

# EASTERN MARKET

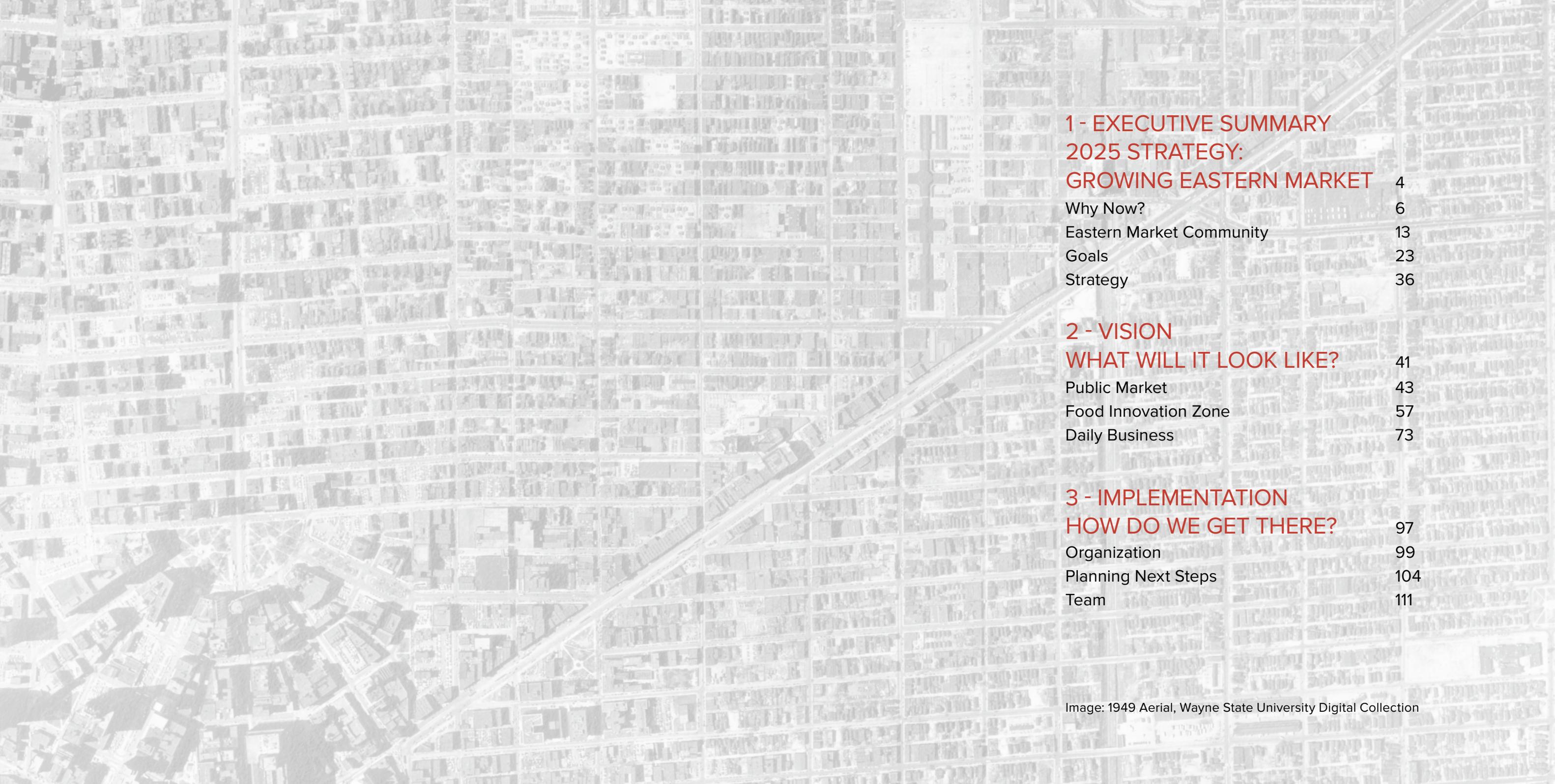
A nighttime photograph of the Eastern Market entrance. The image shows a long, covered walkway with a series of large, dark wooden arches supported by pillars. The interior of the market is brightly lit with warm, yellow lights, creating a strong contrast with the dark exterior. In the foreground, a road with a white crosswalk is visible, and several horizontal light trails from passing vehicles stretch across the lower portion of the frame. The overall atmosphere is one of a busy, well-lit public space at night.

2025 STRATEGY

JANUARY 2016 FINAL DRAFT



AUTHENTICITY  
IS IN THE MAKING



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# EXECUTIVE SUMMARY

## 2025 STRATEGY: GROWING EASTERN MARKET



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“EASTERN MARKET IS THE ENTITY OF THE ENTITIES OF THE CITY. IT’S THE HUB THAT BRINGS OTHER HUBS TOGETHER. PEOPLE FROM ALL OVER THE WORLD COME HERE. IT’S AN EXPERIENCE, A GREAT EUPHORIA THAT YOU WILL NEVER FORGET.”

Abdur-Rahman Muhammad / Essentialology



WHY NOW?

# WHY NOW?

## THE FOOD ECONOMY IS CHANGING

Eastern Market has been nourishing Detroit since 1891. Over those 125 years, food systems have changed radically, as has the city the market serves.

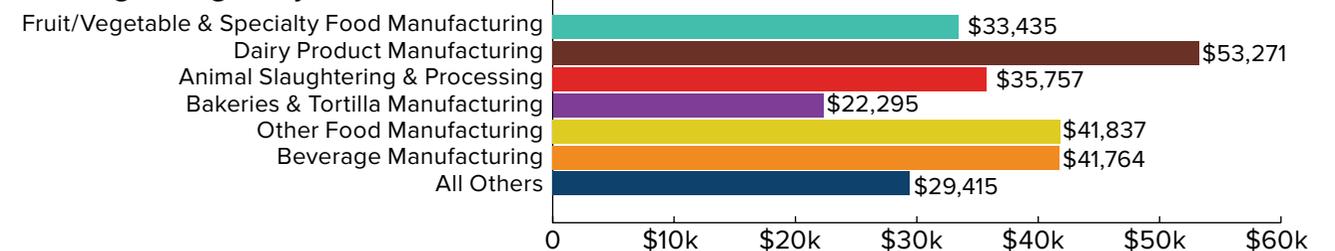
The Market enjoyed a near monopoly on the regional wholesale produce trade until the 1925 construction of the Detroit Produce Terminal Market. Served by rail, this market brought products from large growers in distant places as the nation's food system became increasingly larger in scale. From the 1950s until 2010s both markets shrunk as large grocery chains built their own regional distribution centers, bypassing the need for public or terminal markets.

Over the last decade, our food system has been again undergoing radical change. Consumers are driving fundamental shifts towards local, healthier, and more distinctive food products. Iconic, mass-marketed brand sales are diminishing and behemoth food enterprises are scrambling to reinvent themselves as smaller producers of specialty food products flourish.

Beer, while not exactly food, provides the clearest example of this shift. Since 1985, when the first micro-brewery opened, craft beer has grown to account for nearly 20% of sales and the number of breweries has risen from 103 to more than 3,200. Smaller, regional producers are taking market share from the titans and its happening across nearly all categories in the food and beverage industry.



Average Wages by Sub-Sector, Detroit MSA



Source: US Dept of Labor, US Bureau of Labor Statistics, Geography Area Series, 2013

# WHY NOW?

## EASTERN MARKET GROWS ECONOMIC DEMOCRACY

According to the Institute for the Competitiveness of Inner Cities, food businesses employ the widest range of skills among all economic clusters. Especially important for Detroit is the high number of entry-level, living-wage jobs that food businesses generate. Those jobs are desperately needed to solve chronic structural unemployment in the city's neighborhoods.

Moreover, Eastern Market has played a key role in promoting entrepreneurship across economic classes. In our long history new immigrants have found their economic footing as vendors at Eastern Market. Today, we honor that tradition with wider efforts to engage neighborhood based entrepreneurs whether they make food products or other goods.

Economic democracy defines Eastern Market's authenticity. Throughout this plan we have identified ways to ensure that the Market continues to be a place where all are welcome regardless of their age, income, or race. As the food economy shifts towards greater variety and scale, it is time for Eastern Market to capitalize on its unmatched diversity of people and range of food businesses to continue the legacy of nourishing Detroit.

**2 MILLION** SHOP AND BUY FOOD AT EASTERN MARKET EACH YEAR

**22%** OF MICHIGAN JOBS ARE FOOD/AG BASED

**\$360 MILLION** OF WHOLESALE FOOD SOLD IN EASTERN MARKET

**\$418 MILLION** OF MEAT SOLD IN EASTERN MARKET EACH YEAR

**1,300** PERMANENTLY EMPLOYED IN EASTERN MARKET FOOD BUSINESSES

**\$631 MILLION** IN MICHIGAN FOOD EXPORT TO CANADA

**2:1** FOOD INDUSTRY WHOLESALE BUSINESSES NEED TO DOUBLE THE OPERATING FOOTPRINT IN EASTERN MARKET

# WHY HERE?

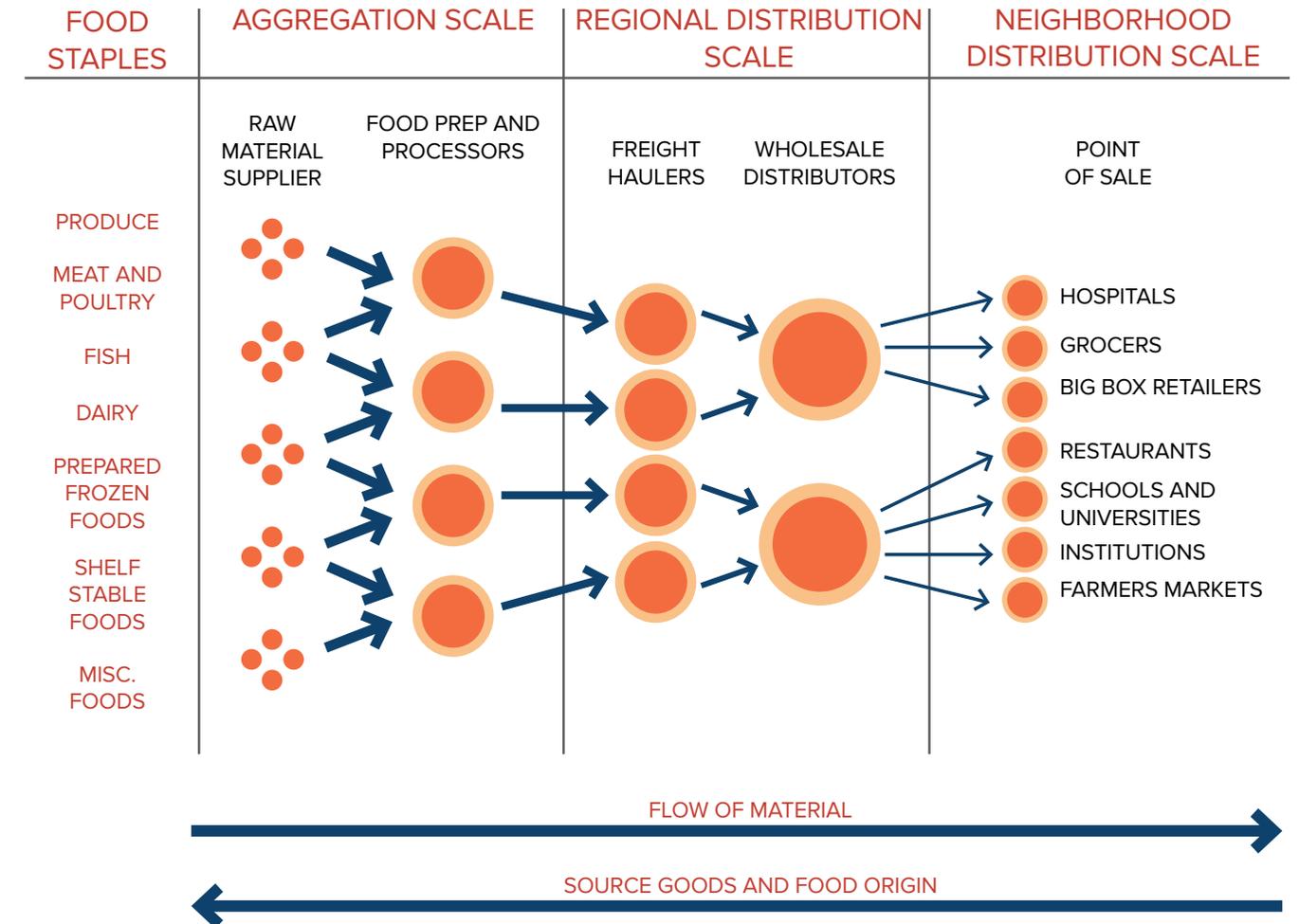
## EASTERN MARKET OPERATES AT ALL SCALES OF THE FOOD ECONOMY

Eastern Market District, anchored by a hybrid retail/wholesale public market and surrounded by regional food businesses is both a relic of the past and a portal to a healthier, fairer, and more sustainable food future. The Market is venerated largely because it remains a working food district. Ironically, Detroit's resurgence threatens Eastern Market's authenticity as a rising investment wave brings more non-food business and residential development to the District.

Reinforcing this trend of converting cool old buildings into other uses is the implementation of Food Safety Modernization Act, which will render many old buildings unsuitable for future use for most food processing or distribution uses.

Eastern Market survived in part because Detroit's weak real estate market over the past fifty years spared it the fate of fellow markets / market districts in other cities which became hip districts filled with bars, boutiques, and lofts. As the planning team and District stakeholders looked at these trends, the central question of our 2025 strategic planning process became clear:

How can Eastern Market keep its working food district authenticity in the face of market trends and buildings that are ripe for conversion to other uses?



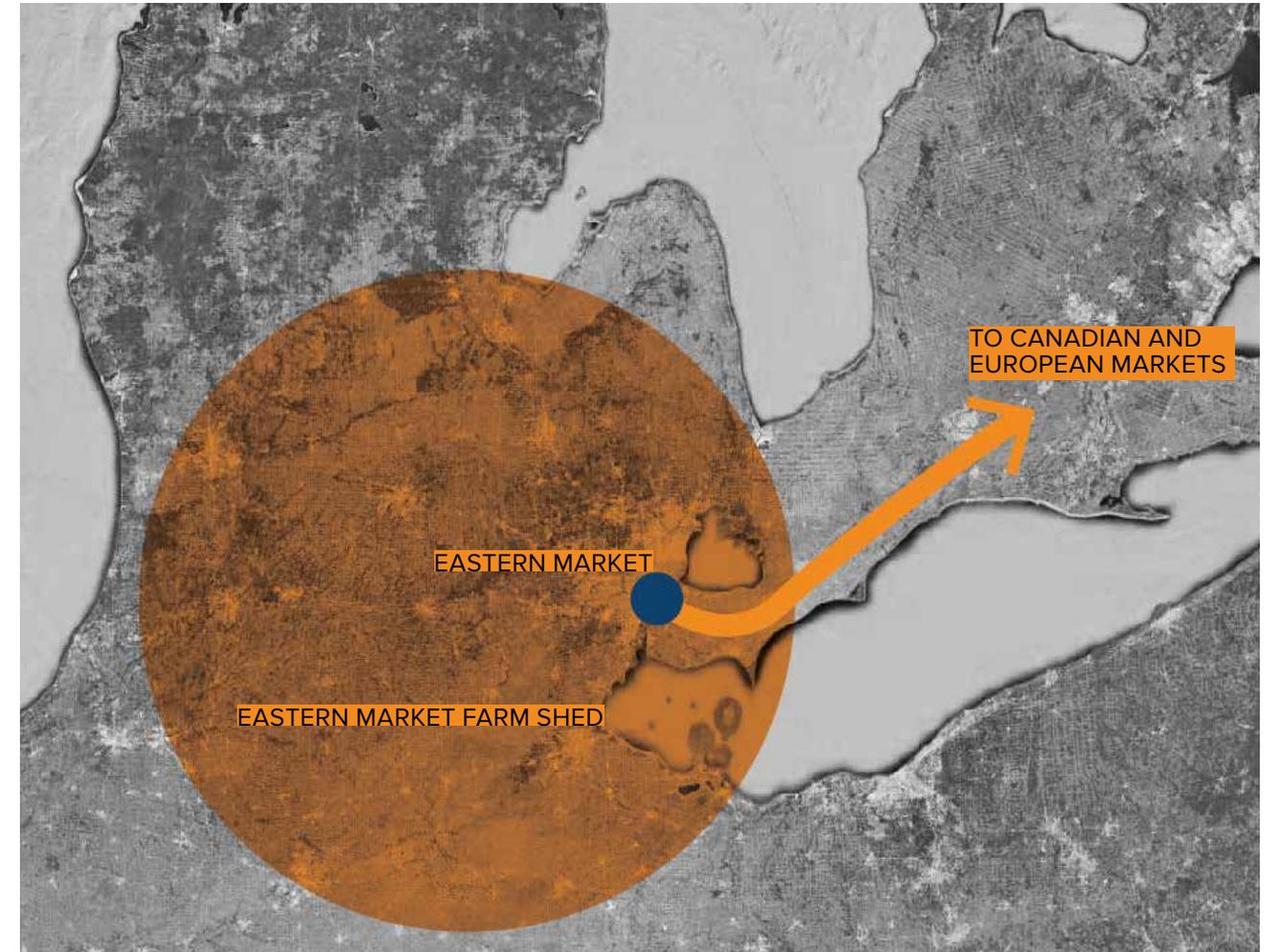
# WHY HERE?

## EASTERN MARKET OPERATES AT ALL SCALES OF THE FOOD ECONOMY

In order to keep the Market's working food district authenticity and taking advantage of national trends favoring regional, specialized food production the Market District must expand. A growing Eastern Market will provide Detroit with a launching pad for economic growth capable of creating thousands of new jobs.

Eastern Market's ability to foster economic democracy and conviviality can be leveraged as food processing and distribution businesses relocate to adjacent sites. Space needed to marshal trucks can be given over to denser mixed use development. With new retail and residential space, Eastern Market can become a more compelling destination on days other than Saturday. Expanding the District also accelerates the transformation of the current market district into a more robust mixed-use district with more retail, housing, and people.

The largely vacant land to the north and east of the current market district can provide the space for food processing and distribution. Repurposing former residential land for industrial purpose will not be easy, but with careful planning, new jobs can be added enabling future development of new residential areas further to the east. Eastern Market can become more of a catalyst for near Eastside development.



Eastern Market has a rich history as a working food district. The District's economic force now has the opportunity to grow because of three distinct advantages present in the area: the rich food shed that extends from Michigan into Ohio and Ontario, close reach to export markets, and immediate freeway access.

# WHAT IF WE DO NOTHING?

## DISTRICT IDENTITY AT STAKE

Without a comprehensive strategy for growth, Eastern Market's diverse food industry ecosystem cannot remain and the food making, processing, and distribution business of Eastern Market will decline. The loss of these businesses means not only a loss of identity as a working food hub, but a loss of jobs with living wage pay difficult to replace by typical service sector employment. Lacking room to grow, food processors and wholesalers that have defined the Market as a hub for the food economy have steadily migrated away over the last two decades. Recent departures such as the Butcher and Packer Co. and Maceri Produce demonstrate the problem. Butcher and Packer spread their operations across several historic buildings along Gratiot Avenue, when what was really needed for this distributor was a consolidated modern facility with office, warehouse, and distribution all under one roof with easy access to freeways. Maceri simply outgrew its current facility and moved into a larger warehouse space far from Eastern Market. Ironically, there are plenty of places to grow in former residential neighborhoods adjacent to the Market, owing to decades of flight. If the right steps are taken now, Eastern Market's food industry could do more than survive: it could thrive. A focused strategy for aligning parcels and reassembling deserted properties could enable the redevelopment of hundreds of acres of land.



# EASTERN MARKET CORPORATION

## VISION

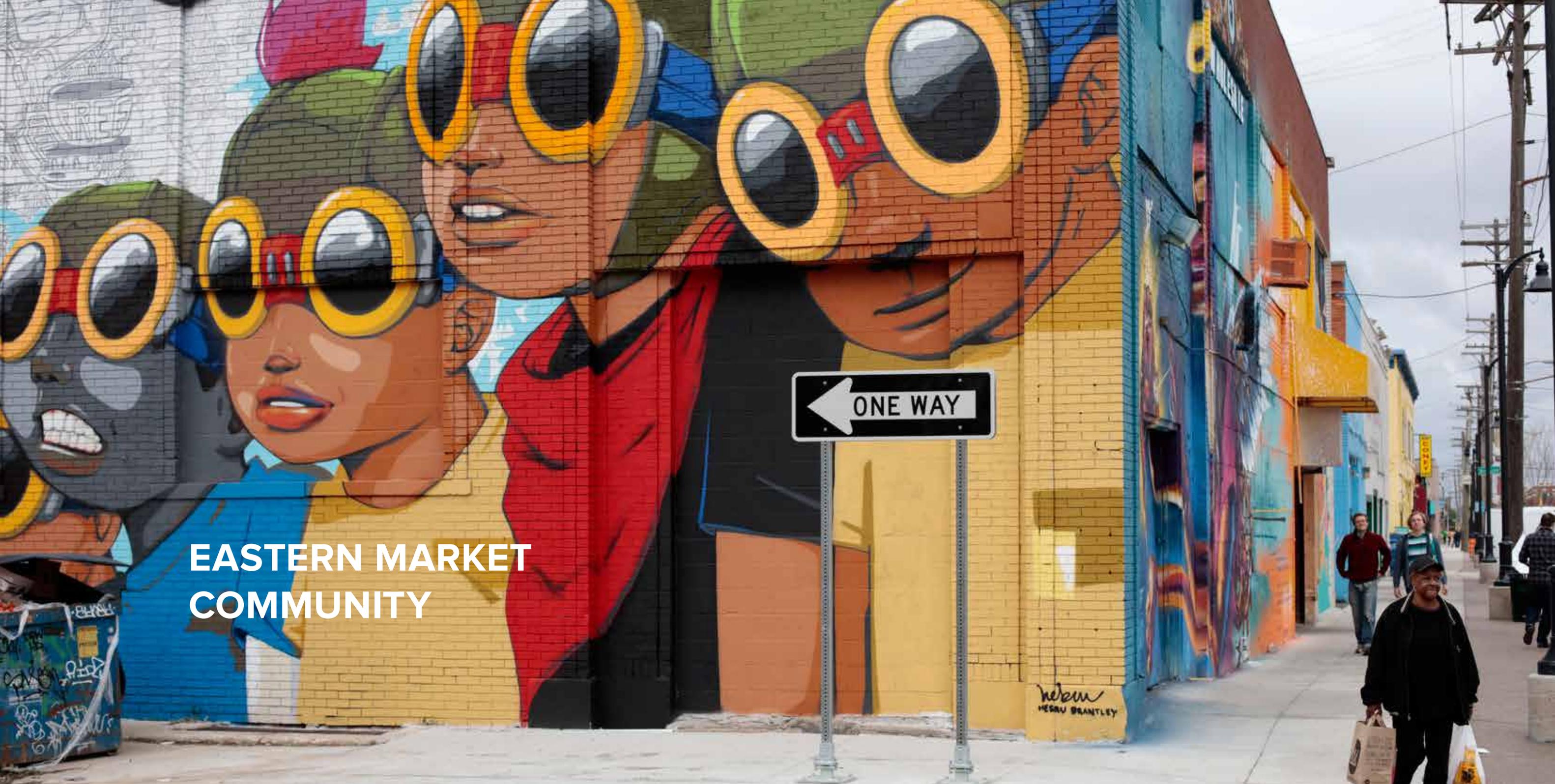
We shepherd Eastern Market's rich history to nourish a healthier, wealthier, and happier Detroit.

## MISSION

We manage operations, develop programs, build facilities, provide critical infrastructure, and collaborate with community partners to:

- Strengthen the Eastern Market District as the most inclusive, resilient, and robust regional food hub in the United States;
- Fortify the food sector as a pillar of regional economic growth;
- Improve access to, and consumption of, healthy, green, affordable, and fair food choices in Detroit and throughout Southeast Michigan





**EASTERN MARKET  
COMMUNITY**

← ONE WAY

HEBEN  
HENRY BRANTLEY

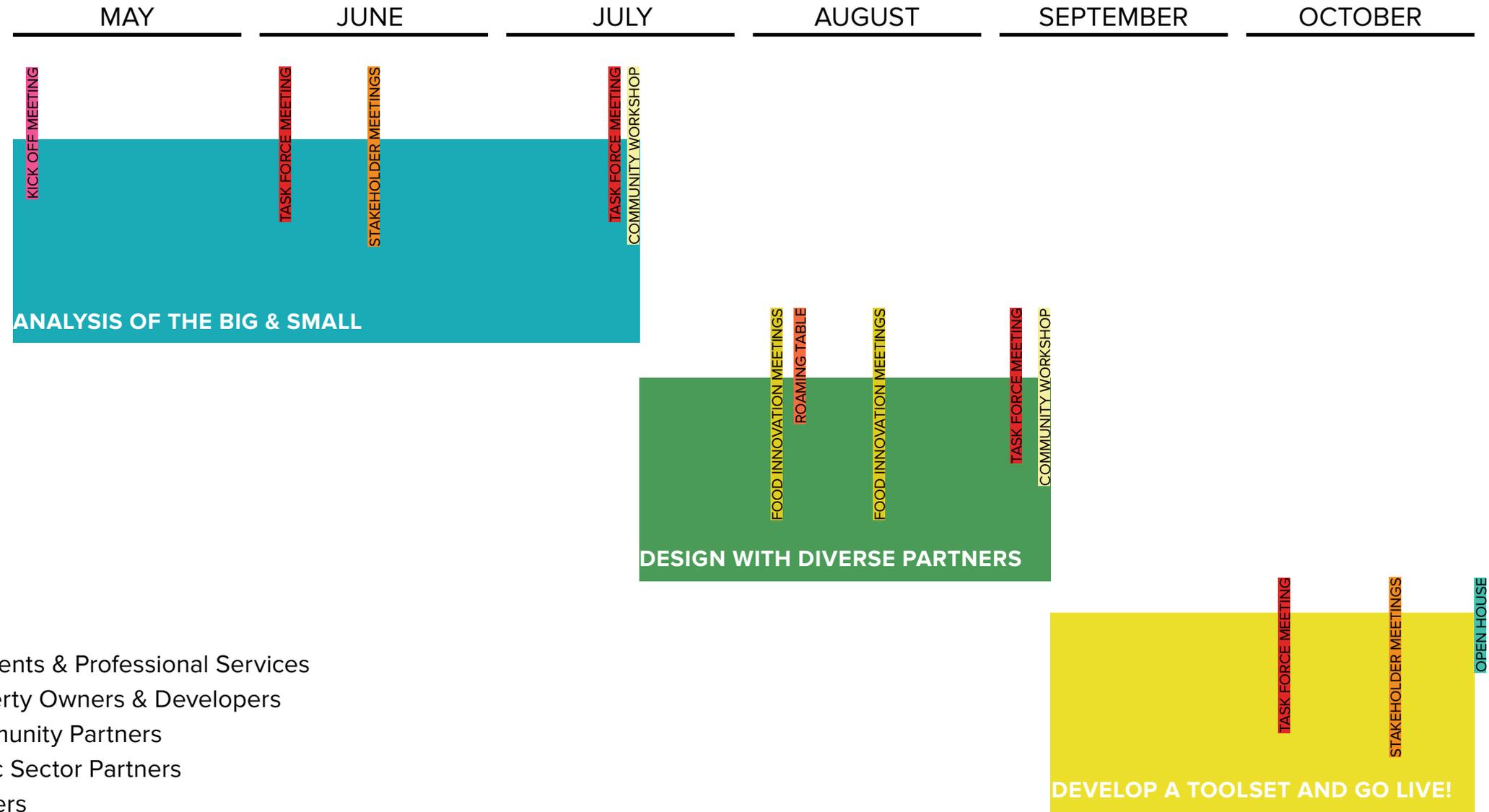


“I’VE BEEN COMING HERE SINCE I WAS A KID. MY GRANDDAD USED TO COOK AT A SOUP KITCHEN AND HE WOULD GET HIS INGREDIENTS HERE. IT HAS A VERY FAMILY ORIENTED TYPE OF VIBE TO IT. IT’S A PLACE WHERE THE WHOLE FAMILY CAN COME.”

Kory Trinks / Owner Blue Velvet Boutique

# OUTREACH & ENGAGEMENT

## PROJECT SCHEDULE 2015



## STAKEHOLDER GROUPS

The strategic direction of Eastern Market has evolved as a partnership of ideas. The District is made up of numerous stakeholders. For this planning exercise, the stakeholders were divided into 10 groups:

1. Retail Merchants
2. Customers
3. Market & Bridge Vendors
4. Arts & Hospitality
5. Food Distribution & Processing
6. Residents & Professional Services
7. Property Owners & Developers
8. Community Partners
9. Public Sector Partners
10. Funders

# OUTREACH & ENGAGEMENT

To learn from each of these constituents, a series of focus groups were organized by the Detroit Collaborative Design Center to discuss needs and concerns of the District. Additionally, a Task Force of representatives from each of these groups was assembled to review and advise the consultant team holistically throughout the process.

Public meetings were conducted at key points during the development of the 2025 Strategy to present analysis and planning proposals as well as solicit feedback through interactive engagement sessions. The sessions were participatory, encouraging attendees to share ideas in small groups as well as voice opinions to the entire public forum. The discussions were organized around both the strategic goals and on specific development issues related to connectivity, market access, mixed-use development, and the future pattern of development for food industry.

Throughout this document, great effort has been made to capture the voices of Eastern Market: the people, the ideas, and the flavor that makes Eastern Market the most inclusive, resilient hub for food innovation in the United States.





# CONTEXT

EASTERN MARKET IS NOT:



A MUSEUM



A PERFORMANCE



A RE-CREATION

EASTERN MARKET IS:



WHOLESALE MARKETS



OPEN TO THE PUBLIC



ENTREPRENEURIAL

# CONTEXT

## OVERVIEW

The Market has been recognized as a place of food-centered enterprise since its inception. It's a place of vibrant open air markets, surrounded by bustling food distribution and processing industries. Over recent decades, shifts in the global economy and a decline in US based manufacturing have left large vacancies in Detroit, including Eastern Market.

However, the tide is turning in Detroit, with an employment growth rate in the top 10 of American Cities<sup>1</sup>. New infill, mostly residential development, projects are occurring all over Downtown and Midtown spreading towards Eastern Market. While new development is welcome, there are concerns that historic businesses and the core identity of the District as a center of food based employment may be displaced through gentrification.

The food industry is changing. These changes include new federal food safety regulations, consolidation, and a burgeoning local food movement. In order to keep pace with these changes, the traditional building fabric of the warehouses no longer fits with the scale of trucking, shipping, and processing called for in mid-scale food manufacturing. Increased demand for food industry use requires a new vision for integrating infrastructure, modern facilities and re-purposing the traditional building stock of an expanded District.

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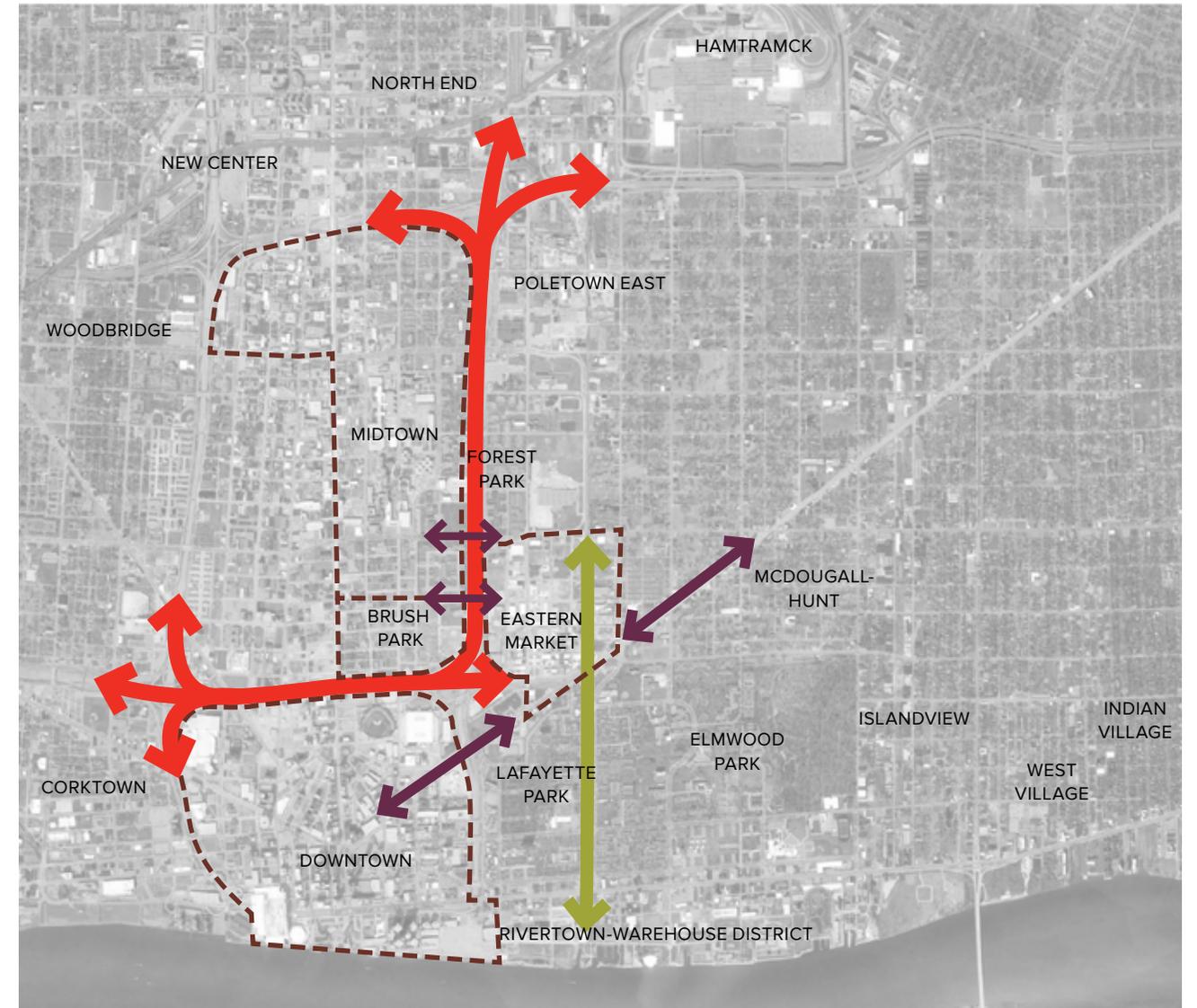
<sup>1</sup> CareerBuilder and Economic Modeling Specialists Release Top 10 Metros With the Highest Gains in Share of U.S. Jobs, <http://www.careerbuilder.com/share/about-us/pressreleasesdetail.aspx?sd=7%2F2%2F2014&id=pr830&ed=12%2F31%2F2014>

# CONTEXT

## BUILDING CONNECTIVITY

The Eastern Market District was once seamlessly connected to adjacent neighborhoods. However, that changed in the 1960s, when the District became isolated by the Chrysler and Fisher freeways and more recently by massive migration away from Detroit.

In 2013, an effort to alleviate isolation and re-connect Eastern Market to Downtown and Midtown began. Known as the Link Detroit Initiative, this \$24 million infrastructure project helped establish cycle and pedestrian connections from Brush Park to the east and Lafayette Park to the south. These efforts will bring more foot traffic and begin to restore Eastern Market's accessibility to nearby neighborhoods.



# CONTEXT

## NEW FOOD ENTREPRENEURSHIP

Over the past five years, the District has undergone significant development transitions. Eastern Market Corporation (EMC) has renovated Sheds 2, 3 and 5 with plans for additional facilities in the near future. New restaurants, bars, and gallery spaces have emerged along with a number of upper floor residential units. These new developments are enhancing the amenities of the District, however, there is a risk of displacing the identity and historic businesses that give the Market its identity and make it accessible to all.



# CONTEXT

## GROWTH OR SUFFOCATION

At first glance, it may appear that the food industry has plenty of room to grow within the District, but this is not the case. The scale of operations of new and expanding businesses is changing dramatically with most wholesale operations requiring several acres for facilities and large lots for operations.

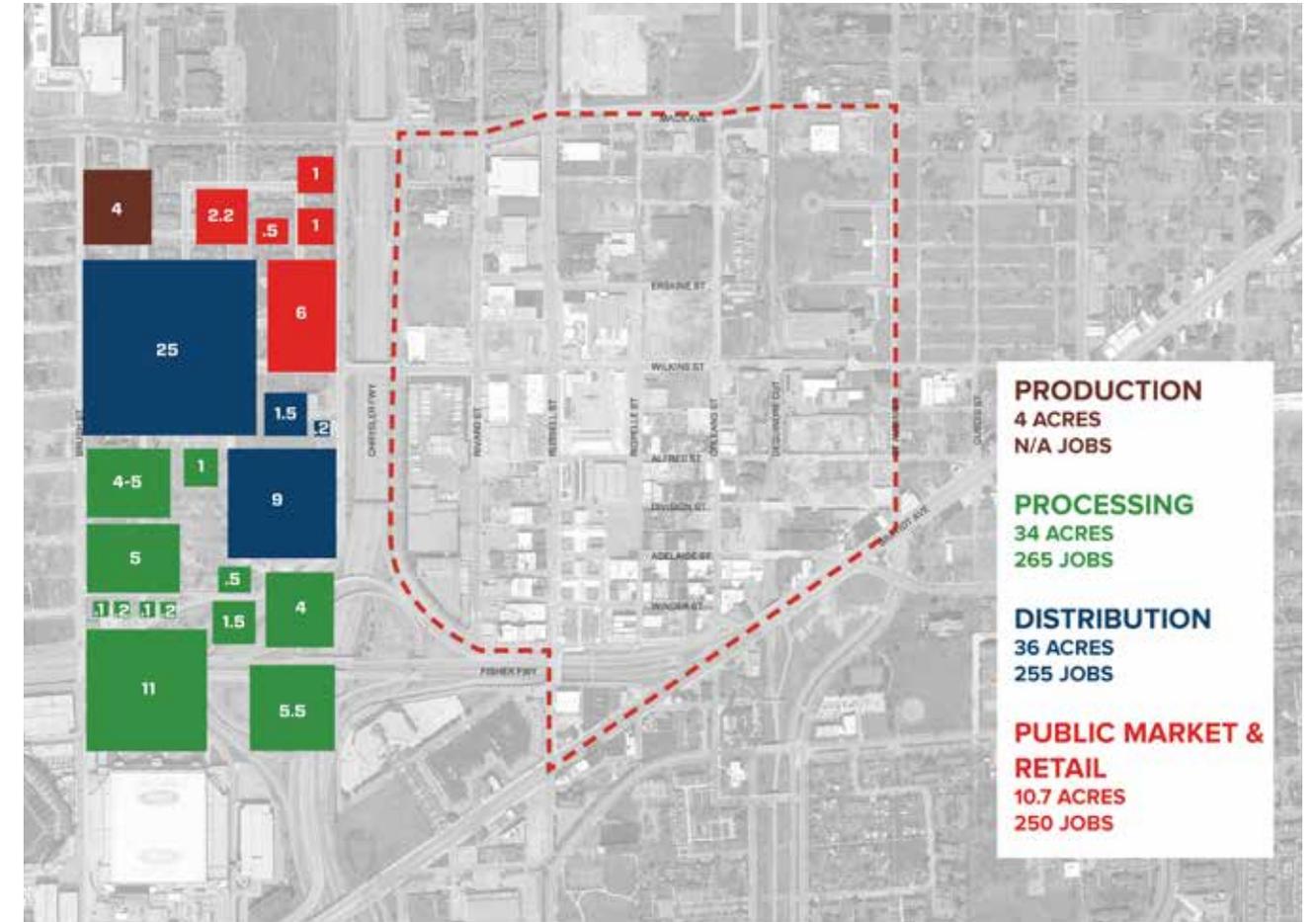
A survey of development demand by Eastern Market Corporation indicates a significant growth in food processing and distribution. The survey indicates that these prospective businesses could create upwards of 1,200 living wage jobs.

## EMPLOYMENT GROWTH BY SUB-SECTOR, DETROIT MSA

Sub-sector	2003	2013	Change
Bakeries	1,045	575	-45%
Specialty Foods & Ingredients	725	884	+22%
Malt Beverages	85	175	+105%
Milling & Refining of Sugar	10	60	+500%
Packaged Fruit & Vegetables	430	976	+127%
Soft Drinks & Ice	1,085	1,164	+7%

Source: <http://www.clustermapping.us>

## CURRENT DEMAND FOR EXPANSION





**GOALS**

“WE STARTED OUR BUSINESS  
DOWN HERE ON THE BRIDGE. WE  
WOULD GET UP AT 5AM TO FIGHT  
FOR A SPOT TO SELL. THE BRIDGE  
IS THE HEART AND SOUL. BEFORE  
RETAIL WAS DOWN HERE, THERE  
WAS THE BRIDGE. THE HUSTLING  
ATMOSPHERE HAS DRIVEN THE  
BUSINESS”

Brendan Blumentritt (right) J.P. O’Grady (left), Detroit Hustles Harder



# GOALS

## AUTHENTICITY

KEEP IT A REAL, FOOD-FOCUSED ECONOMY

## DEVELOPMENT EQUITY

ENHANCE THE MARKET AS A PLACE OF GENUINE ECONOMIC DEMOCRACY

## CONNECTIVITY

BRIDGE NEIGHBORHOODS AND BREAK DOWN BARRIERS

## DENSITY

ENCOURAGE DIVERSE GROWTH; REBUILD THE URBAN FABRIC

## DIVERSITY

INCREASE THE MIX: PEOPLE, FOOD, AND OPPORTUNITIES





## GOALS

### AUTHENTICITY

### PRINCIPLES

The authenticity of Eastern Market rests in its 125 year history of nourishing Detroit. As the heart of Detroit, it is both a part of the city's cultural legacy and its working economy. The future as a working food district is critical to maintaining the character of the District.

1. History matters but it's not a museum; utilizing the Market Campus and Historic District fabric to leverage growth is critical.
2. Eastern Market District's identity is derived from a community of food businesses, providing economic opportunity for all.
3. Keep the District a place of jobs, food innovation and entrepreneurship.



# GOALS

## AUTHENTICITY

## STRATEGIES

1. Historic buildings of the district should be used and reused to the greatest extent possible.
2. Promote Eastern Market as an essential hub in the regional food system.
3. Keep the District industrial and approachable – signage, lighting, furnishings, and structures should complement common materials and aesthetic found in the District, consider reuse, and emphasize the pragmatic.
4. Develop modern industrial facilities, procure land and infrastructure for the next generation of food industry innovation.
5. Restrict the number of formula businesses to promote independent businesses.

# GOALS

## DEVELOPMENT EQUITY

### PRINCIPLES

Eastern Market must manage future development to ensure that Detroiters from traditionally underrepresented populations are key participants in the growth and development of the Eastern Market District. Economic democracy is a key feature of the Market that has driven its history and made it one of Detroit's most beloved places. Beyond welcoming a wide variety of customers, Eastern Market has been the place where new immigrants and struggling households have turned to pursue their dreams that have propelled them to launch new businesses and achieve economic success. Most importantly, the opportunity to make a living in the District, for all Detroiters, must endure.

1. Ensure that all Detroiters, particularly those from historically underrepresented populations, are key participants in the growth and development of the District.
2. Assure that Eastern Market remains a bastion of entrepreneurship and local ownership.
3. Provide support for independent businesses to expand and remain within the District.
4. Pursue a mix of businesses that provides compelling reasons for all Detroiters to visit Eastern Market.



# GOALS

## DEVELOPMENT EQUITY

### STRATEGIES

1. Provide resources to incubate and accelerate the growth of new food-based businesses.
2. Provide retail and production space at below-market rents.
3. Support innovative mixed-use development: live/work and mixed-use, mixed-income housing.
4. Establish a community development subsidiary to develop real estate in accordance with Development Equity goals that for-profit developers will not, or cannot, achieve.



# GOALS

## CONNECTIVITY

### PRINCIPLES

The District supplies food across the entirety of the Midwest and into Canada, yet the District itself is an island, cut off by freeways and blight, despite being a 10 minute walk from Midtown or 15 from Downtown. Strategically, Eastern Market seeks to be physically and culturally connected and accessible to all Detroiters. Overcoming the variety of barriers that divides Eastern Market from adjacent neighborhoods remains an important objective. While the completion of both the Dequindre Cut and Midtown Loop greenways are important steps, much more work remains to better blend Eastern Market into the urban fabric. There are many opportunities ahead as Detroit rides a wave of new investment unlike anything experienced in the last 60 years.

1. Wayfinding to and from Eastern Market should be crystal clear.
2. Reconnect Eastern Market District to adjacent neighborhoods.
3. Improve public accessibility and transit to the district.
4. Create a welcoming pedestrian environment along retail focused streets.



# GOALS

## CONNECTIVITY

### STRATEGIES

1. Establish clear District landmarks and gateway entries.
2. Re-open dead end streets.
3. Partner and support public transit initiatives.
4. Prioritize walkability along retail corridors and promote greenway connectivity to adjacent neighborhoods.
5. Simplify the visitor parking experience.
6. Re-connect those parts of the District divided by the M-3 Connector.





# GOALS

## DENSITY

## PRINCIPLES

Eastern Market, like much of Detroit, was built for more people, more work, and more activity than it has today. Eastern Market aspires to support the next generation of food businesses as well as complementary development of a lively mixed-use commercial district to greatly increase the number of jobs in the District. The increased density of food businesses and other development will provide a fundamental building block for Detroit's future.

1. Fill in vacancies in the urban fabric to promote walkability.
2. Promote high quality design of redevelopment of existing development and context-sensitive new infill construction.
3. Increase residential population of the District as food businesses migrate to adjacent locations.
4. Integrate innovative sustainable building and site development practices throughout the District.
5. Support appropriate development in adjacent neighborhoods.



# GOALS

## DENSITY

### STRATEGIES

1. Re-codify zoning and land use controls to support denser and more diverse reuse of existing buildings and new construction.
2. Assemble, prepare and develop land and infrastructure for the modern food industry.
3. As wholesale uses leave the current Market Campus, introduce denser mixed-use projects to enhance the retail and daily use experience of the Market.
4. Identify opportunities for mixed-use commercial with resident options for live/work, affordable and market types of housing.
5. Promote Mix-of-Uses that does not adversely impact legacy food businesses
6. Develop good neighbor design standards to accommodate light industry in mixed-use settings.
7. Develop a green infrastructure program that improves water quality, creates landscape amenity and reduces stormwater impact fees.
8. Support the development of services and amenities that complement future resident needs in Brush Park and the near Eastside.

# GOALS

## DIVERSITY

## PRINCIPLES

The District is a widely recognized common ground for Detroiters, Michiganders, and visitors alike. Part of the appeal is the cross-cultural informality and the ability to find a bevy of foods at an affordable price. Diversity entails a cultural openness and variety embracing all. For this dynamic mix to continue, the range of retail, food offerings, affordability and access must be present.

1. Keep the Market Campus a common ground for Detroiters, Michiganders and visitors alike.
2. The District should support a range of activities indoors and out for all seasons.
3. Promote a wide variety of retail uses that encourages everyone to feel welcome in the Market.
4. Ensure the Markets have a range of healthy food options to match any budget.
5. Support food entrepreneurship at all scales.
6. Support merchandise-making entrepreneurs.

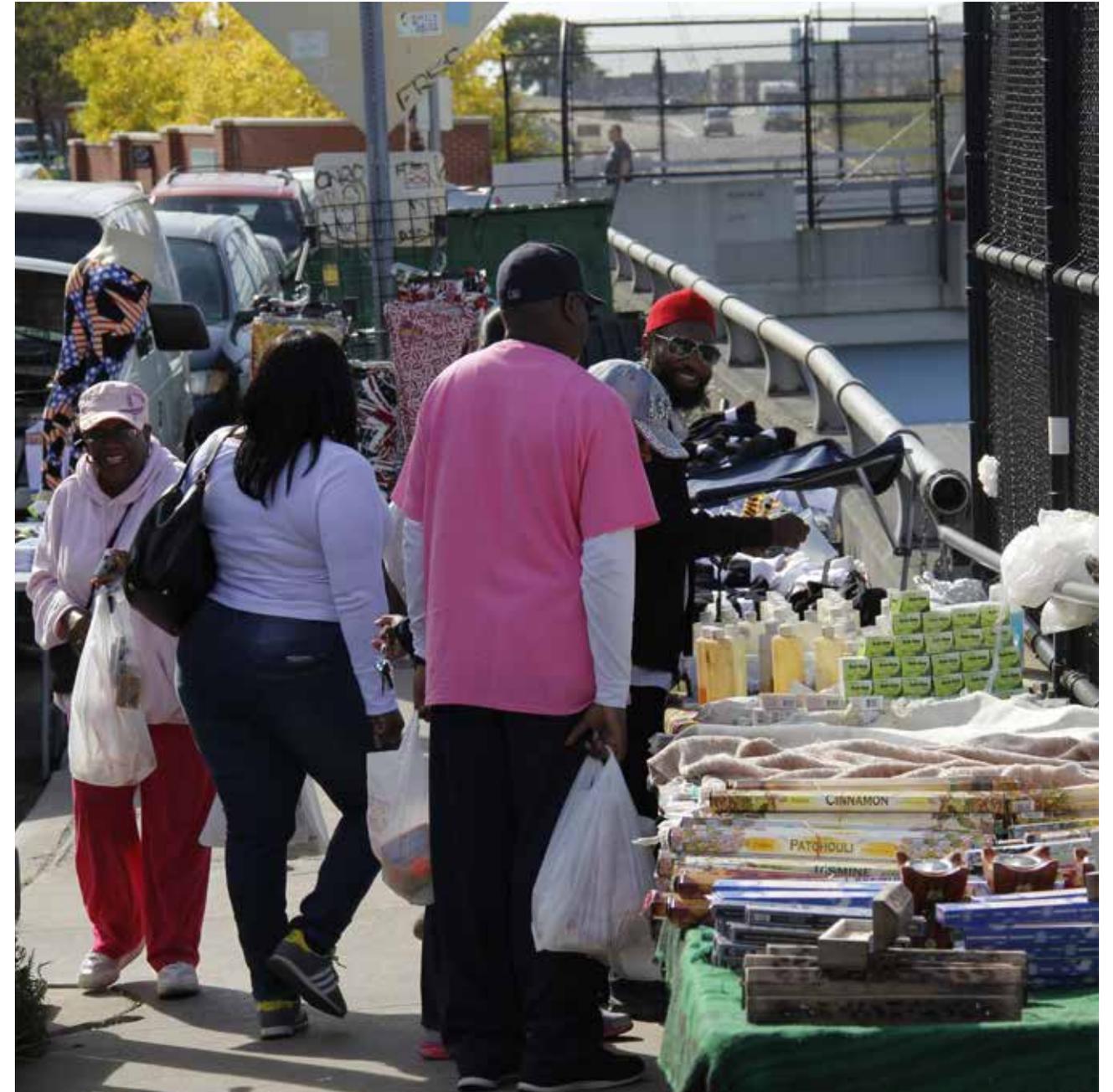


# GOALS

## DIVERSITY

## STRATEGIES

1. Provide production space, business expertise and network opportunities on the Market Campus to incubate new business start-ups.
2. Develop cross-over food programming between the Eastern Market and the Gratiot Central Market.
3. Curate food-centric events and provide programming that utilizes underused Market property lots and sheds during off Market hours.
4. Redevelop the Sunday Street Market as a supportive ecosystem for the development of merchandise entrepreneurs.
5. Promote cross city and regional transit planning connections to the district.
6. Bring the bridge vendors into the community of Eastern Market vendors.





**STRATEGY**



“EASTERN MARKET IS THE ONLY AREA IN THE WHOLE CITY WHERE YOU GET SUCH A DIVERSE CROWD. IT’S BECOME A DESTINATION. RETAIL COULD HELP IT BECOME A DESTINATION DURING THE WEEK.”

Karen Brown / Owner Savvy Chic

# STRATEGY

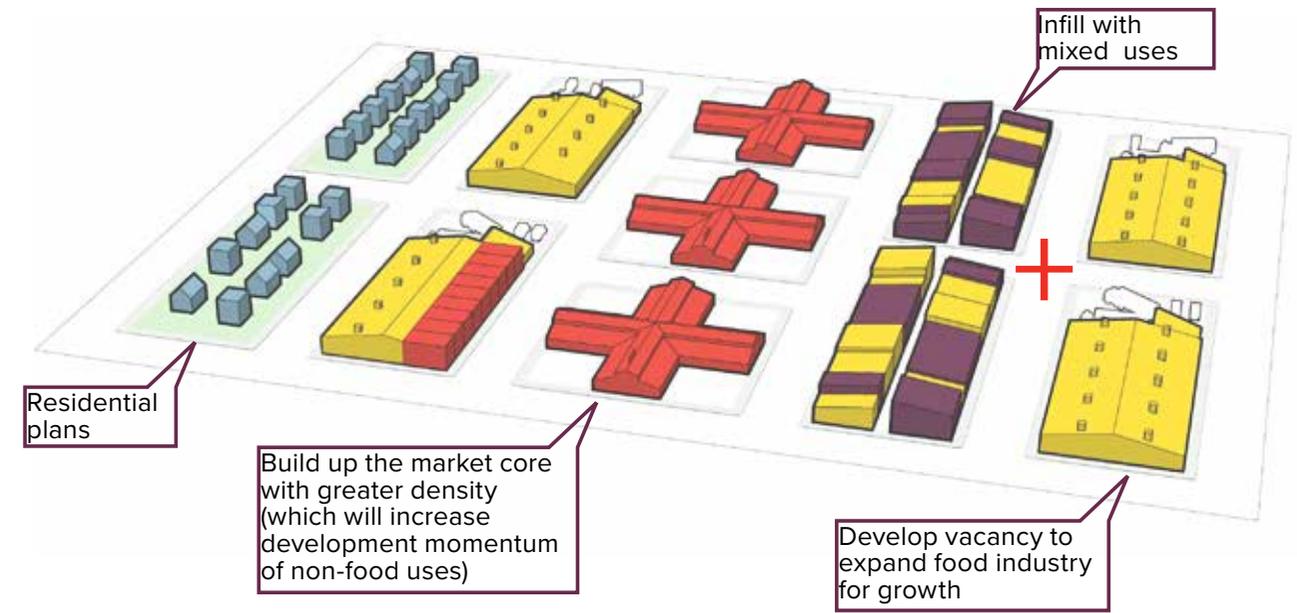
## CONNECT, MODERNIZE, GROW... BUT STAY THE SAME!

As part of this process, much time was invested in understanding the inherent contradictions of Eastern Market. Some aspects of the Market represent a way of commerce prior to the era of the big box retail system. In other ways, it is at the forefront of economic innovation as a leader in the local food movement, small scale entrepreneurship, and community health. What does it mean to stay the same? We believe it means keeping Eastern Market a center of the food economy, supporting the historic businesses and industries that define the market, keeping and growing the jobs, keeping it diverse, keeping it a place of innovation, and maintaining its role in promoting economic democracy.

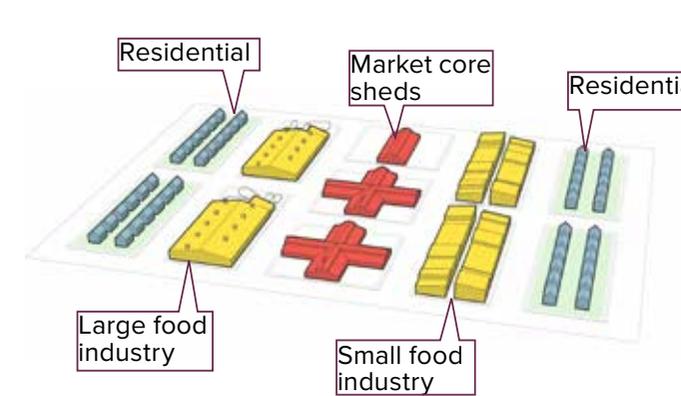
In order to be nimble and to serve the needs of the District, Eastern Market has adopted strategies to take advantage of a changing food economy and a revitalizing Detroit. These strategies have been developed through a robust public engagement and analysis with Market businesses and the City of Detroit. The overall strategy for the District is to give Eastern Market the capacity to grow as an open and multi-generational center for food that supports entrepreneurs and businesses at all scales from market vendor to artisanal food-crafts to regional and international markets. Embedded in the development strategy are initiatives that keep the appeal of the Public Market accessible to everyone, support the growth of daily business, and envision a next-generation of food industry.

## FUTURE CONDITIONS

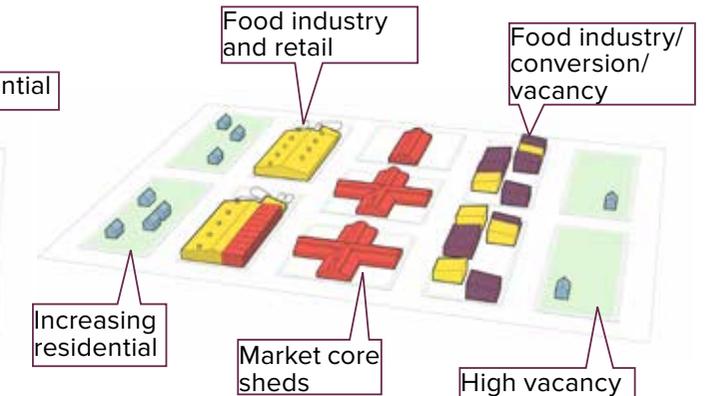
GOAL: PROACTIVELY IMPLEMENT ECONOMIC DEVELOPMENT TO ADVANCE DISTRICT FOCUSED ON SUSTAINABLE FOOD ECONOMY



## HISTORIC CONDITIONS



## CURRENT CONDITIONS

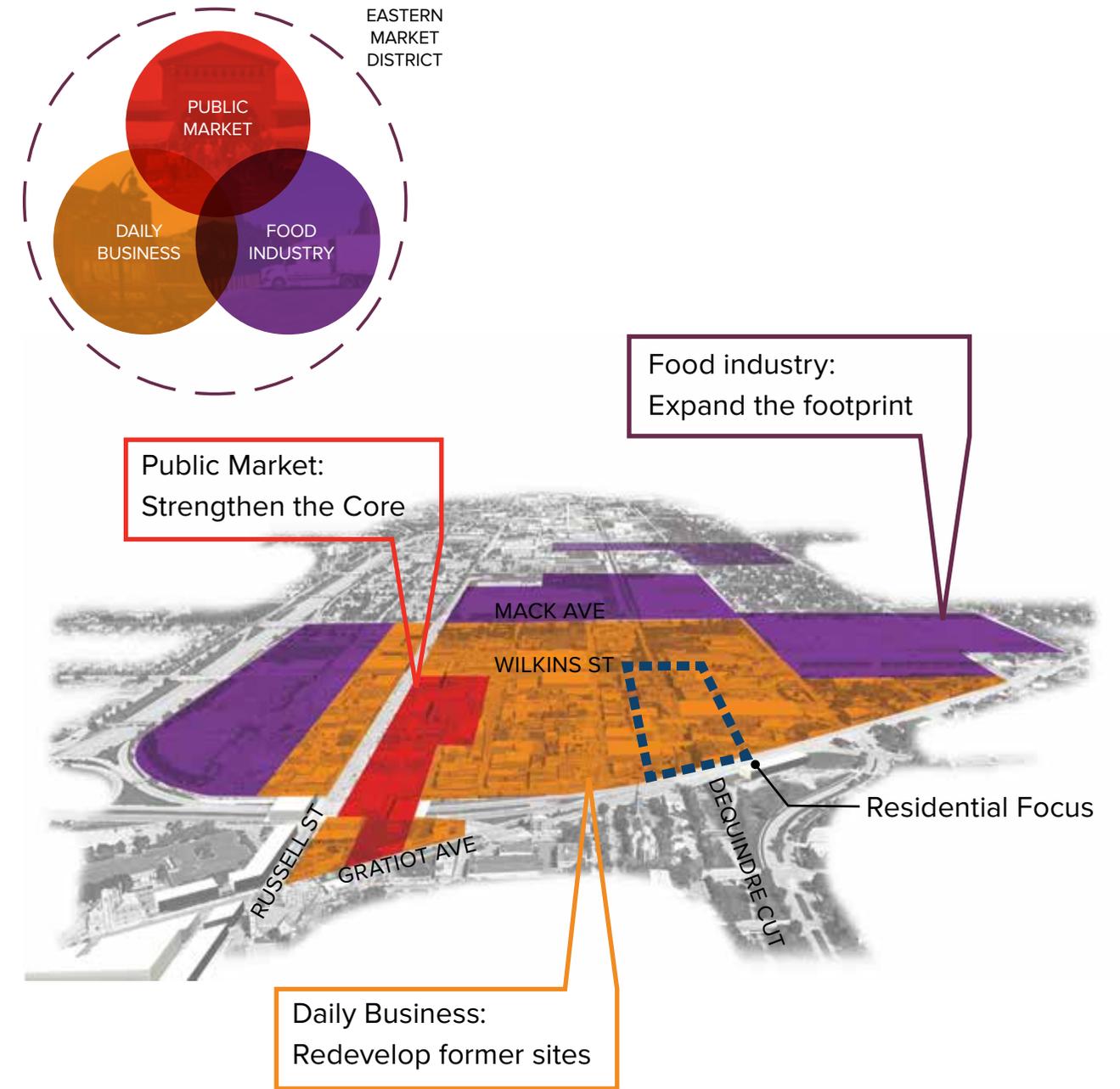


# STRATEGY

## FRAMEWORK DEVELOPMENT

The framework for Eastern Market embraces a three-part structure of the District:

1. **Public Market** — The Market Campus is interlinked by a network of sheds and flexible spaces that support Market programming, parking, and community events. The hybrid nature of Eastern Market's retail and wholesale operations must continue until wholesale operations are relocated to a future nearby facility dedicated to the produce trade. Once the wholesale functions of the Market are relocated, the Market Campus can focus more on retail and public events markets. The Market Core can become denser with less need for truck marshalling space.
2. **Food Industry** — An expanded Food Innovation Zone will be developed for local small-to-medium food businesses to have the flexibility to grow and remain in the Eastern Market District in the future. The development plan calls for an extension of the District boundaries to accommodate a larger footprint for food processing, warehousing, and distribution facilities.
3. **Daily Business** — East of the Market Campus, a mix-of-uses environment supporting small batch food processing, daily business, and residential development will preserve the signature grit of the District landscape, reflected in the urban fabric of old masonry warehouses. The development strategy is intended to preserve existing industry and historic businesses while permitting a broader range of businesses in the historically zoned industrial areas that no longer fit the modern food industry footprint.



# STRATEGY

## CIRCULATION

The District's pedestrian experience will be augmented by developing a logical parking circulation system and encouraging the growth of storefront retail along Russell, Riopelle, Wilkins, and Adelaide Streets. Both the traffic flow in and out of the District and the types of traffic are fundamental concerns of District businesses and customers. There are three major types of traffic arriving and circulating within the District: delivery vehicles (including a wide variety of trucks), Public Market traffic, and daily business traffic. The truck haulers, wholesale shipping/delivery, and processing vehicles primarily depend on efficient routes of travel that are relatively free of congestion. The Public Market vendors, daily business retailers, and service providers need customers to have clear wayfinding to their places of business, and it needs to be convenient for shoppers on foot. This means improved parking access, more engaging pedestrian routes, and safer bike travel.

1. Truck Hauling: Focus future truck routes on Mack Avenue, Gratiot Avenue, and Rivard Street.
2. Establish a parking loop to support the District, daily business, and Market retail.
3. Focus on clear wayfinding from freeway and Gratiot Avenue entries.
4. Establish cross connectivity from the Public Market to Gratiot and the Dequindre Cut via Adelaide.



- |   |                  |   |                    |
|---|------------------|---|--------------------|
|  | Pedestrian Focus |  | Parking Lot        |
|  | Bike Focus       |  | District Threshold |
|  | Parking Loop     |  | Highway Lid        |
|  | Truck Route      |   |                    |



**VISION:**  
**WHAT WILL IT**  
**LOOK LIKE?**

PUBLIC MARKET  
FOOD INNOVATION SECTOR  
DAILY BUSINESS

43  
57  
73

“IT’S FAMILY AND  
STRANGERS AND EVERYONE  
COMES TOGETHER AS ONE.”

Ginnah Muhammad / Essentialology





**PUBLIC MARKET**

# PUBLIC MARKET

## THE PLACE

The Sheds of the Public Market are historic landmarks, but unlike most historical sites, they continue to function and expand from their core mission of providing nourishing food to Detroit, while the retail functions of the Market continue to flourish—on peak Saturdays, from early morning to late afternoon, the Sheds are packed with over 40,000 visitors. While the District continues to function as a wholesale distribution center in the early morning hours, plans are underway to move that function to a dedicated facility more easily adaptable to increasingly stringent food safety regulations. As the wholesale market departs, the Market Campus will be more aligned with its role as a retail food outlet and as a place where Detroit gathers. Eastern Market is beloved because it is welcoming to all. This sense of high conviviality has led to a dramatic rise in the use of Sheds for community events and celebrations of all kinds. Along with adding more permanent retail and residential uses to the Market Campus, the increase in traffic to the District will help grow the everyday economy of the District.



# PUBLIC MARKET

## HIGHLIGHTS FROM WHAT WE HEARD

### IDENTITY

- Tradition is a large part of the experience
- Not just a destination; has a functionality
- A place where everyone comes together; a common ground

### CIRCULATION

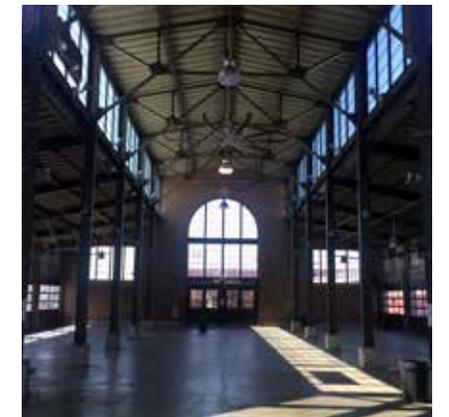
- Reorganize traffic flows
- There's no clearly defined way into and out of the market by car, bike, or foot

### ACCESSIBILITY

- Accessibility is key
- Affordability for farmers and customers is important

### DEVELOPMENT

- More programming on weekdays
- New growth should support the Market core



# PUBLIC MARKET

## FUTURE RUSSELL & GRATIOT INTERSECTION



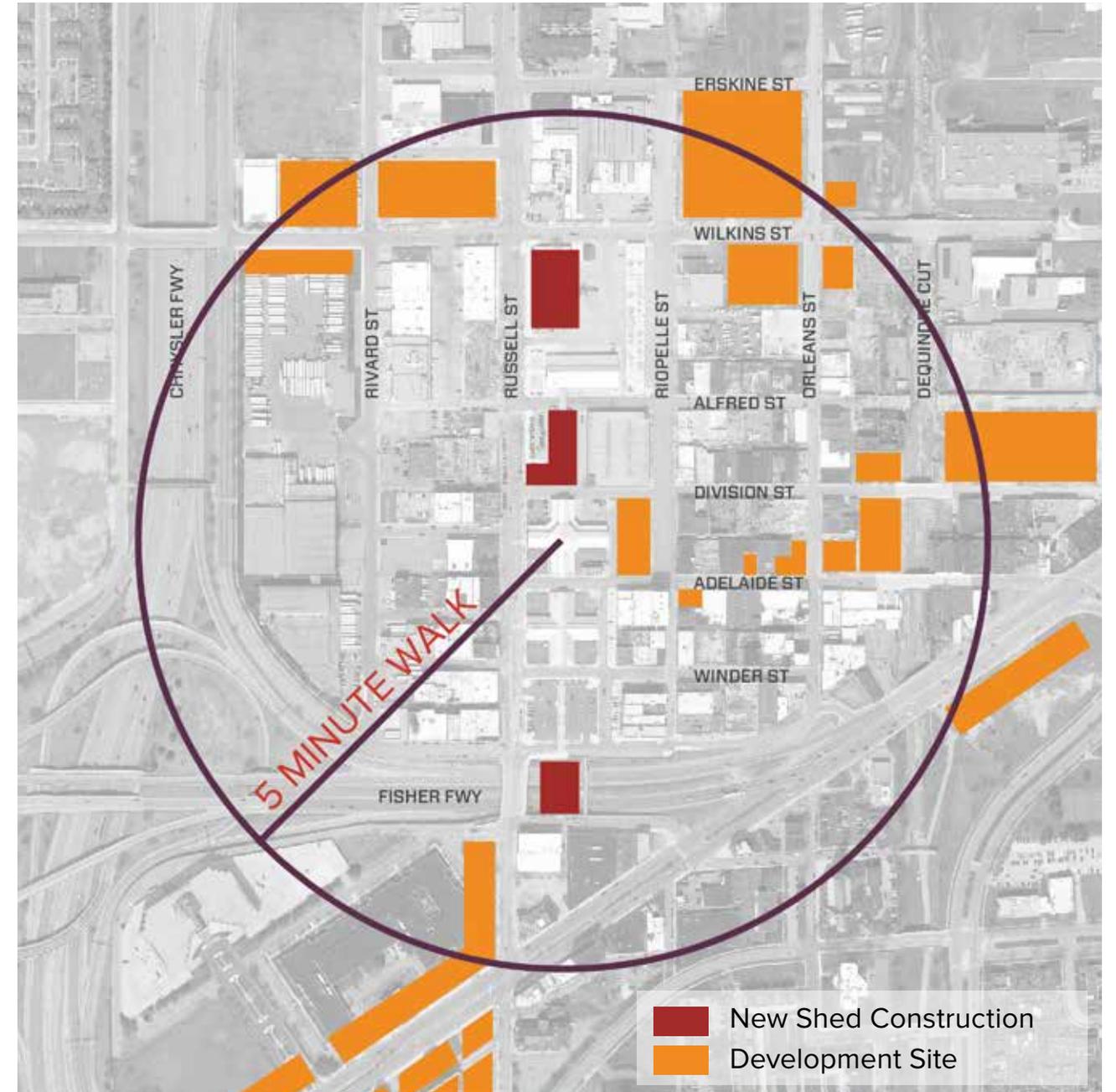
# PUBLIC MARKET

## RECOMMENDATIONS

### DENSIFY THE MARKET CAMPUS

The future of the Market is focused on maintaining the accessibility and conviviality of the Market experience. It is fundamental that it remains a public venue centered on nourishing food. To do this, food must appeal to Detroiters, Michiganders, and all those who come to visit the Market and range from those seeking the most affordable to the most exotic.

Transferring wholesale market operations to a dedicated produce terminal away from the current Market Campus will reduce space required for truck marshalling. This frees up space for Eastern Market to develop mixed-use sheds that add additional Market space and production space, along with permanent retail space, and upper floor space for offices and residences.

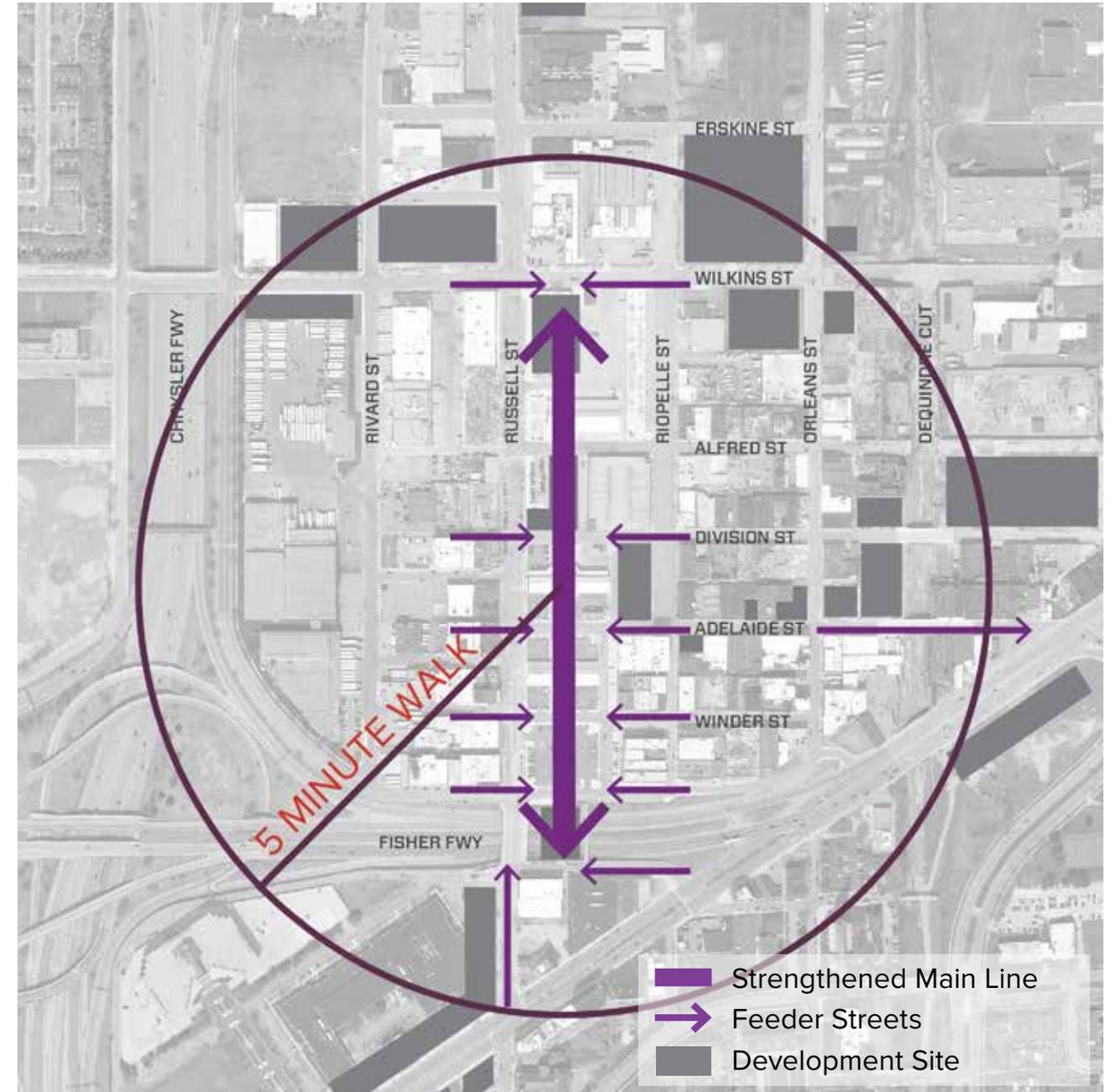


# PUBLIC MARKET

## RECOMMENDATIONS

### IMPROVE PEDESTRIAN CIRCUITS

Vendors refer to the north-south pedestrian access through the Market as the “Main Line”. When visitors turn off of the Main Line, however, the experience begins to fray with circulation and destinations becoming less certain. To help strengthen the Market experience, two strategies are recommended to grow and enhance the pedestrian experience. The first recommendation is to extend the Main Line through the development of new sheds to the north and south. The second recommendation is to develop complementary paths off of the Main Line that connect pedestrians to Russell Street and relief areas for patrons to rest away from the hubbub of the Market. Pedestrian connections off of the Main Line will also act as access to parking and businesses surrounding the sheds.

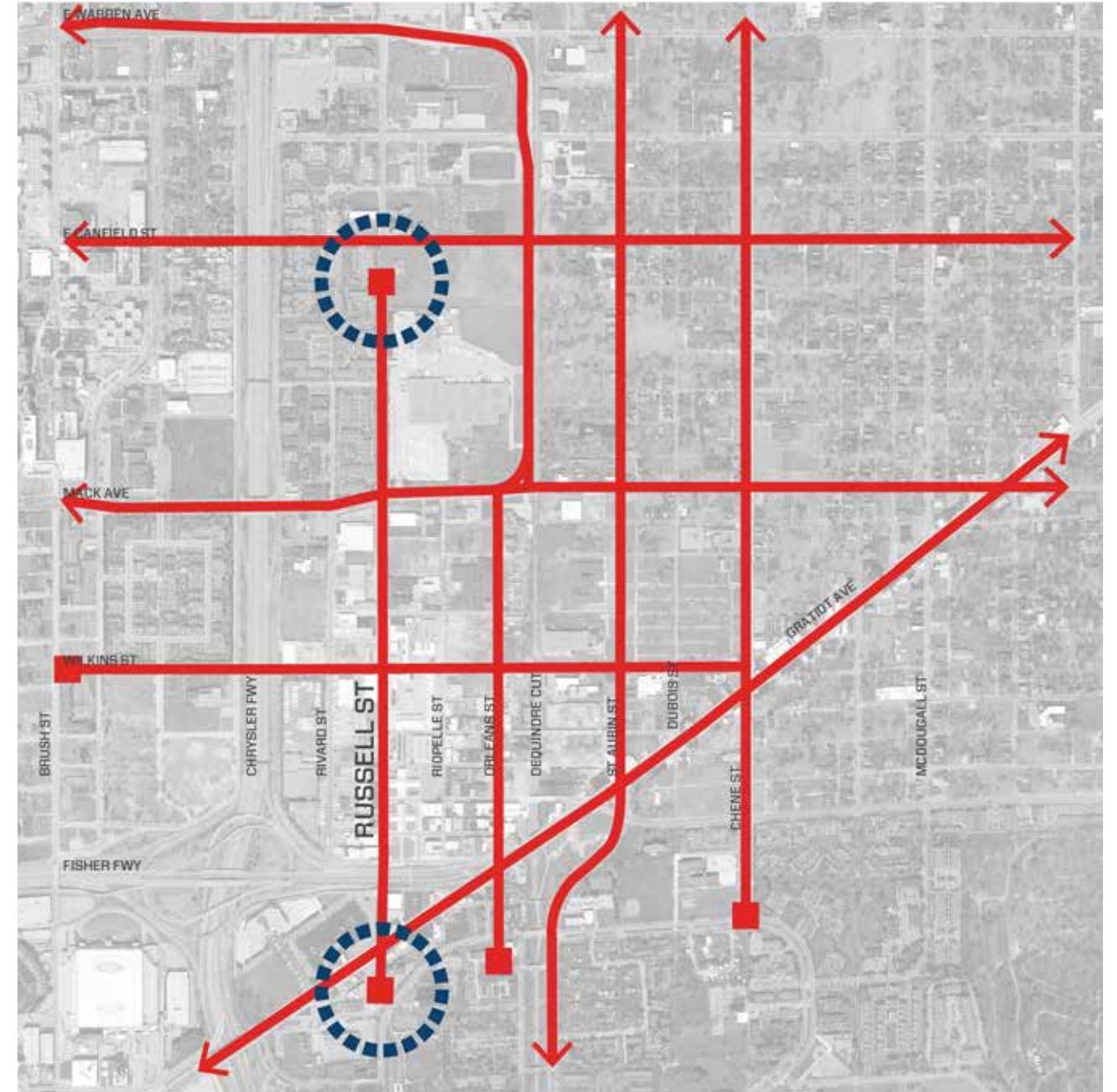


# PUBLIC MARKET

## RECOMMENDATIONS

### OPEN RUSSELL STREET AT BOTH ENDS

Russell Street is disrupted from the north at a cul-de-sac just before reaching Canfield Street. To the south, it is similarly disconnected at Antietam Avenue. Both of these interruptions create unnecessary barriers to vehicular circulation in the District. The turn-around at Canfield Street was originally intended to reduce truck traffic adjacent to the Forest Park residences, however, several residents have commented that this blockage of Russell Street creates a circulation problem for everyone and is not an adequate traffic-calming solution. South of Gratiot Avenue, the disruption creates a barrier with Lafayette Park and limits the viability of redeveloping abandoned building stock due to a lack of convenient connection with traffic from the south. Re-opening both ends will create a more logical traffic pattern, better urban fabric, and better connections to our neighbors.



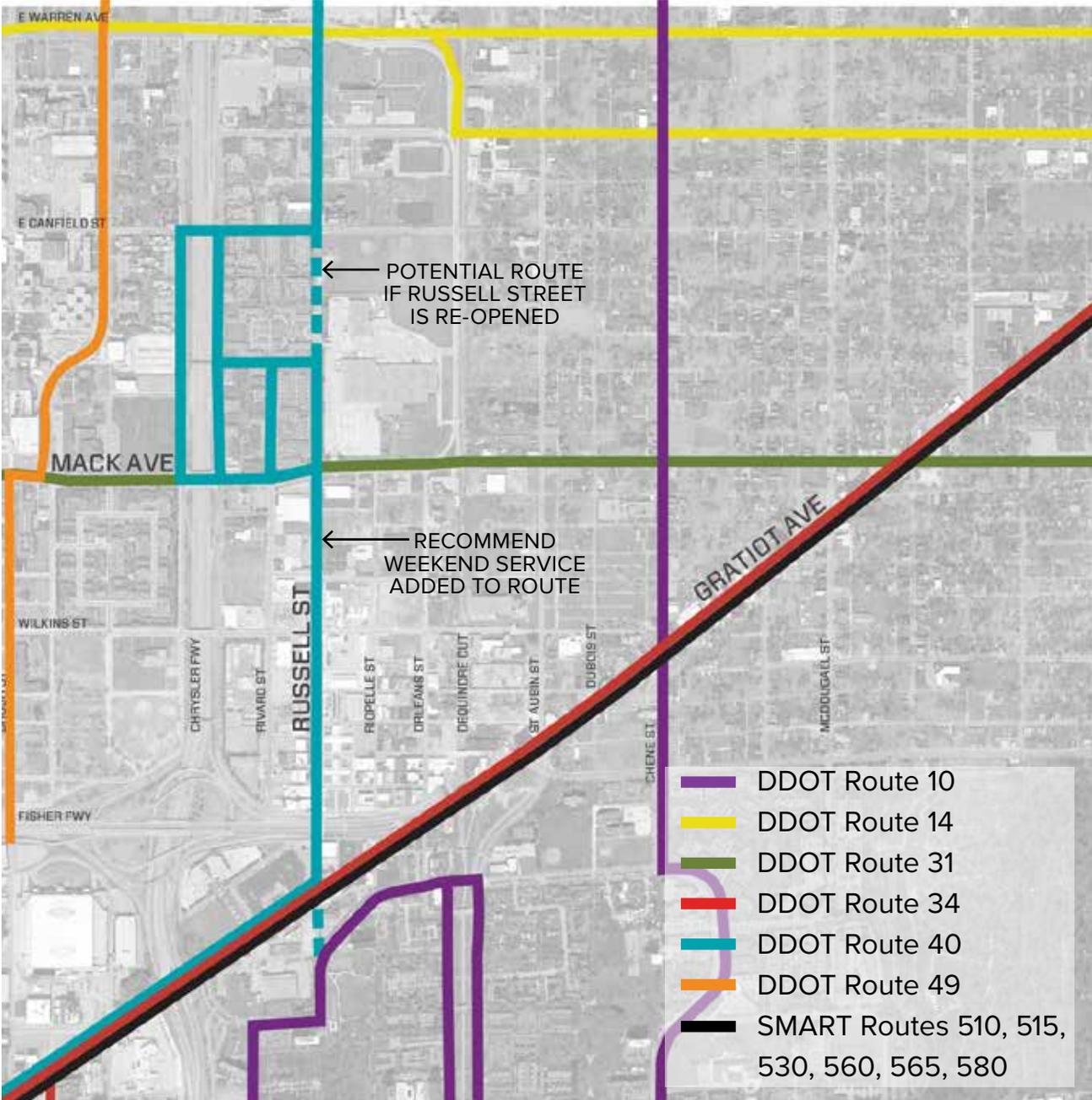
# PUBLIC MARKET

## RECOMMENDATIONS

### ADVOCATE FOR BETTER BUS SERVICE

Considering that 26% of Detroiters do not own a vehicle<sup>1</sup>, mass transit becomes a key tool to improve accessibility to healthy food and overall urban connectivity. Detroit Department of Transportation (DDOT) is the main bus-service provider in Detroit. DDOT's Route 31 along Mack, Route 34 along Gratiot, and Route 10 along Chene serve the Market District, but the frequency and scheduling of the current routes make public transportation an inconvenient way to travel to the District on Market days. Route 40 along Russell serves the Market sheds, but disappointingly, does not run on weekends. Eastern Market would benefit from DDOT adding a weekend service to Route 40. If Russell Street was re-opened at Canfield and/or Antietam, new bus options for bus routes would present themselves.

<sup>1</sup> University of Michigan Transportation Research Institute, 2014



# PUBLIC MARKET

## RECOMMENDATIONS

### IMPROVE REGIONAL CONNECTIVITY

The Regional Transit Authority of Southeast Michigan (RTA) is currently working on a series of planning initiatives referred to as Building Equitable Sustainable Transit (BEST): the overall master plan, Woodward Avenue, Michigan Avenue, and Gratiot Avenue are all being studied simultaneously. The Gratiot study is evaluating alternative transit options that will improve connections between Wayne and Macomb Counties along the 23 mile stretch of Gratiot (M3) from Downtown Detroit to downtown Mt. Clemens. The study area extends 1 mile in each direction along Gratiot, and encompasses the entirety of Eastern Market District. Whether the decision is made to have bus rapid transit, light rail, or another form of transportation, Eastern Market will be a key destination along the route. Destinations will be planned for transit users from Northeast Detroit, Eastpointe, Roseville, Clinton Township, and Mt. Clemens.

Recent sessions held in Shed 3 provided an opportunity for stakeholders to identify a potential Eastern Market stop location that might be developed if the referendum passes in November 2016. Gratiot bus rapid transit service will greatly improve access to the Eastside as well as Macomb County.



## Where Will Transit Be Placed?

BEST: Gratiot Avenue in Detroit

Existing



Side Running



Center Running (Left Lane)



Center Running (Median)



Image: Regional Transit Authority of Southeast Michigan

# PUBLIC MARKET

## RECOMMENDATIONS

### RECONNECT THE DISTRICT WITH SURROUNDING AREAS THROUGH FUTURE DEVELOPMENT

With efforts already underway to determine the best long term configuration to rebuild I-375, it's important to envision how this will affect Eastern Market District. Any major alteration to I-375 will impact future connectivity for customers between produce market (Sheds 2-6) and the meat market (Gratiot Central Market) as well as connections for freight trucking operations.

The design of the Gratiot Connector must be carefully planned because it has both the potential to better connect the divided markets or if improperly designed, could further isolate the Sheds from Gratiot Central Market. Bringing the freeway entry lanes up to grade could create a high-volume intersection at Russell Street and valuable, developable land (between the current Service Drives). However, it may also result in a difficult pedestrian condition.

Options for the Gratiot Connector will have positives and negatives for Eastern Market, but the most important way to measure each option is through the lens of connectivity: it is critical that the solution better connects the District with Lafayette Park, Elmwood Park, and Gratiot Avenue's major transit. Additionally, reconnecting the Sheds and Gratiot Central Market would significantly improve pedestrian circulation around the south end of the Market.

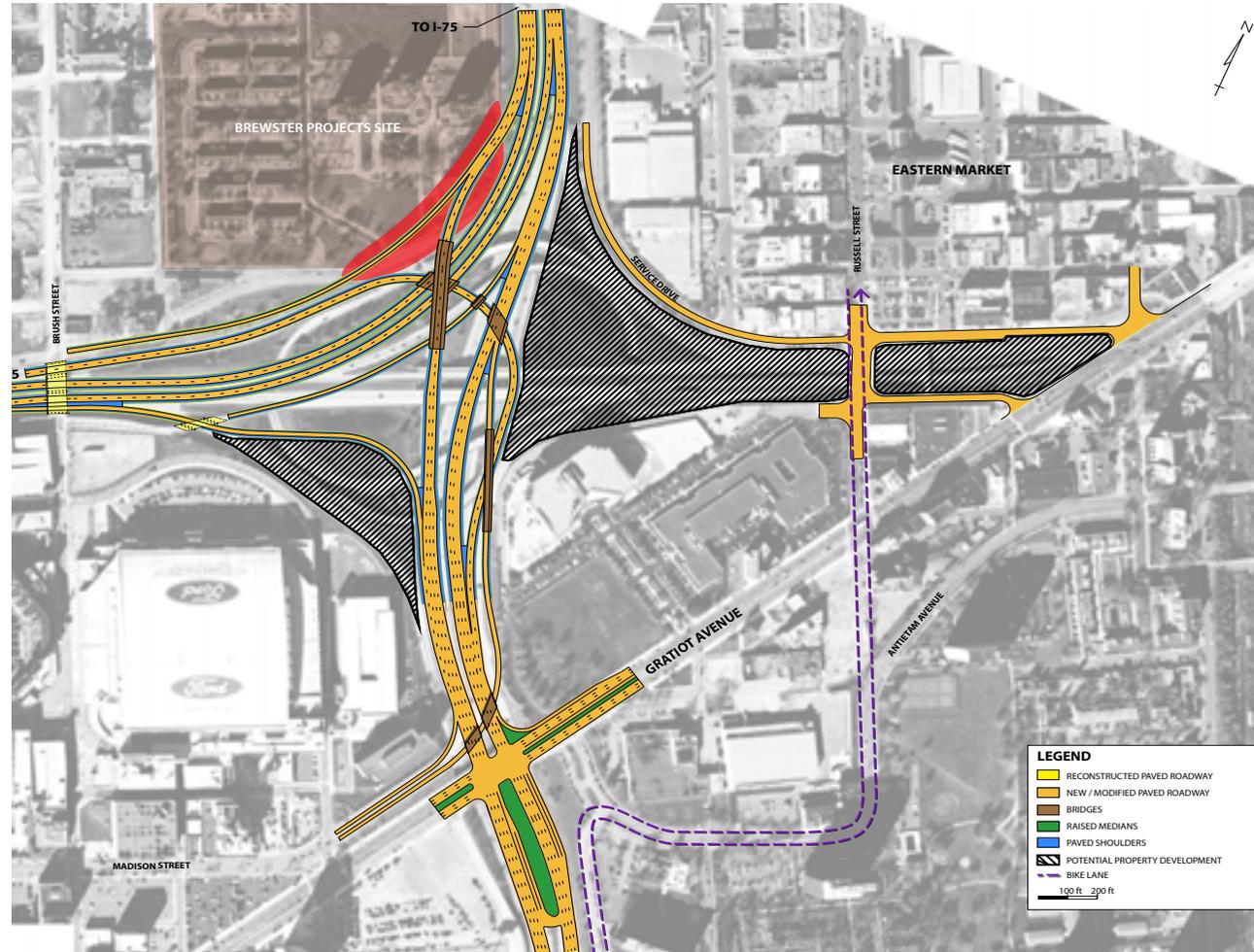


Image: City of Detroit Downtown Development Authority

# PUBLIC MARKET

## RECOMMENDATIONS

### RECONNECT THE PRODUCE AND MEAT MARKETS

Eastern Market District is interrupted by the Fisher Freeway, dividing the Sheds from Gratiot Central Market. This unfortunate divide is a major barrier to pedestrians entering the Market by foot or bicycle from the south. The only significant crossing is the Russell Street Bridge and a narrow pedestrian bridge that runs parallel. In both cases, the walk over the freeway is uncomfortable and creates an undesirable sense of exposure. The gap has created a distinct separation between the meat market along Gratiot and the wholesale and produce enterprises along Russell and Riopelle. Three options were investigated for creating a more compelling connection between Gratiot and the Market to the north.

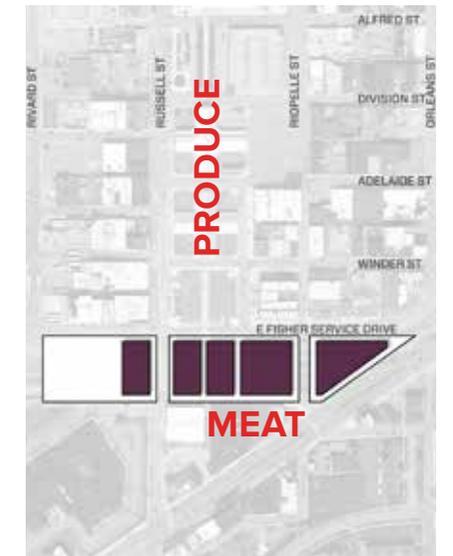
- Option 1 establishes a wide pedestrian bridge which aligns with the Main Line pedestrian traffic of the Market sheds permitting easier access at each end.
- Option 2 builds a cap over the freeway, creating land for new development, including a possible grand Market Hall shed that would continue the Main Line.
- Option 3 anticipates the eventual removal of the freeway connection. If this happens, a new Market shed could be built to connect the meat market and existing sheds, while incorporating an underground parking garage to serve Market traffic below.



Wider pedestrian bridge with porches at each end; aligned with sheds



Freeway cap with development on top



Freeway on-ramp filled in with development on top (long term)

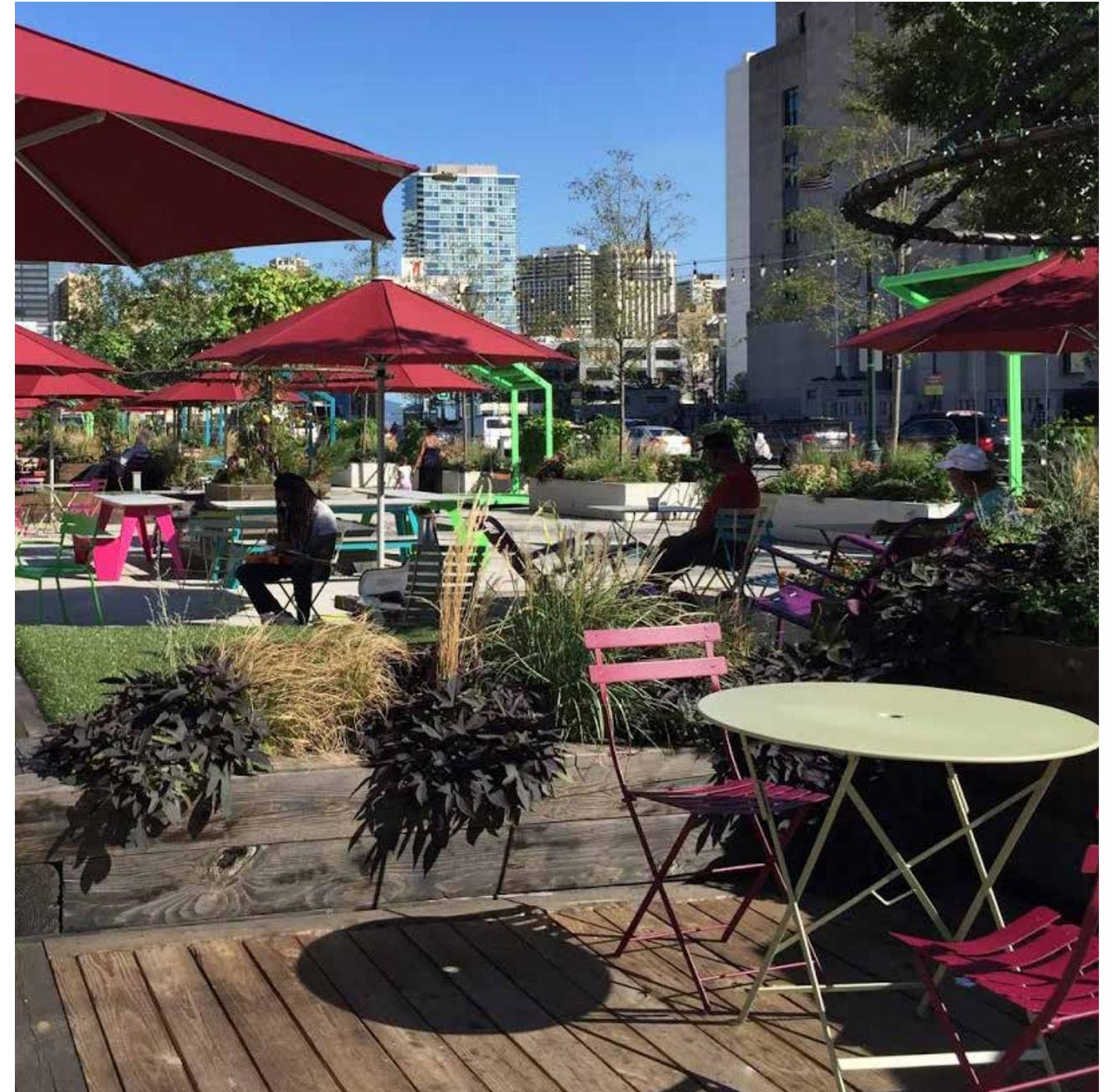
# PUBLIC MARKET

## RECOMMENDATIONS

### BUILD VITALITY DURING OFF-MARKET HOURS

During Market days, the Sheds are the center of energy and life within the District, with a wide array of vendors featuring the diverse goods of southeastern Michigan. The energy of the Market is infectious and spills over to adjacent streets, creating a vibrant scene of commerce during the Market's hours of operation. However, weekday activity in and around the Market is much more subdued and lacks the critical mass of visitors to supply the energy to adequately support surrounding businesses. In order to maintain a diverse neighborhood economy for the District, strategies to improve wayfinding, residential density, and connectivity have been developed to support the daily business economy.

In the near term, the "on and off" condition of the Market can be softened through the implementation of temporary public realm programming to bridge the gaps of activity throughout the week. It's important that the events program be advertised weekly, have cross-neighborhood appeal and be light weight enough that the burden of management does not become unreasonable. Examples proposed include using the parking garage for a drive-in theater, or a daily fitness program under Shed 2, or the already very successful tailgate events hosted by the Market.



# PUBLIC MARKET

## ADDITIONAL USES FOR PARKING GARAGE

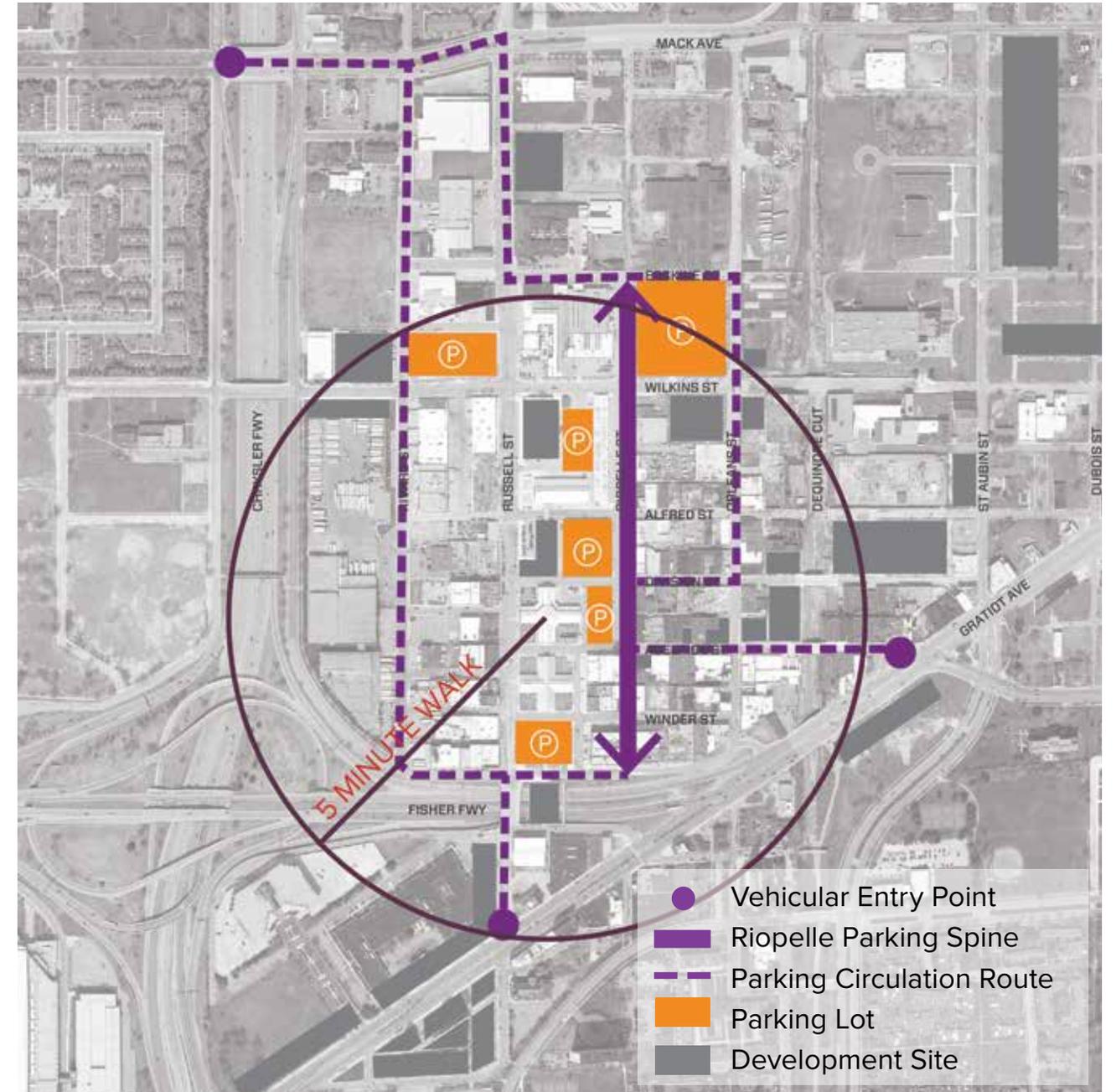


# PUBLIC MARKET

## RECOMMENDATIONS

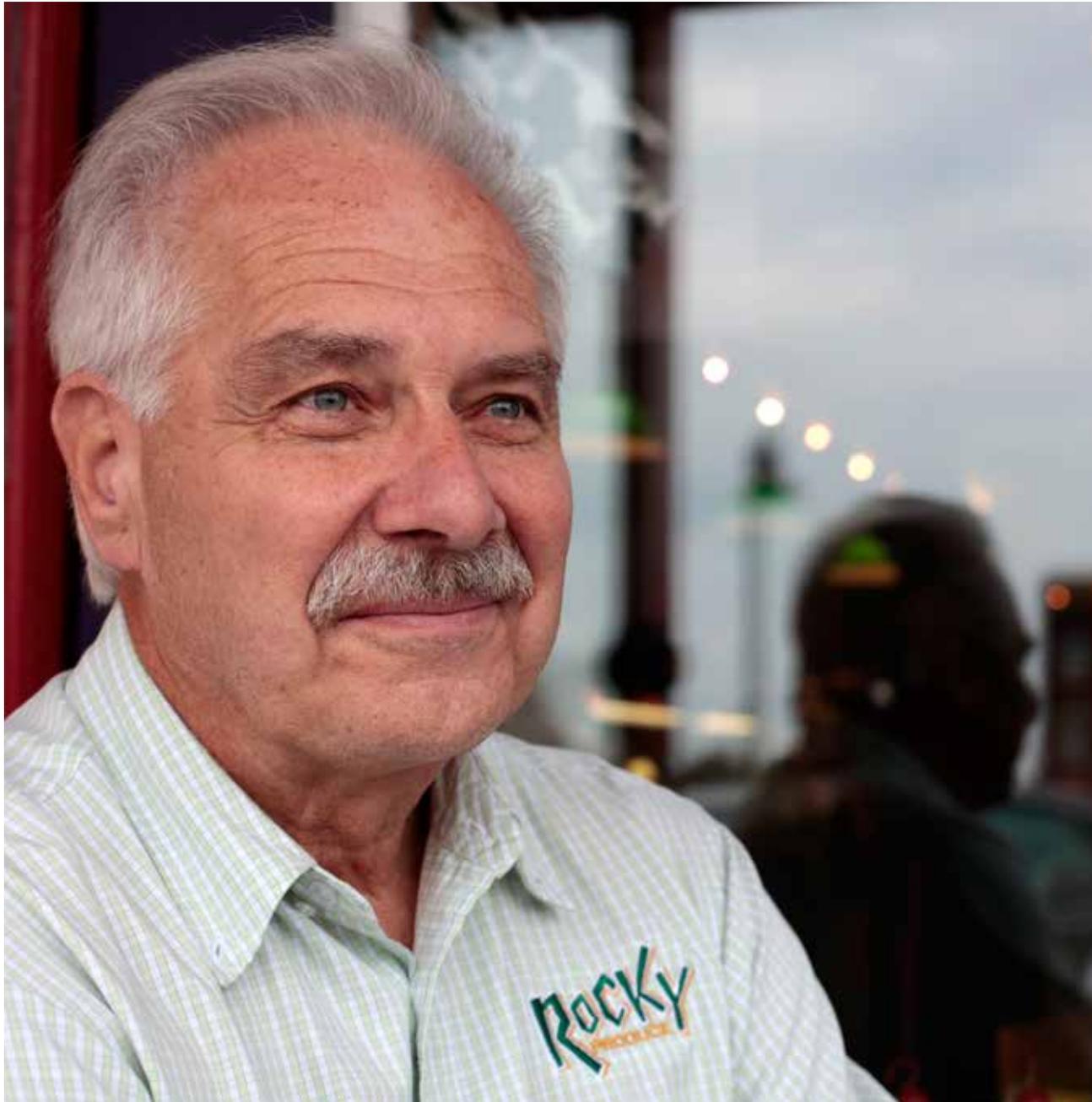
### DEVELOP PARKING LOOP

Driving to the Market today is a confusing, and sometimes frustrating, process. Parking lots are not easily accessible, and getting to a lot via car or on foot is complicated, as large crowds and vehicle movement are often in conflict. To clarify the parking process at Eastern Market, a parking loop concept has been developed with a clear parking spine along Riopelle Street. To support this plan, major entry points into the Market will feature parking signage and clear routes connecting drivers to Riopelle Street and the parking lots that flank it. When implemented, the parking loop will organize vehicular flow to minimize conflict with pedestrians so that the vehicular and pedestrian experience can become more harmonious.





FOOD INNOVATION ZONE



“I STARTED DEVELOPING  
RELATIONSHIPS WITH PEOPLE  
IN EASTERN MARKET AND THEY  
WON MY HEART OVER.”

Steve Walker, Rocky Produce

# FOOD INNOVATION ZONE

## THE PLACE

For Eastern Market's food industry to remain competitive and grow as a hub of living wage jobs, a concerted effort to assemble and prepare land for development as food based production, processing, and manufacturing must take place. The following development goals have been identified to develop a unique vision for food based business development.



# FOOD INNOVATION ZONE

## HIGHLIGHTS FROM WHAT WE HEARD

### IDENTITY

- Find a balance between legacy businesses and new businesses
- A lot of history, loyalty, tradition, and family

### INFRASTRUCTURE

- Expansion opportunities
- Inadequate infrastructure

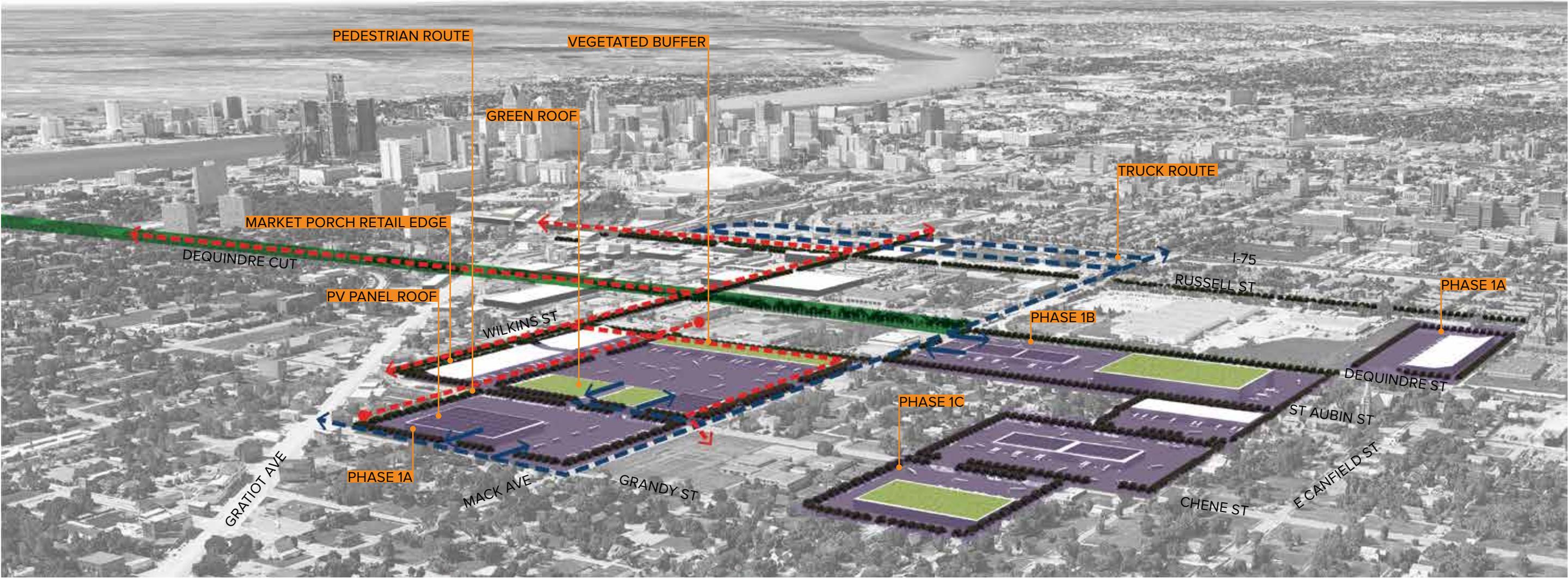
### BUSINESS SUPPORT

- Cooperation of companies in the area is key
- Support business growth
- Attract a diversity of players and businesses into the Market ecosystem



# FOOD INNOVATION ZONE

VIEW LOOKING SOUTHWEST TO DOWNTOWN

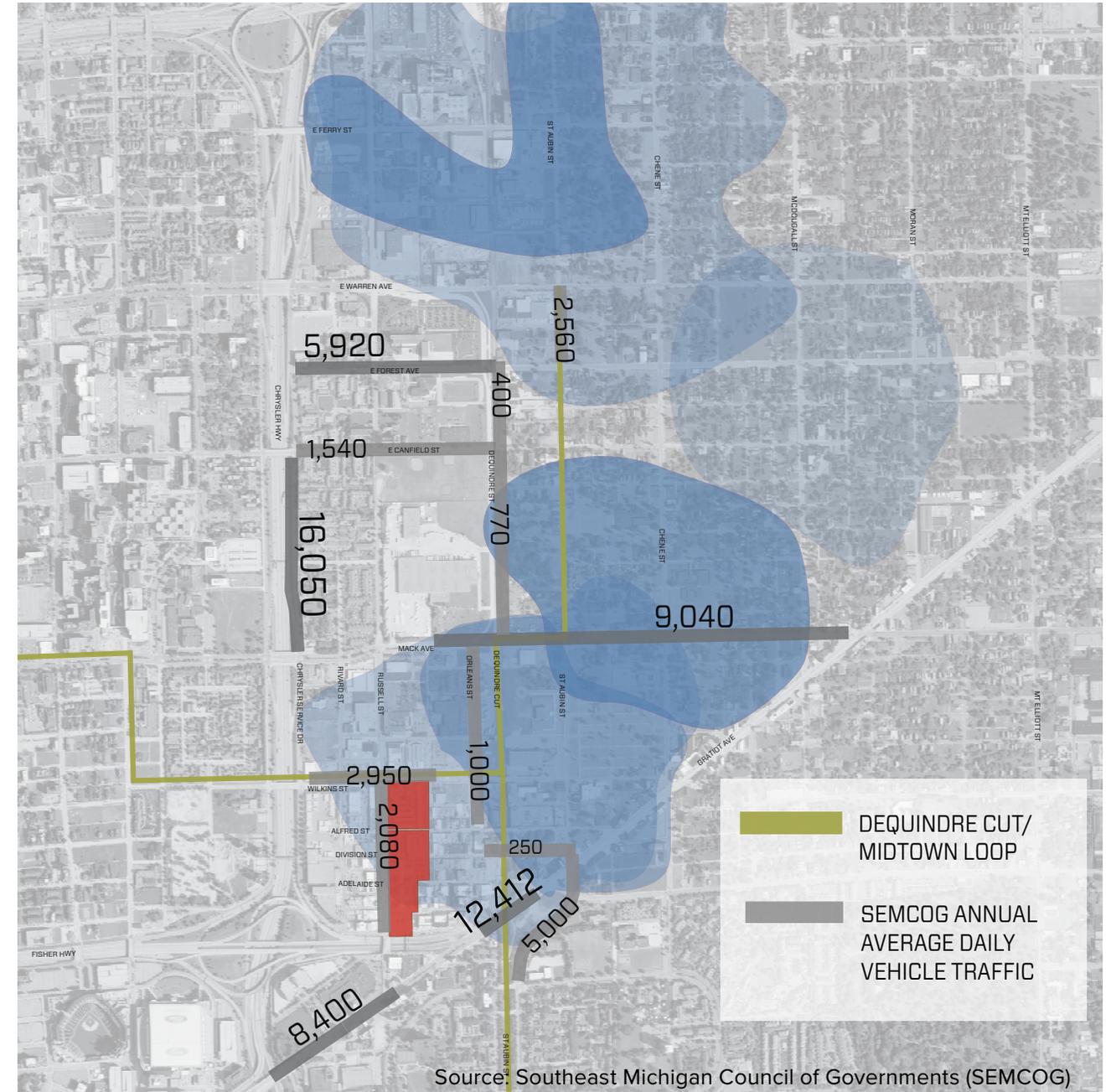


# FOOD INNOVATION ZONE

## RECOMMENDATIONS

### EXPAND TO AREAS SERVICED BY MAJOR ROADS

Transportation of food is a time sensitive business with both producers and processors relying on smooth supply chain connections, cold chain continuity, and efficient transportation routes. Most food is transported through a semi-truck trailer distribution system that relies heavily on access to freeways and the ability to quickly load and unload goods to processors, wholesalers, and other value-added food manufacturers. Today, many of these food businesses, particularly those dependent on frequent shipment and delivery, are operating in very tight and congested conditions. As a result, several businesses have expressed the need and intention to relocate to alternate sites that are less congested and have better access to major freeway corridors. With these concerns in mind, an analysis was conducted to identify expansion sites near the Market, factoring in land availability, proximity to Eastern Market, and regional transportation access.



Source: Southeast Michigan Council of Governments (SEMCOG)

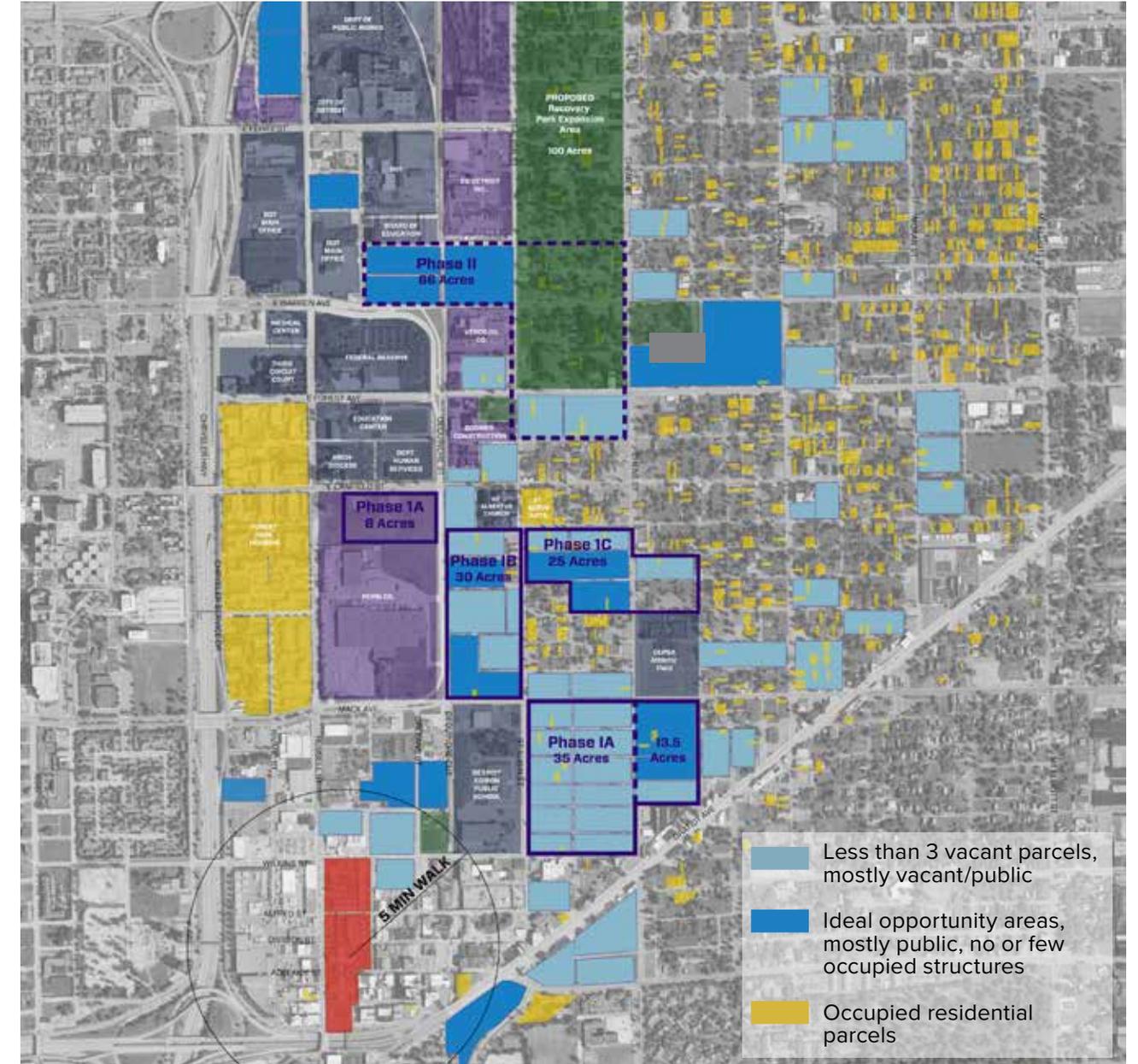
# FOOD INNOVATION ZONE

## RECOMMENDATIONS

### EXPANDED FOOD INDUSTRY SHOULD BE KEPT IN CLOSE PROXIMITY AND ALLOW FOR FUTURE EXPANSION

A site situated between Mack Avenue and Wilkins Street (titled Phase 1A on the adjoining map) was chosen as the preferred location to pilot a pattern for new industry growth. While the site location is preliminary, it meets many of the needs and opportunities that stakeholders have described. The proposed site will have direct access to both Mack Avenue and Gratiot Avenue, while maintaining a tight connection to the historic Market District. It is envisioned that a cluster of modern industrial buildings will be designed so that retail and offices will front Wilkins Street, and trucking operations will be contained in the center of the industrial site. Along St. Aubin Street, green and blue (stormwater management) landscaping will create a buffer between the Detroit Edison Public School Academy (DEPSA) and the new industrial site, and create a safe pedestrian route to the new DEPSA athletic field.

## FOOD INNOVATION ZONE PHASING STUDY



# FOOD INNOVATION ZONE

## RECOMMENDATIONS

### DESIGN PRINCIPLES FOR PHASE 1A

1. Accommodate four prototypical facilities in Food Innovation Zone.
2. Organize facility types within the Food Innovation Zone to match business needs and scale, and District urban design goals.
3. Design flexibility for phasing, expansions, and additional future demand.
4. Create truck access from Mack Avenue onto Chene Street.
5. Protect St. Aubin Street from truck traffic and negative impacts. Create a parking and landscaping strategy that will increase employment density and mitigate neighborhood impacts.
6. Establish visual and physical pedestrian/bike connections to Gratiot Avenue.
7. Establish Wilkins Street as a critical pedestrian/bike/bus connection to Eastern Market.
8. Support walk-to-work connection with future residential development via greenways and/or stormwater management retention areas.
9. Design for safety and security.

### PROTOTYPICAL FACILITIES

- TYPE A: Small-Batch Processing & Distribution (Lease; Retail Interface)  
Typical Unit: 4,000-8,000 SF
- TYPE B: Medium-Scale Processing & Distribution (Lease or Own)  
Typical Unit: 10,000 – 30,000 SF
- TYPE C: Large-Scale Processing & Distribution (Lease or Own)  
Typical Unit: 40,000 – 80,000 SF
- TYPE D: Regional Distribution & Logistics (Lease or Own)  
Typical Unit: Over 100,000 SF; Cross-dock facility

# FOOD INNOVATION ZONE

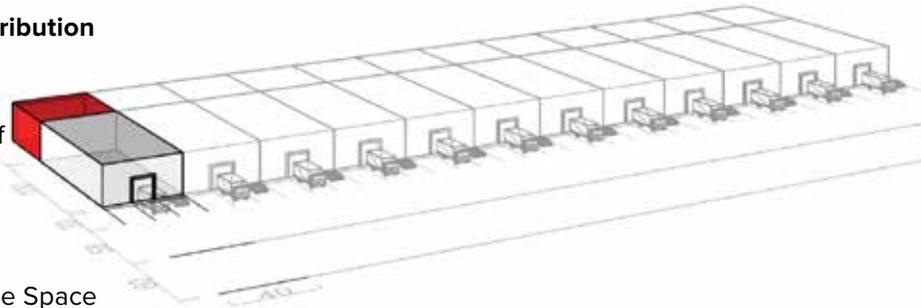
## RECOMMENDATIONS

## PROTOTYPICAL FACILITIES

### **BUILDING TYPE A:** **Modular Multi-Tenant** **Small Batch Processing & Distribution** (Lease)

Lot Area: 10,000 sf  
Building: 4,000-8,000 sf  
BTL Coverage: 60%

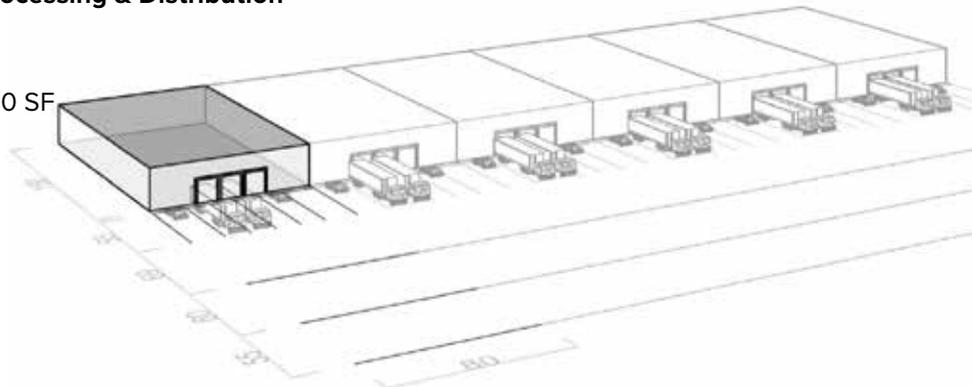
Parking Spaces: 2-8  
Loading Docks: 1  
Truck Size: 30'  
Retail Interface; 2nd Floor Office Space



### **BUILDING TYPE B:** **Modular Medium-Scale Processing & Distribution** (Lease or Own)

Lot area: 0.5 -1.5 Acres  
Building SF: 10,000-30,000 SF  
BTL Coverage: 40-50%

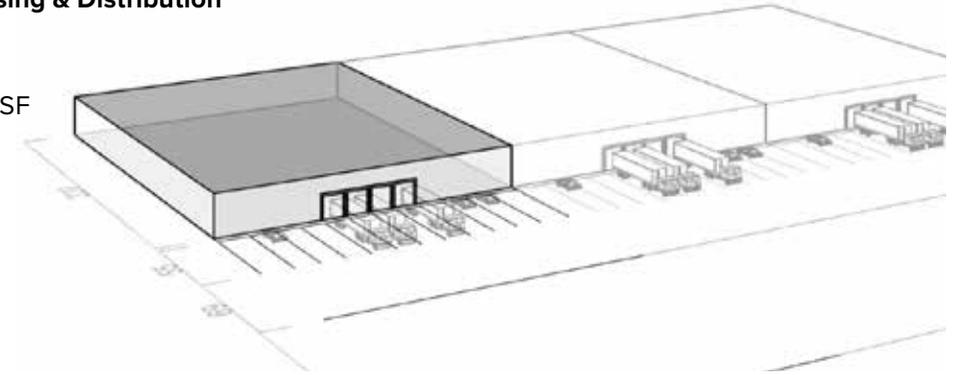
Parking spaces: 4-12  
Loading docks: 2-4  
Truck size: 55'  
2nd Floor Office Space



### **BUILDING TYPE C:** **Modular Large-Scale Processing & Distribution** (Leased or Tenant Owned)

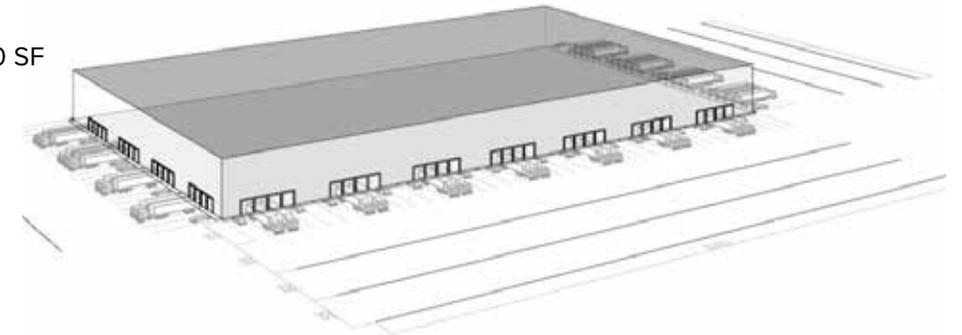
Lot area: 3-6 Acres  
Building SF: 40,000-80,000 SF  
BTL Coverage: 30-50%

Parking spaces: 10-45  
Loading docks: 4-8  
Truck size: 55'  
2nd Floor Office Space



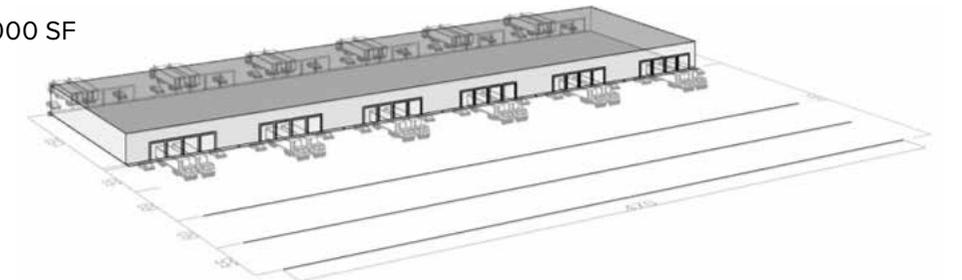
### **BUILDING TYPE D1:** **Regional Distribution & Logistics** (Leased or Tenant Owned)

Total Lot Area: 25 Acres  
Building SF: Over 100,000 SF  
BTL Coverage: 25%  
Loading Docks: 100+  
Truck size: 55'



### **BUILDING TYPE D2:** **Regional Distribution & Logistics** (Leased or Tenant Owned)

Cross-Dock Building SF: 70,000 SF



# FOOD INNOVATION ZONE

## RECOMMENDATIONS

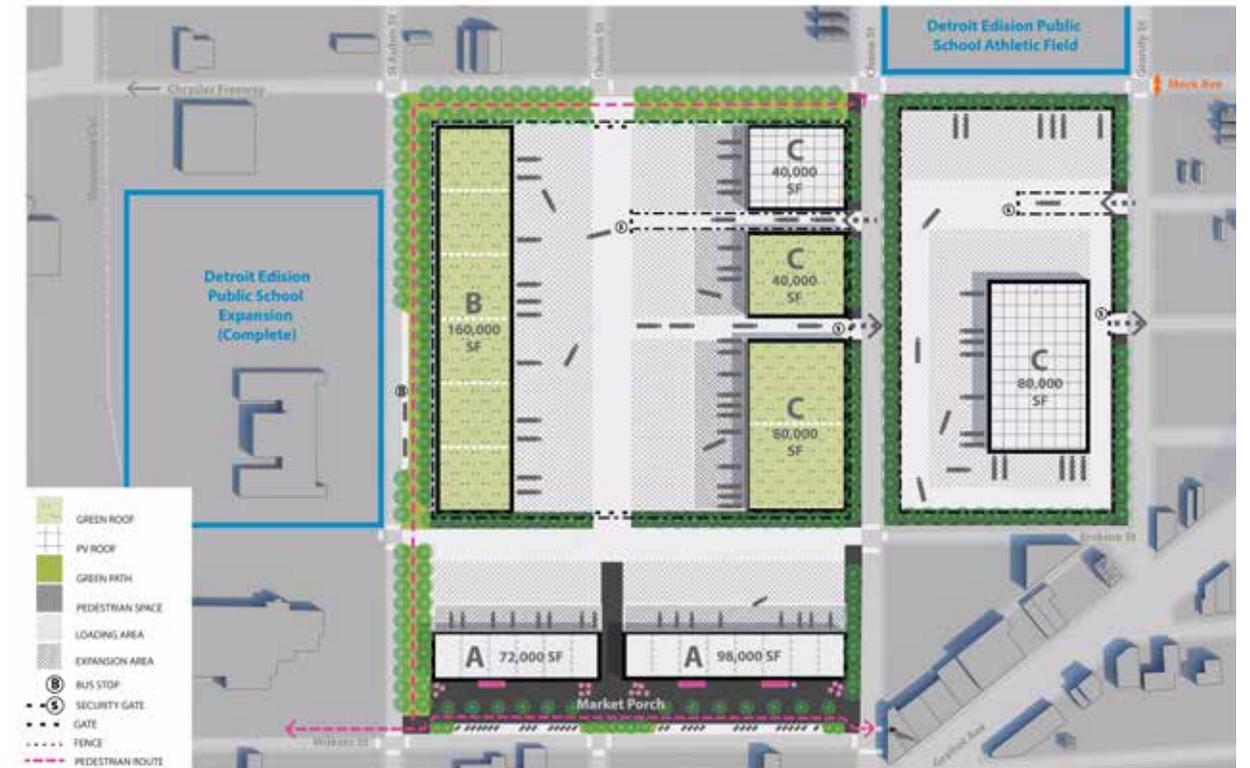
### BUILD IN ROOM TO EXPAND ON SITE

With Eastern Market's unique position as an incubator for all scales of food business, the Food Innovation Zone plan anticipates growth over time. These diagrams depict the ability to grow food businesses over time without sacrificing truck operations.



**PHASE 1B PLAN:**  
25 Acres  
Single Tenant

**PHASE 1A PLAN:**  
48.5 Acres  
Modular Multi-Tenant



# FOOD INNOVATION ZONE

## RECOMMENDATIONS

### BE A GOOD NEIGHBOR

In expanding Eastern Market into a largely vacant area, the goal is to use greenways to separate areas of employment from schools and residential development. Current urban development patterns put great distance between residential areas and employment centers, but the proposed co-location of live, work, play, and learn uses will celebrate the benefits of proximity. Retail, greenways, landscape buffers, and building entry locations can all be thoughtfully implemented in order to combine a neighborhood with thriving industry. A neighborhood environment that supports the density of food industry jobs is an innovative development model not only for Eastern Market, but other places as well.



# FOOD INNOVATION ZONE

## INDUSTRY LANDSCAPE BUFFERS



GREEN BUFFER ZONE AT INDUSTRIAL BUILDING

NEW STREET TREES

NEW INDUSTRY

GREEN STREET WITH BIOFILTRATION ZONES

NATIVE PLANTINGS AND RAIN GARDENS

BUFFERED PEDESTRIAN SIDEWALKS

DETROIT EDISON PUBLIC SCHOOL ACADEMY

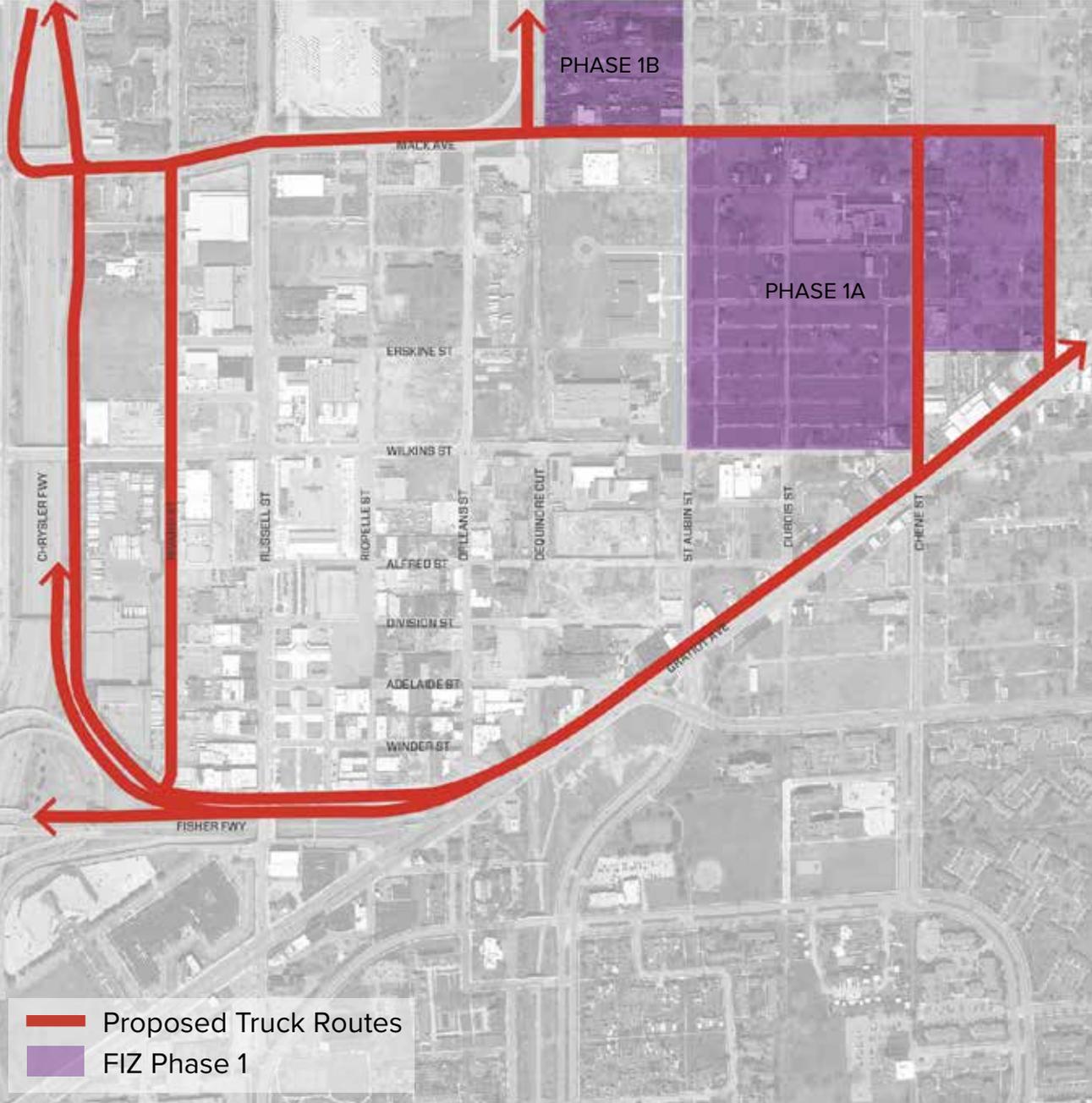
ST AUBIN ST

# FOOD INNOVATION ZONE

## RECOMMENDATIONS

### DEFINED TRUCK ROUTES

Currently, food industry freight traffic utilizes most of the streets in the Market District without prioritization. Streets such as Mack Avenue and Rivard Street are better suited for heavy truck use than narrower streets like Orleans Street and Adelaide Street. The tighter conditions create difficult maneuvering for truck drivers and can create an intimidating mix when paired with cars, bikes, and pedestrians. Establishing preferred truck routes based upon efficiency and proximity to a modern food distribution hub would allow for better, wider conditions for truck drivers as well as the opportunity to improve the interior District streets to grow retail business opportunities. As additional phases of the Food Innovation Zone are completed, Warren Street can become another key truck route, creating access to I-75 at two interchanges.



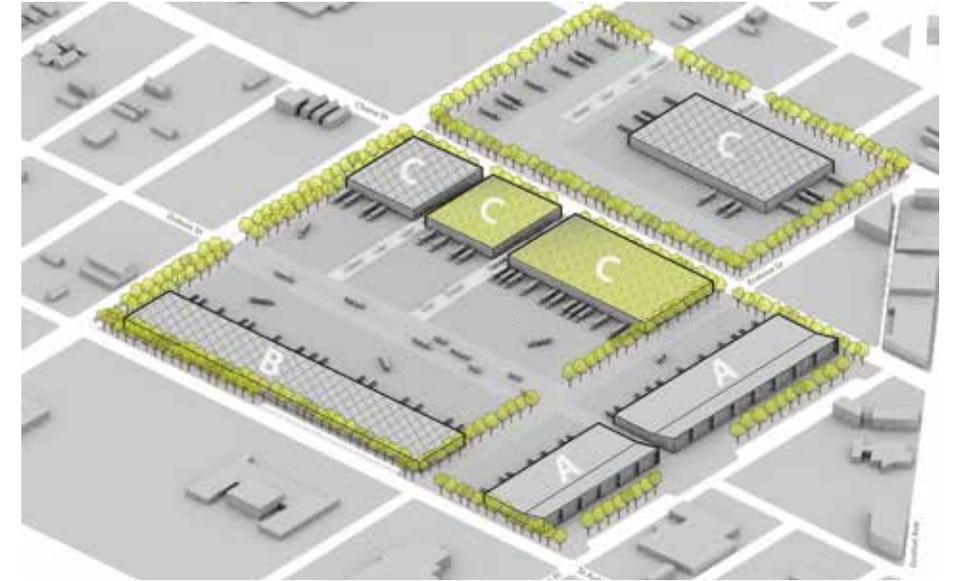
# FOOD INNOVATION ZONE

## RECOMMENDATIONS

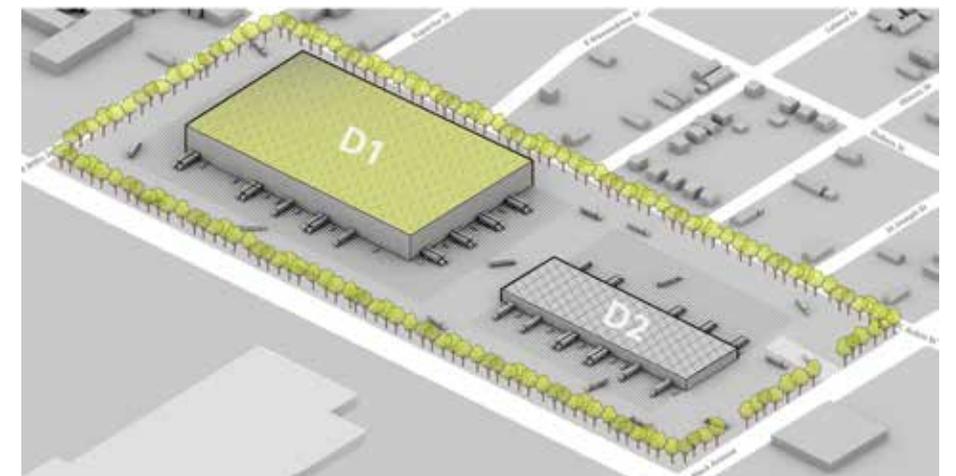
### BE GREEN

The next generation of industry looks forward to the future and holds the lessons of the past. Historically, industry was located in the heart of the city, and the journey between home and work was a trolley ride or short commute, if not walkable. Embedded in the vision of a growing food business hub is also a walkable district, with nearby affordable places to live and play. To achieve this vision, a green standard for new food industry investment must be established to minimize pollution and nuisance from truck traffic, and to manage the processing and disposal of industry waste and run off. While benchmarks have not been finalized, world class facilities may include the following: Pedestrian-friendly frontages along Wilkins Street and St. Aubin Street, zero stormwater runoff land development, co-location of services and workforce housing, waste and heat recovery infrastructure, green transportation standards for ground transport such as alternative fuel stations, no-idling policies at loading docks, low-emission fleet management, and optimized truck route planning.

**PHASE 1A:**  
48.5 Acres  
Modular Multi-Tenant



**PHASE 1B:**  
25.0 Acres  
Single Tenant



# FOOD INNOVATION ZONE

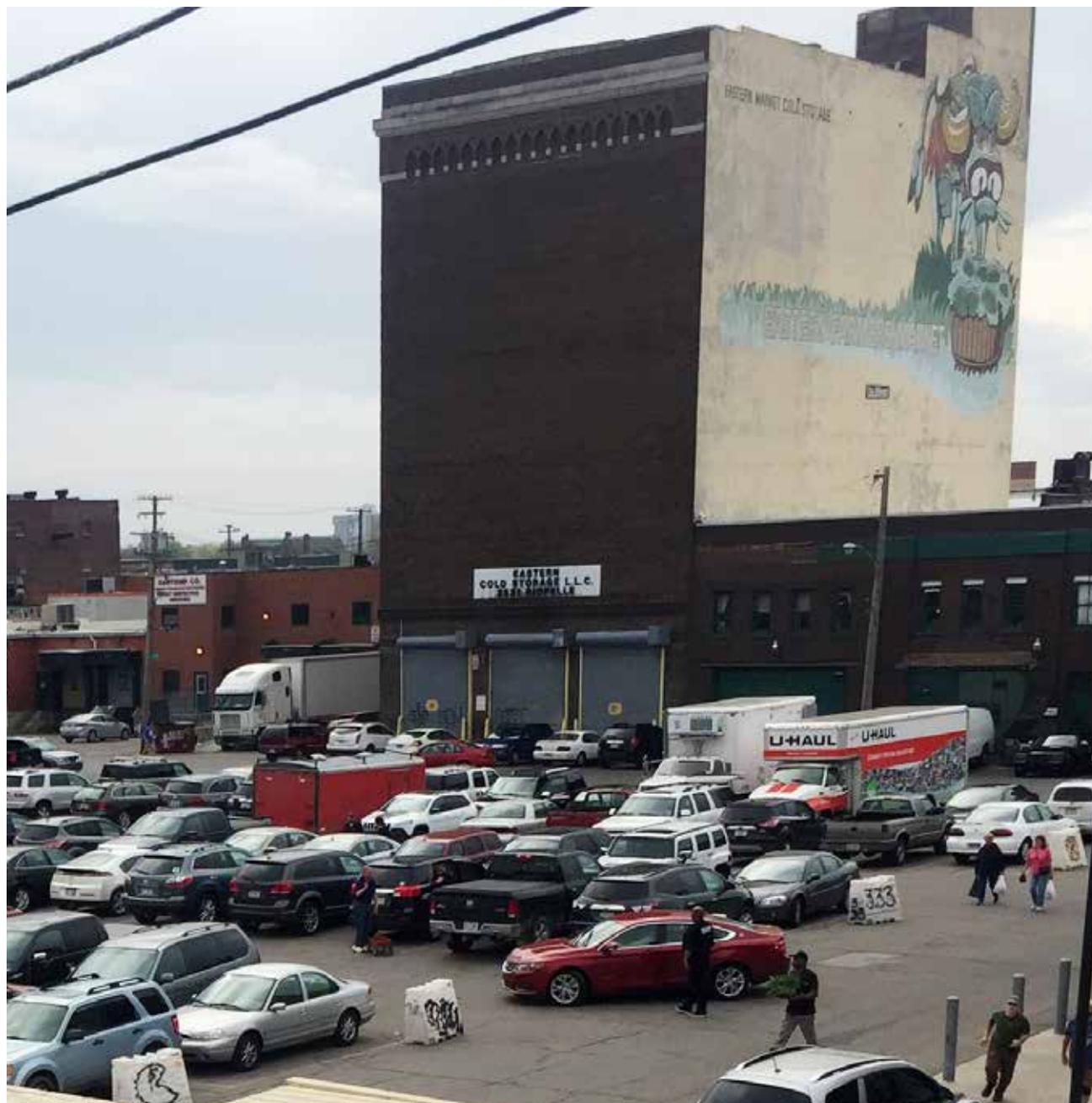
## RECOMMENDATIONS

### BUILD A DEDICATED WHOLESALE MARKET FACILITY

Implementation of the FDA's Food System Modernization Act provides that opportunity for two long-time competitors to join forces to help spur regional food system growth. Wholesale operations at Eastern Market utilize the same structures deployed for retail markets and community events. Sheds 3, 4, and 5 welcome wholesale buyers and sellers from July through November, but within the next five years, EMC plans to develop a dedicated wholesale market facility to ensure that food products entering the supply chain are not subject to contamination from other uses taking place in the Sheds. Meanwhile, the Detroit Produce Terminal across town on the south side of the city also faces the same food safety issues, as well as a lack of room to accommodate truck movements between the loading docks on the north side of the terminal, which back directly onto Fort Street. The current facility built in 1925 is outdated with truck loading limited by proximity to West Fort Street.

Developing a joint facility with EMC wholesale operators would help achieve economies of scale and simplify operations for food retail distributors that currently call on both wholesale markets. In late 2014, EMC hosted a JPMorgan Chase Detroit Service Corps Team that conducted focus groups whose preliminary analysis supported the idea of developing a consolidated facility for the region's produce distribution businesses. EMC has selected a consultant to make more specific recommendations regarding the size, location, cost, and economic performance of a new regional produce distribution center.





# FOOD INNOVATION ZONE

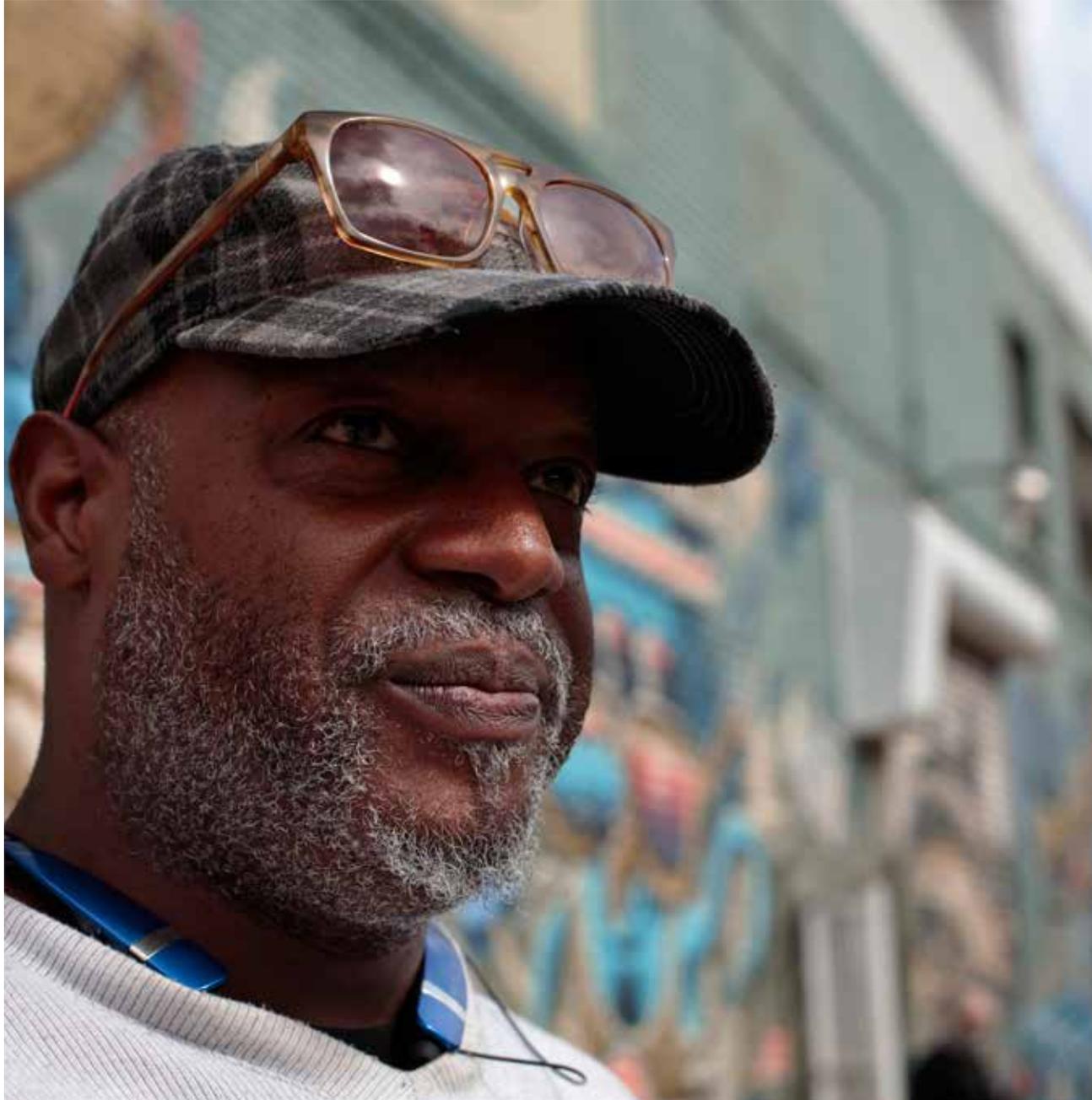
## RECOMMENDATIONS

### RELOCATE USDA INSPECTION SERVICES

The proposed relocation of the USDA inspection service to a new location north of Mack Avenue is an important component to improving traffic within the District. The inspection facility currently located at the intersection of Riopelle Street and Adelaide Street provides food safety inspection services for the numerous truck haulers that import food into the United States from various Detroit regional border crossings. The older warehouse fabric along Riopelle Street and Adelaide Street, however, does not provide an optimum environment for truck movements or efficient access to freeways. Relocating to an area within the Food Innovation Zone would permit better truck staging and a larger facility footprint. A more sizable facility would permit an expanded number of loading docks, thereby reducing truck wait times and congestion.



**DAILY BUSINESS**



“I’VE BEEN COMING HERE SINCE I WAS A LITTLE KID. MY FAMILY AND I SOMETIMES STILL GO TO CAPITAL POULTRY, BUY A CHICKEN AND HAVE IT DRESSED TO TAKE HOME AND COOK.”

Charlton Cartwright, Eastern Market shopper

# DAILY BUSINESS

## THE PLACE

The commercial fabric of the District is mostly located on Russell Street and Market Street directly adjacent to the Market sheds. In the last five years, new commercial businesses have begun to spread further from the Market core, centered on Riopelle Street, Winder Street, and the Gratiot Avenue corridor. These non-food commercial uses are gradually replacing vacated wholesale and warehouse businesses that are no longer viable at the scale provided by the historic building fabric; they need bigger yards, modern loading docks, and energy efficient buildings. This shift from food based industry to commercial use presents both a dilemma and an opportunity. New commercial and residential investment in these historic buildings will add more amenities and customers to the Market, but maintaining the District identity must be a priority.



# DAILY BUSINESS

## HIGHLIGHTS FROM WHAT WE HEARD

### IDENTITY

- Maintain working Market/food district
- Should exemplify food, fairness, and sustainability

### CIRCULATION

- Find a balance between walkability and auto traffic
- Provide more information; wayfinding
- Control traffic patterns

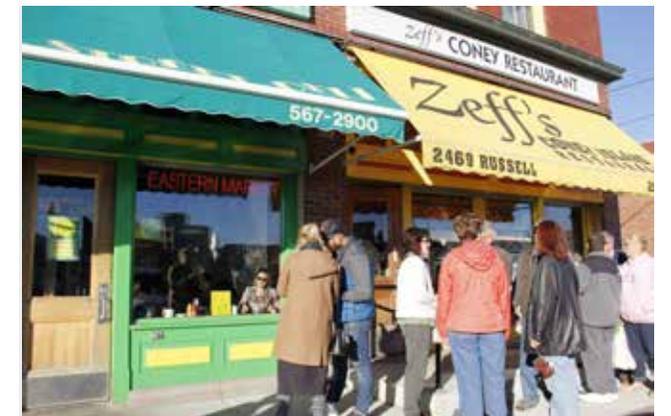


### BUSINESS SUPPORT

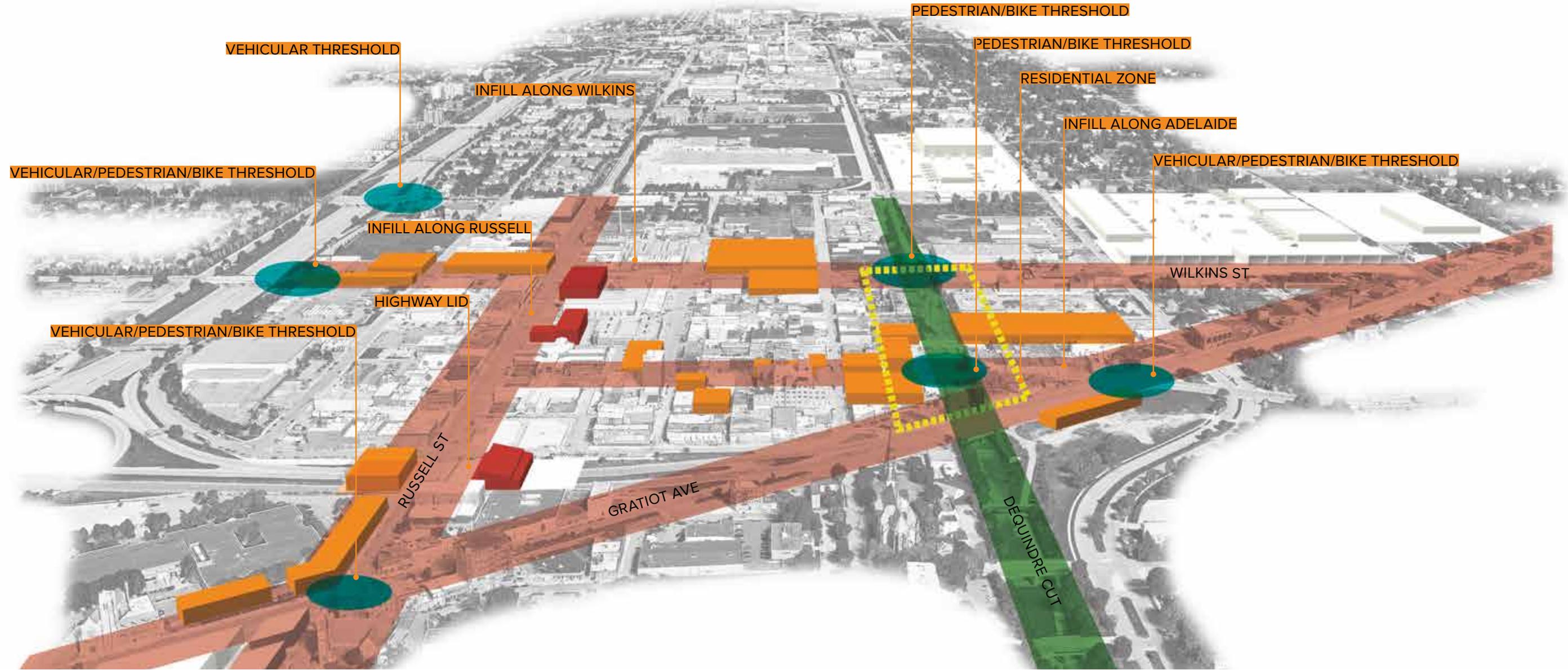
- Increase awareness of retail open during the week
- Accessible and diverse on all days of the week
- Make policies to avoid gentrification

### INFRASTRUCTURE

- Parking, lighting, safety, wayfinding



# DAILY BUSINESS

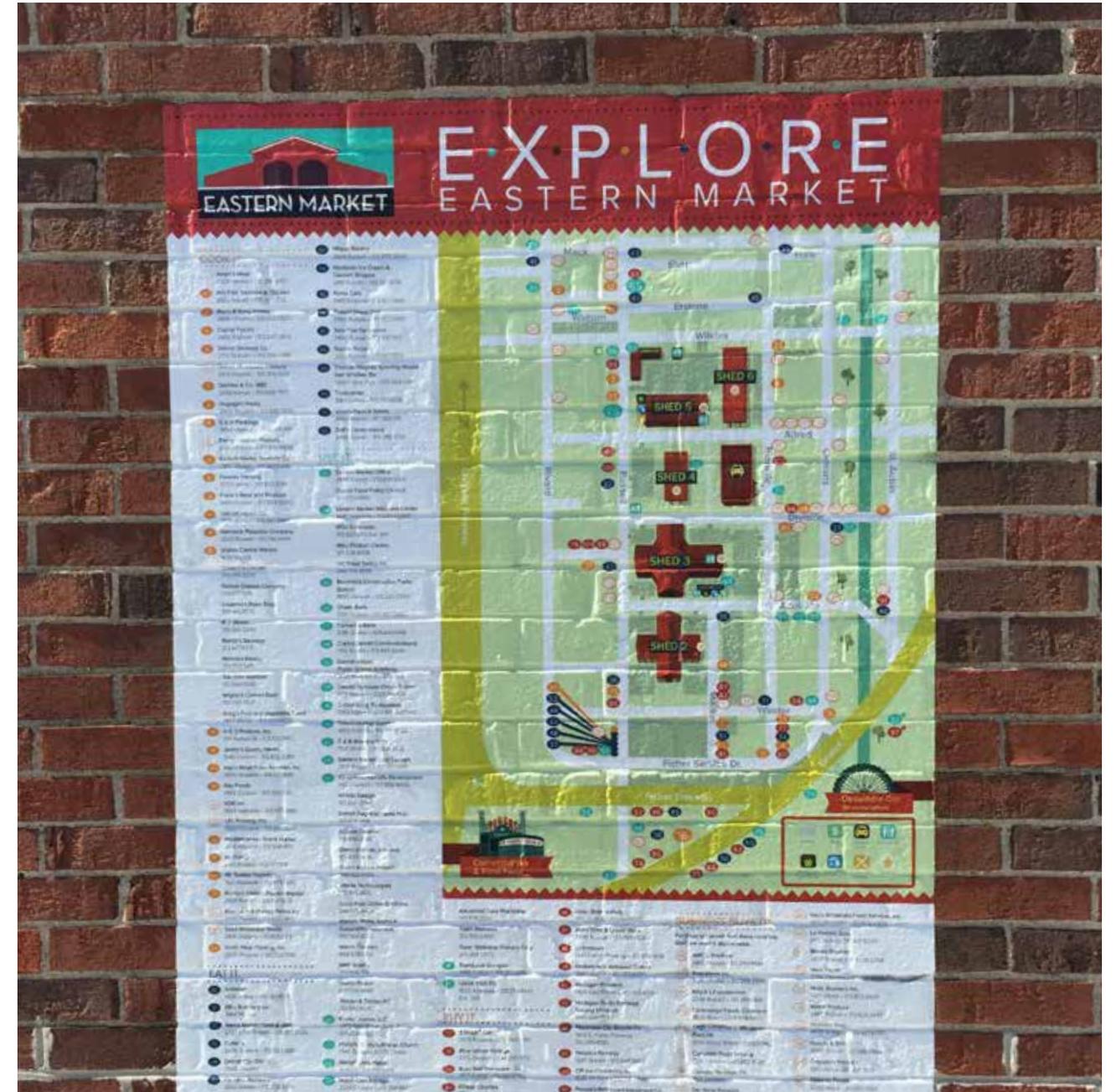


# DAILY BUSINESS

## ALIGNMENT WITH EMC MISSION

The proposed development goals allow a mix of uses within the District from Russell Street to the west and St. Aubin Street to the east and bounded by Wilkins Street to the north and Napoleon Street to the south, parallel to the Fisher Freeway. This mix of uses will be governed by the following principles:

1. Protect working food district character.
2. Promote independent enterprise.
3. New development should increase density and infill within the District.
4. Residential development should be encouraged along Dequindre Cut and Gratiot Avenue with a significant percentage of workforce housing.
5. New development projects should promote connectivity and remain pedestrian focused within the District.



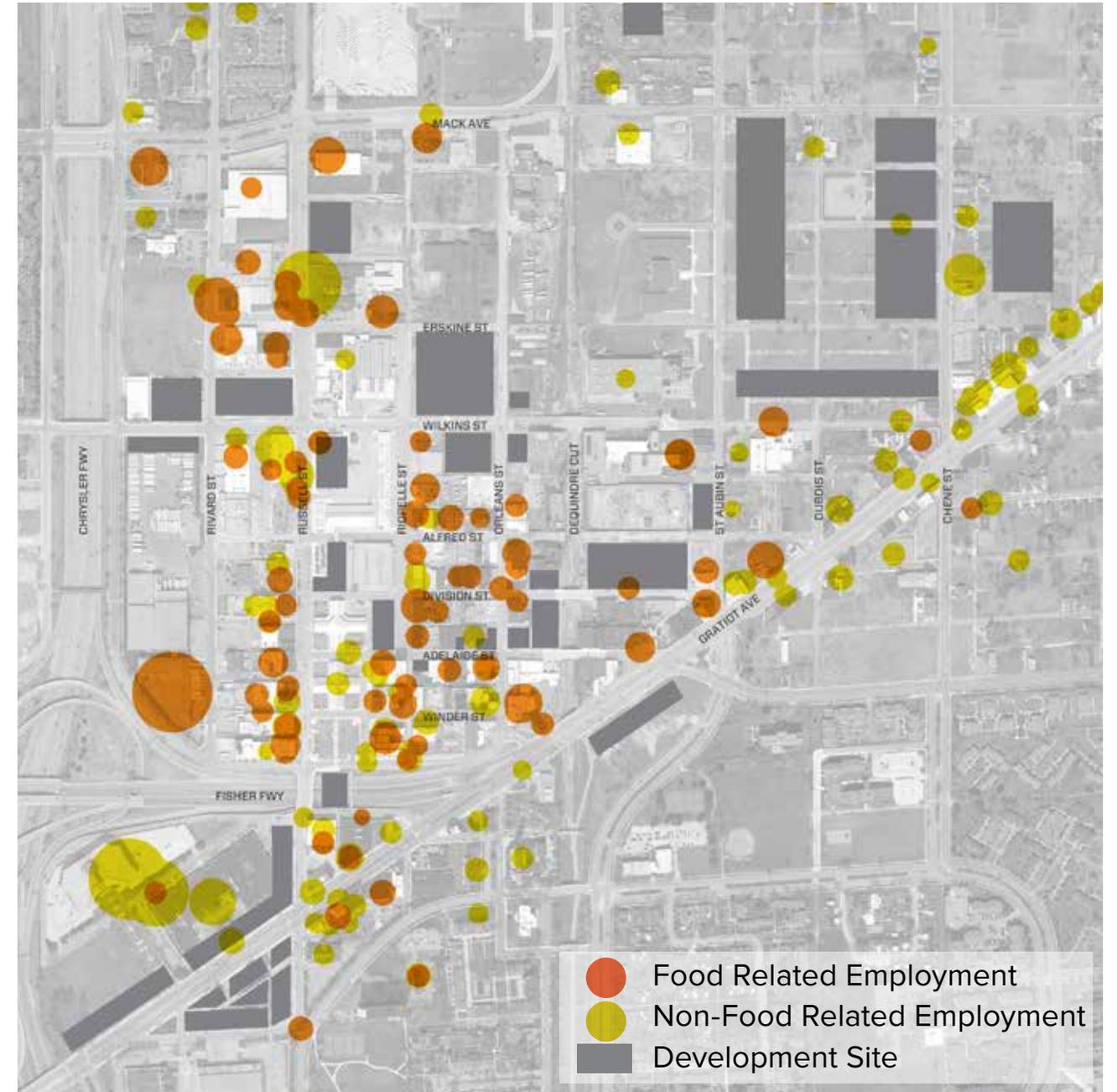
# DAILY BUSINESS

## RECOMMENDATIONS

### DEVELOP REAL ESTATE MARKET TOOLS TO FOSTER DIVERSITY AND PROMOTE DEVELOPMENT EQUITY

New business start-ups and expanding businesses need tools to evaluate the feasibility of new business opportunities. Eastern Market is dedicated to supporting and growing businesses and development that fosters the food identity and makes the District welcoming to all. EMC employs real estate development tools to foster diversity and promote equity in three ways:

1. Provide financially attainable space for edgy new businesses and/or traditionally marginalized groups that may need low cost space to test concepts.
2. Expand the number of living wage jobs in the district through support of food industry.
3. Reduce operations and maintenance burdens to area businesses through District maintenance programs.



# DAILY BUSINESS

## RECOMMENDATIONS

Tools for fostering development equity:

1. Establish a community-based development subsidiary to further economic development, education, community organizing, real estate development, micro-lending, and small scale financing support for food and other entrepreneurs.
2. Develop Live/Work projects that provide affordability.
3. Expand incubator spaces for entrepreneurs.
4. Initiate large scale job creation projects including: Regional Wholesale Food Terminal, Food Innovation Zone, and participation in HUD Choice Neighborhood Partnership.
5. Provide stormwater management planning, design and construction assistance to reduce cost burdens from DPSW stormwater fees.
6. Advocate for zoning changes that will be designed to prevent undesirable loss of food businesses through gentrification and promote food focused development.

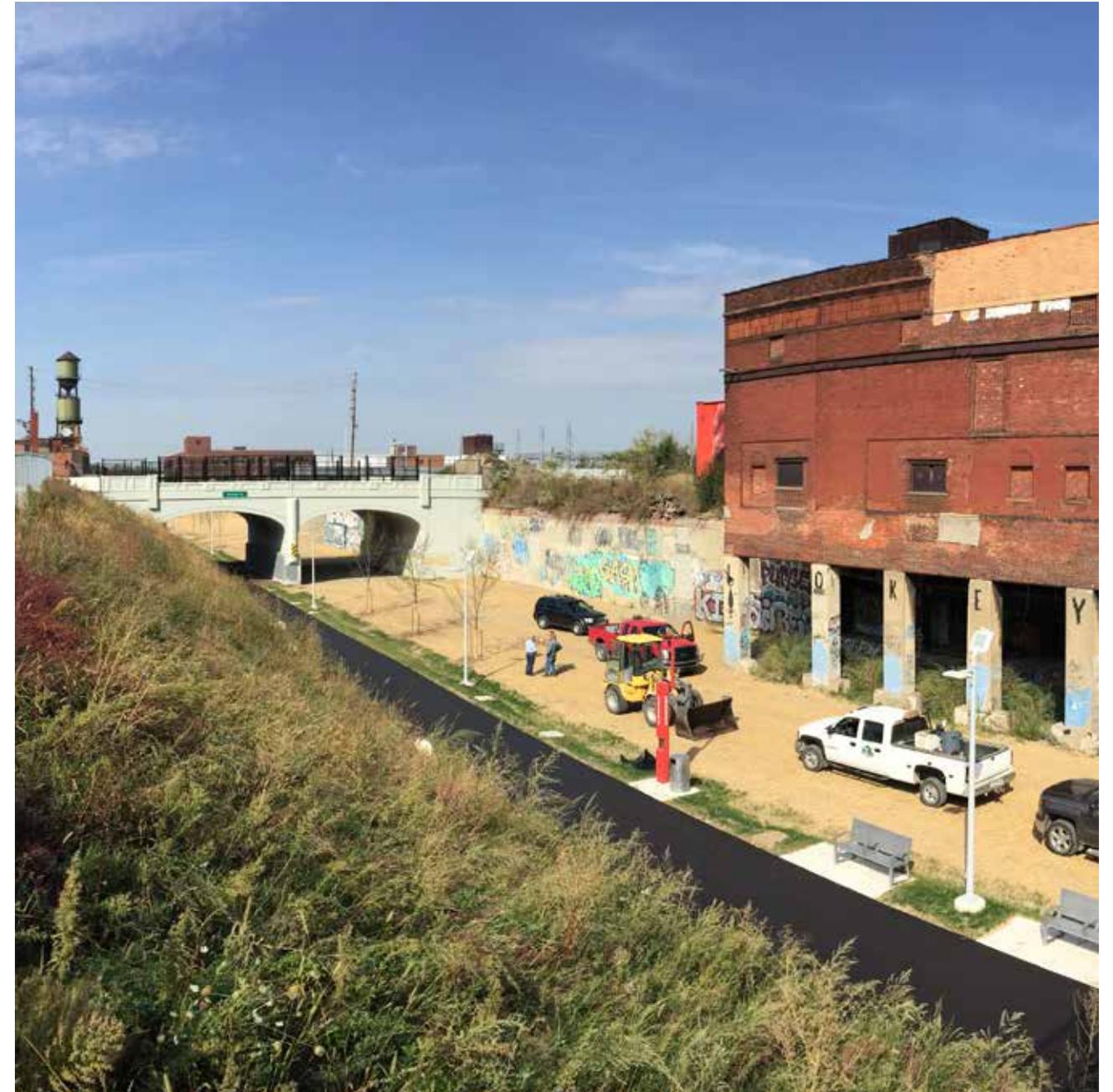


# DAILY BUSINESS

## RECOMMENDATIONS

### ACTIVATE GREENWAYS WITH CONTINUOUS RETAIL FRONTAGE

A lively and safe set of greenways requires more than just a place to walk or bike; it requires destinations and connections to places along the way. The Link Detroit greenways project along the Dequindre Cut and Wilkins Street demonstrates this opportunity along with the development of an integrated non-motorized transportation system connecting multiple destinations, improving vehicular connectivity of the Market District to other Eastside Detroit neighborhoods, and improving pedestrian amenities in the Market District to improve the sense of place. To capitalize on these investments, development of adjacent properties to achieve more compelling streets with continuous retail frontage is key. Implementation, however, remains in progress, particularly along Wilkins Street, which lacks significant retail frontage. Further, the Dequindre corridor could be improved by developing adjacent structures and by adding new access points between Wilkins Street and Gratiot Avenue to increase pedestrian traffic flow between the Dequindre Cut and the Market District.



# DAILY BUSINESS

## RECOMMENDATIONS

### DEVELOP DEQUINDRE CUT LIVE/WORK SPACES

Historically, Dequindre Cut rail corridor was at the heart of the wholesale meat and produce industry as the loading and unloading of livestock and produce came from the rail system. Now, the rail has long since disappeared and has been replaced with a new greenway connecting the District to Detroit's Riverfront to the South. Along the Eastern Market District, the buildings that once stood over the rail cut have fallen into disrepair and are no longer best suited for food industry operations. In order to take full advantage of the improved linkage offered by the greenway system, connecting the Dequindre Cut to the heart of the District should happen at Adelaide, Division, and Wilkins Streets. Partitioning the existing buildings along the Dequindre Cut from Gratiot to Wilkins should be encouraged with residential and retail uses taking advantage of Dequindre Cut access to provide distinctive live/work spaces while wholesale and processing activities continue in those portions of the buildings adjacent to street frontage. Extension of the greenway to Mack Avenue provides the spine for a new residential neighborhood built in blocks east of the Cut, utilizing the Food Innovation Zone and Detroit Edison Public School Academy (DEPSA) as important anchors.





# DAILY BUSINESS

## RECOMMENDATIONS

### EAST GATEWAY PROJECT

The former location of Joe Muer's seafood restaurant, the large parcel of land bounded by Gratiot Avenue, Vernor Highway, St Aubin Street, and the Dequindre Cut, is an important future development site. With its potential to extend a walking friendly streetside to Gratiot and its prominent location at the intersection of Adelaide Street it can help develop an eastern gateway to the District. The balancing act of finding the right development and program for the 4 acre site must also satisfy the needs of the many stakeholders of Eastern Market and the residents of Elmwood and Lafayette Park. Development will need to be a carefully planned, transparent process in order to build consensus among stakeholders.

In the long term, any development on the parcel would benefit from a residential component with commercial facing Gratiot Avenue. Ideally, the commercial space will be food-focused in order to reinforce Eastern Market District's presence along the corridor and serve as an amenity for the adjacent neighborhoods.

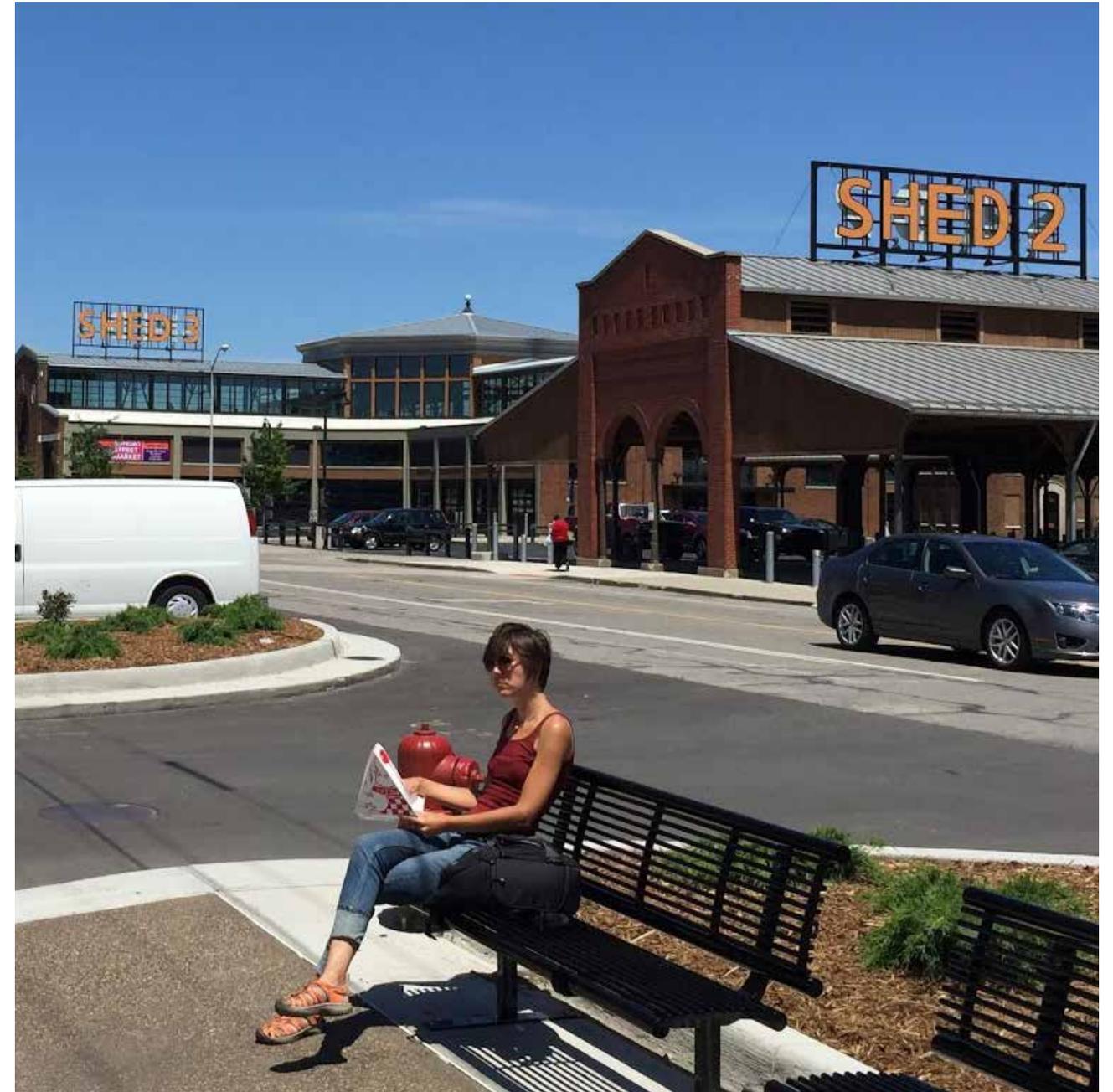
# DAILY BUSINESS

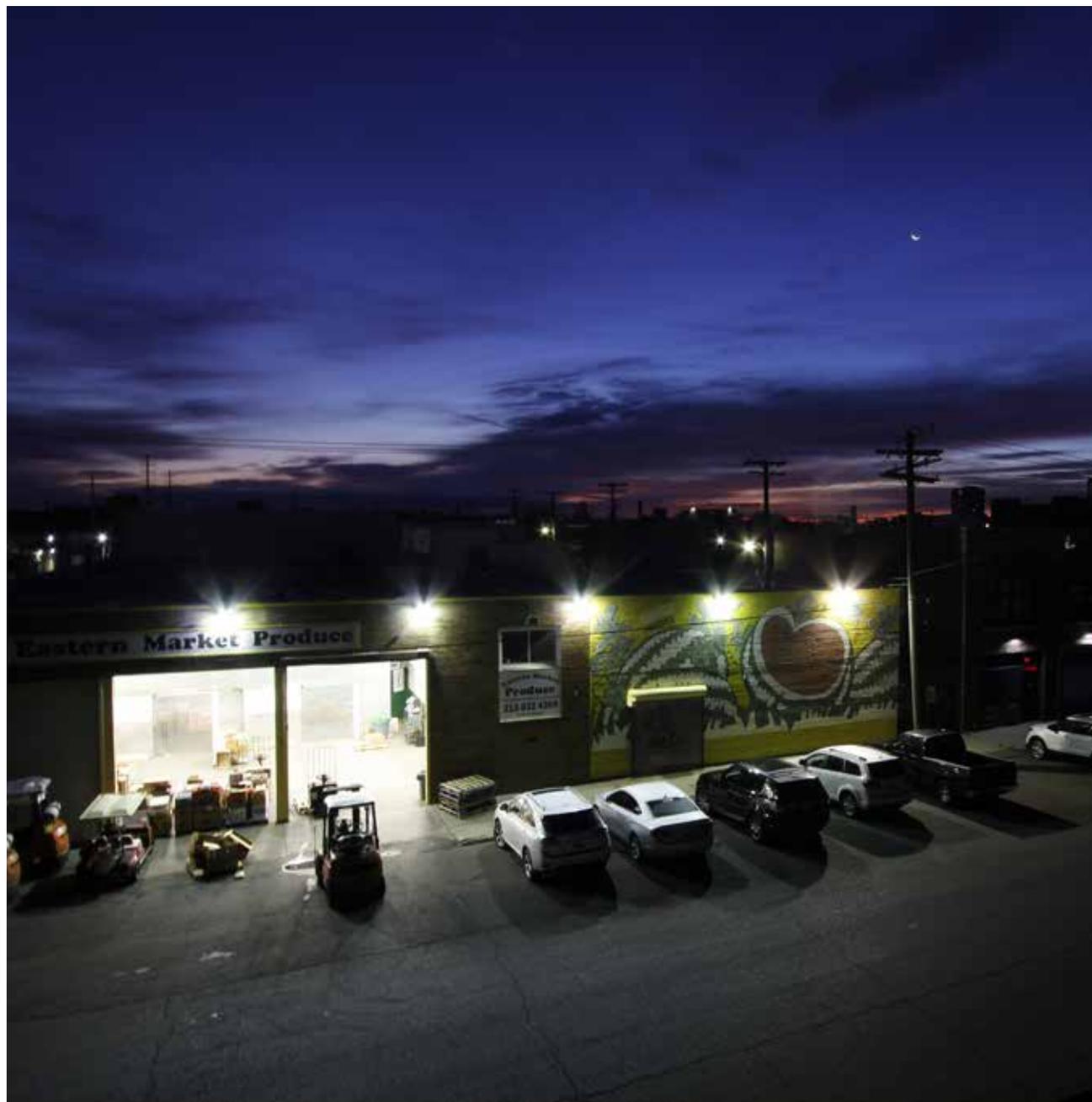
## RECOMMENDATIONS

### EXPAND AND CONTINUE BUSINESS IMPROVEMENT INITIATIVES

EMC is an active steward of the business environment, making the District appealing and accessible to customers and reducing the burden of business operations through improvements to streets, landscape, and parking. EMC has led projects to improve sidewalks and add lighting along Russell and Market Street, has added improved parking lots adjacent to businesses on Russell Street and Market Street, and has also made important connections to nearby Lafayette Park and Brush Park neighborhoods. The high profile Link Detroit project is a signature example, with its attractive pedestrian connections to Russell Street and into the Dequindre Cut.

EMC maintains an on-line and physical directory of businesses throughout the district. This directory can be found in several locations in the District along Russell Street and on the Market Campus. Design improvements have also happened at the individual business level through the facade improvement program, micro-lending for equipment, and shop space. These grants have helped business and property owners in the Eastern Market District upgrade and improve the appearance, functionality, and profitability of their businesses. EMC has also proposed a green infrastructure program to Detroit Water and Sewerage Department (DWSD) to reduce stormwater fees in the district by capturing and managing stormwater on-site.





# DAILY BUSINESS

## RECOMMENDATIONS

### PROMOTE PUBLIC SAFETY

Public safety in the District is a perennial concern. In recent years, EMC has increased its role in supplementing efforts by Detroit Police Department and area private security services by adding dedicated staff and security cameras. To further these efforts, future consideration should be given to implementing a Crime Prevention Through Environmental Design program, or CPTED. Simply put, CPTED is a strategy that seeks to increase public safety by considering environmental conditions. Areas that are poorly lit or look abandoned, for example, offer opportunity for crime and undesirable behavior. CPTED advocates design factors such as creating clear site lines, setting up controls for buildings and parking lots, and providing sufficient lighting so people can observe their surroundings. Most importantly, CPTED seeks to create a public environment with “eyes on the street” in order to discourage crime. Fortunately, many design factors that create strong retail environments also increase public safety.

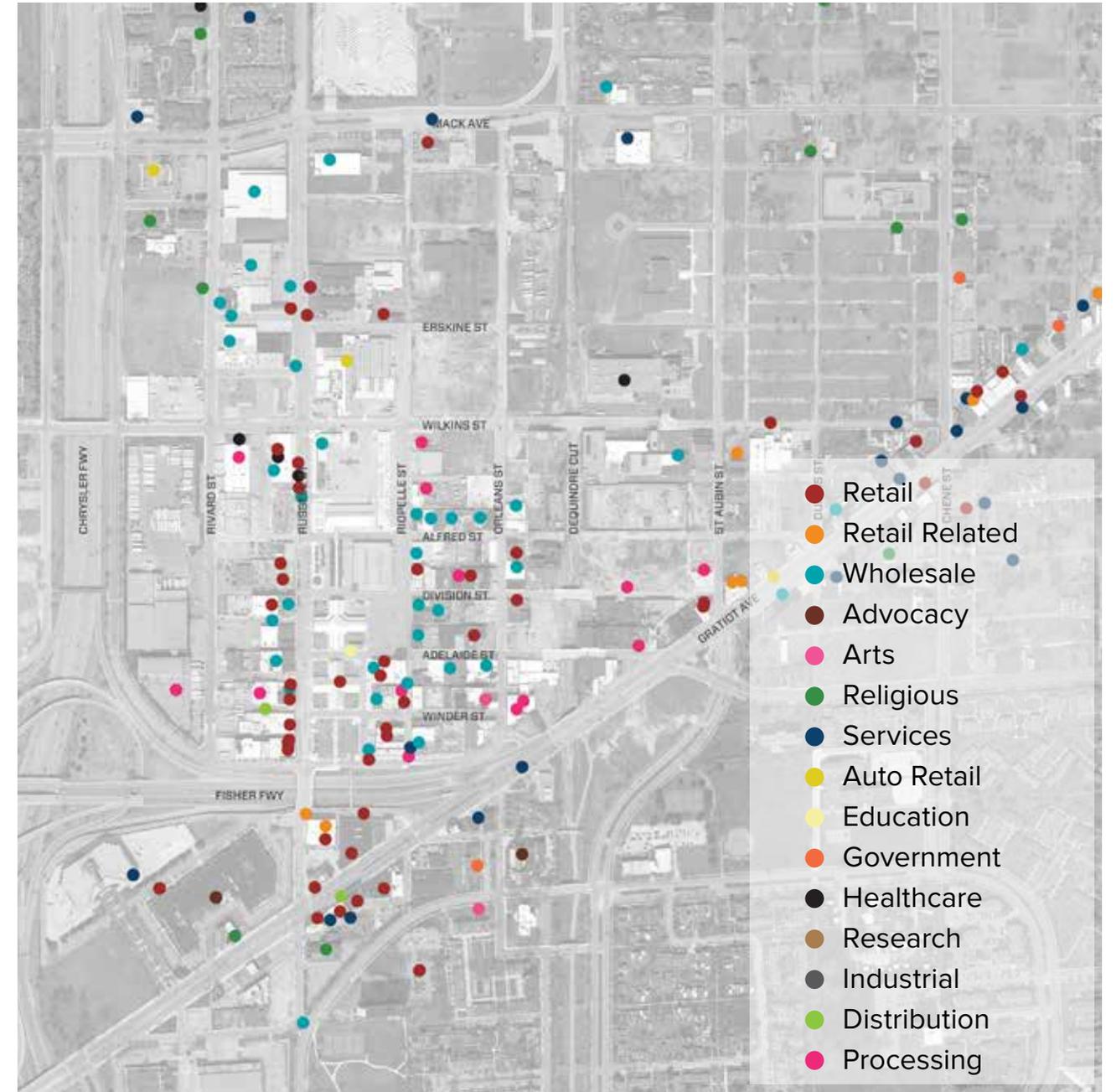
# DAILY BUSINESS

## RECOMMENDATIONS

### BUILD CONSISTENT RETAIL STREETS

**Russell Street** – As the prime retail corridor, it is important to promote the development of a welcoming shopping area on Russell Street. Recent upgrades include new wide sidewalks, lighting, trees, and road striping. Spill-out zones accommodating sidewalk dining should be promoted to further enhance the retail environment.

**Gratiot Avenue** – Gratiot Avenue is a front door to Eastern Market, and boarded up storefronts are giving way to more attractive commercial facades. Facade transparency is something that helps bolster pedestrian friendly streets and could be employed throughout the District. There are no windows into Gratiot Central Market, the anchor business of the corridor, limiting window shopping opportunities. The ability to see into this key anchor will improve its business while strengthening the street's retail feel by creating visual openness to the outside.



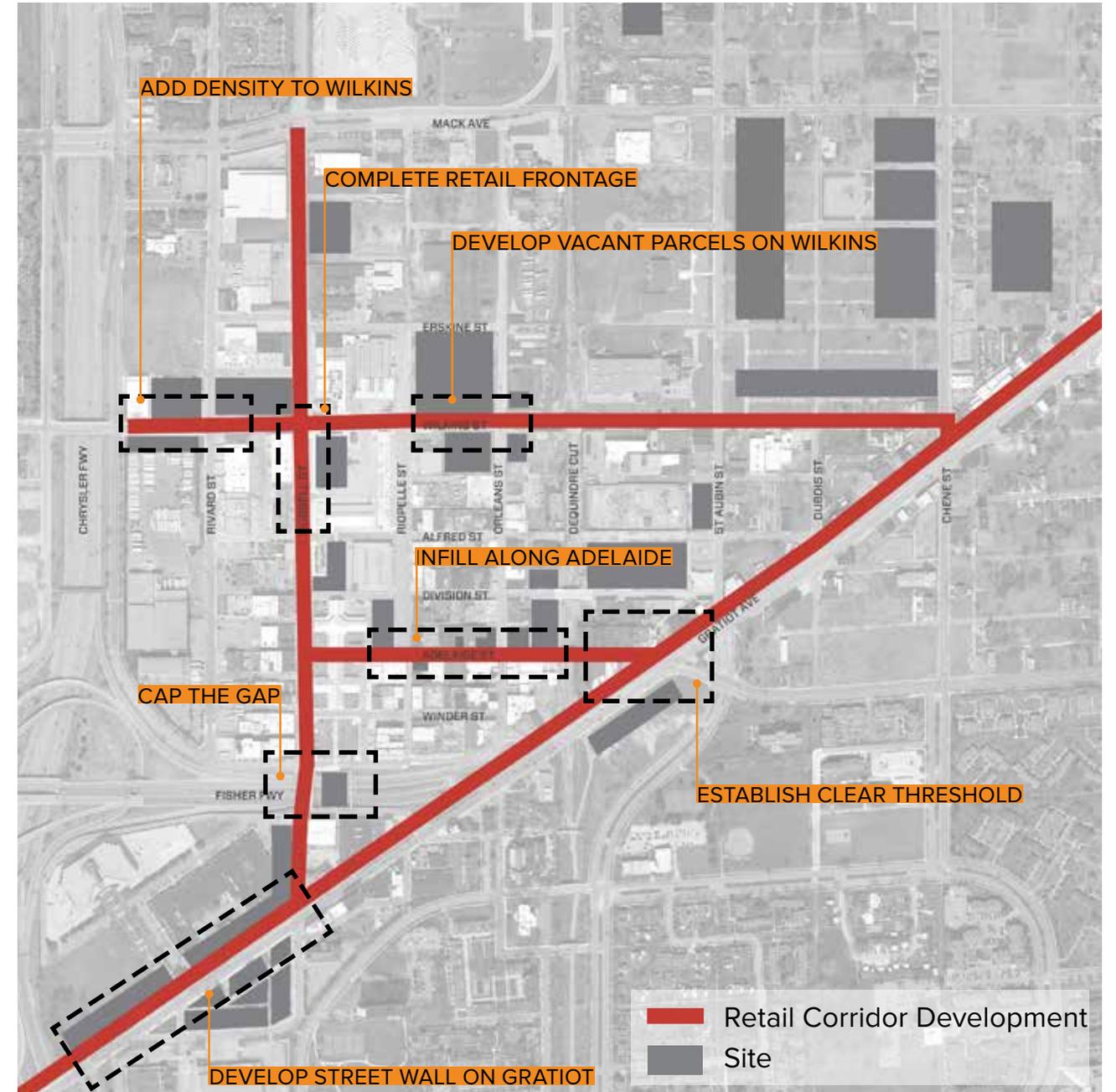
# DAILY BUSINESS

## RECOMMENDATIONS

### BUILD CONSISTENT RETAIL STREETS

**Wilkins Street** – This main east/west street has recently been upgraded with wide sidewalks and bike lanes as part of Link Detroit, which is an important first step. Wilkins Street has great potential to act as a strong link to Brush Park across the freeway, but it needs walkable retail and development along its length.

**Adelaide Street** – Currently, Adelaide Street lacks pedestrian amenities, but it too has great potential to act as a strong neighborhood link, since it connects the Market to Gratiot Avenue and overlooks the Dequindre Cut. This street could act as the eastern gateway to the District for cars, bikes, and pedestrians. To realize this potential, investment should be made in wayfinding and signage along the street, while promoting development at the intersection with Gratiot Avenue.





# DAILY BUSINESS

## RECOMMENDATIONS

### MAKE THE WALK COMFORTABLE

Several meetings with retail business owners in the District were held where they expressed concerns related to walkability, wayfinding, and traffic patterns. Currently, retail activities are centered on Russell Street, Market Street, Riopelle Street and Gratiot Avenue. However, with some improvements, Wilkins Street and Adelaide Street can act as valuable connections and gateways to the District.

Eastern Market attracts customers from all over Detroit, and part of the appeal is the unpolished nature of a true working environment; this sensibility should remain, but it's important that visitors to the District have places to stop and sit, park a bike, get out of the sun, or catch a break from inclement weather. Improvements should focus on seating along retail corridors, lighting, accessibility, and creating small comfortable areas designed for people. By prioritizing the walkability, an environment will emerge in which a higher volume of patrons are more likely to shop.

An additional strategy is to implement green alleys at select underutilized locations throughout the District. Not only would these alleys be retrofitted to allow for valuable stormwater infiltration, but they would also serve as social gathering spaces and connections for pedestrians and bikes.

# DAILY BUSINESS

## GREEN ALLEY



SMOKER BBQ

RETAIL/WHOLESALE INFILL

MURAL

RAIN GARDEN

RAIN LEADER

RAIN GARDEN

PERMEABLE PAVING

# DAILY BUSINESS

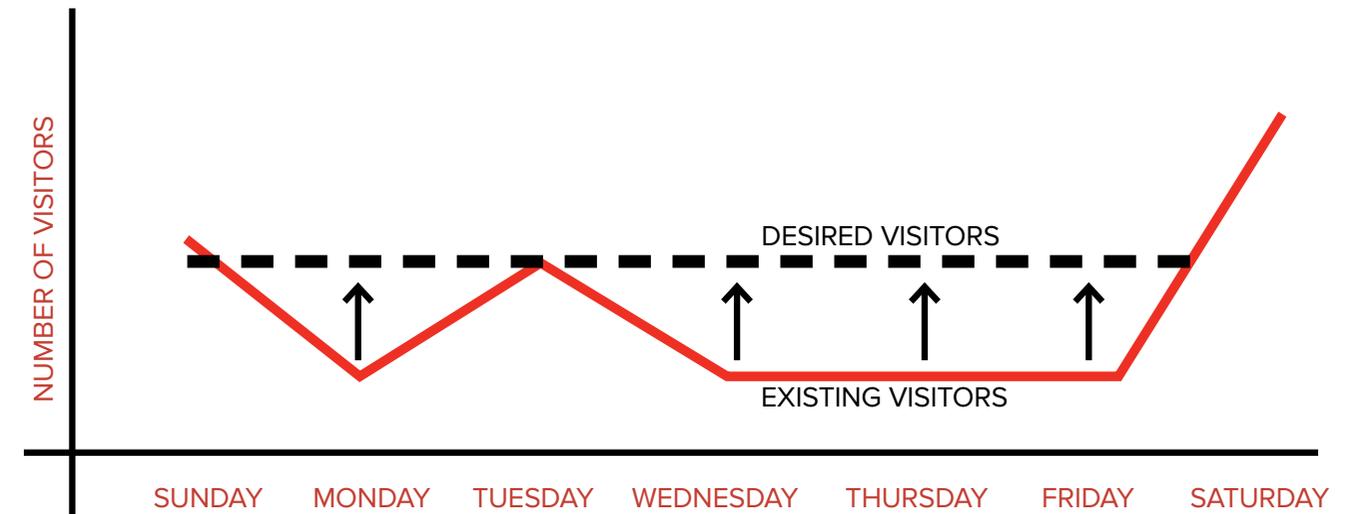
## RECOMMENDATIONS

### RAISE THE BASELINE, BUT DON'T SEEK SATURDAY CROWDS EVERY DAY OF THE WEEK

Retail in the District can be described as feast or famine. Saturday Markets bring 40,000 visitors to the District on a weekly basis, but during the week, visitor totals are far less, often congregating in very limited areas along Russell Street. A concerted effort to raise the baseline must be made in order to benefit existing and future retailers on non-Market days.

To improve retail in the District, actions can be taken to provide better transit and connect more efficiently to neighboring areas through physical conditions and wayfinding. Additional residential opportunities should be planned to bolster the convenience shoppers. Finally, providing a high quality pedestrian environment is critical to attracting more people on a daily basis.

The desired outcome is not to duplicate Saturday's energy every day of the week; Saturday Markets are special and should remain the outlier. Attracting more visitors on a daily basis, however, will benefit District business retailers.



# DAILY BUSINESS

## RECOMMENDATIONS

### PROMOTE HISTORIC BUSINESS AND GROW LOCAL OWNERSHIP

The District is anchored by the Public Market sheds and the multi-generational businesses. EMC advocates on behalf of the businesses that keep the District a destination open to all, and has developed several initiatives to promote local businesses on the retail side as well as for food based services and manufacturing: the development of a directory for local food business, establishing micro-finance lending, procurement of low cost space for food entrepreneurs, and creating better physical links to the District through street and greenway improvements. EMC has also engaged with entrepreneurs in the informal economy who utilize the pedestrian bridge connecting to Gratiot Central Market to understand their needs as vendors while balancing upkeep and connectivity needs in the District. Ultimately, developing a more active retail environment throughout the week that does not rely exclusively on the Saturday Market is a goal of the District. Other considerations include programming and retail that will make the area active at all times of day for different audiences. As the District becomes increasingly successful, it will be necessary to restrict the number of formula businesses that reduce the character of the District and lessen local ownership.





## DAILY BUSINESS

### RECOMMENDATIONS

#### INCUBATE RETAIL BUSINESSES

EMC is focused on core projects that grow entrepreneurship that will turn Eastern Market and the District into a model of green, sustainable business incubation. Initiatives include a mixed-use model shed and the Detroit Regional Food Accelerator. In addition to the already realized Detroit Kitchen Connect, which provides a professional kitchen facility within reach of food based entrepreneurs. Incubating small business retail is also important to the District at large, not only for the job creation opportunities, but also to repair and fill in the missing teeth along the District's existing and growing retail corridors. The Trinosophes performance gallery along Gratiot is one such example of creating a two-for-one win by starting up both a new business as well as adding life and vitality to the street.

# DAILY BUSINESS

## RECOMMENDATIONS

### SUPPORT BRUSH PARK AND NEAR EASTSIDE DEVELOPMENT

Detroit is beginning a new chapter in the creation of affordable and market rate housing in neighborhoods sparked by a renaissance in Downtown development and new affordable live/work developments. Additionally, the City is applying to the HUD Choice Neighborhood program, with Eastern Market serving the role of neighborhood partner. The program seeks to develop mixed-income housing in a holistic neighborhood context: affordable and market rate residences with access to jobs, public transit, and comprehensive neighborhood amenities and services. Eastern Market District should strongly align with this program because of the many job opportunities, the increasing walkability, and affordable healthy food venues the District offers. More than 500 new mixed-income residential housing units are targeted in Brush Park and scheduled to be completed in late 2017. In the near Eastside and Riverfront, a similar scale of market rate and affordable housing is planned. These new residents will find Eastern Market an ideal place to shop for goods as well as an important local jobs center.



Image: Brush Park Development Partners, LLC

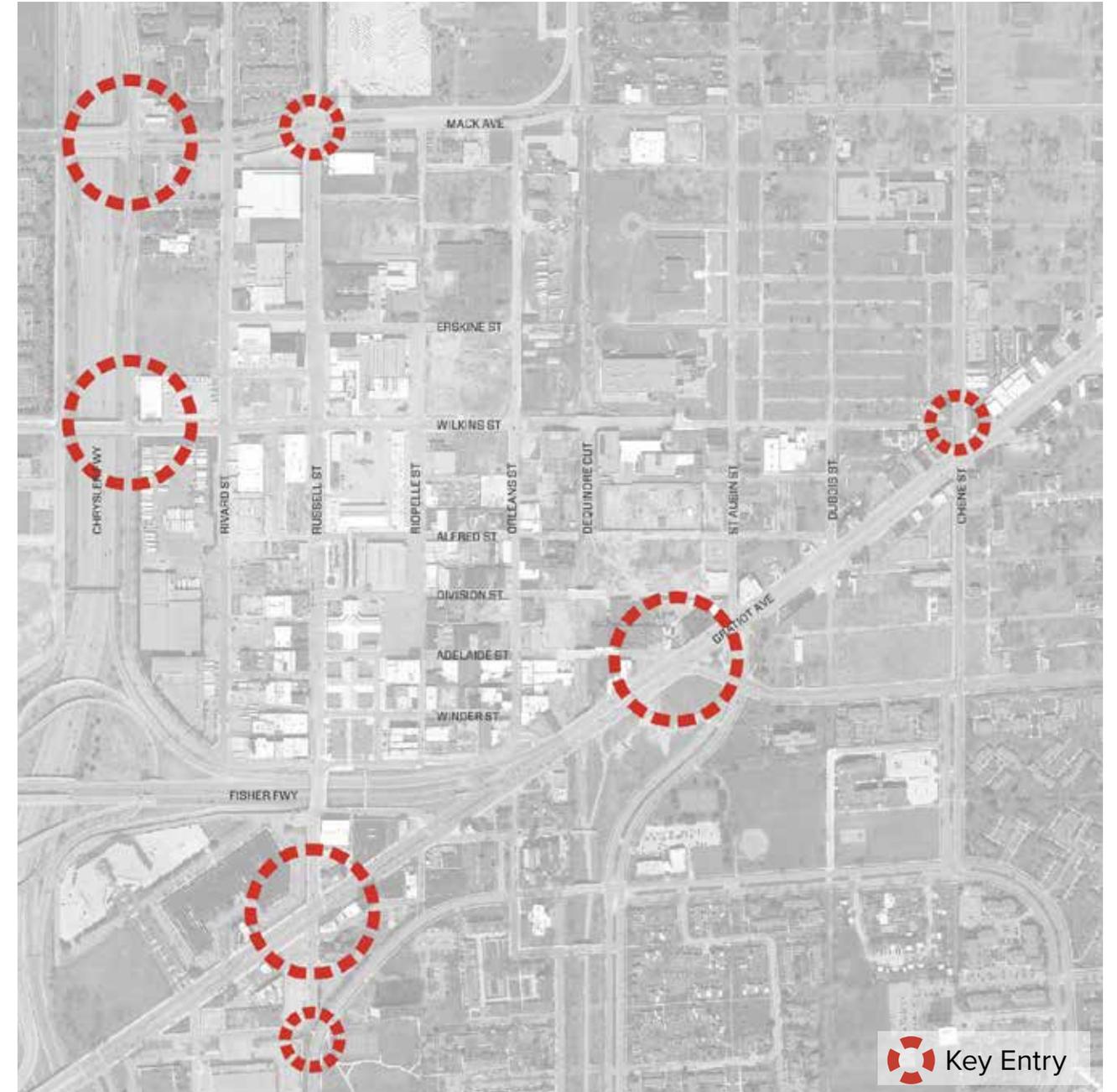
# DAILY BUSINESS

## RECOMMENDATIONS

### BUILD DISTINCTIVE DISTRICT ENTRIES

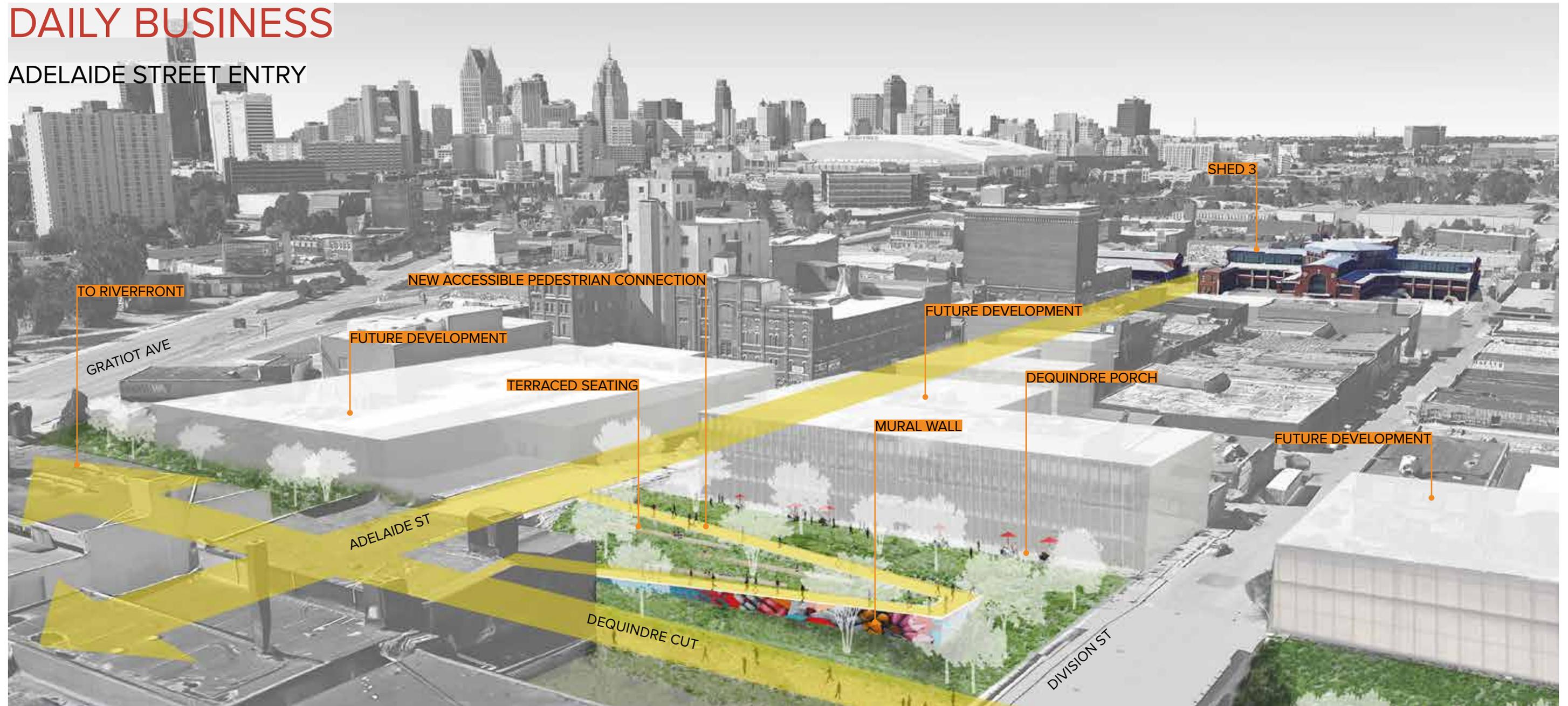
The Market lacks distinctive entries from the freeways and cross-neighborhood arterials like Gratiot Avenue. The landmarks of the Market and the Sheds are not visible until one arrives at Russell Street. The creation of landmarks and wayfinding that are visible for the District's edges and entry points are important to create a greater sense of connection to existing neighborhoods like Brush Park and Lafayette Park, as well as to promote the daily business of the District. The following sites are key entries that should be a focus for improving District definition and visibility.

1. Mack Avenue at Chrysler Service Drive
2. Mack Avenue at Russell Street
3. Russell Street at Gratiot Avenue
4. Russell Street at Antietam Avenue
5. Adelaide Street at Gratiot Avenue
6. Wilkins Street at Chrysler Service Drive
7. Wilkins Street at Chene Street



# DAILY BUSINESS

## ADELAIDE STREET ENTRY





“I’M GRATEFUL TO BE PART OF THE RESTORATION OF EASTERN MARKET. IT IS A GREAT TIME TO BOTH BE IN AND WITNESS WHAT IS HAPPENING IN DETROIT. WE ARE CREATING HISTORY.”

Tommy Walker / Owner DETROIT VS EVERYBODY

# IMPLEMENTATION

## HOW DO WE GET THERE?

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“EASTERN MARKET MEANS FAMILY,  
COMMUNITY, IT ACTUALLY MEANS  
SYNERGY. IT MAKES ME FEEL AT  
HOME, IT’S LIKE THE HOLIDAYS. I  
THINK OF THANKSGIVING.”

Alecha Benson, Nirvana Tea





**ORGANIZATION**

# ORGANIZATION

## COMMUNITY-BASED DEVELOPMENT SUBSIDIARY

In order to be able to take on a more active and sustaining role to support District development, Eastern Market Corporation needs to evolve the organization to provide greater support for the variety of community development opportunities identified. An important tool to provide the flexibility is the formation of a community-based development subsidiary to EMC, which would provide programs, offer services, and engage in activities that promote and support development. The subsidiary will function as a tool that will empower EMC to enact specific recommendations from the 2025 Strategy document.



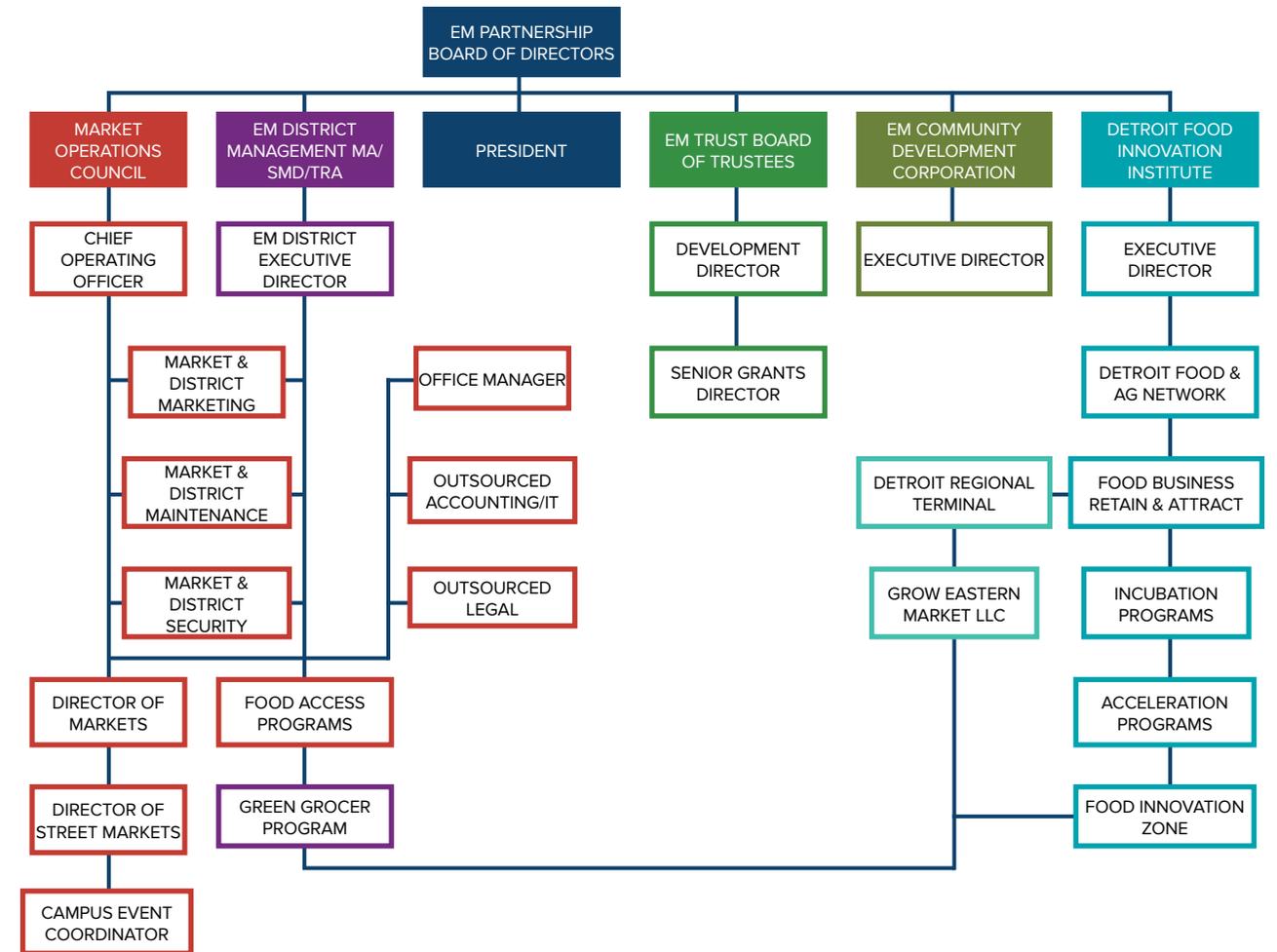
# ORGANIZATION

## COMMUNITY-BASED DEVELOPMENT SUBSIDIARY

An Eastern Market community-based development subsidiary would provide an expanded level of service to District businesses and support economic development by undertaking these kinds of activities:

1. Conduct real estate transactions from public agencies and private individuals; empowered to enter into joint venture arrangements with private developers to develop mixed-use / mixed-income projects.
2. Provide financing for business renovation, expansion and development.
3. Acquire, assemble, and make infrastructure improvements necessary to prepare land for development.
4. Serve as a conduit for grant revenue and tax credit programs for entrepreneurship, business lending, and real estate development.
5. Generate revenue from the sale or rental of property and retain revenues in excess of expenses to support core missions.

## FUTURE STRUCTURE



# ORGANIZATION

## DISTRICT SERVICES

Another organizational need identified in the EMC strategic vision is to enhance maintenance services for the entire District's network of streets and public assets.

District services may include the following kinds of activities:

1. Enhanced security including staffing and video surveillance
2. Enhanced landscaping installation and maintenance
3. Installation and maintenance of best stormwater management practices
4. Streetscape improvements and maintenance
5. Provision and maintenance of parking lots and parking structures



# ORGANIZATION

## DEVELOP A BUSINESS ASSOCIATION

In order to keep a pulse on the needs of daily business, a regular line of communication should be maintained. EMC has promoted the needs of business through the maintenance of a business directory, several significant business grant programs, monthly District meetings, and weekly memos. In order to understand the ongoing needs, a business association could focus on shared needs of individual businesses. Activities could range from the formation of a retail co-op for certain types of purchasing, to the development of targeted district marketing to promote businesses and District identity.

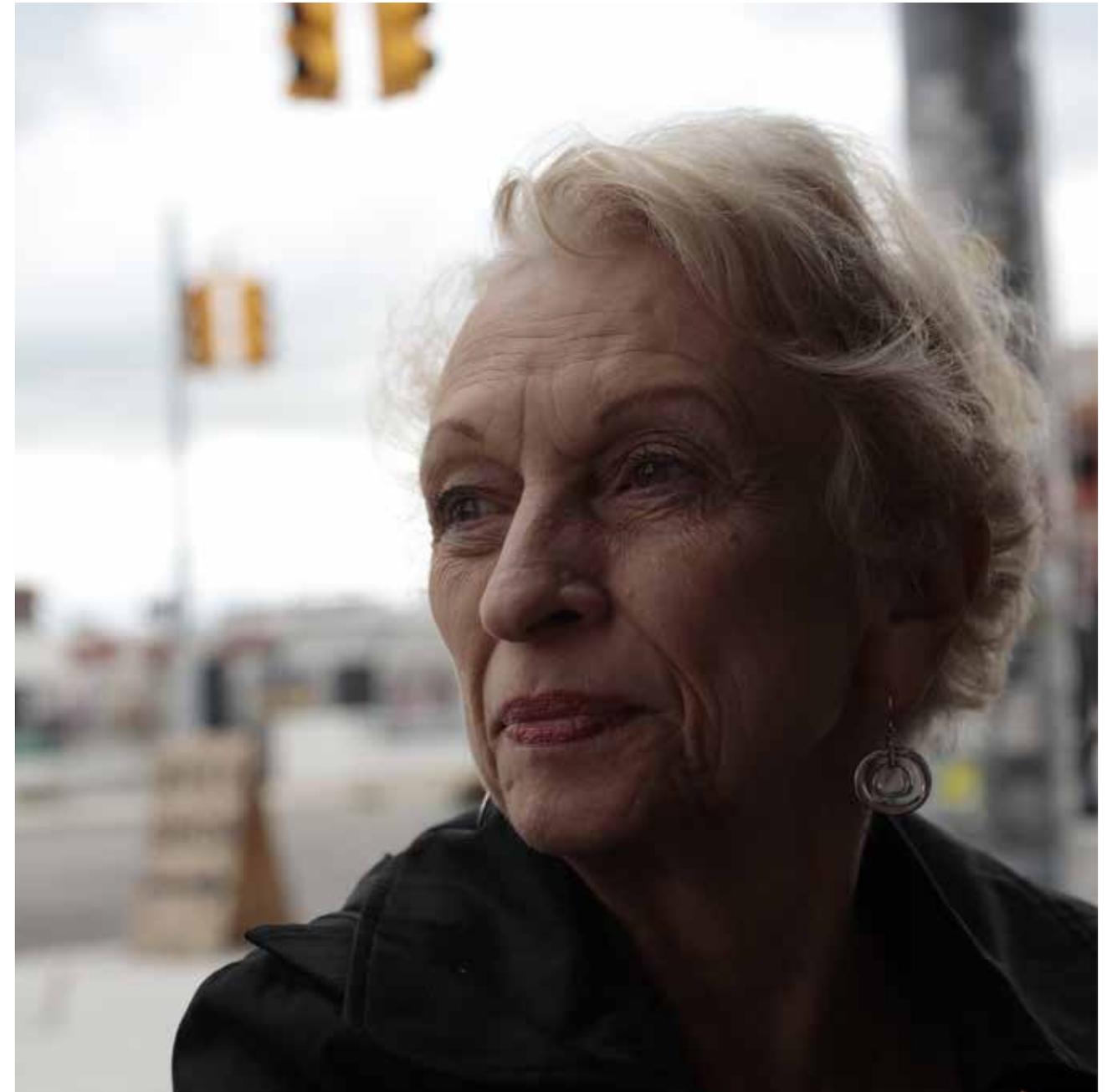




**PLANNING NEXT STEPS**

“IT’S MY HOME. I’VE ALWAYS LIVED IN THE MARKET. I’VE BEEN A COOK ALL MY LIFE. IT’S FRIENDLY AND HAS EVERYTHING YOU WANT.”

Lois Johnson / Co-author Detroit’s Eastern Market: A Farmers Market Shopping and Cooking Guide



# PLANNING NEXT STEPS

## MANAGING THE ORGANIC: THE LOOK OF THE DISTRICT

Eastern Market has always been a staging ground, a place where during the middle of the week it is bustling with trucks or on a Saturday morning filled with crowds of shoppers or in the early morning hours before dawn a bare bones wholesale exchange for grocers and restaurateurs. Fundamentally, there are two overriding identities to the District: one as a market and the other as a center of food processing and distribution. A conventional approach to public space planning would prioritize beautification efforts that would mask typical back-of-house uses like trucking and industrial buildings and operations. Part of the appeal of the Market, however, is a sense of informality and lack of fanciness combined with the visibility of farm fresh goods and local food favorites.

This culture of the informal and the everyday makes it a unique public venue with a different vibe than your typical urban hot-spot. A gathering is just as likely to happen in a parking lot as it is in a Market shed. A typical example of the public use of District spaces is the tailgating that occurs during the Detroit Lions football season, where people arrive from all over to cook out and share the excitement of game day amidst trucks, campers, and grills. While all this may seem organic, it is a thing that must be actively managed and carefully considered.



# PLANNING NEXT STEPS

## EXPAND AND DENSIFY THE DISTRICT

Eastern Market Corporation and the City of Detroit have been collaborating on initiatives to leverage job creation opportunities with potential new mixed-income housing. There are two approaches to create better linkage between job and housing opportunities.

Expanding housing opportunities within the current District core promotes walkable and shorter commutes to work at existing District employers. It also supports the growing daily retail businesses of the District by adding more residents in proximity to shops. In order to preserve its authenticity and identity as a working food District, however, some planning for the future is necessary to ensure that food businesses and other key stakeholders to Eastern Market are not displaced by increasing demand for housing. EMC will continue to support food businesses which seek to remain in the historic Eastern Market District as well as work to provide additional places for expansion in the Food Innovation Zone (FIZ) development.

Expanding the Eastern Market District through the FIZ project will secure the land and infrastructure needed to accommodate future food sector growth. This will assure that Eastern Market District retains its status as a working food district and the hundreds of food jobs remain in Eastern Market.

To accommodate a blended approach to re-development in historic core areas east of Riopelle a special use district is needed that focuses on light Industrial combined with mixed-use zoning. A light industrial mixed zoning is ideal for artisanal manufacturing and live/work spaces. Creating a district that is permissive of this mix of uses is a way to support and encourage emerging food entrepreneurship and to reinvest in the historic building fabric. An example of these strategies at work in recent zoning code can be found in Philadelphia, see: [http://www.phila.gov/CityPlanning/resources/Publications/Super\\_Basic\\_Guide.pdf](http://www.phila.gov/CityPlanning/resources/Publications/Super_Basic_Guide.pdf)

The following initiatives are a brief outline of next steps to be coordinated with stakeholders and the City of Detroit:

1. Coordinate strategic vision with the City planning objectives.
2. Develop a stronger relationship with the City through the HUD Choice Neighborhood Program.
3. Commission traffic and truck route study.
4. Develop a 'mix of uses' mixed industrial zoning strategy that balances a need for redevelopment without displacing food uses.

# PLANNING NEXT STEPS

## REVIEW DISTRICT LAND USE CONTROLS

The strategic plan for Eastern Market core and surrounding District does not include specific plans and typologies, but instead contains important development and urban design recommendations to maintain the character and authenticity of the area. The mixing of uses, urban design requirements, parking requirements and location, transparency and active uses, and other elements regulated by zoning can be set through a Special District area when standard districts do not provide enough detail. It's anticipated that a new Special District for the Market core will have to be written and designed to fit, promoting food-centric development as well as considering maintaining an inclusive community planning process.

Dequindre Cut will be an important consideration regarding the development of a Special District code. As a greenway, its connectivity to the Market and to adjacent neighborhoods makes it a unique place in the District. Properties adjacent to the Cut are ideally suited to live/work residences, and affordable and market rate housing. In some ways, it is similar to the West Chelsea Special District in New York City that was instrumental to the development of the High Line. This Special District has many features, but most relevant, included a transfer of development rights from the High Line to non-adjacent receiving sites to maintain light and air, and the requirement



# PLANNING NEXT STEPS

for new development adjacent to the High Line to provide public access from the street, so the public can enter many places along its length. The Dequindre Cut, as a connection from Eastern Market to the Riverfront District, is a unique and important feature in the area that will likely only reach its full potential with innovative zoning that facilitates its integration with the surrounding area. With the Dequindre Cut to be featured as part of the 2016 Venice Biennale, the timing is perfect to reconsider the regulatory framework.

The Food Innovation Zone is a concentrated light industrial development plan that includes site plans and specific building typologies for the food industry. The plan for the Food Innovation Sector would benefit from development regulations that incorporate the plan, building typologies, and site development specifics into the City's zoning code. Achieving a special zoning is complicated by the fact that there are numerous planning overlays for Eastern Market District which need to be simplified or vacated in order to reduce regulatory confusion. Once this is done, developers can follow these plans and typologies, or seek a variance as required.

In exchange, prospective developers need only to prepare the construction drawings required for their building permits.

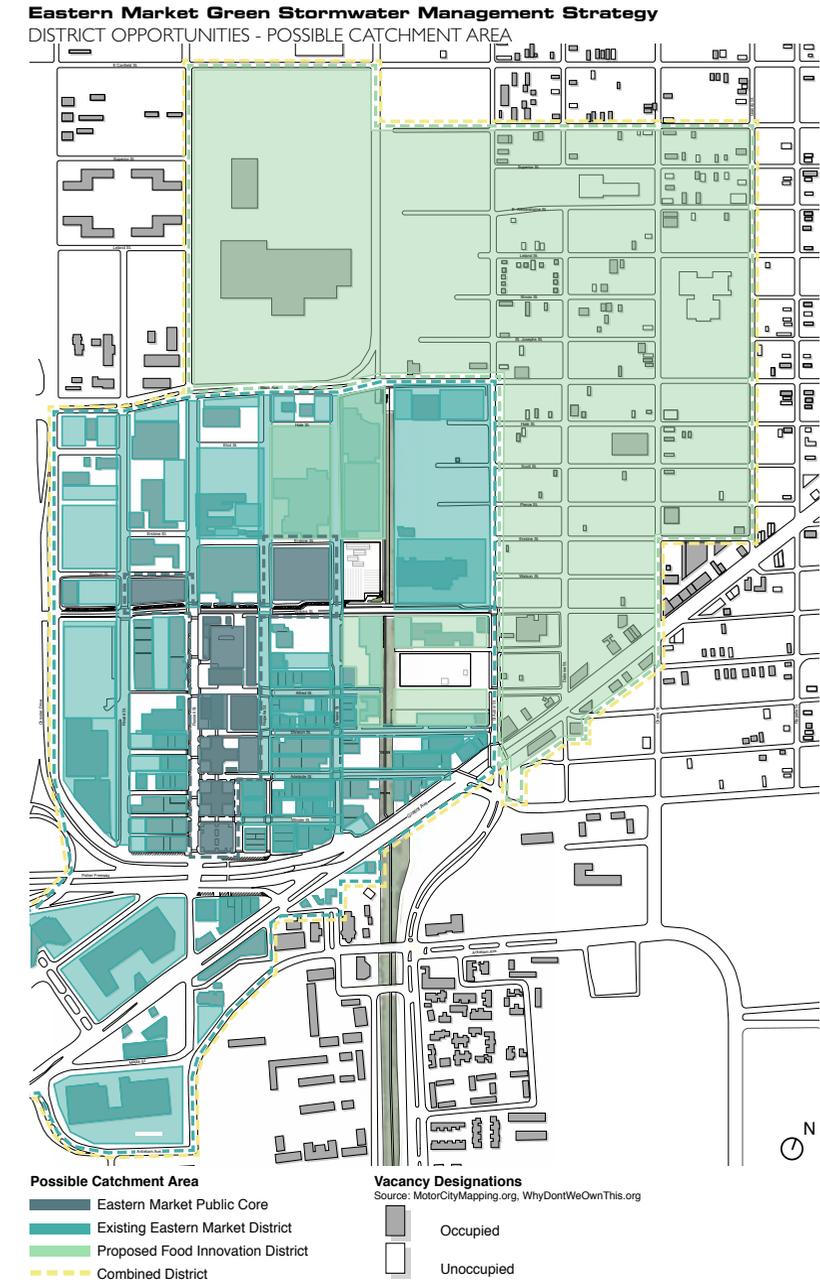
This type of predefined development code is known as a "pink code," or "pink zoning," so-called because it reduces the red tape of the development process into a shade of pink. A pink code is a spatially defined form-based code that predefines future development on a site.

Fortunately, the City of Detroit is currently in the process of developing its first pink code in the Live 6 project, located on the West Side near Livernois and McNichols. The City is reportedly also considering applications of this technique in other projects. The code for Live 6 is still in development, but the experience the City has developing and implementing a pink code will be an important learning experience: the first time working with a new zoning paradigm is always the most difficult; the lessons learned will likely ease the development and implementation of subsequent efforts, one of which should be the Food Innovation Sector.

# PLANNING NEXT STEPS

## GREEN INFRASTRUCTURE

The Eastern Market Green Stormwater Management Strategy proposes district-wide sustainable stormwater management strategies that will capture runoff, reduce drainage charges paid by property owners, beautify the neighborhood, and provide educational opportunities. The study was prompted by both EMC's interest in taking a more proactive approach to stormwater management based on its focus on sustainable development, as well as the Detroit Water and Sewerage Department's (DWSD) need to reduce its combined sewer overflows and treatment costs. This proposal lays the framework for a viable plan to disconnect hundreds of acres of stormwater from the system, which would be a victory for clean water and a landmark example of a proactive green infrastructure partnership between public and private stakeholders that is unprecedented in scale. The district plan is good for the environment, saves money, and contributes to a healthier Detroit.





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