and Burlingame.

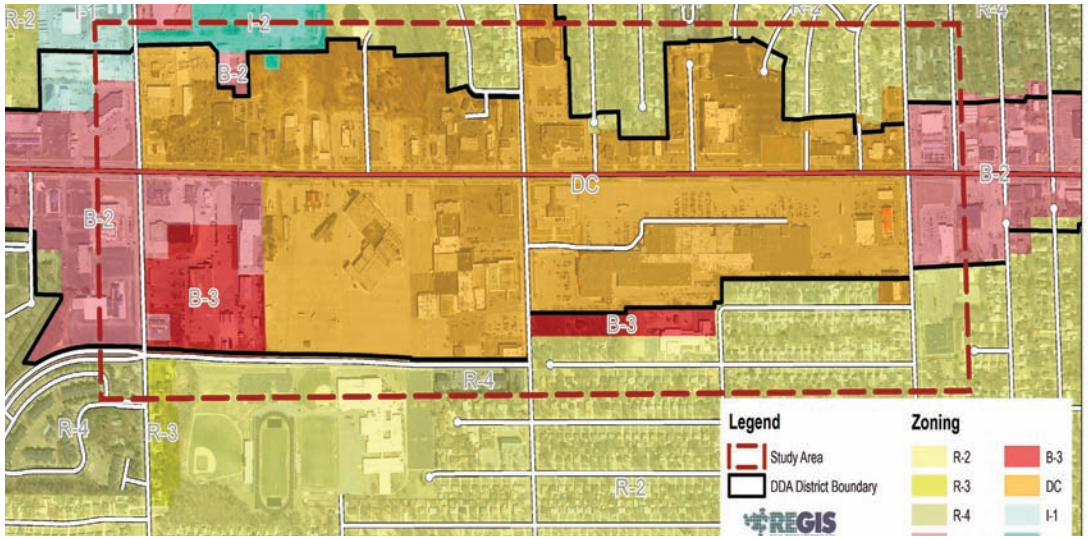
Accommodations for pedestrians and bicyclists were an after thought in the evolution of the corridor. With intermittent sidewalks, limited bike lanes, driving might be the safest option with the existing framework of blocks, streets, and buildings.

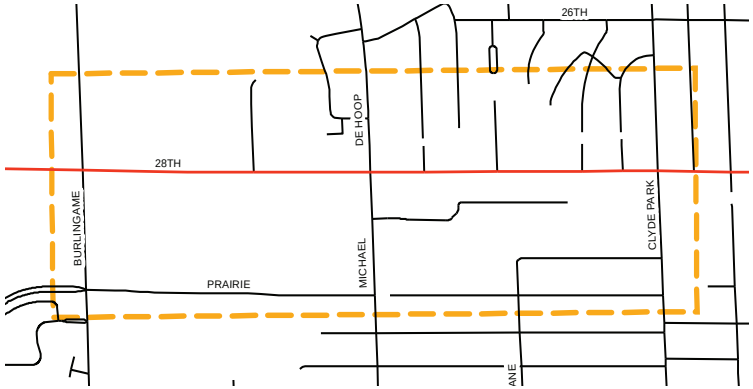
Land Use

- Commercial land uses are predominant along 28th Street amounting to more than one million square feet. Most commerical buildings are thirty years old or more and many show signs of deferred maintenance and give a dated impression.
- Single family residential neighborhoods are behind the commercial uses. These neighborhoods were once connected via local streets that have since been converted to dead ends or cul-de-sacs.
- Institutional uses, including the City Hall, schools, and post office are interspersed within the study area.
- A limited amount of multi-family residential housing is present to the south, west and north.

Zoning

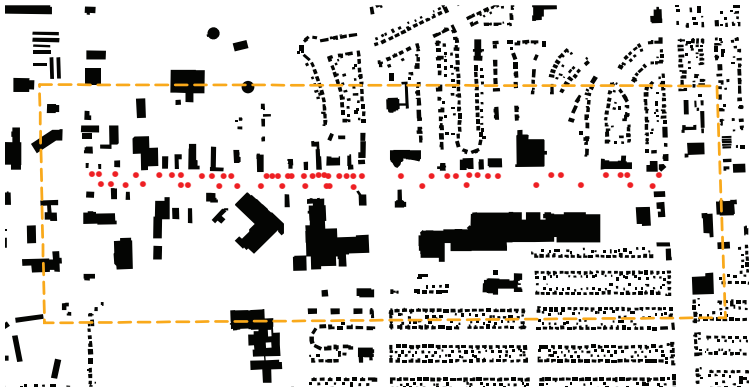
- The Downtown Center (DC) district is the predominant zoning district, which allows mixed use commercial and requires building facade treatments such as transparency, and building alignment with roadways.
- The B2 and B3 districts permit general commercial and office uses. Residential uses are not permitted, and design/form is not regulated.



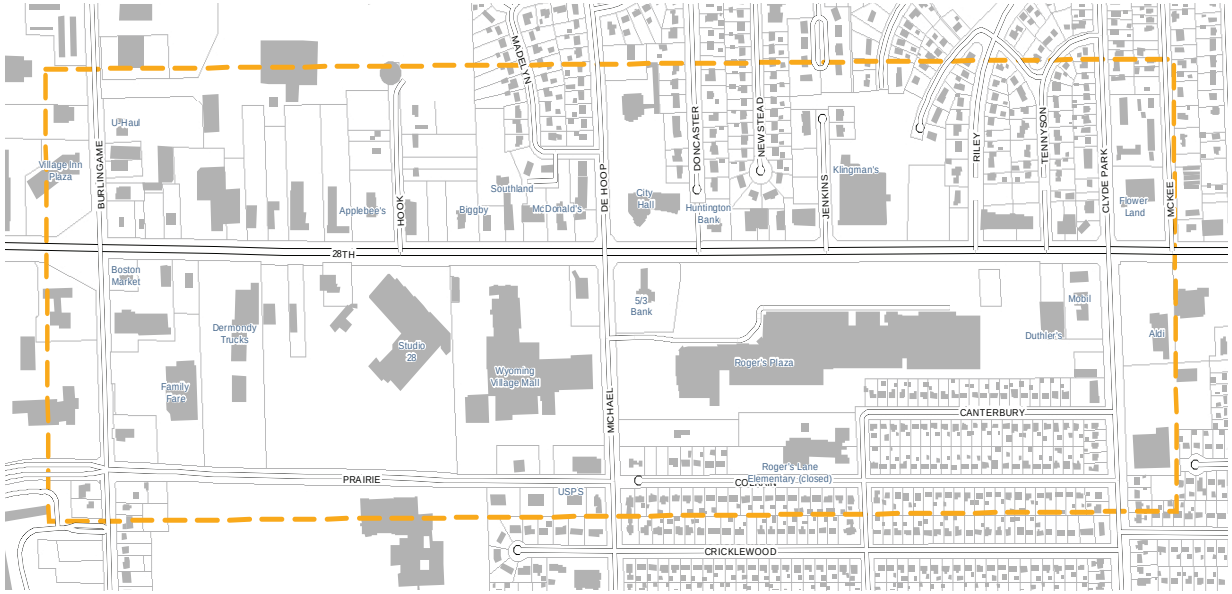


Road Configuration. Few roads penetrate the study area, signifying the "super block" pattern of development, especially south of 28th Street. The large block framework exists to provide access to 28th Street while providing ample parking. The isolation of the residential neighborhoods is evidenced by the intentional dead end street segments and broken connections into the commercial corridor. To prevent "cut-through" traffic from 28th Street invading residential areas, in the 1960s the City intentionally interrupted the former grid pattern.

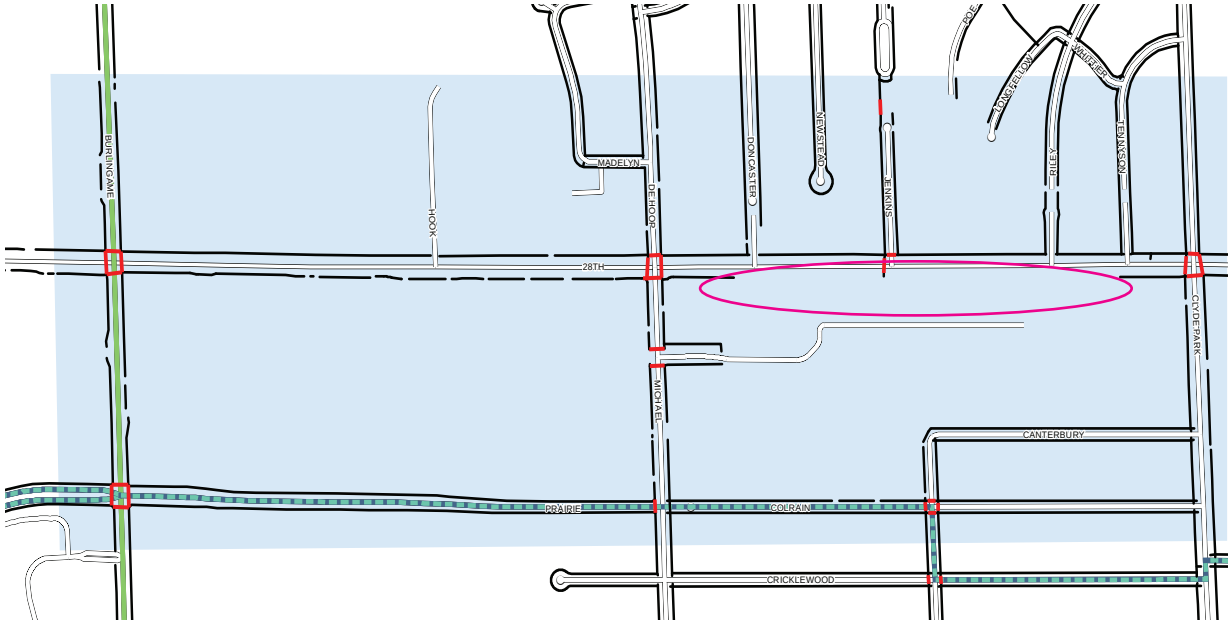
Impervious Surfaces. Impervious surfaces, including both buildings and parking areas, are shown in grey. Note the almost 100% coverage in the southwest quadrant of the study area. Additionally, the red dots illustrate driveways and curb cuts into the 28th Street right-of-way. There are 59 curb cuts in the study area along 28th Street. Many opportunities exist for driveway consolidation, which could help traffic flow, and provide a safer environment for motorists, pedestrians and bicyclists.



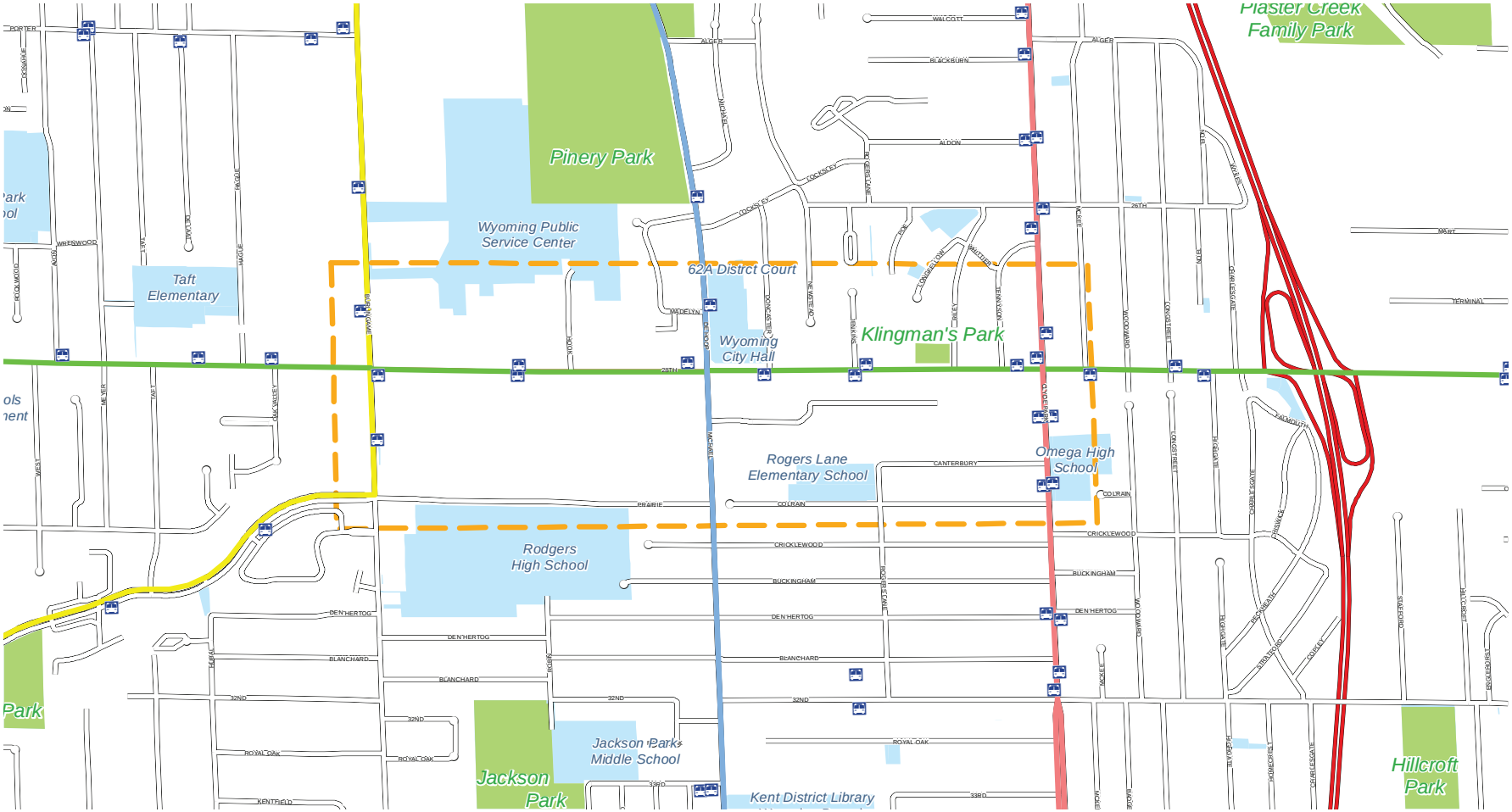
Building Patterns. The "figure ground analysis" examines the patterns of development within the study area. The commercial pattern is linear, especially north of 28th Street where lots are more shallow and buildings generally are built to and fronting the road. To the south, buildings are larger, setback from the road, and sometimes canted to maximize a motorist's view from the road. The residential neighborhood to the south exhibits a grid pattern, while to the north, the residential pattern is curvilinear with the cul-de-sacs discussed above.



Property lines and key businesses. Property lines and key businesses illustrate the complexity of the ownership pattern and redevelopment potential. For a suburban retrofit, ownership patterns can make redevelopment difficult. Coordination with landowners, business owners, banks, and other entities is necessary for implementation of any plan. Fortunately, the superblock configuration might facilitate implementation since there are fewer entities to coordinate. The north side of 28th Street, however, might represent more challenges to redevelopment since properties are smaller and more owners have a stake in the process and outcome.



Non-motorized Circulation. Sidewalks are shown in black, bike routes in teal and trails in green. Sidewalks are intermittent along 28th Street with expanses where dedicated areas for pedestrians are nonexistent. Prairie Street to the south is a designated bike route, although there are no markings or designated lanes for bicyclists on the street. Burlingame Avenue includes a proposed trail with a connection north to Kent Trails and south to the Beltline trail paralleling M-6. Noteworthy is the absences of connected sidewalk along the south side of 28th Street at Roger's Plaza (circled).



Community Facilities. Included in the map to the left are bus stops (blue icons), institutional entities (shaded in blue) including the library, City Hall, schools and post office, as well as park land (green). One park, Klingman's Park is located in the study area; however, Pinery Park, Jackson Park, and Prairie Park are all located within walking distance.

Demographics

With the release of the 2010 Census data, it is apparent that the City of Wyoming and the overall West Michigan region have continued to experience growth. However, the table below illustrates that all communities in the immediate region experienced slower growth rates between 2000 and 2010 than in previous decades, and that a couple of communities even lost population. The cities of Grand Rapids and Grandville saw population decreases, as did the State of Michigan, while neighboring Georgetown and Byron Townships saw the largest percentage increases.

Table 1.1 Regional Population Data, US Census Bureau

	1980	1990	2000	2010	% Change 1980-1990	% Change 1990-2000	% Change 2000-2010
Michigan	9,262,078	9,295,297	9,938,444	9,883,640	4.7	6.9	-0.6
Kent County	444,506	500,631	574,335	602,622	12.6	14.7	4.9
Wyoming	**59,616**	**63,891**	**69,368**	**72,125**	**6.8**	**8.7**	**4**
Grand Rapids	181,843	189,126	197,800	188,040	4	4.6	-4.9
Grandville	12,412	15,624	16,263	15,378	25.9	4.1	-5.4
Kentwood	30,438	37,826	45,255	48,707	24.3	19.6	7.6
Walker	15,088	17,279	21,842	23,537	14.5	26.4	7.8
Byron Township	10,104	13,235	17,553	20,317	31	32.6	15.9
Georgetown Twp	26,104	32,672	41,658	46,985	25.2	27.5	12.8

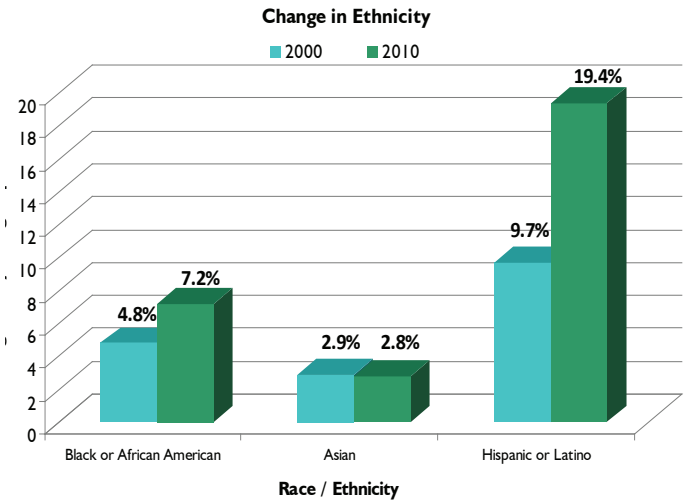
This trend is generally evident in the West Michigan region, as outlying townships appear to have experienced the bulk of growth, while some cities and villages grew more slowly, if at all. This "shift" in population may have implications for 28th Street and other "older" commercial areas, because as people move further out to newer suburban communities, purchasing power in the immediate areas may decline.

Nevertheless, continued growth in Wyoming speaks to its high quality housing, affordable neighborhoods, and the city's relatively central and convenient location in the greater Grand Rapids area and ample transportation connections. In addition, it is likely that the bulk of new growth is occurring in the City's "panhandle," that part of Wyoming south of the City of Grandville, and in the area around Metro Health Village at the Byron Center Avenue interchange with M-6. 2010 Census data at the block group level was not yet released at the time this plan was prepared, so it is impossible to analyze growth trends in the study area at this time.

Ethnicity. As the city has gained population over the past few decades, it has also become more diverse, with this change seeming more rapid between 2000 and 2010. Figure 1.1 illustrates that overall ethnic diversity has increased in the City of Wyoming between 2000 and 2010. Hispanic or Latino residents of Wyoming now make up almost 20% of the City's population, an increase of 100% from 2000.

An influx of people of a particular ethnic heritage can attract continued waves of growth from families who seek to live near people of their culture, who speak their language and understand their customs. Many indicators in the community suggest that the bulk of Hispanic growth in Wyoming is within a few miles of the study area. This may imply that changes in the type of restaurants, grocery stores, and even the makeup of household units are on the horizon. Additionally, ethnic change may also bring more

Figure 1.1



families with children, helping to re-energize and strengthen family neighborhoods and enhance the cultural richness of the community.

Previous Plans/Studies

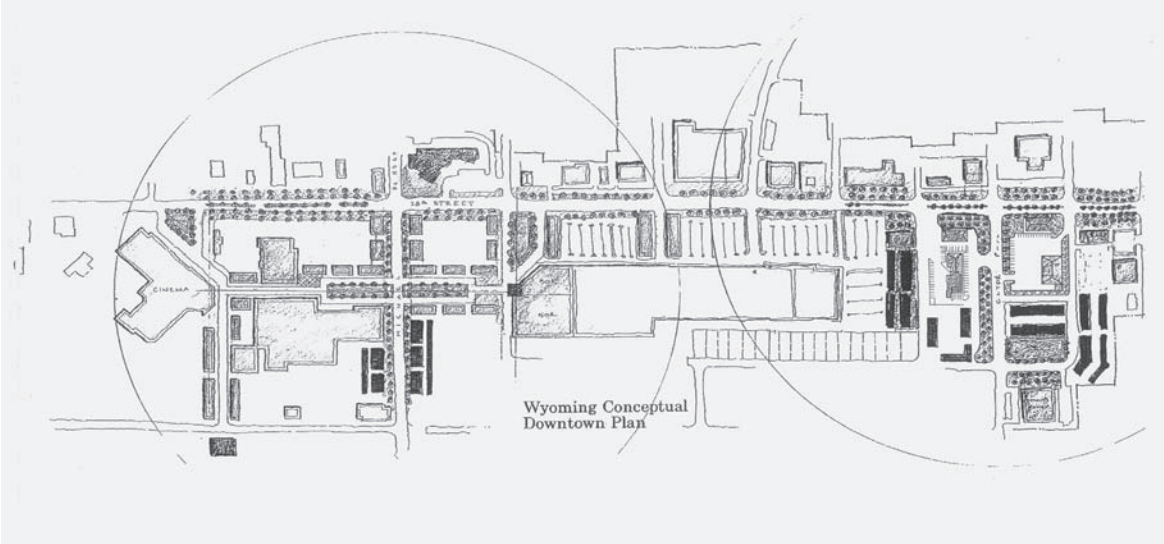
2002 Downtown Plan. In 2002, the City adopted the Downtown Plan, which envisioned a mid-block road between 28th Street and Prairie. The Plan also hinged on Roger's Plaza, Rogers Department Store, and Studio 28 as anchor establishments knitting the retail corridor together. Today, those establishments are vacant or facing financial challenges and can no longer be relied upon as destination establishments. The 2002 Downtown Plan included a market study that proposed the following five major retail additions: discount department store (e.g., Wal-Mart), supermarket (e.g., Family Fare), farmers market, apparel (e.g. A.J. Wright), and home improvement (e.g. Home Depot). In total, the study indicated a market for almost 400,000 square feet of additional retail space.

2006 Master Plan/Land Use Plan 2020

In 2006, the City adopted the Land Use Plan 2020. The plan included the following goals for the redevelopment area:

"The 28th Street/Michael/DeHoop node will become a true downtown center, establishing a distinctive identity and sense of place for Wyoming. Redevelopment will create opportunities for new investment, mixing commercial, residential, office, and entertainment uses in this central core area.

- "Assemble vacant and declining commercial properties for redevelopment as high density residential or mixed use projects.
- "Promote the construction of mid- and highrise buildings within the Downtown Center to form a distinctive urban core, supporting the current businesses in the area and creating the synergy for others to come."

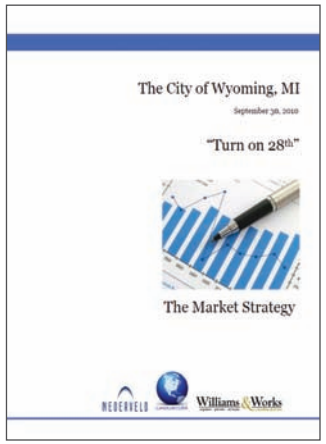


Market Analysis

Summary

In early 2011, LandUse | USA completed an evaluation of market conditions in the corridor area. The complete assessment, included as Appendix 2 and titled "The Market Strategy," includes analyses of detailed economic data and other information to allow the Steering Committee and the public to understand various local and regional market forces that influence redevelopment of 28th Street.

The Market Strategy concludes that the 28th Street study area can continue to provide essential shopping alternatives within the local market, and that this role is sustainable going forward. The strategy indicates that the corridor should not be viewed as "expired or exhausted" and will continue to serve as a viable shopping district. Nevertheless, the report acknowledges that the corridor is dated and struggling to transition itself in response to changing demographics, and must be redefined and reformatted to include the appropriate mixture of land uses.


The City of Wyoming, MI

"Turn on 28th"

The Market Strategy

Williams & Works

The 28th Street Corridor is dated and struggling to transition itself in response to changing demographics

The Market Strategy focuses on the opportunities for retail and office space, and also includes a Housing Assessment. It is concluded that any retail strategy should target sensible *general merchandise and department stores*, *clothing and accessory stores* and *speciality grocery stores*. These are the best near-term opportunities for the study area. Additionally, the effort should focus on business retention (see econimic gardening sidebar on page 18), fostering small business growth and assisting new ethnic businesses.

The strategy also calls for planning and recruiting important anchors for build-to-suit office buildings. Targeted categories for jobs and office users should include:

- telecommunications
- information, data processing
- book, software publishing
- credit intermediation, financial
- professional technical services
- medical services
- education

Other types of complementary businesses are also supportable for leased office space, but the most efficient approach is to target anchors first. The Market Strategy discourages the development of speculative office space that lacks immediate anchors.

The results of the Housing Assessment indicate that the best opportunities with the lowest risks are in affordable and market-rate products beginning at prices of $124,900. Ideal formats should include multi-family attached units; a mix of both owner and renter choices; an emphasis on unit formats that would meet the needs of working families; up-and-comers working in downtown Grand Rapids; and seniors or other residents with special needs.

Highlights

Following are some specific highlights taken from the complete market analysis.

- Kent County overall is a strong import market for most top-level retail categories, with the exception of food and beverage stores and motor vehicle parts dealers.

- US-131, located just to the east of the study area, has the region's highest Average Daily Traffic of 75,000 to 105,000 vehicle trips per day. 28th Street in the Study Area experiences about 28,000 trips per day.
- Today, over 22% of the population within one mile of the study area is Hispanic, compared to just 3.5% in 1990; signaling increases in cultural diversity and growth.
- Grocery stores, limited-service restaurants, clothing and accessories stores, department and discount stores are underrepresented in Kent County.
- Potential retail establishments include business services, Hispanic grocery stores, sporting goods stores, computer supplies, veterinarians, day care centers, furniture repair, music stores, cultural cuisine, apparel stores, etc.
- Retail gap analyses show there is barely enough demand in the local trade area to accommodate a discount department store; however one might still fit with an aggressive market strategy to compete with the market's local brand, Meijer.

Education sessions may provide local business owners with tools necessary to growth their business

The Market Study proposes a combined strategy of retention and recruitment

Beyond the task of redeveloping the physical environment within the Study Area, economic gardening activities would benefit existing businesses by nurturing and growing existing businesses. Specific strategies include:

- Assist independent store owners to grow their businesses, trade up into better retail space, improve their marketing, and reach more customers.
- Identify stores that would benefit from more efficient space in a more compact, mixed-use project that includes in-line retail along the streets and sidewalks.

What is Economic Gardening?

Economic gardening builds on community assets and targets existing human capital with a business culture that includes training, mentoring programs, networking opportunities, incubator workspace, media recognition, low-interest loans, and resource-sharing. Based on new leadership in Lansing (including the Michigan Economic Development Corporation), the future of economic gardening must reach beyond the traditional approach of offering incentives to help offset costs for home-grown businesses.

Going forward, true economic gardening must also include an expanded menu of local services and support. Examples include helping relatively small but growing companies map out new strategies; research their competition; explore new markets and niches; and find employees with specialized skills.

The needs of some small and emerging businesses can be met with new incubator buildings, which could anchor business campuses. Ideally, business incubators are physically connected and integrated in training facilities with a campus design that enables innovation and sharing of talent, training facilities and other resources.

Table 2.1 Demographic Summary and Comparison

	Year	Primary Trade Area	Effective Trade Area	Kent County
Population	1990	185,914	466,384	500,631
	2000	205,037	528,539	574,335
	2007	206,200	551,334	602,318
	2009 Est. 2nd Quarter	206,700	561,402	614,724
	2010 Est. 2nd Quarter	205,847	561,083	614,297
Average Age	2010	35.7	36.6	36.7
% with some College Education	2010	22.6%	22.6%	22.9%
2010 Percent Renter Occupied Housing	2010	31.8%	30.8%	29.4%
Median Housing Value	2010	$102,600	$120,400	$119,986

- Offer small business educational sessions, perhaps supported by the DDA and the City, on topics such as business management, bookkeeping and taxes, staffing, payroll and benefits, sales, promotions, crossmarketing, customer service, and other best business practices.

Table 2.1 includes the summary of demographic data related to the market strategy. In general, residents within the primary trade area tend to be younger than average for Kent County, are more likely to be renters, and have lower than average home values.

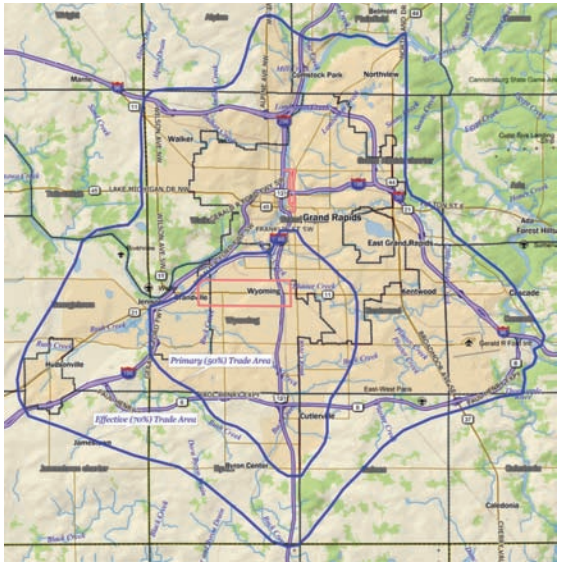
The results of the Market Strategy provide square-footage thresholds for retail and office uses. A combined strategy of retention and recruitment is proposed, with the following parameters:

Retail:

- 350,000 to 660,000 square feet of retail should be retained.
- 310,000 to 475,000 square feet of retail should be recruited.
- So the total retail potential is 660,000 to 1,135,000 square feet in the redevelopment project.

Office:

- 300,000 to 600,000 square feet of office anchors should be added.
- 300,000 to 600,000 square feet of office tenants should added.
- So the total office potential 600,000 to 1,200,000 square feet in the redevelopment project.



The primary and effective trade areas were based on the distribution of population and income throughout the market; the study area's location relative to highway connectors; its location relative to competing shopping and regional destinations; and results of an import-export analysis.

Total:

- 1,260,000 to 2,355,000 square feet in redevelopment.

For retail, the strategy identified an opportunity for one 120,000 to 140,000 square foot big box general merchandise anchor establishment, and two 60,000 to 90,000 square foot medium box support anchors.

The concept plans and final plan for the corridor incorporate these projected users and the retention of existing retailers.

Other economic catalysts are identified as significant economic drivers, but are also discerning in their location. Advanced education and health/medical services are suggested users, however, attracting them to the City will require proactive recruitment efforts.

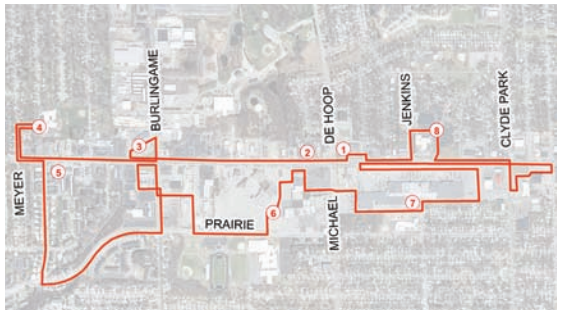
For the complete market analysis, see Appendix 1, incorporated here by reference.

Public Input

The City of Wyoming and the DDA committed to using community input to frame policy development for the future of 28th Street. The planning and design process employed an extensive public input process, providing several opportunities for residents and business owners to participate and influence the outcome of the overall design. This chapter contains a summary of each public input opportunity but a more complete discussion on each can be found in the *Turn on 28th Street Public Input Compilation*, a separate report. (Appendix 2)

Mobile Tour

A mobile tour was held on July 28, 2010 to enable the consultant team to make observations about existing conditions in terms of land use, landscaping, access management, architecture, circulation, signage, lighting, aesthetics and other features. The tour involved forty participants on a large bus and included a specific route with eight stops and an informal, yet structured input process.



The Mobile Tour Route gave participants a thorough idea of the challenges facing 28th Street.

As the kick-off to the planning and design process, the mobile tour helped to establish a common base from which to move forward by building momentum and excitement about the process and a common understanding of the corridor's particular physical assets and challenges. Certain features of the corridor were praised while others were identified as areas for improvement. Additionally, the mobile tour served as an opportunity for business and property owners to delve into the background of a particular site or issue and discuss future plans for development of their properties. See the Public Input Compilation (Appendix 2) for the complete report of the mobile tour.

Stakeholder Interviews

As part of the public input process, the consultant team interviewed eighteen individuals representing key stakeholders in July and August of 2010. The interviewees included business owners, landowners, a school district representative, local and regional community leaders, residents, and others. In most cases, the interviews were conducted face-to-face in a conference room at the Wyoming Branch Library and conversations generally flowed freely, although planned questions were asked to ensure a meaningful outcome. The purpose of the stakeholder interviews was to garner feedback on: Any specific challenges unique to a particular property; information related to site demolition costs or other real estate matters; preferable redevelopment frameworks; and other pertinent issues.

Ideas Workshop

The consultant team facilitated two Ideas Workshop meetings on October 7, 2010; one held in the late morning and the other in the evening to garner the broadest possible participation. The workshop was primarily designed to enable participants to share ideas relative to the

Participants generate concepts at the Ideas Workshop.

Turn on 28th Street Public Input Summary

Event	Number of Participants	Date	Purpose	Outcome or Result
Mobile Tour	40	July 28, 2010	Make observations about existing conditions in 28th Street study area	Generated excitement, project momentum Common understanding of corridor's assets and challenges
Stakeholder Interviews	18	July and August 2010	Specific challenges unique to a particular property Information related to site demolition costs or other real estate matters Preferable redevelopment frameworks	A number of common opinions about 28th Street that likely reflect widely-held views about the corridor and the challenges it faces
Ideas Workshops	About 110	October 18, 2010	Garner broad public input and ideas regarding the future of 28th Street	The development of themes and priorities regarding 28th Street redevelopment Assisted in creating the foundation for the redevelopment strategy
Rogers Plaza Storefront	At least 50 - 60	October - December 2010	Provide an informal venue for mall patrons to stop and share some thoughts about the future of 28th Street.	Suggestions for a number of land uses and actions to aid in the redevelopment of 28th Street
Design Workshops	About 60	December 7, 2010	Enable participants to review and critique three concept designs	Refinements to the layout Selection of most important design features Continued discussion regarding most desirable land uses
Informal Customer Survey	68	October - December 2010	Provide insight into a lack (or perceived lack) of services, businesses and entertainment opportunities along the corridor	Wide range of responses to the question: "What type of business would you like to see on 28th Street in the future?"
Open House	About 50 - 60	March 30, 2010	Present preliminary final drafts of overall design framework	Further refinements to the preliminary designs
Facebook Page	Several hundred	August 2010 - May 2011	Provide project updates Gather additional public input	Increased project interest and awareness

The process offered many outlets to express ideas.

future of 28th Street. The City engaged in an extensive effort to assure that many people participated before the workshop, and those efforts didn't disappoint: Approximately 70 individuals attended the morning session and about 40 people attended the late session. The meetings included an overview presentation, precedent examples of other successful suburban retrofits, and a summary of the market assessment.

Rogers Plaza Storefront Office

To test concepts generated at the two Ideas Workshop sessions and to garner additional input, the consultant team established a "storefront office" in a highly accessible donated space near the center of the Rogers Plaza shopping center. The storefront office was open consistent with a posted schedule, which included most Mondays and Wednesdays for two hour sessions from October 25, 2010 to December 22, 2010. Concepts generated at the Ideas Workshop were exhibited in the storefront office, along with several informative maps and a summary of the market analysis. The primary intent of the storefront office was to provide an informal venue for mall patrons to stop and share some thoughts about the future of 28th Street. It was believed that such an informal setting brought to the people would increase candor and the range of opinions recorded. It is difficult to evaluate participation in the storefront office, because of its informality; but it has been estimated that at least fifty to sixty people offered input.

Design Workshop

On December 7, 2010 the consultant team facilitated two Design Workshops, which enabled about sixty participants to review and critique three concept designs. One workshop was conducted in the late morning and the other was conducted in the evening. Participants were encouraged to propose modifications and refine the general layout models presented in the concepts. In addition, participants were asked to select the most important design features from each proposed configuration and to continue the discussion on desirable land uses.

Alternatives being discussed at the Design Workshop.

Informal Customer Survey

Marge Wilson, owner of Marge's Donut Den on 28th Street, developed and implemented an opinion survey instrument and asked her patrons, "What would you like to see on 28th Street?" While the survey was not conducted by the consultant team, the results of the survey are beneficial and add to the collection of perspectives gained throughout the public input exercises. The results of the survey are presented in the Public Input Compilation, under separate cover.

A consultant presents the evolution of design development at the Open House.

Open House

Two Open House meetings were held on March 30, 2011, one in the late morning and the other

in the evening to foster broad participation. The purpose of the Open House was to recapitulate the planning and design process and to present the preliminary final drafts of the overall design framework. A combined fifty to sixty people attended both the morning and evening session.

Facebook / Web Interaction

A Facebook page was established to connect with Wyoming residents and others interested in the Turn On 28th Street effort. Updates were posted periodically to inform individuals of upcoming meetings, input opportunities, and results of various phases of the project.

MDOT Coordination Meetings

Two meetings were conducted with MDOT during the Turn On 28th Street project. In addition to these specific meetings, Dennis Kent was MDOT's representative on the steering committee during the process and provided input regarding the concept iterations during the design phase.

Selected Comments from the Turn on 28th Street Facebook page

I don't know much about revitalizing towns but this seems like a great start. Good for you Wyoming, involving the citizens in the planning. Wyoming could once again be a great town and a great place to live.

How about getting an IKEA where Studio 28 is? This would put a store smack dab between Ann Arbor and Chicago! Let's make Wyoming a destination city for Michigan!! Think of the jobs and revenue!!! Just a thought. It makes me sad to see all of the businesses closing up shop on what was once a major street for commerce.

Wyoming used to be a classy area. Now, I would not even use the Wyoming public schools. Growth is good but at what cost to the residents?

Many of the ideas that I have heard so far are really great., but one thing people have to keep in mind is that we must insure that established businesses are incorporated into any idea, and any businesses that are incorporated into the plan should get face lifts and or moved to another part of the downtown area.

The number one thing I would say is Keep the Flea Market!!!! Flea Markets are a dying breed, and a lot of people depend financially on the Studio 28 Flea Market. I usually go down there to walk through and look/buy every week. It's a good way for me to get some exercise in walking around the place. Sometimes I go there to sell stuff...

I have a suggestion about the Studio 28 building. Maybe it could become a second-run "Celebration Cinema", similar to the one at Woodland Mall. I think a lot of people would go to it because, for one thing, people don't always want to pay high ticket prices, and plus there are so many people who loved that theater, such as myself!

The Design Process

Essential to any design and planning activity is a process for carefully reviewing and refining the proposed concepts. A process called feedback loops enabled the design team to continuously refine the concepts and ultimately, advance a final plan that was thoroughly vetted and accepted by the stakeholders and steering committee. Each concept incorporates the market strategy as well as input from all public involvement activities. There were five feedback loops/design iterations.

Iteration One: Three Concepts

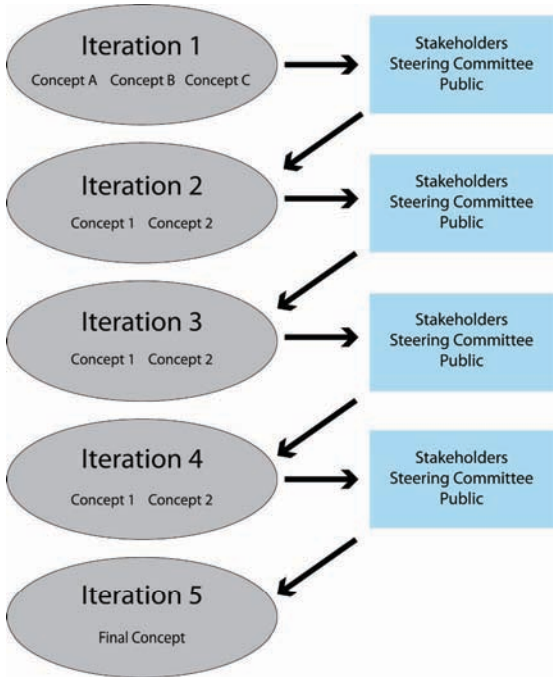
I1. Concept A. This design combines the properties on the south side of 28th Street into a mixed-use town center with new streets and compact blocks. A curving slip street is used as the organizing element of the design and represents the new town center's "main street". This slip street promotes the movement of slower-paced, localized traffic into the redevelopment area while also maintaining 28th Street as the highway commercial corridor.

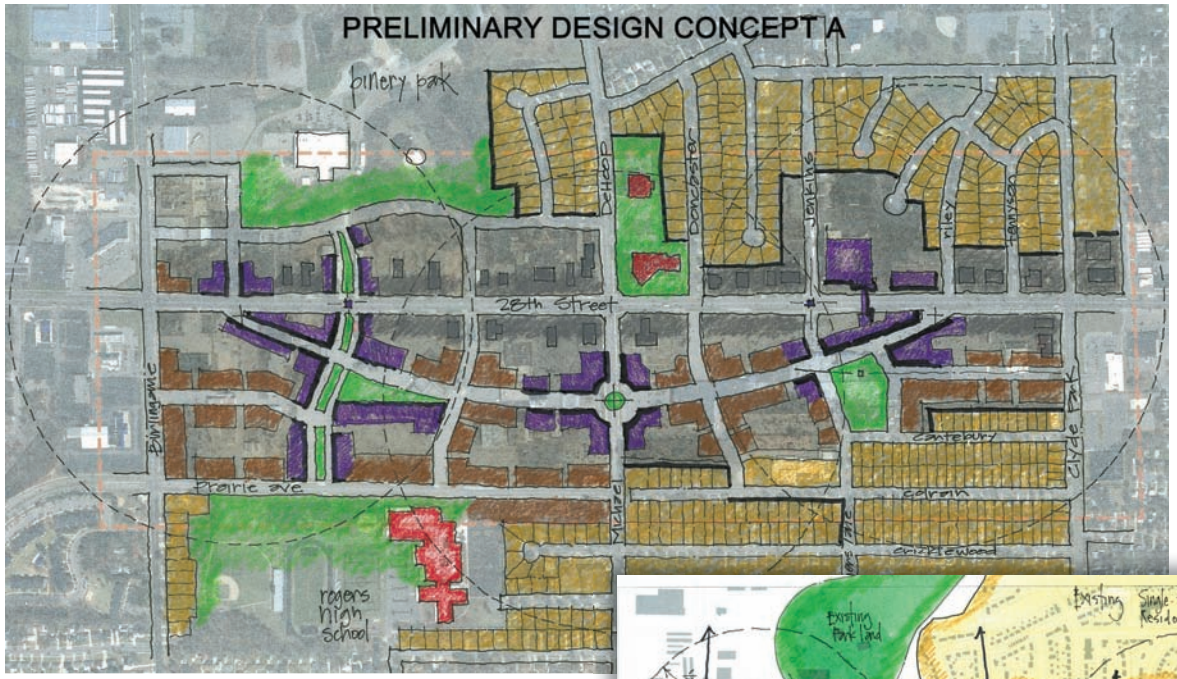
The new main street is envisioned as a complete street that promotes transit, bike, pedestrian and automobile use while also providing the framework for a vibrant public realm. The street's gentle curve allows opportunities for deflected vistas that frame more quaint public

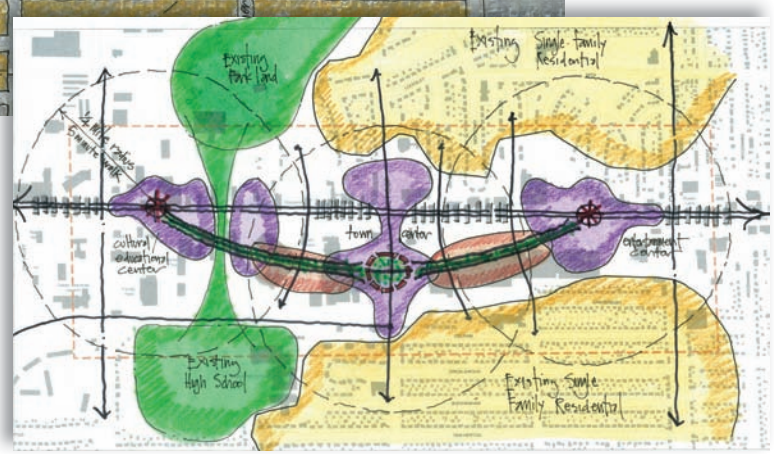
Key Input Incorporated Into Design Concepts

Event	Key Input
Mobile Tour	condense Roger's Plaza and Wyoming Village Mall, limit commercial access into neighborhoods, maintain sidewalks, design should allow for some parking in front of retail establishments, align driveways for access management purposes, "de-mall the mall"
Stakeholder Interviews	create a flex spaces for outdoor markets, design needs to accommodate traffic, area needs a destination
Ideas Workshops	small blocks promote walkability, mixed use development, more pedestrian amenities, add green space, connect to Pinery Park, increase housing opportunities/housing types
Rogers Plaza Storefront	do not connect commercial to residential area, add more landscaping, wider sidewalks, keep auto-oriented uses north of 28th street, increase height to 2-3 stores for mixed use
Design Workshops	keep park concept in final plan, the crescent street is favored, incorporate round-a-bouts, provide multipurpose entertainment facility, include Hispanic and Asian community
Informal Customer Survey	business suggestions included a big box (Wal-Mart or other), theater, clothing stores, boutique shops, restaurants, kid-friendly businesses, IKEA, hobby shops, etc.
Open House	save the historic Roger's homestead, maintain dead-end at Colrain and Michael, ensure new streets are bike-friendly
Facebook Page	keep the flea market or at least have area for outdoor market, make sure existing businesses are incorporated, phasing and implementation is key
MDOT Meetings	Decrease the quantity of non-signalized driveways on both sides of 28th Street, channelize any new non-signalized drives at 28th Street, do not align new non-signalized drives with existing streets

The Design Process







spaces while also creating interesting and dynamic views of buildings and storefronts.

New north-south streets are proposed to intersect with the main street and to provide connections with the existing nearby neighborhoods. This new street grid also provides the network for a compact and walkable block structure.

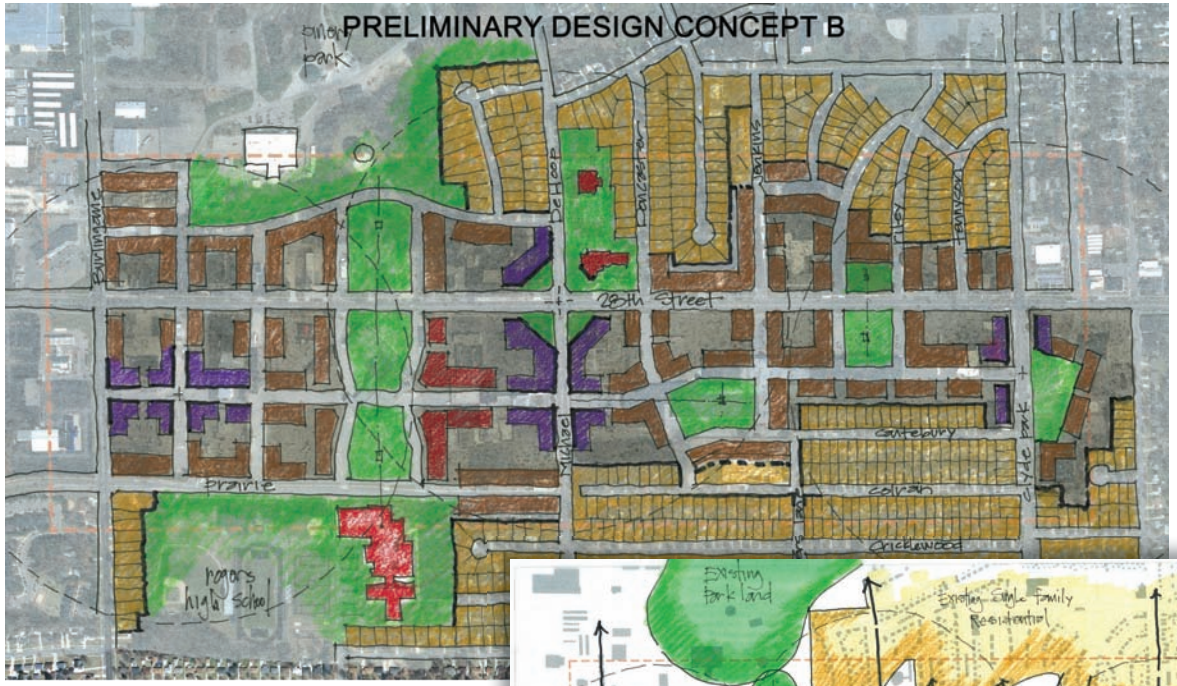
Concept A is divided into three distinct "neighborhoods" that are based on the ¼-mile radius from center to edge. Representing the distance that an average person can walk in 5-minutes, they are indicated as dashed line circles on the preliminary design.

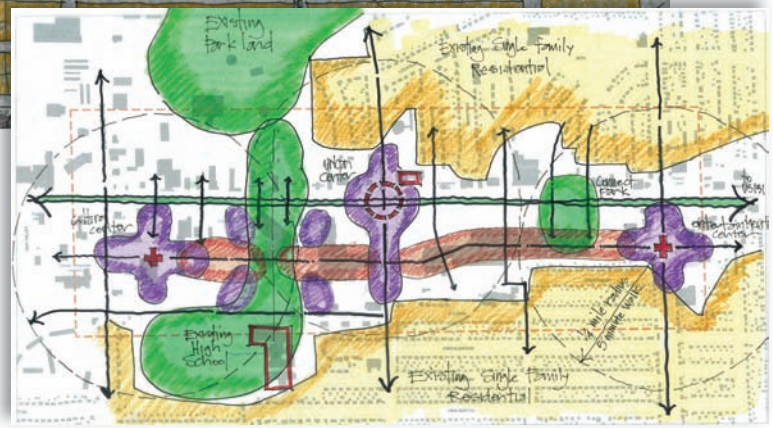
Two of the proposed "neighborhoods" act as gateways that can provide potential opportunities for an entrance or threshold into the new town center. The eastern gateway is anchored by entertainment uses due of its proximity to the US-131 corridor and the likelihood that more potential customers are coming from the east. The western gateway is anchored by cultural and educational uses because of its proximity to Rogers High School and Pinery Park. Both of these neighborhoods may also incorporate a small amount of ground floor retail as well as office and residential uses.

The urban center of this proposed concept is located just south of city hall at the intersection of the new main street and Michael Avenue. This commercial core is envisioned to have a focal center (indicated as a traffic circle in this design) and the highest and most intense concentration of retail within the town center. This neighborhood may also provide residential and office opportunities.

The connective fabric between these three neighborhoods, along the new curving main street, is envisioned to be multi-story buildings that contain primarily residential and office uses on the upper floors and retail opportunities at street level. These buildings are located close to the street edges in order to help to define the public realm.

Parking lots are envisioned to be located in the center of the block structure and obscured from the streets by buildings, especially within the town center. Many parking lots will be visible from 28th Street because of the





open design of the blocks that flank this corridor. This openness will provide easy access to parking and visibility of the town center from the 28th Street corridor.

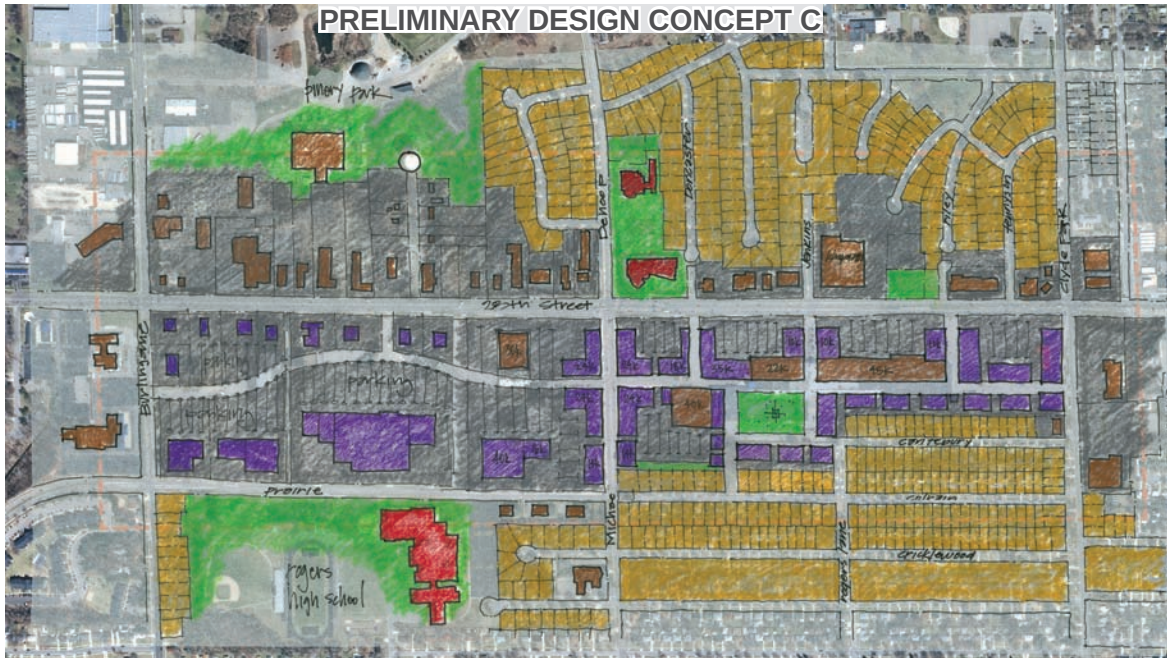
I1. Concept B. Concept B also incorporates a new town center just south of 28th Street by assembling the large parcels into a compact block structure interconnected with a new street grid.

Concept B uses a new main street that extends linearly from Burlingame to Clyde Park with a small deflection on the eastern side. This deflection is the result of the narrower depth of the eastern property (Rogers Plaza) and the adjacent residential neighborhood to the south (Rogers Lane Neighborhood). Proposed new north-south streets cross this main street, providing direct connections into the new town center.

A large linear park is envisioned on the west side, linking Rogers High School to Pinery Park while also providing potential frontages for a cultural center that could incorporate an educational component to complement the existing high school. The concept of this educational component is the result of both the market analysis and discussions that occurred during the Ideas Workshops.

A smaller park connection is proposed on the east side of the new town center to help to incorporate the existing Klingman's park into the redevelopment area. Additional town greens are scattered throughout the design in order to provide public spaces while also accentuating the city's existing park system. These parks and open spaces provide for a hierarchy of public spaces and are defined by new buildings on all of their edges.

Similar to the ideas of the Concept A design, this design uses three neighborhoods to form the nodes on the new main street. These are outlined with dashed circles and represent the ¼ mile radius (5-minute walk) that helps to define walkability. The urban core of this concept is at the Michael and 28th Street intersection, extending south to the intersection with the new main street. This urban core acts as the commercial hub for the design and is an attempt to incorporate city hall more directly into the new town center.



The eastern neighborhood node is primarily office use and may include entertainment and some retail functions at the street level. The western neighborhood node is primarily focused on the educational component with some retail, again at the street level. These nodes are connected with residential and office uses along the new main street.

Parking lots are internal to the blocks, with many visible from 28th Street for both access and visual connection to the new main street area. This plan envisions more redevelopment directly along the 28th Street corridor, potentially as higher density residential. The new block structure of the northern blocks along 28th Street has the end grain of the blocks facing 28th Street in order to limit direct frontages. In this concept, the redevelopment along 28th Street would most likely happen after, and as a result of, redevelopment along the new main street.

I1. Concept C. Concept C is a hybrid plan with conventional development continuing on the north side of 28th Street and a mixed-use town center developing on the south. A similar slip street is proposed to shorten the existing super blocks and facilitate walkability. A grid system is proposed, and new retail and mixed use development is centered around a courtyard. The street grid aligns with the existing grid to the north, facilitating access and turning movements along 28th Street.

After meeting with the Steering Committee and gathering input at the storefront office, Concept A became the favorite approach. The new "crescent" street was uniformly liked. The design offered the benefit of creating smaller blocks while offering creative solutions to access management by reducing curb cuts, creating focal points, and providing strong connections to 28th Street to facilitate commerce and provide greater visibility for end users. The crescent street solution is included in all subsequent design concepts.

Iteration 2 - Concept 1

Iteration Two: Two Concepts with Crescent Street

I2. Concept 1. Concept one includes the following:

Red buildings are mixed-use with retail at the ground floor. About 660,000 square feet of street level retail is available. This amount is consistent with the market strategy in that half would be new businesses recruited to the area and half would be retained.

Yellow buildings (west side) represent community college, vocational school or office uses. These buildings may be multi-story mixed use with office and/or residential above. There is approximately 180,000 square feet of school/office on the street level.

Iteration 2 - Concept 1 Statistics

Retail		660,000 square feet (total)	
Office		180,000 sq ft at street level	
		420,000 sq ft on second floor	
		600,000 sq ft total	
Residential		400 units on 2nd or 3rd floor	
		200 units for sale (blue buildings on the map)	
		600 units total	
Provided parking		3,800 surface spaces	
		600 on-street spaces	
		4,400 total spaces provided	
Parking demand	Retail	3 per 1,000 sq ft	1,980 spaces required
	Office	3 per 1,000 sq ft	1,800 spaces required
	Residential	1.5 per unit	600 spaces required
Total parking demand			4,380 spaces required

Blue buildings represent residential uses and include rowhouses, live-work buildings and apartments. There are approximately 200 dwelling units.

KEY FEATURES:

- Crescent Street acts as main street with two lanes of traffic and a center turn lane with parking on both sides. The street also includes 12' to 14' wide sidewalks.
- Redevelopment at edge of Rogers Lane neighborhood includes extension of two streets into the neighborhood, a large park that connects the redevelopment with the neighborhood and residential infill around the park (which requires the loss of some existing homes).
- The concept includes three circular nodes that accentuate key intersections and thresholds of the crescent street.
- The crescent street is extended visually to the west and intersects with 28th Street. This helps to maintain the concept of the crescent visually.
- Archways, integrated into the architecture, will frame the viewshed at both ends of the crescent allow for visual and pedestrian connections.
- Buildings at the Michael-28th Street intersection are oriented to face 28th Street and help to connect city hall to the redevelopment. This pattern could be replicated at the northwest corner of the intersection to complete another activity node at city hall.
- The primary big box site is along Michael, just south of the crescent intersection.

I2. Concept 2. Concept two includes the following:

Red buildings represent retail on the street level (first floor). These buildings are multi-story mixed-use with office and/or residential above. It represents approximately 620,000 square feet of street level retail.

Blue buildings represent office or entertainment uses on the street level. These buildings are multi-story mixed use with office and/or residential above. They represent approximately 175,000 square feet on the street level (including the former Klingmans site).

Purple buildings represent civic uses on the street level. These buildings may be multi-story with offices above the street level. They

Iteration 2 - Concept 2

Iteration 2 - Concept 2 Statistics

Retail		620,000 square feet (total)	
Office		175,000 sq ft at street level	
		400,000 sq ft on second floor	
		575,000 sq ft total	
Residential		400 apartment units on 2nd or 3rd floor	
		200 units for sale ("brown buildings")	
		600 units total	
Provided parking		2,500 surface spaces	
		600 on-street spaces (primarily on Crescent Street)	
		3,100 total spaces provided	
Parking demand	Retail	3 per 1,000 sq ft	1,860 spaces required
	Office	3 per 1,000 sq ft	1,725 spaces required
	Residential	1.5 per unit	600 spaces required
Total parking demand			4,185 spaces required*

* With mixed-use coefficient of 1.2, which assumes a certain amount of shared parking, parking requirements could be reduced to approximately 3,400 required spaces, which is closer to the number provided.

represent approximately 25,000 square feet on the street level. The buildings across from city hall potentially provide new locations for the post office and Secretary of State office that are presently located in Rogers Plaza.

Brown buildings represent residential uses and include rowhouses, live-work buildings, apartments and single-family homes. They represent approximately 200 dwelling units on the street level.

KEY FEATURES:

- The crescent street acts as main street with two lanes of traffic, an alternating landscaped median or turn lane at the center and parking on both sides. The street also includes 12' sidewalks.
- Redevelopment at the edge of Rogers Lane neighborhood includes an additional of single-family homes, a lack of through streets, park connections and there is no loss of existing homes.
- The concept includes strategically-placed north-south connections.
- A plaza opposite 28th Street from the former Klingmans store visually links that property to the activity of the redevelopment.
- The large park across from City Hall attempts to visually link City Hall to the activity of the redevelopment, while also providing a physical greenway connection.
- A north-south boulevard on the west side connects Rogers High School to the retail core and small central park.
- The southern edge of the redevelopment area, along Prairie, is a naturalized edge with informal landscaping.
- The northern edge, along 28th Street, is a more formalized edge with regularly-spaced deciduous street trees, a sidewalk and wide parkway buffer between redevelopment and 28th Street.
- Parking lots allow for visibility of businesses from 28th Street and the big box site is conventionally located relative to 28th Street with a large parking lot in between the store and the corridor. The big box has a pedestrian scaled corner that interfaces with the small elliptical park.

Iteration Three: Refinement of Crescent Street Concepts/ Market Strategy

I3. Concept 1: Concept One, below, is a further refinement of the crescent street concept with 660,000 square feet of office uses above retail uses located along the east and west flanks of the study area. Park land and green spaces are prevalent along corridors with a larger park area across from Klingmans to help bolster the existing Klingmans park on the north side of 28th Street. Additionally, a predominant viewshed is located west of Michael and creates an entry to an educational campus. A sports complex (pink building) south of the educational campus with parking and residential uses fronts Burlingame and Prairie. Concept One includes big box retailers within the confines of the Loeks' property as well as Wyoming Village Mall. Liner buildings complete the street edge and hide the parking lots along the crescent street.

I3. Concept 2

Additionally, a transit exchange station is incorporated into this iteration based on recommendations from the planners at The Rapid.

I3. Concept 2: Concept Two, above, shows the big box retailer located at the intersection of 28th Street and Michael with a medium-box retailer south of the crescent street along Michael. Mixed-use retail buildings line the crescent street, providing retail at the street level with parking located behind buildings. Office uses are located along Clyde Park (east side of study area). Along Burlingame (west side of study area) are attached residential uses. A sports complex (green building) anchors the western end of the redevelopment.

I3. Concept 1

Concept Two also includes two roundabouts providing focal points at the terminus of the crescent street and helping to align the crescent street with 28th Street.

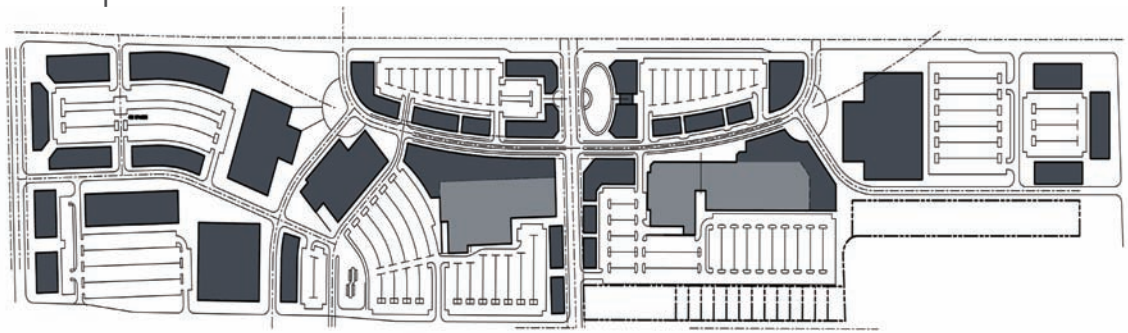
Iteration Four: Continued Refinement of Crescent Street Concept

I4. Concept 1: In Concept One, below, the big box retailer is located closer to the US-131 interchange, east of DeHoop to enhance visibility and is recommended by the retail analysis and market study. A secondary retail hub is located along Michael and the crescent street, where medium box retailers are built to the right-of-way and form three corners of the intersection. A civic open space is planned at the southeast corner of Michael and 28th Street, across from the Wyoming City Hall.

Other small-scale retailers line the crescent street and the educational campus and sports complex are located between Michael and Burlingame. Additionally, the introduction of these flex office spaces at the corner of 28th Street and Burlingame provide opportunities for diverse economic development while also allowing for a non-peak hour outdoor market space.

Concept One begins to consider the existing conditions and how redevelopment can gradually be incorporated within the existing fabric of the redevelopment area. The crescent street is moved slightly northward to begin to accomplish this.

I4. Concept 2

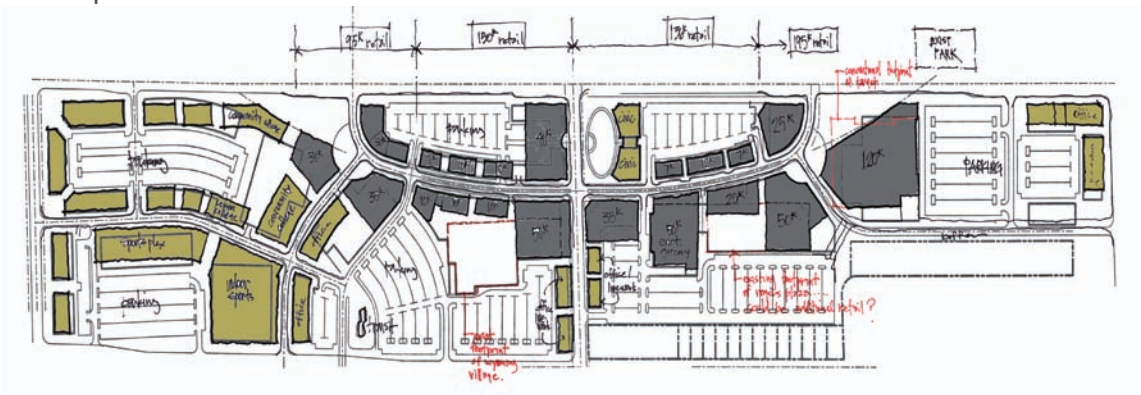


I4. Concept 2: Similar to Concept One, the big box retailer is located closer to the US-131 interchange in Concept Two. The light grey boxes show the existing footprint of Rogers Plaza and the Wyoming Village Mall. In Concept Two, those entities would remain, and new retail would line those buildings, creating a uniform and activated street wall along the crescent street right-of-way.

Instead of the three corners at Michael and the crescent street devoted to medium box retailers, Concept Two includes small scale retail on two corners, and a retail liner building at Wyoming Village Mall, which could be redeveloped to form a second large box retailer.

The educational campus and sports complex are shown west of the retail center along Burlingame. and, an open space/civic plaza is located at the mid-block connection of the crescent street and 28th Street, helping to connect Pinery Park to the 28th Street corridor.

I4. Concept 1



Iteration Five: Final Concept Incorporating Additional Retail

I5. Concept 1: After reviewing the two concepts in Iteration Four, the Steering Committee, together with the design and economic development team, selected I4: Concept One. The fifth iteration includes a slight modification to the office and retail mix at Clyde Park and 28th Street. In this concept, retail uses are proposed, creating a formal retail corridor consistent with the existing retail along the north side of 28th Street. There is 560,000 square feet of ground floor retail proposed.

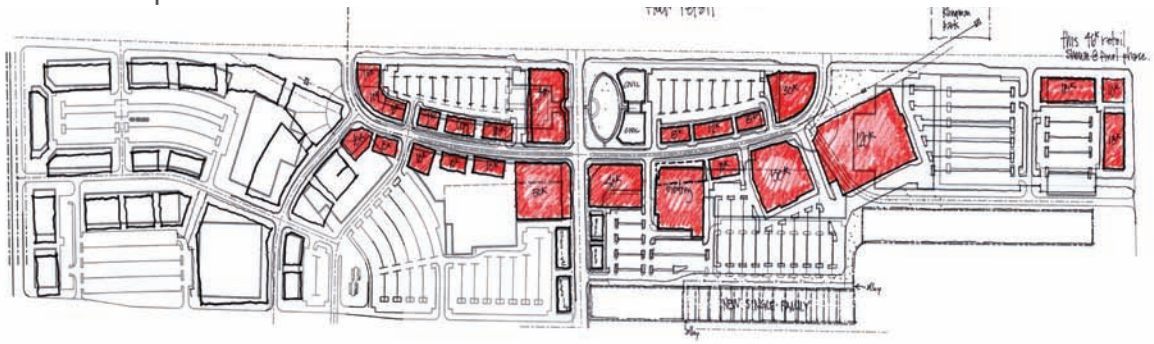
This concept also begins to refine the odd-shaped large-format retailers from the previous concepts into more realistic rectangular shapes.

Access to 28th Street is limited to the crescent street and two driveways (one of the west side, one on the east side). Secondary access from the crescent street includes streets that connect Burlingame to Clyde Park.

The eastern street, to Clyde Park, connects to the crescent street at the large format retailer and provides better traffic flow patterns for the redevelopment of the study area.

The eastern connection to 28th Street is at the existing Jenkins traffic signal. The western connection of the crescent to 28th Street, while currently not signalized, may warrant a future signal.

I5. Concept 1



I5: Concept One becomes the final plan proposed for the suburban retrofit of the Study Area. Chapter 5, Recommendations, includes the final design plan, a full description of the plan and suggested phasing for redevelopment.

Introduction

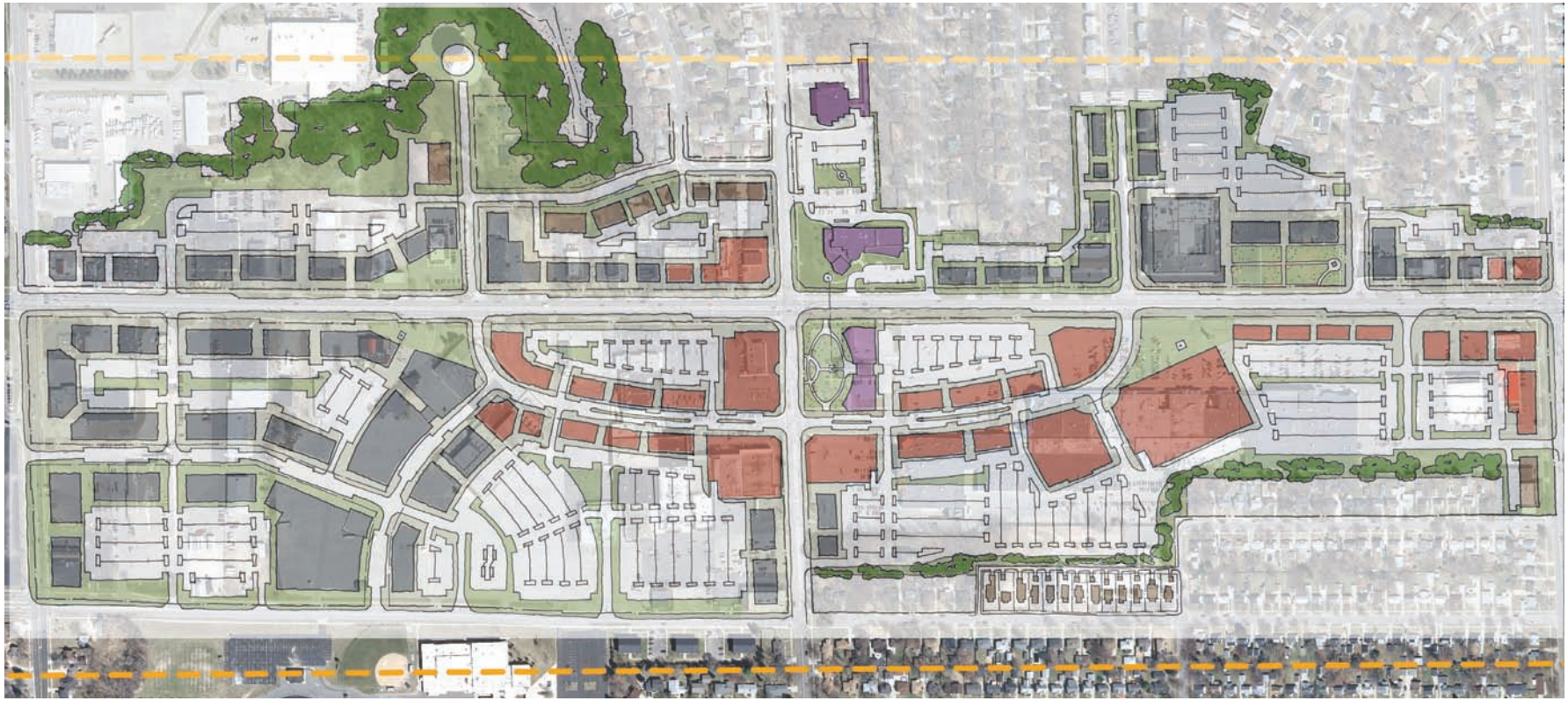
The illustrative master plans and images depicted in this chapter are demonstrations of how the area could eventually redevelop and not necessarily how it will redevelop. These suburban retrofit scenarios for this portion of the 28th Street corridor will require great flexibility, creativity and efficient use of land and economic resources; and therefore, while these illustrations depict potential redevelopment scenarios, there are other viable options that can yield successful outcomes.

These plans are based upon extensive input from the public throughout the planning process, as well as input from the steering committee and MDOT.

The Final Demonstration Plan

The final demonstration plan depicts the vision for the eventual redevelopment and transformation of the 28th Street corridor over the next 30 years through a gradual retrofit that occurs in phases over time, depending upon economic factors, market demand and access to available funding sources for public improvements such as streets, landscaping, and other civic amenities.

The layout and orientation of buildings, streets, open space, landscaping and parking is intended to be purely illustrative of how various parcels could be redeveloped, revitalized or retrofitted under the recommendations of this plan. Deviations from the illustrative plan are anticipated and expected during the course of market-driven redevelopment.



An example of one significant, privately influenced deviation is in regard to the illustrated location of the large format retailer on the east end of the crescent street. This location could "flip" to the west end of the crescent street without substantially compromising the overall vision of the final plan, provided that the elements of the crescent street remain intact. This deviation will most likely depend on the sequence of development that occurs on the existing parcels and the real estate market. Refer to the Alternate Development Scenario Plan at the end of this Chapter.

The final plan does not recommend the immediate removal or renovation of any existing land use, building, or business within the study area. The phasing illustrations that are associated with the final plan intend to demonstrate that gradual redevelopment can occur while a majority of the existing buildings and businesses remain in place. The incorporation of existing uses and businesses into redevelopment projects and revitalization efforts may be encouraged in an effort to retain existing commercial enterprises.

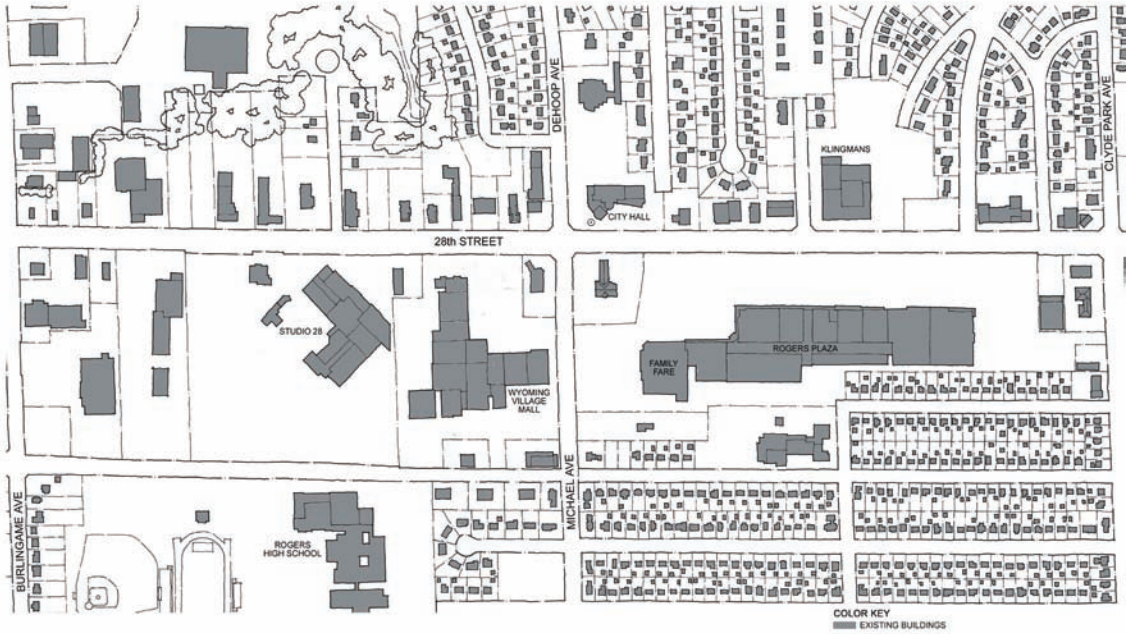
The Turn On 28th Street planning effort assumed that almost every parcel and land use within the study area (with the exception of existing civic destinations) would redevelop in some way over the next 30 years. The majority of existing buildings along the corridor are over 20 years old and largely nearing the end of their serviceable life. Therefore, even without intervention through this sub-area plan, the normal actions of the market may result in the reconstruction of a majority of the study area over time. As this process naturally occurs, the sub-area plan provides the opportunity to define the form of the future community.

Illustrative plans portray retrofitting and redevelopment in a series of colors, so that progress can be diagrammatically demonstrated. The light grey color represents existing buildings. Yellow represents buildings that are removed in the specific phase indicated and orange represents new buildings that are added as part of the specific phase. Dark grey represents new buildings that were added in a preceding phase – these buildings will show the cumulative effect of the possible redevelopment sequences. Finally, the grey hatch pattern illustrates new streets that are added as part of the specific phase.

Existing Conditions Figure Ground Illustration

Graphic 5.1 depicts the layout and orientation of existing buildings and streets and provides the base reference point for the transformation studies that follow. It also indicates approximate location of existing property lines. The

Figure 5.1 Existing Figure Ground Analysis

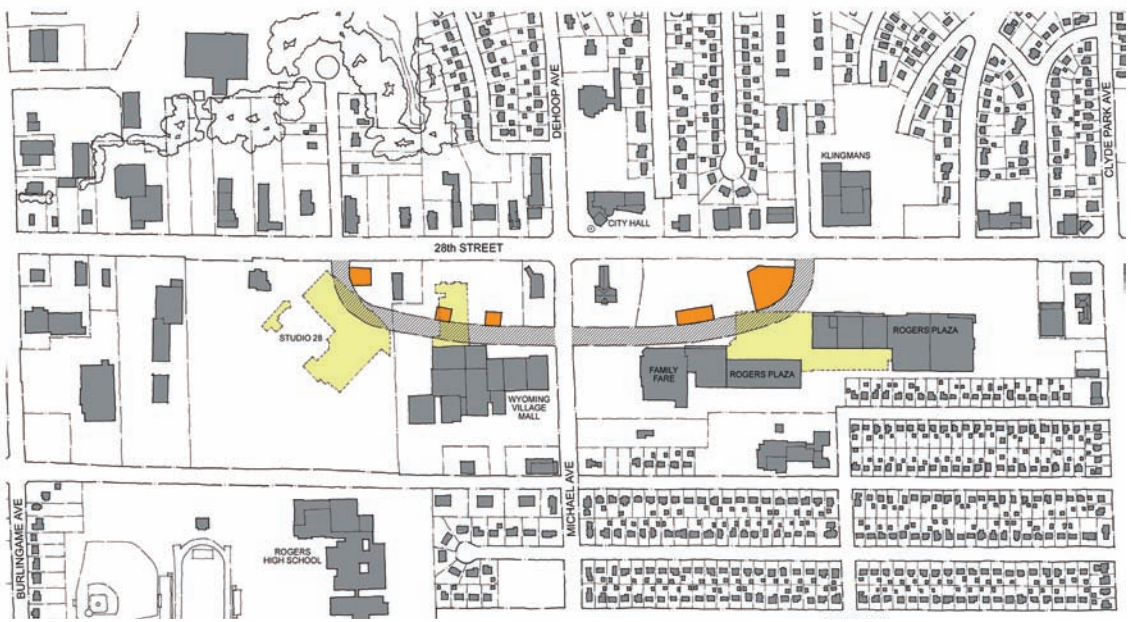


development pattern is informed by these property lines and they help to provide a framework for the illustrative phasing.

Transformation Study 1 (Years 1-4) The initial illustrative phase depicts a possible first step in the retrofit process and includes the following key efforts:

- The crescent street is added, extended from the east and west of Michael Avenue to 28th Street. This new street is envisioned as a tree-lined boulevard with an intermittent center turn lane, wide sidewalks, bike lanes and on-street parking. Refer to the street section diagram that illustrates the crescent street.
- The location of the crescent street allows a majority of the existing buildings to remain in place, although the Studio 28 building (currently vacant), a minor northern extension of the Wyoming Village Mall and a portion of the Rogers Plaza Mall, including the concourse, are removed to accommodate the new street pattern. These removals may provide the existing malls with short-term opportunities to adjust and refine their retail model to meet current demands through selective remodeling.
- New buildings (in orange) may start to infill along the new crescent street. To proactively urbanize the new street, these buildings should orient their frontages along the crescent street. Frontages should include retail storefronts that provide transparency while promoting activity along the street. The rear of the buildings may provide a secondary entrance associated with the parking lots and also signage that is scaled to the auto-oriented arterial. These buildings should be multiple-story mixed-use buildings. Although in the early years of the redevelopment, upper floors may remain unfinished until the market materializes.
- This phase may also be executed in two steps, one with the crescent street implemented to the west of Michael Avenue and one with it implemented to the east. The phased crescent street could function as either an east or west singular element until the second phase is constructed.

Figure 5.2 Transformation Study 1

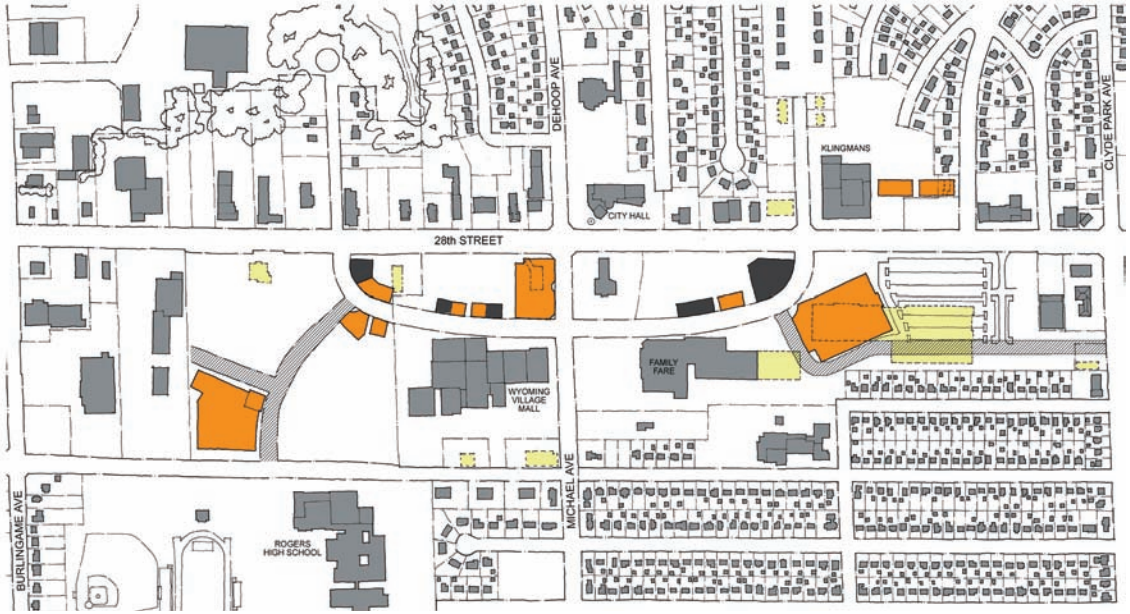


Transformation Study 2 (Years 5-7)

The second illustrative phase depicts the following key efforts:

- A western connector street is added between the crescent street and Prairie Parkway with a future connection to Burlingame Avenue started and temporarily terminated at the Studio 28 property line.
- An eastern connector street is added between the crescent and Clyde Park Avenue.
- The western connector provides an opportunity for a larger format building footprint (indicated at approximately 90,000 square feet) that is envisioned to be a sports complex, academic institution or office building in this scenario. This building should be a multiple-story mixed-use building with street frontages that provide transparency while promoting activity along the street.
- The eastern connector provides an opportunity for a large format retailer (indicated at approximately 120,000 square feet) along with its associated parking field. The big box is oriented to provide a pedestrian-scaled entry at the crescent street (curved corner) and an auto-scaled entry at the parking lot (along its east facing wall).
- The proposed big box retail building is also angled relative to 28th Street to provide a defined public space at the end of the crescent. This public space is intended to provide a visual and practical link to the existing Klingman's Park on the north side of 28th Street. Additionally, the big box building should have fully articulated and pedestrian scaled architectural details on the two sides that are visible from the crescent street. This articulation should include a large amount of transparency and storefronts as well as vertical elements that divide the long horizontal façades into pedestrian-scaled sections.
- The placement of the big box allows for preferred visibility from the 28th Street corridor and a closer proximity to traffic coming from US-131 than other parcels within the sub-area. The adjacent parking lot has a direct connection from 28th Street, the crescent street and Clyde Park Avenue and provides conventional suburban access to the building.

Figure 5.3 Transformation Study 2



- The existing bank building on the southwest corner of Michael and 28th Street is replaced by a mid-sized regional or national retailer (indicated at approximately 50,000 square feet). This building should be multiple stories (two to three floors) to accentuate the intersection and this future node. Upper floors may incorporate residential or office uses and may be unfinished initially. Frontages should include retail storefronts that provide transparency while promoting activity along the street. The rear of the buildings may provide a secondary entrance associated with the parking lots and also signage that is scaled to the auto-oriented arterial.

- New buildings continue to infill along the crescent street in a form that is consistent with the descriptions indicated in Transformation Study 1.

- Two new office buildings are depicted adjacent to the Klingman's building and begin to form a defined edge for the existing Klingmans Park. These buildings should be multiple-story mixed-use buildings with street frontages that are transparent and promote activity along the street.

- The existing Klingman's building may also begin to be retrofitted as part of this phase. It is envisioned to be an office facility as part of this retrofit scenario.

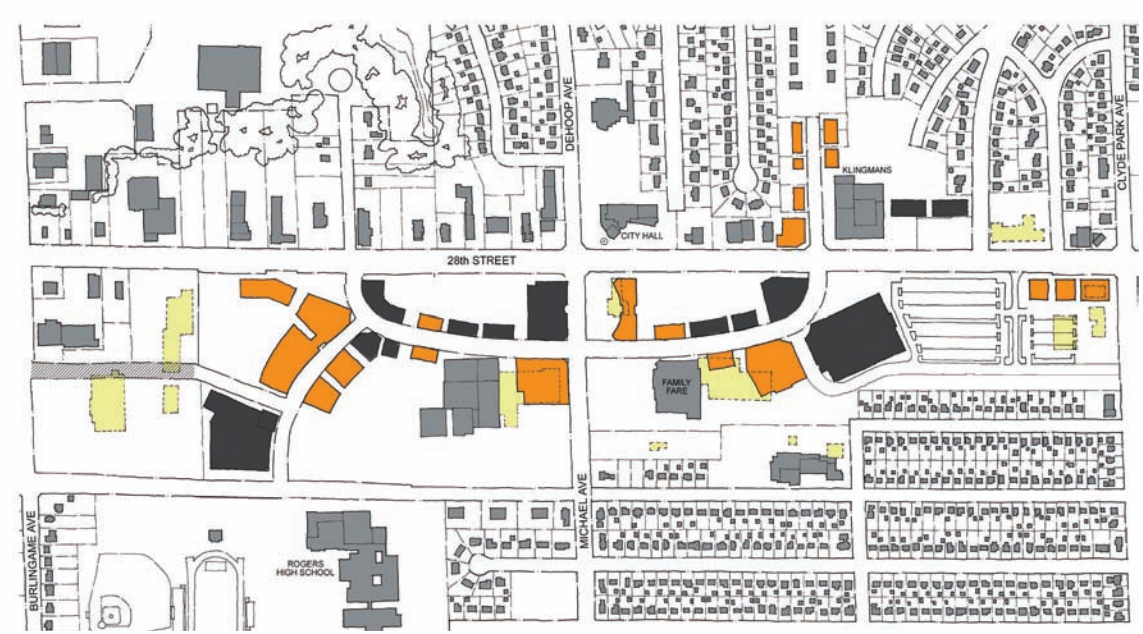
- Existing buildings at key locations are removed (as indicated in yellow) to prepare for the next sequence of redevelopment. A significant portion of Rogers Plaza is removed to accommodate the large-format retailer.

Transformation Study 3 (Years 8-12)

The third illustrative phase depicts the following key efforts:

- Western redevelopment continues at the crescent / 28th Street / connector intersections with a series of larger footprint buildings that are envisioned to be academic institutions or offices. These buildings should be multiple-story mixed-use buildings with street frontages that are transparent and promote activity along the street.

Figure 5.4 Transformation Study 3



- A portion of the Wyoming Village Mall is removed to accommodate a new mid-sized regional or national retailer (indicated at approximately 40,000 square feet). This building should be a multiple-story mixed-use building with street frontages that are transparent and promote activity along the street. Upper floors may incorporate residential or office uses.

- The existing bank building on the south-east corner of Michael and 28th Street is replaced by a focal point building that incorporates a public open space at the intersection. This building is envisioned to be either a civic building for the relocated Secretary of State's office and Post office or a retail building that may have a restaurant use. This building should be a multiple-story mixed-use building with street frontages that are transparent and promote activity along the street. Upper floors may incorporate residential or office uses and by this phase, the market for upper floor uses should be more apparent.

- The open space at this intersection is envisioned to be a hard-scaped plaza or a landscaped park and to have active spaces that could include a seasonal ice-skating rink. Additionally the space is envisioned to connect the existing city hall to the crescent street, while also extending the existing city hall open space across 28th Street.

The existing bank building at Michael and 28th Street

- The final part of Rogers Plaza is removed to accommodate an additional mid-sized regional or national retailer (indicated at approximately 40,000 square feet). This building should be encouraged to be multiple stories with the upper floors incorporating residential or office uses. Additionally, this building should have fully articulated and pedestrian scaled architectural details on the side facing the crescent street. This articulation should include a large amount of transparency and storefronts as well as vertical elements that divide the long horizontal façades into pedestrian-scaled sections.

- The eastern Family Fare grocery that was connected to Rogers Plaza remains.

- The western Family Fare is depicted as removed, along with the Dermody Truck Sales facility. This will accommodate the final extension of the west connector to Burlingame while also promoting the future redevelopment of this portion of the study area.

- The buildings at the southwest corner of Clyde Park and 28th Street are removed and new retail buildings are constructed. These buildings should be multiple-story mixed-use buildings with street frontages that are transparent and promote activity along the street.

- Infill buildings are now indicated adjacent to Klingman's. These are envisioned to be primarily offices and should be multiple-story mixed-use buildings with street frontages that are transparent and promote activity along the street.

- Existing buildings continue to be removed (as indicated in yellow) to prepare for the next sequence of redevelopment.

- The Rogers homestead (large parcel on east side of Michael Avenue, just behind Family Fare) is indicated as removed in this phase. Some public input during the design portion of the project indicated a desire to preserve this building in either its current location or at a new location. The City of Wyoming Historical Commission has not done a study on the historical need to retain this property, nor whether or not the home is in a condition which would allow it to be relocated. It is the recommendation of this plan that the homestead be relocated, if feasible, in order to not impede the retrofit and to preserve any historic resource that may result from further studies.

- New buildings continue to infill along the crescent street in a form that is consistent with the descriptions indicated in Transformation Study 1.

Transformation Study 4 (Year 13-18)

The fourth illustrative phase depicts the following key efforts:

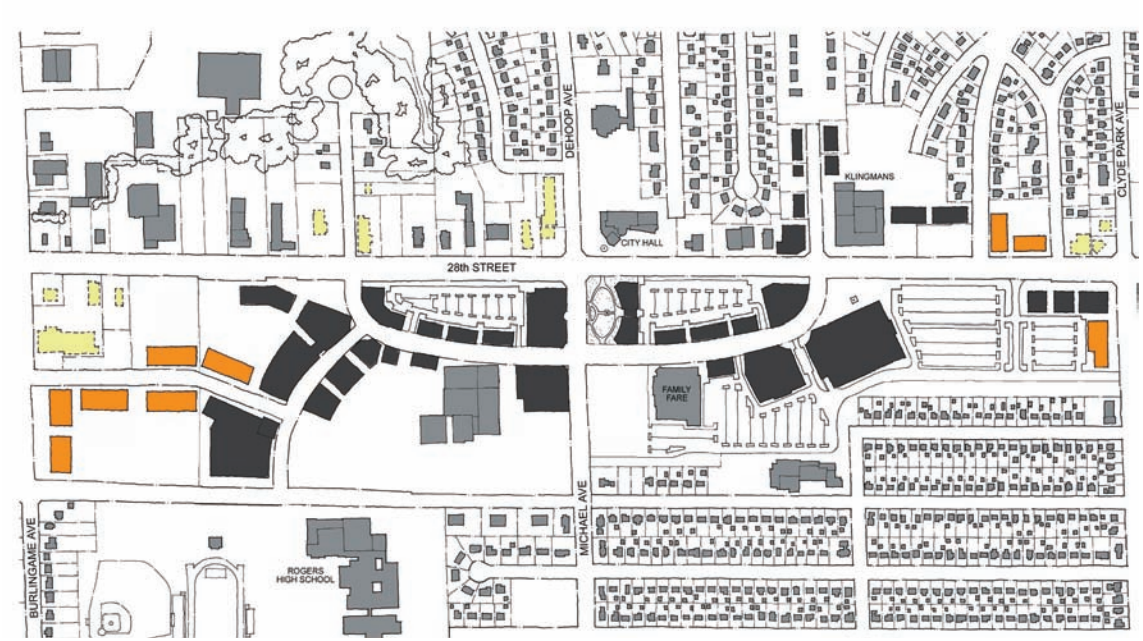
- A majority of the retrofit is now complete along the crescent street, with the existing Family Fare and part of the Wyoming Village Mall still present.

- The existing Rogers Lane School (not currently used as an elementary school) is still present at this stage, although its outbuildings have been depicted as removed in order to facilitate the infrastructure for the redevelopment along the crescent street.

- New buildings are infilled along the western connector. These buildings are envisioned as offices and/or support buildings for academic institutions. These buildings should be multiple-story mixed-use buildings with street frontages that are transparent and promote activity along the street.

- The retail at the corner of 28th Street and Clyde Park Avenue is added to complement the previously installed retail at this intersection. These buildings should be multiple-story mixed-use buildings with street frontages that are transparent and promote activity along the street.

Figure 5.5 Transformation Study 4



- Two new office buildings are depicted at the Action Tire Center site east of Klingman's Park. These buildings complete the urban framework around the existing park, providing it with a defined edge. They also complement the previously installed buildings in this area of the retrofit. These buildings should be multiple-story mixed-use buildings with street frontages that are transparent and promote activity along the street.

- Existing buildings continue to be removed (as indicated in yellow) to prepare for the next sequence of redevelopment.

Transformation Study 5 (Years 19-21).

The fifth illustrative phase depicts the following key efforts:

- The remaining portion of Wyoming Village Mall is indicated as removed to facilitate redevelopment of the site in subsequent phases.

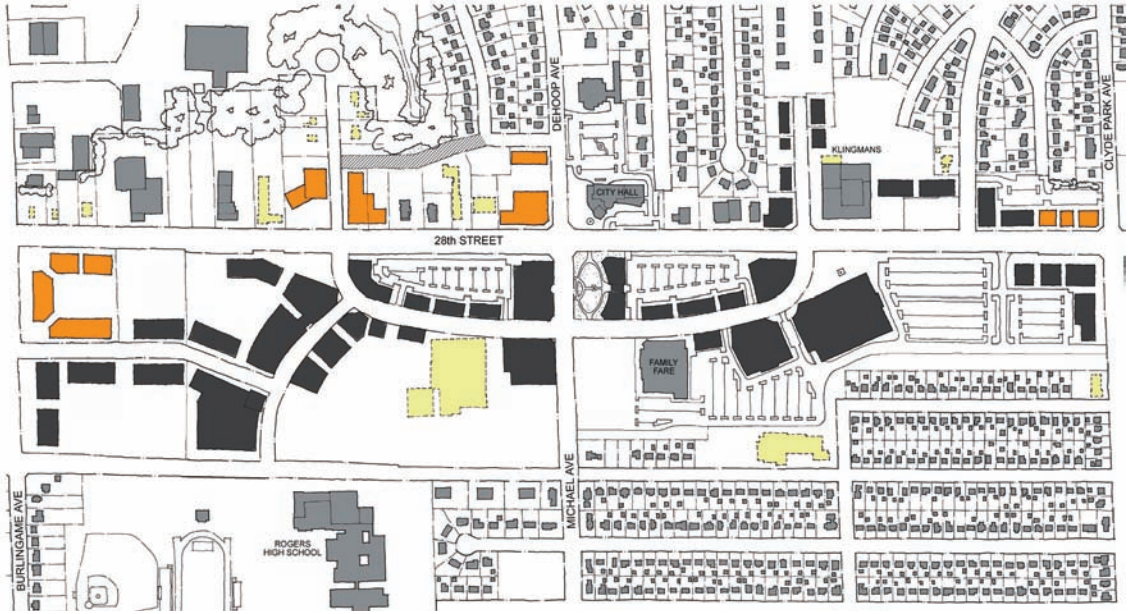
- Rogers Lane Elementary School (not currently used as a school) is also indicated as removed to facilitate redevelopment. While the illustration depicts this building as removed, the vision is not detrimentally impacted if the building were to remain in place and be adaptively re-used.

- The last remaining existing building, the Family Fare, is still in place in this illustrative phase.

- Three new office buildings are depicted at the northwest corner of Clyde Park Avenue and 28th Street. These buildings complement the previously installed buildings in this area of the retrofit. These buildings should be multiple-story mixed-use buildings with street frontages that are transparent and promote activity along the street. As part of this retrofit, the partial Tennyson Street connection at 28th Street is removed, although it potentially could be utilized as a drive for the rear parking lots. This southern portion of Tennyson Street does not connect to the northern portion of Tennyson at this location and is not proposed to do so as part of this sub-area plan.

- A new building is depicted at the northwest corner of DeHoop Avenue and 28th Street. This building (indicated as approximately 20,000 square feet) should be a multiple-story mixed-use building with street

Figure 5.6 Transformation Study 5



frontages that are transparent and promote activity along the street.

- The new building to the north of the above mentioned mixed-use building is envisioned to be a row-house building that introduces a distinct and non-represented residential type to the study area, and to the city in general. The building front should face the existing street and the garage access should be from the rear either via an alley or through a shared parking lot. The rowhouse building allows for a transition from the mixed-use elements of the retrofit to the single-family elements of the existing adjacent neighborhoods.

- New buildings are depicted at the Hook and 28th Street intersection, to begin to make the transition from the south to the north side of the arterial. These buildings are envisioned primarily as office uses and should be multiple-story mixed-use buildings with street frontages that are transparent and promote activity along the street. The building to the west of the intersection is set back from the street in order to provide a complementary civic space to the civic space previously installed on the south side of 28th Street. This civic space provides the western node of the crescent street while promoting a connection to Pinery Park (to the north of this intersection).

Mixed use buildings in Mashpee Commons, MA, one of the precedent studies explored during the design phase.

- New buildings are shown at the south east corner of Burlingame Avenue and 28th Street. These buildings are envisioned as offices and/or academic institutions. These buildings should be multiple-story mixed-use buildings with street frontages that are transparent and promote activity along the street.

- The new buildings along Burlingame are depicted as set back (not built to the right-of-way line). This is to enhance the existing street with landscaping opportunities and is consistent with the envisioned treatment of 28th Street as a parkway, with green buffers, street trees and a more naturalistic edge.

- The last of the proposed new streets is added connecting DeHoop Avenue with Hook Avenue. This will allow for alternative circulation and provide opportunities to promote the removal of driveways along 28th Street. This street will provide the southern edge to the Pinery Park access.

- Existing buildings continue to be removed (as indicated in yellow) to prepare for the next sequence of redevelopment. This removal also includes the homes located along Hook Avenue in order to extend the access to Pinery Park.

Transformation Study 6 (Years 22-25)

The sixth illustrative phase depicts the following key efforts:

- The existing Klingman's building is lined with new infill that increases its street presence and accentuates the enclosure of Klingman's Park. To proactively urbanize the existing intersection, these liner building should orient their frontages toward the intersection. The frontages

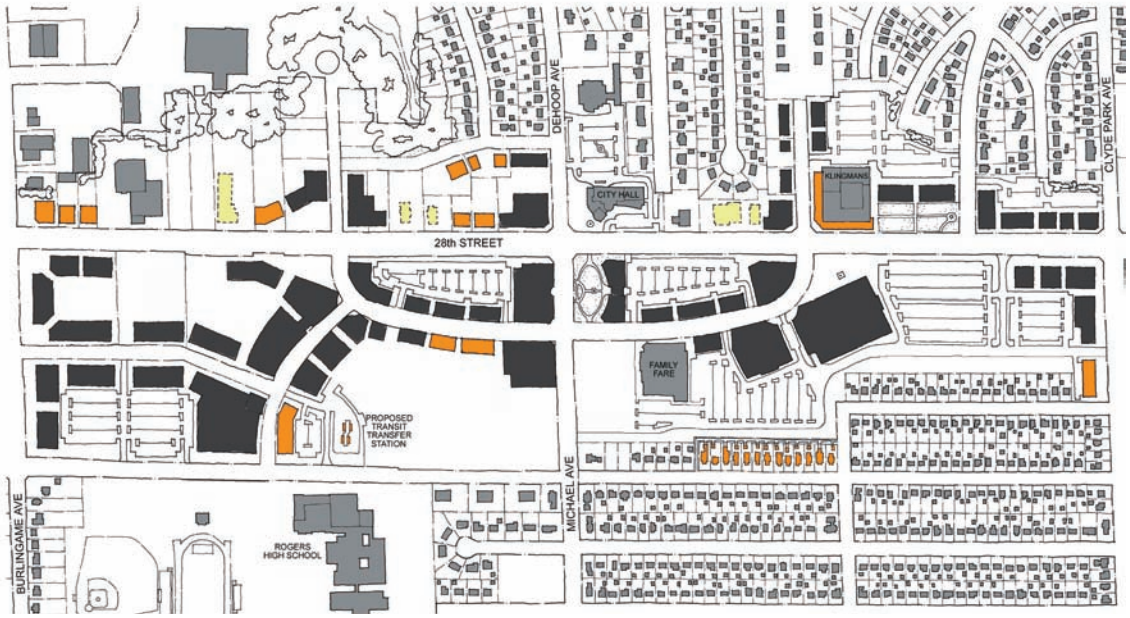
should include transparency and encourage activity along the street.

- Buildings are depicted to continue the western expansion of the retrofit from the DeHoop Avenue and 28th Street intersection. The buildings facing 28th Street are envisioned to gradually transition to office uses and it is likely that the only retail frontage at this location is the previously installed corner building. These buildings should be multiple-story mixed-use buildings with street frontages that are transparent and promote activity along the street.

- The buildings that front on the newly constructed connector between DeHoop and Hook Avenues are envisioned to be rowhouses, consistent with the description indicated in Transformation Study 5.

- A proposed transit transfer station is depicted near Prairie Parkway as part of an integration of this planning process and the ongoing planning process of The Rapid. This transit station may also provide student access to an academic institution that is envisioned on the west side of the study area.

Figure 5.7 Transformation Study 6



- The final building along the southern connector is depicted adjacent to the transit station. This building, in following the programming of previously installed adjacent buildings is envisioned as office and/or an academic institution support building. This building should be a multiple-story mixed-use building with street frontages that are transparent and promote activity along the street.

- The final two buildings are installed along the western leg of the crescent street in a form that is consistent with the descriptions indicated in Transformation Study 1.

- New single-family residential is indicated along Colrain Street in the previous site of the school. This is intended to continue the residential fabric of the Rogers Lane Neighborhood and may also be in the form of rowhouses. This depiction also indicates an alley way for

automobile access to the rear of these residences, with the intent that no other connections occur from the existing neighborhood to the redevelopment. This is an effort to avoid traffic in the neighborhood, which was a high priority of many of the stakeholders who participated in the public input sessions.

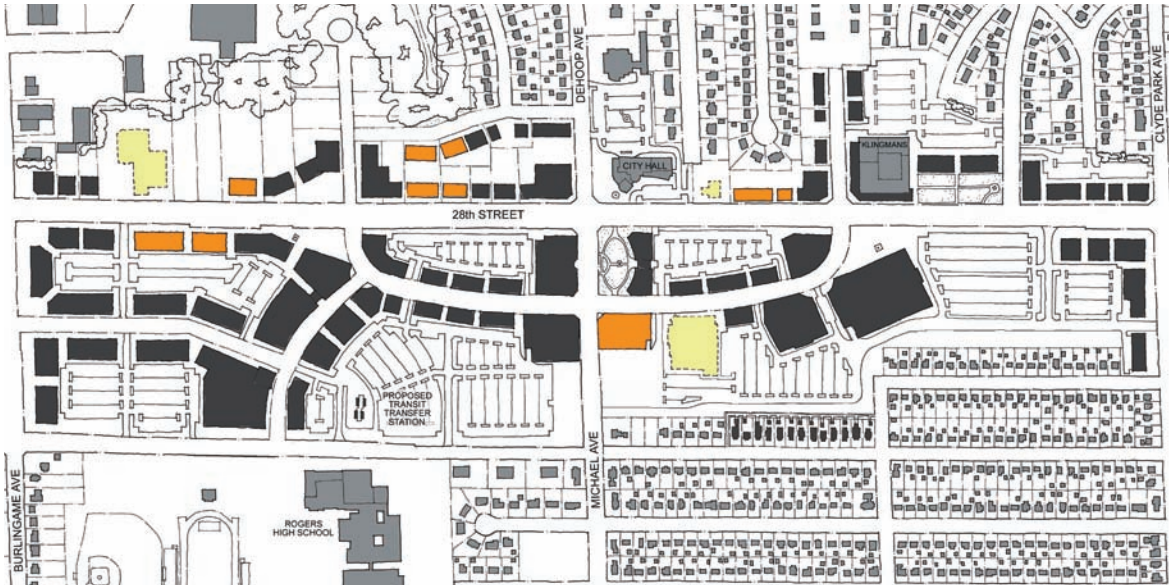
- A new building along Clyde Park Avenue is depicted to complete the redevelopment of the eastern edge of the study area in the form of a rowhouse. The building front should face the existing street and the garage access should be encouraged to be from the rear either via an alley or through a shared parking lot. The rowhouse building allows for a transition from the mixed-use elements of the retrofit to the single-family elements of the existing adjacent neighborhoods.
- Existing buildings continue to be removed (as indicated in yellow) to prepare for the next sequence of redevelopment.

Transformation Study 7 (Years 26-28)

The seventh illustrative phase depicts the following key efforts:

- A new (approximately 30,000 square foot) building is depicted at the corner of the crescent street and Michael Avenue. This building is envisioned to provide a new retail space for the Family Fare, which is indicated as removed in this illustration. The new location will provide the grocery store with visibility and place it as an anchor at the intersection and to the public plaza to the north. This should be a multiple-story mixed-use building with street frontages that are transparent and promote activity along the street.
- New buildings continue to fill out the block structure. These buildings are envisioned to be consistent with the previously described adjacent buildings. These buildings should be multiple-story mixed-use buildings with street frontages that are transparent and promote activity along the street.
- Existing buildings at remaining locations continue to be removed (as indicated in yellow) to prepare for the next sequence of redevelopment.

Figure 5.8 Transformation Study 7

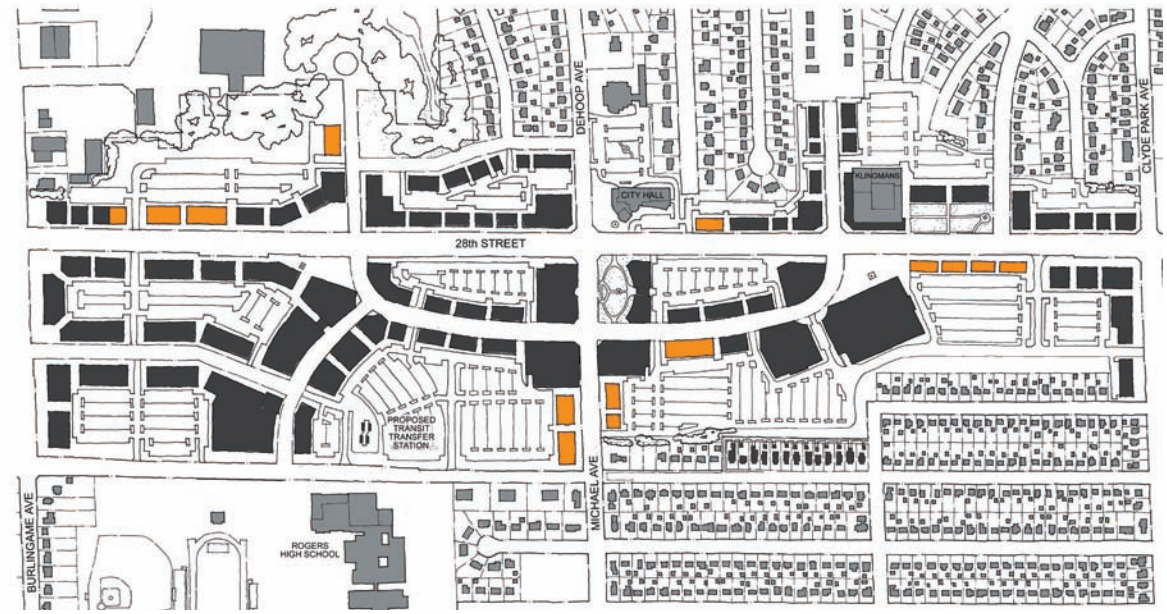


Transformation Study 8 (Years 29-30)

The eighth illustrative phase depicts the following key efforts:

- The final building is installed along the eastern leg of the crescent street in a form that is consistent with the descriptions indicated in Transformation Study 1.
- Office buildings are depicted along Michael Avenue to obscure the parking lots. These buildings should be multiple-story mixed-use buildings with street frontages that are transparent and promote activity along the street.
- New buildings continue to fill out the block structure. These buildings are envisioned to be consistent with the previously described adjacent buildings. These buildings should be multiple-story mixed-use buildings with street frontages that are transparent and promote activity along the street.
- New liner retail buildings are depicted along 28th Street near the large format retailer. These are envisioned as one of the last phases of the retrofit in an effort to provide a formalized southern edge for Klingman's Park and to complete the block structure of the eastern side of the sub-area.

Figure 5.9 Transformation Study 8



Final Demonstration Plan: Figure Ground Illustration

Figure 5.10 depicts the final plan layout and completion of the envisioned suburban retrofit. All buildings indicated in dark grey are the result of the retrofit and redevelopment that is anticipated to take place over a 30-year period. Light grey buildings are existing buildings that remain in place.

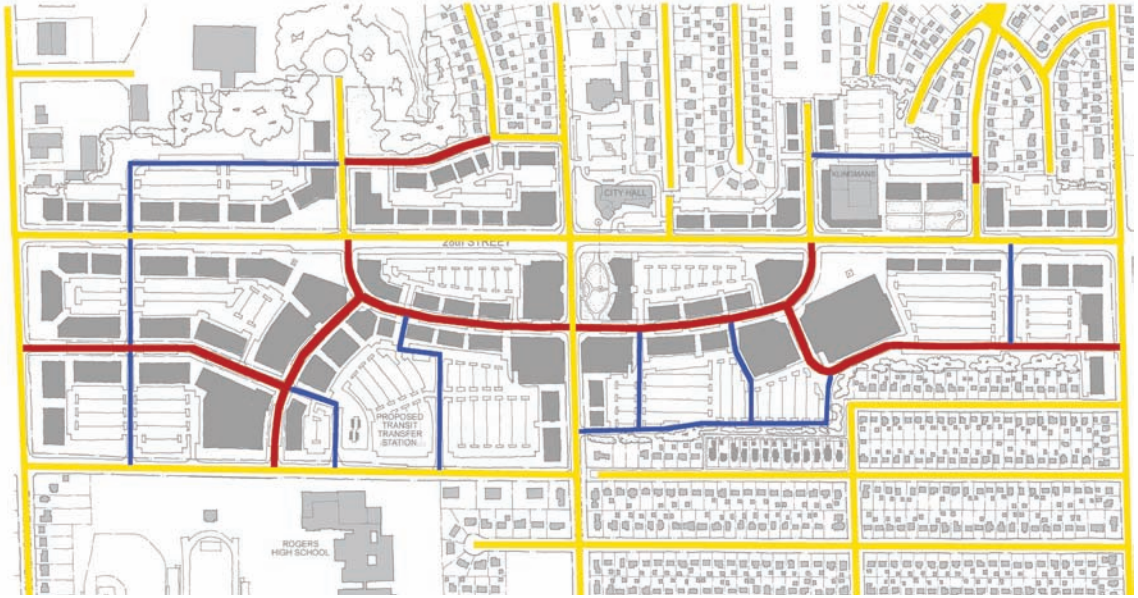


Figure 5.10 Figure Ground Illustration

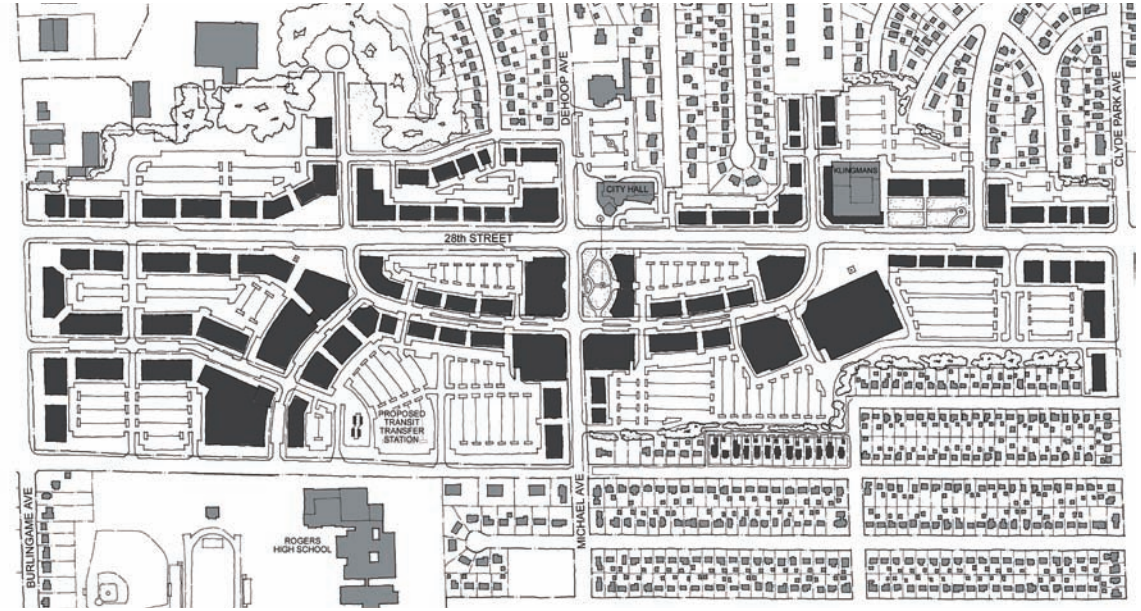


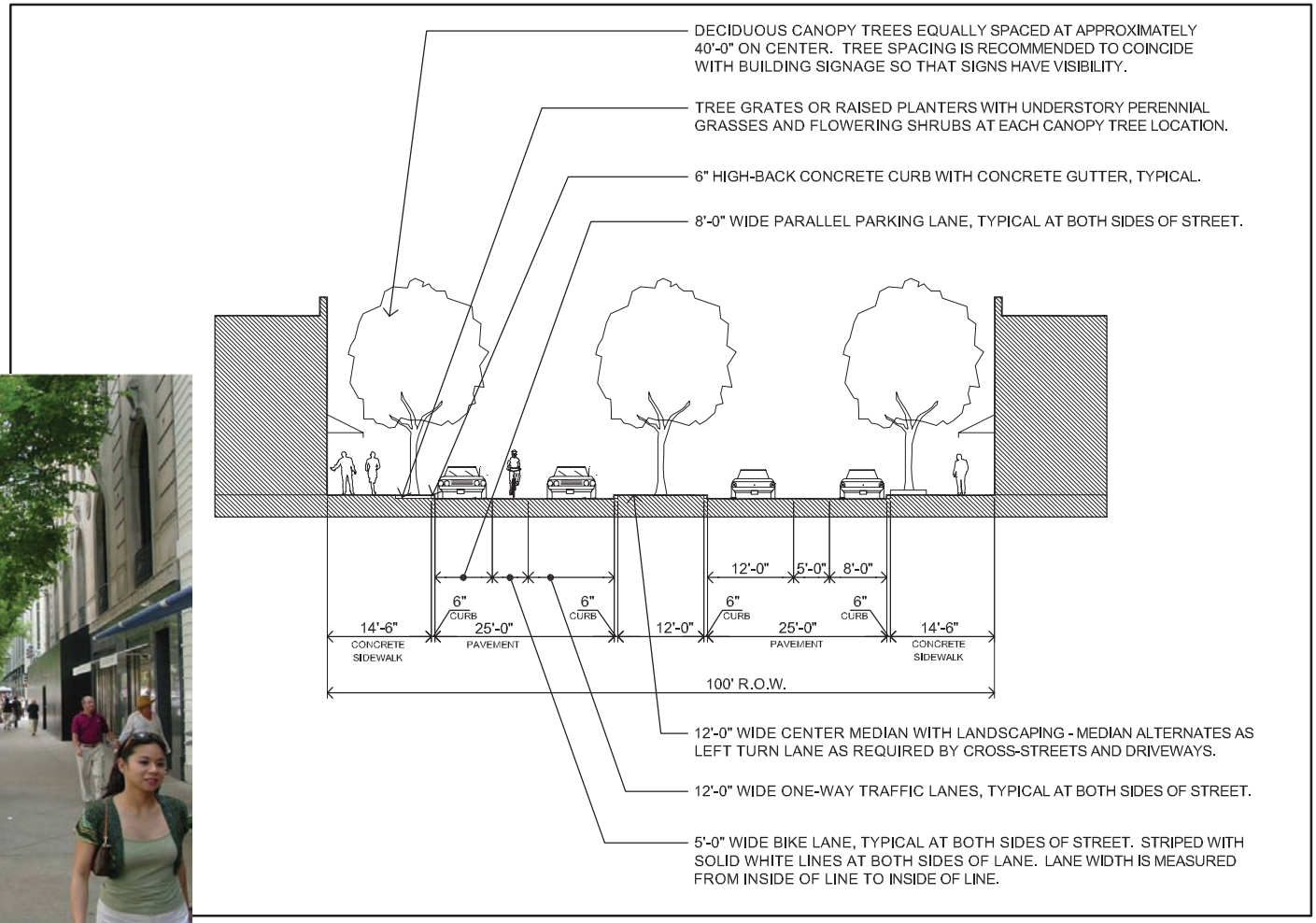
Figure 5.11 Connection Plan

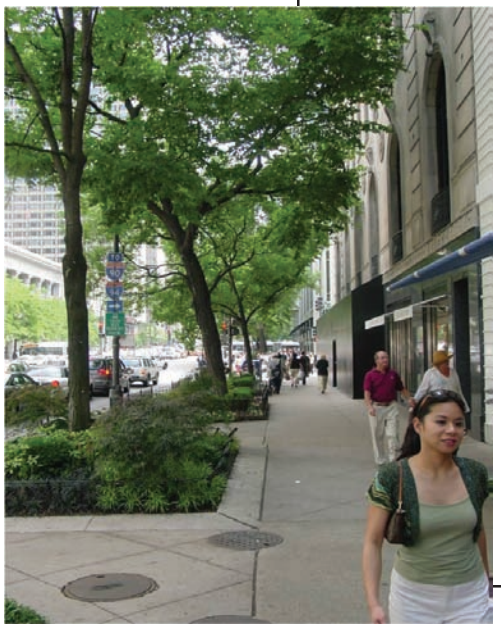
Final Demonstration Plan: Final Connection Plan

The connection plan shows existing streets in yellow, proposed new streets in red and driveways/secondary connections in blue.

The following page includes a proposed cross section for the crescent street. It is a two lane cross section with on-street parking. Five foot wide bike lanes are proposed for each direction of travel. A center median provides a planting area. The fourteen foot sidewalk accommodates pedestrians, street furniture, and outdoor cafe seating.

DIAGRAM CROSS SECTION OF CRESCENT STREET





An example of a sidewalk system with space allocated for street furnishings and plantings with buildings built to the edge of the pavement.

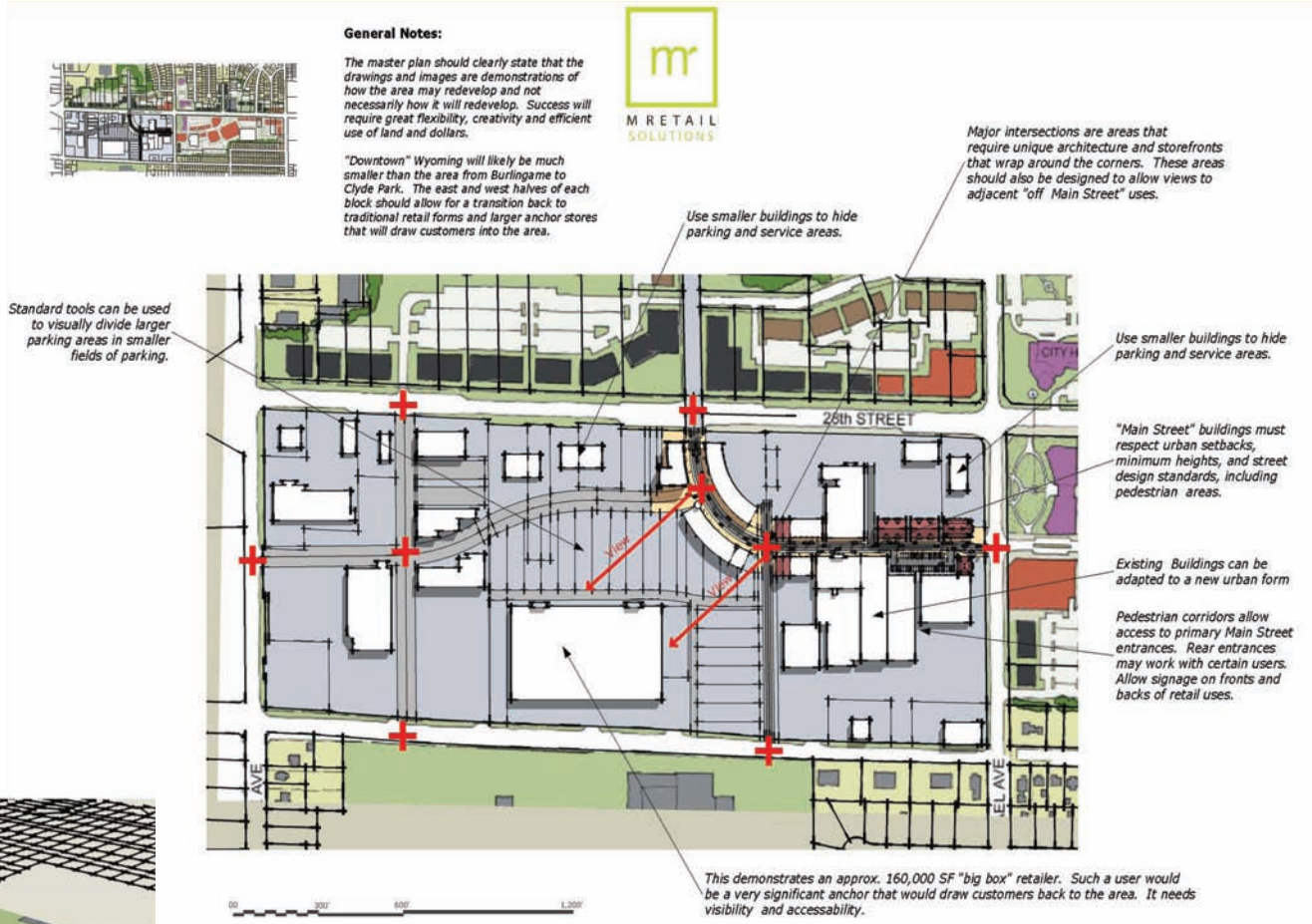
Sketch-up model of the final demonstration plan, view from the northeast.

Sketch-up model of the final demonstration plan, view from the west looking east along 28th Street and the proposed crescent street.

Alternate Development Scenario Plan

As part of the continued public outreach of this master plan, stakeholders and property owners were invited to review and provide comments regarding the draft document. During these review sessions, one of the property owners provided an alternative redevelopment scenario that was consistent with the outcomes of the master plan.

This plan depicts an alternative redevelopment vision for the west side of Michael Avenue that can accommodate a large format retailer. This scenario reinforces the desired flexibility of the master plan while also maintaining the core elements (crescent street configuration and compact block sizes) that were envisioned by the stakeholders.



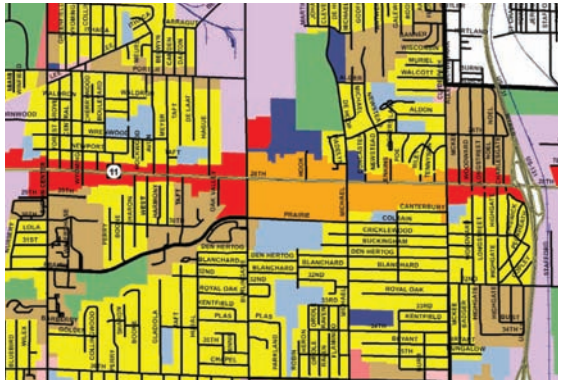
Aerial Perspective

Plan Implementation

Empty properties along 28th Street pose a major challenge to attracting new investment. It can be cost-prohibitive to demolish obsolete structures and prepare a site for new development, especially compared to greenfield sites in newer suburban areas. Nevertheless, these sites along 28th Street must be viewed as opportunities. 28th Street is a popular, heavily traveled roadway and the study area is within a core part of the Grand Rapids metropolitan region, surrounded by established, well-populated neighborhoods and existing infrastructure.

One key to a successful rebirth of 28th Street will be the availability of funding. Successful brownfield projects often result from a union of federal, state, and local financing mechanisms. One important part of the puzzle to securing funding is the combination of willing private partners and a viable plan for reuse. While redevelopment of the 28th Street study area may take time and occur on a site-by-site basis, as private sector partners emerge and as funding becomes available, it is essential that redevelopment generally follows the overall vision presented in this Plan.

Vacant buildings pose a challenge to attracting new investment



Much of the redevelopment area is designated as Downtown Center in the 2006 Master Plan

It is anticipated and preferred that redevelopment of the study area be driven by private-sector development and investment, but public-private partnerships are also anticipated. The City of Wyoming and/or the City's DDA may need to take the first steps in implementing the first phase of redevelopment, as outlined in Chapter 5. This could take the form of providing financial incentives, purchasing property for redevelopment, working to attract new development or other actions. Regardless, the City and the DDA will need to play a proactive role in realizing the ambitious vision presented in this Plan.

The following tasks are intended to be undertaken by the City of Wyoming and DDA and should be seen as steps necessary to encourage and facilitate new investment that follows the vision presented in this plan.

Key First Steps to Implementation

While much of the elements proposed by this plan will develop as economic conditions warrant, there remain steps that can be taken in the interim to get redevelopment "off the ground." For example:

- Acquire easements for new roads in redevelopment area. The alignment of future roads will define the entire effort. Easements will confirm the desired pattern and, conversely, prevent the emergence of a development that could thwart this plan's vision. The process of acquiring easements for the placement of new roadways can be difficult and time consuming. Following the Phasing Plan outlined in Chapter 5, the city should begin discussions with property owners to acquire easements necessary for the construction of the road network proposed by this Plan even as existing buildings remain for the interim.

- Actively target new uses as per Market Strategy. Using the Market Strategy as a guide, the City should target new types of land uses contemplated by this plan and seek to establish these land uses as redevelopment occurs. These targeted land uses can also be used to drive discussions with developers and guide redevelopment opportunities along the corridor.

- Expand and maintain discussions with the decision-makers for keystone properties, such as Studio 28, Wyoming Village Mall and Roger's Plaza to assure clear and complete communication of public and private sector objectives.

Regulatory and Procedural Strategies

Short-term priorities

Amend Master Plan to Include Turn on 28th Street

A Master Plan establishes a direction for the physical development of a community. It is Wyoming's blueprint for growth and development, and is used by the City to make zoning and land use decisions that affect the future of the City's natural and built environments. Therefore, it is imperative that the City's Master Plan, adopted in 2006, embrace this Sub Area Plan and incorporate it into a cohesive, forward-looking land use policy that will guide development in the City for the next thirty years.

The process to amend the Master will involve the Planning Commission, City Council and the City's planning staff. It may include revising certain components of the plan document to reflect the vision proposed in this plan, changes to the Future Land Use map, and other amendments to goals and objectives.

Amend zoning ordinance

The Zoning Ordinance is the primary mechanism for plan implementation. However, some of the development forms and uses envisioned in this plan may not fully conform to the City's current zoning ordinance. As such, the Zoning Ordinance should be amended to promote and encourage the development proposed in this plan.

Access management is a significant issue for some properties on 28th Street

Incorporating mass transit opportunities is an important component of this plan

Much of the Turn on 28th Street study area is located in the "Downtown Center" zoning district, which allows for mixed uses and contains general standards pertaining to street layout, streetscaping, and architecture. However, this section should be revised and enhanced to incorporate the concepts from this plan, and graphics should illustrate the preferred land uses and building form. A form-based code format would be a favorable approach for regulating development in the study area.

Concepts proposed by this document should be incorporated and clearly addressed in the City's Zoning Ordinance, including:

- Building types/use

- Frontage types
- Building form/stories
- Multi-story requirements

The amended zoning ordinance should provide for some limited flexibility to meet market demands and needs of developers. However, conformance with the basic concepts of this plan – mixed primary uses, walkability, density, buildings built to the front lot line, etc – must be mandatory, regardless of the development proposed. Otherwise, the City risks undermining this plan's vision, as well as the public support and interest that has been generated.

Expedite project review process

For redevelopment projects that fulfill the goals of the master plan, the City should consider an expedited review process. This process could include pre-approving several building designs for eventual application on multiple sites and staff approval of elements that meet the intent of the master plan and/or comply with the amended zoning ordinance. Ongoing efforts to streamline development review should be continually evaluated for improvement of the municipal review process.

Mid-term priorities

Develop a plan for utility extensions

While the study area is currently well-served with public utilities, a logical plan to extend and/or relocate public utilities should be undertaken in conjunction with this plan's recommendations for phasing, making certain portions of the site as "shovel-ready" as possible. Communications and electric infrastructure should be addressed as well. When other improvements are undertaken, wires should be placed underground and sites should have telephone, internet and similar services available.

Develop stormwater management plan

Stormwater management should be provided in a holistic manner as redevelopment occurs, being sensitive to conservation design principles and consistent with the urban design envisioned in the final plan whenever possible. Stormwater management systems should be treated as amenities and integrated into the overall site as visual features.

Parcel acquisition

In instances where willing sellers come forward or as foreclosed or tax delinquent properties become available, the City and DDA should consider parcel acquisition. This will allow the City to exert more control of the redevelopment process over time and utilize the acquired properties as part of an incentive mechanism to promote redevelopment and investment. Generally, it is expected that land assembly will occur through private negotiations between willing property owners and developers and that much of the redevelopment process will be implemented from the private sector rather than through public sector property acquisition and condemnation for economic development is not anticipated.

The City should prepare acquired sites for redevelopment by proactively addressing potential environmental concerns.

Public open space dedication

In order to incorporate the public open space, particularly at the connection nodes along 28th Street, as envisioned by the final plan, the City should consider dedicating or assessing fees in lieu of dedication as part of any redevelopment agreements. This would apply to any redevelopment within the study area and would require that developers either dedicate land for parks and open space or pay a cash-in-lieu fee. The expectation is that the public land dedication

Carefully planned open space is an important component in the final design

requirement is sufficient to provide open space that is consistent with that depicted on the final plan.

Ongoing assessment of existing business needs

An ongoing assessment of the current and future needs of existing businesses and users within the study area should be periodically revisited during the redevelopment and retrofit cycle, to better understand the potential for business relocation, retention or expansion within the sub area. This could be accomplished through a variety of means, such as a regularly administered survey, regular stakeholder meetings, and one-on-one meetings with property and business owners.

Encourage sustainable development practices

Environmentally sustainable development practices should be required for all redevelopment projects in the sub area, in particular if financial incentives are being requested. Developers of new commercial, mixed use and residential buildings should be encouraged to seek LEED or LEED-ND certification, utilizing "green" construction techniques and energy conservation measures in building design. LEED certification, or certification utilizing similar standards should be a requirement for projects seeking financial assistance from the City.

Transportation

Short-term priorities

Explore grant opportunities to aid transportation funding

With a growing movement to reverse a trend of disinvestment in inner-ring suburbs, facilitate multi-modal transportation and promote healthy lifestyle choices such as walking and bicycling, funding opportunities may be available for some of the improvements contemplated by this plan. The City should explore opportunities for grants to help offset the cost of implementing this plan. These may include the following Michigan Department of Transportation (MDOT) Grants:

Safe Routes to School

Safe Routes to School (SR2S) is an international movement—and now a federal program—to make it safe, convenient and fun for children to bicycle and walk to school. One of the primary purposes of the SR2S program is to develop projects and encourage activities that will improve student health and safety while reducing traffic, fuel consumption, and air pollution in the vicinity of schools.

Sidewalks, traffic calming measures, pedestrian and bicycle crossing improvements, bicycle facilities and traffic diversion improvements are examples of infrastructure that is eligible for SR2S funding.

Transportation Economic Development Fund

The Transportation Economic Development Fund (TEDF) was created to assist in the funding of highway, road, and street projects necessary to support economic growth. As part of the TEDF, category A: Economic Development Road Projects promotes projects that increase economic potential and improve the quality of life through support of job creation and retention in Michigan.

The fund will provide matching grants (with a minimum 20% local match) for projects that address a transportation need that is critical to an economic development project that will create or retain jobs.

Eligible projects are those that address a transportation need (condition, safety or accessibility) that is critical to an economic development project that relates to food processing, high technology

research, manufacturing or office centers that are 50,000 square feet or more.

Transportation Enhancement Program

The Transportation Enhancement (TE) program is a competitive grant program that funds projects such as nonmotorized paths and streetscapes that enhance Michigan's intermodal transportation system and improve the quality of life for Michigan citizens.

Some portions of the 28th Street corridor are lacking sidewalks.

TE funding requires matching funds of at least 20% of project cost and proposed TE projects must have a relationship to surface transportation.

Eligible projects may include provisions for facilities for pedestrians and bicycles, transportation aesthetics including landscaping and control and removal of outdoor advertising.

Complete and improve sidewalks

Sidewalks currently exist along both sides of 28th Street, but they are disjointed and frequently interrupted with curb cuts, driveways and parking lots. As driveways close and curb cuts are removed, the sidewalks should be connected with the eventual goal of completely connected sidewalks along the north and south sides of the 28th Street corridor. Such improvements to 28th Street will also need to be coordinated with MDOT.

Continue implementing non-motorized connections

The city should continue to enhance the existing non-motorized network, specifically in regards to connections that are adjacent to the study area and in support of the Turn on 28th Street Final Plan. In many cases, short-term improvements may include affordable strategies such as restriping existing streets. Such improvements to 28th Street will also need to be coordinated with MDOT.

The proliferation of driveways and curb cuts along 28th Street can impede traffic flow.

Mid-term priorities

Develop a 28th Street Access Management Plan

Currently, 59 driveways exist along 28th Street between Burlingame and Clyde Park Avenues leading to individual businesses and/or properties. This proliferation of driveways and curb cuts make pedestrian and bicycle travel difficult and dangerous and create potential vehicular conflicts at each curb cut reducing teh roadway efficiency. To address this issue, the City should work with property owners and MDOT to develop an Access Management Plan for the 28th Street corridor. The plan should look to close unused or under- used driveways, particularly on the north side of 28th Street, and to develop access roads either in front of or behind existing properties to improve traffic flow and safety for all users of 28th Street.

Long-term priorities

Collaborate with The Rapid to plan future transit services and amenities

Working with The Rapid, plan for one or more accessible and logical locations for a transit stop, both along 28th Street and along the proposed crescent street, depending on feasibility.

Marketing and Promotion

Short-and mid-term priorities

Public outreach

A plan that does not have the support of residents is often ignored and therefore doomed to failure. Given the ambitious redevelopment design proposed by this document, the City must actively seek the ongoing support of residents and business owners to carry the plan through implementation.

Public outreach may take the form of updates in the City's newsletter, social media (facebook, twitter, etc.) or periodic public meetings. It will also be important to consult frequently and cultivate a positive and fruitful relationship with local business owners, as their support is also crucial to the implementation of this plan. This group should be reminded of the plan and notified when key benchmarks are readied.

Seek out development partnerships

As redevelopment begins to take shape, the City will need to be actively involved in seeking out partnerships with developers to ensure an orderly and successful transfer of property, if necessary, and to ensure the properties are developed in accordance with this plan and the City's Master Plan.

As this process moves forward, the City should work to cultivate collaborative partnerships with developers to facilitate the redevelopment process.

Market sites and the plan to developers

If this plan is to be realized, developers must redevelop sites in a way that follows the blueprint provided by this plan. However, it cannot be assumed that development will simply arrive without being actively and aggressively recruited by the City.

Using information from this plan and the Market Study, the City should identify a group of developers and land owners with the capability to redevelop the site in a way that generates the desired land uses and building form outlined in this plan and the Market Study.

Economic Development and Financing Alternatives

Short-term priorities

Focus business recruiting on both large retailers and smaller local businesses

For the vision outlined in this plan to be fully realized, the redeveloped 28th Street corridor will need to contain a healthy mix of land uses owned by a mix of both small and large businesses. As such, business recruitment and retention efforts should include economic gardening (see page 16) and the recruitment of large national retailers.

Seek partnering opportunities for economic development

Partnering with a non-profit development entity who can assemble and hold land in cooperation with the city. This partnership could assist with land swap transactions and also undertake infill and redevelopment projects within the sub area. Potential local non-profit development partners could include LINC, ICCF and Dwelling Place. The Right Place is another excellent resource.

Mid- and Long-term priorities

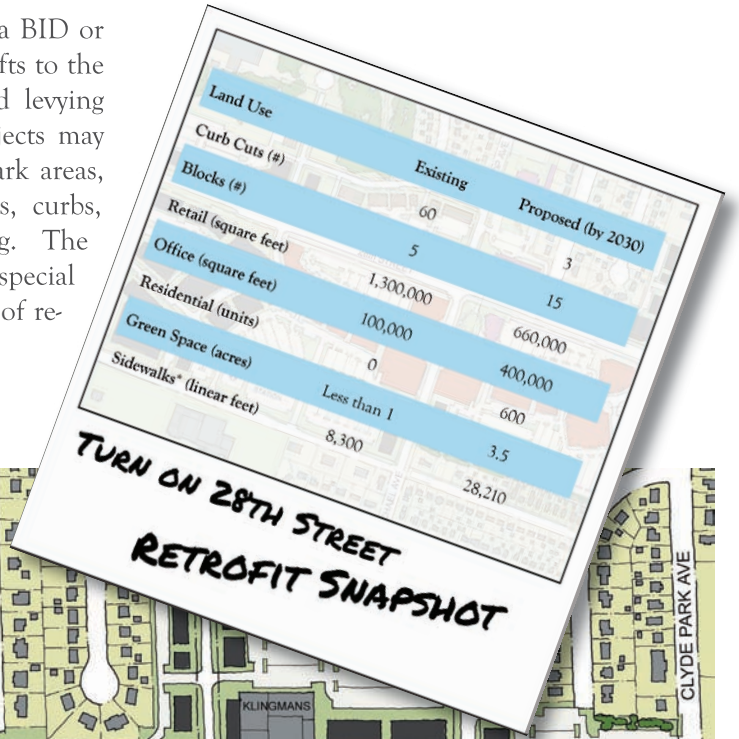
Explore and secure external funding sources to aid the redevelopment process

Redevelopment and retrofit of the sub area may present financial gaps that prohibit successful reconstruction and infill. The magnitude of this gap will vary based on the infrastructure upgrades and other public improvements necessitated by the project, market value of properties to be acquired and any increase in the allowable density being considered.

The City and DDA should consider assisting in the redevelopment process to reduce the financial gaps through various means, potentially including the following State of Michigan programs:

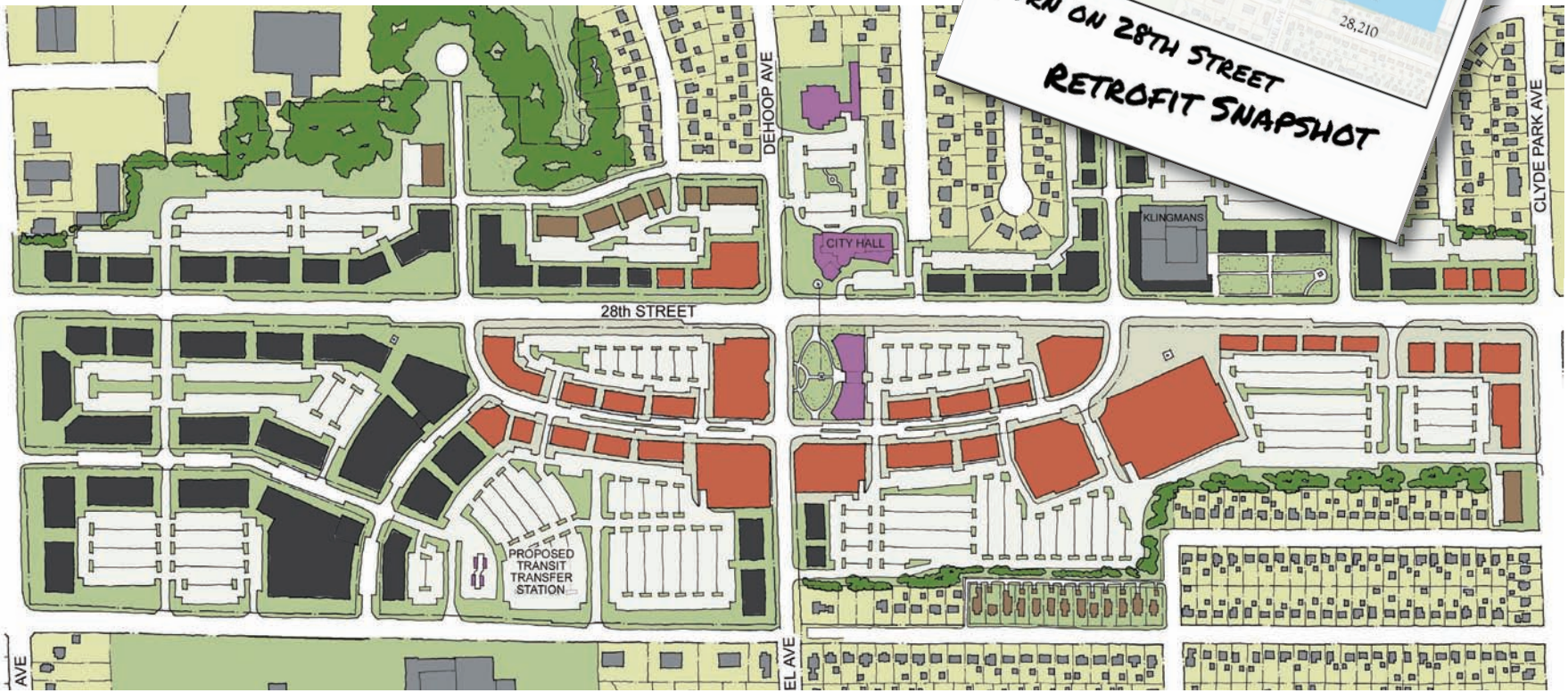
- Business improvement District (BID)
- Principal Shopping District (PSD)
- Business Improvement Zone (BIZ)

A BID/PSD allows a municipality to collect revenues, levy special assessments and issue bonds in order to address the maintenance, security and operation of that district. A BIZ may be created by private property owners and may level special assessments to finance activities and projects. The cost of projects within a BID or PSD may be financed by grants and gifts to the City or district, municipal funds and levying of special assessments. Example projects may include maintaining and operating park areas, relocating or reconstructing sidewalks, curbs, street medians, fountains and lighting. The BIZ may be financed by grants, gifts, special assessments and loans in anticipation of receipt of assessments.



TURN ON 28TH STREET RETROFIT SNAPSHOT

Land Use	Existing	Proposed (by 2030)
Curb Cuts (#)	60	3
Blocks (#)	5	15
Retail (square feet)	1,300,000	660,000
Office (square feet)	100,000	400,000
Residential (units)	0	600
Green Space (acres)	Less than 1	3.5
Sidewalks* (linear feet)	8,300	28,210



Brownfield tax increment financing (TIF)

Through the Wyoming Brownfield Redevelopment Authority, contaminated, blighted or functionally obsolete properties may be allowed to capture state and local property taxed to pay the costs associated with the brownfield site.

Community development block grant (CDBG)

The Michigan CDBG program consists of grants for local units of government for activities such as economic development, downtown development and planning. Specifically, monies may be available to aid in funding infrastructure improvements, securing development, and funding planning activities that lead to other eligible development projects.

Create small business incubator to help startups

Because of the high capital costs of new construction, many newer buildings are often occupied initially by franchise or "chain" commercial establishments. While a certain number of these uses is anticipated and desired, this plan also seeks to encourage local entrepreneurial businesses in the study area. To aid local entrepreneurs, the City should create a small business incubator program that would provide assistance to businesses looking to establish themselves or grow their existing business in Wyoming.

Consider rent subsidies or other financial assistance for new small businesses in redevelopment area

Because many new construction projects are simply too expensive for local merchants, and as a result, local businesses are forced to find other accommodations in the City. To attract and retain local businesses in the redevelopment area, the City and/or DDA should consider funding a program to subsidize rent payments or offer other types of financial assistance. Such a program may attract a healthy and desirable mix of larger "destination" businesses as well as local establishments.

Create a Community Development Corporation

Community development corporations are nonprofit, community-based organizations that anchor capital locally through the development of both residential and commercial property, ranging from affordable housing to developing shopping centers and even owning businesses.

Conclusion

The suburban retrofit of 28th Street is ambitious yet feasible. While the predominant suburban development pattern is well established, its current form provides opportunities for redevelopment from the large expanses of parking lots to the "super block" parcel configurations. The DDA and the City must be the stewards of this plan and ensure that all land use decisions consider the vision and the implementation of the retrofit. Decisions must advance the design concept and move it forward.

Each incremental change and step towards redevelopment should be acknowledged and celebrated as it will provide reminders to those who participated that the elected and appointed officials are moving in a common direction. Daniel Burnham said "Make no small plans, they have no power to stir men's blood." Indeed, this is not a small plan and it will take time to accomplish, but momentum will build with each small step achieved and with each step achieved it will be easier and easier to keep the vision in mind. It took 40 years for 28th Street to reach its zenith, and it will likely take decades for it to revitalize and redevelop.