



# COMPREHENSIVE DEVELOPMENT PLAN

ADOPTED:  
OCTOBER 4, 2007

CITY OF LINCOLN PARK, MICHIGAN



# **2007 Comprehensive Development Plan**

## City of Lincoln Park, Michigan

Adopted: October 4, 2007

City of Lincoln Park  
Building and Engineering Department  
Dennis J. Chegash, P.E., Manager

*Prepared with assistance from:*

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## Acknowledgments

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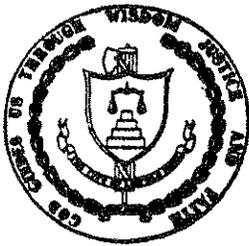
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OCT 26 2007

## RESOLUTION TO ADOPT CITY OF LINCOLN PARK, MICHIGAN MASTER PLAN

*WHEREAS*, The City of Lincoln Park, Michigan Master Plan was last adopted September 1997; and

*WHEREAS*, the Municipal Planning Act, Act 285, of the Michigan Public Acts of 1931, as amended, requires the Planning Commission to review the Master Plan at least every 5 years after adoption to amend the plan or adopt a new plan; and,

*WHEREAS*, a Letter of Intent (June 19, 2007) to update the plan was mailed to: 1) all planning commissions located within or contiguous to the municipality; 2) the regional planning commission (SEMCOG); 3) the county planning commission (Wayne); and each registered public utility company and railroad company owning or operating a public utility or railroad within the City; and,

*WHEREAS*, on June 6, 2006, the Planning Commission held a kick-off meeting to review existing documents, demographics, base maps, and trends for the purpose of updating the Master Plan; and,

*WHEREAS*, a public workshop was held on March 29, 2007 by the Planning Commission to receive public comment; and,

*WHEREAS*, the City Council reviewed the draft plan and authorized the distribution of the plan on June 18, 2007 for the required review period; and,

*WHEREAS*, the Planning Commission held a public hearing on October 4, 2007, after the required review period, to discuss and consider the proposed plan; and,

*NOW, THEREFORE, BE IT RESOLVED*, that the City of Lincoln Park Planning Commission hereby adopts the Master Plan update, as amended, dated October 4, 2007 including all text, descriptive material, and maps.

*FURTHER, BE IT RESOLVED*, that the City of Lincoln Park Planning Commission hereby directs the distribution of the adopted plan to the City Council and required entities in accordance with Sec. 8. (5) of PA 285, of 1931, as amended.

Kevin Kissel, Planning Commission Chair

Ayes: Kissel, Clifton, Graczyk, Turinski,  
Smith, Fiema

Nays: None  
October 4, 2007  
Date of Adoption

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## Chapter I **Introduction**

### **A. History and Background.**

A Comprehensive Development Plan, as referenced in the Municipal Planning Act of Michigan (Public Act 285 of 1931, as amended), serves as a guide for the physical, cultural and social growth and development of a city. The purpose of a Comprehensive Development Plan is to identify problems and opportunities related to community development. The public policies developed through the Comprehensive Development Plan will bring about change to better meet future needs of residents, businesses, and the City as a whole.

This Comprehensive Development Plan was undertaken for the City of Lincoln Park, Michigan, a community located south of the City of Detroit in Wayne County. The City of Lincoln Park is a stable community with many assets. Leaders in the community are proud of Lincoln Park; yet there are still a number of issues that need to be addressed to help sustain and improve the quality of life residents have come to expect.

The Comprehensive Development Plan provides community leaders with a blueprint to deal with these issues. The Comprehensive Development Plan policies and future land use map will assist city leaders in substantive, reasoned decisions that consider the long term implications on the City.

These community-wide implications may not be apparent to the individual property owner or citizen, but the impacts mount over time. For example, approval of an auto body shop adjacent to a residential neighborhood may individually seem like a minor issue. But the cumulative impacts of these types of decisions affect the long-term quality of life in the City of Lincoln Park. A look around the City illustrates that once a land use decision is made, whether good or bad, it stays there for a very long time.

The City of Lincoln Park last prepared a Comprehensive Development Plan in 1997, and while many of the policies and recommendations of the previous plan remain applicable, changing demographics, a new economic focus, and new quality of life issues have emerged over the last decade. Therefore, the Comprehensive Development Plan has been updated to address these concerns while still retaining the relevant elements of previous plans.

The issues and concerns addressed by this updated Comprehensive Development Plan include the following:

- Protecting and improving residential neighborhoods and maintaining the long term viability and appearance of commercial areas through rigorous code enforcement;
- Providing a variety of housing alternatives for all residents;
- Marketing Lincoln Park to attract and keep working families and quality businesses;
- Dealing with situations of land use incompatibility;
- Addressing the changing needs of City residents and businesses; and

- Creating a strong vision for the City of Lincoln Park and developing the goals, objectives, and strategies to realize that vision.

This Comprehensive Development Plan represents a considerable effort by the Lincoln Park Planning Commission, including thorough research, public meetings, joint sessions with the City Council, and reviews of draft information throughout the process of updating the Plan.

Public involvement is an important component of the planning process and was critical to the completion of this Plan. All of the Planning Commission meetings at which Plan elements were discussed, including State-mandated public hearings, were open to the public. Public participation was especially crucial during the visioning sessions and the public workshop held on March 29, 2007. Information gathered during the 2006-2010 Parks and Recreation Plan update was also used in updating the Comprehensive Development Plan.

## **B. What a Comprehensive Development Plan Is and Is Not.**

Many citizens and city officials do not fully understand the contents or applicability of a Comprehensive Development Plan. It is often confused with other documents and regulations, especially the Zoning Ordinance. When reviewing this Plan, it is helpful to remember the following comparisons.

### ***The Comprehensive Development Plan is:***

- ✓ Prepared and adopted by the Planning Commission.
- ✓ A guide or “working blue-print” to future land use, traffic circulation, and community facilities decisions.
- ✓ A guide for the Planning Commission, City Council, and Board of Appeals on zoning decisions.
- ✓ The foundation of zoning and land use within the City of Lincoln Park.
- ✓ Regional, in that considers factors beyond the city limits.
- ✓ Comprehensive, in that it considers all appropriate land uses for the City.
- ✓ An informational or “living” document for the City, including current data on population, income, community facilities, and other concerns.

### ***The Comprehensive Development Plan is not:***

- ⊗ A law. It is a plan.
- ⊗ A zoning map. It is a guide for future zoning decisions.
- ⊗ A basis for property tax assessments.
- ⊗ Inflexible. It can be amended as conditions change.
- ⊗ Permanent. State law requires the Planning Commission to review the Plan at least every five years after adoption to determine whether the Plan should be amended or a new plan adopted.

**TABLE 1.1: Differences Between  
Comprehensive Development Plan and Zoning Ordinance**

<b>Comprehensive Development Plan</b>	<b>Zoning Ordinance</b>
Provides general policies for the City. (e.g. preserve the business district, protect natural features during development, etc.)	Sets forth zoning regulations - specific legal requirements on uses permitted on each lot, setbacks from the street and property lines, height, signs, parking standards, etc.
Flexible, written to be able to respond to changing conditions	Rigid, requiring formal legislative amendment to change
Provides data and analysis on the community, socio-economic issues, goals, and potential actions	Deals only with physical development, how to administer the Zoning Ordinance and appeals/variances
Adopted by the Planning Commission	Adopted by the City Council
Changes can be made by the Planning Commission	Changes are made by City Council. Appeals and variances are made by the Board of Appeals

The Comprehensive Development Plan provides general direction on the City's future development pattern. The plan also provides policies and actions for community leaders to consider in the future. Some of the Comprehensive Development Plan recommendations will be implemented through amendments to the Zoning Ordinance text and map; however, the Comprehensive Development Plan itself does not change the Zoning Ordinance or the zoning of any property.

### **C. How to Use a Comprehensive Development Plan.**

The Comprehensive Development Plan is intended as a guide for City leaders in land use, development, zoning, and capital improvement decisions. The Planning Commission, City Council, Mayor, Economic Development Corporation, Downtown Development Authority, and all City departments should reference the Comprehensive Development Plan in many different circumstances, including, but not limited to, the following:

- Reviewing development proposals. Check to see if the proposal meets the goals and objectives of the Comprehensive Development Plan.
- Reviewing rezoning requests. The criteria used in considering rezoning should include consistency with the future land use map and consistency with the Comprehensive Development Plan goals and objectives.
- Viewing changes to the City in their long-range context. While zoning is present day, the Comprehensive Development Plan is of a longer range. Thus, while an area on the future land use map may be designated for commercial use, actual zoning to commercial use may not take place in the near future.
- Considering amendments to the Zoning Ordinance text. The amendments should be evaluated as to their conformance to the future land use map and the Comprehensive Development Plan in order to realize its goals and objectives.

- Evaluating spending decisions on physical improvements. City leaders should consider the initial set of priorities listed in the Comprehensive Development Plan. A Capital Improvements Program should be thoroughly reviewed and updated every six years and revised with individual projects annually.
- Reviewing variance requests and appeals. The Board of Appeals should check to see if the goals and objectives of the Comprehensive Development Plan would be significantly compromised by the granting of a variance or appeal.
- Maintaining the Comprehensive Development Plan. The Comprehensive Development Plan is intended to be a living document, not a shelf document. While State law requires a review of the Plan every five years, the Planning Commission, City Council, Mayor, and City staff should have an annual meeting to review the Comprehensive Development Plan goals and objectives and the future land use map. Some communities require applicants whose project is inconsistent with their Comprehensive Development Plan to prepare an impact analysis demonstrating how the use is appropriate. Other communities amend their Comprehensive Development Plan if a conflicting rezoning is granted. Amendments should also be made as new data becomes available or public attitudes change.
- Educating and informing citizens, property owners, and developers about Lincoln Park. Controversial land use, zoning, and development proposals can be time consuming and costly to a city such as Lincoln Park. Many of these issues could be avoided, however, if all parties involved are aware of the content and designs of the Comprehensive Development Plan. Although a well designed Plan will not eliminate such issues, it can help steer development into appropriate areas and establish guidelines to minimize any negative aspects of such proposals. In order to be successful in this task, the City must publicize and market the Plan, getting as many people as possible familiar with it. The more the public, property owners, and developers know about the Plan, the more smoothly a project will progress.
- Informing other governmental agencies such as MDOT, the Wayne County Road Commission, and adjacent communities about City plans. Public utilities and railroads, neighboring cities, and other governmental agencies must be notified of the Comprehensive Development Plan. Development in adjacent jurisdictions and the plans of County and State agencies (such as MDOT) can have a significant impact on Lincoln Park. In order to reduce any negative impacts from such cases, the City must inform other communities and governmental agencies of the Plan. Public Act 285 of 1931, as amended, requires that a copy of the Plan be sent to public utilities and railroads, neighboring jurisdictions, regional agencies (SEMCOG), and the County for their review and comment prior to adoption.

## Chapter II

# Existing Conditions and Trends

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### **Summary of Conclusions**

- Future land use policies should focus primarily on maintaining and improving the quality of existing uses and encouraging the redevelopment of vacant sites.
  - The City should take full advantage of Michigan's brownfield redevelopment legislation in order to better redevelop vacant commercial and industrial sites.
  - Lincoln Park must pursue a program of improving its visual aesthetics and image. This should include the adoption of stricter site plan review procedures, commercial design guidelines, and more vigorous code enforcement.
  - A carefully detailed Capital Improvements Program must be prepared for all of the City's utilities and community facilities. This program must be adequately funded to ensure the condition and quality of the utilities and community facilities is maintained at the highest possible level.
  - More attention and care should be focused upon the City's entrances, thoroughfare corridors, parks, and natural features to improve their appearance.
  - The City should cooperate with regional initiatives, such as the Downriver Linked Greenways, to link local non-motorized pathways and greenways to the regional system.
- 

In order to adequately plan for the future of Lincoln Park, the conditions and trends which currently exist and have an impact upon the City must first be thoroughly examined. Existing conditions and trends must be considered not only in the context of how they affect the present, but also in their probability of impacting the immediate and distant future. Will these conditions and trends continue, and if so, for how long? Will their impact be as great in the future, or will they subside? Will any new conditions or trends come about that will have a significant impact?

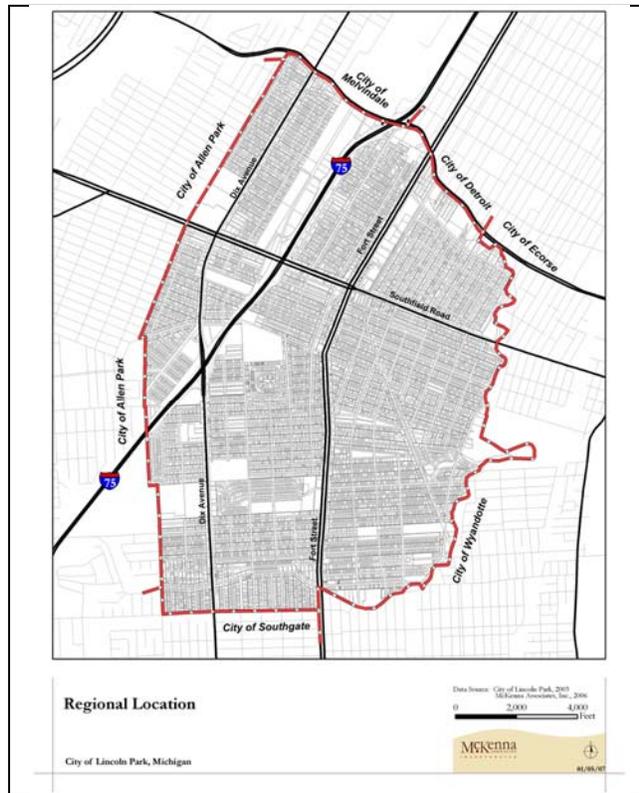
This chapter by no means addresses all of the conditions and trends which will have a significant effect upon the future development of Lincoln Park, but rather summarizes those conditions and trends which currently have the greatest impact upon Lincoln Park and will likely continue to do so for several years. Key among these trends and conditions will be the impact upon Lincoln Park from the region, and also the City's influence upon the region. Existing land uses, natural features, open space areas, housing quality, and community facilities and services will also be explored.

#### **A. Regional Analysis.**

The City of Lincoln Park shares its northern border with the cities of Melvindale and Detroit; its eastern border with the cities of Ecorse and Wyandotte; the southern border with the City of Southgate; and the western border with the City of Allen Park. Since conflicting land uses can create negative impacts that extend beyond municipal boundaries, it is important to examine the land uses that abut Lincoln Park.

Both the existing land use and zoning designations were examined for all properties in Lincoln Park that abut neighboring communities. Land uses were compared to the zoning designations for abutting properties in the above mentioned cities to identify any potential land use conflicts. One of the primary concerns occurs where residentially zoned and used land in Lincoln Park is located next to or opposite high intensity commercial or industrial land in abutting communities.

Fortunately, there appear to be no major land use conflicts between the City of Lincoln Park and the bordering communities. On the north boundary of Lincoln Park, much of the land is zoned and used for commercial or residential uses. This is similar to the existing land uses of residential, commercial, and open space that the City has designated for these abutting areas. To the west and south, residential neighborhoods in Lincoln Park abut those in Allen Park and Southgate. The same is true on the eastern borders with Ecorse and Wyandotte. An industrial area in Ecorse is adjacent to Council Point Park, but the river provides a buffer between the uses.



**Conclusions:** The City does not face a significant threat from the development of incompatible land uses along its borders with other cities. These cities, similar to Lincoln Park, are nearly fully developed and do not have the potential for significant new development. The existing land uses in these areas, which pose no problems of incompatibility at this time, will most likely not change in the future. The City should, however, closely monitor any proposed changes of zoning designations or special land use requests within these areas when they arise.

## B. Existing Land Use Survey.

Introduction and Methodology. An existing land use inventory is one of the most basic yet important parts of a Comprehensive Development Plan. The purpose of this inventory is two-fold. First, it is intended to show a “snap shot” in time of how the land areas of the City of Lincoln Park are being used at present. Secondly, it is intended to demonstrate patterns of development and land use throughout the City. These elements will then provide the foundation for recommendations and proposals for future land uses and development trends.

The inventory involved a two-step process. The first step was to determine and define the different land use types, or categories, existing within the City of Lincoln Park. The second was to conduct a “windshield survey” of the City and classify the land use of each parcel of property based upon the previously determined categories.

Land Use Categories. The land use categories contained within the Future Land Use Plan of Lincoln Park’s last Comprehensive Development Plan in 1997 were used as a basis for defining the

categories that are used for this inventory. The previous land use categories were refined and expanded based upon previous plans, existing data, aerial photographs, personal knowledge of the City, and a brief survey of major gateways. This review and research resulted in 16 existing land use categories that establish a broad range of uses, within which specific uses have been generally categorized. These categories are summarized in the table below.

**Table 2.1: Existing Land Uses in Lincoln Park**

<b>Existing Residential Uses</b>	
<b>Low Density Residential</b>	This category includes all single-family and two-family residential units.
<b>Medium Density Residential</b>	This category includes dwellings with three or more families in a single structure of no more than three stories.
<b>High Density Residential</b>	The few locations in the City with multiple-family residential structures of four or more stories are included in this category.
<b>Mobile Home Park</b>	A specialized type of higher-density single-family residential use.
<b>Existing Commercial and Office Uses</b>	
<b>Neighborhood Commercial</b>	These uses are defined as commercial activity that primarily serves the residents of Lincoln Park. This category is representative of small retail and service businesses that are usually not located on major thoroughfares and serve specific neighborhoods.
<b>General Commercial</b>	These uses are defined as commercial activity that serves a regional population. These uses are primarily located along major thoroughfares and draw patrons from passing traffic on Southfield Road, Fort Street and Dix Avenue. Land uses in this category include community shopping centers, auto-oriented uses, and many restaurants.
<b>Downtown Commercial</b>	These uses are defined more by their location (near the corner of Southfield Road and Fort Street) and form than by their particular use. These uses are primarily served by pedestrian traffic, with parking located behind buildings or off-site. Buildings tend to be two to three stories in height, with small or no side setbacks.
<b>Office</b>	Parcels of land used as professional offices serving the local population, buildings housing the administrative functions of corporations, and general purpose buildings that house a number of similar users are included in this category.
<b>Existing Industrial Uses</b>	
<b>Light Industrial</b>	This category includes parcels used for warehousing, indoor storage, or other industrial activities contained within a building and that do not typically impact adjacent properties.
<b>General Industrial</b>	These uses are characterized by manufacturing, processing, or other more intense industrial activity that may have negative impacts on neighboring properties.
<b>Existing Institutional Uses</b>	
<b>Utilities</b>	This category includes any land, buildings, and rights-of-way devoted to utilities (electrical power, natural gas, wireless communications, wastewater treatment, water facilities, etc.).
<b>Public Parking</b>	Lots which are used exclusively for vehicular parking are included within this category. These lots are usually not built to serve a particular site. Parcels which are used as parking lots for private developments, but which are separated from that use by a right-of-way or another parcel and could be developed as a separate use, are included within this category.

<b>Existing Institutional Uses, continued</b>	
<b>Quasi-Public</b>	This category includes all lands and buildings devoted to private schools, religious organizations, hospitals, cemeteries, fraternal organizations, and other similar uses. These uses are usually open to the public but not owned by a governmental entity.
<b>Schools</b>	This category includes public and private schools, but not those associated with churches.
<b>Public</b>	Parcels, either improved or unimproved, which are held in the public interest and exempt from real taxation are included within this category, except for public utilities. Government offices, parks, and recreational facilities for the general public are included in this category.
<b>Vacant</b>	Parcels that are unimproved and not being used for one of the above uses are part of this category. These parcels are areas for potential future development. This category also includes buildings which are not currently occupied.

Existing Land Use Analysis. In August of 2006, McKenna Associates, Inc., completed the inventory of existing land uses within the City of Lincoln Park. The inventory was conducted by a drive-through, windshield survey from public rights-of-way. The result of that survey is the Existing Land Use Map, shown as Map 2. The various land use categories are denoted by a unique color, and each parcel has been colored to indicate its land use, as interpreted by McKenna Associates, Inc., at the time of the survey.

### **Residential Uses**

The predominant land use throughout the entire City is Low-Density Residential development. Most parcels not located along Southfield Road, Fort Street, or Dix Avenue are devoted to Low-Density Residential uses. However, not all such uses are homogeneous; certain areas of the City exhibit different Low-Density Residential use characteristics.

The most common Low-Density Residential uses are one-story brick bungalows and ranch style units. Although spread throughout the City, they are most heavily concentrated in the neighborhoods south of Southfield Road. They are characterized by 40- to 60-foot wide lots, brick construction, one-story units, and detached parking garages located in the rear of the lot. The units in the southern part of the City are of good quality and have been well maintained over time. These homes, along with streets with 50-foot wide rights-of-way and curblawns lined with mature trees, create several aesthetically appealing neighborhoods.

The southern part of the City also contains other types of Low-Density Residential uses. The southeastern section contains areas of larger, two-story homes of brick construction. These are usually on lots with a width of 60 feet or more and are concentrated around Memorial and Ford Parks. The central portion of the City contains larger, two-story homes with siding of wood or other materials besides brick. These units, which overall have not been maintained as well as the brick units, are concentrated behind Southfield Road and along Fort Park Boulevard.

The northern sections of the City contain Low-Density Residential uses of a strikingly different character. Although there are a significant number of the higher-quality, brick structures (especially west of I-75), these sections are populated more by larger, two-story homes with siding of wood or other materials other than brick. A large portion of these units have not been maintained as well as the smaller brick units. Though still of good overall quality, these sections of the City do not exhibit the same strong, visual neighborhood sense as those south of Southfield Road.

Two-family residential uses, commonly referred to as duplexes, are scattered throughout the City. Most are of similar character, design, and quality as that of the adjacent single-family residential uses. As a result, they blend well into these neighborhoods and do not pose any significant compatibility problems. The highest concentration of duplexes is in the far southwestern corner of the City.

Medium-Density and High-Density Residential uses are distributed throughout the City and possess a range of characteristics. Large apartment complexes are located along Goddard Road in the southern sections and near Fort Street in the northeastern section, including the senior towers at Fort Street and Cicotte Avenue. Smaller, one-story apartment complexes are numerous and generally evenly distributed throughout the City. These units tend to be of similar character, design, and quality as that of the adjacent Low-Density Residential uses. As a result, they blend well into these neighborhoods and do not pose any significant compatibility problems. There are also a significant number of larger, formerly single-family residential units which have been divided into multiple units. These are concentrated near Southfield Road and along Lafayette Boulevard.

There are two Mobile Home Parks in Lincoln Park. One, in the southwestern section near the high school, contains units of poor to fair quality and appearance. This park is well screened from Dix Avenue but not from the adjacent Low-Density Residential neighborhoods. The second mobile home park is located on Southfield Road at the far eastern part of the City. It is separated from Lincoln Park by the Ecorse River and cannot be accessed without going through the City of Ecorse. This park's content and features are similar to that of the one near the high school.

### **Commercial Uses**

Land uses of a commercial nature are almost exclusively located along the major thoroughfares of Southfield Road, Dix Avenue, and Fort Street. Commercial uses in the City include large, national or regional retail store chains with adjacent strip malls; smaller, local or regional retail stores and restaurants; local convenience retail stores; and offices for local and regional professional services.

The characteristics and appearance of the different commercial uses tend to relate to their scale and scope. Most of the larger, national chains are of a more modern construction and therefore appear to have been better maintained, although some, especially in the downtown area, have entrances which do not face the main street they front upon. Smaller, more locally or regionally oriented businesses tend to be in older structures whose appearances have not been as well maintained, and some of which are now functionally obsolete. Large shopping malls, located at the northwest corner of Dix Avenue and Southfield Road and on the west side of Fort Street at Emmons Boulevard, are typically underutilized and relate poorly to the neighborhoods in which they are located.

### **Manufacturing Uses**

Industrial uses are almost exclusively located in the industrial park along I-75 between Outer Drive and Southfield Road. Most of the uses in this area have been established within the last 40 years and are of a fairly modern construction. Older Industrial and warehousing uses are located within the narrow strip of land between I-75 and Howard Street. There are also a few isolated uses on Empire Street and along Dix Avenue (particularly, the warehouse formerly occupied by the Michigan Liquor Control Commission). Nearly all Industrial uses

are immediately adjacent to residential uses and do not provide adequate or effective screening.

### **Institutional Uses**

There are four major Utility uses in Lincoln Park, including the water filtration facility on Montie Road and the waste water treatment plant at the far eastern tip of the City. A large parcel in the southwest corner of the City contains wireless communication towers. By far the most prominent of the Utility uses is the electrical easement running along Electric Avenue the entire length of the City. This easement effectively divides the Lincoln Park in half and has a harsh visual impact upon the surrounding residential neighborhoods.

Public Parking uses are concentrated within the downtown, although they are not evenly distributed. The northern half of the downtown has an over-abundance of parking lots of poor to fair condition, while there are relatively few parking lots in the southern portion.

Quasi-Public, School, and Public uses are evenly distributed throughout the City. This firmly establishes the sense of neighborhoods throughout Lincoln Park as each residential area has easily accessible schools, parks, and churches. Nearly all of these uses are in good condition.

### **Vacant Areas**

There are very few vacant areas of undeveloped land within the City of Lincoln Park of any significant size. Two or three sites within the industrial park remain vacant, as well as several previously developed commercial sites that typically contain unused buildings. Most of these vacant sites are located along the major thoroughfares of Southfield Road, Dix Avenue, and Fort Street.

**Conclusions:** There have been few significant changes in land use patterns or composition over the last 30 years. Low-Density Residential uses are still by far the most common land use. The few vacant areas available in the City are often previously developed sites awaiting redevelopment.

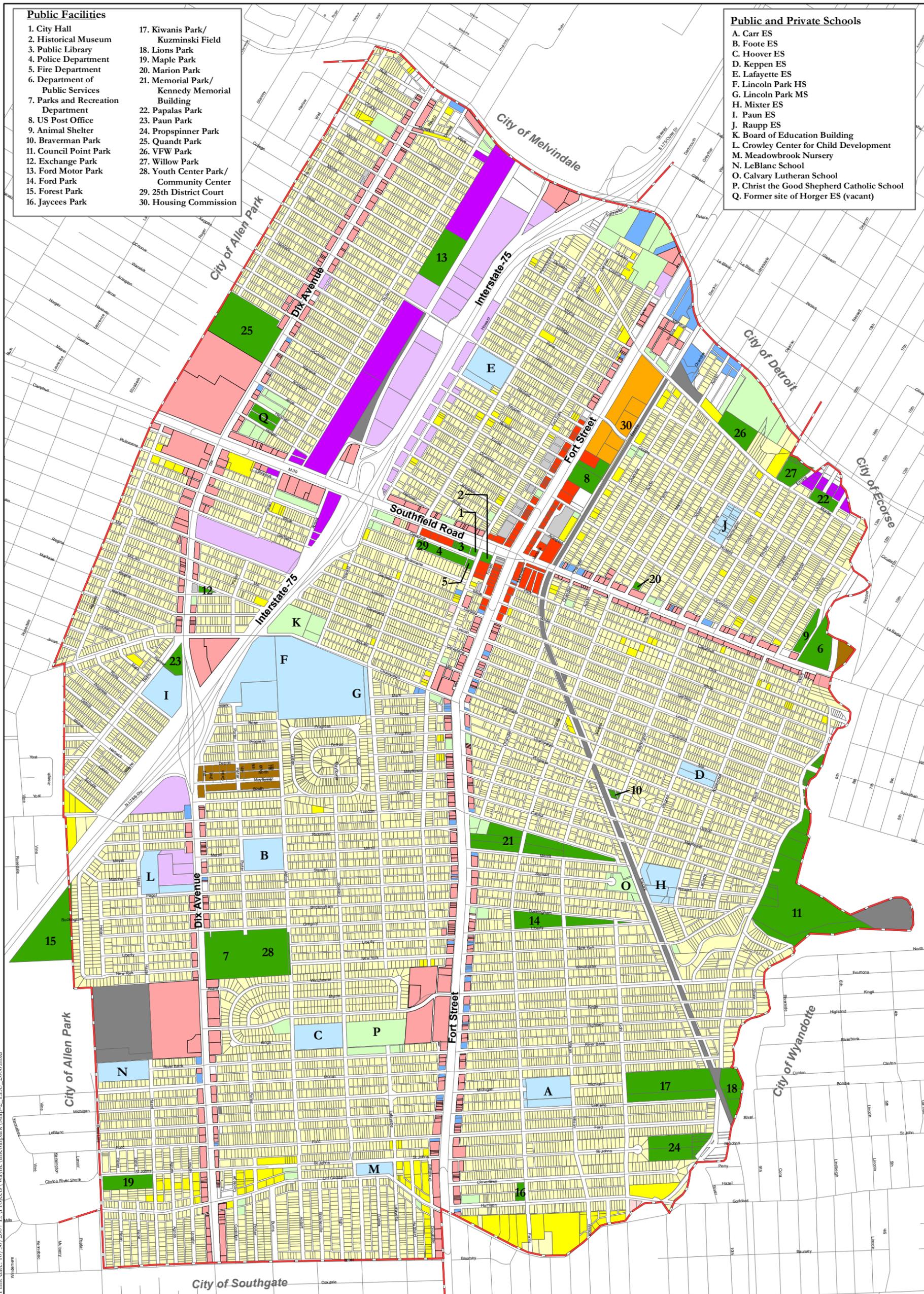
Practically all of the land in Lincoln Park is developed, although the City is not completely saturated, as densities could be much higher. Therefore, future land use policies should focus on maintaining and improving the quality of existing uses while

**Public Facilities**

- |                                       |  |
|---------------------------------------|--|
| 1. City Hall                          | 17. Kiwanis Park/<br>Kuzminski Field               |
| 2. Historical Museum                  | 18. Lions Park                                     |
| 3. Public Library                     | 19. Maple Park                                     |
| 4. Police Department                  | 20. Marion Park                                    |
| 5. Fire Department                    | 21. Memorial Park/<br>Kennedy Memorial<br>Building |
| 6. Department of<br>Public Services   | 22. Papalas Park                                   |
| 7. Parks and Recreation<br>Department | 23. Paun Park                                      |
| 8. US Post Office                     | 24. Propspinner Park                               |
| 9. Animal Shelter                     | 25. Quandt Park                                    |
| 10. Braverman Park                    | 26. VFW Park                                       |
| 11. Council Point Park                | 27. Willow Park                                    |
| 12. Exchange Park                     | 28. Youth Center Park/<br>Community Center         |
| 13. Ford Motor Park                   | 29. 25th District Court                            |
| 14. Ford Park                         | 30. Housing Commission                             |
| 15. Forest Park                       |  |
| 16. Jaycees Park                      |  |

**Public and Private Schools**

- A. Carr ES
- B. Foote ES
- C. Hoover ES
- D. Keppen ES
- E. Lafayette ES
- F. Lincoln Park HS
- G. Lincoln Park MS
- H. Mixer ES
- I. Paun ES
- J. Raupp ES
- K. Board of Education Building
- L. Crowley Center for Child Development
- M. Meadowbrook Nursery
- N. LeBlanc School
- O. Calvary Lutheran School
- P. Christ the Good Shepherd Catholic School
- Q. Former site of Horger ES (vacant)



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**Map 2  
Existing Land Use**

City of Lincoln Park, Michigan

- |                            |                     |                    |
|----------------------------|---------------------|--------------------|
| Low Density Residential    | Highway Commercial  | Utilities          |
| Medium Density Residential | Downtown Commercial | Public Parking     |
| High Density Residential   | Mixed Use           | Quasi Public       |
| Mobile Home Park           | Office              | School             |
| Neighborhood Commercial    | Light Industrial    | Public             |
| General Commercial         | General Industrial  | Vacant             |
|                            |                     | Municipal Boundary |

Data Source: City of Lincoln Park, 2003  
McKenna Associates, Inc., 2006

0 1,400 Feet



encouraging proper redevelopment of vacant sites. These policies should include, among other things, the following: strict building code enforcement; a thorough site plan review process for all developments; permitting mixed uses in the central business district; capital improvements programming; and enhancement of roadways and entrances into the City.

### **C. Environmental Analysis and Evaluation.**

The environment is an important concern for everyone. This is not only the case with rural areas and municipalities with plenty of undeveloped land, but with fully developed cities such as Lincoln Park, too. While the types of concern differ, their importance is the same, if not greater. Environmental concerns can affect almost any development; therefore, they require serious consideration during the comprehensive development planning process.

Developed urban areas are presented with unique environmental concerns. Cities such as Lincoln Park contain sites with soil contamination from leaking underground storage tanks, most often at gasoline stations. Brownfields, or abandoned commercial and industrial sites with possible contamination, offer even more challenges as cities attempt to remedy and redevelop them. Excessive noise from freeways, railroads, and industry also has a severe impact on Lincoln Park. Due to their frequency in mature cities such as Lincoln Park, and considering their overall importance to the comprehensive development planning process, a thorough analysis and evaluation of these concerns has been performed indicating where in Lincoln Park they can be expected to have an impact.

Along with these unique concerns, Lincoln Park also faces environmental problems common to all areas. These include, but are not limited to, pollution of waterways and the overall visual aesthetics of the City. These, too, have been included within our analysis and evaluation.

Soil Contamination. The most common form of soil contamination for urban, developed cities such as Lincoln Park is that caused by leaking underground storage tanks. The Michigan Department of Environmental Quality (MDEQ) had records of 19 such reported sites in Lincoln Park as of October 31, 2006. Of these, 16 were gasoline service stations located on Southfield Road, Dix Avenue, or Fort Street.

These sites are a significant source of groundwater contamination. Although groundwater is not a source of drinking water in Lincoln Park, the possible damage from these sites cannot be overlooked. The MDEQ's strict reporting and remediation program help keep these sites from becoming dangerous problems.

Brownfields. As illustrated on the Existing Land Use Map, there are several vacant commercial and industrial sites in Lincoln Park. Each of these sites, along with sites currently being used, has the potential for containing unpredictable amounts of contamination. These must be remedied or contained before the sites can be redeveloped. The Brownfield Redevelopment Financing Act (Public Act 381 of 1996) can provide much needed assistance in this area.

Although not much direct funding is available from the State, the brownfield legislation reduces the amount of remediation required prior to redevelopment to a level consistent with the site's intended use. In other words, contaminated industrial sites will not be required to be cleaned up to the pristine conditions required for residential sites, if the site is to be reused for industrial purposes. In some cases the contaminations will merely need to be contained and not removed altogether. This will greatly reduce the costs required for redeveloping these sites, the high costs of which are currently preventing most redevelopments. The Brownfield Act also permits the establishment of local authorities to capture increased tax revenues from redevelopment on brownfield parcels.

Floodplains and Waterways. Lincoln Park is surrounded or intersected along much of its boundary by the north and south branches of the Ecorse River, the Sexton-Kilfoil Drain, and the enclosed LeBlanc Drain. These watercourses present significant opportunities for pollution from industrial discharges, sewage effluent, and storm water run-off. Upgrades to the City's sanitary sewer system and the elimination of combined sewers have corrected most of this type of pollution.

Storm water runoff from roads and highways continues to present a possible problem, though, especially considering the likelihood of stricter discharge limits and permitting requirements from the federal Environmental Protection Agency (EPA). The storm water permitting process began in the 1990s, and there is continued pressure for this program to be expanded to include the treatment of storm water discharges, similar to that required for sanitary sewer effluent.

These watercourses and certain adjacent areas are also considered floodplains, or areas of 100-year flood levels. There is an extensive area of floodplains along the Ecorse River in the northern part of the City. Most of this area is built over and developed, though, presenting an additional problem during times of flooding.

Greenways. In 2003, Lincoln Park began planning a unique and extensive Greenway system. When completed, it will travel five miles along the north and south forks of Ecorse Creek, eventually continuing along both forks through the communities to the west. The Greenway is also planned to travel north to south along the MDOT right-of-way along I-75, connecting trails on both forks of the creek and creating an eight-mile loop. The Electric Avenue corridor cuts across the loop and the trails on both forks, creating an inner loop.

The Greenway will connect twelve of the City's parks and eight schools to the trail along the creek. Ultimately the trail will connect to the Detroit River and link to other parts of the Downriver Linked Greenway System. Many of the current parks are already located along the Greenway, and the trail system will open many lightly used pocket parks to a new level of citywide and regional users.

The path in Lincoln Park will cross the Ecorse Creek and connect to other neighboring cities, using pedestrian bridges and shoulders of existing automobile bridges. Pathways in the right-of-way along and under I-75 may eventually continue south through Southgate and Taylor, and north to Southwest Detroit. Electric Avenue enters Lincoln Park from the north, originating at the Rouge River. From Lincoln Park, it travels south to Trenton through Wyandotte and Riverview. These two avenues could build a Greenway system that crosses the Ecorse Creek watershed, connecting to the Rouge Greenway to the north and to the Frank and Poet, Brownstown, and Huron watersheds to the south.

Noise. Freeways, railroads, and industry all contribute to a high amount of noise being created in Lincoln Park. Unfortunately, buffer zones (such as transitional zoning districts) and/or screening between these noise producing land uses and many residential neighborhoods is lacking or nonexistent. This is especially true in the northwest part of the City and along most major thoroughfares. The only prominent noise-abatement facility in Lincoln Park is the series of walls erected along I-75.

Visual Aesthetics. Roadway viewsheds and curb lawns create a visual identity for any community. Well-landscaped properties and tree-lined streets create a pleasing visual identity in most residential neighborhoods in Lincoln Park. The commercial corridors, on the other hand, provide a stark contrast with the residential streets. Most are barren and devoid of any landscaping, and suffer from sign clutter and a lack of consistent, quality design.

Adjoining incompatible land uses also present a problematic aesthetic situation, especially in the northwest part of the City and along major thoroughfares. Industry and commercial sites directly

abut residential neighborhoods in these areas, especially along Howard Street and Porter Street. There is little to no screening or buffering between the industrial uses and residential neighborhoods in these areas, either, compounding the problem.

**Conclusions:** The City can safeguard itself from the possibility of contamination at vacant commercial and industrial sites. A method to do this would be to place Lincoln Park in a position to take full advantage of funding mechanisms provided through the state's Brownfield Redevelopment Financing Act (P.A. 381 of 1996). The relaxed remediation standards, along with funding, will help foster much needed redevelopment of vacant commercial sites along Lincoln Park's major commercial thoroughfares.

The City must also closely monitor changes to existing programs which may face drastic changes. Increased storm water regulations may force the City to greatly expand its storm sewer system at an almost assuredly high cost. Ironically, this may lead to the creation of a combined sewer system in order to treat storm water, a system which had previously been abandoned to prevent sewage discharges into waterways.

The City should view the Ecorse River as an asset and develop it as part of its non-motorized pathway and greenway plan. Pollution control, river clean-up days, and litter enforcement are paramount.

Finally, the City must pursue a program of improving its visual aesthetics and image. Landscaping, screening, and site design guidelines should be adopted and strictly enforced to ensure commercial corridors and gateways are as aesthetically pleasing as the residential neighborhoods. This will also help protect residential neighborhoods from the negative impacts of busy commercial sites and heavily traveled thoroughfares.

#### **D. Community Facilities and Services.**

There are several needs of vital importance to a community which are not often readily provided by private enterprise. As a result, these facilities and services must be provided by governmental and/or quasi-public organizations. Among the many facilities and services included in this category are municipal administration; police and fire protection; streets, sidewalks, and other public works; parks and recreation; non-motorized pathways; schools; health care facilities; libraries and museums; and religious institutions.

For the purposes of the Comprehensive Development Plan, community facilities and services in Lincoln Park were inventoried and are illustrated on Map 2, Existing Land Use. Basic data was collected regarding the quality and condition of these facilities and services. From these observations, recommendations must be developed to guide the continuing improvement of these important aspects of the Comprehensive Development Plan.

Community facilities can be divided into six different categories: Parks and Recreation; Public Safety; Public Services; Municipal Administration; Libraries and Museums; and Education and Child Care. Additionally, Parks and Recreational facilities can be further divided into Regional, Community, and Neighborhood classes.

Parks and Recreation**Community Facilities**

Ecorse Creek	Remove garbage, restore stream banks, develop greenway path system along creek
Council Point Park	Repair parking lot, install pavilion, widen paths, install Native American Heritage Council ring, irrigate athletic fields
Quandt Park	Replace fencing & dugouts, add irrigation, replace infield with new infield mix, resurface parking lot, extend pathways
Youth Center Park	Resurface parking lot and basketball courts, install pathway system

**Proposed Improvements****Local Facilities**

Ford Motor Park	Install restrooms, replace fencing and backstops
Forest Park	Add walking trail, install small playground and pavilion, install interpretive signage
Kennedy Memorial Building	Repair parking lot, interior renovations, repair roof
Kiwanis Park/Kuzminski Field	Renovate park for centralized baseball facility, add shelter and restrooms, add irrigation system for fields, add parking
Lions Park	Install recreation equipment for persons with disabilities, install parking lot and pathways
Memorial Park	Repair parking lot, seal floor of band shell, create civic space, upgrade playground and tennis courts

**Proposed Improvements****Neighborhood Facilities**

Braverman Park	Replace playground equipment and fencing
Exchange Park	Replace playground equipment and fencing
Ford Park	Replace playground equipment and fencing, renovate restrooms
Jaycee Park	Replace shelter and fencing, improve basketball court, install playground
Maple Park	Install multi-purpose athletic field
Marion Park	Replace playground equipment and fencing
Papalas Park	Replace playground equipment and fencing
Paun Park	Add playground equipment, install skate park, add basketball courts
Propspinner Park	Renovate park for centralized football facility, add restrooms and storage, install parking lot, install playground
VFW Park	Replace playground equipment and fencing
Willow Park	Replace playground equipment and fencing

**Proposed Improvements**

Public Safety

Police Department  
Fire Department  
25th District Court

Public Service Buildings

Department of Public Works and Animal Control Center  
Kennedy Memorial Building (Senior Center)  
U.S. Post Office

Municipal Administration Sites and Buildings

City Hall  
Lincoln Park Housing Commission  
Lincoln Park Public Schools Administration Building

Libraries and Museums

Lincoln Park Historical Museum  
Lincoln Park Public Library

Education and Child Care

Carr Elementary School  
Foote Elementary School  
Hoover Elementary School  
Keppen Elementary School  
Lafayette Elementary School  
LeBlanc Elementary School  
Mixer Elementary School  
Paun Elementary School  
Raupp Elementary School  
Senior High and Junior High Schools  
Hamilton School (alternative high school)  
Crowley Center for Child Development (pre-school facility)  
Christ the Good Shepherd Catholic Church and School  
Calvary Lutheran Church and School

Parks and Recreation. The City of Lincoln Park has 23 parks, athletic fields, and playgrounds under the jurisdiction of the City's Parks and Recreation Department. Most are evenly distributed throughout the City, providing neighborhoods with easily accessible recreational facilities for all to enjoy. The large number of facilities allows for several different types of facilities, including baseball and softball diamonds, soccer fields, playgrounds, swimming pools, meeting rooms, skating rinks, and passive relaxation areas.

While the quantity, type, and location of parks and recreation facilities are positive qualities for Lincoln Park, their size and condition leave room for improvement. Most of the City's parks are not of sufficient size to serve the neighborhoods in which they are located, and could benefit from the addition of adjacent parcels of property. While newer facilities are in good condition, the overall condition of most equipment and facilities require significant improvement. Most of these sites are

in need of replacement or upgraded equipment to bring these facilities up to modern standards. The City's recently updated (February 2006) Parks and Recreation Plan provides further detail on the conditions and needs of the City park system.

**Conclusions:** The first step in resolving these concerns is constant adherence to and continuing updates and revisions to the City's Parks and Recreation Plan. This document must be a living, working guide to developing parks and recreational facilities in Lincoln Park, and not just a prerequisite exercise for obtaining grant funding. Within this document is a comprehensive Capital Improvement Program (CIP) to constantly upgrade and replace equipment and facilities through 2011. The CIP must be revised and updated annually with adequate funding to remain useful to the City.

One need identified during the Parks and Recreation Plan public input process was the expansion and renovation of the Community Center, including upgrades to the outdoor pool and installation of a 'spray park.'

The acquisition of grant funding must also be a key component for the future development of Lincoln Park's recreational facilities and parks. The continuing improvement of recreation sites will be an expensive process; however, funds are available from the State of Michigan and other sources for those cities that are prepared to take advantage of them.

The acquisition of adjacent parcels of property for park expansion will be a difficult task. Most properties surrounding parks are completely developed, most with single-family residential homes. However, the City should be prepared to acquire any adjacent parcels which might become available at a reasonable cost. Grant funding is also available for this purpose.

Public Safety. The City of Lincoln Park contains three separate public safety facilities within the same block on Cleophus Parkway: the Fire Department, Police Department, and the 25th District Court. While the Police and Fire Departments are completely under the control of the City, the District Court is actually administered by the State of Michigan (although nearly three-quarters of its operating budget comes from the City of Lincoln Park).

The physical plants for the Police and Fire Departments are in relatively good shape. The fire station has recently had complete renovations to its heating/ventilation/air conditioning (HVAC) system and has installed new energy-efficient overhead doors. The old boiler room at the fire station has been converted into a decontamination center for compliance with federal blood borne pathogens regulations.

At the Police Department, it is estimated that one-third of the plexiglass and grillwork in the cell block area will have to be replaced in the next five years. Renovations planned to incorporate ADA compliant building features were postponed in 1997 for a lack of funding; currently, the lobby of the police station is being remodeled to include an ADA-compliant restroom and entrance door. A new computer system is being installed to permit easier data-sharing among other communities in the area. The previously regular replacement schedule for police vehicles is not being followed and the current fleet is aging. Plans should be put in place for increased maintenance and/or replacement of police vehicles.

A new computer system is needed for the Fire Department along with improvements to the radio network. New hoses are being purchased for the Fire Department along with confined space entry procedures equipment. The Fire Department's truck fleet is considered old, several years beyond

when most fire safety vehicles should be replaced. Unfortunately, the City does not have a funding mechanism in place for purchasing new fire vehicles.

**Conclusions:** The most significant step the City of Lincoln Park must take in order to maintain a high level of public safety is the adoption and funding of a capital improvements program to continually replace vehicles and equipment for the Police and Fire Departments. An additional millage may be difficult to approve with the other millages already in place. The City may have to consider lease/purchase agreements, loan programs, and other alternative financing methods to replace its fleet of public safety vehicles.

Public Services. The City of Lincoln Park maintains a Public Works Department facility with an animal control shelter on Southfield Road at the eastern edge of the City. The vehicle fleet for the Public Works Department is in excellent shape, having been recently replaced with anticipated sales tax revenues. Several pieces of equipment were also replaced with these revenues. The physical plant for this facility is in an entirely different condition. The site and building for the Public Works Department is aged and in an extremely dilapidated state.

**Conclusions:** Not only must the City continue to replace vehicles and equipment for this department, but a funding mechanism must be found to either renovate or replace the Public Works Department's physical plant. An additional millage and/or CDBG revenues may not be available; therefore the City may have to consider trading or obtaining another site or building.

Municipal Administration. The primary facility for the City of Lincoln Park is City Hall, located at Southfield Road and Fort Park Boulevard. Although use of this building is maximized to its best possible extent, City Hall is obsolete and in poor physical condition. The building suffers from flooding and a poor HVAC system. Access for disabled persons is minimal at best, and traces of asbestos remain.

**Conclusion:** Although some minor renovations have been completed in a piecemeal fashion (bathrooms, Community Development Department), the City must develop an overall plan to renovate, replace, or relocate City Hall.

Library. The Lincoln Park Public Library is located immediately to the west of City Hall. ADA renovations including automatic doors were completed in 1995, and the building's main entrance was moved to the east side. The previous Comprehensive Development Plan in 1997 recognized that the overall size of the facility is relatively small for a City the size of Lincoln Park, and the total volume is somewhat below recommended standards. The library is equipped with adequate telecommunication connections for personal computers, however.

**Conclusion.** These conditions have not significantly changed in the last ten years, as there have been no major expansions to the library. The need for more space for the library still represents a concern for the City. The City should consider plans for adding space to the library along with the overall plan for renovating or relocating City Hall.

Education and Child Care. The City of Lincoln Park contains an adequate number of public and private schools and, similar to the parks, they are well distributed throughout the neighborhoods. In 1996, the citizens of Lincoln Park passed a \$46 million bond issue that allowed the school system to

build two new elementary schools and a new middle school. All other school buildings received new roofs and boilers, as well as voice, video, and data connectivity. A sinking fund was passed in 2005, which raises approximately \$1.1 million per year to be used for building maintenance.

All elementary schools provide child care before and after school to meet residents' needs for child care outside of school hours. Re-use of school facilities has proven beneficial, with one former elementary school serving as a pre-school center for the District and another serving as an alternative high school.

**Conclusions.** The school system should also adopt a capital improvements program for the improvement and maintenance of playgrounds and open areas, since these are often used as neighborhood parks. Buildings that are no longer needed as traditional public schools should be leased out or sold to private concerns, such as charter schools, day care centers, or health care facilities. In addition to before- and after-school care in the elementary schools, the City should encourage the development of other day care centers, centrally located in neighborhoods, to attract younger, working families.

Health Care. The City currently has no full-service primary health care facility within its jurisdiction. A specialty, long-term acute care hospital (Kindred Hospital) is located in the northeast portion of the City along Outer Drive, but this facility does not have an emergency room or provide general medical care services.

**Conclusions.** The City should ensure that an immediate care and outpatient center locates within the City. The lack of such a facility jeopardizes the availability of health care for Lincoln Park residents. Efforts should be encouraged to assist a medical services provider in finding a suitable site to locate such services within the City.

## **E. Utilities.**

Public Utilities. Related to a municipality's community facilities and services are its utilities. These are an essential part of a Comprehensive Development Plan as utilities are the most basic and commonly used services offered by municipalities such as Lincoln Park. Other utilities are provided by quasi-public corporations.

Lincoln Park's utility system is substantially different today than it was back in 1974 when the last Comprehensive Development Plan was adopted. A systematic program has since separated all combined storm and sanitary sewers. Other improvements were also made to the storm sewer system to prevent polluted discharges and system back-ups. Main extensions which were proposed for the storm sewer, sanitary sewer, and water systems have since been constructed. In addition to these programs to upgrade larger, trunk-like mains, the City has also carried out a systematic program of replacing smaller, individual service mains.

## **F. Open Space Areas.**

Park Facilities. The City has a very good system of urban parks and recreational facilities. These parks together with certain parts of thoroughfare and drainage systems create the potential for a linked open space system.

As identified earlier in the Existing Land Use Survey, the City's parks are well distributed throughout Lincoln Park. Nearly every neighborhood has a park within an easily accessible distance. There are different types of parks as well, from athletic facilities (Quandt Park, Kiwanis Park), to playgrounds

(Joyce Park, Braverman Park), to passive open areas (Ford Park, Memorial Park), and recreation centers (Kennedy Recreation Center, Youth Center Park).

Along with the parks and recreational facilities, each school site in Lincoln Park has some form of open space area. These range from passive open areas to playgrounds and athletic fields. The school sites are also evenly distributed throughout most neighborhoods of the City, similar to the parks. Though not officially designated as open space for public use, these school sites serve as such when classes are not in session.

Other Open Space Areas. An often overlooked, though important, component of the City's open space areas is the public thoroughfare system. This includes not only streets and roads, but sidewalks, unpaved rights-of-way, and curb lawns. Green space and landscaping next to paved roads is a vital part of Lincoln Park's overall aesthetic appeal, especially due to the City's lack of undeveloped areas and other natural features. Certain neighborhood streets also serve as gathering places and play areas when traffic permits. The thoroughfare system serves as a crucial network to interconnect open space areas, parks, recreational facilities, schools, and other neighborhood amenities.

Lincoln Park also contains drainage ways and watercourses within open space areas. These waterways are predominantly bordered by private properties; however, there are some publicly-accessible segments along parks and other public facilities. In either case, the appeal and significance of these waterways cannot be ignored as they provide tremendous potential for aesthetic improvements. Ecorse Creek has tremendous potential to be preserved and developed as a first-class greenway with a system of non-motorized pathways.

The City has another open space area unique to Lincoln Park: the electrical power easement along Electric Avenue. Although DTE Energy and ITC do not allow individuals to use this space for even passive recreational purposes, it has a strong visual impact upon the adjoining neighborhoods.

Quality of Open Space. The overall quality and condition of the different open space areas varies substantially. Some parks are in a generally good condition, while others require significant upgrading to improve their aesthetic and functional value.

Most parks have received adequate maintenance over the years, while others are relatively new and show few signs of deterioration. Some of the older facilities would benefit by upgrades to more modern structures, or from conversion to passive or other recreational uses. Most parks also have well-kept, mature landscaping, though nearly all parks could benefit from additional landscaping. Barrier-free pathways to and within some parks are also needed.

The open space areas and facilities at schools are generally in poorer condition than the City's parks. School facilities are generally older, have not been as well maintained, and have little to no landscaping.

Overall, the thoroughfare system is in good condition in the context of open spaces, though some areas could benefit from significant improvements, such as:

- **Ecorse Creek.** Cleaning and removal of garbage. Shore stabilization. Installation of a pathway system along the creek.
- **Landscaping within curb lawns and the unpaved portions of rights-of-way.** Although most of the City's streets are lined with mature trees, certain areas contain none at all.
- **Sidewalk extensions.** Sidewalks should be of an adequate width and surface condition, should connect smoothly to street surfaces, and should be adjacent to at least one side of all streets.

The condition of drainage ways and watercourses requires the most improvement of any open spaces. Unfortunately, these waterways have been either hidden from view or covered over in years past, greatly reducing their aesthetic value as open spaces and visual attractions.

**Conclusions:** The quality and condition of Lincoln Park's open spaces present many concerns which the City, especially its Recreation and Public Works Departments, must address. Among the more significant concerns are:

- The need to develop a pedestrian network to connect open space areas.
- Natural features are obstructed and hidden from view.
- Ecorse Creek has become a dumping ground for garbage and litter.
- Infrastructure is in need of upgrade and repair.
- Street trees are needed in more areas.

Although some of these are merely symptoms of Lincoln Park's urban character and environment, many have resulted from lack of attention. The solutions to these concerns are simple to enumerate, but require constant review and vigilance. Foremost among these is a properly developed and adequately funded Capital Improvements Program. A close companion to this program is an up-to-date Parks and Recreation Plan. Both of these documents can provide the basis for adequate infrastructure (especially sidewalks) and recreational facilities, and should include an ambitious landscaping and street tree program.

Another recommended step towards improved open space areas is making the City's drainage ways and watercourses (e.g., Ecorse Creek) aesthetic showcases. Communities across the nation are rediscovering the benefits of rivers and streams that were once buried or so overgrown with brush that they were invisible. These areas should be brought back into the public view for all to enjoy.

Fortunately, grant assistance from such sources as the Michigan Natural Resources Trust Fund and federal Transportation Enhancement funds has provided funding for similar improvement programs in many communities. Any sources of funding, whether private or public, should not be overlooked.

Another method of improving open space areas does not require an outlay of funds by the City, but rather strong ordinance language followed by stern and strict enforcement by staff, the Planning Commission, and the Mayor and City Council. Through site plan review, requirements for landscaping (especially in curb lawns), sidewalks, protection of natural features and commercial design guidelines can have a tremendous impact on improvement of open space areas.

## **G. Housing Quality.**

Since the overwhelming majority of land in Lincoln Park is used for residential purposes, the quality and condition of housing is of extreme importance. The quality and condition of housing has a significant impact on demographics, economic development, and other land uses. Housing quality is a key part of the foundation for improving the quality of life in the City.

The overall condition of Lincoln Park's housing stock is good. Although the housing stock is considered older, it has generally been very well maintained. Most housing units are of sound structural quality, and most have a well manicured appearance and aesthetic appeal.

There are, however, indications that some problems may arise for the future of Lincoln Park's housing. Although they may not be readily apparent today, these factors must be addressed before they can negatively impact the City's housing stock.

Neighborhood Housing Characteristics. As discussed within the previous section on the Existing Land Use Analysis, different areas of the City contain various housing characteristics. One-story brick bungalows and ranch homes are abundant in all neighborhoods south of Southfield Road, as well as the area north of Southfield Road and west of I-75. These units represent some of the best housing in the City. They have been typically well maintained throughout the years and are in excellent structural condition.

Two-story homes of wooden construction are common within the neighborhoods north of Southfield Road and east of Fort Street. This same type of housing unit can be found along Fort Park Boulevard, Cleophus Parkway, and Park Avenue. Although still of good overall quality, these units have typically not been as well maintained as the smaller brick homes.

Several multiple-family housing units are distributed throughout the City. These range from large apartment complexes to one-story brick units similar in character to single family homes. The condition and quality of these units follows the trend of the single-family units. The smaller brick units and the larger, modern apartment complexes are generally in a better condition than two-story homes of wooden construction which have been divided into multiple units.

Another major factor contributing to the improvement and maintenance of housing quality in Lincoln Park has been the City's extensive housing rehabilitation program administered by the Community Improvement Department and financed with CDBG funds. The program has been in operation for several years, and over \$500,000 will be provided within the current fiscal year in the form of low interest loans for qualified applicants. The demand for the program has been overwhelming, resulting in waiting lists for assistance in years past. The housing rehabilitation program has contributed significantly to the improvement of housing in selected areas, and the overall maintenance of quality housing throughout Lincoln Park.

**Conclusions:** The primary concern for Lincoln Park's housing quality will be the age of housing structures. With the majority of the City's homes being built before 1960, some units may be approaching their designed life expectancy. Building code enforcement and housing rehabilitation programs must continue to be at the forefront of the City's focus. CDBG funds must continue to be channeled into these programs, especially on the north side of the City.

With Lincoln Park's population getting older and fewer younger families moving in, there could very well be a future trend of declining housing conditions and quality, which compounds the problem of an aging housing stock. There are several available methods to prevent this and even improve the quality and condition of Lincoln Park's housing. Among the various methods that could be pursued are:

- Increased funding and resources for building code enforcement.
- Rental certificates and inspections of rental properties.
- The development of alternative housing for seniors.

- An active marketing campaign to attract younger, working families with children.

Attention must also be given to land use decisions which have a significant impact on housing quality. These include landscaping for all developments, design guidelines for commercial and industrial developments, development and improvement of parks and recreational facilities, and especially the screening of residential areas from incompatible land uses.

These ideas are by no means the only solutions to these potential problems. No one single suggestion will work by itself, either. The City must adopt a diverse and thorough program aimed at maintaining and improving the condition and quality of housing.

## Chapter III

# Vehicular Transportation Evaluation

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### Summary of Conclusions

- The surface condition and quality of streets in Lincoln Park must be improved and upgraded. This may require the establishment of alternative funding mechanisms and sources.
  - The quality and condition of the City's vehicular transportation corridors must be improved to provide a better visual image for Lincoln Park.
- 

The City of Lincoln Park's transportation system, established for over fifty years, shaped the City and continues to shape the City today. At the time the transportation system was developed, the potential extensive use of the automobile was just being realized. The road system, including its layout on the landscape, is one of the major factors that contributes to a community's prosperity. The City of Lincoln Park is fortunate to have a mature grid street system that has been able to reasonably accommodate the increases in vehicular travel over the years. The foundation of the City's street system is a grid which subdivides the land into blocks. The many interconnections of the grid road system provide multiple options to reach the same destination. One of the major disadvantages of the grid system, versus a system of curving streets and cul-de-sac dead ends, is that more paved roadway miles are necessary, requiring the City to incur higher maintenance costs.

The major through roads -- Interstate 75, Fort Street (M-85), Southfield Road (M-39), Dix Highway, and Outer Drive -- have been the most impacted by high traffic volumes. High traffic volumes on the major road network have strained the road system's ability to accommodate increased demands placed upon the system. Because the City is nearly fully developed, there is little remedy for this situation short of forcing people to use mass transit or making substantial road improvements, neither of which is financially feasible in the near future. Any improvement to the major road system should be evaluated for its potential impact on the City's commercial corridors and downtown viability. The significant traffic volumes, especially on Fort Street, Dix Highway, and Southfield Road, have provided the City with extensive commercial corridors, which have served to enhance the tax base over the past decades.

The City of Lincoln Park will continually face problems with its road system. Some influences can be managed by the City of Lincoln Park, while others are outside of the City's control. Major issues that the City of Lincoln Park will need to contend with in the next five to ten years include:

1. Maintenance of the existing street system.
2. Careful evaluation of requests for street closures and vacations, especially at major intersections.
3. A decline in road funding from state and federal sources, which will require the City to cultivate alternative sources of revenue.
4. Increases in traffic volumes on the major thoroughfares.
5. The use of local, neighborhood streets for alternate routes, despite the inability of these streets to support heavy traffic volumes.

6. Pressure for alternative forms of transportation such as transit and non-motorized pathways (i.e., bikeways, sidewalks, etc.)
7. Enhancement of commercial corridors and the downtown to maintain economic viability.

The rest of the transportation section summarizes the results of the study of the City's transportation system.

#### **A. National Functional Road Classification.**

The series of transportation acts passed by Congress since 1991 (ISTEA, TEA-21, SAFETEA-LU) have been the guides for the allocation of federal funds for transportation improvements. A primary requirement of these acts is for all states to adopt the National Functional Road Classification System, which uses the function of the local road system to determine the amount of funding that is allocated to each community. Interstates and major arterials, which are designed and constructed to carry greater volumes of traffic at higher rates of speed, have a higher priority, and thus receive a greater amount of funding than minor arterials, collector roads, or local streets. Map 3A illustrates the roads listed as part of the National Functional Road Classification and provides the latest 24 hour traffic volumes on those road segments.

#### **Urban Interstate**

Urban Interstates serve to move people and goods on a national scale; in Lincoln Park, Interstate 75 is a six-lane divided urban interstate that connects Metro Detroit with Canada to the north and Tampa, Florida to the south. I-75 provides Lincoln Park with regional access to the entire metropolitan region, the nation, and Canada by connecting with the other urban interstates in the United States.

The construction of I-75 in the 1950s and 1960s bisected the City and had a major impact on several City neighborhoods. However, the negative impact has been minimized by the three interchanges and three overpasses within the two mile stretch of I-75 within the City. The interchanges and overpasses have made it possible to maintain some connection between the two sides. In addition, noise barrier walls have been placed along the east side of interstate in areas where residential uses abut I-75. On the west side, the Conrail railroad spur, which is higher than the interstate, separates residential neighborhoods from the interstate.

The appearance of Lincoln Park from I-75 is currently a liability. Neither the interchanges nor the area between the interchanges have been provided with adequate landscaping. In addition, at several interchanges billboards dominate the skyline. Overall, the effect is of an urban, "canyon-like" highway with little distinguishing or unique features that identify the City of Lincoln Park.

The City of Lincoln Park should pursue an aggressive campaign to improve the I-75 corridor by undertaking a landscape improvement planning and implementation effort. The planning should include a landscape plan for the interchanges and right-of-way area and amendments to the Zoning Ordinance eliminating the use of large billboards on private land along the interchange, in favor of consolidating them on small billboards within the I-75 right-of-way.

Enhancement of the interstate is important to the City both for visual perceptions and economic impact. Businesses are more compelled to locate in a redeveloping community that demonstrates its willingness to financially support the City's revitalization. A potential source of funding for

interchange landscape improvements is the Federal transportation funding act (SAFETEA-LU), which provides funding for interstate highway maintenance and interchange enhancement.

### **Principal Arterial**

The Principal Arterials that cross the City include Fort Street (M-85), Dix Highway, Southfield Road (M-39), and Outer Drive. Fort Street is a state trunkline, as is Southfield Road from the boundary with Allen Park to Lafayette Boulevard. The remainder of Southfield Road and all of Dix Highway and Outer Drive are County roads. The arterial road system in Lincoln Park primarily provides access among the communities in the Metropolitan Detroit area.

Fort Street (M-85) carries traffic between communities in the downriver area and the City of Detroit. Approximately three miles of Fort Street traverse the City, and the right-of-way averages 204 feet in width. Fort Street serves as an eight-lane divided highway (three travel lanes and one parking lane in each direction).

Southfield Road is the main east-west carrier of traffic in the City. Southfield Road from the City of Allen Park to Lafayette Boulevard (0.8 mile) is controlled by MDOT and is designated as M-39. The remaining section (1.2 miles) from Lafayette Boulevard east to the City of Ecorse is maintained by the County. Southfield Road carries a large volume of traffic from the Detroit riverfront through the Cities of Ecorse, Lincoln Park, and Allen Park, where it becomes a north-south freeway (Southfield Freeway) that extends to southern Oakland County.

Dix Highway (or Dix-Toledo Avenue) is a seven lane principal arterial (three travel lanes in each direction and a center turn lane) with a 120-foot right-of-way. The road carries traffic through approximately 3.3 miles of Lincoln Park in a north-south direction from southwest Detroit and the City of Melvindale to Telegraph Road (U.S. 24) in southern Wayne County.

Outer Drive is a four-lane, divided roadway that runs along the northern edge of the City of Lincoln Park. The road has approximately 150 feet of right-of-way. The roadway serves as an approximately two-mile boundary between the cities of Lincoln Park, Melvindale, and Detroit. Outer Drive connects the downriver area with communities in the northern Detroit metropolitan area.

***Negative Impacts of Unsightly Corridors.*** All of these Principal Arterials have a commonality concerning their development over time. The roadways have been widened to the maximum extent possible, leaving little to no room for landscaping and sidewalks, even in areas where the buildings are set back from the road. The only exception to this is the downtown area along Fort Street near Southfield Road, where attempts have been made to install landscaping and provide pedestrian friendly areas for shopping.

A major problem is that the area between the road and the building line is usually encumbered by utility easements. Above-ground utilities, including electric, cable television, and telephone, extend along both sides of the street. In addition, advertising signs, both on-site and off-site, have been allowed to proliferate to the point where they dominate the skyline. As a result, these major thoroughfares are visually blighted corridors which are unappealing to citizens, shoppers, and potential future residents and investors.

The City of Lincoln Park, now more than ever, is in competition with not only the sprawling communities to the west but with other downriver communities and the City of Detroit that

are attempting to redevelop. One of the major assets of Lincoln Park is its strong commercial base along the Urban Principal Arterial roadways. Other communities in the downriver area are now attempting to revitalize their commercial areas through corridor enhancement and redevelopment. In order for the City to maintain its commercial stock and remain competitive, it must meet challenges from other communities by improving the aesthetics and visual appeal of these commercial corridors.

**Corridor Planning.** The City should consider developing corridor plans for its Urban Principal Arterials to determine what can be done to enhance the commercial corridors. Particular attention should be paid to access management, landscaping, parking, and above ground utilities. To the extent possible, the City should amend its Zoning Ordinance to visually improve the corridors through an aggressive campaign of effective design standards. Particular attention within these amendments should be given to landscaping standards and building design guidelines, as well as focusing on the development of underground utility systems.

Adopted plans to improve aesthetics, access, and traffic flow along Southfield Road, Fort Street, and Dix Highway should set forth a plan of action to redevelop these vital commercial corridors into attractive, well-landscaped, pedestrian friendly shopping districts which will become a showcase of Lincoln Park. These plans will need to include both public and private participation. Public (governmental) involvement could take the form of street and sidewalk reconstructions and streetscape improvements such as road side trees, while private involvement may involve commercial redevelopment and reinvestment under new standards adopted by specific Zoning Ordinance amendments.

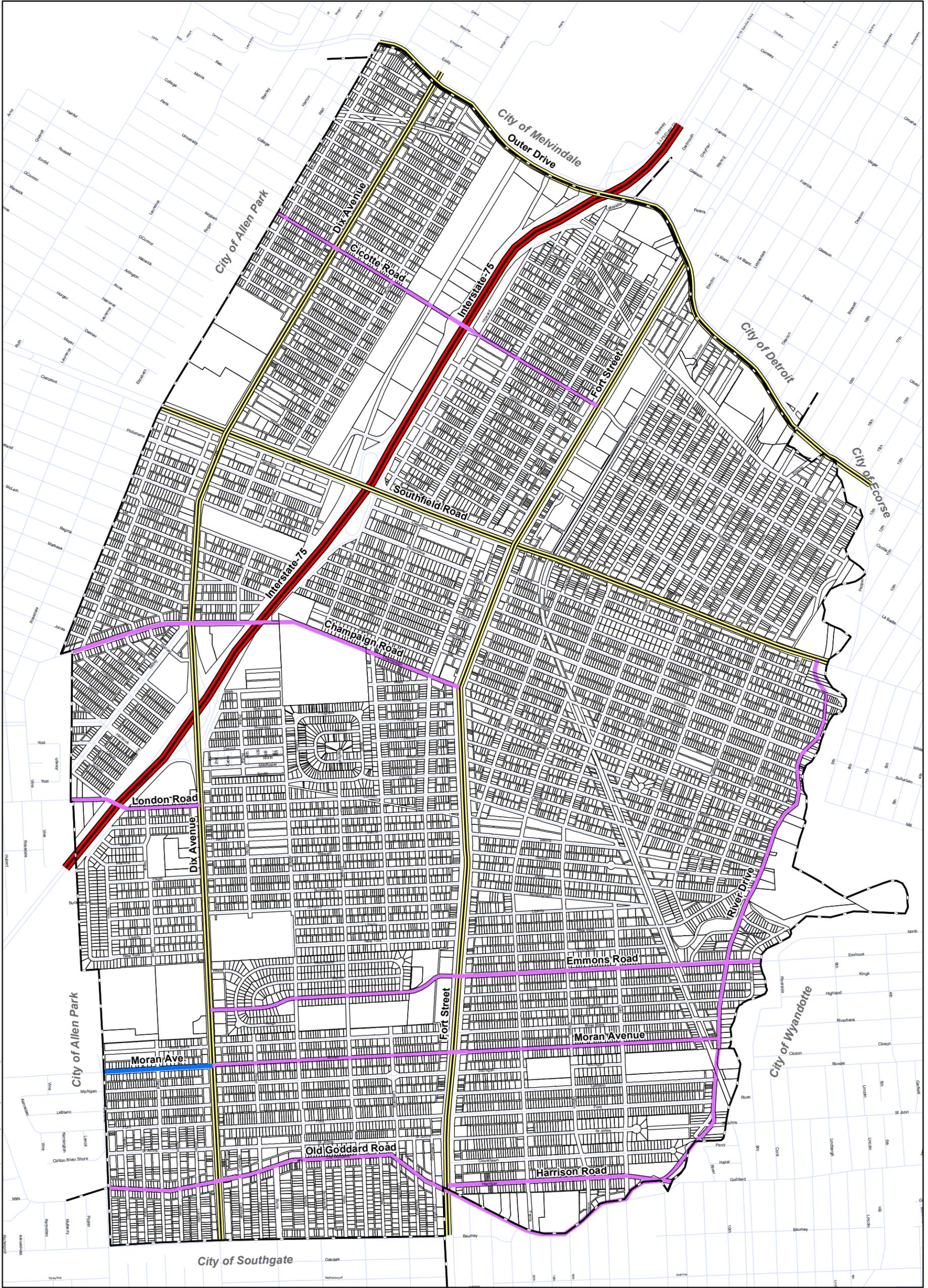
In addition to using zoning to achieve the goals of the corridor plans, recent State legislation allows communities to form Corridor Improvement Authorities (CIAs). Similar to a DDA, a CIA focus on the redevelopment of a defined district and allow for the reinvestment of increased tax revenues into the district. CIAs can be multi-jurisdictional and there can be multiple CIAs in one jurisdiction. Making use of this new development tool will help Lincoln Park to achieve a vastly improved aesthetic and visual perception of the City's commercial corridors.

### **Urban Minor Arterial**

The section of Moran Avenue from the City limits of Allen Park to Dix Highway is classified as an Urban Minor Arterial. Moran Avenue extends from Goddard Road in Allen Park to Fort Street, and is the first major east-west road south of Southfield that extends from Fort Street through Taylor to the Detroit Metropolitan Airport.

### **Urban Collector**

Numerous streets in Lincoln Park are classified as Urban Collectors, including Goddard, Harrison, Moran (east of Dix), and Emmons to the south; Moore, London (from the I-75 bridge to Dix), and Champaign (west of Fort Street) in the central area of the City; Cicotte between Dix and Fort Street in the north; and River Drive along the eastern edge of the City, south of Southfield Road. Except for River Drive, these Urban Collectors run primarily east-west, serving to knit together the more major north-south elements (Dix, Fort, I-75) of the local road network.



# Map 3-A Existing National Functional Classification

City of Lincoln Park, Michigan

-  Municipal Boundary
-  Urban Interstate
-  Urban Principal Arterial
-  Urban Minor Arterial
-  Urban Collector

Base Map Source: City of Lincoln Park, 2003  
Data Source: Michigan Department of Transportation, 1992 to 1996



**B. Twenty-Four Hour Traffic Volumes.**

Table 3.1 illustrates the most recent traffic volumes, as well as the National Functional Road Classification, for the major roads in Lincoln Park. The highest traffic volumes are on Interstate 75 and Southfield Road west of the freeway.

**Table 3.1: Average Daily Traffic (ADT) Volume Comparison  
for Major Roads, 1972 to 2005**

<b>Jurisdiction</b>	<b>Road Name and Functional Classification</b>	<b>1972 ADT</b>	<b>1996 ADT</b>	<b>2005 ADT</b>
MDOT	Interstate 75 <i>Urban Interstate</i>	104,554	85,000 - 91,000	109,000 - 114,000
MDOT; Wayne County	Southfield Road (at Dix) <i>Principal Arterial</i>	71,524	65,000	79,000
MDOT	Fort Street (at Southfield) <i>Principal Arterial</i>	38,447	47,172	34,500
Wayne County	Dix Avenue (at Southfield) <i>Principal Arterial</i>	36,228	43,404	37,699 (2004 data)
Wayne County	Outer Drive <i>Principal Arterial</i>	29,838	28,827	33,100 est.

*Sources: Lincoln Park Comprehensive Development Plan (1997); Michigan Department of Transportation; SEMCOG; McKenna Associates Analysis*

The overall level of traffic in Lincoln Park has increased only slightly in thirty years, but some of the traffic flows have changed over that period. There has been a decline and resurgence in traffic volumes on Interstate 75 with an almost proportionate opposite trend in volumes on Fort Street and Dix Avenue. Increases in traffic volumes on the major cross-county routes (I-75, Southfield Road) suggest that many drivers are just passing through the City, rather than coming to shop or dine.

**C. Act 51 Road Funding.**

Michigan's Public Act 51 of 1951, as amended, establishes the method by which federal gasoline tax revenues are distributed among local municipalities. The state keeps a portion of these revenues for the maintenance of interstates and state trunk lines. The remainder is distributed to local units of government based on a set formula incorporating the street type (major or minor; state, county, or local) and the total length of each type within a jurisdiction. Major streets, which are designed and constructed to carry greater volumes of traffic at higher rates of speed, receive a greater dollar-per-mile amount than local streets. Local streets are those with low volumes of traffic and lower speeds.

Map 3B illustrates those streets in the City that are classified as major or local. Table 3.2 shows a comparison of the number of lane miles within the City in 1972, 1996, and 2006.

Table 3.2: Street Classification by Total Miles for 1972, 1996, and 2006

<b><u>Street Type</u></b>	<b><u>1976</u></b>	<b><u>1996</u></b>	<b><u>2006<sup>a</sup></u></b>
State Trunkline	6.31 miles	6.31	n/a
County Primary	7.07	7.07	n/a
Major Street	30.41	31.25	n/a
Local	83.18	83.95	n/a
<b>TOTAL</b>	<b>126.97</b>	<b>128.58</b>	n/a

<sup>a</sup> No new road miles added

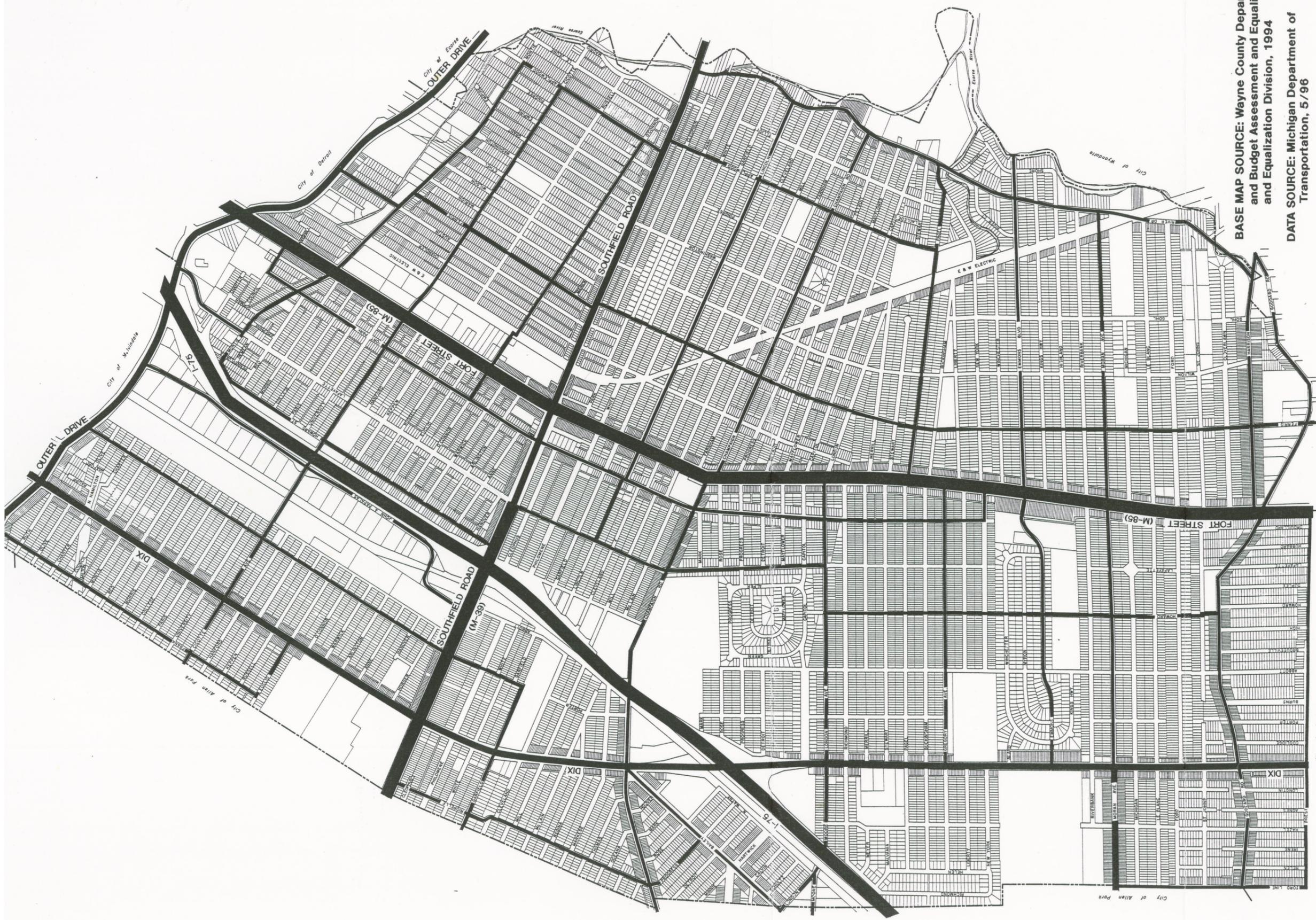
Sources: *Lincoln Park Comprehensive Development Plan (1997)* and *Lincoln Park Street Systems Map Public Act 51 of 1951, as amended, and City of Lincoln Park Department of Public Services, 2006.*

Table 3.2, above, shows only a slight increase (1.61 lane miles) of road that has been added to the City of Lincoln Park between 1976 and 1996. No additional miles of road were added between 1996 and 2006. The City of Lincoln Park should continually pursue amending the Act 51 map to include additional road segments to increase funding as development patterns change in the community. This is particularly important when considering that the Act 51 funding is allotted on the basis of 60 percent population and 40 percent mileage within the City's jurisdiction. The City's population is projected to decline (see Figure 4.1) into the future even though the number of households is anticipated to stay stable. In addition, revenue received by the City from Act 51 funds has not kept pace with the cost of road maintenance or construction. In order to just maintain its share of the funding, the City must aggressively pursue increasing the number of miles classified as major and local on the Act 51 map. This is even more important considering the current condition of the Act 51 road system within the City.

### **Maintenance of Existing Street System**

In the mid 1990s, the City commissioned two studies to determine the condition of its street system. The two studies *Pavement Evaluation Report City Major Street* and *Pavement Evaluation Report City Local Street*, completed in 1994 and 1995, respectively, by Hennessey Engineering, Inc., provided the base condition of the City's street system.

The *Pavement Evaluation Report City Major Street* details the conditions of the 39.82 miles of major streets within the City and is summarized by Table 3.3, below, in miles. The Table illustrates that 86% of the City's major street system is either in fair or worse condition with 40% of the lane miles considered to be poor to very bad. Only 5.74 miles or 14% of the major road system is considered in good to excellent condition.



BASE MAP SOURCE: Wayne County Department and Budget Assessment and Equalization and Equalization Division, 1994  
 DATA SOURCE: Michigan Department of Transportation, 5/96

- STATE TRUNK LINE
- COUNTY PRIMARY
- MAJOR STREET
- LOCAL STREET

# Map 3-B EXISTING ROAD CLASSIFICATION FOR ACT 51 FUNDING

LINCOLN PARK, MICHIGAN



**TABLE 3.3: Condition of Major Streets by Lane Mile**

<b>CONDITION</b>	<b>LENGTH (Mile)</b>
Excellent	.78
Good	4.96
Fair	15.62
Poor	8.76
Very Bad	9.70
<b>TOTAL</b>	<b>39.82</b>

Table 3.4, below, summarizes “The Pavement Evaluation Report City Local Street.” Approximately 83% of the local streets are in fair condition or worse with 45% of the local streets considered to be in poor or very bad condition. Approximately 17% or 12.37 lane miles are in good or excellent condition within the City.

**TABLE 3.4: Condition of Local Streets by Lane Mile**

<b>CONDITION</b>	<b>LENGTH (Mile)</b>
Excellent	.54
Good	11.83
Fair	28.89
Poor	19.12
Very Bad	14.00
<b>TOTAL</b>	<b>74.38</b>

Looking at the 114.2 miles of streets within the City, 45% or 51.58 miles are either in poor or very bad condition and are in immediate need of repair. An additional 39% or 44.51 miles are in fair condition and will need to be improved in the next five to ten years. Therefore, 84% or 96.09 miles or the 114.2 miles in the City will need to be improved within the next 10 years. Using Hennessey’s 1997 cost estimates of an average of \$748,335.00 per mile for major and local roads to just improve the very bad major 9.77 miles and local 14 miles, it will cost \$17.7 million to bring all of the streets in very bad condition up to acceptable standards today.

On average, the City receives approximately \$1.7 million from the combined resources from MDOT and the Michigan Municipal Bond Authority. \$1.7 million per year, without adjustment, equates to approximately 9.6% of the revenue needed. At this rate, it will take over 10 years to correct the very bad roadway deficiencies of today. The City should investigate every means possible to obtain a permanent stream of revenue for improvements to its road system. This revenue stream will likely need to come directly from the residents of the City, as gas tax revenue-sharing allocations are declining. In addition to establishing an additional revenue stream locally, the City should continue

to pursue the limited federal and state dollars for road improvements. In prioritizing improvements, one of the main considerations should be the impact of the improvement on the economic viability of the City.

#### **D. Public Transit.**

The City of Lincoln Park is serviced by Suburban Mobility Authority for Regional Transportation (SMART) with bus service along the major roadways with fixed line routes. Bus route 125 (Outer Drive/Fort Street) provides service from the downriver communities to downtown Detroit and Detroit Metropolitan Airport. Bus route 185 to Dearborn and Westland can be picked up along Southfield Road and Dix Highway in the northern part of the City. SMART also provides the Route 830 Downriver Park-and-Ride shuttle on Dix, south of I-75, for peak-hour service from Trenton, Riverview, Southgate, and Lincoln Park to downtown Detroit. The designated park-and-ride facility within the City is located at the Lincoln Park Community Center.

In addition to the SMART system, the City has transportation services for its senior citizens. Car pickup is available for those seniors that need to go to the doctor. In addition, one large bus and two smaller buses are available to transport seniors to the senior citizens center and to grocery stores on a weekly basis. These services are used most heavily by residents of the senior high-rise apartments on Fort Street.

#### **Conclusions.**

Overall, Lincoln Park's road network is sufficient to meet the current and future vehicular traffic needs for the movement of people and goods within and through the City, although the road system is not the asset to the community that it could be.

The City's most pressing transportation problem is the need to reconstruct and/or resurface its road system. Most of the road surfaces in the City need to be improved. Revitalization of the road network, particularly the major roads, is vital to Lincoln Park's continued success.

In order to accomplish this task, the City will need to find additional revenue streams beyond those from the federal and state governments. Residents in the past have approved temporary millages for the reconditioning of roads; this is one option for future funding. With federal and state allocations for transportation decreasing in real terms over the next five to ten years, the City needs to pursue an aggressive campaign at those levels to have funding for roads increased.

Over the long term, a joint public/private effort should be undertaken to improve commercial corridors. Two approaches need to be taken to increase the success of the commercial corridors in Lincoln Park.

First, the City needs to make amendments to the Zoning Ordinance to include better access management standards; landscaping standards along major corridors; signage standards including size, location, type, height, etc.; and comprehensive site development standards.

Secondly, corridor plans should be undertaken to establish the base condition on every parcel along the major transportation routes in the City. These plans should seek to establish the following:

1. Current condition of the corridor and suggested improvements;
2. Specific goals, objectives, and policies to implement the identified improvements;
3. A baseline of data to assist the City in using its limited resources to achieve the highest return to the City from both a financial and aesthetic perspective;

4. A solid basis for making specific zoning ordinance amendments that will enhance the City's corridors as they redevelop.

Finally, the City should work cooperatively with adjacent communities to link to the regional non-motorized pathway network. Pedestrian pathways should be developed along utility corridors and the Ecorse Creek. Linkages should be made from these primary routes to City parks, schools, commercial districts, and neighborhoods.

## Chapter IV

# Socio-Economic Analysis and Projections

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### Summary of Conclusions

- Lincoln Park must pursue and adopt policies to attract younger families into the City in order to prevent the further decline in the number of people and families, reverse the overall aging of the population, and to protect the income and employment status of all residents.
  - The City must develop alternative housing options for all residents, especially senior citizens.
  - The City must focus on maintaining and improving the quality and condition of both housing structures and commercial sites and buildings.
  - The City should focus on improving quality of life issues for existing and future residents.
- 

To determine the City's future land use, capital improvement, public service and public facility needs, a thorough study and assessment of demographics and socio-economic characteristics must be conducted. The objects of this investigation will be population characteristics (including age distributions, racial and ethnic backgrounds, families, and households), income levels, employment opportunities, economic conditions, and housing issues. This is an integral and important part of the comprehensive development planning process. Following the analysis of these factors, conclusions will be formulated to help determine future needs and establish goals and objectives to guide future development and redevelopment.

#### **A. Changes in Population and Housing Units**

Population. Total population in Lincoln Park reached a peak in the early 1960s, followed by a sharp decline in the 1970s and 1980s. The decline in population continues to this day and is projected to continue into the future, though most likely at a slower rate.

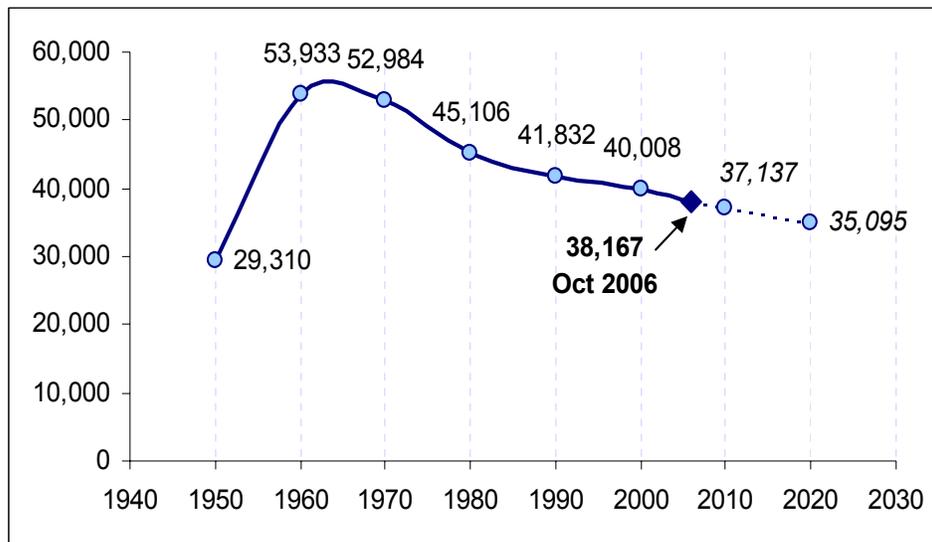
The rapid growth seen in the middle of the 20<sup>th</sup> Century was part of the nationwide trend of population expansion known as the "baby boom". Children born in the years following World War II signaled one of the largest population shifts in the nation's history. As the Baby Boomer generation grew up, their parents sought the increased living space and better opportunities found in the suburbs of larger cities. Lincoln Park was ideally situated to benefit from this migration due to its proximity to Detroit, and as a result, the City's population grew as never before.

As the Baby Boomers' parents grew older and fewer babies were born, Lincoln Park's population began to level off. At this point, the City also began to be built out; the amount of vacant land to support additional population simply was not available. Nationally, a second, smaller population peak is typically seen in the 1980's as the Baby Boomers began to have their own children, sometimes referred to as the "echo" generation.

This echo is not evident in Lincoln Park, however, indicating that the Baby Boomers grew up and left the City in search of education and employment opportunities elsewhere. This trend continues

today, as the young adults of the City move away to other regions and states, with little in-migration of new residents to compensate for the loss. The families that do stay are having fewer children than in years past, further contributing to the City’s slow decline in population.

**Figure 4.1: City of Lincoln Park Total Population, 1950 to 2020**



Source: US Census Bureau; SEMCOG estimates (2006)

Housing Units. From 1990 to 2000, the total number of occupied housing units decreased by 0.33%, while the population declined by 3.3%, a loss ten times as great as the number of housing units. These figures point to shrinking household sizes, which could indicate an aging population and an increase in “empty-nest” households where children grow up and move out of the City. A smaller population in a relatively constant number of housing units could also be an indication of a population with more disposable income for reinvestment into multiple properties and homes, although there is little evidence of this trend in Lincoln Park.

**Table 4.1: Total Population and Occupied Housing Units, 1990 and 2000**

	<u>1990</u>	<u>2000</u>	<u>Pct Change</u>
Total Population	41,382	40,008	-3.32%
Occupied Housing Units	16,257	16,204	-0.33%

Source: US Census Bureau

*Conclusion:* The population of Lincoln Park is getting smaller every year, a trend attributable to a number of factors. An aging population, the out-migration of young adults, limited in-migration of new residents and families, and shrinking household sizes all contribute to the observed and projected decline in total population. However, the total number of occupied housing units remains constant, indicating that a lack of housing in general is not limiting the City’s population. Should the number of housing units begin to decrease more rapidly, then the City will need to take action to replenish the housing stock and attract new residents to Lincoln Park. This can be accomplished by adopting policies to attract younger, working families with children or those planning to have children. Such policies could stabilize the population level and may possibly reverse the decreasing

trends. Providing a greater range of housing options (brownstones, lofts, stacked ranches, etc.) may also attract young urban professionals.

## B. Age, Sex, Race, and Educational Profile

Age. A significant factor related to the decline in total population is the aging of Lincoln Park's population. As shown in Table 4.2, the median age of City residents increased by 1.8 years during the 1990s. This increase is less than the state (2.9 years) or nation (2.4 years) over the same time period, but the median age in 2000 for Michigan and for the United States was 35.5 years and 35.3 years, respectively. Lincoln Park residents have a median age nearly equal to the state or nation as a whole, yet the smaller increase indicates that the population has been older than average for some time; the aging of Lincoln Park is not a recent phenomenon.

**Table 4.2: Age Distribution of Population for Lincoln Park, 1990 – 2015**

<u>Age Group</u>	<u>1990</u>		<u>2000</u>		<u>2010</u>		<u>2015</u>	
Total Population	41,832		40,008		37,137		35,938	
Under 5 years	2,979	7.12%	2,771	6.93%	2,527	6.80%	2,435	6.78%
5 to 17	7,166	17.13%	6,961	17.40%	5,854	15.76%	5,463	15.20%
18 to 34	11,792	28.19%	9,960	24.90%	8,656	23.31%	8,282	23.05%
35 to 64	13,871	33.16%	14,676	36.68%	13,901	37.43%	12,708	35.36%
65 and Over	6,024	14.40%	5,640	14.10%	6,199	16.69%	7,050	19.62%
Median Age	33.7		35.5		not available		not available	

Sources: US Census Bureau; Southeast Michigan Council of Governments

The aging of the population is further evidenced by the age distribution percentages shown in Table 4.2. All age groups under 65 years old, including those residents of prime childbearing age (18 to 34 years), are projected to decline over the next eight years. At the same time, the number of persons 65 years and older is projected to increase. Not only does this indicate an aging population, but it is also a sign that fewer younger families are expected to be moving into Lincoln Park in the near future. This results in a declining total population, an overall aging of the population, and a substantial decrease in the number of school aged children in the City.

*Conclusion:* The figures above indicate Lincoln Park's population is aging at a significant rate. To ensure Lincoln Park's long-term viability, this trend must be stabilized or reversed. Attracting younger families with children or those planning to have children into the City through new housing options and other policies should be of paramount importance to the City. Coupled with the projected decline in population, an older populace may result in negative effects on housing occupancy rates, housing value and quality, commercial activity, adequacy of health and emergency services, and other factors critical to the overall quality of life of Lincoln Park. The City should also partner with the school district to ensure a highly-rated and competitive school system is available for City residents.

Sex. According to the 2000 U.S. Census, the population of Lincoln Park was evenly divided between males (48.9%) and females (51.1%). The proportion of males and females in certain age groups,

however, was not balanced. 63.7% of males were aged 18 to 64 years, while only 59.5% of females were in this same age group. Females were dominant in the older age groups, with 16.9% of all females being age 65 or older compared to only 11.1% of all men.

*Conclusion:* Although the proportion of males and females in the total population is nearly equal, the male population outnumbers females in the younger age groups, while the reverse is true for the older age groups. These figures hint at the historical manufacturing emphasis of the City, with a majority-male workforce. The City should prepare for a heavier demand for educational, social, and recreational programs for young and middle-aged men, while programs (including health services) for senior citizens should be tailored to meet the demands of a predominantly female population.

Race/Ethnicity. Lincoln Park residents have historically been predominantly Caucasians of European descent, with few minorities living in the City. Observations over the past twenty years, however, indicate that the community is becoming more racially and ethnically diverse.

**Table 4.3: Race/Ethnicity of Lincoln Park Residents, 1980 to 2000**

	1980	1990	2000
Caucasian	98.0%	97.3%	93.3%
African-American	0.5%	0.9%	2.1%
Native American	1.5% combined	0.5%	0.5%
Asian		0.4%	0.5%
Other Race / Two or More Races (new in 2000)		0.8%	3.6%
Hispanic	2.6%	3.8%	6.4%

*Source: US Census Bureau; 1997 Lincoln Park Master Plan*

*Conclusion:* Although it is projected that the population will still be predominantly Caucasian, the numbers of African-Americans and Hispanics are projected to increase. The City should ensure that municipal services and programs are prepared to effectively interact with an increasingly diverse population and to welcome all new residents to the community. The types of retail businesses and services will likely need to become more diverse to serve the changing population of the City, and cultural preferences for a range of housing types and transportation options should be considered in future planning activities.

Education. The educational attainment of Lincoln Park’s adults is similar to that of other surrounding communities. Although most have received high school diplomas, one-quarter of the population has not, a common observation in areas whose labor force is primarily geared towards blue collar, manufacturing-based employment. However, changing views on education indicate that an increasing number of children will be receiving diplomas in the future, and many will seek additional training and education beyond high school.

Of the population of Lincoln Park age 3 and older, 9,264 people were enrolled in school of some type. 92% of school-age children (5-17 years of age) were enrolled, while 50% of residents age 18-24 attended school in 2000. Private and parochial schools reported an enrollment of 13.5% of Lincoln Park’s school-age children.

**Table 4.4: Educational Attainment for the Population Age 25+, 2000**

	Lincoln Park		Wayne County	Michigan
Total Population age 25 and over	26,982		1,305,288	6,415,941
Less than High School	6,834	25.4%	23.1%	16.5%
High School Diploma	10,995	40.7%	30.6%	31.3%
Some College, No Degree	5,864	21.7%	23.2%	23.3%
Associate/Bachelor Degree	2,777	10.3%	16.7%	20.7%
Advanced College Degree	512	1.9%	6.4%	8.1%

Source: US Census Bureau

*Conclusion:* The economy of the region is transitioning from a solid manufacturing base to a more diversified collection of industries, with an emphasis on “knowledge-based” industries such as biotechnology. Based on the 2000 Census data, the workforce of Lincoln Park is reasonably equipped to take advantage of coming changes, but one-quarter of the population will find the transition difficult without a high school-level education. Having half of the college-age population in school is encouraging, but more emphasis on higher education will be needed for the City to remain competitive in the changing employment market.

To increase the percentage of City residents with formal education and training, policies should be adopted to keep younger people in school, ensure that they graduate with at least a high school diploma, and then encourage them to seek higher levels of education and training beyond high school. The current and future generations of children and young adults will not easily find quality employment without a high school diploma, as their predecessors were able to do. Solid policies to support the education of today’s children will ensure that Lincoln Park has a competent, well-trained, and highly skilled labor force for the more technically advanced industries of the future.

**C. Households and Families<sup>1</sup>**

As with the total population, the total number of families and households in Lincoln Park has been declining over the past few decades. At the same time, the average family and household sizes have been slowly decreasing, compounding the decrease in total population.

In light of a declining overall population, the associated decline in families and households indicates that families appear to be moving out of Lincoln Park and there are not an equal number of people or families moving into the City to replace them. Secondly, the families that remain or move into the City are smaller, with fewer children.

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<sup>1</sup> A **household** consists of all the people who occupy a housing unit and includes the related family members and all the unrelated people, if any, such as lodgers, foster children, wards, or employees who share the housing unit. A person living alone in a housing unit, or a group of unrelated people sharing a housing unit such as partners or roomers, is also counted as a household.

A **family** or **family household** is a group of two people or more (one of whom is the householder) related by birth, marriage, or adoption and residing together. A **non-family household** consists of a householder living alone (a one-person household) or where the householder shares the home exclusively with people to whom he/she is not related by birth, adoption, or marriage.

The sharp decline in total families reveals that the proportion of non-family households (singles, unmarried couples, etc.) is increasing in the City. The stable number of households, though, shows that the average household size is decreasing, suggesting fewer children and a greater number of older, single residents.

**Table 4.5: Population, Families, and Households, 1990 and 2000**

	<u>1990</u>	<u>2000</u>	<u>Difference</u>
Total Population	41,832	40,008	-4.36%
Total Families	11,506	10,575	-8.09%
<i>Average Family Size</i>	<i>3.10</i>	<i>3.04</i>	<i>-1.94%</i>
Total Households	16,257	16,204	-0.33%
<i>Average Household Size</i>	<i>2.57</i>	<i>2.46</i>	<i>-4.28%</i>

Source: US Census Bureau

Along with their total number, consideration must also be given to the characteristics of families and households. Several factors concerning the composition and relationship of families and households can be as important as their total number. In some cases, these characteristics of families and households can have an equal if not greater impact than the actual changes in numbers.

**Table 4.6: Household Types and Relationships, 1990 and 2000**

	<u>1990</u>	<u>2000</u>
Total Families	11,506	10,575
Married Couples	8,880 (77.2%)	7,495 (70.9%)
with related children	4,111 (35.7%)	3,404 (32.2%)
without related children	4,769 (41.4%)	4,091 (38.7%)
Other Families	2,626 (22.8%)	3,080 (29.1%)
Single Mothers with children	1,128 (9.80%)	1,031 (9.75%)
One-person Households	4,092	4,742

Source: US Census Bureau

From 1990 to 2000, the percentage of families headed by a married couple declined by 6.3%, while 'other families', including non-married couples and single parents, increased by the same percentage. Families in Lincoln Park are seeing children grow up and move away; those families with younger children are having fewer of them than in the past. The total number of single-person households increased by 16%; coupled with the population decline, this points to an increasing number of widowed senior adults in the City.

*Conclusion:* Lincoln Park is increasingly becoming a city of single persons and couples without children. The number of married couples is decreasing, whether through mortality, divorce, or lifestyle choices. These trends in household composition underscore the need for Lincoln Park to attract younger, working families with children or those planning to have children to reverse the decreasing trend of fewer, smaller families and households. Maintaining an adequate supply of quality and affordable housing, improving the aesthetics of the City's corridors and entrances,

making Lincoln Park a more attractive place to live and visit, creating activities that will make Lincoln Park a retail, recreation, and entertainment destination. Improving educational opportunities will help to attract and retain a healthy mix of households and families that will ensure the City's future viability.

#### D. Income and Employment Status

Income. Lincoln Park continues to be a relatively prosperous community in terms of income and employment. According to the 2000 Census, income levels in the City are higher than regional and national figures. Although this points to a healthy economy in Lincoln Park, there are some factors relating to the sources and context of income and employment that raise concern.

**Table 4.7: Income Characteristics, 1989 and 1999**

	<u>Lincoln Park</u>	<u>Wayne County</u>	<u>Michigan</u>	<u>United States</u>
Median Household Income	\$30,638 (1989) \$42,515 (1999)	\$27,997 (1989) \$40,776 (1999)	\$31,020 (1989) \$44,667 (1999)	\$30,056 (1989) \$41,994 (1999)
Households Receiving <u>Social Security</u> Income	32.9% in 1989 30.7% in 1999	28.5% in 1989 27.5% in 1999	26.7% in 1989 26.2% in 1999	26.3% in 1989 25.7% in 1999
Households Receiving <u>Retirement</u> Income (excluding Social Security)	23.6% in 1989 22.0% in 1999	18.8% in 1989 19.8% in 1999	17.4% in 1989 19.2% in 1999	15.6% in 1989 16.7% in 1999

Source: US Census Bureau

Average household incomes tend to be higher than the median in Lincoln Park, indicating the presence of high-paying jobs in the community. Incomes increased over 40% (120% the rate of inflation) between 1990 and 2000, with half of households in the city earning more than \$42,515 in 2000. As compared with the county, state, and nation, a higher percentage of households in Lincoln Park derive a share of their income from Social Security or retirement programs (52.7% of all households), a characteristic shared with other downriver communities.

While the percentage of households in Lincoln Park receiving Social Security income decreased from 1989 to 1999, consistent with households in the county, state, and nation, the decrease was larger than these other areas (-2.2% vs. -1.0% county, -0.5% state, -0.6% nation). The percentage of households in the county, state, and nation receiving retirement income increased, however, while Lincoln Park reported a decrease of households receiving income from retirement programs.

*Conclusion:* The trend of rising income levels in Lincoln Park from 1989 to 1999 is consistent with the county, state, and nation. One explanation for these gains may be the relative prosperity over this time period of the pension and retirement funds for the automotive industry and other manufacturers surrounding Lincoln Park. Changes in the local and regional economy since 1999, however, have been significant; these impacts are not yet evident in the statistical data available for Lincoln Park. Almost certainly, incomes will have increased since 1999, but not at the high rate observed in the data above.

The high percentage of households in Lincoln Park deriving all or part of their income from Social Security and other retirement sources is yet another indicator of the aging population of the City. Despite an increase in the number of senior residents, however, the percentage of households

receiving Social Security declined at two to four times the county, state, and national rates, pointing to the City’s overall population loss. This is also evident in the retirement income figures: while the county, state, and nation were increasing due to an aging population, the percentage of households receiving retirement income in Lincoln Park decreased from 1989 to 1999 despite an aging population.

As pension funds and Social Security become increasingly unreliable sources of income for older residents of Lincoln Park, the City should adopt policies encouraging the development of senior housing to provide less costly housing alternatives. This would also make available more single-family housing units, helping to attract and keep young families in the City. Additionally, the City should be prepared for the burden of additional services for an aging population with decreasing personal means of financial support.

Employment. Nearly two of every five residents in Lincoln Park were employed in either durable goods manufacturing or retail sales in 2000. A higher percentage of residents in Lincoln Park were employed in both of these industries than in the county, state, or nation. While the up-and-down trend of manufacturing employment is fairly consistent with the region, the decline in retail employment reflects the trends in decreasing population and increasing age. As younger families settle elsewhere in the region, retailers are following their target market and abandoning inner-ring suburbs such as Lincoln Park.

**Table 4.8: Percent of Labor Force by Selected Industries, 1990-2000**

	Lincoln Park			Wayne County	Michigan	United States
	1990	1996 est.	2000	2000		
Durable goods manufacturing	22.4%	20.9%	23.4%	21.8%	22.5%	14.1%
Retail Sales	20.0%	19.6%	13.6%	10.7%	11.9%	11.7%

Source: US Census Bureau

**Table 4.9: Unemployment, 2000**

	Lincoln Park	Downriver	Wayne County	Michigan	United States
Percent of Labor Force Unemployed	6.2%	7.6%	8.5%	5.8%	5.7%

Source: US Census Bureau

In 2000, unemployment in Lincoln Park was higher than state or national averages but lower than most surrounding communities, including the Downriver region<sup>2</sup> and Wayne County overall. Among Downriver communities, the cities of Ecorse and River Rouge had the highest unemployment rates at 12.26% and 13.42% respectively, twice that of Lincoln Park.

<sup>2</sup> The Downriver area includes those municipalities generally south of Detroit and east of I-275. These communities have similar economic and social characteristics and have historically had primarily manufacturing-oriented economies. The selected cities included in the comparisons for this chapter are Lincoln Park, Allen Park, Ecorse, Melvindale, River Rouge, Southgate, and Wyandotte, which are all located in the northeast section of Downriver.

*Conclusion:* The total labor force is projected to decrease over the next decade as the population of Lincoln Park ages. This accounts for some of the trends observed in employment, especially the decline in retail sales in the City. Attracting younger, working families could help to stabilize this decreasing trend. The City should also continue to improve its retail stock by adopting design and location standards to attract, develop, and retain quality commercial businesses.

The higher rates of unemployment observed in Wayne County and the Downriver communities are characteristic of inner-ring suburbs and older manufacturing areas. Despite this fact, the single-family residential character, affordable housing values, and high amount of retail opportunities make Lincoln Park an attractive community for middle class families. Most of these families tend to be employed in the automotive and supporting industries, which are currently undergoing significant transitions. To maintain a lower rate of unemployment and stable household incomes in Lincoln Park, younger working families from a broad range of industries need to be attracted to the City.

### E. Housing Characteristics

The data regarding housing in Lincoln Park suggest a strong, healthy housing market with a few minor concerns. Housing values and costs are reasonably affordable, providing a good housing market for younger, working families. There are, however, some indications relative to the different types and ages of housing which, if not addressed, could present problems for the future.

**Table 4.10: General Housing Characteristics, 2000**

	<u>Lincoln Park</u>	<u>Downriver Average</u>	<u>Wayne County</u>
Total Housing Units	16,281	8,603	826,145
Single Family Detached	81.7%	76.8%	67.8%
5+ Units in Structure	9.5%	12.3%	15.0%
Occupied Housing Units	16,204 (96.3%)	9,330 (95.4%)	768,440 (93.0%)
Same Occupant 5+ Years	61.9%	62.1%	57.8%
Owner Occupied	79.1%	74.9%	66.6%
Median Housing Value	\$83,900	\$83,067	\$96,200
Median Age of Housing Units	53 years	54 years	52 years

*Source: US Census Bureau*

Housing values are fairly average as compared with surrounding communities. The 2000 median housing value was \$83,900 compared with the \$83,186 average of Downriver communities. Nearly three-quarters of all owner-occupied housing units in Lincoln Park range from \$50,000 to \$99,999 in value, with an additional 18% in the \$100,000 to \$149,999 range.

Lincoln Park's housing stock is stable, with more single-family homes than the Downriver or County average. Only Allen Park has a higher percentage (97.7%) of occupied housing units and a higher percentage (71.3%) of housing units in which the occupants have lived in their current house longer than five years. The percentage of owner-occupied housing units in Lincoln Park is notably higher than the averages for the Downriver communities and Wayne County.

Housing units in the City are generally older, with only 21.0% built after 1960, although this is a common trend among Downriver and other Wayne County communities. The median age of housing units in Lincoln Park is consistent with the Downriver and County figures. For comparison, River Rouge has the oldest housing stock (median age = 61 years), while Southgate has the newest (median age = 46 years) among the Downriver communities.

*Conclusion:* The City has been successful in keeping housing values at a reasonably attainable level, while at the same time keeping them high enough to guarantee good, quality structures. This makes Lincoln Park an attractive choice for younger, working families. More housing options for young professionals are needed. These include loft units, brownstone/row housing, mixed-use developments, and condominium units.

It is apparent that most single-family homes are occupied by owners who are retired or are approaching retirement. The City should encourage senior housing developments to provide retired residents with low-maintenance housing options. This will free up single-family homes for younger, working families. Without other options, seniors stay in homes longer and younger families move elsewhere. The seniors often cannot adequately maintain these homes in their later years, and as a result the homes deteriorate and lose value. A variety of senior housing choices can relieve older residents from the need to maintain properties as they get older, and it also provides them a supplementary income source from the sale of their homes.

Lincoln Park's housing stock is relatively old. While proper maintenance can extend the life of any structure, many of these units may be nearing the end of their useful lives. Strict enforcement of the City's housing code is of utmost importance to keep these homes from deteriorating. Zoning regulations for the neighborhoods containing these homes should focus on smaller lot sizes and smaller setbacks to avoid creating a significant amount of nonconforming structures. Suburban-style, subdivision standards should be avoided.

#### **F. Comparison with Selected Downriver Communities**

It is difficult to comprehend the full meaning of demographic information for one community in isolation. To provide a better understanding of Lincoln Park's standing amongst other Downriver communities, information was also gathered for Allen Park, Ecorse, Melvindale, River Rouge, Southgate, and Wyandotte. Listed on the following page is Table 4.11, containing various data for all of these cities.

**Table 4.11: Comparison of 2000 Demographic Data, Lincoln Park vs. Other Downriver Communities**

		Lincoln Park	Allen Park	Ecorse	Melvindale	River Rouge	Southgate	Wyandotte	Downriver Average
Population and Age	Total Population	<b>40,008</b>	29,376	11,229	10,735	9,917	30,136	28,006	22,772
	Median Age	<b>35.5</b>	41.0	33.1	35.7	31.0	38.5	38.0	36.1
	% Under 5 years of age	<b>6.93%</b>	5.34%	7.87%	6.87%	8.27%	5.38%	5.60%	6.61%
	% Under 18 years of age	<b>24.33%</b>	22.16%	27.83%	24.42%	31.20%	21.52%	22.65%	24.87%
	% 65 years of age and over	<b>14.10%</b>	20.89%	12.33%	13.49%	10.62%	16.23%	15.71%	14.77%
Families and Households	Total Households	<b>16,204</b>	11,974	4,339	4,499	3,640	12,836	11,816	9,330
	Average Household Size	<b>2.46</b>	2.43	2.58	2.38	2.72	2.33	2.36	2.47
	Total Families	<b>10,575</b>	8,202	2,733	2,694	2,503	8,043	7,422	6,025
	Married-Couple Families	<b>7,495</b>	6,591	1,344	1,780	1,142	6,317	5,470	4,306
	Average Family Size	<b>3.04</b>	2.99	3.23	3.07	3.25	2.98	2.99	3.08
Education & Employment	% High School Graduate	<b>74.67%</b>	87.32%	64.12%	71.86%	69.52%	80.54%	79.70%	75.39%
	% Bachelor's Degree	<b>6.92%</b>	19.65%	4.72%	5.84%	5.57%	12.68%	12.71%	9.73%
	Civilian Labor Force	<b>19,782</b>	14,001	4,535	4,994	4,025	15,339	14,545	11,032
	% Unemployed	<b>6.15%</b>	3.51%	12.26%	7.07%	13.42%	4.90%	5.80%	7.59%
Income and Poverty	Median Household Income	<b>\$ 42,515</b>	\$ 51,992	\$ 27,142	\$ 37,954	\$ 29,214	\$ 46,927	\$ 43,740	\$ 39,926
	% Households Less than \$25,000	<b>26.27%</b>	17.54%	44.94%	32.16%	41.57%	22.21%	26.20%	30.13%
	% Households \$75,000 or more	<b>17.90%</b>	29.07%	9.91%	13.09%	11.81%	22.14%	19.93%	17.69%
	Per Capita Income	<b>\$ 20,140</b>	\$ 24,980	\$ 14,468	\$ 19,011	\$ 13,728	\$ 23,219	\$ 22,185	\$ 19,676
	% Persons in Poverty	<b>7.72%</b>	3.21%	22.59%	11.43%	22.01%	4.56%	6.20%	11.10%
	% Families in Poverty	<b>6.05%</b>	1.91%	17.32%	7.58%	19.08%	2.57%	4.66%	8.45%
Housing Characteristics	Housing Units	<b>16,821</b>	12,254	4,861	4,760	4,080	13,361	12,303	9,777
	Owner-occupied Units	<b>12,825</b>	10,529	2,669	3,040	2,110	9,093	8,633	6,986
	Renter-occupied Units	<b>3,379</b>	1,445	1,670	1,459	1,530	3,743	3,183	2,344
	Vacant Housing Units	<b>617</b>	280	522	261	440	525	487	447
	Median Housing Value	<b>\$ 83,900</b>	\$ 118,900	\$ 43,600	\$ 78,400	\$ 46,300	\$ 108,600	\$ 102,600	\$ 83,186
	Median Contract Rent	<b>\$ 452</b>	\$ 551	\$ 368	\$ 451	\$ 358	\$ 553	\$ 464	\$ 457

Source: US Census Bureau

As shown in Table 4.11, Lincoln Park has more population, families, and households than surrounding communities with approximately the same area. Although some categories are close to regional averages, Lincoln Park compares favorably in almost every category as compared to other Downriver cities.

*Conclusion:* The City of Lincoln Park has a stronger social, economic, and housing base than surrounding communities. Educational attainment, in terms of the percent of high school and college graduates, lags behind other cities in the area, although unemployment is lower in Lincoln Park than the Downriver average. All steps should be taken to maintain and improve the quality of social conditions, educational opportunities, housing conditions, and commercial establishments.

## **G. Neighborhood Planning Needs Analysis**

The previously detailed findings of recent socio-economic data and demographics suggest planning practices and policies to be followed by the City when implementing this Comprehensive Development Plan. The most commonly recurring of these findings are the need to attract younger, working families with children, or those planning to have children; the need to provide housing alternatives, especially for young professionals and seniors; the need to maintain quality housing structures; and the need to maintain and redevelop quality commercial establishments. Table 4.12 on the following page summarizes the various facts and findings.

Obviously, there is no single solution to these concerns. The City of Lincoln Park will need to review and undertake many different policies and practices as an answer to these findings. This entire Comprehensive Development Plan shall serve as an overall and general guide to those practices and policies. A brief summary of some of the more important and more highly recommended practices and policies is summarized below.

- Lincoln Park is in competition for the region's diminishing number of young, large families.
- A commission on young families with the responsibility to allow Lincoln Park to attract younger families on a competitive basis should be established in the City by the Mayor and City Council. Incentives, subsidies, and programs in support of children and larger families should be studied and proposed to the Mayor and Council.
- The City of Lincoln Park must seriously consider actively pursuing and developing housing alternatives for seniors and families of childbearing age.
- The City needs to partner with the school district to ensure the highest quality education is being offered.
- There needs to be a strict but fair program of building code enforcement for all structures.
- A thorough site plan review process must be strictly adhered to for all proposed developments and especially redevelopments or additions.
- A comprehensive capital improvements program must be adopted and adequately funded by the City.
- Adoption of design guidelines and standards for commercial developments must seriously be considered.
- Increased attention must be focused upon the City's quality of life issues (e.g., parks, greenways, recreation programs) and overall aesthetics, especially at entrance points into Lincoln Park.

- Enhanced day care and young family opportunities for Lincoln Park residents should be studied as a competitive program.

**Table 4.12: Summary of Demographic Facts and Conclusions**

<u>Fact</u>		<u>Conclusion</u>
• Population decreasing	→	<ul style="list-style-type: none"> <li>• Need to attract younger families with children</li> <li>• Need to appoint young families commission provide quality education and recreation programs and facilities and quality of life amenities such as greenways.</li> </ul>
• Median age increasing	→	
• Lack of housing options, especially for seniors	→	• Need to encourage housing alternatives for seniors, young professionals, and others
• Significant share of incomes from retirement sources	→	• Need to attract more working families to diversify household income sources
• Household and family incomes increasing	→	• Need to attract more working families to continue positive trend
• Work force in blue-collar, durable goods manufacturing jobs is fluctuating while work force in retail sales jobs is decreasing	→	<ul style="list-style-type: none"> <li>• Need to attract more working families and focus on “quality” retail developments</li> <li>• Provide better educational opportunities to residents to anticipate changing economy</li> </ul>
• Unemployment higher than state and national averages but lower than other downriver communities	→	<ul style="list-style-type: none"> <li>• Need to attract more working families to keep unemployment low</li> <li>• Increase education and job training programs</li> </ul>
• Housing stock is relatively old	→	• Need to encourage strict code enforcement policies

**Lincoln Park Compared with Other Downriver Communities:**

- Higher Incomes
- More People, Families, and Households
- Lower than Average Unemployment Rates
- Fewer Families in Poverty
- Affordable Housing Values

**Table 4.13: How Things Have Changed**

<ul style="list-style-type: none"> <li>○ Since 1950, the average new house has increased by 1,247 sq ft. Meanwhile the average household has shrunk by one person.</li> <li>○ One in four Americans wants at least a 3-car garage.</li> <li>○ Eighty-eight percent (88%) of Americans commute to work. Seventy-six percent of those drivers commute alone.</li> <li>○ The number of Americans with commutes of longer than 90 minutes each way has increased 95% since 1990.</li> <li>○ In 1950, 1 in 100 homes had 2.5 bathrooms or more. Today, 1 in 2 do.</li> <li>○ People who live in cities use half as much energy as suburbanites.</li> <li>○ Seven percent (7%) of all homes are in gated communities</li> <li>○ Seven percent (7%) of all homes are mobile homes.</li> <li>○ Since 2001, the number of Americans who have brought second homes has increased by 24%.</li> </ul>
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SOURCE: “This New House,” Nathan Fox, Mother Jones magazine, March/April 2005.

**Table 4.14: Modern Lifestyle Trends**

	Millennials	Generation X	Baby Boomers
<b>Age</b>	Under 28 years old in 2006 (born 1978 and after) <ul style="list-style-type: none"> <li>• Kids 0-7</li> <li>• Tweens 8-12</li> <li>• Teens 13-17</li> <li>• Post-High School 18-28</li> </ul>	29 - 41 years old (born 1965 to 1977)	42 - 60 years old (born 1946 to 1964)  Every 7 seconds, one Boomer turns 50.
<b>Population</b>	78 million to 100 million	44 million	78 million
<b>Key Characteristics</b>	Tech-savvy, media-saturated, raised in affluent times, ethnically diverse, fluid approach to family, work and play	Cynical, media-savvy, individualistic, grew up during economic downturn	Optimistic economically, largely since they did not experience the Great Depression
<b>Prime Information Sources</b>	Internet, radio, cable TV, magazines	Internet, cable TV, radio, magazines, newspapers	Cable TV, radio, magazines, newspapers
<b>Key Values</b>	Diversity, flexibility, empowerment, change, reward	Freedom, responsibility, reality, cool	Physically evolving, lifestyle changing, financially focused, strong core values
<b>Buying Power</b>	Millennials up to age 21 are spending about \$172 billion a year and saving about \$39 billion  Pre-teens (8-12 years of age) spend \$19.1 billion annually 87% spending their parents’ money  Teens (13-19) spend \$94.7 billion. 27% of teens are spending their parents’ money.	Spend approximately \$125 billion year on goods and services	Total \$10 trillion net worth  Half of the nation’s disposable income.  Holds 70% of the assets.

Adapted from: Iconoculture 2004, Del Webb and John Handely, “Modern Living Trends,” Chicago Tribune, June 5, 2005.

## Chapter V

# Economic Analysis

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### **Summary of Conclusions**

- The City of Lincoln Park should focus on capturing a greater share of regional retail spending by attracting larger, regional retailers as anchors for a diverse mix of local specialty retail establishments
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### **RETAIL ANALYSIS**

#### **A. Existing Businesses, Sales and Competition**

Lincoln Park's retail sector accounts for one quarter of the business establishments in the City and is second only to manufacturing in providing jobs within the City. This fact indicates that retailing and commercial services are key components of the City's economy. Consequently, most of the economic analysis of this Comprehensive Development Plan focuses on the current condition and potential development of the City's retail sector.

In general, the City's commercial districts are in good condition. While the downtown has a high number of commercial vacancies, most other retail strips and centers throughout Lincoln Park have relatively good occupancy rates and show signs of strength. Sales figures demonstrate that the City attracts retail shoppers from the surrounding region. Determining a strategy for the City to hold onto and strengthen its position as a regional attraction will be essential to maintaining the economic health and stability of Lincoln Park.

Table 5.1 lists the number of retail and service establishments by type and by number of employees, and Table 5.2 provides an inventory of major shopping centers within the City, with approximate available retail space in each center (Available space may or may not be occupied by an active retail tenant).

The listing of retail establishments in the City indicates that the City's retail sector includes a large number of grocery stores and restaurants, which tend to serve the local trade area. Of retail stores, the most prevalent types in Lincoln Park in 2004 were supermarkets and grocery stores (9.5% of all retail stores), automotive parts and accessories stores (8%), and gas stations with convenience stores (7.5%). In the service sector, automobile repair and maintenance accounted for 37% of service establishments, with religious organizations (11%) and beauty salons (10%) a distant second and third. All of these types of establishment primarily serve a local trade area rather than being regional shopping attractants. It may be the case, however, that regional shopping destinations are only represented by one or two establishments in Lincoln Park.

The chief competition for Lincoln Park's commercial areas comes from newer commercial centers developed outside of the City such as Fairlane Towne Center in Dearborn. Such retail centers include multiple, large anchor tenants. Given the increased competition from such newer centers, improvements to make existing commercial sites more aesthetically desirable are essential if they are to maintain their competitive strength.

Table 5.1: Total Retail and Other Service Establishments in 2004, Lincoln Park, MI

NAICS Industry Code	Industry Code Description	Number of Establishments	Number of Establishments by Number of Employees				
			1-4	5-9	10-19	20-49	50+
44----	<b>TOTAL RETAIL TRADE</b>	<b>148</b>	<b>67</b>	<b>35</b>	<b>26</b>	<b>15</b>	<b>5</b>
441120	Used Car Dealers	3	2	1	-	-	-
4413--	Automotive Parts, Accessories, and Tire Stores	12 (8%)	2	3	4	3	
442110	Furniture Stores	4	1	2	1	-	-
443111	Household Appliance Stores	2	1	1	-	-	-
443112	Radio, Television, and Other Electronics Stores	7	5	-	2	-	-
443120	Computer and Software Stores	1	-	1	-	-	-
444110	Home Centers	1	1	-	-	-	-
444130	Hardware Stores	2	1	-	-	1	-
444190	Other Building Material Dealers	3	1	1	1	-	-
445110	Supermarkets & Other Grocery (except Convenience) Stores	14 (9.5%)	5	3	1	2	3
445120	Convenience Stores	9	6	-	3	-	-
445291	Baked Goods Stores	1	1	-	-	-	-
445292	Confectionery and Nut Stores	2	2	-	-	-	-
445310	Beer, Wine, and Liquor Stores	7	5	2	-	-	-
446110	Pharmacies and Drugstores	8	3	-	-	4	1
446130	Optical Goods Stores	4	1	2	1	-	-
44619-	Other Health and Personal Care Stores	4	3	-	-	1	-
447110	Gasoline Stations with Convenience Stores	11 (7.5%)	8	2	1	-	-
447190	Other Gasoline Stations	5	3	2	-	-	-
4481--	Clothing Stores	8	3	3	-	2	-
448210	Shoe Stores	5	-	3	2	-	-
448320	Luggage/Leather Goods Stores	1	-	1	-	-	-
451110	Sporting Goods Stores	4	-	2	1	1	-
451120	Hobby, Toy, and Game Stores	1	-	-	1	-	-
451140	Musical Instrument and Supplies Stores	1	-	-	1	-	-
451211	Bookstores	1	-	1	-	-	-
452111	Department Stores	1	-	-	-	-	1
452910	Warehouse Clubs and Supercenters	1	-	-	-	1	-
452990	Other Gen. Merchandise Stores	6	1	3	2	-	-

NAICS Industry Code	Industry Code Description	Number of Establishments	Number of Establishments by Number of Employees				
453110	Florists	1	-	1	-	-	-
453220	Gift, Novelty, and Souvenir Stores	3	1	-	2	-	-
453310	Used Merchandise Stores	5	3	-	2	-	-
453910	Pet and Pet Supplies Stores	1	1	-	-	-	-
453991	Tobacco Stores	3	3	-	-	-	-
453998	All Other Miscellaneous Retail	5	4	1	-	-	-
454113	Mail-Order Houses	1	-	-	1	-	-
<b>722---</b>	<b>EATING &amp; DRINKING PLACES</b>	<b>68</b>	<b>23</b>	<b>14</b>	<b>13</b>	<b>15</b>	<b>3</b>
<b>81----</b>	<b>TOTAL OTHER SERVICES</b> (excluding Public Administration)	<b>109</b>	<b>65</b>	<b>28</b>	<b>8</b>	<b>8</b>	<b>0</b>
8111--	All Automotive Repair and Maintenance	37 (34%)	21	9	4	3	-
811211	Consumer Electronics Repair and Maintenance	1	-	1	-	-	-
811212	Computer and Office Machine Repair and Maintenance	3	2	-	1	-	-
811310	Commercial/Industrial Machinery Repair and Maintenance	1	-	1	-	-	-
81141-	Personal and Household Goods Repair and Maintenance	3	2	1	-	-	-
811420	Reupholstery and Furniture Repair	1	1	-	-	-	-
811490	Other Personal/Household Goods Repair and Maintenance	5	5	-	-	-	-
812111	Barbershops	1	1	-	-	-	-
812112	Beauty Salons	11 (10%)	5	3	-	3	-
812113	Nail Salons	1	1	-	-	-	-
812191	Diet & Weight-reducing Centers	1	1	-	-	-	-
812199	All Other Personal Care Services	3	3	-	-	-	-
812210	Funeral Homes and Services	4	1	3	-	-	-
812310	Coin-operated Laundries	2	-	1	-	1	-
812320	Dry Cleaning and Laundry Services	10	6	3	1	-	-
812332	Industrial Launderers	1	1	-	-	-	-
812910	Pet Care (exc. veterinary services)	1	1	-	-	-	-
812990	All Other Personal Services	3	1	2	-	-	-
813110	Religious Organizations	12 (11%)	8	3	-	1	-
8132-- 8134-- 8139--	All Other Grantmaking, Civic, and Professional Organizations	8	5	1	2	-	-

Source: 2004 ZIP Code Business Patterns, U.S. Census Bureau

**Table 5.2: Major Retail Centers in Lincoln Park**

Name of Center and Location	Major Tenant(s)	Approximate Retail Space
Lincoln Park Shopping Center (Dix Highway, north of Southfield Rd)	Sears	375,000 sq. ft.
Kroger (Dix Highway, south of Southfield Rd)	Kroger	60,000 sq. ft.
Lincoln Park Plaza (Fort Street at Emmons Boulevard)	Farmer Jack; JC Penney	150,000 sq. ft.
Meijer (Dix Highway at Emmons Boulevard)	Meijer	195,000 sq. ft.
Downtown Lincoln Park (Fort Street and Southfield Road)	Walgreens	500,000 sq. ft.

Source: McKenna Associates, Inc., 2006.

## B. Retail Sales Potential

Projection of the retail potential in Lincoln Park was determined using the following steps:

- **Delineate potential local and regional trade areas.** The potential trade area is the geographic area from which the sustaining patronage for shopping facilities is obtained. The boundaries are determined by several factors, including the nature of the commercial facilities, accessibility, physical barriers, location of competing shopping centers, and limitations of driving time and distance.
- **Determine share of local trade area sales.** The purpose of this analysis is to determine if the City is losing potential expenditures from the local market to surrounding areas.
- **Determine share of regional trade area sales.** The purpose of this step is to determine what portion of the regional trade area sales potential is captured by Lincoln Park businesses.

### Delineation of Local and Regional Trade Areas

The first step in projecting the potential for future commercial development involves delineation of the potential trade area from which customers are most likely to be drawn. Distance is the most important determinant of trade area because people will generally travel to the nearest businesses that serve their needs. Other factors that affect trade area include travel times, quality, service, variety of merchandise, and accessibility. In general, local trade areas do not extend beyond a three mile radius. Regional trade areas generally extend 10 to 15 miles from a site.

#### *Local Trade Area*

Potential trade areas for Lincoln Park businesses are difficult to determine. Businesses within the City are geographically widespread along several major commercial corridors. Comparison or community shopping centers that tend to have larger trade areas are located primarily along Southfield Road.

Businesses along the two other major commercial corridors, Fort Street and Dix Highway, are largely made up of businesses serving the local community, although not exclusively. These businesses rely most heavily on patronage from within the City and to a lesser extent on pass-by traffic from the surrounding area. This is particularly true for the Fort Street corridor because the Ecorse River forms a natural barrier along the City's eastern border.

For the above reasons, the primary, or local trade area, is best defined as the area within the City's boundaries. The potential trade area for larger community and sub-regional stores would consist of a much larger area extending outside of City boundaries. For example, shopping centers along Southfield rely to a large extent on the trade area within the City but also rely heavily on trade from outside of the City. Also, larger retailers that may be key to stimulating redevelopment of the downtown will look at the potential to attract shoppers from the regional market. The importance of the regional market is underscored by the projected population decrease in the City and projected slow growth in retail expenditures within the City.

#### *Regional Trade Area*

The large number of surrounding communities and shopping centers makes the delineation of the regional trade area for Lincoln Park especially difficult. Dearborn has the nearest concentration of regional retail centers and offers the greatest competition. The competitive draw of these centers is strengthened by the accessibility of Dearborn from Lincoln Park via the Southfield Expressway.

Lincoln Park lies in a central position within the county and could potentially capture a greater share of the county's potential retail sales. For the above reasons, the potential regional market has been estimated as a potential share of the entire county trade area.

Defining trade areas in this manner allows us to estimate how much of the potential expenditures within the City are "leaking" to the surrounding area, and to determine what share the City is capturing from the regional market. As stated earlier, retaining and increasing the City's potential share of the regional market is critical to maintaining the City's economic health. Attracting upscale regional retailers also will improve the City's image and provide anchors to strengthen business for smaller local retailers, especially in the downtown.

Examples of such up-scale regional retailers can be seen in many new shopping centers around the Metro Detroit area and include Borders Books; Barnes and Noble; Bed, Bath and Beyond; Kohl's; GAP; Best Buy; Circuit City; etc. These new retailers reflect the changing character of the retail sector and the trend toward larger, off-price, or discount stores that offer a large volume of goods and that draw customers from an area of approximately 10 to 15 miles from the store.

In the past, such stores have only located outside of downtown areas within new shopping centers, resulting in a shift of business away from downtown and older strip commercial districts. However, these major retailers are now entering non-traditional locations and are choosing stand-alone sites because of increased competition, lack of prime traditional sites, and the opportunity to be closer to established urban markets.

#### Trade Area Sales Potential

Trade area sales potential is calculated using household income and expenditure data. The 2000 U.S. Census revealed that the City of Lincoln Park had 16,204 households. The total gross income generated in Lincoln Park and potential retail sales from city households are given in Table 5.3.

Data collected by the U.S. Department of Labor indicate that households spend approximately 25 to 30 percent of their gross income on retail goods. In other words, businesses in Lincoln Park have the potential to generate annual sales equal to 25 to 30 percent of the City's gross income figures, assuming no loss of potential sales or "leakage" to surrounding areas.

However, it is inevitable that residents will make only a portion of their purchases within the City. Residents take their business outside of the City for a number of reasons, including convenience, accessibility, price, quality, or variety of selection. The "capture rate" indicates the portion of total trade area sales actually captured by businesses in the trade area.

The capture rate for convenience goods businesses is usually about 85 percent in neighborhoods near the businesses, but the rate declines sharply at a driving distance of only 10 to 15 minutes from the businesses. Typically, fifteen percent of the total sales will normally be generated by the transient population passing through or the occasional bargain hunter.

**Table 5.3: Local Trade Area Sales**

	1990	1996	1999
City Aggregate Income	\$555,100,000	\$599,200,000	\$805,776,300
Amount Spent on Retail Goods	25%	25%	25%
Total Potential Retail Sales	\$138,775,000	\$149,800,000	\$201,444,075
Potential Capture Rate	85%	85%	85%
<b>Potential Expenditures</b>	<b>\$117,958,750</b>	<b>\$127,330,000</b>	<b>\$171,227,464</b>
<b>Current Retail Sales</b>	<i>not available</i>	<b>\$314,845,000</b>	<b>\$325,077,000</b> (2002 data)

Sources: U.S. Census Bureau, 2000; McKenna Associates, Inc., 2006

The City's total retail sales of \$325,077,000 in 2002 compared to the estimated local sales potential of \$171,227,464 indicates that the City is probably losing very little of the local trade area expenditures to surrounding areas. This comparison also indicates that the City is receiving a large volume of sales from outside of the local market.

**Table 5.4: Share of Regional Trade Area Sales**

Wayne County Aggregate Income (1999)	\$41,343,719,000.00
Amount Spent on Retail Goods	25%
Wayne County Potential Retail Expenditures	\$10,335,929,750.00
Lincoln Park Total Retail Expenditures (2002)	\$325,077,000.00
Lincoln Park's Share of Region's Trade Area Expenditures	3.15%
Lincoln Park's Share of Income	1.95%

Sources: U.S. Census Bureau, 2000; U.S. Economic Census, 2002

Table 5.4 estimates the City's current share of the regional trade area, defined above as the entire county. According to this estimate, the City's share of the region's expenditures is 3.15%, while the City's aggregate income represents less than two percent of the county's aggregate income. The data suggest that a significant number of patrons of Lincoln Park business are coming from outside the City.

In Table 5.5, the index rating indicates whether, for a particular type of retail sales, there is unmet demand in the City (index less than 100; that is, the amount of expenditures by City residents is greater than the amount of sales by City businesses) or whether Lincoln Park's retailers are serving a larger trade area (index greater than 100).

**Table 5.5: Local Capture of Retail Sales, 2006, Lincoln Park, MI**

	Total Sales (\$1,000)	Sales per capita	Retail Spending per capita	Index
Motor Vehicle and Parts Dealers	\$18,862	\$471.46	\$2,920.47	<b>16</b>
<i>Automobile Dealers</i>	\$2,513	\$62.82	\$2,473.60	<b>3</b>
<i>Auto Accessory and Tire Stores</i>	\$11,860	\$296.44	\$248.18	119
Furniture Stores	\$6,815	\$170.34	\$390.77	44
Electronics and Appliance Stores	\$5,380	\$134.46	\$348.64	39
<i>Computer and Software Stores</i>	\$156	\$3.89	\$66.43	<b>6</b>
<i>Photographic Equipment Stores</i>	\$0	\$0	\$14.12	<b>0</b>
Building Material and Garden Equipment and Supplies Dealers	\$22,563	\$563.97	\$1,840.94	31
<i>Home Centers</i>	\$1,810	\$45.23	\$656.08	<b>7</b>
<i>Hardware Stores</i>	\$0	\$0	\$127.80	<b>0</b>
<i>Nurseries/Garden Centers</i>	\$779	\$19.48	\$139.73	<b>14</b>
Food and Beverage Stores	\$43,299	\$1,082.27	\$1,849.72	59
<i>Grocery Stores</i>	\$33,195	\$829.71	\$1,586.11	52
<i>Convenience Stores</i>	\$6,759	\$168.93	\$90.80	186
Health and Personal Care Stores	\$13,756	\$343.84	\$781.31	44
Gasoline Stations	\$31,786	\$794.49	\$1,661.02	48
Clothing Stores	\$12,750	\$318.70	\$647.34	49
<i>Men's Clothing Stores</i>	\$0	\$0	\$30.80	<b>0</b>
<i>Women's Clothing Stores</i>	\$2,887	\$72.15	\$113.40	64
<i>Children's Clothing Stores</i>	\$0	\$0	\$29.48	<b>0</b>
<i>Shoe Stores</i>	\$4,536	\$113.38	\$88.34	128
<i>Jewelry Stores</i>	\$407	\$10.17	\$84.51	<b>12</b>
Sporting Goods, Hobby, Toy and Game, and Musical Instrument Stores	\$8,178	\$204.40	\$173.87	118
Book, Periodical, and Music Stores	\$1,178	\$29.43	\$75.98	39
General Merchandise Stores	\$34,318	\$857.79	\$1,838.29	47
Miscellaneous Retail Stores	\$5,919	\$147.95	\$403.26	37
<i>Office Supplies/Stationery Stores</i>	\$0	\$0	\$90.34	<b>0</b>

Sources: Claritas, Inc; McKenna Associates analysis.

In four retail sectors (automotive accessories, convenience stores, shoe stores, and sports/hobby stores), Lincoln Park businesses attract shoppers from outside the City (sales are higher than spending by City residents). The other sectors listed in Table 5.5 all have unmet demand in the City, compelling Lincoln Park residents to leave the City to purchase goods and services. Of these, 11 have an index score less than 20, indicating that Lincoln Park businesses are capturing less than one-fifth of the available retail demand in the City. Five categories are not represented at all in Lincoln Park; encouraging the growth of businesses in these sectors (cameras, hardware, men's and children's clothing, and office supplies) may serve to keep residents' spending dollars within the City.

*Conclusion:* The analysis of trade area sales potential indicates that the City is currently losing very little of the potential local retail expenditures to surrounding areas and is attracting a significant share of the region's potential retail sales. An analysis by retail sector, however, shows that the City is only exceeding demand in a few categories of stores.

The data indicate that the best opportunity for the City to maintain the health of its retail sector is for the City to capture a greater share of regional expenditures. A relatively small increase in the City's share of the regional trade potential could result in significant additional commercial square footage within the City. Encouraging businesses in low-index sectors as identified in Table 5.5 could attract more retail spending to City and result in a healthy mix of retail types.

These conclusions support an economic improvement strategy aimed at the attraction of larger regional retailers. This strategy also supports local retailers because larger regional retailers act as anchors that create traffic and activity for local retailers. This strategy is especially important for the downtown, which does not have a strong anchor.

### **C. Site Assembly**

In a heavily developed urban area such as Lincoln Park, typically the single greatest problem for larger retailers is the assembly and acquisition of a suitable site. Most large sites within the City are already developed and available sites consist of smaller ownerships that are difficult to assemble. Because regional retail chains are typically well financed, they need little assistance once a suitable site is identified.

Location and area requirements vary by retailer; however, a minimum site size for a regional retail chain would be three to five acres. Site requirements, though, may range as high as ten acres. A larger site also allows the grouping of other smaller retailers together with the anchor store.

Typically, retailers require prime, highly visible locations. The City should work to identify potential aggregations of commercial sites and encourage their redevelopment, coupled with an effort to identify developers willing to perform marketing and site development. One potential hazard of this strategy is the attraction of a regional retailer that would compete with existing local retailers, causing them to move or go out of business. Care should be taken to ensure that the anchors attracted to Lincoln Park complement the makeup of local retailers and minimize competition with local retailers for sales already captured by existing businesses.

## **INDUSTRIAL ANALYSIS**

### **D. Existing Industries and Available Industrial Sites**

The City's industrial sector is concentrated almost exclusively along the I-75 corridor, north of Southfield Road. The City's industrial park was started in the late 1970s and has few remaining sites. Vacant industrial sites are scattered elsewhere in the City, the largest of which is the former state liquor control distribution center located on Dix Highway south of Southfield Road.

### **E. Southern Wayne County Industrial Development Trends**

Broad shifts in the economy will affect industrial development in the City. The outlook for industrial growth is affected by other market demand for industrial sites, opinions regarding industrial growth by City leaders, zoning patterns, vacant land availability, adequacy of the public infrastructure, etc.

According to the Southeast Michigan Council of Governments (SEMCOG) projections, between 2005 and 2025, 285,785 jobs will be added to the region's total employment. This is a 10.3 percent

increase over the 2005 employment estimate of 2,780,356. Much of this growth, however, will not come from the manufacturing sector. Employment in the historically-strong manufacturing sector has been on the decline since 2000, with SEMCOG expecting the region to lose over 15,000 manufacturing jobs by 2025. This decline may be accelerated by the downsizing of the “Big Three” automotive manufacturers.

The strongest growth trend in the downriver area has been for industrial distribution space or “big box” development. These facilities serve as regional distribution centers for a wide variety of goods and provide specialized “logistics” or “just-in-time” distribution services to many different types of industries. Such facilities are attracted to industrial sites along major expressways and typically require fairly large sites.

*Conclusion:* Given the strength of this sector, the potential for a new distribution user of the Michigan Liquor Control Commission site is very positive. Also, given the close proximity and access of the City’s industrial areas to I-75 and the relative lack of industrial sites along the freeway in the surrounding area, occupancy of the industrial park should remain strong. Even if turnover occurs as some industries move out, others should move into the area because of its attractiveness and locational advantages. Expansion of the City’s industrial sector will be, however, very limited due to the lack of vacant land, or occupied land planned or zoned for industrial development.

## Chapter VI

# Public Participation

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### **Summary of Conclusions**

- There is a desire among the citizens of Lincoln Park to strive towards several ideal “visions” for the future, including:
  - An improved Downtown, with unique shops, dining, entertainment, and cultural opportunities;
  - A City and Downtown ready for redevelopment, with lots cleared for new construction;
  - Stricter enforcement of building codes for houses and businesses;
  - A cohesive, vibrant identity or ‘brand’ for Lincoln Park; and
  - An interconnected system of greenways and paths to provide alternative transportation, recreation, and healthy living options.
- In order to realize the visions of the City, cooperation with neighboring communities in the Downriver area will be of vital importance.

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If a Comprehensive Development Plan is to have the endorsement and validation of the City of Lincoln Park as a whole, there must be an element of participation by the general public in its creation. By law, cities in Michigan must conduct a public hearing prior to the adoption of a Comprehensive Development Plan. However, public participation should not be exclusively limited to reviewing the document after it is written. The general public must play an integral role in the formation and design of the Plan while it is being produced. Only in this way will the Plan be accepted, appreciated, and have credibility among the people of Lincoln Park.

To ensure the acceptance of the Comprehensive Development Plan, the Planning Commission set out to provide a targeted opportunity for community involvement beyond the Commission’s regular meetings (which are open to the general public) and the state-mandated public hearing. A Visioning Workshop gave the general public an opportunity to not only assist in the formation of Goals and Objectives for the Comprehensive Development Plan, but also a chance to offer workable solutions to be included within the Implementation Plan.

#### **A. Visioning Workshop.**

On March 27, 2007, a public Visioning Workshop was conducted in order to obtain a picture of how the people of Lincoln Park wanted to see their community evolve and develop in the near future. Members of the City Council, Planning Commission, Zoning Board of Appeals, other boards and commissions, City staff, and most importantly, the general public were invited to this forward-looking effort. This session provided the most significant opportunity for the general public to participate in the planning process.

To give the participants of the Visioning Workshop a point from which to begin, some basic background information was presented to them at the beginning of the session. This information was in the form of summaries of previous chapters of this Plan. Specifically, the summaries focused

on key areas that could give participants a clear, concise picture of Lincoln Park today and indications on future projections of population, age structure, housing quality, and economic health.

The workshop began with a presentation by the City’s planning consultants to explain the role of the Comprehensive Development Plan as a ‘blueprint’ for the future of Lincoln Park. As a whole, the group was led through an exercise discussing the “Prouds and Sorries” of the City. Participants shared their favorite aspects of the community and areas in need of improvement. The results of this exercise echo many of the same concerns raised by the Planning Commission in 1996 during the last Comprehensive Development Plan Update.

**Table 6.1: Prouds and Strengths of Lincoln Park**

<b>“Prouds” from 2007 Visioning Workshop</b>	<b>Community Strengths from 1996 Plan</b>
Parks and recreation opportunities	Parks
Small town atmosphere - safe, pedestrian-friendly	Young Families Moving In - Good Family Base; Good Place to Raise Children
‘Hub of Downriver’; central location	Location near Expressways
City certifications (e.g., Redevelopment Ready)	\$46 Million School Bond Investment
Proximity to lakes and waterways	Clean, Safe, and New Pride
City employees	Financially Sound Local Government
	Residential Base
	Good, Concerned Citizens and Planning Commission Members
	Local Business People are Concerned
	Affordable Housing

**Table 6.2: Sorries and Weaknesses of Lincoln Park**

<b>“Sorries” from 2007 Visioning Workshop</b>	<b>Community Weaknesses from 1996 Plan</b>
Poor condition of Downtown area - vacant buildings, no on-street parking	Lack of a Downtown Center; Need a Pedestrian Friendly Shopping Center
Lack of cultural, entertainment, dining options	Lack of Parking for Businesses
Lack of pride in homeownership and business ownership, especially north of Southfield Road	Economic Obsolescence / Age and Structural Quality of Buildings
Problems with rental properties (e.g., maintenance)	Too Many Single-family Rental Homes with Absentee Landlords
Poor condition of roads	Need to Improve Street, Infrastructure Condition
Large shopping centers	Lack of Professional Services (Lawyers, Doctors, Accountants) -Need a Professional Office Plaza
Small lot sizes	Lack of a Central Gathering Area and Public Space
Lack of revenues	Need to Improve Visual Appearance - Signs, Outside Storage, Code Enforcement
	Need to Improve Community Identity and Perception - Stigma of Adjacent Communities; Perception of “Northend” Problem
	Inappropriate and Nonconforming Uses; Conflicts among Land Uses; Conflicting Ordinances

After the opening exercise, the workshop participants were divided into two smaller groups for detailed discussion on specific topics. Each participant was assigned a role to assume (long-time resident, business owner, City staff, student, etc.) and was asked to share his/her vision (in character) on five topics: Lincoln Park as a Regional Destination, Housing & Neighborhoods, Transportation, Recreation & Environment, and Downtown & Commercial Corridors.

Individual responses in each group were written on large sheets of paper. At the end of the small group discussions, participants were given colored dots (each representing specific point values) and asked to vote for the responses across the entire group that they believed to be the most important.

<b>Table 6.3: Top Five Overall Visions</b>	<b>Votes</b>
<b>Focus on improving the Downtown with unique shops, dining, entertainment, and cultural opportunities (e.g., clubs, upscale restaurants, art museum, community theater)</b>	23
<b>Prepare the City and Downtown for redevelopment by clearing lots and removing obsolete or unsafe structures</b>	19
<b>Implement stricter code enforcement of houses, including total inspections</b>	15
<b>Create a cohesive, vibrant identity or “brand” for Lincoln Park</b>	14
<b>Develop greenways and non-motorized pathways to connect green spaces and provide alternative methods of transportation and recreation</b>	14

<b>Table 6.4: Lincoln Park as a Regional Destination</b>	<b>Votes</b>
Develop a City identity	14
Promote a cohesive lively downtown with unique shops, upscale dining, entertainment, culture (art museums, community theater)	14
Work together within City and with neighbors to promote businesses and Downriver	4
Capitalize on convenient location to three freeways - concentrate businesses	3
Develop fun, unique events - City history, Native Americans, 10k race, charity events	2
Encourage motels and restaurants to support venues in surrounding communities	--
Encourage a small college (e.g., Baker College) to come to City for college-town feel	--
Involve civic, religious, and service organizations	--

<b>Table 6.5: Transportation</b>	<b>Votes</b>
Develop non-motorized transportation; greenways, bike paths, and sidewalks	8
Encourage prompt, rapid transportation in wide medians (Fort Street)	3
Improve parking for businesses; encourage shared parking (but caution lawsuits)	2
Enforce parking and commercial vehicles in residential areas	2
Improve readability of street signs; maintain street signs	2
Maintain roads and alleys to provide parking and bike racks	2
Slow down road speeds	--
Implement taxi service throughout City	--
Create a Downtown circulator trolley (like Wyandotte)	--
Develop convenient, reliable bus service (but SMART already has good system)	--

<b>Table 6.6: Downtown and Commercial Corridors</b>	<b>Votes</b>
Clear lots for development; knock down old, unusable buildings	19
Develop programs for business recruitment and development	13
Encourage entertainment, dining, and cultural opportunities	9
Follow-through on completion of commercial development	4
Provide easy, ample parking; on-street parking	2
Attract outdoor cafés, coffee shops; specialty shops; Third Places	2
Encourage convenient, pedestrian-friendly shopping	1
Renovate older buildings	1
Maintain viable businesses to attract other business owners	1
Enforce property and building codes for businesses	1
Promote existing businesses through website, brochures, etc.	--
Focus on retention of residents	--
Maintain infrastructure and utilities	--
Create wider, safer sidewalks	--
Be proactive on economic development	--
Consider rezoning in Downtown	--
Establish apprenticeship programs	--

<b>Table 6.7: Recreation and Environment</b>	<b>Votes</b>
Develop greenways and pathways; connectivity of green spaces and Third Places	6
Improve/expand programming for all ages (e.g., Music in the Parks); work w/ neighbors	5
Maintain clean, safe parks; keep garbage picked up; use hardy, low-maintenance trees	5
Build new park facilities: restrooms, tennis courts, tot lot/playground equipment	4
Increase accessibility in parks; include facilities for senior residents	2
Clean up the Ecorse Creek	1
Initiate City-wide recycling program	1
Start a year-round environmental clubs for students; public/private partnership	1
Produce park maps for residents	--
Encourage healthy living for children	--
Make better use of the bike trail	--
Add Putt-Putt at Council Point Park	--
Replace Murray's sign (downtown) with a park	--
Do not use pesticides in City parks	--

<b>Table 6.8: Housing and Neighborhoods</b>	<b>Votes</b>
Implement stricter code enforcement; require total inspection of houses	15
Upgrade housing stock; focus on property maintenance; get rid of 'junk' houses	5
Develop recreation opportunities for kids, seniors; new playgrounds; skate park	3
Focus on central business district for dining, social opportunities	1
Expand shopping choices near neighborhoods	--
Improve condition of streets and sidewalks	--
Limit commercial vehicle parking in residential areas	--
Clearly communicate City rules and codes to landlords	--
Encourage City employees to develop sense of 'ownership'	--
Develop a broader range of housing choices	--
Allow for development of multiple lots	--
Streamline permitting process in Building Department	--

These visions or ideals are now to be used as a basis, along with all other relevant portions of this Plan, to formulate the Goals and Objectives listed in the following chapter. Additionally, they represent a valuable tool for all who are involved in planning, zoning, and development decisions in Lincoln Park. They provide a basic policy statement which can be used in an unlimited amount of circumstances. These ideals can form the basis and foundation for more targeted and specific programs and activities, such as:

- Downtown Revitalization Plans.
- A Commercial Redevelopment Strategy.
- A thorough revision of the City's Code of Ordinances, including the Zoning Ordinance.
- A Capital Improvements Program.
- Corridor Improvement Plans.
- A Housing Improvement Program.
- A Five-Year Recreation Plan.

## Chapter VII **Goals and Objectives**

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### **Summary of Conclusions**

- Protect and strengthen the viability of neighborhoods.
  - Promote a well-planned and integrated system of commercial and office uses that will serve the needs of City residents, enhance the image of the City, and strengthen the City's tax and employment base.
  - Maintain and enhance the City's industrial uses in a way that is consistent with community values, compatible with surrounding land uses, and preserves and augments the tax base of the City.
  - Maintain a safe, efficient transportation system which minimizes conflicts among transportation users, promotes accessibility throughout the community, and accommodates the circulation needs of City residents.
  - Continue to provide all segments of the population with high quality and affordable community services and facilities.
  - Promote Lincoln Park as an attractive and quality community in which to live.
  - Ensure ongoing interest and implementation of the City's Comprehensive Development Plan.
- 

The preceding analyses of existing land use, community facilities, socio-economic trends, housing trends, economic conditions, transportation, and population projections all accentuate current and emerging issues within the City of Lincoln Park. Below are preliminary goals and objectives, shaped through the input of the public visioning process, which are intended to provide guidance for addressing these issues and other issues that will arise in the future.

Goal statements are general in nature and, as related to community planning, are ideals toward which the City wishes to strive. They represent the ultimate purpose of an effort stated in a way that is broad and immeasurable. Goals express a consensus of community direction to public and private agencies, groups and individuals.

Following each general goal is a set of objectives. Objectives are more specific and are intended to provide a means to attain the stated goal. Objectives take the form of more measurable standards and identify the way in which the goals can be attained. In some instances, they are specific statements which can be readily translated into detailed design proposals or actions.

Together, goals and objectives form the basic framework upon which the future land use plan, focus area plans and implementation strategies are developed.

**A. Residential Uses**

Goal: Protect and strengthen the viability of neighborhoods, while offering a diversity of housing options.

Objectives:

1. Use stricter and more comprehensive enforcement of property maintenance code, code enforcement upon transfer or sale, landlord licensing, and expand housing rehabilitation to upgrade housing conditions.
2. Continually monitor and encourage reinvestment in single-family homes, especially in blighted and lower owner-occupied areas.
3. Enhance the quality-of-life in residential areas through high standards of housing design and construction; provision of high quality public rights-of-way in single family areas; attractive parks and recreation facilities within convenient walking distance; and continued high level of community neighborhood services.
4. Develop programs to assist young families and the elderly to maintain and reinvest in neighborhoods.
5. Create opportunities for both larger-lot single-family redevelopment and higher density single-family housing, such as townhomes, and enrich the visual appeal and variety of the housing stock in general.
6. Actively promote the development of senior housing alternatives.
7. Discourage the conversion of single-family homes to rental housing.
8. Locate multiple-family housing on major thoroughfares or on collector streets which may be accessed without cutting through single-family housing areas.
9. Locate non-residential uses with night time activity, odors, commercial trucks, noise and visual blight away from single-family residential uses.
10. Provide pedestrian-friendly pathways and sidewalks that connect to schools, parks, and neighborhood commercial areas.

**B. Commercial and Office Uses**

Goal: Promote a well-planned and integrated system of commercial and office uses that will serve the needs of City residents, enhance the image of the City, and strengthen the City's tax and employment base.

Objectives:

1. Provide sufficient land for commercial and office uses, including adequate site depth for off-street parking and landscaping.
2. Encourage the City's role in the assembly of sites for redevelopment.
3. Increase occupancy of downtown buildings and pursue assemblage of larger competitive sites for redevelopment in the downtown.
4. Encourage the development of new types of commercial uses in the Downtown, including nightclubs, upscale restaurants, cultural opportunities, and entertainment venues.

5. Preserve the good urban features of the downtown, such as the orientation of buildings to the street, while removing obsolete or unsafe structures.
6. Encourage mixed-use redevelopment in the downtown (attached townhouse development, residential-over-retail, loft apartments, etc.) that is consistent with the scale and character of surrounding uses.
7. Promote conditions such as wider sidewalks, human-scale lighting and signage, seating, and other amenities that enhance the pedestrian environment and that will generate greater pedestrian activity in the downtown.
8. Focus commercial development toward existing commercial nodes (Downtown, Southfield/Dix, Dix/Champaign/I-75, Fort/Emmons)
9. Assure comprehensive control over the location and appearance of commercial/office land uses through the use of zoning regulations and site plan review requirements.
10. Maintain high standards of site design for all commercial and office uses -- including frontage beautification, buffering devices, landscaping, walkway linkages, controlled vehicular access, and attractive signs -- to promote long-term commercial stability.
11. Provide incentives and mechanisms for commercial tenants and owners to make site and building improvements coordinated with City plans.
12. Develop programs for business promotion and retention.
13. Encourage and enforce building maintenance and façade improvement programs.

**C. Industrial Uses**

Goal: Maintain and enhance the City's industrial uses in a way that is consistent with community values, compatible with surrounding land uses, and preserves and augments the tax base of the City.

Objectives:

1. Work with property owners to improve the appearance of industrial uses that border residential areas.
2. Apply high standards for site improvements or redevelopment, assuring adequate parking, loading and unloading areas, landscaping, and controlled signs.
3. Require buffering, building setbacks, screening, outside storage controls, and control of effluents to minimize off-site impacts, particularly on adjacent residential areas.
4. Encourage appropriate development of vacant or underutilized land parcels within industrial districts.

**D. Transportation**

Goal: Maintain a safe, efficient transportation system which minimizes conflicts among transportation users, promotes accessibility throughout the community, and accommodates the circulation needs of City residents.

Objectives:

1. Develop non-motorized connections (e.g., greenways and pedestrian walkways) to link various land use types such as shopping and offices to residential areas, parks, and community activity centers.
2. Improve the overall quality of public rights-of-way with paving, lighting, sidewalks, landscaping, and controlled public and private signage.
3. Develop a circulation plan for the downtown including adequate parking, pedestrian circulation, loading areas, directional traffic signs, and controlled access.
4. Reduce the negative physical and psychological impacts of major thoroughfares cutting through the community through unified streetscapes, adequate street crossings, and smooth traffic flow.
5. Reduce the number of site access drives along major roadways by encouraging the use of common entrances and shared parking facilities.
6. Improve the condition and location of parking facilities for City businesses.
7. Carefully use the site plan provisions of the zoning ordinance during the review of development plans to assure minimum traffic conflicts, adequate parking and loading areas, adequate on-site pedestrian circulation, proper signs, and reduced motorist confusion resulting from clutter.
8. Limit residential streets to local traffic, excluding through traffic as much as possible.
9. Enforce regulations against commercial parking in residential areas.
10. Capitalize on State or County road improvement projects to improve the appearance and functionality of City transportation corridors.

**E. Community Facilities**

Goal: Continue to provide all segments of the population with high quality and affordable community services and facilities.

Objectives:

1. Maintain and where possible improve community services including police and fire protection, regularly scheduled maintenance of street and utility systems, snow removal, senior citizen services, library services, and other municipal activities.
2. Maximize the efficient use of all existing public facilities, through cooperative development and joint agreements with public providers such as the school district and other governmental entities.
3. Place emphasis on the development of attractive, high quality parks and recreation facilities, in order to enhance local identity and property values, attract young families, encourage healthy living, and support the aging population.
4. Improve and expand public recreation and community programming for all ages (e.g., Music in the Parks), perhaps in collaboration with adjacent communities.
5. Continue public capital improvement efforts in the City, including street and sidewalk repair and placement, provision of needed street lights, and provision of street trees on major and local streets.

6. Prepare and annually update a comprehensive Capital Improvements Plan (including Department of Public Works and Community Improvement Department plans for City facilities and major equipment expenditures) in conjunction with the Planning Commission and Comprehensive Development Plan objectives.

**F. Quality of Life**

Goal: Promote Lincoln Park as an attractive and quality community in which to live.

Objectives:

1. Create a distinctive “brand” for Lincoln Park (e.g., “The Hub of Downriver”).
2. Prepare a greenway plan for upgrading and beautifying Ecorse Creek.
3. Improve the function and appearance of streetscapes along major corridors and thoroughfares.
4. Develop a strong visual statement at key entry points into the City through signs, banners and landscaping.
5. Encourage preservation of unique features and landmarks, City history, creative development solutions, and rich visual design.
6. Encourage the preservation of existing vegetation and trees on public sites and all rights-of-way, and promote additional street tree plantings, particularly along major thoroughfares.
7. Encourage property owners to upgrade and maintain the environmental quality of their sites and buildings.
8. Eliminate hazardous or unsightly conditions through enforcement of building codes and use of condemnation powers.
9. Celebrate the rich Native American heritage of the community.

**G. Planning & Organization**

Goal: Ensure ongoing interest and implementation of the City’s Comprehensive Development Plan.

Objectives:

1. Revise the zoning ordinance and zoning map consistent with the recommendations of the Comprehensive Development Plan.
2. Maintain the City’s Redevelopment Ready Certification and utilize Redevelopment Ready Best Management Practices to provide continuing education for elected and appointed officials and staff, market the community, stream line the development review process, and plan for redevelopment.
3. Update the City’s Recreation Plan on a regular basis (at least every five years).
4. Update the Comprehensive Development Plan on a regular basis (at least every five years).
5. Provide for strict zoning administration and compliance with regards to site plan review standards, special approvals, and rezoning within the City.

6. Inform the public and citizen groups of Comprehensive Development Plan policies, assuring that the plan is thoroughly understood and carried out in conformance with its stated goals and objectives.
7. Encourage community participation in the planning process and budget for materials and training for Planning Commission, City Council, and ZBA.
8. Cooperate with adjacent communities through exchange of information on development and redevelopment issues.
9. Prepare plans for specific issues or areas of concern, such as a downtown plan, neighborhood plans, corridor plans, and housing maintenance programs.
10. Prepare a non-motorized circulation plan (pedestrian and bicycles) for Lincoln Park to reinforce commitment to young families and elderly citizens.
11. Set up citizens, business, and police neighborhood planning groups to focus on needs of specific neighborhoods which have problems with disinvestment.
12. Prepare a City-wide tree planting plan for public and private lands.

*Conclusion:* Although intended to address specific issues, each goal and objective is inter-dependent upon one another. The City of Lincoln Park will see no significant benefits if only a few goals and objectives are pursued. Efforts must be made to achieve all of these goals and objectives, because an improved quality of life for the City as a whole is related to all of these.

Neighborhoods will only be strong and vital if there are quality housing options, accessible and appealing commercial centers, parks, and other public amenities nearby. Commercial centers will only flourish if transportation corridors are improved both structurally and aesthetically. Finally, perhaps none of these goals and objectives can be fully realized unless Lincoln Park can establish itself as a regional destination and a “center” of activity, especially in the Downtown. Planning efforts must be coordinated to ensure the continuous and comprehensive pursuit of all goals and objectives.

## Chapter VIII

# Comprehensive Development Plan

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### Summary of Conclusions

- Future land use patterns will remain consistent with the existing land use trends, except for the reclassification of the City's commercial corridors.
  - Measures should be taken to lessen negative impacts from existing but incompatible adjacent land uses.
  - Special focus areas have been established for the downtown and declining neighborhoods; special development techniques should be applied to each.
    - The traditional downtown character of the Central Business District should be preserved, with buildings oriented towards the street and built to the sidewalk, an increased emphasis on pedestrian circulation, and development of the downtown as a unique, attractive destination.
    - Characteristics and polices that have made certain neighborhoods thrive, such as the ones surrounding Ford and Memorial Parks, should be applied to those neighborhoods in decline north of Southfield Road.
  - The basic form, design and content of Lincoln Park's thoroughfare system, community facilities, and utilities will not significantly change within the next five years.
  - The primary focus for the City's thoroughfare system, community facilities, and utilities should be redevelopment and improvement of existing systems and facilities, giving special attention to aesthetics and appearance.
  - Nine guiding principles should direct and influence all future land use and zoning decisions within the City of Lincoln Park.
- 

### A. Comprehensive Development Plan Components.

The Comprehensive Development Plan for the City of Lincoln Park is based upon the foregoing analysis of existing conditions, an assessment of existing resources and constraints, and goals and objectives to guide future development. The Plan should be viewed as a comprehensive framework for land uses and circulation, leaving flexibility for adjustment to accommodate changing needs and opportunities. All of the elements and concepts of the Plan cannot be achieved immediately, but through continued effort and follow-through, the policies contained in the document can guide decisions over the next five to ten years.

The Comprehensive Development Plan comprises six sections:

1. **Future Land Use Plan.** This section of this Chapter includes a map showing the future use of land throughout the City. The map and accompanying text should be used in making zoning decisions and in amending the Zoning Ordinance.

2. **Focus Area Recommendations.** This section of this Chapter includes specific recommendations for two focus areas: the downtown and residential neighborhoods. Recommendations for these areas were introduced in the Goals and Objectives chapter and are described in more detail in this chapter.
3. **Thoroughfare Plan.** Recommendations for future improvements to the arterial and collector road network and pedestrian circulation system are included within this section of this Chapter. Thoroughfare recommendations stress beautification of major roads and entry points to the community, and creating stronger pedestrian links (e.g., greenways) between neighborhoods, activity centers and parks.
4. **Community Facilities Plan.** Areas for possible expansion or redevelopment of community facilities are discussed in this section of this Chapter. This includes civic institutions, parks and recreational facilities, and public schools. The pedestrian link system discussed in the Thoroughfare Plan is also referenced.
5. **Utility Services Plan.** Included in this section of this Chapter are recommendations for areas that require special attention to lessen the negative impacts of utility structures upon surrounding neighborhoods. Specific areas for the development of future utility facilities are also included.
6. **Guiding Principles.** The major points of emphasis presented within the various Plans of this Chapter have been summarized into nine guiding principles which should direct and influence all future development, land use, and zoning decisions within Lincoln Park.

## **B. Future Land Use Plan.**

### **Residential**

The most prevalent land uses in Lincoln Park are residential uses. The character of a community is often shaped by the appearance and diversity of housing options; residential areas and closely-related uses (parks, schools, places of worship) help define the quality of life found in Lincoln Park.

The traditional “American Dream” housing model is provided in the **Low Density Residential** land use category. Primary uses include single-family detached dwellings with typical lot widths of 40 to 70 feet and lot areas averaging 8,500 square feet (approximately 5 dwelling units per acre). Greater variety in lot sizes is encouraged to provide a more diverse supply of larger homes in the City. Typical residential structures are two-and-a-half stories in height, with garages that do not dominate the front façade (and which are ideally located behind the house). Low Density Residential areas are quiet and welcoming, with minimal through traffic on local streets and sidewalks provided throughout the district to encourage walking and interaction. Neighborhoods should be designed as cohesive units, incorporating and focusing on parks and other open spaces. Schools, churches, and public buildings are special land uses that blend into the residential character of their surroundings.

To provide a wider range of housing options and styles, the **Medium Density Residential** land use category permits attached dwelling units for two or more families, in buildings no taller than three stories. This slightly-more intensive land use category permits higher densities (12.4 units per acre and greater), but with controls on building size and location so as to provide a logical transition from single-family residential areas to commercial districts. As changes occur throughout the City, Medium Density Residential uses should be collected into distinct areas rather than being scattered randomly throughout other residential areas. Access to parks and open spaces is paramount, while schools and other public buildings may be carefully incorporated into Medium Density Residential neighborhoods.

Certain types of households desire a more intentional sense of community, which can be found in **High Density Residential** housing areas. Multiple-family dwelling units at densities of 20 or more units per acre are typically found in multi-story towers. Areas of higher residential density provide ideal housing options for many people, but this intensive use must be subject to careful standards of location and design to fit in well with surrounding areas. High Density Residential uses should be located along major roads to provide adequate access and mitigate associated increases in traffic. Recreational facilities and open spaces are strongly encouraged to be provided on site.

An alternative residential option is provided by a **Mobile Home Park**. For some households, this type of housing represents an affordable and independent option lacking in other multi-family residential districts. No additional areas are planned for this use; the City should instead focus on improving the appearance of these existing parks. As with higher-density residential areas, careful standards must be established to ensure adequate access to open space and recreation amenities, proactive maintenance of individual housing units, registration of all units, frequent inspections, and stricter code enforcement.

### **Commercial**

Stores, restaurants, and other commercial uses provide residents and visitors opportunities to work, shop, and enjoy life. Well-planned and well-maintained business districts often create lasting impressions upon people and significantly affect perceptions of a city. Lincoln Park provides a range of commercial land uses to serve various populations.

In select locations throughout the City, the **Neighborhood Commercial** land use category allows for small shops and businesses that primarily serve local residents. Pedestrian traffic is encouraged and accommodated, with limited automobile parking provided on-street or behind the building. Neighborhood Commercial uses should blend seamlessly into their surroundings. Signs, lighting, and hours of operation should be compatible with and have little impact on nearby residential properties.

The majority of commercial uses in the City are classified as **General Commercial**; these uses provide retail goods and services on a city-wide scale, often drawing customers from outside the City as well. Professional offices, including doctors, veterinarians, lawyers, insurance agents, etc., are properly sited within areas designated for General Commercial use. This land use category is the appropriate location for automobile-oriented uses, including drive-through restaurants, gas stations (with or without convenience stores), minor auto repair shops, and car washes. Large shopping centers and hotels are also included in the General Commercial category. Uses in this category should be located outside the downtown area as the design characteristics, setbacks, and parking of General Commercial uses directly conflict with the intent of a cohesive, attractive downtown district.

The commercial heart of the City is found in the **Downtown Commercial** land use category. Restaurants, entertainment venues, and specialty retail stores should be the focus of this district. Businesses should welcome pedestrian traffic with attractive storefronts and outdoor seating. Parking for automobiles is ideally located on the street, behind buildings (shared parking lots), or in parking structures. Building in the downtown should project a strong "street presence," with heights of two to three stories, detailed architecture, durable building materials, and minimal or zero front and side setbacks. The Downtown Commercial area includes a mix of land uses, including ground-floor retail and upper-floor office and residential uses, governed by specific design criteria to ensure compatibility.

Personal and professional services are the hallmarks of the **Office/Medical** category. The location of professional offices and larger medical facilities, including health centers and hospital, along major

thoroughfares ensures ready access for all City residents. Limited commercial uses -- such as funeral homes and banks -- that complement and have minimal impact on the primary office uses are also appropriate in this category. Office/Medical land uses should be screened from adjacent residential uses and make provision for pedestrian circulation and public transportation facilities.

### **Industrial**

To be fiscally healthy and provide local employment opportunities for residents, a city should plan for a broad mix of land use types, including industrial areas. Downriver communities such as Lincoln Park were built upon the industrial booms of the mid-20<sup>th</sup> century; some of these uses remain to this day. Special attention must be paid to these areas to maintain an attractive, useful category of land uses in the City.

Sections of the City near major highways but within proximity of residential uses are appropriate for **Light Industrial** land uses. Research and development, biotechnology, small assembly, and warehousing uses are to be encouraged; these types of industrial activity have very little external impact in terms of noise, smoke, glare, and other nuisances that negatively affect neighboring uses. To ensure the compatibility of Light Industrial uses, outdoor storage and heavy truck traffic should be restricted in these areas.

More intensive industrial operations in the **General Industrial** category should be located in areas that provide ready access to railroads and major highways, including I-75. The external impacts of industrial activity in these areas is still subject to the controls established by the City, but a higher degree of potential negative effects is recognized. Appropriate uses include research and development and biotechnology, with limited processing or packaging activity. Outdoor storage may be permitted, with sufficient screening from adjacent uses.

### **Other Uses**

To provide all of the services and amenities that make a city an attractive place to live and work, land uses beyond residential, commercial, and industrial must be considered. Lincoln Park offers an extensive network of schools, parks, places of worship, and public facilities, none of which can be accurately accounted for in the preceding land use categories.

The **Public/Semi-Public** category provides dedicated locations for schools, churches and other places of worship, public buildings, municipal parking lots, utilities, and similar land uses. Caution should be taken in choosing locations for such uses to prevent disruption of residential neighborhoods and commercial corridors.

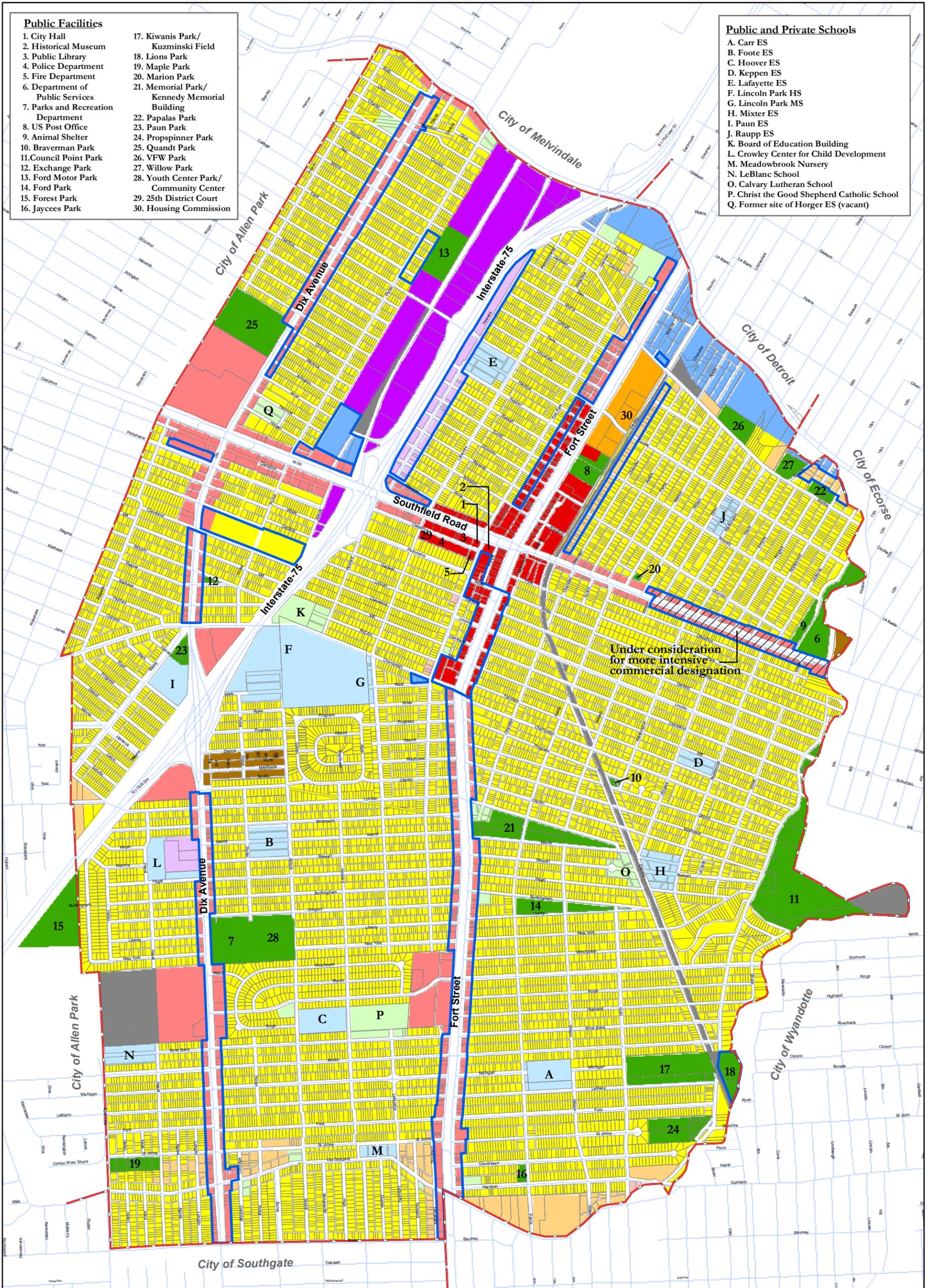
The City's parks and recreation facilities are classified as **Open Space/Recreation** uses. These areas are distributed in neighborhoods throughout the City and provide gathering spaces that help to foster a sense of local identity. The emphasis of such areas should be accessibility and year-round use. Promoting a system of greenways, especially along Ecorse Creek, and encouraging an urban forestry program will ensure that the natural resources of the City can be enjoyed by current and future generations. The 2006 Parks and Recreation Plan should serve as a guide to park and open space improvements throughout the City.

**Public Facilities**

- 1. City Hall
- 2. Historical Museum
- 3. Public Library
- 4. Police Department
- 5. Fire Department
- 6. Department of Public Services
- 7. Parks and Recreation Department
- 8. US Post Office
- 9. Animal Shelter
- 10. Braverman Park
- 11. Council Point Park
- 12. Exchange Park
- 13. Ford Motor Park
- 14. Ford Park
- 15. Forest Park
- 16. Jaycees Park
- 17. Kiwanis Park/ Kuzminski Field
- 18. Lions Park
- 19. Maple Park
- 20. Marion Park
- 21. Memorial Park/ Kennedy Memorial Building
- 22. Papalas Park
- 23. Paun Park
- 24. Propspinner Park
- 25. Quandt Park
- 26. VFW Park
- 27. Willow Park
- 28. Youth Center Park/ Community Center
- 29. 25th District Court
- 30. Housing Commission

**Public and Private Schools**

- A. Carr ES
- B. Foote ES
- C. Hoover ES
- D. Keppen ES
- E. Lafayette ES
- F. Lincoln Park HS
- G. Lincoln Park MS
- H. Mixer ES
- I. Paun ES
- J. Raupp ES
- K. Board of Education Building
- L. Crowley Center for Child Development
- M. Meadowbrook Nursery
- N. LeBlanc School
- O. Calvary Lutheran School
- P. Christ the Good Shepherd Catholic School
- Q. Former site of Horger ES (vacant)



Under consideration for more intensive commercial designation

**Map 8A  
Future Land Use**

City of Lincoln Park, Michigan

- |                            |                     |  |
|----------------------------|---------------------|--|
| Municipal Boundary         | General Commercial  | Public Parking                                   |
| Low Density Residential    | Downtown Commercial | Quasi Public                                     |
| Medium Density Residential | Office              | School   |
| High Density Residential   | Light Industrial    | Public   |
| Mobile Home Park           | General Industrial  | Vacant   |
| Neighborhood Commercial    | Utilities           | Proposed Changes for Future Land Use Designation |

Data Source: City of Lincoln Park, 2003  
McKenna Associates, Inc., 2006



**McKenna**  
ASSOCIATES  
INCORPORATED

**C. Focus Areas.**

The following sections include a more detailed analysis of and recommendations for two selected focus areas: the downtown and residential neighborhoods.

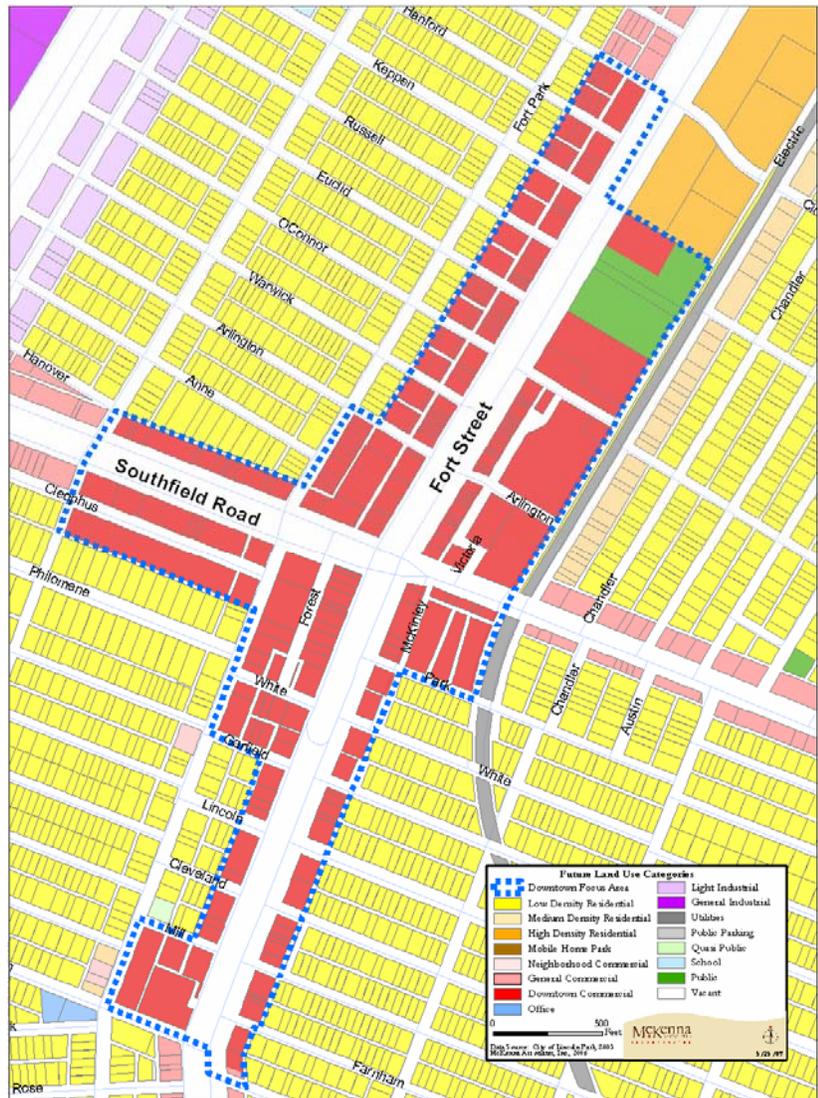
**FOCUS AREA PLAN -- THE DOWNTOWN**

The downtown has been selected as an area in the City that merits special attention in terms of immediate action and planning. The Comprehensive Development Plan proposes the redevelopment of this area and provides a concept plan to accomplish the goals and objectives of the Plan.

**Description of the Downtown**

For planning purposes, the boundaries of the downtown have been generally delineated to correspond to the historical boundaries of the downtown and extend from the intersection of Fort Street and Southfield Road to the following limits: **North** - Cicotte between Fort Park and Electric; **East** - Electric from Cicotte to Park; **South** - Champaign between Fort Park and the eastern alley along Fort St; **West** - Lafayette Street from Hanover to Cleophus.

The area described above has generally retained the character and appearance of a traditional downtown that includes buildings located close to the street, centralized, shared parking areas located behind buildings, and a location that is central to the community. City Hall, the Police Department, library, historical museum, and the local Post Office lie either within or close to this area. The downtown district is highly visible to motorists traveling through the City and is within walking distance for many local residents. Because of its location, high visibility, and proximity to community facilities, there is an excellent opportunity for the downtown to become the City’s primary activity center.



The downtown area described in this Plan does not conform exactly to the development areas and district of the City’s Downtown Development Authority (DDA). The area described within this Plan still retains most of the characteristics of a traditional downtown, while some areas of the DDA’s district have lost these characteristics. While the DDA’s boundaries relate to development and tax increment financing, the downtown of this Plan relates to planning and zoning issues. Although the downtown is an important and integral part of the DDA, a distinction should be made between the two areas.

The most significant factors contributing to the current decline of the downtown are small lot sizes, vacancies, a lack of open land for development, and the competitive effect of the City's commercial corridors. Although several viable businesses are presently located in the downtown, these are interspersed with less desirable enterprises and vacant buildings. Properties with obsolete or unsafe structures inhibit redevelopment by adding demolition and remediation costs to the acquisition of land. The large amount of commercial property along Fort Street and Dix Avenue diffuse the commercial focus of the City; redirecting commercial development away from these corridors and into the downtown could help to create a new center of commerce in Lincoln Park. Further decline of the downtown is probable under these conditions unless proactive steps are taken to recruit quality businesses, improve the variety of housing units available, and make Downtown Lincoln Park an attractive place to shop, dine, live, and recreate.

### **Downtown Concept Plan**

The Plan envisions that the downtown will become a major activity center for Lincoln Park. Primary uses in the district would include conventional retail as well as specialty shops, convenience shops, upscale restaurants, nightclubs, and cultural/entertainment uses. A mixture of other uses such as offices and institutional uses could also be permitted with specific design criteria to assure their compatibility. Upper-level residential uses would help to increase the vitality of the downtown and ensure a base of patrons for local businesses.

Other elements of revitalizing the downtown area include:

- Clear away obsolete or unsafe buildings in the downtown to make space for multiple-parcel redevelopment.
- Establish a strong physical identity at the intersection of Southfield Road and Fort Street. Suggested actions include the placement of a central fountain or sculpture at the intersection and the creation of a pocket park or image area at the southwest and southeast corners of the intersection.
- Widen sidewalks to provide space for cafés and increased pedestrian activity.
- Continue the redevelopment of the northeast corner of the downtown according to an established plan for the area.
- Preserve the urban character of the downtown on the redevelopment site through the preservation of building setbacks and retaining an orientation to the street instead of creating a typical strip commercial center layout.
- Develop a coordinated system of access drives from the major street corridors to off-street parking areas to provide more controlled access to and from the downtown.
- Creating a cohesive identity or “brand” for Lincoln Park to market the downtown and the City as a regional destination (e.g., “The Hub of Downriver”).

### **Public / Private Partnership**

The successful redevelopment of the downtown can only be achieved through a working partnership between the public sector, including the City and other public agencies, and the private sector, consisting of concerned merchants, owners, community organizations and financial institutions. The role of the City (which would involve the City Council, Downtown Development Authority, and Planning Commission in close collaboration) in this concerted effort includes providing or sharing the following:

- **Planning and Design:** Conduct a physical inventory and analysis of existing conditions within the commercial districts, including public rights-of-way, private land, and buildings. From the results of the inventory, develop specific plans and/or designs for downtown development.
- **Public Improvements:** Implementation of specific projects based on planning recommendations, which may include parking, pedestrian and vehicular circulation, utilities, signage, landscaping, and streetscape amenities.
- **Organization and Management:** Structuring the public/private partnership and overall responsibility for a comprehensive program within the commercial districts, including the resources necessary to initiate private involvement and execution and administration over the longer term.
- **Financing:** Facilitating methods for financing the costs of commercial rehabilitation including pursuit of grant opportunities, implementing state economic development mechanisms, assisting in establishing loan funds, establishing special assessment districts, and issuing bonds for land acquisition and / or development. The Downtown Development Authority, through its Development and Tax Increment Financing Plan, should play a key role in financing downtown redevelopment.

### **Downtown Funding**

Another important task is to aggressively pursue all potential funding sources for public projects in the downtown. Successful redevelopment of the downtown will require a combination of financing mechanisms such as tax increment financing, special assessment districts, grants, and private lending sources. The City could begin setting aside general funds now to be used as seed monies for future downtown redevelopment projects.

### **Downtown Development Options**

The DDA's Development and Tax Increment Financing Plan provides a well developed source for future planning of the downtown. This plan emphasizes the dual nature of commercial properties in Lincoln Park, with some exhibiting the characteristics of a traditional downtown, and others resembling more modern strip developments. The stated goals of this plan recognize this duality with separate but "...not necessarily conflicting..." visions.

The DDA's plan calls for the creation of a Downtown Development Strategic Plan. A basis for achieving such a strategic plan should be an inventory and analysis of existing development (e.g., a vacant buildings survey), good and bad, in the downtown, with nearby housing and essential community services highlighted. Conceptual plans for redevelopment would be drafted based on this inventory and focused to achieve the stated goals, objectives, and visions of not only the Comprehensive Development Plan, but the DDA's plans as well.

Redevelopment concepts for the downtown could be implemented as a planned development overlay district with Central Business district zoning. Concepts in this form would likely be a more modern form of commercial development, but would still be able to meet the goals and objectives of the Comprehensive Development Plan for the downtown through the use of design guidelines specifically crafted for this area.

**FOCUS AREA PLAN -- RESIDENTIAL NEIGHBORHOODS****North and South: Difference in Neighborhood Quality**

As identified in the 1997 Plan and reinforced through public comment at the 2007 visioning workshop, Lincoln Park's southern residential neighborhoods are in comparatively good condition, while neighborhoods north of Southfield Road are declining. Lot and home sizes are similar throughout the City, indicating that neighborhood quality has less to do with lot or home size, and more to do with other conditions and factors.

In the northern sections of the City, the housing stock is older and in poorer condition, household incomes are lower and single family homes are being increasingly converted to rental units, a strong signal of decline. Also, these neighborhoods are exposed to the undesirable conditions of the downtown area such as vacant and abandoned buildings.

Several southern neighborhoods, such as the area around Ford Park and Memorial Park, are exemplary in many respects. These neighborhoods have excellent access to public facilities and parks, the condition of housing is good, streets have mature landscaping, and commercial services are available within close proximity. One explanation of the comparatively better condition of neighborhoods in the southern part of the City is that household incomes are higher. However, a number of physical features of these neighborhoods could be replicated north of Southfield Road to improve the condition of the City's lower income neighborhoods.

**Applying Features of an Ideal Neighborhood to Revitalize Neighborhoods in Decline**

Recommendations to revitalize and prevent further decline of the northern neighborhoods essentially rely on identifying and applying features of an ideal neighborhood to neighborhoods in decline. These features include improving the amount, quality, and accessibility of public parks, public facilities and commercial services; improving the quality of architecture through encouraging the use of higher quality materials such as brick and adding front porches; implementing a comprehensive planting program for street trees; and upgrading the quality of commercial services that are within walking distance of residences. While these actions will not immediately turn a neighborhood around, the increased investment into and care for individual properties will bring about an increased sense of neighborhood identity and interest in overall quality.

Other recommendations in this Plan to revitalize the downtown and encourage the development of a greenway system along Ecorse Creek also will directly affect the condition and vitality of the northern neighborhoods. Lower quality neighborhoods in the southern parts of the City could also benefit from application of these principles.

**FOCUS AREA PLAN CONCLUSIONS**

The most significant land use issues facing the City of Lincoln Park are the redevelopment of the downtown and the improvement and preservation of residential neighborhoods. The success of both is of vital importance if Lincoln Park is to continue to be a thriving, destination community.

The focus area recommendations for the downtown should be closely followed to ensure that the downtown is redeveloped so as not to adversely affect adjoining neighborhoods or cause further business loss. A significant factor in encouraging downtown redevelopment is the preparation of building sites through demolition and remediation activities, potentially subsidized by State or Federal grant funds.

Strategies for the revitalization of deteriorating neighborhoods should also be closely followed. The City does not need to "reinvent the wheel" to improve these neighborhoods. Rather, Lincoln Park

should take the policies, strategies, and procedures which make its best neighborhoods successful and apply them to declining areas. An increase in the enforcement of property maintenance codes may also serve to revitalize neighborhoods, but this could be a contentious course of action.

Although most other land use patterns will remain the same, care must be taken to improve the aesthetics of all areas. Existing land uses that are incompatible but adjacent to one another pose potential conflicts, and these must be addressed by adopting and pursuing strict design and screening policies.

#### **D. Thoroughfare Plan.**

The principal objective of a transportation or Thoroughfare Plan is to develop and maintain a system of streets and roads integrated with all other elements of the Comprehensive Development Plan. Since Lincoln Park is fully developed and the majority of the circulation system is established, emphasis is placed on maximizing the efficiency of existing roadways and developing solutions for existing traffic problems. Because the visual impacts along all streets play an important role in defining the image of the City, emphasis is also placed on attractive streetscapes.

The major thoroughfares and local streets within the City provide for through traffic, access for abutting uses, and collection and dispersal of traffic from residential neighborhoods. Maps 3-A, Existing National Functional Classification, and Map 3-B, Existing Road Classification for Act 51 Funding (Chapter III), respectively, classify all roads in a hierarchical system, which recognizes the capacities and functions of each road. These classifications should guide future improvements to the City road system as well as site plan review decisions of individual development proposals. These road classifications are described below, along with Plan recommendations for improvements.

#### **Primary Thoroughfares**

The major function of County Primary Roads is to provide intra-county continuity and to feed regional freeways. These roads in Lincoln Park include Outer Drive, Southfield Road, Dix Avenue, and Fort Street. These roads are under the jurisdiction of the Wayne County Road Commission and the Michigan Department of Transportation. I-75 is included within this category.

#### **Local Major Streets**

The major function of Local Major streets is to provide connections between Lincoln Park and adjacent communities and to feed County Primary roads. All County Primary and Major Local streets in Lincoln Park are built to capacity. Further widening of these roads is not planned. Rather, measures to improve traffic flow are proposed through access management, proper traffic control devices, and well-maintained road surfaces. These measures will also enhance the attractiveness of major thoroughfares, thereby enhancing the City's image.

#### **Local Collector Streets**

Collector streets provide for adequate traffic movement between thoroughfares and local streets to provide direct access to abutting property. Because traffic volumes along these streets are higher relative to local minor streets, homes should be set back from the rights-of-way. Clear motorist vision is also important. Ongoing maintenance and repair of these streets should receive priority over local minor streets. Because Collector streets have high visibility and are often entranceways to neighborhoods, property owners along collector streets should be especially encouraged to maintain and upgrade the appearance of their properties.

**Local Minor Streets**

Local Minor streets (all other remaining streets) provide access from abutting properties to collector streets and thoroughfares. Regular street maintenance and timely snow removal enhances the livability of homes along these streets. Urban trees along these streets and all streets throughout the City should be protected.

**Other Improvements to Streets and Roads**

To improve traffic flow, the City should work toward refining the use of traffic control devices, increasing traffic enforcement, and developing sign control and front yard setback regulations, which ensure adequate clear vision for motorists. The establishment of regulations requiring adequate parking and loading facilities on individual sites will reduce conflicting vehicular movements with public rights-of-way.

The road system for Lincoln Park is already expanded to capacity and there is little room for additional streets, wider streets, or the construction of alternate routes. Therefore, the Thoroughfare Plan focuses primarily on improving the existing transportation system instead of constructing new elements. Although some of the characteristics that can be changed or enhanced to improve the transportation system in Lincoln Park relate to street resurfacing and reconstruction, most are related to appearance and aesthetics.

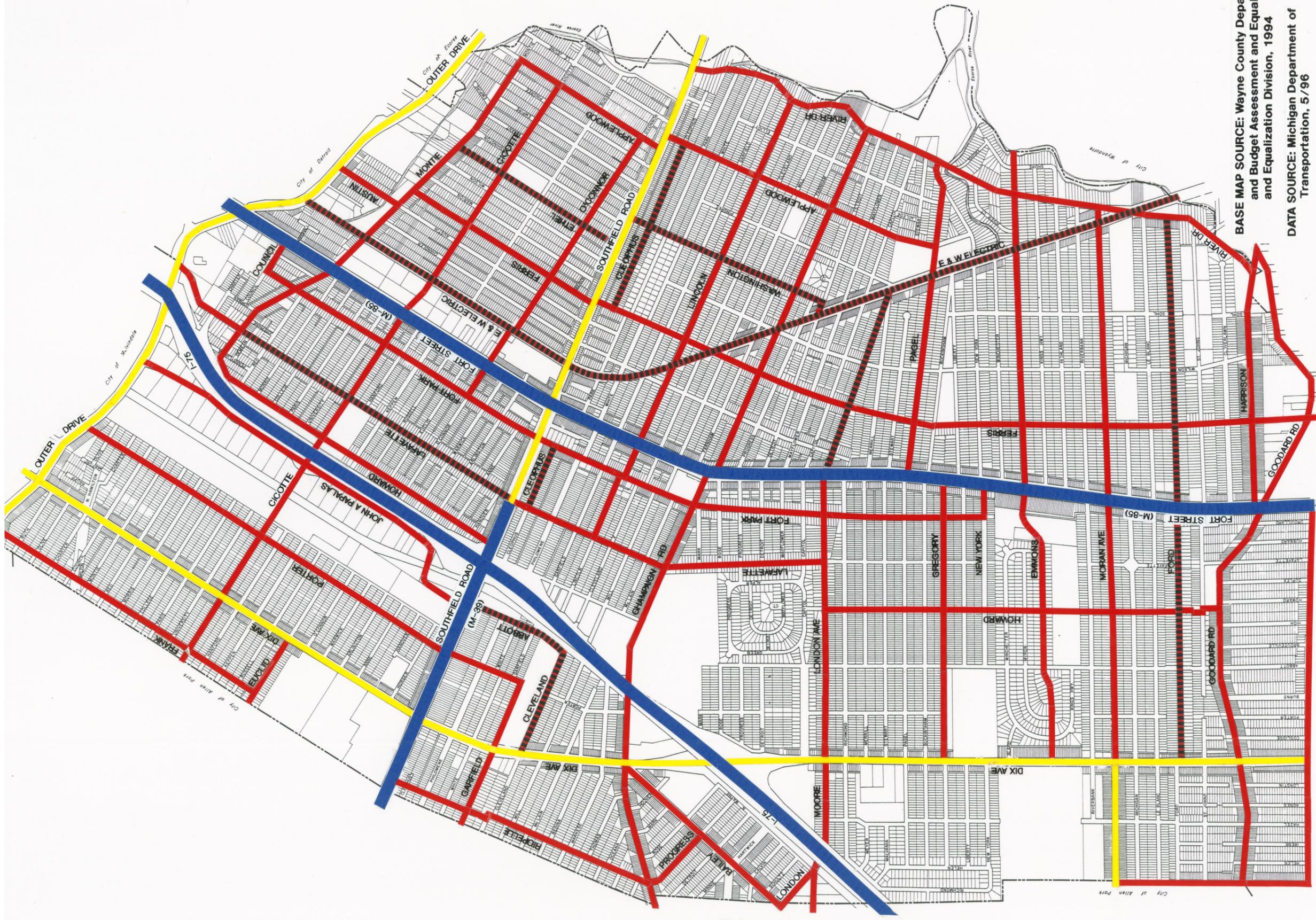
The City of Lincoln Park could benefit from the designation of additional roadways as major streets. Their current design, construction, width, and traffic volumes indicate they may already be functioning as major streets without the actual classification. These streets are shown on Map 8-B, the Road Classification Plan. Major streets are eligible for increased funding from the State due to their higher traffic volumes and increased importance to the overall transportation system. If the City could successfully lobby the Michigan Department of Transportation to reclassify these as major streets, Lincoln Park could realize a windfall of additional gasoline tax monies. These funds could then be used to help implement the recommendations of the Thoroughfare Plan.

**Appearance of Public Rights-of-Way**

A significant part of the Thoroughfare Plan deals with the appearance and aesthetics along Lincoln Park's major commercial corridors and entrance points. The City should develop specific plans for streetscape beautification and the overall appearance of Lincoln Park's commercial corridors (e.g., Dix, Fort, Southfield, Outer Drive) and entrance points where the commercial corridors (and I-75) enter the City limits. Plans should include consideration of gateway features, landscaping (both on private lots and within road rights-of-way); site layout and orientation; site access (both vehicular and pedestrian); architectural design standards and regulations; advertising sign controls; and utilities. Amendments to the Zoning Ordinance should be made to incorporate the concepts of these plans.

**Pedestrian Enhancement Corridors**

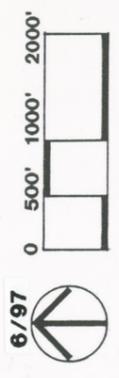
The Pathways Enhancement Plan map (Map 8-C) highlights areas for future pedestrian enhancements. Two systems are shown on the plan: greenway corridors along Ecorse Creek and the utility corridor on the east side of the City and urban pedestrian corridors along major roads and in the downtown. These proposed corridors form an interconnected system, linking schools, parks, and recreation facilities in Lincoln Park to the residential neighborhoods, downtown, and major thoroughfares for access by walking or bicycling. This system can include, but is not limited to: sidewalks; pathways; greenway and 'blueway' trails along natural watercourses; designated bicycle lanes in streets; and aesthetic landscaping.

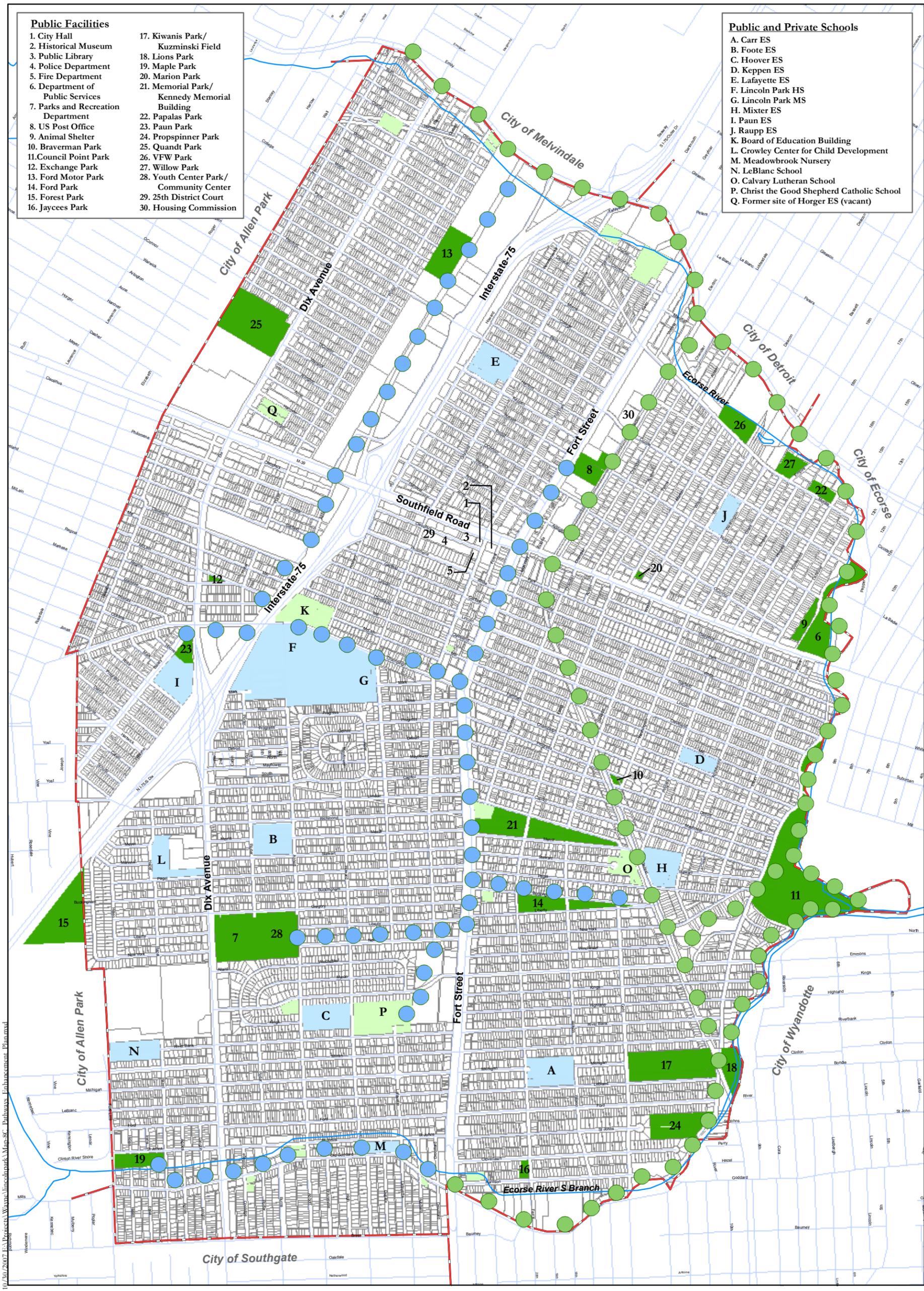


BASE MAP SOURCE: Wayne County Department and Budget Assessment and Equalization and Equalization Division, 1994  
 DATA SOURCE: Michigan Department of Transportation, 5/96

- STATE TRUNK LINE
- COUNTY PRIMARY
- MAJOR STREET
- PROPOSED MAJOR STREETS
- LOCAL STREET

**Map 8-B**  
**ROAD CLASSIFICATION PLAN**  
**LINCOLN PARK, MICHIGAN**





- Public Facilities**
- |                                       |  |
|---------------------------------------|--|
| 1. City Hall                          | 17. Kiwanis Park/<br>Kuzminski Field               |
| 2. Historical Museum                  | 18. Lions Park                                     |
| 3. Public Library                     | 19. Maple Park                                     |
| 4. Police Department                  | 20. Marion Park                                    |
| 5. Fire Department                    | 21. Memorial Park/<br>Kennedy Memorial<br>Building |
| 6. Department of<br>Public Services   | 22. Papalas Park                                   |
| 7. Parks and Recreation<br>Department | 23. Paun Park                                      |
| 8. US Post Office                     | 24. Propspinner Park                               |
| 9. Animal Shelter                     | 25. Quandt Park                                    |
| 10. Braverman Park                    | 26. VFW Park                                       |
| 11. Council Point Park                | 27. Willow Park                                    |
| 12. Exchange Park                     | 28. Youth Center Park/<br>Community Center         |
| 13. Ford Motor Park                   | 29. 25th District Court                            |
| 14. Ford Park                         | 30. Housing Commission                             |
| 15. Forest Park                       |  |
| 16. Jaycees Park                      |  |

- Public and Private Schools**
- |   |
|---|
| A. Carr ES                                  |
| B. Foote ES                                 |
| C. Hoover ES                                |
| D. Keppen ES                                |
| E. Lafayette ES                             |
| F. Lincoln Park HS                          |
| G. Lincoln Park MS                          |
| H. Mixer ES                                 |
| I. Paun ES                                  |
| J. Raupp ES                                 |
| K. Board of Education Building              |
| L. Crowley Center for Child Development     |
| M. Meadowbrook Nursery                      |
| N. LeBlanc School                           |
| O. Calvary Lutheran School                  |
| P. Christ the Good Shepherd Catholic School |
| Q. Former site of Horger ES (vacant)        |

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**Map 8c  
Pathways Enhancement Plan**

City of Lincoln Park, Michigan

- Municipal Boundary
- Quasi-Public Uses
- Schools
- Public Uses
- Greenway Enhancement Corridor
- Urban Pedestrian Corridor

Data Source: City of Lincoln Park, 2003  
McKenna Associates, Inc., 2006



5/25/07

The objective of a connected pedestrian transportation system is to provide a non-motorized means of access to all points of interest throughout the City. The City can undertake the development of such a pedestrian/bicycle system through park improvements with grant funding, street improvement projects, and by incorporating the standards of such a system into the Zoning Ordinance for private developments. Additional information on recreation plans and funding sources can be found the City's 2006 Parks and Recreation Plan.

#### **E. Community Facilities Plan.**

The Future Land Use Map (Map 8-A) also shows the existing sites within Lincoln Park where community facilities are located. Due to the nearly built-out nature of the City, these uses should continue in their existing locations for the near future. Some will require expansion, others complete relocation, and still others (e.g., selected school facilities) will likely see future changes to other uses.

#### **Expansion of Semi-Public Uses**

There will be pressures upon some of these facilities to expand where there is little to no available space. Screening and buffering measures must be taken to limit or eliminate any negative aspects of an expansion of a community facility upon the adjacent neighborhoods. This will especially apply to churches that desire to expand and new school buildings that are planned for construction on the same site. There are not many large, vacant sites where these uses can relocate, and there are not many vacant areas adjacent to existing community facilities to be used as expansion space. Therefore, on-site expansion or reconstruction may be necessary.

#### **Expansion of Existing Municipal Facilities**

The City must take steps to make sure City Hall, the Library, parks, and recreational facilities are built and/or expanded pursuant to the recommendations and strategies of this Plan; such uses should be designed and constructed to be compatible with the surrounding neighborhood. Public building design guidelines and standards should be applied to these facilities to ensure they are of a more traditional neighborhood character. Efforts must be made to make these expansions or new buildings architecturally prominent, pedestrian-friendly, and consistent with the historic design and character of the City.

The section on Community Facilities in Chapter 2 indicates a possible need for expansion or renovation of the existing City Hall complex. Should the City desire to renovate, expand, or even replace City Hall, all efforts should be made to keep it within the downtown area. This also applies to the Library, Museum, and Police and Fire Departments. The City should pursue the acquisition of any property that may become available near the existing City Hall location for these purposes.

There is also a need for the expansion of parks and recreational areas throughout Lincoln Park. Some areas, especially the residential neighborhoods north of Southfield Road, have a deficient amount of park and recreation space. Other neighborhoods have a good supply of park areas; however, many need additional space for expansion. The City should pursue the acquisition of any property that may become available surrounding its existing parks. Efforts should also be made to develop a cooperative program whereby school sites could be developed and used as neighborhood parks in areas of the City without any parks or recreational facilities. The same can be done with vacant commercial or residential sites.

**New Sites for Facilities**

Some community facility uses may need to completely relocate to a larger site, such as the Department of Public Services. Efforts should be made to direct such uses to suitable sites, such as the former Liquor Control Commission site on Dix Avenue or vacant parcels along Outer Drive. These areas provide larger parcels that could accommodate the increased space needs of some community facilities. There is also ample space at these sites to employ adequate screening and buffering techniques from adjacent residential neighborhoods.

**Reuse of School Sites**

The City can also expect to see proposals for a complete change in use to existing community facilities, especially school buildings that become no longer necessary. Since most of these sites are located within residential neighborhoods, new uses for these sites must be thoroughly scrutinized to minimize or eliminate any negative impacts. Such changes in use should be of a similar character of other community facilities, such as day care centers, facilities for cultural or fine arts activities, low to medium density residential uses, or parks and recreational facilities. Commercial, warehousing, and office uses should be discouraged for these sites unless specific design guidelines and standards can be met or exceeded.

**Enhancement of Parks and Open Spaces**

A key element in promoting Lincoln Park as an attractive and pleasant community in which to live will be to enhance the City's parks and open space areas. Opportunities to improve parks include additional tree plantings, quality landscaping, and choice of construction materials which are in keeping with the character of adjacent neighborhoods. Lighting, signage, and pedestrian walkways should serve to integrate parks into the overall landscape of the community. It is also important that existing facilities and parking areas be properly maintained to avoid negative visual impacts.

This Plan emphasizes the importance of maximizing the use of existing parks and open spaces. It will be very important that the City continue to work cooperatively with the schools and other institutions to provide adequate recreation for local residents.

**F. Utility Services Plan.****Reconstruction and Maintenance of Public Utilities**

As with the thoroughfare system and community facilities, the overall design, capacity, and structure of Lincoln Park's public utility systems is not projected to change significantly over the next five years. Most major improvements for the water, storm sewer, and sanitary sewer systems called for in the previous Comprehensive Development Plan have been made. Therefore, the focus on public utilities should be continued maintenance and improvement, such as main replacements where necessary. These should be planned for accordingly within a Capital Improvements Program, and coordinated with other projects such as street reconstructions.

**Private Underground Utilities**

The City's private utility systems, however, have the potential for significant changes. These systems can include, but are not limited to: electricity; natural gas; cable television; telephone; and wireless communications. The most beneficial change to these systems would be their change from above-ground to underground systems. The negative visual impacts from the above-ground utility systems, especially the electrical power transmission lines, could be improved or eliminated by converting these utilities to underground systems.

Conversions to underground utility systems would have the most significant aesthetic improvements along the Fort, Dix, and Southfield corridors, as well as the Electric Avenue corridor on the east side of the City. Measures should be undertaken within the corridor improvement plans discussed for the thoroughfare system to place as many as these utility systems as possible underground. Close collaboration with the private utility companies, as well as an infusion of capital funding, will be necessary to accomplish this task.

### **G. Thoroughfare, Community Facility, and Utility Conclusions**

The City can expect the basic form, content, and design of its thoroughfare system, community facilities, and utilities to remain relatively constant over the next five years. This is primarily a function of Lincoln Park being a fully-developed and built-out community; there simply isn't the room to significantly expand these systems and facilities. Lincoln Park cannot ignore these important infrastructure elements, however, as they are the foundation of development throughout the City. A great deal of attention should be focused upon the redevelopment and improvement of these systems and facilities.

Improvements to the existing condition and visual appearance of the City's infrastructure are of critical importance to Lincoln Park. Roads and streets must be reconstructed to not only improve their functional surface but also to better their aesthetic appeal. Expansion of municipal facilities and the redevelopment of educational facilities must be completed in a manner that is complimentary to the surrounding neighborhoods. Recreational facilities must continually be improved with better facilities and amenities to retain existing residents and attract new families to the City.

Planned upgrades of the City's public utility systems must also take place to maintain their proper functioning. Replacements and improvements to water mains, sanitary sewer mains, and drainage systems should be included with any road reconstruction projects. Policies and ordinances will be required to effectively deal with semi-public utilities, specifically deregulated industries (and the associated proliferation of competition) and the further development of wireless communication technologies.

### **H. Guiding Principles.**

The points of emphasis presented within the Plans of this Chapter are the basis of these nine guiding principles which should direct and influence all future development, land use, and zoning decisions within the City of Lincoln Park.

- 1. Make Lincoln Park a "livable community" to attract younger residents.**
  - Promote quality neighborhoods, good schools, convenient services, a vital downtown, good public services, and a safe community.
- 2. Apply features from the best existing neighborhoods to revitalize neighborhoods lacking reinvestment.**
  - Establish the neighborhood concept of one-quarter mile, five minute walking access to vital activity centers (parks, public squares, schools, churches, commercial services, etc.) to reinforce neighborhood quality-of-life.
  - Emulate traditional lot layouts, road and sidewalk dimensions, street trees, and architectural "typologies".

- 3. Focus redevelopment efforts along the northern edge of City to stop the advance of blight.**
  - Identify uses for and redevelop vacant sites as mixed use development.
  - Identify other potential large office / high tech sites and redevelop them.
- 4. Reduce conflicts between industrial and residential uses in the northwest quadrant of the City.**
  - Plant street trees and provide buffers to separate and screen residential uses.
  - Restrict hours of trucking activity.
- 5. Redevelopment should preserve the good features and qualities of the downtown.**
  - Maintain the character of the downtown with buildings oriented to the street and windows and doors open to sidewalks to improve the pedestrian environment.
  - Promote street life and interest to become the urban entertainment center of the Downriver area.
- 6. Protect the viability of local retailers that are the economic base of the community.**
  - Focus commercial reinvestment into existing businesses and the downtown area.
  - Use redevelopment (zoning, land acquisition, etc.) techniques to attract an anchor retailer to the downtown that will benefit local retailers and not compete with them.
- 7. Enhance major points of entry into the City as welcoming, distinctive gateways.**
- 8. Use greenways (sidewalks, trails, paths and open space corridors) to link waterways, parks, schools, and major community facilities.**
- 9. Enhance Lincoln Park's public spaces and major thoroughfares to improve and reinforce the City's image as a quality city.**

## Chapter IX **Implementation Plan**

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### **Summary of Conclusions**

- More reader-friendly forms (e.g., brochures or maps) of the Comprehensive Development Plan are recommended for educating the general public.
  - A thorough review and revision of the Zoning Ordinance is necessary to implement the strategies and recommendations of this Plan, including updating the City's zoning administration procedures.
  - Adoption of site design guidelines and standards, as well as commercial corridor and entranceway improvement plans, is encouraged to improve the aesthetics and appearance of Lincoln Park.
  - Adoption of a multiple-year Capital Improvements Program is recommended to maintain the City's infrastructure and utilities, and also to maintain adequate community facilities.
  - Strategies must be developed to preserve and improve residential neighborhoods and to redevelop vacant commercial sites and the Downtown.
- 

The most eloquent and insightful development plan will ultimately fail if no effort is made to learn from the observations outlined within it and implement the strategies and recommendations set forth. A concentrated and diligent effort must be made by the City, its residents and business owners, and public agencies to implement the concepts illustrated within this Comprehensive Development Plan, or else Lincoln Park will enter a period of decline and decay.

Publishing the Comprehensive Development Plan does not mark the end of the planning process. In addition to periodic review and updating, the City should frequently consult the Plan, making it an integral part of every decision that has the potential to influence development and land use in the City. The various City boards, commission, and staff should work to implement the proposals contained within this Plan, integrating its careful research and public involvement into the daily policies, procedures, and operations of the City of Lincoln Park.

#### **A. Public Information and Education.**

An important yet often overlooked tool for implementing the Plan is informing and educating the general public about the goals and objectives of the City. Despite holding the requisite public hearing before adopting the Plan, the majority of Lincoln Park residents will not be aware of the intent or content of the Plan. Only when controversial land use and zoning cases arise will some residents become aware of the Comprehensive Development Plan; engaging the public before issues become contentious will lead to wider acceptance of City policies and initiatives toward fulfilling the Plan's vision for Lincoln Park

**Condensed Brochure.** Most individuals will not take the time to read the entire plan document; however, a simple brochure or double-sided foldout map with reduced versions of key maps, combined with condensed versions of the Goals and Objectives, Vision Statement, and Implementation Plan, would make an attractive alternative. Plan brochures can be made available at

City Hall, the library, and other public facilities, or even mailed to residents and businesses in Lincoln Park. In addition, the brochure could be given to local Realtors to hand out to new residents. Greater understanding of the Plan and its contents will lead to a community more willing to realize the goals of the Plan.

**Maintaining the Plan.** Another way for the general public to stay informed about the Comprehensive Development Plan is to keep the Planning Commission and City Council actively involved in maintaining it. The Plan should be an active document; State law requires a review of the Plan at least every five years. An annual, joint meeting between the Commission and Council should be held to review the Plan and any amendments that may have become necessary. This will help ensure that the Plan is not forgotten and that its strategies and recommendations are ultimately implemented.

#### **B. Zoning Ordinance Amendments.**

The most basic method of implementing the Comprehensive Development Plan is a thorough review and revision of the City's Zoning Ordinance. It is also a major tenant is the Redevelopment Ready Best Management Practices. Amendments to the Zoning Map should be included as it is essential for prospective new development (i.e. residential, commercial, industrial, etc) to be able to identify locations that are properly planned and zoned for such uses.

The majority of Lincoln Park's Zoning Ordinance has not been revised in several years. Any tool becomes less useful if not occasionally refined and examined, without a modern, up-to-date Zoning Ordinance, the goals of this Comprehensive Development Plan will be difficult, if not impossible, to effectively implement.

All districts should be reviewed for their applicability; some may need to be altered, and others may need to be added. Condominium and Subdivision regulations should be reviewed and updated to facilitate all types of redevelopment projects. Standards in the Schedule of Regulations may need to be addressed to ensure their adequacy given current development patterns and market dynamics. Permitted and special land uses in each district should be carefully reviewed as well. Some special land use standards may need to be revised, while other uses may need to have standards established.

#### **C. Site Design Guidelines and Standards.**

One of the most important additions to the Zoning Ordinance recommended by this Plan is the adoption of site design guidelines and standards primarily for commercial developments. These guidelines and standards should also be applied to industrial, multiple-family residential, public, semi-public, and mixed use developments. While the 1997 Visual Preference Survey indicated an overwhelming desire to have more attractive and better designed developments in Lincoln Park, this desire has not been satisfied.

Site design standards and guidelines should include, but not be limited to: architectural styles; building materials; site layout; building and site orientation; advertising signs; vehicular and pedestrian circulation; and landscaping. One option to consider is the development of a form-based code for the downtown area to specify the 'look' of the downtown while de-emphasizing uses.

#### **D. Corridor and Entranceway Enhancement Planning and Design.**

Commercial corridors and entrance gateways frequently create the first impression of the City of Lincoln Park for a potential resident or business owner. Although updated design guidelines and

review standards will improve the appearance of private development sites, the City should pursue the improvement of public areas along major thoroughfares.

**Commercial Corridor Enhancement.** In 2006, the State of Michigan authorized municipalities to form Corridor Improvement Authorities (CIAs), with the express purpose of revitalizing older commercial corridors using tax increment financing as a primary tool. CIAs operate in much the same way as a Downtown Development Authority, although multiple CIAs may be created per jurisdiction and multiple communities may form a joint corridor authority.

The City of Lincoln Park contains ripe opportunities to make use of this valuable development tool. Plans should be developed to improve the aesthetics and appearance of the Southfield Road, Outer Drive, Dix Avenue, and Fort Street corridors. Revitalization of the streetscape, landscaping, and utilities along these thoroughfares has the potential to spark increased investment in the City and the creation of new employment opportunities.

**Entrances and Gateways.** Along with the commercial corridors, attention must be paid to the various entrance points into Lincoln Park. Entrance gateways set the tone for the appearance of the rest of the City. These areas should be improved with additional landscaping, decorative street lighting and fixtures, and decorative signs proudly announcing arrival into Lincoln Park. Plans for improving these gateways could be included within a corridor improvement plan.

#### **E. Capital Improvements Programming.**

A comprehensive Capital Improvements Program should be adopted by the City of Lincoln Park on an annual basis. Michigan Public Act 285 of 1931, as amended, (MCL §125.39) requires that

“...the Planning Commission, after the Commission shall have adopted a master plan [comprehensive development plan], shall prepare coordinated and comprehensive programs of public structures and improvements. The Commission shall annually prepare such a program for the ensuing six years, which program shall show those public structures and improvements in the general order of their priority, which in the Commission’s judgment will be needed or desirable and can be undertaken within the six-year period.”

The Capital Improvements Program should set the City’s priorities for infrastructure improvements, utility upgrades, development and improvement of community facilities, and the purchase of major pieces of equipment. The program should be prepared and adopted by both the Planning Commission and City Council, and then reviewed annually at a joint meeting of both.

#### **F. Neighborhood Preservation Strategies.**

**Neighborhood Requirements.** A constant theme throughout this Plan is the preservation and improvement of Lincoln Park’s single-family neighborhoods. The same strategies currently in place for some of the City’s thriving neighborhoods (encourage brick building construction, maintain narrow streets lined with trees, develop parks within walking distance, etc.) should be applied to other neighborhoods where improvement is needed.

**Zoning Ordinance.** Revisions to the Zoning Ordinance should concentrate on guiding the proper redevelopment of vacant properties throughout the City in order to maintain and improve positive neighborhood dynamics. “Suburban” standards and regulations should be avoided in zoning criteria for single-family residential areas.

**Code Enforcement.** Rigorous building and housing code enforcement is a critical component in ensuring that the quality of residential structures and neighborhoods is maintained. The City may consider pursuing a program to register and regularly inspect residential rental properties. This would ensure that structures are maintained to a high degree of quality and that dilapidated or unsafe housing is brought up to code.

#### **G. Economic Development and Redevelopment Mechanisms.**

**Redevelopment with Quality Design.** Redevelopment of the City's vacant commercial sites is necessary to maintain Lincoln Park's status as a retail destination. However, these sites should be redeveloped in a proper manner that ensures they will be aesthetically pleasing and not injurious to surrounding properties and neighborhoods. Design guidelines and standards should be applied to all new commercial developments, as well as expansions and renovations.

**Downtown Design.** The Downtown area must also be redeveloped if Lincoln Park is to become a regional destination. Care must be taken to maintain (or create) a unique character for Downtown Lincoln Park. Buildings should be oriented with main entrances towards Fort Street or Southfield Road; facades should be historically accurate and brought to the edge of the sidewalk. Redevelopment and new development should place an emphasis on pedestrian circulation rather than automobile circulation, with adequate parking provided on-street or in the rear of buildings. The mixing of uses must be encouraged, particularly residential uses on upper floor of commercial buildings and compatible attached townhouses on the rear of commercial blocks. The Planned Development option available in the Zoning Ordinance should be encouraged as a tool for achieving the objectives of the Comprehensive Development Plan.

A Downtown Development Strategic Plan should be developed as called for in the DDA's *Development and Tax Increment Financing Plan*. All concerned parties should be involved in the creation of the Downtown Plan, including the City Council, DDA, Planning Commission, and City staff. Once developed, all future development and redevelopment in the downtown area should adhere to this plan.

#### **H. Conclusions**

A condensed, reader-friendly version of the Comprehensive Development Plan in a brochure/map form should be developed and liberally distributed throughout the City to make sure the people of Lincoln Park are informed about the Plan. A brochure-style document will make a simple, easy-to-read alternative to the full Plan.

The Zoning Ordinance for the City of Lincoln Park must be thoroughly reviewed and revised to ensure the strategies and recommendations of this Plan are carried out. Without this step, much of the Plan will not be implemented. The new Zoning Ordinance should contain modern standards and regulations, especially with regard to design and site layout guidelines.

A Commercial Corridors and Entranceways Plan should be developed to improve the aesthetics and appearance of Lincoln Park.

The City should also pursue the adoption of a multiple-year Capital Improvements Program for infrastructure, community facilities, and equipment. This program will not only assist the City in developing its own facilities, but it will also strengthen the other recommended implementation tools, as well.

There are several neighborhoods within Lincoln Park that are thriving and successful. The policies that encourage the quality of these neighborhoods should be applied to the areas of the City where

improvement is needed. Strict but fair code enforcement will also be necessary to protect and preserve residential neighborhood quality.

Finally, Lincoln Park must focus on the quality development and redevelopment of vacant commercial sites and the Downtown to continue and enhance the City's status as a regional shopping and entertainment destination.

## Chapter X Summaries of Conclusions

### **Chapter 2: Existing Conditions and Trends**

- Future land use policies should focus primarily on maintaining and improving the quality of existing uses and encouraging the redevelopment of vacant sites.
- The City should take full advantage of Michigan's brownfield redevelopment legislation in order to better redevelop vacant commercial and industrial sites.
- Lincoln Park must pursue a program of improving its visual aesthetics and image. This should include the adoption of stricter site plan review procedures, commercial design guidelines, and more vigorous code enforcement.
- A carefully detailed Capital Improvements Program must be prepared for all of the City's utilities and community facilities. This program must be adequately funded to ensure the condition and quality of the utilities and community facilities is maintained at the highest possible level.
- More attention and care should be focused upon the City's entrances, thoroughfare corridors, parks, and natural features to improve their appearance.
- The City should cooperate with regional initiatives, such as the Downriver Linked Greenways, to link local non-motorized pathways and greenways to the regional system.

### **Chapter 3: Transportation**

- The surface condition and quality of streets in Lincoln Park must be improved and upgraded. This may require the establishment of alternative funding mechanisms and sources.
- The quality and condition of the City's vehicular transportation corridors must be improved to provide a better visual image for Lincoln Park.

### **Chapter 4: Socio-Economic Analysis and Projections**

- Lincoln Park must pursue and adopt policies to attract younger families into the City in order to prevent the further decline in the number of people and families, reverse the overall aging of the population, and to protect the income and employment status of all residents.
- The City must develop alternative housing options for all residents, especially senior citizens.
- The City must focus on maintaining and improving the quality and condition of both housing structures and commercial sites and buildings.
- The City should focus on improving quality of life issues for existing and future residents.

### **Chapter 5: Economic Analysis**

- The City of Lincoln Park should focus on capturing a greater share of regional retail spending by attracting larger, regional retailers as anchors for a diverse mix of local specialty retail establishments

### **Chapter 6: Public Participation**

- There is a desire among the citizens of Lincoln Park to strive towards several ideal “visions” for the future, including:
  - An improved Downtown, with unique shops, dining, entertainment, and cultural opportunities;
  - A City and Downtown ready for redevelopment, with lots cleared for new construction;
  - Stricter enforcement of building codes for houses and businesses;
  - A cohesive, vibrant identity or ‘brand’ for Lincoln Park; and
  - An interconnected system of greenways and paths to provide alternative transportation and recreation options.
- In order to realize the visions of the City, cooperation with neighboring communities in the Downriver area will be of vital importance.

### **Chapter 7: Goals and Objectives**

- Protect and strengthen the viability of neighborhoods.
- Promote a well-planned and integrated system of commercial and office uses which will serve the needs of City residents, enhance the image of the City, and strengthen the City's tax and employment base.
- Maintain and enhance the City's industrial uses in a way that is consistent with community values, compatible with surrounding land uses, and preserves and augments the tax base of the City.
- Maintain a safe, efficient transportation system which minimizes conflicts among transportation users, promotes accessibility throughout the community, and accommodates the circulation needs of City residents.
- Continue to provide all segments of the population with high quality and affordable community services and facilities.
- Promote Lincoln Park as an attractive and quality community in which to live.
- Ensure ongoing interest and implementation of the City's Comprehensive Development Plan.

### **Chapter 8: Comprehensive Development Plan**

- Future land use patterns will remain consistent with the existing land use trends, except for the reclassification of the City's commercial corridors.
- Measures should be taken to lessen negative impacts from existing but incompatible adjacent land uses.
- Special focus areas have been established for the downtown and declining neighborhoods; special development techniques should be applied to each.
  - The traditional downtown character of the Central Business District should be preserved, with buildings oriented towards the street and built to the sidewalk, an increased emphasis on pedestrian circulation, and development of the downtown as a destination or attraction.
  - Characteristics and polices which have made certain neighborhoods thrive, such as the ones surrounding Ford and Memorial Parks, should be applied to those neighborhoods in decline north of Southfield Road.
- The basic form, design and content of Lincoln Park's thoroughfare system, community facilities, and utilities will not significantly change within the next five years.
- The primary focus for the City's thoroughfare system, community facilities, and utilities should be redevelopment and improvement of existing systems and facilities, giving special attention to aesthetics and appearance.
- Nine guiding principles should direct and influence all future land use and zoning decisions within the City of Lincoln Park.

### **Chapter 9: Implementation Plan**

- More reader-friendly forms of the Comprehensive Development Plan are recommended for educating the general public.
- A thorough review and revision of the Zoning Ordinance is necessary to implement the strategies and recommendations of this Plan, including updating the City's zoning administration procedures.
- Adoption of site design guidelines and standards, as well as commercial corridor and entranceway improvement plans, is encouraged to improve the aesthetics and appearance of Lincoln Park.
- Adoption of a multiple-year Capital Improvements Program is recommended to maintain the City's infrastructure and utilities, and also to maintain adequate community facilities.
- Strategies must be developed to preserve and improve residential neighborhoods and to redevelop vacant commercial sites and the Downtown.