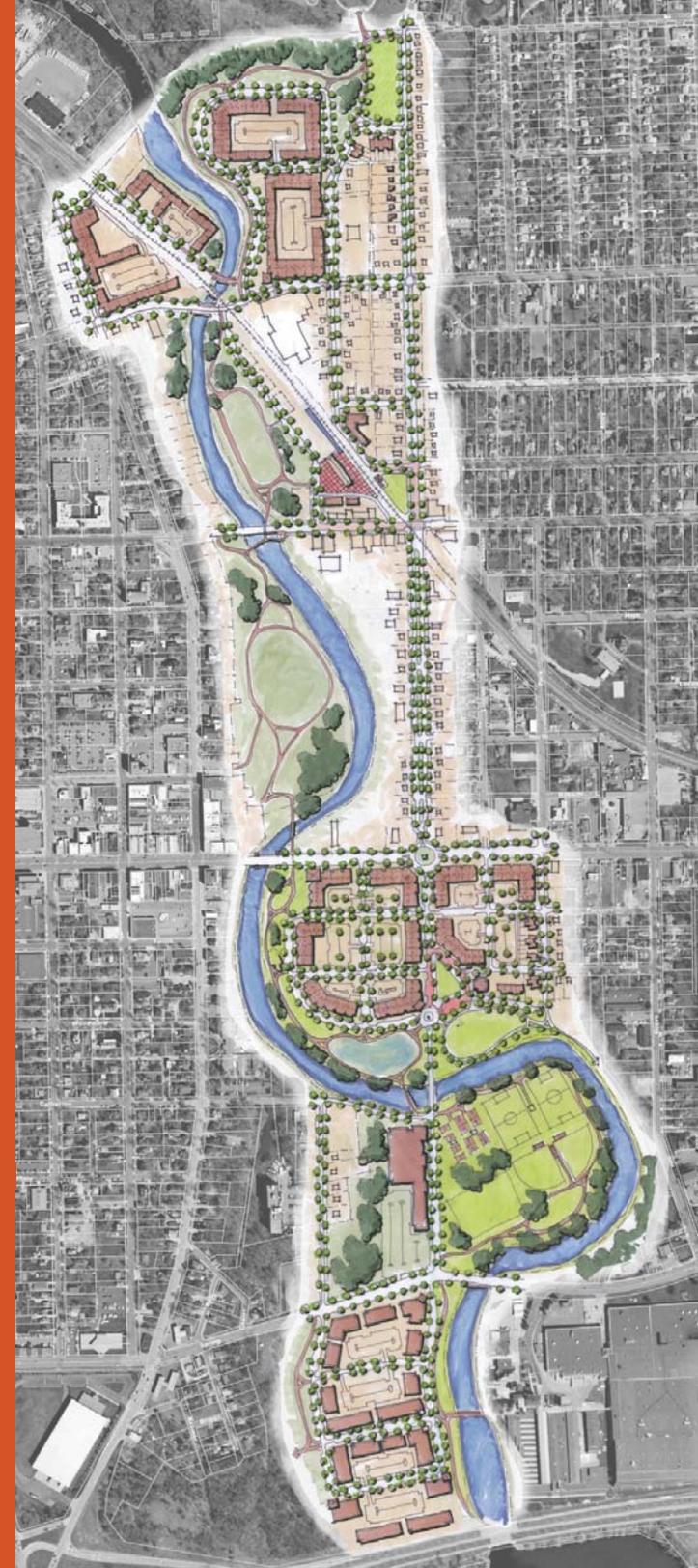


# Shape Ypsilanti



**MASTER PLAN FOR A SAFE, DIVERSE, SUSTAINABLE CITY**  
**ADOPTED: OCTOBER 16, 2013**

This page left intentionally blank

This page left intentionally blank

## Acknowledgements

*A special thanks to all who gave their time, energy and input to make this plan possible, especially*

### **SHAPE YPSILANTI STEERING COMMITTEE**

Rod Johnson, Planning Commission Chair  
Richard Murphy, Planning Commission Vice-Chair  
Phil Hollifield, Planning Commissioner  
Pete Murdock, City Council Member, Ward 3  
Ricky Jefferson, City Council Member, Ward 1  
Anne Stevenson, Historic District Commission, Ward 2  
D'Real Graham, Recreation Commission  
Leigh Greden, EMU Administration, DDA Chair & Eastern  
Leaders' Group Co-Chair  
Bee Roll, Owner of beezy's cafe  
Teresa Gillotti, City Planner at City of Ypsilanti  
Desmond Miller, EMU student & Student Council President

### **YPSILANTI CITY COUNCIL**

Paul Schreiber, Mayor  
Lois Richardson, Mayor Pro-Tem, Ward 1  
Ricky Jefferson, Ward 1  
Susan Moeller, Ward 2  
Daniel Vogt, Ward 2  
Peter Murdock, Ward 3  
Brian Robb, Ward 3

### **CITY OF YPSILANTI PLANNING COMMISSION**

Rod Johnson, Chair  
Richard Murphy, Vice-Chair  
Mark Bullard  
Phil Hollifield  
Kelly Weger  
Gary Clark  
Brett Lenart  
Cherly Zuellig  
Daniel Lautenbach  
Anthony Bedogne  
Heidi Jugenitz

### **CITY STAFF**

Ralph Lange, City Manager  
Nan Schuette, Executive Secretary  
Teresa Gillotti, Planner II  
Bonnie Wessler, Planner I  
Emily Baxter, Planning Assistant

### **ALL WHO PARTICIPATED**

Over 400 focus group and charrette participants  
2,038 people who like Shape Ypsi on Facebook  
128 twitter followers  
1,387 people who visited ShapeYpsi.com  
155 e-mail newsletter subscribers  
All the people who shared in this plan in thought, word and deed

# Table of Contents

<b>Chapter 1: Small City. Unique History. New Plan.</b>	<b>2</b>		
The Process & the Plan	4	Data	44
<b>Chapter 2: Guiding Values</b>	<b>6</b>	Historic Downtown	45
Decision Making Rubric	8	Depot Town	45
		Cross Street	47
<b>Chapter 3 - Ypsilanti Now</b>	<b>12</b>	<b>Chapter 7 - Neighborhoods</b>	<b>50</b>
Population	12	Past Policies	50
Housing	14	Public Input	50
Economy	21	Data	52
City Budget	24	Central Neighborhoods	53
Transportation	24	Outlying Neighborhoods	53
<b>Chapter 4 - City Framework</b>	<b>30</b>	<b>Chapter 8 - Corridors</b>	<b>56</b>
Zoning – Form-Based Code	33	Past Policies	56
<b>Chapter 5 - Transportation</b>	<b>34</b>	Public Input	56
Transportation Plan	34	Policy and Plans for all Corridors	56
Priorities	34	Historic Corridors	58
Transportation Projects	36	General Corridors	58
City-Initiated Projects	36	<b>Chapter 9 - Districts</b>	<b>60</b>
Historic Downtown Projects	37	Past Policies	60
New Development	38	Public Input	60
Street Policy Changes	40	Data	60
Programs	40	Eastern Michigan University	60
<b>Chapter 6 - Centers</b>	<b>42</b>	Human and health services District	62
Past Policies	42	Job Districts in southern part of City	62
Public Input	42	Railroad Area Southeast of Depot Town	63
		Economic development policies	63
		Highland Cemetery	63

<b>Chapter 10 - Redevelopment Areas</b>	<b>66</b>
Water Street	66
Bay Logistics Site (Former motor wheel)	71
Angstrom Property (Ford/visteon)	73
<b>Chapter 11 - Implementation</b>	<b>76</b>
Three fundamental steps	76
Community Building	76
Zoning Plan - Form-based code	77
Role of City Staff	79
Annual evaluation & planning	79
Five-year Master Plan update	79
Conclusion	80
<b>Appendix</b>	<b>82</b>
Consultant team	82
Crash Data for Roads in City of Ypsilanti	82
Implementation Matrix	83
Approach on Two-Way Street Conversion	85
Phases For Two-Way Conversions	86

## Chapter 1: Small City. Unique History. New Plan.

*“After careful review of many recent local plans, the City requests that respondents set aside existing templates and consider instead new approaches to a hybrid policy/land-use plan for the City of Ypsilanti.”*

-Request for Proposal, City of Ypsilanti, July 2012

The City of Ypsilanti is a small city of 4.3 square miles in southeastern Michigan. Located in Washtenaw County, it is within 15 miles of Detroit Metro Airport, 10 miles of Ann Arbor and 35 miles from Detroit. A distinctly urban place, its population density is one of the highest in Washtenaw County, at roughly 6.4 people per acre.

Ypsilanti is a historic community. It was the second city to incorporate in the State of Michigan, and has the fifth largest historic district in the state. Eastern Michigan University (EMU) was founded here in 1849. Transportation features prominently in Ypsilanti's history, with the Chicago Road and Michigan Central Railroad driving the growth of the city's various industries through the 19th and early 20th century. In the mid-20th century, the Willow Run plant and airport, and I-94 and US-23 continued the city's location advantages, while automotive plants in and around the city tied the city's manufacturing economy to transportation as well.

EMU continues to be a major employer and economic driver. It is the largest land owner in the City and the largest taxpayers are now primarily rental property owners.

However, the City's economy has fundamentally changed with the decline of the automotive industry and manufacturing. Since 2001, Ypsilanti has lost close to 1,600 manufacturing jobs. This economic shift has caused both a reduction in real and personal property tax revenue, and an increase in vacant or under utilized industrial spaces. No single industry has emerged to replace the jobs and taxes generated by the automobile industry.

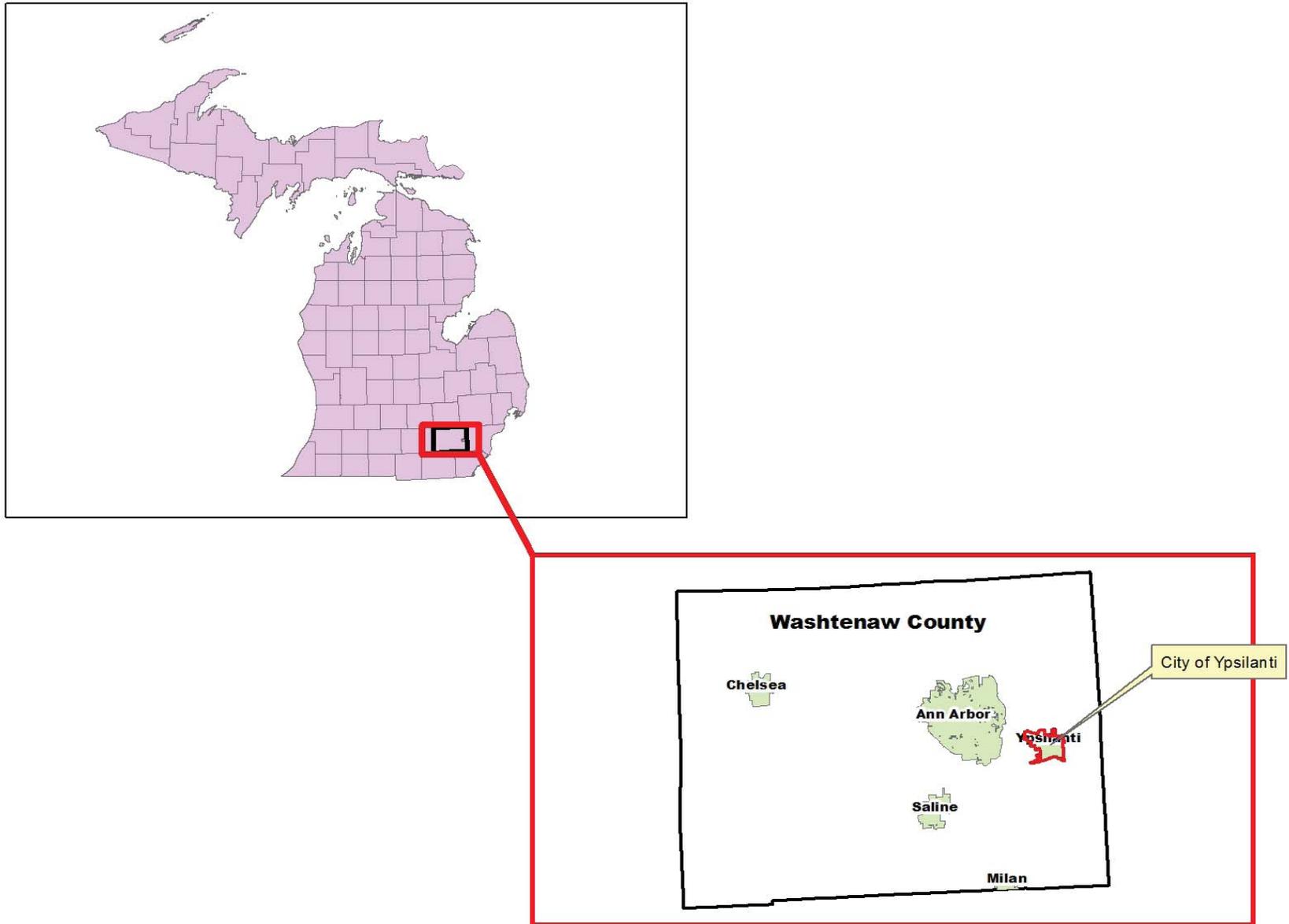
Instead, several sectors have potential to bring new vitality – small manufacturing and craft production, creative economy, renewable energy, and food. Summer events are a regional draw, and more recent efforts such as the Krampus Festival, Mittenfest and the revamped Heritage Festival foster the growing arts and music communities. Solar Ypsi and other groups support renewable energy efforts, while the Historic District Commission has adopted guidelines for solar panels. A growing reputation among foodies also has helped Ypsilanti secure its place in the region for both every day and destination restaurants. Growing food in the City is supported by non-profits like Growing Hope and permaculture groups.

The City prides itself on its diversity. Ypsilanti has been a leader in civil rights, as the first City in Michigan to pass a living wage ordinance and an ordinance banning discrimination in housing, employment and public accommodation based on sexual orientation, gender identity/transgender status, or body weight. The U.S. Census analysis of 2010 population data ranked Ypsilanti as one of the top 5 Michigan Cities for gay couples.

At the same time, the City faces challenges. Approximately 40% of the City's land area is used by tax exempt owners, limiting the tax base of the City. The building stock, while historic and often a selling point for the community, can decline in value without upkeep. The foreclosure crisis and great recession of 2008 hit Ypsilanti, like many Michigan cities, with the loss of jobs and home values. The City has one of higher unemployment rates in Washtenaw County.

The first year for the merged Ypsilanti Community School District

**Map 1: Regional Context, City of Ypsilanti, Michigan**



was 2013. Until the district is on its feet, the schools will have an unknown impact on housing values.

Finally, the City must pay about 10% of its current budget on bonds for the previous acquisition, building demolition, and environmental cleanup of Water Street, a redevelopment area assembled by the City more than a decade ago.

The last Master Plan, adopted in 1998, assumed that industrial users would remain. The economic shifts and the housing crisis that have taken place since have changed that assumption. This plan assumes growth on a micro-economic level. It concentrates on the assets of the people, businesses, buildings, and infrastructure. It uses these assets to set the framework for future development, redevelopment and preservation in the community. The plan also lays the groundwork for form-based zoning in Ypsilanti, which will implement goals of the master plan through regulation by street type, building typology as well as use.

## **THE PROCESS & THE PLAN**

In 2012, the City of Ypsilanti received funding to draft a master plan and zoning ordinance as part of the U.S. Housing and Urban Development Sustainable Community Challenge Grant awarded to Washtenaw County. While the City of Ypsilanti has a long history of planning (see list on this page), the last Master Plan was over a decade old. Due to the challenges facing the City, staff, elected and appointed officials requested the master plan recognize both the good and the bad, set realistic goals, and emphasize policy as well as land use.

After selecting a consultant team to assist in the process, the City launched a community-driven process, called “Shape Ypsilanti”, to create the Master Plan in January 2013. The process utilized social media and a website separate from the City’s own to engage, educate, and empower. Feedback from on-line sources was used as fodder for discussions and decisions at a series of events, varying in size from interviews to two rounds of focus groups to community-wide, 4-day charrettes in March and April 2013. Events were attended by more

## **PREVIOUS PLANS REVIEWED FOR THIS PROCESS**

- Olmsted Brothers Park Plan (Pre-World War II)
- 1971 Ypsilanti I, II, III
- 1993 Blueprints for Downtown
- 1996 Comprehensive Economic Development Strategy Plan
- 1998 City Master Plan
- 2001 Cross Street Neighborhood Improvement Plan
- 2008 Recreation Plan
- 2008 Downtown Blueprint
- 2010 Non-Motorized Transportation Plan
- 2012 Climate Action Plan
- Washtenaw County Consolidated Plan
- Washtenaw County Affordable Housing Needs Assessment
- Ypsilanti 2020 Task Force Report
- ReImagine Washtenaw Avenue Corridor Redevelopment Strategy (2010)
- SEMCOG & Washtenaw County Community Economic Development Plan
- South of Michigan Avenue Community Needs Assessment

than 400 individuals.

The following document is the resulting Master Plan, grounded in real challenges and opportunities. The plan is divided into the following chapters:

Chapter 2 – Guiding Values

Chapter 3 – Ypsilanti Now

Chapter 4 – City Framework

Chapter 5 – Transportation

Chapter 6 – Centers

Chapter 7 – Neighborhoods

Chapter 8 – Corridors

Chapter 9 – Districts

Chapter 10 - Redevelopment Areas

Chapter 11 - Implementation

The solutions were created by the community for the community. However, many of the requests brought forth - more police, cameras in high-crime areas, recreation and programs for youth, street maintenance and repair, better public schools - are not within the scope of this plan as prescribed by Michigan State Law. These pressing issues can, and perhaps should, take precedence in allocating scant municipal resources over many of the projects and plans laid out in this document.

## Chapter 2: Guiding Values

*“What would you whisper into the ears of decision makers, like City Council?”*

-Instructions to participants in Guiding Values Focus Groups

Appointed and elected officials use the City’s Master Plan as a guide when making decisions with limited resources about land use, housing, transportation, equity, quality of life, and sustainability. Traditionally, decision-makers reference the Master Plan when deciding what uses should be allowed on a parcel of land, whether and how a building can be constructed or an older building renovated; and how bicycle routes and streets are laid out. The City of Ypsilanti requested the guiding values for this Master Plan go beyond the usual scope of a land use plan and apply to budget decisions, allocation of resources, and general policy for the City. This chapter provides a list of guiding values from the community and a decision-making rubric for City leaders, not only for land use but for over arching policy.

These guiding values are based on focus group sessions held in January and February 2013 and then presented to the public in the Discover Charrette in March of the same year. The sessions were held in different locations across the city. The over 50 participants represented Eastern Michigan students, business groups, historic preservation groups, real estate developers, arts groups, event organizers, churches, youth groups and residents from neighborhoods South of Michigan and on the west side of Ypsilanti. Two Saturday sessions were also held at a downtown restaurant for the general public.

The following ten values were mentioned by all the groups when they were asked what the guiding values should be for the City:

### **Safety comes first**

The City is dedicated to being a secure place to live, study, work, visit,

and play. While budgets for safety services are separate from the Master Plan, decisions about land use, housing, transportation, equity and sustainability should protect and enhance safety.

### **Diversity is our strength**

Ypsilanti is a multicultural city with people from different races, sexual orientations, incomes, and walks of life. The ability to be who you are attracts people to Ypsilanti. In decisions, the City will ask how actions welcome, provide opportunity for and sustain its diverse population.

### **Ypsilanti is sustainable**

Every decision should foster the future, while replenishing resources – natural, economic and social. Efforts to make the city an environmentally sustainable place will continue. The financial viability of the city in 20 years should factor into decisions. Equity for everyone in Ypsilanti is another priority.

### **Communication is key**

Information, especially from the City, should be shared with all neighborhoods and groups in the manner that will reach them, be that on the web, in the mail or via flyers. Programs should reach out to all, giving everyone a chance.

### **Anyone, no matter what age or income, can find a place to call home in Ypsilanti**

Housing options should match the needs of the people. Those needs will change as residents age and move. The need for safe, quality, affordable homes for all should be factored into decisions.

**Anyone can easily walk, bike, drive or take transit from anywhere in Ypsilanti and to anywhere else in Ypsilanti and beyond**

The citizens of Ypsilanti want a complete transportation system with room on the roads for cars, buses, bicycles, and pedestrians, including those in wheelchairs or with strollers. The City is committed to integrating into the emerging regional transit system while enhancing the walkability of the community.

**Ypsilanti is a great place to do business, especially the green and creative kind**

The City of Ypsilanti will create a business environment that fosters the creativity and energy personified by City's best known businesses, while attracting new businesses and fostering locally grown enterprises. Green and sustainable businesses, like those that have already developed in Ypsilanti, will be encouraged.

**Everyone in the region knows Ypsilanti has great things to do in great places that are in great shape!**

Ypsilanti has a wealth of beautiful places, historic buildings, and fun activities. These assets will be built upon and shouted from the rooftops. Ypsilanti's image should match its vibrancy. Vibrancy comes from preserving, using, and enriching all places. While permanent uses may not be found for vacant buildings immediately, temporary or pop-up activities should be options.

**Ypsilanti is an asset of Eastern Michigan University, and Eastern Michigan University is an asset of Ypsilanti**

The futures of Ypsilanti and Eastern Michigan University are entwined. The City will plan and develop policies for Ypsilanti to be a home for the university itself, as well as its students, faculty and staff. The physical planning of the community and university should be coordinated, as well as efforts to welcome and integrate Ypsilanti as treasured part of the EMU experience.

**We can only achieve our vision by building a community amongst ourselves and with our neighbors**

Relationships are the key to success. While each group and neighborhood needs space for themselves, the City thrives when we work together. The community includes not only those who live in the City, but those who work and study here and own businesses as well as Ypsilanti Community Schools, neighboring municipalities, the City of Ann Arbor and Washtenaw County.

The table on the following pages is a decision making rubric for elected and appointed officials, with questions and measures for each guiding value. The chapter following the decision rubric explores the current state of the City in terms of safety, diversity and sustainability, the core values to which all of the others relate.

## DECISION MAKING RUBRIC

When making decisions, City of Ypsilanti officials, staff and citizens will ask if the option chosen furthers at least one, if not several of the values below, while not damaging the others.

Guiding Value	Questions	Measures
Safety comes first	<p>Does this action protect or enhance safety?</p> <p>Is natural surveillance, where people can see what is going on in public places from private ones, created?</p> <p>Are public spaces, private spaces and semi-public spaces easily known, so the average person knows where the street ends and someone's property begins?</p> <p>Are public spaces (parks, streets, parking lots) well lit?</p> <p>Do regulations allow for, if not encourage, activity in public spaces?</p> <p>Are the places for emergency vehicles clear, accessible, and placed to best help first responders do their job?</p>	<ul style="list-style-type: none"> <li>• Trend in crime rates (up or down and location)</li> <li>• % of functioning street lights</li> <li>• Enforcement of parking lot lighting requirements</li> <li>• Response time of emergency services</li> <li>• # of pedestrians in centers and public spaces</li> </ul>
Diversity is our strength	<p>Does this action welcome and/or sustain Ypsilanti's diverse population?</p> <p>Does this action welcome new groups to Ypsilanti?</p> <p>Does this action reward or privilege one group over another?</p> <p>Are policies flexible enough to allow and encourage diversity?</p> <p>Does this action create/maintain/improve the diversity of the business mix?</p>	<ul style="list-style-type: none"> <li>• Changes in ethnic mix, city-wide and by neighborhood</li> <li>• Changes in diversity of ages</li> <li>• # of public facilities and/or buildings with universal design (accessibility measure)</li> <li>• Trends in business types (number and % of tax base)</li> </ul>

Guiding Value	Questions	Measures
Ypsilanti is sustainable	<p>Does this action replenish resources?</p> <p>Does this action make Ypsilanti a more environmentally sustainable place?</p> <p>Does this action improve the financial viability of the city in 20 years?</p> <p>Does this action create job opportunities for all residents?</p> <p>Does this action encourage, provide or promote equity?</p>	<ul style="list-style-type: none"> <li>• Trend in greenhouse gas emissions</li> <li>• # of kilowatts produced by renewable energy installations</li> <li>• Trend in budget deficits</li> <li>• Trend in unemployment rate</li> <li>• Policies for abatements for environmental efforts, living wage jobs and sustainability</li> </ul>
Communication is key	<p>Does this action help communicate with everyone in the community?</p> <p>Were all members of the community told about deliberation of this action in an accessible way?</p> <p>How will the results of this action be shared with the community in an accessible way?</p> <p>Is communication infrastructure maintained and enhanced?</p> <p>Is the City maintaining relationships to communicate to groups throughout the City?</p>	<ul style="list-style-type: none"> <li>• Trends in attendance by the public at meetings</li> <li>• Budget devoted to communication including printing, mailing, social media participation and website update.</li> <li>• # of website hits</li> <li>• # of active neighborhood associations</li> <li>• Increase in voter participation by ward</li> </ul>
Anyone, no matter what age or income, can find a place to call home in Ypsilanti	<p>Does this action preserve, improve and/or create viable, safe, affordable homes?</p> <p>Does this action preserve/create variety in housing products in terms of size (square footage and/or # of bedrooms) and ownership/rental type?</p> <p>Will this action result in the continued maintenance and care of existing residences?</p> <p>Do residents, especially young adults and seniors, have the ability and/or resources to maintain their homes?</p> <p>Will this action preserve or create housing that is needed?</p>	<ul style="list-style-type: none"> <li>• Changes in mix of types of housing in neighborhoods</li> <li>• Trends in the # residential building permits by building type (single-family, 2-5 unit, 5+ unit)</li> <li>• Trends in building permits by geographic area within the City</li> <li>• Trends in seniors aging in their homes or moving to other appropriate housing within Ypsilanti</li> <li>• Trends in young professionals and pre-family households</li> </ul>

Guiding Value	Questions	Measures
Easily walk, bike, drive or take transit from anywhere	<p>Does this action preserve or create a complete transportation system with room on the roads for cars, buses, bicycles, and pedestrians?</p> <p>Does this action reward those taking a short trip within the City, rather than those passing through?</p> <p>Does this action help Ypsilanti be part of the regional transportation network?</p>	<ul style="list-style-type: none"> <li>• # of miles of bicycle paths and sidewalks created to complete system</li> <li>• Restoration of two-way traffic to Hamilton, Huron, Cross and Washtenaw</li> <li>• Change in # of pedestrian, bicycle and vehicle crashes</li> <li>• Additional maintenance of streets, on-street parking, crosswalk, multi-use paths, and sidewalks</li> <li>• Budget and staff time towards securing commuter rail stop in Depot Town, improved transit as member of “The Ride” and other regional transit</li> </ul>
Great place to do business, especially green and creative	<p>Does this action create a business environment that fosters creativity?</p> <p>Does this action attract new and/or retain existing businesses?</p> <p>Does this action foster locally grown enterprises?</p> <p>Does this action reward green and sustainable businesses?</p>	<ul style="list-style-type: none"> <li>• Trends in growth of businesses (tax dollars, # of employees)</li> <li>• # of new and expanded businesses</li> <li>• Increase in revenue of locally grown businesses</li> <li>• # of green/sustainable businesses</li> </ul>
Everyone in the region knows Ypsilanti has great things to do in great places that are in great shape!	<p>Does this action preserve, use and/or enrich all places?</p> <p>Does this action enhance Ypsilanti’s reputation as a great place?</p> <p>Does this action bring people to visit great places in Ypsilanti?</p>	<ul style="list-style-type: none"> <li>• Volunteer hours/personnel hours/budget devoted to maintenance of facilities</li> <li>• Volunteer hours/personnel hours/budget devoted to marketing Ypsilanti to the region</li> <li>• Trends in numbers and types of visitors</li> </ul>

Guiding Value	Questions	Measures
<p>Ypsilanti is an asset of Eastern Michigan University, and Eastern Michigan University is an asset of Ypsilanti</p>	<p>Does this action help Ypsilanti be a home for the university itself, as well as its students, faculty and staff?</p> <p>Does this action integrate Ypsilanti as part of the EMU experience?</p> <p>Does this action support EMU's integration into the City?</p>	<ul style="list-style-type: none"> <li>• Continuation or increase in joint programs between the City and EMU</li> <li>• Synergy or differences in landscaping and style of buildings at border of City and EMU</li> <li>• Trends in # of students, faculty and staff living in the City</li> </ul>
<p>Build a community amongst ourselves and with our neighbors</p>	<p>Does this action build community within the City?</p> <p>Does this action foster relationships with school districts, neighboring municipalities, the City of Ann Arbor and Washtenaw County?</p> <p>Does this action and/or communication celebrate successes within the City as a community?</p>	<ul style="list-style-type: none"> <li>• # of joint meetings between government bodies, community groups, etc.</li> <li>• Continuation or increase in joint programs with groups, Ypsilanti Community Schools and/or other municipalities</li> <li>• # of local groups and institutions working together to support each other's efforts</li> <li>• Vehicle, like COPAC, functions effectively for inter-neighborhood communication</li> </ul>

## Chapter 3 - Ypsilanti Now

*“There are three sides to every story in Ypsilanti.”*

– unsolicited advice e-mailed to the Consultant Team from a former City resident

The following chapter lays out the latest facts about the City of Ypsilanti - the people, the buildings, the economy, and the transportation network (roads, buses, bicycle lanes and sidewalks). Each section ends with policy implications that have influenced the Master Plan and should be factored into future decisions.

### POPULATION

Like many of Michigan’s older industrial towns, Ypsilanti saw rapid mid-century population growth, followed by more recent declines (Figure 1). The city has a sizable African-American population, though as you can see in Map 3, it is relatively segregated by neighborhood. This industrial heritage has also left the city’s population vulnerable to the past decades of deindustrialization, with pockets of the high poverty and unemployment.

The historic core of Ypsilanti was a mature industrial town of nearly 7,500 people by the beginning of the 20th century, with population changing only modestly over the next 30 years. However, the industrial mobilization of World War II and the auto industry’s post-war boom were reflected in population growth, with the census reporting a peak of 29,538 residents in 1970.

Since that time, the city’s population has shrunk to 19,435 in 2010—only slightly higher than the city’s 1950 population. Population forecasts by Southeast Michigan Council of Governments show the city’s total population remaining steady at around 22,000 for the next quarter century.

Ypsilanti, like the nation as a whole, has seen household sizes decline over time. Societal trends, including delaying marriage and childbearing, have led to more householders living alone or as married couples without children. In Ypsilanti, the household size has declined from 2.38 in 1990 to 2.29 in 2000 to 2.06 in 2010. Rental households had fewer average residents than owner-occupied households: 1.96 compared to 2.28.

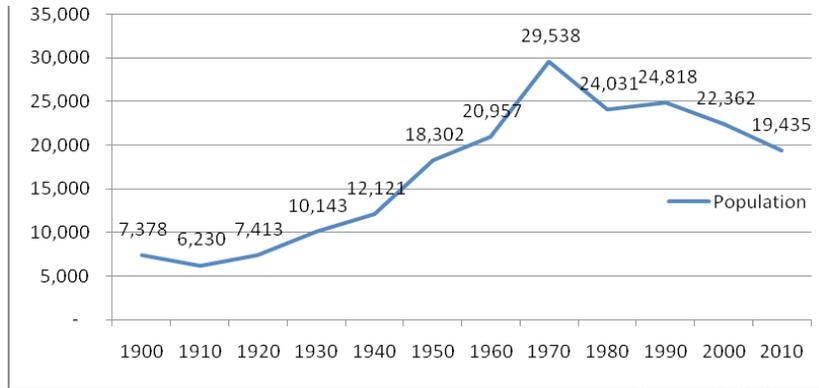
While a declining total population is popularly attributed to migration, this trend in reduced household size can explain some of the change in total population. For the 8,026 occupied housing units in 2010, the drop in average household size from 2.38 residents in the 1990s to 2.06 residents in the 2000s would account for a population loss of 2,568 residents. This number accounts for 48% of the actual reported drop in population of 5,383 residents in that time. A continued trend of reduced household size will mean a continued loss of population, even while the number of housing units remains the same.

### Age, Educational Attainment & University Influence

When analyzed at a City level, the City of Ypsilanti has a younger population (see figure 3) than its neighbors, the region and the state of Michigan overall. However, when broken down by census tract, younger populations are clustered around the Eastern Michigan campus (Map 2). The enrollment numbers of Eastern Michigan University have increased (see Figure 2) since 1960, with a few dips.

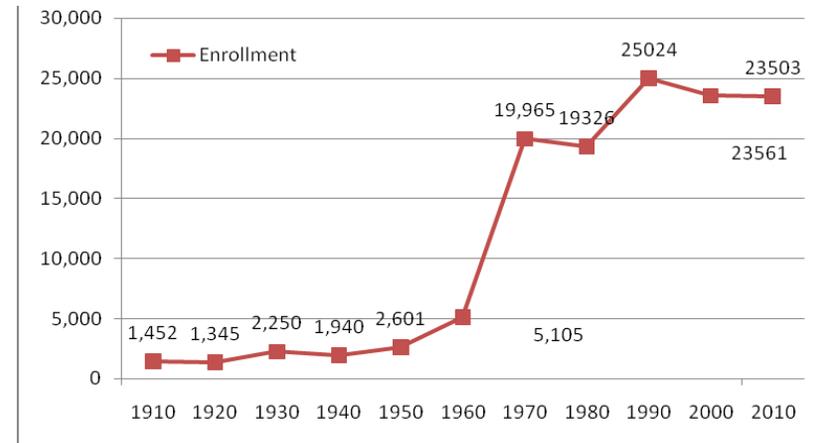
The same pattern emerges for educational attainment. Ypsilanti’s population overall has a relatively high level of educational attainment,

Figure 1: Total Population, Ypsilanti City 1910-2010



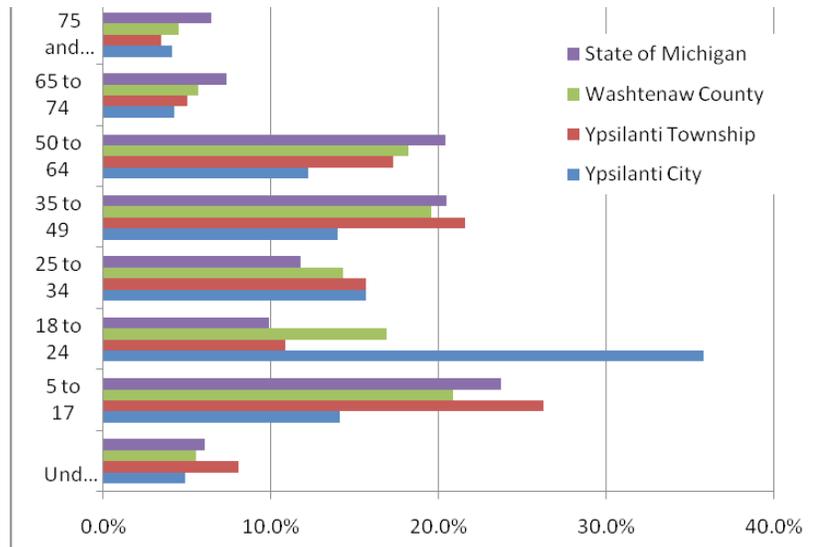
Source: U.S. Census

Figure 2: Eastern Michigan Enrollment, 1910-2010



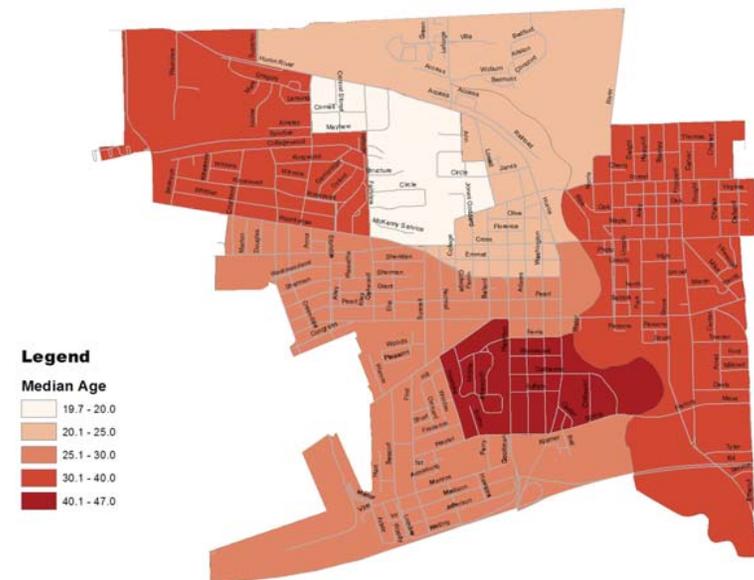
Source: Eastern Michigan University

Figure 3: Age, Ypsilanti City & Adjacent Communities 2010



Source: U.S. Census

Map 2: City of Ypsilanti Median Age, 2010



Source: U.S. Census 2010, Last Updated: 5/29/2013

especially compared to the region and state. However, Maps 3-11 show a large geographic disparity, with residents holding a college degree ranging from 53.28% in the northern part of the city to 2.8% in the southwest portion. With the current emphasis on education as the key to individual and community prosperity, this education gap has troubling implications for the city's ability to fully participate in the knowledge economy.

The University presence appears to counter the declining industrial sector, when the city is viewed as a whole. However, these two trends have impacted different parts of the population: the educational influence in some ways masks, rather than mitigates, the impacts of deindustrialization.

### **Equity, Race, Ethnicity & Income**

Ypsilanti is a diverse community in terms of race, ethnicity and disability. The City prides itself on its reputation as welcoming to all.

The city has a sizable African-American population, comprising about 31.9% of the city's population as of the 2010 Census. Approximately 3.9% of residents identified as Hispanic and 4.3% Asian according to the 2010 Census—while these numbers are relatively small, they have grown somewhat from the 2.5% Hispanic and 3.9% Asian in the 2000 Census.

African-American residents predominantly live in the southwestern portion of the city—Census 2010 data shows around 80% of residents in this area to be African-American, though this level is down from 90% in 2000. When combined with the data showing this area to have substantially lower educational attainment level and household income, a distinct racial, economic, and educational segregation exists even in a small city like Ypsilanti. The City needs to focus on ensuring the residents of challenged areas receive a sufficient share of public resources to maintain equity.

As a whole, the per capita income for the City is \$21,084 which is less than the state as a whole at \$25,482. In comparison, Washtenaw

County's per capita income is \$32,529. Only 3 census tracts in the City are above the state per capita levels, with two of the City's tracts showing less than half of the state per capita income: the far southwestern tract and the census tract that includes Eastern Michigan University's campus and its lower-earning student population (see per capita income maps on opposite page).

The maps 3-11 tell three stories:

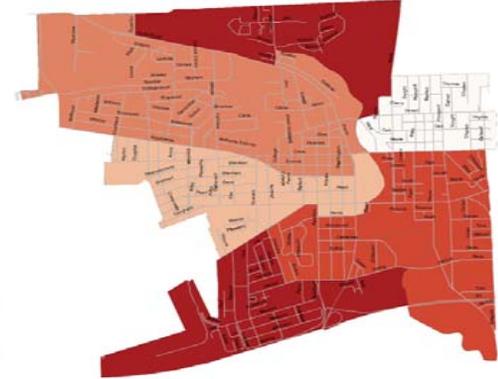
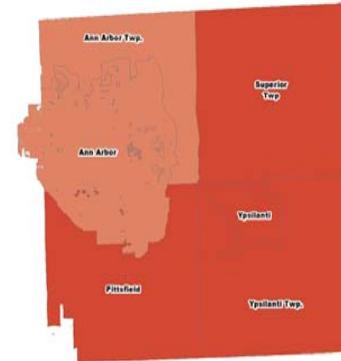
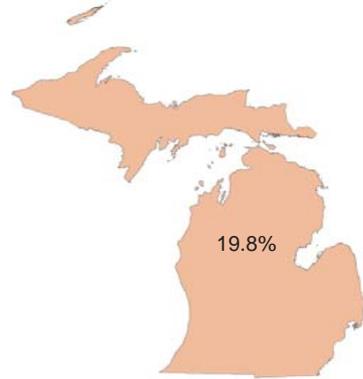
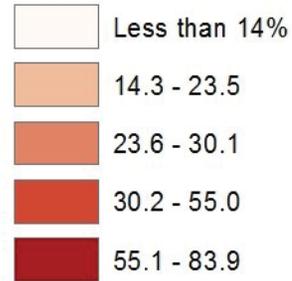
- Compared to the State of Michigan overall, Ypsilanti is a racially diverse city, with an educated population and a range of incomes. It should be poised to take advantage of the knowledge economy of the 21st century.
- The City of Ypsilanti is as racially diverse as its neighbors. However, its per capita income is lower than the adjoining municipalities with Ypsilanti Township having the lowest educational attainment. In attracting knowledge economy firms, the City competes regionally with its neighbors. Ann Arbor, to the west, is home to the University of Michigan and has similar diversity but more residents with college degrees and higher incomes.
- Within the City itself, race, income and educational attainment and location are interconnected. The differences in educational attainment and income mean that one size cannot fit all in terms of policy for the entire City. When implementing policies to achieve safety, diversity and sustainability for the City, the needs and assets of residents in each neighborhood must be taken into account because they are different.

### **HOUSING**

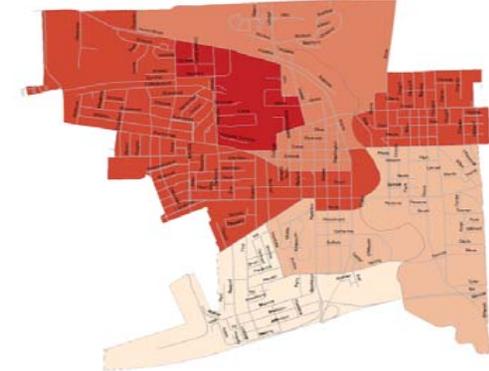
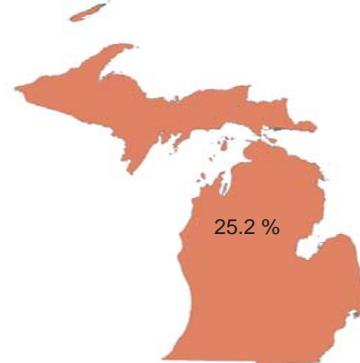
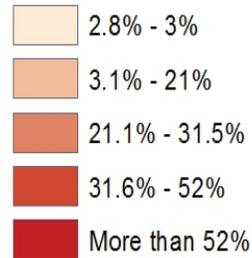
Ypsilanti has strong, stable neighborhoods, historic architecture, and a ratio of rental to owner occupancy higher than the national average, but typical of a college town. As of the 2010 Census, 66.8% of occupied dwelling units were renter-occupied and 33.2% owner-occupied. This split is nearly opposite the national owner-occupancy rate, of 66.1% and the Washtenaw County owner-occupancy rate of

Maps 3-11: Minority, Education & Income, Michigan, Census Tracts of Ypsilanti & Neighboring Municipalities

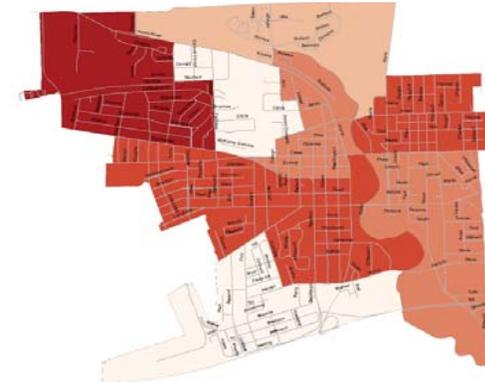
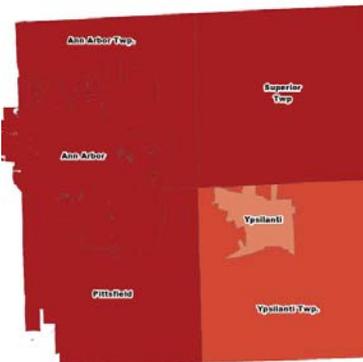
**Percent Minority**



**Percent With 4-Year Degree**

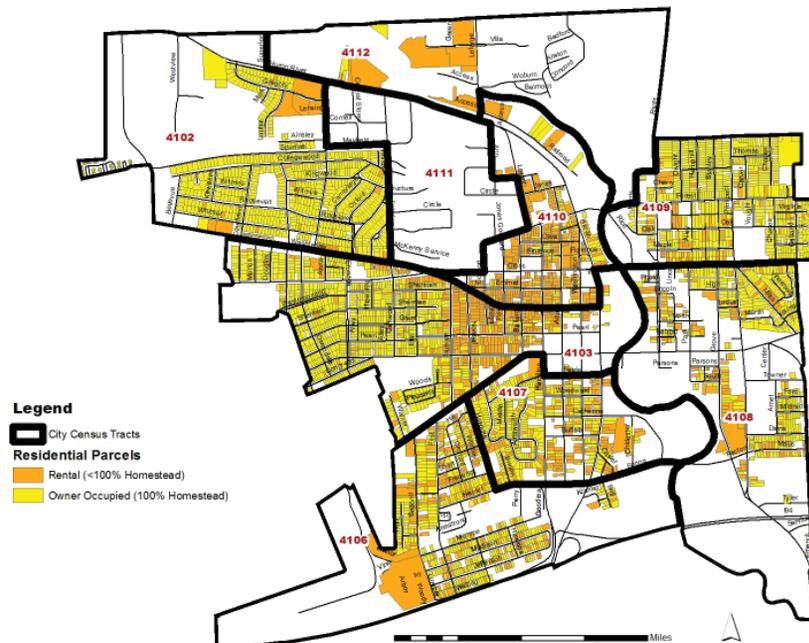


**Per Capita Income**



Source: U.S. Census 2010  
Last Updated: 5/29/2013

## Map 12: Rental & Owner-Occupied Housing, 2012



**Figure 4: Housing Tenure for University Towns**

City	Occupied housing units (2010)	Percentage Rental (2010)
Athens, Ohio	6,903	72.5%
Oxford, OH	6,622	69.4%
Ypsilanti	8,026	66.8%
East Lansing	14,774	66.5%
Mt. Pleasant	8,376	65.3%
Bowling Green, OH	11,288	60.1%
Kalamazoo	29,141	56.3%
Ann Arbor	47,060	55.2%
Marquette	8,321	52.0%
Muncie, IN	31,958	48.6%
Sault Sainte Marie	6,534	44.8%

Source: U.S. Census

60.9%. However, it is similar to other college towns in the region, as shown in figure 4.

Only about 41% of dwelling units in the city are detached single-family structures. Over a third (36%) of housing units are in structures that contain more than 5 dwelling units, and 14% of dwelling units are in structures that contain 20 or more units. By comparison, Washtenaw County as a whole has 56% of total dwelling units found in detached single-family family structures, 26% in structures with at least 5 units, and only 7% in structures with at least 20 units.

These two factors are strongly related, as shown in maps 12 and 13. While the city does have some single-family rental housing and some owner-occupied units in multi-unit structures, 87.6 percent of detached single-family homes in the city are owner-occupied, according to 2012 assessment data.

The clustering of rental units in large on-campus and near-campus student apartments complexes, and a few other large multi-family properties compared to the owner-occupied dominance of single family homes means that focusing only on the percentage of units that are rental-occupied may exaggerate the impact of rental housing on Ypsilanti neighborhoods: when measured on a parcel basis, rather than by dwelling units, 66.7% of Ypsilanti's residential properties were owner-occupied residences in 2010, and an additional 2.6% partially owner-occupied (e.g. multi-unit houses with the owner living on-site). On a land area basis, single-family homes make up 64.4% of the city's residential property area.

The extent of rental housing in the City is also strongly related to the city's relatively young population, including student households: 18% of households in the city are headed by a householder aged 15-24; of these households, 98% rent their homes. Another 30% of households are headed by a 25- to 34-year-old householder; of these households, 65% rent their homes. The housing market analysis on the following pages analyzes these trends and others by census tract.

Figure 6: Housing Market Analysis

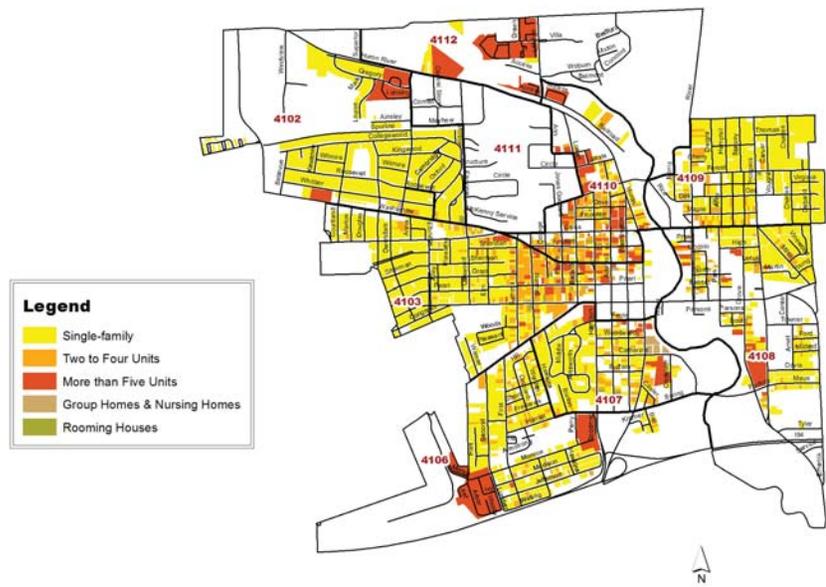
Tract	Neighborhoods	Housing Statistics	Market Prediction	Guiding Value Questions
4102	College Heights Stadium Meadows	Mostly single-family homes built post-WWII** Housing value: \$61,359** 45% dwelling units rental, 55% owner occupied* Median Household income: \$59,688* 42% between the ages of 45 and 75 years*	Consistent draw for faculty at EMU, but higher home prices than other neighborhoods  Older population means neighborhood will transition to different owners in 10-20 years	Older population may need services to stay in their homes or a different type of housing. How can the City help seniors to still call Ypsilanti home?  New EMU faculty and other first-time homebuyers may find this area out of their price range. What programs to assist them should continue or be expanded?
4103	Midtown	Built before 1900s up to the 1990's** Housing value: \$60,087** 61% dwelling units rental, 39% owner occupied* Median Household income: \$40,195* 15% under the age of 15*	Demand for student housing will continue Residential buildings near downtown could be adaptively re-used for commercial or office Housing opportunity for retired adults seeking to reside close to EMU Opportunity for student style loft housing in combination with mixed-use commercial along the Washtenaw Avenue corridor	How does the City and EMU become symbiotic assets with the housing mix in this area?  How is diversity encouraged in this area with a high demand for student rentals?  How is safety guaranteed?
	Normal Park Woods Road		Single-family housing will hold its value	What services - transportation, recreation, etc. - do families in these neighborhoods need?
4106	Heritage Park Worden Gardens Kramer Bell	Built post-WWII, single-family homes, apartments and townhouses** Housing value: \$39,475** 68% dwelling units rental, 32% owner occupied* Median Household income: \$18,828* 27% increase in residents ages 20-24 from 2000-2010*	Viable option for first time home buyers or individuals looking to downsize in their home and expenses  Opportunity for investors wanting to acquire income property  Opportunity for multi-family townhomes for younger lower income community	What policies will guarantee safety in this area? Should owner-occupancy rather than rental be encouraged?  Should areas near environmental contamination, like Kramer Bell, be planned for uses other than residential in terms of safety and sustainability?

Data Sources: 2010 U.S. Census\* & City Assesment Data 2012\*\*  
Market Analysis by Zachary & Associates

**Figure 6 continued: Housing Market Analysis**

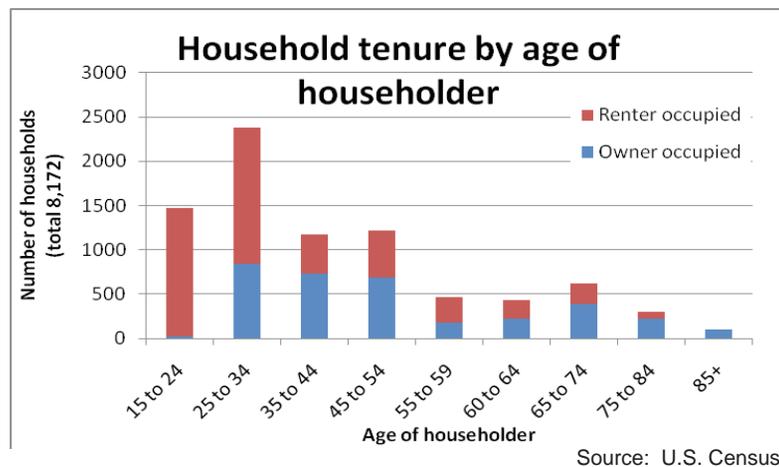
Tract	Neighborhoods	Housing Statistics	Market Prediction	Guiding Value Questions
4107	Ainsworth	Built before 1900s up to the 1970's** Housing value: \$34,119**	Housing will hold its value	How is safety and diversity maintained in this neighborhood?
	Historic South Side	70% dwelling units rental, 30% owner occupied* (Ainsworth single-family, Historic South Side single-family and estate homes split in 2-4 units, includes two low-income high-rises)  Median Household income: \$66,619*  17% under the age of 15 and 12% over 75*	Residential buildings could be adaptively reused to accommodate small businesses  Opportunity to develop vacant lots into multi-family housing outside of the historic district	How is safety guaranteed in this area?  What policies will encourage sustainable investment in this neighborhood?  What services are needed for equitable access?
4108	Depot Town Historic East Side	Built before 1900s up to the 1970's** Housing value: \$52,126**	Rail service will increase values and demand for residential, including multiple-family within walking distance  Opportunity for senior housing	How are the needs of existing residents balanced with those of the future?
	Prospect Gardens	65% dwelling units rental, 35% owner occupied* (Depot Town & Historic East Side single-family and estate homes split in 2-4 units, Prospect Gardens single family and apartment complexes)  Median Household income: \$31,285*  22% under the age of 19*	Water Street, when developed, will affect the values of this neighborhood  Opportunity for employment centers on southern formerly industrial properties	How is safety and diversity maintained in this neighborhood?  What services - transportation, recreation, etc. - do the families in this neighborhood need?
4109	Depot Town Prospect Park Historic East Side East Prospect Park	Built before 1900s up to the 1970's** Housing value: \$42,860**	Rail service will increase values and demand for residential, including multiple-family within walking distance  Neighborhood may transition to different owners in 20 years  Opportunity for younger or first-time home buyers	How are the needs of existing residents balanced with those of the future?  How is safety and diversity maintained in this neighborhood?  What services do residents in this neighborhood need?
		25% dwelling units rental, 75% owner occupied (single-family and estate homes with up to 4 units)  Median Household income: \$41,763*  Population over 45 increased from 30% in 2000 to 37% in 2010*		
4110	Riverside	Built before 1900s mostly** Housing value: \$71,653**	High demand for rental student housing will remain stable  Opportunity along river for large-scale, mixed use, multi-family housing geared toward the existing student population, new graduates or upper income population	How does the City and EMU become symbiotic assets with the housing mix in this area?  How is diversity encouraged in this area with a high demand for student rentals?  How is safety guaranteed?
		95% dwelling units rental, 5% owner occupied (mostly estate homes, 3 to 5+ units and single-family)  Median Household income: \$30,492*  58% population ages 15-24*		

Map 13: Type of Housing Units, 2012



Maps Created by Shape Ypsilanti  
Source: City of Ypsilanti Assessor, Dec. 2012

Figure 5: City of Ypsilanti 2010



Ypsilanti has a historic core of neighborhoods built before 1900. Built before the advent of the automobile, they were designed for pedestrians with parks, business districts and the community in comfortable walking distance from housing. Over the years, many of the homes were subdivided for worker housing during World War II or later as student housing.

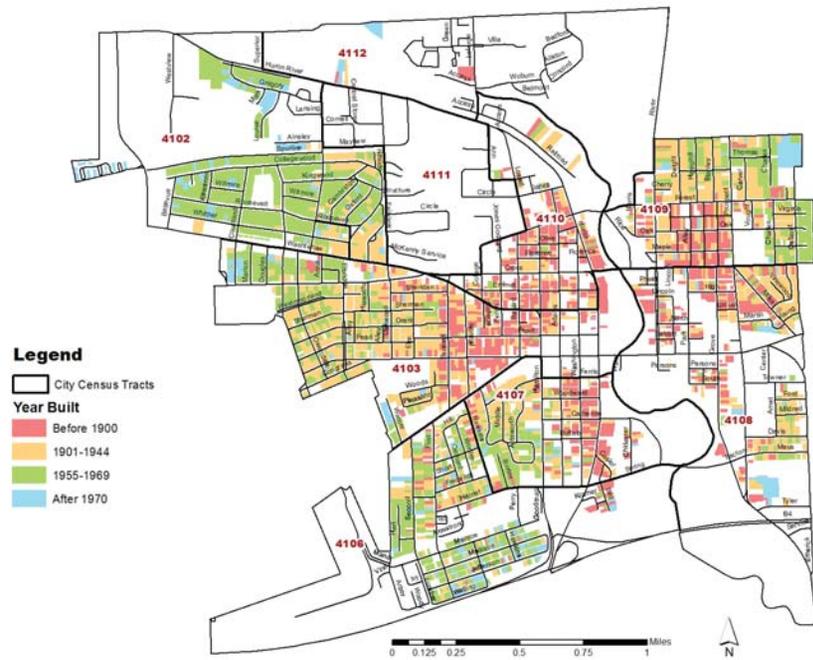
The early 2000s saw the greatest change in the city’s housing stock since the 1970s, with building permit data showing a nearly 5% increase in housing units in the first half of the decade. Most of this was multi-family construction, though of diverse types.

### Housing Data Summary

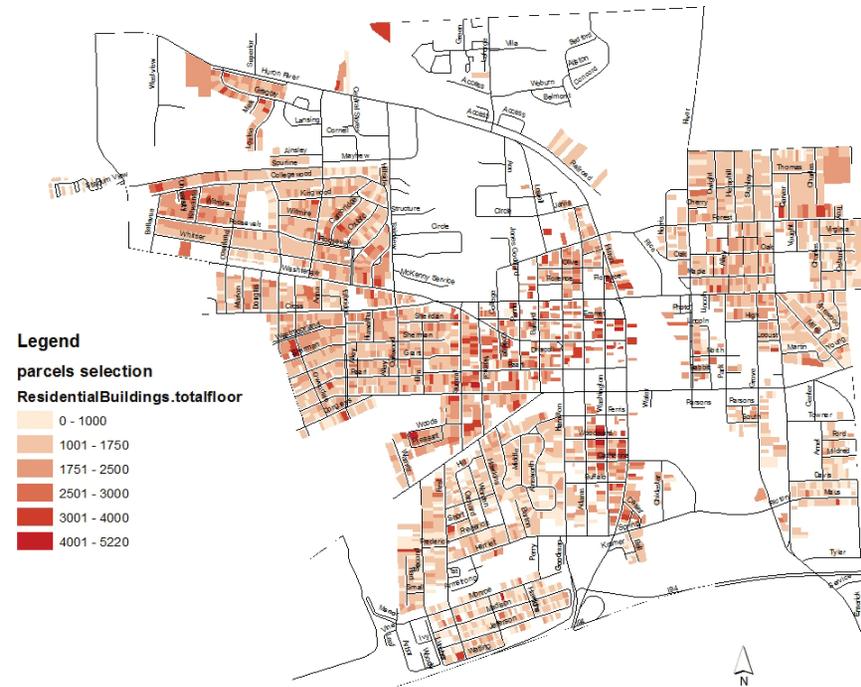
The following factors are key to the Master Plan:

- The majority of housing units are leased, rather than owner-occupied, which tracks with the housing mix in other college towns.
- Census data shows concentrations of renters in the same tracts with a higher percentage of younger adults, under the age of 24, indicating the influence of EMU students on the housing market.
- Most single-family homes are owner-occupied.
- Neighborhoods near EMU and the historic downtown were built, earlier, have a mix of rental and owner-occupied units as well as larger houses
- Housing built post-World War II is smaller, either mostly rentals or mostly owner-occupied and has fewer conversions to multiple-family and other uses.
- Census tracts 4102 and 4109 have aging populations, which means they will need services to stay in their homes or they will move to a different residence within the next 10-20 years.
- EMU will continue to bring residents - students to the Midtown and Riverside neighborhoods, and faculty/staff to the College Heights and Normal Park neighborhoods. However, both groups

**Map 14: Year Built of Houses**

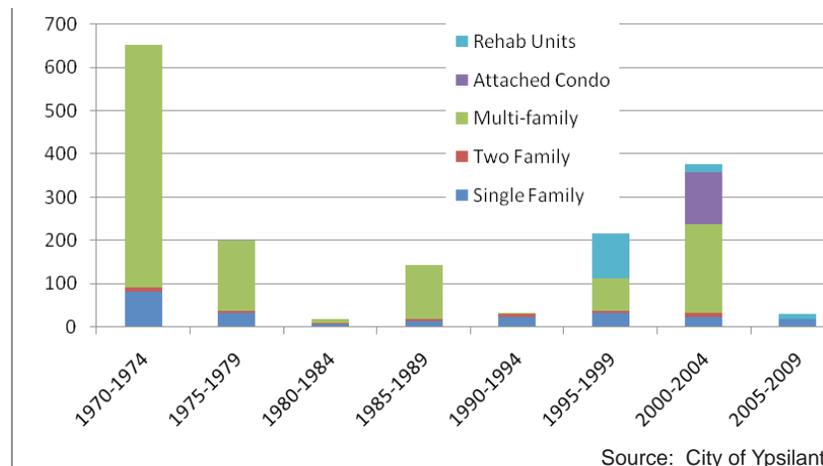


**Map 15: Size of Dwelling Units, 2012**



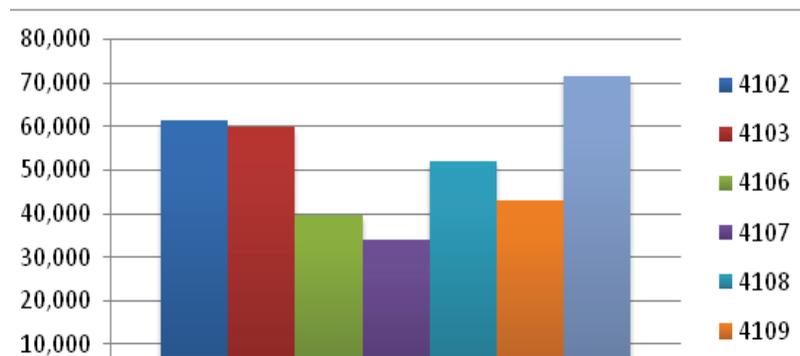
Maps Created by Shape Ypsilanti  
Source: City of Ypsilanti Assessor, Dec. 2012

**Figure 6: New Housing Units by Type, 1970-2009**



Source: City of Ypsilanti

**Figure 7: Taxable Market Value by Census Tract, 2012**



Data Source: City Assessment Data 2012

reside in all areas of the City.

- Rail service at Depot Town will increase housing values and demand for housing within a 10-minute walk, approximately a half-mile radius, of the stop.
- Heritage Park and Worden Gardens are where first time home buyers and income property purchasers are most likely to purchase houses.
- Well-maintained, historic neighborhoods have continued to hold their value and will in the future.

**ECONOMY**

The decline of manufacturing’s prominence has changed the list of major employers in the area. The current list of the top 20 major employers (defined as having at least 500 employees in the Washtenaw County) along with the list in the City’s 1998 Master Plan shows an absence of manufacturing firms. Instead, educational and medical employers dominate the list, with three of the six largest located in or adjacent to the City, and most within the Ann Arbor - Ypsilanti urban portion of the County (see Figure 8).

While many jobs are still located in or relatively close to Ypsilanti, those jobs may require a much higher level of education on average than the previous manufacturing jobs. This trend is a concern because, as noted previously, parts of the City have extremely low educational attainment rates. These parts of the community are at-risk for being left behind by the changing character of the job market and the shift from manufacturing to a knowledge economy.

**Commercial Assessment**

The commercial assessment found in the appendix of this document estimates that \$59,687,099 of potential sales leaves the City, accounting for 55% of the total sales potential for the Ypsilanti market area. The following commercial markets were identified for potential growth:

**Figure 8: Top 20 Washtenaw County Employers**

Company	Location (Primary)	# of employees		
		2013	2010	1998
University of Michigan	Ann Arbor	16143	26241	11118
University Health Systems	Ann Arbor	12000	19614	6742
St. Joseph Mercy Hospital	Superior Twp	5304	5670	3698
Ann Arbor Public Schools	Ann Arbor	3578	2659	
Eastern Michigan University	Ypsilanti	1976	1950	1991
Washtenaw Community College	Superior Twp	1559	2773	
Toyota Technical Center	York Township	1500	1036	
Washtenaw County	Ann Arbor	1339	1345	1200
Veterans Affairs Healthcare System	Ann Arbor	1230	1600	
Thomson Reuters	Ann Arbor	1100	1800	
United States post office	Various	923		
Truven Health Analytics (formerly of Thomson Reuters)	Ann Arbor	900		
Citigroup	Ann Arbor	850	700	
Ford Motor Company	Ypsilanti	823	800	1200
Faurecia	Saline	800		
City of Ann Arbor	Ann Arbor	710	766	951
JAC	Saline	675		
Ypsilanti Public Schools	Ypsilanti	640		
Saline Public Schools	Saline	613	536	
Terumo Heart	Scio Twp	600	510	

Data Source: 2013 figures - Ann Arbor Spark, 2010 - Draft AATA Transit Audit Needs Assessment, 1998 - Washtenaw Economic Development Council

- *The Ypsilanti Competitive Market:* In 2013 focus groups, residents expressed a fierce devotion to local businesses. Also, many wanted to be able to walk or bike to get daily items. Frustration was continually expressed about the lack of a full-line grocery store and specialty food markets in the City limits.
- *Underestimated College Student Market:* EMU students are a recession-proof market. However, their spending patterns are different than non-student households with similar incomes. They tend to spend a greater percentage of their money on electronics, food away from home and consumer items, than family households in the same earning classification.
- *Neighboring Medical Center Market:* The St. Joseph Mercy Ann Arbor Hospital is located in Superior Township, near the City's border. The staff, estimated to exceed 5,000 people, and the visitors to the complex are an untapped market for the City's retail businesses, including restaurants and entertainment.

### **Emerging Sectors**

While no one sector has replaced the manufacturing jobs lost in the City, several sectors have emerged: small manufacturing and craft production, creative economy, renewable energy and food. Each of these sectors are rooted in companies that have started in Ypsilanti.

Small and craft manufacturing has been a part of the City's economy since the beginning of the automobile industry. Small craft shops clustered around the larger manufacturing facilities supplying parts and prototypes. Marsh Plating was founded over forty years ago, located near the downtown, is an example of an automobile supplier in the City. Michigan Ladder is another example of a small manufacturing facility in the City. The 111-year old company has recently expanded its manufacturing space, where wood and fiberglass ladders are assembled and hopes to add 6 new jobs to its workforce between 2013 and 2015. The challenge for the City is to make these industries operation and expansion possible while meeting the values of the community.

The creative economy - defined as advertising, architecture, art, crafts, design, fashion, film, music, performing arts, publishing, research and development, software, toys and games, television and radio, and video games - has gained a foothold in Ypsilanti. Various businesses have started in or relocated to Ypsilanti, such as VGKids. VGKids is a screen printing company that has consolidated operations in the City, after closing a manufacturing facility in California. The company also provides studio space to small creative economy businesses. While these types of businesses can generally use many types of buildings, the current zoning ordinance is often not flexible enough to allow them to go into spaces easily. Also, mid-size facilities for growing companies to move into - either office or small manufacturing - are difficult to find.

While no privately held renewable energy company is operating in Ypsilanti, the efforts of individuals and groups have given the City of Ypsilanti a reputation as a leader in sustainable energy. An example of the momentum within the City is SolarYpsi, a volunteer effort to bring solar energy generation to the City of Ypsilanti. The group has helped win grants to fund and/or help install four solar facilities in the City and maintains a website that reports in real time the amount of energy being generated by solar installations in and around the City. City government can use this effort and others as a marketing tool to attract renewable energy manufacturers or installation companies to the City. When revising ordinances, the City should try to make the application process and rules for installation of renewable energy structures clear and efficient.

A number food-based businesses have opened in Ypsilanti in the past five years. Multiple new restaurants have opened in the Historic Downtown. Farmers markets have been established in the Depot Town and the Historic Downtown. Many vendors are Ypsilanti residents who produce value-added products, like baked goods and jams, out of their home kitchens under the Michigan Cottage Food Law. Also, more residents are growing and/or raising their own food. Growing Hope, an Ypsilanti-based non-profit, is a leader in the

Figure 9: Major Taxpayers, 1999-2013

Major Taxpayers	2013			2009			1999		
	Taxable Value (in 1,000s)	City Rank	% of total	Taxable Value (in 1,000s)	City Rank	% of total	Taxable Value (in 1,000s)	City Rank	% of total
LeForge station	\$8,249	1	2.84%	\$9,148	3	2.27%			
DTE (formerly Detroit Edison)	\$3,360	2	1.16%	9,537	2	2.37%	\$4,265	2	1.54%
River Drive Apartments	\$2,921	3	1.01%	3,400	5	0.84%	\$3,267	5	1.18%
Barnes & Barnes Apartments	\$2,918	4	1.01%	\$3,046	7	0.76%	-		
Mich Con Utility	\$2,900	5	1.00%	-			\$3,641	4	1.31%
Forest Knoll Apt.	\$1,849	6	0.64%						
Asad Khailany	\$1,811	7	0.62%	\$1,811	9	0.45%	\$1,413	10	0.51%
Forest Health Medical (formerly Beyer Hospital)	\$2,369	8	0.82%	3,304	6	0.82%	\$1,904	9	0.69%
Beal Properties	\$1,587	9	0.55%						
Huron View Apartments	\$1,460	10	0.50%	\$1,706	10	0.42%	-		
Angstrom USA, LLC (formerly Visteon)	\$862			28,266	1	7.02%	\$42,470	1	15.33%
River Rain Apartments	\$1,334		0.46%	\$2,232	8	0.55%	\$1,939	8	0.70%
Exemplar Manufacturing	-			-			\$4,151	3	1.50%
Crown Paper Company Manufacturing	-			-			\$2,935	6	1.06%
Eastern Village Apartments			0.00%				\$1,261	7	0.46%
Total of top ten taxpayers	\$18,766		6.47%	\$66,262		16.45%	\$67,246		24.28%

Data Source: City Assessor

local food movement in the region and provides technical support to beginning and experienced gardeners as well as children. Like the creative economy businesses, food-based businesses have challenges when they expand in scale. Home entrepreneurs reach a point where a commercial kitchen is needed. Restaurants need a larger space. Growers need either more land or buildings, such as hoop houses, to grow year-round. The City can foster growth of food-based businesses by allowing the uses and buildings needed and also work with economic development and local food groups to create intermediate facilities, such as an incubator kitchen or a cooperative.

The City should align its policies and regulations to give each of these emerging sectors physical space and economic incentives to start or locate and then grow in the City. Zoning should allow these uses in various sizes and formats, while being cognizant of impacts on neighbors. Economic incentives, such as tax abatements, should be used to continue the growth of these sectors.

### **City Budget**

Over the last decade, the city's industrial tax base in the city has declined, both in total dollar value and in share of the total, with residential property making up a greater portion of the tax base. The foreclosure crisis in turn contributed to a substantial loss of residential taxable value, beginning in 1998. In inflation-adjusted dollars, the city's taxable value is at its lowest point in over a decade.

The character of the city's tax base has shifted towards residential rental property, with seven of the city's top 10 taxpayers in 2009 being rental companies, as compared to a decade before (see Figure 9). The top ten taxpayers represent less than 9% of the city's tax base. In 1999, the top ten represented almost a quarter of the City's tax base.

In addition, payment on bonds for the acquisition and remediation of the Water Street property, begun in the late 1990s, now account for 10% of the City's general fund budget. According to the City Manager's 2012-2017 Recovery Plan, the City can pay for few capital expenditure in the next 5 years unless additional, new sources of funds

can be found. Meanwhile, the City needs to sell property in the Water Street area and see development there as well as in the underutilized industrial property in the southeast portion of the City.

### **Economics Summary**

The following factors are key to the Master Plan:

- The economy of the City of Ypsilanti has fundamentally shifted in the past decade, shifting the economy from industrial to housing and knowledge-based.
- Portions of the City, both property and population, have been left behind due to economic change. Instead of working in factories, residents with lower educational attainment work in retail or service sector jobs, often outside the City. Many need bus or transit to get to work.
- The commercial market is underserved, showing a need not only for more businesses but also for marketing of the community as a place to shop to the larger region and targeted nearby populations, EMU students and staff and visitors to St. Joseph Ann Arbor Hospital.
- Several sectors are building momentum in the City of Ypsilanti - small manufacturing, creative economy, renewable energy and local food. Each one has the potential to create dozens of jobs, not the hundreds in manufacturing previously. However, these are local entities with a commitment to the City. The policy challenge is to create an environment where they can grow within the City boundaries.
- The City budget has suffered due to the economic shift and ongoing debt.

### **TRANSPORTATION**

The street and park structure of the City today was laid out in the early 20th century. However, the function of streets changed in the mid 20th century with the creation of one-way streets when an interchange for Ypsilanti was constructed at Interstate 94 and Huron.

At the time, a large workforce commuted to the factories in the southern end of the City quickly in and out. Today, those factories either no longer exist or employ a small percentage of the workers than in the past.

In addition, the transportation options available within Ypsilanti are changing. Washtenaw County is planning for rapid bus service along Washtenaw Avenue, increasing the capacity and decreasing the travel time along the most heavily travelled bus line for The Ride. Four time a day commuter rail service connecting Detroit to Ann Arbor is anticipated to begin in 2015 or 2016. Bicycle paths and lanes, including the Border-to-Border trail spanning Washtenaw County, have been constructed or are on the drawing board, to provide safe routes for commuters and recreational cyclists.

**Non-Motorized Network**

Ypsilanti’s historically compact core and existing sidewalk network make the city generally friendly to non-motorized traffic like bicycles, pedestrians, and wheelchair users. Over the past decade, this has been improved upon by several efforts:

- The City has participated in the County’s Greenway Advisory Committee and regional “Border to Border Trail” (B2B) effort.
- Bike lanes have been added to several streets during resurfacing projects.
- Sidewalk curb ramps are being upgraded to ADA standards throughout the city.
- Bike racks have been installed in Depot Town, the Historic Downtown, and West Cross.

The 2006 Washtenaw Area Transportation Systems (WATS) Non-motorized Plan quantified the city’s non-motorized accessibility to be over 80% of the city’s roadway miles. That plan concluded that the City provided for pedestrians adequately, but that a much higher portion of bicycle needs were not met (see Figure 10).

**Figure 10: Non-Motorized Deficiencies**

	Bike facility		
	Sidewalk	Off-roadway	Roadway
Existing miles	98.49	5.55	3.71
Deficient miles	23.37	n/a	39.33
Deficient %	19.2%		

Data Source: Washtenaw Area Transportation Study

Many of the City’s efforts, while positive, have been done on an ad hoc, disconnected basis, occasionally leading to problems. Bike lanes on First Avenue, for example, were created during a resurfacing project without ample coordination with other projects or communication with the residents, leading to their later removal in favor of a parking lane.

In 2010, the City adopted a non-motorized plan with a more comprehensive treatment of non-motorized transportation policies and infrastructure – including the incorporation of deficiencies identified in the county-wide non-motorized plan developed by WATS – and the Planning Commission created a Non-Motorized Transportation Subcommittee to guide its implementation. In 2011, the City passed a Complete Streets Ordinance, which requires non-motorized components be considered as part of any road project.

**Transit & Regional Transportation**

Due to the high percentage of renters, young population and recent trends from automobile use either by choice or economic need, regional transportation is essential to the long-term stability, growth and prosperity of Ypsilanti. Be it rail or bus, Ypsilanti is a leader in participation and further development of a regional transportation system within Washtenaw County and the Detroit metropolitan area.

The City has long been a user of public transit, in past years purchasing service from the Ann Arbor Transit Authority (AATA),

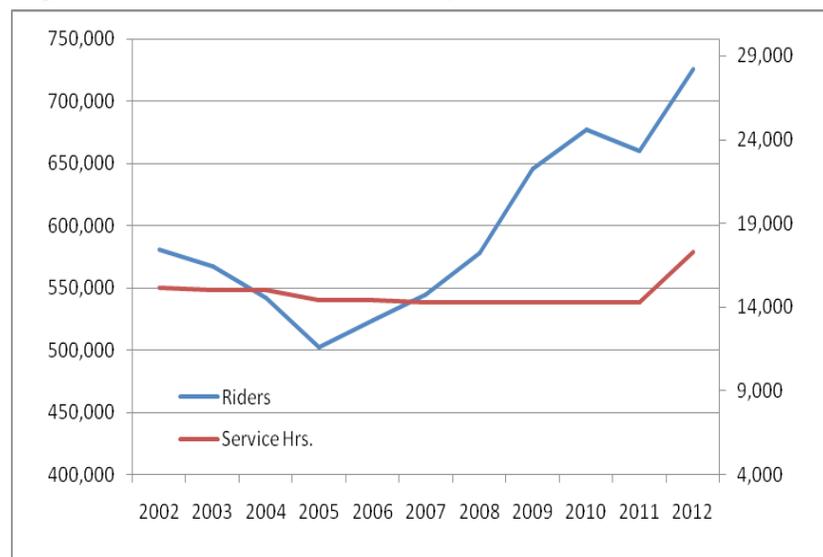
and more recently becoming a member of the Authority, now called The Ride. Prior to 2013, the City operated under a purchased of service agreement. In 2010, in response to budget pressures, the City passed a voter-approved charter amendment to dedicate funding to the purchase of transit service. In 2013 the City was added as a charter member. As a new member of The Ride, no purchase agreement is required with the dedicated millage being passed along to The Ride.

The Ride has conducted long-range planning for the county beginning with a 30 year plan drafted in 2010. A 5 year urban-Urban Core Service Program is proposed to expand service in the City of Ypsilanti as well as in other service areas. As of 2013, four routes run between Ann Arbor and the downtown Ypsilanti Transit Center; three more

run east from downtown into Ypsilanti Township. Eastern Michigan University additionally contracts with The Ride for a circulator shuttle around the main campus and to the business school in the Historic Downtown. EMU uses a separate transportation provider to provide shuttle service from a west-side parking lot on Hewitt to the main campus.

This portion of The Ride’s system has seen a 10% increase in ridership from 2002 to 2009 (see Figure 11). However, service hours, the number of hours buses are in the city limits as part of a service route, have declined by 6% in the same period. This decrease has led to high “productivity”, as measured by riders per service hour, within Ypsilanti – around 45 riders/service hour, relative to the system-wide level of around 30 riders/service hour.

**Figure 11: The Ride Data for City of Ypsilanti Routes**



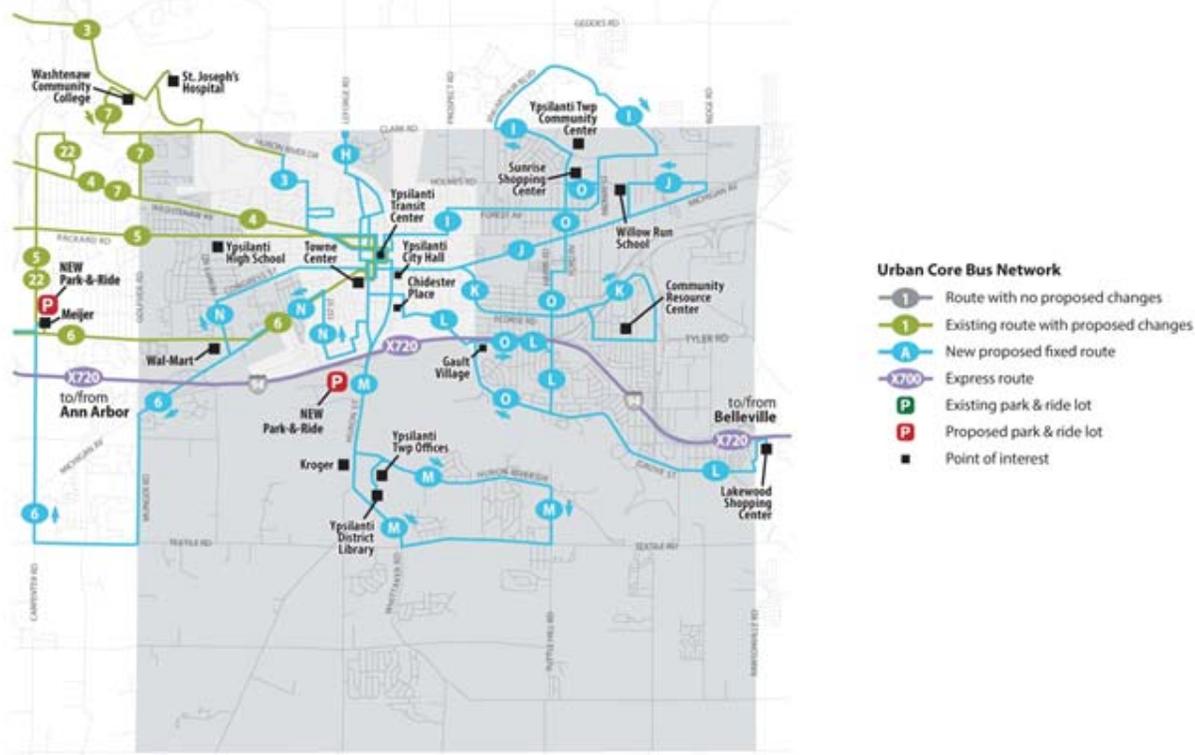
Data Source: The Ride

This increase is consistent with The Ride’s system-wide ridership trends, but also reflects state-wide and national trends of growing local and inter-city transit use. These trends, based on cost-consciousness around rising fuel prices, increased environmental awareness, and other factors, have contributed to interest in new modes of transportation. In the near term, Ypsilanti and the other communities along Washtenaw Avenue are considering improved transit service along that corridor, beginning with additional bus service and potentially growing into bus rapid transit or light rail service. The Ride is also working with local communities on system enhancements including improved and additional fixed route service in the “urban core” (see map 17).

While Ypsilanti has not had passenger rail service since the 1980s, work is underway on Ann Arbor to Detroit commuter rail service that would have a stop in Depot Town, along with service to Detroit Metro Airport and Dearborn. The system would also provide access from Ypsilanti to Amtrak service on the Chicago-Detroit-Pontiac line, which is planned for improvements as part of the Midwest High-Speed Rail Initiative. An environmental review is still needed and a new platform will need to be constructed, pushing operation to 2016.

Map 17: The Ride Draft 5-year Urban Core Transit Plan

# City of Ypsilanti & Ypsilanti Township



Five-Year Transit Improvement Program



### Cars, Trucks and Streets

Ypsilanti has seen an overall decrease in traffic over the past decade, due in large part to major industrial employers reducing their workforce or closing. The exception is the northern part of the City, where growth on the EMU and St. Joseph Mercy Hospital campuses has contributed to increased traffic. The County and Region have experienced a decrease in Vehicle Miles Travel (VMT) since 2002.

The VMT may have increased slightly recently. However as of 2013, there has been a decrease, and the numbers are not near the peak of 2002. Long-range modeling done as part of the WATS 2035 Regional Transportation Plan forecasts an increase in traffic and congestion over the next quarter century: 43% of the city's major streets, by mile, are forecast to be congested in 2035, relative to 20% in 2005.

**Figure 12: Intersection Traffic Volumes**

Street	Location	Year	Daily Volume	Comparison Year	% change	Annual % change
Michigan Avenue	East of Huron	2010	21,325	1992	-36%	-2.0%
	East of Hamilton (downtown)	2009	22,484	1992	-16%	-0.9%
	West of Congress	2006	12,585	1994	-20%	-1.7%
Washtenaw Avenue	NW of Mansfield	2007	26,783	1992	-10%	-0.7%
	NW of Oakwood	2004	26,336	1992	-12%	-1.0%
Prospect Street	South of Maus/Spring	2005	9,913	1998	-15%	-2.1%
	South of Holmes	2005	8,325	1994	1%	0.1%
Cross Street	West of River (Depot Town)	2006	10,246	1994	20%	1.7%
	West of Wallace	2006	8,180	1994	-16%	-1.3%
Harriet / Spring	East of Hawkins	2005	4,850	1996	-14%	-1.6%
	West of Catherine	2006	13,619	1994	-17%	-1.4%
Hamilton	South of Harriet	2009	15,511	2000	-11%	-1.2%
Huron	South of Harriet	2009	16,059	2001	-11%	-1.4%
Leforge	North of Huron River Drive	2006	12,906	1999	66%	9.4%
Huron River Drive	East of Hewitt	2008	16,519	2003	12%	2.4%
River	North of Michigan	2004	4,095	1994	-14%	-1.4%
Mansfield	South of Cross	2004	3,907	1994	14%	1.4%
First	South of Michigan	2004	4,600	1999	-2%	-0.4%
Grove	North of Spring	2004	2,702	1994	-37%	-3.7%

*Italicized cells indicate that base year is approximate, between 1991-1996*  
 Source: Washtenaw Area Transportation Study

Figure 13: Annual Crash Rate, 2009-2011

City Rank	County Rank	Intersection	Crash Rate
1	6	Washtenaw at N. Hewitt	1.7
2	7	Huron at Michigan Ave.	1.9
3	10	W. Michigan Ave at S. Hamilton	2.0
4	11	Oakwood at N. Huron River Drive	2.5
5	19	W. Michigan Ave. at N. Congress	2.7

Crash rate per 1,000,000 cars  
Data Source: Washtenaw Area Transportation Study

While traffic counts are done sporadically and are individually difficult to draw conclusions from, a sampling of recent and past counts from around the city shows that traffic volumes have been stagnant or declining somewhat over the 1990s and 2000s (see Figure 12). As noted, increases in traffic are largely attributed to the main traffic generators in the area, primarily Eastern Michigan University but also Washtenaw Community College and St. Joseph’s hospital. Washtenaw County, as part of the Reimagine Washtenaw effort, is working with these institutions and others in the area to look at Traffic Demand Management practices that could further reduce vehicle miles traveled through programmatic changes and behavioral shifts to car-pooling, transit usage, walking, biking, etc.

In recent years, traffic safety in Ypsilanti has improved both on in terms of number of crashes at major intersections and relative to the Washtenaw County region. Some of this may be attributed to flat or declining traffic volumes in the city, compared to growing volumes elsewhere in the County.

As shown in Figure 14, the City had 5 of Washtenaw County’s highest-ranked intersections for crashes in the early 1990s, but only 3 in the late 2000s. Of those intersections where crash data is available for both periods, overall number of crashes decreased significantly. In general, the city’s high-crash intersections are located on the high-volume State trunklines, around campus, along Washtenaw Avenue,

along Michigan Avenue, and near the I-94 access ramps (see Figure 13). These one-way streets no longer handle the same volume of traffic. The 1998 City Master Plan recommended these streets be returned to two-way.

**Transportation Summary**

The following transportation factors have implications for policies in the Master Plan:

- The non-motorized network has a number of deficiencies. Public input during the process asked for better bicycle lanes and access throughout the City.
- More transit riders are using The Ride bus routes in the City. The City should continue and if possible, expand the service.
- The City should implement designs for streets to be safe and comfortable for pedestrians.
- Daily train service, while the time line is uncertain and likely several years off, would have major positive impacts for Ypsilanti’s core. More demand for housing would be expected within a quarter mile radius, an easy 10-minute walk, of the train depot.
- The volume of vehicle traffic and the number of crashes has decreased. Improvements should continue to make streets safer but also should recognize that cyclists and pedestrians use the roadways as well, and not default to vehicular improvements over those for non-motorized users.
- Crashes are concentrated on the one-way streets. The speed limit of some of those streets were recently raised by the State of Michigan. The past Master Plan recommended these streets return to two-way traffic.

## Chapter 4 - City Framework

“We are not the suburbs.”

-Proposed Guiding Value at Focus Group

This Master Plan is a fundamental shift to view the City as an urban system with a framework of interconnected parts, shown on the Framework Map (Map 18). The map, taking the place of a future land use map in a traditional plan, also provides guidance to the community and developers to the context of the built environment. The Framework Map will set the design context and guide the development form of the city through form based regulations. It has centers, corridors, districts and neighborhoods that include unique building forms within the City of Ypsilanti summarized below:

- **Centers** are the heart beats of the City – downtown, Depot Town and Cross Street adjacent to the EMU campus. Each area has buildings built up to the sidewalk and a variety of uses - retail, restaurants, services, office, civic, and residential. They are places where people walk, gather, shop, exchange and meet.

The plan proposes to build on the strengths and improve the weaknesses of these areas to make them great places. Hamilton, Huron, Cross Street and Washtenaw Avenue are proposed to become two-way streets, putting pedestrians and cyclists on even footing with automobiles. Future ordinances will preserve the architecture of these areas, while requiring natural surveillance to improve safety. Policies will also enable the continued re-use and redevelopment of buildings, increasing their sustainability. Specific plans for each area are shown in Chapter 6, including design plans for Depot Town to prepare for the planned commuter rail station. A redevelopment concept plan and design standards for the Water Street area are in Chapter 10.

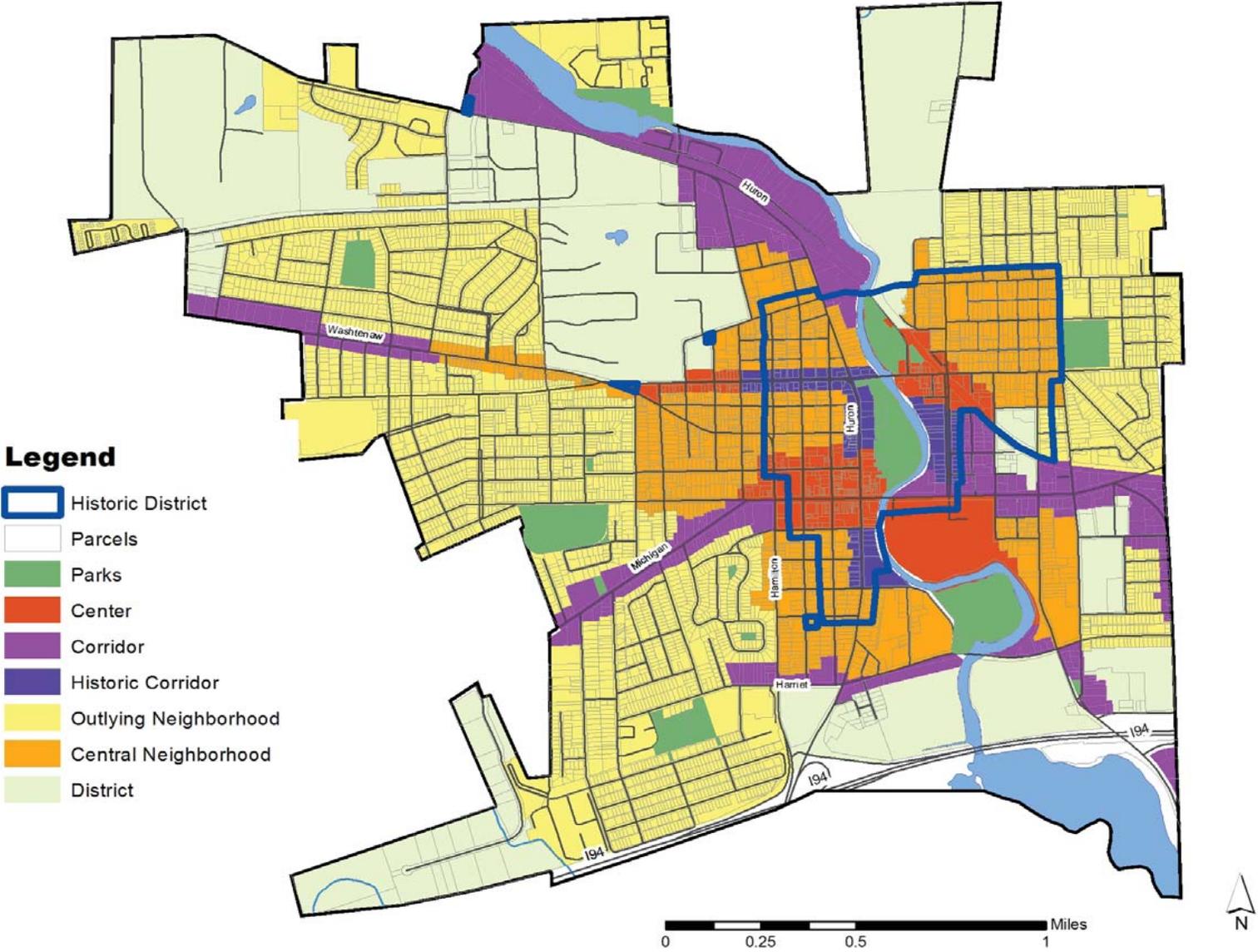
- **Neighborhoods** are where homes are clustered together, along with small-scale other uses that serve the people that live there (such as a corner store, a school, church or library). Each of the dozens of neighborhoods in Ypsilanti has its own character, influenced by the size and architecture of the buildings, the layout of the streets, parks and the people who live there. Neighborhoods fall into two categories, discussed in Chapter 7:

*Central Neighborhoods* are among the oldest in Ypsilanti. Initially oriented on the Huron River, they are built on a grid street network connected to the adjacent business districts. They border downtown, Depot Town and EMU. These neighborhoods have a range of residential building types, with churches, schools, stores and gas stations intermixed. Around the railroad, industrial uses are mixed into the neighborhood.

Under this plan, the mix of uses will follow the pattern of current zoning. However, the building's form would be regulated, including those outside of the historic district, to maintain the character of the area. Regulations for two-family and multiple-family options would be collapsed into clear rules based on the number of housing units- with categories for duplexes, group living arrangements, 2-4 units and 5 or more units. When developing the form-based code zoning, the building types, uses and setbacks will be calibrated to preserve the character of these neighborhoods.

*Outlying Neighborhoods* were built in the middle or later part of the 20th century and were designed as areas for a single

Map 18: Framework Map for City of Ypsilanti



type of housing, either single-family or multi-family. These neighborhoods are adjacent to a corridor but the street network is designed to carry traffic into the neighborhood, not through it. Any non-residential uses, other than schools or parks, are located at the edges, not embedded within the neighborhood.

These neighborhoods will have uses limited to the type of residential for which they were built. In some areas, like the Heritage Park neighborhood in the southwest part of the City, zoning would be changed so that duplexes and group homes would no longer be allowed by right. As many of these areas have aging populations, the City needs to be concerned about the stability of these neighborhoods as demographics shift.

- **Corridors** are the streets that connect the City together, and sometimes divide it. They are the arteries of transportation into, around and through the City. Two types of corridors exist in Ypsilanti:

*Historic Corridors* connect the centers of the City with each other and the surrounding neighborhoods. They are dominated by large, historic homes now used in a variety of ways – residences, office, retail. Houses of worship and other civic buildings also line these corridors, interspersed with smaller homes. The transportation plan sees restoration of two-way traffic to the one-way historic corridors of Huron, Hamilton and Cross. It also proposes the extension of River Street through the Water Street redevelopment area to Factory in the next twenty years. Uses will remain flexible allowing the historic buildings to accommodate changing markets and traffic patterns.

*General Corridors* are streets that connect the City to neighboring municipalities and the centers. Many of the corridors – Ecorse, East Michigan, West Michigan and Washtenaw – are primarily suburban in form and are currently appeal to auto-oriented commercial uses. The shallow lots

along many of these corridors no longer accommodate the larger 21st century footprint of suburban style buildings with parking in front and lawns on all sides. The new pattern proposed in this Plan will allow parking on the street and require buildings to be closer to the street; with minimal yards, lots will have more buildable area for residential, commercial and office uses mixed throughout.

Other corridors – Huron River Drive and Harriet – have one type of building on one side of the street and a distinctly different situation on the other side of the street. Future regulations would require, where possible, the two sides of the street mirror one another. In twenty years, the dignity of Harriet Street should be restored to a walkable shopping district for the adjoining neighborhoods. Huron River Drive should become a point of integration between the campus of Eastern Michigan and the City. Addition of sidewalks, crosswalks and bicycle lanes are essential to transitioning this street from a dividing line geared only to move vehicles to a place where the City and campus meet seamlessly. Chapter 8 provides more detail for each of these areas.

- **Districts** are parts of the city dedicated to a single type of activity, like Eastern Michigan University, the office and medical area on Towner, and the industrial areas of the City in the south. The challenge is to use the street network design to integrate them into the City while assuring that students, faculty, workers and suppliers can reach their destinations easily.

Eastern Michigan University's campus, which is not within the regulatory jurisdiction of the City, will be preserved and improved by joint planning and cooperation between the City and EMU, as part of a Campus master plan process. The confusing confluence of Cross and Washtenaw is proposed to become the front door for the EMU campus.

The office and medical area clustered on Towner in the eastern part of the City is also an asset that can be better integrated into the physical environment. Future policies will aim to preserve and enhance the buildings, while making walking, biking and taking transit to these offices easier.

The cemetery in the northern part of the City will be preserved.

The industrial areas in the south of the City represent the best hopes for a revitalized employment area. The industrial park in the southwest corner of the city has no vacancies, but could be reconfigured to accommodate additional businesses. The industrial property in the southeast corner is vacant or underutilized. The former Motorwheel site is also a potential job center. Industrial areas around the railroad provide jobs and could be places for additional workshops. Chapter 10 details plans and options to attract job centers to these properties.

**ZONING – FORM-BASED CODE**

The chief mechanism for implementing the Master Plan in Michigan is the Zoning Ordinance. With this Master Plan, the City of Ypsilanti is advocating a new approach to zoning, one that is based on the framework presented in this chapter. The table on this page compares the current code to the advantages of a form-based code.

Ypsilanti’s form-based code will emphasize the physical character of development (its form) while also regulating land uses. The Master Plan typically regulates land use with a broad stroke, with the Zoning Ordinance further refining the categories that are centered around specific permitted uses. In contrast to the existing zoning ordinance, Ypsilanti’s form-based code will focus on how development relates to the context of the surrounding community, especially the relationships between buildings and the street, pedestrians and vehicles, and public and private spaces. The code will address these concerns by regulating site design, circulation, and overall building form.

Figure 14: Code Comparison

Shortcomings of the current code:	Advantages of a form-based code:
Design requirements do not take into account street and open space patterns.	Design standards require functional street, block and open space patterns.
Development that does not fit the character and context of the surrounding area.	Design standards are keyed to Design Districts,-areas having similar form.
Forced separation of land uses can result in an inefficient, sprawling pattern of development.	More mixed use is allowed and more connections are created between uses.
Provides no assurance of good design.	Design standards include building typologies to address proper building orientation, parking location, and basic architectural treatment.
Proscriptive rules tell the developers what they can’t do.	Prescriptive rules tell the developers what they should do.
Lots of written rules make the code difficult to understand and administer.	More illustrations and tables make the code more user-friendly.

The current regulatory framework for the City ignores the many of the most desirable attributes of the actual built environment in the City. Many cities are faced with this issue because the regulations were often put in place after the existing fabric of the community was designed and built.

In creating a form-based code, the context and design of the built environment serves as the foundation for the regulations. Building typologies, street sections and parks are all included in a form-based code. These elements will be designed to integrate into the existing environment, providing surety for the community and developers.

How people move through the City is the blood flow for the framework of centers, neighborhoods, corridors and districts. The following chapter lays out the transportation system for Ypsilanti.

## Chapter 5 - Transportation

*“Reward the short trip”*

–Consultant Team member during Discover Charrette

The streets of the City were laid out in the late 19th and early 20th century. The transportation structure changed in the mid 20th century with the creation of one-way streets with the interchange with Interstate 94 and Huron. A large workforce moved in and out of the City daily at that time. Today, the streets do not handle the same type or volume of traffic. Meanwhile, the one-way streets are among the most dangerous in Ypsilanti and Washtenaw County.

In addition, the transportation within Ypsilanti is changing. The communities along the Washtenaw corridor are planning for rapid bus service along Washtenaw Avenue, increasing the capacity and frequency of the most heavily travelled bus line for Ann Arbor Transportation Authority, called The Ride. Four time a day commuter rail service connecting Detroit to Ann Arbor is anticipated to begin in 2016. Several bicycle paths and lanes, including the Border-to-Border trail spanning Washtenaw County, have been constructed or are on the drawing board, to provide safe routes for cyclists.

### **TRANSPORTATION PLAN**

Map 19 shows the proposed transportation improvements for the City. These changes were developed during the two Charrettes held in the Spring of 2013 and then refined through focus groups in the summer of that year. They represent a twenty-year vision for the transportation network of the City.

### **PRIORITIES**

Street changes or improvements are usually expensive and time-consuming. The transportation changes proposed here are daunting for a small city with fiscal challenges. With that in mind, the

following values should guide prioritization of funds and staff time for transportation efforts:

#### **Reward the short trip**

Any street network change should facilitate the walk between neighborhoods, bike to work in the City or bus trip or car ride across town. It should not help regional through-travelers to the detriment of those traveling within the city.

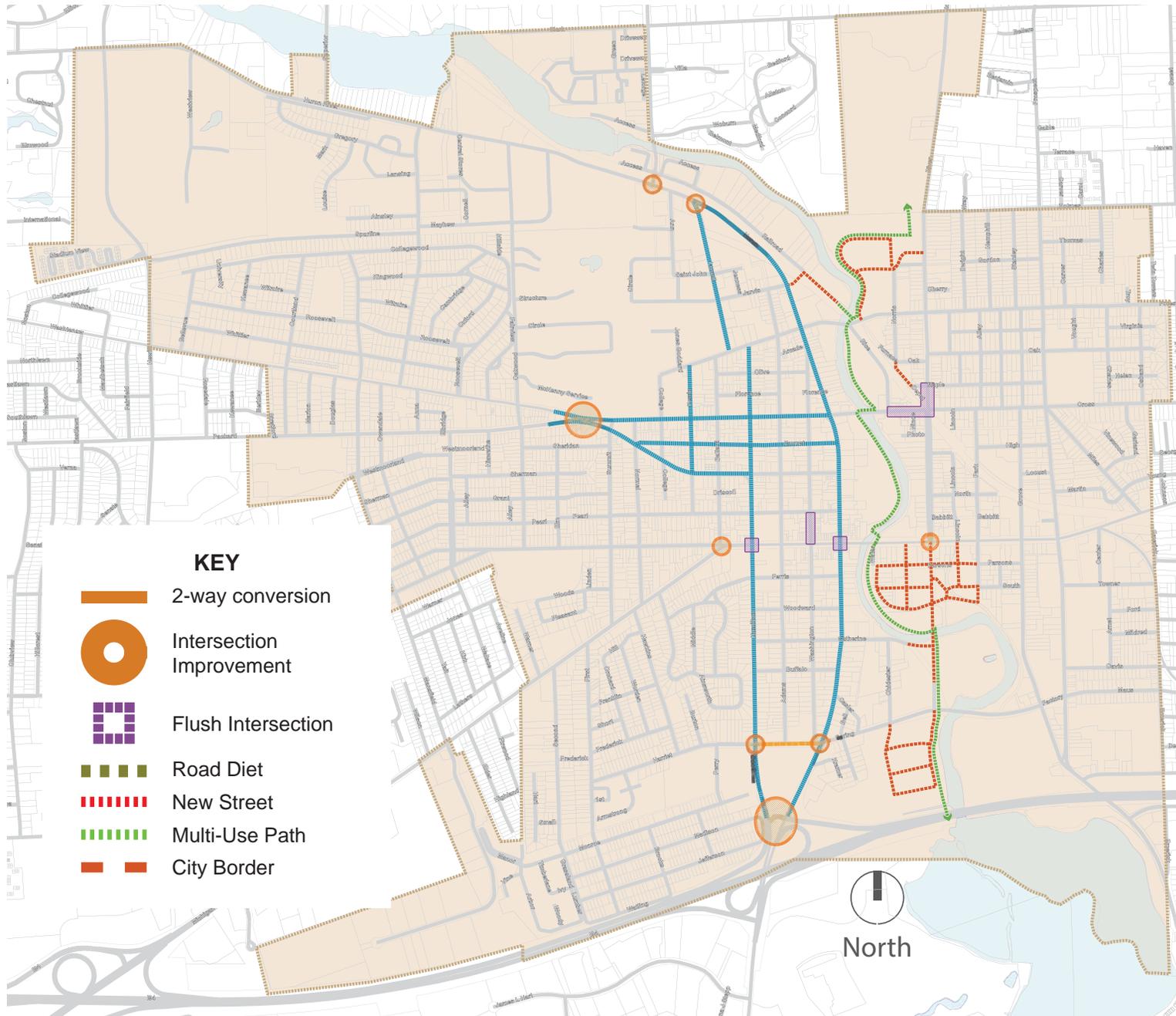
#### **Follow the money, and be ready for opportunities**

Funding is usually available for on-going initiatives, such as resurfacing, underground utility work that digs up the street, development projects, etc. The City should pursue grant funding with match requirements within its budget as well as creative partnerships to advance the goals of this plan. If funding is available for one project or idea but not another, the City should be flexible to advance its goals and projects within the spirit of this plan.

#### **Make the streets better, not wider**

City resources should not be used to add turn lanes, widen roads, or other means of conventionally fighting congestion in the City, when other options are available. Instead, spend City money, grants, State and Federal dollars on adding value to the place, the walkability, the aesthetics and making the streets safe. A possible exception to this rule is the conversion of a travel lane to a turn lane with the conversion of a 4-lane road to three lanes.

**Map 19: Transportation Project Map**



*Shape Ypsilanti*

**Guiding Values**

Safety comes first

Ypsilanti is sustainable

Anyone can easily walk, bike, drive or take transit from anywhere in Ypsilanti and to anywhere else in Ypsilanti and beyond

Ypsilanti is an asset of Eastern Michigan University, and Eastern Michigan University is an asset of Ypsilanti

Everyone in the region knows Ypsilanti has great things to do in great places that are in great shape!

We can only achieve our vision by building a community amongst ourselves and with our neighbors

If car-carrying capacity is needed, it can be achieved by:

- adding new, two-lane, two-way streets to the network;
- making connections in the network that were previously severed;
- shortening trip lengths by reducing circuitous routing (i.e., restoring two-way operation, removing turn prohibitions, breaking up super-blocks);
- shortening trip lengths by adding density and rich mix of land uses in the downtown and centers; and converting automobile trips into walking, cycling, and transit trips by all of the means above plus traffic calming, building regulations that make a comfortable environment for people as well as cars, and building complete streets that are comfortable for vehicular and non-automobile modes of transportation.

### **Design with the community, not for it**

When a project has been funded and is on the drawing board, the engineers and designers should talk with the community about options and suggestions before the design is final. The people using the streets everyday have valuable insight and should be included early on in the process, as mandated by the City's Complete Streets Ordinance. The public engagement process should be updated with lessons learned by each project.

### **TRANSPORTATION PROJECTS**

The projects shown on Map 18 were developed during the two charrettes held in March and April of 2013. The projects were later vetted by the community through postings on Facebook and focus groups. These projects are described in detail below. The suggested phasing is based on a combination of expert advice and community backing. They fall into five categories: city-initiated projects, Historic Downtown projects, projects built as part of new developments, and street policy changes.

### **CITY-INITIATED PROJECTS**

The City will decide through its Capital Improvement Plan (CIP), required by the State of Michigan, what project to move forward first. Projects for the next five years are listed below with description in order of priority, as suggested by the consultant team and then advised by community input:

#### **Coordination of pedestrian-bike connection across the I-94 interchanges at Huron and Hamilton**

WATS is facilitating partner communities and stakeholders working together to formalize plans for a pedestrian-bike connection across the highway. City staff will coordinate with those efforts to ensure that they are compatible with and without the proposed roundabout at Harriet to facilitate the return to two-way function of Huron and Hamilton. During the Summer 2013 focus groups, residents felt a pedestrian connection over I-94 was a priority for completion in the next five years. Many walk or bike to the shopping, parks and other facilities in Ypsilanti Township and find the trip treacherous.

#### **Separation of Cross Street and Washtenaw as part of the Re-Imagine Washtenaw Plan**

The confluence of the one-way streets of Cross Street and Washtenaw Avenue at the southern edge of the EMU campus is one of the most confusing intersections in Ypsilanti. Due to the wide roadway, pedestrian crossing is dangerous. In order to create a safer, more appealing place, the transportation plan recommends the separation of the two streets, and returning each to two-way function (see Figure 19 in the next chapter). While generally supportive, residents expressed concern about how the traffic would disperse through the adjacent neighborhoods. Therefore community involvement should be a higher priority than usual for this project. The property in between Cross and Washtenaw, currently a parking lot, would be converted into a park and perhaps housing or a mixed-use development. The same number of parking spaces would be available as on-street parking.

Reimagine Washtenaw is a cooperative planning and transportation effort between four jurisdictions and multiple transportation agencies to transform the Washtenaw Corridor between Ann Arbor and Ypsilanti by improving mass transportation, providing safe bicycle and pedestrian networks, rethinking land use, and creating coordinated standards that transform the corridor from a necessary but unpleasant experience, to a desirable, safe, and useful one. The incremental results of this work will not only create a highly-functioning, multi-modal corridor, with sense of place, but also facilitate public investment, thereby increasing property values over time by attracting new private investment.

Each local jurisdiction, Ypsilanti, Ann Arbor, Ypsilanti Township, and Pittsfield Township, is working toward uniform standards in regard to providing sidewalks, bicycle lanes, on-street parking where appropriate, and related land use standards that will put redevelopment on a pedestrian scale, with pedestrian facilities throughout the corridor. The transportation agencies, The Ride, Michigan Department of Transportation, Washtenaw County Road Commission, and Washtenaw Area Transportation Study (WATS) are working together on a long-term concept for road design and right-of-way requirements that will allow for the bicycle and pedestrian improvements, on-street parking where appropriate, with the potential for a dedicated transit lane or light-rail in the long term.

As part of the 2013 Right-of Way study facilitated by Washtenaw County on behalf of the local jurisdictions, preferred street segments are being developed for the entire corridor. Future use scenarios were also determined, and many recommendations are based on traffic volume reductions that are expected to be gained through land use changes, traffic demand management practices to be adopted by major area employers, and related transportation mode shifts. Throughout the entire corridor, innovative stormwater management systems, beautification and landscaping, sidewalks, and bicycle lanes are planned.

For the segment in the Ypsilanti city limits (from west to east), a narrow landscaped median is recommended from Hewitt to approximately the Courtland intersection to provide refuge for pedestrian crossings, improve aesthetics, and slow traffic. East of that a transition is recommended to reduce from four travel lanes to two, adding on-street parking on both sides of the street, until east of Oakland. At that point, with the separation of Cross and Washtenaw and a change from one-way to two-way traffic, on-street parking may only fit on one side of the new streets. It is suggested that it stay on the north side of the street by EMU, to provide easy parking for administrators and students.

### **Return One-Way to Two-Way Streets, especially Huron and Hamilton**

These streets are not friendly to pedestrians due to the high speed of vehicles. The one-way streets are also difficult to navigate and create longer trips for pedestrians, cyclists, transit riders and motorists.

Returning the two-way functions of these streets will support the urban framework of the City. The studies and physical changes are expensive and most likely not possible for the City to complete in a 5-year window, especially in the City's current fiscal situation. A 10-year window is more realistic. However, staff time should be dedicated in the next year to work with the Michigan Department of Transportation (MDOT) to get their support for two-way function of those City streets shown on the transportation plan, especially Huron and Hamilton. A roundabout or other mechanism near the I-94 interchange to downtown may be needed to accommodate the conversion to two-way traffic. The appendix contains more information on the process and data recommended.

### **HISTORIC DOWNTOWN PROJECTS**

Several of the transportation projects are located in the Historic Downtown. These projects could be carried out in conjunction with the Downtown Development Authority (DDA) and should be included in any updates of the DDA Tax Increment Financing Plan:

**Figure 15: Roundabout for 2-Way Conversion**



*The drawing above shows a roundabout to facilitate 2-way conversions of Huron and Hamilton, while maintaining safe access to Interstate-94. In this instance, cooperation with the existing warehousing facility would be needed. Based on on-line and in person feedback, the Ypsilanti community has a love/hate relationship with roundabouts. Other design options exist and should be explored with community input when plans are being developed.*

Drawing by: AECOM

### **Raised intersections at Huron & Michigan Avenue and Hamilton & Michigan Avenue**

Raised or flush intersections at these locations would bracket the Historic Downtown as entry features slowing traffic as it enters the area (see figure 16). For pedestrians, there would be no ramp or “step down” into the street. For vehicles, the intersection would be a “table top” with a gentle incline to the raised crosswalk and a ramp down. The goal is both to make pedestrian crossing easier and slow traffic. If this type of treatment is not possible on arterials, another mechanism which achieves those goals should be explored.

### **Washington Street as a flush festival street**

Washington Street, between Pearl Street and Michigan Avenue, is often closed to traffic for concerts. The evening of the surfaces as a curbsless street would create more pedestrian friendly event space (see figure 17).

### **Roundabouts at Michigan Avenue & Congress/Ballard and Michigan Avenue & River Street**

The downtown’s desired speeds and attractiveness would be supported by the two roundabouts, starting with the one at the three-way intersection at Congress. The roundabout at River Street could be completed in conjunction with development of the Water Street area.

### **NEW DEVELOPMENT**

Many of these projects should be wrapped into anticipated development in adjacent areas, both private and public:

### **Cross Street and River Street in Depot Town as flush festival streets**

With a new train stop near the intersection of Cross Street and River Street, more pedestrian and event activity is expected in Depot Town. Cross Street is already often used for events. Curbsless streets will help pedestrians navigate and ease of events. Drivers of vehicles know where the traffic lanes and pedestrian areas are by different types of materials, both color and texture, as well as bollards or other street

furniture. The cost and design should be coordinated with the new train stop and incorporated into the DDA TIF plan.

**Vehicular Bridge and extension of River Street to Factory**

One of the most expensive proposals in the transportation plan is to extend River Street from Michigan Avenue across the Huron River to Factory Street, in coordination with the Water Street redevelopment. The extension would connect the Water Street redevelopment area to the highway but also link the neighborhoods in the southeastern part of the City with the Historic Downtown. Grant opportunities, coordination with developers and other funding resources should be explored.

**New Streets in Redevelopment Areas**

New streets are shown in several redevelopment areas. These streets should be built by the developer but in accordance with a structure and design that meets the community’s guiding value of walkability. The Water Street area is owned by the City, which could dictate street design as a condition of sale. For the other areas, zoning and design requirements should be updated to mandate a walkable street grid that connects and completes the existing streets.

**Multi-Use Paths**

Multi-use paths are shown connecting Railroad Street and the cemetery in the northern part of the city to Frog Island Park. Both areas are underutilized and could redevelop in the next ten years, especially when rail service begins. The completions of the Border to Border Trail is also shown on the transportation plan. Pedestrian links to job centers in the districts should also be built. For example, the City holds an easement that could be used for a path to connect the industrial park to the neighborhood to the southwest. Regulations should be updated to require easements for, if not the building of these paths as part of development of those areas.

Figure 16: Raised Intersection Example



Source: AECOM

Figure 17: Curbless “Festival” Street Example



Source: AECOM

## STREET POLICY CHANGES

Two areas of the City are proposed for overall changes to the streets to make them more accessible to everyone:

### Harriet Street Road Diet

Harriet, from Huron to Perry, should become a two-lane street with on-street parking and sidewalks separated from the roadway. The City should change the design standards for Harriet. The City may want to consider a road diet continuing east on Harriet/Spring/Factory/Maus but maintaining the ability of trucks to access the job districts.

### Leforge Road and Huron River Drive Reconfiguration

The intersection at Leforge and Huron River Drive is challenging to pedestrian but is where many EMU students live and walk to campus. Within a ten-minute walk are some of the largest multiple-family complexes in the City, a city park and EMU campus. The City should make it a high priority work with EMU to create a vision for this area as an interconnection between the City and the University. Both the University and the City should then update their plans and policies for the area accordingly. The level of detail, coordination and community input warrant a planning process for this area specifically. If funding is available, an intense design process should be part of the five-year update to this plan.

## PROGRAMS

Two programs are part of the master plan to increase the ability of people to use any modes of transportation they choose anywhere in the City:

- Expand car sharing program in the Historic Downtown.
- Create and publish maps with bicycle and walking routes in the City

The following chapters detail the elements of the City Framework: Neighborhoods, Centers, Corridors and Districts.



*A train platform at Depot Town is key to the future of transportation in Ypsilanti. Photographs above are from an event giving the public the opportunity to board a train at the future site of the platform. Decision-makers who attended from the City Council, County Commission and U.S. Congress.*

This page left intentionally blank

## Chapter 6 - Centers

*“The heartbeat of any community are places to gather, especially on a social level.”*

-Facebook comment about post asking how to strengthen centers

There are three centers within the City of Ypsilanti – the Historic Downtown, Depot Town and Cross Street. They are active, synergistic places where people come together. Their historic buildings are the calling cards of the City. These are the places where people shop, go to school, live, come to work, visit, drop by City Hall, eat, gather and have fun. They host events which bring thousands of visitors each year and bring the City together as a community. All three centers are in the City’s Downtown Development Authority (DDA), supported by the tax increment revenue generated from the DDA.

### **PAST POLICIES**

In adjusting to the shift from a manufacturing economy, Ypsilanti has focused on small business development, especially within the centers. The City has worked to maintain low barriers of entry for new businesses, and encourages entrepreneurs to start up businesses. However, new construction is limited due to physical constraints of the City, among other factors.

The City has successfully encouraged conversion of upper stories in the Historic Downtown and Depot Town into housing. The units brought onto the market in the past decade have been rented or sold quickly.

More recent economic development efforts have focused on placemaking as well as absorbing existing commercial and residential vacancies. Walkability, regional public transit, and work toward securing commuter train service on the Ann Arbor to Detroit Line are current transportation goals.

### **PUBLIC INPUT**

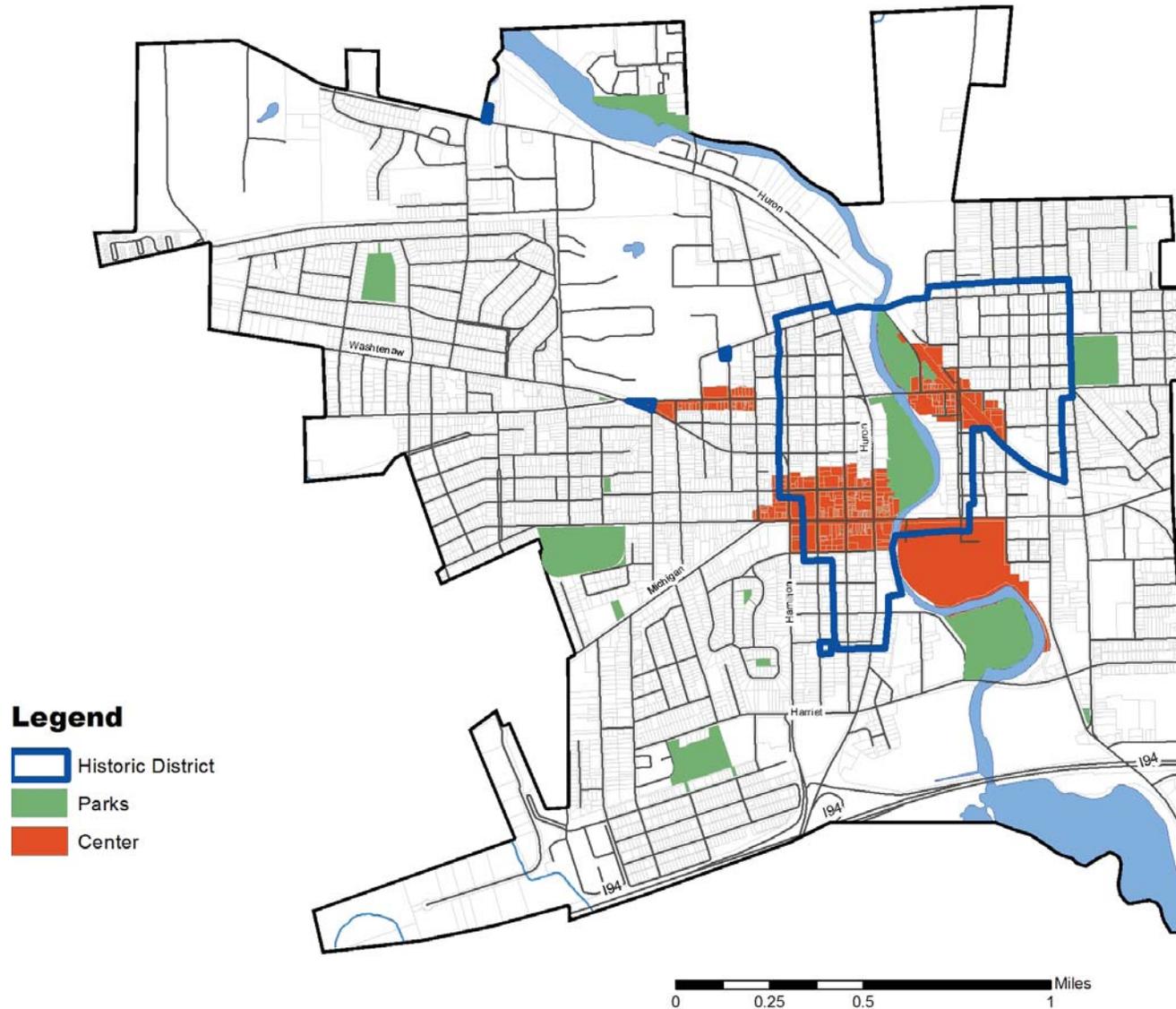
Input about the centers was gathered in focus groups, the 4-day long Discover Charrette and through social media. Across the board, participants felt the centers were great places that should be preserved but could be improved in terms of cleanliness, safety and walkability.

Public input was positive about the Historic Downtown, with emphasis on preservation of the historic buildings. Participants felt the walkability and safety of the area could be improved, as well as the cleanliness of the streets and parking lots. Many participants felt there were too many bars and restaurants while others wanted these types of gathering place. The adult club was also a source of tension, with many wanting it to be removed and others saying it should be left alone.

Depot Town was continually cited as an asset of Ypsilanti, to be built upon and improved. Many supported the opening of daily commuter rail service in Depot Town, with a few citing safety concerns such as how to accommodate long-term parking and improved bicycle and pedestrian connections.

The Cross Street area was generally seen as positive, with much improvement in the past five to seven years. The focus group with EMU students requested that stores be open later at night, when they are most likely to use them. The intersection of Cross and Washtenaw as well as the one-way streets was seen as a barrier to pedestrians and vehicles easily navigating the area.

Map 20: Centers Map for City of Ypsilanti



**Guiding Values**

Safety comes first

Ypsilanti is sustainable

Anyone can easily walk, bike, drive or take transit from anywhere in Ypsilanti and to anywhere else in Ypsilanti and beyond

Ypsilanti is a great place to do business, especially the green and creative kind

Ypsilanti is an asset of Eastern Michigan University, and Eastern Michigan University is an asset of Ypsilanti

Everyone in the region knows Ypsilanti has great things to do in great places that are in great shape!

We can only achieve our vision by building a community amongst ourselves and with our neighbors

## **DATA**

According to the commercial analysis for this project, the centers are three strong commercial anchor locations that provide a wide range of specialty goods and services. The devoted resident base and healthy EMU market provide a strong customer base for these businesses. Market analysis completed for these areas by Hyett Palma in 2009 concluded that the Ypsilanti DDA area captures approximately 10%, or about \$121 million of the estimated region's demand at \$1.1 billion annual demand.

These locations have limitations to growth, due to the historic building stock. Focus group participants described these as ideal locations for small to mid-sized operations that could fit a first-floor foot print of 2,000 – 4,000 square feet. Some businesses have been successful at expanding into neighboring storefronts, but the reality of growth is fairly limited for a major food store, entertainment complex or larger footprint a national clothing retailer would require. A few buildings with larger footprints are available - the Thompson Block in Depot Town as well as the Smith Furniture Building and the Pub 13 building in the Historic Downtown.

## **POLICY & PLANS FOR ALL CENTERS**

Certain actions will apply to all three centers, in particular the form-based zoning. The following are expected in the Historic Downtown, Depot Town and Cross Street:

### **Create building standards for centers that preserve their architecture**

All three centers have unique, historic buildings that have been protected by the regulations of the historic district. The anticipated form-based zoning code will require building location, story height, front door and window location to match the existing architecture, reinforcing existing patterns and the historic district regulations.

### **Finish Upper Stories**

Upper story conversions in the Historic Downtown and Depot Town have been successful, bringing new residents. The City should continue policies and assistance to convert upper stories in centers into active use.

### **Allow renewable energy facilities on all buildings**

The City has several buildings in the centers with solar panels and geothermal facilities, such as City Hall and the Ypsilanti Food Coop. The zoning should allow for solar panels, geothermal facilities and other renewable energy facilities to be placed on buildings, supporting the guidelines created by the Historic District Commission.

### **Draft a business attraction plan for the centers**

The City, Small Business and Technology Development Center, Ann Arbor SPARK and the DDA should work together to create a process to guide business attraction for Downtown, Depot Town and Cross Street.

### **Encourage activity during the day and evening**

A number of participants, especially EMU students and other youth, expressed a desire for opportunity in the City's centers during the evening as well as the day. Many felt there was not much available after hours except for bars. The DDA and the City should work together with existing businesses to expand their hours and factor the need for evening uses that are friendly to people of all ages into the business attraction plan. Working with EMU, the changes should be communicated to EMU faculty, staff and students.

### **Continue and expand the number, type and location of festivals and events**

Events, such as the Color Run, and annual festivals, like the Heritage Festival, bring thousands of visitors and residents alike to the centers of Ypsilanti. If it can, the DDA and Ypsilanti Convention and Visitor's Bureau, supported by the City, should increase the number of events and make sure they occur across the City centers and in all four

seasons. Options could include the use of College Place, other areas in and around EMU's campus, Frog Island and other large City parks as well as downtown streets.

**Create a marketing campaign for the City of Ypsilanti**

Throughout the public engagement process, participants felt that the City had an undeserved reputation in the region as an unsafe place with not much to do. A marketing campaign, in conjunction with the Ypsilanti Visitors and Convention Bureau, was suggested as a five-year goal.

**Install a way-finding system**

The DDA and the Ypsilanti Convention and Visitor's Bureau is currently exploring a process for designing and installing a series of signs, known as a way finding system, to help travel to destinations in the City. This effort should be done in conjunction with proposed changes to the street system and coordinated with EMU's way-finding signs.

The following sections detail specific plans and policies for each center.

**HISTORIC DOWNTOWN**

Historic Downtown Ypsilanti is located at the intersection of M-12, the old Chicago Road, and the Huron River. The plan for downtown is to make it safer, maintain its diversity and sustainability. These following items, except for zoning changes, should be included as part of the update of the DDA's Tax Increment Financing Plan and pursued in conjunction with consensus of the business community downtown:

**Increase walkability**

The return of Huron and Hamilton to two-way streets will increase the walkability of the Historic Downtown by slowing traffic. The raised intersections on Michigan at Huron and Hamilton will also slow traffic and making crossing these intersections easier for pedestrians.

**Build curbless "festival" street on Washington**

A curbless street on Washington, between Michigan Avenue and Pearl, would make set up and operation of outdoor concerts already occurring there easier. Most likely, more events could be held there, increasing the diversity of events and visitors to the downtown.

**Use vacant storefronts for temporary retail uses**

Any number of vacant storefronts diminish the vibrancy of downtown. Also, many entrepreneurs cannot afford to open a full scale operation. By defining a process to allow a "pop-up" store in vacant storefront, the City and the DDA could bring small businesses on line while filling vacant storefronts. Pop-Up Hood in Oakland, California and the Southwest Detroit Business Association have similar programs.

**Maintain and expand transportation options, including improvements to the Ypsilanti Transit Center**

Bus service to the downtown should continue as well as the expansion of the car sharing service. The bus center should be treated as a hub of the downtown, with wayfinding, signs, and street furniture to make coming to the center an enjoyable experience as any other in the downtown.

**Locate home for Downtown Farmer's Market**

The downtown farmer's market supplies food, including fresh produce. The market has moved several times. The DDA and the City should work in conjunction with the market to find a permanent home with high traffic counts to capture passers-by as customers.

**DEPOT TOWN**

Depot Town grew up around the intersection of the regional and inter-urban railroads and the Huron River. Similar to downtown in the size and age of buildings as well as land use, Depot Town is a smaller area. It is a regional draw due to the restaurants and festivals held in the adjacent parks. When train service is secured, the area is expected to have more activity from commuters on foot, bicycle and

**Figure 18: Concept TOD Plan for Depot Town**

*The concept plan to the right was developed to meet community values when daily train service starts.*

*The plan features a plaza, shown in red, which could be used for a farmers' market and other events. The Freight House is preserved. The portions of River and Cross Streets in pink is shown as a curbless "festival" street - making crossings easier for pedestrians on a daily basis while helping the accessibility of the events in Depot Town. A small park space is proposed between River Street and the tracks.*

*Parking is away from the street to the west of the railroad tracks. The design of access to Frog Island park will need to be coordinated with previous designs in the final plans.*



Drawing by: AECOM

car as well more development pressure. The Ride plans a connector bus route to the stop as well. The plan, shown on the following page is a transit-oriented design to integrate the train stop and increased activity into the fabric of Depot Town.

**Maintain Depot Town as a place for the pedestrian first**

Depot Town is a safe, walkable place in Ypsilanti. A curbsless street is proposed on River Street to ease access for pedestrians, including those in wheelchairs or with baby strollers. Parking lots should be away from the street front, as shown in the concept plan.

**Build curbsless “festival” street on River and Cross**

A curbsless street on River and Cross Streets adjacent to the train platform would increase pedestrian accessibility and facilitate events.

**Create a public space at new train station**

Improvements and an expansion of the existing Market Plaza is shown in the concept plan as part of the new train station. Public spaces allow a diversity of temporary uses to happen (festivals to farmers’ markets) and gives opportunity for people of all types to come together.

**Locate permanent year-round home for Depot Town Farmer’s Market**

The market is currently located in Market Plaza of the Freight House in Depot Town. As plans are developed for the train depot, a permanent year-round location for the farmer’s market should be included in the design. The concept plan shows preservation of the Freight House and the creation of a plaza where the market could be held during the summer months.

**CROSS STREET**

Cross Street is the interface between the campus of Eastern Michigan University and the City. It serves as a commercial center for both Eastern Michigan students and the adjacent neighborhoods. The plan improves the function of the roads for all while integrating

Cross Street with EMU. All of these projects should be pursued in conjunction with EMU and the DDA, using a mixture of staff and funding.

**Separate Cross Street and Washtenaw Avenue**

As shown in the concept plan in Figure 19, Cross Street and Washtenaw Avenue can be separated and made two-way streets. The separation would improve the safety of this high-crash intersection by calming traffic, creating safer pedestrian crossings and better navigation for all modes of transportation.

**Create a “front door” for EMU by reconfiguration of Cross Street and Washtenaw**

During the Design Charrette, EMU officials agreed that the campus needs an entrance and the land created by the pulling apart of the two roads could create a mixed use area with a gathering area and possibly housing.

The centers host a variety of events and land uses in distinctly urban places. The DDA should use its ability to attract and assist businesses to maintain a vibrant business mix, while the City should use its policies to maintain the building form. The table on the following page shows the time frame for each action detailed in this chapter and how it meets the City’s primary guiding values of safety, diversity and sustainability. This matrix, those at the end of the following chapters and the implementation matrix in the appendix are intended to be used by decision-makers to create reports and work plans as well as evaluate progress on an annual basis.

**Figure 19: Reconfiguration of Cross & Washtenaw**

*The concept plan below is a scheme to separate Washtenaw Avenue and Cross Street. The proposal is to pull the two roads apart, eliminating the existing convergence and creating public and developable space, shown in green. The existing statues and the water tower will be linked with a public space that will also give refuge to pedestrians crossing the streets. A developable area will be created to the east of the water tower. Student housing and parking were discussed as possible uses with EMU.*

Drawing by: AECOM



Figure 20: Centers Implementation Matrix

Action	Time Frame	Location	Safety	Diversity	Sustainability		
					Equity	Environment	Economy
Building standards for centers that preserve the architecture	Form-based code	All centers	x	x	x		x
Allow renewable energy facilities on all buildings	Form-based code	All centers				x	x
Continue and expand the number, type and location of festivals and events	Ongoing	All centers		x			x
Finish upper stories	Ongoing	All centers		x	x	x	x
Maintain and expand transportation options	Ongoing	Downtown	x		x	x	x
Draft a business attraction plan for Downtown, Depot Town and Cross Street	1-5 years	All centers		x			x
Encourage business and event activity during the day and evening	1-5 years	All centers	x	x	x		x
Marketing campaign for the City of Ypsilanti	1-5 years	All centers					x
Curbless “festival” street on Washington	1-5 years	Downtown	x		x		x
Use vacant storefronts for temporary retail uses	1-5 years	Downtown	x		x		x
Permanent year-round home for Downtown Farmer’s Market	1-5 years	Downtown	x	x	x	x	x
Permanent year-round home for Depot Town Farmer’s Market	1-5 years	Depot Town	x	x	x	x	x
Install a way-finding system	1-10 years	All centers	x		x		x
Increase walkability (2-way streets & raised intersections)	1-10 years	Downtown	x		x		x
Curbless “festival” street on River and Cross Streets	1-10 years	Depot Town	x		x		x
Create a public space at new train station	1-10 years	Depot Town	x		x		x
Separate Cross and Washtenaw	1-10 years	Cross Street	x			x	x
Create a “front door” for EMU with reconfiguration of Cross and Washtenaw	1-10 years	Cross Street	x	x			x

# Chapter 7 - Neighborhoods

“Charming neighborhoods”

-Sticky note on what to preserve, submitted during the Discover Charrette

Ypsilanti has a wide variety of neighborhoods, some built over a century ago and others just decades old. The residents, street and architecture create distinct communities with the 4.3 square miles of Ypsilanti. However, when looking at public comment and data on the age, size and types of housing, the neighborhoods fell into two framework categories: Central Neighborhoods and Outlying Neighborhoods, as shown on Map 21.

## PAST POLICIES

The City of Ypsilanti’s housing policy efforts have been in response to the following themes:

- The sizable population of college students and lower income families, along with large supply of multi-family housing, has meant that nearly 2/3 of households rent, rather than own, their homes.
- The large share of pre-war and mid-century structures creates code enforcement challenges while also drawing residents to historic neighborhoods.
- The “landlocked” and nearly built-out city has lacked the vacant land to participate in the construction of new housing seen in surrounding municipalities.

In 1978, the City created a Historic District and in 1983 began rental housing inspections. These two programs are generally considered to have been successful in stabilizing and maintaining the city’s housing stock and neighborhoods. In 2003, the City enacted a dangerous buildings ordinance provided an additional tool for addressing the

worst nuisance properties and stabilizing surrounding neighborhoods. The City began implementation in 2009, when foreclosure activity led to fears of increasing numbers of abandoned buildings, but at that time quickly proved effective in spurring removal or rehabilitation of long-vacant buildings.

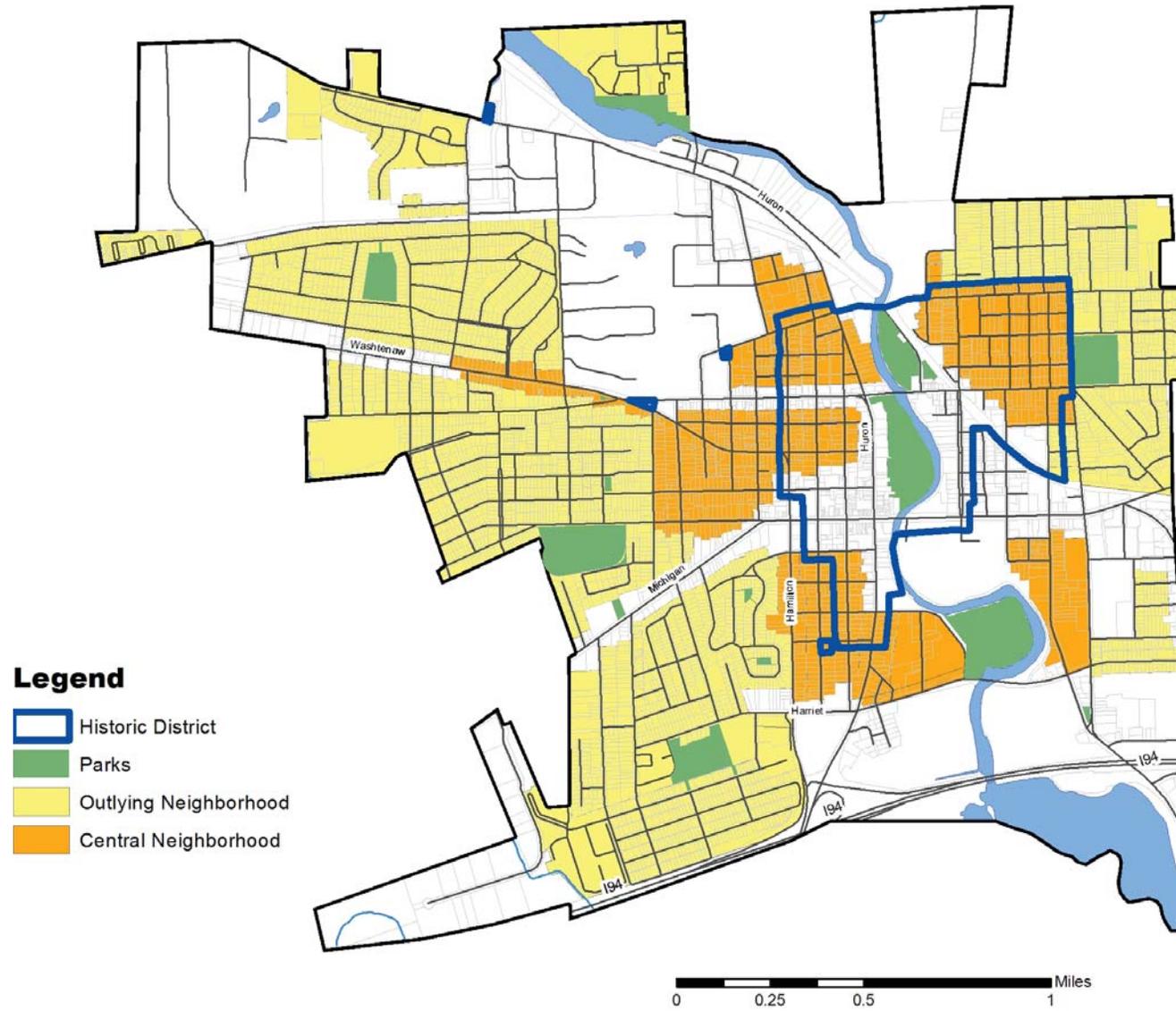
The City has also “down zoned” residential areas in an effort to encourage home ownership, most successfully in the Historic Eastside. The most recent occurrence was in 2006 when around 800 residential parcels in the Cross Street neighborhood were rezoned to reduce maximum permitted density, as laid out in the 2001 Cross Street Neighborhood Improvement Plan. This effort had mixed success since the fall of the housing market in the mid-2000s resulted in lower prices for housing and the high conversion costs to single-family or a smaller number of units were not financially viable in that market.

The zoning ordinance also defines a range of different multiple-family living uses – rooming house, fraternity, etc. – each with different regulations drafted for those uses at the time of their inclusion in the zoning. The result is confusing regulations that are not flexible for innovations.

## PUBLIC INPUT

In every focus group at the beginning of the Master Plan process, participants felt the City of Ypsilanti should have housing for people of all ages, races, incomes and abilities in the City as a guiding value. Residents across the City expressed pride in their neighborhoods.

Map 21: Neighborhoods Map for City of Ypsilanti



**Guiding Values**

- Safety comes first
- Diversity is our strength
- Ypsilanti is sustainable
- Anyone, no matter what age or income, can find a place to call home in Ypsilanti
- Ypsilanti is an asset of Eastern Michigan University, and Eastern Michigan University is an asset of Ypsilanti
- Build a community amongst ourselves and with our neighbors

Tension about the location of rental housing – whether townhouses, multiple-family dwellings or large houses converted multiple dwelling units emerged during the charrettes and implementation focus groups. Many participants expressed concerns about rental housing, particularly EMU student housing, expanding into neighborhoods and degrading its value. Others saw the need for student housing in a college town. Meanwhile, some residents expressed the need for housing with little maintenance, such as a condominium or a rental, but suitable for seniors or young professionals.

## **DATA**

As shown in Chapter 3, the neighborhoods have distinct patterns in terms of age, size, number of units and homeownership/rental status. Closer to the Historic Downtown and EMU’s southern border are clustered large houses built before World War II with a variety of numbers of dwelling units and a mix of owner-occupied units and rentals. Neighborhoods nearer to the borders of the City were built in the later part of the twentieth century and are either single-family houses or multiple-family buildings. With the exception of the Heritage Park area, the majority of the single-family houses are owner-occupied. Multiple-family is almost exclusively rental, except for condominiums built near EMU’s western border and along Washtenaw near EMU and the Historic Downtown. However, overall, most single-family dwellings are owner-occupied.

In the central neighborhoods, the Historic Eastside has a higher percentage of homeownership and a unique lot mix with many deep lots. Due to the down-zoning decades ago, this neighborhood has a higher rate of homeownership than other neighborhoods built around the same time. The Historic South Side neighborhoods have a range of building types - with some apartment buildings but mostly four units or less - and standard sized lots. The Midtown and Riverside neighborhoods have the widest variety of building types - from cottages to large apartment houses along with other group living arrangements, as well as a large range of lot sizes.

Despite the distinct differences, over two-thirds of the housing units in Ypsilanti are rented. Other college towns have a similar housing mix, including Ann Arbor where 55% of the housing units are rented.

## **POLICY AND PLANS FOR ALL NEIGHBORHOODS**

The following actions apply to all neighborhoods:

### **Continue and increase rental inspections and enforcement**

Rental inspection and enforcement of code violations are vital to maintaining safe rental housing. City budget dedicated to rental inspection and enforcement should be maintained, if not increased.

### **Streamline multiple-family living arrangements into categories based on number of units and form**

Living arrangements for multiple-family situations should be collapsed in the form-based code into building forms – duplexes, estate houses, townhouses and apartment buildings – with categories of number of units matching those in the State Building Code – 2-units, 2-4 units and 5 or more units. Group living arrangements, such as rooming houses and fraternities, will continue to be allowed in estate houses but with regulations for that general use, not tailored for each instance.

### **Assist continuation and expansion of EMU Live Ypsi program**

Eastern Michigan University, with staff assistance from the City and Washtenaw County, offers a forgivable loan program for faculty and staff purchasing a home in the City of Ypsilanti. The City will continue its support of this program.

### **Plan and zone for range of housing typologies for the needs of all ages and abilities**

Due to demographic shifts, several neighborhoods have increasing numbers of senior citizens, who may or may not choose to stay in their homes. Similarly, young professionals and families are looking for homes integrated into the community. Neighborhoods should be

planned to provide a diversity of housing types within neighborhoods for all stages of life.

**Create “Eco-Districts” in neighborhood parks**

Residents suggested that demonstration projects of community gardens with hoop houses, rain collection systems and renewable energy projects be clustered in eco-districts in neighborhood parks, in the Historic Downtown and other areas. Temporary events were also suggested in these areas. An existing example of a demonstration project is the Luna Lake rain garden in Prospect Park. While the City cannot take on development of these, partnerships with educational institutions and neighborhood groups may provide resources to establish them. The City should welcome these opportunities but also evaluate them with the following guidelines:

- The proposal be in the proper location of the park to complement existing activities, both active (sports areas and play grounds) and passive (walking or siting areas)
- The proposal should be located in an area with appropriate lighting and visibility to assure safety of users and enough natural surveillance to be kept watch over by neighbors.
- Proposals should be part of an adopt-a-park effort
- Policies will need to be developed to ensure maintenance, both short and long term.

**Continue Home-Based Entrepreneurship**

The City encourages home-based businesses through clear regulation. The updated zoning should continue to allow businesses within homes using the current regulatory scheme for uses.

**Regulate the form of buildings to preserve the character of neighborhoods**

Using the building types existing within the neighborhoods, the zoning regulations should preserve the architectural patterns.

**CENTRAL NEIGHBORHOODS**

These neighborhoods are some of the oldest in Ypsilanti. Initially oriented on the Huron River, they are built on a grid street network connected to the adjacent business districts. They border downtown, Depot Town and EMU. These neighborhoods have a range of residential building types, with churches, schools, stores and gas stations intermixed. Around the railroad, industrial uses are mixed into the neighborhood.

The following policies and actions aim to preserve the form of these neighborhoods while enabling the sustainability of all the buildings:

**Preserve the character of the area by using regulations on street type, building type as well as use**

A form-based code zoning will be developed based on existing streets, lot sizes, building types and uses to preserve the context of each area. The goal is to eliminate regulations that need exceptions to preserve existing context by creating rules based on the context.

**Regulations of the variety of housing types, uses and lot sizes will be calibrated to the existing patterns.**

Central neighborhoods do not all look alike so the regulations will reflect the differences with appropriate gradations in the variety of uses and building types based on existing patterns. Three different zoning districts are anticipated.

**OUTLYING NEIGHBORHOODS**

These neighborhoods, constructed during or after World War II, are almost exclusively residential uses, with single-family and multiple-family uses separated. Single-family residences are usually smaller than those in the central neighborhoods. The zoning changes below are designed to stabilize these neighborhoods:

**Limit uses to predominantly single-family residential uses in areas with small houses, suited for only single-family**

Several neighborhoods - Heritage Park, Worden Garden, Prospect Gardens, Miles neighborhoods and the houses on River Street from

Holmes to the north to Cherry – are currently zoned for two-family residential use. Very few structures are two-family or have the floor area to accommodate two dwelling units.

The matrix in figure 21 shows the time frame for each item and if it meets the goals of safety, diversity and sustainability. It, in conjunction with the other matrices, should be used by decision-makers to create reports and work plans as well as evaluate progress on an annual basis.

Figure 21: Neighborhoods Implementation Matrix

Action	Time Frame	Location	Safety	Diversity	Sustainability		
					Equity	Environment	Economy
Continue and increase rental inspections and enforcement	Ongoing	All neighborhoods	x		x	x	x
Assist continuation and expansion of EMU Live Ypsi program	Ongoing	All neighborhoods		x			x
Plan and zone for range of housing typologies for the needs of all ages and abilities	Ongoing	All neighborhoods	x	x			x
Streamline multiple-family living arrangements into categories based on number of units and form, instead of use	Form-based code	All neighborhoods		x	x		x
Continue home-based entrepreneurship	Form-based code	All neighborhoods		x	x		x
Regulate the form of buildings to preserve the character of neighborhoods	Form-based code	All neighborhoods		x	x		x
Preserve the character of the area by using regulations on street type, building type as well as use	Form-based code	Central neighborhoods	x	x	x	x	x
Regulations of the variety of housing types, uses and lot sizes will be calibrated to the existing patterns.	Form-based code	Central neighborhoods		x			x
Limit uses to predominantly single-family residential uses in areas with small houses, suited for only single-family use	Form-based code	Outlying Neighborhoods	x	x			x
Create “Eco-Districts” in neighborhood parks	1-10 years	All neighborhoods		x		x	

## Chapter 8 - Corridors

*“They should connect cities, not be primary destinations.”*

-Comment on main roads, like Washtenaw, submitted on the website, shapepsi.com

There are two types of corridors located in Ypsilanti. One is a general corridor which contains a variety of medium to smaller parcels and is adjacent to both types of neighborhoods, such as College Heights and Midtown. General corridors are home to predominantly commercial establishments, restaurants, offices, and other businesses that are geared toward automobile traffic. The land pattern is typically linear in fashion and provides predominately commercial and office uses that are adjacent to residential neighborhoods. Usually a physical barrier is created to “protect” one use from another by way of a wall or heavy landscaping.

The second type is a historic corridor, which differs slightly from the general corridor in scale and building type. The historic corridors are characterized by smaller commercial establishments and offices mixed with large historic structures (such as historic homes that are now being used for a variety of purposes). Historic corridors generally have a more seamless integration with the surrounding neighborhoods.

### **PAST POLICIES**

The current zoning ordinance regulates the use of the land primarily, linking a certain number of related land uses to individual parcels of land. In corridors, these zoning districts have laid out in strips, usually commercial but also office, civic and multiple and single family. The resulting zoning maps are a patchwork of districts down the corridors. However, the uses cannot freely flow down the corridors due to the use classifications. Rezoning are often required.

In general corridors, the landscaping regulations required by the zoning districts and overlays are suburban in nature. The entry-way overlay on all general corridors at the borders of the City requires a 10-foot greenbelt around the entire parcel. Since these lots are generally smaller than suburban counterparts, the required setbacks and landscaping either do not fit on the parcels when redeveloped or limit the building size to a footprint only compatible with uses needing a small square footage. The result has been vacant or underutilized buildings along the general corridors or approvals that waive requirements. The current zoning does not encourage improvements due the complexity of applying the standards.

The regulations of the Historic District have maintained the integrity of the buildings along the historic corridors. The high speeds of the one-way streets on the historic corridors of Cross, Huron and Hamilton, however, make the street itself a hostile environment, lessening the value of some the buildings.

### **PUBLIC INPUT**

During the charrettes, participants often spoke about the difficulties of walking or cycling in the corridors of the City. They also expressed disappointment about the number of vacant or underutilized stores.

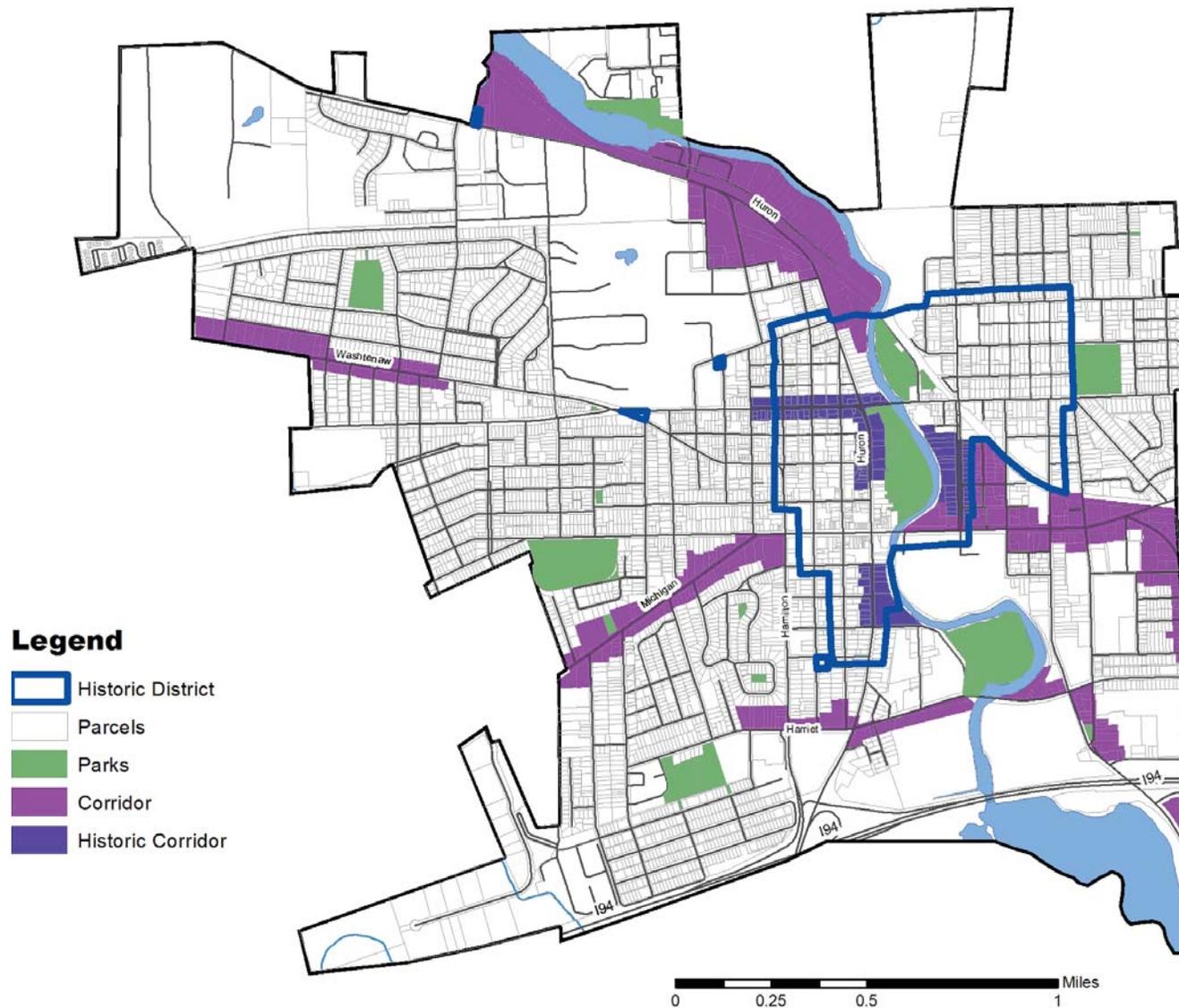
### **POLICY AND PLANS FOR ALL CORRIDORS**

The following items apply to all types of corridors:

#### **Designate the appropriate building form for each corridor**

The form-based code will designate types of buildings to match the existing patterns within the corridor and, if applicable, the change

Map 22: Corridors Map for City of Ypsilanti



**Guiding Values**

- Safety comes first
- Diversity is our strength
- Ypsilanti is sustainable
- Anyone, no matter what age or income, can find a place to call home in Ypsilanti
- Easily walk, bike, drive or take transit from anywhere
- Great place to do business, especially green and creative
- Everyone in the region knows Ypsilanti has great things to do in great places that are in great shape!
- Ypsilanti is an asset of Eastern Michigan University, and Eastern Michigan University is an asset of Ypsilanti
- Build a community amongst ourselves and with our neighbors

envisioned by the community for that area.

**Retain the mix of existing uses within each corridor but allow them throughout the corridor**

The form-based code would allow all the current uses within a corridor area to remain, but also to be anywhere throughout that area. For instance, a vacant lot now zoned commercial instead would be zoned general or historic corridor and all of uses, such as multiple-family, commercial or office within that segment of the street happen without a rezoning. During the development of the form-based code, some of the uses currently allowed in a corridor may be eliminated, such as on Washtenaw Avenue. The current general business zoning district (B4) allows a variety of commercial uses that would not fit the vision for the area, community values, or are even possible given the size and shape of parcels. In those instances, the allowed uses would be trimmed.

**HISTORIC CORRIDORS**

Historic corridors are located along Cross Street, Huron Street, Hamilton Street and River Street. The following actions will help to preserve and enhance the vitality of these areas:

**Reinforce preservation of historic buildings**

The form-based code will require the elements of the historic buildings along these corridors be incorporated into any new development or rebuilding.

**Restore two-way function to Historic Corridors**

As outlined in the transportation chapter of this plan, two-way function of these streets will increase safety and make navigation by foot, bicycle, bus or car easier.

**Maintain River Street as a historic boulevard**

River Street between Cross Street and Michigan Avenue is a boulevard lined by historic buildings with a variety of uses. The form-based code should attune design standards for this corridor to the street form of a boulevard.

**GENERAL CORRIDORS**

General corridors are designated along Washtenaw Ave and Cross Streets, East Michigan Avenue and Ecorse, Huron River Drive, Leforge and Railroad Street, Harriet Street, Lincoln and West Michigan Avenue.

**Coordinate Washtenaw Avenue with the Re-Imagine Washtenaw Plan**

The City has been an important partner in the Reimagine Washtenaw coalition. While larger redevelopment sites are available in areas outside the City, many of the place-making, transit-oriented and mixed-use development concepts can be employed on the smaller City lots. A diversity of land uses are contemplated for the corridor, but additional land designated for commercial land uses is not envisioned. Rather, as sites are redeveloped, particularly in retail nodes at Hewitt, Mansfield/Cornell, and Cross Street, special emphasis should be placed on incorporating walkable and mixed-use elements in the site redesign.

The form-based code in the node areas will look to have redevelopment move closer to the street, provide improved pedestrian access and generally orient more to the pedestrian than to the vehicle.

**Require a pedestrian-friendly building form while allowing a mix of uses for both students and residents along Huron River Drive, Leforge & Railroad corridors**

These corridors are borders with the EMU campus that currently divide it from it the City due to the width of the roads and barriers of the Huron River and railroad tracks. In the form-based code, the regulations should be changed to create a walkable environment with appropriate uses that integrates the City and the EMU campus. A design process for this area should be part of the 5-year update to this plan.

**Restore Harriet Street as the Main Street of adjacent neighborhoods**

The same mixture of uses would be allowed along Harriet, from

Hamilton to Perry, but the urban form on the north side of the road would be required for any redevelopment of the south side. In order to create a walkable environment, the number of lanes for vehicles would be decreased to two lanes, creating room for on-street parking, bicycle lanes and pedestrian areas. The reconfiguration of the road

would most likely on be possible when Huron and Hamilton are converted to two-way.

The matrix details the phasing of the plans and policies discussed above and how they meet the City’s goals of safety, diversity and sustainability. With other matrices, it should be used to create reports and work plans as well as evaluate progress on an annual basis.

**Figure 22: Corridors Implementation Matrix**

Action	Time Frame	Location	Safety	Diversity	Sustainability		
					Equity	Environment	Economy
Designate the appropriate building form for each corridor based on existing patterns and vision for that corridor	Form-based code	All corridors	x	x	x		x
Retain the mix of uses within each corridor but allow them throughout the area	Form-based code	All corridors		x	x		x
Reinforce preservation of historic buildings	Form-based code	Historic corridors		x			x
Maintain River Street as a historic boulevard	Form-based code	Historic Corridors	x	x			x
Require a pedestrian-friendly building form while allowing a mix of uses for both students and residents along Huron River Drive, Leforge & Railroad corridors	Form-based code	General Corridors	x	x	x		x
Coordinate regulations for Washtenaw Avenue with the Washtenaw County Re-Imagine Washtenaw Plan	Form-based code	General Corridors	x	x	x		x
Restore Harriet Street as the Main Street of adjacent neighborhoods	Form-based code 1-10 years for street improvements	General Corridors	x	x	x		x
Restore two-way function to Cross, Huron and Hamilton Streets	1-10 years	Historic corridors	x		x	x	x

## Chapter 9 - Districts

*“Stable, diverse local economy”*

- Sticky note on what to create, from the Discover Charrette

Districts accommodate major economic development, employment centers or universities or unique entities, like the cemetery. The range of districts within Ypsilanti includes Eastern Michigan University, the social service and medical offices clustered on Towner and several industrial areas which provide employment and stability to the community.

### **PAST POLICIES**

The City has established partnerships with the anchors of each of these districts. The City, DDA and EMU work together through the Eastern Leaders group. The City also regularly meets with the owners of the industrial properties in the southern part of the City. Zoning policies have been consistent for these areas and are less to blame for any vacancy than the recent economic downturn, a legacy of environmental contamination, and the shift away from a manufacturing economy.

### **PUBLIC INPUT**

Participants views of the districts varied for each area. Very little was said about Highland Cemetery during the process. Much was said about Eastern Michigan University and the need for better town-gown relationships. A true symbiotic relationship between the City and the University was seen as key. The office, social service, and medical buildings on Towner in the eastern part of the City were not mentioned during the process, even by heads of social service agencies in focus groups.

Almost all participants felt new jobs within the City for current City residents of all education levels were imperative. They felt large

job centers should be located in southern industrial areas or “jobs districts” . Overall, the vision articulated was that jobs and industry are needed for the economic and equitable sustainability of the City.

### **DATA**

Since the last Master Plan in 1998, the City of Ypsilanti has experienced a fundamental shift in its local economy. The manufacturing base that once sustained the City is almost entirely gone. It has lost close to 1,600 manufacturing jobs since 2001. The largest tax payers are now apartment property owners, instead of manufacturing facilities.

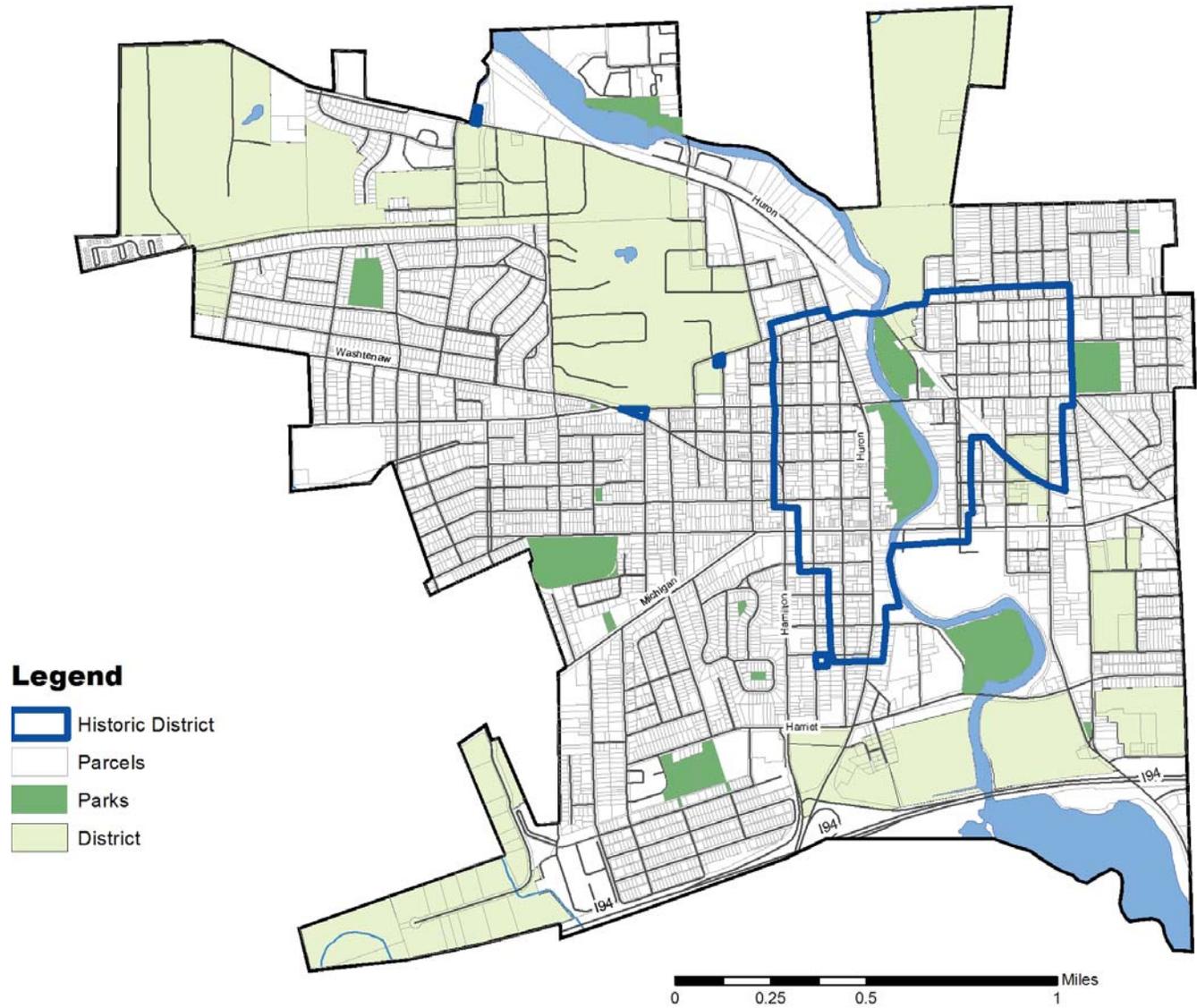
Eastern Michigan University remains an economic driver in the City, as one of the largest employers. The student enrollment is increasing and dozens of new faculty hires are anticipated in the next decade.

The industrial park in the southwest corner of the City has been mostly built out. Meanwhile larger facilities, like the Angstrom property, have been difficult to re-commission.

### **EASTERN MICHIGAN UNIVERSITY**

Due to state law, the City has no jurisdiction over the built environment within EMU’s campus. However, a guiding value for the City is Ypsilanti is an asset for EMU and vice versa. The City can continue to work with the University to create integrated functions between the City and Eastern, as well as programmatic steps:

Map 23: Districts Map for City of Ypsilanti



**Guiding Values**

- Safety comes first
- Diversity is our strength
- Ypsilanti is sustainable
- Communication is key
- Great place to do business, especially green and creative
- Everyone in the region knows Ypsilanti has great things to do in great places that are in great shape!
- Ypsilanti is an asset of Eastern Michigan University, and Eastern Michigan University is an asset of Ypsilanti
- Build a community amongst ourselves and with our neighbors

### **Update regulations to create walkable areas at the border of the City and Campus**

The form-based code should require walkable streets with building forms that complement the campus of EMU at the borders of campus. Further details on proposals for Leforge, Railroad and Huron River Drive are in the chapter on corridors.

### **Create a “front door” for EMU with the reconfiguration of Cross Street and Washtenaw**

As discussed in the chapter on Centers, the confluence of Cross Street and Washtenaw should be eliminated by pulling the two roads apart, creating a mixed use area with a gathering area and possibly housing. The pedestrian mix and form should create a coordinated street scape between campus and city borders, both here and in the Huron River Drive corridor discussed in Chapter 8.

### **Create “Welcome to Ypsilanti” packages for new EMU students, including a web version**

The City should bring together EMU administration and the Visitors and Convention Bureau to create welcome packages for all new students for the Fall of 2014 and beyond.

## **HUMAN AND HEALTH SERVICES DISTRICT**

The area on either side of Towner between Prospect and Arnet Streets is home to the Washtenaw County Service Center to the north and a medical facility to the south. Both provide services for the City and the County. The facilities’ layouts are suburban in form. The following policies or actions should be taken in this district:

### **Create regulations that support the existing building form but assure access by all modes of transportation**

The service center and medical facility are suburban style buildings but are accessed by car, transit, bicycle and pedestrians. The form-based code should support the current style of building but require pathways, parking and loading facilities for all types of transportation.

### **Encourage use or redevelopment of unused parking lots**

The parking lot for the medical facility is often empty. The city should work with the owners of the facility to see if a temporary use is possible to bring more activity. If redevelopment occurs, the existing street grid should be reconnected and a more urban form required.

## **JOB DISTRICTS IN SOUTHERN PART OF CITY**

The industrial park, large Angstrom property and other assorted industrial properties in the southern part of the City are well-suited for facilities that require easy highway access and roadways for trucks. Additional jobs and industry is vital to the City’s fiscal sustainability. These districts are “job districts” where the following should occur:

### **Allow renewable energy facilities, such as solar panels**

Most participants in the implementation focus groups felt that renewable energy facilities should be allowed as part of development in Job Districts, but not displace the possibility of new facilities being built. During the process of rewriting the zoning ordinance, the City could explore whether large-scale renewable energy facilities could be allowed as the primary use as long as they would be incorporated into later development. These types of facilities would be in line with the City’s guiding values of Ypsilanti being sustainable and a great place to do business, especially the green and creative.

### **Reduce minimum lot size and width in the industrial park**

The industrial park was laid out in a suburban style with large lots. The two smallest lots along Mansfield are approximately 125 feet wide. If that were to be made the new minimum lot width, approximately 10 new, developable industrial lots could be created by splitting off undeveloped land from existing parcels, subtracting area along streams and wetlands. The minimum lot area could be established at 60,000 square foot, which is the approximate area of the smallest existing parcel. Property owners would decide whether to split and sell land. The potential addition of a non-motorized path connecting the residential areas to the east of the industrial park should be considered as part of future development and/or the 5-yr plan update.

**Encourage development of vacant parking areas**

The City should work with the owners of the Angstrom property to bring development to the large parking lot associated with their facility that is no longer needed. A concept plan for the site is in the following chapter. Again, jobs and industry are needed for the economic and equitable sustainability of the City.

**RAILROAD AREA SOUTHEAST OF DEPOT TOWN**

The area along the railroad, to the southeast of Depot Town, has long-standing businesses in the community. However, these uses are often at odds with the adjoining residential uses. The areas shown as district should be allowed to transition from neighborhoods to job areas, when owners petition for approvals. The corridor area to the west on Lincoln will have a mixture of less intensive uses in an urban form to act as transition between this area and the historic neighborhoods and centers nearby.

**ECONOMIC DEVELOPMENT POLICIES**

In this effort, the City has identified the following emerging sectors as industries aligned with its Guiding Values and the needs of its residents: small manufacturing and craft production, creative economy, renewable energy, and food. Economic incentives, such as tax abatements, should be used to continue the growth of these sectors.

**HIGHLAND CEMETERY**

A historic part of Ypsilanti, the cemetery should be preserved and current policies left in place.

The matrix at the end of this chapter shows how each of the proposals above enhances safety, diversity and sustainability in the City, as well as phasing. This matrix, those at the end of the previous chapters and the implementation matrix in the appendix are intended to be used by decision-makers to create reports and work plans as well as evaluate progress on an annual basis.

**Figure 23: Districts Implementation Matrix**

Action	Time Frame	Location	Safety	Diversity	Sustainability		
					Equity	Environment	Economy
Update regulations to create walkable areas at the border of the City and Campus	Form-based code	EMU	x	x	x		x
Create regulations that support the existing building form but assure access by all modes of transportation	Form-based code	Human & Health Services	x	x	x	x	
Allow renewable energy facilities, such as solar panels, on industrial land	Form-based code	Job Districts				x	x
Reduce minimum lot size and width in the industrial park to create more opportunity	Form-based code	Job Districts		x			x
Align economic development incentives and programs to encourage emerging sectors that align with the Guiding Values and the employment potential of residents	1-5 years	All Districts					
Create “Welcome to Ypsilanti” packages for new EMU students, including web version	1-5 years	EMU		x	x		x
Encourage use or redevelopment of unused parking lots	1-5 years	Human & Health Services & Job Districts		x		x	x
Create a “front door” for EMU in the area created by the reconfiguration of Cross Street and Washtenaw	1-10 years	EMU	x	x		x	x

This page left intentionally blank

# Chapter 10 - Redevelopment Areas

*“Space not being utilized”*

-Sticky note on what to change, submitted during the Discover Charrette

Ypsilanti has three former industrial sites which could be redeveloped in the next 20 years. Each area is discussed in detail below and design concepts for the three sites are shown in this chapter. These drawings are concepts only, which mean they will not be duplicated detail by detail exactly as presented. All of the sites hold the promise of additional tax revenue, jobs and residents, as well as the challenges of environmental contamination and competing in a depressed regional market.

## **WATER STREET**

Beginning around 1980, the City looked to this area of former and underutilized industrial land as a target for redevelopment. At that time, the City had little to no vacant developable land. Between 1998 and 2001, the 38-acre area was targeted for redevelopment as an urban neighborhood with a variety of housing types, particularly for sale condominiums, increasing both the new-construction housing options available and the number of owner-occupied households in the City. While the City acquired the land and completed most of the demolition and brownfield remediation necessary over the years, the intended development failed to occur. The land – and its accompanying \$31 million debt – remains a major fiscal challenge.

Two developers had options on the land and were intending to purchase the entire site and develop it. For different financial reasons, both developers pulled out of agreements. In 2008, the City decided that looking for a master developer, one entity that would take on the entire site, was no longer feasible due to the national economic downturn. Rather, it would sell smaller pieces of the parcel to

interested parties as they came forward.

Three different proposals have been put to the City Council since that time. One, for a drive-through restaurant, was rejected. Another, for a County Recreation Center, was tentatively accepted through a Letter of Intent. The third, for a discount retailer, was accepted after several rounds of negotiations.

Although each had a different result, each proposal was closely followed in the press and generated much public comment. During the charrettes for this Master Plan, many people expressed a range of visions for the property – from a permaculture forest to mixed-use mid-rise development. Almost everyone also expressed the urgency to use the property soon.

Given this political climate, the City Council will face a challenge with any development proposal that comes before them for Water Street. The Water Street redevelopment concept plan shown on the opposite page was developed based on community input during the charrettes held for this process in the Spring of 2013. The plan shows items consistently requested by the community: a formal community gathering space and a linear park along the riverfront.

The concept plan includes two structures not in previous plans for Water Street. The first is a stormwater facility in the floodplain to service the entire site, in keeping with the community’s values of creating an urban space but using environmental systems. As portions of the site are sold, the storm water facility will need to be built, some portions ahead of the actual development. Second,

Figure 24: Water Street Concept Plan



The drawing to the left is based on community input during the charrettes and urban design principles. It is a 20-year vision for the Water Street area. When developed, the site may differ from this exact layout.

The street layout is a continuation of the existing street system, drawing the value of the river through the community. A vehicular bridge is proposed extending River Street to Factory. A stormwater facility for the entire site is shown just north of the river.

The plan includes a formal park, ringed in red, and a linear park along the Huron. The property south of the river is shown as recreation use. This area is mostly floodplain. The building shown south of the river is a concept footprint that would need further study.

Drawing by: AECOM

a vehicular bridge extending River Street across the Huron River and south to Factory Street is shown. The extension of River Street would complete a missing portion of the street grid, giving the neighborhoods near Spring and Factory Street easier access to the resources in the downtown and would create an easy traffic route from the highway to Water Street. The bridge and street extension are long term projects, perhaps ten to twenty years in future.

### Approval Process and Standards

The concept plan is based upon common urban design standards which will be incorporated into the form-based code for the City. These are the standards by which the City Council should determine whether the City should sell a portion of Water Street for a proposed development. The standards do not talk about the use. Rather, they dictate the design of the street, what is on the street and the design of the buildings for multiple uses over the long-term. If and only if all of these standards are met, should the City Council consider sale of property on Water Street:

#### *Respect right-of-ways & blocks*

The street layout should connect to existing streets – River, Lincoln and Park across Michigan Avenue to the north, as well as Parsons and South to the east. The new streets should continue the same width and design. Also, the blocks, as laid out in the sketch, pull the value of the view of Huron River through the entire site to the rest of city, by ending streets into parkland along the river’s edge. All proposed development should abide by this general layout.

#### *Block perimeter should be less than 1,200 feet, like the other blocks in the City*

Every block in Water Street, the area of land bounded on four sides by streets, should be less than 1,200 feet in perimeter. Blocks larger than this length, the average block perimeter in the adjacent Historic Downtown, will cut off access and value from the site to the rest of the City.

Figure 25: Water Street “A” and “B” Streets



“A” Streets are shown in yellow and “B” streets in blue

**Figure 26: Sidewalk with Furnishing Zones**



Source: ENP & Associates

**Figure 27: Driveway Apron Example**



Source: AECOM

*All streets have on-street parking*

Parallel parking should be required on all streets and count towards any zoning parking requirements. The on-street parking slows traffic, makes a walkable environment and provides parking in front of buildings.

*All streets have sidewalks*

To assure a walkable space, all streets must have sidewalks on both sides, including the side of the street nearest to the park fronting the Huron River.

*All streets have space for trees and other stuff*

New streets in the Water Street area should have designated areas for trees between the road edge and the sidewalk, while street furniture – benches, trash receptacles and outdoor seating – should be placed in the same place along the sidewalk. The photograph on the opposite page shows an example zones for trees, outdoor seating and pedestrians in Depot Town.

*All driveway aprons have the same design*

Driveway aprons, the portion of the curb cut that slopes down to meet the street, should be consistent throughout the development. Moreover, they should be made of different materials than the sidewalk to show where vehicles enter and exit to pedestrians, as shown in the photograph on the opposite page. They should also be gradually sloped for ease of pedestrian crossing.

*All buildings are built for multiple uses over time*

All building should be built for eventual re-use, specifically through regulation of the height of floor. The ground floor, from floor to ceiling should be a minimum of 12 feet with a maximum of 14 feet. Upper floors should be 10 feet.

*New development has “A” & “B” streets, similar to the Historic Downtown (see Figure 25)*

Buildings which front “A” streets must have parking on the street and behind the building. “A” street design, with no curb cuts, is required

on Michigan Avenue, River Street as it is continued through the site and Park Street as well as the street fronting the park adjacent to the Huron River. The “A” street design must incorporate the elements and dimensions of the cross section on this page (see figure 28).

“B” streets (see figure 29) allow curb cuts and parking lots to front the street. “B” streets are allowed for the continuation of Parson, South and Lincoln Streets as well as other internal streets. “B” streets must contain the dimensions and aspects shown in cross section on this page.

*All buildings on “A” streets should be friendly to the street.*

Buildings on “A” streets should be friendly to pedestrians by following these urban design rules:

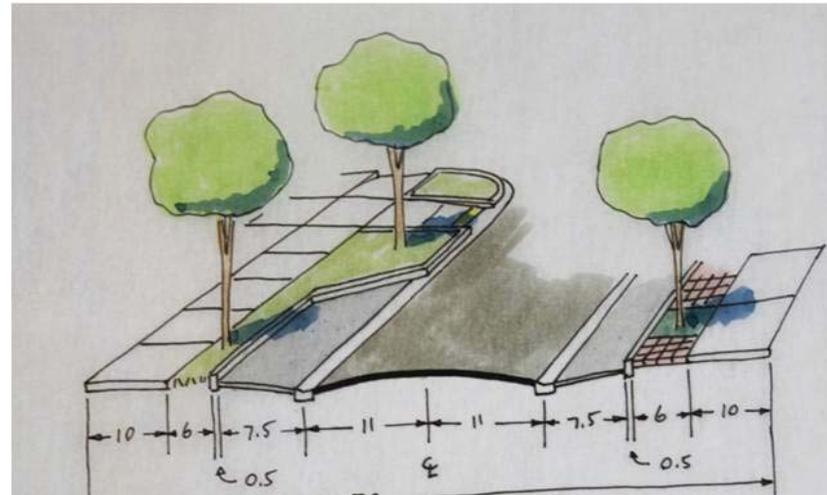
- 90-100% of the building faces the “A” street
- It is built one to five feet from street right of way
- 60% of the front of the first floor is transparent windows or glazing
- The primary building entrance faces “A” street
- The first floor of buildings should have active uses - stores, restaurants, services - where people come and go often.

### Market Considerations

The vacant property on Water Street offers developers an opportunity to build from the ground up, with little or no environmental remediation. All other development opportunities in the City involve the re-use of existing buildings, which require specialized design, or probable demolition and environmental clean-up.

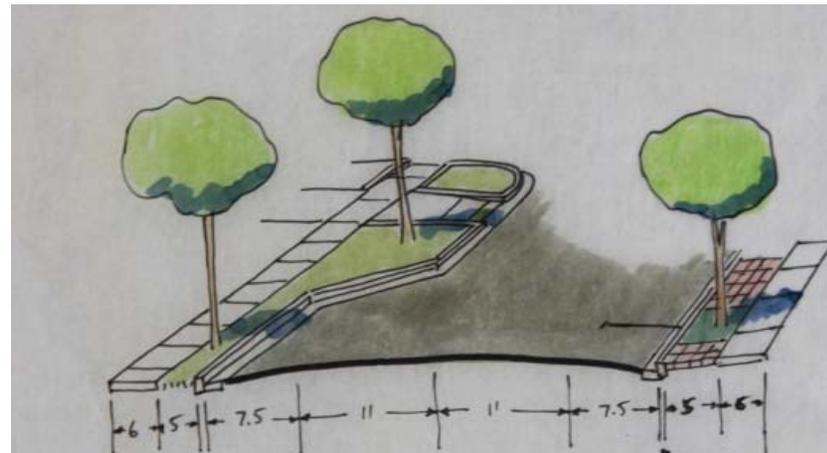
Because of these advantages, the Water Street development site offers opportunities for larger stores and national retailers to locate in the City. With the coming recreation center, this site can be attractive for businesses such as a sporting goods store, but also is a marketable site for a hardware store, major grocery store, pharmacy,

**Figure 28: Water Street “A” Street Cross Section**



Source: AECOM

**Figure 29: Water Street “B” Street Cross Section**



Source: AECOM

and neighborhood types of goods and services. A full-service grocery store has been requested by residents for many years and was throughout the Master Plan process.

Housing has always been part of the vision for the redevelopment of Water Street and the site offers a central location near goods and services. Upper story housing in nearby Depot Town and the Historic Downtown have waiting lists and were easily leased, even in tough economic times in the late 2000s. During the charrettes, residents expressed the need for attached or multiple family housing for seniors and for young professionals.

The market will most likely dictate the height of the buildings. The site is more likely to be filled in a shorter amount of time if the buildings are one to two stories. If the buildings are 3-4 stories, complete development of the site will take longer, probably with a first building, a period of 3-5 years with little to no activity and then a flurry of development. In the form-based code, buildings with two or more stories may be required on “A” streets.

If train service comes to Depot Town, the market situation for Water Street will change as the site is within a 10-15 minute walk from the location of the train station. Most cities have seen market pressure for attached or multiple-family housing within walking distance of new transit stations.

No matter what use is most marketable at the time, the buildings should abide by the urban design standards detailed previously. The City will continue to work with real estate professionals to market and develop the site. A consistent and coherent marketing and development process will attract investment interest.

### **BAY LOGISTICS SITE (FORMER MOTOR WHEEL)**

This property, just east of the railroad and Huron River north of Forest, has a long history of industrial activity. Currently, the 30-acre site is a warehousing and distribution facility. Due to the history of the site, any use other than industrial would most likely require

environmental remediation. The upcoming form-based code should allow the current form and use to continue.

The City Framework designates this parcel as a district but the concept plan on the following page shows the site designed as a central neighborhood. The site is within a 10-minute walk of the anticipated train station in Depot Town just to the south. As with the Water Street site, demand for attached or multiple-family housing is anticipated within walking distance of daily commuter train service. Also, the site is within walking distance to EMU’s campus, attractive to EMU students, faculty and staff. The extent of any environmental contamination is not known and the cost and level of clean-up, the highest of which is residential as required by the State of Michigan, will influence redevelopment costs.

Market analysis for this Master Plan concluded this site may be marketable as a larger scale mixed use development. It could incorporate many of the unmet shopping needs for students and professionals within a new rental housing complex that shares a parking structure with EMU, residents and shoppers. The concept plan for the site, shown in figure 30, is a rendering of what a larger scale mixed use development could be. The plan is based on the urban design principles outlined for Water Street, continuing the existing street grid through the site. Two multi-use paths are shown, connecting the site to Eastern Michigan University to the west and Depot Town to the south.

When the form-based code is developed, the site will likely be zoned as a district, allowing the use and integrating the form into the surrounding neighborhood if redeveloped. However, redevelopment of the site as a central neighborhood with attached and multiple-family housing units as well as retail or office should be considered if brought forward by an applicant to rezone and redevelop the site.

### Figure 30: Bay Logistics Concept Plan

*The concept plan to the right shows a possible redevelopment layout for the Bay Logistics site. The plan assumes an increased market for housing, office, and retail, possibly driven by daily rail service in Depot Town.*

***Environmental remediation costs are unknown and will influence the redevelopment of the site.*** *The commercial study done for this process suggested this site would be marketable as a mixed-use development with shopping on the first-floor and residential above.*

*The plan shows a new community park in the northeast corner, public green space bordering the cemetery and the Huron River and a new pedestrian bridge crossing the River.*

*The plan also shows possible redevelopment along Railroad, Forest and Lowell, with a new pedestrian path over the railroad. All redevelopment would be at the initiative of the owners of the property.*



Drawing by: AECOM

## **ANGSTROM PROPERTY (FORD/VISTEON)**

This property has been home to industrial manufacturing since the early 1900s. For many years, it was the highest property tax payer in the City. The site has two components separated by the Huron River – a large factory on a 35.7-acre parcel and a 25.5-acre parking lot. Environmental contamination has been remediated on sections of the factory side of the site. The parking lot, no longer used, has always been used for parking.

Presently, the property is owned by the Angstrom USA LLC, which is not manufacturing within the factory as originally planned. They owners indicated to the City that they are open to selling the parking lot portion of the site. The site is well-suited as a job site due to the size of the property and easy access to I-94. Through the public engagement process, participants repeatedly expressed the need for jobs in the City.

The concept plan for the site in figure 31 shows a series of additional buildings on the parking lot area laid out in block pattern based on that of the City. Buildings on this site would be built outside of the floodplain of the Huron River and may not be in the exact location shown. In terms of the form-based zoning, the City should treat this area as a district with similar form and allowed uses as the industrial park in the southwest portion of the City. The City or other economic development entities, such as Ann Arbor SPARK, could pursue a certain sector for the site. The Northwest Council of Governments of Michigan has developed a Food Innovation District Guide which could help Ypsilanti bring food industries, from production to consumption, to the site. The site may also be a natural place to cluster sustainable energy companies, building on the green and permaculture movements within Ypsilanti.

The following chapter lays out implementation steps for the Master Plan.

**Figure 31: Angstrom Property Concept Plan**



*The concept plan to the left is a possible redevelopment layout for the parking lot portion of the Angstrom property. The floodplain of the Huron River may shift some of the building locations shown.*

*The street layout continues the existing street network and block pattern. Buildings are placed in an urban setting, with parking pooled behind the buildings.*

*The trail network, shown in brown, is continued on either side of the property.*

*This area is intended to remain a jobs district. Redevelopment would be at the initiative of the property owners.*

Drawing by: AECOM

This page left intentionally blank

# Chapter 11 - Implementation

*“Enough planning, now doing”*

– Favorite phrase of Master Plan Steering Committee Member

The previous chapters provide the guiding values for the City, a snapshot of it in 2013, the framework for the future and the vision of the next twenty years. Many of the projects, such as the bridge over the Huron River extending Water Street, are ambitious. Others are changes in process or regulation. This chapter consolidates the Master Plan into a policy road map.

## **THREE FUNDAMENTAL STEPS**

The City of Ypsilanti will invest resources – staff time and budget, if available – in the following fundamental steps to implement the Master Plan:

### **Form-Based Code**

The current zoning ordinance is use-based and not well-equipped to implement this plan due to reasons outlined in Chapter 3. A form-based code will create a coherent regulatory system to create a safe, diverse, sustainable city.

### **Process for Water Street Sale Approval based on Urban Design Standards**

Water Street must become an asset to the City rather than a source of controversy. The urban design standards laid out in the previous chapter guarantee an urban form like the Historic Downtown and Depot Town, areas that have been sustained for over a century.

### **Conversion of One-Way Streets to Two-Way Streets**

The conversion of Huron, Hamilton, Cross and Washtenaw to two-way streets have been in several previous plans by the City. The conversions will only happen with cooperation from MDOT and

investment of time and money. WATS should be utilized as a resource for data, research, scheduling, and facilitation. The City must invest staff time to discuss a process with MDOT and search for money to fund these conversions. Partnerships with Eastern Michigan University, Washtenaw County and other actors must be used as well.

## **COMMUNITY BUILDING**

To that end, the City must build community relationship as part of the implementation of this plan. The following steps should be undertaken and integrated as part of everyday operations, if they have not been already:

### **Establish partnership with merged school district**

The newly formed Ypsilanti Community Schools will influence the lives of Ypsilanti residents and their property values. The City should establish a regular means of communication, be it a standing meeting between the mayor and the School Board Chair, superintendent, manager, or a committee to talk about cooperation. The City should also reach out to the school district to coordinate the sale or reuse of district-owned properties within the city limits.

### **Continue and expand project-based learning**

Participants felt activities for youth were essential. The eco-districts in City parks would be a natural place for project-based learning in partnership with local educational institutions - Ypsilanti Community Schools, Eastern Michigan University, University of Michigan and Washtenaw Community College.

**Engage with joint projects with neighboring communities**

Neighboring municipalities share many of the challenges as the City. Joint projects - such as road improvements, joint plans, and economic development initiatives - should be pursued.

**Build community with neighborhoods**

Participants frequently expressed pride in their neighborhoods. Festivals and gatherings in parks were often key to that feeling of community. The City can facilitate community building within neighborhoods by maintaining safe, clean parks and offering services to help with events, such as trash pick up.

**Encourage cooperation between neighborhoods**

During the first round of focus groups, participants expressed disappointment or frustration that neighborhoods were often at odds with one another. The City can use structures in place, such as the Community Policing Action Council (CoPAC), to bring neighborhood representatives together. However, some feel the responsibility also lies with neighborhood associations to extend warm invitations to those across the street to join them in an effort or activity.

**Celebrate each other's successes**

Participants often were frustrated that people in Ypsilanti operate in their own silos. The City can set a tone to break down silos by celebrating the successes of all Ypsilanti residents and businesses, as well as those of neighboring municipalities.

**ZONING PLAN - FORM-BASED CODE**

In the Fall of 2013, the City of Ypsilanti is scheduled to undertake a rewrite of its Zoning Ordinance to a form-based code. Many pieces of the City's current code can be preserved and integrated while introducing a form-based code approach. The goal is to retain what is working, while providing new standards that improve areas and also allow for the distinct districts to maintain the current fabric of the area or provide new context for undeveloped land. The vision,

guiding values and plans documented in this Master Plan will guide the formation of the form-based code.

Per the requirements of section 33 (2) (d) of the Michigan Planning Enabling Act (Act 33 of 2008), the Zoning Plan on the following pages describes the relationship between categories on the Framework Map in Chapter 4 and the zoning districts in the City.

Each of the framework districts in the form based code would include:

- Circulation, how streets have been designed and how future streets can be designed by context,
- Building Form, determines the best building envelope for the context by developing a range of building types that are already found in Ypsilanti that best meet compatibility with the surrounding context being regulated, and
- Open Space and Parks, identifies the types of parks and open space in the city and what types are appropriate and how buildings and streets relate to both open space and parks.

The zoning ordinance will also include regulations that continue the guiding values of the community such as:

- Easy to follow procedures and standards for renewable energy facilities, including solar panels on all buildings
- Creation of a no building zone for steep slopes along Huron River for safety and environmental preservation.
- Alignment and streamlining of City processes for planning, renovation and construction
- Historic preservation regulation allow re-use in 21st century economy, especially for houses of worship
- Permit process for food trucks beyond temporary event, possibly in limited locations to be determined during the zoning ordinance process
- Expansion of food producing plants as part of landscaping

**Figure 32: Zoning Plan**

Framework Category	Form-Based Zoning District(s)	Description of character and uses	Notes
Center	Center	The intent of these zones is to maintain and expand the pedestrian oriented character of the downtown, central business district, and other centers of activity. The physical form is of an urban character with uses that promote office, retail and entertainment venues, with upper story residential uses permitted.	Includes the Downtown, Depot Town, Water Street area and Cross Street area adjacent to EMU
General Corridor	General Corridor, Neighborhood Corridor	Primarily suburban in form and are currently limited to auto-oriented commercial and office uses that are adjacent to residential neighborhoods. Corridors contain a variety of medium to smaller parcels and are adjacent to both types of neighborhoods. They will allow parking on the street and require buildings to be closer to the street; with minimal yards, lots will have more buildable area for residential, commercial and office uses mixed throughout.	Includes large portions of Washtenaw Avenue, Michigan Avenue, Harriet Street, Prospect and Huron River Drive.
Historic Corridor	Historic Corridor	Dominated by large, historic homes now used in a variety of ways – residences, office, and retail. Houses of worship and other civic buildings also line these corridors.	Includes areas adjacent to Central Neighborhoods and Centers
Central Neighborhood	Neighborhood Core (3 Districts)	The physical form of structures shifts to a residential character with flexibility in use. Live/work housing, personal services, corner retail and small offices are evident in this district. Buildings are spaced closely, but are separated by setbacks.	<p>Most of the City's historic neighborhoods, and some others with strong grid structures, are included in this area.</p> <p>The residential buildings types and uses vary on a spectrum with the Historic East Side with the least variety and near campus areas with the most. Three zoning designations are anticipated to preserve the existing character ranging from single-family to a large variety.</p>
Outlying Neighborhood	Outlying Neighborhood, Multiple-Family	Low density suburban-style residential areas, consisting of predominately detached housing types, with some two-family houses throughout the area or higher-density, suburban style apartment buildings. These neighborhoods will have uses largely limited to the type of residential for which they were built. In some areas, like the Heritage Park neighborhood in the southwest part of the City, zoning would be changed so that duplexes and group homes would no longer be allowed by right.	Neighborhoods built in the middle or later part of the 20th century and include a single type of housing, adjacent to a corridor but the street network is designed to carry traffic into the neighborhood, not through it.
District	SD Special Districts	Areas of the city dedicated to a single type of activity. Special zoning districts will be developed for each of these areas	Includes EMU, Highland Cemetery, the human and health services area on Towner, the area around the railroad tracks and the industrial areas in the south of the City.

## ROLE OF CITY STAFF

If the City staff is doing their job well, no one should notice. They are the stage managers for the thousands of details required in the daily municipal functions that facilitate safe development within the City. Staff, particularly those in the Planning, Building and Public Service Departments, need the capacity and time to address the following everyday:

- Existing small business development and expansion through phone calls, meetings and knowledge of appropriate places for expansion
- Quick and streamlined approval processes
- Attraction of new building to redevelopment areas, as well as other available land within the City
- Improvements of pedestrian connections
- Completion of the bicycle network
- Installation of ADA ramps at all intersections
- Rehabilitation of existing structures by working with the owners of those properties to leverage private/public funds
- Stabilization of neighborhoods through consistent code enforcement, community policing and communication.

## ANNUAL EVALUATION & PLANNING

According to the Michigan Planning Enabling Act, the Planning Commission must submit an annual report, work plan and budget to City Council in time for consideration of the next budget cycle. The following portions of this Master Plan should be used as tools to prepare those materials:

- **The Decision Making Rubric in Chapter 2:** The Planning Commission should examine the measures in achieving the Guiding Values.

- **The Implementation Matrix:** Located in the appendix, it is a compilation of the matrices at the ends of chapters 6-9. The Planning Commission should track whether, how and/or if the City is implementing these items as planned and adjust work plans accordingly based on resources and the Guiding Principles.
- **Three Fundamental Steps:** Found at the start of this chapter, the Planning Commission should evaluate progress or achievement of these steps and communicate to City Council the work, resources and support needed.

These tools should also be used in to prepare a work plan for the five-year master plan update. Additional information on how to prepare for that event is in the next section.

## FIVE-YEAR MASTER PLAN UPDATE

Per the Michigan Planning Enabling Act, the City of Ypsilanti must revisit this master plan every five years after its adoption to assess whether an update is needed. The City should use the implementation matrix in the appendix to track progress. If milestones have not been met, the City needs to re-evaluate its commitment to those items and change the Master Plan.

At the very least, the City should analyze neighborhoods to see if and how they have changed. Using data regularly collected and updated by the City, the data portion of the process should analyze trends in homeownership and rental dwellings, the type of dwellings in terms of numbers of units, and the amount of investment in homes by building permits. These numbers should be then focused through the lenses of safety, diversity and sustainability. Sometimes, those goals might be at odds with one another. For instance, if a neighborhood experiences gentrification, with a wave of more well-off homeowners moving in, the diversity of a neighborhood and sustainable equity may be threatened. With that knowledge, the City would then engage the residents in a process to decide priorities and next steps.

If progress is happening and staff time or budget is available, the following items warrant attention that was not possible in this process:

### **Leforge and Huron River Drive Reconfiguration**

This intersection not only between roads but between the City and the University does not function well for pedestrians and acts as a barrier. An intense design process, like a charrette, for this area is needed to find fixes to the existing infrastructure. At the very least, this intersection should be examined as part of an update on the two-way conversion of streets.

### **Financing for sustainable energy and energy efficiency**

An implementation step in the City's Climate Action Plan, focus groups for this process designated a sustainable energy financing program, such as a Property Assessed Clean Energy (PACE) initiative, a 5 to 20 year priority. Additional planning and effort will be needed to start such a program.

### **Food Access**

Throughout the process, residents asked for better food access in the City, specifically a full-line grocery store. While full-line grocery stores are located within a ten-minute drive of every residence in the City, the industry standard for location of those businesses, many residents can only reach them by bus. In focus groups at the senior high-rise downtown and the Chidester apartments, residents spoke about how buses ran infrequently between their homes and grocery stores located outside the City or not at all, particularly on weekends.

### **Congress and Ballard**

Due to the intersection of three streets, this entrance to the Historic Downtown warrants in depth study to create a safety and preserve the context.

## **CONCLUSION**

This plan is rooted in the facts and people of Ypsilanti today. Both will change with time, but the principles of safety, diversity and sustainability hopefully will be guiding values for tomorrow.

This page left intentionally blank

# Appendix

## CONSULTANT TEAM

**ENP & Associates (Lead Firm):** Erin N. Perdu, Principal; Megan A. Masson-Minock, Planner; Emily Lake, Intern

**AECOM (Transportation & Urban Design):** Ian Lockwood, Principal; Addie Weber, Urban Designer

**Zachary & Associates (Housing & Economic Analysis):** Diane Van Buren, President; Alexander Zachary, Planning & Development, Christine Peltier, Intern

**PlanActive Studio (Form-Based Code):** Tara Salmieri, Principal

### Crash Data for Roads in City of Ypsilanti with ranking in Washtenaw County

Intersection	1991-1994		2005-2009			% change in annual crashes
	Annual crashes	Combined rank	Annual crashes	Crash Rate	Combined rank	
Michigan Avenue at Hamilton	37	1	18.8	4.04	3	-49%
Washtenaw Avenue at Hewitt	35.5	9	22.2			-37%
Michigan Avenue at Huron	31	13	22			-29%
Huron at Harriet	17	18	14.6			-14%
Ballard at Cross	14	23	6.8			-51%
Michigan at Prospect			17.2	1.73	21	
Michigan at Congress			8	2.13	25	

Combined rank is a combination of total crashes and crash rate  
Source: Washtenaw Area Transportation

**Implementation Matrix**

Action	Time Frame	Location	Actions underway	Completion date
Continue and increase rental inspections and enforcement	Ongoing	All neighborhoods		
Assist continuation and expansion of EMU Live Ypsi program	Ongoing	All neighborhoods		
Plan and zone for range of housing typologies for the needs of all ages and abilities	Ongoing	All neighborhoods		
Continue and expand the number, type and location of festivals and events	Ongoing	All centers		
Finish upper stories	Ongoing	All Centers		
Maintain and expand transportation options	Ongoing	Downtown		
Create “Welcome to Ypsilanti” packages for new EMU students, including web version	1-5 years	EMU		
Encourage use or redevelopment of unused parking lots	1-5 years	Towner		
Encourage development of vacant parking areas	1-5 years	Job Districts		
Align economic development incentives and programs to encourage emerging sectors that align with the Guiding Values and the employment potential of residents	1-5 years	All Districts		
Establish “Aging in Place” Programs	1-5 years	All neighborhoods		
Draft a business attraction plan for Downtown, Depot Town and Cross Street	1-5 years	All centers		
Encourage business and event activity during the day and evening	1-5 years	All centers		
Create a marketing campaign for the City of Ypsilanti	1-5 years	All centers		
Build curbless “festival” street on Washington	1-5 years	Downtown		

**Implementation Matrix continued**

Action	Time Frame	Location	Actions underway	Completion date
Use vacant storefronts for temporary retail uses	1-5 years	Downtown		
Permanent year-round home for Downtown Farmer's Market	1-5 years	Downtown		
Permanent year-round home for Depot Town Farmer's Market	1-5 years	Depot Town		
Separate Cross Street and Washtenaw Avenue	1-10 years	Cross Street		
Create a "front door" for EMU in the area created by the reconfiguration of Cross Street and Washtenaw	1-10 years	EMU		
Restore two-way function to Cross, Huron and Hamilton Streets	1-10 years	Historic corridors		
Restore Harriet Street as the Main Street of adjacent neighborhoods	1-10 years	General Corridors		
Create "Eco-Districts" in neighborhood parks	1-10 years	All neighborhoods		
Install a way-finding system	1-10 years	All centers		
Increase walkability (2-way streets & raised intersections)	1-10 years	Downtown		
Build curbless "festival" street on River and Cross Streets	1-10 years	Depot Town		
Create a public space at new train station	1-10 years	Depot Town		

### **Approach on Two-Way Street Conversion**

The following lists approaches to be used by the City when approaching MDOT on two-way street conversions.

#### **Approach**

1. Express the City's intent to the MDOT to restore two-way operations on the streets within the City and the transfer of the streets' jurisdiction to the City in the City's official plan and in direct communications with the MDOT.
2. Review the City's transportation plan with the MDOT so they understand the overall concept.
3. Review the key reasons with MDOT about why the changes to the streets makes sense.
  - Benefits of being bicycle-friendly and pedestrian-friendly.
  - Benefits of direct routing for motorists and cyclists.
  - Safety benefits of slower speeds, less weaving/speeding, and roundabouts.
  - Economic development and property value benefits.
  - City identity and aesthetic benefits.
  - Way-finding and legibility benefits.
  - Quality of life benefits.
4. Make the case for MDOT to fund the project:
  - The bottom line is that, at the end of the day, MDOT will have these streets "off of their books" and the City will have some "20-year" streets.
  - The streets involved have long lost their state role.
  - The City does not want to incur the maintenance costs of the

streets while the streets are in their current state.

- The streets are in their current state due to the state's past needs/values for accommodating through traffic and high levels of service for motorists through the City; a condition that is no longer exists. The future for the streets, as per the City's plans, are now in the best interest of the City and the area.
- The idea is that once the streets are restored to a condition (i.e., a 20-year street), then it makes sense for the City to assume the jurisdiction of the streets, and then the jurisdictional transfer should take place. The changes include the two-way restorations, cross-section changes, and underground utility work; according to the City's specifications.

Note that the above was written under the assumption that there is no need for the MDOT to keep jurisdiction over any of the affected streets. If there is a need to keep a route under MDOT's jurisdiction, the route should be Huron and Cross. However, it is hoped that this does not occur.

The final steps are:

1. Have the MDOT fund a the implementation plan (i.e., traffic study, the surface design/ traffic control changes, utility assessment and changes, staging, etc.)
2. Implement the project.
3. Transfer the jurisdiction.

## **PHASES FOR TWO-WAY CONVERSIONS**

The following are potential phases of two-way conversions:

1. Lowell; Huron north of Cross; Hamilton north of Cross; Perrin north of Cross
2. Cross; Emmet; Washtenaw; Hamilton north of Washtenaw; Perrin north of Washtenaw
3. Remainder of Hamilton; remainder of Huron; Harriet