CITY OF LINCOLN PARK

Master Plan

AUGUST 2019

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FIGURES

TABLES

MAPS

TABLE OF CONTENTS

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1

INTRODUCTION TO COMMUNITY

Major development of the city took place in the 1920s and again in the post-war boom of the 1940s and 1950s. Prior to the founding of Lincoln Park in 1921 this area was part of rural Ecorse Township, named for the Ecorse River which traversed the township. The river was so named by the French settlers at Detroit in the 1700s: "ecorces" is the French word for tree bark, acknowledging the many uses that the local indigenous peoples made of the birch trees that lined the river's banks. Ecorse Township, like its adjacent townships in Wayne County, was predominantly farming lands or wood lands prior to the 20th century. The city has, from the beginning, taken the natural boundaries created by the north and south branches of the Ecorse River/Creek as its municipal boundaries, officially using Pepper Road/Outer Drive as its northern border and Goddard and Brest roads as its southern border, with the confluence of the two branches being used as the city's eastern border.

The first subdivisions were platted starting in 1913. Realtors began to take an interest in the area as a response to the continuous growth of nearby riverfront industries extending from southwest Detroit to Wyandotte. With Ford Motor Company's famed $5-a-day wage and the subsequent opening of Ford's mammoth auto plant on the Rouge River in 1918, the dye was cast for a new community to be called 'Lincoln Park' incorporated as a Village in 1921.

Prior to the turn of the 20th century - at a time when what would later become Lincoln Park was yet a part of Ecorse Township - a tiny business district known as "Quandt's Corners" took shape at the intersection of Fort Street and St. Cosme Line Road (later Southfield Road). Dubbed

Fort Street 1924, smoke from the Ford Rouge plant

Lincoln Park City Hall, 1930, 2030 Fort Street

in decades past as the "Crossroads of Downriver", that tiny district grew along Fort Street, first with developments extending north in the early1920s following Lincoln Park's incorporation. Major developments to the south took place later, in the post-war years. In addition to Fort Street and Southfield Road, Dix Highway became the third major artery of commercial development, extending from Outer Drive in the north to Brest Road in the south. The first major downriver shopping center was built at the corner of Southfield Road and Dix Highway: the Sears Shopping Center opened in 1956, with Sears promoting its new store as the largest Sears in the world at the time. The majority of business in the city developed along these three highways.

Lincoln Park has experienced minimal industrial development over its nearly 100 years, serving primarily as a bedroom community for the many nearby automotive, steel, and other industries. Small businesses, retail and commercial, opened in the community: department stores, grocers, lumber and hardware, florists, barbers and hair salons, restaurants, etc. to serve the populace. Along with its population, which peaked at 52,984 in the 1970 census, the school system grew significantly in the mid-century period, and school buildings were added in the late 1940s and early 1950s. As the City's population began to drop in the 1970s, a number of school buildings were shuttered or razed. With the decline of the City's two major shopping centers and its downtown retail center over the past decades, it appeared Lincoln Park was facing serious economic regression.

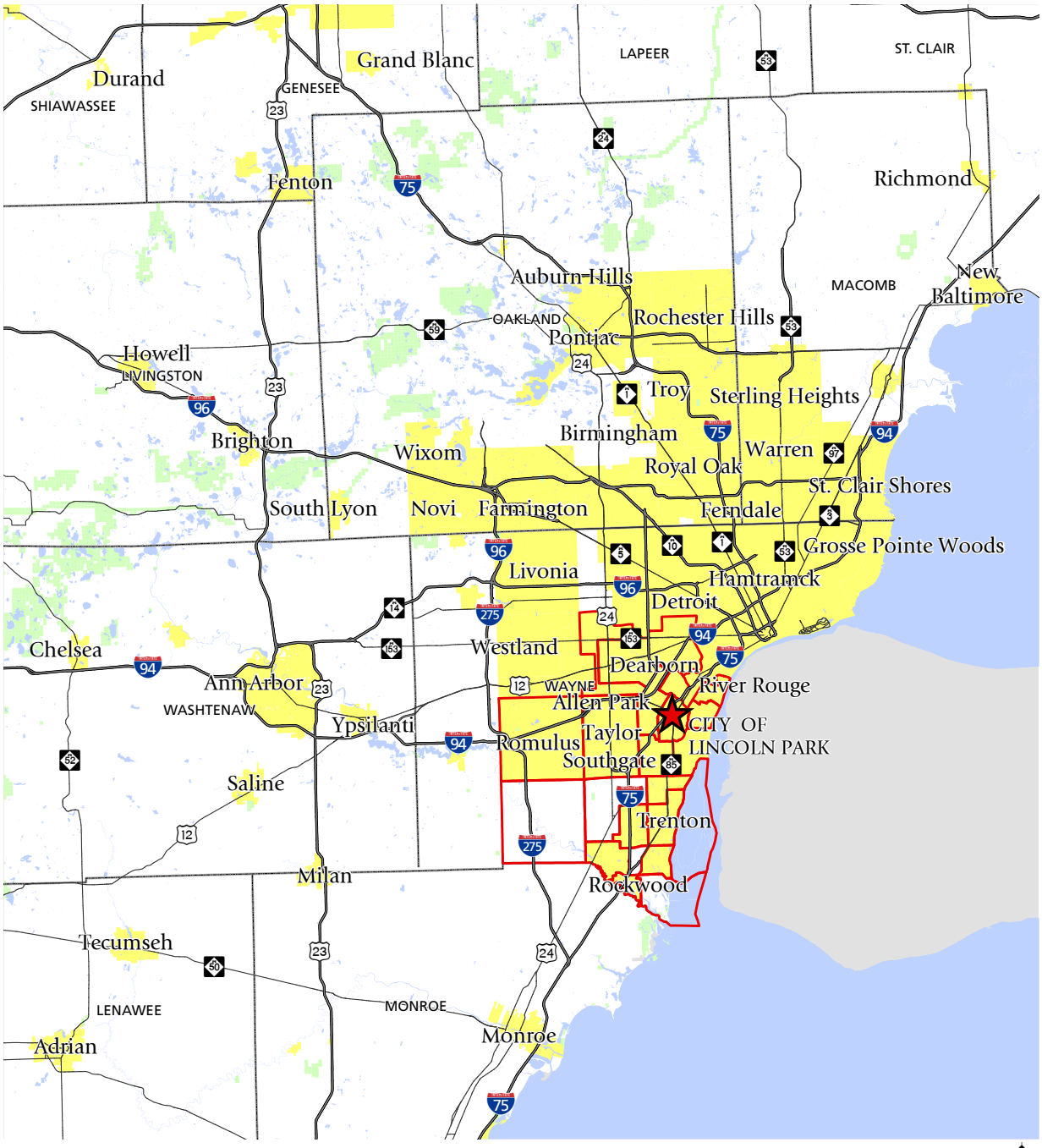
The Federal Interstate 75 was built in the early 1960s and passed through the western sector of the city, running roughly parallel to the existing track of the Pennsylvania Railroad System. Construction of the interstate caused removal or relocation of many properties in its path. Also in the 1960s, Lincoln Park undertook an urban redevelopment plan which affected much of its downtown commercial district along Fort Street and the neighborhoods immediately adjacent.

Today, the Lincoln Park community still plays host to mostly small businesses and shops. Some are longstanding and family-owned, including, Flowers by Lobb, a fourth-generation florist business begun in 1929, and the John A. Papalas Painting Co. which began in the late1930s. Post-war businesses which still thrive include Al Petri and Sons Bike Shop, Busen Appliance, Calder's Dairy, Park Restaurant, Belmar Bowling Lanes, among others. Even the White Castle Hamburgers on Fort Street and A & W Drive-In on Southfield Road opened in the 1950s. In recent years the City has seen a rise in Mexican-American-owned businesses, including restaurants, groceries, and services, reflecting the City's rising Latino population, and an example of another crossroads that has formed for Lincoln Park to embrace and incorporate into its story.[1]

REGIONAL CONTEXT

Lincoln Park is a medium-sized suburban city, shaped like a thumb print, that shares its northern border with Detroit and Melvindale. To the east is the Detroit River where River Rouge, Ecorse, and Wyandotte are nestled along the shoreline. West of the City is Allen Park and I-94. Along its southern border is the City of Southgate. The City of Lincoln Park as well as the above neighboring cities are known as "downriver communities."[2] This description was formalized with the development of the Downriver Community Conference, a partnership that provides leadership to its members to find common goals and find strategies to improve social and economic circumstances in the region. While the City's planning efforts are directed within the city, maintaining a regional perspective is critical to sustain responsible and coordinated growth in the region.

Surrounded by fully developed cities, there is little room for the City to expand, which makes planning and development within



CITY OF LINCOLN PARK

Regional Location

Data Sources: State of Michigan Geographic Data Library, Michigan DNR Open Data Portal

- Freeways
- State Roads
- County Boundary
- Downriver Communities
- DNR Lands / Parks
- Cities
- Lakes / Ponds
- Rivers / Streams

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DOWNRIVER COMMUNITIES

Allen Park
Brownstown Township
Dearborn
Dearborn Heights
Ecorse
Flat Rock
Gibraltar
Gross Ile Township
Huron Township
Lincoln Park
Melvindale
River Rouge
Riverview
Rockwood
Romulus
Southgate
Taylor
Trenton
Woodhaven

its borders all the more important. This is to be expected as the City is in the densest and most populous region in the state, Wayne County in southeast Michigan. But, more uniquely, it is its exact location, deep-seated in the downriver communities along major corridors, that have given it the moniker "the crossroads of downriver." The Master Plan delves into how the City has reached a crossroads along other important dimensions as well: socially, economically, and physically. What became evident through the master planning process was that Lincoln Parkers would like their City to become more of a destination in the region as opposed to a zone that people pass through.

The City is opportunely located within the region because of its easy access to major destinations in any direction. According to the Southeast Michigan Council of Governments (SEMCOG), Lincoln Park's total area is 5.9 square miles and covers 3,756 acres, with water accounting for approximately 0.3 acres of the total area. The north, east, and south boundaries of the City are marked by the path of the Ecorse River, known as Ecorse Creek, consisting of two branches; the North Branch Ecorse Creek (NBEC) and the South Branch known as Sexton-Kilfoil Drain. The two branches join at Council Point Park before leaving the City; and flowing east to drain into the Detroit River. The land and development patterns of the City are influenced heavily by man-made features: Interstate I-75 (Fisher Freeway) and Principal Arterials M-85 (Fort Street), M-39 (Southfield Road), and M-50 (Dix Avenue). The easy accessibility provided by the abundance of major thoroughfares in addition to the close proximity to I-275, I-94, and I-96 make the City a convenient place to reach.

PLANNING CONTEXT

Existing plans, on both local and regional levels, are reviewed to ensure that previous work is revisited incorporated in future planning, when relevant. An assessment of previous plans at different scopes and covering different topics is a good first step in enriching a new master planning effort.

Regional Plans by SEMCOG

Regional Housing Needs and Neighborhood Resiliency Strategy, 2012

The report discussed the challenges and opportunities that faces communities in southeast Michigan communities face as a result of a tumultuous decade, 2000 to 2010. Regionally, they found a mismatch of housing supply and demand seen largely as an oversupply of single-family detached homes, decline in neighborhood systems, increase in elderly residents and reduction of households with children, foreclosures and vacancies. The plan recommends building partnerships between the correct state and federal agencies to work together to solve these problems as they are too big individual cities to take on alone.

2040 Regional Transportation Plan, 2040

The plan describes southeast Michigan's transportation assets and explains the framework for implementing improvements that support the transportation system. The residents believe that investing in the region's infrastructure is essential to achieve economic prosperity because it increases accessibility to jobs, market, and amenities but rated the region's infrastructure as well the transit system as deteriorating and poor. Implementing reliable and quality transportation will contribute to create healthy and desirable communities.

Green Infrastructure Vision, 2014

The vision provides the framework for protecting, restoring, managing, and implementing green infrastructure system in the Southeast Michigan. The plan recommends increasing the tree canopy and identifying potential for green streets on Outer Drive and Southfield Roads in Lincoln Park. Some of the ways the local governments can encourage implantation of green infrastructure are adopting policies as well as updating the zoning ordinance and land use plans to encourage green infrastructure, educate the residents on its benefits, and establishing funding initiatives. Green infrastructure helps to improve water and air quality, and provide recreational spaces

Partnering for Prosperity, 2016

The report focuses on the economic development of the southeast Michigan that starts with the analysis of the current economic development components and latest trends, and provides strategies for strengthening community assets, improving the business climate, retaining talent, and advancing innovation. The residents feel that quality of place is the most important factor that would improve the economy. They feel improving the region's infrastructure, strengthening safety and security of place, encouraging domestic and international connections, and targeting business and education partnership are various ways to accomplish economic prosperity.

Foreign investment is increasing and plays a big role in the region's prosperity. The plan identified that Lincoln park didn't not have any foreign direct investment which may be explained by a lack of site criteria that real estate executives are looking for: transportation infrastructure, easy regulatory processes, workforce skills, and building prices and supply. Sustaining a steady growing economy in the Southeast Michigan region in the coming years is faced by major challenges such as skilled labor shortage, legislated limitations on international immigration, declining local auto industry, and the need for highly skilled and educated work force.

Lincoln Park's Recent Plans

Comprehensive Development Plan, 2007

The plan provides an excellent description of land use and identifies major areas that require improvement such as visual aesthetics, quality of community facilities, open spaces, housing structure, streets and City's vehicular transportation, and corridors. The plan also recommends focusing on infill development, taking advantage of brownfield redevelopment, attracting younger families, and providing housing options especially for senior citizens. The residents of the City expressed a desire for an improved downtown that provides unique retail, recreational, and cultural opportunities, stricter residential code enforcement, a "brand" with a distinctive identity, and enhanced connectivity of greenways and paths to regional system.

Parks and Recreation Master Plan, 2018-2022

The plan provides a comprehensive inventory of the existing recreation facilities in the City and an accessibility assessment,

public participation methods, and an action plan. The plan identifies the need for a full range of recreation programs and facilities and states where there is an over- and under-supply of certain facilities. The plan also touches important issues such as protecting environmental resources by adopting initiatives to clean and restore Ecorse Creek, connecting Council Point Park greenway trails along Ecorse creek to Detroit River pathway system and adjacent municipalities, and strengthen the feeling of safety and security. The residents mostly use social media and the park and recreation City's website to stay informed by the City's activities and services. The Capital Improvement Plan (CIP) for the next five years adds value to the plan by identifying the improvement and maintenance projects with the estimated cost and funding opportunities.

SOURCES

1 Day, Jeff. Lincoln Park Historical Museum. March 2019.

2 BOX Downriver Community Conference. Member Communities. http://www.dccwf.org/members_comm.php

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2

COMMUNITY ENGAGEMENT

Community engagement is the linchpin that connects research to action. The crucial step in making that connection is asking the Lincoln Park community how it envisions its future, and then producing strategies that help achieve that vision. A Visioning Session was held on May 16, 2018 at the Kennedy Memorial Building. The event's outreach effort included online and in-person strategies and garnered the attendance of approximately 20 residents, officials, staff, and a state representative – a less robust outcome than hoped. This circumstance itself points to a breakdown in communication between leadership and citizens, which the City has begun to take steps to address through the development and implementation of a Public Participation Plan.

The Visioning Session began with a short overview of the planning process to date. The purpose and legal context of master planning were discussed, followed by highlights from the social, physical, and economic data collected. The bulk of the evening consisted of group and individual exercises which were designed to brainstorm, clarify, and record a collective vision for Lincoln Park.

To add to this richness of community dialogue, an online survey was conducted to reach a wider spectrum of residents, elicit candid and sensitive responses, and to compile and summarize major findings that could help the City to plan in accordance with resident input. The survey was open from summer 2018 through the end of November 2018 and received a total of 201 responses.

On May 17 2018, students from two classrooms at Lincoln Park High School were engaged to extract fresh perspectives from the community's youth. Because the

TABLE 1: COMMUNITY ISSUES BY ENGAGEMENT TECHNIQUE

TOPIC	SURVEY	VISIONING	STUDENTS
Poor quality of the roads	X	X	X
A city in transition	X	X	X
Empty buildings downtown	X	X	X
Feeling unsafe	X		X
Deferred housing maintenance	X	X	
Low responsiveness to residents' inquiries to City	X		
Infrastructure to promote walking and bicycling	X		
Parks and recreation as community assets		X	X
Drug problem			X
Diversity as a strength			X
Lack of entertainment options	X		X
Over reliance on personal vehicles	X		
Desire to live somewhere environmentally-friendly			X

master plan's horizon looms 5 to 20 years into the future, when today's youth will be contributing to the workforce and raising families and considering whether to reside in Lincoln Park, their input is all the more critical.

THE HIGHLIGHTS

The table "Community Issues by Engagement Technique" provides a snapshot of the issues shared through the three techniques used during the community engagement portion of the master planning process. The top rows show where respondents to all three engagement groups brought up the same issues: poor quality roads, a city in transition, and empty buildings downtown. This cross-sectional consensus among groups provides evidence that these are priority issues for the City to consider in planning.

VISIONING SESSION

Individual Report Cards: Grade the City

In individual exercises, participants were asked to assess the city's resiliency, which refers to a community's ability to respond to a variety of potential "shocks." The six statements displayed to the attendees were developed by the International Federation of Red Cross and Crescent Societies in order to measure local resiliency. Attendees gave the City a corresponding letter grade for each statement, where A meant that the statement perfectly described Lincoln Park, and D meant that the statement did not describe the City at all.

The City's final grades fell within the "C" range; adequate with much room for improvement. The slightly higher grades of "C+" were for "managing its natural assets," being "organized," and "knowledgeable and healthy" citizens. The upshot is that residents feel more confident in the City's ability to carry out such tasks embedded in day-to-day

operations: managing natural assets, zoning enforcement, and identifying issues. Where possible, existing mechanisms that accomplish this should be identified, protected, and expanded.

Participants gave lower grades for infrastructure, services, and economic opportunity. Interestingly, these are areas in which one might expect excellence from a highly-developed community located in a dense metropolitan area. The lower grades may reflect this expectation - that is, citizens hold them to a higher standard which they are not meeting. Their position on the lower end of the resiliency assessment spectrum means that new ideas and innovative strategies are needed in these areas.

While some of these functions fall within the purview of local government, others, such as infrastructure and economic opportunity, require outside support and coordination. The capacity and financial resources needed to perform highly on these characteristics are bigger than many cities can manage. Maintaining and modernizing infrastructure is expensive and takes many years to plan for and implement. Some projects are simply still out of scope for a city recovering from emergency management. The provision of infrastructure and services requires the city to be "connected," a characteristic for which Lincoln Park also received a "C," to a "wider supportive environment." In today's context, however, that environment may also not have the wherewithal or inclination to grant or loan the City the resources for such improvements, especially since the county and state are often in comparable or worse condition. This plan will investigate how to further improve Lincoln Park's grade on these characteristics given these external constraints.

TABLE 2: LINCOLN PARK'S REPORT CARD

	A	B	C	D	FINAL GRADE
Lincoln Park is knowledgeable and healthy. It has the ability to assess, manage and monitor its risks. It can learn new skills and build on past experiences.	1	7	5	2	C+
Lincoln Park is organized. It has the capacity to identify problems, establish priorities and act.	1	7	6	1	C+
Lincoln Park is connected. It has relationships with external actors who provide a wider supportive environment, and supply goods and services when needed.	1	5	6	3	C
Lincoln Park has infrastructure and services. It has strong housing, transport, power, water and sanitation systems. It has the ability to maintain, repair and renovate them.	0	4	9	3	C-
Lincoln Park has economic opportunities. It has a diverse range of employment opportunities, income and financial services. It is flexible, resourceful and has the capacity to accept uncertainty and respond (proactively) to change.	2	1	7	6	C-
Lincoln Park can manage its natural assets. It recognizes their value and has the ability to protect, enhance and maintain them.	3	5	5	3	C+

GROUP EXERCISES

During the visioning session, residents sat at tables in groups of five to six people and recorded responses to the following questions:

- » What one word best describes Lincoln Park?
- » What is one word or phrase you would like to use to describe Lincoln Park in the future?
- » What does your community look like in 10 years, and how can we get there?

Once the group had compiled a list, attendees were asked to vote on their top two priorities for each question. The results from each table were analyzed for common themes, and to determine how many times each response was mentioned and how many votes each received.

One Word

Residents commonly selected both positive and negative words to describe Lincoln Park. The top response, "buffer zone image," refers to Lincoln Park's position as an "in between place" as opposed to a "destination." This is due largely to its location at a crossroads among downriver communities and at a point of social and economic transition internally. Secondly, and possibly relatedly, the phrase "too many rentals" was used to describe the City's housing market. Seen as more transient by the nature of the lease agreement, renters may add to the perception that Lincoln Park is home to impermanent residents. With an equal number of votes, however, residents wrote that the City is an "older community," reflecting a well-established side of the community with long-term residents.

The phrase that received the next-largest share of votes reflected positively. Described as "walkable" and having "untapped potential," residents see promise in Lincoln Park but are unsure how to uncover it.

When categorized into larger groups, the words participants used to describe Lincoln Park's future call for stronger public and private institutions. With the most mentions, Lincoln Parkers want to see the renovation of public buildings; a new courthouse, police, city hall, parks, roads, sewer, schools, and playscapes. Alongside public development, participants hope for newer, larger, and more diverse businesses such as food trucks, shopping, and restaurants to fill the City. Two comments alluded to a "vibrant" and "walkable" downtown.

Assets & Areas for Improvement

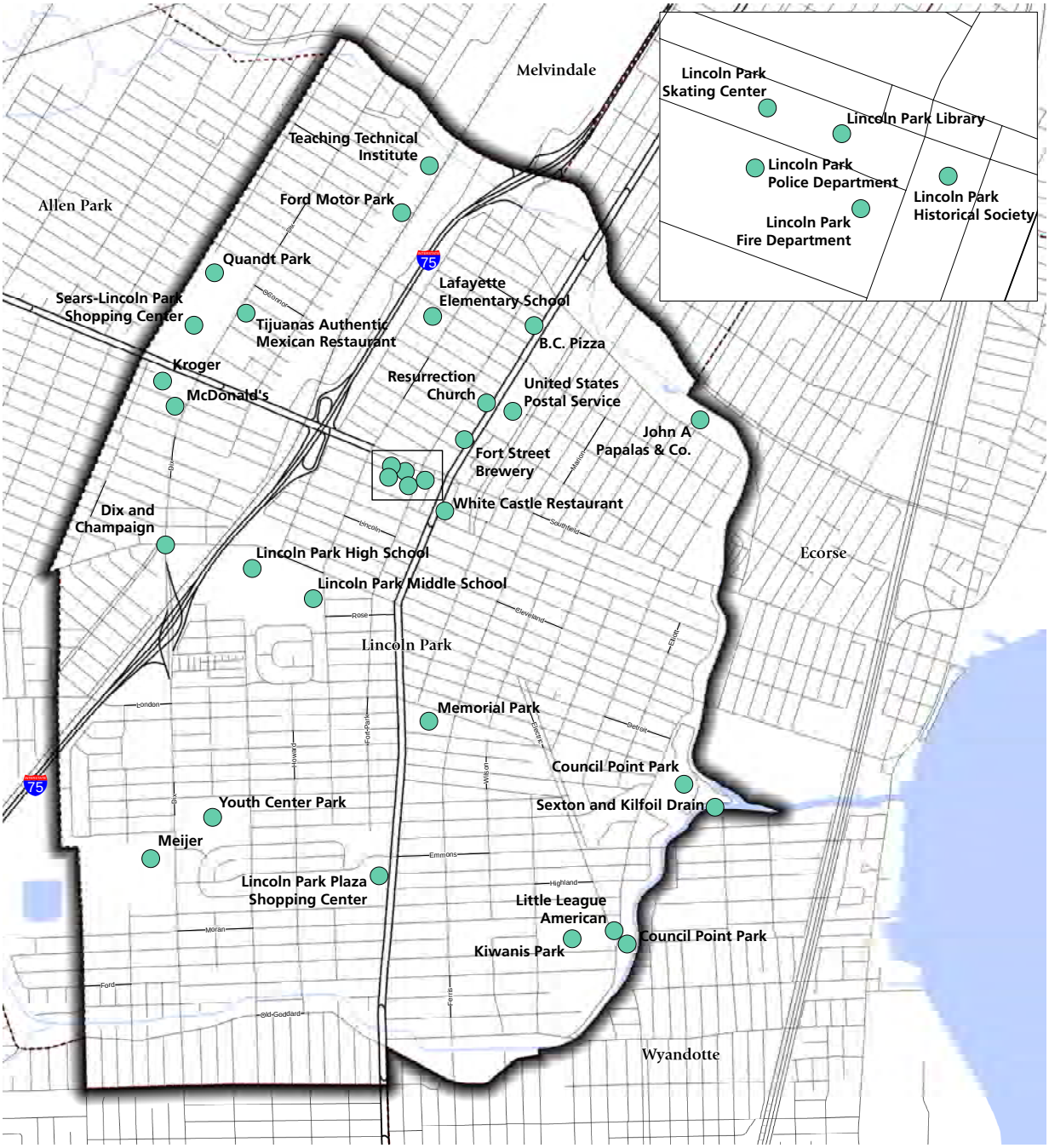
Residents were given a map of the City and asked to identify the community's assets. The resulting list represents a wide range of public and private spaces. Of the 31 assets listed, six were public buildings and another 12 were parks and schools, making such public spaces the most valued type of asset overall. The clustering of the four major institutions on Southfield Road near Fort Street creates a "civic center" which many attendees saw as a major asset. Residents also indicated a variety of shops and restaurants.

Participants were given a second identical map of the City and asked to locate areas and facilities that should be enhanced or transformed. Some participants repeated locations identified in the assets exercise, a reminder that while assets add value to Lincoln Park, many of these facilities require upgrades. Specifically, two assets classified in each category "parks, recreation, and schools" and "public buildings" were also identified improvement areas. This overlap suggests areas for the City to prioritize.

Two major infrastructure features were identified as a need of improvement. One was an "interpass for heavy industry" in the northern extent of the City near I-75, and the other was "roads."

The exercise also offered an opportunity to suggest new development types on sites. On the map, participants indicated what they would like to see below potential

MAP 2: COMMUNITY ASSETS



CITY OF LINCOLN PARK

Community Assets

Data Sources: State of Michigan Geographic Data Library, City of Lincoln Park, Wayne County GIS

0 0.5 1 Miles

- Lincoln Park Boundary
- State Roads
- All Roads
- Railroads
- Municipalities
- Community Assets, Identified by Visioning Session Participants

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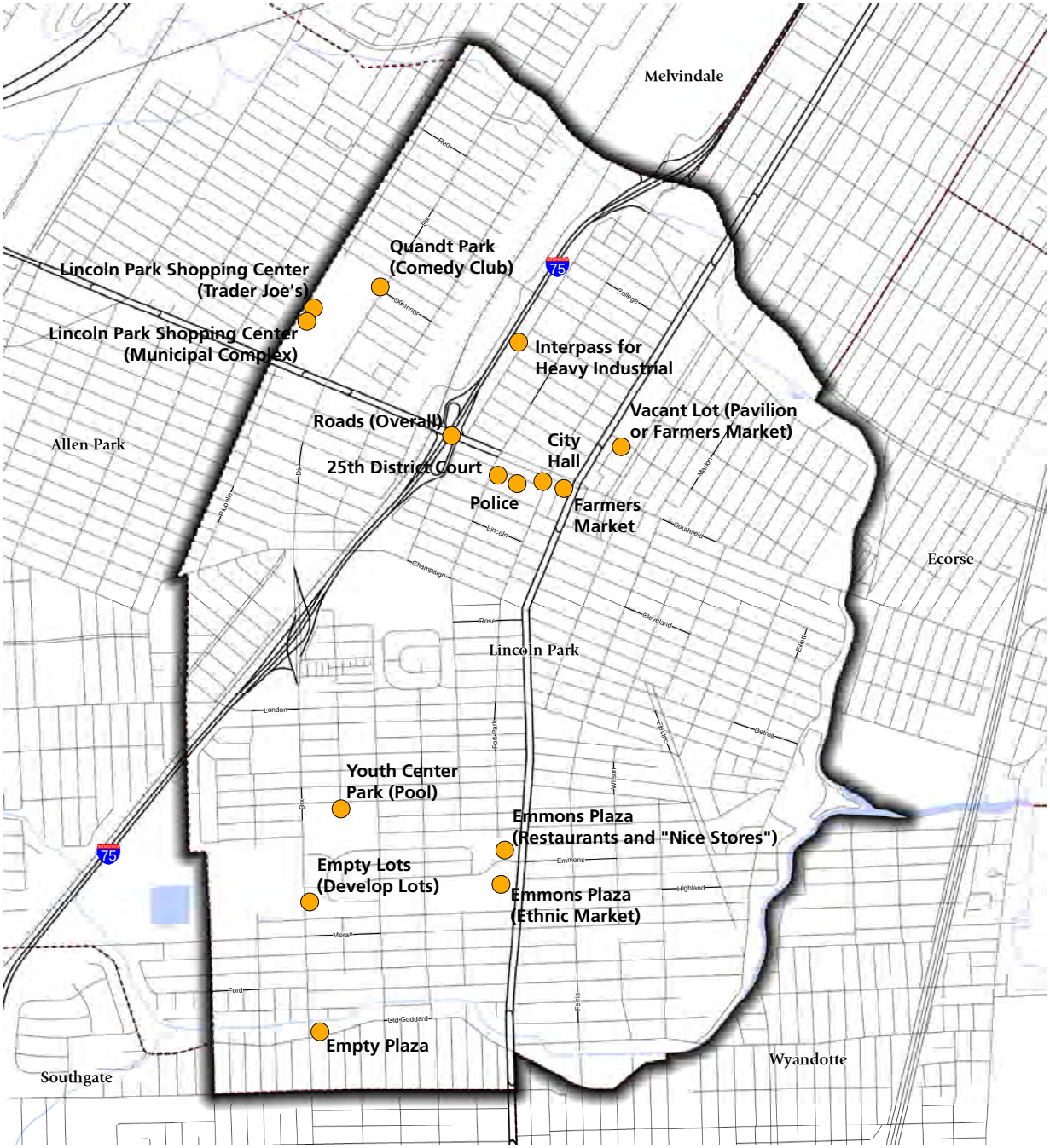

CITY OF LINCOLN PARK

Community Improvements

0 0.5 1 Miles

Data Sources: State of Michigan Geographic Data Library, City of Lincoln Park, Wayne County GIS

- Lincoln Park Boundary
- State Roads
- All Roads
- Railroads
- Municipalities
- Community Improvements, Identified by Visioning Session Participants

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TABLE 3: ASSET CATEGORIES & PLACES FOR IMPROVEMENT

ASSET CATEGORIES		IDENTIFIED AS ASSETS AND NEEDING IMPROVEMENTS
Parks, recreation, and schools	12	Youth Center Park (pool), Quandt Park
Shopping	5	The Plaza, Lincoln Park Shopping Center
Restaurants	5	
Public buildings/service (not schools)	6	City Hall, Police station
Industrial	2	
Religious	1	

sites. Many sites identified are vacant lots; for example, an empty grassy patch on Fort Street was envisioned as a spot for a pavilion or for the farmer's market. Some other suggestions for Emmons Plaza were to bring in "nicer stores" and an "ethnic market," reflecting a desire for high-quality retail and integration of a diverse population.

Vision and Priorities

The next exercise asked residents to envision what Lincoln Park should look like in 10 years. Each group brainstormed a list of descriptions of an improved community of the future, selected the top three of these descriptors, and offered action strategies to progress toward each one. These priorities were recorded on a large sheet and hung near the exit. As participants departed, they selected their final top priorities from those presented on the list. This final list of votes is displayed in the table "Collective Priorities in Lincoln Park" and shows a desire for a blight-free community with no vacant land, a vibrant downtown, and new municipal facilities.

COMMUNITY-WIDE SURVEY

When deciding to live in Lincoln Park, the most important factors selected were low crime rates, quality of housing and schools, and a sense of community. A substantial proportion of respondents feel that the City has not progressed much since it emerged from financial insolvency. While Lincoln Park has improved many processes since then and is better off, the respondents' comments refer to changes that take longer to come, such as road and housing maintenance. Correspondingly, when asked how they would invest $100 to improve Lincoln Park, the highest average amount went to public safety ($37) to reaffirm their desire to keep crime rates low, residential property improvements ($25) to combat deferred housing maintenance, and ordinance officers ($20) presumably to enforce standards that keep properties attractive. In fact, enforcing ordinances received higher funding on average than the options for commercial façade improvements and downtown streetscaping.

TABLE 4: COLLECTIVE PRIORITIES IN LINCOLN PARK

COLLECTIVE PRIORITIES	VOTES
Good roads	11
Blight free	11
New businesses	9
Vibrant downtown	8
New municipal buildings	3
Develop industrial park	2
Higher resident income	1

Leadership, Representation, and Communication

To get local news in Lincoln Park, more than half of the survey-takers read The Happenings newsletter (58%), the city website (55%), and the City's Facebook page (52%), indicating a preference for digital distribution. Despite this, over one-third get their local news from a newspaper, showing that an omni-channel delivery system is necessary to reach everyone. When asked to rate how well-informed and represented they feel, respondents reported middling scores; 3 and 2.4 out of 5, respectively.

Respondents offered suggestions regarding how the City could better represent its citizens' concerns. These responses indicated a need for authentic outreach. For instance, "surveys such as this one more regularly" and "host community forums where residents are not token members but active participants" were common responses. Another recurring theme was "responsiveness," indicating that residents want to receive answers to questions posted on social media and over the phone. Further, concepts of "fairness," such as enforcing ordinances uniformly, and having Mexican representation on Council, were commonly reported. Respondents feel more informed than represented by city officials.

Downtown and Commerce

The survey asked how often residents shop, dine, seek entertainment, or do businesses in the area around Fort Street and Southfield Road. According to the survey-takers' feedback, the downtown is not frequently visited for any of the options provided, least of all entertainment. Nearly one in five respondents shop downtown weekly while another 16% dine there on a monthly basis. Otherwise, the highest proportion of respondents reported visiting downtown only "occasionally" or "never."

When asked about the reasons preventing downtown patronage, 81% of respondents reported that it has "few stores or services that [residents] are looking for." Although this was by far the most frequent reason given, "unkempt appearance" was mentioned by 26% of respondents. Safety concerns were also mentioned as detractors to downtown. When asked why residents feel unsafe downtown, 76% of respondents mentioned "empty buildings" while 68% mentioned "blighted surroundings." Other comments referred to either the lack of people or the presence of loiterers.

In an open response question, respondents' remarks repeatedly asserted that a variety of shops, restaurants, entertainment venues, and events that fill up the empty buildings and are located within walking distance from each other would give residents a reason to frequent downtown. A lack of options compels them to shop and dine where they might not have picked as a first choice. There is a preference for independently run stores, and a stronger willingness to pay more in price for goods and services from non-chain establishments emerged.

Transportation

The survey posed two transportation-related scenarios and asked respondents to rate how strongly they agreed or disagreed with corresponding statements. The first scenario asked residents how easily they could find alternative transportation to work if their vehicle were in disrepair. The highest percentage (32%) disagreed that they could easily find another way to work. Further, the second scenario showed that one-quarter (25%) of respondents would not be able to get to work at all if their vehicle needed repair.

The survey also asked participants how safe they feel as pedestrians or bicyclists, which revealed diverging sentiments. In response to the statement "I feel safe from vehicular traffic as a pedestrian or bicyclist in Lincoln Park," less than one third strongly agreed, while 39% either disagreed or strongly disagreed. Another question asked residents how often they

FIGURE 1: WHAT PREVENTS YOU FROM GOING DOWNTOWN MORE OFTEN IN LINCOLN PARK?

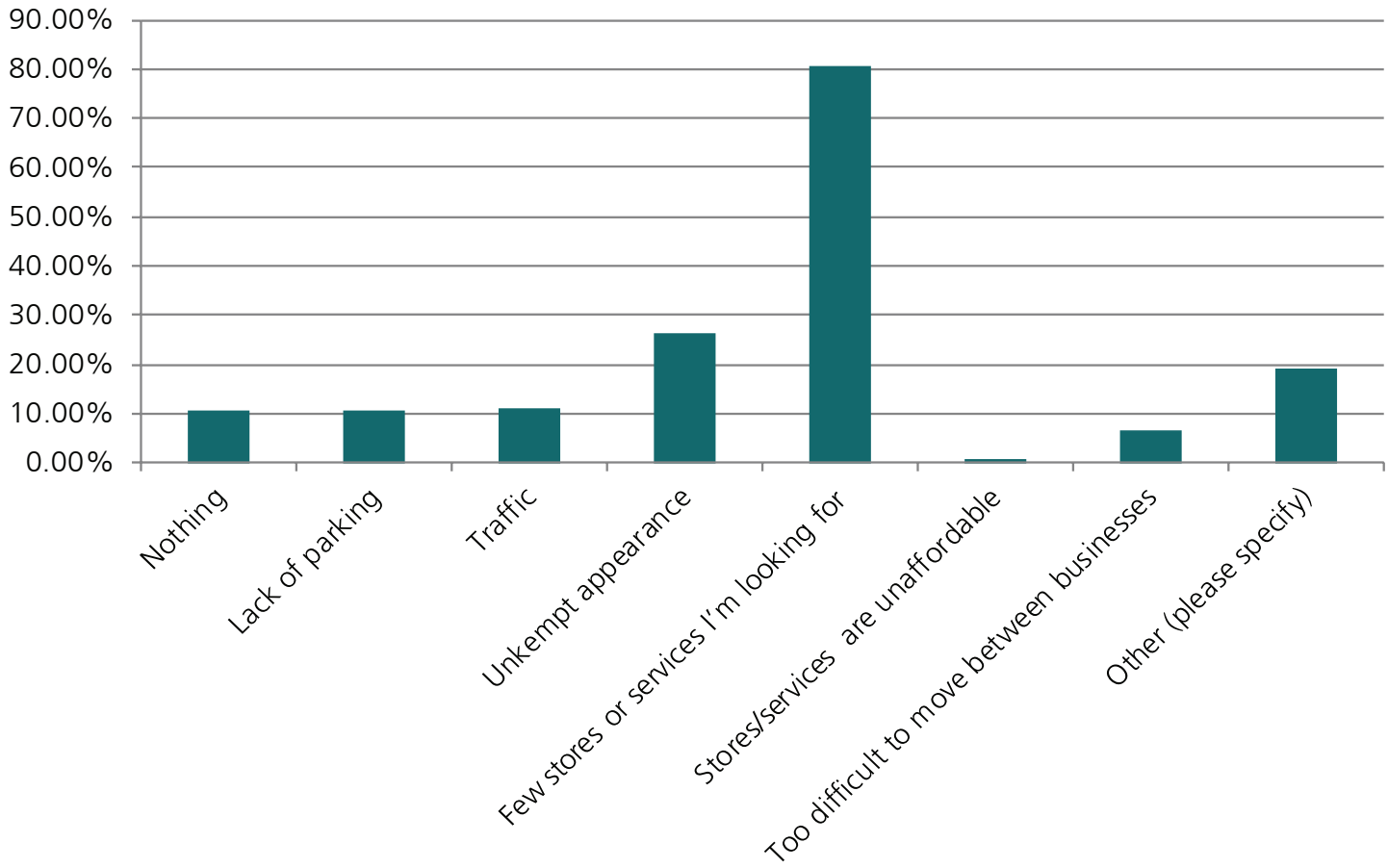
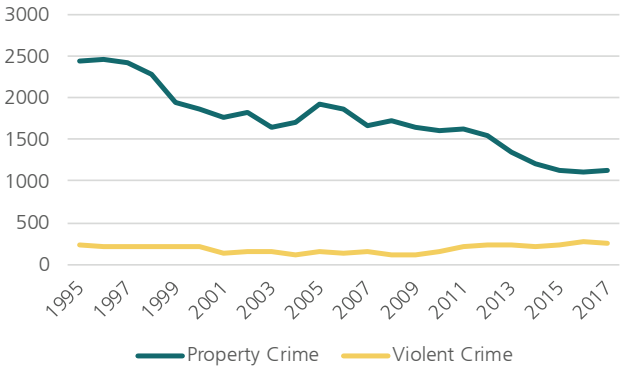
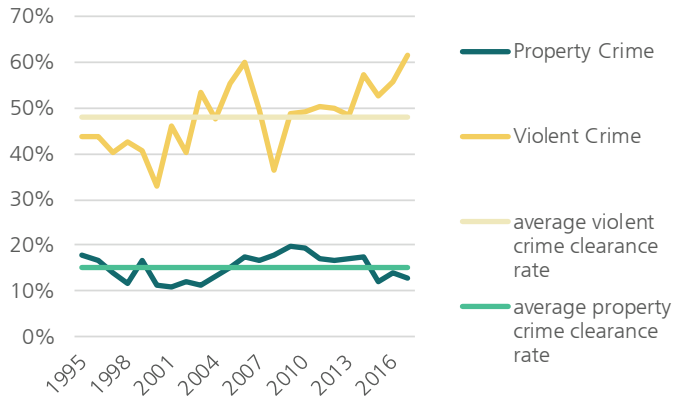


FIGURE 2: CRIME INCIDENTS IN LINCOLN PARK



Source: FBI UCS Agency Reported Offenses

FIGURE 3: CRIME CLEARANCE RATES



Source: FBI UCS Agency Reported Offenses

would use a hypothetical nonmotorized network of trails, greenways and sidewalks. Between one-quarter and one-third reported they would use it for activities such as recreation, errands, commuting, and socializing. Such findings indicate some interest in alternatives to the automobile.

Housing

Among this survey sample, detached homes were overwhelmingly the favored housing type. Just over 94% chose this housing type, compared to the next highest choice, single-family attached homes, receiving 6.9% of the votes. Respondents also positively affirmed to finding the housing type they were looking for within their price range, with only 8% finding what they wanted but couldn't afford. Part of the value of their homes is that Lincoln Park is nested within a job-rich region, and over two-thirds (69%) of respondents felt that there were jobs they were qualified for within a reasonable commute from their home.

STUDENT ENGAGEMENT

Students were first asked to grade the City of Lincoln Park on how well it provides for the basic the well-being of its residents. As it turns out, the adults received barely satisfactory grades. Based on the grades in the table below, teenagers did not feel particularly safe in their neighborhood, in spaces where they spend free time, or when they were en route between destinations. Responses also show cleanliness and maintenance issues.

Group Exercises

Sitting in groups of 4 to 5, students brainstormed responses to the following questions: "What word or phrase best describes Lincoln Park?" and, "What is a big issue that adults are not paying attention to?"

The most commonly used word to describe Lincoln Park for 17- and 18-year-old students was "boring," which was mentioned most often and received the largest number of votes. The next most common adjectives were "crusty" (defined upon facilitator request as "old" and "outdated") and "diverse," which is the only one of the five most commonly-used adjectives with a potentially positive connotation. Other important phrases include "no small businesses" and "empty," which echoed input obtained from adults.

The students' view on key issues facing the community further reflect other feedback obtained: infrastructure: the drug epidemic, and education standards are major issues. For infrastructure, the most visible and thus the largest vote grabber was "potholes." Students also frequently wrote that there is "not enough emphasis on education" which is indeed powerful to hear from youth. The community's struggle with substance abuse was mentioned by seven students and received the largest share of

TABLE 5: REPORT CARD FROM LINCOLN PARK'S YOUTH

ISSUE	A	B	C	D	FINAL GRADE
Providing a CLEAN place to live?	2	15	13	11	C
Providing SAFE ROUTES to get to where I am going?	2	8	9	22	C-
Providing a SAFE place to play?	4	6	15	16	C-
Providing a safe NEIGHBORHOOD to live?	3	20	11	6	C+

TABLE 6: LINCOLN PARK'S YOUTH TRUE/FALSE RESPONSES

	TRUE	FALSE
I think of Lincoln Park in a POSITIVE way.	16 (41%)	23 (59%)
I like that Lincoln Park has a DIVERSE population.	36 (92%)	3 (8%)
I would want to raise a FAMILY here.	3 (12.5%)	21 (87.5%)
I would want to live here as a YOUNG ADULT.	5 (21%)	19 (79%)

votes. This feedback should further serve the City in framing issues and opportunities in planning.

The students were given four statements to respond to that gauged broadly how they felt about Lincoln Park and if they wanted to stay after graduation. This figure alone is not totally unforeseen, as many of the students who participated in these exercises were bound for college. However, an even greater percentage (88%) of them also claimed to not want to raise a family here either. Once they have received a bachelor's degree, are financially stable, and ready to have children, this generation aspires to plant roots in another community.

THE DIFFICULTY OF FINDING A VISION

For a City that was described by its residents as in transition, and data to back up that claim, finding a cohesive vision can be tricky. The scenario can be generally summed as a bifurcated view on the City's future between newcomers and established residents, with a gap in vision from the other major group: young families. Renters are less likely to invest in Lincoln Park's future because they are not planning to be there for the long-haul. They are younger and may be living in Lincoln Park just until they figure out their future plans. On the other hand, the older contingent remembers Lincoln Park's heyday and longs to revert to the "good ol' days" when the City was a thriving suburb for the middle and working classes. And then there's one major group that was missing from the visioning session: middle-aged residents, single or with families. At the peak of their career and raising a family, tracking them down to discuss a vision for Lincoln Park has been difficult. Despite those "missing in action," the vision which emerged at this session reflects a basic description of a well-functioning community, and as such is fairly universal. A blight-free city with an array of good housing and business stock, strong public institutions, and improved connectivity to the region is likely to be supported by all.

The findings from the survey and visioning session show the views of residents that are largely white, speak English as a primary language, have lived in the City for longer, own a home, and have attained a higher level of education more than their counterparts. While the survey results are helpful in taking the temperature of residents who invested their time into it, it is important to remember that some groups have not been fully accounted for, namely renters, Spanish-speakers, and residents with less than a bachelor's degree.

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3 DEMOGRAPHICS

If a master plan is meant to improve a city, then it must start first by understanding the people that live there. Knowing where they come from, where they work, and how they live sets the stage for building more informed strategies that enhance their quality of life. Demographic reviews are essential for tracking how a community changes over time and how city policy can adjust to accommodate major transitions. Regular reviews help a city to anticipate the future and take more proactive approaches to impending change.

In addition to the City of Lincoln Park, data was surveyed for Wayne County, the State of Michigan, the United States, and the neighboring downriver communities of Allen Park, Detroit, Ecorse, Melvindale, River Rouge, Southgate, and Wyandotte. Comparison to larger geographies such as the County and State help place Lincoln Park in context, whereas comparison to fellow downriver communities can help point out specific strengths and weaknesses within that context.

DATA SOURCES

The following sources are cited in this section, in this preferred order:

» 2010 US Census. This is the gold standard for demographic data. It measures 100% of the population and offers comparable data points at regular intervals throughout most of the United States' developed history. However, available data is limited to population and housing information, and the ten-year interval between data points means it is rarely "fresh."

» American Community Survey. The ACS program replaced the "long form" Census questions beginning in 2000, collecting the same types of detailed information about social, economic, and housing conditions on a rolling basis instead of once per decade. Statistical validity of the ACS depends on sampling. In communities with populations of 65,000 or more, it is possible to gain a valid sample within twelve months, which the ACS calls a "one-year estimate." For smaller communities, it takes 60 months of data collection to achieve a valid sample size. It's important to note that this "five-year estimate" describes conditions throughout the five-year interval, not just at the last year. This system exposes the statistical tradeoff between the reliability gained by increasing sample size and the currency that is sacrificed in the time it takes to do so. The dataset used for this project was the 2012-2016 American Community Survey.

» Esri Business Analyst. This proprietary software presents privately-generated market research data. In addition, it estimates Census and ACS data for geographic configurations other than Census-defined tracts, blocks, and places.

POPULATION

The population of many communities in southeast Michigan has risen and fallen with the boom and bust cycle of manufacturing. Population growth in Lincoln Park corresponded to the rising demands of a thriving manufacturing economy in the 1950s and 1960s, and then a steady decline from the 1970s until today, over 50 years later, with the onset of industrial vacancy. The most recent ACS estimate, from 2012-2016, shows Lincoln Park as having 37,155 residents, a drop off about 2.7% since 2010 and 45% since its peak in 1960. Projections from ESRI Business Analysts predict further population loss by 2022 to 36,706 residents.

Shrinking cities carry a legacy of vacancy, blight, and now two generations who have lived through less than prosperous times. But the regional economy is growing, bolstering many of the cities within it. Lincoln Park has an opportunity to grow back into itself while making improvements along the way.

AGING AND CHANGING HOUSEHOLD COMPOSITION

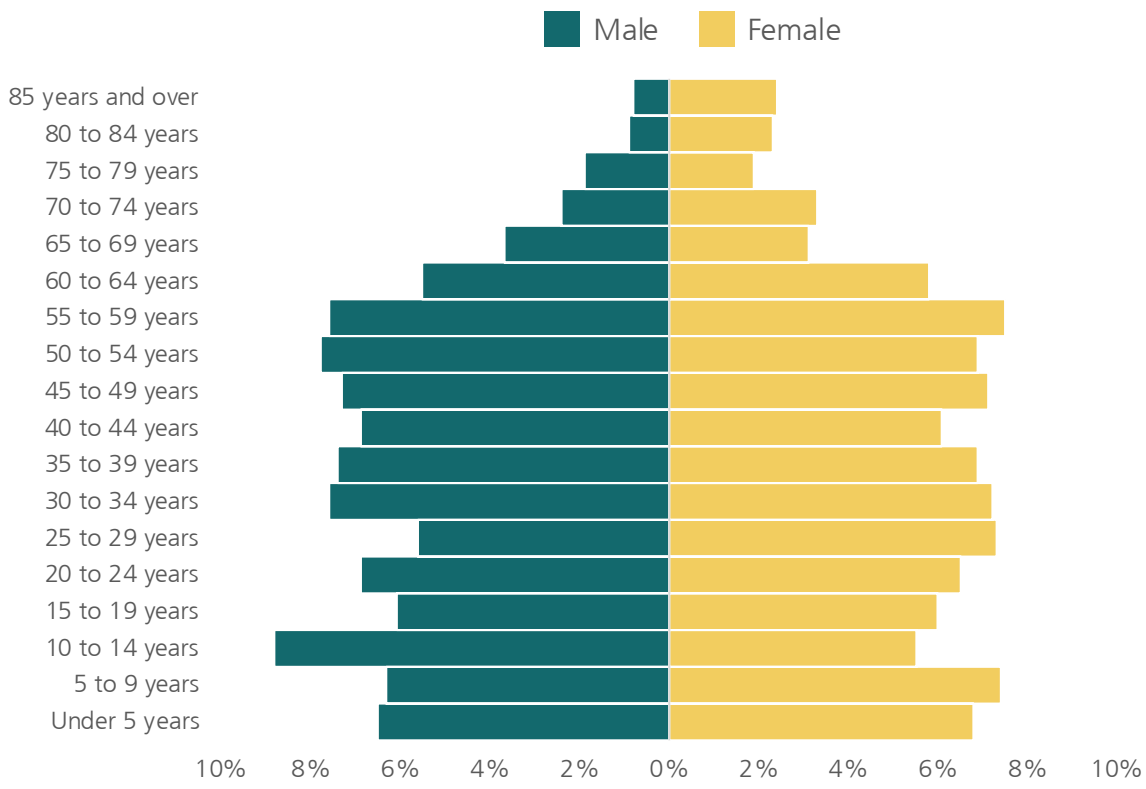
As Baby Boomers settle into retirement, the nation grows older. Lincoln Park emulates the aging trend at the state and national level but is showing some signs of slowing down. As of 2016, the median age was 37.1 years old, which is older than previous census counts, but not by much. The previous three decennial censuses show that Lincoln Park's population has not aged as quickly as the previous decade. For example, between 1990 and 2000, the median age rose by almost two years, but between 2000 and 2010, it rose by just over one year. From a planning perspective, it is an important distinction to determine if senior citizens have passed on or were compelled to move out of the City from a lack of adequate housing stock and services. The large jump from age cohort 55-59 and 60-64 suggests that that upon hitting retirement age, the people are leaving the City to age elsewhere. The City will continue to age as the largest cohorts, ages 50-54 and 55-59, are still to come, but if trends stay the same, the older cohorts will be balanced by the youthful generations that follow.

TABLE 7: MEDIAN AGE OVER TIME

YEAR	MEDIAN AGE
1990	33.7
2000	35.5
2010	36.7
2016	37.1

Source: U.S. Decennial Census and ACS 2012-2016 5-Year Estimates

FIGURE 4: AGE COHORTS BY GENDER



Source: ACS 2012-2016 5-Year Estimates, table (DP05)

The City sees the largest drops in young adult age-cohorts, signifying that young adults and families are leaving at faster rates than the rest of the population. The age groups 15-19, 20-24, and 25-29 make up the smallest proportions of the younger cohorts. Interestingly, the number of children between the ages 10 years old and younger remains healthy, despite relatively fewer younger adults in the City. The households that are staying in Lincoln Park either have more children on average, live in multi-generational households, or have more roommates, as evidenced by an average household size that has grown from to 2.46 in 2000 to 2.60 in 2010. Growth in household size is atypical: in the US generally, it has declined from 2.69 in 2000 to 2.58 in 2010.

Even with youth leaving the City, Lincoln Park remains a community with primarily family households. Almost 64% of households are made up of families, and while this number has fallen over time slightly since 2010, it remains in line with the surrounding communities that range from 56% to 69%, as well as the county (62%), the state (65%), and the U.S. (66%).

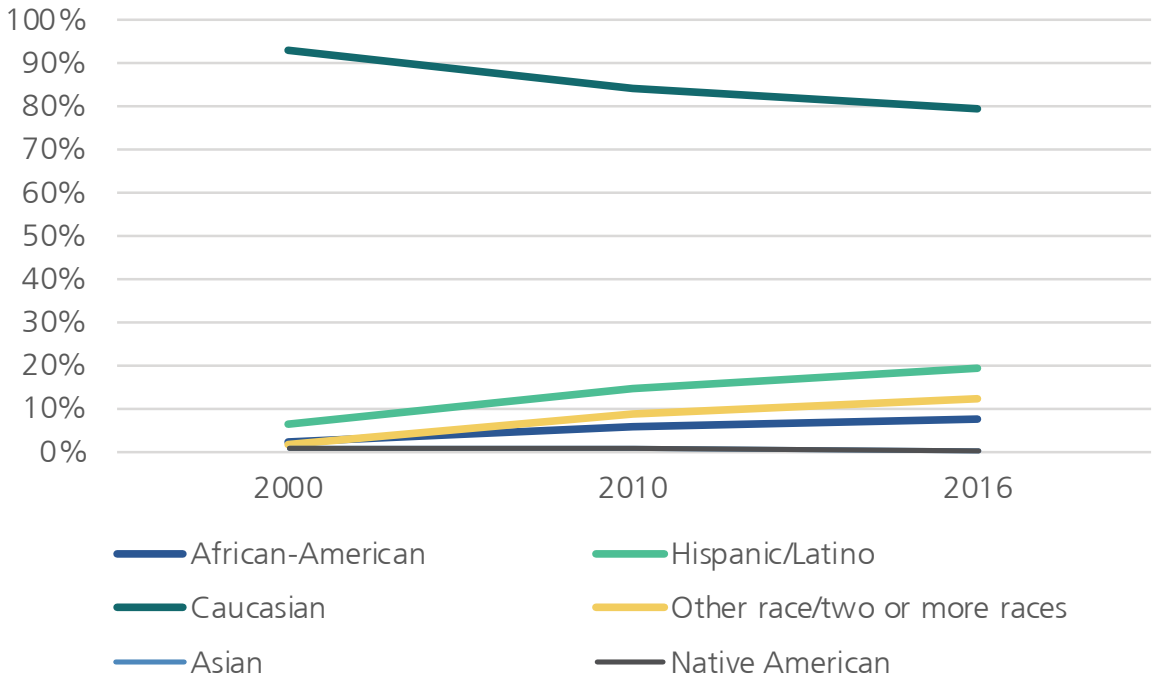
One type of family formation recorded in the Census is single-parenthood. Female householders with no husband present occurs twice as often as male householder with no female present, 17% compared to 8%, respectively. This is an important variable to consider because single mothers are nearly three times more likely to live in poverty in Lincoln Park than all other types of families (30% vs 11%), making them a vulnerable household type. Part of the explanation could be as a result of women earning 18% less than a man, on average, but because the census does not track the poverty levels of male householder with no female present, no direct comparison can be made.

The remaining roughly one-third (36%) of households are "non-family," defined as co-habitation with non-relatives or living alone, and which may include couples living together before they are married, widowers living alone, and young adults living with roommates, among other scenarios. This is an important planning demographic too, especially in terms of housing. These households are likely to need smaller units with internal privacy and external social opportunities.

RACE

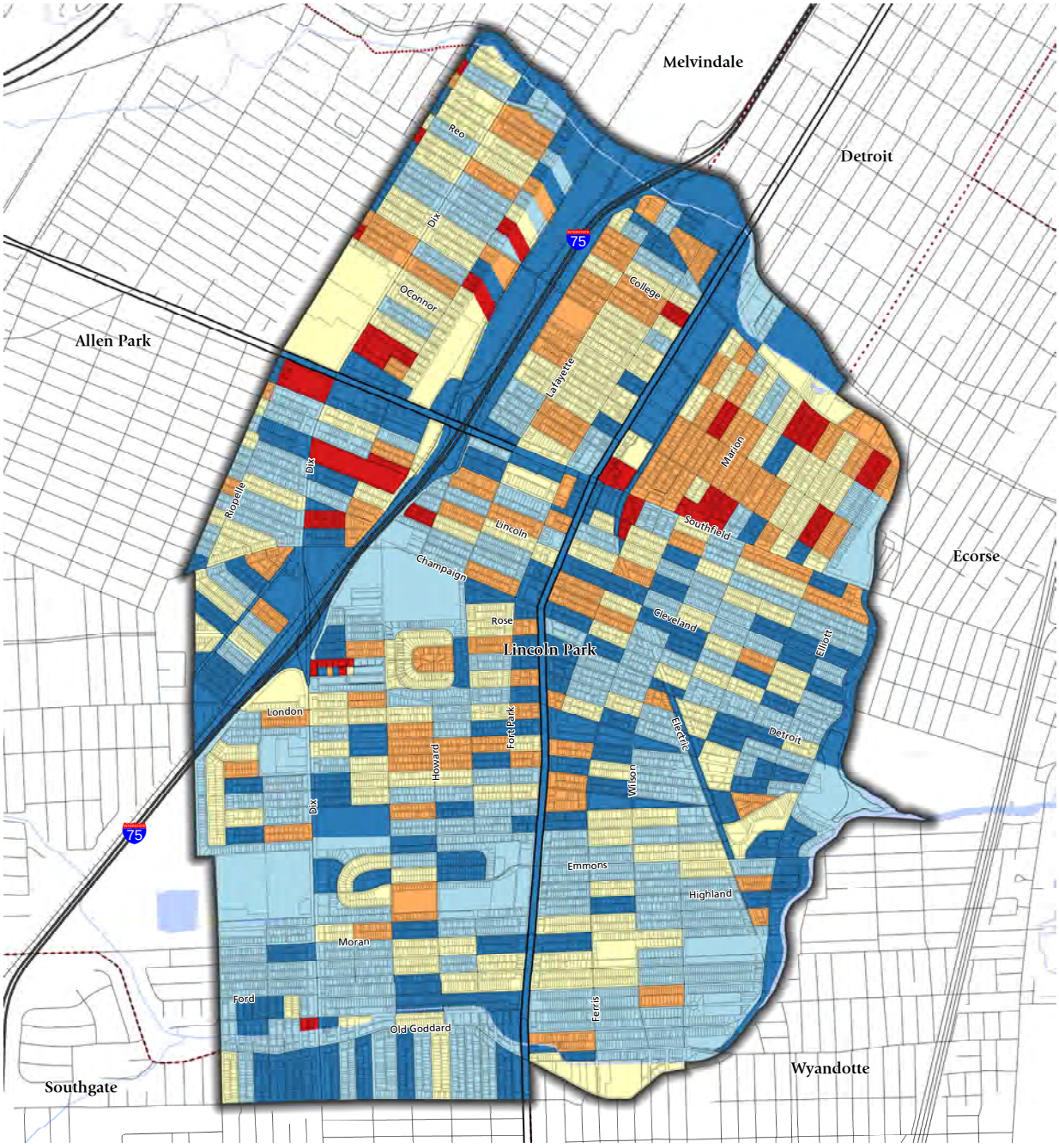
The nation's racial and ethnic composition is undergoing major change, and its metropolitan areas are the epicenter of it. Over the last decade and a half, Lincoln Park has experienced first-hand a diversifying populace. As of 2000, the city was still 93% white. In the 2012-2016 American Community Survey, that proportion was estimated at 79%, closing in on par with the nation (73%) and Wayne County (79%). During that period, the African-American population has doubled to 8% and Latinos have more than tripled to 20%. These changes have made Lincoln Park a Hispanic hub in the region with a concentration that is greater than the nation (17%), and much greater than the County (6%) and the State (5%). Of its neighbors, only Melvindale to the northwest has a similarly high Latino population of 19%, but River Rouge and Ecorse have also reached double digits at 15% and 14%, respectively. The African-American population of Lincoln Pakr, while growing, remains much lower than the larger geographies selected: County (40%), state (14%), and the U.S. (13%). Amongst the surrounding cities, there is a wide range of African-American representation, ranging from a small minority in Allen Park (2%) to a vast majority in Detroit (80%). With these trends expected to continue, Lincoln Park can continue to expect an expanding racial and ethnic make-up. The map "Hispanic Population by Census Tract" shows that they have clustered in the northern portion of the City; many of the census tracts with the highest concentrations are close to downtown or Southfield Road.

FIGURE 5: CHANGE IN RACIAL COMPOSITION, 2000-2016



Source: Decennial Census and ACS 5-Year Estimates, 2012-2016

MAP 4 HISPANIC POPULATION BY CENSUS BLOCK



CITY OF LINCOLN PARK

Hispanic Population by Census Block

Data Sources: State of Michigan Geographic Data Library, City of Lincoln Park, Wayne County GIS, U.S. Census Bureau

0 0.25 0.5 Miles

- Lincoln Park Boundary
- Freeways
- State Roads
- All Roads
- Railroads
- Municipalities

Percent Hispanic Residents:

- 0.0% - 5.2%
- 5.7% - 13.8%
- 13.9% - 22.9%
- 23.0% - 37.5%
- 37.6% - 100.0%

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"Other race" and "two or more races" were combined in the 2007 Master Plan as 2000 was the first decennial census to record those identifying as bi- or multi-racial. The first report of this category shows 6.8 million multi-racial respondents in the U.S. who had never been properly identified before. "Some other race" is a category that continues to grow, not just in Lincoln Park, but nationally as well. While it cannot be certain what "other race" means, some research indicates that it is selected most commonly by Latinos.[3] As could also be the case in southeast Michigan, Arabs, Middle Easterners, or Northern Africans who are considered Caucasian in the U.S. Census, but may not identify this way, may also select "other race."

LANGUAGE & FOREIGN-BORN POPULATION

A growing Latino population also means diversifying languages spoken at home. About 8% of Lincoln Park was born aboard, three-quarters of whom come from Latin America. Lincoln Park has a higher percentage of foreign-born residents than its neighbors, with the exception of Melvindale at 15%, and is on par with Wayne County. The vast majority of foreign-born residents, 91%, entered the country before 2010 and are assumed to be well-established. And while over 14% of population speak Spanish at home, only 4% speak English "less than very well." That is to say, most of the Latino immigrants and American-born Latinos are bilingual or native English-speakers.

WORK, INCOME & POVERTY

Level of educational attainment is a key indicator of socio-economic status. During its economic prime, many in Lincoln Park could subsist happily with a high school education working at local manufacturing center. This still rings truer in southeast Michigan than in other parts of the country, but it is a reality that is farther out of reach for younger generations. As manufacturing's role in the economy has diminished, jobs pivoted toward knowledge-production over commodity-production. Lincoln Park's economy reflects that transition. Manufacturing is still the single largest industry by number of people employed (20%), but the City also has a strong education and healthcare employment base that is catching up (18%). The jobs available locally could be why Lincoln Park has such a low proportion of college-educated residents. It seems possible still in Lincoln Park to enter the workforce without post-secondary education; perhaps that's why only 9% of residents have bachelor's degrees compared to 22% at the county, and 27% at the state level.

An economy balanced by "old" and "new" jobs is supposed to represent progress, a diverse economy with higher wages. Instead, wages have stagnated. The median household income in 1990 was $30,664, $42,515 in 1999, and nearly a decade after later, median household income shrunk to only $41,406. In fact, manufacturing has the second highest median income behind "public administration." Besides these two industries, the remaining sectors offer wages that equate to less than the median household income. The table "Industry by Median Income" shows that the wages earned in Lincoln Park generally align with wages earned throughout the state but almost always slightly lower.

This is where education comes to play again. While high school graduates may be able to find work with relative ease, they suffer from higher rates of poverty than their more educated counterparts. Education is still the ladder to social mobility, but not a guarantee. In the table below, 11% of people with a bachelor's degree or higher live in poverty. This is not a low poverty rate, but comparatively to lower levels of educational attainment, a post-secondary education correlates with lower levels of poverty. For example, a person who has not earned a high school diploma is more than 2.5 times more likely to live in poverty than someone with a bachelor's degree or higher. This is also a reflection of how certain industries

TABLE 8: EDUCATIONAL ATTAINMENT BY POVERTY LEVELS

EDUCATIONAL LEVEL	% EDUCATION LEVEL ATTAINED	% POVERTY (IN THE PAST 12 MONTHS
Less than high school	20.6%	27.1%
High School graduate (or equivalency)	38.5%	15.9%
Some college or associate's degree	32.3%	16.0%
Bachelor's degree or higher	8.6%	10.9%

Source: ACS 2012-2016 5-Year Estimates, table (S1501)

have changed over time. Manufacturing is increasingly managed by technology and requires engineers and computer programmers to run the plant floor.

Overall, 21% of people live in poverty. In 2000, only 7% lived in poverty. The dramatic increase was certainly exacerbated by the Great Recession beginning in 2008 when companies downsized and unemployment grew. In comparison to surrounding cities, Lincoln Park is not on the high end of the poverty range, but rather in the middle of the pack. The 2012-2016 ACS 5-Year Estimates report an 11% unemployment rate for the City of Lincoln Park, however, this figure is now between two to eight years old, and is likely no longer representative of the residents' employment status. Precise unemployment data on Lincoln Park is not readily available, but as the economy has continued to grow, it is likely the unemployment rate has dropped. As of March 2018, Wayne County was ranked 24th out of 83rd counties in Michigan for an unemployment rate of 5%, only slightly higher than the State's unemployment rate of 4.7% and the U.S. at 4.1%.[4]

Unemployment is one indicator to help understand the economic well-being of the City's residents, but as mentioned above, employment does not necessarily lead to an escape from poverty. Over 20% of families earn less than $24,999 per year; known as the working poor, these families meet the 2016 federal poverty threshold for a four-person household.[5] In their time of need, the most common form of public assistance for the struggling is SNAP benefits. SNAP benefits are a monthly stipend only to be used for certain foods and beverages; 24% of the population receives these benefits, compared to only 5% who receive public cash assistance.

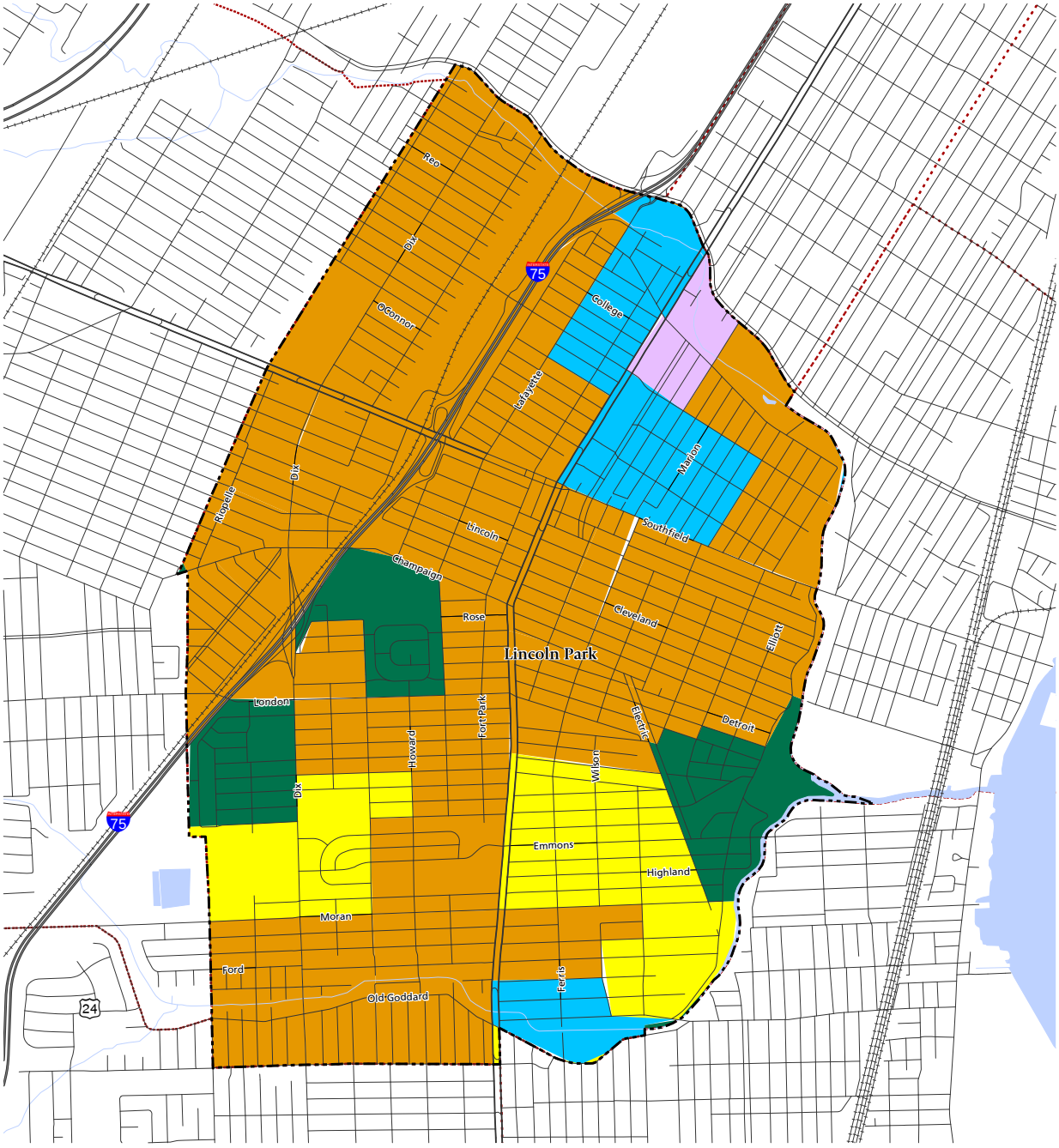
COMMUTING

Most commuters travel by vehicle. Almost 83% travel by vehicle alone and another 13% carpool. Public transportation as a mode for commuting is practically nonexistent. Less than 1% take public transport and 1.7% walk to work. In the densest region in the state, the hope for making public transportation a viable option lies here, and yet the connectivity and frequency of bus or train does not support multi-modal transit. It is difficult to quantify to what extent, but in a job-rich region, improving accessibility to those jobs could help reduce the number of people living in poverty.

TAPESTRY SEGMENTS

ESRI Business Analyst and ArcGIS have teamed up to provide geo-demographic data, or simply put, analysis that connects "who" is living "where" within a local geography. The analysis combines household and housing characteristics (tenure, marital status, income), personal traits (age, gender, education, etc.), and consumer survey data to generate "tapestry segments" of the population.

MAP 5 ESRI TAPESTRY SEGMENTS



CITY OF LINCOLN PARK

Market Area Tapestry Segmentation

0 0.25 0.5

Data Sources: State of Michigan Geographic Data Library, City of Lincoln Park, Wayne County GIS, Esri Tapestry Living Atlas Layers

- Lincoln Park Boundary
- Freeways
- State Roads
- All Roads
- Railroads
- Municipalities
- Cozy Country Living
- Senior Styles
- GenXUrban
- Hometown
- Middle Ground

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TABLE 9: INDUSTRY BY MEDIAN INCOME

INDUSTRY	% EMPLOYED LINCOLN PARK BY SECTOR	MEDIAN INCOME LINCOLN PARK	% EMPLOYED MICHIGAN BY SECTOR	MEDIAN INCOME MICHIGAN
Manufacturing	19.9%	$41,780	18.0%	$46,528
Education, healthcare, social assistance	18.0%	$30,771	23.7%	$32,189
Retail	16.1%	$21,402	11.3%	$19,231
Arts, entertainment, recreation	11.0%	$13,480	9.5%	$12,071
Professional, scientific, management	8.4%	$27,284	9.4%	$36,070
Transportation, warehousing, utilities	7.2%	$38,185	4.2%	$43,005
Construction	5.8%	$34,348	5.0%	$37,115
Other services	4.7%	$19,545	4.7%	$21,639
Finance and insurance, real estate	3.6%	$36,370	5.5%	$41,023
Wholesale trade	2.0%	$33,750	2.4%	$41,436
Information	1.6%	$38,409	1.6%	$40,244
Public administration	1.6%	$51,111	3.5%	$51,362
Agriculture, fishing, forestry, mining	0.1%	--	1.2%	$22,392

Source: ACS 5-Year Estimates, 2012-2016 (Table S2413)

It is the triangulation of different sources that form a richer understanding of the residents' lifestyle preferences that can only otherwise be inferred from census data. The top four segments discussed below make up 95.7% of the City's population.

Hometown (66.1%): Residents in this LifeMode stay close to home as they age. Many of the householders are single with children and reside in either older single-family homes or rent small multi-family units. To stretch their dollar, these residents rely on coupons, discount stores, and used vehicles.

Middle Ground (11.4%): In the heart of the City, this group represents the lifestyle of thirtysomethings: Millennials that could be married or single, renters or homeowners, middle or working class. Most have a bachelor's degree and live in a mix of urban housing types: detached, townhome, or multi-unit buildings. They are constantly connected, using their cell phones for music, news, shopping, and social media. For leisure, they enjoy night life, some travel, and hiking.

GenXUrban (11.3%): This group is the second largest group nationwide. It is comprised of middle-aged, married couples

with families of fewer children. About one-fifth of residents are 65 years or older (as of 2016) and growing. This group lives and works within urban areas in the same county, and commutes in their one or two vehicles. They own, but still have a mortgage on, older single-family homes, are wellinsured, and prudent investors. GenXurban members like to read, scrapbook, play board games and cards, and outside of home activities, they enjoy dining out, going on walks, and going to museums and rock concerts.

Cozy Country Living (6.9%): This is the largest segment nationwide, covering almost half of Midwestern households. As single-family homeowners typically in bucolic areas, they are pet-owners and 30% have three vehicles or more including motorcycles and ATVS/UTVs. They buy American products, prefer to eat at home, shop at discount stores, and spend little time online. Maintaining their home and property is important demonstrated by their purchases of tools and equipment. Outdoors, they are fishing, hunting, camping, and boating.

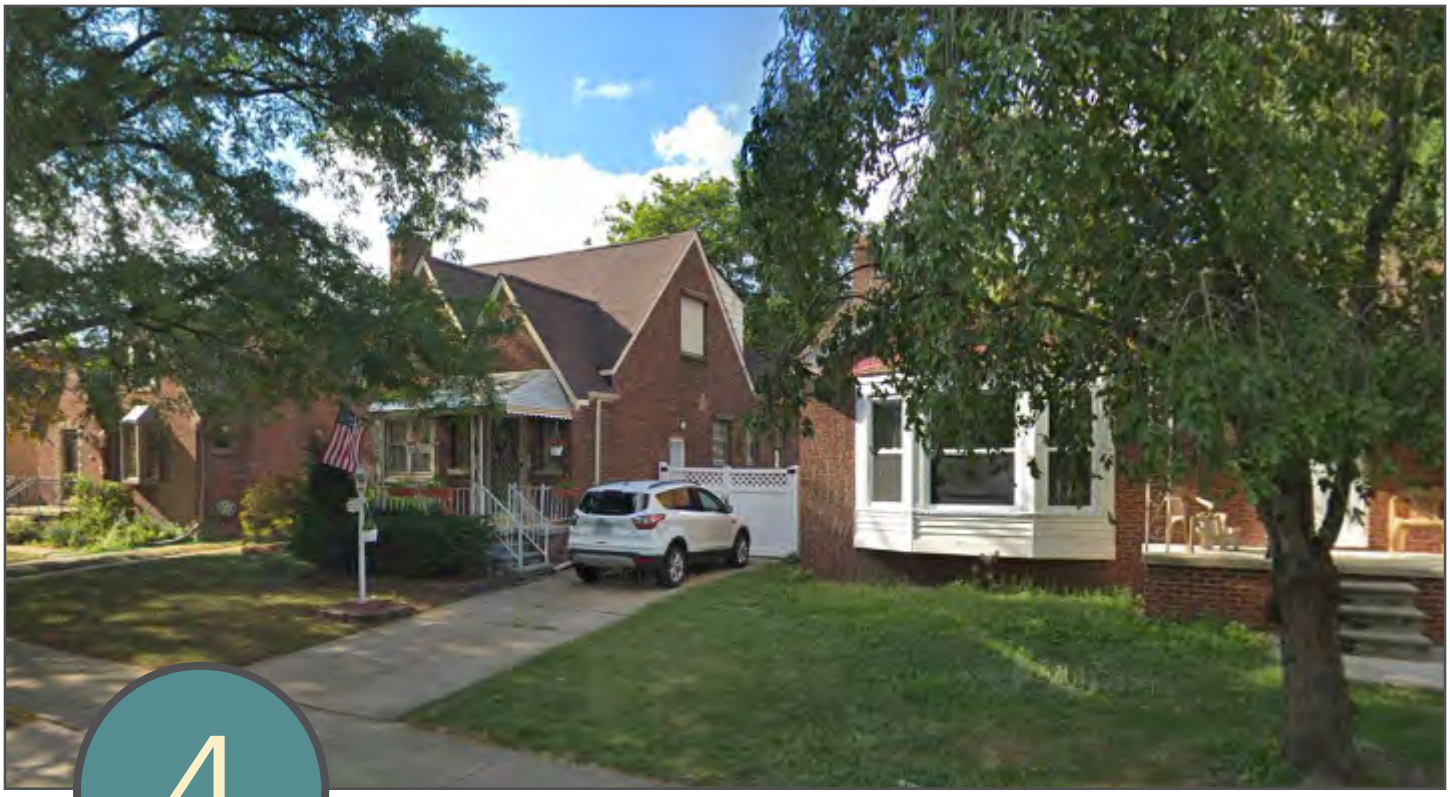
Senior Styles (4.3%): Many of these households are married empty nesters or singles living alone. They use cell phones but also landlines and prefer print to digital media. They are devoted to staying current on the news through newspapers and cable television. Residents in this group purchase vitamins and have a regular exercise schedule.

SOURCES

3 Shok. Sowmiya. "The Rise of The American 'Others.'" The Atlantic. August 2016.

4 Michigan Department of Technology, Management & Budget, Bureau of Labor Market Information and Strategic Initiatives, Local Area Unemployment Statistics. http://milmi.org/datasearch/unemployment-by-county

5 United States Census Bureau. Poverty Thresholds by Size of Family and Number of Children. https://www.census.gov/data/tables/time-series/demo/income-poverty/historical-poverty-thresholds.html



4 HOUSING REVIEW

In any community, housing is generally the dominant feature in terms of land use and number of structures. The 16,530 housing units counted in Lincoln Park by the 2010 Census, many of which are a part of well-established post-World War II neighborhoods, are its most defining element, especially considering that commercial and industrial uses are well-confined to a few corridors. This number is 291 fewer than were counted in 2000 and provides shelter for 1,290 fewer households. These numbers confirm that Lincoln Park is indeed a "shrinking city" in terms of residential population. As the centerpiece of the last economic meltdown, the housing market is where much of the damage was done, and cities statewide have sustained lasting effects in the condition, tenure status, and value of their housing stock. This section examines how Lincoln Park's housing market is recovering and how it can position itself to make further improvements.

HOUSING TYPES

The housing stock in Lincoln Park is representative of most suburban cities. Single-family, detached homes eclipse any other housing format by a long shot. Noticeably higher than all of its neighbors, as well as the county, state, and country, 82% of its homes are single-family, detached style. Wyandotte follows as the next closest of the selected cities with 77% single-family homes; the rest of communities generally range in percentage from low 60s to high 70s. The next most common types of housing units in Lincoln Park are buildings with 5 to 9 units (4.6%) or 20 or more units (4.2%).

The City largely skips over the range of options between single-family homes and large apartment complexes, making it an excellent illustration of the phenomenon known as the "Missing Middle." This term refers to housing that is similar in size to single-family structures, but instead are either clustered or have multiple units.[6] It was coined as a response to a growing demand for walkable cities, primarily from millennials and Baby Boomers. The overdevelopment of single-family detached homes with a yard has yielded neighborhoods that are not conducive to traveling on foot, because the space in between homes adds up to distances that make most errands out of reach except by vehicle. The planning and design solution to improving walkability is to increase density where appropriate. The Missing Middle ethos is not a radical one, though. Understanding that single-family homes are the predominant housing format, the recommended options fit into existing residential zones or form the building blocks for new neighborhoods that favor high-quality multi-family housing units.

A Target Market Analysis (TMA) for Lincoln Park was conducted in 2017 to evaluate the current housing market and to determine what types of units are needed in the future, taking into account the City's demographic make-up and demand for certain housing types. The analysis shows that an estimated 30 new households are moving into the City annually and are looking for attached units to rent, compared to only eight new homeowners seeking attached housing formats for sale. Consequently, this means there is an annual need for 30 additional attached rental units and 8 attached units to purchase. Few housing units have been built since 2010 to test these projections, but the mismatch between the current housing stock and the housing preferences of these likely movers is clear. As can be seen in the graph below, the demand by new households exceeds the current stock for the following formats:

- low and midrise apartments
- small and large multiplexes
- townhouses
- lofts downtown
- triplexes and fourplexes.

The "one style fits all "approach to housing has lost merit as common living situations have broadened to include lifestyles once considered alternative. To some extent, housing format also represents its era of construction: in Lincoln Park, over 62% of the housing stock was built during the peak of the baby boom, between 1940 and 1959, and consequently is optimized to accommodate nuclear families. As household composition changes, so must the structures that house them.

FIGURE 6: MISSING MIDDLE HOUSING

Fourplex

Source: Congress of New Urbanism

STANDARD SPECS	TYPICAL DESIGN DETAILS
Number of units	4
Net density	15-29 du/acre
Typical unit size	5,000-1,200 sq. ft.
Off-street parking spaces	1.5 max per unit
Lot size	Width: 60-75 ft. Depth: 100-150 ft. Area: 6,000-11,250 sq. ft.
Setbacks	Front: 10-25 ft. Side: 5-12 ft. Rear: 30-60 ft.

Source: Congress of New Urbanism

Small Multiplex

Source: Congress of New Urbanism

Live/Work Space

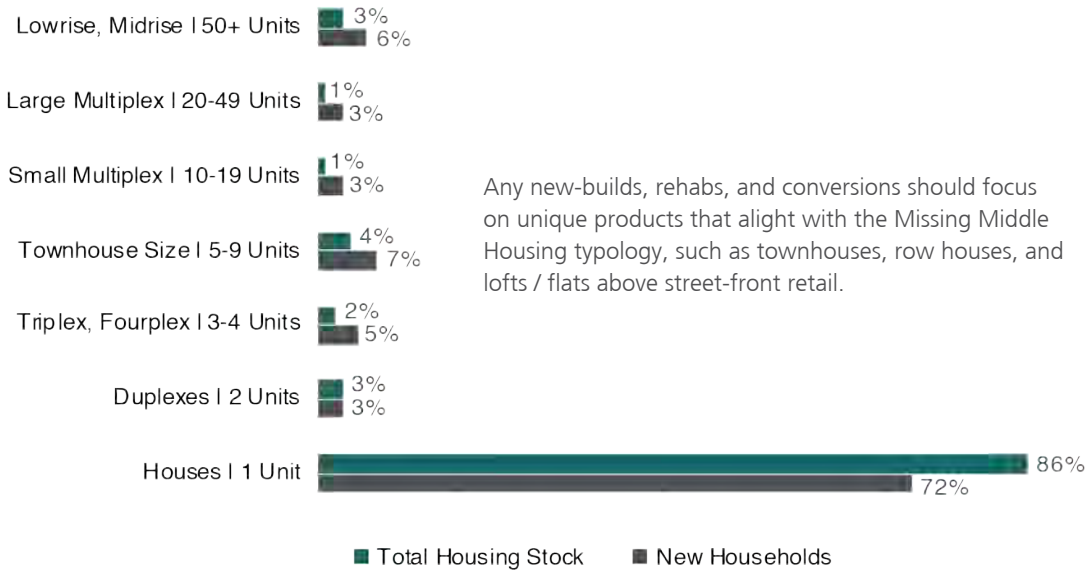
Source: Congress of New Urbanism

Townhouses

STANDARD SPECS	TYPICAL DESIGN DETAILS
Number of units	6-10
Net density	23-58 du/acre
Typical unit size	500-1,200 sq. ft.
Off-street parking spaces	1.5 per unit max.
Lot size	Width: 60-75 ft. Depth: 100-150 ft. Area: 6,000-11,250 sq. ft.
Setbacks	Front: 10-25 ft. Side: 5-12 ft. Rear: 30-60 ft.

Source: Congress of New Urbanism

FIGURE 7: MARKET POTENTIAL V. EXISTING HOUSING STOCK SHARE OF TOTAL BY BUILDING SIZE



Source: Land Use USA Target Market Analysis, 2017

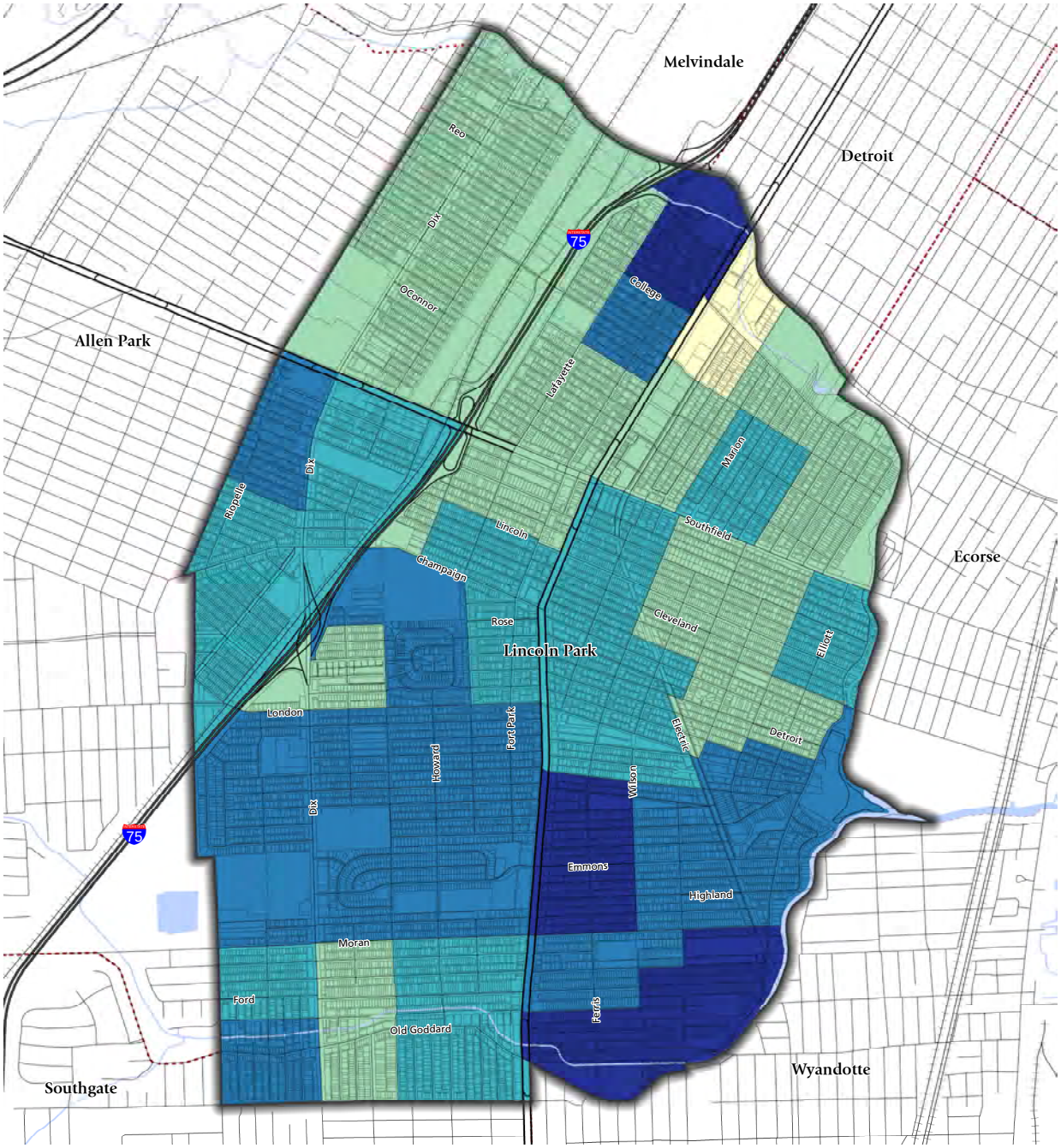
HOUSING VALUES

Years after the official end of the housing crisis, the effects are still felt by homeowners. Once considered the most prudent investment, the precipitous drop in housing values starting around 2008 has still not fully recovered. In the ACS survey period covering 2006-2010, the median housing value in Lincoln Park was recorded at just below $100,000; by the 2012-2016, estimate the median housing value was $60,500. This drop represents a significant loss of wealth for working and middle-class families whose forfeited equity could have been used to improve those homes, ease a time of need, pass on to children, or make a profit at sale. Many families' financial security was shattered, and the incentive to maintain a home that is worth less the remaining balance on it is minimal. The mass collection of homes that underwent this blighting process has had profound impacts on stabilizing neighborhoods where it made financial sense for households to leave their homes behind.

TENURE STATUS AND COST BURDEN

According to the 2012-2016 American Community Survey, Lincoln Park is still primarily comprised of homeowners (69%) and surpasses the national homeownership rate (64%). But the proportion of homeowners continues to slip: In 2000, 79% of homes were owner-occupied, which was much greater than Wayne County (67%) or the nation (66%) at the time. On the other side of the "tenure" coin, rentership has simultaneously been on the rise, increasing almost 10 percentage points from 21% in 2000 to 31% in the 2010. This could be for a couple of reasons. The extent of the lasting effects of the foreclosure crisis in homeownership has not yet been fully understood, but certainly include damage to household credit which precludes homeownership for a segment of the population. Less well documented is the damage to the reputation of homeownership as a safe and wise long-term investment, which may influence the decisions of another

MAP 6 MEDIAN HOUSEHOLD VALUE



CITY OF LINCOLN PARK

Median Household Value

Data Sources: State of Michigan Geographic Data Library, City of Lincoln Park, Wayne County GIS, US Census Bureau 2016

0 0.25 0.5 Miles

- Lincoln Park Boundary
- Freeways
- State Roads
- All Roads
- Railroads
- Municipalities

Median Household Value by Block Group:

- $0
- < $54,000
- $54,001 - $63,700
- $63,701 - $74,800
- $74,801 - $93,700

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segment of the population that could afford homeownership, but no longer chooses it as the best option for their life savings. As the world emerges from the Great Recession and Michigan recovers from a full decade of economic stagnation, it is also possible that renting a unit is a more attractive option to those who value flexibility and mobility over stability, which has proved elusive anyway.

Another factor may be cost. In Lincoln Park, the median gross rent ($830) is about $150 less than the median "selected monthly owner costs" ($988) recorded by the 2012-2016 ACS, a figure that includes a mortgage payment as well as insurance and other housing-related expenses. As mentioned above, resident workers are receiving similar wages to nearly two decades ago, likely impacting their ability to save money for a down payment. However, even though renting in Lincoln Park is currently cheaper than homeownership on a monthly basis, it is fraught with uncertainty, especially in a market that has been heating up over many years. Median gross rent has increased by 18% between the 2006-2010 and 2012-2016 ACS estimates, while median owner costs have decreased by about 20% during that time. Renters whose income is not keeping pace with yearly rental increases may then find that their economic reality precludes them from making investments that could propel them into more secure housing and financial situations.

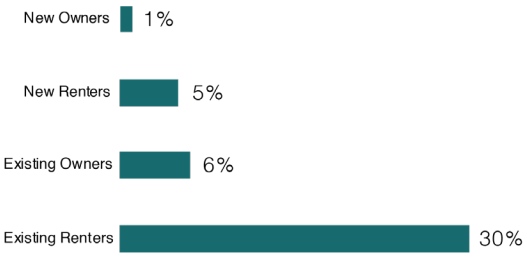
Among the downriver communities surveyed, Lincoln Park reports the second highest median rent, surpassed only by Allen Park. Additionally, the Target Market Analysis found that "movership rates among existing renters are particularly high for the cities of Lincoln Park and Wyandotte, suggesting that they are particularly transient and unsettled." Residents who are priced out of Lincoln Park may move to Ecorse, Detroit, Melvindale, River Rouge, or even Wyandotte to stay local.

TABLE 10: HOUSING COST BURDEN

COMMUNITIES	MEDIAN GROSS RENT	RENTERS WHO ARE COST BURDENED	MEDIAN OWNER COSTS	HOMEOWNERS WHO ARE COST BURDENED
Wayne County	$808	57.5%	$1,245	29.2%
Allen Park	$920	40.2%	$1,185	18.1%
Detroit	$754	64.7%	$1,063	42.5%
Ecorse	$734	61.0%	$847	28.6%
Lincoln Park	$830	60.2%	$988	22.9%
Melvindale	$793	53.8%	$997	34.5%
River Rouge	$723	67.8%	$967	41.4%
Southgate	$814	39.5%	$1,129	24.5%
Wyandotte	$750	52.0%	$1,105	25.7%

Source: 2016 ACS 5-Year Estimates

FIGURE 8: ANNUAL MOVERSHIP RATES AMONG NEW & EXISTING HOWEOWNERS & RENTERS



Source: Land Use USA Target Market Analysis, 2017

Rising rents and stagnating wages can only lead to one conclusion: renters are spending more of their income on housing. The federal Housing and Urban Development agency (HUD) recommends that a household does not spend more than 30% of its gross income on housing costs and considers households which exceed that proportion to be "cost-burdened." In Lincoln Park, 60% of renters are cost-burdened compared to 23% of homeowners.

The City is at the higher end of the range of its neighboring communities regarding cost-burden for renters but has the second lowest rate of for homeowners. This is partly explained by the higher monthly rent as compared to homeownership costs. Another factor is related to income rather than housing: homeowners in Lincoln Park had double the median income of renters in both the 2006-2010 and the 2012-2016 ACS surveys. Though renters' income grew more swiftly than homeowners' income during that time, it appears that the majority of these gains were actually collected by local landlords rather than by the households. As a result, renters are even more cost-burdened now than during the height of the recession, while homeowners have enjoyed some additional spending power to offset their modest income gains. In perspective, of course, this is not good news for homeowners either, since the drop in housing cost represents a diminished long-term investment.

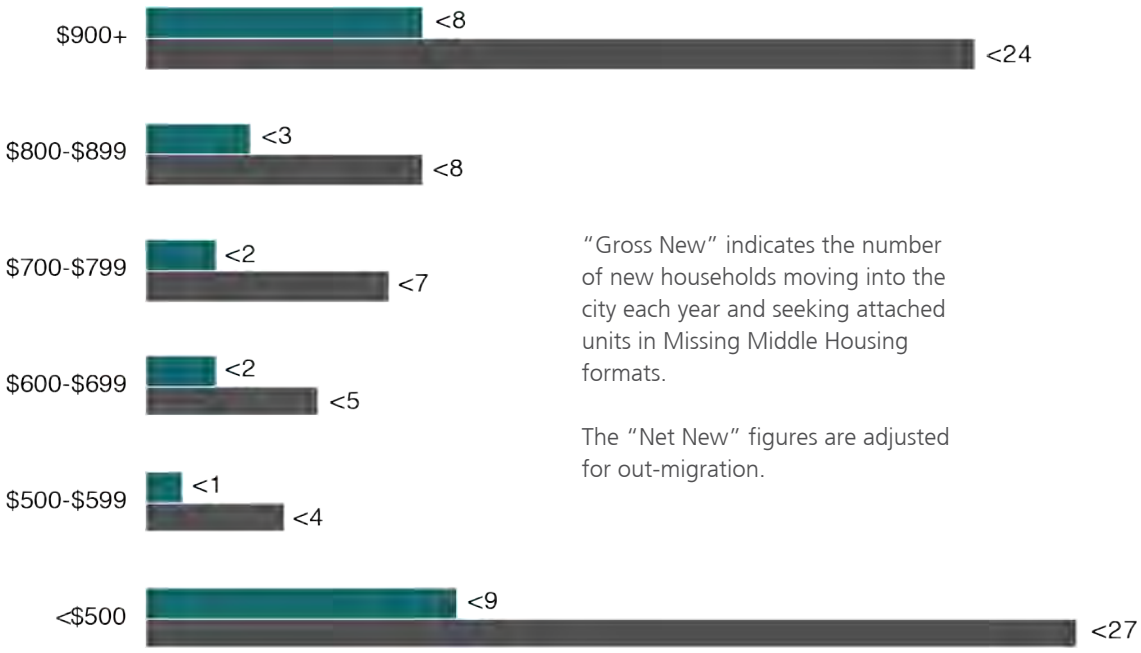
In addition to investigating future demand for housing products, the TMA also touches on which price points are attainable for new households. Lincoln Park's rent

TABLE 11: INCOME BY TENURE STATUS

		HOMEOWNERS	RENTERS
2006-2010	Median HH income	$49,272 or $4106/mo	$22,225 or $1852/mo
	Monthly housing cost	$1190	$679
	Housing as % of HH income	29%	37%
2012-2016	Median HH income	$50,984 or $4249/mo	$25,623 or $2135/mo
	Monthly housing cost	$988	$830
	Housing as % of HH income	23%	39%
Change	Median HH income	+$1712 or $143/mo (3.5%)	+$3398 or $283/mo (15%)
	Monthly housing cost	-$202 (-17%)	+$151 (+22%)
	Housing as % of HH income	- 6 percentage points	+ 2 percentage points

Source: 2006-2010 and 2012-2016 ACS

FIGURE 9: ANNUAL NEW RENTER HOUSEHOLDS SEEKING MISSING MIDDLE HOUSING FORMAT



Source: Land Use USA Target Market Analysis, 2017

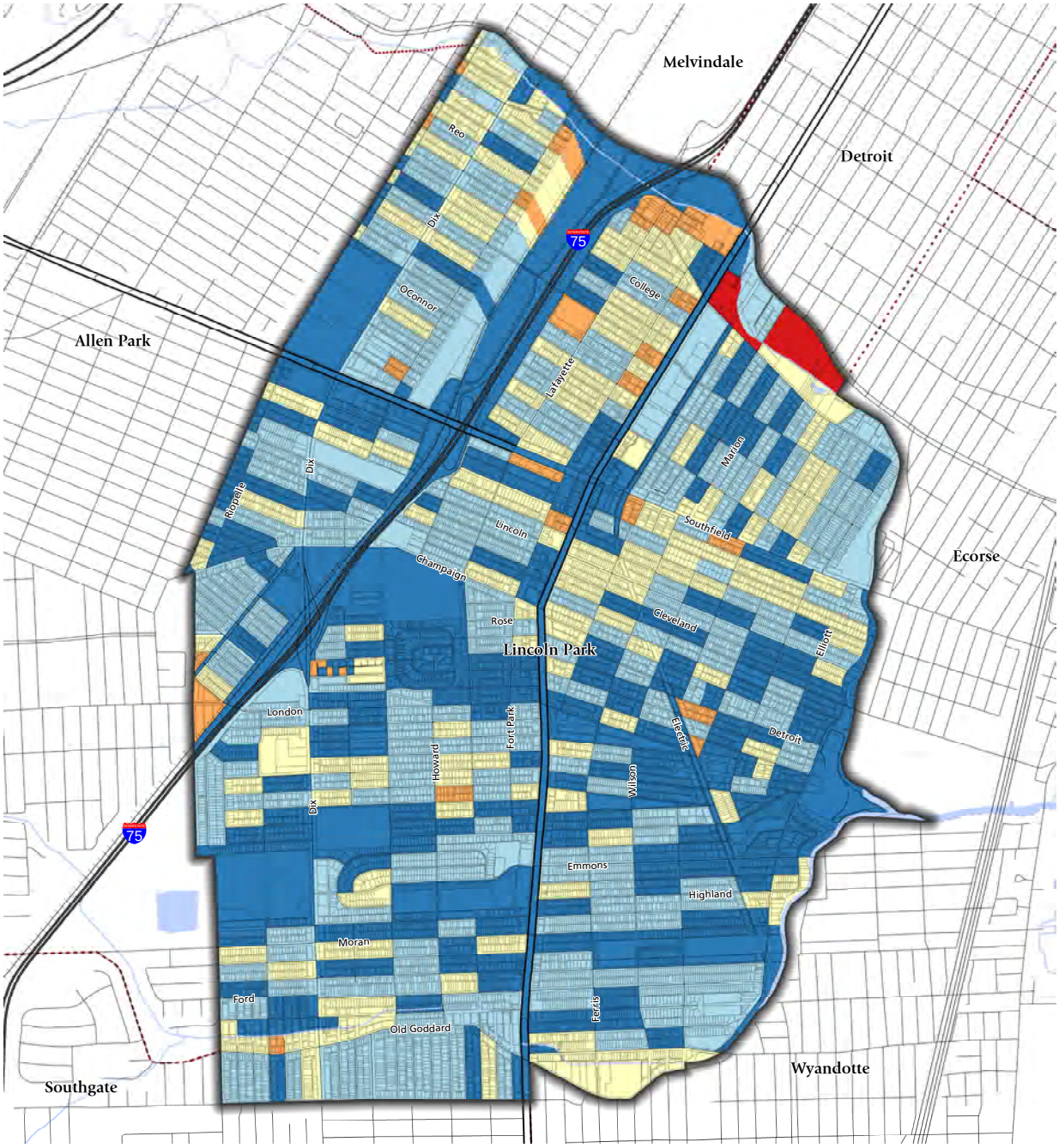
tolerance shows up at several points along the price spectrum. It is predicted that about one-third of new renters will look for units $500 or less per month (significantly under the median gross rent of $830), while another one-third can tolerate rents up to $900 per month, and the remaining one-third can pay up to $1,200 monthly. There is a paltry number of homeowners moving to Lincoln Park, but a need has been identified for attached homes upward of $200,000. The challenge in the Lincoln Park housing market will be to integrate the new array of housing units in demand into the existing neighborhood fabric or to creatively re-purpose vacant land to build new neighborhoods.

HOUSING VACANCY

All housing units have periods of vacancy when they are up for sale or between leases. It is desirable to have at least some of this type of vacancy, because it indicates housing availability – a vacancy rate of zero would mean that one household could not move into another housing unit without finding a way to displace the previous occupants. Of the 1,606 vacant housing units counted by the 2010 decennial census, approximately half (53%, or 847) fall into this category. These are the units used to calculate vacancy rates for homeowners and renters, which stood at 1.3% and 3.5% respectively in 2010. Both figures are low, and have tightened up considerably since 2000, when the rate was 2.8% for homeowners and 9.5% for renters. Such low vacancy rates suggest steep competition for units that come onto the market. Given the TMA's finding that internal movership rates are four times higher than incoming households, this is an issue that is disproportionately affecting people who are already City residents. It could also be further indication that more of the correct type of housing units are needed to improve accessibility and choice to residents.

Unfortunately, almost half of the vacant units in Lincoln Park are "other vacant,"

MAP 7: VACANCY RATE BY CENSUS BLOCK



CITY OF LINCOLN PARK

Vacancy Rate by Census Block

Data Sources: State of Michigan Geographic Data Library, City of Lincoln Park, Wayne County GIS

0 0.25 0.5 Miles

- Lincoln Park Boundary
- Freeways
- State Roads
- All Roads
- Railroads
- Municipalities

Vacancy Rate:

- 0.0% - 5.0%
- 5.1% - 13.0%
- 13.1% - 25.0%
- 25.1% - 50.0%
- 50.1% - 100.0%

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indicating they fit the more common image of vacancy as a property that has been abandoned. High vacancy rates have plagued metro Detroit for some time, and in Lincoln Park both the number and the proportion of housing units in this category have increased. Between the 2000 and 2010 decennial Censuses, the number of "other vacant" housing units increased from 146 to 719, and from 24% of total vacancies to 45% of total vacancies. High vacancy rates are often paired with poorer housing conditions that lead to significant visible deterioration and associations with crime. The multiplier effects of blight are severe. Homeowners interested in building roots in a community are buying more than a property, they are buying access to a school district, to safety, to a neighborhood, to city services. It is an all-inclusive package. A beautiful home on a street that is surrounded by properties in disrepair would likely prevent newcomers from making an investment because it does not provide the entire package.

TABLE 12: 2000 & 2010 VACANCY RATES

VACANCY	2000		2010	
	Number	Percent	Number	Percent
Vacant housing units	617	100	1,606	100
For rent	210	34	413	25.7
Rented, not occupied	18*	2.9	23	1.4
For sale only	125	20	317	19.7
Sold, not occupied	73*	11.8	94	2.9
For seasonal, recreational, or occasional use	45	7.3	40	2.5
For migratory workers	0	1	0	0
Other vacant	146	23.7	719	44.8

*Source: 2000 and 2010 Decennial Census; * indicates calculated estimate*

SOURCES

6 Opticos Design, Inc. Missing Middle: Responding to the Demand for Walkable Urban Living. http://missingmiddlehousing.com/

5

EXISTING LAND USE

Land use analysis has long since been a centerpiece of community planning, and while there have been shifts to environmental and people-centered planning, land use rightfully remains a vital tenet, especially in Lincoln Park. Because it is fully developed, growth will have to be creatively focused inward as it does not have the luxury to expand. The City also has to contend with large rights-of-way that have had an influential impact on where people live and how they get around. Below is an analysis of the major existing land use categories and the extent of their presence and impact on the Lincoln Park.

RESIDENTIAL

True to its origins as a bedroom community, almost 92% of Lincoln Park is host to a residential use, covering about 14,000 parcels of land. Most of the residences take the form of low-density single-family homes built before 1960. Corresponding to its widespread footprint, residential units have a total taxable value of over $350,000,000, or close to 81% of the City's total taxable value, a figure that necessitates careful consideration of their well-being. Less than 1% of residential parcels are considered vacant by the assessor's land use codes, meaning that 121 parcels are dedicated to a residential use but do not have a structure on it. These parcels forego over $553,377 in taxable value annually, not to mention the effect they could have on adjacent homes' property values, if the parcels go unmaintained. Permit data shows that thousands of Lincoln Parkers have added to, altered, or repaired their homes. As the biggest investment most people make in their lives, it is not surprising that about 7,500 people between 2010-2018 have made improvements to the structures they live in.

COMMERCIAL

The next largest consumer of land is commercial development. Concentrated along the City's wide corridors—Southfield Road, Fort Road, and Dix Highway—commercial enterprise sits on 785 parcels, taking up less than 5% of the City's total number of parcels but accounting for 17% of total taxable value. Because commercial parcels are generally larger than residential parcels, are clustered on highly visible corridors, and provide services we depend on, they have a larger presence in our minds than they do on land. In such a small amount of space, they produce ample economic value to the City. Many of the businesses, due to their location on fast-paced thoroughfares, service passing vehicles. As such, much of the land in these commercial zones are used for parking. An aerial image shows that building space and parking space are nearly equal, which detracts from the corridor's beauty and ability to capitalize on underused land for higher and better uses.

Lincoln Park business owners do take pride in their properties, since 2010, about 850 commercial properties have applied for a permit to add to, alter, or repair their structures. The repairs include interior and exterior upgrades or repairs that add value to the property itself and, if substantial enough, to the area too. In that same time period, 23 commercial properties were at least partially demolished. Demolition has negative connotations, and while usually not the result of economic growth, the effects can be positive. A razed building that was subject to arson or abandonment removes blight, which can make a commercial corridor more inviting to visitors.

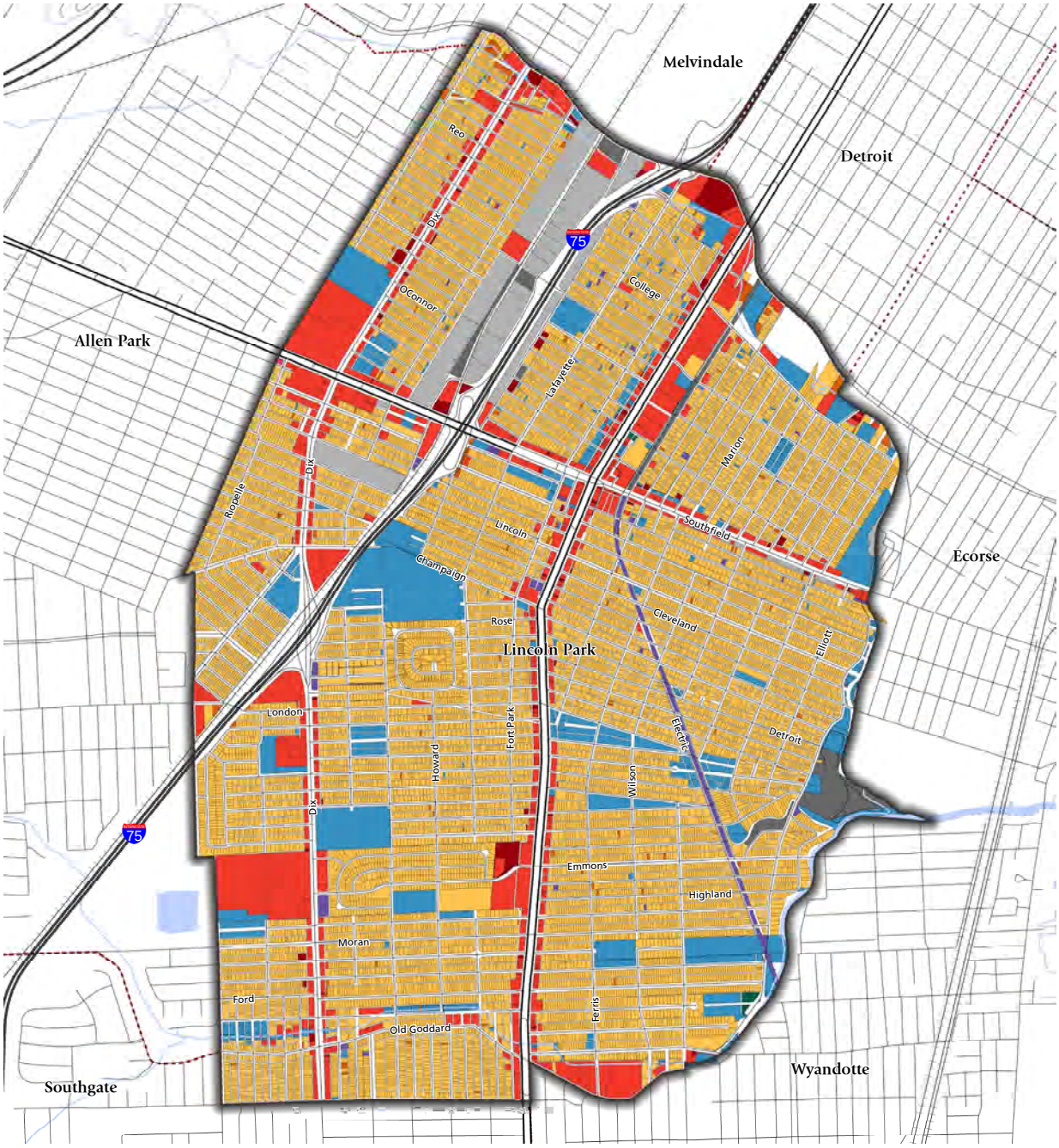
INDUSTRIAL

Industrial parcels are larger still, and while they only occupy 41 parcels, their presence is highly conspicuous. Industry has typically located near corridors or opportune connections, and while many downriver communities have utilized the river as a mean to transport goods, Lincoln Park industry has located near important road networks a little farther inland. The industrial land uses are largely sandwiched between the northern portion of I-75 and a residential neighborhood. Along Howard Street, where large-scale

FIGURE 10: EQUAL SPACE FOR BUILDINGS AND PARKING

Source: Google maps Southfield Road between Chandler Avenue and Ferris

MAP 8 EXISTING LAND USE



CITY OF LINCOLN PARK

Existing Land Use

0 0.25 0.5 Miles

Data Sources: State of Michigan Geographic Data Library, City of Lincoln Park, Wayne County GIS

- Lincoln Park Boundary
- Freeways
- State Roads
- All Roads
- Railroads
- Municipalities
- Residential
- Residential Vacant
- Commercial
- Commercial Vacant
- Industrial
- Industrial Vacant
- Public / Community Service
- Exempt County / City / Other
- Vacant (General)

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warehousing covers a multi-block area, there is no transition or screening to the homes directly east. To the west of I-75, the homes that abut industrial land uses are partially shielded by trees, and in some parts a wall separates the two incompatible uses. It is likely that this neighborhood's proximity to the interstate and industry contributes to some of the lowest median household values in the city (less than $54,000) Generally, industrial uses are the most difficult to integrate into a city because of their large, often unappealing, footprints and the heavy trucking and noise associated with them.

Almost one-third of the industrial parcels are vacant, but being bundled tightly in one zone diminishes their presence citywide and also complicates any resuse of one structure. Industry remains a valuable place of employment and contributor to the city's tax base, generating about $9.7 million in taxable value.

EXEMPT

Land in the exempt category means that property taxes are not collected. Most of these institutions are city, county, or state owned, public schools, religious-based organizations, or charities that offer essential services to the community. In total, these properties use 414 parcels of land, just 0.03% of the City's total parcels, for the low "cost" of foregone taxable value of $158,178. While there can be a push to favor revenue-generating development in cities with a waning general fund, the number of exempt properties in Lincoln Park is small and provides incalculable benefits to its residents.

VACANCY

Separately from the vacancies recorded per land use category, there is a category that accounts for parcels of land that do not belong to a category but nonetheless do not have a property on them. There are relatively few, just 59 parcels, and the vast majority are Electric Alley where utility lines are strung.

Table 13: Land use and taxable value by parcel

LAND USE CATEGORY	NO. OF PARCELS	% OF LAND USE (BY PARCELS)	TOTAL TAXABLE VALUE	% OF TOTAL TAXABLE VALUE
Residential Residential vacant	13,861 121	90.7% 0.8%	$354,574,403 $553,377	80.6% 0.1%
Commercial Commercial vacant	707 78	4.6% 0.5%	$72,769,718 $1,408,797	16.6% 0.3%
Industrial Industrial vacant	30 11	0.2% 0.7%	$9,725,125 $406,800	2.2% 0.09%
Exempt	414	1.8%	$2,423,174	.03%
Public/Community Service	10	.07%	--	0.0%
Vacant	59	0.4%	$54,200	.01%
TOTAL	15,291	100.0%	$439,650,599	100%

6

CORRIDORS, CENTERS, & NEIGHBORHOODS

CORRIDORS

Major corridors are the skeletal system that support movement throughout a community, and the minor corridors are the connective tissues that link the entire system together. While the focus is on road corridors, a wider range of nonmotorized greenways, sidewalks, waterways, and railroads contribute to overall mobility, to a lesser extent as pathways for daily users. But, for example, the Ecorse River is a corridor that serves as the City's northern border; whether or not it is used consistently by residents, it has a tangible function. In Lincoln Park, roads are a defining land use feature that has played a significant role in shaping the City, for better or for worse. Lincoln Park's popularity as a post-war suburb was partially due to the fortuitous crossroads that made its comfortable neighborhoods accessible throughout the region by easy commute.

ROADS

Road Types

The State of Michigan Public Act 51 of 1951 created the Michigan Transportation Fund, which is comprised of automobile-related user fees and taxes and stipulations for how they shall be distributed and spent. The act created jurisdictional road networks such as city, village, and county roads and prioritized which networks will receive funding. This helps the state to determine eligibility criteria and the responsible party for maintenance, construction, and improvements for any given road.[7]

In addition, there is the National Functional Classification (NFC), a hierarchical system developed by the Federal Highway Administration in the 1960s, to determine the amount of federal funding to be allocated to each road type. Because interstates and major arterials are used more often by heavier vehicles that accelerate road deterioration, they are eligible for greater federal funding, whereas local residential roads are primarily funded by their respective lower level of government. This is important to remember because as road quality degenerates and concurrently becomes the resident's priority for repair, maintenance may be out of the City's control. For example, Southfield Road is managed by MDOT as a designated state trunkline M-39, the eastern portion of the road is managed by Wayne County, but it runs down the middle of Lincoln Park's downtown. The implications for a city can be serious when alterations to a road are made by another governing body that are detrimental for its local users. Relatively recently, MDOT raised the speed limit on Fort Street to 45 miles per hour in some sections, which may have increased throughput on a busy road but has also reduced safety its users and hindered downtown's vitality.

Interstates, as the name explains, move people and goods nationally. Interstate 75 is a six-lane highway that extends from the Canadian border in Michigan to Florida. It carries Lincoln Parkers north and south through the region, reaching major hubs such as Detroit and Toledo. This major piece of infrastructure can be a challenging neighbor in a small suburban city, with its noise, billboards, and potential lack of landscaping. As it stands now it is the City's responsibility, with the help of the state and federal funds, to make improvement to mitigate negative effects it could have on adjacent neighborhoods.

Principal Arterials are defined as roads that carry long distance, through-travel traffic. The layout of Lincoln Park's principal arterials prescribes the development pattern of the rest of the city. Their width and the sheer vehicular volume they carry ensure that they are zoned for commercial uses that buffer quieter, narrower residential roads. More than that, they host the daily commute. The volume of traffic they carry is documented by MDOT and displayed in the "annual average daily traffic" column. Their importance is uncontested as "heavy lifters" in the regional transportation system, considering that in some cases, the number of drivers is double the population of Lincoln Park. Together, these major corridors—Fort Street (M-85), Dix Highway, Southfield Road that connects to I-94, Outer Drive, and Interstate 75—take up approximately 176 acres, or roughly the equivalent of 1,450 residential parcels.

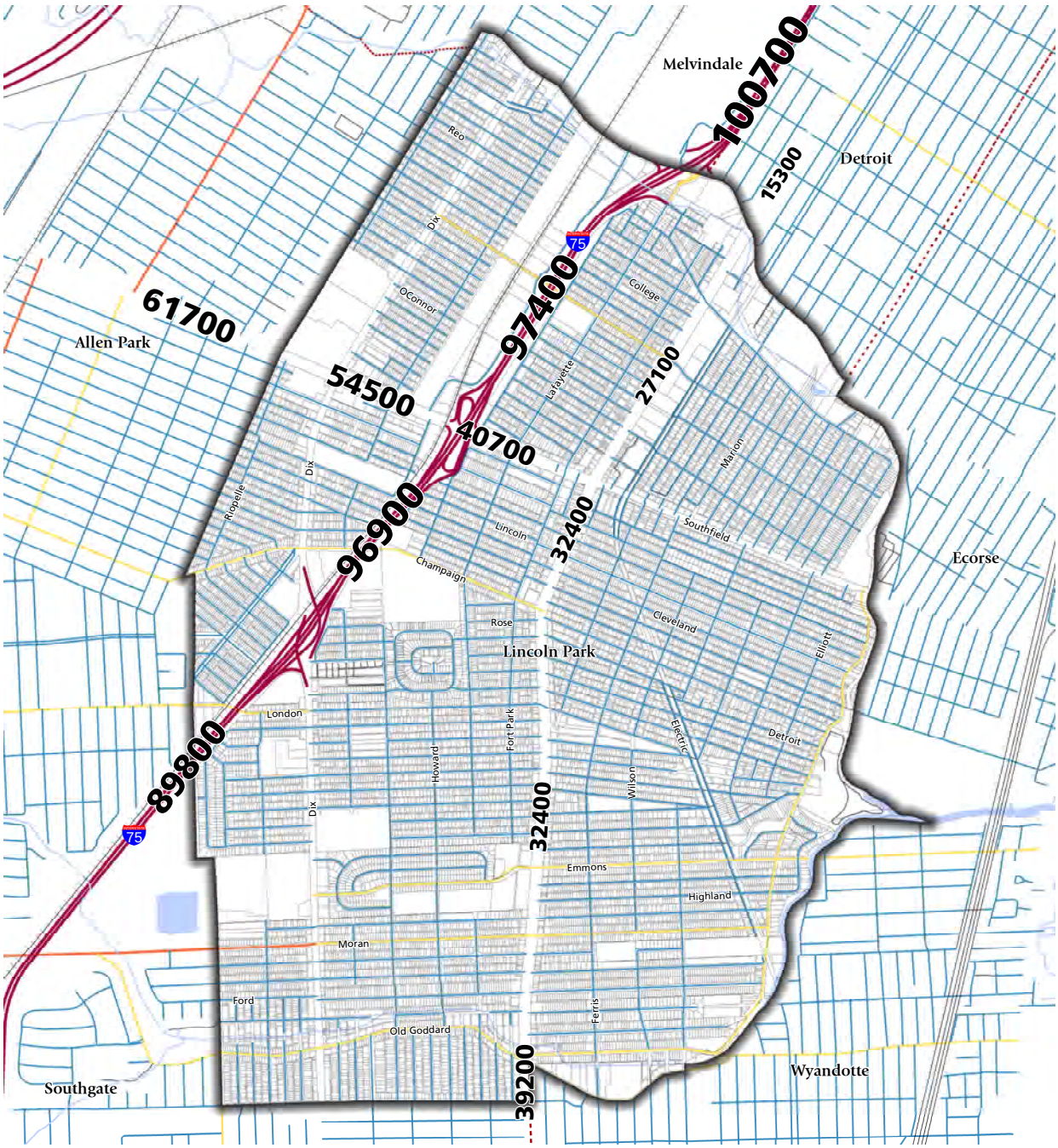
Collector streets typically provide more access to properties than either of the arterials. They act as the primary connection between residential and arterials. In Lincoln Park, collector streets mainly run east to west, with their primary purpose to connect to the principal arterials that runs north to south.

Local roads provide access to property and are therefore generally found in residential neighborhoods. Lincoln Park's local roads were built on a grid pattern with high connectivity among residences due to few interruptions by culs-de-sac, curvilinear streets, or dead ends. Vehicular counts are rarely calculated on local streets because cities do not have the capacity to perform such an analysis nor find it a worthwhile endeavor on streets that are likely to see far less transit.

Road Quality

While providing infrastructure and services and economic opportunity fall within local government's purview, the capacity and financial resources needed to perform highly on these characteristics are bigger than many cities can manage. Maintaining and modernizing infrastructure is expensive and takes many years to plan for and implement. Some projects are simply still out of scope for a city recovering from emergency management. The provision of infrastructure and services requires

MAP 9 ROAD CLASSIFICATION & TRAFFIC COUNTS



CITY OF LINCOLN PARK

Road Classification

0 0.25 0.5 Miles

Data Sources: State of Michigan Geographic Data Library, City of Lincoln Park, Wayne County GIS

- Lincoln Park Boundary
- Freeways
- State Roads
- All Roads
- Railroads

National Functional Classification:

- Interstates
- Minor Arterial
- Major Collector
- Local

Annual Average Daily Traffic (AADT)

TABLE 14: STREET DIMENSIONS AND TRAFFIC COUNTS

STREET	DESCRIPTION	ANNUAL AVERAGE DAILY TRAFFIC	AVERAGE WIDTH	AVERAGE LENGTH IN LP
Fort Street	Eight miles wide, three lanes in each direction, with a two-lane wide parking lot in the center, runs north to south and carries people between downriver and Detroit, controlled by MDOT	27,100 -32,400	204'	~3 miles
Southfield Road	The western portion is a state trunkline managed by MDOT designated at M-39, and the eastern portion is managed by Wayne County.	40,700 - 54,500	Western: ~157' Eastern: ~92'	~ 2 miles
Dix Highway	Seven lanes, three lanes in each direction with a turn lane in the middle, runs north to south	89,800 -97,400	120'	3.3 miles
Outer Drive	Four lanes that runs along the northern border of the City	8,100 – 20,600	150'	~2 miles

Source: Google maps, MDOT, SEMCOG

the city to be "connected," to a "wider supportive environment" during the visioning session, both of which received a grade of "C." In today's context, however, even a wider environment may also not have the wherewithal or inclination to grant or loan the City the resources for such improvements, especially since the county and state are often in comparable or worse condition. The American Society of Engineers gave Michigan a D- on the 2018 infrastructure report card for roads. Solutions to improve the grades included increased state funding and prioritizing public health and safety and developing innovative policies (read: more funding).[8] The deterioration of public infrastructure and services at a local level is a manifestation of larger systemic de-valuing of its importance, and cities small and large alike statewide suffer the consequences. To have world class infrastructure necessitates several layers of government coordinating and prioritizing it above other issues.

Pavement Surface Evaluation and Rating System (PASER) is a visual survey based on engineering principles used to evaluate the condition of roads using 10 separate ratings to describe surface distress of the pavement. Ratings are assigned based on the pavement material and the types of deterioration. It is widely used by municipalities because it is easy to understand for non-transportation officials and the public. The10 ratings are grouped into three categories based upon the type of work that is required for each rating: routine maintenance, capital preventive maintenance, and structural improvement. They are then displayed as "poor" (red), "fair" (yellow), and "good" (green). As of 2017, the City engineering team used the PASER system to rate roads, most of which were rated "poor" or "fair." The largest concentration of roads in poor condition surround the downtown, north of Southfield Road.[9]

The City and the residents are very aware of its overall lower rating and have taken steps bolster road funding. In 2013, a bond proposal was approved that authorized a not-to-exceed $20,000,000 to be spent on a road program. For a homeowner that falls near the median home value of $60,500, this equates to about $2,800 paid over the 13-year time period. Lincoln Park has planned to spend approximately $1,500,000 per year on a mix of reconstruction, mill and fill, sectioning, joint sealing, and utility repairs. Concurrently, the City seeks and applies for state and federal grants (when applicable) to help extend the amount of funds funneled towards road repair. The proposed strategy was to spend the majority of money (56%) on pushing roads from the fair to good category so that they do not fall into the more expensive "poor" category, and spend the other roughly half maintaining roads in good condition, and rehabbing roads in the worst condition.[10]

Design and Access

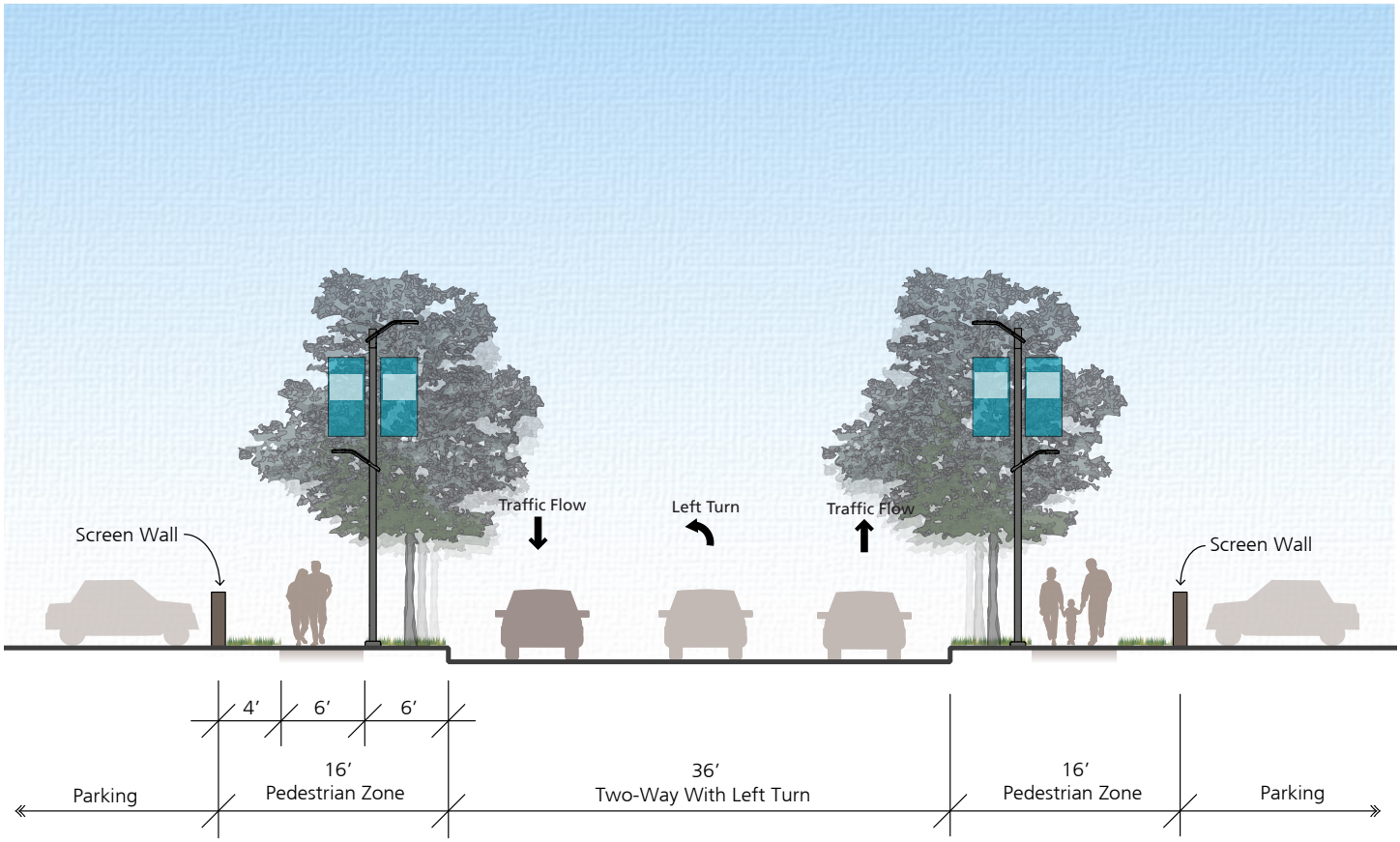
The placement and design of corridors influence what type of access they provide. Most of the corridors are dedicated to commercial uses, which provide most residents easy access to good and services. However, the same design that facilitates automobile transit can block access to neighborhoods by any other means. The principal arterials of Dix Highway (7 lanes), Fort Street (up to 8 lanes with a median), Southfield Road (6 lanes with a median), and Outer Drive (4 lanes) also prevent easy access on foot or on bike to the "other side." With distances up to 200 feet and a high volume of fast-moving vehicles, the safer and more convenient option to cross major corridors continues to be the car. Unfortunately, at the crossroads of Southfield Road and Fort Street is the location of the downtown that also marks the pinnacle of pedestrian insecurity. Especially where these corridors intersect to create nodes of high activity and have an annual average daily traffic count of over 100,000 vehicles (corner of Dix Highway and Southfield Road), it is an intimidating venture to cross the street.

FIGURE 11: MICHIGAN INFRASTRUCTURE REPORT CARD

Source: Pavement Surface Evaluation and Rating System

Lincoln Park has zoning standards to manage access on roads with through traffic that are aimed to protect public safety along roadways and the street system while providing access to private property. Each site plan proposed on Southfield Road, Fort Street, Dix Avenue, and Outer Drive is evaluated on the number and width of driveways, turning radii, distance to other driveways, traffic counts, and visibility on corner parcels to gauge how many potential points of conflict between pedestrians and vehicles exist and if they can be minimized.

FIGURE 12: COMPLETE STREETS



Source: Gun Lake, BRI

Complete Streets

Students remarked during individual exercises that the City does not provide safe routes to get them where they are going, giving the City a grade of a C-. "Complete Streets" is a movement that promotes streets designed for all users, not just vehicles. Elements of complete streets include amenities for pedestrians, bicyclists, wheelchairs, motorists, and public transit users for all ages and abilities. Common design features are widened sidewalks with bike racks, benches, trees, frequent and safe crossings, medians on wider roads, protected bike lanes, dedicated lanes for public transit with the overall goal of reducing reliance on automobiles and improving accessibility and safety for multiple modes of transportation. Lincoln Park has focused efforts to incorporate these features in the downtown with some custom benches along with planters, bike hoops, and updated lighting.

NONMOTORIZED CORRIDORS

The 2018-2022 Parks and Recreation Master Plan has several goals that address improving or expanding nonmotorized trails within the City. One key location for a pleasant pedestrian and bicyclist experience is along Electric Avenue. Running through the City as a two-mile utility corridor, the land is already set aside from heavy car traffic and is about 85 feet wide of grass. A rendering produced in 2017 shows how a greenway could feature a tree-lined multi-use pathway with crosswalks for the areas where it intersects with residential roads. Perfectly buffered from traffic, bookended by Kiwanis Park to the south

and downtown to the north, this would be a boon for resident's recreation and possibly businesses on Fort Street (north of Southfield Road).

CENTERS

Downtown

Lincoln Park's downtown sits at the intersection of Fort Street and Southfield Road and is the City's commercial (not geographic) center. A crossroads is a common location for a city center, a physical intersection that spurs various activities, where retail, entertainment, and dining combine with lively civic spaces. Despite having most of those elements—a mix of uses surrounding important government institutions—the downtown is not thriving. For many of the reasons mentioned before, the width of the corridors that cut through the downtown, the traffic volume, and the number of surface parking lots have compounded to diminish the user's experience. Its current format on two state trunk lines elevates its convenience as a place to pass through over the appeal of a downtown as a destination. To be in Lincoln Park's downtown is likely for a single-purpose stop and not to stroll from storefront to storefront leisurely exploring what it offers the way a walkable downtown would invite one to do.

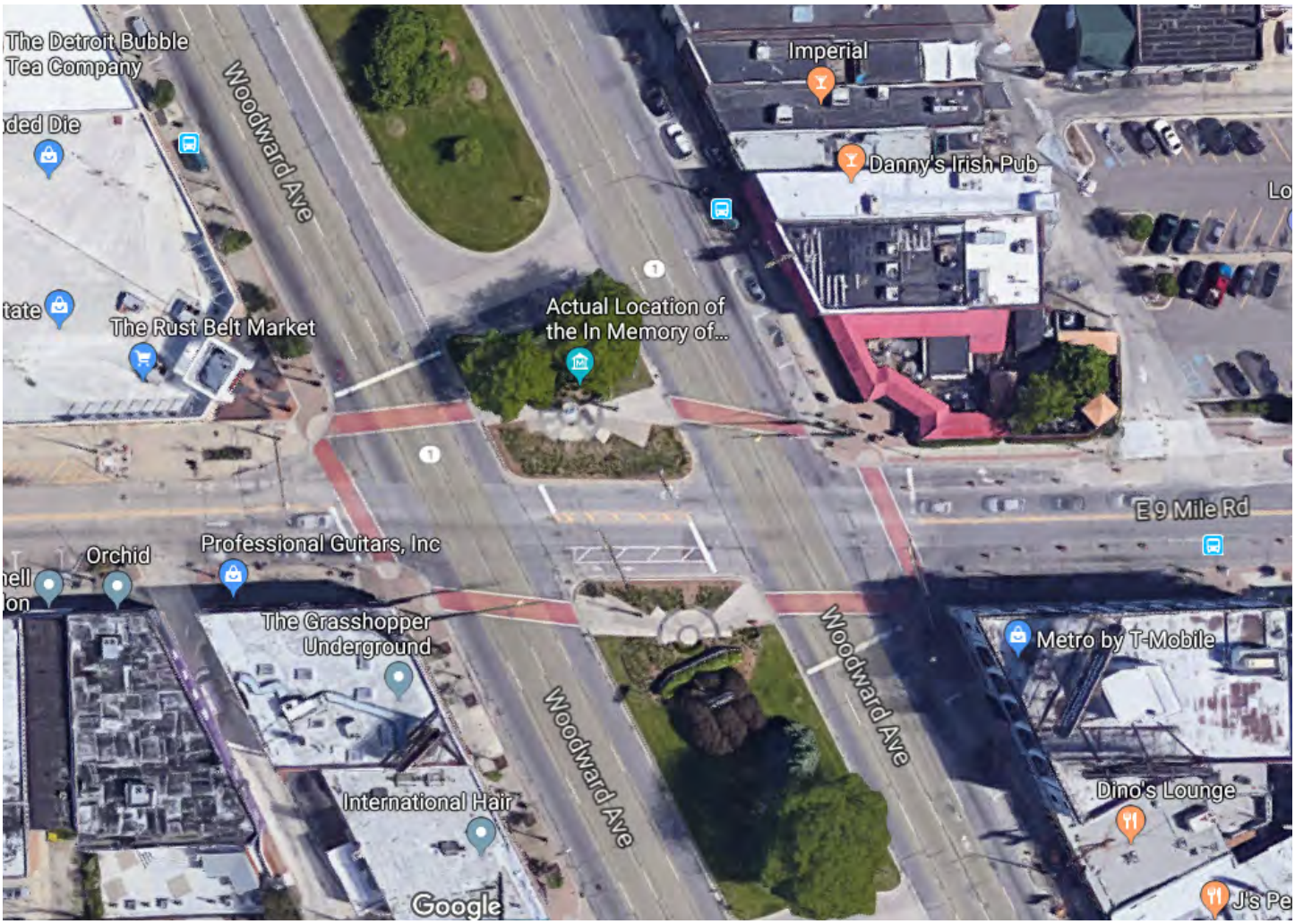
Potential Design Solutions

If the current stretch of downtown is not well positioned to thrive, how can it be improved? Without control of Southfield Road or Fort Street, many design features that fall into the placemaking realm, such as pedestrian friendly bump outs, slower speed limits, and decorated crosswalks, bring an extra layer of administration through MDOT. This is not a challenge that cannot be overcome, as many Michigan cities sit at similarly situated junctions, but must be carefully planned.

Design solutions are an integral component for creating a desirable atmosphere for visitors. Focusing core development efforts on Fort Street, which handles thousands fewer vehicles per day than Southfield Road, could be a first step to improve the noise and emission levels for patrons. The large median serves little functional purpose and is an opportunity to turn a barrier into a refuge for pedestrians through beautification efforts. As an example, Ferndale's downtown also sits at the intersection of two major thoroughfares, one of which is managed by MDOT (Woodward Avenue, M-1) and has implemented features that make crossing the road less treacherous. The brick paver crosswalks demand that drivers take note of pedestrians, and the medians have sections that were converted into usable space for pedestrians' mid-journey across the street. Improvements at key intersections can help to improve multi-modal accessibility to draw more people downtown and feel comfortable crossing from one of it to another.

The downtown core has a concentration of storefronts and rear parking that replicate a traditional downtown, a historically successful development pattern. Community members who participated in the 2015 DDA Strategic Plan commented that the downtown core was home to several assets. This area was deemed "ground zero" for focusing development efforts because of its suitable built environment and the opportunity to leverage an asset-rich, well-recognized core. On the other hand, the area still faces some of the challenges identified by the community, such as vacant parcels and parking lots that deter people from spending more time there. Auto-dependence has led to the oversupply of parking lots that, outside of major events or peak hours, remain empty and a visual drain on the landscape. This creates a lot of dead space that can be perceived as unsafe. One possible strategy is to reduce or remove parking minimums so that business owners can expand their building footprint on a lot, add more inventory to their (if needed) to their property and diminish the overall presence of poorly maintained surface lots in the downtown.

FIGURE 13: FERNDALE MEDIAN IMPROVEMENTS

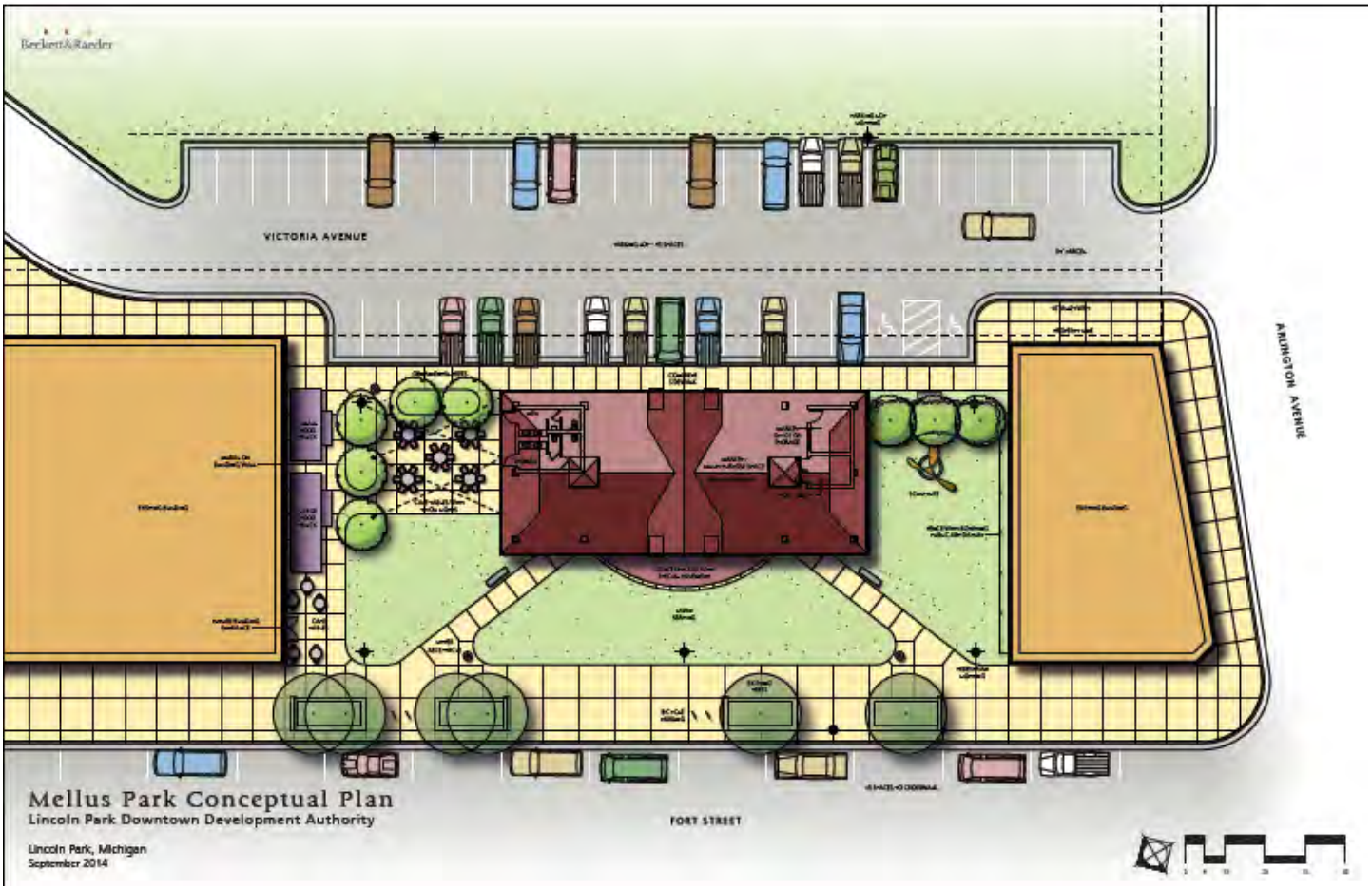


Source: Google maps, Ferndale

Identified below is land owned by the City that is ripe for transformation. On Fort Street, there is a grassy path sandwiched in between two businesses, a prime location to create an inviting public space that could also benefit downtown businesses. And just behind it is a mix of rear parking and more grassy space. Linking these two properties would complete a block with brick and mortar private business. When the market is too weak, public investment can help to buoy existing businesses and signal to others that City is ready to invest in the downtown. With adequate parking already built in close proximity, this space could be used for small community events and passive uses in warmer months for patrons to relax in the downtown.

Another area ripe for re-thinking, that would address the resident's concerns of vast vacant space, is the strip of public parking lots behind the storefronts on the northwest corner of Fort Street and Southfield Road that extend up to O'Connor Avenue. Understandably, storefronts face Fort Street because of the high visibility gained from its throughput. However, the backside of those buildings could also serve a valuable purpose as a quieter pedestrian-oriented corridor. Having the alley side become another prominent entrance to those buildings or converting the parking lots into another row of dense, attractive commercial buildings, could form a tightly packed extension of downtown with reduced

FIGURE 14: MELLUS PARK CONCEPTUAL PLAN



vehicular transit. Building up the space and reducing vehicular transit would create a safer and vastly different experience than is currently offered.

No development comes without challenges. The residents who abut the parking lots may not wish to have their neighboring spaces dramatically altered; the market demand for more business would have to be assessed; and circulation would need to be considered, among other factors. However, the space as it is used now calls for imagination. If the factors do not align to create a new focal point, parking lot upgrades and programming the space more frequently could be pilot programs to test out the space's potential for other uses.

REDEVELOPMENT OPPORTUNITIES

Lincoln Park Shopping Center

The 31-acre Lincoln Park Shopping Center, also known as the Sears Shoping Center, is a strip mall style development located on the western side of the City where Dix Highways and Southfield Road intersect. Since the 1950s, the water tower emblazoned with the Sears logo has signalled the gateway to Lincoln Park. The Shopping Center was the first of its kind in Metro Detroit, bringing a new kind of retail out of the traditional city center shopping districts and into the newly-

booming suburbs. Much of the site has been razed and is ready for redevelopment. Its prominent location, ample size, and easy access to I-75 makes it a promising site for new development that is suited to modern taste for walkability, circulation, and landscaping. Left on the site is a Big Boy, an island surrounded by a large surface parking lot and little else. Its adjacency to the popular Quandt Park is a bonus for the foot traffic it generates and the fact that family-serving businesses could complement a post-baseball tournament. As it is now, the buildings would have to be reconfigured to interface better with the park so as to be more inviting, not just to the surrounding streets but other surrounding land uses.

Lincoln Park Plaza

Lincoln Park Plaza and its iconic gateway is another potential site to redevelopment. Outside of the current DDA boundary, this 14-acre site is located along Fort Street on both sides of Emmons Blvd and has a couple of functioning businesses in a stretch of downtown-style development. The types of businesses there do not offer experiential retail and services Lincoln Parkers are looking for. The site has some good planning features to build from: rear parking, cohesive façade, frontage on a busy street. What it could use is an infusion of new businesses, façade improvements, shrinking and repaving the parking lot, and adding pedestrian friendly amenities. Similar to aforementioned sites on heavily

FIGURE 15: VAST PARKING AREAS BEHIND STOREFRONTS

travelled streets, it is worth considering converting the businesses' back sides into an attractive entrance as well to steer patronage to the quieter, easier to access side.

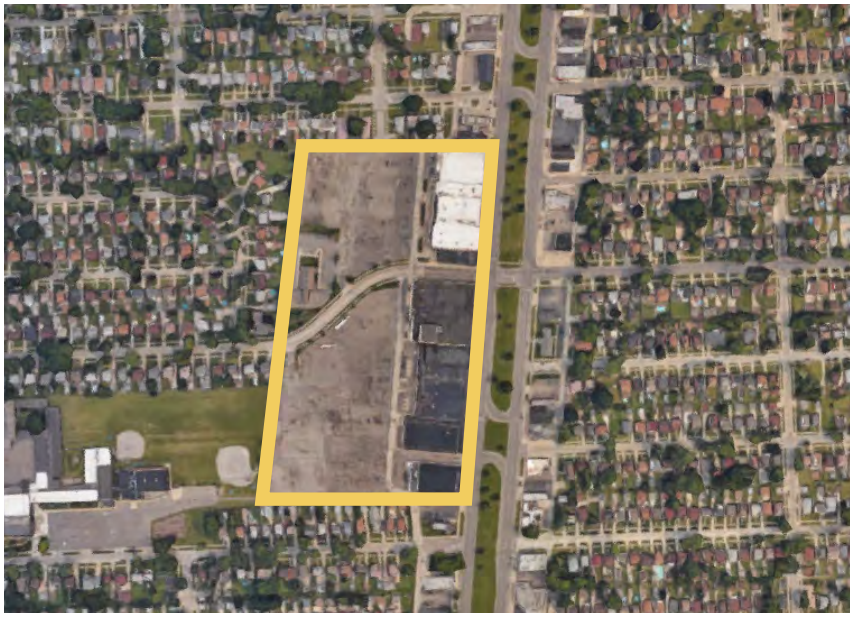
NEIGHBORHOODS

One description of a city could be a collection of neighborhoods. This would be over simplifying their complexity and global economic importance, but it does indicate succinctly that neighborhoods are the fundamental element of cities, and one of the major influences for choosing where to live. Yet there is not always consensus on where one neighborhood ends, and another begins. Researchers and planners are forced to use political boundaries, ZIP codes, and census tracts for ease of collecting data, but residents tend to describe where they live more intimately, using words that describe how they perceive and relate to where they live. The purpose of this section is to determine land use patterns in Lincoln Park, neighborhood identities, how and where they are bound, and their level of completeness.

Lincoln Park, and many other cities that experienced a population boom post World War II, was built to separate residential uses from all others to provide peace and tranquility from the daily grind. In that era, and largely still today, development has centered on vehicular movement as a means to reach a destination, rather than embedding destinations within neighborhoods or within walking distance. According to the Congress of New Urbanism principles, a "complete" neighborhood has a well-defined center that serves as a neighborhood's anchor; it is a focal point or destination that is intended to be a source of pride for its residents. Traditional urban planning models (below) show residences radiating outward from that center. In addition to a roof over one's head and roads to get to and from work, a complete neighborhood makes room for every-day services such as a convenience store, a dry cleaner, and a park for outdoor exercise, for example. The blueprint for complete neighborhoods already exists but development has strayed

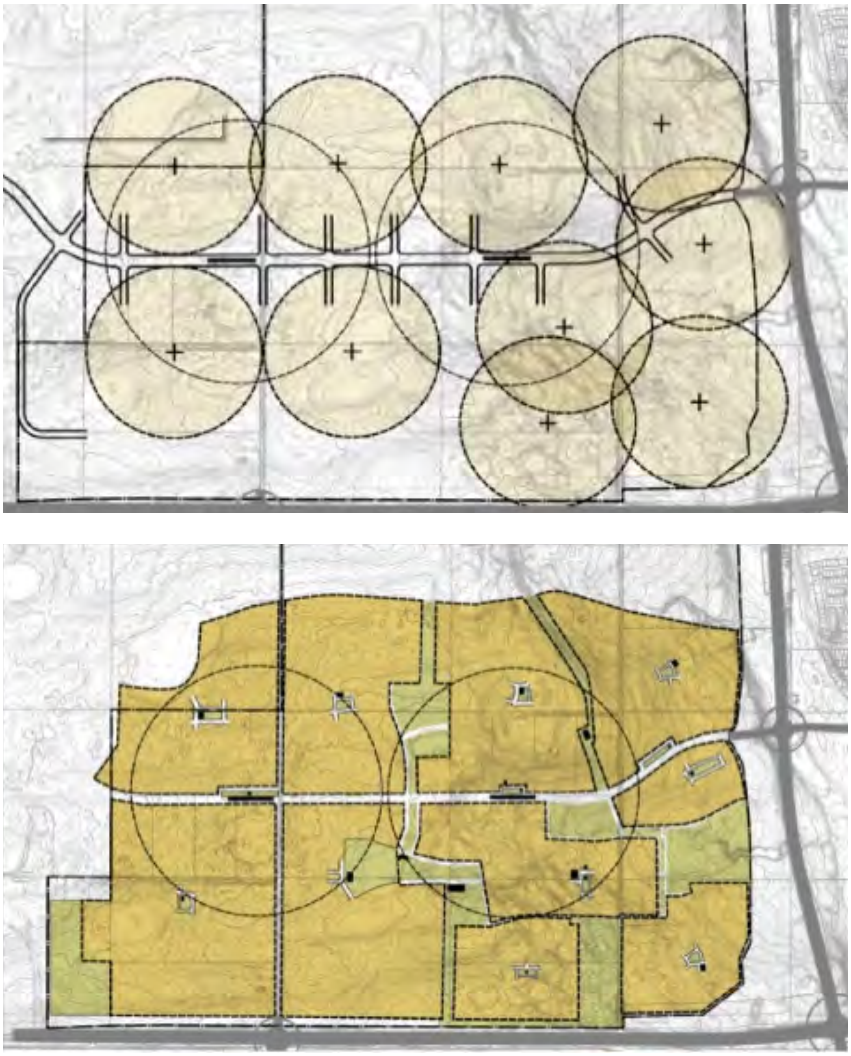
FIGURE 16: LINCOLN PARK SHOPPING CENTER

FIGURE 17: LINCOLN PARK PLAZA



A neighborhood center is based on a sense of "place" over geographic location. It can be an anchor institution, a civic place, or more generally a place that is integral to servings its residents in some way: commerce, social, entertainment, or recreation.

FIGURE 18: TRADITIONAL URBAN PLANNING MODELS SHOWING RESIDENCES RADIATING OUTWARD FROM NEIGHBORHOOD CENTERS



Source: Placemakers

from this concept in favor of purely residential neighborhoods.

Boundaries & Corridor Access

In addition to serving as a means to transport people and goods, corridors often serve as boundaries that physically separate or link neighborhoods. Residents more often than not do not see topography or infrastructure as what bounds their neighborhoods, but they can be good indicators of connectivity (or lack of) when there is not perfect consensus on neighborhood delineations. The boundaries for most of the neighborhoods within Lincoln Park are physically defined by road corridors, with some exceptions in the north and southeast areas where boundaries are branches of the Ecorse River. As a city built to facilitate vehicular mobility, coupled with its grid street layout, there are no neighborhoods that have poor access to major corridors—inter- and intra-city connectivity is efficiently carried out by a vehicle. Proximity to corridors ranks high in terms of accessibility and convenience for some residents, but in other instances, they are too close. For example, Interstate 75 provides vital regional access to Lincoln Park, but when it was built in the 1950s and 1960s, it was laid over a pre-existing neighborhood. It bisected a residential area and still restricts pedestrians from accessing the neighborhood on the other side of it.

Neighborhood Centers

Public institutions have become the most discernable neighborhood centers for Lincoln Parkers. The focal point of neighborhoods are local schools, parks, and/or civic buildings. These facilities' versatility is apt for a neighborhood's wide-ranging needs. They are the "third place" where life outside of home or office happens, including educating children, hosting sports competitions, passive recreation space, and places to congregate for social events or to discuss neighborhood matters. This is also reflected in the residents' list of public institutions and places as community assets in greater proportion than any other type of asset. The strength of a neighborhood, then,

partially depends on the proximity to and quality of these institutions.

Instead of facing outward to the commercial strips, Lincoln Park neighborhoods are inward-facing, finding sense of place in interior institutions. The image to the right illustrates Clarence Perry's 1926 version of a "neighborhood unit" built around community centers.[11] In suburban cities, where land uses rarely mix, this model is still relevant. Especially in a City where private commercial business has languished, residents look for community within their neighborhoods.

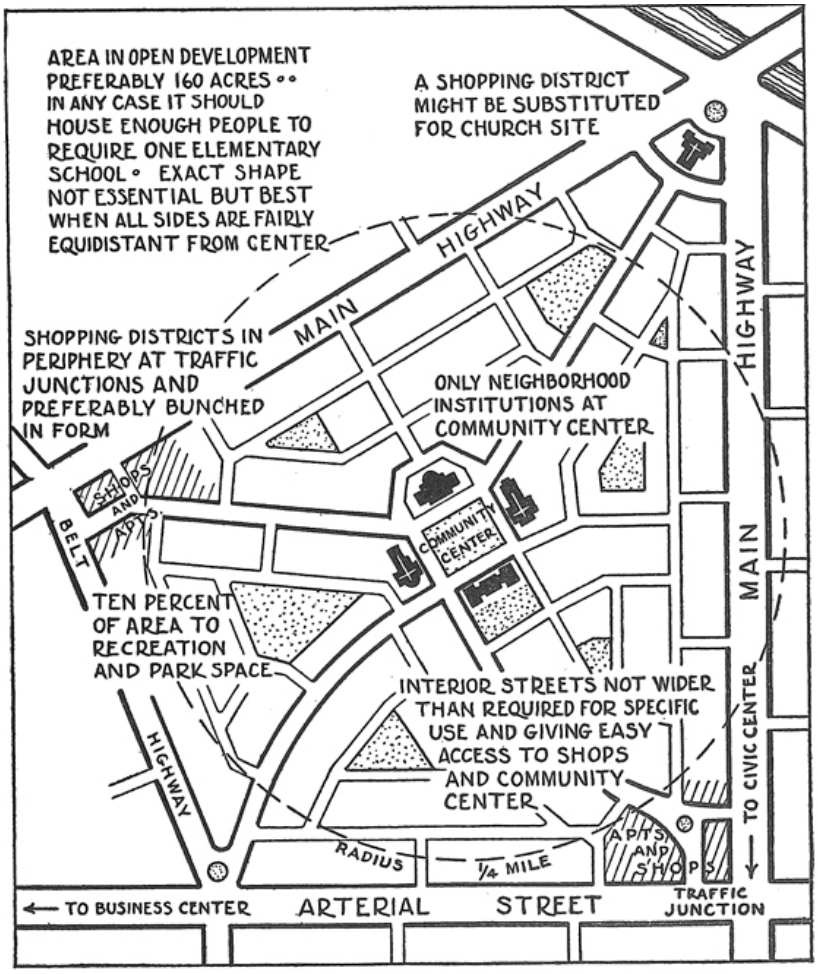
Characteristics

Below are neighborhood delineations based on spatial analysis that tracks residential tenure status, housing types, transition to other land uses, Hispanic population, median household income, tree canopy cover, and median housing value. At a high level, the socioeconomic and built environment give some indication of the neighborhood's well-being. This data was selected because it is systematically collected by the U.S. census and is convenient and reliable way to follow trends as they emerge and to express them spatially on a map. Many of these variables help point the City to areas that may require policy-makers attention towards policy updates and resource that may be needed.

Physical

Preferences for tenure status are changing. Younger generations are renting for longer periods of their life, and it has yet to be determined conclusively if they will commit to homeownership as they age. If rentership is on the rise, then it may need to be accommodated differently than in the past. Addressing this issue will also help to prevent a common phenomenon of converting single-family homes into multi-family rental units. Housing types—ranch style, bungalows, colonial—and tree canopy cover are obvious symbols of a neighborhood's character. Identifying gaps in tree coverage can spur public investment where it is most needed. The median household value indicates the general health of a neighborhood because it tends to correlate with well-kept homes that have a positive pervasive effect on surrounding properties.

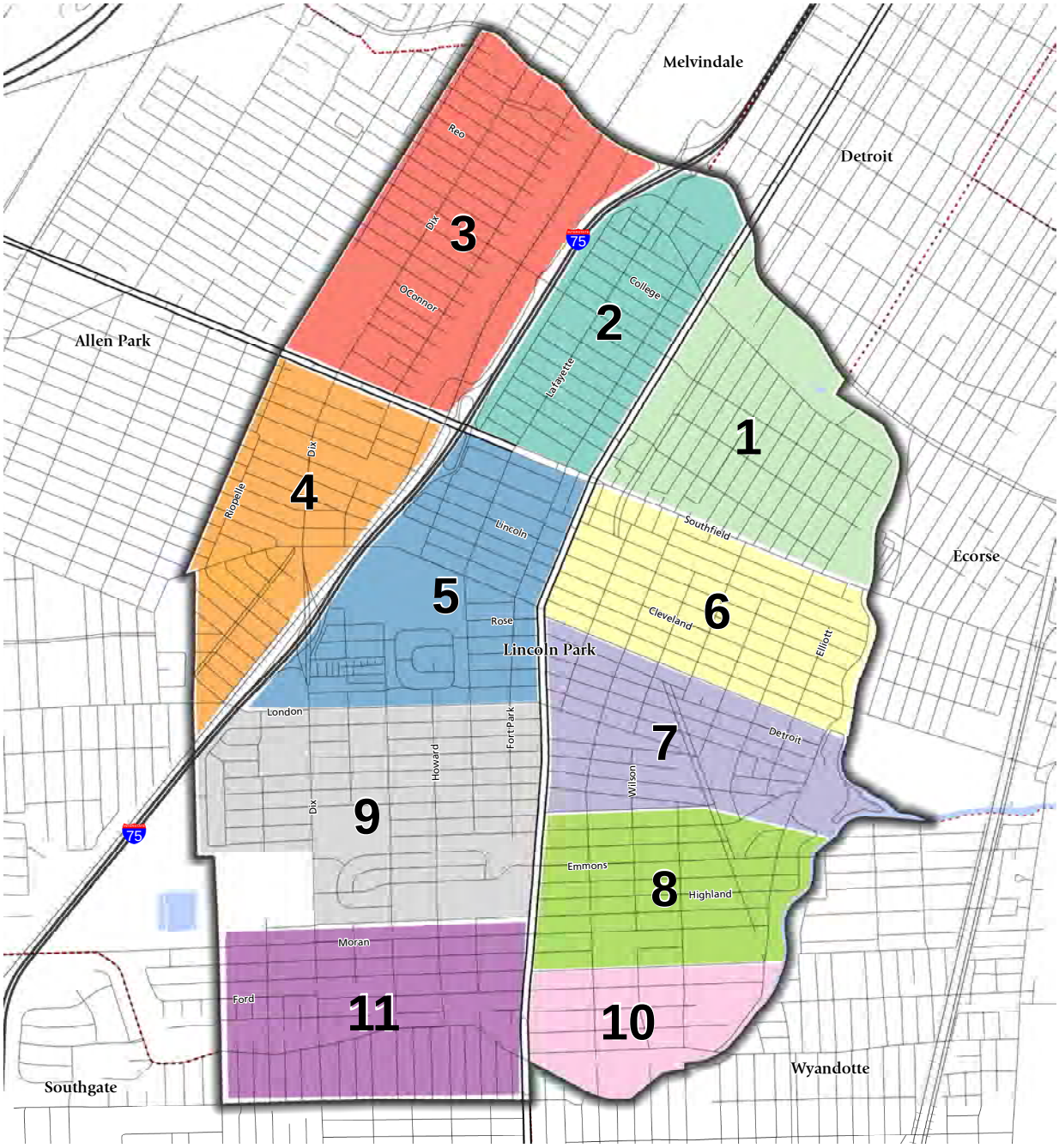
FIGURE 19: CLARENCE PERRY'S 1926 VERSION OF A "NEIGHBORHOOD UNIT"



Social

As a minority still, the Hispanic population is a vulnerable population that likely requires additional resources to find success. Understanding where concentrations of this group lives is helpful for knowing how to distribute those resources, for example, materials in Spanish, efficiently. Median household income denotes where pockets of poverty are located, as well as middle-class, and wealthier section of the city, and therefore where to divert funding to buttress neighborhoods that are worse off economically.

MAP 10 PROPOSED NEIGHBORHOODS



CITY OF LINCOLN PARK

Proposed Neighborhoods

0 0.25 0.5 Miles

Data Sources: State of Michigan Geographic Data Library, City of Lincoln Park, Wayne County GIS

- Lincoln Park Boundary
- Freeways
- State Roads
- All Roads
- Railroads
- Municipalities

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TABLE 15: NEIGHBORHOOD CHARACTERISTICS

BOUNDARIES	PREDOMINANT CHARACTERISTICS	POSSIBLE NEIGHBORHOOD CENTER(S)
1.Fort (W) and Southfield (S), City border (N & E)	High renter, high Hispanic population, but no overlap between them; parks along waterway, proximity to downtown, asset-rich, low-density residential with a large presence of two-story homes (not brick), Electric Avenue, low tree canopy cover	Raupp Elementary school
2.Fort (E), Southfield (S), I-75 (W), City border (N)	Higher renter, higher Hispanic population, access to downtown, poor transition to industrial uses, low-density residential with a large presence of two-story homes (not brick)	Lafayette Elementary School
3.1-75 (E) Southfield (S), City border (N &W)	Higher renter, higher Hispanic population, poor transition to industrial uses, divided by Dix Highway, low-density residential 1-story ranch style with vinyl siding.	Quandt Park
4.Southfield (N), I-75 (E), City border (W)	Poor buffer to railroad, one industrial property, high-Hispanic population, mid-level rental tenure, close proximity to commercial uses and interstate, ranch-style one story	Paun Elementary School
5. Southfield (N), I-75 (W), Fort (E), London (S)	Geographic center of the City, large area dedicated to school facility, fence along I-75 one section of housing is built around a cul-de-sac, otherwise grid, brick one-story modest homes, high tree canopy cover, higher median income	Lincoln Park High School
6. Southfield (N), Fort (W), Champaign (S), City border (E)	Electric Avenue, modest brick homes, one-story ranch, renter closer to corridors, moderate Hispanic population,	Keppen Elementary
7. Champaign (N), Fort (W), Liberty/N Shore (S), City border (E)	Park heavy, bordered by the River and Wyandotte and Ecorse, Electric Avenue, mix of incomes, tenure status, and Hispanic population, modest one-story brick homes	Mixter Elementary school; Memorial Park
8. Liberty/N Shore (N), Fort (W), City border (E), Leblanc (S)	Few Hispanic households, high homeownership, mix of very new and very old homes, high median incomes, low tree canopy on east side	Kiwanis Park
9. London (N), City border (W), Fort (E), Riverbank (S)	High levels of homeownership, high tree canopy cover, grid street pattern except for subdivision style development, modest ranch one-story homes	Youth Center Park & Community Center
10. Leblanc (S), Fort (W), City border (E & S)	River runs through southern portion with high tree canopy, high rental rates south of river, new construction two-story homes on culs-de-sac, high incomes in east and low in west/south	Propspinner Park
11. Riverbank (N), Fort (E), City border (S &W),	High rental rates along the river, low Hispanic population, mix of low and high median incomes, tree canopy concentrated along river	Meijer Shopping center

SOURCES

7 "Act 51 Made Simple" August 2000. https://www.michigan.gov/documents/act51simple_28749_7.pdf

8 American Society of Civil Engineers, Michigan Section. 2018 Infrastructure Report Card Brochure. https://www.infrastructurereportcard.org/wp-content/uploads/2016/10/ASCE_BrochureMI2018-FINAL.pdf

9 Transportation Asset Management Council. 2017 Interactive PASER Map. https://www.mcgi.state.mi.us/tamcMap/#/

10 Roads 2018: Investing In Lincoln Park's Future. Presentation to City Council on December 18, 2017. http://www.citylp.com/document_center/Department%20of%20Public%20Services/Construction%20Project%20Updates/2018%20Roads/Roads%202018.pdf

11 Placemakers. "The Five Cs of Neighborhood Planning." August 2012. http://www.placemakers.com/2012/08/30/the-five-cs-of-neighborhood-planning/ (photo)

7

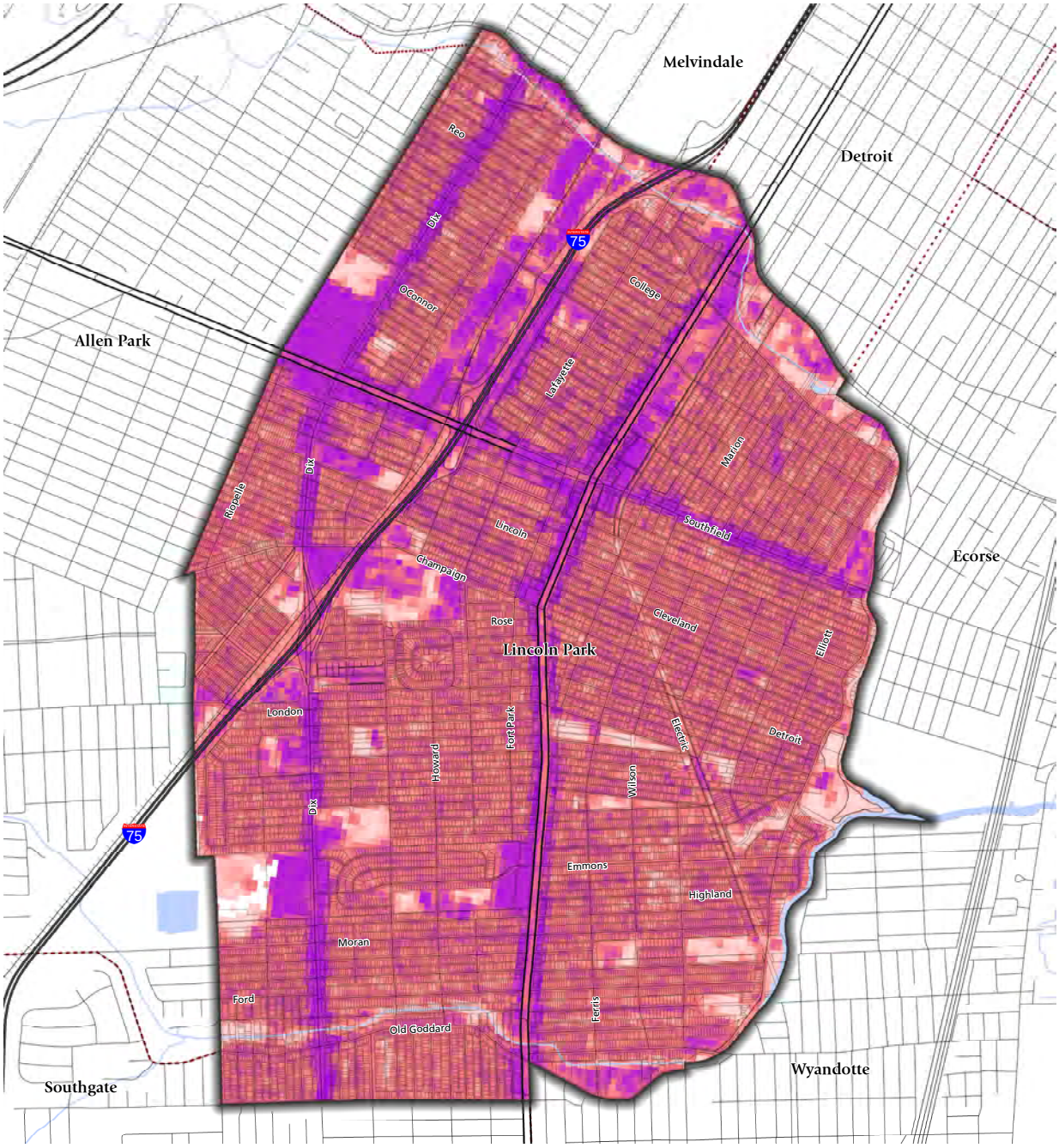
NATURAL FEATURES

Following the industrialization of southeast Michigan, many natural features were paved over and filled in to provide space for housing and industry. While many of these features are lost to history, a few remain in Lincoln Park. These remaining features are worth protecting to provide recreational, environmental, and aesthetic benefits. In the face of climate change, natural features play an important role in adapting to less predictable weather patterns. This section describes the City's current natural features and discusses some examples of how to improve their presence in such a way that helps to mitigate the impacts environmental stressors.

IMPERVIOUS SURFACES

Using the geospatial software platform, Geographic Information System (GIS), the City is divided into equal geographic cells. These cells are assigned a percentage between 1 and 100, where 100% denotes a cell that is completely covered in an impervious surface. The map shows that areas with high degrees of impervious surface (magenta) are mainly transportation corridors due to the fact that roads and right-of-way are generally constructed using highly impervious materials such as asphalt or concrete. High degrees of impervious surfaces increase stormwater runoff, putting pressure on stormwater and sewer systems, potentially causing flooding. Additionally, asphalt and concrete retain heat, causing areas with a high degree of impervious materials to reach higher average temperatures compared to areas with a less impervious surfaces, referred to as the "urban heat island effect." Higher average temperatures exacerbated by the urban heat island effect will prove to be uncomfortable if not fatal for vulnerable populations without readily available climate control.

MAP 11 IMPERVIOUS SURFACES



CITY OF LINCOLN PARK

Impervious Surfaces

0 0.25 0.5 Miles

Data Sources: State of Michigan Geographic Data Library, City of Lincoln Park, Wayne County GIS, Multi-Resolution Land Characteristics Consortium

- Lincoln Park Boundary
- Freeways
- State Roads
- All Roads
- Railroads
- Municipalities

Percent Impervious:

Low (1%) — High (100%)

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Although the majority of Lincoln Park is covered in impervious surfaces, there are some areas with low coverage. These are located along the Ecorse River and Lincoln Park's municipal parks and natural greenspace such as Council Point Park or Memorial Park.

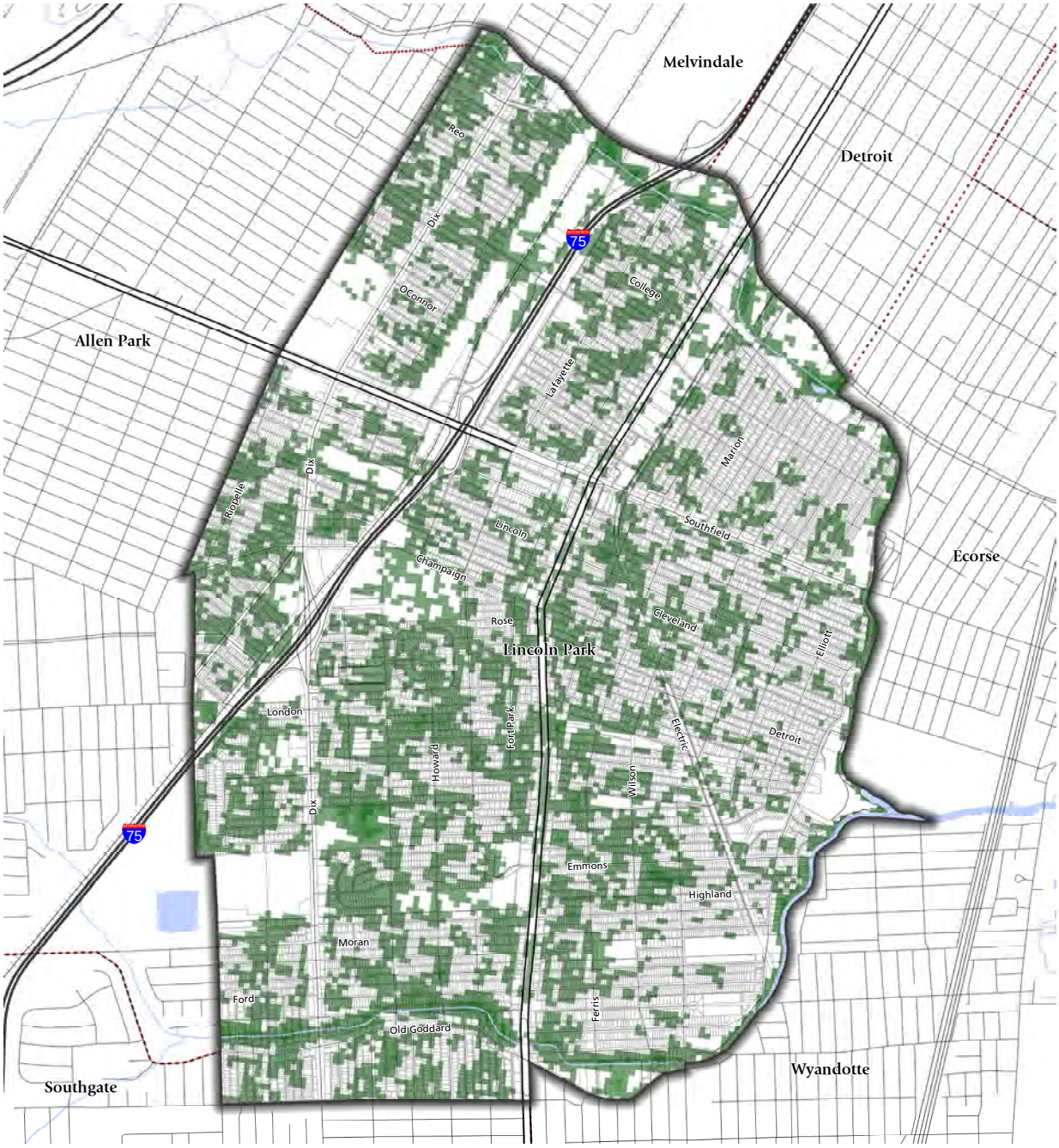
GREEN INFRASTRUCTURE

Green infrastructure consists of plants, green space, and other natural features which provide environmental services to an area. The South East Michigan Council of Governments (SEMCOG) identifies two categories of green infrastructure: natural and built. The natural category is comprised of ecosystems, undisturbed lands, lakes, woodlands, prairies, and parks, while the built category contains constructed features such as rain gardens, bioswales, community gardens, and agricultural space.[12] It is vital not only to invest in built green infrastructure, but also to preserve and protect existing natural green infrastructure. A city with ample green infrastructure will see returns in improved water and air quality, better stormwater management, cooler temperatures, more recreational opportunities, improved climate change resiliency, and higher property values.

Tree Canopy

Trees are the most prominent type of green infrastructure, providing not only aesthetic benefits but health and environmental benefits as well. These benefits include increased property values, improved water and air quality, reduced instances of flooding, and increased public safety.[13] Some of these benefits can be quantified: the current tree canopy in Lincoln Park intercepts approximately 12.4 million gallons of rainfall each year and decreases runoff by 4.2 million gallons. These figures are calculated using local weather data and assuming that precipitation was uniformly distribution and absorbed at rates associated with leaf area. This ecosystem services equates to roughly $38,000 worth of savings. More startling is the impact of the tree canopy on carbon storage and sequestration which accounts for 6,575 tons stored and another 188 tons sequestered annually, the monetary equivalent of $852,000 in storage.[14] The tons of carbon sequestered is based on state averages of a tree's growing season and then those values (carbon accumulation through growth minus estimate carbon lost through decomposition) are applied to tree cover estimates. Impacts on public health, such as fewer respiratory illnesses, are harder to quantify, but studies have shown a link between an abundance in trees and improved air quality.[15] Currently, Wayne County has the highest air pollution in the state at 11.5 milligrams of particulate matter per cubic foot (PM) compared to the rest of the Michigan counties.[16] High amounts of particle matter in the air can lead to asthma, premature death to people living with respiratory illnesses, and increased respiratory problems.[17]

The software platform iTree Landscape identified land cover and land use in Lincoln Park to determine which areas would benefit most from an increase in tree canopy. Recommendations for census tracts which are most in need of trees are based on four factors: low density of trees, low number of trees per capita, high population density, and high degrees of impervious surfaces. Census tracts were assigned a value of 1 to 100 with 100 (dark purple) a high priority for tree plantings and 1 (dark green) being a low priority. The census tract in eastern Lincoln Park, surrounding the intersection of Champaign and Applewood Avenues, has a priority value of 100. When compared to the tree canopy map, it is evident that this area of Lincoln Park has few, if any, trees. The census tract in the very southwest corner of Lincoln Park, along Brest and Fordline St, has a tree priority value of 0, indicating that it has ample trees for the population and runoff needs of that area. SEMCOG recommends cities strive for 40% tree coverage, focusing new plantings in urban areas with less than 20% coverage, land around industrial properties, riparian areas, central business districts, and near highly impervious surfaces.[18]



CITY OF LINCOLN PARK

Tree Canopy Coverage

Data Sources: State of Michigan Geographic Data Library, City of Lincoln Park, Wayne County GIS, Multi-Resolution Land Characteristics Consortium

0 0.25 0.5 Miles

- Lincoln Park Boundary
- Freeways
- State Roads
- All Roads
- Railroads
- Municipalities

Percent of Tree Canopy:

1% 100%

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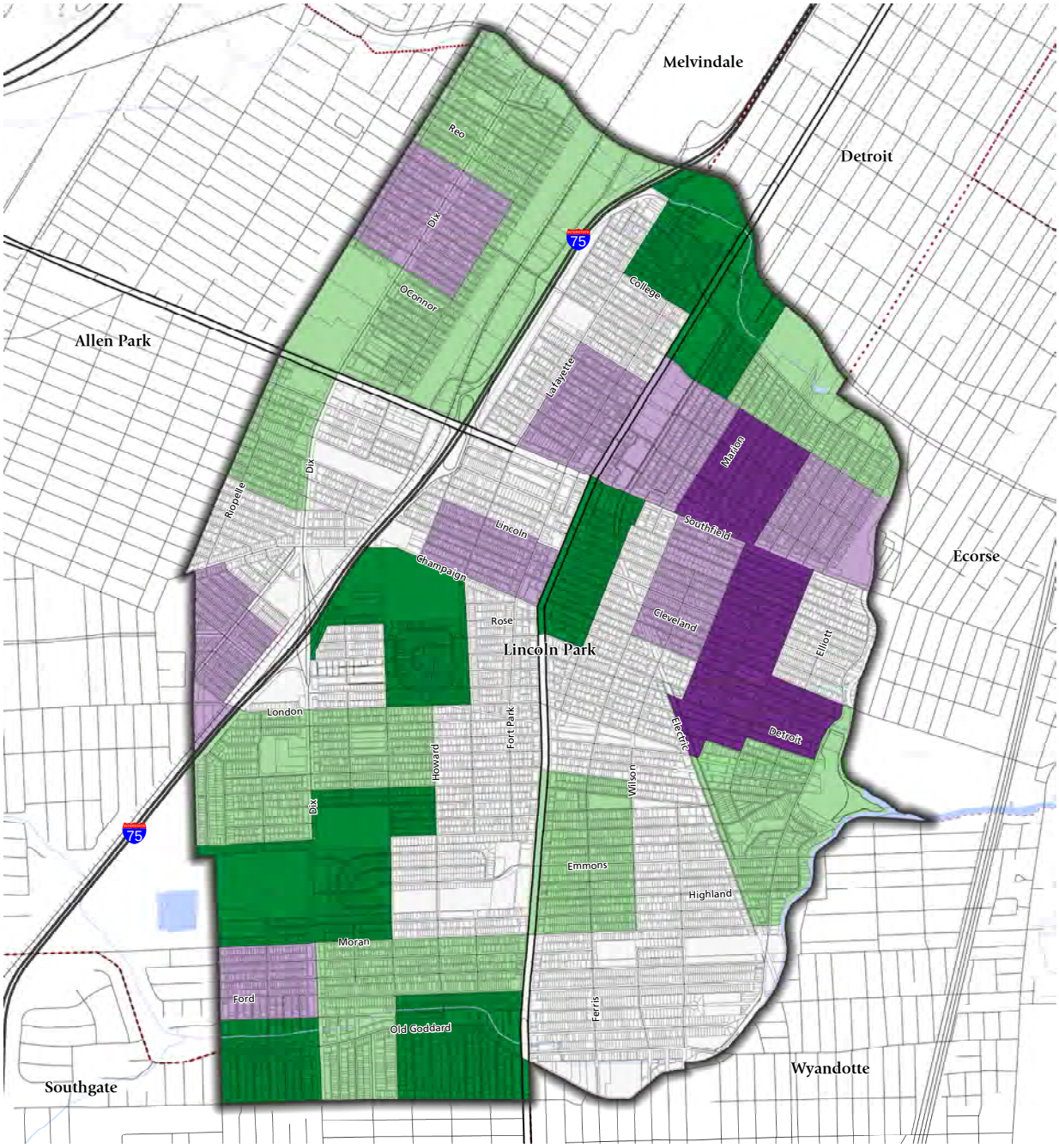
MAP 13 TREE PLANTING PRIORITY INDEX



CITY OF LINCOLN PARK

Tree Planting Priority Index

Data Sources: State of Michigan Geographic Data Library, City of Lincoln Park, Wayne County GIS, i-Tree Landscape

0 0.25 0.5 Miles

- Lincoln Park Boundary
- Freeways
- State Roads
- All Roads
- Railroads
- Municipalities

Priority Ranking

- 0 - 20 (Adequate Tree Coverage)
- 21 - 40
- 41 - 60
- 61 - 80
- 81 - 100 (Insufficient Tree Coverage)

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TABLE 16: GREEN STORMWATER INFRASTRUCTURE TECHNIQUES & IMPACTS

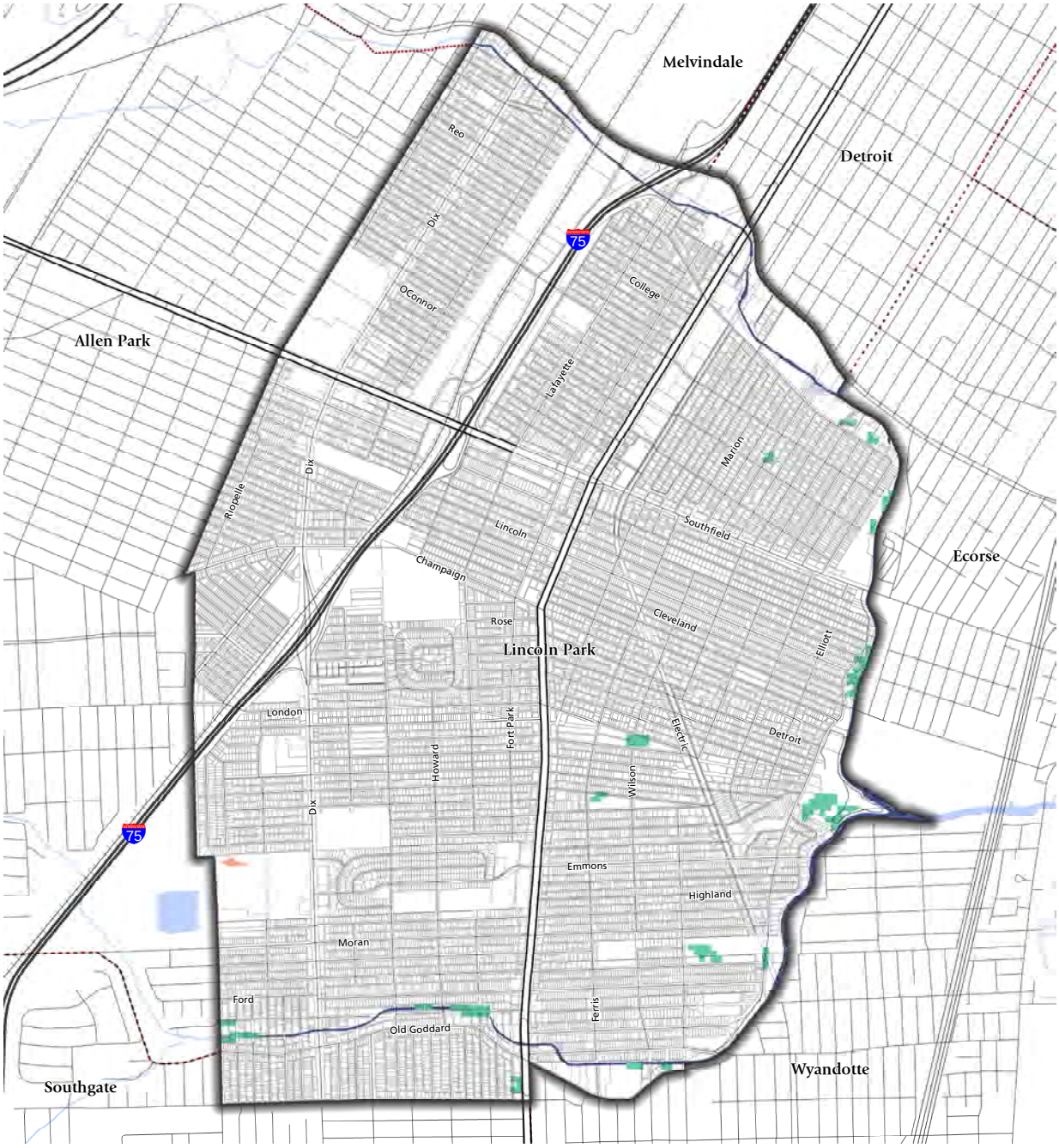
GREEN STORMWATER INFRASTRUCTURE (GSI)[20]	IMPACTS
Stormwater Tree Trench	A stormwater tree trench is a series of planted trees, most commonly along a street or sidewalk, that are connected by an underground infiltration structure, which stores the water in the ground to be used by the trees or to enter the soil.
Green Roof	Green roofs decrease the runoff from buildings, improve air quality, and provide aesthetic benefits.
Stormwater Planter	Placed along sidewalks and streets, planters decrease runoff from adjacent impervious surfaces through infiltration into the soil or taken up into the plants.
Rain Barrel	Rain barrels store runoff from rooftops, which can be used later for irrigation.
Rain Garden	Rain gardens collect runoff from impervious surfaces decreasing the amount of stormwater entering the sewer system and provide aesthetic benefits.
Stormwater Bump-Out	Stormwater Bump-outs direct runoff in to the bump-out to be stored infiltrated or used by plants. Planted bump-outs also have the added benefit of traffic-calming and aesthetic beauty.
Pervious Paving	Pervious pavement is specifically designed to allow stormwater to flow through the surface and into an underground reservoir.

Lincoln Park adopted strong landscaping standards in non residential zones in 2010, which require each development to incorporate street trees, interior green space and parking lot landscaping into its site design. Because the City is fully built out, it has at times been a challenge to retrofit landscaping onto the sites, inviting questions from potential developers about the need to incur the expense. This reflects an incomplete understanding of the role of vegetation. Where the same development proposal would readily accept the costs of gray infrastructure to manage stormwater, canopies and awnings to provide shade, and signage to make the entrance more inviting, these functional benefits are not automatically associated with vegetation. According to the U.S. Forest Service, shoppers report frequenting, spending longer, and spending up to 12% on goods and services in tree-lined commercial districts.[19] In residential areas, trees have been cut down and not replaced, an act that is associated with a decline in property values. By increasing the City's understanding of the role that natural features can and do play in a successful urban ecosystem, such benefits can be maximized.

Wetlands

A wetland is characterized by an area inundated with water, also referred to as a bog or a marsh, commonly located along bodies of water or areas with a high-water table. These unique ecosystems provide many important services, such as storm water retention, flood control, water purification, and recreational opportunities. It is these ecosystem services that make preserving wetlands critical to Lincoln Park. Given climate projections predicting an

MAP 14 WETLANDS



CITY OF LINCOLN PARK

Wetlands

0 0.25 0.5 Miles

Data Sources: State of Michigan Geographic Data Library, City of Lincoln Park, Wayne County GIS

- Lincoln Park Boundary
- Freeways
- State Roads
- All Roads
- Railroads
- Municipalities

Wetland Type:

- Freshwater Emergent Wetland (0.76 acres)
- Riverine (29.62 acres)
- Potential Wetland Restoration (26.87 acres)

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increase in annual precipitation, wetlands will play an even more critical role in mitigating flood risk and storm water retention, and it is time to consider their presence as the "highest and best use" of the land.

In 1979, the state of Michigan adopted a series of regulations for protecting wetlands and prohibiting the disposal of contaminates into wetlands without state approval. Fifteen years later, the federal government adopted the Natural Resource and Environmental Protection Act. When state and federal wetland regulations were adopted, most of Lincoln Park had been developed, and most of the historic wetlands filled, unprotected by law. By the early 1800s 40% of Michigan's natural wetlands had already been destroyed.[21] Currently, only 0.76 acres of freshwater emergent wetland exist in Lincoln Park, with another 26.87 acres labeled as areas for potential wetland restoration. The largest area of potential restoration lies along the Kilfoil Drain. Given that this area is currently Council Point Park, a municipal park, it is an ideal candidate for potential restoration.

Floodplains

The FEMA-designated floodplains in Lincoln Park roughly follow the Ecorse River in the northern and southern parts of the City. The blue floodplain on the map represents a 1% chance of annual flooding, also known as the 100-year flood area, and the yellow floodplain represents a 0.2% chance of annual flooding, known as the 500-year flood area. Interestingly, a majority of the flooded parcels (the dark blue parcels on the map) resulting from the May 2019 flooding event were outside of these FEMA-designated flood zones. Flooded parcels were generally concentrated in the northwestern quarter of the City. The fact that so many flooded parcels were outside of designated floodplains signals that the City is due for a reappraisal.

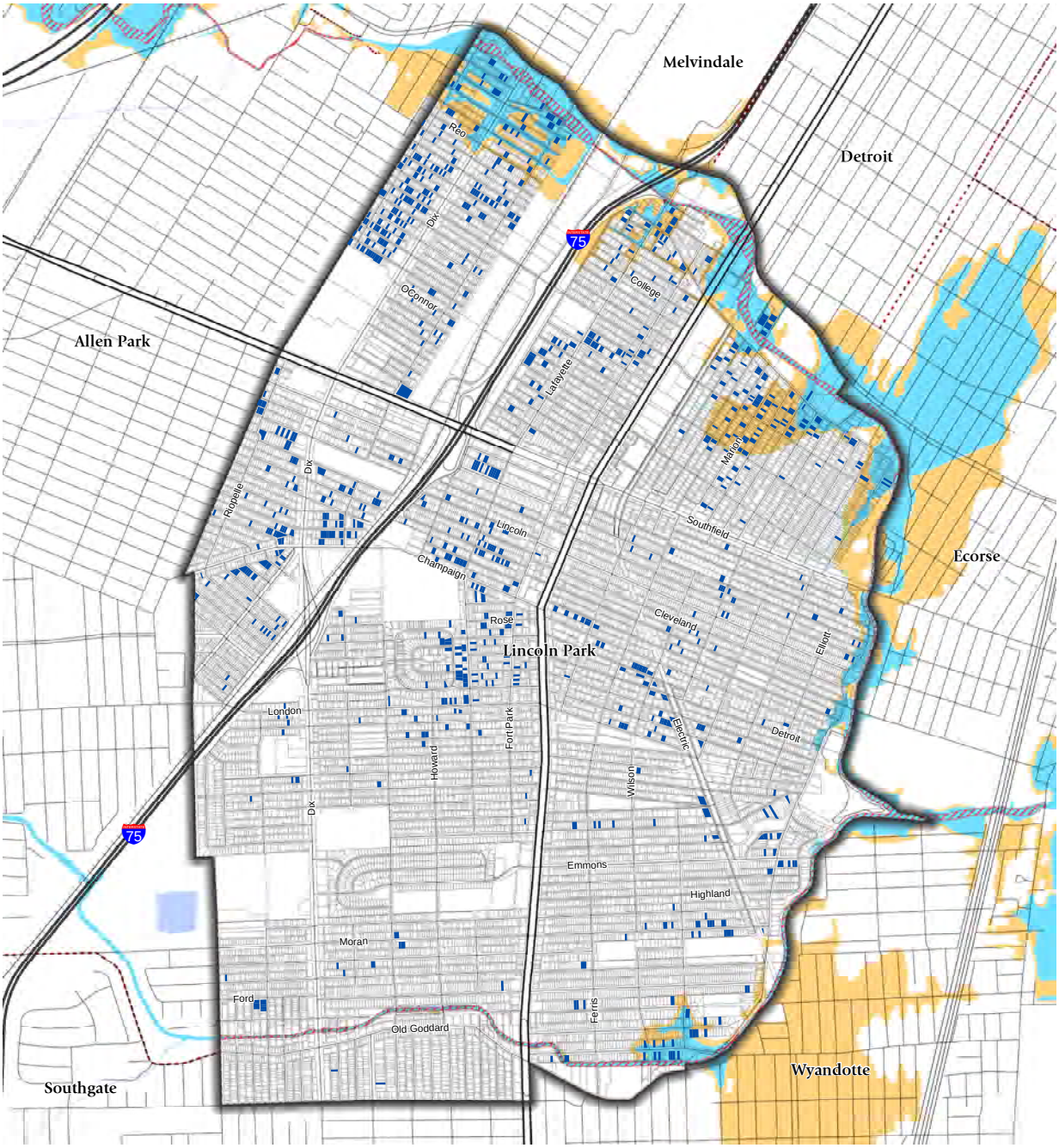
FEMA states that properties outside of these two floodplains are still at risk for flooding, but the 1% and 0.2% areas are at a heightened risk. In fact, 20% of flood insurance claims come from properties outside the designated floodplains. Lincoln Park is a participant in the National Flood Insurance Program which provides flood insurance through the federal government because typically floods are not covered under standard homeowner's insurance.[22] When all types of parcels are included—residential, commercial, industrial, and exempt—a combined $87,765,902 of taxable value is at risk of flood.

In 2013, FEMA redrew the floodplain lines triggering a requirement for more homeowners to purchase flood insurance. The problem lies in the newer, larger areas within the floodplain that were not regulated as such. The City is considering its options for how to deal with properties within these boundaries. Given their increased chance of flooding, a prudent approach would be to prohibit future

TABLE 17: PARCELS WITHIN A FLOOD HAZARD ZONE

	REGULATORY FLOODWAY		1% ANNUAL FLOOD CHANCE OR 100-YEAR FLOODWAY		0.2% ANNUAL FLOOD CHANCE OR 500-YEAR FLOODWAY	
Type of Intersection	Number of Parcels	% of total parcels	Number of Parcels	% of total parcels	Number of Parcels	% of total parcels
Partially within	250	1.63%	814	5.32%	1175	7.68%
Completely within	10	0.07%	185	1.21%	228	1.49%
Total Parcels in Lincoln Park: 15,291						

MAP 15 FLOOD HAZARD ZONES



CITY OF LINCOLN PARK

Flood Risk

0 0.25 0.5 Miles

Data Sources: State of Michigan Geographic Data Library, City of Lincoln Park, Wayne County GIS, Multi-Resolution Land Characteristics Consortium

- Lincoln Park Boundary
- Freeways
- State Roads
- All Roads
- Railroads
- Municipalities
- Regulatory Floodway
- 1% Annual Chance Flood Hazard (100-Year)
- 0.2% Annual Chance Flood Hazard (500-Year)
- Flooded Parcels 5.1.2019

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development in areas prone to flooding. The Lincoln Park Flood Hazard Overlay Zone prohibits principal structures in favor of using that land for open and recreation space.

Research into how other Michigan communities regulate floodplain development shows that they tend to follow the NFIP minimum standards. NFIP strategies to protect properties that already exist in the floodplain include land acquisition, prompt flood warnings, emergency preparedness plans, incentives for floodproofing properties, and removing any hazardous materials stored in that area. Moving forward, with the unpredictability of climate change effects, it would be prudent to adopt standards that exceed established minimums: for example, Southgate requires that any new construction or improvements to a property in a floodplain must be elevated three feet above the base floodplain elevation, even if the property is located on a floodplain fringe. Building sustainable communities depends on adopting policies and strategies that plan not only for the present generations but for future generations.

Stormwater Management

During recent flooding events, the greatest risk has come not from open watercourses but from inadequate infrastructure. Currently, Lincoln Park owns and operates a combined sewer system into which both wastewater and stormwater flow. This combined system flows into River Drive Interceptor which transports the untreated water to the sewage treatment plant located in Wyandotte. During periods of high flow when the system cannot handle the amount of wastewater/stormwater, the excess flow is diverted by the Stewart/River Drive Pump Station into the Lincoln Park Retention Basin, located across the Ecorse River from Council Point Park, for storage until the system can safely handle the excess sewage.[23] Periods of excess flow are most commonly a result of an increase in stormwater runoff, resulting from high precipitation or snow melt. If the system is completely overwhelmed and the retention basin is full, the City is permitted by the Michigan Department of Environmental Quality to discharge sewage into the Ecorse River after sodium hydrochlorite (a water bleaching chemical) is applied to the sewage as a treatment. On April 16th, 2018 the City discharged 15.3 million gallons of partially treated sewage into the Ecorse River, a result of 2.36 inches of rainfall. But that is not the only instance of discharge: since 2000, the city has discharged 285.78 million gallons of partially treated or untreated sewage into the Ecorse River. While this represents only 26 discharges over 18 years, it equals a rate of 43,498 gallons of discharge per day.[24]

Additionally, problems with the system lead to raw sewage backups in the basements of Lincoln Park homes, resulting in a city-wide public health crisis. Over the past decade, the Lincoln Park has been sued multiple times over residential flooding, resulting from improper management of the sewer system. Lincoln Park is not the only community in the area to experience problems with their combined system. Southgate also experiences sewage backup in residences. To alleviate the problem, Southgate installed backup preventers in roughly 3,000 homes and constructed a relief pipe that can be used to divert excess stormwater in periods of high flow such as extreme participation events.[25,26] Other communities have adopted greener solutions to ease the pressure of stormwater on sewer systems by implementing green stormwater infrastructure (GSI). Detroit, for example, is greening vacant lots with bioretention gardens, creating bioswales, and implementing linear rain gardens along roadways.[27] Lincoln Park has removed footing drains that pump excess water from properties into the stormwater system, and efforts have been made to divide sewer and storm pipes. These are important steps to reducing instances of flooding.

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8

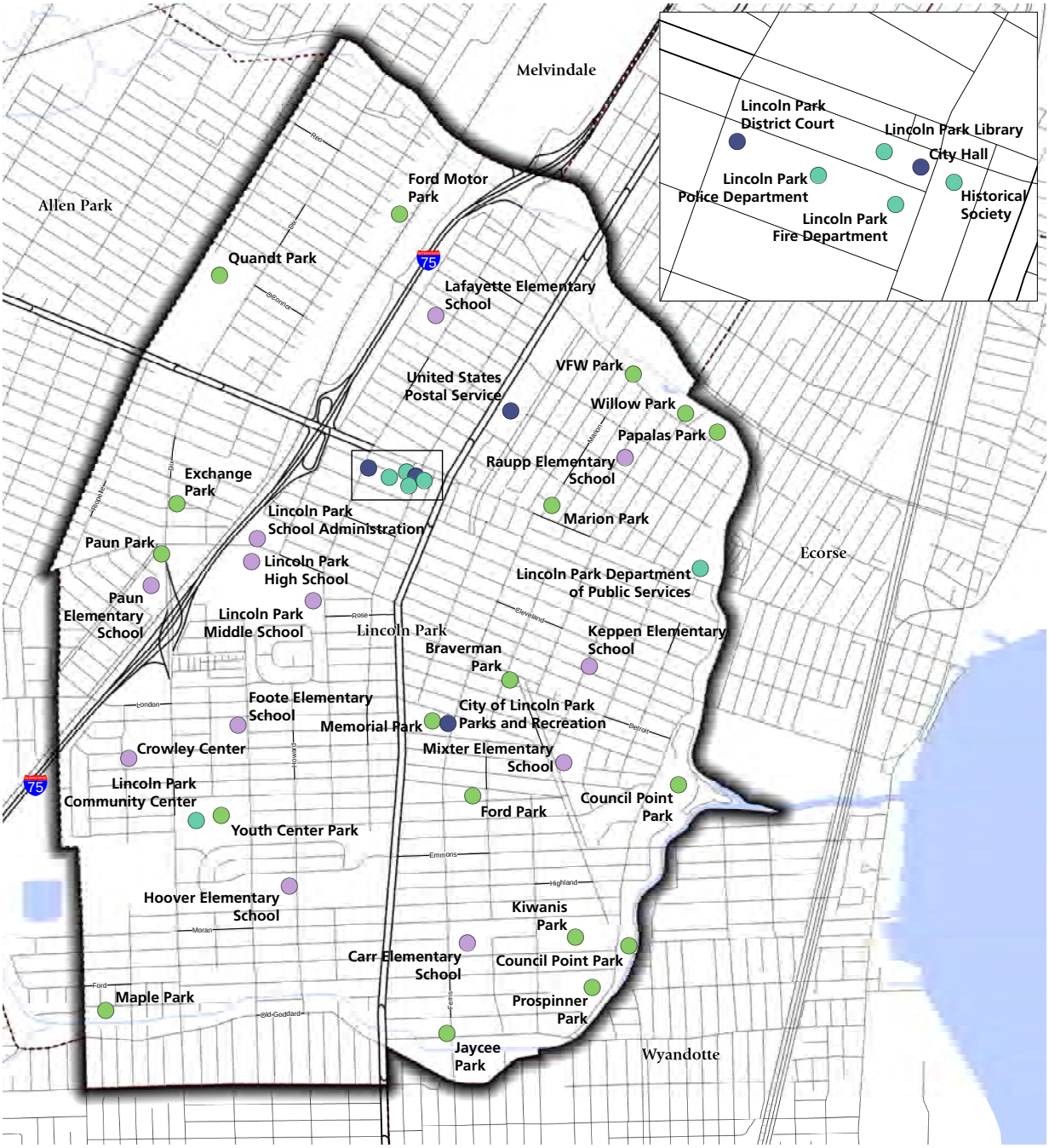
BUILT SYSTEMS & PUBLIC FACILITIES

A community's needs cannot be solely met by the private market. Many essential services are provided by the government or quasi-public organizations that help to educate, protect, and care for its citizens. Some of them may be used on such a regular basis that you minimize their influence on your life such as sidewalks, streets, or parks; other services we pay into as a society just in case of emergencies—fire protection, police, and health care facilities. Some services may seem less critical in comparison to others but add to the vibrancy of place and are key institutions for a high quality of life like museums, libraries, City Hall, and other civic spaces. This section contains a brief inventory of community facilities and services, adding where renovations or upgrades have recently been made or are planned for in the near future.

PUBLIC SAFETY

Never far off from residents' mind is the capacity and responsiveness of vital services like police and fire. Both departments are located on the same block of Cleophus Parkway, near City Hall. The 25th District Court is also located there, run by the state of Michigan. The City has recently received a grant for $40,000 to look for a new site the district court share with River Rouge and Ecorse. The site will have to accommodate a space that is four times the size as it will be co-located with the police department. The Fire Department operates with 17 full-time state-licensed firefighters. The department is proud to call itself one of the most successful in Downriver based on its efficient time-tested operational fire ground and Advanced Life Support procedures. The fire station is about 50

MAP 16 PUBLIC FACILITIES



CITY OF LINCOLN PARK

Public Facilities

Data Sources: State of Michigan Geographic Data Library, City of Lincoln Park, Wayne County GIS

0 0.5 1 Miles

- Lincoln Park Boundary
- State Roads
- All Roads
- Railroads
- Municipalities
- Community Services
- Government Offices
- Parks
- Schools

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years old but still provides functional living and working including a decontamination room to sanitize equipment, space to repair equipment, and an officer's room for meetings with the public. The fire department works through a mutual aid agreement with Ecorse, Allen Park, and Wyandotte for a central dispatch service.

The Police Department has made some recent upgrades to it communication system. Partnering with Nixle, the department can send alerts to residents in real time through the Community Notification System in cases of emergency. This technology has the ability to protect thousands of people at once in the event of a crisis or notify them of a traffic delays, both of which are very useful.

MUNICIPAL/PUBLIC SERVICES

City Hall is located on the prominent corner of Fort Park Blvd and Southfield Road. It was built in 1935 as a Works Progress Administration project for a total of $80,000. The building hosts many city services as well as the Planning Commission and City Council meetings. Soon, the building will feature a new roof and windows, lighting upgrades, and a new HVAC system.

The ADA-accessible Lincoln Park Library sits directly adjacent to City Hall. It hosts many online resources for youth, teens, and adults to access in addition to monthly classes and events. With no other branches in the City, its current size is insufficient for its population. There is little room for it to expand onsite so any plans to do so would call for relocation.

The Department of Public Services (DPS) does the much-needed behind-the-scenes work to keep the City's infrastructure in good shape and safe for the public to use. Its 16 employees are responsible for street maintenance, catch basin repairs, tree trimming and removal, and snow and ice removal. It also maintains the City's parks, parking islands, and water mains, in addition to repairing water hydrants. The offices are located at 500 Southfield.

Parks and Recreation

Many of the standards for maintaining adequate parkland are set by the Michigan Department of Resources (MDNR), which provides definitions for types of parks, and suggestions for number acres of parkland and facilities per population. According to the MDNR definitions, Lincoln Park has five community parks, defined as parks that serve a broad purpose with a focus on meeting community-based recreation needs up to three miles away on 30-50 acres of land. Thirteen are considered neighborhood parks, which is the basic unit of the park system that serves the needs of that neighborhood within a ½ mile radius on up to 10 acres of land. The City's Park and Recreation Department is in charge of

source: detroit1701.org

19 parks and two indoor facilities that host a range of recreational facilities. In total, the parks cover about 137 acres of land across the City for a population of 37,155 (based on the most recent 2012-2016 ACS estimate), which is considered a recreation deficiency.[28]

Next, an on-the-ground inventory was conducted to assess the park's conditions. The good news is that none of the parks were recorded in poor condition, but about half of them were marked as "fair," which can quickly devolve to a lower score without increased investment. Parks were also ranked in terms of their accessibility on a scale of 1 to 5, where five signifies that the entire park was developed using universal design principles. Receiving a score of 5 is quite an achievement, and a score of 4 is a more realistic benchmark of meeting accessibility guidelines. As of 2018, the highest score reached was a 3 (most of the facilities/park areas meet accessibility guidelines) in two of Lincoln Park's facilities.

In 2018, Lincoln Park updated its Park and Recreation 5-Year Master Plan that includes a detailed inventory of each site. Parkland is fairly well distributed, but gaps in access are noticeable through the center third of the city, mainly along Fort Street.

Council Point Park, source: City-data.com

The gap remains even when schools are included as recreational destinations. It is recommended that before the City try to fill in areas of low park access that they use their funds to improve the conditions and accessibility of existing facilities.

The two indoor facilities, Kennedy Memorial Building and the Community Center, are valuable shared spaces for Lincoln Parkers. The Kennedy Memorial Building is located in Memorial Park by the Senior Center, open-air bandshell, and Blumrosen Memorial rose garden. The building offers meeting rooms that can be used by community members for a variety of gatherings. The City's Capital Improvements Plan (CIP) budgets $100,000 between 2018-2022 for interior renovations for the building. The Community Center's location adjacent to Youth Center Park adds an extra layer of activity for its users. Its main feature is an ice-skating rink and concession stand; its outdoor pool has since indefinitely. The CIP has allotted $300,000-$400,000 to renovate and expand the building, add more meeting rooms and a fitness area, demolish the outdoor pool, and renovate the parking lot.

Animal Shelter

Pending federal approval, a prefabricated animal shelter is coming to Lincoln Park. At first, only dogs will be available, but cats are expected to join in spring of 2019. The site is located on 510 Southfield Road on the same parcel as the Department of Public Works.

TRANSPORTATION

Lincoln Park is serviced by Suburban Mobility Authority for Regional Transportation (SMART), a regional public transportation provider for metro Detroit. SMART has an extensive system running 47 bus routes and maintaining 53,000 bus stops, which provides some congestion relief and an alternative way to commute for those without a personal vehicle. In Lincoln Park, there are three bus routes that primarily take commuters to employment hubs:[29]

» Route 125 runs up Fort Street through River Rouge to downtown Detroit and southbound to the airport every ½ hour northbound between 5:00 am to midnight on weekdays

» Route 140 runs along Southfield Road west to the Henry Ford museum and east to Ecorse

» Route 830 runs along Dix Highway and jumps onto I-75 north to downtown Detroit and goes as far south as Trenton.[30]

SMART also provides a connector service, which requires an advanced reservation of six days for medical appointments and two days notices for other destinations. The SMART connector is a curb to curb service, but only for those who live more than 1/3 mile from a fixed route. Discounts are allotted to seniors and people with disabilities.

HEALTH CARE

There is no full-service primary health care facility in the City. Vibra Hospital of Southeast Michigan on Outer Drive specializes in long-term acute hospitalization and rehabilitation for patients who need extended care. It is not a traditional hospital in the sense that it doesn't have an emergency room or treat shorter-term health issues.[31] Recently, development for an urgent care was completed downtown, which will provide better access for Lincoln Parkers with a medical emergency.

SCHOOL SYSTEM

Lincoln Park Public Schools District operates 11 schools from kindergarten to 12th grade, and one school dedicated to students with autism spectrum disorder. The schools are well dispersed throughout the City, although with a shrinking population, some schools have closed or been repurposed to serve a specialized group of students in the last decade. In addition, the Crowley Center is a tuition-free Great Start Readiness program for children who are eligible. The Lincoln Park High School has a diverse range of coursework that prepares students for university or the trades with advanced placement college, Career Technical Education programs, and early middle college. In the district, English Language Learners is a fast-growing population that schools are adjusting to accommodate. Each school within the district creates an annual School Improvement Plan to review the success of its programs and evaluate student academic outcomes.

source: News Herald

WATER

Source

Lincoln Park's water comes from the Great Lakes Water Authority (GLWA) that draws from Lake Huron and the Detroit River. Surrounded by abundant sources of freshwater, the quality of the source is less often the problem than the system that delivers it to residences. Capacity and functional issues stem internally in water mains and pipes where maintenance has been deferred. Lincoln Park repairs or replaces water mains annually and tackles sections of the system on a needed basis.

Sanitary Sewer

The Wayne County Downriver Waste Water Treatment Plant (WWTP) handles waste water from 13 downriver communities. The communities recently purchased the WWTP from Wayne County for $57.5 million to operate it as a regional system under the umbrella name Downriver Sewage Disposal System. It will be the second largest waste water system in the state and managed by a board of directors with representative from the respective communities.[32] Part of the impetus for joint ownership is to have more control over scheduling capital improvements. Lincoln Park's internal sanitary sewer is aging, so the City's engineers are working on a plan to rehabilitate the system. When commercial development comes to the City and undergoes site plan review, it is strongly recommended that developers videotape the existing sewer lead to determine its condition before renovating the building. If the developer decides to install a new service lead, the developer should verify with the City the appropriate size and type for the capacity of its operation.

Stormwater

Stormwater management is a hot topic in planning and engineering. With climate variability producing strong storms in the region, best practices for stormwater management have been recognized as service that needs urgent upgrading, if not entire re-thinking. The conventional practice of building up capacity through grey infrastructure has not kept pace with the changing environment. Impervious surfaces and increased intensity of precipitation are a recipe for more instances of flooding and discharging water prematurely. A commonly occurring scenario is during a heavy rainfall, the stormwater system gets overwhelmed and partially treated water is discharged to the Ecorse Creek watershed. The effects of dumping untreated water into local water bodies is less than ideal and has negative public health consequences for humans and animal ecosystems alike.

Stormwater management is so important that Wayne County has an established set of regulations and practices that developers and business owners must follow. Effective since 2000, the county's stormwater ordinance requires an applicant for stormwater construction to submit documentation and pay a fee for the Permit Office to approve or deny the application. The performance standards obligate applicants to demonstrate that construction has flood control features and protects water resources.[33]

The uplifting news is that there are green interventions that are more cost-effective ways to handle excessive stormwater runoff. "Green infrastructure" mimics the natural process of absorbing, filtering, and storing water. Lincoln Park has an updated landscaping ordinance that helps to ensure each commercial and industrial parcel has vegetation to collect runoff. New development must dedicate a certain portion of the parcel to landscaping to reduce the amount of water that enters the stormwater system. On a large scale, green infrastructure can be a valuable supplement to the already established grey infrastructure in diverting water from an overloaded system, cleaning water that carries contaminants from hard surfaces, and adding an aesthetic component to the streetscape.

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9 ECONOMIC ANALYSIS

INTRODUCTION

Even in primarily residential communities, the local economy plays a significant role in residents' quality of life. As a medium-sized suburban city in a large metro area, Lincoln Park's economy is more accurately described as a constituent piece of a regional economy than as a standalone system. This section begins with an overview of regional and industrial trends, and then identifies Lincoln Park's workers within those trends. The focus then shifts to the businesses and jobs located within the City limits, examining their role in the regional system and the local business and development scene. This was partially achieved through a survey sent to local business owners whose responses are interspersed in this section where relevant.

DATA SOURCES

The following sources are triangulated and cited in this section:

» **Longitudinal Employer Household Dynamic.** It is a platformed managed by the U.S. Census with several applications. The one used in this section is called "OnTheMap," an online mapping application that shows where workers are employed and where they live with options to filter the data by age, earnings, or industry group. This source provides a spatial component that the other sources do not.

» **ESRI Business Analyst.** A proprietary software program that produces reports based on privately- generated

market research. In addition to demographics, it compiles economic data useful for this section such as business summaries, residents' financial conditions, and retail leakage. As a newer platform, the data provided does not allow for historical comparisons.

» **American Community Survey and Decennial Census.** Both sources of data collected and managed by the U.S. Census. While their methodology and timing differ, they provide a systematic count of what industry workers from a specific geography work in, along with data on median household income by industry, average commute times, among several other important indicators. Census data allows for historical comparison.

» **County Business Patterns.** Also managed by the U.S. Census, it provides economic data by industry annually on number of establishments, first quarter payroll, and annual payroll. It is useful for studying small areas of economic activity, in this case, by the zip code, for studying changes over time primarily with NAICS codes. North American Industry Classification System (NAICS) is the federal standard for classifying businesses establishments by their primary activity (that highest revenue-generating activity).

THE REGIONAL ECONOMY OF SOUTHEAST MICHIGAN

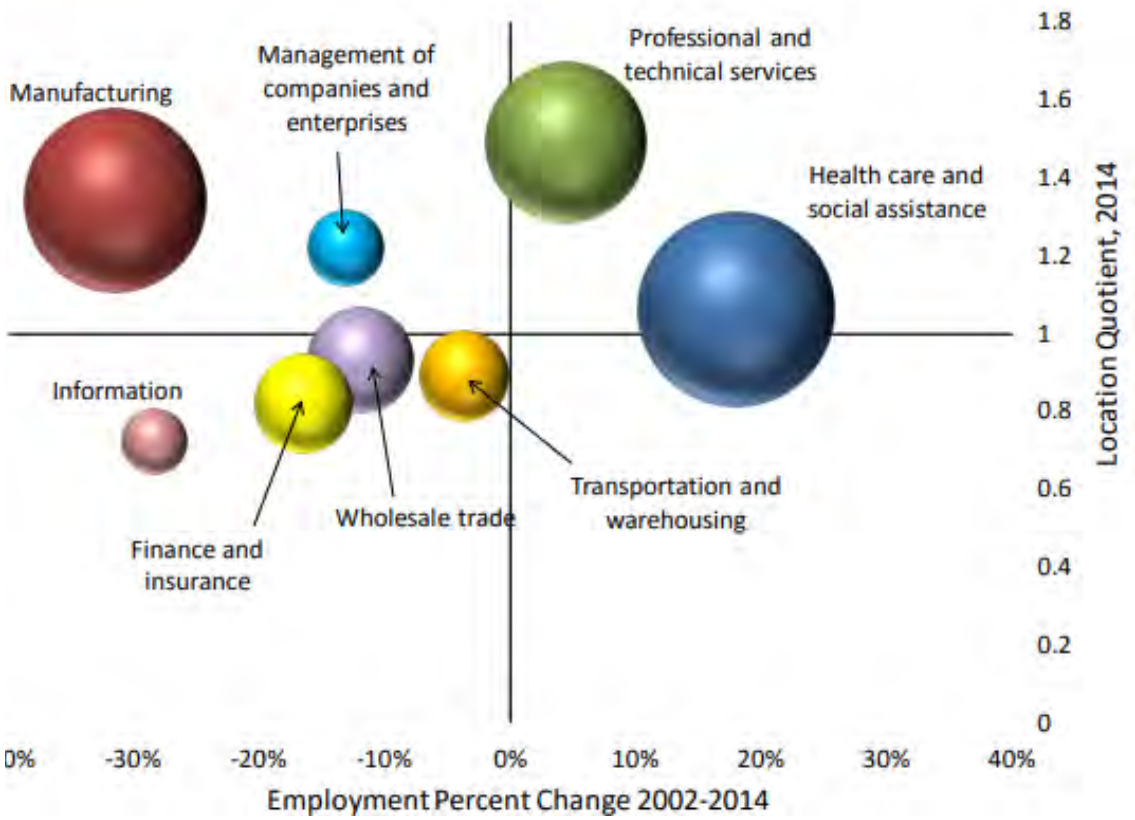
The Southeast Michigan Council of Governments (SEMCOG) released a report in 2016 called "Partnering for Prosperity" that reviewed the economic development efforts of municipalities and organizations in southeast Michigan. Coupled with SEMCOG's own research, the indicators show the regional economy is picking up: job recovery from the Great Recession, growing output, employment diversification, and rising per capita income. The challenge continues to be establishing a market balance that helps reduce poverty, which remains high despite job growth. Perhaps not coincidentally, the levels of educational attainment in southeast Michigan are lower than the nation's other metro areas.

The figure "Key Sectors of Southeast Michigan's Economy" is multi-dimensional graph that displays the growth of an industry, its relative size in terms of number of jobs, and a sector's relative concentration compared to the country. To start, it shows on the horizontal axis that between 2002-2014, the manufacturing sector shrank by 30%, but compared to the entire U.S. economy, southeast Michigan still has a higher concentration of manufacturing jobs. Other shrinking sectors during this time period were information, finance and insurance, wholesale trade, management of companies and enterprises, and transportation and warehousing. What has grown, and remains a stronghold, are professional and technical services and healthcare and social assistance. The size of industry-representative bubbles is proportional to the number of jobs provided.

On the vertical axis, it measures an industry's relative concentration compared to the entire U.S. This measurement is known as a location quotient, and any value greater than one means that southeast Michigan has a greater concentration in that industry compared to the U.S. For example, the location quotient for "professional and technical services" is 1.5, which means that there are 1.5 more jobs in this sector than in the US. A value of less than one is less concentrated than the US. Therefore, southeast Michigan has a higher concentration in the "manufacturing," "management of companies and enterprises," "professional and technical services," and "healthcare and social assistance" sectors.

As noted in the report, the growth in these two larger sectors, "professional and technical services" and "health care and social assistance," reflects the transition to higher-skilled jobs that fall into categories such as lawyers, computer programmers, engineers, accountants, and doctors, and away from the region's legacy of manual labor.[34] This transition reflects the broader national trend of the restructuring of the "old economy" to the "new economy,"

FIGURE 20: KEY SECTORS OF SOUTHEAST MICHIGAN'S ECONOMY



Source: SEMCOG analysis of Bureau of Labor Statistics data

the former characterized by commodity-production in large-scale structures compared to the newer knowledge-production industries that are virtually connected.

LINCOLN PARK WORKERS

The American Community Survey, on a rolling basis, collects data on which sectors Lincoln Parkers are employed in. In the household survey, residents will select the industry they work in but not where their place of employment is located. However, the 2015 Longitudinal Employer-Household Dynamics (LEHD), an interactive mapping platform, adds the spatial component to confirm where Lincoln Park residents commute for work. Between the two sources, an estimation of what sector workers are in and generally where the commute for work can be made.

Employment Sectors for Lincoln Park Workers

The top three sectors that Lincoln Parkers work in are: "manufacturing," "healthcare and social assistance and education services," and "retail trade." These three sectors employ 54% of Lincoln Park workers, largely within southeast Michigan. Similar to the rest of the region, the presence of manufacturing, calculated by the percentage workers employed in the sector, has shrunk but still continues to be a stronghold for Lincoln Park workers. In 2000, 23% of workers were employed in manufacturing compared to 20% in 2016. Diminishing employment in manufacturing is not only a story of job loss caused by the Great Recession. As manufacturing starts to ramp up, some of the travails felt in the industry stem from a lack of qualified workers. The state is

aware that thousands of skilled jobs are available and going unfilled that is causing some of this slowdown. The impetus for Governor Snyder's $100 Million Marshall Plan for Talent hopes to address the gap in an education system that has favored a college education above all other forms.[35] Once widely offered in public high schools, training for blue-collar jobs was nixed to funnel resources towards sending children to universities. With Baby Boomers retiring, there will be an estimated 811,000 jobs available through 2024 and a shortage of workers who can replace them, some of which are in manufacturing and professional trades.[36] With state support, this is an excellent opportunity for Lincoln Park to partner with educational institutions of all levels to teach skills that lead to above-median-wage jobs.

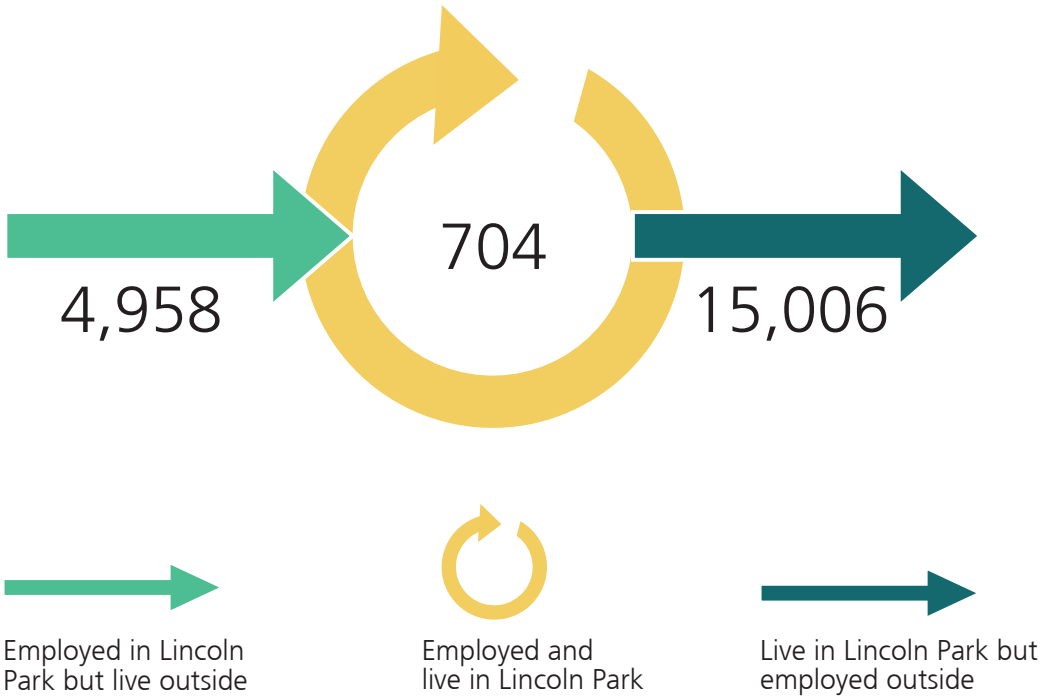
Business owners responded positively to working with a local educational institution. They went as far as to say that a "well-funded high-achieving school system" was the most important for building and retaining an adequate labor supply. Most favorably, businesses prefer an internship program where the school places students for a defined period of time. Some were even interested in helping schools develop a program delivered by the school, understanding that some students will apply to the business but are not obligated to do so.

TABLE 18: PERCENT OF WORKERS PER EMPLOYMENT SECTOR

SECTOR	LINCOLN PARK WORKERS
Agriculture, forestry, fishing, hunting, mining	0.1%
Construction	5.8%
Manufacturing	19.9%
Wholesale Trade	2.0%
Retail Trade	16.1%
Transportation and Warehousing	7.2%
Information	1.6%
Finance and Insurance, real estate and leasing	3.6%
Professional, scientific, and management, and administrative and waste management services	8.4%
Healthcare and social assistance and educational services	18.0%
Arts, entertainment, and recreation, and accommodation and food services	11.0%
Other services (except public administration)	4.7%
Public administration	1.6%

Source: 2016 ACS 5-Year Estimates

FIGURE 21: COMMUTING PATTERNS IN LINCOLN PARK



Source: 2015 Longitudinal Employer-Household Dynamics "On The Map"

In that same time period, the retail trade grew by percentage of employees as well from 13% of Lincoln Park workers to 16%. Even as GDP continues to grow and the economy expands, retail purchases at historically popular stores have fallen in favor of e-commerce, and expenditures on technology, travel, and dining out.[37] JcPenney, Macy's, Sears, and K-mart, among several others, are closing their physical stores, either due to bankruptcy or to pursue purely online sales. In metro Detroit, 25% of retail real estate loans are delinquent, meaning that those enterprises are struggling to pay their basic bills due to low sales.[38] The compounding problem is that large, well-known department stores have usually been an anchor that draws customers in and help support smaller scale retail within close vicinity. Without their name recognition to hook passers-by, smaller retail could struggle as a result of less traffic. The "Retail Apocalypse" as some are calling it, refers mainly to the collapse of department stores, such as that which Lincoln Park just experienced with Sears. Upon Sear's closure in the City, 100-249 workers are displaced.

The percentage of "eds and meds" workers grew even more from 13% to 18% over that 16-year span in Lincoln Park and are projected to grow as Baby Boomers seek medical care and young adults pursue higher education more than previous generations. This is in line with the region, where the change in employment saw a 20% increase between 2002-2014.

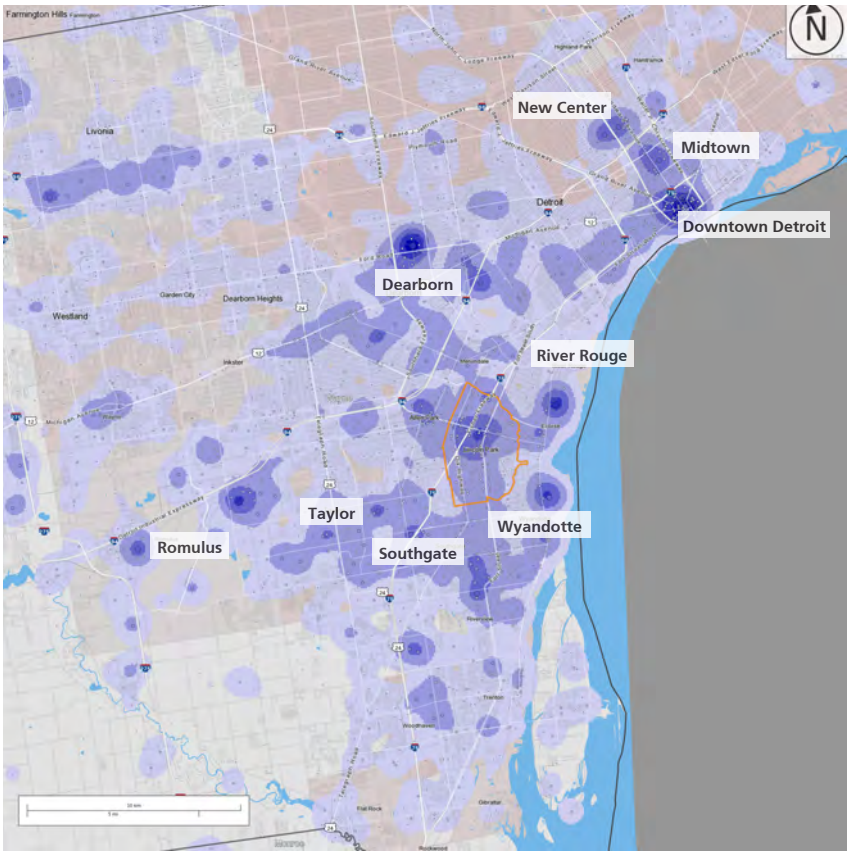
Workers Commute

Lincoln Park is not an employment hub. As a suburb of Detroit, it was not designed to be a hub, but rather a place to lay one's head at night—a bedroom community. Henry Ford's "$5 per day" wage allowed many workers to move to Lincoln Park in the early 20th century to buy a home, and the "umbilical relationship" with the Ford Rouge plant persisted post WWII.[39,40] The commuting numbers show the same economic relationship to the region today as it did in the City's earlier history. The most recent data from the census' Longitudinal Employer-Household Dynamics in 2015 illustrates Lincoln

Parker's daily exodus: 96% of residents commute to other parts of the region for employment. Even when the economy was stronger ten years prior, in 2005, 93% were employed outside of the city limits.

The map below explains where Lincoln Parkers commute to work. The darker shades of purple represent where the highest concentration of workers go for work. The lighter colors correspond to decreasing concentrations of commuters. Most notably on the map is downtown Detroit and nearby midtown and New Center, Dearborn, River Rouge, Romulus, Wyandotte, Southgate, and Taylor. In such a job-rich region, almost 50% of Lincoln Park workers commute less than 10 miles to work, primarily northbound. Although, the opposite can be said when a combined 21% of workers travel 25 miles or greater (9% of them travel 50 miles or greater), some as far as Lansing for work into another region altogether.

FIGURE 22: WHERE LINCOLN PARK WORKERS COMMUTE



Source: 2015 Longitudinal Employer-Household Dynamics "On The Map"

The commute shed into Lincoln Park shares a similar story. Reviewing both maps has the effect of outlining the economic region that Lincoln Park is embedded in that spans more territory than imagined. There is a similar proportion of workers traveling great distances to Lincoln Park for work, about 19% of workers are driving upwards of 25 miles to one of the City's employers. The longer commutes are entering the City from the northwest such as the Lansing and Flint areas. More commonly, Lincoln Park employers attract its workers from less than 10 miles away (54%), coming predominantly from south and west of the City from places such as Taylor, Woodhaven, Trenton, Riverview, Southgate, and Wyandotte. This data corresponds with local business owners who estimate that their employees commute 11-30 minutes to work.

EMPLOYMENT OPPORTUNITIES WITHIN LINCOLN PARK

This section switches from discussing Lincoln Park workers to business establishments and jobs offered in Lincoln Park. Tracking NAICS codes between the years of 2004 to 2016, shows that the local economy, in terms of number of businesses and number of employees, is contracting. In 2016, there were 491 establishments in Lincoln Park that employed a total of 5,777 persons (excluding public administration) compared to 618 establishments in 2004 that employed 6,380 persons.[41] On top of the reduction of jobs, the shift to non union service jobs has meant that not only is it tougher to find a job within the City, it is more likely to be a low-paying, part-time service job. This combination has a stifling effect on exactly what SEMCOG recognized in its "Partnering for Prosperity" report: that the challenge is in finding a mix of jobs that lifts workers out of poverty.

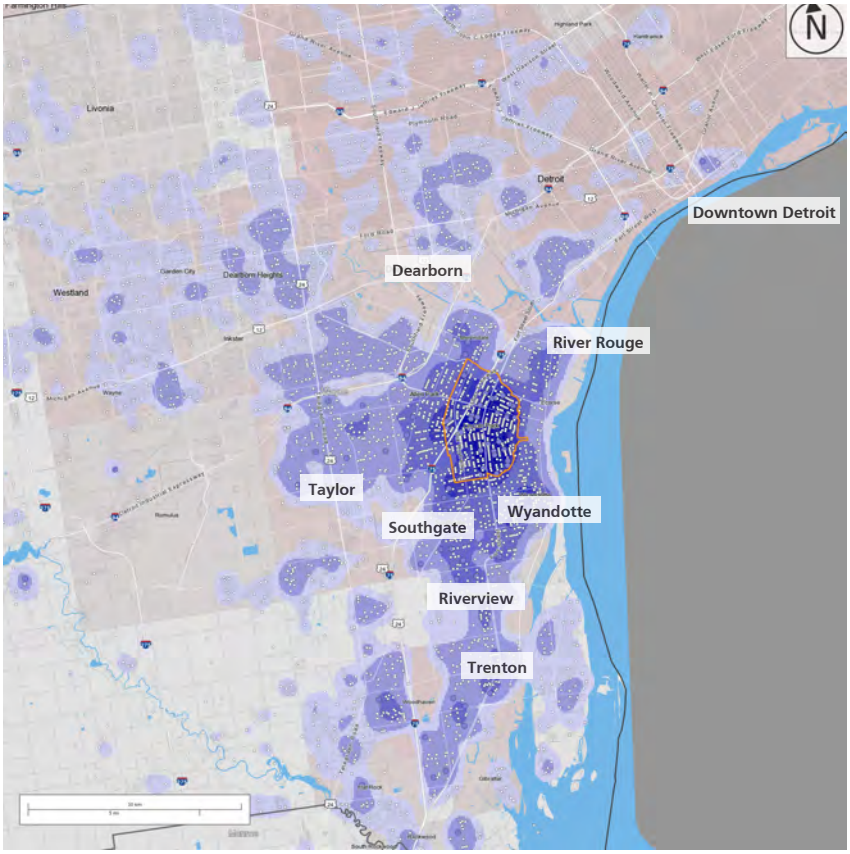
The 2017 ESRI report "Business Locator" shows that the three largest employers, by number of employees, are from the public sector: Lincoln Park High School, Police Department, and Middle School in that order. Extending to the top 10 employers still makes the public sector 50% of the

top employers. After including a nonprofit, only four of the top employers are from the private sector.

Manufacturing to Service-Based Economy: Jobs in Lincoln Park

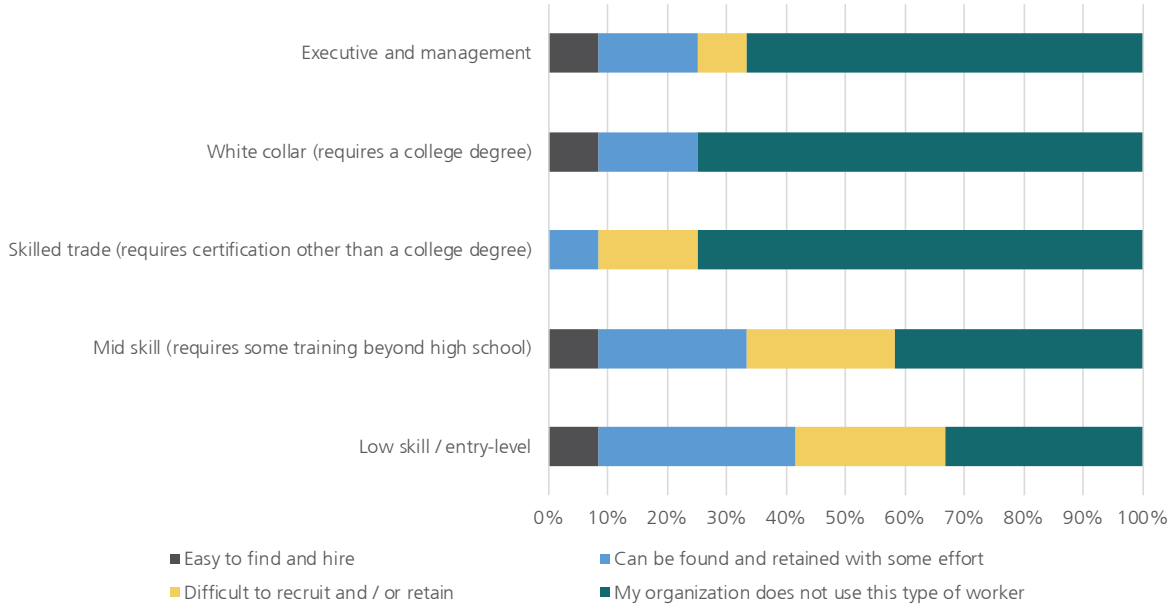
While manufacturing still represents a sizable portion of the economy in Lincoln Park and in southeast Michigan, its proportion of the overall economy is waning. As of 2004, there were 27 manufacturing establishments in Lincoln Park compared to 13 establishments in 2016, a striking drop of more than 50% of businesses in that sector.[42] The decline of a once economic stronghold was already underway, but its acceleration during that time period was linked to the worldwide economic collapse starting in 2007. Currently, manufacturing is on an upward trend but still has not reached pre-recession levels of employment, for example, manufacturing only employs 2% of total employees within Lincoln Park.[43] Instead, the City's economy has transitioned to a service-based economy. Retail trade (19%), accommodations and food services (18%), and health care and social assistance (14%)

FIGURE 23: WHERE COMMUTERS TO LINCOLN PARK COME FROM



Source: 2015 Longitudinal Employer-Household Dynamics "On The Map"

*FIGURE 24: DIFFICULTY OF FINDING WORKERS AT ALL SKILL LEVELS**



**Based on the responses of 12 business owners*

together employ 50% of Lincoln Park jobholders, mirroring the regional, state, and national shifts away from production of goods to a provision of services.[44]

Retail Jobs in Lincoln Park

Retail trade has taken a sizeable hit over the last few decades in the City. Dating back to the 1990 County Business Patterns, Lincoln Park had a total of 230 retail establishments, reduced to 148 in 2004, and then to 123 in 2016, a 47% drop over 26 years.

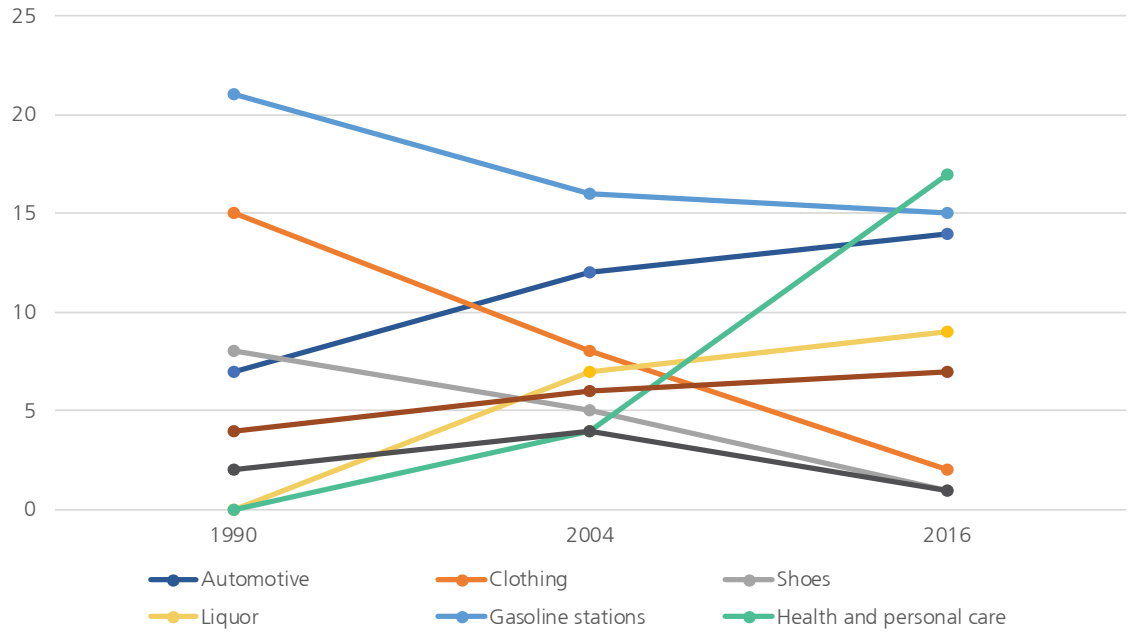
The type of retail that Lincoln Park has lost over the time has not been from poorly performing department stores, but the larger context of retail decline nonetheless explains the environment in which retail is trying to survive. There has not been an overwhelming drop in any one sub-industry over the last 30 years, but a curtailing of smaller retail stores that specialized in one product such as clothing, shoes, furniture, hardware, used cars, pharmacies and drug stores, convenience stores, computer and software stores, radio, television and electronic stores, etc. There's been an uptick in automotive parts, accessories and tire stores, health and personal care, and liquor stores during that same time period. The graph "Change in Number of Establishments by Industry, 1990-2016" demonstrates how the retail mix has changed over time, outlining which sectors have prospered or declined. Because NAICS codes change over time, the graph is not an exhaustive list of retail change but a summary of the only industries that

TABLE 19: RETAIL SUBINDUSTRIES

RETAIL SUBINDUSTRIES	NUMBER OF ESTABLISHMENTS	RANGE OF EMPLOYEES
	123	
Automobile dealers	2	2-8
Other motor vehicle dealers	1	20-49
Automotive parts, accessories, and tire stores	1	94-196
Furniture stores	1	10-19
Electronics and appliance stores	9	30-66
Building material and supplies dealers	4	31-61
Grocery stores	17	155-373
Specialty food stores	2	6-13
Beer, wine, and liquor stores	9	17-46
Health and personal care stores	17	107-238
Gasoline stations	15	31-79
Clothing stores	2	2-8
Shoe stores	1	5-9
Sporting goods, hobby, and musical instrument stores	3	11-22
Department stores	1	100-249
Other general merchandise stores	7	291-575
Florists	2	10-18
Office supplies, stationery, and gift stores	1	5-9
Used merchandise stores	4	13-31
Other miscellaneous store retailers	9	9-36
Direct selling establishments	2	2-8

Source: 2016 County Business Patterns

FIGURE 25: CHANGE IN NUMBER OF ESTABLISHMENTS BY INDUSTRY, 1990-2016



Source: County Business Patterns 1990, 2004, 2016

can be compared across all three years. Understanding the macro economy and the direction that retail is going informs realistic policies aimed at attracting or retaining that industry to the City.

Retail Target Market Analysis

A Target Market Analysis was conducted in 2017 to assess current spending habits and potential retail opportunities based on the demographic groups living in Lincoln Park. Retail expansion is more promising now than in the last decade as the economy recovers from the Great Recession (although in a different form), out-migration has tapered, and per capita incomes are expected to increase. Both are considered good indications that retail expenditures will increase, which translates to one million square feet of retail space that Lincoln Parkers can support. With Sears closing, these numbers suggest that the property can be re-used for retail still. Despite an expected rise in incomes, discretionary income to spend on retail and entertainment will be modest and still necessitates that prices remain accessible for low-to-moderate incomes. Moreover, about one-third of Lincoln Parkers are living on a fixed income from social security (32%), meaning their spending habits will likely not change, or or may even decline over time.

TABLE 20: MARKET STRENGTHS AND GAPS

MARKET STRENGTHS	MARKET GAPS (OPPORTUNITIES)
Food, beverage stores	Home décor, wall art, lamps, and accessories
Health, personal care	Building supplies, patio & hearth, garden supply
General merchandise	Branded automotive dealerships
	Quality family apparel, shoe, and fashion accessories
	Sporting goods stores (excluding bicycles)
	Unique, ethnic, themed restaurants, and eateries
	Arts, entertainment, and recreational venues

Source: 2017 LandUse USA Target Market Analysis

TABLE 21: ACCOMMODATIONS AND FOOD SERVICE INDUSTRY SUBINDUSTRIES

ACCOMMODATIONS AND FOOD SERVICE SUBINDUSTRIES	NUMBER OF ESTABLISHMENTS	RANGE OF EMPLOYEES
	67	
Traveler	4	8-21
Special food services	1	1-4
Drinking places	6	6-24
Restaurants and other eating places	56	756-1719

Source: 2016 County Business Patterns

As a part of the analysis, "transacted sales" as a shared of residents' income was calculated by industry and compared to average sales from pre-selected cities in Michigan. Lincoln Park residents' transacted sales the surpassed the averages was considered a "market strength" and where they lagged, it is considered a "market gap." Details are provided in the table "Market Strengths and Gaps." Market gaps, industries where sales are relatively light, are opportunities to expand because they represent the "wants" that go unfilled by local shoppers. More than its neighbors, Lincoln Parker's basic retail needs are met within the City, which has kept the City's net import and export ratio favorable in some key areas for economic development: food services and retail. This is another strong indicator that residents are willing to support local businesses.

Accommodations and Food Service

The Bureau of Labor Statistics defines this sector as establishments that provide customers with lodging, meals, snacks, and beverages for immediate consumption.[45] This sector has been the most stable of the three, losing only three establishments since 2004. Restaurant growth, which makes up the majority of this sector, is growing rapidly nationwide. Unlike manufacturing and mining, which is concentrated in specific advantageous regions, restaurants are not constrained to geography. At its current rapid rate of growth, it is estimated that by 2020, more people will be employed in restaurants than in manufacturing.[46] But growth in any sector is only as good to the local economy as the wage it provides. Falling into the larger category of "arts, entertainment, and recreation," the median income is $13,480, or less than one-third of the median household income in Lincoln Park.

Healthcare and Social Assistance

At a larger scale, healthcare and social assistance is projected to be a growing field as Baby Boomers seek medical care in unprecedented numbers. Local data shows that Lincoln Park is not experiencing that growth. Healthcare establishments have declined since 2004 from 67 establishments to 57 in 2016, although with two recent healthcare related developments, this number is on the rise. However, without a large hospital system to spur economic growth and boost wages, healthcare and social assistance is not a realistic game-changer for Lincoln Park's economic development strategies. These larger institutions are generally regional providers and are not likely to move, which is what makes them so beneficial to the cities that already have them.[47] The jobs in this sector are largely carried out by degreed practitioners but the median income still falls about $10,000 below the median household income.

THE EFFECTS OF LOW WAGES

As shown in the socioeconomic section of the "Demographics" chapter, many of industries in Lincoln Park offer a lower median income when compared to the state of Michigan. Stagnating wages mean that residents are earning less in real dollars than they were in 1999, and the shortfall is magnified by all other rising costs. With less in your pocket, investing in a future is complicated by balancing immediate needs and planning for a

comfortable retirement. For example, the average value of retirement plans is about $15,000, or two-thirds of the national average. Considering the elderly age of the residents, and that an estimated $1 million in savings is needed for a comfortable retirement, the financial problems of many residents will not subside as they age. Lincoln Parkers do not carry significant debt but "utilities, fuel, and public services," "transportation," and "healthcare" take up 45% of their household budget (on top of housing and food). This makes clear why there is little disposable income to spend on entertainment or investing in the local economy.

All of the business owners who took the survey have been in operation in the City for 15 years or longer. The largest attractor to the City then was "local demographics." Regardless of the employment sector, business owners overwhelmingly thought that the people were important to the success of their business over availability and affordability of real estate. The City has changed substantially over the last two decades in terms of income, ethnicity, housing tenure, and the public financial standing. This is an indication that new types of businesses, in greater variety, is warranted to adapt to the changing environment.

LOCATION OF JOBS IN LINCOLN PARK

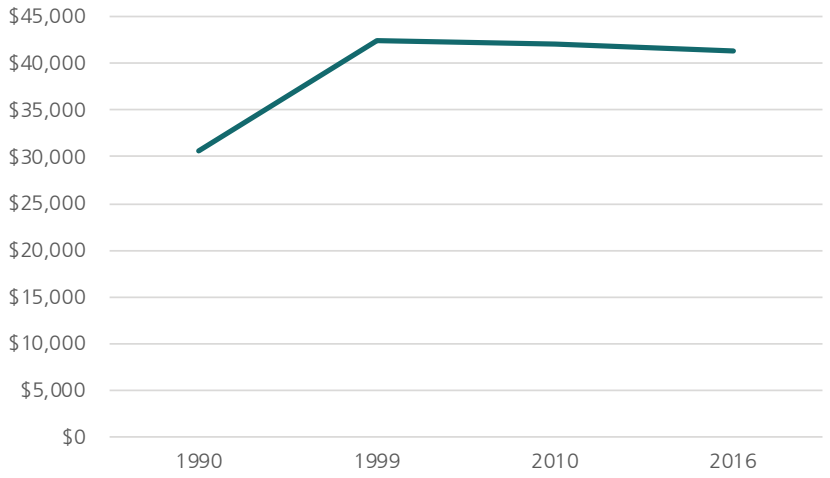
The jobs that exist in Lincoln Park are most densely concentrated along or near Southfield Road, roughly bound by Dix Highway (west) and Ferris Street (east) and radiating out several blocks north and south of Southfield Road with reduced job density by distance from this area. In this area, there is an estimated 1,371 to 2,138 jobs per square mile, ranging in scale from a mom and pop restaurant, to the Sears department store, to a custom driveshafts manufacturer. This stretch of Lincoln Park is job-abundant and job-diverse. Another smaller hub exists south, between Fort St and Emmons Boulevard, that encompasses the City's bookends of retail—the Lincoln

TABLE 22: HEALTHCARE AND SOCIAL ASSISTANCE SUBINDUSTRIES

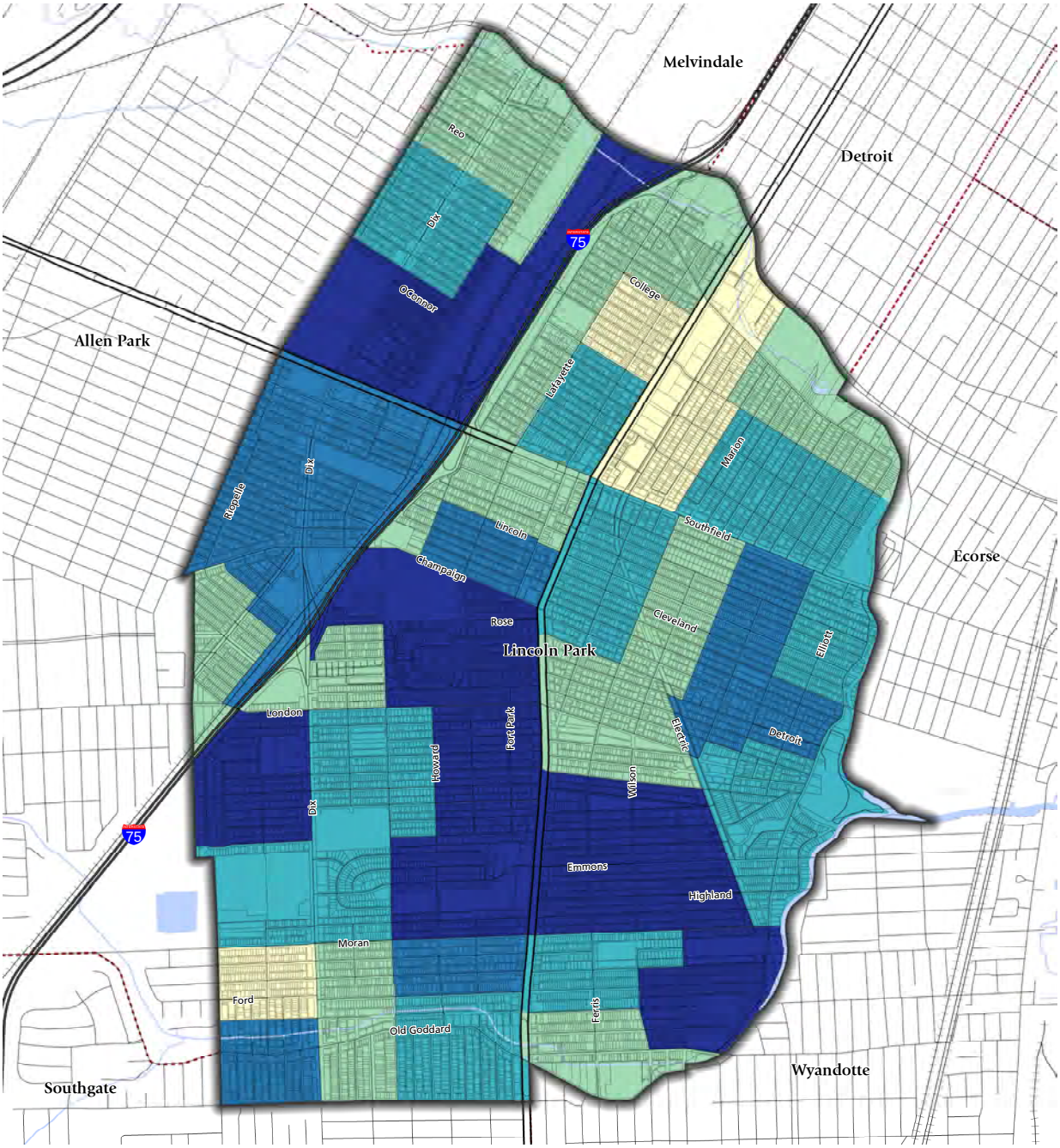
HEALTHCARE AND SOCIAL ASSISTANCE SUBINDUSTRIES	NUMBER OF BUSINESSES	RANGE OF EMPLOYEES
Healthcare and social assistance	54 (100%)	
Individual and family services	5	21-40
Offices of physicians	13	50-93
Offices of dentists	13	90-220
Offices of other health practitioners	5	8-21
Home health care services	2	6-13
Other ambulatory health care services	2	100-298
Outpatient care centers	3	45-107
Specialty (except psychiatric and substance abuse) hospitals	1	100-249
Residential intellectual and developmental disability, mental health, and substance abuse facilities	4	35-66
Child day care services	4	35-76

Source: 2016 County Business Patterns

FIGURE 26: MEDIAN HOUSEHOLD INCOME OVER TIME



Source: 2016 ACS 5- Year Estimates, U.S. Decennial Census



CITY OF LINCOLN PARK

Household Median Income

Data Sources: State of Michigan Geographic Data Library, City of Lincoln Park, Wayne County GIS, US Census Bureau 2016

0 0.25 0.5 Miles

- Lincoln Park Boundary
- Freeways
- State Roads
- All Roads
- Railroads
- Municipalities

Median Income by Block Group:

- $0 - $17,891
- $17,892 - $36,019
- $36,020 - $44,605
- $44,606 - $51,926
- $51,927 - $62,292

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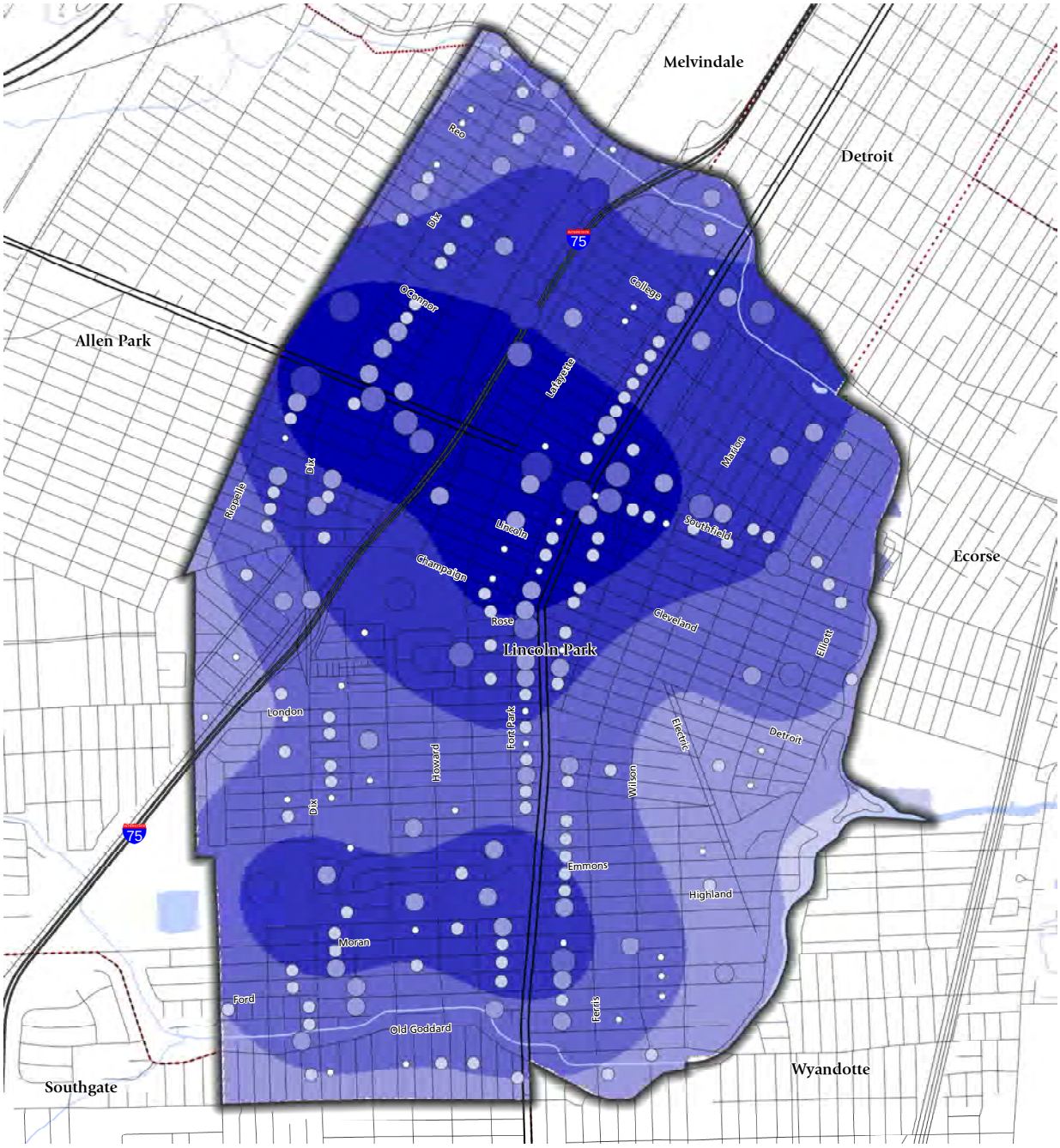
MAP 18 CITY WORK PROFILE



CITY OF LINCOLN PARK

City Work Profile

Data Sources: State of Michigan Geographic Data Library, City of Lincoln Park, Wayne County GIS, U.S. Census Bureau LEHD

0 0.25 0.5 Miles

- Lincoln Park Boundary
- Freeways
- State Roads
- All Roads
- Railroads
- Municipalities

- 1 - 3 Jobs
- 4 - 17 Jobs
- 18 - 56 Jobs
- 57 - 133 Jobs
- 134 - 260 Jobs

Jobs / Sq. Mile:

- 5 - 90 Jobs / Sq. Mile
- 91 - 346 Jobs / Sq. Mile
- 347 - 772 Jobs / Sq. Mile
- 773 - 1,370 Jobs / Sq. Mile
- 1,371 - 2,138 Jobs / Sq. Mile

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Park Plaza (east) and Meijer (west). In between are two schools for children 8th grade and younger.

BUSINESS SURVEY RESULTS

The survey was administered online and promoted through the DDA newsletter, from which 12 responses were collected during the fall of 2018. The businesses surveyed represented six major industries that are recorded by the U.S. Census: finance or insurance, real estate, retail, professional services, health care, and accommodation or food services. Most of the respondents did not live in Lincoln Park nor have their children in the school system. Business owners were asked directly in both multiple choice and open response format to explain how the City could help their business. Their ideas were varied. Some are directly related to cutting "red tape" because it is cost prohibitive to businesses or to process their paperwork in a more timely manner. It was noted that the "complexity of the development review" was selected most frequently as what "prevents or slows my business," followed by the "length of the development review process." Remarkably, what comes next was "roads," chosen more often than "zoning districts" or "fee schedule for reviews and permits."

It is important to note that over half of respondents plan to continue their business or expand in the next 5 to 10 years, and none plan to downsize. The business community reiterated that keeping the City nice looking and clean would help them be more profitable than providing entrepreneurial support.

DOWNTOWN

The downtown district is managed by the Downtown Development Authority (DDA). DDAs were enabled under Public Act 197 to act as a quasi-governmental bodies that oversee the goings-on within their boundaries. As a city's core, downtown represents a crossroads where commerce and entertainment mix to create a recognizable hub of activity, a fantastic place to start for growing the retail sector. For many reasons, Lincoln Park's downtown, like others downriver, has struggled to be the bustling center residents hope for, but not without renewed effort to curb that tide. One of the biggest challenges identified in the 2015 DDA Strategic Plan to a vibrant downtown is the high vacancy commercial and industrial rates. Published on the DDAs website is a list of properties up for sale as of November 2017 that cover over 300,000 square feet of land that is not being productively used.[48] The effects of high vacancy rates can snowball starting from the loss of property tax revenue that leads to fewer resources to combat vacancy.

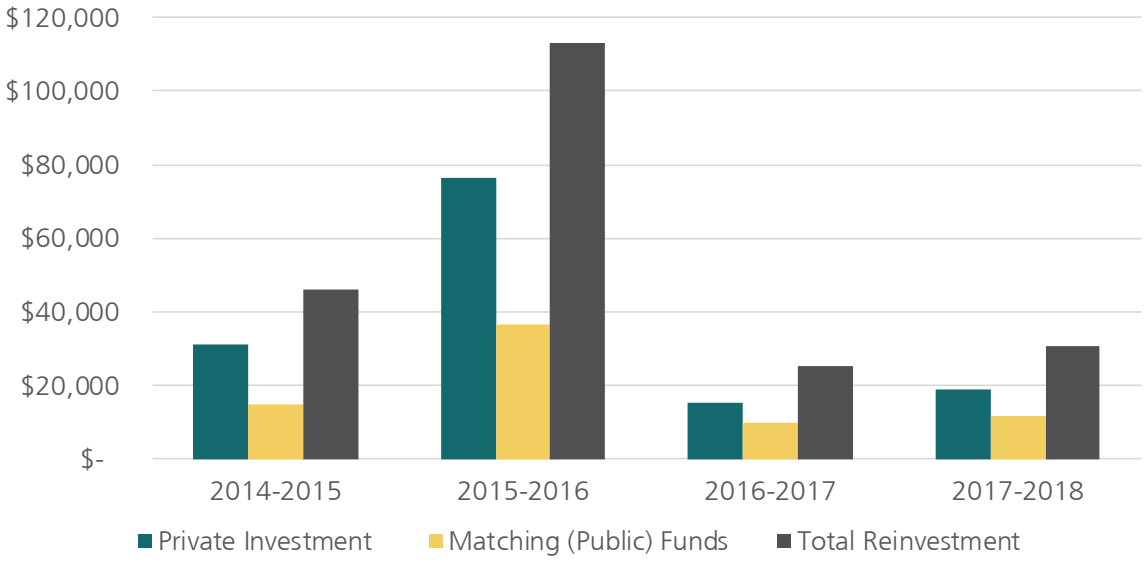
One of DDA's tasks, done in conjunction with the Economic Development

TABLE 23: BUSINESS ASSISTANCE PROGRAMS

PROGRAM	PURPOSE	PROPERTIES RECEIVED FUNDING 2014-2018	TOTAL $ INVESTED 2014-2018
Façade Improvement Grants	The DDA will cover 50% of the cost of eligible exterior improvements to existing buildings	10	$228,001
Small Business Loan Program	The EDC gives low-interest loans for business expansion and capital improvements	4	$97,000
Total number of businesses downtown		125[49]	

Source: City of Lincoln Park DDA website

FIGURE 27: DDA FAÇADE GRANT INVESTMENT



Source: City of Lincoln Park DDA website

Corporation (EDC), has been to provide programs that entice businesses to locate within the core downtown. Business owners agreed in the survey that "façade improvements" would most positively impact businesses downtown, followed by downtown events, and repurposing empty lots. The chart "DDA Façade Grant Investment" shows to what extent public investment is leveraged to amass a greater total investment in the properties. Including the business loans from the EDC, about $325,000 has been put into the downtown during those four years.

VACANCY

Vacancy rates are an elusive measurement. It seems straightforward to be able to count the number of buildings where there are no tenants, but such a manual count is so time-intensive as to be prohibitive on a regular basis. The information must be more current than the Census can provide in order to be useful, while paid business data sources rely on algorithms and other opaque methods to arrive at a number that may not be precise enough.

Beginning with a definition of vacancy is a logical start. With tenants in commercial buildings, it is common during a transition to have a building sit unoccupied for a few months at a time. The City would begin by deciding what length of time constitutes a vacancy. A pre-defined and agreed upon time period of 90 days (with certain exceptions permitted for building owners who communicate with the City), would align different departments on when to start the clock for calculating time. While exact length of vacancy is hard to determine, it is worthwhile to track to some degree of accuracy because of its high correlation with deterioration.

Another complicating factor is that these records are managed by more than one city department. Naturally, it could live in the building department, but also with planning and zoning, the DDA for downtown properties, the fire department or even the police department if they oversee the issuance of blight violations. Record-keeping may differ between departments or is not shared at all.

A better process for tracking vacancies could be a web-based map platform. The large upfront costs in time and money are thwarted by the ease of use and upkeep by several departments at once. A database that is accessible to the appropriate city officials could be developed to enter important information about properties, locate them on a map to assess where

clustering occurs, and link to photos or necessary documents associated with that property. The parcel on the online map could triangulate the three methods used before to determine the likelihood of a vacancy. The hard work is still in determining which properties are vacant, but once that data is collected, there are more accessible ways to share among the parties so that the method stays consistent and up to date.

PLACEMAKING

The efforts by the DDA and the EDC to help businesses is an economic strategy to save jobs, but also to build a sense of place. In a globally competitive world that is well connected, people with the means have a choice in where they live. They no longer have to live in a factory town to access a job; they could live in metro Detroit and work for a company in Japan. Cities are no longer "competing" with their neighbors but rather with cities around the globe, raising the bar on what cities should offer. Because workers are no longer "stuck" next to their employer, deciding where to live can be based on personal preference over pure convenience. The new economy and the younger generations have shown a preference for location first, job second. The preference is for cities, with physical and cultural amenities in compact, high-density, and walkable communities. This means the economic development strategies have changed emphasis from attracting employers to attracting talent. And to attract talent, cities are signing on to "placemaking" as a legitimate strategy for improving their downtowns, neighborhoods, and corridors so that they can fill their cities with a younger demographic. In fact, Lincoln Park students noted the lack of small businesses as a negative aspect of the City, which means even they had the skills for a local job, they might not stay.

Downtown is a good place to start and focus placemaking efforts because of its wide-reaching appeal to residents and the region. It is also an opportune time to use these trends as a basis for re-imagining downtown as a neighborhood, and not a non-residential district. Businesses in Lincoln Park largely agree, even if they are not downtown. Almost half believe that the speed limit on Fort Street has a negative impact on their businesses, likely because traffic doesn't see them but also because its fast-moving transit detracts from placemaking. Even though not all businesses benefit directly from a walkable downtown, there is an understanding in the business community that any improvement to the City can help their business.

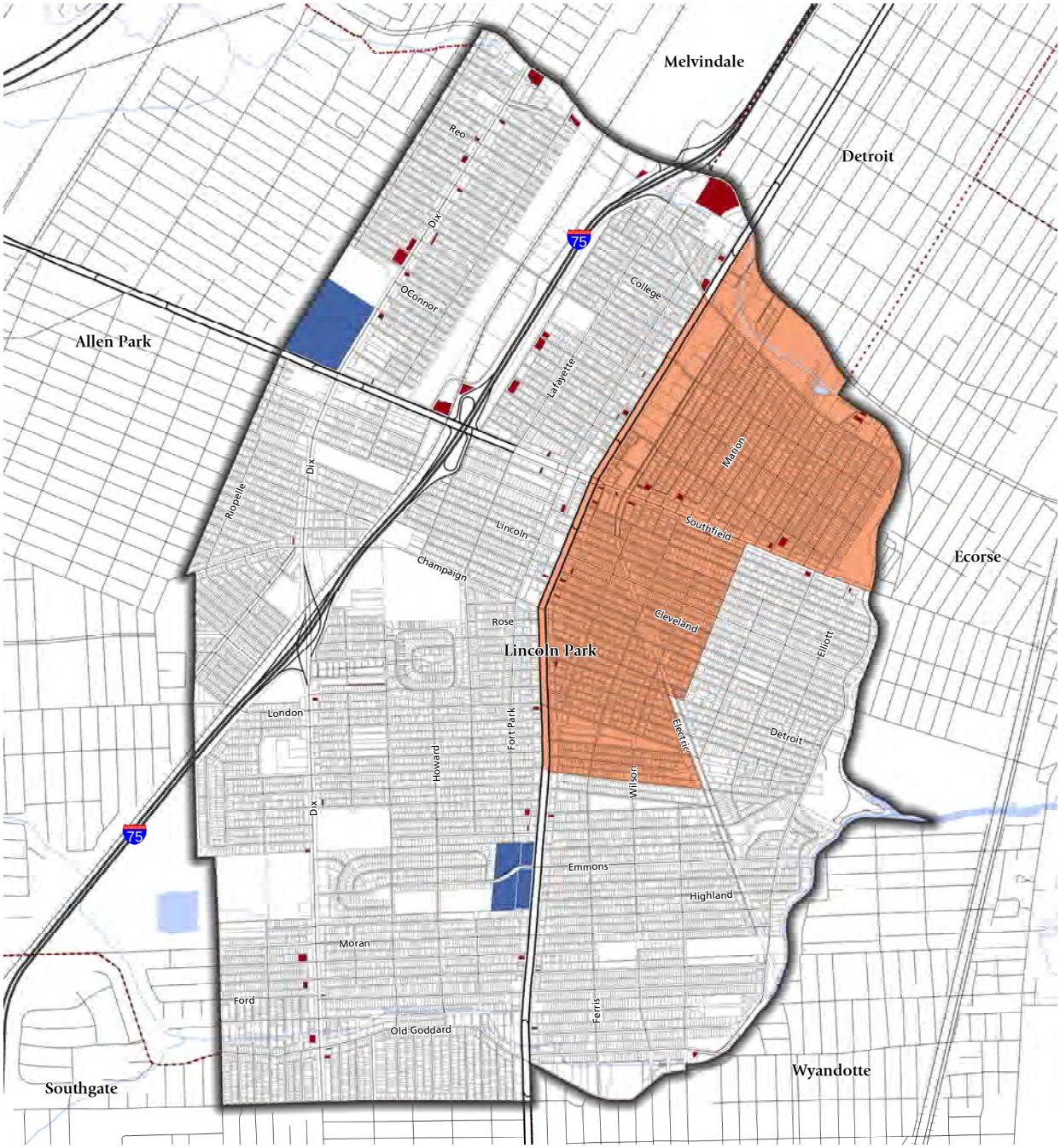
OPPORTUNITY ZONES

In connection with a shift toward placemaking, a new economic development program has recently emerged. The Tax Cuts and Jobs Act of 2017 established "Opportunity Zones," which is a nation-wide economic development program that gives investments preferential tax treatment in designated economically distressed communities. The goal of the zones is to spur economic development and job growth in these distressed areas. In order to reap the most capital gain benefit, investors should invest by the end of 2019; thus, there is urgency to this program. Lincoln Park has designated Opportunity Zones, which puts the City in a good position to take advantage of this economic development tool. There is yet to be any investment in these areas; but because of the time limitations for maximum capital gains, it is important for the City to determine desired projects and to market this incredible investment opportunity. The program does not have any requirements as to the type, quality, or focus of the intended projects, so this potential will be entirely guided by local land use controls.

REDEVELOPMENT READY COMMUNITIES PROGRAM

Also at the center of the vacancy and placemaking discussion is a state program, Redevelopment Ready Communities (RRC)®. The program is managed by the Michigan Economic Development

MAP 19 REDEVELOPMENT OPPORTUNITIES & ZONES



CITY OF LINCOLN PARK

Redevelopment Opportunities & Zones

0 0.25 0.5 Miles

Data Sources: State of Michigan Geographic Data Library, City of Lincoln Park, Wayne County GIS, Economic Innovation Group

- Lincoln Park Boundary
- Freeways
- State Roads
- All Roads
- Railroads
- Municipalities
- Redevelopment Opportunities
- Vacant Commercial Properties
- Opportunity Zones

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Corporation as a voluntary, no-cost certification designed to help cities attract investment and residents. To participate, the state agency requires that cities follow the RRC best practices to achieve certification. The steps toward certification are based on improving planning, zoning, development processes to signal to developers and potential investors that a municipality is ready for redevelopment. One of the important tasks on the list of best practices is to identify and prioritize sites that are vacant, obsolete, or underutilized in areas that have a large impact, like downtowns or neighborhoods. The difference in this approach is that the process is community-driven, as opposed to waiting for the private market to come to the City with a satisfactory idea. While there is sometimes not the capacity to engage in the more intensive form of development, or not the political will to do the work of its building owners, the alternative must be kept front of mind. The current method is not working—if it were, the vacancy rate would be smaller.

The ideal process is as follows: the community assembles important information on the site, convenes to create a vision for the site, identifies potential resources and incentives that could help complete their vision, and proactively markets to developers who would appropriately develop the space. This approach is designed to accomplish more desirable outcomes because it is community supported, well researched, and proactively targets developers with the expertise to complete such a vision.

Potential Sites

The potential RRC sites in Lincoln Park are self-evident by their sheer scale. As discussed in the "Centers, Corridors, and Neighborhoods" chapter, the Lincoln Park Plaza and the Lincoln Pakr (Sears) Shopping Center are sizable parcels needy for attention. Not only their footprint, visibility, and potential impact on the City make them strong nominees for this program, the community also identified them as assets in the visioning sessions. With the data gathered from the retail market analysis and workforce, redevelopment ideas abound for these sites. In particular, at the Plaza, rental commercial space for low-income or first-time entrepreneurs who need a low-risk space to test new ideas or simply room to build an already tried and tested product. Known as maker space, it has dual redevelopment purposes. It helps to fill buildings for people who need it, but also could provide a destination for visitors stop by and watch the process in the making!

Another area ripe for redevelopment is better described as a cluster of important sites downtown. The parcels located on Fort Street between Warwick Avenue and Arlington Avenue (west side of the street) were built for an urban environment. Anchored by the just out-of-business brewery on the corner, their human scale and zero-foot setbacks justify further consideration for strategic support. Their prime location could have a domino effect on downtown businesses if not properly bolstered by the City. While it is undeniably a good thing to fill buildings, filling these buildings specifically would preserve the historic and traditional downtown-style development that is missing in the rest of the city and desired by the residents.

SUMMARY

Lincoln Park's economy is diversifying, which on most accounts, is a push in the right direction. An overreliance on manufacturing has been problematic for the industrial hubs of the Midwest. Yet, a transition to the service-sector jobs is not foolproof. The stagnation of wages in most sectors, and the lack of organized labor in "new economy" jobs, means that diversification has limited benefits for the City. In a City where the median household income is lower than it was a decade ago caps purchasing power and the circulation of money into local economic endeavors. This is important to keep in mind when strategically planning for which business can occupy a space in Lincoln Park successfully. It will remain important to refer to the target market analysis and follow the Redevelopment Ready Communities process to identify and actively recruit for businesses that serve its community.

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10 IMPLEMENTATION

FUTURE LAND USE

Land classification has undergone some adjustments over the course of Lincoln Park's built history, but the broad development patterns are firmly established. The table on the following page summarizes the Future Land Use Maps of plans adopted in 1962, 1997, and 2007 in addition to the proposed 2019 map. It also describes the intent of each category in the 2019 plan in order to assist the Planning Commission in assessing the suitability of proposed uses.

ZONING PLAN

A zoning plan describes what areas of the zoning ordinance need to be updated to align with recommendations made in the master plan. The zoning ordinance is one of the primary tools a city can use to implement land use policies, and if those do not match the action plan's forward-moving agenda, then there are no "teeth" behind the recommendations. The zoning plan specifically calls out these changes to help outline next steps for the Planning Commission to implement action strategies and drive Lincoln Park towards achieving its goals.

The table offers a summary of proposed changes, and the text below describes in detail the rationale and intent of the changes.

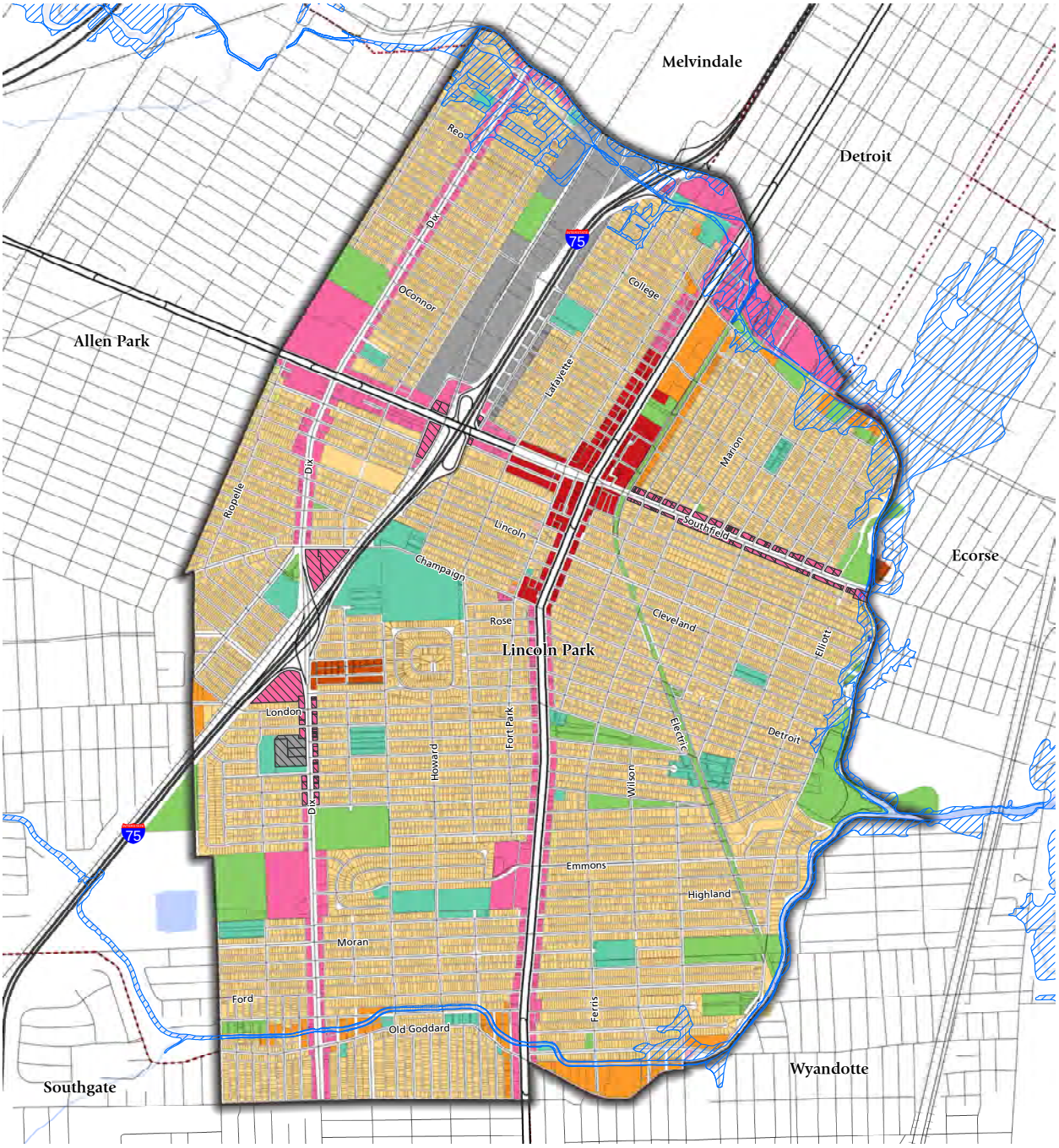
PROPOSED CHANGES:

Adjust the "Municipal Business District" regulations so that they serve the majority of the parcels along the City's three major corridors

The vision for Lincoln Park's commercial corridors has fluctuated over time; currently, the Neighborhood Business District and Municipal Business District regulate most of the parcels along them. The MBD parcels are clustered around major shopping centers and the length of Southfield Road. The district permits a wide range of activities and is intended to serve all but the most intense commercial needs. The NBD parcels line Fort and Dix between the MBD clusters. This district has an explicit pedestrian focus, and permits only uses ["that have as their focus the customer."]

In practice, the NBD and MBD parcels are not substantially different overall, nor is their context. The three corridors contain a mix of similarly sized parcels and are themselves fairly similar in size, configuration, and building mix. This distinction has had the effect of preventing reoccupation of a building without obvious justification when a prospective proprietor deems a building suitable for her enterprise but is prevented by the more restrictive district from putting it to that use. The better course would be develop a single set of permitted uses that can serve

MAP 20 FUTURE LAND USE



CITY OF LINCOLN PARK

Future Land Use

Data Sources: State of Michigan Geographic Data Library, City of Lincoln Park, Wayne County GIS

0 0.25 0.5 Miles

Beckett&Raeder

- Lincoln Park Boundary
- Freeways
- State Roads
- All Roads
- Flood Hazard Overlay
- Automotive Service Overlay
- Lower Density Residential
- Higher Density Residential
- Manufactured Home Park
- Neighborhood Commercial
- General Commercial
- Downtown Commercial
- Industrial
- Public
- Quasi-Public / Institutional

2019 FLU	DESCRIPTION	PROPOSED CHANGE	ZO	2007 FLU	1997 FLU	1962 FLU
Lower density residential	One- and two-family detached dwellings and supportive uses	• Permit two-family homes • Update design standards to ensure that denser units are cohesive	Single family residential	Low density residential	Single family residential	Single and two-family residential
Higher density residential	Multiple-family dwellings and supportive uses	District remains unchanged, but its application should shift from major corridors (where mixed-use is preferable) to select neighborhood locations	Multiple family residential	Medium density residential	Multiple family residential	Multiple dwelling
				High density residential		
Mobile home park	Mobile homes	None proposed	Mobile home park	Mobile home park	Mobile home park	
Neighborhood commercial	Ultralight intensity commercial uses with minimal impact to surrounding properties	Full redefinition: most existing parcels with this designation will be rezoned into the Municipal Business District	Residential	Neighborhood commercial	Limited commercial	Commercial
General commercial	Main commercial designation along all major corridors; intended to permit maximum flexibility of use in conjunction with strong redevelopment and landscaping standards	• Permit housing as a mixed use • Permit ultralight-intensity, small scale manufacturing (“maker spaces” • Develop an automotive services overlay	Neighborhood Business District	General commercial	Limited commercial	Commercial
			Municipal Business District	Office	General commercial	
			Regional Business District		Large lot mixed use	
Downtown commercial	Commercial core of the community, with housing encouraged on upper floors. Experiential businesses such as boutique shopping, entertainment, restaurants, and unique services are preferred. Strong physical presence includes walkability, density, attractive storefronts, intense landscaping, public realm amenities, detailed architecture, consolidated parking	Ensure that permitted uses actively contribute to desired vibrancy, either through pruning or moving to upper floors	Central business district	Downtown commercial	Downtown	Commercial
				Public Parking		Public Buildings
						Parking
Industrial	All manufacturing, assembly, production, and fabrication uses, largely concentrated in a single district to provide adequate buffer to other uses. Those uses which do not produce significant noise, glare, smoke, or other detrimental effects may be placed in “light industrial” categories throughout the City.	None proposed	Light industrial	Light Industrial	Limited industrial	Industrial and Utilities
			General industrial	General industrial	General industrial	
Quasi-public / institutional	Schools, places of worship, public buildings, municipal parking lots, utilities	None proposed	Community Service	Utilities	Public and Semi-public	Public
				Quasi public		Semi-Public
				School		
Public / recreation	Recreation, open space, publicly held land	None proposed	Community Service	Public	Public and Semi-public	Public
Flood Hazard Overlay	Restricts development within the 100-year floodplain	Slightly relax current use restrictions	Flood Hazard Overlay	(not shown)	(not shown)	(not shown)
Automotive Service Overlay	Permit auto-related businesses in specific areas of the City based on historical land use and zoning	New district	NEW	General Commercial	General Commercial	Commercial Services and Offices
				General and Light Industrial	Industrial	Industrial
				Public and School	Public and Semi-Public	Public

the majority of Lincoln Park's "general commercial" parcels, and to ensure that the development standards are strong enough to ensure a quality redevelopment of the site.

Make the "Neighborhood Business District" more closely match its name

This does not mean that the NBD should go away. There are presently just a few commercial parcels in the City which are actually located within neighborhoods, and these parcels are functioning in a way that more truly represents the idea of "neighborhood business" than those along the major thoroughfares. This is an appropriate use that can greatly enhance the surrounding residential context, but only if they are regulated with care in order to ensure that they continue to support the quiet, private, residential character of Lincoln Park's neighborhoods. Only uses of minimum intensity should be permitted, and dimensional regulations should further constrain the expected activity on the site. In order of preference, the following uses may be desirable: office, personal service, foodservice, and highly limited retail establishments which do not include alcohol sales.

Since only a few of these parcels currently exist in the City, further application of it will be access through the rezoning process, and it is appropriate for this plan to offer guidance about which parcels would be most suitable for rezoning to this district. The existing parcels are located on Fort Park Boulevard west of Fort Street, and at the southern edge of the City. Both of these areas are residential in land use and built character but slightly more intense in road character: Fort Park Blvd. runs alongside Fort Street and at times serves as its alley, while Goddard Road is a principal east-west arterial. The tension between these qualities is what makes these locations good for both "neighborhood" and "business."

The best application for the Neighborhood Business District is to facilitate the redevelopment of sites with existing non-residential buildings in fair to good condition. An example may be religious buildings which are currently zoned Community Service District. This use is expected to continue to decline, and the integrated nature of this district into residential neighborhoods means that reuse of these sites has a particularly intense impact. It would also be possible to accomplish this aim through redefining the "Community Service District" to provide for certain commercial activities, and this approach should also be studied during the zoning amendment process.

A key difference between the two processes would be the notification of neighbors. If a property must be rezoned in order to permit commercial activity, then notice will go out to all property owners within 300 feet and a public hearing will be held. This allows for the residents to potentially influence the type and characteristics of an incoming business, which adds time as well as uncertainty to the development process. On the other hand, the addition of certain uses by right to the CSD means that proposals which meet those standards shall be approved by the Planning Commission or even administratively. This means that the development process is swifter, more predictable, and consequently more attainable, which may lead to the reuse of more vacant properties but does not offer residents any direct input about the businesses which may be locating in their midst.

Include by right regulations to permit maker spaces in the Municipal and Regional Business Districts

It is the nature of a building to have more longevity than the use it houses. This is challenging enough in the fairly straightforward case of fitting a new instance of a similar use into an existing building, and at the current time in history, the form and function of both commerce and industry are rapidly evolving. A use that could be described as "small-scale manufacturing" or "production of artisan and craft goods" is on the rise and could

be highly desirable. In its fullest form, this use could combine aspects of industrial, commercial, and entertainment uses, as in the case of an establishment that sells a product which is made on-site in an arrangement that is visible and interesting to visitors. A definition of this use with associated standards should be developed, and it should be permitted in Lincoln Park's Municipal Business District and Regional Business Districts.

Prune the list of permitted uses in the Central Business District to only those which actively contribute to a vibrant, pedestrian-accessible Downtown

The purpose of the Central Business District of of Lincoln Park is described as "a pedestrian oriented and accessible central commercial service district" in the Zoning Ordinance, and the 2015 Lincoln Park Downtown Development Authority Strategic Plan enumerates many desired businesses which fit this bill. While both the use and dimensional regulations for the Central Business District generally support these goals, they have also permitted development which is at least somewhat disruptive to it, particularly large medical facilities. The permitted uses in this district, including their dimensional limitations, should be reviewed and adjusted based on knowledge gained through recent approvals.

Develop a second category of nonconforming use within the Zoning Code which supports the continued existence of some nonconforming uses, including expansion and the right to rebuild, while prohibiting the establishment of new instances of that use in a district.

The Michigan Zoning Enabling Act allows for a zoning ordinance to define more than one type of nonconforming use. Currently, the Lincoln Park Zoning Code has a single type of nonconforming use, and the provisions governing it are meant to firmly discourage continuance of that use: expansion, enlargement, and site rearrangement are prohibited; repair and reconstruction are severely curtailed; and additional signage is prohibited. These limitations in turn impact the value and other financial considerations of the property. This is the traditional type of nonconforming use, and it has a valuable function in allowing for the gradual transition of an area of land away from a particular use.

However, in cases where the City wishes to cease developing new instances of a particular use in a district while still fully supporting the existing instances of that use, it does not meet the need. This change is necessary in conjunction with the recommendation above to prune uses from the CBD. The filling of vacancies in the downtown remains a priority even as the uses are curated, and the businesses which have made investments there must continue to reap the rewards of doing so. Carefully developing this tool, including specifying the uses and districts to which it will apply, allows for both.

ACTION PLAN

Housing

Residential analyses have shown that housing-related issues in Lincoln Park are less about an overall lack of housing but a lack of variety of housing units. This is a problem throughout Michigan and the nation where single-family homes were built at a faster rate than any types of units, which has left limited supply of "missing middle" housing types. The zoning ordinance can play a big role in expanding the types of units allowed by simply expanding the permitted types of housing units in the residential zones. The neighborhoods are well-defined as detached homes and slight modifications—such as permitting duplexes and triplexes with the same design regulations as single-family homes—could help to add moderate density in units that are attainable to young professionals and young families. The bigger change would be to permit multi-family units in the neighborhood and municipal business districts located along Southfield Road, Dix Highway, and Fort Street. As major thoroughfares with SMART bus lines, housing here could provide better access for residents who rely on public transportation.

Quality of housing another issue. As many households lost equity in their homes during the Great Recession, a primary source of income to fix up homes was depleted. As people struggle to maintain their homes, the effects are widespread. It is a good time for the City to evaluate some of the policies it has in place, such as the rental inspection program, and to actively seek out resources or build partnerships with organizations that help homeowners complete exterior maintenance problems.

GOAL: To treat housing as a priority building block for neighborhood stabilization and a link to economic development.

OBJECTIVES:

1. Improve the **quality** of existing housing stock
2. Increase the **variety** of housing stock that is permitted

ACTION	ACCOUNTABLE PARTY	PARTNERS	TIMEFRAME	OTHER BENEFITS
Quality				
Conduct a housing quality assessment and criteria for determining which areas of the city-or which groups of people-should receive financial assistance	Community Development; Building	Planning	Near	
Use CBDG funds to demolish blighted homes	Community Development	Building, Planning	Near	
For residential blight violators, increase the fee charged every six months if the property is not making a good faith effort to repair the home. For those who cannot pay, develop an in-kind service that they can provide to the City instead	Building		Near	
Partner with a pro-bono organization that repairs and teaches homeowners how to repair their homes	Building		Mid	
Create a revolving loan fund to help homeowners repair their homes	Administration, Building		Mid	
Prioritize the maintenance and repair of residential streets	Planning, Administration		Near	This will help improve housing values and show residents that the City prioritized their requests
Variety				
Permit housing in neighborhood businesses, community business, and municipal business districts	Planning		Near	Different size homes often equate to different price points which will make Lincoln Park more livable for residents and they move through life stages
Permit duplexes in the single-family zone	Planning		Near	

Downtown

A downtown is meant to be the epicenter for activity and excitement. While there are some obstacles that curb the City's control over its downtown, there are still many ways that the City can liven it up. For example, the 2007 Comprehensive Plan found that one limitation is that the downtown parcels are too small for business owners. One way to expand their footprint is to reduce the number of parking spaces they must provide so that business owners can determine how many parking spaces to offer up to a certain threshold. While some business owners may argue fewer parking spots limit the number of patrons they serve, it is safe to say that the strongest downtowns typically feature less or concentrated parking, to increase foot traffic. Window shopping is harder in a car. Parking ideally would be in the rear of the building to improve the walkability for pedestrians, and it might also help to improve the perceived safety of downtown where dark empty side lots are reduced.

Beautification projects are a signal to investors that the City supports new development. It is a way for cities to set the stage so businesses can perform better here than elsewhere. Some of the major recommendations for Lincoln Park is to create a memorable visual experience that draws in visitors. Currently, the design standards require that building materials must be neutral in tone. If the City were to pre-select a wider range of complementary colors, and allow DDA funds to support painting the façade, the downtown would literally take on a new hue to enhance its visual appeal.

Another rising trend in urban planning is called tactical urbanism, a term that describes low-cost, temporary changes to the built environment, to gauge its effectiveness before investing in permanent infrastructure. Cities experiment with design, color, and promoting pedestrian safety to see how it performs with its residents. Many of these projects are dedicated to turning under-used space into assets to inspire people to stay local. In places where the private market is not producing an inviting environment, then City Hall may have to step in with activity- inducing projects. Mellus Park is an opportune place to experiment with food truck rallies, vendor events, cultural spaces like art shows, among other events that promote local business. Another potential event space are vacant storefronts. In working with local business owners, window displays can be temporarily turned into art exhibits, where people can browse the downtown to view local artist's work. The idea is to drive people to the downtown now and not wait for large transformations take place.

Another way to liven up the downtown is to ensure that the permitted uses all contribute to vibrancy. The list of uses currently permitted may be pruned, and services such as accounting or law should be located on the upper floors of a building. The ground floor is best used for retail or experiential services. And lastly, but importantly, housing should be permitted and encouraged on upper floors to increase the customer base for local businesses and increase the number of units near SMART bus lines.

GOAL: Make Lincoln Park's downtown a place where residents want to spend more time

OBJECTIVES:

1. Convert downtown from a convenience shopping location to an experiential shopping destination
2. Improve the downtown's real and perceived safety concerns
3. Experiment with low-cost event and design ideas to bring people downtown

ACTION	ACCOUNTABLE PARTY	PARTNERS	TIMEFRAME	OTHER BENEFITS
Parking				
Remove parking minimums downtown and replace with accommodation based on evidence of demand	Planning	DDA, EDC	Near	This could allow businesses to expand their building footprint, reduce the square footage of impervious services
Conduct a parking audit and share results with business owners downtown; if there is excessive parking, consider prohibiting side or front parking lots if a rear lot is within a short distance	Planning	DDA, EDC	Mid	
Environment				
Provide composting bins	DPS		Long	Teens reported wanting to live environmentally-friendly places
Expand tree canopy/ landscaping to empty medians	DDA, Administration	MDOT	Long	Vegetation helps to absorb excess stormwater and noise from passing vehicles
Beautification				
Tweak DDA facade program to accommodate sign improvements in addition to larger projects	DDA	Planning	Mid	
Increase code enforcement officers in downtown and increasing fines over time if business owners do not comply within a reasonable time	Building, Administration	DDA	Mid	
Work with local artists to paint tree/flower planters	DDA		Near	Attract artists to the City
Consider allowing a wider color palette for downtown businesses and permitting downtown façade grants for exterior painting (if it's over a certain amount)	Planning, DDA		Mid	
Use empty storefront window displays as a way to feature local artists work	DDA		Near	
Work with school districts to require that high school students volunteer to help beautify the downtown	Administration, DDA		Long	Includes the youth and helps to build a sense of pride in their community
Maintain sidewalks so that they are safe and clean for all users	DPS		Ongoing	
Walkability				
Continue to work with MDOT to bring the speed limit on Fort Street back down	Planning, Administration	DDA	Mid	Increased foot traffic to businesses, better health for visitors

ACTION	ACCOUNTABLE PARTY	PARTNERS	TIMEFRAME	OTHER BENEFITS
Activity-Inducing				
Require in multi-story buildings that services that don't add to the vibrancy of downtown are required to be in upper levels.	Planning		Near	
Place protective barriers along the right of way for pedestrians and bicyclists on Fort Street	Planning	MDOT	Long	
Work with MDOT to use road right of way on Fort St to create temporary parklets to help businesses expand their service area	Planning	MDOT	Long	
Create a cohesive and colorful wayfinding system that calls out local assets	DDA, EDC	Planning	Mid	
Host regular food truck events downtown	DDA		Near	
Compile list of business closing times; if they regularly by 5pm consider hosting a weekly night where they stay open later	DDA		Mid	
Partner with ITC to create an Electric Avenue nonmotorized path that connects to the downtown	Planning, Administration		Long	Would safely connect four of the City's parks and provide more recreation options, and improve safety for pedestrians
Use Mellus Park as a test ground to experiment with new events, "pop up" businesses, public recreation facilities, and community ideas	DDA, EDC, Planning, Administration		Near	Draw people to an opportunely located site surrounded by local businesses

Source: Next City

Source: Street Collaborative

Business Development

Business development is predominantly determined by the private market, but local governments still have a stake in the game, as it affects their tax base. There are ways that Lincoln Park can be involved to jumpstart a sluggish marketplace. Instead of focusing on purely property-based programs (like façade improvements), some energy can be focused on helping the business owner or potential entrepreneurs with business plans, proformas, and resources to organizations that can provide that assistance. A lot of communities want "mom and pop" stores but if the moms and pops are not trained businesspeople they make be at risk of avoidable failure. It is recommended that Lincoln Park spend equal time with its existing business owners as it does recruiting new businesses. Business recruitment is a harder endeavor, and if local businesses do well, they can expand to fill vacant buildings.

Secondly, the City can be a collector and distributer of data that provides businesses with insight they might not otherwise have working at a smaller scale. There are several sources of data that collect demographic, psychographic, and consumer data that can show business owners where there could be a gap in the market they were unaware of. The best-case scenario would that the City sends out a retail gap analysis and a local business owner decides to expand his/her business to meet the market's demands. On top of that, the City can identify how many sites are ready for redevelopment. To do so, Lincoln Park start with a list of sites, compiling basic information on these sites, working with the owner to gauge his/her interest in reinvestment, and creating a matrix that scores sites based on their relevant criteria that is important to the City. Examples of important criteria that help rank properties could be its visibility on major thoroughfares, environmental contamination, utility connections, exterior condition, among others. An important component would be the community's input on the type of development they would like to see.

Opportunity Zones are a new program through the Tax Cut and Jobs Act of 2017 that allows investors to defer taxes on capital gains if they put their money into a distressed area known as an opportunity zone. Lincoln Park has two opportunity zones: one is located entirely north of Southfield Road, and the other is on the west side of the City bounded by the western and southern border, Washington Avenue to the east, and Southfield Road to the north. Unleashing this amount of capital on low-income zones is unprecedented, but also raises concerns. There are no requirements that the development has to benefit the area dwellers, nor do they have to report how they spent the money to an oversight committee. It is up to cities to prepare for potential investment that is beneficial in the long-term and not used as a way to exploit cities like how some tax abatements have worked historically. To ready themselves, cities should have a good understanding of the type of development that is needed, that the investors are reputable and have an interest in the community's health in perpetuity, and that their zoning ordinance enforces standards that protects neighboring residents.

GOAL: To facilitate business growth in the City in a way that reconciles resident and business owners needs

OBJECTIVES:

1. Collect and share data that is valuable to the business community
2. Proactively identify and market sites that are ready for redevelopment
3. Invest in both people and infrastructure that helps businesses thrive
4. Plan responsibly for opportunity zones

ACTION	ACCOUNTABLE PARTY	PARTNERS	TIMEFRAME	OTHER BENEFITS
People				
Use DDA funds to help potential entrepreneurs develop business plans, proformas, and/or how to leverage their products using web-based platforms	DDA	EDC	Mid	A combined approach to people and place-based investment
Conduct an annual survey of business owners to stay up-to-date on their changing needs	EDC		Near	
Look for investors to initiate a Lincoln Park Promise to send more students to post-secondary schooling	EDC, Administration	LP Schools	Long	
Provide incubator space for self-employed or entrepreneurs to run small service-based businesses	EDC, DDA		Mid	
Investigate the training needs of local manufacturing businesses, and the recruitment of an educational facility to serve them	EDC	Local industry	Long	
Adjust the zoning ordinance to permit ultralight-impact manufacturing in commercial zones ("maker spaces")	Planning		Near	
Share retail leakage reports with business owners to show them where demand exists	EDC, DDA		Near	
Opportunity Zones				
Create an economic prospectus for priority parcels in the Opportunity Zones that includes relevant data and the community's vision for needed development	Planning	EDC	Near	
Inform local business owners and investors of the Opportunity Zone benefits	DDA, EDC		Near	
Ensure that zoning standards in opportunity zones are up-to-date	Planning		Near	
Redevelopment Ready Communities				
Create a matrix with important criteria for redevelopment ready sites to prioritize the top three	Planning, EDC		Near	
Require that applicants for local tax abatements document the benefits the local workers	Administration		Mid	
Create a vision and visuals for how the City would like to see the sites developed	Planning	EDC, DDA	Ongoing	
Hold a summit to share this data with potential developers	EDC, DDA		Mid	
Compile a list of reputable developers and send them information on sites that can be redeveloped, and follow up with any interested parties	Planning, EDC		Mid	

Environment

Interactions between the built and natural environments could be improved in most cities, including Lincoln Park. The strong landscaping standards in the Zoning Ordinance begin to offer benefits such as cooler temperatures, cleaner air, slowed stormwater, and improved aesthetics. These should be supported at every turn, improved where possible, and complemented by public investment.

The City's Flood Hazard Overlay Zone is due for a reappraisal to ensure that it is adequate to keep up with changing precipitation levels and intensity while permitting as much economic activity as is responsibly possible. Other zoning changes can be made to the floodplain overlay district that add more stringent protections to properties that fall into this area. Many ordinances are modeled after the National Flood Insurance Program, but those are just guidelines that local governments can surpass to better protect its residents. The City can also continue some efforts already in place to remove footing drains from homes that pump excess water into the stormwater system, which can overload the system during heavy rainfall.

One way to mitigate the effects of flooding is to reduce the amount of water that ponds. There are several homegrown ways to do this without having to invest in expensive infrastructure, although that may be necessary too. To start, capturing and storing rain fall in barrels would reduce how much stormwater has to be processed in the stormwater system and how much will drain to the floodplain. Other techniques serve the same purpose such as rain gardens, porous pavement, and expanding the tree canopy.

GOAL: Reduce the instances of flooding and mitigate the damage to people and property.

OBJECTIVES:

1. Reduce the amount of water that hits impervious surfaces
2. Protect the people and properties at greatest risk of flooding

ACTION	ACCOUNTABLE PARTY	PARTNERS	TIMEFRAME	OTHER BENEFITS
Protect People and Property				
Update floodplain overlay zone standards to exceed National Flood Insurance Program minimum guidelines	Planning		Near	
Increase the area for the overlay district surrounding the floodplain to the 500-year floodplain	Planning		Near	
Continue to remove footing drains from residential properties	DPS, Building		Mid	

ACTION	ACCOUNTABLE PARTY	PARTNERS	TIMEFRAME	OTHER BENEFITS
Reduce Water to the System				
Buy rain barrels and distribute to households and businesses in flood-prone areas and where impervious surface coverage is high	Administration		Mid	Capturing water before it hits hard surfaces will reduce the amount of pollution that makes it to water bodies and reduce instances of overflow
Incorporate porous pavement costs into capital improvement projects where flooding occurs	Administration		Mid	
Strategically install rain gardens and planter boxes to capture water before it ponds or hits the stormwater system	Planning, DPS		Long	
Install bioswales along parking lots and roads to help slow the rate of water flow and the amount of pollution to the stormwater system.	Planning	Engineering	Mid	
Minimize impervious surfaces in site design approvals and eliminate impervious surfaces that are directly adjacent to water bodies.	Planning, Administration		Ongoing	
Minimize soil compaction with fencing during all development projects.	Planning, Administration		Ongoing	Reduces runoff and maintains healthy topsoil.
Plant native vegetation in open areas to mimimize traditional turf area.	Planning, Administration		Near	Reduces runoff and maintenance costs.
Restore and establish bank buffers along Ecorse River where possible	Planning	Engineering	Near	Reduces flooding, erosion, and runoff.
Install green roofs on City buildings.	Administration		Long	Reduces energy costs
Install constructed filters in areas with limited space for bioretetention.	Planning	Engineering	Near	
Expand tree canopy until it reaches the recommend 40% citywide	Administration, DPS		Long	
Work with Wayne County to identify green infrastructure solutions which could be acceptable to meet its stormwater management standards	Planning	Engineering	Near	
Conduct a stormwater management study that recommends sites and improvements to slow and reduce the volume of stormwater entering the drainage system	Planning	Engineering	Near	
Create a green stormwater infrastructure informational brochure and send out in the water bill	Planning		Mid	
Consider a stormwater credit system for property owners who reduce impervious surfaces on their lot	Administration	Planning	Mid	

Communication

In some ways, the advent of the internet has made it easier to reach more people in a short period of time, but it has also decentralized residents' attention. In an increasingly diverse City, an omni-channel communication plan is necessary to reach a broad spectrum of people. This task warrants its own plan. A Public Participation Plan is a document that culminates with a well-thought through list of representative stakeholders and how they will be engaged, and how the City will continue to follow up with them. To develop that now will put Lincoln Park on a path to garnering interest from members that were previously not at the table. Many cities have neighborhood associations that focus on hyper-localized issues. When developed, they make for excellent nodes in a network for the City to communicate with regularly to hear what's happening "on the ground" from people who do not attend meetings at City Hall. This could be a good start to including more folks into the conversation.

Another aspect of communication is customer service. In the survey, there were some complaints about a lack of response from City staff. Improving customer service will help to improve the residents' trust in it is public servants and build positive relationships. With a growing Hispanic population, Lincoln Park must look to find ways to connect with its Spanish-speaking population, either through translation of materials or through a bilingual staff.

GOAL: Inclusive and honest exchange between the City and its residents

OBJECTIVES:

1. Consistently and widely publish city news, processes, and results of major findings to the community
2. Build stronger relationships with the citizens

ACTION	ACCOUNTABLE PARTY	PARTNERS	TIMEFRAME	OTHER BENEFITS
Community				
Adopt and use a public participation plan that identifies a diverse group of stakeholders that meets regularly and review the results of community engagement efforts	Planning		Near	
Provide weekly updates on city matters on social media platforms	Administration		Near	
Encourage the development of neighborhood associations and meet with them regularly	Administration		Mid	
Customer Service				
Develop a strong liaison with the Hispanic community and/or hire bilingual staff	Administration		Near	
Develop an internal policy to respond to community members within 48 hours of receiving correspondences	Administration		Near	