

PLACEMAKING AS AN ECONOMIC DEVELOPMENT TOOL



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PLACEMAKING AS AN ECONOMIC DEVELOPMENT TOOL

A Placemaking Guidebook

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STATE OF MICHIGAN
EXECUTIVE OFFICE
LANSING

RICK SNYDER
GOVERNOR

BRIAN CALLEY
LT. GOVERNOR

Greetings,

Michigan is undergoing a transformation in the way that the state, local governments, nonprofits and the private sector approach community, economic and infrastructure development and redevelopment. At the root of this transformation is a change in understanding how new investments can have the greatest positive impact by concentrating in places where spinoffs include not only the new property taxes, housing units and jobs, but also more economic activity and additional investment by others in the same area. Quality places are essential in attracting new talent and keeping talented workers and businesses right here in Michigan.

The skills that talented workers possess make them valuable assets to our communities and state, and we want to encourage these men and women to live, work, and raise a family in Michigan. We are unrivaled in the resilience of our people, the diversity of our natural resources, our scenic beauty, our trail system, our recreation opportunities, our urban and rural living options and the range of challenging jobs we have open here. We understand that in order to attract and keep the most talented workers, we have to do a better job at improving the quality of our urban places in both large and small towns. To do that, we are using Placemaking as a central mechanism to create more and higher quality places in our downtowns and along key corridors.

In just the last three years the Michigan State Housing Development Authority (MSHDA), has partnered with the Land Policy Institute and Michigan State University Extension to create a detailed Placemaking curriculum under which over 13,000 persons have been trained. In addition, department directors have created field teams in seven state agencies to provide Placemaking technical assistance to communities in our ten new Prosperity Regions. Another key partner, the Michigan Municipal League, has worked with faculty and students in the MSU School of Planning Design and Construction, as well as with private sector consultants to help create nearly two dozen PlacePlans to guide Placemaking investments in pilot communities across the state. Some new investments based on those plans are already underway.

As we continue to improve the Quality of Places in communities from Detroit to Houghton, the word is starting to get out about our unique efforts and how we are using Placemaking for economic development, community development and infrastructure development purposes. As a result, we asked our partners at the Land Policy Institute and Michigan State University Extension to take what we have learned and put it into this comprehensive guidebook on Placemaking. We hope it helps your neighborhood or community create more and better Quality Places. For more information on our efforts, and tools that may help you, please visit www.miplace.org.

Sincerely,

A handwritten signature in blue ink that reads "Rick Snyder".

Rick Snyder
Governor

PREFACE

Welcome

Welcome to **Placemaking as an Economic Development Tool!** This guidebook is a continuation of a “labor of love” to assist neighborhoods and communities with quickly reshaping their thinking and acting on what effective community and economic development is all about. It represents the conversion of the best material from six modules of the Placemaking Curriculum (version 4.0) that has more than 2,200 slides and represents more than 36 hours of nonstop presentation.

All place-based projects and activities have the potential to improve local quality of life and attractiveness for additional new development or redevelopment. But considerable study by others of high-quality places around the globe demonstrates that only those place-based projects and activities with a physical form that is appropriate for their location on the transect (that means they must have a human scale, be walkable and bikeable, and represent land uses that serve a compatible function in the place they are proposed) have the potential to also enhance economic and community development or redevelopment in a particular area. The distinction is critical, because communities reeling from decades of disinvestment often yearn for the new property taxes that come from any new development. But, development without human-scale form features in the wrong location may prolong the misery, rather than help the community build again. Unless new development with good form is carefully sited and well-designed, it will underperform in its ability to attract additional development and positive economic activity.

This guidebook identifies and explains these and related elements, and highlights why they are critical to creating quality places that can successfully attract and retain talented workers, thereby making a place more competitive in the global New Economy. *The crowning benefit is that quality places are not only attractive to talented workers, but to nearly everyone else in the neighborhood or community as well. Hence, they improve the overall quality of life and, over time, enhance the sense of place, which makes them long-term assets that strengthen community sustainability and resilience.*

Definition and Purpose

This guidebook includes a range of definitions of placemaking, but is fashioned around one of the simplest:

“Placemaking is the process of creating quality places where people want to live, work, play, shop, learn, and visit.”

The term “*placemaking*” has been used by urban planners, landscape architects, and architects since the early 1970s, but has only recently begun to gain popularity among the general population. It has primarily been used as a community design and community development tool with a special focus on public spaces, such as sidewalks, rights-of-way, public squares, boulevards, parks, and recreation areas. It continues to have enormous utility in those locations, which when well-designed and close to dense populations of people, are magnets for interesting activity. But, placemaking also has considerable utility as an economic development tool and can guide public infrastructure development as well. Little has been written on placemaking as it relates to economic development, and that is our focus. Please note that by making the economic development benefits of placemaking our focus, we are not doing so at either the exclusion of other approaches or in an attempt to supplant them, because we fully embrace other traditional and some new contemporary applications of placemaking as well. We view our work as adding to the value and benefits of effective placemaking, and not detracting from all the good work that continues in this arena. As a result, this guidebook is a comprehensive look at four different types of placemaking, but it has more emphasis on economic aspects, because of its particular utility in Michigan and other Midwest states that are attempting to reshape their communities to again be competitive for people and workers in the global New Economy.

Relevance and Target Audiences

This guidebook may have most value in large and small towns in the Midwest and Great Lakes states, along with legacy communities with strong industrial histories in other parts of the country. Neighborhoods in these communities are struggling with job and associated population loss; industrial, commercial, and residential abandonment; blight and deteriorating structures; and, in some neighborhoods, rapidly declining quality of life as incomes fall and public services are reduced.

Yet many of these neighborhoods and communities have assets around which revitalization and redevelopment could successfully occur. But, without a clear sense of how to redevelop and which areas to target first, developers and communities often take the limited resources available and spread them too thin. Decades of following this approach have been generally unsuccessful. Instead, there is another approach with much more potential for success. It is called Strategic Placemaking. It involves concentrating limited resources in a few targeted centers and nodes along key corridors where new investment will attract additional new development and redevelopment in ways that grows the resource base to be able to expand the revitalization to other centers, and nodes along other key corridors. Eventually, all neighborhoods benefit, although some more slowly than others. The alternative is that all neighborhoods continue to languish as too few resources are spread too thin to have any significant benefit anywhere.

Politically this is a challenging proposition. However, Strategic Placemaking (see Chapters 1 and 12) is only one type of placemaking. Another type of placemaking offers comparatively low-cost options with immediate benefits anywhere, so no part of a community has to be left without positive prospects for improvement in the immediate future. This type of placemaking is called Tactical Placemaking and is explained in Chapters 1 and 10.

Standard Placemaking and Creative Placemaking are two other types of placemaking that can be used in any neighborhood at any time, but are likely to produce the most immediate benefits in neighborhoods with an urban density, and are in average or better physical condition. These types of placemaking are described in Chapters 1, 9, and 11. In short, there are placemaking approaches that can help create quality places and improve quality of life in all large and small towns and contiguous places.

This guidebook is principally targeted to local policy makers, professionals, and members of key stakeholder organizations, including:

- Local elected officials and planning commissioners, community and economic development professionals, city and township managers, Main Street and DDA managers, and park and recreation managers;
- Public and private professional planners, landscape architects, architects, and engineers;
- Realtors, home builders, developers, bankers, other financiers, and lawyers;
- Key local leaders in stakeholder organizations, like chambers of commerce, tourism and visitors' bureaus, and small business and entrepreneurial support organizations;
- Nonprofit housing and community development organizations;
- Neighborhood organizations, historic preservation organizations, local foundations, arts councils, and other local nonprofit organizations like rotary clubs and garden clubs;
- Staff in key state agencies (transportation, economic development, environmental quality, parks and natural resources, agriculture, housing, land banks, public health); and
- Students and professors.

We believe that general audiences will best be served by material on the www.miplace.org website, and by other small brochures, pamphlets, and related materials available from organizations that have partnered to make the MIplace™ Partnership Initiative possible. The following is excerpted from the website:

“We are a statewide initiative with the purpose of keeping Michigan at the forefront of a national movement known as placemaking. It’s a simple concept that people choose to live in places that offer the amenities, resources, social, and professional networks, and opportunities to support thriving lifestyles.

We have embraced this idea and understand that vibrant, successful regions promote economic activity and will help build a better Michigan. Our job is to help communities re-examine the importance of everyday settings and experiences that shape our lives—the downtowns, parks, plazas, main streets, neighborhoods, and markets that influence where we live and how we interact. Placemaking enhances our ability to transform towns, cities and regions.” www.miplace.org/about-miplace; accessed January 21, 2015.

History

The MIplace™ Partnership Initiative is a unique partnership of organizations that share a common goal to improve the quality of life in Michigan communities by focusing on creating a large number of quality places with a strong sense of place, because *Place Matters!*

Guided by the Michigan State Housing Development Authority, the Michigan Municipal League, and the MSU Land Policy Institute, the initiative has strong ties to the Michigan Sense of Place Council (SOPC). The SOPC was created in 2006 by a dozen organizations to explore ways to jointly work together in pursuit of creating more quality places in Michigan. In early 2015, there were about three-dozen member organizations on the SOPC. They are listed in the sidebar on page x. See www.miplace.org for the current list of members.

For the last four years, the SOPC has met nearly every month and has workgroups, which also meet monthly, made up of subsets of member organizations (and sometimes non-member organizations). These workgroups tackle issues ranging from how to knock down policy impediments to effective placemaking, to incorporation of entrepreneurship, creative arts, and the natural environment as tools to enhance local placemaking.

The MIplace™ Partnership Initiative has five major focus areas:

1. **Education:** Creation and maintenance of an extensive curriculum on placemaking, as well as training based on the curriculum. [By June 2015, more than 13,000 people received training on parts of the curriculum.]
2. **Coordination:** Efforts to share information and activities among the many groups interested in placemaking, as well as to help support partnerships on placemaking at the state, regional, and local levels, and between the public, private, and nonprofit sectors.
3. **Policy:** Identification of policy and regulatory barriers to effective implementation of placemaking, and identification of ways to seize opportunities to further effective placemaking at the state, regional, and local levels.
4. **Research:** Undertaking targeted studies to support a better understanding of vexing questions related to placemaking, as well as development of self-help tools for local governments, developers, citizens, and other stakeholders to use in local placemaking.
5. **Implementation:** Case study documentation of effective local placemaking projects or activities, and preparation of local PlacePlans with broad public engagement to serve as examples that other communities and developers could use to promote or implement placemaking in their community.

Thanks

The MIplace™ Partnership Initiative is deeply indebted to the high-quality work of others, including but not limited to the following:

- Work by Professor Soji Adelaja, PhD, founding director of the MSU Land Policy Institute (LPI), in connecting the importance of high-quality places to talent attraction and retention in order to be more competitive in the global New Economy.
- Work of the Congress for the New Urbanism in demonstrating not only how important form is in creating and sustaining high-quality walkable urban places, but also in the essential elements of those designs.
- Work of the Project for Public Spaces, which has generated hundreds of examples of effective placemaking that targets a wide range of public spaces.
- Work of the National Charrette Institute in their training on how to effectively engage the public in designing placemaking projects that not only directly reflect public input, but are implementable.
- Work of the national Form-Based Codes Institute in training practitioners on how form-based codes can take charrette-driven consensus visions of the future of an area and turn them into implementable codes that ensure the consensus vision becomes a reality.
- Inspiration from the “*making great communities happen*” tagline and the Great Places in America recognition program of the American Planning Association.

Special thanks is due to the following people without whose assistance this guidebook would never have been created.

- Co-authors: Right from the beginning, Glenn Pape, Kurt Schindler, and Brad Neumann, all educators with MSU Extension, have been stalwart co-authors of the Placemaking Curriculum and now the guidebook. They bring tremendous content knowledge and practical experience in communities across Michigan to addressing the challenges faced in this undertaking.
- Publication Assistance: Holly Madill, Jason Cox, Pardeep Toor, and John Parcell wrote many of the sidebars and case studies, and processed most of the edits and all of the footnotes. Heidi Macwan and her student assistants (Austin Truchan, Raime Lamb, Mariya Avenesyan, Callie Rodriguez, Dakshaini Ravinder, Chen Qi, and Jonathan Little) prepared most of the graphics and did all of the design and layout of the guidebook. The author’s deepest gratitude is extended to these individuals from the Land Policy Institute for their unwavering and professional assistance. Scott G. Witter, PhD, director of the School of Planning, Design and Construction at MSU; and interim director of LPI, is thanked for his support and guidance. Mary Beth Graebert, associate director of LPI, is thanked for her research on Creative Placemaking and administrative assistance in keeping this and all our other fiscal efforts on track.
- Reviewers: More than 70 people asked for the opportunity to offer us assistance with review and comment on portions of this guidebook. Six people reviewed and commented on nearly every chapter of the guidebook and their help is especially appreciated: Karen Gagnon, Robert Gibbs, Randy Mielnik, Brad Neumann, Kurt Schindler, and James Tischler. Additional reviewers of some of the chapters included Rick Ballard, Betty Boone, Nancy Finegood, Luke Forrest, Brad Garmon, Julie Hales-Smith, Michael Kapp, Sandra Pearson, Jaime Schriener-Hooper, and Susan Wenzlick. James (Bo) Duncan is owed special thanks for independently reviewing and offering suggested edits to the entire guidebook, which were especially valuable.
- Man at the Top: Governor Rick Snyder provided the most important leadership by singling out placemaking as a priority of his administration in three of his first four special messages to the Michigan legislature, and by emphasizing its importance to his cabinet. He has continued his guidance with emphasis on the relationship between business, talent, and quality places.
- The Michigan State Housing Development Authority (MSHDA): Gary Heidel as MSHDA’s Chief Placemaking Officer and James Tischler, director of the Community Development Division, have been central to every element of the MIplace™ Partnership Initiative and provided not only

Michigan Sense of Place Council Members

The Sense of Place Council (SOPC) was created in response to declining quality of life in communities across the state associated with economic challenges facing Michigan. Like much of the Midwest, Michigan is in a period of transition from an older industrial, manufacturing-based economy to a more diversified economy that embraces entrepreneurship and innovation. The objective of the SOPC is to improve the quality of life of Michigan's citizens by promoting the creation of vibrant cities, towns, and villages, and in so doing, make Michigan's communities competitive in the global New Economy.

Members of the Sense of Place Council include the:

- Executive Office of the Governor;
- AARP Michigan;
- American Institute of Architects Michigan;
- Collaborative Development Corporation;
- Community Economic Development Association of Michigan
- Creative Many Michigan (formerly ArtServe Michigan);
- Great Lakes Capital Fund;
- Habitat for Humanity of Michigan;
- Ingham County Land Bank;
- Inner City Christian Federation;
- Issue Media Group;
- Lansing Economic Area Partnership (LEAP);
- LOCUS Michigan/Smart Growth America;
- Metro Matters (formerly Michigan Suburbs Alliance);
- Michigan Association of Planning;
- Michigan Realtors® (formerly Michigan Association of Realtors®);
- Michigan Bankers Association;
- Michigan Community Development Association;
- Michigan Council for Arts and Cultural Affairs;
- Michigan Economic Developers Association;
- Michigan Environmental Council;
- Michigan Fitness Foundation;
- Michigan Future, Inc.;
- Michigan Historic Preservation Network;
- Michigan Humanities Council;
- Michigan Land Bank Association;
- Michigan Municipal League;
- Michigan Recreation & Park Association;
- Michigan State University (MSU) Center for Community and Economic Development;
- MSU Land Policy Institute;
- Michigan Townships Association;
- North Coast Community Consultants;
- Performance Energy Consulting;
- Planning & Zoning Center at MSU;
- Presidents Council (State Universities of MI);
- Prima Civitas;
- Small Business Association of Michigan;
- State Agencies (see Interagency Placemaking Committee); and
- University of Michigan-Flint, Office of Governmental Relations.

INTERAGENCY PLACEMAKING COMMITTEE

Committee/subcommittee members include the:

- Executive Office of the Governor;
- Michigan Department of Agriculture and Rural Development;
- Michigan Department of Environmental Quality;
- Michigan Department of Natural Resources;
- Michigan Department of Transportation;
- Michigan Economic Development Corporation;
- Michigan Land Bank Fast Track Authority; and
- Michigan State Housing Development Authority.

i. This entity changed its name in Summer 2015. It was formerly known as the Interdepartmental Collaboration Committee Placemaking Partnership Subcommittee (ICC-PPS).

management expertise, but also crucial leadership and connectivity to other people and organizations with an interest in the outcomes of effective placemaking. The MSHDA Board of Directors has also authorized funding of several contracts to facilitate implementation of the MIplace™ Partnership Initiative, as well as many private and public sector projects to assist placemaking efforts. This has included funding support for target market analysis and PlacePlans in dozens of pilot communities.

- Placemaking Leadership Team: Nearly every Wednesday since Spring 2013, the following individuals have met at MSHDA to mark progress, brainstorm, problem solve, and bring new placemaking and related opportunities to the table for discussion. Their commitment and contributions have been critical to all success to date. These include: From MSHDA – Gary Heidel, James Tischler, Karen Gagnon, Joe Borgstrom, Laura Krizov, Vanessa McDonald, and Jeff Bickert; from the Michigan Municipal League (MML) – Arnold Weinfeld (initially)/Luke Forrest and Julie Hales-Smith; from the Community and Economic Development Association of Michigan – Jamie Schriener-Hooper; from the Michigan Association of Planning – Andrea Brown; from the Michigan Economic Development Corporation (MEDC)– Katherine Czarnecki and Lisa Pung; and from the MSU Land Policy Institute – Mark Wyckoff. Occasionally others have been involved as well.
- Placemaking Metrics Team: From MSHDA – Gary Heidel, James Tischler, and Laurie Cummings; from MSU – Mark Wyckoff and Glenn Pape; from MML – Arnold Weinfeld (initially)/Luke Forrest.
- Sense of Place Council (SOPC): See the list of member organizations in the facing sidebar; facilitated by Nathalie Winans and Jeffrey Padden from Public Policy Associates.
- Interagency Placemaking Committee: See list of State agencies in the above sidebar. Representatives of these State agencies include: From the Governor’s Office of Urban & Metropolitan Initiatives – Andrew Haan; from the Department of Agriculture and Rural Development – Nancy Nyquist; from the Department of Environmental Quality – Ann Couture, Bryce Feighner, and Susan Wenzlick; from the Department of Natural Resources – Sandra Clark, Tamara Jorkasky, and Donna Stine; from the Department of Transportation – Michael Kapp, Michael Leon, and William Shreck; from the MEDC – Karla Campbell, Katharine Czarnecki, Jennifer Nelson, and Jennifer Rigterink; from the Michigan Land Bank Fast Track Authority – Michele Wildman; and from MSHDA – Joe Borgstrom, Karen Gagnon, Gary Heidel, Martha MacFarlane-Faes, Bryan Robb, Jermaine Ruffin, and James Tischler.
- MIplace.org website: Pace and Partners and MSHDA.
- Several SOPC Workgroup Committee members that are too numerous to list.

It is also appropriate to single out some communities that successfully competed for funds to prepare PlacePlans using the knowledge about effective placemaking contained in this guidebook.

- **PlacePlan communities:** Allegan, Alpena, Dearborn, and Sault Ste. Marie in 2013; Cadillac, Detroit, Flint, Holland, Jackson, Kalamazoo, Marquette, and Midland in 2014; and Benton Harbor, Boyne City, Lathrup Village, Monroe, Niles, Saginaw, and Traverse City in 2015.
- Warren Rauhe and Wayne Beyea, professors at the MSU School of Planning, Design, and Construction prepared 12 of these PlacePlans with student assistance. A variety of planning consulting firms in Michigan prepared the rest.

The MML has researched and written more than 30 case studies of municipalities engaged in placemaking projects or activities and posted them on the MIplace™ website, along with dozens of other case studies prepared by other SOPC members.

The U.S. Department of Housing and Urban Development awarded six Sustainable Communities grants to Michigan communities. All have placemaking components:

1. Tri-County Regional Planning Commission: Mid-Michigan Program for Sustainability;
2. Northwest Michigan Council of Governments (now Networks Northwest): **The Grand Vision to Grand Action: Regional Plan for Sustainable Development;**
3. City of Grand Rapids Planning Department: **Michigan Street Corridor Plan;**
4. Washtenaw County: Washtenaw County Sustainable Community project;
5. City of Flint: **Imagine Flint: Master Plan for a Sustainable Flint;**
6. Southeast Michigan Council of Governments: Creating Success: Sustainable Communities Regional Planning Grant; and

A similar project was funded by MSHDA: **City of Marquette – Third Street Corridor Plan.**

Last, a spate of new local Master Plans with strong placemaking elements have recently been developed in several Michigan cities, including Detroit, Grand Rapids, Lansing, Kalamazoo, and Flint. Some of these plans are featured in Chapter 7.

Relationship of Modules to Chapters

Figure i illustrates the six initial modules of the Placemaking Curriculum upon which this guidebook is based.

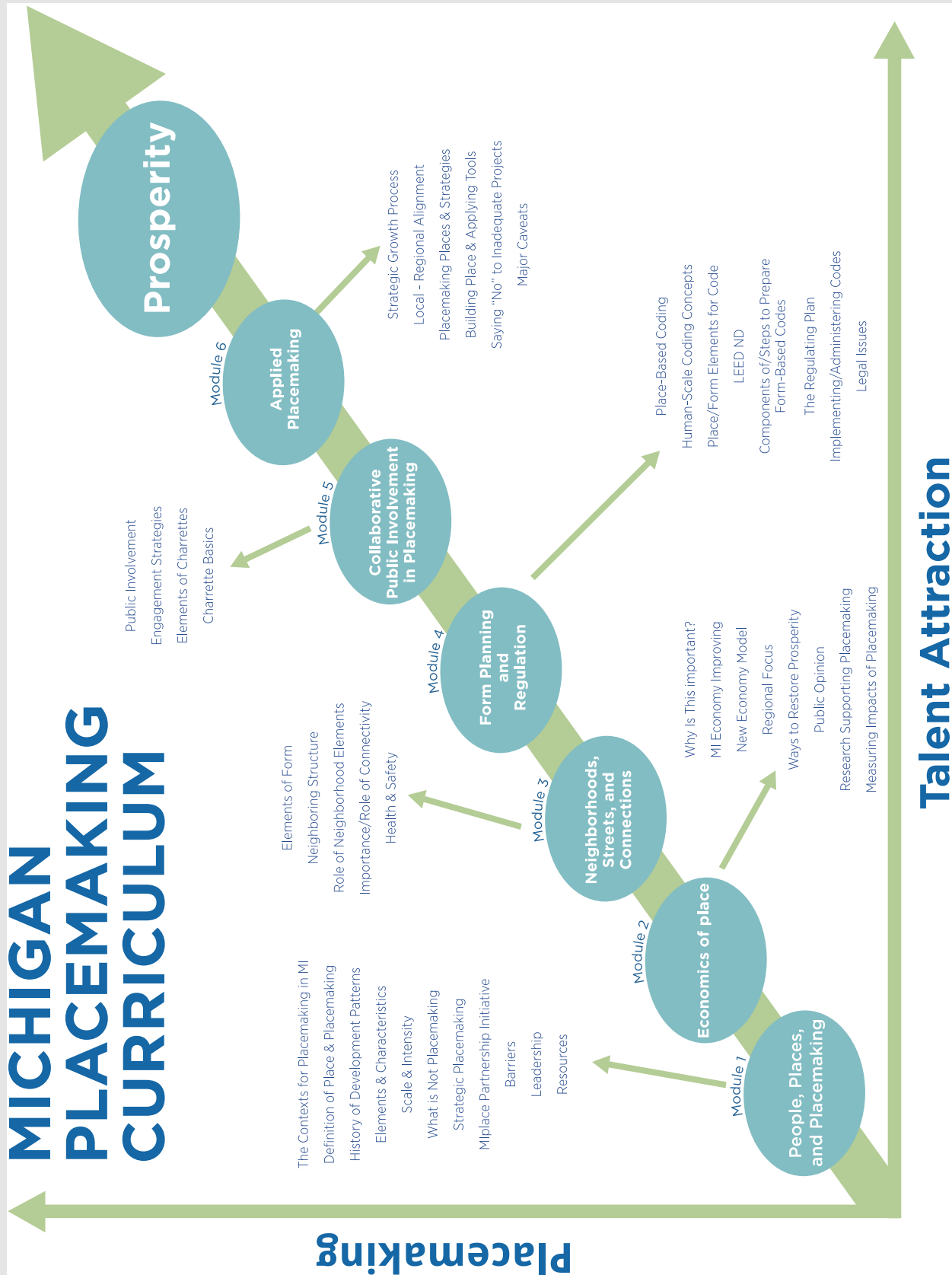
All of the major material from version 4.0 of the curriculum was used in the creation of this guidebook. However, it does not always appear in the guidebook in the same order as presented in the curriculum. Table i illustrates the relationship between the curriculum modules and the chapters in this guidebook.

Errors Responsibility of Editor

The MIplace™ Partnership Initiative, the Placemaking Curriculum, and this guidebook remain a work-in-progress that are likely to be updated. As an example, the number of slides in the full-length edition of the curriculum was doubled between versions 2.0 and 3.0. Most of the additions since version 2.0 have been new, related research outcomes that have been added to Module 2, and more local examples of placemaking that have been added to Module 6. All of the original authors, and many of the people credited above have been responsible for offering material to be added to the curriculum. Some of the 100 people trained to teach the curriculum have also offered material. This has greatly added to its content strength, as well as to its length.

Most of the material in this guidebook originates in the high-quality work of others cited earlier. A strong effort has been made to credit all work that is directly used, and where necessary, to seek permission to use it in the curriculum and/or this guidebook. However, it remains possible that we have missed giving proper

Figure i: Modules from the Placemaking Curriculum



Source: Figure by the Land Policy Institute, Michigan State University, 2012. Based on the Placemaking Curriculum from the MIplace™ Partnership Initiative.

Table i: Comparison of Guidebook Chapters to Curriculum Modules

Guidebook Chapters	Curriculum Modules					
	1 People, Places & Placemaking	2 Economics of Place	3 Neighborhoods, Streets & Connections	4 Form Planning & Regulation	5 Collaborative Public Involvement in Placemaking	6 Applied Placemaking
1	X	-	-	-	-	-
2	X	X	-	-	-	-
3	-	X	-	-	-	-
4	-	-	X	-	-	-
5	-	-	X	-	-	-
6	-	-	-	-	X	-
7	X	-	-	-	-	X
8	-	-	-	X	-	-
9	X	-	-	-	-	X
10	X	-	-	-	-	X
11	X	-	-	-	-	X
12	X	-	-	-	-	X
13	X	-	-	-	-	X

X = Curriculum module material used in this chapter. **Source:** Land Policy Institute, Michigan State University, 2015.

credit to a publication, an individual, or an organization. Please let the editor know if work has been used that is improperly credited and it will promptly be fixed. My apologies in advance for any such mistakes, as such errors and any others in this guidebook are the responsibility of the editor.

Guide to the Guidebook

This guidebook is divided into four parts: Chapters 1–3 make up Part One, Chapters 4–5 make up Part Two, Chapters 6–8 make up Part Three, and Chapters 9–13 make up Part Four, with an appendices rounding out the remaining content. There are several common features to each Chapter, such as a cover photo that is linked to the Case Example at the end of the Chapter; the Case Examples highlight some key feature from the Chapter using a Michigan example; and the Case Examples also include which type(s) of placemaking are being featured by displaying their associated icon. Other common Chapter elements include blue sidebars on organizations and green informational sidebars that are relevant to topics being discussed, and grey sidebars on related figures and tables. All Chapters also contain Concluding Observations that summarize the presented content, along with Key Messages that highlight ideas and information central to the Chapter concepts. Some Chapters have footnotes that provide citations for information or more resources for the reader. Many, but not all, of the sources for these footnotes are also included in Appendix 4: Placemaking Resource List.

By Guidebook Principal Author and Editor

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Director, Planning & Zoning Center
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Special Thanks to:

- MSHDA, for the vision, guidance, and support that made the curriculum and this guidebook possible!
- MML for their partnership, patience, and photo library without which this guidebook would not have been possible!

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PART ONE

CHAPTER 1: PLACEMAKING AS A TOOL FOR CREATING QUALITY PLACES

CHAPTER 2: DEMOGRAPHICS DRIVING CONTEMPORARY PLACEMAKING AND ECONOMIC DEVELOPMENT

CHAPTER 3: ECONOMICS OF PLACEMAKING

This guidebook describes best practices in placemaking for predominantly economic development purposes—that means population, job, and income growth, with a special focus on talent attraction and retention. Part One sets the stage in Chapter 1 by introducing the principal elements of placemaking and describing the most important characteristics of the four different types of placemaking. Chapter 2 describes the demographic trends that are driving the need for immediate and effective placemaking. Chapter 3 examines the economic reasons why communities should focus on placemaking as a central economic development tool that has many benefits for all who live, work, play, shop, learn, and visit a place. Key research supporting placemaking as an economic development tool is also summarized in Chapter 3.

Chapter 1: Placemaking as a Tool for Creating Quality Places



Ice skating at Campus Martius in Detroit, MI. Photo by the Downtown Detroit Partnership.

INTRODUCTION

This chapter focuses on the importance of quality places and the role of placemaking in creating and sustaining them. The more quality places in a community (from neighborhood to regional scale), the better! Communities with a large number of quality places provide a wide variety of choices for individuals and families, and that is what makes them attractive places where people want to live, work, play, shop, learn, and visit. These include choices in housing, transportation, recreation, education, and entertainment.

Communities with many quality places are well-positioned to attract new residents and retain existing workers. This is because increasingly people are choosing a metro area to live in first, before searching for a job. Because quality places matter, people tend to choose the highest quality places to live (within a metro area) that they can afford. This is especially true of talented workers who can often live in any region of the world they want. Because of the growing regional and global competition for talented workers, communities are increasingly recognizing the need to “up their game” and are engaging in

placemaking projects and activities to create more quality places attractive to talented workers.

Communities with many quality places are an asset to businesses that are constantly trying to attract and retain the best workers, suppliers, investors, and customers. So, an interdependent triangle exists between businesses, talent, and place. Business needs talent; talent wants quality places; quality places need business as illustrated in Figure 1–1. Placemaking is the means to create quality places that serve businesses, workers, and the community as a whole.

This chapter identifies the characteristics of quality places and how four different types of placemaking can be used to create and sustain them. As with the rest of this guidebook, the focus is on economic development and the role placemaking can fill in attracting and retaining talent and investment. It is rooted in Michigan’s recent economic struggles, which are not unlike that of much of the rest of the Midwest, and other U.S. regions with a predominantly manufacturing legacy. And like Michigan, most of the rest of these similar regions are rich with underutilized assets that can be used

Figure 1–1: Business-Talent-Place Triangle



Source: Content from the Michigan Sense of Place Council. Figure by the Land Policy Institute, Michigan State University, 2014.

to create many quality places. Over time, new quality places will improve the quality of life for everyone living there, as well as make each region better able to attract and retain talented workers, and other new residents and visitors. For this and myriad other reasons laid out in this guidebook, placemaking should be a central tool used in the economic development and revitalization of large and small urban places across the nation.

CHARACTERISTICS OF LIFE IN A CITY WITH MANY QUALITY PLACES

Imagine it is summer and the sun will set in an hour, yet the sidewalk in this mid-sized city is teeming with people of many ages, races, ethnic backgrounds, and incomes. They are there for many different reasons. Baby Boomers are window shopping at the intriguing storefronts and remarking about

unique handmade products from local artists and other craftsmen from around the world. Families are hustling to get to the athletic shops to buy their favorite sports jerseys and hats to celebrate another win by their hometown teams. Classical music enthusiasts are leaving the symphony hall with their ears ringing to the sound of bass drums and violins that were playing some of their favorite music. Recent immigrants are wide-eyed with the possibilities for achieving the American Dream. The 20- and 30-somethings are lined up with friends and dates outside the hottest dance clubs and brewpubs to burn off excess energy and consume craft beer. Some are texting, taking photos, and sending them to others, or posting them on their favorite social media. Strolling visitors are marveling at the unique architecture of old sandstone and

American Planning Association's Great Places in America Program

Since 2007, the American Planning Association (APA) has been recognizing and celebrating “places of exemplary character, quality, and planning” through its Great Places in America program. Each year, communities submit nominations that “represent the gold standard in having a true sense of place, cultural and historical interest, community involvement, and a vision for tomorrow.” These spaces strive to offer better options for places that people will want to work, live, and visit that are vibrant, safe, and welcoming. The APA declares these spaces as “defined by many criteria, including architectural features, accessibility, functionality, and community involvement.”

These characteristics are assessed with other APA guidelines that address form and composition, character and personality, and environmental and sustainable practices to create a ranking for quality places across the nation each year. Selection criteria also examines factors, such as geography, population, demographics, and setting (urban, suburban, rural). The APA has also recently added an additional “People’s Choice” Award that allows members and the general public to nominate and vote on the public spaces from their own communities that are most dear to them, and that they feel are worthy of recognition.

These awards highlight the hard work and efforts of various municipalities, agencies, local residents, and other stakeholder groups that have invested in creating engaging public spaces that attract both residents and visitors alike. The APA offers the Great Places designation at the neighborhood, street, and public space levels. Since 2007, places in five Michigan communities have received the designation:

- South Main Street, Ann Arbor (Great Street, 2009),
- East Park, Charlevoix (Great Public Space, 2009),
- Campus Martius Park, Detroit (Great Public Space, 2010),
- Heritage Hill, Grand Rapids (Great Neighborhood, 2012), and
- Front Street, Traverse City (Great Street, 2009).

The APA website offers much more information on the Great Places program, along with slideshows and listings for past winners by state and category. For more information, visit: www.planning.org/greatplaces/; accessed October 30, 2015.



Historic buildings in Old Town in North Lansing, MI, provide charm and good form that support continued revitalization of this area. Photo by the Michigan Municipal League/www.mml.org.

fieldstone buildings, admiring community heritage sites, as well as enjoying the wide range of art, cultural, and entertainment opportunities readily accessible to people of all interests and pocketbooks.

Life is full of a wide range of interesting and exciting choices in this Midwestern city, because it was laid out on a sensible grid, with a distinct center marked by the tallest buildings downtown. Stores, entertainment, and restaurants are on the first floor and thousands of residents live above in buildings that rise 3 to 15 stories in the downtown. The city is served with good transit that runs late at night to dense nearby neighborhoods and out to adjacent suburbs.

A decade ago city leaders realized the importance of rebuilding and maintaining quality walkable public spaces where citizens can gather and around which businesses can thrive. Despite lean fiscal circumstances, they adjusted priorities and invested in public projects that provided quality walkable places throughout the city. Strict code enforcement halts blight and provides another reason for residents to keep their homes and businesses in good condition. The tax base has stabilized after a short period of decline, and now it has begun to increase as the economy improves and new investments are attracted.

Neighborhoods are safe to walk and bike in, with an extensive and ever expanding network of pathways and green spaces. Civic squares, parks, and open spaces are scattered along the river that winds through the city. Most citizens do not have more than a half-mile to walk or bike for most

daily needs, including bread, milk, fresh fruit and vegetables, pharmaceuticals, and personal services like barbershops and hairstylists. These businesses occupy the first floor of small shops at key nodes along the major thoroughfares. Apartments sit above those shops in 100-year-old buildings that range from two to four stories in height, depending on how much traffic the cross streets carry.

Single-family homes on small lots characterize most of the neighborhoods, but a growing number of duplexes, triplexes, rowhouses, townhouses, and small multi-unit apartments are sprinkled along the exterior blocks and on many corner lots in each neighborhood. This broad mix of housing serves a wide range of incomes. New and long-time residents can find a range of housing options at different price points. Elderly residents, who only need a residence with a single bedroom, can continue to live in the same neighborhood they raised their children in—either in a small home or an apartment. Friends and neighbors still attend the same neighborhood church they have attended for many decades, and gather at the same local tavern, which has fed them good-tasting burgers and their favorite beverages for many years.

Sound idyllic? This is how downtowns and neighborhoods used to be in the 1920s and '30s. It is how they are becoming again through careful local policy development and implementation with strong neighborhood, business, and elected official support. It is being accomplished through placemaking.

After World War II, many cities lost a human-centric development scale and moved toward an auto-centric development scale. Over time, society shifted toward almost exclusive reliance on personal automobile transportation, while suburban growth pushed development outward with large residential lots, strip malls, big box commercial developments, and office/industrial parks at the edges of established communities. Investment in transit and walkable, bikeable streets diminished.

Then, there was a period—especially in Michigan—when urban residents in the largest cities let their elected leaders get away with poor stewardship of the public realm. As they disinvested in the infrastructure necessary to make higher density places the kinds of quality places where people want to live, work, play, shop, learn, and visit, new private investment

diminished. Fewer new residents, businesses, and workers were drawn to the area and many left for better opportunities found in communities with more to offer. More and more of the youth and promising creative and talented workers were lost to cities in other parts of the country that were investing in their downtowns and adjacent neighborhoods. This out-migration did not just happen because of declining job opportunities in industries based on local resources or geography; it happened because other communities had more higher quality places with more choices and amenities than the towns they were leaving. Because these other places were attracting large numbers of young and talented workers, they also had growing job opportunities.

Young and creative people today are the most mobile of any generation, ever. Many will move to another city without a job, and then find or create a job after they moved.

Place matters and quality places matter most of all!

Quality places are essential to attracting and retaining talented workers, and where they concentrate, jobs are also plentiful. Place matters and quality places matter most of all!

A mixture of housing types, dense residences, retail on the first floor of buildings on major streets, along with quality transit service, used to be characteristic of cities throughout the United States. Some cities never lost all these features. Where they were lost, they are increasingly being reestablished in cities and villages of all sizes, often with a focus on downtowns, and on preservation or adaptive reuse of historic structures. This is not happening out of nostalgic sentiment, but because places that still have this form and structure are the easiest in which to reestablish quality places where people want to be. They are also already walkable, and even poor transit service usually starts and ends downtown. While the process of creating quality places used to be guided by craftsmen who knew the dimensions of quality streets and long-lasting buildings, it is now being guided by a host of placemaking approaches (such as Creative Placemaking and Tactical Placemaking) used by people in the public, nonprofit, and private sectors who are working together to play “catch up.”

Over the last half-decade, research by Professor Soji Adelaja, PhD, and associates of the Land

Policy Institute at Michigan State University, has consistently pointed to the following conclusion: A metropolitan region is much more likely to be globally competitive for talented workers when most of its largest cities have, at least, a dense walkable downtown, with many housing and transportation options, and are full of amenities ranging from connected green spaces, inviting waterfronts, and a wide range of cultural, entertainment, and social gathering places. This research is supported by many other studies, some of which are summarized in Chapter 3.

The most essential element of all is *people* in and near the *downtown*, in the densest concentration that exists in the region. They do not all have to live there, but many must work and spend significant leisure time there. This is as true for small towns in rural areas as for urban metropolitan areas. If an economic region has no large central city, then the largest small towns in the region must together play this role. They should build on the local assets that make them attractive to those who currently live and visit there. That means they must build on more than the local agricultural, forestry, or mining resources; they must connect with rural amenities like state and federal parks, lakes and rivers, fishing, hunting, skiing, biking, snowmobiling, etc. They must serve the people who use those resources.

Quality places rarely occur accidentally. They are the result of hundreds of deliberate incremental decisions by local elected and appointed officials, landowners, businesses, urban planners, urban designers, nonprofit organizations, and citizen volunteers—usually over a long period of time. This time period can be accelerated in urban and rural settings with careful planning and implementation through a process called *placemaking*. The goal is the creation of a community with many quality places. Placemaking is the means to achieve the goal.

The goal is the creation of a community with many quality places. Placemaking is the means to achieve the goal.

The world has many great places that were built and rebuilt over millennia and often without the benefit

of deliberate placemaking policies, programs, and processes that we focus on in this guidebook. Instead they occurred “organically,” or so it seems. But, maybe it was cultural, given the astonishing similarity of the characteristics of quality places around the world, and that we lost this ability as we became more and more enamored with individual automobile transportation. Over centuries of human community building experience, one developer/landowner/builder after another adds to the community fabric and finds people responding favorably by helping to activate the public space around the development. Over time, a great place is created, but sometimes there are bumps along the way. In the absence of a culture of builders who consistently create quality places with a strong sense of place, it is much easier and more efficient to be deliberate about placemaking now that we understand what the characteristics of quality places are, and what it takes to create these types places. A deliberate approach, however, requires many stakeholders to gather together and to do their part in appropriate sequences within a short period of time to help create quality places. This is not easy, but it is faster than a purely organic process. So, in the simplest sense, we present the definition of placemaking used in this guidebook below.

The result of effective placemaking is quality public and private places where each complements the other. The private sector must build and operate the private

places and functions that provide opportunities for social interaction. The public sector must design, build, and operate the public buildings and public spaces like the roads, sidewalks, parks, and trails that provide access to the private places. Private and public spaces that complement one another are the quality places that people are drawn to.

The public realm conveys tremendous value to private property in the form of:

- Roads and utilities (sewer, water, storm drains, natural gas, electricity, telephone, cable TV, internet, etc.) that serve it;
- Civic spaces like the sidewalks, parks, and recreation that surround it;
- Street lighting, police, fire, and ambulance services that make it safe;
- Bus systems, bike paths, recreation trails, and related connections that provide access to important nearby amenities; and
- Garbage pickup, blight control, and building code protections that keep it clean and healthy.

The community goal is the creation and maintenance of quality places in an efficient and non-adversarial way and, where feasible, in a positive and mutually

Definition of Placemaking

Placemaking is the process of creating quality places where people want to live, work, play, shop, learn, and visit. Placemaking is a simple concept—people choose to live in walkable, mixed-use places that offer the amenities, resources, social and professional networks, and opportunities to support thriving lifestyles.

Placemaking is the value-added process that turns a service into an amenity and a place into an attraction.

Placemaking is not a single new tool; it is a set of best practices for improving the effectiveness and outcomes long targeted by community and economic development professionals.

Placemaking rolls planning and implementation into the same process, so that one is not isolated from the other. Placemaking can be beneficial in any small town, city, or suburb, but different types of placemaking can be more effective than others, depending on what is desired to be achieved in particular locations at a particular time.

Later in this chapter, definitions of “Strategic Placemaking,” “Creative Placemaking,” and “Tactical Placemaking” will be offered, along with an explanation of how each differs from “Standard Placemaking.” Chapters 9–12 feature each of these types of placemaking.

MIplace™ Partnership Initiative

The MIplace™ Partnership Initiative is a statewide initiative with the purpose of keeping Michigan at the forefront of a national movement known as placemaking. It's a simple concept that people choose to live in places that offer the amenities, resources, social and professional networks, and opportunities to support thriving lifestyles. The Partnership is not housed in any single organization—it is a network.

The MIplace™ Partnership Initiative is made up of a diverse range of stakeholders, including State agencies, regional and local units of government, key statewide associations and nonprofits, and private sector partners who have embraced placemaking and understand that vibrant, successful regions promote economic activity that will help build a better Michigan. It is the job of MIplace™ to help communities re-examine the importance of everyday settings and experiences that shape our lives—the downtowns, parks, plazas, main streets, neighborhoods, and markets that influence where we live and how we interact. Placemaking enhances our ability to transform towns, cities, and regions. The Michigan Sense of Place Council is comprised of representatives from various stakeholder groups and was established to help promote the MIplace's™ mission of creating vibrant cities, townships, and villages that make Michigan's communities competitive in the global New Economy.

The MIplace™ website features a vast array of information and resources. The “Placemaking” submenu provides links to articles, blogs, podcasts, videos, and other material relating to placemaking and the MIplace™ Initiative. The “Placemaking in Action” submenu offers further context for placemaking by showcasing a variety of efforts in specific communities throughout the state. The “Resources” submenu contains links to further research that shapes the principles of the MIplace™ Initiative: Documents and presentations from State agencies about placemaking and MIplace™ efforts; case studies that highlight some of MIplace's™ early successes; and a user-friendly toolkit resource that identifies State programs and tools communities can use to bring placemaking to life (see sidebar on page 1-34). The “News” submenu compiles news articles, social media postings, and other relevant commentary on placemaking, and also features an extensive news archive. Lastly, the “Events” submenu lists key dates and information on upcoming trainings, meetings, conferences, and other events related to placemaking. For more information, visit: www.miplace.org.

supportive way where the private sector and all the key stakeholders are happy with the outcome. This requires following various planning processes that involve all stakeholders and utilizes various public health, safety, and general welfare tools to implement a common vision for the future of an area. The basic elements of these processes are listed below, and are explained further in other parts of the guidebook.

- Prepare a vision with broad stakeholder input and support (usually by means of a major charrette process with broad public participation, see Chapter 6) that is embodied in a neighborhood, corridor, other subarea, or master plan. The vision must be based on unique local assets, but reflect what the neighborhood or community wants to be, not what it presently is, unless it is already comprised of multiple quality places. The plan identifies locations for future public and private sector projects and prioritizes them.
- Back up the vision with zoning and other development regulations that are designed for immediate implementation. In many cases this means a contemporary ordinance with form-based code (FBC) elements. A form-based code is a contemporary type of building regulation that focuses more on building form than use (zoning focuses on use, see Chapter 8). The regulatory structure needs to be “use by right” if development proposals meet the code (i.e., few if any special approvals). Site plan review is conducted by professionals and not by planning commissions or elected councils

These are shared with regional planning officials and, when validated, are included in regional plans (especially sites for Strategic Placemaking projects that advance regional strategies in downtowns and in key nodes along key corridors).

(because these standards are already in the FBC that has had broad public input and received broad public endorsement).

- The community has an active and up-to-date capital improvement program tied to its plan and FBC that is used to guide physical public-improvement decisions.
- The community has a set of incentives in place that are tied to its plan and FBC that it is willing and able to offer to achieve specific objectives. These may include density bonuses, tax abatements, or free or low-cost land, and/or by means of other incentives in order to actively guide private development, while it also shapes improvements to the public land. In all these matters, the public sector can partner with other governmental entities at the state and/or federal level, as well as with nonprofits and the private sector in whatever combination is most effective to achieve mutual goals.
- Special studies like Target Market Analyses are complete and help guide form decisions in the plan and FBC, as well as private sector investment decisions (see the sidebar in Chapter 2 (page 2–22)).

The objective is for the community to move from planning to action on projects quickly and, at least initially, strategically. In short, the community is redevelopment ready and meets Redevelopment Ready Community® (RRC) standards (like clear, efficient, and transparent procedures). Each of these points will be discussed in more detail in future chapters.

IMPORTANCE OF QUALITY PLACES IN GLOBAL COMPETITIVENESS

Placemaking as an economic development strategy is especially important given the extreme shifts in what it takes for a community to be globally competitive today. Table 1–1 shows this clearly. It illustrates the key differences between what it takes to be competitive in the so-called “New Economy,” compared to the not too distant past, the “Old Economy.” Rows highlighted in green have place characteristics that relate to talent attraction and retention.

Some people may have a hard time believing that, over time, quality places can be as important, or



William G. Milliken State Park in Detroit, MI. Photo by the Michigan Municipal League/www.mml.org.

more important, than available jobs in attracting and retaining talent. But, the simple reason why is because many talented workers can live anywhere they want, and increasingly, they are choosing where to live based on the quality of places involved. They move there, and then look for a job. The strong, heavy industrial heritage and years of disinvestment in urban centers has left many Midwest and Great Lakes states with few quality urban places that attract and retain young and talented workers. Yet, they are competing with communities elsewhere in North America (and, for that matter, across the globe) that have many quality urban places within them.

As economies continue to become more global, the differences between communities will become more and more important in talent attraction and retention. Communities will need to stand out, because of unique local assets that they are able to build placemaking strategies around. These assets could be waterbodies or green spaces, or a combination of many built and natural features. These decisions will need to be more deliberate than in the past. The Midwest and the Great Lakes states have abundant and attractive natural features, both in and nearby existing communities. However, communities have not always done a good job in connecting existing neighborhoods to these assets, or in promoting them to potential new residents or businesses. Connected green spaces through trails, bike paths, and linked open spaces are critical to attracting and retaining talented workers and improving local quality of life. Michigan is rapidly embracing this opportunity as it now leads the nation in the number of miles of rail-

Table 1-1: Comparing the Old and New Economy

Key Features of the Old Economy	Key Features of the New Economy
Inexpensive place to do business was key.	Being rich in talent and ideas is key.
Attracting companies was key.	Attracting educated people is key.
A high-quality physical environment was a luxury, which stood in the way of attracting cost-conscious businesses.	Physical and cultural amenities are key in attracting knowledge workers.
Success = fixed competitive advantage in some resource or skill. The labor force was skills-dependent.	Success = organizations and individuals with the ability to learn and adapt .
Economic development was government-led . Large government meant good services.	Bold partnerships with business, government, and nonprofit sector lead change.
Industrial sector (manufacturing) focus.	Sector diversity is desired, and clustering of related sectors is targeted .
Fossil fuel-dependent manufacturing.	Communications dependent, but energy smart .
People followed jobs .	Talented, well-educated people choose location first , then look for or create a job.
Location mattered (especially relative to transportation and raw materials).	Quality places with a high quality of life matter more.
Dirty, ugly, and a poor quality environment were common outcomes that did not prevent growth.	Clean, green environment, and proximity to open space and quality recreational opportunities are critical.
Connection to global opportunities was not essential .	Connection to emerging global opportunities is critical .

Source: Adelaja, S., Y.G. Hailu, M. Abdulla, C. McKeown, B. Calnin, M. Gibson, and K. McDonald. (2009). **Chasing the Past or Investing in Our Future : Placemaking for Prosperity in the New Economy**. Report# LPR-2009-NE-03, Land Policy Institute, Michigan State University, East Lansing, MI. Available at: www.landpolicy.msu.edu/ChasingthePastReport; accessed January 21, 2015.

trails and bike paths, with hundreds of miles under development. But, more can be done.

What is at risk in most of the cities and small towns in many Midwest and Great Lakes states is more years of population and talented worker loss, continued declining property values (and, hence, property tax revenue), and diminished quality of life. While there is increased competition for a declining number of large companies seeking to locate or relocate, and especially for high-wage industries, *the only major variable communities have any significant control over is the physical quality of their city or town*. Where cities and towns choose to spend their limited revenues will impact their future economic competitiveness, prosperity, and resiliency.

In the short-term, old central cities that have already experienced tremendous population and business loss, and that are characterized by large areas of blighted buildings, and vacant homes and lots, are most at risk. But, at the same time, these communities have the greatest opportunity, because the central missing element of their original form was easily accessible, connected green space and direct access to waterfronts.

Land for these purposes can often now be assembled, over time, as these cities redevelop to meet changing demographic and economic opportunities. These places can once again be magnets for population, job, and income growth, if they apply basic placemaking approaches advocated in this guidebook.

In contrast, those suburbs built mostly with big houses on large lots, no dense pedestrian places, and little to no transit are most at risk in the mid-term. This is partly because of what some researchers are calling the *Great Senior Sell-Off*. Baby Boomers are generally considered to be those born between 1946 and 1965. As Boomers age, their children leave home (although some stick around longer than their parents expected), and they want to sell their big homes and move into something smaller. Some want to move to a small town or neighborhood in a large city if it offers a lot of amenities. Others want to move to retirement communities or “Up North” where there are many recreational opportunities.

But, surveys are showing that many of the Millennials (generally considered to be those born between 1981 and 2000) do not want homes that the Boomers

Who are Talented Workers?

The term “talented workers” is used repeatedly throughout this guidebook. It is a broad term that is meant to embrace a wide range of workers whose skills are in demand in the New Knowledge Economy. Computer technology and medical workers may first come to mind, but it also includes workers with unique mechanical skills in areas, such as robotics or tool and die work, as well as a wide range of workers who have special creative skills that are in demand because of their artistic, cultural, or entertainment value. *Talented workers* include those labeled as the “creative class” in works by Richard Florida, as well as those with educations beyond high school (including community college and trade school certificates), and those with advanced degrees (especially in math and the sciences). Talented workers are sometimes referred to as:

- Knowledge workers;
- Medical workers;
- Education workers;
- Skilled trades workers;
- Creatives, artists, musicians, athletes; and
- Entrepreneurs.

Talented workers are not restricted to a particular age cohort, although the most coveted by employers are often young, because of their recent education and the relatively low wages they require compared to more experienced workers. Talented workers also

include those with unique expertise in their field of any age. Many retirees starting second careers are included if they are trading on special skill sets they developed over their pre-retirement years.

The term does not include all workers and is purposely selective, because concentrations of talented workers attract businesses looking for particular skill sets. However, compared to other workers, talented workers tend to have more education than the “average” worker, and importantly *are much more mobile*. This means they are both willing and able to move to other locations to work—often long distances away. Their decisions about where to locate are often driven in large measure by the quality of the places they seek and by the concentration of other similar talented workers. As a result, those places that are amenity rich, are attractive to talented workers, and as more come, more are attracted. *The key to getting in the game, is to create high-quality places with a growing set of amenities and multiple choices in housing, transportation, education, cultural attractions, food, and entertainment.* This is a relative game, where the range of choices will be much smaller in a small town than in a large city, and regions will be most competitive if they provide a wide range of living choices across the entire economic region. That said, in the Midwest and Great Lakes states, these choices need to be expanded in small towns and large cities. Placemaking is the most effective way to expand those choices by creating more amenity-rich environments that make places more attractive to a wider range of talented workers.



Talented workers encompass many industries and include entrepreneurs. Photos by iStock (top left, bottom left, center, and bottom right); and the MSU Land Policy Institute (top right).

What are Talented People Looking for?

- Quality places to live, work, play, shop, learn, and visit!
- Bustling city centers and neighborhoods with lots to do and people to interact with.
- Active/dynamic living environments with lots of fun in the form of:
 - Entertainment, food, recreation, cultural amenities, social interaction; and
 - Diverse cultural and ethnic experiences.
- Amenities-driven places that have:
 - Parks, easy access to waterways, green spaces, outdoor activities; and
 - Indoor and outdoor sports, thriving farms, etc.
- Diverse lifestyle choices, including:
 - Multi-modal transportation (especially transit); and
 - Wide range of housing types and densities with a range of prices.
- Business and entrepreneurial opportunities that offer:
 - Creativity, risk-taking opportunities, a good market for innovation;
 - Proximity to higher education; and
 - High-wage jobs (but, is often second to satisfaction with local quality of life).

built and they grew up in. They want to live in denser, walkable neighborhoods, close to transit, and are more likely to use transit or ride their bikes to work or shop than those from other generations. This presents a future problem for Boomers that want to sell their big houses on large lots, as there will be more of this type of property on the market than buyers. It also presents a problem for the municipalities with an abundance of that type of housing stock that do not have alternative types of housing to offer. Many of the Boomer-owned properties that have already fallen substantially in value may fall much further in those places. Meanwhile, demand for smaller dwelling units in dense parts of cities will continue to rise, from both downsizing Boomers and the Millennials (see Chapter 2 for more detail on this topic).

Leadership positions in communities (e.g., city council, planning commission) are often held by Boomers who see their communities through the lens of their own preferences—not the preferences of other generations. It is sometimes hard for Boomers to grasp the notion that not everyone aspires to the lifestyle that they presently enjoy. In this regard, they are no different than the leaders of previous generations. But, as we have seen before, such attitudes, not informed by contemporary data,

can hold a community back from achieving more of its potential to attract new residents and businesses, and create new jobs. At its worst, these attitudes can freeze a community in time and cause (or at least contribute to) stagnation if not decline.

These are demographic trends that will have huge impacts for decades. They will change the face of many communities and result in the relocation of talented workers. Cities and towns that focus on becoming more walkable, bikeable, and friendly to pedestrians and bicyclists will, generally, be much better prepared to address these trends, and will be more attractive to talented workers. These trends will be explained in much more detail in the next chapter, but instead of skipping ahead, the reader is encouraged to read on to better understand more of the characteristics of quality places, and a fuller description of placemaking as an economic development tool that can make communities more globally competitive.

OTHER CHARACTERISTICS OF QUALITY PLACES

Placemaking is the process of creating quality places where people want to live, work, play, shop, learn, and visit. Placemaking is a *process*, it is a means to an end; the end is the creation of quality places. People know

and understand what quality places are when they are in them. That is because quality places have a *strong sense of place*.

A parking lot is a place, but most people do not associate positive feelings with parking lots. In contrast, most people feel positive about their homes, and other places that are important to them, such as churches and schools. Quality places can evoke a range of memorable emotional responses. But, generally, they have a strong positive sense of place, such as a town square known for fun gatherings. In other cases the emotional response may be of sadness or grief, such as with cemeteries and other hallowed ground. Strong emotions are common in these places, and they are revered and, as a result, the place has a strong sense of place.

Places with a strong positive sense of place are where people and businesses want to be. They are active, unique locations that are interesting, visually attractive and, often, have public art and creative activities. They honor and recognize heritage and history as culture. They are people-friendly, safe, and walkable with mixed land uses; they have comfortable building dimensions relative to the street, and quality façades; and they are often alluring with pizzazz. As a result, people are attracted to them and want to be there. They are often public gathering places, but could be located within a private development, such as an atrium in a skyscraper or a unique retail marketplace.

“Third (3rd) places” often have this strong sense of place. They are often small, comfortable social surroundings separate from the two usual social environments of home (1st place) and workplace (2nd place). According to Ray Oldenburg, creator of the concept, these are often informal meeting places like coffee shops or pocket parks or food courts or farm markets. Third places are

“anchors” of community life and facilitate and foster broader, more creative interaction among people. Some 3rd places are public spaces, many are private. They can and should be fostered as social gathering spaces.

Some of the key elements of quality places have already been identified and are illustrated in Figure 1–2. Table 1-2 presents more detail on elements of quality places in both the public and private realms.

Some of these elements are hard to add after the fact, but can greatly contribute to the quality of a place, such as ready access to recreation, and to natural green (trails and open spaces) and blue (water) spaces. “Blue” refers to waterbodies and waterfronts, such as ponds, streams, rivers, or lakes. Green and blue spaces (aka natural infrastructure, or green infrastructure and blue infrastructure) can be enormous assets in creating placemaking projects or activities around them.

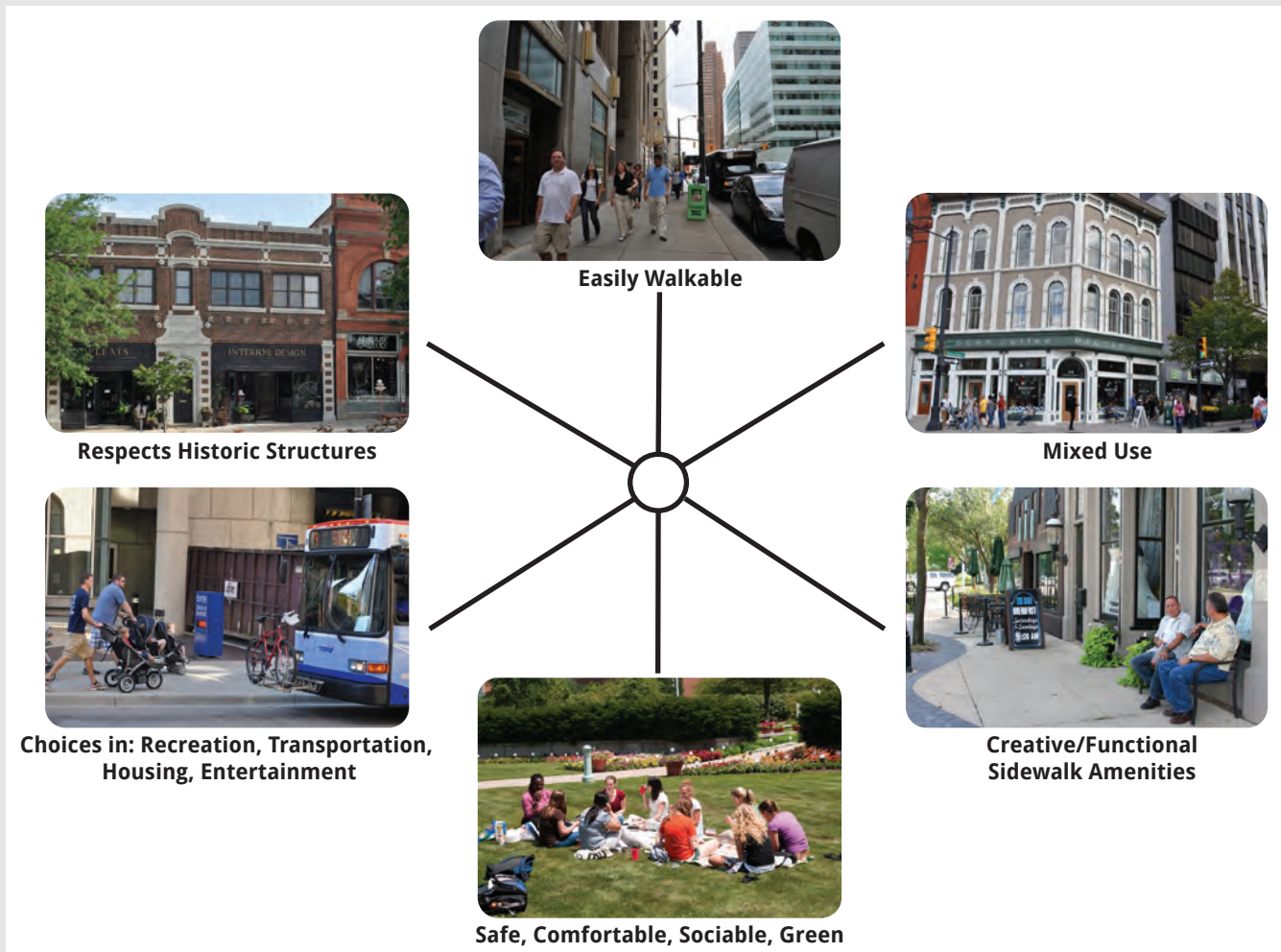
Green infrastructure presents a unique set of placemaking opportunities. Environmental features, such as wetlands, hills, unique plant habitat, forests, farm fields, and old rail corridors, offer recreation opportunities in open space areas that are different than those in traditional urbanized or suburban land, or along waterfront lands. New infrastructure that takes bike riders and walkers along green pathways between parks and key activity areas can dramatically improve recreational experiences of urban and rural dwellers, and enhance their emotional sense of place and connection to those areas.

Similarly, water is often a key differentiator in a community. It may already be a major economic driver, but perhaps it can be more of one. For example, by improving public visual or physical access to the

Sense of Place

“Sense of place” is a term that reflects the emotion or perception felt by a person when visiting a certain space. It is our relationship with a place. It embodies our experiences, activities, memories of the past, and perhaps hopes for the future. The physical form of a place, its function, and what happens within it all support this relationship. A location with a strong sense of place exhibits a unique identity and character of its own that both residents and visitors can identify with and appreciate. A strong sense of place engenders affection and commitment from local residents, while serving as a magnet that attracts visitors and new residents.

Figure 1-2: Elements of Quality Places



These elements of quality places principally address human-scale form in streets and buildings. **Source:** Figure by the Land Policy Institute, Michigan State University, 2014. Photos from the Michigan Municipal League/www.mml.org (top center, top left and bottom left, and top right and bottom right) and MSU Communications and Brand Strategy (bottom center).

water, while retaining a working waterfront (such as a deep harbor that accommodates large vessels), the community doubles its value and benefit. The nature of the waterbody will dictate many of the opportunities. A beach on a recreational lake is very different than the flowing water of a river. Each will allow a wider set of activities and uses than land without water features. Communities can be creative and use these features to attract new people and activities to waterfront areas.¹

1. Liz Durfee, a NOAA intern with the Michigan Office of the Great Lakes and Sea Grant, prepared a set of case studies on small towns on the Great Lakes. They serve as fine examples of a range of placemaking possibilities for other waterfront communities. Dufree, E. (2013). "Vibrant Waterfront Communities: Case Studies." Sea Grant Michigan, University of Michigan, Ann Arbor, MI. Available at: www.miseagrant.umich.edu/explore/coastal-communities/vibrant-waterfront-communities-case-studies/; accessed January 28, 2015.

The more these green, blue, and related elements are in proximity to one another in harmonious ways, the more attractive the place is for human and business activity, and the higher quality the place is overall. *But, while these elements, in some combination, are valuable, they are not sufficient to create a quality place by themselves.*

Quality places in urban settings have physical characteristics that are the result of good form. The most important of these form characteristics include:

- Building mass, density, and appropriate scale; and
- Human-scale streetscapes.

Table 1-2: Common Elements of Quality Places

Public Realm	Private Realm
Downtown and Key Node Streetscapes	Mix of Land Uses
Pedestrian- (vs. auto) oriented, very walkable and accessible to all; wide sidewalks in good repair; crosswalks are short, well-marked, and slow traffic.	Mixed retail and residential, or mixed entertainment and residential, or mixed personal services and residential, or mixed office and residential; with residential always above first floor in downtowns.
Activated, alluring public spaces with street trees and shrubbery; physical and visual access to water if nearby; are safe, clean, and comfortable with lots of places to sit.	Restaurants and cafes that include sidewalk dining separated from passersby; entertainment establishments like bars, taverns, dance halls, nightclubs, and movie theatres.
Quality street furniture in a common theme: benches, garbage canisters, wayfinding signs, planters, street lights, banners, flower baskets, bus shelters, and bike racks.	Grocery stores, either general or specialty (bakery, meat, pasta, cheese, organic).
Aesthetically pleasing design that permits private sandwich-style (changeable message) signs in front of businesses.	Drug stores, hardware, shoe repair shops, banking, hair cutting, other personal services; retail shops like clothing, home goods, art galleries, and electronics.
Wide variety of regular programmed activities like sidewalk sales, parades, street performers, street musicians, festivals, art shows, farm markets.	Rehabilitation is preferred development option in order to preserve historic buildings and architectural features on façades.
Attractive to and comfortable for a wide diversity of users of all ages, races, genders, incomes, religions, cultures, and ethnicities.	Building form appropriate for characteristics of the street (especially building height and street width) and design is guided by form-based codes.
Public art and sculpture is featured.	Storefront entryways invite pedestrians in close.
Creative use of light and sound.	Doors and windows attract customers inside.
Orchestras, opera houses, civic centers, municipal halls, museums, aquariums, and libraries.	Temporary pop-up shops in vacant space.
Major Squares and Parks	Range of Housing Options
Close to major public and private activity areas like retail shopping, entertainment or sports centers/arenas.	Missing Middle Housing from duplexes and fourplexes to townhouses, rowhouses, court yard apartments, live-work, and lofts.
Adaptable spaces with seasonal uses.	Housing in historic neighborhoods is protected.
Program many activities, especially live music and performances.	Target talented workers.
Leave spaces for both passive and active recreation; places attractive for unscheduled entertainment and creative use of space.	Concentrate new projects in small geographic areas starting with downtowns, and key nodes along key corridors.
Outdoor music space, such as band shells and risers of different sizes and locations.	Transit-oriented development targeted to key nodes; while higher densities about transit corridors.
Lots of green (grass, trees, flowerbeds) and water (ponds, lakes, rivers, streams, and fountains).	Higher residential density is encouraged, zero lot line development is permitted where form-based codes are in place.
Lots of seating and available food nearby (from restaurants, food trucks or food vendors).	Creative rehabilitation of existing historic structures for a variety of housing types.
Flowers in planters, and seasonal flowering trees.	Variety of housing types in mixed-use developments.
Game areas for chess, puzzles, activities to engage body, mind, ears, eyes, and humor.	Increase number of dwellings by reducing parking where transit service is good.

Ways to accomplish include: Use of four types of placemaking; community is certified as a Redevelopment Ready Community® and participates in the Main Street program; community engages public through charrettes and implements new designs through form-based codes, etc. **Source:** Land Policy Institute, Michigan State University, 2015.

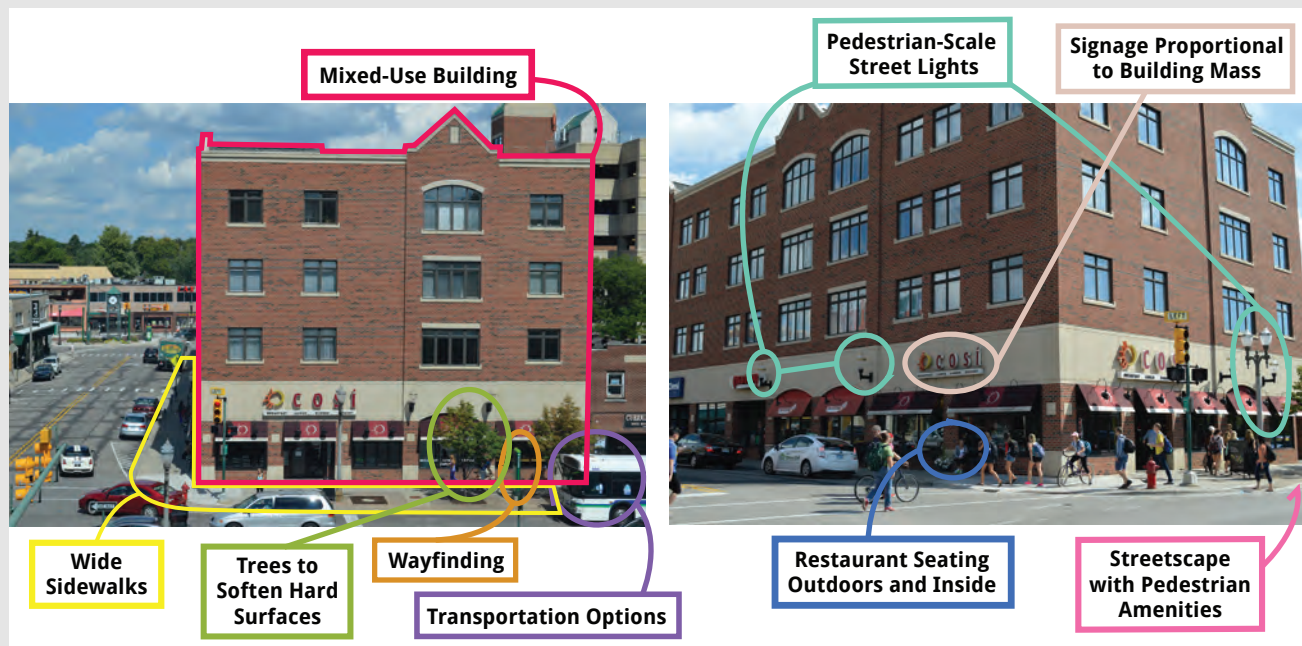
If these characteristics are present, then the place is very walkable—that means it is pedestrian-oriented and probably bikeable. Unless it is new, it is lined with historic structures that have long had good form and were built to human scale.

These physical characteristics are reviewed in much more detail in Chapters 4 and 5. For now, unless the relationship of buildings to the street (in terms of height of the building and distance from one side of the street to another) is appropriate, human activity will not be framed well enough for people to feel comfortable and want to gather there. If the distance between the buildings is too large, then the space can be foreboding; if it is too small, then it can seem claustrophobic. In other words, it discourages human gathering. Human scale refers to the notion of designing buildings and spaces primarily for human occupation and use as opposed to automobile dominance. That means they need to be walkable, with sidewalks, crosswalks, streetlights, and signs designed to serve pedestrians and bicyclists, as well as any vehicles on the street. Figure 1-3 illustrates some of these characteristics.

When these form characteristics are properly in place, along with the key elements listed above, then the result is quality places which:

- Are safe;
- Are accessible—easy to access, circulate within, along, and between destinations;
- Are comfortable, clean, and have an appealing character and charm;
- Are connected;
- Are welcoming;
- Allow authentic experiences;
- Encourage spontaneous interaction between people;
- Are sociable—have a physical fabric where people can connect with one another; and
- Promote and facilitate civic engagement.

Figure 1-3: Physical Characteristics of Quality Places



Grand River and M.A.C. Avenues in East Lansing, MI. **Source:** Land Policy Institute, Michigan State University, 2014.

Inherent in the above description is a simple formula that is critical to understanding the ingredients that are essential for placemaking and results in quality places:

$$\begin{aligned} & \text{Proper Mix of Land Uses and Functions} \\ + & \text{Proper Physical Form} \\ + & \text{Proper Mix of Social Opportunity} \\ \hline = & \text{Quality Activities in Quality Places and a} \\ & \text{Strong Sense of Place} \end{aligned}$$

See Figure 1-4.

An analogy that seems to resonate with many people is:

- Form – creates the Stage,
- Activity – is the Play,

- Response – is how you feel about the Play,



Tibbits Opera House in Coldwater, MI. Photo by the Tibbits Opera House.

Figure 1-4: Formula for Creating Quality Places with a Strong Sense of Place



Source: Land Policy Institute, Michigan State University, 2014.

- Economic – if good, the Play makes Money (and so will businesses nearby), and
- Sense of place – is strong and positive if the above are true, and will contribute to the entire area if other related entertainment options are nearby.

When more people live near such places, or have easy access to them, especially by transit, more activity will occur, and people and businesses will more strongly value those locations. Placemaking can be used to create such places, as well as to activate those places that already have the proper physical form characteristics.

For local elected officials and professional staff who have long worked on community, infrastructure, and economic development initiatives, this formula should be of little surprise. Every community has

Every community has had some experience and success with placemaking—even if it wasn't called that!

had some experience and success with placemaking—even if it wasn't called that! A few have had many successes and some have had failures; some have been deliberate

efforts, and others have been happy accidents. But, fundamentally—placemaking is not rocket science.

...Placemaking is not rocket science. It is easily learned and applied.

It is easily learned and applied, although it may require leadership and courage when those in the community who oppose all change stand up to promote the status quo. Placemaking requires looking at existing assets, resources, opportunities, and threats in new

and different ways. It requires paying more attention to being strategic, to more effective means of public and stakeholder participation, and to meaningful engagement of the private sector in the design and implementation of new public and private spaces. It also requires a better understanding of the role of form in building places that are human-scale and dense enough to promote human attraction.

Quality places are more livable, healthier, and better able to attract workers and businesses. They are also quite likely more resilient than low-density, auto-

dominated places that can be viewed as the initial use of that land that will eventually be redeveloped in a higher density “urban” form. Several later sections of this guidebook will explore this idea more fully. But, for the moment, there are other concepts that need to be explained, so that the promise of effective placemaking can be presented and defended.

THE TRANSECT

“The transect” is a shorthand construct of architects, planners, and New Urbanists to describe a location based on its relative density, natural, and/or built form characteristics. Under this typology, all places on the globe fall into one of six primary transect zones (there is a seventh “special district” zone that does not apply to the discussion that follows and it is not illustrated in Figure 1–5). These places are on a continuum that extends from the most natural rural place (T1), to the most developed urban place (T6). Figure 1–5 includes a graphic (top row) depicting both a ground view and a plan view of landscape and the built environment that is common to each zone on the transect. A photo below each zone illustration attempts to capture one of the hundreds of scenes that would be commonplace in that zone on the transect. Figure 1–6 is a hand drawn illustration of the transect starting in the urban core of Grand Rapids, MI, and extending outward.²

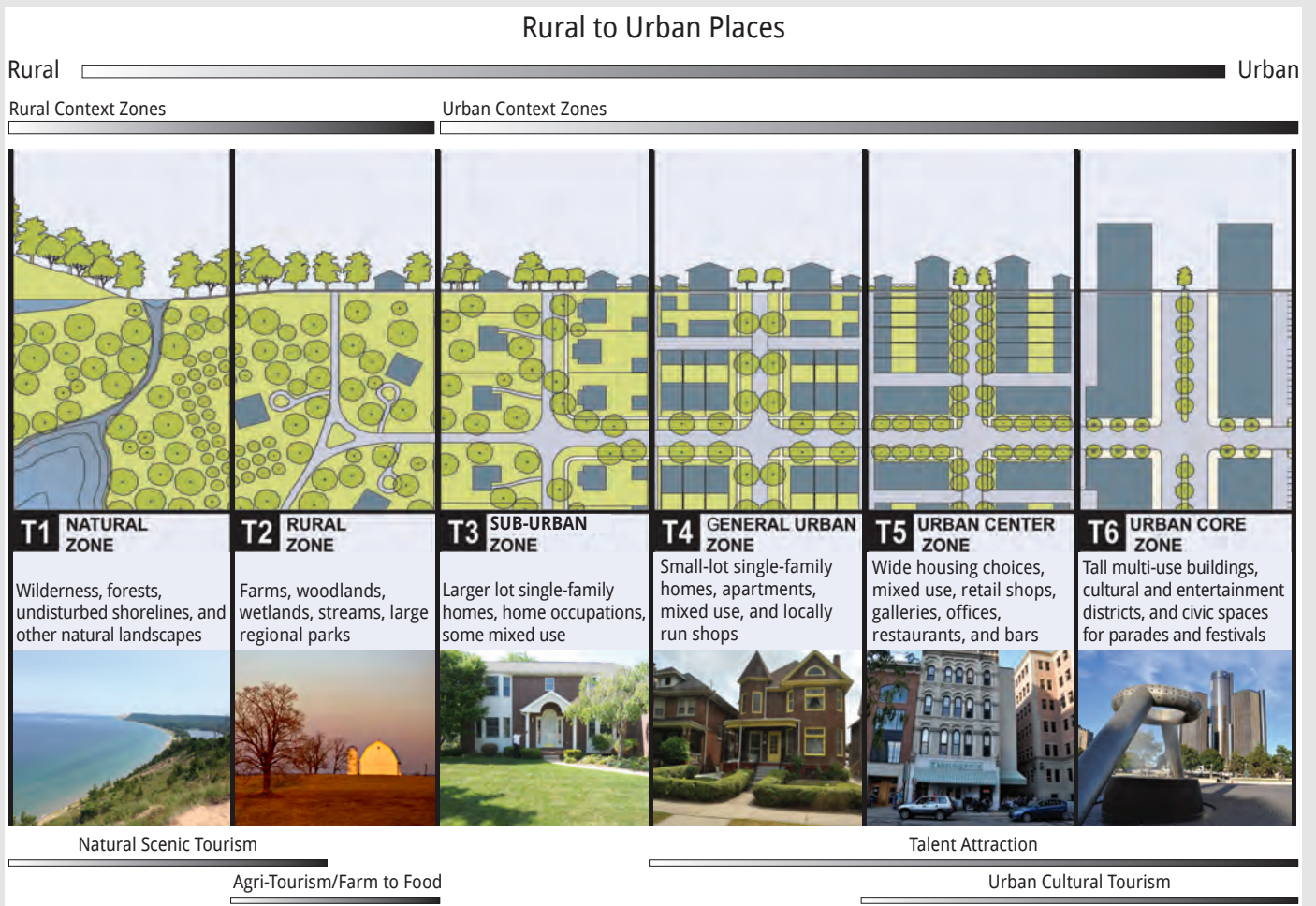
Following is a brief description of each of the six transect zones presented in Figure 1-5.

Natural Places (T1 Zone): This is where nature rules and humans often stand in awe and wonder. Wilderness, forests, lakes, and stretches of rivers with few or no cabins, or other examples of the built environment are the most pristine of natural places. These may be parts of national and state parks, but transition to private forested lands with two-tracks, occasional roads, logging camps, hunting cabins, and a few power lines as one moves into Rural Places.

Rural Places (T2 Zone): These are our working lands. Orchards, grain and corn fields, more woodlands and wetlands, gravel pits, and shrub and tree farms are surrounded by farmsteads of people who live off of the land. As one gets closer to small towns the number

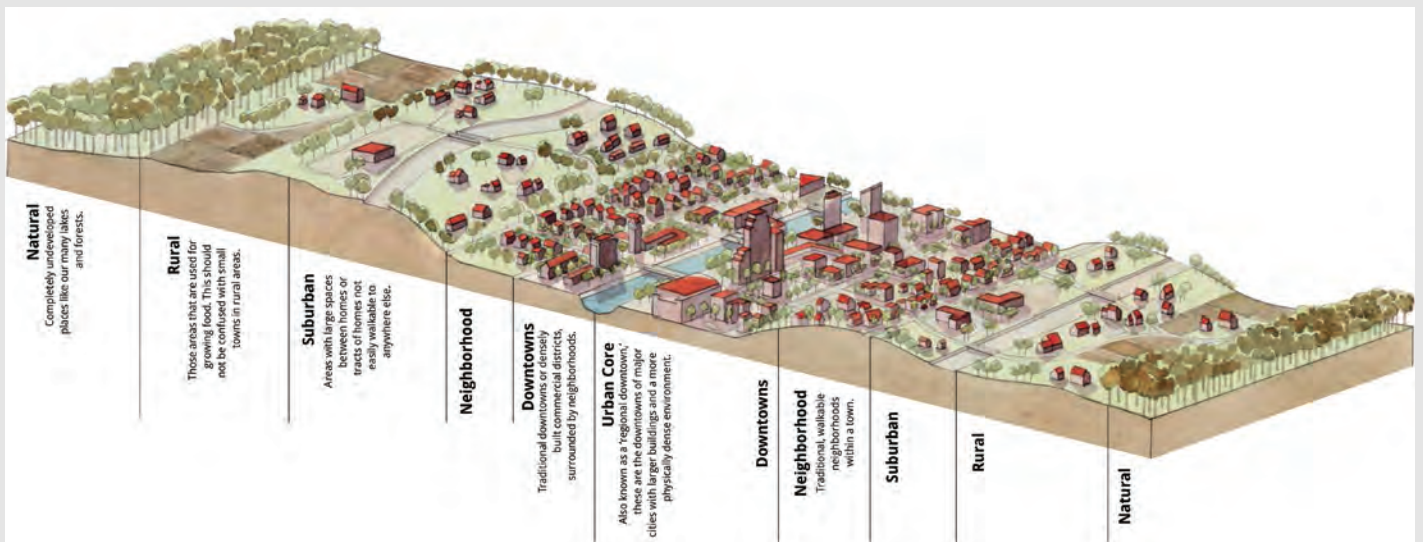
2. This image along with transect drawings of Detroit and Lansing may be viewed on the MIplace™ Partnership Initiative website, under “Brochures.” Available at: http://miplace.org/resources/presentations?field_doc_category_value=brochures; accessed January 28, 2015.

Figure 1-5: Six Transect Zones



Sources: Figure by the Land Policy Institute, Michigan State University, 2015. Transect graphic by the Center for Applied Transect Studies, 2008. Photos by the Michigan Municipal League/www.mml.org (T4, T5, and T6), MSU Communications and Brand Strategy (T2), and the MSU Land Policy Institute (T1 and T3).

Figure 1-6: Grand Rapids Transect



Source: Amanda Harrell-Seyburn for MSHDA, 2013.

of roads increases, they shift from gravel surfaces to paved surfaces and are lined with 1880s farm houses and many suburban-style homes on large country lots. Some have large food plots or gardens, horses in small stables, or small numbers of other livestock.

Sub-Urban Places (T3 Zone): This is where most new development has occurred in America since WWII. Most residential lots are 1/4 to 1 acre in size with many larger and some smaller than that. Homes are large and often in platted subdivisions. There is extensive commercial development stripped along major five-lane roads. Within T3 zones are shopping malls—an extra-large enclosed commercial building containing dozens (sometimes more than 100) of retail stores and personal service establishments. Schools, and in particular high schools, are often super-sized and may even be referred to as “Taj Mahals.” There may be large industrial, office, or special land uses in “parks” with considerable open space, especially along major freeways. Roads and parking lots dominate the landscape as design favors vehicles over people and buildings (that are often set back far from the street). Parents spend a lot of time transporting their children from one place to another and there is usually little coordinated transit service. As a newer suburb transitions to an older suburb, the lots get smaller and the homes get denser and older.

Traditional Neighborhood Places (T4 Zone): These are largely residential neighborhoods in first-tier suburbs (around an historic core city), in small towns, and in large cities. They are often characterized by lots that are small in width, depth, or area, but may have large houses on them, depending on their age and location. Along major and minor streets, there are often higher density forms of residential development, like rowhouses, mansion apartments, and multistory apartment buildings. At key intersections it is common to find retail, personal service establishments, and coffee shops on the first floor, and apartments on the second, third, and fourth floors.

Downtown Places (T5 Zone): These are the traditional centers of retail, office, and other business activity. Main street shops, today, are often less diversified than in the past, but usually reflect unique products sold by retailers who sell to customers who value service after the sale. Public buildings and uses, as well as civic spaces like town

squares, waterfront parks, historic sites, and outdoor sculptures are common. Many public gatherings and parades originate, terminate, or both, in downtowns. The highest concentration of historic commercial buildings is also often found there. Many people live downtown over retail stores, restaurants, and entertainment venues.

Urban Core Places (T6 Zone): Only the largest cities have an urban core place, and it may double as the downtown, depending on its land uses, but it is often more of an employment center with many office jobs concentrated in a few tall buildings. It will have many of the same land uses as the downtown, but more of everything, because skyscrapers are common. Offices of banks, insurance, and real estate companies, as well as residential condominiums and apartments are found here. Hospitals and medical facilities, sports stadiums, concert halls, museums, and related building types may also be present. Parking is concentrated in multistory ramps, and transit service is ubiquitous and frequent. If a city does not have an urban core, many of these land uses and functions are found in a smaller scale in the downtown (T5).

IMPORTANCE OF INCREASING POPULATION DENSITY IN AND NEAR DOWNTOWNS

The most distinguishing feature as one moves along the transect from most rural (T1) to most urban (T6) is the increase in density and intensity of the built environment. Ironically, walking is the most common activity by humans at both ends of this continuum, but not nearly as much in the middle. There are few humans per acre in natural areas, and population is very dense in the urban core. Higher densities make services like transit more viable and necessary, while increasing opportunities for human interaction, commerce, social gathering, as well as the planned and accidental exchange of ideas. Public gathering spaces like parks, civic centers, and major transportation exchanges offer incredible opportunities for activities that attract people to take advantage of the “pull” they exert due to their strong sense of place. Private gathering spaces like coffee shops, restaurants (especially those with outdoor seating on the public sidewalk), and taverns are also critical in adding to the sense of place that surrounds these special gathering spots.

Obviously there are limits on how many people a place can service without diminishing a positive

experience for nearly everyone. Fortunately, most American cities do not approach the density of many of the densest cities of the world and have a long way to go before experiencing serious problems associated with very high population density. This is even truer in most Midwestern cities that have few tall buildings and relatively low population densities, even in the urban core. For context, the U.S. has only one city in the top 50 densest in the world, and it is not New York. It is Union City, New Jersey at 34th with 51,810 people/sq. mile. The densest city in the world is Manila, Philippines, at 111,002 people/sq. mile.³

This is relevant because one of the keys to attracting and retaining talented workers is to use good design to increase population densities in our downtowns, and not simply at peak daily employment periods, but all day long and well into the evening. One of the reasons there used to be so much more retail activity in many downtowns is because many more people used to live there and in adjoining neighborhoods.

Like much of the Western World, population per household in America has fallen dramatically. Nationally, it has fallen from 4.01 in 1930⁴ to 2.65 in 2013.⁵ This is a function of several demographic trends, including fewer births, people living longer, fewer multigenerational households, and many more single person households. However, one big impact of the decrease in the number of persons per household is on the number of people living downtown, in the urban core, and in neighborhoods surrounding the core. While there is no standard definition of the urban core, or even of downtowns, Eugenie Birch, PhD, at the University of Pennsylvania, constructed a table of downtown population change across the nation from 1970–2000.

Birch found the population in most downtowns fell during this period. Only a few large cities grew: Lower and Upper Manhattan, New York, NY (by 61.5% and 26.5% respectively); Chicago, IL (39.4%); Denver, CO (35.6%); Los Angeles, CA (62.4%);

3. Wikipedia. (2015). "Lists of Cities Proper by Population Density." Available at: http://en.wikipedia.org/wiki/List_of_cities_proper_by_population_density; accessed on January 28, 2015.

4. U.S. Census Bureau. (2000). "Households by Type and Size, 1900–2002." Washington, DC.

5. U.S. Census Bureau. (2013). "Table S1101: Households and Families." 2013 American Community Survey 1-Year Estimates, Washington, DC. Available at: http://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=ACS_13_1YR_S1101&prodType=table; accessed August 27, 2015.

Portland, OR (55.6%); San Francisco, CA (24.4%); and Seattle, WA (85.6%).⁶

The population in downtown Detroit, MI, fell by 46% during this period (it has since risen significantly). In St. Louis, MO, it fell by 67%. In contrast, in Cleveland, OH, it grew slightly by 5.7% (but, is very low in total number) and in Milwaukee, WI, it remained flat with a decline of less than 0.5%.⁷

It is very hard for an urban core to provide the kind of human attraction it had when there were two to five times as many people living there in the past than in the present. Major events will still attract participants, but they have to travel in from the suburbs. People moved away when new freeways, affordable cars, and low gasoline prices made it easy to buy cheap land and housing in the suburbs. Central cities were decimated by this population shift, but now demographic changes are providing a rapidly expanding market for new and rehabilitated housing in downtowns, urban cores, and along key corridors served by transit. The cities that quickly adapt to this trend can lure and retain talented workers that otherwise will choose to go to other cities that offer those amenities. Similarly, some retiring Boomers are drawn to central cities where opportunities for social interaction and cultural experiences are richer.

From the 1880s to the 1920s, people moved around cities largely on foot, horseback, or various forms of transit. From the 1920s to the 1950s, transit ridership rose, but then began to fall as more and more workers were able to afford a car. To accommodate rising population densities in downtowns and the urban core, and to reduce energy costs associated with trips from suburban areas to the core, it is necessary to significantly improve the quality of transit services not only in the core, but throughout the metropolitan area. Many regions are working on this. Some will be installing new fixed-rail systems and others Bus Rapid Transit (BRT) lines. These are "not your father's buses." These are modern, clean, convenient, safer, and more flexible transit lines (they even accommodate bicycles) that promise a new era of transportation options for everyone.

6. Birch, E. (2006). "Who Lives Downtown?," In **Redefining Urban and Suburban America: Evidence from Census 2000, Vol. 3**, ed. A. Berube, B. Katz and E. Lang. Washington, DC: Brookings Institution Press. Available at: www.brookings.edu/research/books/2006/redefiningurbanandsuburbanamerica3; accessed July 7, 2015.

7. See Footnote 6.

Together more housing, increased density, and improved transit will support each other in revitalizing the downtowns and urban cores of America’s cities. The Midwest has the most to immediately gain, because it lost the most population, suffered the greatest job loss as manufacturing declined, and has the greatest stock of vacant and underutilized old buildings with “good bones” that can be repurposed to start their rebirth. That includes buildings that are now historic, with brick and stone façades, usually 2 to 12 stories in height (depending on location), built close to the street, and served by an extensive sidewalk network, with parking (if any) in the rear. In order for this to happen, however, the public, private, and nonprofit sectors will have to work together to strategically plan and utilize limited resources to support this rebirth. This requires the effective use of four different placemaking approaches. These approaches have many

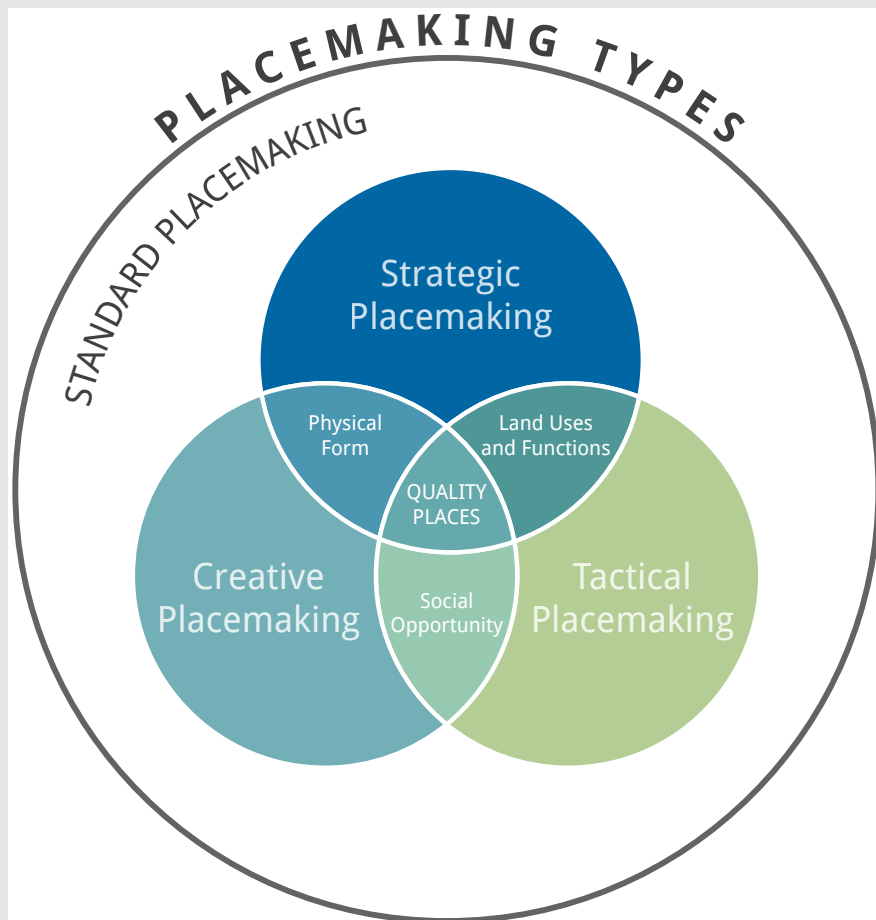
other benefits and applications beyond simply helping downtowns be rejuvenated, as explained below.

FOUR TYPES OF PLACEMAKING

There are four types of placemaking. See Figure 1-7. Each is briefly summarized in the next few pages and more fully explained in Chapters 9–12. The reader will notice that each type of placemaking has an associated icon representing some characteristics unique to that type. These icons are used throughout the guidebook, particularly within the case examples, to help quickly identify which type of placemaking is being referenced.

Most placemaking is of the “standard” variety. There are also three specialized types designed to achieve narrower objectives. The sum of all activities within the specialized types of placemaking do not add up to

Figure 1-7: Four Types of Placemaking



Source: Land Policy Institute, Michigan State University, 2014.

all Standard Placemaking as each of the four types is different. Instead, the sum of all four types represents the whole of placemaking. Figure 1–7 illustrates this relationship. Note the relationship in this figure to physical form, land uses, and functions, as well as social opportunity (illustrated in Figure 1-4 earlier) in creating quality places.

“Standard Placemaking” (usually referred to as just plain “placemaking”) is the universal term. It is most closely associated with placemaking as advanced by the Project for Public Spaces (PPS) (see sidebar on the next page). This organization, led by Fred Kent, has for four decades promoted placemaking and assisted communities across the nation (and around the world) with its implementation. The PPS website provides a wealth of information and ideas that anyone interested in placemaking should fully investigate.

The three varieties of specialized placemaking have each evolved to be used to achieve particular purposes:

1. **Tactical Placemaking:** As advocated by the Tactical Urbanism team at The Street Plans Collaborative, by the Build a Better Block partners, and by PPS under the term “Lighter, Quicker, Cheaper.” See Chapter 10.
2. **Creative Placemaking:** As advocated by the National Endowment for the Arts, the U.S. Conference of Mayors, and the American Architectural Foundation. See Chapter 11.
3. **Strategic Placemaking:** As advocated by the MIplace™ Partnership Initiative. See Chapter 12.

Standard Placemaking can include any parts of the specialized types of placemaking in a particular application, and often does, but the specialized types have their own sets of strengths and weaknesses when employed independently, or as part of a sequence of placemaking approaches in order to achieve a particular vision, or a clearly described set of objectives. This should become apparent over the next few pages, and if not, then perhaps it will after reading the separate chapter on each type of placemaking, as well as Chapter 13.

The three specialized types of placemaking focus on:

- Certain types of quality-of-life improvements,
- Ways to try some things out before committing significant money and other resources, or
- Ways to achieve larger or smaller outcomes/benefits or to achieve them sooner.

All placemaking has “where, what to do, and why” components, but these vary between the different types of placemaking.

Before going further, it is important that the following point not be lost in the discussion of each type of placemaking. All types of placemaking will improve the quality-of-life choices and amenities

All types of placemaking will improve the quality-of-life choices and amenities within a neighborhood, community, or region. . .

Principles for Shaping Public Spaces into Quality Places

The Project for Public Spaces (PPS) has developed 11 widely cited principles that can be used to shape public spaces into *quality places*.

1. The community is the expert.
2. You are creating a place, not a design.
3. You can't do it alone.
4. They'll always say, “It can't be done.”
5. You can see a lot just by observing.
6. Develop a vision.
7. Form supports function.
8. Triangulate.
9. Start with the petunias.
10. Money is not the issue.
11. You are never finished.

For more information, visit: www.pps.org/reference/11steps/; accessed on August 20, 2015.

Project for Public Spaces

The Project for Public Spaces (PPS) is a nonprofit planning, design, and educational organization dedicated to helping people create and sustain public spaces that build stronger communities. The PPS was one of the pioneering organizations in placemaking, helping citizens transform their public spaces into vital places that highlight local assets, spur rejuvenation, and serve common needs.

Founded in 1975, PPS sought to elaborate upon the work of the famous urban researcher William (Holly) Whyte, author of **The Social Life of Small Urban Spaces**. Led by Fred Kent, PPS has worked on projects in more than 3,000 communities spanning 43 countries, and in all 50 U.S. states. An innovative source for placemaking information, best practices, tools, and resources, PPS also hosts a variety of conferences, workshops, and training events to educate and raise awareness on the principles of quality places. The PPS website is a wealth of knowledge and experience that provides vast insight for anyone interested in learning more about placemaking.

The PPS convenes and supports the work of the Placemaking Leadership Council, a group of more than 700 people worldwide. The Council debates, discusses, shares, celebrates, and develops goals for a Placemaking campaign centered on seven agendas:

1. Place governance;
2. Place capital;
3. Healthy communities;
4. Building community through transportation;
5. Architecture of place;
6. Entrepreneurial places: markets, main streets, and beyond; and
7. Creating multiuse public destinations.

For more information, visit: www.pps.org.

within a neighborhood, community, or region, and thus are worth doing well. However, some types of placemaking will make it easier to achieve these benefits than others, and no type of placemaking has benefits that come without commitment by the community and other partners in its implementation.

All forms of successful placemaking depend on broad engagement of stakeholders in the design of projects and activities.

communities that sustain the people and businesses that reside there. Where placemaking makes a big contribution is in what those services focus on, and how they are delivered. *Placemaking is the value-added process that turns a service into an amenity and a place*

All forms of successful placemaking depend on broad engagement of stakeholders in the design of projects and activities. This feature alone distinguishes placemaking from many other community development, economic development, and infrastructure development activities. Together they contribute to the creation of

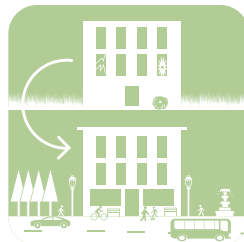
into an attraction. Placemaking accomplishes this by focusing on assets of a community that can be used to magnify the benefit of one or more services in particular locations to create an outcome that otherwise would not have occurred on its own.

For example, construction or rehabilitation of affordable or low-income housing is a common community development service. However, except for large-scale housing projects that have the potential to completely remake a neighborhood (and that have largely been abandoned, because of the effects of concentrating large numbers of low-income people in one place), most community development services are scattered, and developed in response to identified problems or opportunities in particular locations. It often takes dozens of such projects over a long period of time to make any noticeable improvement. In contrast, instead of scattering new affordable housing on infill sites all across a city, a Standard Placemaking project could target residential rehabilitation to a single neighborhood and be initiated at the same time as other infrastructure improvements (e.g., to a street and nearby park) to

make the area more attractive to future residents and businesses. Application of Standard Placemaking would also suggest that at least some of the project include carefully mixed uses, along with maintaining a human-scale walkable design that incorporates creative arts and cultural elements. While many of these elements have been considerations in such projects for decades, with Standard Placemaking they are deliberate and comprehensively included right from the beginning because they are outcome-oriented. They also arise out of the process of stakeholder and citizen participation, rather than from the minds of professional designers or developers. Strong collaboration contributes to a stronger definition of necessary place attributes. The result is that there is considerably more “buy-in” right from the beginning, making it much easier to move forward with implementation. Strong activity also follows from the improved sense of place. Some of that activity is business or economic activity, but much of it is social activity and social engagement. The neighborhood is stronger because of it.

STANDARD PLACEMAKING

Placemaking is the process of creating quality places where people want to live, work, play, shop, learn, and visit. For the most part, the term “Standard Placemaking” is used in this guidebook to describe an incremental way to improve the quality of a place over a long period



of time with many separate projects and/or activities. Standard Placemaking can also be used to create and implement large-scale transformative projects and activities that can convert a place in a relatively short period of time to one with a strong sense of place that serves as a magnet for people and new development. However, a quick transformation is the exception more often than the rule.

Standard Placemaking embraces a wide range of projects and activities and is pursued by the public,

nonprofit, and private sectors on an incremental or targeted basis, over a long period of time. Examples include:

- **Projects:** Downtown street and façade improvements, neighborhood-based projects, such as residential rehabs, residential infill, small-scale multiuse projects, park improvements, etc.
- **Activities:** Regularly programmed events in public places like sidewalks, streets, town squares, civic buildings, parks, waterfronts, etc.

Standard Placemaking will typically have economic development benefits, but that is generally not the principal reason for which it is used. This is in contrast to Strategic Placemaking where talent attraction for economic development is a principal reason for engagement. Like all forms of placemaking, Standard Placemaking rolls planning and implementation into the same process, so that one is not isolated from the other. That requires engaging and empowering people to participate in both the process of planning and of implementation (see Chapter 6).

The www.pps.org and <http://miplace.org> websites include dozens of examples of Standard Placemaking, and additional examples are included in Chapter 9 dedicated to Standard Placemaking.

TACTICAL PLACEMAKING

Two separate, but related, approaches are brought together to create Tactical Placemaking. The first is known as “Tactical Urbanism,” from two books (**Tactical Urbanism: Short-Term Action for Long-Term Change, Vols. 1 and 2**⁸), by the Street Plans Collaborative (www.streetplans.org). The second approach is referred to as “Lighter, Quicker, Cheaper,” a name used to describe a set of activities by the Project for Public Spaces.



8. Lydon, M., D. Bartman, R. Woudstra, and A. Khawarзад. (2011). **Tactical Urbanism: Short-Term Action for Long-Term Change, Vol. 1.** Street Plans Collaborative. Washington, DC: Island Press. Available at: http://issuu.com/streetplanscollaborative/docs/tactical_urbanism_vol.1; accessed April 24, 2015.

Lydon, M., A. Garcia, R. Preston, and R. Woudstra. (2012). **Tactical Urbanism: Short-Term Action for Long-Term Change, Vol. 2.** Street Plans Collaborative. Washington, DC: Island Press. Available at: http://issuu.com/streetplanscollaborative/docs/tactical_urbanism_vol_2_final; accessed April 24, 2015.

Tactical Urbanism

In Vol. 2 of the book of the same name by Mike Lydon, Tony Garcia, Russ Preston, and Ronald Woudstra, **Tactical Urbanism** is described as follows:

“Improving the livability of our towns and cities commonly starts at the street, block, or building scale. While larger scale efforts do have their place, incremental, small-scale improvements are increasingly seen as a way to stage more substantial investments. This approach allows a host of local actors to test new concepts before making substantial political and financial commitments. Sometimes sanctioned, sometimes not, the actions are commonly referred to as ‘guerrilla urbanism,’ ‘pop-up urbanism,’ ‘city repair,’ or ‘D.I.Y. urbanism.’”⁹

Lighter, Quicker, Cheaper

As characterized by the Project for Public Spaces:

“‘Lighter, Quicker, Cheaper’ (LQC) describes a local development strategy that has produced some of the world’s most successful public spaces—one that is lower risk and lower cost, capitalizing on the creative energy of the community to efficiently generate new uses and revenue for places in transition. It’s a phrase we borrowed from Eric Reynolds at Urban Space Management.

[The] LQC can take many forms, requiring varying degrees of time, money, and effort, and the spectrum of interventions should be seen as an iterative means to build lasting change. We often start with Amenities and Public Art, followed by Event and Intervention Projects, which lead to Light Development strategies for long-term change. By championing use over design and capital-intensive construction, LQC interventions strike a balance between providing comfortable spaces for people to enjoy, while generating the revenue necessary for maintenance and management.”¹⁰

9. See Footnote 8 for **Tactical Urbanism, Vol. 2.**

10. PPS. (2011). “Lighter, Quicker, Cheaper: Transform Your Public Spaces Now.” Sustainable Cities Collective, November 11, 2011. Project for Public Spaces, New York, NY. Available at: www.sustainablecitiescollective.com/projectpublicspaces/31346/lighter-quicker-cheaper-transform-your-public-spaces-now; accessed September 4, 2015.

So, Tactical Placemaking is the process of creating quality places that uses a deliberate, often phased approach to physical change or new activation of space that begins with a short-term commitment and realistic expectations that can start quickly (and often at low cost). It targets public spaces (right-of-ways, plazas, etc.), is low risk, with the possibility of high rewards. It can be used continuously in neighborhoods with many stakeholders. It includes a mix of small projects and short-term activities. Over a long period of time, Tactical Placemaking projects can transform an area. Positive impacts may be slow to observe, but “steady as she goes” still gets one to a destination—and often at a lower cost. Tactical Placemaking can also be used to build a constituency for more substantive or long-term Standard, Creative, or Strategic Placemaking projects or activities.

... Tactical Placemaking is the process of creating quality places that uses a deliberate, often phased approach to physical change or new activation of space that begins with a short-term commitment and realistic expectations that can start quickly (and often at low cost).

Examples of Tactical Placemaking include:

- **Projects:** Small, often short-term projects that may transform underused public spaces into exciting laboratories by leveraging local partnerships in an iterative approach, allowing an opportunity to experiment and show what is possible. Potential projects include road diets (e.g., lane striping a four-lane road into a three-lane with bicycle paths on both sides) and other Complete Streets projects; a temporary conversion of a public storage facility into a boat rental facility along a river; or the planned iterative improvement of a place where street trees are planted one year and benches are placed the next.
- **Activities:** Potential activities include chairbombing (testing public use of cheap, low-cost chairs in underutilized spaces); temporary activity spaces to try out a new idea; parking space conversions to support new activities; public gatherings to review

new design options illustrated by temporary storefront façades; self-guided historic walks; outdoor music events in town squares; or before-and-after photo renderings to illustrate the potential of removing or adding buildings in certain places.

The LQC can be staged or iterative and is, hence, experimental or permanent. The LQC is comparatively inexpensive, and often driven by grass roots organizations. It can become a catalyst for a community to organize around that cares about creating or growing a quality place. It is good for creating/attracting new activity to a place and for testing ideas. Over time, more significant investment may be needed for the LQC to be sustainable. These types of projects could be public, private, nonprofit, or combinations. The LQC's have value by presenting what is possible, but quality places need regular programmed activities, which is why testing activities or starting small and growing incrementally through LQC is a safer way to guide administrative decisions.

Case examples of Tactical Urbanism can be found in the books by the same name, and of Lighter, Quicker, Cheaper projects at www.pps.org. For more information and examples, see Chapter 10 dedicated to Tactical Placemaking.

CREATIVE PLACEMAKING

Creative Placemaking is a specialized form of Standard Placemaking. This term was created by Ann Markusen and Anne Gadwa when they wrote **Creative Placemaking** for the National Endowment for the Arts (NEA) and the Mayor's Institute on City Design (MICD) in 2010. Following is their definition:



“In Creative Placemaking, partners from public, private, nonprofit, and community sectors strategically shape the physical and social character of a neighborhood, town, city, or region around arts and cultural activities. Creative Placemaking animates public and private spaces, rejuvenates structures and streetscapes, improves local

Placemaking Assessment Tool

The Placemaking Assessment Tool is a self-help guide designed for local officials and stakeholders to use in analyzing the potential for placemaking in their community. The primary goal of the assessment tool is to help communities evaluate readiness for Strategic Placemaking. A secondary goal is to help communities decide which type of placemaking should be pursued in a particular location. The tool features a series of questions on topics, such as master plans, downtown development plans, corridor improvement plans, zoning ordinances and other codes, economic development, community development, and green development and activities.

The Placemaking Assessment Tool walks community stakeholders and local officials through several self-assessment steps to help determine:

- If there is enough of a “place” to warrant engaging in placemaking activities.
- If the community has the infrastructure in place to support placemaking.

- If the culture of the community is sufficiently accepting of the idea of placemaking to engage in it, or if building a culture that will accept placemaking needs to be one of the first steps.
- Which type of placemaking to engage in, or if a community needs to start with one type and then proceed to another.

The assessment tool also provides an extensive resource list for more information on placemaking, economic development, infrastructure planning, and other relevant topics. This tool can be used alongside the Redevelopment Ready Communities® (RRC) assessment process operated by the Michigan Economic Development Corporation. To complete the Placemaking Assessment Tool, visit: http://landpolicy.msu.edu/resources/placemaking_assessment_tool; accessed May 1, 2015.

According to authors of the book, **Creative Placemaking**, this type includes partners “from public, private, nonprofit, and community sectors [that] strategically shape the physical and social character of a neighborhood, town, city, or region around arts and cultural activities.”

business viability and public safety, and brings diverse people together to celebrate, inspire, and be inspired.”¹¹

It is often the goal of Creative Placemaking to institutionalize arts, culture, and creative thinking in all aspects of the built environment. Examples include:

- **Projects:** Development built around and inclusive of arts, cultural, and creative thinking, such as museums and orchestra halls, public art displays, transit stations with art themes, live-work structures for creative people, etc.
- **Activities:** New arts, cultural, and entertainment activities that add vitality to quality places, such as movies in the park, chalk art projects, outdoor concerts, inclusion of children’s ideas in planning projects by means of artwork, etc.

Creative Placemaking is particularly valuable in, first, inspiring, and then sustaining activity in underutilized public spaces. The creative side of humans is stimulated and positively rewarded when art is a prominent part of the landscape, or is the focus of human gatherings where music, art, fashion, entertainment, drinking, eating, and socializing are celebrated.

A wide variety of case examples of Creative Placemaking can be quickly found on the web by searching on that phrase. See also Chapter 11 dedicated to Creative Placemaking.

STRATEGIC PLACEMAKING

As indicated earlier, all properly implemented placemaking will improve the quality of a place and benefit the whole community. But, one type of placemaking, if carefully implemented, will



11. Markusen, A., and A. Gadwa. (2010). **Creative Placemaking**. Prepared for the National Endowment for the Arts and The Mayors’ Institute on City Design. Available at: <http://kresge.org/sites/default/files/NEA-Creative-placemaking.pdf>; accessed April 29, 2015.

result in job retention and creation in the near term, thereby achieving local economic development objectives. Strategic Placemaking is the name given to creating quality places that are uniquely attractive to talented workers so that they want to be there and live there, and by so doing, they create the circumstances for substantial job creation and income growth by attracting businesses that are looking for concentrations of talented workers. This adaptation of placemaking especially targets knowledge workers in the global New Economy who, because of their skills, can often live anywhere in the world, and tend to pick quality places with many amenities and other talented workers.

Strategic Placemaking embraces a comparatively narrow range of targeted projects and activities that are pursued collaboratively by the public, nonprofit, and private sectors over 5 to 15 years. Projects often tend to be larger and in far fewer locations than in Standard Placemaking. In particular, projects are in targeted centers (downtowns) and nodes along key corridors in transect locations with relatively dense urban populations. The term “Strategic Placemaking” was created by the MSU Land Policy Institute based on research into why communities that were gaining population, jobs, and income were doing so, compared to communities that were not.¹²

Strategic Placemaking is a targeted process (i.e., it is deliberate and not accidental) involving projects/activities in certain locations (defined centers, nodes, and corridors) that ideally results in:

- Quality, sustainable, human-scale, pedestrian-oriented, bicycle-friendly, safe, mixed-use, broadband-enabled, green places.
- These places have: Lots of recreation, arts and culture, multiple transportation and housing

12. Adelaja, S., Y.G. Hailu, M. Abdulla, C. McKeown, B. Calnin, M. Gibson, and K. McDonald. (2009). **Chasing the Past or Investing in Our Future: Placemaking for Prosperity in the New Economy**. Report # LPR 2009-NE-03, Land Policy Institute, Michigan State University, East Lansing, MI. Available at: www.landpolicy.msu.edu/ChasingthePastReport; accessed January 21, 2015.

Strategic Placemaking is a targeted process involving projects/ activities in certain locations that results in quality, sustainable, human-scale, pedestrian-oriented, bicycle-friendly, safe, mixed-use, broadband-enabled, green places with lots of recreation, arts and culture, multiple transportation and housing options, respect for historic buildings, public spaces, and broad civic engagement.

options, respect for historic buildings, public spaces, and broad civic engagement.

Examples include:

- **Projects:** Mixed-use developments in key centers (downtowns), at key nodes, along key corridors (especially bus rapid transit (BRT) lines). Can include rehabilitation and new construction; green pathways to parks and watercourses; entertainment facilities; and social gathering places.
- **Activities:** Frequent, often cyclical events (e.g., every quarter) targeted to talented workers, as well as other arts, cultural, entertainment, and recreational activities that add vitality to quality places and attract a wide range of users.

Examples of Strategic Placemaking projects can be found in the case studies at <http://miplace.org>. Chapter 12 presents a more substantial explanation and examples of Strategic Placemaking.

COMPARISON OF THE FOUR TYPES OF PLACEMAKING

Table 1–3 is a simple comparison of these four types of placemaking. The format for this table, the column headings, and the second row on Creative Placemaking are taken from **Creative Placemaking** by Markusen and Gadwa, prepared for the NEA, 2010. The balance of the text was prepared by the principal author of this guidebook in order to compare the four types of placemaking against this common set of considerations. Chapter 13 compares the four types of placemaking in more detail.

WHAT TYPE OF PLACEMAKING TO USE

All types of placemaking, if properly applied, can improve the quality of life and amenities available in a community. Some types are more targeted to achieve narrower ends than others, but the types are not mutually exclusive. That means one can use types separately or in combination, or in sequence to build to a better result. The LQC projects are often implemented sequentially. In an era of increasingly limited funds and volunteer time, it is perhaps most efficient to pick the placemaking approach best suited to what the user is trying to accomplish. Chapters 9–12 explain each type of placemaking in more detail, and Chapter 13 presents examples of various forms of placemaking used separately and in combination.

This guidebook lays out the value and benefit of all four types of placemaking, but principally focuses on Strategic Placemaking as there is already considerable published and easily accessible material on the other three types.

Another reason for the focus on Strategic Placemaking is because of where the Midwest and the Great Lakes states are located, in general, and Michigan, in particular, relative to the strength of their respective economies. This is a region of the nation that has barely grown in population for the last 15 years (Michigan was the only state to lose population between 2000 and 2010¹³), and the job loss was astounding—more than 860,400 jobs from 2000–2009 in Michigan alone.¹⁴ This was not simply because of the national economic downturn. It

13. Calnin, B., T. Borowy, and S. Adelaja. (2011). *Behind the Numbers: Understanding Michigan's Population Loss*. Land Policy Institute, Michigan State University, East Lansing, MI. Available at: http://landpolicy.msu.edu/resources/behind_the_numbers_understanding_michigans_population_loss; November 5, 2014.

14. Ballard, C. (2010). "Michigan's Economic Transformation." Presented to the Michigan Association of Administrators of Special Education on February 9, 2010. Available at: <http://maase.pbworks.com/f/Ballard+Handout+2-10.pdf>; accessed March 11, 2015.

Table 1-3: Comparison of the Four Types of Placemaking

The Problem	The Solution	The Payoffs
Standard Placemaking		
Communities are not effectively using public land to create vital, vibrant, and livable communities where people want to live, work, play, shop, learn, and visit.	Broad public and stakeholder engagement in revitalizing, reusing and creating public spaces using short- and long-term techniques rooted in social engagement and New Urbanist design principles.	More quality places with quality activities and a strong sense of place. More vital, vibrant, and livable public spaces, communities, and regions that residents, businesses, and visitors care deeply about.
Creative Placemaking		
American cities, suburbs, and small towns confront structural changes and residential uprooting.	Revitalization by creative initiatives that animate places and spark economic development.	Gains in livability, diversity, jobs, and income. Innovative products and services for the cultural industries.
Tactical Placemaking		
Many physical improvements are expensive and policy makers are understandably reluctant to commit resources due to uncertain risks.	Test various solutions using low-cost proxies to gauge effectiveness and public support.	The public and policy makers can see the result and degree of support for various options before committing permanent resources.
Strategic Placemaking		
Communities are not competitive in attracting and retaining talented workers necessary for economic development.	Revitalization that increases housing and transportation choices, and urban amenities to attract talented workers.	Faster gains in livability, population, diversity, jobs, income, and educational attainment, than by Standard Placemaking.

Sources: Table format and content of the Creative Placemaking row as found in **Creative Placemaking**, prepared by Ann Markusen and Anne Gadwa for the National Endowment for the Arts and the Mayor’s Institute on City Design, 2010. Balance of table content by the Land Policy Institute, Michigan State University, 2015.

PlaceMakers

PlaceMakers is a placemaking firm that offers services in planning and urban design, community engagement, implementation, and the marketing of great places. Sharing a passion to create timeless and endearing places, their work helps raise awareness of the value placemaking has in creating vibrant public spaces that focus on the human scale and encourage more active, healthy lifestyles.

While their project work has been important to advancing and implementing placemaking on the ground across North America, their blog, *PlaceShakers and Newsmakers*, has been instrumental in informing and shaping placemaking dialogue by sharing their experience, perspectives, and ideas from years of working with urban designers, architects, developers, civic and environmental groups, local officials, and community organizations. *PlaceShakers and Newsmakers* connects these diverse agendas and provides a forum to share these common interests in community design and development. The blog is updated weekly with new articles, commentary, and resources that can be referenced by topic, and encourages user comments to stimulate further discussion and education on placemaking. To learn more about the *PlaceShakers and Newsmakers*, visit: www.placemakers.com/placeshakers/; accessed March 3, 2015.

The PlaceMakers website also offers a wealth of information on placemaking, from stories in the field by experienced professionals to registration for educational webinars. For more information, visit: www.placemakers.com/.

was because manufacturing was no longer globally competitive compared to past decades. These trends are explored in more detail in Chapter 3.

What is important is that this decline in jobs, population, and decreased income levels in Michigan resulted in a sobering reevaluation of how we got to where we are, why others are doing better, and what must be done to become more globally competitive again. We learned that the new global *currency is talent*, that talented workers can live anywhere they want, and that large concentrations of them want to live in dense, urban places with lots of amenities. Michigan, the Great Lakes states and, in fact, the entire Midwest is short on dense, amenity-rich urban places—except for Chicago, IL; Minneapolis, MN; and a few smaller communities like Madison, WI; and Ann Arbor, MI. It is no wonder that our young talented workers are flocking to dense amenity-rich places.

Placemaking can help create dense, vibrant places to live in small towns and large cities, but the Midwest needs to engage in serious catch-up, not simply engage in copycat types of policy initiatives. It needs to leverage existing, unique local assets in the process of transforming places into talent attractors. The assets and solutions will not be the same from place to place. Of the four types of placemaking summarized in this chapter, only Strategic Placemaking has the potential to achieve the kinds of desired changes fast enough to make the kind of difference necessary to “get back in the game.” That is not to say that it will be fast. Decades of neglected urban areas will not be fixed overnight. But, entire cities can be changed by starting in a few areas that have dense, walkable places and transforming them to better attract and retain talent. Recovery will take commitment, cooperation, and collaboration between the public, private, and nonprofit sectors. Then, over time, the private sector can rebuild our cities as demand for new housing and businesses is fueled by population and job growth once again.

Figure 1–8 shows an example of all four types of placemaking applied to a concept for redevelopment of a typical suburban-style strip mall opposite a transformed golf course. Such a place is attractive to most people and, depending on the amenities, especially to young, talented Millennial workers

and empty-nester Baby Boomers, the two largest generations living in America. It should be apparent from this example that the lines between different types of placemaking can blur. What is important is the wide range of efforts underway to create an extraordinary place out of a place with little character or interest, and no unique sense of place.

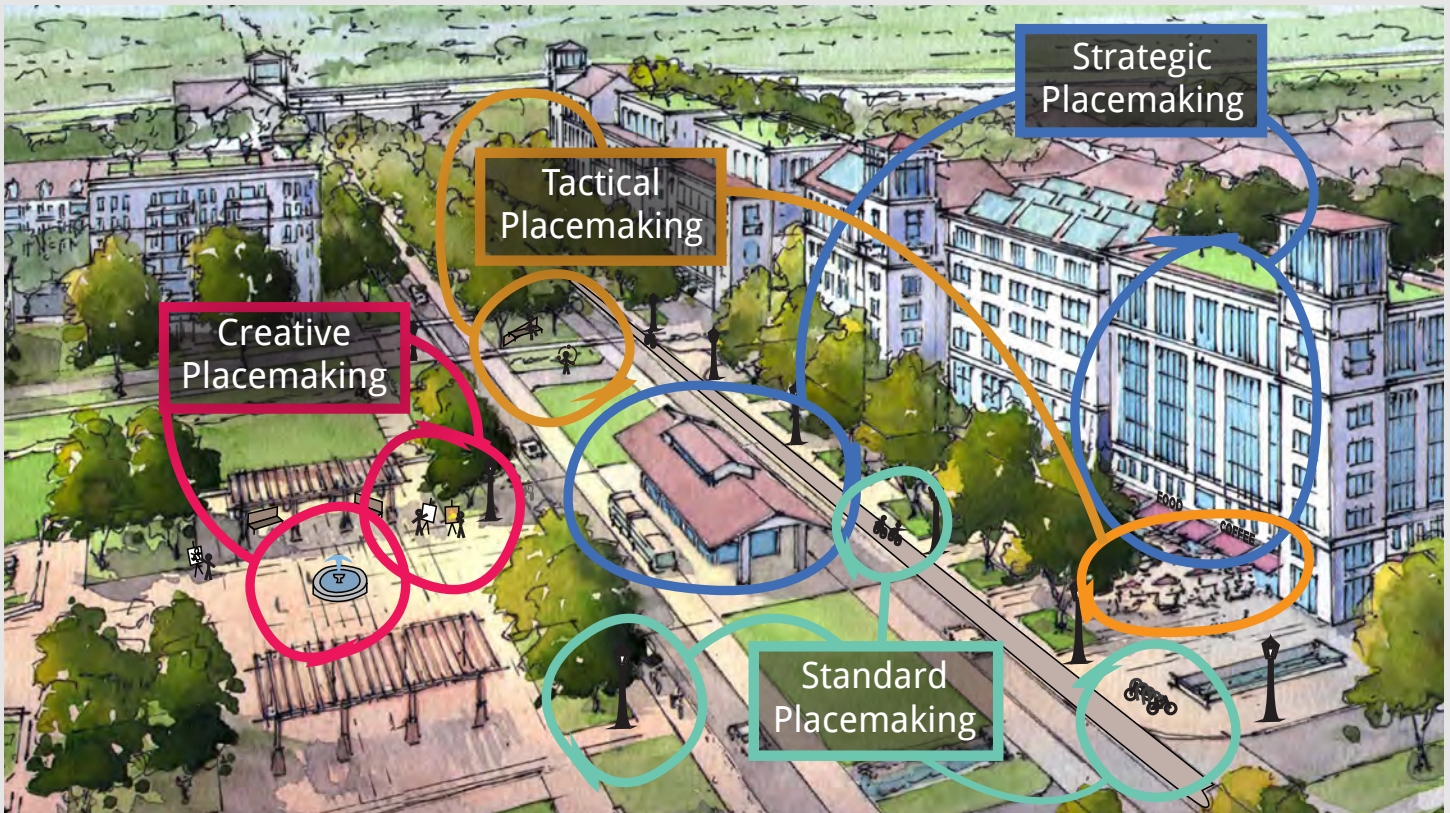
Because of limited resources, targeting the downtown and a few nodes on key corridors is at the heart of Strategic Placemaking in Michigan. That does not sit well with those that want resources uniformly distributed. However, the alternative is to continue the policies in place since the 1950s, where scarce public resources were scattered across the landscape and little lasting positive change occurred anywhere. Success in targeted areas will provide a nucleus for redevelopment of abutting land, and stimulate demand in other important nodes and corridors. Density must increase in these places, in new mixed-use development with good urban form. The necessary elements of this form will be presented in detail in Part Two. They include buildings without setbacks next to broad sidewalks, and with a building-height-to-street-width ratio that presents a comfortable, human-scale frame for efficient and memorable social interaction and commerce.

Placemaking is proposed to supplement existing economic development policies and practices—not to replace them. There are many communities with experienced industrial workers who have no job prospects. Traditional economic development efforts must continue to help attract jobs suited to the skill sets of unemployed and underemployed workers. However, in the densest urban places—in order for Strategic Placemaking to be successful—a large amount of economic development resources will need to be directed to improving the quality of targeted urban places in order to attract and retain the talent necessary to be competitive in the global New Economy.

Placemaking is proposed to supplement existing economic development policies and practices—not to replace them.

For those uncomfortable with government investment as an economic development tool,

Figure 1-8: Application of the Four Types of Placemaking



Source: Base illustration by Dover, Kohl & Partners, 2014. Found in: **The Capitol Corridor: A Regional Vision for Michigan Avenue/Grand River Avenue**. NCI and Dover, Kohl & Partners. (2014). Prepared for the Tri-County Regional Planning Commission and the Mid-Michigan Program for Greater Sustainability, Lansing, MI. Available at: http://migrand-charrette.com/wp-content/uploads/2014/01/Capitol_Corridor_Draft_Summary_Report_Jan2014.pdf; accessed May 13, 2015. Figure by the Land Policy Institute, Michigan State University, 2014.

This design was the product of a week-long charrette conducted in October 2013, which focused on a portion of the Frandor Shopping Center on the Grand River Ave./Michigan Ave. Corridor in the Greater Lansing Region in Michigan. It capitalizes on a proposed Bus-Rapid Transit line by transforming the area into a higher density, mixed-use, multi-modal, green development.

- **Standard Placemaking:** The daylighting of major drains permit new opportunities for recreation along green and blue infrastructure. The bike lanes and racks, and street furniture make the place comfortable and easy to get to and from.
- **Tactical Placemaking:** The new plaza provides ample space to try a wide variety of intermittent social gatherings, such as for street performers and artists, occasional music ensembles, chess tournaments, and even a beach volleyball tournament with temporary sand trucked in.
- **Creative Placemaking:** Artists in the park, and creative fountain design improve the attractiveness of the place. The new transit stop provides a unique opportunity for creative design that makes the stop stand out and be remembered.
- **Strategic Placemaking:** Conversion of big box uses to mixed-use, mid-rise development on the region's major corridor and transit line is a bold move. Especially with a wide range of new mixed-income housing targeted to talented workers in a variety of configurations for short-term, medium-term, and permanent occupancy.

Further examples of the potential transformation of this shopping center are found in Chapter 12 on page 12–24.

please understand that huge demographic shifts are driving the trends that are fueling the need to improve and maintain quality places in our cities and small towns. Baby Boomers are no longer the largest demographic group in America. That honor now goes to the Millennials, and the Boomers will continue to get smaller and less significant over time. What Millennials want, in terms of housing and transportation options, is not what most Boomers wanted in their younger years. Millennials want high-quality urban environments, as do many Boomers who want to retire to these places as well. The failure to respond to this changing market demand will mean continued and eventually accelerated loss of the talented workers most needed to be globally competitive. See Chapter 2 for details.

FINANCING FOR PLACEMAKING

Like all physical improvements to a place, financing placemaking improvements costs money. The amounts will vary dramatically depending on the desired outcome, the area affected, and the time over which the improvements are phased. Improvements may be funded completely by private, public, or nonprofit sources, or costs may be shared in a wide variety of ways.

There is both an art and a science to financing placemaking improvements that is largely left to casebooks and other authors to explain. Some professional planners, economic developers, downtown development directors, and developers enjoy careers largely measured by their success or failure at arranging financing for placemaking and related projects. For the purposes of readers of this guidebook, most placemaking is financed by partnerships between the parties with a direct stake in the outcome.

The most popular element of the www.miplace.org website is the extensive financial and technical resources that are listed there. Each resource describes a state or federal program that may be a source of funds or other assistance that could support placemaking projects or activities. However, never underestimate the power of financing placemaking improvements by parties who stand to benefit from the improvements or other placemaking activities. This is most feasible when all the parties affected have been deeply involved in the creation of a common vision of the future for the area, such as PlacePlans or another subarea plan, corridor plan, or master plan. Chapters 6 and 7 describe the processes used to create effective plans.

MIplace™ Toolkit

The MIplace™ Partnership Initiative website features a key resource for any community interested in learning more about how to initiate placemaking efforts in their own downtowns and main streets. The MIplace™ Toolkit, located in the “Resources” submenu at www.miplace.org, compiles and regularly updates all state programs, funding mechanisms, grant opportunities, and other incentives that are currently available for potential use by communities pursuing funding for placemaking projects. Each listing includes details on the *Tool/Program* (funding mechanism/initiative), *Lead* (primary agency/organization involved), *Project Type* (campuses/civic centers/parks/transportation, etc.), *Tool Type* (grant/loan/service/technical assistance, etc.), *Area* (downtown/neighborhood/rural/suburban), along with a general description of the resource. Communities can browse the various opportunities listed in the Toolkit database by using these parameters or other keyword searches. Entries for each resource listed in the Toolkit contain a link to the corresponding sponsor agency’s website that gives users further information and details on the funding opportunity. State agency field staff are also available as technical assistance resources to communities who desire to engage in Strategic Placemaking.

The MIplace™ Toolkit provides a hub of information gathered in one place that communities can refer to when seeking resources for placemaking initiatives. For further information, visit: www.miplace.org/resources/funding; accessed March 3, 2015.

REMAINING CHAPTERS

The remainder of Part One has two chapters. Key demographic trends are discussed in detail in Chapter 2. Chapter 3 provides even more support for placemaking as an economic development tool by summarizing considerable research that supports various aspects of placemaking.

Part Two has two chapters on the importance of good urban form. Chapter 4 addresses the basic elements of urban form and Chapter 5 tackles neighborhood structure. These are two topics that are addressed in much more detail in other published works, but this summary provides the necessary overview to give the reader a greater appreciation of the role of good form in effective placemaking.

Part Three includes three chapters on the mechanics of placemaking. Chapter 6 reviews a variety of public engagement techniques and gives direction on where they are best employed. Considerable emphasis is placed on charrettes as a tool to gain broad stakeholder support for placemaking projects. Chapter 7 explains how to move from planning to action, and Chapter 8 addresses the role that effective form-based codes can play in both stimulating and assisting the private sector to build new mixed-use urban development, while satisfying the concerns of neighbors in far more efficient review processes than have traditionally been used.

Part Four has five chapters (9–13) that are targeted to placemaking practitioners. The first four chapters provide more detail on the four types of placemaking, and the last focuses on the differences between them. There is a special focus on the application of each type of placemaking to address certain challenges and opportunities and how they can be used sequentially, or in parallel, to achieve various objectives.

Chapter 13 also briefly addresses some of the many barriers to and unintended consequences of effective placemaking. Entire books are written on some of these topics, so at best this section is an overview intended to alert the reader to these important issues, even if each issue is not covered as thoroughly in this guidebook.

A glossary and an extensive list of resources, including website links, is provided in the

Appendices found at the end of this guidebook. There is a wealth of information included in these materials for the practitioner with the time and patience to further investigate.

CONCLUDING OBSERVATIONS

Why is placemaking important? In general, some benefits are cited in the sidebar on page 1–36. Some were noted repeatedly, while others were only alluded to in the previous pages, and all will be expanded upon in later chapters. This list does not include the specific benefits of each of the four types of placemaking.

Perhaps the two most important benefits of placemaking are:

1. The creation of higher quality places that will benefit everyone in a neighborhood or, depending on the project, the community as a whole; and
2. Because when used strategically, placemaking can be an effective economic development tool to attract and retain talent, and make the community and region more competitive in the global New Economy.

The transformation of legacy cities that have suffered from disinvestment for decades into vibrant cities that are competitive for the best talent in the world cannot happen overnight, but it will not happen at all if deliberate steps are not taken soon. That said, placemaking is not a panacea. There is no single solution.

Traditional economic, community, and infrastructure development services must still be provided and places improved where they are below contemporary standards. Other measures, especially those centered on broader population attraction strategies (such as attracting immigrants, in general, and those with EB-2 (employment-based) and EB-5 (investment-based) visas, in particular), as well as a host of entrepreneurship initiatives, business diversification, and redevelopment readiness initiatives are also necessary. Placemaking can be the framework within which many traditional and contemporary best practices are provided.

Placemaking is not a panacea.

Some Benefits of Effective Placemaking

- Improve the quality of places downtown, in neighborhoods, and throughout the community, and, in the process, improve overall quality of life.
- Preserve, restore, and improve historic urban form.
- Improve design and use of the public realm.
- Provide a wider range of housing, transportation, entertainment, recreation, and related options to existing and new residents (and visitors too) in communities.
- By improving quality of key centers, nodes, and corridors, economic competitiveness will be improved, because of better ability to attract and retain talent.
- Create a growing tax base and tax revenues to support needed urban services, while improving return on investment for developers and new businesses.
- Modernize development review and approval processes through charrettes and form-based codes.
- Empower citizens and key stakeholders to engage in creating a shared plan for placemaking, and then involve them in implementation of those plans.
- Improve ability to move more quickly from project planning to action.
- Identify regionally significant locations for targeted Strategic Placemaking and include them in regional economic development plans as priorities for new investment.
- Improve ability of local governments to communicate investment priority areas and projects to state and federal agencies and seek targeted support.
- Activate underutilized public spaces.

Key Messages in this Chapter

1. Business needs talent, talent wants quality places, and quality places need business.
2. Place matters and quality places matter most!
3. Quality places feature three critical dimensions: Good form, good activity, and good land use or function.
4. The most important element is people and activity in and around downtowns, and at key nodes.
5. Talented workers can often live anywhere they want. They are increasingly selecting cities to live in based on the quality of places, and not solely on available jobs.
6. Huge demographic shifts are driving these trends, as Millennials are now the largest demographic group, and many are choosing urban living in places with good transit. Many retiring Baby Boomers are choosing these locations, too, for easy access to amenities.
7. Placemaking is a process that can help improve quality of life in *all* communities. It does so by creating quality places where people want to live, work, play, shop, learn, and visit.
8. Most communities have already had some experience and success with placemaking—even if it wasn't called that.
9. All forms of successful placemaking depend on broad stakeholder engagement in the design of projects and activities.
10. The public should be at the helm of developing quality places in their community, with their ideas and vision for their community incorporated into the proper plan, report, or document that helps guide implementation/development by the private sector.
11. Small towns, and mid- to large-sized cities will see the greatest economic benefits from placemaking.
12. The transect is an effective way of describing the location of different natural and built forms.
13. Increasing population density in and near downtowns is essential to improving vitality, and business and entertainment services.
14. There are four different types of placemaking. Each is suited to accomplish different types of objectives and it is important to match the right type to the desired objective.
15. Most placemaking is of the “Standard” variety, with three specialized types designed to achieve narrower objectives.
16. Tactical Placemaking may involve elements of either Tactical Urbanism or “Lighter, Quicker, Cheaper.”
17. Creative Placemaking attempts to build sense of place through arts and cultural activities.
18. Strategic Placemaking focuses on talent attraction for the purposes of economic development.
19. Targeting (centers and key nodes along designated corridors) is at the heart of Strategic Placemaking.
20. Different types of placemaking can be used in combination or in sequence.
21. Placemaking is not a single new tool. It is a set of best practices for improving the effectiveness and outcomes long targeted by community and economic development professionals.



Chapter 1 Case Example: Campus Martius

Campus Martius, the celebrated public square located in Detroit's Central Business District, is a masterful example of placemaking in Michigan, which features dimensions of all four types of placemaking in action. This redesigned and expanded public space is the epitome of placemaking as a community and economic development tool, and showcases the inherent powers these efforts have in activating urban spaces in ways that attracts more people and activities to a downtown. The design of Campus Martius focuses on maximizing the number of activities and types of options available to patrons, while providing flexibility for seasonal uses and accommodating a variety of functions.

As part of the City of Detroit's 300th birthday in 1999, Campus Martius was identified as a possible site for a new public park that could help revitalize downtown. This central space is roughly 2.5 acres and was formed by rerouting traffic and using formerly paved areas for civic uses. The Michigan Department of Transportation paid for most of the transportation work. The land is owned by the City, but the nonprofit organization Detroit 300 Conservancy helped fund the park reconstruction along with contributions from private entities, such as Compuware and Ford Motor Company, with the remaining balance paid for by the City. The Detroit 300 Conservancy manages Campus Martius Park and is responsible for its maintenance, operation, and programming under the auspices of the Downtown Detroit Partnership.



Campus Martius in Detroit, MI, features water fountains, historic monuments, and outdoor dining/seating, among other inviting amenities. Photo by the Michigan Municipal League/www.mml.org.

Standard Placemaking focuses on improving the quality of a place through a series of incremental projects and activities that create a stronger sense of place and a hub of activity for the community. Campus Martius' location serves the goal in drawing hundreds of thousands of residents, workers, and visitors to the heart of downtown each year. While public-private partnerships have made Campus Martius Park possible, greater economic opportunities for downtown emerge as more companies invest in the area and people seek to work and live downtown. This has led to increased demand for real estate, along with enhanced property values and revenues for surrounding



Campus Martius' bandshell provides opportunities for theatrical and musical performances in Detroit, MI. Photo by the MSU Land Policy Institute.



The Beach and One Campus Martius building at Campus Martius in Detroit, MI.
 Photo by the Michigan Municipal League/www.mml.org.

businesses, as the park continues to encourage further investment in downtown Detroit. A 2007 case study by the Project for Public Spaces analyzed the impacts of Campus Martius on the Central Business District, and noted that more than 2.3 million square feet of new or renovated space has opened or was under construction in the lots fronting the park. More than \$450 million has been spent on new development downtown.

Creative Placemaking is illustrated through the various arts and culture events and musical programs featured regularly at Campus Martius Park, including daily lunchtime performances, weekend concerts, and evening film festivals. The principles of Tactical Placemaking are on display regularly within the park through Lighter, Quicker, Cheaper efforts, such as the Beach at Campus Martius, a now “permanent” seasonal beach complete with plentiful seating and umbrellas, play areas for children, a beach bar, and custom decks. Campus Martius is a popular attraction that has infused the Central Business District with more energy and activity through its unique use of public space in the heart of downtown. Winter ice skating is another seasonal activity that draws people downtown (see photo on Chapter cover).

It is a mecca for talented workers over their lunch hour and for many who have moved nearby. This is the hallmark of Strategic Placemaking.

While not every city has the opportunity to create a placemaking project as momentous as Campus Martius, many have the potential for an ideal placemaking project that helps jump-start revitalization in those communities. These opportunities primarily start in downtowns, or at key nodes on main streets.



People enjoying the Beach at Campus Martius in Detroit, MI. Photo by the Downtown Detroit Partnership.

Chapter 2:

Demographics Driving Contemporary Placemaking and Economic Development



New "Midtown" mixed-use building near the Lansing/East Lansing border adjacent to the Frandor Shopping Center. Photo by the MSU Land Policy Institute.

INTRODUCTION

This chapter provides one of the main reasons why there is a great and expanding interest in placemaking. It explains how slow demographic changes since the 1960s and more recent dramatic generational changes are combining to alter the context for future urban, suburban, and rural growth. The trends discussed in this chapter look ahead about 30 years. The demographic changes presented are well under way, but not well-understood. *As a result, it is often hard for local officials, and the general public, to look beyond current conditions and the recent past. It is also natural to assume that the future will bring more of the same.* Perhaps the information in this chapter will challenge attitudes and change practices. Whether change occurs proactively, or after the strength of these demographic trends pressures some communities to respond to rapid growth in new housing markets, while other established real estate markets falter or collapse, remains to be seen. What is clear is that communities that understand these demographic and housing market shifts will quickly see the value of embracing these new markets and supporting them by instituting new placemaking actions in order to be more attractive to a wide range of talented workers and, hence, to be more globally competitive. Those that do not may be left further behind in the race for the brightest and the best talent, and the highest quality communities.

The chapter opens with information on how poorly Michigan cities (and other Midwest cities) rank on “urban vitality,” and why it is important that they rank much higher related to talent attraction and retention. It then shifts to big-picture demographic trends in marriage, housing occupancy, and newer trends in driving. Next, generational differences are examined, in terms of both behavior and opinion. Population attraction strategies are discussed, including attracting immigrants as a part of that strategy. These demographic and housing market shifts are then examined for their significance relative to placemaking.

According to Michigan Governor Rick Snyder:

“Neighborhoods, cities, and regions are awakening to the importance of ‘place’ in economic development. They are planning for a future that recognizes the critical importance of quality of life to attracting talent, entrepreneurship, and encouraging local businesses. Competing for success in

a global marketplace means creating places where workers, entrepreneurs, and businesses want to locate, invest, and expand. . . A community without place amenities will have a difficult time attracting and retaining talented workers and entrepreneurs, or being attractive to business.”¹

TALENTED WORKERS WANT QUALITY PLACES

As observed above, attracting and retaining talented workers is critical to success in the global New Economy. However, because talented workers (aka knowledge workers, creatives, creative workers, and skilled craft workers, among other terms) are mobile, in order to attract and retain them, a locality, region, and state must have many quality places where talented workers want to live, work, play, shop, learn, and visit. Unfortunately, there are few places in Michigan that rank high on urban vitality, making it difficult to attract and retain new talent. Many Midwestern states are in the same position. This circumstance exists despite the fact that there are many opportunities to more effectively leverage assets. These assets include: colleges and universities, excellent medical facilities, clean and abundant surface and drinking water, recreational opportunities, and growing numbers of commercial places (brewpubs, coffee houses, etc.) that provide foundational elements for future placemaking efforts.

Michigan could rank much better, and placemaking can help. The first step to reform is to understand the problem. So how bad is it? According to rankings assembled by Public Sector Consultants (PSC) for Business Leaders of Michigan in 2012–14, Michigan cities, generally, rank low on most “best cities to work, live, or grow a business” lists. While PSC notes that “low rankings reflect a combination of fact- and perception-based issues that detract from Michigan’s image,” they also reflect low scores on many objective criteria.² While the criteria can be disputed, consistently low rankings, at a minimum, create a perception that is hard to overcome. When that is added to the physical form and activity differences between Detroit

1. Snyder, R. (2011). “A Special Message from Governor Rick Snyder: Community Development and Local Government Reforms.” Sent to the Michigan Legislature on March 21, 2011. Executive Office, State of Michigan, Lansing. Available at: www.michigan.gov/documents/snyder/2011Special_Message-1_348148_7.pdf; accessed February 25, 2015.
2. Business Leaders for Michigan. (2012). “2012 Michigan Turnaround Plan: Laying the Foundation to Build a New Michigan.” Detroit, MI. Available at: www.businessleadersformichigan.com/storage/documents/michigan-turnaround-plan/MTP_Booklet.pdf; accessed January 22, 2015.



Millennials at the 2012 ArtPrize® in Grand Rapids, MI. Photo by the Michigan Municipal League/www.mml.org.

and Cleveland, OH (low-ranked cities), compared to Boston, MA; San Francisco, CA; Austin, TX; or Minneapolis, MN (high-ranked cities), the significance of the difference becomes greater.

Following are a sampling of Michigan's ranked cities on each of the following attributes, along with the source (the lower the number the better the ranking):

- **Bloomberg Business Report** (2011) America's Top 50 Best Cities: None in Michigan;³
- **Forbes** (2009) Best Cities for Singles: Detroit (34);⁴
- **Forbes** (2014) Best Places for Business and Careers: Grand Rapids (39), Ann Arbor (61), and Detroit (174);⁵
- **Parenting** (2010) Best Cities for Families: Ann Arbor (4), Grand Rapids (95), and Detroit (101),⁶ and
- **Sperling's Best Places** (2005) Cities Ranked and Rated: Ann Arbor (6).⁷

3. Wong, V., and J. Stonington. (2011). "America's 50 Best Cities." *Bloomberg Business Report*, September 23, 2011. Available at: <http://images.businessweek.com/slideshows/20110920/america-s-50-best-cities>; accessed January 22, 2015.

4. Sherman, L. (2009). "Best Cities for Singles." *Forbes*, July 27, 2009. Available at: www.forbes.com/2009/07/27/best-cities-singles-lifestyle-singles-methodology.html; accessed January 22, 2015.

5. Badenhausen, K. (2014). "The Best Places for Business and Careers." *Forbes*, July 23, 2014. Available at: www.forbes.com/best-places-for-business/; accessed January 22, 2015.

6. *Parenting Magazine*. (2010). "Best Cities for Families 2010." *Parenting Magazine*, 2010. Available at: www.parenting.com/article/best-cities-for-families-2010-all-cities; accessed January 22, 2015.

7. Sperling's Best Places. (2005). "Best Places to Live." Available at: www.bestplaces.net/docs/studies/bestplaces05_list.aspx; accessed January 22, 2015.

The Milken Institute's Best-Performing Cities index shows where jobs are being created and sustained in metros across the U.S. The index includes measures of job, wage, and technology performance to rank the nation's 200 largest metropolitan areas and 179 smaller metros.⁸ Unlike other "best places" rankings, it does not use quality-of-life metrics, such as commute times or housing costs. In the Institute's index, employment growth is weighted most heavily due to its critical importance to community vitality. For many years, the Milken Index ranked Michigan's major metro areas in the bottom 10 of the 200 largest metro areas in the nation. This is an objective measure of the lack of competitiveness of Michigan's metro areas for talented workers. However, in each of the last three years, Grand Rapids has climbed dramatically. It is now ranked 25th!⁹ It is also a city that has invested mightily in the urban core over the last two decades, and it is rapidly attracting talented workers to a city that is becoming more active and vibrant.

It is not just urban places that have to be attractive places to live. Not everyone wants an urban living environment. Suburbs and rural areas must also have a high quality of life. Michigan, like most of the Midwest, remains competitive when it comes to attracting families to live in the suburbs, and in small rural towns within commuting distance of a regional center. This is largely because better schools are often located there, and the area is perceived as a safe place to invest in a home. Rural areas have an abundance of open space, natural and man-made beauty, and often offer a slower pace of life. This makes them attractive to some young families, and small towns remain very attractive to retirees. But, interesting rural scenery and a slower pace is not enough for many people—especially young single people and some retiring Baby Boomers who want an active urban environment and no lawn care or home maintenance responsibilities. They want a wide range of nearby restaurants; shops; cultural, sports, and entertainment venues; and high-speed communication access. They want broader choices in housing and transportation.

In 2011, for the first time in more than nine decades, the major cities of the nation's largest metropolitan areas

8. Milken Institute. (2015). "Home Page." Best-Performing Cities website, Milken Institute, Santa Monica, CA. Available at: <http://best-cities.org/>.

9. Milken Institute. (2015). "U.S. Interactive Map." Best-Performing Cities website, Milken Institute, Santa Monica, CA. Available at: www.best-cities.org/best-performing-cities-2014-map.html; accessed August 24, 2015.

Michigan State Housing Development Authority

The Michigan State Housing and Development Authority (MSHDA) seeks to enhance the State's economic and social health through housing and community development activities. The MSHDA invests in people and places in order to build a strong and vibrant Michigan, and serves as a strong advocate for placemaking in reaching these goals. The MSHDA partners with other local and State organizations to implement policies and initiatives that aim to create more active, engaging spaces in cities and towns throughout the state that promote further community and economic development.

Place-related programs and units within MSHDA include the State Historic Preservation Office, the Michigan Main Street Center, and the MiNeighborhood Program. The MSHDA is the State agency that is the driving force behind the MIplace™ Partnership Initiative, and it plays a key role in coordinating placemaking trainings for other State agencies, private sector firms, and elected officials, while continuing to invest significant resources in advancing placemaking throughout Michigan. For more information, visit: www.michigan.gov/mshda; accessed March 23, 2015.

grew faster than their combined suburbs. The Brookings Institution reports that “at least some of the cities may be seeing a population renaissance based on efforts to attract and retain young people, families, and professionals.”¹⁰ This trend bodes well for revitalizing old urban cities and small towns by those that are prepared to seize new opportunities. But, that requires being aware of the demographic shifts driving those opportunities.

BIG PICTURE DEMOGRAPHIC SHIFTS

While the demographic profile of the U.S. is in constant change, there are several overarching trends that tell much of the story about how people and households are changing. These major trends have huge implications for how residents interact with their communities and the experiences they seek.

The (K.S.) Pew Research Center reported that marriages hit a record low in 2011, from 72% in 1960 to 51%. The age of those experiencing first marriages climbed to a record high of 26.5 years for brides and 28.7 years for grooms. The marriage rate for those age 18 to 29 has fallen from 59% in 1960 to 20% in 2011.¹¹

In 2011, the U.S. birth rate fell to the lowest level ever recorded at 64/1,000 women from age 15 to 44

10. Frey, W.H. (2012). “Demographic Reversal: Cities Thrive, Suburbs Sputter.” The Brookings Institution, June 29, 2012. Washington, DC. Available at: www.brookings.edu/research/opinions/2012/06/29-cities-suburbs-frey; accessed February 24, 2015.

11. Cohn, D., J.S. Passel, W. Wang, and G. Livingston. (2011). “Barely Half of U.S. Adults are Married – A Record Low.” Pew Research Center, December 14, 2011. Washington, DC. Available at: www.pewsocialtrends.org/2011/12/14/barely-half-of-u-s-adults-are-married-a-record-low/; accessed February 25, 2015.

(was 120/1,000 during the peak in 1960). This is an 8% decline since 2007. For foreign-born women, it fell even more to 14%. Michigan has the 8th lowest birthrate in the U.S.¹²

Average household size has been on a steady decline since the early 1900s, as evidenced in Figure 2-1. In 2012, the United States had approximately 115 million households.¹³ In 2010, a little less than one-third of Michigan's households (HH) had children, see Table 2-1. The state's household statistics parallel national data. This has been a slow, but steady and profound demographic shift. It is also contrary to public perception. Most people think that the majority households in America have married couples with children. That has not been the case for many decades. In fact, most households have only one or two people residing in them. See Table 2-2.

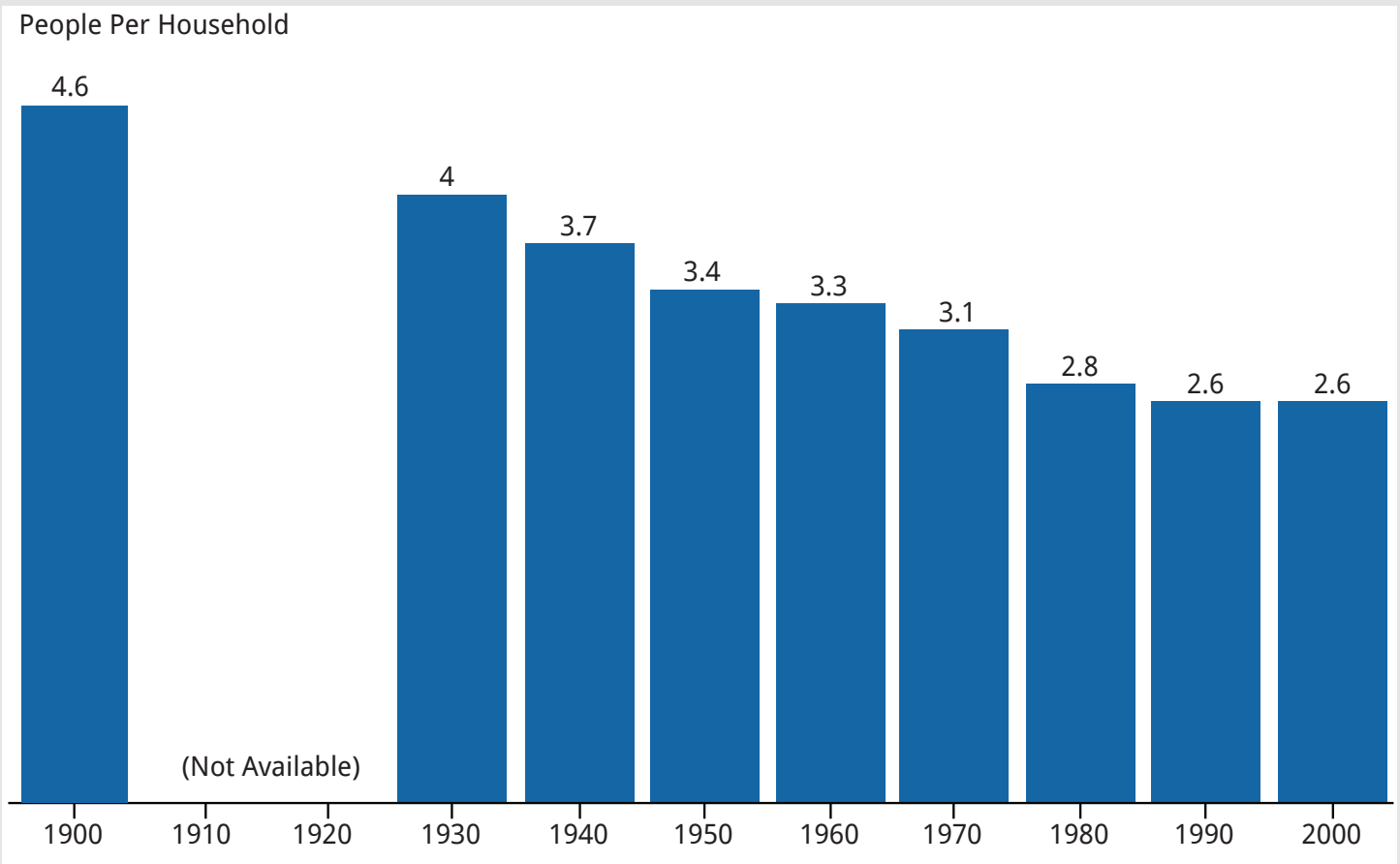
Since the end of WWII, we have built places based on the assumption that 50% of households (HH) have children, but that trend is long gone! Today, 70% of households have no children. In 2040, 74% of households are projected to have no children.¹⁴ Traditional, single breadwinner

12. Livingston, G., and D. Cohn. (2012). “U.S. Birth Rate Falls to a Record Low; Decline is Greatest among Immigrants.” Pew Research Center, November 29, 2012. Washington, DC. Available at: www.pewsocialtrends.org/2012/11/29/u-s-birth-rate-falls-to-a-record-low-decline-is-greatest-among-immigrants/; accessed January 22, 2015.

13. Vespa, J., J.M. Lewis, and R.M. Kreider. (2013). *America's Families and Living Arrangements: 2012*. U.S. Census Bureau, Washington, DC. Available at: www.census.gov/prod/2013pubs/p20-570.pdf; accessed January 23, 2015.

14. Nelson, A.C. (2014). “Metropolitan Michigan Trends, Preferences & Opportunities 2010–2040.” Prepared for the 2014 Spring Institute of the Michigan Association of Planning, Lansing, MI. Available at: www.planningmi.org/downloads/nelson_michigan_apa_32714.pdf; accessed September 22, 2015.

Figure 2-1: Average Household Size, 1900 and 1930-2000



Source: Hobbs, F., and N. Stoops. (2002). *Demographic Trends in the 20th Century*. Census 2000 Special Reports, Series CENSR-4, U.S. Census Bureau, U.S. Department of Commerce, Washington, DC. Available at: www.census.gov/prod/2002pubs/censr-4.pdf; accessed February 24, 2015. Figure remade with permission, by the Land Policy Institute, Michigan State University.

Table 2-1: Comparison of Households (HH) in U.S. and Michigan, 1960-2040

Household Type	1960	2000	2010	2040
U.S.				
HH with Children	48%	36%	30%	27%
HH without Children	52%	64%	70%	73%
Single HH	13%	26%	27%	31%
Michigan				
HH with Children	49%	36%	29%	26%
HH without Children	51%	64%	71%	74%
Single HH	12%	26%	28%	33%

Sources: Data were rounded to the nearest whole percent; 1960, 2000, and 2010 numbers are from www.census.gov/; 2040 numbers are calculations based on estimates from Nelson, A.C. (2014). "Metropolitan Michigan Trends, Preferences & Opportunities 2010-2040." Prepared for the 2014 Spring Institute of the Michigan Association of Planning, Lansing, MI. Available at: www.planningmi.org/downloads/nelson_michigan_apa_32714.pdf; accessed September 22, 2015. Table by the Land Policy Institute, Michigan State University, 2015.

Table 2–2: U.S. Households by Size and Number of Related Children, 2012

Size of Household		Number of Related Children Under 18	
1 Person	31,886,794	No Related Children	77,844,222
2 People	38,635,170	With Related Children	37,147,503
3 People	18,044,529	1 Child	15,902,634
4 People	15,030,350	2 Children	13,414,048
5 People	6,940,508	3 Children	5,430,075
6 People	2,704,873	4 Children or More Children	2,400,746
7 People or More	1,749,501		
Average Size	2.64		

This report uses data from the Annual Social and Economic Supplement (ASEC) to the Current Population Survey (CPS) and the American Community Survey (ACS) of the U.S. Census. It capitalizes on the strengths of both data sets, using CPS detailed information about family structure and characteristics over time, along with ACS.

Source: Vespa, J., J.M. Lewis, and R.M. Kreider. (2013). *America's Families and Living Arrangements: 2012*. U.S. Census Bureau, Washington, DC. Available at: www.census.gov/prod/2013pubs/p20-570.pdf; accessed January 23, 2015. Table remade with permission, by the Land Policy Institute, Michigan State University.

families are less than 22% of all households.¹⁵ The national trend to one-person households is depicted in Figures 2–2 and 2–3. *Note: Figure 2–2 refers to married couples with and without children, whereas Table 2–1 depicts households with or without children (and without regard to the marital status of parents).*

The trend to smaller household size is fueled not only by young singles, but the aging Baby Boomer population as well. In 2012, about 32 million Americans lived by themselves; this was 28% of our 115 million households. About 10% were people age 65 and over.¹⁶

Many Boomers will start a “2nd career” after retirement. Many want a new type of retirement; they want to be closer to young people, and want to enjoy city life. This requires more and different housing types than generally exist in Midwestern cities. It means far more apartments and condos (both rental and owned) and far fewer detached single-family homes. *Since Millennials now comprise the largest generation in America, the sheer number of people involved will result in a demand for new, dense urban dwellings and, conversely, a potential glut of large single-family homes in the suburbs.*

Schools will be less significant in most communities, except for suburbs with good school systems and a growing number of residents. However, good schools will not be less significant to parents with children,

15. Cohen, P. (2014). “Family Diversity is the New Normal for America’s Children.” Prepared for the Council on Contemporary Families. Available at: <https://familyinequality.files.wordpress.com/2014/09/family-diversity-new-normal.pdf>; accessed September 22, 2015.

16. See Footnote 13.

there will just be less parents with children seeking housing in districts with good schools compared to the heyday of the Baby Boomers. This will dramatically reduce the demand for and number of schools in some areas, and increase the competition among schools for tax dollars in others.

THE GROWING URBAN DEMAND BY GENERATION

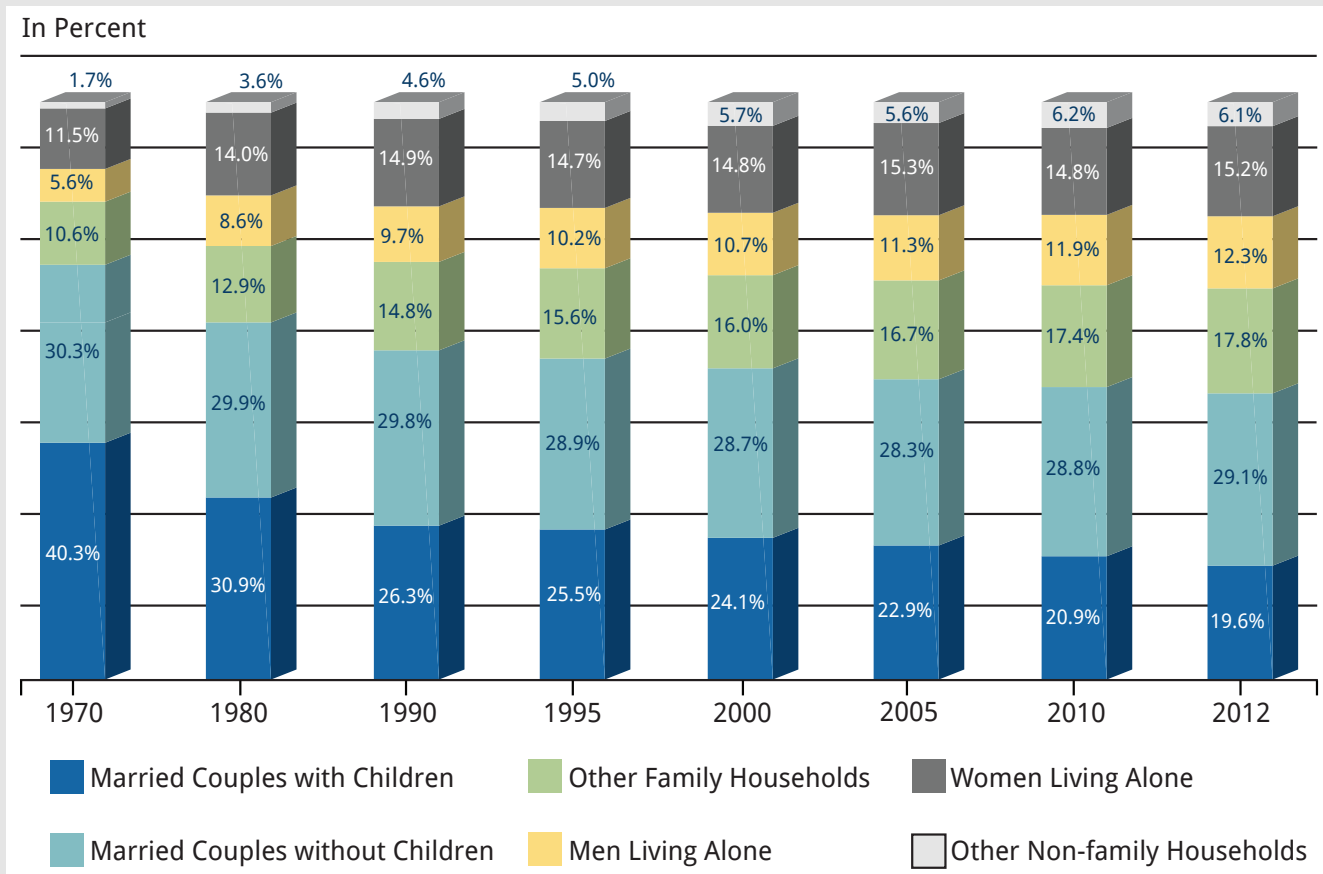
National research and survey data continue to show increasing demand for downtown large and small city neighborhood living by three of the six U.S. generations (see sidebar on the next page): The Millennials, Baby Boomers, and the Silent Generation.¹⁷

This changing market demand is hugely significant, because of the number of people involved. Figure 2–4 shows the distribution of these generations in the last census in 2010. Figure 2–5 illustrates how these generations will change in size over the next 30 years.

The Millennial generation was the largest generation in the U.S. in 2010, and by 2012 it was the largest in Michigan as well. Millennials have never known a world without computers. They will be the biggest trend-setting generation for the next 40 years. Combined with the Boomers (who have been the biggest trend setters for the last 40 years), these two generations (of the six) dominate with 54% of the entire population. *When their consumer demands shift, especially when they shift*

17. Hobbs, F., and N. Stoops. (2002). *Demographic Trends in the 20th Century*. Census 2000 Special Reports, Series CENSR-4, U.S. Census Bureau, U.S. Department of Commerce, Washington, DC. Available at: www.census.gov/prod/2002pubs/censr-4.pdf; accessed February 24, 2015.

Figure 2–2: Households by Type, 1970–2012



Source: Vespa, J., J.M. Lewis, and R.M. Kreider. (2013). *America's Families and Living Arrangements: 2012*. U.S. Census Bureau, Washington, DC. Available at: www.census.gov/prod/2013pubs/p20-570.pdf; accessed January 23, 2015. Figure remade with permission, by the Land Policy Institute, Michigan State University.

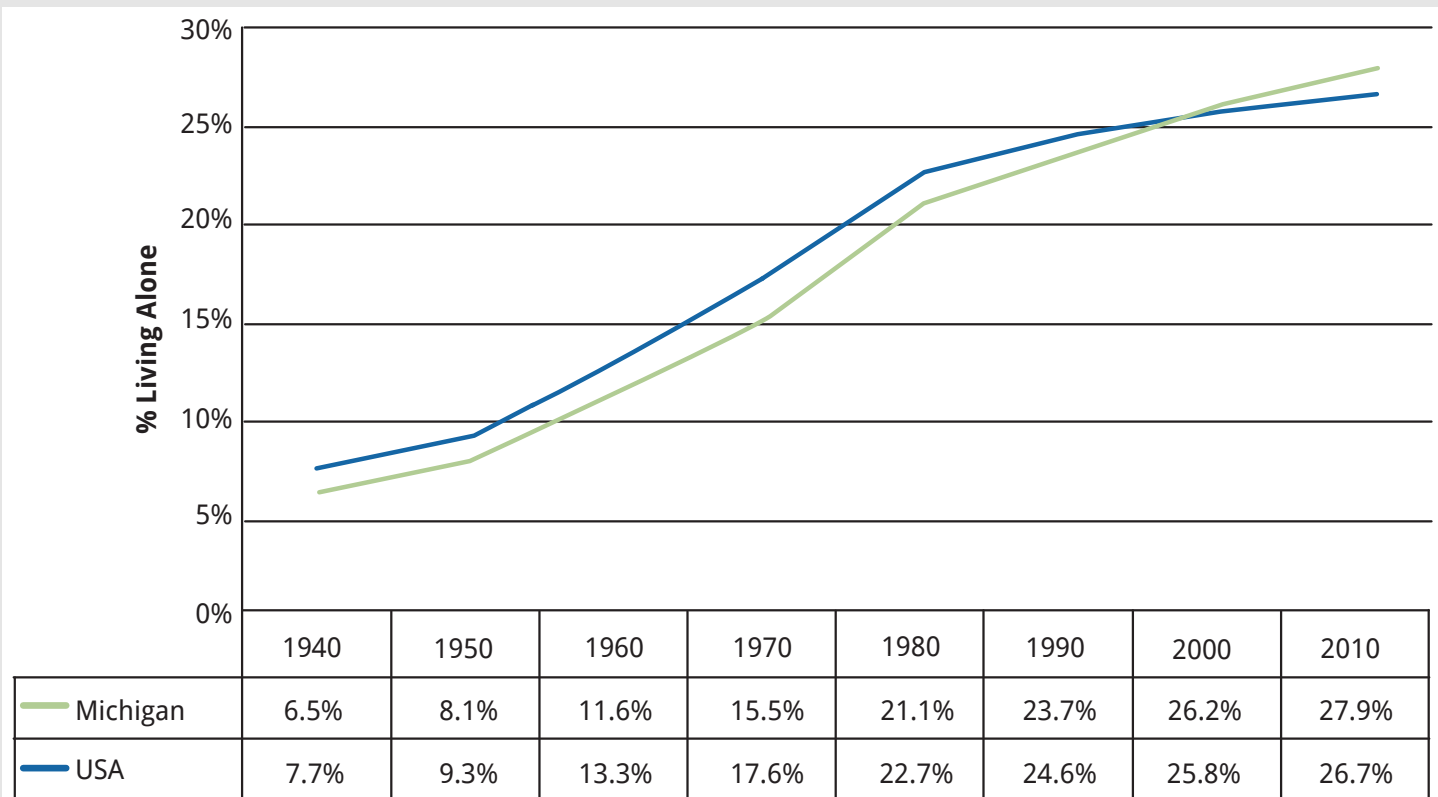
Six American Generations in 2015*

- Greatest Generation: Those age 90 and older (born before 1924),
- Silent Generation**: Those age 70 to 89 (born 1924–1945),
- Baby Boomers: Those age 50 to 69 (born 1946–1965),
- Generation X: Those age 35 to 49 (born 1966–1980),
- Millennials**: Those age 15 to 34 (born 1981–2000), and
- Generation Z**: Those who are less than 15-years-old (born after 2000).

* Some researchers use slightly different dates for the generational splits.

**The Silent Generation is also known as the Eisenhower Generation and the War Babies Generation. The Millennials are also known as Generation Y, and Echo Boomers. Generation Z is also known as the Centennials.

Figure 2-3: Percent of Households with One Person, 1940–2010



Sources: U.S. Census Bureau. (2011). “Historical Census of Housing Tables, 1940–2000.” Census of Housing, U.S. Census Bureau, U.S. Department of Commerce, Washington, DC. Available at: www.census.gov/hhes/www/housing/census/historic/livalone.html; accessed February 18, 2015. Lofquist, D., T. Lugaila, M. O’Connell, and S. Feliz. (2012). “Households and Families: 2010 Census Briefs.” U.S. Census Bureau, U.S. Department of Commerce, Washington, DC. Available at: www.census.gov/prod/cen2010/briefs/c2010br-14.pdf; accessed February 18, 2015. Figure remade by the Land Policy Institute, Michigan State University.

together as they have been in housing, the market must also shift. That does not mean that Millennials will all move together any more than any other generation ever has. What it does mean is that when they exercise common preferences, their sheer numbers will have a great impact. For example, 20% of Millennials is 17 million people, compared to 16 million people for Boomers, and 12 million people for Generation X.¹⁸ Depending on the issue, and the degree of agreement, Millennials can quickly shift a trend in a particular direction with this many people behind it, especially with the shrinking size of the Boomers and the slow-growing Generation Z.

Most dwelling units constructed in Michigan from 1970–2005 were built in the suburbs. Many Baby Boomers grew of age in an “anti-urban” social milieu

18. MSU Land Policy Institute calculations based on Howden, L.M., and J.A. Meyer. (2011). *Age and Sex Composition: 2010*. 2010 Census Briefs, U.S. Census Bureau, U.S. Department of Commerce, Washington, DC. Available at: www.census.gov/prod/cen2010/briefs/c2010br-03.pdf; accessed September 7, 2015.

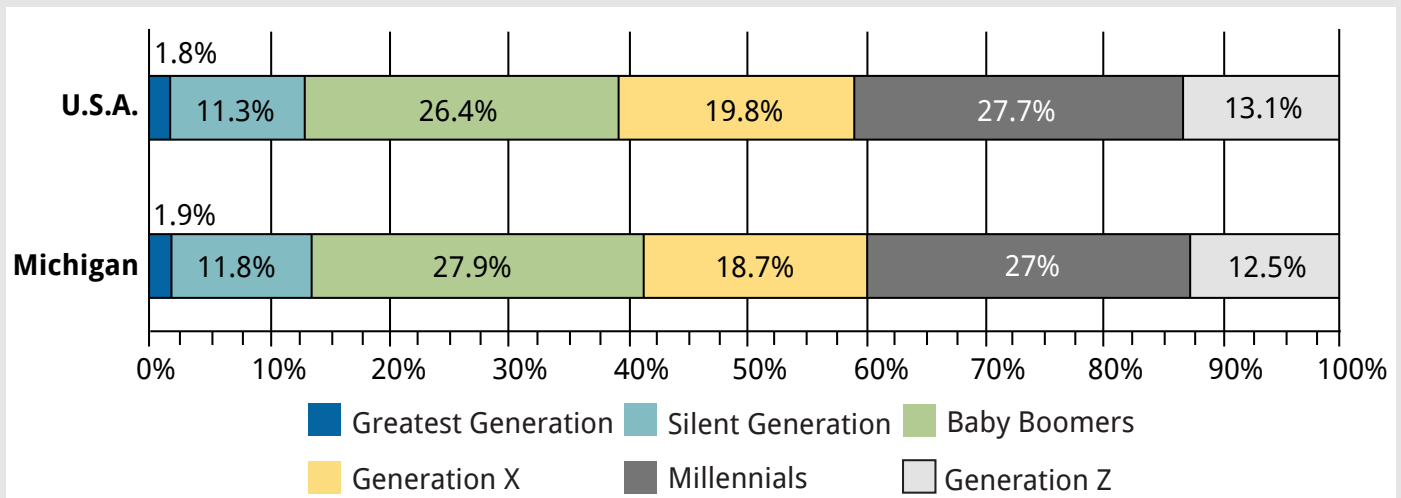
and could afford to live on large lots in the suburbs. They wanted a big yard and a lifestyle that was family oriented with good schools.

Trends are shifting. Many workers with education past high school, advanced degrees, or specialized or creative skills want a walkable urban environment, use their free time differently than previous generations, and require urban amenities. This opportunity has existed in many cities around the world for decades, but the desire for urban living by workers has been slow to gain a toehold in America.

According to a CEO’s for Cities report, many Millennials prefer walkable, high-density, urban environments.¹⁹ Two-thirds of highly mobile 25- to 34-year-olds with college degrees say that they will *decide where they live first, then look for a job*. This

19. Cortright, J. (2005). *The Young and the Restless in a Knowledge Economy*. Prepared for CEO’s for Cities by Impresa Consulting, CEOs for Cities, Cleveland, OH.

Figure 2–4: Generational Distribution, 2010



Source: For U.S.: MSU Land Policy Institute calculations based on Howden, L.M., and J.A. Meyer. (2011). *Age and Sex Composition: 2010*. 2010 Census Briefs, U.S. Census Bureau, U.S. Department of Commerce, Washington, DC. Available at: www.census.gov/prod/cen2010/briefs/c2010br-03.pdf; accessed September 7, 2015. For MI: MSU Land Policy Institute calculations based on Michigan Department of Technology, Management, and Budget, Center for Shared Solutions. (2010). "Population by Single Year of Age, Race, Sex, and Hispanic Origin: Michigan, 2010. Part 1: Total by Age and Race Table." Lansing, MI. Available at: www.michigan.gov/documents/cgi/cgi_census_syas10pt1_361109_7.xls; accessed September 7, 2015.

Two-thirds of highly mobile 25- to 34-year-olds with college degrees say that they will decide where to live first, then look for a job.

allows for a concentration of talent that, in turn, attracts businesses looking for that talent. This is a New Economy feature, and the opposite of the Old Economy (see Table 1–1 in Chapter 1 (page 1–11)).

According to another CEO’s for Cities report, since 2000, the number of college-educated 25- to 34-year-olds has increased twice as fast in the “close-in” neighborhoods of the nation’s large cities as in the remainder of these metropolitan areas. Outside these close-in neighborhoods, the number of young adults with a four-year degree increased only half as fast, about 13%. Close-in is defined as “neighborhoods within three miles of the region’s center.”²⁰

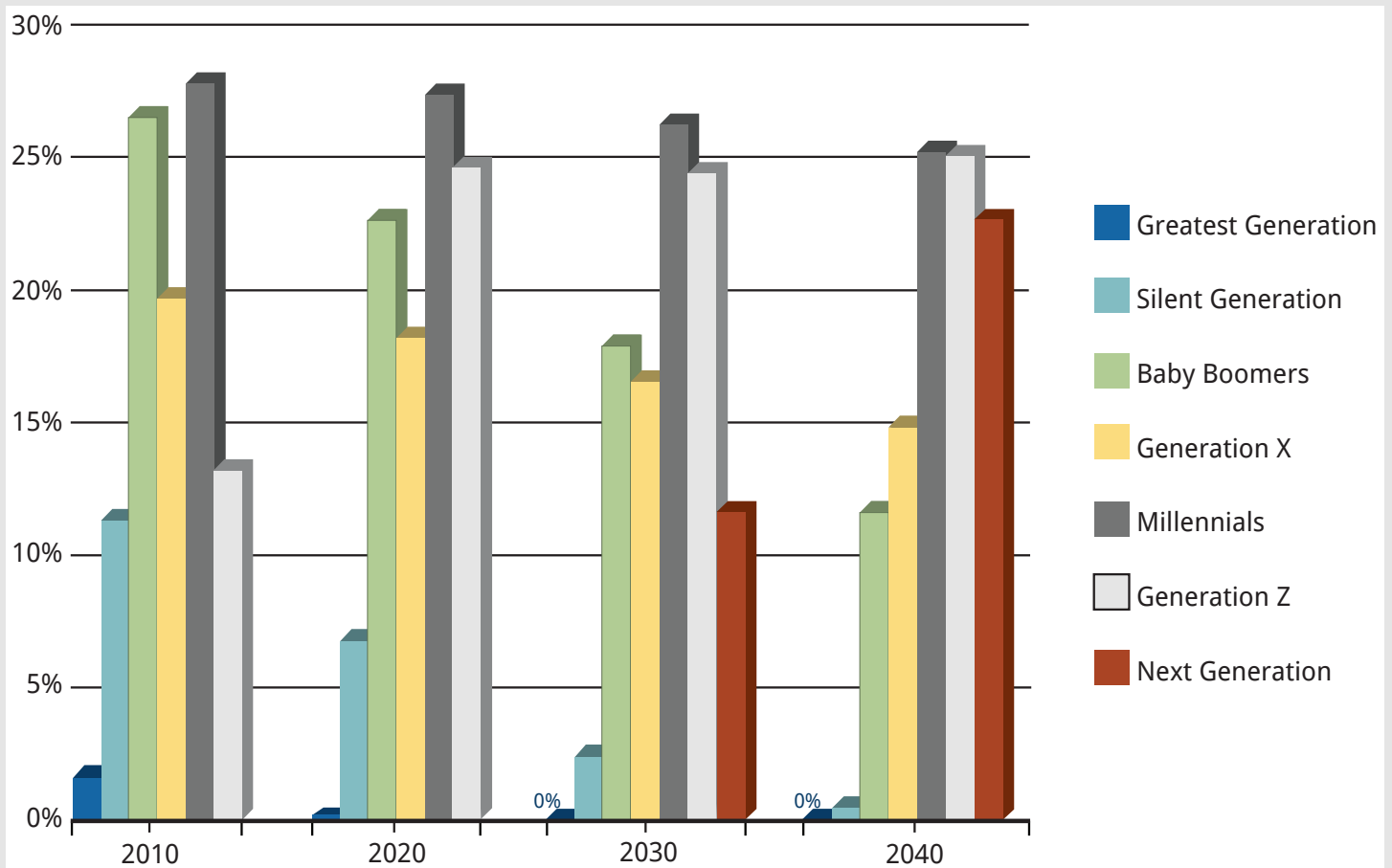
Why do Millennials want walkable urban places? Some Baby Boomers and Gen Xers started the “back to the city” trend in the 1980s. They were often pejoratively referred to as “yuppies” (young

20. CEOs for Cities. (2011). *The Young and Restless in a Knowledge Economy – 2011 Update*. CEOs for Cities, Cleveland, OH. Available at: <http://documents.scribd.com/s3.amazonaws.com/docs/2dnakn6q9s1jgm7.pdf>; accessed March 9, 2015.

urban professionals, or young upwardly mobile professionals). Their social consumptive lifestyles got “captured” in many popular TV shows that demonstrated an alternative, fun, walkable environment—compared to what is often portrayed as the dull, comparatively boring auto-dominated suburbs, where most Gen Xers and Millennials grew up. The yuppies lived in dense mixed-use developments; regularly rode the bus and took taxis; lived close to work, friends, and entertainment; frequented coffee shops; and had a plethora of entertainment opportunities. In contrast, children that grew up in low-density suburbs were seat-belted in cars, their parents were de facto taxi drivers, and there were few places they could walk or bike to on their own. It should be no surprise, then, that some Gen Xers and Millennials want a different living experience. Since the cost of driving and owning a car are significant, and cars are not needed in dense urban places with good transit service, Millennials (in particular) are forgoing cars and using that money on housing.

Millennials are the best-educated generation ever (which is why the well-educated among them are in such demand by prospective employers). But, they also carry the highest debt for their education as well. That makes cars and homes an expensive

Figure 2–5: U.S. Generational Population Projections, 2010–2040



Source: MSU Land Policy Institute calculations based on U.S. Census Bureau. (2014). “Table 9: Projections of the Population by Sex and Age for the United States: 2015 to 2060 (NP2014-T9).” 2014 National Population Projections: Summary Tables, Population Division, U.S. Department of Commerce, Washington, DC. Available at: www.census.gov/population/projections/files/summary/NP2014-T9.xls; accessed September 7, 2015.

burden.²¹ They want to be with their friends, and there are many more choices for entertainment and socializing in dense urban places. Scarcely a week goes by without a new survey revealing more reasons why Millennial preferences are different than those of their Boomer parents and, over the next decade, the reasons should be clearer. See the Millennials and Boomers sidebar on the next two pages for more comparisons. Meanwhile, never underestimate the

power of the desire of youth to strike out on their own and be away from the town they grew up in.

Following are additional data, at a more refined level of detail, on some of the key trends that show changes in preferences for urban living by not only Millennials, but other generations as well. Together this data suggests if Midwestern communities are going to compete for talent, they have to provide more and better downtown and city neighborhood living options.

MARKET SHIFTS

Homeownership is declining and will continue to decline, because of the retiring and moving Baby Boomers, and because more people in other generations are choosing to rent instead of own. In 2011, when Boomers age 65

Millennials and Boomers: The Times are ‘a’ Changing . . .

Much has been written about the roughly 80 million Millennials and how what they want is much different than what their parents (or any other generation) wants. Many surveys have focused on their individual characteristics (e.g., self-centered, feel entitled, very tech-savvy, not very ideological, want to engage in activities that make a difference, highly value non-work time, etc.) and the special challenges they face as the best-educated generation ever, but whose graduates are entering a tough employment market, and who carry the largest education debt of any prior generation. However, what may be at least as important socially and culturally in the long run, is likely to be what they appear to want collectively. Time will tell whether they act on their opinions as expressed in two recent polls.

Before presenting the results, it is important to note that many people do not like singling out one generation as “more important” than another on any level (opinions, actions, investments, etc). But the reality is that the biggest elephant in the room generally gets his way, particularly when it comes to consumer preferences. The Baby Boomers have swung their collective weight around for most of their lives and, in the process, they have changed preferences for, among other things, lifestyles, products, entertainment, investments, and vacations. Now that Boomers have been eclipsed in size by the Millennials (also known as Generation Y), and they are coming of age just when Boomers are starting to retire, the preferences of Millennials will drive more and more consumer choices and it appears, community decisions. While it is a misnomer to assume that everyone in any generation thinks alike, it is not necessary for that to be true in order for cultural norms to change. All it takes is a large number of a single generation that acts on its common preferences to effectuate significant change.

Two recent national polls illustrate how significant generational differences can be, and why the Millennials are likely to push public policy related to urban living to different places than it has ever been. Perhaps equally surprising, is how Boomer preferences among a significant part of that generation are also changing, and in

the same direction as that of many Millennials. Intergenerational alignment on key urban policy issues can propel cultural change the fastest. For this reason it is important to be aware of these changing social preferences, and to anticipate possible changes that may occur because of them.

The American Planning Association released the results of a national random sample Harris poll of Millennials and Boomers (roughly half of each group) in Spring 2014. Some of the key findings follow [*with guidebook author commentary in brackets*]:

- “Sixty-eight percent of respondents (75% of Millennials and 65% of Boomers) believe the U.S. economy is fundamentally flawed. They also believe the best way to make improvements nationally during the next five years is through local economies and investments that make cities, suburbs, small towns, and rural areas attractive and economically desirable places to live and work. [*We call the process of achieving this result placemaking.*]
- Sixty-five percent of respondents (74% of Millennials) believe investing in schools, transportation choices, and walkable areas is a better way to grow the economy than investing in recruiting companies to move to the area. [*In other words, place matters and quality places matter most. And recruitment is the traditional economic development approach.*]
- Whether the community is a small town, suburban, or urban location, 49% of respondents someday want to live in a walkable community (56% of Millennials and 46% of Boomers), while only 7% want to live where they have to drive to most places.
- Seventy-nine percent of respondents cited living expenses as important when deciding where to live.
- Seventy-six percent of respondents (81% of Millennials and 77% of active Boomers) said affordable and convenient transportation options other than cars is at

Millennials and Boomers (cont.)

least somewhat important when deciding where to live and work.

- Fifty-nine percent of respondents said the ‘shared’ economy, such as CarToGo or Airbnb, is ‘at least somewhat important to them.’ⁱ

At about the same time, a poll by Transportation for America (affiliated with Smart Growth America) of Americans age 18 to 34 in 10 major U.S. cities was released that revealed:

- “Four in five Millennials say they want to live in places where they have a variety of transportation options to get to jobs, school, or daily needs.
- Three in four say it is likely they will live in a place where they do not need a car to get around. But, a majority in all but the largest metros rate their own cities ‘fair’ or ‘poor’ in providing public transportation, and they want more options, such as car share and bike share.
- More than half (54%) of Millennials surveyed say they would consider moving to another city if it had more and better options for getting around, and 66% say that access to high-quality transportation is one of the top three criteria in considering deciding where to live next.”ⁱⁱ

i. APA. (2014). “Investing in Place for Economic Growth and Competitiveness.” American Planning Association, April 30, 2014. Chicago, IL. Available at: www.planning.org/newsreleases/2014/apr30.htm; accessed December 31, 2014.

Survey sponsors reported:

“These findings confirm what we have heard from the business and elected leaders we work with across the country,” said James Corless, director of Transportation for America. “The talented young workforce that every region is trying to recruit aspires to live in places where they can find walkable neighborhoods with convenient access to services, including public transportation. Providing those travel and living options will be the key to future economic success.”

“One caveat is that the survey respondents are already living in cities, so some self-selection is involved. Interestingly, though, the aspirations hold true even in cities that don’t have great options at the moment. The survey covered three cities with mature transit systems: Chicago, [IL]; San Francisco, [CA]; and New York, [NY]; four cities where transit networks are growing: Minneapolis, [MN]; Denver, [CO]; Charlotte, [NC]; and Los Angeles, [CA]; and three cities making plans to grow their systems: Nashville, [TN]; Indianapolis, [IN]; and Tampa-St. Petersburg, [FL].”ⁱⁱⁱ

ii. Goldberg, D. (2014). “Survey: To Recruit and Keep Millennials, Give Them Walkable Places with Good Transit and Other Options.” *T4America Blog*, April 22, 2014. Transportation for America, Washington, DC. Available at: <http://t4america.org/2014/04/22/survey-to-recruit-and-keep-millennials-give-them-walkable-places-with-good-transit-and-other-options/>; accessed January 30, 2015.

iii. See Footnote ii.

and over moved, 80% vacated a single-family home, 59% moved into multifamily buildings, and 41% moved into single-family homes.²²

As a result, as more and more Baby Boomers reach age 65, there will be a growing number of single-family houses on the market. Figure 2–6 illustrates the coming shift. The glut may amount to 7.4 million homes nationally, driving the price of single-family

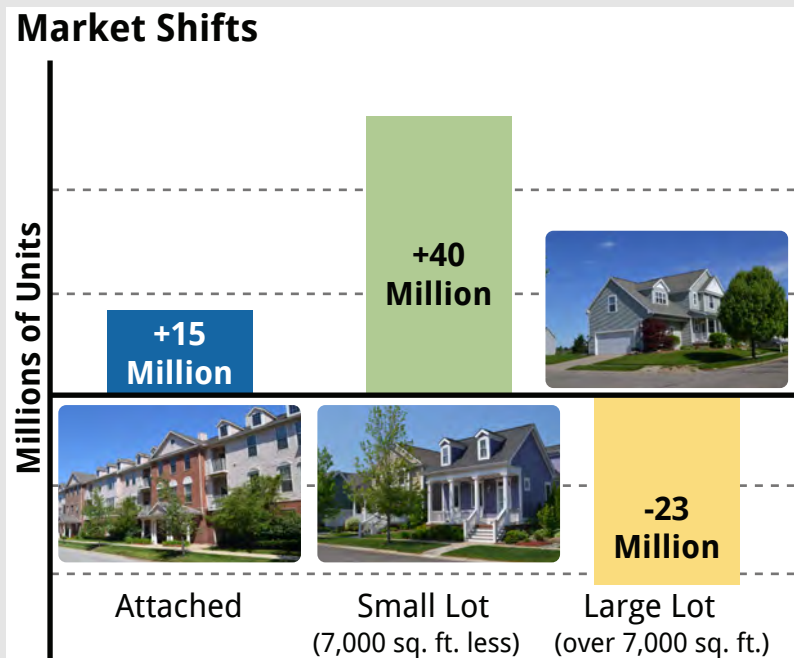
22. Steuteville, R. (2011). “The Coming Housing Calamity.” *Better Cities & Towns*, April 28, 2011. Available at: <http://bettercities.net/news-opinion/blogs/robert-steuteville/14620/coming-housing-calamity>; accessed February 3, 2015.

homes down in those markets most overbuilt.²³ At the same time there will be rising demand in large cities for more small lot homes, and attached dwelling units like apartments, lofts, and condominiums.

But, this is not just a future prediction. It is already happening around the country. Figure 2–7 illustrates the active housing market in 2011 by generation, as gathered by Robert Charles Lesser & Co., one of

23. Badger, E. (2013). “What Will Happen to Grandma’s House When No One Wants to Buy It?” *The Atlantic CityLab*, November 21, 2013. Available at: www.citylab.com/housing/2013/11/what-will-happen-grandmas-house-when-no-one-wants-buy-it/7669/; accessed October 30, 2014.

Figure 2–6: 2030 Projected U.S. Housing Demand



Source: Inspired by a PowerPoint slide by Robert Gibbs, Gibbs Planning Group, using data from Arthur C. Nelson, Metropolitan Institute, Virginia Tech. Figure remade with permission, by the Land Policy Institute, Michigan State University. Photos by the Land Policy Institute.

the leading real estate market analysis companies in the nation.²⁴

The biennial National Association of Realtors® Community Preference Survey tells a lot about where people currently live as compared to where they would like to live, and understanding those differences points to opportunities to fulfill unmet housing demand. To really understand how to apply the survey information we need to remember it is not just about what people say they want in a survey, we also have to know who they are, and how many of them are actively in the market for a new home.

The active market depicted in Figure 2–7 is comprised of those households moving around in the housing market, buying or renting new and existing homes. As shown, Gen Y (Millennials) is a very important segment of the housing market, holding sway over the active renter housing market, though they currently comprise a fairly modest

share of the for-sale market. Given the age of Gen Y’s in 2011 (age 10 to 29), only 22% of them had households that were making housing decisions, which were generally a decision to rent. The share of Gen Y’s that are head of households is growing by 12% a year, and as more of them become household heads the percent that will become homeowners will also grow. Gen X still largely dominates the active market for for-sale housing at 37%, followed by the Baby Boomers with 30%.²⁵

Figure 2–8 shows where active *renters* want to live.²⁶

Nationally, in 2011, while only 10% of the Millennials wanted to rent downtown, and another 10% in residential areas in the city, this was considerably more than other generations. Boomers are the next largest group selecting these destinations, although a large number of Gen Xers also want to rent in the residential areas in the city (but, not as many as want to rent in the suburbs). Small towns do well with renting for all three of these groups.²⁷

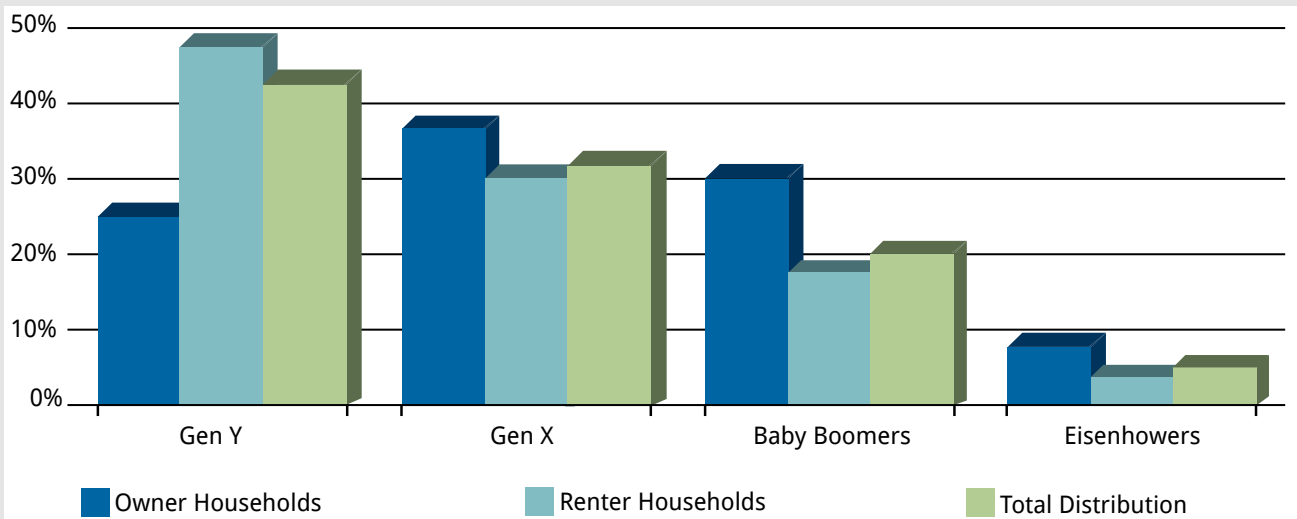
24. Logan, G. (2012). “RCLCO Forecast: Does the Housing Market Still Want the Suburbs?” Robert Charles Lesser & Co., April 30, 2012. Bethesda, MD. Available at: www.rclco.com/advisory-rclco-forecast-does-the-housing-market-still-want-the-suburbs; accessed January 22, 2015.

25. See Footnote 24.

26. See Footnote 24.

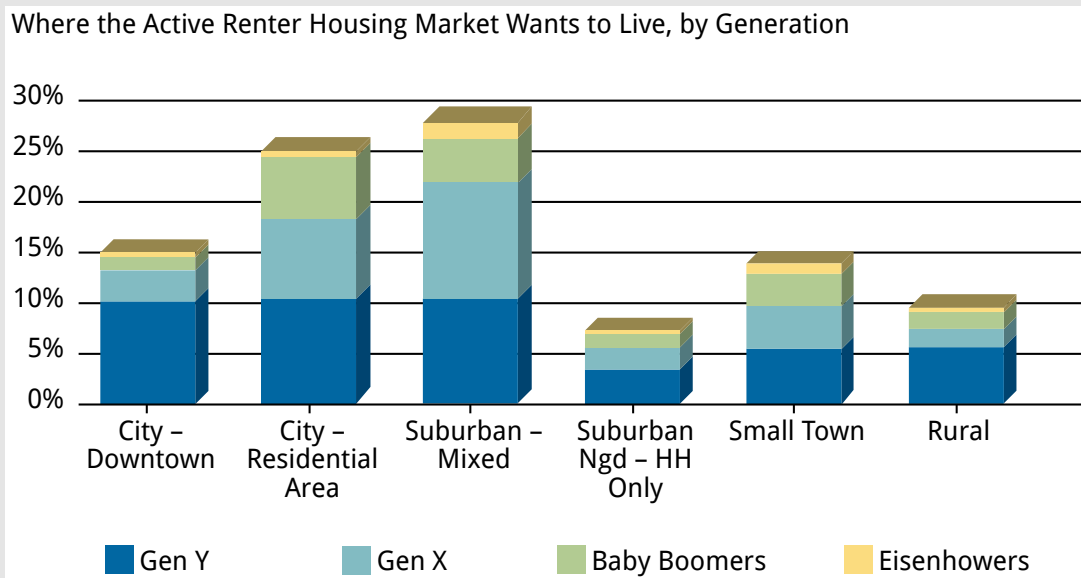
27. See Footnote 24.

Figure 2-7: The Active Housing Market by Generation, 2011



Sources: Robert Charles Lesser & Co., based on U.S. Census data and the National Association of Realtors®, 2011. Found in: Logan, G. (2012). "RCLCO Forecast: Does the Housing Market Still Want the Suburbs?" Robert Charles Lesser & Co., April 30, 2012. Bethesda, MD. Available at: www.rclco.com/advisory-rclco-forecast-does-the-housing-market-still-want-the-suburbs; accessed January 22, 2015. Figure remade with permission, by the Land Policy Institute, Michigan State University.

Figure 2-8: Active Renter Housing Market



Note: Ngd=neighborhood and HH=households. **Source:** Robert Charles Lesser & Co., based on U.S. Census data and National Association of Realtors®, 2011. Found in: Logan, G. (2012). "RCLCO Forecast: Does the Housing Market Still Want the Suburbs?" Robert Charles Lesser & Co., April 30, 2012. Bethesda, MD. Available at: www.rclco.com/advisory-rclco-forecast-does-the-housing-market-still-want-the-suburbs; accessed January 22, 2015. Figure remade with permission, by the Land Policy Institute, Michigan State University.

Smart Growth America

Founded in 2002, Smart Growth America is a national organization that studies and promotes smart growth practices in communities nationwide through coalition building, policy development, and research. They serve as advocates for people who desire to live and work in quality neighborhoods and sustainable communities. Smart Growth America leads a national coalition of state and local organizations that organize around advancing smart growth practices across the country. The National Brownfields Coalition and the National Complete Streets Coalition, along with networks, such as the Local Leaders Council and LOCUS, provide a sample of the collaborative efforts and collective goals of Smart Growth America.

Smart Growth America provides research on topics ranging from urban development to transportation to the cost of vacant properties, with new research posted regularly to supply policy makers, businesses, local leaders, and community organizations with the information and tools necessary to incorporate smart growth principles into their own planning and development processes. The early work of Smart Growth America in establishing the generally accepted 10 principles of smart growth stems from other related movements and provides the foundation for placemaking, sustainability, resiliency, and other related concepts. Their innovative research and dialogue continues to be a valuable and trusted source on a wide range of topics across multiple professions.

The 10 Tenets of Smart Growth advocated by Smart Growth America and its partners are:

1. Create a range of housing opportunities and choices.
2. Create walkable neighborhoods.
3. Encourage community and stakeholder collaboration.
4. Foster distinctive, attractive communities with a strong sense of place.
5. Make development decisions predictable, fair, and cost effective.
6. Mix land uses.
7. Preserve open space, farmland, natural beauty, and critical environmental areas.
8. Provide a variety of transportation options.
9. Strengthen and direct development towards existing communities.
10. Take advantage of compact building design.”

Smart Growth America’s walkability studies conducted in various metropolitan regions and urban cores across the nation have further informed placemaking initiatives, and reinforced the importance of accessibility and connectivity within the built environment in order to create quality public spaces.

For further details on these walkability studies, along with information on Smart Growth America’s vast array of other research efforts, visit: www.smartgrowthamerica.org/.

By percentage of total households, Michigan has more older households composed of empty nesters or retirees and fewer young, childless singles and couples than the national average. See Table 2–3.

Both of these deviations from the national norm would suggest that Michigan’s housing/household mismatch could be even more severe than the nation’s. With its abundance of detached houses in auto-oriented suburban subdivisions and rural areas, and relative lack of compact, walkable neighborhoods with a mix of rental and condominium apartments,

townhouses, and detached single-family houses on small lots, Michigan is at a competitive disadvantage. Older households remain over-housed in family oriented dwellings, while young knowledge workers are forced to seek urban environments in other states.

Let’s turn now to survey data and examine more closely what it is indicating. Multiple national surveys are consistently showing the same results. Let’s start with the 2011 and 2013 nationwide Community Preference Surveys conducted for the National Association of Realtors® (NAR).

Table 2-3: 2015 Households by Lifestyle

Households	MI	U.S.
Empty-Nesters and Retirees	53.4%	46.4%
Traditional and Non-Traditional Families	28.2%	30%
Younger Singles and Couples	18.4%	23.6%

Source: ZVA. (2015). "Target Market Lifestage Analysis." Zimmerman/Volk Associates, Inc., Clinton, NJ. Table remade with permission, by the Land Policy Institute, Michigan State University.

Community Preference Survey (2011)

Aggregate public preferences:

- Forty-seven percent of respondents prefer to live in a city or a suburban neighborhood with a mix of houses, shops, and businesses.
- Eighty-eight percent say neighborhood is a bigger consideration than house size.
- Public schools, sidewalks, or places to take walks are top community characteristics wanted.²⁸

Community Preference Survey (2013)

According to NAR's 2013 Community Preference Survey,

"Sixty percent of respondents favor a neighborhood with a mix of houses, stores and other businesses that are easy to walk to, rather than neighborhoods that require more driving between home, work, and recreation. The survey findings indicate that while the size of the property does matter to consumers, they are willing to compromise size for a preferred neighborhood and less commuting. For example, although 52% of those surveyed prefer a single-family detached house with a large yard, 78% responded that the neighborhood is more important to them than the size of the house. Fifty-seven percent would forego a home with a larger yard if it meant a shorter commute to work, and 55% of respondents were willing to forego a home with larger

yard if it meant they could live within walking distance of schools, stores, and restaurants as opposed to having a larger yard and needing to drive to get to schools, stores, and restaurants."²⁹

Survey results conclude:

In short, the public prefers:

- Walkable communities,
- Small yards, shorter commutes,
- Mixed-use neighborhoods,
- Detached houses,
- Privacy, and
- High-quality schools.³⁰

Privacy emerged as a very important preference in this survey, along with continued support for urban living. Generally speaking, respondents do not want residential-only neighborhoods in cities or suburbs, but that is largely what we have built. They want mixed uses and commercial and entertainment nearby. The bulk of respondents were not ready to give up cars or the single-family detached home by any means—but a growing number want different choices than are presently available in many markets.

28. Belden, Russonello & Stewart, LLC. (2011). "The 2011 Community Preference Survey: What Americans are Looking for When Deciding Where to Live." Conducted for the National Association of Realtors®. Chicago, IL. Available at: www.realtor.org/sites/default/files/smart-growth-comm-survey-results-2011.pdf; accessed January 22, 2015.

29. NAR. (2013). "Realtors® Report Americans Prefer to Live in Mixed-Use, Walkable Communities." National Association of Realtors® Public Affairs, October 31, 2013. Chicago, IL. Available at: www.realtor.org/sites/default/files/reports/2013/2013-community-preference-press-release.pdf; accessed October 30, 2014.

30. This bulleted list was compiled based on survey results found in this document: NAR. (2013). "National Community Preference Survey." National Association of Realtors®, Chicago, IL. Available at: www.realtor.org/sites/default/files/reports/2013/2013-community-preference-analysis-slides.pdf; accessed January 22, 2015.

Following are some graphs from the 2013 NAR survey that focused on some of these preferences. Figures 2–9 and 2–10 focus on the desire for walkability and proximity to some businesses and services. *Note: The increased demand for walkability is extending to those who prefer conventional suburbs as well.* Figure 2–11 identifies privacy, walkability, and schools as most important overall in deciding where to live. The survey of 1,500 adult Americans was conducted by American Strategies and Meyers Research from Sept. 18–24, 2013.³¹

Another recent national survey provides further insights on housing, transportation, and community. The Urban Land Institute’s (ULI) Infrastructure Initiative³² and Terwilliger Center for Housing³³ set out to discover where America stood in 2013 about

31. See Footnote 30.

32. ULI. (n.d.). “Infrastructure Initiative.” Urban Land Institute, Washington, DC. Available at: <http://uli.org/research/centers-initiatives/infrastructure-initiative/>; accessed January 22, 2015.

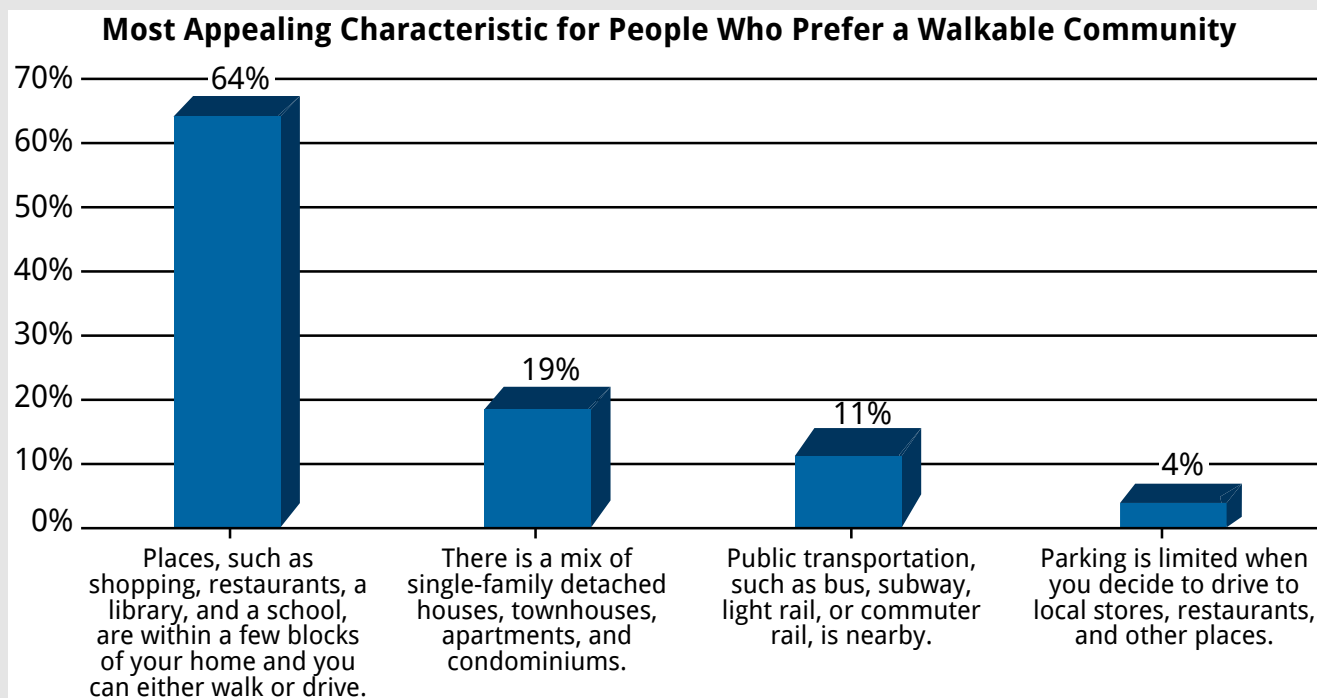
33. ULI. (n.d.). “Terwilliger Center for Housing.” Urban Land Institute, Washington, DC. Available at: <http://uli.org/research/centers-initiatives/terwilliger-center-for-housing/>; accessed January 22, 2015.

views on housing, transportation, and community. In partnership with Belden Russonello Strategists LLC, a nationally recognized survey and communications firm, ULI conducted a statistically representative survey of 1,202 adults living in the United States. Following are some of the results from the **America in 2013: A ULI Survey on Views on Housing, Transportation, and Community**.³⁴

Table 2–4 illustrates the importance that survey respondents place on a variety of community attributes. Neighborhood safety was rated by far the most important attribute by 92% of the respondents. However, all the attributes depicted were important to people. These include: quality of public schools; space between neighbors; proximity to work and school; proximity to healthcare; being easily walkable;

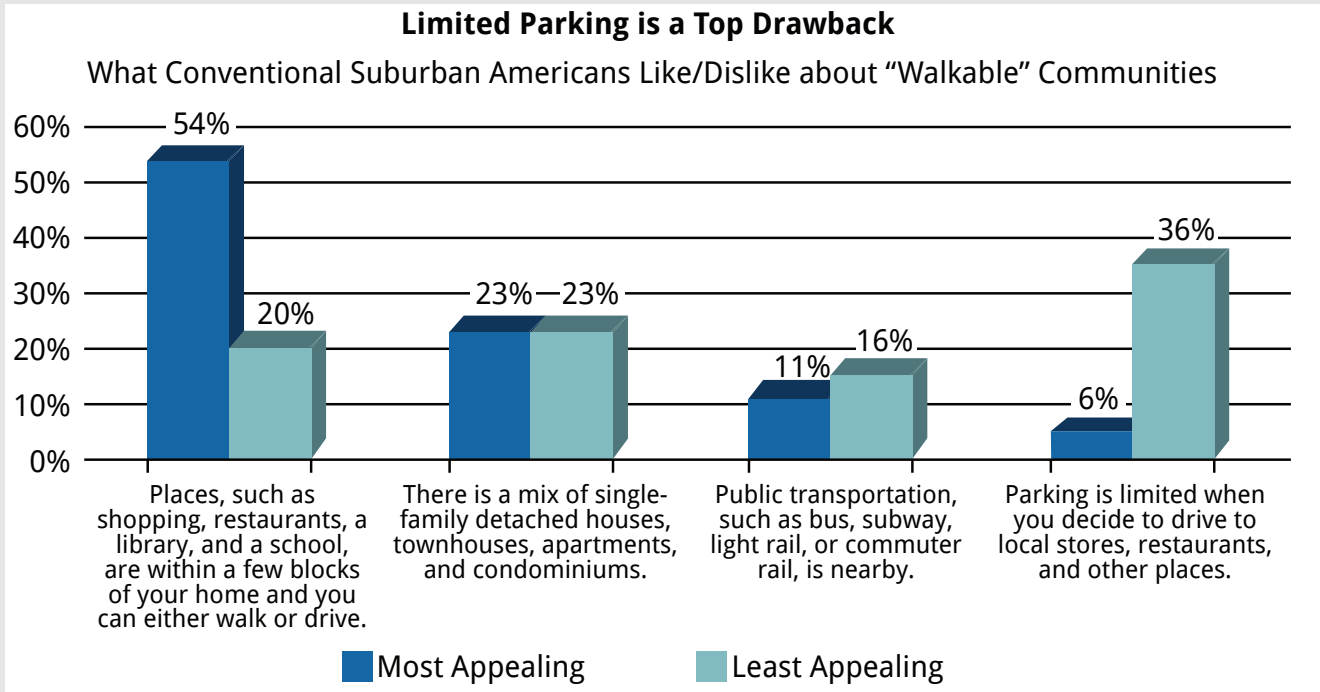
34. ULI. (2013). **America in 2013: A ULI Survey of Views on Housing, Transportation, and Community**. Infrastructure Initiative and the Terwilliger Center for Housing, Urban Land Institute, Washington, DC. Available at: http://uli.org/wp-content/uploads/ULI-Documents/America_in_2013_web.pdf; accessed January 22, 2015.

Figure 2–9: Proximity of Commerce and Public Amenities Most Appealing to Those Who Prefer Mixed-Use Community



Source: NAR. (2013). “National Community Preference Survey.” National Association of Realtors®, Chicago, IL. Available at: www.realtor.org/sites/default/files/reports/2013/2013-community-preference-analysis-slides.pdf; accessed January 22, 2015. Figure remade with permission, by the Land Policy Institute, Michigan State University.

Figure 2–10: Convenience of Walkable Areas also Appealing to Those Who Prefer Conventional Suburbs



Source: NAR. (2013). “National Community Preference Survey.” National Association of Realtors®, Chicago, IL. Available at: www.realtor.org/sites/default/files/reports/2013/2013-community-preference-analysis-slides.pdf; accessed January 22, 2015. Figure remade with permission, by the Land Policy Institute, Michigan State University.

and proximity to entertainment, recreation, family, and friends. Proximity to public transportation was rated important to 52% of those responding.³⁵

Where the results are most significant for placemaking is in the generational differences (see Table 2–4). The Millennials rank the following characteristics more important than any other generation: short distance to work or school, walkability, distance to shopping/entertainment, distance to family/friends, distance to parks/recreation areas, and convenience of public transportation. These are all attributes of compact development. Figure 2–12 shows the results of all respondents to these attributes. It also shows the results on all compact development attributes, while Table 2–5 shows that Millennials exceed only Baby Boomers in support of these attributes.³⁶

35. See Footnote 34.

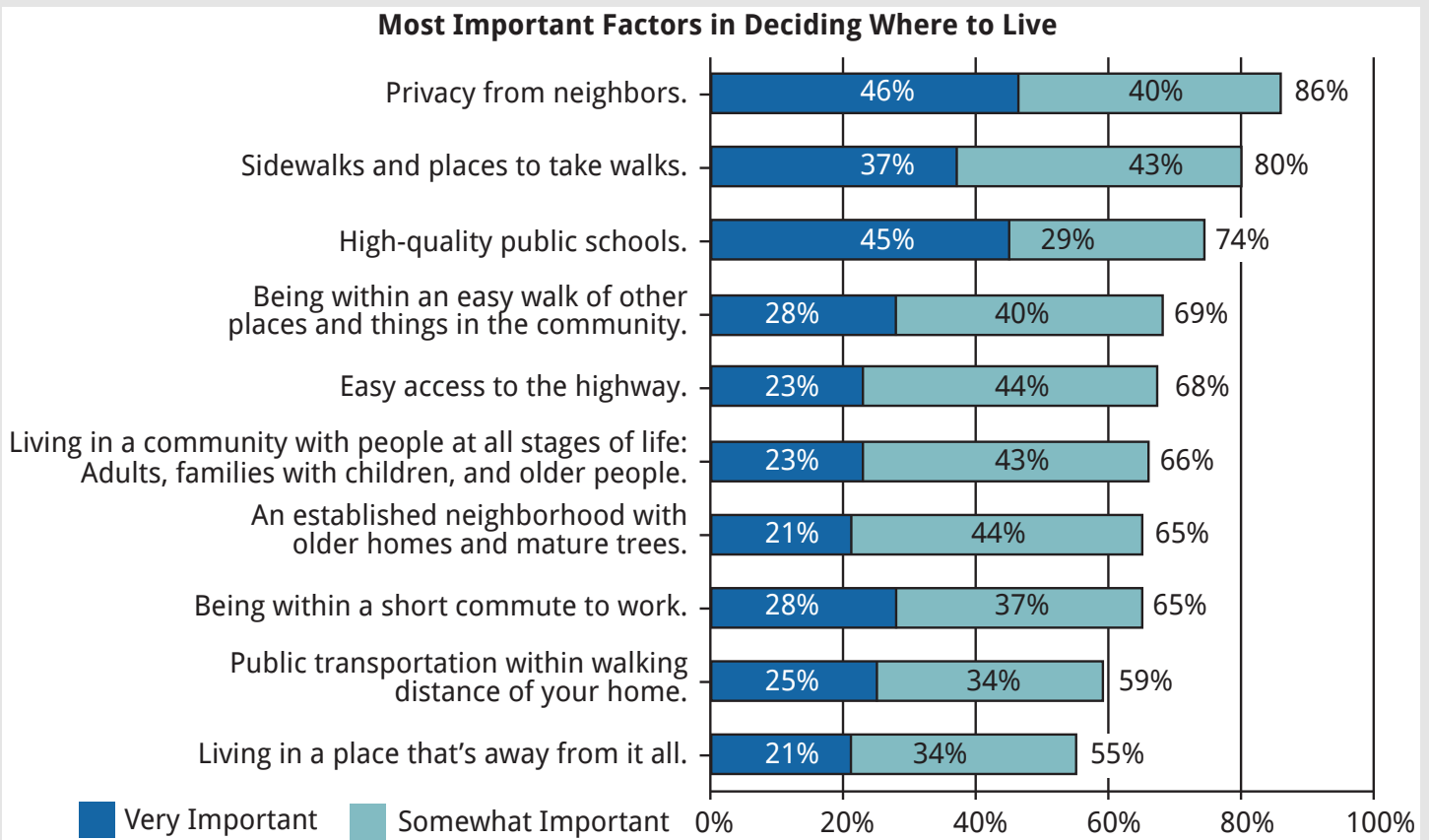
36. For a fuller description of the significance of each of these four tables and figures, please consult: ULI. (2013). **America in 2013: Key Findings on Housing, Community, Transportation, and the Generations.** Infrastructure Initiative and the Terwilliger Center for Housing, Urban Land Institute, Washington, DC. Available at: http://uli.org/wp-content/uploads/ULI-Documents/America-in-2013-Compendium_web.pdf; accessed August 26, 2015.

The “back to the city” trend in Michigan is already underway in Grand Rapids, Ann Arbor, and Lansing/East Lansing, but even more so in the one place many may think is least likely—Detroit. According to data from 2007–2012, from the Southeast Michigan Council of Governments (SEMCOG), new residential construction in the City of Detroit led the seven-county SEMCOG region in three major categories, capturing 38.9% of the two-family market, 25.1% of the attached condo’s constructed, and 44.1% of the multifamily units. In total, 2,520 units were constructed in Detroit in this period.³⁷

According to a report from Midtown Detroit, Inc. and three other major partners, in 2013, there were 36,550 people living in the 7.2 square-mile Greater Downtown section of Detroit (includes Midtown). Population density was 5,076 people/

37. Data for the City of Detroit and the seven-county SEMCOG region was retrieved in 2012 from: SEMCOG. (n.d.). “Building Permits 2000–2012.” Community Profile–Housing Data, Southeast Michigan Council of Governments, Detroit, MI.

Figure 2–11: Privacy, Walkability, Schools Most Important in Deciding Where to Live



Source: NAR. (2013). "National Community Preference Survey." National Association of Realtors®, Chicago, IL. Available at: www.realtor.org/sites/default/files/reports/2013/2013-community-preference-analysis-slides.pdf; accessed January 22, 2015. Figure remade with permission, by the Land Policy Institute, Michigan State University.

square mile.³⁸ This was higher than Pittsburgh, PA (3,126); and Cleveland, OH (2,975), although not quite as dense as Minneapolis, MN (8,474).³⁹ Perhaps most startling was that in August 2012, occupancy in downtown and midtown reached 97%.⁴⁰ Rental prices have risen as a result.

38. Ali, A., E. Fields, S. Hopkins, S. Olinek, and J. Pierce. (2013). *7.2 SQ MI: A Report on Greater Downtown Detroit*. Hudson-Webber Foundation, Midtown Detroit, Inc., Downtown Detroit Partnership, Detroit Economic Growth Corporation, D:hive, and Data Driven Detroit, Detroit, MI. Available at: <http://detroitsevenpointtwo.com/resources/2013-Full-Report.pdf>; accessed June 30, 2015.

39. Florida, R. (2013). "Quantifying Downtown Detroit's Comeback." *The Atlantic CityLab*, February 20, 2013. Available at: www.citylab.com/work/2013/02/quantifying-downtown-detroits-comeback/4734/; accessed October 30, 2014.

40. Gallagher, J. (2012). "Tight Market for Downtown Detroit Apartment Rentals." *Detroit Free Press*, September 26, 2012. Available at: www.freep.com/article/20120926/BUSINESS06/309260037/Tight-market-for-downtown-Detroit-apartment-rentals; accessed October 30, 2014.

There is strong demand for more rental housing in Greater Downtown Detroit, and several large businesses who target Millennials will be adding thousands of new jobs downtown over the next few years. A recent Target Market Analysis reveals continued demand for 10,000 additional units in this area in the next five years.⁴¹

CHANGING FACE OF BUYERS

As has been illustrated, each new generation has different preferences than the last one. But, as far as housing preferences are concerned, it is even more complex than that. For example, in 2014, home purchases were made by:

41. ZVA. (2014). *Update: Residential Market Potential for Greater Downtown Detroit*. Conducted on behalf of Downtown Detroit Partnership. Zimmerman/Volk Associates, Inc., Detroit, MI. Available at: <http://downtowndetroit.org/wp-content/uploads/2014/04/Downtown-Residential-Market-Study-2014.pdf>; accessed March 9, 2015.

Table 2-4: Community Characteristic Importance Rankings, by Generation

Percentage Ranking Each Characteristic 6 or Higher in Importance on a Scale of 1 to 10					
Characteristic	All Adults	Gen Y	Gen X	Baby Boomers	War Babies/ Silent Generation
Neighborhood Safety	92%	88%	97%	92%	92%
Quality of Local Public Schools	79%	87%	82%	74%	68%
Space between Neighbors	72%	69%	79%	70%	70%
Short Distance to Work or School	71%	82%	71%	67%	57%
Distance to Medical Care	71%	73%	63%	72%	78%
Walkability	70%	76%	67%	67%	69%
Distance to Shopping/Entertainment	66%	71%	58%	67%	69%
Distance to Family/Friends	63%	69%	57%	60%	66%
Distance to Parks/Recreational Areas	64%	68%	62%	63%	60%
Convenience of Public Transportation	52%	57%	45%	50%	56%

Source: ULI. (2013). *America in 2013: Key Findings on Housing, Community, Transportation, and the Generations*. Infrastructure Initiative and the Terwilliger Center for Housing, Urban Land Institute, Washington, DC. Available at: http://uli.org/wp-content/uploads/ULI-Documents/America-in-2013-Compendium_web.pdf; accessed August 26, 2015. Table remade with permission, by the Land Policy Institute, Michigan State University.

Figure 2-12: Community Attribute Preferences

Percentage Preferring Three or More Compact Development Attributes			
All Respondents	54%	Income <\$25K	63%
African American	70%	Renters	62%
Multigenerational Household	66%	Living Alone	62%
Single	66%	Post-Grad Education	60%
Living in Medium-Sized City	65%	\$25K-\$50K income	59%

Source: ULI. (2013). *America in 2013: A ULI Survey of Views on Housing, Transportation, and Community*. Infrastructure Initiative and the Terwilliger Center for Housing, Urban Land Institute, Washington, DC. Available at: http://uli.org/wp-content/uploads/ULI-Documents/America_in_2013_web.pdf; accessed January 22, 2015. Figure remade with permission, by the Land Policy Institute, Michigan State University.

Table 2–5: Preference for Compact Development, by Generation

Percentage Preferring to Live in a Community with Compact Development Attributes	
Three or more Compact Development Attributes	
All Adults	54%
Gen Y	59%
Gen X	49%
Baby Boomers	57%
War Babies/Silent Generation	51%

Source: ULI. (2013). *America in 2013: Key Findings on Housing, Community, Transportation, and the Generations*. Infrastructure Initiative and the Terwilliger Center for Housing, Urban Land Institute, Washington, DC. Available at: http://uli.org/wp-content/uploads/ULI-Documents/America-in-2013-Compendium_web.pdf; accessed August 26, 2015. Table remade with permission, by the Land Policy Institute, Michigan State University.

- Single women: 22%–24%,
- Couples: 30%–32%, and
- Traditional and non-traditional families: 35%–37%.⁴²

In the face of these major demographic changes, it is important that developers, financial institutions, realtors, and municipalities have a different type of market information to track opportunities and to target them more precisely based on the characteristics of buyers/renters in the market, and based on the dwelling types they are looking for. This has required the creation of a different type of market analysis. It is called Target Market Analysis (TMA). It measures market potential, not market demand. A description of TMA follows, while a briefer version is provided in the accompanying sidebar on the next page.

The traditional way to do market analysis is based on the square feet that a particular income could buy. Target Market Analysis splits out the market for individual housing types depending on a particular location along the transect. It analyzes the whole range of household types, as well as the whole range of residential building types (e.g., detached single-family, attached single-family (rowhouse, townhouse), attached multifamily (apartments, lofts, live-work), etc. Many of these housing types in urban street and block settings are often not available as new builds in

42. ZVA. (2013). “Local Demographic Trends Driving Development.” Presented at the U-M/ULI Real Estate Forum on November 20, 2013, in Lansing, MI. Zimmerman/Volk Associates, Inc., Detroit, MI. Available at: http://umuliforum.com/pdfs/presentations/2013/volk-local-demographic_trends.pdf; accessed March 9, 2015.

the metro area. But, that does not mean there is not a market for them. If people need housing, and what they want is not available, then they purchase or rent a second or third choice, or they move to a different market that has what they want.

A TMA forecast of market potential typically addresses:

- Density: Urban to rural settings (along the transect),
- Housing tenure (owner and renter separately),
- Units by price bracket,
- Units by size (sq. ft.),
- Attached vs. detached units,
- Units per building,
- Building height and scale,
- Building style and format,
- Community amenities, and
- Unit amenities.

By estimating housing preferences of a wide variety of household types a conservative estimate of potential demand can be made. This is important, because it opens up new markets that *were previously unmet*, based on the location of the potential market on the transect. It is hard to overemphasize how important this is. But, consider the following example. If you are a Millennial who is being courted by several different firms in

Target Market Analysis

A Target Market Analysis (TMA) is a focused approach to studying a specific area as it relates to its potential for future housing types. The TMAs look at a geographic area, such as a corridor, neighborhood, the whole community, or a region, over a short period of time, such as three to five years. The TMAs often reveal potential demand for dwelling unit types *not currently available, but desired* by talented workers and others who will be looking for housing during the study period (see Table 2–6). The TMAs differ from traditional economic analyses in that they forecast future dwelling potential, rather than existing demand.

Residential TMAs are more detailed than traditional trend-based market studies. The TMAs identify market potential based on detailed demographic characteristics of potential customer interest in particular housing types, such as duplexes, bungalows, townhouses, live/work space, courtyard apartments, and many other housing types, rather than just

in traditional single-family detached homes and apartment buildings. The TMAs focus on price points and unit sizes, and can be sub-divided into various build-out scenarios based on the desired density of an area. A residential TMA identifies gaps in housing, projects future potential, and targets the characteristics of individuals who may have interest in the potential dwelling types.

The TMAs are being used to identify potential locations for housing that supports placemaking and vice versa. In 1989, Zimmerman/Volk Associates, Inc. created the residential target market methodology linking household migration and mobility with cluster analysis, and has performed many analyses in Michigan. For more information, visit: www.zva.cc/.

LandUse|USA is presently preparing many TMAs throughout Michigan. For more information, visit: www.landuseusa.com/index.html; accessed October 30, 2015.

Table 2–6: Distinct Housing Formats by Transect Zone

Transect Zone	Short Description	Distinct Housing Formats
T3E	Suburban Estate, Large	Houses, Carriage Houses
T3N	Suburban Neighborhood, Medium	Houses, Cottage Courts, Duplexes
T4N.1	General Urban, Medium	Houses, Duplexes, Multiplexes
T4N.2	General Urban, Small	Houses, Duplexes, Multiplexes
T5MS	Urban Center, Main Street	Main Street, Mainly Mixed Use, Mid-Rise
T5N.1	Urban Center, Medium	Multiplexes, Stacked Flats, Mid-Rise
T5N.2	Urban Center, Small	Multiplexes, Stacked Flats, Mid-Rise, Rowhouses, Main Street
T5F	Urban Center, Flex Buildings	Multiplexes, Flats, Mid-Rise, Rowhouses, Main Street
T6C	Urban Core	High-Rise, Main Street, Mixed Use, Mid-Rise

The urban-to-rural transect developed by Duany Plater-Zyberk & Company has been directly applied throughout this study. Each of the geographic sectors have characteristics that roughly align with the transect zones. This table focused mainly on the T3 Suburban Zone (T3E and T3N); T4 General Urban Zone (T4N.1 and T4N.2); Urban Center Zone (T5MS, T5N.1, and T5N.2); and Urban Core Zone (T6C). **Note:** E=Estate, N=Neighborhood, MS=Main Street, F=Flex, and C=Core. **Sources:** Sharon Woods, LandUse|USA, Greater Lansing Area, MI, 2013–2015. Table remade with permission, by the Land Policy Institute, Michigan State University.

In order to be competitive, communities must provide a wider range of housing options to attract and retain talented workers. But, that is not enough. They must ensure these housing types are adjacent to quality transit service, near entertainment, and near shopping options in mixed-use facilities.

different cities, and you have a preference for a particular type of dwelling, say a loft or a rowhouse, and the market in one city offers these in a desirable location, and the market in the other does not, then housing options becomes one more variable the Millennial could use to potentially exclude one of the cities.

Now turn the example around. Let's say the Millennial has already moved to the city she wants to live in, and is weighing two job prospects in the same city. One prospective job has the housing choices she prefers near work, or near a rapid transit line that serves that work location. The other does not. The first job is more likely to be selected by the Millennial based on the behavior of others like her, as reflected in the recent survey data.

Let's take one more step. If this Millennial were to be from the Midwest, she would find that many of the cities were like example #1. Very few housing type choices, in general, and few to none of the housing types she is interested in. It should, therefore, be no surprise that most Midwestern cities (Chicago and Minneapolis are major exceptions) do not do well at attracting and retaining Millennials—and they will not do much better without dramatically increasing the range of types of affordable housing in their housing stocks.

If a Millennial or other talented worker is captive to a location because of family, a unique job prospect, proximity to certain unusual recreational opportunities, or other leisure-time activities, then the worker will have to accept whatever housing type options exist, because the family relationship or job is more important. But, the reason that talent is the currency of the New Economy is because most talented workers are mobile and can and do move to where they want to live. *In order to be competitive, communities must provide a wider range of housing options to attract and retain talented workers. But, that is not enough. They must ensure these housing types are adjacent to quality transit service, near entertainment, and near shopping options in mixed-use facilities.* Sound familiar? These are the same preferences the three surveys summarized previously in this chapter indicated are important. And they are just the most recent surveys—many more preceded them. This is what Strategic Placemaking is trying to accomplish.

The housing types most often missing are what Dan Parolek of Opticos Design, Inc. refers to as the “missing middle.” See Figure 2–13. These are dwelling types between single-family detached units and mid-rise apartments. Midwestern cities had many of these dwelling types until about 1950, and then very few were built until just recently.

Figure 2–13: Missing Middle Dwelling Types



Source: Parolek D. (2015). “Missing Middle Housing.” Missing Middle website, Opticos Design, Inc., Berkeley, CA. Available at: <http://missingmiddlehousing.com/>.

2015 Michigan “Missing Middle” Housing Design Competition

The evolving demands of the contemporary housing market in Michigan have brought to light the limited amount of Missing Middle Housing types available in the state. In order to promote the development of creative, mixed-income and affordable Missing Middle Housing in downtowns and along key transit corridors, various agencies partnered, in 2015, to conduct an open design competition that aims to fill these gaps with new housing options. The competition sponsors included the:

- American Institute of Architects (AIA) Michigan – A Society of the AIA,
- Michigan State Housing Development Authority (MSDHA),
- MSU Land Policy Institute (LPI),
- Michigan Municipal League (MML),
- Michigan Chapter of the Congress for the New Urbanism (MiCNU),
- Michigan Association of Planning (MAP),
- Michigan Historic Preservation Network (MHPN),

- Habitat for Humanity of Michigan, and
- Community Economic Development Association of Michigan (CEDAM).

Competition entrants were tasked with designing a housing solution that would achieve medium-density yields, and that provides marketable options between the scales of single-family homes and mid-rise apartments in order to meet the needs of society’s shifting demographics. Submissions were required to be in accordance with the **CNU Charter of the New Urbanism** and the current **2012 Michigan Building Code**, and designed specifically for the T4 (Traditional Neighborhood Places) or T5 (Downtown Places) transect zones.

Five designs were selected as award-winning and presented at a symposium in Detroit on Jun. 23, 2015. The first-place design by Finnish architect Niko Tiula of Tiula Architects with offices in five cities around the world is easily scaled for use in village, small town, and large city neighborhoods (see Figure 2–14 below).

Winning entries are promoted at: <http://miplace.org/story/2015-missing-middle-housing-design-competition-award-winners>; accessed August 26, 2015.

Figure 2–14: First-Place Winning Design



Source: Tiula, N. (2015). “Untitled Work.” 2015 Michigan “Missing Middle” Housing Design Competition, AIA Michigan, Detroit, MI.

Target Market Analysis is especially well-suited to identify the potential market for missing middle dwelling types. The TMAs further classify age groups and lifestyle preferences related to buying power to determine market potential. Let's say a community or developer wants to know the market for Younger Singles & Couples, and Empty Nesters & Retirees. What are their housing preferences for Rental Lofts/Apartments, For-Sale Lofts/Apartments, For-Sale Townhouses/Rowhouses, or For-Sale Live-Work Units? A TMA can measure these potential markets and many more. More amazing is the degree to which these potential markets can be further refined. For example, Zimmerman/Volk Associates, Inc., the creators of Target Market Analysis, further divides Empty Nesters & Retirees into the following subcategories for analysis: The Social Register; Nouveau Money; Urban Establishment; Post-War Suburban Pioneers; Affluent Empty Nesters; Blue-Collar Button-Downs; Active Retirees; Middle-Class Move-Downs; Middle-American Retirees; Rowhouse Retirees; Blue-Collar Retirees; and Mainstream Retirees. Similar degrees of refinement are made for Younger Singles & Couples; and Traditional & Non-Traditional Couples. Each is based on a set of characteristics unique to each category based on actual spending patterns of people within those categories. Other firms use different demarcations, but the point is that TMAs are highly refined analyses.

RELATED SUPPORTING TRENDS: AUTO USE AND COST SHIFTING TO HOUSING

In combination with these major demographic shifts are related shifts that started in the 1990s. The first is significant declines in driving by youth, and the second is the money freed up by not owning or operating a car that is available to spend on housing and alternative transportation options like transit, taxi, Uber, or other on-demand personal transport.

Part of this shift is the obvious connection between an urban lifestyle and the high cost of owning a car (not counting the cost of parking it in a large city). The American Automobile Association (AAA) reported in 2014 that the cost for a year of owning and operating a car ranged from \$6,957/year for a small sedan, to \$10,831 for a large sedan, and \$11,039 for a 4WD SUV.⁴³

43. AAA. (2014). "Your Driving Costs: How Much are You Really Paying to Drive?" American Automobile Association, Dearborn, MI. Available at: <http://publicaffairsresources.aaa.biz/wp-content/uploads/2014/05/Your-Driving-Costs-2014.pdf>; accessed February 3, 2015.

These costs (and a high debt load) are part of the reason that young Americans are driving much less. For example:

- The average vehicle miles traveled by 16- to 34-year-olds in the U.S. decreased by 23% between 2001 and 2009 (falling from 10,300 miles/capita to 7,900 miles/capita).⁴⁴
- The share of 14- to 34-year-olds without a driver's license increased by 5% to 26% between 2000 and 2010.⁴⁵
- In 2009, 16- to 34-year-olds took 24% more bike trips than they took in 2001. They walked to destinations 16% more often, and passenger miles on transit jumped by 40%.⁴⁶
- The percentage of 19-year-olds in the U.S. who have driver's licenses dropped from 87.3% in 1983 to 69.5% in 2010.⁴⁷
- Usage of the Internet is related to this decline, due to ease of virtual contact, as opposed to personal contact.⁴⁸
- In 1995, people age 21 to 30 drove 21% of all miles driven in the U.S.; in 2009, it was 14%, despite consistent growth of the age group.⁴⁹

The Center for Neighborhood Technology (CNT, Chicago), teamed with the Center for Transit-Oriented Development (CTOD, University of California, Berkeley), and the Brookings Institution to create a Housing and Transportation Affordability

44. Davis, B., T. Dutzik, and P. Baxandall. (2012). *Transportation and the New Generation: Why Young People are Driving Less and What it Means for Transportation Policy*. Frontier Group and U.S. PIRG Education Fund. Available at: www.uspirg.org/sites/pirg/files/reports/Transportation%20%26%20the%20New%20Generation%20vUS_0.pdf; accessed October 30, 2014.

45. See Footnote 44.

46. See Footnote 44.

47. DeGroat, B. (2012). "Percentage of Teen Drivers Continues to Drop." *University of Michigan News*, July 23, 2012. Available at: <http://ns.umich.edu/new/releases/20646-percentage-of-teen-drivers-continues-to-drop>; accessed February 4, 2015.

48. Schoettle, B., and M. Sivak. (2013). *The Reasons for the Recent Decline in Young Driver Licensing in the U.S.* Report N. UMTRI-2013-22, Transportation Research Institute, University of Michigan, Ann Arbor, MI. Available at: <http://deepblue.lib.umich.edu/bitstream/handle/2027.42/99124/102951.pdf>; accessed January 22, 2015.

49. Borys, H. (2012). "Places that Pay: Benefits of Placemaking." *Placemakers and Newsmakers*, September 13, 2012. PlaceMakers, LLC., Albuquerque, NM. Available at: www.placemakers.com/2012/09/13/places-that-pay-benefits-of-placemaking/; accessed October 30, 2014.

Neff, J. (2010). "Is Digital Revolution Driving Decline in U.S. Car Culture?" *Advertising Age*, May 31, 2010. Available at: <http://adage.com/article/digital/digital-revolution-driving-decline-u-s-car-culture/144155/>; accessed February 4, 2015.

Index that shows the impact that transportation costs associated with the location of housing have on a household's economic bottom line. The index allows consumers to rethink the limit of housing cost as not more than 30% of income, because housing served by various transportation options can be afforded if one does not have the usual transportation costs. The formula is simple:⁵⁰

$$\text{H} + \text{T}^{\text{®}} \text{ Affordability Index} = \frac{(\text{Housing Costs} + \text{Transportation Costs})}{\text{Income}}$$

In short, living car-free in walkable areas fits younger lifestyles by permitting money to be shifted from auto costs to housing and entertainment. This is possible because of the much greater proximity of the many places to go within a dense city. Many Millennials, Gen Xers, and more retired Boomers are taking advantage of these opportunities as well.

In order for these trends to maximize economic benefits in medium and large cities there must be a good transit system. It must be on time with a short interval between pickups. Suburbs also need good transit in order to remain connected to growing job and entertainment opportunities in downtowns of adjacent central cities. *The longer it takes to put a good transit system in place, the less likely the community will be able to attract and retain those talented workers who want a dense urban lifestyle—as other communities that already have those services will be more attractive.*

IMPACT OF THESE TRENDS ON HOME OWNERSHIP

Given the large numbers of Millennials and Boomers, if even a small percentage of them decide to support this growing back to the city movement, there could be a profound impact on single-family homeownership—especially in the suburbs, as there will be too many single-family homes and not enough rental units. This was mentioned briefly earlier, but let's explore that further now.

50. CNT. (n.d.). "H+T[®] Affordability Index." Center for Neighborhood Technology, Chicago, IL. Available at: <http://htaindex.cnt.org/>. For information on the application of the Index in 337 U.S. Metropolitan Regions, see this paper: CNT. (2010). "Pennywise and Pound Foolish." Center for Neighborhood Technology, Chicago, IL. Available at: www.cnt.org/sites/default/files/publications/CNT_pwpf.pdf; accessed September 11, 2015.

A 2012 *Wall Street Journal* article by Dan Gross,⁵¹ makes a strong case that homeownership has less economic value than it used to:

- According to the Bureau of Labor Statistics, the typical consumer spends about 32% of budget on shelter and another 16% on owning and running a car.
- With the mortgage foreclosure crisis, many people cannot move, because they are near or underwater on their mortgage (i.e., their mortgage is greater than the market value of their home). Renting allows mobility.
- Nationally, homeownership peaked at 69% in 2006. In 2012, it was 65.4%. Homes that went into foreclosure destabilized neighborhoods, bursting the bubble of homeownership as the way to keep strong neighborhoods.
- According to Moody's [a corporation that provides research, tools, and analysis of global financial markets], by late 2011, it was cheaper to rent than own in 72% of American metro areas, up from 54% in 2001.⁵²

These trends are also leading to what some are calling the *Great Senior Sell-Off*. The first Baby Boomers turned age 65 in 2011. Between 2015 and 2030, there will be 20.1 million senior households trying to sell their homes. As many as 7.4 million will not find a willing buyer.⁵³ Other people will take their place in the purchasing market, but they are projected to number a quarter less than 20 years ago. This could lead to the next housing crisis.

Research shows that when people reach age 65, they sell their houses at a higher rate than purchase. In fact, when seniors move, 60% rent their next home. Two-thirds of new housing demand between 2010 and 2030 will be for rental housing. There will be a surge in construction of apartments for more affluent renters. This trend has been evident since the

51. Gross, D. (2012). "Renting Prosperity." *The Wall Street Journal*, May 4, 2012. Available at: <http://online.wsj.com/article/SB10001424052702304746604577382321021920372.html>; accessed October 30, 2014.

Dan Gross authored a book providing more insight on this topic: Gross, D. (2012). **Better, Stronger, Faster: The Myth of American Decline and the Rise of a New Economy**. New York, NY: Free Press. Available at: <http://books.simonandschuster.com/Better-Stronger-Faster/Daniel-Gross/9781451621358>; accessed October 30, 2015.

52. See article in Footnote 51.

53. See Footnote 23.

American Housing Survey came out in 2001, but now there will be larger numbers of seniors.⁵⁴

Arthur C. Nelson, a professor of city and metropolitan planning at the University of Arizona, recently published a book in which he forecasts development trends into 2030. He says by 2030, one-quarter to one-third of America's 143 million households will want the mixed-use, amenity-rich, transit-accessible options that commercial corridors and nodes in a city with many high-quality places can provide.⁵⁵

Reasons for these shifts:

- Increase in gasoline prices;
- Income and wealth of median households are falling;
- In the 1980s, the top fifth of U.S. households possessed 80% of the nation's wealth. By 2010, the top 20% had 99% of the wealth, reducing the size of the for-sale housing market;
- Institutional support for homeownership is waning—evidenced by higher credit score standards, higher down payment requirements, and the tightening of other mortgage underwriting standards. This will crimp the ability of Americans to buy houses; and
- Unemployment will remain higher than it was during the long post-war boom.⁵⁶

Professor Nelson has reached two conclusions:

1. Conventional residential development in outer suburbs will remain troubled.
2. Compact, transit-oriented development (TOD) will be in high demand.⁵⁷

54. Nelson, A.C. (2011). *The New California Dream: How Demographic and Economic Trends May Shape the Housing Market*. Urban Land Institute, Washington, DC. Available at: http://uli.org/wp-content/uploads/2012/06/ULI-Voices-Nelson-The-New-California-Dream.ashx_1.pdf; accessed February 5, 2015.

55. Nelson, A.C. (2013). *Reshaping Metropolitan America: Development Trends and Opportunities to 2030*. Washington, DC: Island Press. Available at: <https://islandpress.org/book/reshaping-metropolitan-america>; accessed July 10, 2015.

56. See Footnote 54.

57. See Footnote 54.

He has summarized his findings in terms of home value expectations as illustrated in Table 2–7.

As part of his Reshape America Index, Nelson projects that Michigan, all of the Midwest and Great Lakes states, as well as the Northeast states have enough existing undeveloped land within metropolitan areas to accommodate all growth reasonably expected by 2030. In other words, there is no reason to sprawl further out in these places, as there will be inadequate demand to support it, because there will be ample opportunities for infill and redevelopment on existing undeveloped land. In particular, parking lots and deteriorating structures in the cities and suburbs will offer opportunities to meet new demands. They are already flat and well-drained, they are often already zoned non-residential, they are usually close to main roads/highways, and large-scale utilities already exist along these main transportation routes.⁵⁸

HOW DO THESE TRENDS RELATE TO PLACEMAKING?

These dramatic demographic changes are leading to fundamental consumer preference shifts for different types of housing, transportation, and lifestyle choices. They are also leading to major changes in land use patterns that will affect the types of placemaking initiatives pursued in large and small cities, and their suburbs.

From about 1950 to about 2005, the predominant land use pattern in America was sprawl. It was characterized by low-density development, a separation of land uses, large block sizes, auto dependency, and poor pedestrian access. In contrast, market preferences are shifting to compact settlement options that are characterized by variable density, a mix of uses, human-scale blocks that are walkable and bikeable, with an integrated sidewalk and transit system. That has led some commentators to observe that sprawl was an anomaly—but one that will take many decades to convert to a denser, urban form. However, concerns about energy, land use, and the environment could hasten that change.

These trends suggest that if Midwesterners fail to understand that prior to WWII, we used to build cities in ways that were much more livable and sustainable than we have built most of our suburbs, then we

58. See Footnote 54.

Table 2–7: Home Value Expectations

Location	Growth Rate			Stagnating or Declining
	Faster than U.S.	Same as U.S.	Slower than U.S.	
Downtown/Near Downtown	Highest Value Rise	Increasing Value	Holding Value	Losing Value
Elsewhere in Central City	High Value Increase	Increasing Value	Holding Value	Weak Market
Suburbs Built before 1980	Holding Value	Holding Value	Weak Market	Little or No Market
Suburbs Built 1980–2000	Holding Value	Losing Value	Little or No Market	No Market
Post 2000 Suburbs	Little or No Market	No Market	No Market	No Market

Source: Nelson, A.C. (2013). **Reshaping Metropolitan America: Development Trends and Opportunities to 2030**. Washington, DC: Island Press. Available at: <https://islandpress.org/book/reshaping-metropolitan-america>; accessed July 10, 2015. Table remade with permission, by the Land Policy Institute, Michigan State University.

are destined to suffer greater economic decline, as our talented workers choose to live in communities in other states that offer the urban physical form, transportation choices, and activities they desire.

Market trends suggest we should remodel, rebuild, and retool our downtowns and key nodes on key corridors in order to meet changing market demand, to make them more livable and, in the process, to better attract and retain talent. We can start with rehabilitation of historic structures as assets to renew and adaptively build around, since they usually have the form and character that supports dense urban living.

As we adjust to changing markets, we need to preserve broad living choices in cities, as well as in suburbs, small towns, and rural areas. Not everyone wants to live or work in dense urban areas, or to use public transit. There is no need and not enough resources to convert everything anyway. Change needs to be targeted to downtowns, nodes, and corridors in our largest cities, and other regional centers of commerce (mostly satellite small towns within the economic sphere of large cities, and the largest small towns in rural regions). In those places infill development and redevelopment need to focus on mixed use and increased density, often in the form of transit-oriented development.

These kinds of changes require reforming our thinking and action. It means targeted placemaking, as well as changing codes and related regulations in parts of targeted communities.

The term “placemaking” was created in the ‘70s by architects, urban planners, and landscape architects as

we began to realize what we had to do to *re-create* communities that were resilient and sustainable.

We now have the opportunity to act by riding demographic and market trends that are already heading in that direction.

We have the opportunity to respond to rising market demand to widen the supply of Missing Middle Housing choices in city centers, and at key nodes along key corridors.

Failure to adapt to these demographic and market changes will mean diminished global competitiveness, because of a reduced ability to attract and retain talented workers. Large cities and first-tier suburbs have little time to act as these trends are already evident and underway. Small towns and low-density suburban communities have a little longer to think and plan before aggressively acting. They will have to study metropolitan demographics to determine if Millennials in their area will eventually marry, have children, and then move to their small town or suburb. If so, less change will be needed, but making a bad choice could be very costly.

According to a 2012 *USA Today* article,⁵⁹ the peak for urban living is age 25 to 27, when 20%

59. El Nasser, K. (2012). “American Cities to Millennials: Don’t Leave.” *USA Today*, December 4, 2012. Available at: www.usatoday.com/story/news/nation/2012/12/03/american-cities-to-millennials-dont-leave-us/1744357/; accessed October 30, 2014.

As we adjust to changing markets, we need to preserve broad living choices in cities, as well as in suburbs, small towns, and rural areas. Not everyone wants to live or work in dense urban areas, or to use public transit.

of that age group lives in urban centers. By age 41, about a quarter have moved to the suburbs. What is remarkable is that “only” a quarter moved to the suburbs compared to Boomers, where the overwhelming bulk that had the means to do so, did.

The oldest of the Millennials turned 30-years-old in 2012. *If cities want to keep the Millennials that are moving to downtowns and neighborhoods near downtown, they will have to do more than just authorize the construction of new mixed-use development.* They will have to improve:

- **Schools:** Poor or unsafe schools can make or break it for most urbanites with children.
- **Housing Choices:** Not just flats, lofts, and condos. Townhouses and houses on small lots are needed.
- **Open Space:** Kids need somewhere to play. Parents want trails to walk, jog, and bike.
- **Services near Transit:** Grocery stores, childcare, and other services need to be convenient for parents to take their kids to.
- **The Overall Balance:** Provide adult fun and culture, and trendy lofts, but build family friendly homes and childcare centers at the same time.⁶⁰

CEO’s for Cities advises that it is more than just additional options and facilities, it involves fundamentally changing attitudes and behavior towards children.⁶¹ Because children add value to cities through diversity, community, economics, and loyalty, cities should strive to attract young professionals starting families. That means cities have to become “kid-friendly.” Children have to be welcome in:

- Parks,
- Restaurants, and
- Entertainment venues.⁶²

60. See Footnote 59.

61. CEOs for Cities. (2006). “City Talent: Keeping Young Professionals (and Their Kids) in Cities.” CEOs for Cities, Cleveland, OH. Available at: www.miplace.org/sites/default/files/CEOsForCities_KidsInCities.pdf; accessed July 1, 2015.

62. See Footnote 61.

But, it also means accommodating issues related to aging in place—especially for Boomers that move to the city. There needs to be increased attention to improved:

- Connectivity,
- Transit,
- Density, and
- Social interaction.⁶³

Another point is clear. Green infrastructure counts. This is vegetation that adds a natural dimension to parks, boulevards, trails, bike paths, and along watercourses. Green infrastructure is attractive to wide segments of the population, including knowledge workers. However, different generations tend to have different likes and dislikes.

- Those age 65 and older are strongly attracted by quiet landscapes with water, forest, and open space amenities.
- Those age 35 to 64 like walkable communities, with parks and recreational opportunities (e.g., golf and connected trail systems).
- Those age 25 to 34 enjoy dense communities with integrated green infrastructure and recreational opportunities, such as biking, boating, and sports.⁶⁴

Blue infrastructure counts as well. That means improved visual and physical access to streams, ponds, rivers, lakes, harbors, the Great Lakes, and oceans. Trails along these water-based natural resources are a great way to start, especially if they link parks, important open spaces, and key activity centers in cities and suburbs to rural places throughout the region.

Each of these preferences create new opportunities and challenges for targeted placemaking activities in cities of any size and location along the transect. Chapters 9–13 will explore the kinds of targeted placemaking strategies to pursue in these different locations.

63. See Footnote 61.

64. Adelaja, S., Y.G. Hailu, M. Abdulla, C. McKeown, B. Calnin, M. Gibson, and K. McDonald. (2009). **Chasing the Past or Investing in Our Future: Placemaking for Prosperity in the New Economy.** Report # LPR 2009-NE-03, Land Policy Institute, Michigan State University, East Lansing, MI. Available at: www.landpolicy.msu.edu/ChasingthePastReport; accessed January 21, 2015.

IMPORTANCE OF POPULATION ATTRACTION AND INTERNATIONAL IMMIGRATION

There is an important demographic issue that has not been discussed. That is population attraction, generally. Michigan lost population between 2000 and 2010—the only state to do so.⁶⁵ Most of the Midwest has had anemic population growth for several decades. *Without a growing population, it is very difficult for communities to provide the services needed for existing residents and businesses, since property values fell so much during the Great Recession, while also having to pay for growing remedial infrastructure needs.* Strategies that target population growth beyond talented workers is critical. So far we have focused on accommodating changing market demand for the existing population of a region, and for attracting new talented workers. A presumption has been that the bulk of those talented workers are domestic, meaning coming from another part of the United States. Perhaps the biggest opportunity to quickly attract new talented workers may come from international immigrants.

Some readers may have a false impression of immigrants based on politically contentious issues. But, let's consider some basic facts. Nationally, immigrants comprised only 11% of the 2000 population, but:

- Made up 12% of the working population,
- Represented 24% of all scientists and engineers with bachelor's degrees, and
- Represented 47% of all scientists and engineers with doctorates in the U.S. workplace.⁶⁶

Foreign-born Michigan residents are 56% more likely to possess a college degree.⁶⁷ A full 37% of Michigan's foreign-born possess a four-year college degree as compared to 23.7% of American-born Michigan residents.⁶⁸

These facts were reported by former State Representative Steve Tobocman. Based on extensive interviews, Tobocman developed 11 strategies for

65. Calnin, B., T. Borowy, and S. Adelaja. (2011). *Behind the Numbers: Understanding Michigan's Population Loss*. Land Policy Institute, Michigan State University, East Lansing, MI. Available at: http://landpolicy.msu.edu/resources/behind_the_numbers_understanding_michigans_population_loss; November 5, 2014.

66. Tobocman, S. (2010). *Global Detroit. New Economy Initiative of Southeast Michigan*. Available at: www.welcomingamerica.org/wp-content/uploads/2011/06/global_detroit_full_report_with_appendices.pdf; accessed January 23, 2015.

67. See Footnote 66.

68. See Footnote 66.

creating a “Global Detroit” that are built largely around fostering immigration to metro Detroit.⁶⁹

Tobocman argues that immigrants were key to Detroit's greatness, and they can play a critical role in its comeback. One of the attributes of urban vitality is racial, ethnic, cultural, generational, and gender diversity. *Increasing the percentage of immigrants in (particularly) central cities can greatly increase diversity and aid in other placemaking efforts.*

“According to a Small Business Administration–commissioned report, in 2012, by Robert W. Fairlie, an economics professor at the University of California, Santa Cruz,⁷⁰ the business ownership rate is higher for immigrants than the native-born, with 10.5% of the immigrant work force owning a business compared with 9.3% of the native-born work force.

Those numbers refer to ownership of existing businesses; immigrants are also more likely to start a business in any given month. In 2010, the business formation rate per month among immigrants was 0.6%, meaning that of every 100,000 non-business-owning immigrants, 620 started a business each month. The comparable rate for nonimmigrants was 0.28% (or 280 out of every of 100,000 non-business-owning adults). The gap in new business formation between immigrants and non-immigrants has been growing recently, too.”⁷¹

Considerable high-quality research on the value and benefits of entrepreneurs, and entrepreneurship in general, and on immigrant entrepreneurs in particular, has been performed by The Kauffman Foundation.⁷²

69. See Footnote 66.

70. Fairlie, R. (2012). *Immigrant Entrepreneurs and Small Business Owners, and Their Access to Financial Capital*. Prepared for the U.S. Small Business Association by Economic Consulting, Washington, DC. Available at: www.sba.gov/sites/default/files/rs396tot.pdf; accessed February 25, 2015.

71. Rampell, C. (2013). “Immigration and Entrepreneurship.” *The New York Times Economix Blog*, July 1, 2013. Available at: <http://economix.blogs.nytimes.com/2013/07/01/immigration-and-entrepreneurship/?php=true&type=blogs&r=0>; accessed December 31, 2014.

72. For many detailed reports by The Kauffman Foundation, visit: www.kauffman.org.

Increasing the percentage of immigrants in (particularly) central cities can greatly increase diversity and aid in other placemaking efforts.

The State of Michigan has initiated an immigration initiative. Governor Snyder asked the federal government to designate an additional 50,000 investment-based (EB-5) visas from 2013–2018. The visas would seek to attract highly skilled, entrepreneurial, legal immigrants who commit to living and working in Detroit, thereby contributing to its economic and population growth.

The Michigan Office for New Americans will coordinate the state's efforts to welcome immigrants; lead efforts to encourage foreign students getting advanced degrees to stay in the state; and ensure that needed agricultural and tourism workers also come. It will also help coordinate services to and facilitate partnerships with immigrants in the areas of licensing, workforce training, education, housing, and healthcare. See Figure 2–15 touting some of the job creation benefits of immigrant entrepreneurs.

CONCLUDING OBSERVATIONS

As described in this chapter, traditional families residing in the suburbs are not located where many of the new markets are forming. The new growth and development markets are young, urban, mixed-use, pedestrian-oriented, and multi-modal. The only places where the key infrastructure and urban form exist to immediately take advantage of these emerging markets is in the downtowns of large cities and small towns. These are the logical places to target Strategic Placemaking, or we will lose the global talent attraction battle. At the same time, if we do all the things necessary to attract and retain talented people in downtowns, and at key nodes along major corridors, we will be significantly improving the quality of place and choice for everyone.

The six generations in the U.S. do not have the same living preferences, and some intergenerational changes are underway that have the potential to change the face of America. First, Boomers are no longer the biggest generation, the Millennials are. When it comes to place characteristics, what many Millennials want is not what the Boomers wanted at that age, and many empty-nester Boomers want what the Millennials now want. What the Boomers and Millennials want will greatly impact the direction of many trends in America, such as a desire to live in cities, and to widen the range of housing and transportation choices. These two generations are so large that even if small percentages of them

help fuel a back-to-the-city movement, they will have a large impact.

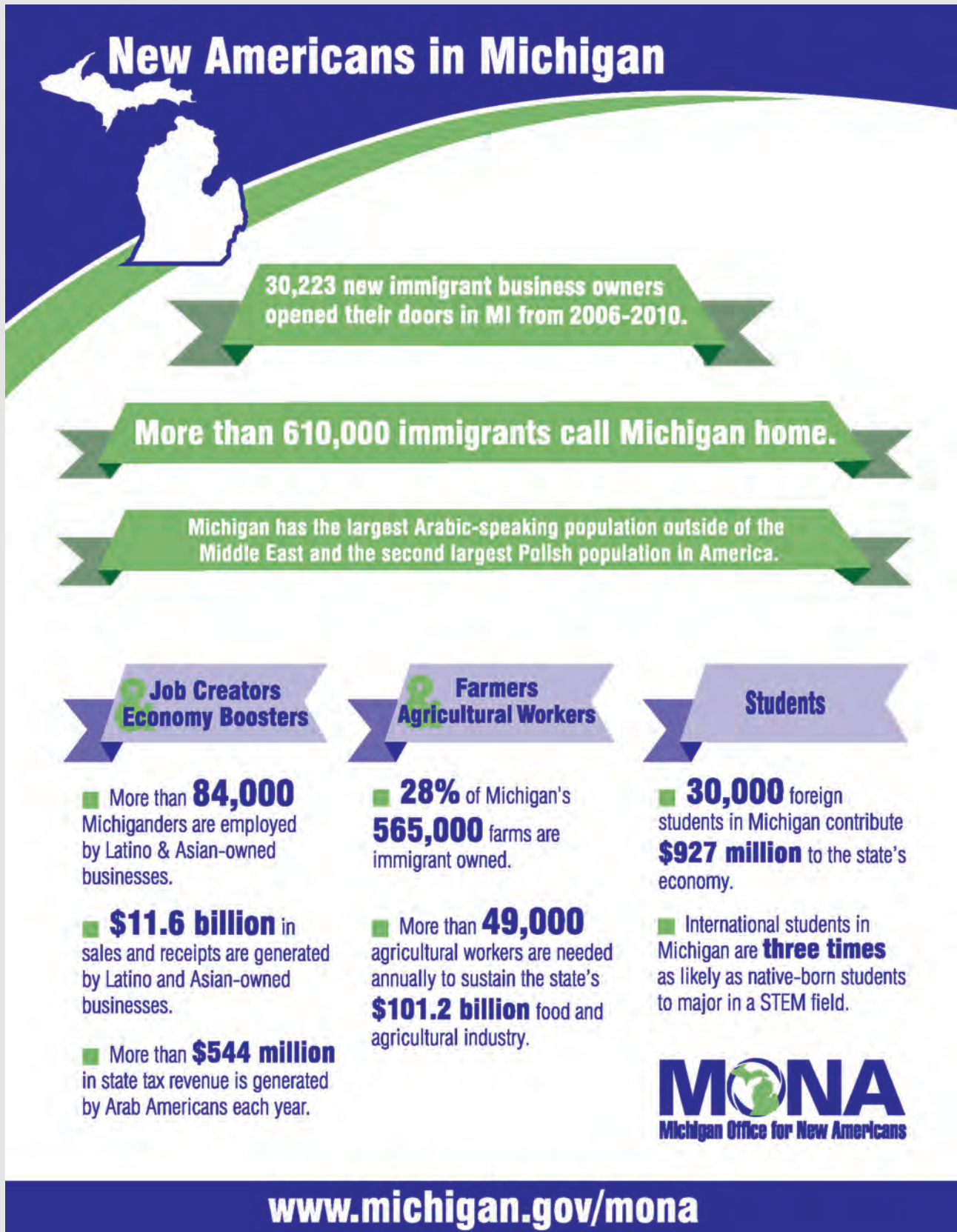
Housing impacts could be huge, including an excess of large single-family homes, especially on large lots. The urban market will increasingly demand more rental housing in dense locations, and especially of the missing middle variety. If central cities and small towns that are Centers of Commerce and Culture in their rural area do not positively and quickly respond to these trends, then the lack of a diverse housing supply will become more and more of a reason that talented workers go to cities in other states where they have more choices.

The lowest density outer suburbs are most at risk from the growing excess of single-family homes. In some places, there may be too many on the market at once as the Boomers age and downsize to smaller, more urban homes and rental units, driving the price of single-family homes downward. Suburbs will need to focus on better connections with central cities through improved transit on key corridors, and with increased density at key nodes along those transit corridors. In some cases they may want to create a walkable downtown surrounded by higher density mixed-use dwellings in order to capture some of the regional market trend, and to create a strong sense of place in what is otherwise a primarily bedroom community.

Population attraction strategies targeted at both talented workers and immigrants will help boost local economies. However, there need to be quality places that are attractive to talented workers to bring them in the first place. This is where placemaking can be valuable if it is accompanied with a suite of policies and practices designed to dramatically improve, both quickly and over time, the quality of places within a community, region, and eventually the state. By improving the quality of places, local governments can improve the quality of life for everyone in the community.

There are considerable challenges and opportunities inherent in these demographic trends and the related housing and transportation trends associated with them. Communities that fail to respond proactively to them may run the risk of irrelevancy. Given the existing fiscal challenges municipalities are already facing, irrelevancy may be akin to continued decline with fewer and fewer prospects for economic renewal.

Figure 2–15: Benefits of Immigrant Entrepreneurs



Source: MONA. (2015). "New Americans in Michigan – Flyer." Michigan Office for New Americans, Lansing, MI. Available at: www.michigan.gov/documents/ona/MONA-1pager-FINAL-Combo_499568_7.pdf; accessed September 18, 2015.

Key Messages in this Chapter

1. Significant demographic and generational changes are underway.
2. Historically, Michigan's major metropolitan areas do not perform well on "Best of" lists for urban vitality, but that is beginning to change.
3. Marriage hit a record low in 2011, from 72% in 1960 to 51%. The marriage rate for those age 18 to 29 fell from 59% in 1960 to 20% in 2011.
4. Michigan has the 8th lowest birthrate in the U.S.
5. Since the end of WWII, we built places based on the assumption that 50% of households have children. But, today, 70% of households have no children. In 2040, 74% of households will have no children.
6. In 2012, 28% of our 115 million households were occupied by only one person; about 10% were people age 65 and over.
7. Millennials are now the largest generation in the U.S. and in Michigan.
8. Of six generations alive, two of them, the Millennials and Baby Boomers, account for 54% of the entire population.
9. Many Millennials decide where to live, then look for a job there. Many want, and are choosing, walkable urban places, as are many retiring Boomers.
10. Homeownership is declining and will continue to decline, because of the retiring and moving Boomers' and Millennials' preferences. In 2011, when those age 65 and over moved, 80% vacated a single-family home, and 59% moved into multifamily buildings. As more and more Baby Boomers reach age 65, there will be a growing number of large, suburban, single-family houses on the market.
11. Michigan is overbuilt with suburban and rural housing products (single-family homes on large lots), and underbuilt for housing types desired by talented workers and a growing number of retirees who desire a compact urban living environment (apartments, attached condos, single-family on small lots).
12. Target Market Analyses show that most Midwestern cities lack the Missing Middle Housing types (duplex, triplex/fourplex, bungalow court, townhouse, live/work units, courtyard apartment) that are attractive to Millennials and Baby Boomers.
13. The average vehicle miles traveled by 16- to 34-year-olds in the U.S. decreased by 23% between 2001 and 2009. Meanwhile, passenger miles on transit jumped by 40%.
14. Nationally, between 2015 and 2030 there will be 20.1 million senior households trying to sell their homes. As many as 7.4 million will not find a willing buyer. This could lead to the next housing crisis.
15. Nationally, 2/3 of new housing demand between 2010 and 2030 will be for rental housing.
16. The biggest opportunities to quickly attract new talented workers may well come from international immigrants.
17. Change needs to be targeted to a few centers, nodes, and corridors in our largest cities, and other regional Centers of Commerce and Culture. In those places infill development and redevelopment need to focus on mixed uses and increased density.
18. Placemaking can help communities attract and retain talented workers by creating higher quality places with a wider range of housing types and transportation choices that are valued by all residents and visitors.



Chapter 2 Case Example: Target Market Analysis for Missing Middle and Mid-Rise Housing in Lansing/East Lansing

Demographic and market research indicate that many people in the two largest generations in America’s history, the Baby Boomers and the Millennials, will be looking for housing options in or near downtowns and by transit. And they’ll be doing this at roughly the same time. Boomers will be downsizing from single-family homes in auto-centered neighborhoods, as Millennials will be entering the job market and ready to enter the housing market as well. Many communities across the nation are ill prepared for this market shift in housing. It will require the development of housing options somewhere between single-family detached housing and mid- to high-rise living: known as the Missing Middle Housing.

While Michigan is lacking a wide array of the Missing Middle Housing types discussed in this chapter, many communities are making strides in filling the gaps with development projects that focus on adding these new housing options to their downtowns and along key corridors. This will be key as communities across the state prepare to implement Strategic Placemaking and seek to better attract and retain talent.

In 2013, a Target Market Analysis (TMA) was completed for the region’s main corridor: The Michigan Avenue/Grand River Avenue Corridor. This TMA, completed by LandUse|USA, found that there was a gap among smaller rental units and a need for more urban housing products, including duplexes, rowhouses, multiplexes, stacked flats, Main Street



Mid-rise mixed-use development in the Stadium District in Lansing, MI. Photo by the MSU Land Policy Institute.

mixed, flex, mid-rise formats, carriage houses, cottage courts, and compact detached houses. Table 2-8 shows the different housing types that would be appropriate for various zones in the corridor. *Note: A considerably more refined transect was used than has been presented in this guidebook.*

The Greater Lansing Region is taking this demographic shift to heart and addressing the Missing Middle Housing gap. Recent development projects in Lansing and East Lansing have utilized public-private partnerships to create a variety of housing types that were previously lacking in the region. Examples of these developments in Lansing include the Knapp’s Centre in the heart of downtown, The Stadium District near downtown, The Marketplace by the City Market, The Outfield under construction above the Cooley Law School Stadium, Prudden Place located near downtown and Old Town, Motor Wheel Lofts, and On the Grand Condominium rowhouses in Old Town. As home to Michigan State University, the City of East Lansing benefits from having new housing options for incoming students that attract more activity to key nodes near and around the campus area (St. Anne’s Lofts and The Residences in downtown, and a mixed-use development that includes the Trowbridge Lofts and a farmers market near the Amtrak station). Some developments have also been strategically located along the Michigan Ave./Grand River Ave. Corridor to further connect East Lansing with Lansing and promote greater linkage of placemaking efforts between the two cities.



The Avenue Flats in Lansing, MI. This is Missing Middle Housing with commercial on the first floor, because of its location on a busy corridor. If it was located one block back there would be housing on the first floor and no commercial. Photo by the MSU Land Policy Institute.

Table 2–8: Potential Housing Formats by Urban Transect Zone

	Rural-----					Urban			
Urban Transect Zone	T3E	T3N	T4N.1	T4N.2	T5MS	T5N.1	T5N.2	T5F	T6C
General Label	Estate	Nbhd.	Nbhd.	Nbhd.	Main Street	Nbhd.	Nbhd.	Flex	Core
General Parameters for the Zone									
Detached/Attached	Detached	Detached	Detached	Either	Attached	Attached	Attached	Attached	Attached
Footprint – Low	Medium to Large	Small to Medium	Medium	Small to Medium	Small to Medium	Medium to Large	Small to Medium	Small to Large	Medium to Large
Footprint – High			Medium						
General Setback	Yes	Yes	Yes	No	No	Yes	No	No	No
Maximum Levels	2.5	2.5	2.5	3	4	4	6	4	4+
Majority Tenure	Owner	Owner	Owner	Owner	Renter	Renter	Renter	Renter	Mixed
Potential Housing Formats									
Carriage House	Yes	Yes	Yes	Yes	-	Yes	Yes	Yes	-
Medium Detached House	Yes	Yes	Yes	-	-	-	-	-	-
Compact Detached House	-	Yes	Yes	Yes	-	-	-	-	-
Cottage Court	-	Yes	Yes	Yes	-	-	-	-	-
Duplex	-	Yes	Yes	Yes	-	-	-	-	-
Rowhouse	-	-	Yes	Yes	-	-	Yes	Yes	-
Small Multiplex	-	-	Yes	Yes	-	Yes	Yes	Yes	-
Large Multiplex	-	-	Yes	-	-	Yes	Yes	Yes	-
Stacked Flats	-	-	-	-	-	Yes	Yes	Yes	-
Live/Work Units	-	-	Yes	-	-	-	Yes	Yes	-
Main Street Mixed	-	-	-	-	Yes	-	Yes	Yes	Yes
Flex	-	-	-	-	-	-	-	Yes	-
Mid-Rise	-	-	-	-	Yes	Yes	Yes	Yes	Yes
High-Rise	-	-	-	-	-	-	-	-	Yes

The urban-to-rural transect developed by Duany Plater-Zyberk & Company has been directly applied throughout this study. Each of the geographic sectors have characteristics that roughly align with the transect zones. This table focused mainly on the T3 Suburban Zone (T3E and T3N); T4 General Urban Zone (T4N.1 and T4N.2); Urban Center Zone (T5MS, T5N.1, and T5N.2); and Urban Core Zone (T6C). **Note:** E=Estate, N and Nbhd=Neighborhood, MS=Main Street, F=Flex, and C=Core. **Sources:** Sharon Woods, LandUseUSA, Greater Lansing Area, MI, 2013–2015. Table remade with permission, by the Land Policy Institute, Michigan State University.



Old duplexes side-by-side in Ferndale, MI, is an example of Missing Middle Housing. Photo by Mark Wyckoff.



Rowhouses at Town Commons in Howell, MI, is an example of Missing Middle Housing. Photo by the MSU Land Policy Institute.

Chapter 3: Economics of Placemaking



Aerial view of Grand Traverse Commons in Traverse City, MI. Photo by the Minervini Group, LLC.

INTRODUCTION

While “placemaking” is a term that is not yet well-known to or understood by a large portion of the population, there is a large amount of research that supports placemaking as an effective set of strategies for transforming places into those where people want to live, work, play, shop, learn, and visit. This research goes far beyond the health benefits of walkable and bikeable places, or the social and aesthetic benefits of quality places—these alone are good reasons for placemaking. The research in this chapter is focused on the factors that underpin placemaking as an economic development tool.

Chapter 3 is organized into two sections. The first section is based largely on research completed or compiled by the Land Policy Institute at Michigan State University or, in a few cases, is related research by other Michigan universities. The second section is a brief summary of additional research that supports placemaking from a wide range of perspectives. The categories of the key topics in each section are listed below:

Section One: Improved Regional Economic Performance Requires Placemaking to Attract and Retain Talented Workers

- Economic Context;
- Key Global Demographic and Economic Considerations;
- Prosperity Requires Regional Partners;
- The Business-Talent-Place Triangle;
- Within Each Region There Must be Some High-Quality Urban Places;
- Michigan Prosperity Regions;
- Talent Attraction and Population Growth;
- A Place-Based Model of Economic Prosperity;
- People, Place, and Policy Strategies; and
- Public Opinion Surveys.



Outside seating in downtown Flint, MI. Photo by the Michigan Municipal League/www.mml.org.

Section Two: Summary of Other Economic Benefits—Research that Supports Placemaking

- Land Use and Infrastructure;
- Property Value Studies;
- Location Efficiency;
- Energy Use;
- Preservation Efficiency;
- Value of Human Contact and Social Interaction;
- Economic Value of Creative Industries;
- Entrepreneurship;
- Health and Safety; and
- Return on Investment (ROI) for Developers.

SECTION ONE: IMPROVED REGIONAL ECONOMIC PERFORMANCE REQUIRES PLACEMAKING TO ATTRACT AND RETAIN TALENTED WORKERS

Economic Context

The Midwest, in general, and Michigan, in particular, were in an economic funk for the first decade of this century. While the Midwest and Michigan are making a come-back as the nation emerges from the Great Recession, the state’s recovery lags behind the rest of the country in several respects. Perhaps it is because other more prosperous areas of the

nation already know that quality of place is linked to prosperity in the New Economy.

Michigan led the nation in job loss between 2000 and 2009 at 860,400 jobs; that represented 18.3% of total jobs (nearly one in five were lost). The state reached 15.2% unemployment in 2009 and led the nation in unemployment for much of the Great Recession.¹ In September 2015, Michigan's unemployment rate fell to 5%,² nearly the same as the national rate.³

Michigan was the only state in the U.S. to lose population between 2000 and 2010. Michigan lost 54,804 people, or 0.6%.⁴ This was particularly troubling because the state's population rose during 2000–2005 by 152,110 people (mostly more births than deaths), and then lost all of that and 62,000 more from 2006–2011 (mostly by out-migration (people leaving the state)).⁵ Most of the Midwest and the Northeast barely grew in population from 2000–2010, while many of the Mountain states and Texas grew more than 15.3%.⁶

With the exception of Chicago, IL; and Minneapolis/St. Paul, MN, the Midwest was losing talented workers to other states, but worse, was failing to attract talented workers to fill jobs at the rate employers demand.⁷ In addition to the talent deficit, the lack of talented workers lowers our average educational attainment, our average per capita income, and makes us less globally competitive, because most of the talented workers in demand have more education than the average Midwesterner.

Michigan is turning the corner on out-migration. Fewer people are leaving every year since 2007, compared to those moving in. But note, Michigan

has been a net out-migration state for many of the years from 1960 to 2012.⁸ See Figure 3–1. The biggest losses in recent years (and presumably during much of this period) has been in the 18- to 34-year-olds age group.⁹ See Figure 3–2.

During the Old Economy (see page 1–10 in Chapter 1), high unemployment was a cyclical problem. *Michigan's unemployment rate has been worse than the nation's in every economic downturn since 1956.*¹⁰ During only a few really prosperous periods has the state's rate been slightly better than the national average. This trend long ago led to the phrase “when the nation catches a cold, Michigan catches pneumonia.”

Michigan residents have “put up with” this cycle, because once the nation's economy improved, automakers would sell cars again and prosperity would return. However, a well-known economist at Michigan State University and an expert on Michigan's economy, Dr. Charles Ballard, has noted that the Great Recession was radically different.¹¹ There is a complete restructuring of the nation's economy taking place. Michigan has seen it play out most directly in the auto industry employment and wages.

As a result, Michigan can no longer rely on the auto industry *alone* to return prosperity to the state. While auto production and sales have risen and unemployment rates have fallen to the national average, tens of thousands of people have dropped out of the labor force because there are no jobs available for their skillsets. The auto industry employs far fewer people than a decade ago, as robotics and other manufacturing efficiencies require far fewer workers than in the past. Two of the three major auto companies in Michigan went bankrupt during the recession. A fundamental shift has occurred.

8. MDTMB. (2012). “Total Net Migration: Michigan, 1960–2012.” Michigan Department of Technology, Management, and Budget; Lansing, MI. Available at: www.michigan.gov/documents/cgi/cgi_census_mich0012slides_434753_7.pdf; accessed November 5, 2014.

9. MDTMB. (n.d.). “Updated Migration Statistics from the American community Survey: 2012.” Michigan Department of Technology, Management, and Budget; Lansing, MI. Available at: www.michigan.gov/documents/cgi/cgi_census_Mig12Age_Slides_434759_7.pdf; accessed February 11, 2015.

10. Before 1956, there was no reliable state unemployment data except at the decennial census. Data from: Romer, C. (1986). “Spurious Volatility in Historical Unemployment Data.” *The Journal of Political Economy* 94 (1): 1–37 [US, 1900–1930]; Coen, R.M. (1973). “Labor Force and Unemployment in the 1920's and 1930's: A Re-Examination Based on Postwar Experience.” *The Review of Economics and Statistics* 55 (1): 46–55 [US, 1931–1940]; U.S. Bureau of Labor Statistics [US, 1941–2010 and MI, 1976–2010]; Michigan Bureau of Labor Market Information and Strategic Initiatives [MI, 1956–1975]; U.S. Census Bureau [MI, Decennial rates].

11. See Footnote 1.

1. Ballard, C. (2010). “Michigan's Economic Transformation.” Presented to the Michigan Association of Administrators of Special Education on February 9, 2010. Available at: <http://maase.pbworks.com/f/Ballard+Handout+2-10.pdf>; accessed March 11, 2015.

2. BLS. (n.d.). “Databases, Tables & Calculators by Subject: Local Area Unemployment Statistics.” Bureau of Labor Statistics, U.S. Department of Labor, Washington, DC. Available at: <http://data.bls.gov/timeseries/LASST2600000000000003>; accessed October 23, 2015.

3. NCSL. (n.d.). “Labor and Employment.” National Conference of State Legislatures, Washington, DC. Available at: www.ncsl.org/research/labor-and-employment/national.aspx; accessed October 23, 2015

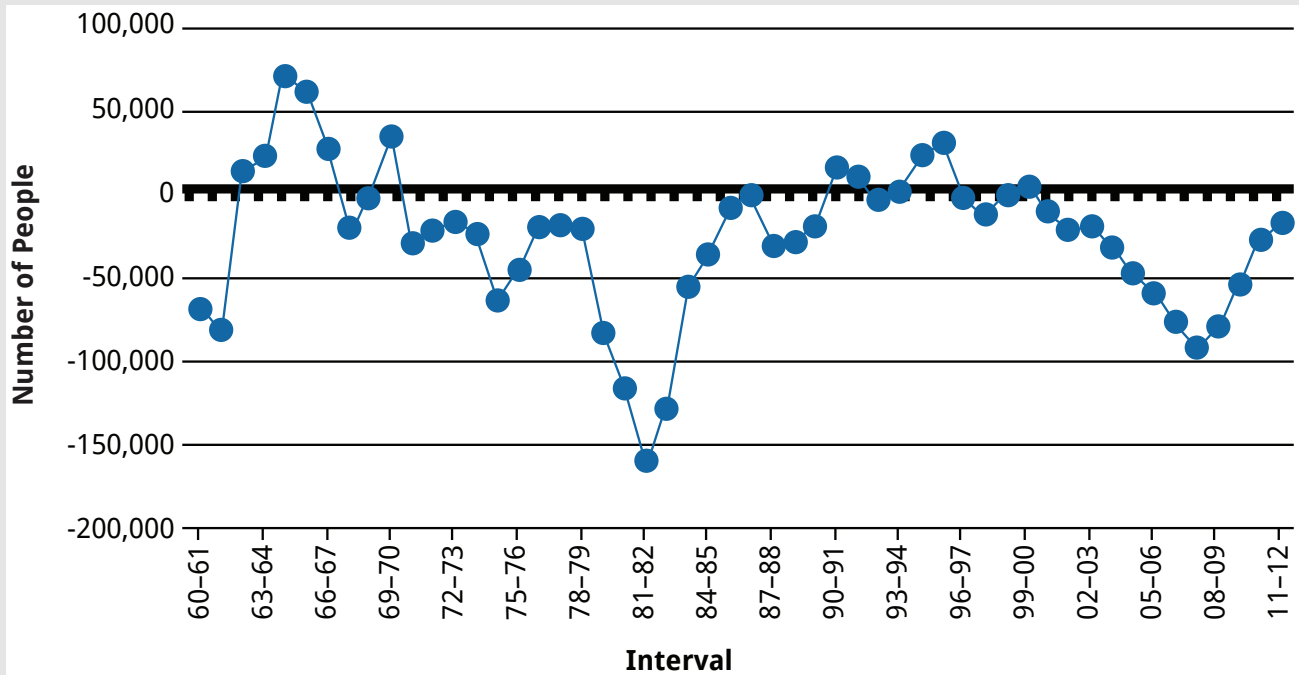
4. Calnin, B., T. Borowy, and S. Adelaja. (2011). *Behind the Numbers: Understanding Michigan's Population Loss*. Land Policy Institute, Michigan State University, East Lansing, MI. Available at: http://landpolicy.msu.edu/resources/behind_the_numbers_understanding_michigans_population_loss; accessed November 5, 2014.

5. See Footnote 4.

6. See Footnote 4.

7. Michigan Future, Inc. (2008). *Young Talent in the Great Lakes: How Michigan is Faring*. Ann Arbor, MI. Available at: <http://michiganfuture.org/cms/assets/uploads/2014/07/YoungTalentInTheGreatLakesFINAL.pdf>; accessed February 12, 2015.

Figure 3-1: Total Net Migration for Michigan from 1960–2012



Note: Total net migration is calculated by subtracting natural increase (i.e., the difference between births and deaths) from total population change as estimated by the U.S. Census Bureau. **Sources:** MDTMB. (2012). "Total Net Migration for Michigan from 1960–2012." Michigan Department of Technology, Management, and Budget; Lansing, MI. Available at: www.michigan.gov/documents/cji/cji_census_mich0012slides_434753_7.pdf; accessed November 5, 2014. Figure remade with permission, by the Land Policy Institute, Michigan State University.

Michigan needs a more diverse economy that balances employment across many sectors. Employment diversification would be more likely to help Michigan and other Midwest states ride economic storms of the future.

It is hard to fuel economic engines without population growth. With talent as the new international currency, it is clear that to attract both new residents and new talent Michigan needs to have many more quality places with a broader range of New Economy jobs in the places where people want to live, work, play, shop, learn, and visit. Michigan needs effective Strategic Placemaking to create more of these places.

To better appreciate how Strategic Placemaking can help requires us to understand the fundamental differences between the Old Economy and the New Economy. See Table 1–1 in Chapter 1. Following is a list of some of the key lessons from the New Economy model:

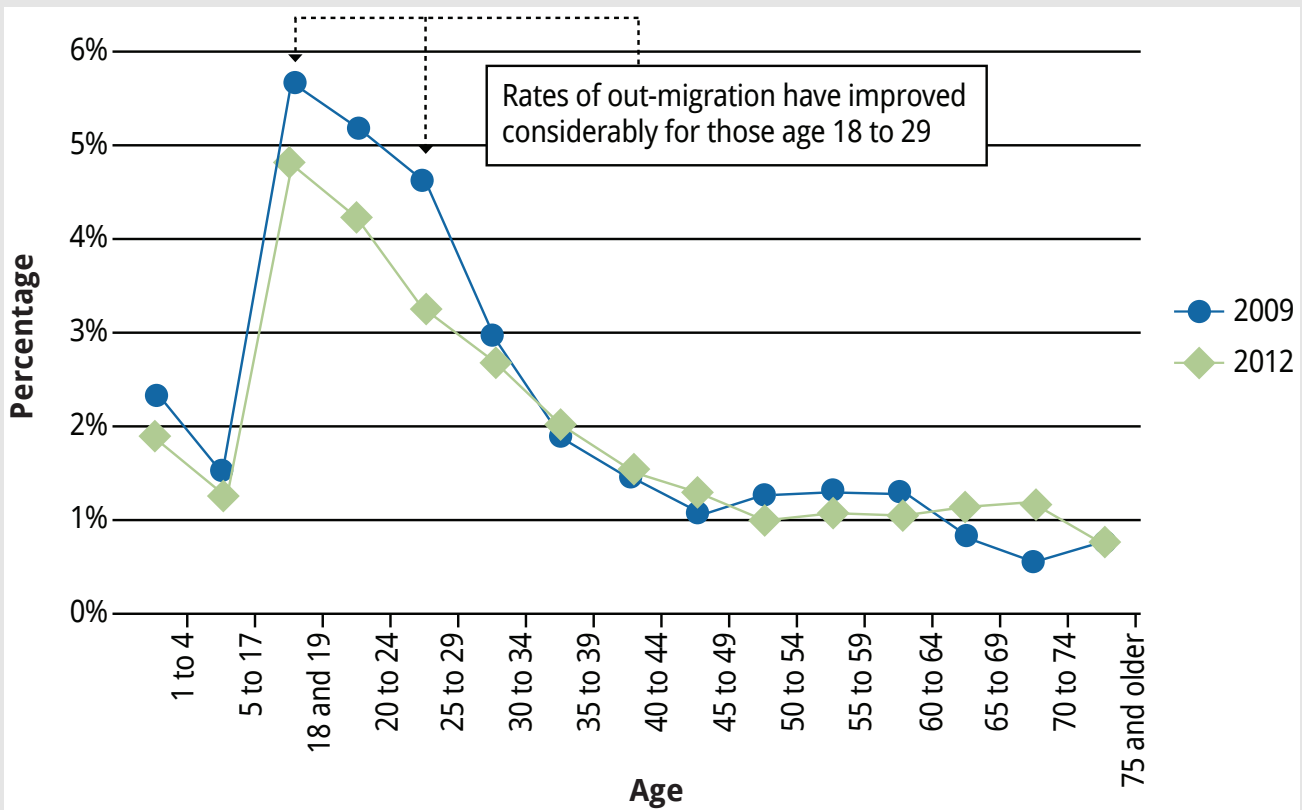
- The New (Knowledge) Economy is driven by talent and knowledge workers.

- Businesses form and are attracted to places with concentrations of knowledge workers (e.g., Google moving to Ann Arbor, MI).
- New capital is flowing to businesses where knowledge and creativity are highly valued and abundant.
- Since talent is mobile, places have to have abundant amenities in order to attract and retain talent.

"The New Economy refers to a global, entrepreneurial, and knowledge-based economy where business success comes increasingly from the ability to incorporate knowledge, technology, creativity, and innovative products and services."

Soji Adelaja, PhD, professor, Michigan State University; and former director, MSU Land Policy Institute, "Michigan Land and Prosperity Summit," 2009.

Figure 3–2: Out-Migration from Michigan by Age, 2009 and 2012



Source: MDTMB. (n.d.). “Updated Migration Statistics from the American Community Survey: 2012.” Michigan Department of Technology, Management, and Budget; Lansing, MI. Available at: www.michigan.gov/documents/cgi/cgi_census_Mig12Age_Slides_434759_7.pdf; accessed February 11, 2015. Figure remade with permission, by the Land Policy Institute, Michigan State University.

- Only regions with strategies that match their assets and their vision can prosper in the New Economy.
- Our competition is global.

Key Global Demographic and Economic Considerations

The global demographic and economic challenge is complicated. There is flat to falling population in the Western world and rising population almost everywhere else—which also have growing Middle Classes (the largest consumer groups). Elsewhere per capita Gross Domestic Product (GDP) is rising faster than in the Western world (see Table 3-1) and there is growing economic competition everywhere. Our biggest competitors are the so-called BRIC nations: Brazil, Russia, India, and China, which now account for more than 40% of the world’s population.

By 2050, if current trends continue, Goldman Sachs projects the BRIC nations will occupy four of the

top six economies in the world, and the U.S. will be a distant second to China. This is a radical reshuffling of the top economies in the world over the next 40 years, since the U.S. and EU-5 nations were No. 1 and No. 2 in 2010, China was No. 5, and Brazil, India, and Russia were No.’s 11, 12, and 13, respectively.¹²

In short, the rules have changed. Every other region in the world is now competing with the U.S. for prosperity. Our non-Western competitors have some distinct advantages:

- More flexible infrastructure that is less tied to vehicular transport.
- A more flexible decision-making framework for businesses.

12. Wilson, D., and R. Dragusanu. (2008). “The Expanding Middle: The Exploding World Middle Class and Falling Global Inequality.” Global Economics Paper No. 170, Goldman Sachs, Manhattan, NY. Available at: www.ryanallis.com/wp-content/uploads/2008/07/expandingmiddle.pdf; accessed February 17, 2015.

Table 3–1: Change in Percent for Global Economic Growth Forecasts (in per Capita GDP), 2008 and 2013

Location	2008	2013
World	4.1%	3.9%
U.S.	1.3%	2.3%
Japan	1.5%	1.5%
France	1.6%	0.8%
Germany	2%	1.4%
U.K.	1.8%	1.4%
Brazil	4.9%	4.6%
Russia	7.7%	3.9%
India	8%	6.5%
China	9.7%	8.5%

Sources: Data from 2008: IMF. (2008). “Global Slowdown and Rising Inflation.” World Economic Outlook Update, July 2008. International Monetary Fund, Washington, DC. Available at: www.imf.org/external/pubs/ft/weo/2008/update/02/pdf/0708.pdf; accessed February 19, 2015. Data from 2013: IMF. (2012). “New Setbacks, Further Policy Action Needed.” World Economic Outlook Update, July 16, 2012. International Monetary Fund, Washington, DC. Available at: www.imf.org/external/pubs/ft/weo/2012/update/02/pdf/0712.pdf; accessed February 19, 2015. Table remade with permission, by the Land Policy Institute, Michigan State University.

- Different kinds of partnerships between government and business.
- None of our legacy costs (pensions, health insurance, etc.).
- They can take more risk, because they have nothing to lose and prosperity to gain.

This suggests that in order to compete globally in the New Economy, we must *change the way we think, act, and do business* at every level in the public, private, and nonprofit sectors.

One big change we can make is to *begin to think regionally*. When examining global economic activity, it quickly becomes clear that economic competition is not local to local, state to state, state to nation, or even nation to nation—it is region to region.

“Locals” within the same metro region should be friends and partners, not competitors—we are all in *this together*. Our competitors are often half the globe away. The Great Lakes States/Southern Ontario are a multinational region. Figure 3–3 is a photo of the Great Lakes States at night from space. From a global perspective, this is our economic region.

Michigan is not a “single economy.” There are no single state economies (except perhaps Hawaii). States are collections of sub-regional economies that

often extend beyond state boundaries. Michigan’s economic sub-regions overlap (within and outside the state).

Figure 3–4 demonstrates a model for thinking of the principal economic regions in Michigan. The ellipses with the darker lines are the bigger regions, while lighter lines are sub-regions. These do not closely follow political boundaries. *There is large overlap in the lines, and lines also cross out of Michigan and into Canada in a few places*. Ideally, places with overlap would plan and cooperate together. *Strong regional economies are built on the unique assets of the region*. But, clusters of assets do not always follow these lines either. It is hard to perform economic development planning without coordinating along all the edges, and by taking a statewide (and in many cases a multistate) look (as in Figure 3–3).

One big change we can make is to begin to think regionally. When examining global economic activity, it quickly becomes clear that economic competition is not local to local, state to state, state to nation, or even nation to nation—it is region to region.

Figure 3–3: Economic Region of the Great Lakes



Source: Simmon, R. (2012). “City Lights of the United States, 2012.” NASA Earth Observatory, using Suomi NPP VIIRS data provided courtesy of Chris Elvidge (NOAA National Geophysical Data Center), Washington, DC. Available at: http://earthobservatory.nasa.gov/IOTD/view.php?id=79800&eocn=image&eoci=related_image; accessed September 1, 2015.

Prosperity Requires Regional Partners

Zero-sum situations do not work in the New Economy. Having an impact in the global economy requires pooling regional resources and wisely using assets. It means local governments, the private sector, schools, and non-governmental and civic organizations must all work cooperatively together to market the region and provide services efficiently in order to be cost-competitive. Relevant assets in the New Economy have a strong regional dimension. All infrastructure in the region is an asset that must be adequately maintained.

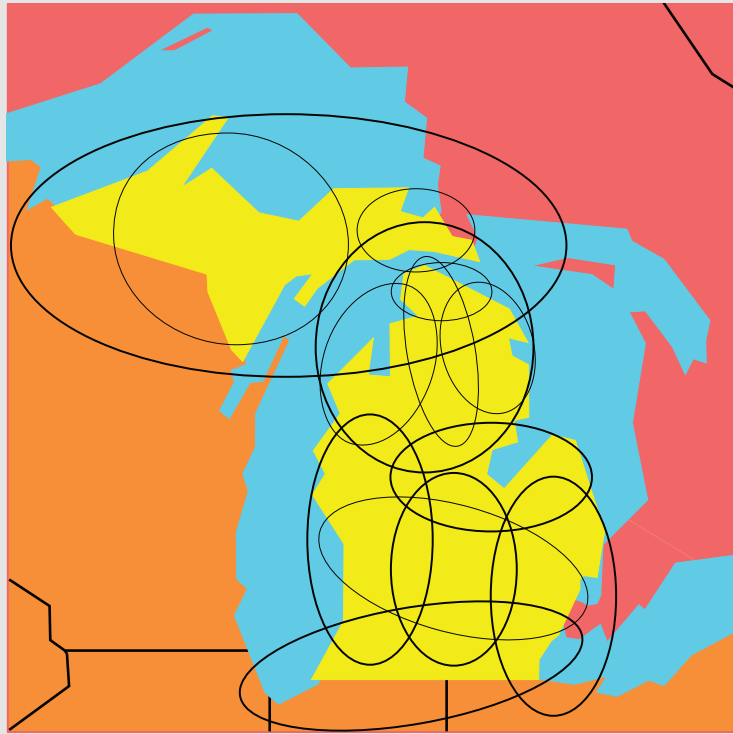
People, companies, and talent do not move to towns—they move to regions. Several places in a region may meet the physical and transportation requirements for a company. But, a wide range of

community types, housing choices, schools, and cultural offerings are also important to attract the kind of talented workers necessary to run the business. As a result, communities within a region should be working together to attract and retain business, for all will prosper with each success.

It can happen. For example, the Lansing metro area local governments all came together in the early 2000s to facilitate General Motors (GM): 1) Tearing down one auto plant in Lansing and building a new Cadillac plant there; 2) building a new plant and complex in adjacent Delta Township; and 3) closing two plants in Lansing Township. Thousands of jobs were at stake.¹³

13. Lietz, T. (2014). “Second Shift: From Crisis to Collaboration.” A Production of the Michigan Institute for Contemporary Art, Lansing, MI. Available at: www.secondshiftfilm.com/; accessed February 11, 2015.

Figure 3–4: Michigan’s Economic Sub-Regions



Source: Land Policy Institute, Michigan State University, 2010.

Businesses Locate Regionally

- When businesses are looking to establish a new facility (e.g., manufacturing plant or office) they look at an economic region.
- They are concerned with major transportation like roads and rail, but also with air and local transit.
- They principally look at regions with the kind of trained workers they need.
- For their workers:
 - They want a wide range of choices in walkable neighborhoods with a variety of housing types and costs, good schools, transit, and a wide range of cultural and entertainment options, shopping, and restaurants.
 - They also want continuing education options and, in some cases, need high-quality universities nearby.
- These are rarely available in a single jurisdiction, but are often available across a larger region.
- As current employees retire and turnover occurs, where will new employees come from? Because talented workers are mobile, they will choose a high-quality place to live and work. It will be hard to recruit them to regions without high-quality places.

Those were the only new auto factories built by GM in the U.S. in that decade. General Motors was willing to make these investments in one region, because of the high-quality labor force in the Lansing metro area. Local governments realized that unless they all cooperated, and did not “care” about which jurisdiction the new plants were located in, the whole region would suffer like Flint did when GM shut down most of its operations there.

The Business-Talent-Place Triangle

By now it should be apparent that there is a growing interdependency between business, talent, and place (see Figure 1–1 in Chapter 1 (page 1–4)). Businesses depend on talented workers. Because talented workers are mobile and in demand, they can choose to live and work in high-quality places. As more and more talented workers aggregate in quality places, other businesses will migrate there as well, or be newly formed by entrepreneurs around the growing number of talented workers. The quality place then becomes a magnet for new businesses and new talented workers.

Within Each Region there Must be Some High-Quality Urban Places

It will be hard to attract talented workers to regions without high-quality places, or to retain those already there, if their skills are in high demand elsewhere. Thus, every economic region must have some high-quality urban places with a wide range of housing and transportation choices; good schools; ample entertainment, shopping, and recreational opportunities; as well as a mix of cultural, arts, and educational institutions.

All of these features must be found in some places within any central city that serves a large regional area. These cities can be called regional *Centers of Commerce and Culture*. In smaller numbers and at a smaller scale, these features of quality places should also be found in portions of some adjoining suburban cities and townships. These are sub-regional centers. In rural regions without a central city, many small towns must together meet this need. Collectively, these large and small cities need to have the highest quality of life and the most urban amenities in the region (more on this in Chapter 7).

In Michigan, in 2003, there were 14 Metropolitan Statistical Areas (MSA);¹⁴ since then, Midland County has been added as an MSA:¹⁵

- Ann Arbor,
- Battle Creek,
- Bay City,
- Detroit,
- Flint,
- Grand Rapids,
- Holland,
- Jackson,
- Kalamazoo,
- Lansing,
- Monroe,
- Muskegon,
- Niles/Benton Harbor/St. Joseph, and
- Saginaw.

Including Midland County, there are 15 MSAs. The largest cities in each MSA are Centers of Commerce and Culture, which are all located in the lower half of the Lower Peninsula.

Three of these major MSAs extend outside of Michigan, but include Michigan communities (South Bend/Elkhart, IN; Toledo, OH; Detroit/Windsor, Canada, which includes Port Huron/Sarnia). They are all comprised of multiple contiguous jurisdictions surrounding a comparatively large central city. There are about 100 small urban clusters that serve as sub-

14. Library of Michigan/LDDS. (2003). *Metropolitan and Micropolitan Statistical Areas in Michigan Based on the 2000 Census*. Department of History, Arts, and Libraries; Library of Michigan; Lansing, MI. Available at: www.michigan.gov/documents/Hal_lm_census_MetropolitanDesignations061003_67117_7.pdf; accessed February 12, 2015.

15. MDTMB. (n.d.). “Metropolitan, Micropolitan, and Combined Statistical Areas for Michigan.” Center for Shared Solutions; Michigan Department of Technology, Management, and Budget; Lansing, MI. Available at: www.michigan.gov/cgi/0,4548,7-158-54534_51886_51889-296788--,00.html; accessed February 12, 2015.

Centers of Commerce and Culture, and Sub-Regional Centers

The major job and population centers of a region can be called Centers of Commerce and Culture. They should be places with the highest population density, the highest level of public services, and the greatest mix of public and private amenities. As a result, they should be the talent magnets of the region. Some of the suburban communities, including some small towns and portions of surrounding townships that are economically linked to the regional center and joined by common transportation systems are sub-regional centers.

regional centers in suburban and rural areas. Many of these small urban clusters in the Southern Lower Peninsula are within the influence of one of the 15 major Centers of Commerce and Culture. Some of these small urban clusters cross state/international boundaries, such as Iron Mountain in the Upper Peninsula (with North Central Wisconsin) and Sault Ste. Marie, MI/Canada. These areas are mapped in Figure 3–5.

These places have a density and a total population sufficient to meet the U.S. Census Bureau’s definition of either an “urbanized area” or an “urban cluster” based on block-level data. Urbanized areas have a minimum population of 50,000 people with a density of at least 1,000 people/sq. mile in the urban core, plus a density between 500 and 1,000 people/sq. mile in contiguous areas. Urban clusters have a population between 2,500 and 49,999 people, plus a density of at least 500 people/sq. mile. The 15 major Centers of Commerce and Culture are all urbanized areas. *The urbanized areas and urban clusters are home to the principal residential and business areas in Michigan. They are also the prime opportunity areas for placemaking, because they are dense enough to be walkable if the pedestrian infrastructure is in place.* They represent a small subset of the 1,856 local units of government in Michigan.

According to a 2012 report by Public Sector Consultants and the Brookings Institution, the 14 MSAs are home to:

- Eighty-two percent (82%) of the state population,
- Eighty-four percent (84%) of the jobs,
- Eighty-six percent (86%) of the State GDP,
- Eighty-five percent (85%) of exports,
- Ninety-one percent (91%) of science and engineering jobs,
- Eighty-five percent (85%) of post-secondary-degree holders,
- Ninety percent (90%) of the high-tech industry employment, and
- Eighty percent (80%) of advanced manufacturing jobs.¹⁶

In order for Michigan to continue to be globally competitive for talent, the largest cities within these MSA’s all need to have several high-quality places, with a good quality of life that includes many amenities. To the extent that these features are absent, or in need of improvement, placemaking is an appropriate remedy.

Michigan Prosperity Regions

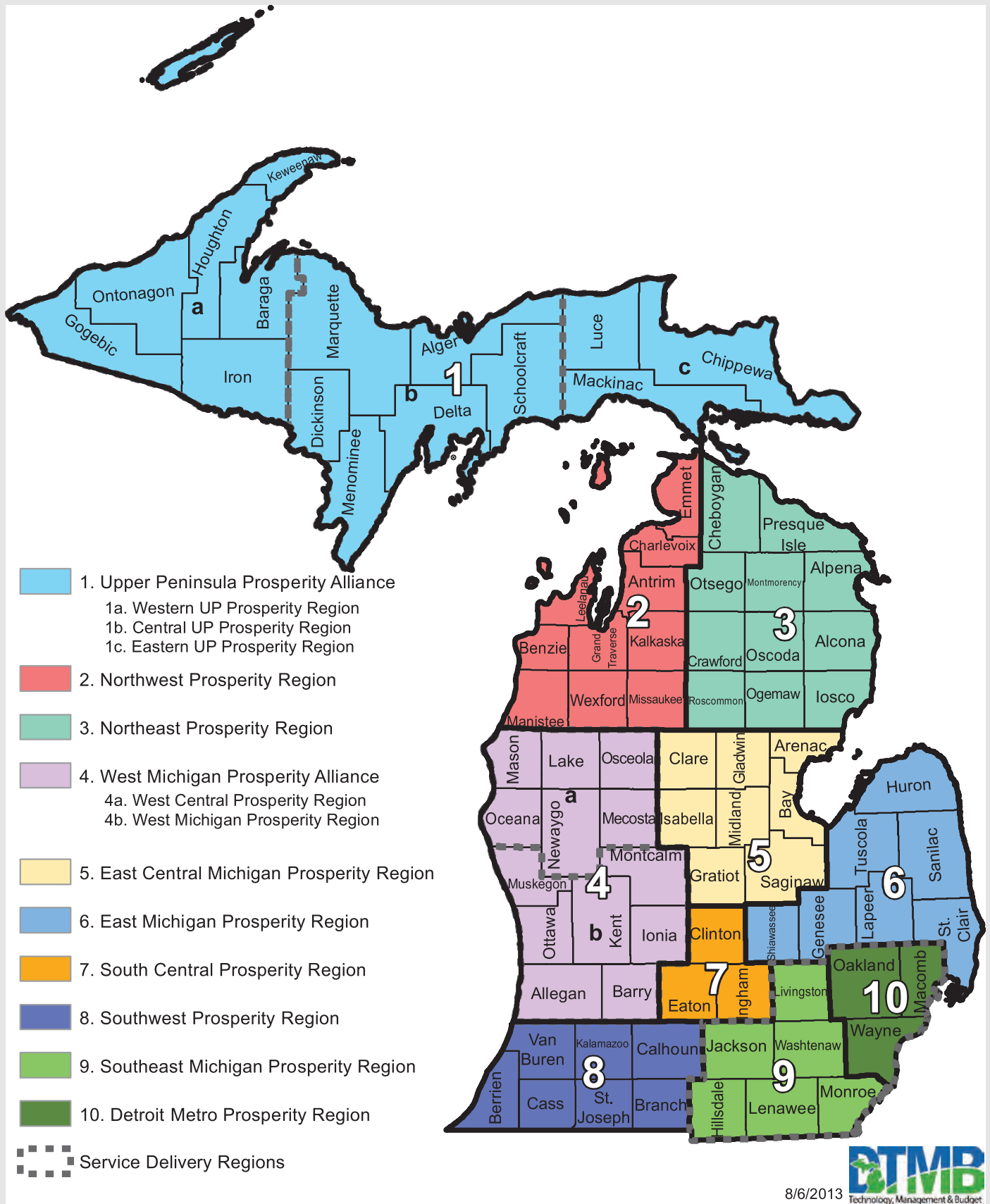
In an effort to better align assets with resources and to more sharply focus regional economic development efforts, Michigan’s Governor, Rick Snyder, realigned the boundaries for economic development planning into 10 Prosperity Regions in 2013. Figure 3–6 depicts these new boundaries. State agencies have redrawn their service boundaries to conform to the new boundaries. The legislature appropriated planning grants to facilitate the collaboration of traditional, regional planning and development agencies with workforce boards, colleges and universities, and non-traditional business-backed economic development agencies. A major focus of the Prosperity Regions is on talent attraction and retention activities, which is where regionally significant sites for Strategic Placemaking should be incorporated into the Regional Prosperity Plan. That way there will be two different

16. Public Sector Consultants and the Brookings Institution Metropolitan Policy Program. (2012). *Michigan’s Urban and Metropolitan Strategy*. Prepared for the Business Leaders for Michigan, Detroit, MI. Available at: www.brookings.edu/~media/research/files/reports/2012/2/23%20michigan%20economy/0223_michigan_economy.pdf; accessed February 17, 2015.

Figure 3-5: Map of Michigan's Urban Areas and Urban Clusters



Figure 3–6: Map of the State of Michigan Prosperity Regions



8/6/2013

Source: MDTMB. (2013). "State of Michigan Prosperity Regions." Michigan Department of Technology, Management, and Budget; Lansing; MI. Available at: www.michigan.gov/documents/snyder/Prosperity_Map_Final_430369_7.pdf; accessed October 27, 2015.

Michigan Municipal League

A founding member of the Michigan Sense of Place Council, the Michigan Municipal League (MML) is a membership-driven organization that represents most of Michigan's cities, villages, and some urbanizing townships, and strives to make them more active, vibrant places. At the turn of the century, MML set out to determine what ingredients were necessary to restore prosperity to Michigan. That work resulted in MML's 21st Century Communities initiative that was built around eight core assets that communities would need to grow and strengthen themselves, and the state. These assets involved:

1. Physical design and walkability,
2. Green initiatives,
3. Cultural economic development,
4. Entrepreneurship,
5. Diversity,
6. Messaging and technology,
7. Transit, and
8. Education.

The MML has geared its programming and services to helping communities become these 21st Century Communities. It has partnered with communities to conduct placemaking projects, called PlacePlans, and provided technical assistance and resources for further placemaking in Michigan communities.

advocates for projects in those targeted places: 1) the region, and 2) the respective local units of government.

Talent Attraction and Population Growth

In municipalities, regions, and states still reeling from a decade of economic hardship, resources to engage in economic and community development activities are hard to come by. One way to build support for those expenditures is to highlight the benefits of improvements in specific locations for targeted improvements. Targeting placemaking projects and activities can help guide strategic investment decisions. Two other approaches may also be useful. The first is demonstrating the high costs of population loss. The second is showing the benefits of population growth and how targeting talented workers, as part

The MML began to research placemaking as an economic development tool and, in 2011, published its first book examining the economics behind placemaking entitled **The Economics of Place: The Value of Building Communities around People**. This book presents a range of perspectives on the importance of place and its role as an economic growth strategy as authors share their stories and research. It is meant to introduce several aspects of placemaking as an economic development tool, and is an opportunity to glean lessons learned from across the nation.

The MML recently published a second book on the topic entitled **The Economics of Place: The Art of Building Great Communities**. This book goes beyond placemaking as a concept to offer real-world examples of economic drivers and agents of social and cultural change in Michigan's own backyard. The examples represent some of the many place-based catalysts that can spark the kind of transformational changes that reinvent and revitalize a community, with tangible payoffs in terms of livability, social, and cultural enrichment, and economic development. Most of all, the examples show that placemaking is an art not a science, and displays itself in as many shapes, sizes, and colors as a community can imagine.

For more information, visit: www.mml.org/. To learn more about the two books on **The Economics of Place**, visit: www.mml.org/economics_of_place_book/index.html; and www.economicsofplace.com/economics-of-place-the-art-of-building-great-communities/; accessed February 3, 2015.

of a *broader population attraction strategy*, makes the most economic sense. As explained over the next few pages, some populations have greater economic growth benefits than others, and the differences are sometimes striking and surprising.

General population growth is necessary to add to the consumer base to have enough school children to keep schools in good condition, and to keep houses occupied. This will keep property values up and, as a result, keep property taxes flowing to pay for public services. It is very difficult to meet public service obligations if the overall population is shrinking. Existing public service costs are significant, usually rising, and revenue streams (especially property taxes and sometimes income taxes) have fallen for many

Examples of Business Challenges with Talent Attraction and Retention

“Increasingly, young tech talent wants to live and work in cities. As a result, the hottest tech companies, from Google to Twitter to Uber, are setting up shop in San Francisco, [CA], a long drive north of Silicon Valley, the traditional stronghold of the computer game. In the cutthroat world of tech recruiting, catering to the demands of the talent is everything, and even Apple isn’t immune to the first rule of real estate: Location, location, location.”ⁱ
Wired Magazine

Virtually every article in the Dec. 2013 issue of *MiBiz* focused on the increasing challenge of finding talented workers across a wide range of occupations in West Michigan. Business executives were quoted as noting that attraction efforts were hampered by

i. Wohlsen, M. (2013). “Why Apple’s Suburban Spaceship Could Lose the War for Tech Talent.” *Wired Magazine*, December 20, 2013. Available at: www.wired.com/2013/12/apple-suburban-mothership/; accessed November 5, 2014.



Outside dining in downtown Traverse City, MI. Photo by the Michigan Municipal League/www.mml.org.

not having enough places with the amenities and attributes that especially young talented workers were looking for.”ⁱⁱ

ii. *MiBiz*®. (2013). “Crystal Ball: Insights, Economic Sentiment, and Forward-Looking Strategies from the Region’s Business Leaders.” Special Year-End Issue. *MiBiz*® 26 (5), December 23, 2013.

years in many communities as property values fell (often because of the oversupply of houses created by the mortgage foreclosure crisis). Thus, under existing cost of service provision scenarios, *a growing tax base is needed to meet public service obligations*. This is easiest to achieve if the overall population is growing. More importantly, to attract and retain the workers needed to be globally competitive requires a quality community with adequate public services and at least some of the kinds of amenities available in the most attractive metropolitan areas. This is a conundrum that is suited to targeted placemaking in a climate with few additional fiscal resources. But, it also requires an aggressive population attraction strategy in the cities that have suffered the greatest population losses to date.

Negative Impacts of Population Loss

The MSU Land Policy Institute has twice documented the negative impacts of population loss in Michigan counties on employment and income, as well as the positive impacts of population growth on

employment and income. This helps give a context to the above statements and is examined first. The role of placemaking in population growth is examined second.

As mentioned earlier, Michigan was the only state to lose population during the last decade. In 2009, LPI published a study showing the economic impact of population loss in 63 counties in Michigan from 2005–2008 and 31 counties from 2000–2005.¹⁷ The results of both periods are depicted on Table 3–2. It is easy to see the significance of population loss, and how difficult recovery can be once population begins to decline. These are aggregate costs to all of those counties experiencing population loss.

In 2009, the Land Policy Institute research team created a growth decomposition model to project the impact of changes of population, jobs, and income

17. Adelaja, S., Y.G. Hailu, and M.A. Gibson. (2009). *The Economic Impacts of County Population Changes in Michigan – Full Report*. Land Policy Institute, Michigan State University, East Lansing, MI. Available at: <http://landpolicy.msu.edu/resources/econimpactsctypopchangesmifullreport>; accessed September 1, 2015.

Table 3–2: Negative Economic Impacts of County Population Loss in Michigan

2000–2005	2005–2008
31 Counties Lost Population (~31,000 People in Total)	63 Counties Lost Population (~126,000 People in Total)
\$246 Million in Lost Labor Income	\$585 Million in Lost Labor Income
\$164 Million in Lost Property-Type Income	\$346 Million in Lost Property-Type Income
7,327 Jobs Lost	15,855 Jobs Lost
\$790 Million in Lost Economic Output	\$1.9 Billion in Lost Economic Output

Note: Data from U.S. Census Bureau Annual Population Estimates. All table totals are for ONLY those counties that lost population. Property-type income is all revenue generated from real estate, including property tax and profits resulting from rent charged, mortgages, etc. **Source:** Adelaja, S., Y.G. Hailu, and M.A. Gibson. (2009). *The Economic Impacts of County Population Changes in Michigan - Full Report*. Land Policy Institute, Michigan State University, East Lansing, MI. Available at: <http://landpolicy.msu.edu/resources/econimpactsctypopchangesmifullreport>; accessed September 1, 2015. Table by the Land Policy Institute, Michigan State University, 2009.

on each other over time. Dozens of variables were examined in all 3,023 counties across the U.S., and those with strong relationships were used to show what the impact would be if a variable changed. The results from some of the key relationships found in the **Chasing the Past or Investing in Our Future** study follows.¹⁸

Population, Jobs, and Incomes Go Together

Common sense suggests that as the number of people increase, the number of jobs created to service those people and utilize their workforce skills will increase, and that as more people work, overall incomes will go up. While that is not always true, LPI research has revealed it often is, but in nuanced ways. For example, places that attract people also attract jobs, and vice versa.

- One percent (1%) more people means 0.8% more jobs.
- One percent (1%) more jobs means 0.8% more people.¹⁹

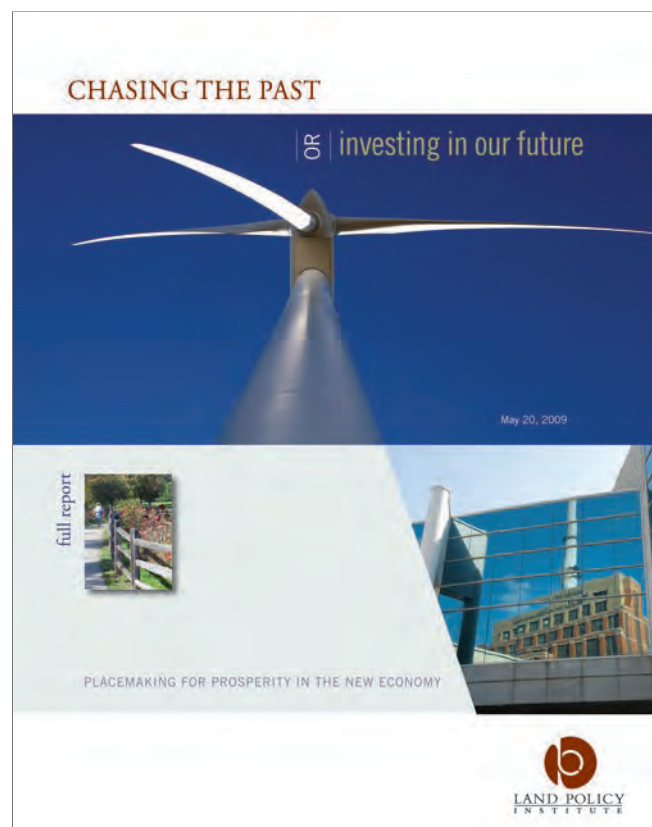
Places that attract jobs create better incomes.

- One hundred (100) more jobs means about \$5 more in per capita income.
- One-hundred-thousand (100,000) more jobs means about \$5,000 more in per capita income.²⁰

18. The full results can be found within this book: Adelaja, S., Y.G. Hailu, M. Abdulla, C. McKeown, B. Calnin, M. Gibson, and K. McDonald. (2009). **Chasing the Past or Investing in Our Future: Placemaking for Prosperity in the New Economy**. Report # LPR 2009-NE-03, Land Policy Institute, Michigan State University, East Lansing, MI. Available at: www.landpolicy.msu.edu/ChasingthePastReport; accessed January 21, 2015.

19. See Footnote 18.

20. See Footnote 18.



Front cover of the **Chasing the Past or Investing in Our Future** report by the MSU Land Policy Institute, 2009.

This also works in reverse; a loss of 100,000 jobs equals about \$5,000 in per capita income loss.²¹

Knowledge-class workers are the most potent economic drivers. The ownership structure of service and high-tech products leaves very little for the skilled worker. As much as the success of the Agricultural Age was based on access to land, and the success of the Industrial Age was based on access to natural resources and

21. See Footnote 18.

factories, the success of the Knowledge Age is based upon access to the most important economic input—knowledge. While the rise of knowledge workers has been acknowledged for the past 50 years, innovation and globalization through the internet and social media over the past couple of decades has drastically increased the demand for knowledge workers. Though skilled workers are still needed to grow food and develop products, automation has reduced some of that need, and knowledge workers are essential to advance the productivity and efficient delivery of those goods. In addition, the services provided by knowledge workers can be achieved locally and exported. Therefore, agglomerating knowledge workers drives local economic growth and global competitiveness. Most services are local, and exportable services imply heavy local employment. New Economy services also tend to employ many people locally. *So, what does this suggest?*

- *People count, and their marginal impacts count more.*
- *The trick is population attraction, targeted toward high-impact people (especially knowledge workers).*

There are many types of knowledge workers, the most coveted are Millennials. This is because they are, as a generational group, the largest and the best educated; they are also young, energetic, and a comparative bargain, because they are just starting in the labor force. There are, of course, many other knowledge workers of other generations, but they are often not as mobile. Once workers settle down and have a family, they do not move as often. When they do move, it is often within the same region. Thus, the focus is on the Millennials, in order to get them to come to a particular region or never leave it in the first place.

Attention is also on the retiring Baby Boomers who are the second largest generational group, often skilled, and are moving because they are retiring and downsizing. This has resulted in a portion of them being very mobile. Entrepreneurs are also good to target, but several studies show they often start businesses wherever they are already located—hence, the benefit of local entrepreneurship services to assist more entrepreneurs just starting out. Immigrants, especially the well-educated and comparatively wealthy, are also good to target as they start businesses much more frequently than indigenous people. Other demographic combinations can also yield very valuable results for some communities.

A new book entitled **The New Geography of Jobs**, by Enrico Moretti, an economist at the University of California, Berkeley, has documented the economic effects of the work of Millennials. One of his findings includes: For every college graduate who takes a job in an innovation industry, five additional jobs are eventually created in that city, such as waiters, carpenters, doctors, architects, and teachers.²²

Joe Cortright, now with City Observatory and Impresa, completed a study that showed about 25% more young college graduates lived in major metropolitan areas in 2014 than in 2000, which was double the percentage increase in the cities' total population. All 51 of the biggest metros in the nation, except Detroit, have gained young talent, either from net migration to the cities or from residents graduating from college.²³ *This is quickly changing in the Midtown and Downtown parts of Detroit, which are rapidly aggregating young talented workers.*

The LPI research examined the economic impact of more than just the Millennials in metro counties and found that:

- Places with more 25- to 34-year-olds create more jobs without losing population. One percent (1%) more young people means 539 more jobs.
- Places with more retirees create more jobs, but lose population. One percent (1%) more retirees means 213 more jobs and 387 less population.
- Places with more foreign-born grow population and create more jobs. One percent (1%) more foreign-born people means 654 more jobs, and 656 more people.²⁴

This research suggests that *targeting attraction strategies at those age 25 to 34, retirees, AND immigrants is best.* That combination gives the largest population and job boost, while also raising incomes. For example, many of the jobs that come with a growing senior population are in healthcare services. Some of those jobs are high-tech, which are often more attractive to well-educated younger workers.

22. Miller, C.C. (2014). "Where Young College Graduates are Choosing to Live." *The New York Times, The Upshot blog*, October 20, 2014. Available at: www.nytimes.com/2014/10/20/upshot/where-young-college-graduates-are-choosing-to-live.html?_r=0&abt=0002&abg=0; accessed November 6, 2014.

23. Cortright, J. (2014). *The Young and Restless and the Nation's Cities*. City Observatory. Available at: <http://cityobservatory.org/wp-content/uploads/2014/10/YNR-Report-Final.pdf>; accessed February 10, 2015.

24. See Footnote 18.

... Research suggests that targeting attraction strategies at those age 25 to 34, retirees, AND immigrants is best.

Hopefully it is clear by now that Later chapters explain how to do this. But, before leaving this topic, some additional findings from the LPI national study of counties in 2009 follow. These findings may help readers better understand some of these relationships and refine population attraction and retention strategies.

Vacancy and Home Values

- Housing vacancy is a growth detractor. A 1% rise in vacant homes has zero impact on jobs, but results in 163 less people and a \$28 decline in per capita income.
- More expensive homes means more population and income, but less jobs. A \$100 rise in home value results in 17 less jobs, eight more people, and a \$4.50 rise in per capita income.
- Affordable housing helps jobs, but lowers per capita income.²⁵

Education (Human Capital)

- One percent (1%) more college graduates translates to 190 more jobs, \$25 more per capita income, and 554 additional people.
- If your community has a college or university that is great for population and jobs. In metro counties, a college or university town means 1,336 more jobs and 2,208 more people.
- Counties with a higher percentage of people with a bachelor's degree or higher are associated with faster population change, income growth, and job creation.²⁶

Gray Infrastructure

Spending on roads, airports, and broadband capacity means more people, income, and jobs. For example, a one-unit increase in the infrastructure index means 541 more jobs, 447 more people, and \$81 more in per capita income.²⁷

25. See Footnote 18.

26. See Footnote 18.

27. See Footnote 18.

Green Infrastructure

Amenities, in general, create jobs, enhance income, and attract people. For example, a one-point increase in the LPI-created Developed Amenities Index of parks, trails, picnic areas, golf courses, etc. means 2,322 more jobs and 1,726 more people.

- A one-point increase in the Water Amenity Index of marinas, fishing lakes, scenic rivers, etc. means 522 more jobs, \$7.47 more in per capita income, and 563 less people (possibly because of seasonal population).
- A one-point increase in the Winter Amenities Index of ski areas, cross-country skiing, etc. means \$73 more in per capita income in rural areas, 73 more jobs in rural areas, and 491 less people.
- A one-point increase in the Climate Amenities Index of sunshine days and average January/July temperature means 3,132 more people in metro areas, 319 more people in non-metro areas, and \$12.14 less in per capita income.²⁸

Which Comes First: Quality Community, New Talent, or New Jobs?

All communities want economic resilience, but at present it appears that a community cannot achieve economic growth without population growth in at least some targeted places within the community. A community can achieve economic growth faster with population growth that is tied to talent attraction and retention. The common denominator of both is that effectiveness requires communities that are rapidly improving their “attractiveness” to not just new workers, but also new residents and visitors. This is achieved through effective placemaking and is why the benefits of placemaking extend to the whole community, even though they may be initiated to target talented workers.

With population growth comes job growth and income growth. If the new population has a higher educational attainment than the base population, then the community gets a rise in overall educational attainment and more income growth. *So, the fastest way to improve a community is to target higher education knowledge workers—but, those workers require a large number of amenities.* Therefore, the community must

28. See Footnote 18.

engage in effective placemaking and continue it for a long time in order to be successful.

What do Mobile Talented Workers Want?

It is also important to understand why we are losing talented workers, and where they are going (e.g., to higher quality urban places around the nation and in the Midwest to Chicago and Minneapolis, especially). From survey and demographic data it is apparent that *25- to 34-year-olds*:

- Are buying significant amounts of goods and services for the first time, seek cohorts, often have no children or commitments, have new knowledge, want diversity, are risk takers, love fun, are tolerant, live/work/play in the same place, use transit, and want to experience urban living.
- They are mobile, and seek and pursue amenities and a high quality of life. Rather than look for jobs, they often look for interesting places to move to. Economic activity often follows them, sometimes, including the creation of a job for themselves.²⁹

In contrast, *those age 65 and older*:

- Are also often movable, have low debt, and many have discretionary income.
- They also like amenities, such as leisure, arts, culture, and entertainment.
- Generally, the mobile ones do not take jobs, but create jobs through their spending.
- However, there are more entrepreneurs in this age group than in the 24- to 35-year-olds group, and retirees can often self-fund their entrepreneurship.³⁰

Well-educated immigrants are also a target audience. They tend to:

- Have higher degrees (e.g., engineers and technologists), start-up high-tech companies and businesses, are more entrepreneurial than the local population, are high on patent filings, and seek other immigrants.³¹

²⁹. See Footnote 18.

³⁰. See Footnote 18.

³¹. See Footnote 18.

These are generalizations of course, but may provide readers with additional insights into shaping effective talented worker attraction strategies. At the same time, localities, regions, and states should also focus on talent retention strategies. Once the talent is gone it is hard to get it back. Fortunately, *the same placemaking improvements that can help attract new talent can also help retain existing talented workers*.

Improvement in Michigan Migration Data

After decades of more out-migration than in-migration, Census figures are starting to show some improvement in Michigan. The numbers show Michigan is still losing people to migration out of state, but at a slower rate, AND international migration is growing. Births are once again exceeding deaths, but in an amount about equal to net domestic out-migration. So, Michigan is growing in population, because of international migration. As noted earlier, this can be a good source of population, employment, and income growth. To grow population further will first require slowing domestic out-migration. That will require more quality places that talented workers want to live in.

In 2006, the Michigan Economic Development Corporation reported the following:

- Michigan is No. 1 among the states in keeping its residents in the following age groups: Age 5 to 19, age 20 to 29, age 30 to 39, age 40 to 49, and age 50 to 54. For all other age groups Michigan is in the upper half.
- Michigan residents tend to leave the state during the first five years after college graduation, but return later in life.
- The real story of this nearly 10-year-old data is that: *While Michigan keeps most of its college grads (and nearly every other age group), it ranks near the bottom nationally in terms of the number of out-of-state graduates that migrate into the state.*³²

Obviously, one of the state's greatest opportunities is to keep more of the out-of-state students that come to Michigan for college. Some communities like Grand Rapids are working hard to achieve that through aggressive internship programs that target out-of-state students to post-graduation work opportunities. However, there are challenges.

³². MEDC. (2006). "Brain Drain Fact Sheet." Michigan Economic Development Corporation, Lansing, MI.

Talent Attraction and Retention Challenges

A 2006 study found that Michigan's largest metros fare poorly in the concentration of young knowledge workers as compared to the "high prosperity" Great Lakes metros of Chicago, IL; Minneapolis, MN; and Madison, WI. These are metros with center cities that have many high-quality places with many urban amenities. Placemaking is all about creating high-quality places.³³

A 2008 survey by Michigan Future, Inc., a nonprofit think tank in Ann Arbor, tracked the places where Michigan college graduates moved. Nearly 18% of Michigan college grads moved to Illinois, with the largest bulk of them to Chicago—a magnet for 24- to 35-year-olds in the Midwest. Five of the top 10 states were Great Lakes states, and the top 10 states captured 63.2% of all the graduates. This is a hopeful sign as more than one-third of these graduates are within a day's drive of Michigan, and are familiar with the Midwest weather. This gives Michigan a chance of attracting them back home if it has more, higher quality metro areas, and more job opportunities (which occur in higher quality metros that attract talented workers).³⁴

In a 2011 survey of 4,000 Michigan college students in private colleges, only 11% agreed that Michigan has broad enough job opportunities, and while 59% were considering staying in Michigan, 30% were unsure of their plans. The survey indicated that successfully keeping this young talent in Michigan would depend upon the ability of businesses and learning institutions to partner together to promote to these students specific quality-of-life amenities, such as good-paying jobs, affordable housing, easy commutes, and access to parks, and bike and hiking trails.³⁵

A 2012 survey of graduates (age 28 or younger) from Michigan's 15 public universities found:

- Sixty-three percent (63%) of respondents lived in Michigan;

33. Michigan Future Inc. (2006). *A New Agenda for a New Michigan*. Ann Arbor, MI. Available at: www.michiganfuture.org/cms/assets/uploads/2014/07/NewAgendaFINAL.pdf; accessed February 17, 2015.

34. Michigan Future, Inc. (2008). "Michigan's College Graduates: Where Do They Go and Why?" Ann Arbor, MI. Available at: www.michiganfuture.org/cms/assets/uploads/2009/07/College-grad-survey-Mi-Future-Aug-08.pdf; accessed November 6, 2014.

35. Michigan Colleges Foundation. (2011). *Keeping College Graduates in Michigan: Michigan Colleges Foundation Student Survey Findings*. Michigan Colleges Alliance, Southfield, MI. Available at: www.michigancolleges.org/files/michigancolleges.org/MCFFinalReport_6_23_11.pdf; accessed November 6, 2014.

- The Midwest remains popular, Chicago in particular;
- Thirty-eight percent (38%) would have stayed if they were able to find the job they wanted;
- Michigan retained 47% of engineering graduates, and 56% of undergraduate business graduates; and
- Staying close to family and friends was very important to those that stayed; 34% of those who moved elsewhere preferred large cities.³⁶

From a placemaking perspective, perhaps the most interesting survey outcome was the response to the following question: "Thinking about how you will look for your next job, you will look for:"

- *A job in a place you would like to live*—selected by 85% of those who resided in Michigan, and 89% by those who resided elsewhere;
- *A job in the place you currently live*—selected by 58% of those who resided in Michigan and 54% of those who resided elsewhere; and
- *The best job, regardless of location*—selected by 56% of those who resided in Michigan, and by 55% of those who resided elsewhere in the U.S.³⁷

What Can be Done?

These survey results are consistent with other surveys reported in this guidebook, and with related amenity-based research. *Quality places are essential attractors of college-educated talent.*

The Michigan Economic Development Corporation's Pure Michigan Opportunity and LiveWorkDetroit programs are examples of other efforts to keep college grads after graduation. These programs:

1. Connect statewide employers to talent interested in staying in Michigan.
2. Showcase Michigan communities as a great place where people want to live, work, play, shop, learn, and visit with day-long events.

36. U-M-Dearborn iLabs and Detroit Regional Chamber. (2013). "Mobility and Employment of Michigan's Millennial Talent." iLabs, Center for Innovation Research, University of Michigan-Dearborn, Dearborn, MI. Available at: <http://umdilabs.com/sites/default/files/Presidents%20Council%20Summary%20Final.pdf>; accessed January 22, 2015.

37. See Footnote 36.

3. Sponsor events, including networking with employers and community members; touring places where people want to be; and hearing from industry and community leaders.

Many other Michigan metro and non-metro areas are implementing internship, mentorship, and touring programs to acquaint college students with the area and job opportunities long before they graduate from college. The results of these different efforts should be monitored with the most successful ones promoted as best practices elsewhere.

Retaining and attracting college graduates in communities is important, because *college attainment is highly correlated to both income and employment*. In 1979, the average college graduate made 38% more than the average high school graduate. The comparable figure from 2012 was more than 75%.³⁸ Industrial states like Michigan used to rank highly among the states in terms of per capita income, because of high wages from (especially auto) manufacturing jobs. Today, high-ranking states for per capita income all have workers with much higher college attainment than Michigan. Thus, retaining

38. Tyson, L. (2012). "Income Inequality and Educational Opportunity." *The New York Times Economix Blog*, September 21, 2012. Available at: <http://economix.blogs.nytimes.com/2012/09/21/income-inequality-and-educational-opportunity/>; accessed September 8, 2015.

more college graduates raises educational attainment, as well as per capita income.³⁹

A Place-Based Model of Economic Prosperity

It is now time to take this lesson to the next step and add some more rigor to the discussion. There is a growing body of research that is building a *science of place* and how it affects everything from the economy, to the quality of the environment, to the social-cultural behavior of places, to the sustainability of regions. This section focuses on the relationship of the economic prosperity of places to growth in income and jobs, due to the performance of various amenities available in that place.

Prosperity is a common, but elusive, goal of individuals and government at virtually all levels. It has been expressed in many different forms over the years, but is usually tied to economic measures. Professor Soji Adelaja, PhD, a world-class economist and founding director of the MSU Land Policy Institute, defined *prosperity* as "a state of stable, reliable, and secure growth, with rising employment, income, and overall quality of life that ensures transcendental success." One might say in contemporary parlance that such a state is "sustainable," in part, because it is "resilient."

39. Michigan Future, Inc., has written extensively on this correlation and compared a number of Midwest states. For more information, see the sidebar below.

Michigan Future, Inc.

Michigan Future, Inc. is a non-partisan, nonprofit organization funded by Michigan foundations that serves as a source for new ideas on how the state can succeed as a world class community in a knowledge-driven economy.

The organization aims to be a catalyst for re-creating a high-prosperity Michigan with a per capita income above the national average in both national expansions and contractions. What most distinguishes other successful areas from Michigan is their concentrations of talent, where talent is defined as a combination of knowledge, creativity, and entrepreneurship.

Michigan Future's work focuses on:

- **Michigan Economy:** Providing information and ideas on Michigan's transition to a knowledge-based economy;

- **Attracting and Retaining Talent:** Providing information and ideas on how Michigan can better retain and attract recent college graduates;
- **Preparing Talent:** Working to create new high schools in Detroit and its inner ring suburbs that will transform teaching and learning, so as to prepare predominantly low-income minority students for college success through the High School Accelerator Michigan Future Schools program.

Michigan Future is a member of the Michigan Sense of Place Council.

For more information, visit: www.michiganfuture.org/.

Achieving prosperity has never been easy, nor in the history of communities, everlasting. However, as understanding of the characteristics of prosperity improve, communities need to identify what must be done to retain and create such places.

In 2006, Prof. Adelaja and his research team at LPI began conducting considerable research into prosperity, growth, and decline, and eventually developed a place-based model of economic prosperity. In the study that led to the creation of the model, LPI examined dozens of variables in 3,023 U.S. counties to try to understand why some communities were growing in population, employment, and income, and others were not.⁴⁰

Following are summaries of small portions (particularly from an appendix) of the resulting report illustrating what comprises place-based economic prosperity, and how critical it is that economic development initiatives be rooted in effective placemaking.

Prof. Adelaja created an equation to describe the components of prosperity. It is reproduced in Figure 3–7. In the formula, the *prosperity of a place (P)* is the sum of:

1. *Income growth* opportunity in a region (*I*).
2. *Employment* opportunity in a region (*E*).
3. *Fixed (Natural) Assets (FA)* in a region, such as water, landscape, soil . . . these assets are defined by where they are and cannot be moved.
4. *Quasi-Fixed Assets (QFA)* are man-made improvements to the landscape, such as public

40. Core parts of that research are embodied in the LPI's **Chasing the Past or Investing in Our Future** report. See Footnote 18.

roads, airports, sewers, water, parks, and trails. They are quasi-fixed, because they can be altered, improved on, or removed. They can also include private and cultural assets like museums, sports and entertainment facilities, restaurants and taverns, and even cultural attitudes like a nurturing environment for entrepreneurs, tolerance for different lifestyles, races, religions, and ethnic backgrounds.

5. *Mobile Assets (MA)*, such as talent, creativity, and intangibles like spirit . . . these are free to move around the country and globe and, thus, are portable, and they tend to follow quality places.⁴¹

Creating an Amenities Matrix is the key. It is made up of three types of assets. The greater the amenities matrix, the greater the prospects for prosperity.

- Fixed Assets are a necessary precursor to high-quality places, but alone are not sufficient to define place and drive economic output. We also cannot do much about them, because what we have is what we have, and we cannot artificially create more of them. Of course, in Michigan's case, we are blessed with a large amount of fixed natural assets, and they are ubiquitous.
- Quasi-Fixed Assets are an enabling condition for growth as the type of QFA, and their concentrations, largely determine whether the growth will be rooted in the New or the Old Economy, as the definition of place is highly dependent on this asset class. We can improve our Quasi-Fixed Assets, which Michigan has attempted since the 1960s.

41. See Footnote 18.

Figure 3–7: Prosperity and Place Formula

$$\text{Prosperity and Place Formula: } P = \left[\alpha \dot{I}_i \right] \left(\gamma \bar{E}_i \right) \left[\sum_{i=1}^n \sigma_i (\bar{FA}, \text{QFA}, \text{MA}) \right]^*$$

*P = Prosperity; $\alpha \dot{I}_i$ = Growth in Per Capita Income; \bar{E}_i = Average Employment Rate; \bar{FA} (Fixed Assets), QFA (Quasi-Fixed Assets), MA (Mobile Assets) = Amenities Matrix

Source: Adelaja, S., Y.G. Hailu, and M. Abdulla. (2009). **Chasing the Past or Investing in Our Future: Placemaking for Prosperity in the New Economy.** Report# LPR-2009-NE-03, Land Policy Institute, Michigan State University, East Lansing, MI. Available at: www.landpolicy.msu.edu/ChasingthePastReport; accessed January 21, 2015.

- Mobile Assets (or Portable Assets) are the sufficient condition for growth in the New Economy. Portable Assets are motivated by place, so they will gravitate to better places; simply put, they move around. The Mobile Assets are critical to success and depend on places with a high quality of life.⁴²

To illustrate the significance of the relationship between these variables, if the physical quality of a place starts to decline, then employment and income start to decline. If both of these decline, then place declines further and a downward spiral begins. See Figure 3-8 (read from the outside to the inside). This cycle becomes exasperated as the mobile assets begin to move to other places (talent for example), which leads to further degradation of place. Soon the spiral begins to self-perpetuate.

Fortunately, the reverse is also true. If a place is improved through Quasi-Fixed Asset strategies to attract Mobile Assets, then the economic output of the region improves as reflected by rising employment and incomes. This permits additional investments in place, which enhance it and attract more Mobile Assets, and the cycle repeats in an upward spiral that builds New Economy output if the right investments are made. See Figure 3-9 (read from the inside to the outside).

With the end of the national Great Recession and the shift from production to a knowledge economy, the crystallization of new prosperous places will accelerate, while places that lack a New Economy mindset and infrastructure will be left further behind. Cities that appear to have embraced the fundamentals of the New Economy include: Philadelphia and Pittsburgh in Pennsylvania, Washington, DC; Salt Lake City, UT; Denver, CO; Austin, TX; Minneapolis, MN; and Madison, WI.

The so-called “*legacy cities*” like Detroit and Flint in Michigan, Cleveland and Youngstown in Ohio, and St. Louis, MO, and others are still struggling with the downward spiral, but within these cities are places that have begun to turn around. Continued success will depend on placemaking efforts to attract Mobile Assets, and the degree to which Quasi-Fixed Assets are built on the principles of the New Economy.

So, now we understand why we lost our competitiveness, what the characteristics of the

⁴². See Footnote 18.

New Economy are, and how cities can spiral out of prosperity, as well as what is necessary to turn the spiral around. Fortunately, we have a large number of high-quality assets, like natural resources and anchor institutions (e.g., educational and health institutions), that we can build around to create quality places that allow us to effectively compete for new talented workers and residents, while retaining and growing the population we already have. What is missing are the elements of a new vision to give us targets to aim for.

A Target Vision

In 20–30 years, Michigan residents want to be able to say that placemaking strategies have been effective. We want all of Michigan’s largest cities (its Centers of Commerce and Culture), as well as its sub-regional centers, to be fiscally sound and vibrant and, as a result, to be talent and population magnets (homes for Millennials, immigrants, entrepreneurs, and the businesses that seek out aggregations of talent). Because these cities are doing well, key connecting corridors and the suburbs and small towns that anchor rural areas within the region are also doing well.

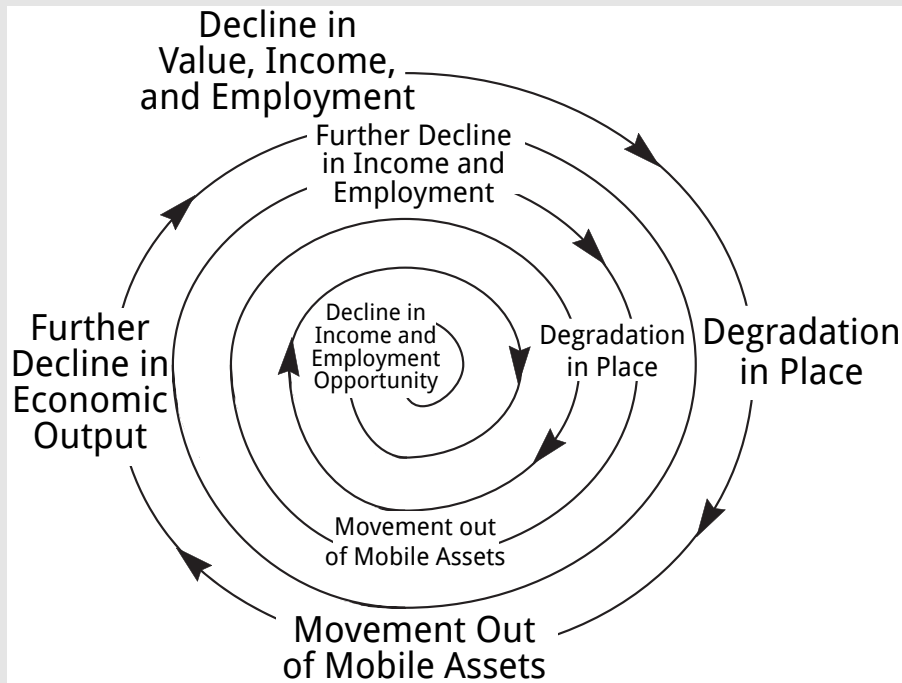
Achieving this vision requires targeted place-based enhancements that will be critical to success. The specific improvements to get there will vary from region to region. In some cases, improvements to major regional infrastructure will be a focus of economic development that may spread from a downtown along a corridor or radiate from a place, such as a major airport, port, a new high-speed rail line, or new technology emanating from a university like the new particle accelerator (FRIB) under construction at MSU.

Achieving this vision will require new collaboration at the regional level, as well as new public, private, and nonprofit partnerships at every level of government. It will require better leveraging of limited resources and prioritization of these limited resources based on strategic assets, emerging opportunities, and consensus on a common regional vision.

It will also require that infrastructure and workforce investment resources be concentrated on regional

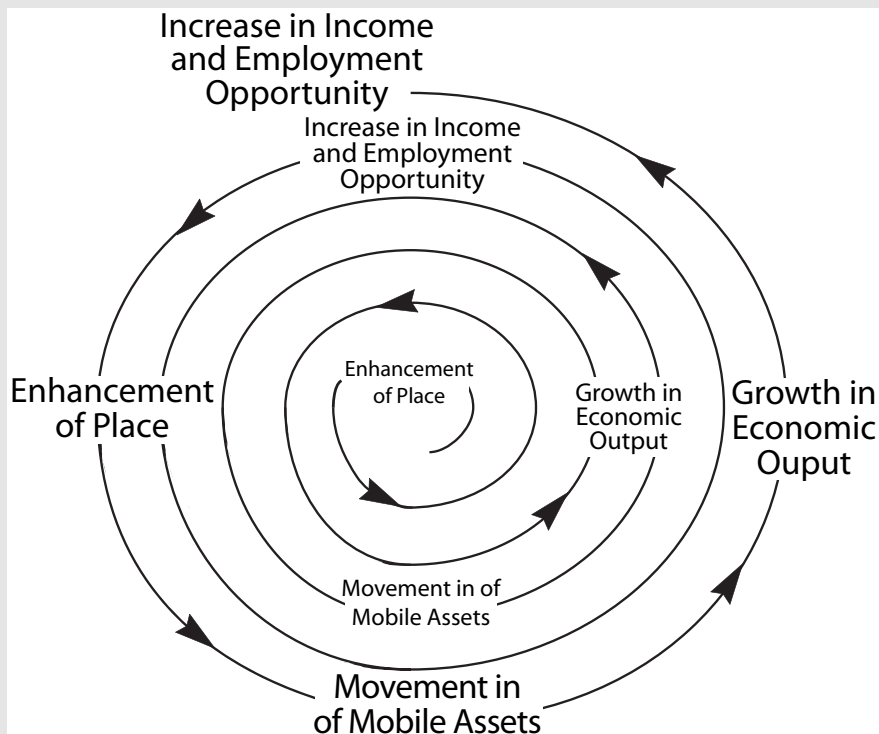
Achieving this vision will require new collaboration at the regional level, as well as new public, private, and nonprofit partnerships at every level of government.

Figure 3–8: Decline of Place and Asset Decay



Source: Adelaja, S., C. McKeown, and B. Calnin. (2010). **Michigan’s Critical Assets: An Atlas of Regional Partnerships and Placemaking for Prosperity in the Global New Economy**. East Lansing, MI: Land Policy Institute, Michigan State University. Available at: http://landpolicy.msu.edu/resources/michigans_critical_assets_an_atlas_for_regional_partnerships_and_placemakin; accessed March 9, 2015.

Figure 3–9: Growth of Place in the New Economy



Source: Adelaja, S., C. McKeown, and B. Calnin. (2010). **Michigan’s Critical Assets: An Atlas of Regional Partnerships and Placemaking for Prosperity in the Global New Economy**. East Lansing, MI: Land Policy Institute, Michigan State University. Available at: http://landpolicy.msu.edu/resources/michigans_critical_assets_an_atlas_for_regional_partnerships_and_placemakin; accessed March 9, 2015.

priorities, and that local units of government focus on place-based improvements and placemaking targeted in locations that support regional strategies.

Furthermore, achieving this vision will require broad support for the revitalization of regional Centers of Commerce and Culture and in sub-regional centers. It will require creation of major rapid transit infrastructure in core cities that connect to abutting suburbs and nearby small cities around place-based strategies. It will require better mechanisms for involving all the key stakeholders in regional economic development, infrastructure, and workforce planning and implementation. This includes state, regional, and local governments, as well as educational institutions, the private sector, and non-governmental organizations. It will stimulate new opportunities for individual businesses and residents in and adjacent to all of these places.

This prosperous future is possible with coordinated Regional Strategic Growth Plans and targeted state support. The process for preparing regional strategic growth plans and associated local plans with placemaking priorities is covered in Chapter 7.

People, Place, and Policy Strategies

Obviously achieving this vision for renewed prosperity in Michigan (and, by analogy, other places in the Midwest) will require significant effort at every level of government, with many new activities and initiatives. *As important as place-based policies are—and they are critically important—other issues must also be successfully tackled, and many of these issues have interconnected elements.*

The “Wheel” in Figure 3–10 illustrates 14 different categories of activities that need to be successfully addressed in order to achieve prosperity at a state or regional level. These are grouped into three major areas: People, Place, and Policy. The original idea for this list and means of depiction came from the Southeast Michigan Council of Governments (SEMCOG) in 2010, and was supplemented by the MSU Land Policy Institute based on independent analysis.

The LPI and MSU Extension conducted 99 training programs across Michigan in 63 days in Spring 2010 to teach people interested in regional economic development about the importance of these issue areas and the wide range of strategies that could

be developed to effectively make progress in each issue area. It was quickly apparent that many of the 3,000 participants understood the most important principles without a lot of explanation—probably because they had been subject to public discussion for many decades.

Public Opinion Surveys

New Economy Principles and Placemaking

Early in 2012, the LPI, with assistance from the MSU Institute of Public Policy and Social Research (IPPSR), conducted a statewide random sample survey of Michigan’s population about New Economy principles and learned that the public also largely “gets it” and expects government to be implementing policies to support these principles. However, the public does not know about placemaking or its role in making this happen. Table 3–3 shows the key questions and responses from the majority of respondents (“strongly agree” and “somewhat agree”) to this survey.⁴³

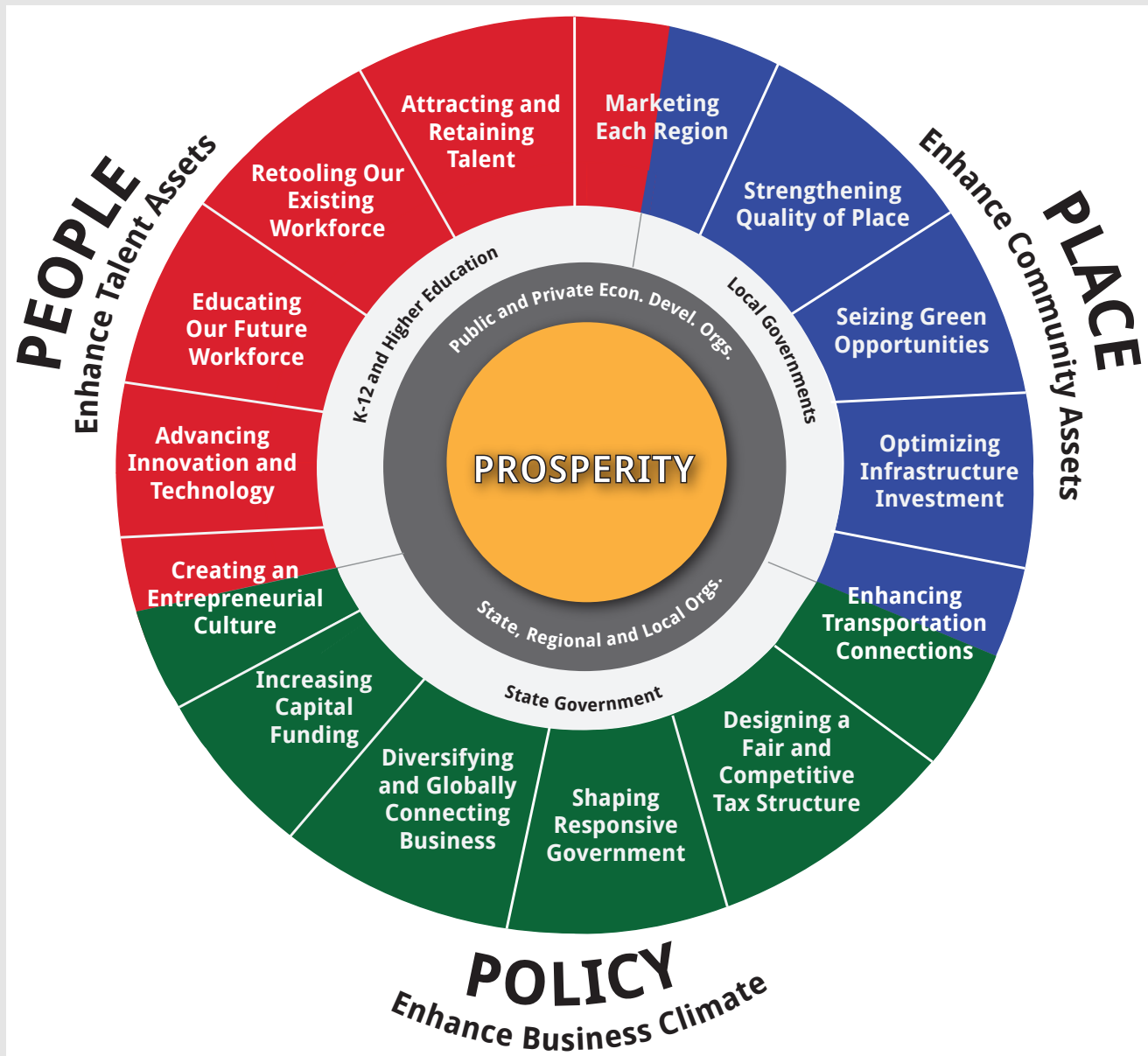
The last survey question asked “How familiar are you with the term ‘placemaking’ as it is related to economic development?” The responses showed little familiarity with the term: 1.4% indicated they were “very familiar,” 13.1% selected “somewhat familiar,” 28.4% were “not very familiar,” and 57.1% were “not at all familiar.” Thus, 85.5% of respondents had little to no familiarity with the term. Do not be surprised if you have to do a lot of explaining if you use the term “placemaking.”

It is not essential that every citizen know and understand what placemaking means, but it is essential that all elected officials and local leaders in regional Centers of Commerce and Culture understand it.

While we have a ways to go on public understanding and subsequent support of placemaking, the public already has strong opinions on key elements that make up quality places and, for the most part, they want those elements in more quality places. Following are results from four other recent surveys that demonstrate this point.

43. The State of the State Survey 61 Winter/Spring 2012: A survey about what the general population thinks about the New Economy and Placemaking. This random sample statewide telephone survey of 963 Michigan adults was taken by the MSU Institute of Public Policy and Social Research from Feb. 14–Apr. 15, 2012. The margin of sampling error was $\pm 3.16\%$. More information on SOSS and methodology is available at: <http://ippsr.msu.edu/soss/sossdata.html>; accessed February 19, 2015.

Figure 3–10: Three “P’s” Prosperity Wheel



Sources: LPI. (2010). “Redefining Economic Strategies for the New Economy.” Land Policy Institute, Michigan State University, East Lansing, MI. This graphic was inspired and derived from the original Southeast Michigan Council of Government’s graphic in the 2010 CED Plan, entitled *Increasing Prosperity in Southeast Michigan*. It has been adapted with permission from SEMCOG.

New Urbanism Principles

A random sample statewide survey conducted by IPPSR, in 2008, to identify public opinion on key elements of New Urbanism produced the results in Figure 3-11.⁴⁴ New Urbanism is a set of physical form and service principles that are built around

44. Kim, S.K., J. Lee, and R.A. Bell. (2008). *New Urbanism in Michigan: Case Studies, Public Opinions, and Evidence-based Policy Suggestions*. Informing the Debate, Institute for Public Policy and Social Research, Michigan State University, East Lansing, MI. Available at: <http://ippsr.msu.edu/publications/ARNewUrbanism.pdf>; accessed January 22, 2015.

walkable places where human scale drives design, instead of the automobile. A wide variety of housing and transportation choices are characteristic of New Urbanism places. Most cities in Michigan, in the 1920s–1940s, were characteristic of the design principles now embodied in New Urbanism. Many of these principles are explained in Chapters 4 and 5.

Public responses in this survey strongly supported New Urbanism principles. The results on the

Table 3–3: Michigan Public Opinion on the New Economy

MSU State of the State Survey 61: Survey Statements	Strongly Agreed	Somewhat Agreed
1. Michigan’s future economic success depends on more Michigan businesses successfully connecting to the global economy.	48%	43%
2. Michigan’s future economic success depends on public support of entrepreneurs when they are just getting started.	42%	47%
3. Michigan’s future economic success depends on having a large portion of the population with a post-high school degree.	61%	28%
4. Michigan’s future economic success depends on having a diversified economy.	65%	31%
5. Young people today are more likely than young people in previous generations to choose a place to live based on quality of life rather than job opportunities.	23%	36%
6. It is important that local governments in Michigan work together across jurisdiction (city, township, village, and county) borders to implement regional economic development strategies.	59%	37%
7. It is important that the state recognize its natural assets, such as farmland, forested land, lakes, and streams, and develop sustainable economic development strategies around them.	73%	22%

Source: IPPSR. (2012). “State of the State Survey – 61 (Winter/Spring).” Institute for Public Policy and Social Research, Michigan State University, East Lansing, MI. Available at: http://ippsr.msu.edu/soSS/SOSSArchive/Codebooks/SOSS61wt_CBK.pdf; February 19, 2015. Table by the Land Policy Institute, Michigan State University, 2015.

question related to open space and sport facilities is anomalous. Many other surveys show strong support for open space, and many (if not most) tax proposals to support parks, recreation, open space preservation, and trail development pass (and often by substantial margins). It may be the reference to “*sport facilities*” was what resulted in such small support. Public baseball, football, and soccer fields, and basketball and tennis courts, are already quite extensive throughout Michigan and few are needed. Also, there is a large amount of state and locally owned open spaces.

National Placemaking and Midwest Home Factors Surveys

In 2013, the MSU Land Policy Institute, as part of its Rebuilding Prosperous Places study, conducted a national survey on placemaking. This was followed by a Midwest survey on factors affecting home purchases. Some of the major findings of each survey follow.⁴⁵

This survey examined how citizens view placemaking, both in terms of what value it has for their communities, and what types of “place amenities” they like to have within their neighborhoods. It was conducted on a national scale to determine whether people viewed placemaking as a positive economic development

45. Graebert, M.B., B. Calnin, T. Borowy, M. Wyckoff, J. Warbach, L. Bretz, B. Acker, and J. Dworin. (2014). *Rebuilding Prosperous Places in Michigan: Views and Values of Placemaking in Michigan, the Midwest and the Nation – Full Report*. Land Policy Institute, Michigan State University, East Lansing, MI. Available at: www.landpolicy.msu.edu/RebuildingProsperousPlacesinMIREport; accessed January 21, 2015.

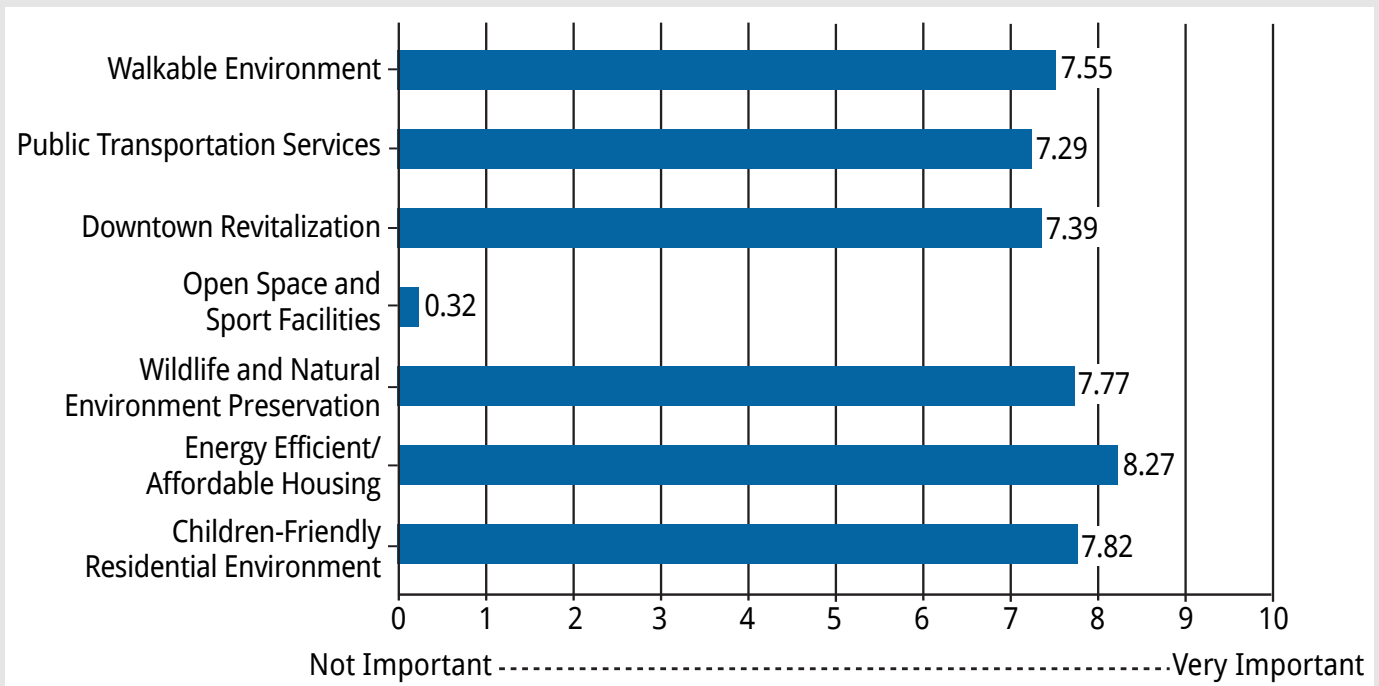
tool, what amenities they currently have in their neighborhoods or communities, what they would like to have, and whether the type or quality of an amenity (such as a grocery store, restaurant, or park) factored into their desire to have that amenity in their neighborhood.

The survey showed that, at the national level, people believe that there is a connection between placemaking and economic development, as well as between placemaking and quality of life. Their perceptions about whether their neighborhood and community are better places to live in 2013 than 2008 appears to be associated with place-based characteristics, such as visual appeal, mixed uses, shopping, social activities, bike lanes or paths/trails, arts and culture experiences, and public transportation. People want a variety of amenities within a 10-minute walk of their home, including neighborhood grocery stores, farmers markets, independent local merchants, sandwich shops, coffee shops, parks with multiple uses, libraries, movie cinemas, and art fairs. Urbanites, young people, and low-income individuals are more likely to want several amenities, particularly arts and culture, within walking distance. Survey respondents expressed some ambivalence toward having lots of amenities, activity, and density in their neighborhoods, due to concerns about crime, noise, and higher expenses.⁴⁶

The survey asked people to respond to a series of statements that began with the question

46. See Footnote 45.

Figure 3–11: Michigan Public Support for New Urbanism Principles



Source: Kim, S.K., J. Lee, and R.A. Bell. (2008). *New Urbanism in Michigan: Case Studies, Public Opinions, and Evidence-based Policy Suggestions*. Informing the Debate, Institute for Public Policy and Social Research, Michigan State University, East Lansing, MI. Available at: <http://ippsr.msu.edu/publications/ARNewUrbanism.pdf>; accessed January 22, 2015. Figure remade with permission, by the Land Policy Institute, Michigan State University.

Land Policy Institute at Michigan State University

The Land Policy Institute (LPI) at Michigan State University is devoted to basic and applied research along with outreach and community engagement in the critical areas of land use, land policy, and strategic regional planning. The LPI is affiliated with the MSU School of Planning, Design, and Construction; and collaborates with many faculty, centers, and institutes across campus, as well as stakeholders outside the university, to develop strategies and policy tools that help position Michigan for the future based on principles of strategic growth.

The Institute's research in recent years has focused on the New Economy, place and placemaking, energy, sprawl, and relevant policy alternatives. The LPI also coordinates various workshops, trainings, and conferences for local stakeholders and elected officials in communities throughout Michigan, from Zoning Administrator Certificate programs to water quality workshops in rural communities to extensive training in placemaking.

The LPI is a founding member of the Michigan Sense of Place Council, and is responsible for many of the activities of the MIplace™ Partnership Initiative, including co-creating the Placemaking Curriculum, training of trainers, and research that underpins Michigan's placemaking efforts in order to hasten its implementation.

For more information, visit: www.landpolicy.msu.edu.

“Incorporating placemaking in our local community will. . .” The results are illustrated in Table 3–4.

The second survey focused on households in 11 Midwest cities to gather information about what amenities urban residents from the Midwest want in their neighborhoods. The survey was conducted in six Michigan cities (Lansing, Royal Oak, Traverse City, Kalamazoo, Flint, and Grand Rapids), and in five Midwest cities (Davenport, IA; Rochester, MN; Lakewood, OH; Madison, WI; and Manitowoc, WI). The survey sought to discover “*what economic value does place-based development derive in a neighborhood, as measured by the change in housing prices in places that boast such characteristics as walkability, access to green space, and mixed-use developments?*” To address the second research question, an hedonic analysis of residential property prices was conducted to isolate the values of place-based characteristics. “Hedonic regression” is a method for revealing preferences, and is used to estimate demand or value.

In the Midwest, walkability was noted as a preferred neighborhood feature. It is one of the factors that is often involved in people’s decisions to purchase or rent their homes. Many people in these 11 Midwest cities indicated that they walk often (most likely for recreation) and prefer to walk to destinations that are within a 15-minute walk of their home. Midwest respondents reported that their neighborhoods were fairly walkable for a number of amenities. For example, a majority of people could walk to a school, park, transit stop, grocery store, convenience store,

retail store, entertainment venue, or eating/drinking establishment in 20 minutes or less. Most people said that it would take too long to walk to work.⁴⁷

Across the Midwest cities, close proximity to some amenities, such as schools, theatres, bookstores, and gift shops, appeared to be positively related to home sale price. In addition, some elements of place-based development, such as parks and recreation, shade trees, having great neighbors, and a high-quality look and feel of a walk in the neighborhood, also added to home prices in these 11 cities. However, proximity to other amenities like grocery stores, restaurants, museums, and department stores appeared to be negatively related to home sale price. These results were surprising since a majority of people surveyed, at least at the national level, indicated a preference for grocery stores, restaurants, and museums within walking distance. Altogether, these results suggest that there isn’t likely a “perfect mix” of place amenities that will lead to quality-of-life and economic improvement in every community.⁴⁸

Figure 3-12 illustrates the results of the specific factors that influence Midwest home purchase decisions. The top three influences (when “very much” (dark grey) and “some influence” (yellow) are combined) were safety, commute time to work, and affordability. The 4th influence was ability to walk to nearby places.

In response to questions regarding how far people were willing to walk, most people (56%) prefer to

47. See Footnote 45.

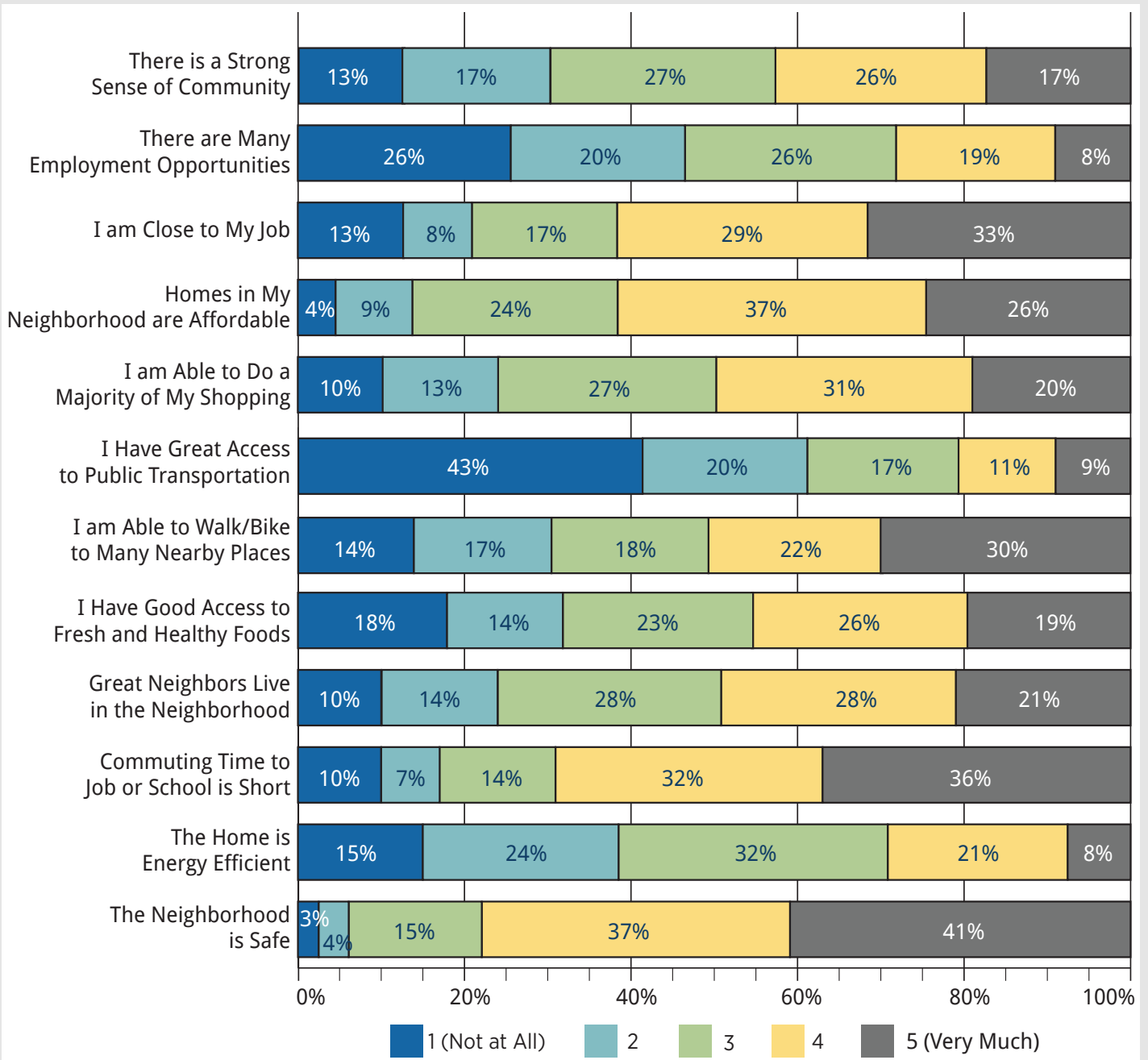
48. See Footnote 45.

Table 3–4: Placemaking Relationship to Economic Development

Question: Incorporating placemaking in our local community will. . .	Strongly Agree	Somewhat Agree	Neither Agree Nor Disagree	Somewhat Disagree	Strongly Disagree	Unsure
Increase economic activity.	32%	39%	18%	5%	3%	4%
Improve opportunities for jobs.	33%	36%	19%	6%	3%	3%
Improve quality of life.	41%	35%	16%	4%	2%	3%
Positively affect home prices.	33%	36%	21%	4%	2%	3%
Enhance the sense of community belonging.	37%	37%	18%	4%	2%	3%
Attract new people to our community.	35%	37%	19%	4%	2%	3%
Between 69%–76% of respondents agree that placemaking has positive economic impacts; around 20% responded neutrally on this point, while only a small percentage (around 3%) appeared to be unsure.						

Source: Graebert, M.B., B. Calnin, T. Borowy, M. Wyckoff, J. Warbach, L. Bretz, B. Acker, and J. Dworin. (2014). *Rebuilding Prosperous Places in Michigan: Views and Values of Placemaking in Michigan, the Midwest and the Nation - Full Report*. Land Policy Institute, Michigan State University, East Lansing, MI. Available at: www.landpolicy.msu.edu/RebuildingProsperousPlacesinMIReport; accessed January 21, 2015.

Figure 3-12: Factors that Influence Midwest Home and Neighborhood Purchase Decisions



Source: Graebert, M.B., B. Calnin, T. Borowy, M. Wyckoff, J. Warbach, L. Bretz, B. Acker, and J. Dworin. (2014). *Rebuilding Prosperous Places in Michigan: Views and Values of Placemaking in Michigan, the Midwest and the Nation - Full Report*. Land Policy Institute, Michigan State University, East Lansing, MI. Available at: www.landpolicy.msu.edu/RebuildingProsperousPlacesinMIReport; accessed January 21, 2015.

walk to destinations, such as schools, public transit stops, parks, and convenience stores, that are less than 15 minutes away. Older respondents (age 50 and older) were also slightly more willing to walk farther distances than their younger counterparts. This means that each neighborhood needs to have these attributes to truly be walkable and attractive.⁴⁹

The quality and safety of the walk, and the destinations also plays into neighborhood quality of life. People who rated the look and feel, and the perceived safety of a walk in their neighborhood as “very high” were more likely to walk often and walk farther. See Figure 3–13.⁵⁰

CLOSUP Survey of Local Government Officials on Placemaking

The Center for Local, State, and Urban Policy (CLOSUP) at the University of Michigan conducts regular surveys of all local units of government in Michigan on a variety of contemporary public policy issues. In 2013, CLOSUP conducted a survey on placemaking that asked some questions from a 2009 survey. It generated a 73% response rate (1,350 jurisdictions of 1,856 jurisdictions returned surveys). The survey showed that placemaking was increasing in local governments as 34% of local jurisdictions reported using placemaking in 2013 compared to 21% in 2009. In terms of the effectiveness of placemaking, 51% of local leaders said they believed placemaking can be effective in their jurisdictions in 2013, compared to 39% who reported confidence in placemaking’s effectiveness in 2009.⁵¹ See Figure 3–14.

Among those pursuing placemaking, 65% reported that fostering entrepreneurship was a specific part of their placemaking efforts. Among those pursuing placemaking, 65% believe (“a great deal” 21%, or “somewhat” 44%) that placemaking influences where entrepreneurs choose to launch a business, with 86% believing (“a great deal” 36%, or “somewhat” 50%) that entrepreneurial activity helps a jurisdiction in placemaking.⁵²

However, among those pursuing placemaking, they also reported a long list of obstacles to successful entrepreneurship including:

49. See Footnote 45.

50. See Footnote 45.

51. Ivacko, T., and D. Horner. (2014). *Michigan Public Policy Survey, January 2014*. The Center for Local, State, and Urban Policy, Gerald R. Ford School of Public Policy, University of Michigan, Ann Arbor, MI. Available at: <http://closup.umich.edu/files/mpps-spring-2013-placemaking.pdf>; accessed June 23, 2015.

52. See Footnote 51.

- Access to capital (72%),
- Unattractive building and landscape design (29%),
- Deteriorating infrastructure (27%),
- Lack of late-night entertainment (26%),
- Lack of information technology (IT) infrastructure (21%),
- Excessive State tax burden (20%),
- Lack of cultural amenities (20%),
- Lack of a talented workforce (20%),
- Regulations, such as sign ordinances, fire codes, and zoning laws (18%),
- Licensing costs and/or delays (17%),
- Lack of reliable public transportation (15%),
- Lack of safe access for pedestrians/bicyclists (14%),
- Excessive local tax burden (12%),
- Lack of “green” construction (5%), and
- Lack of access to the natural environment (3%).⁵³

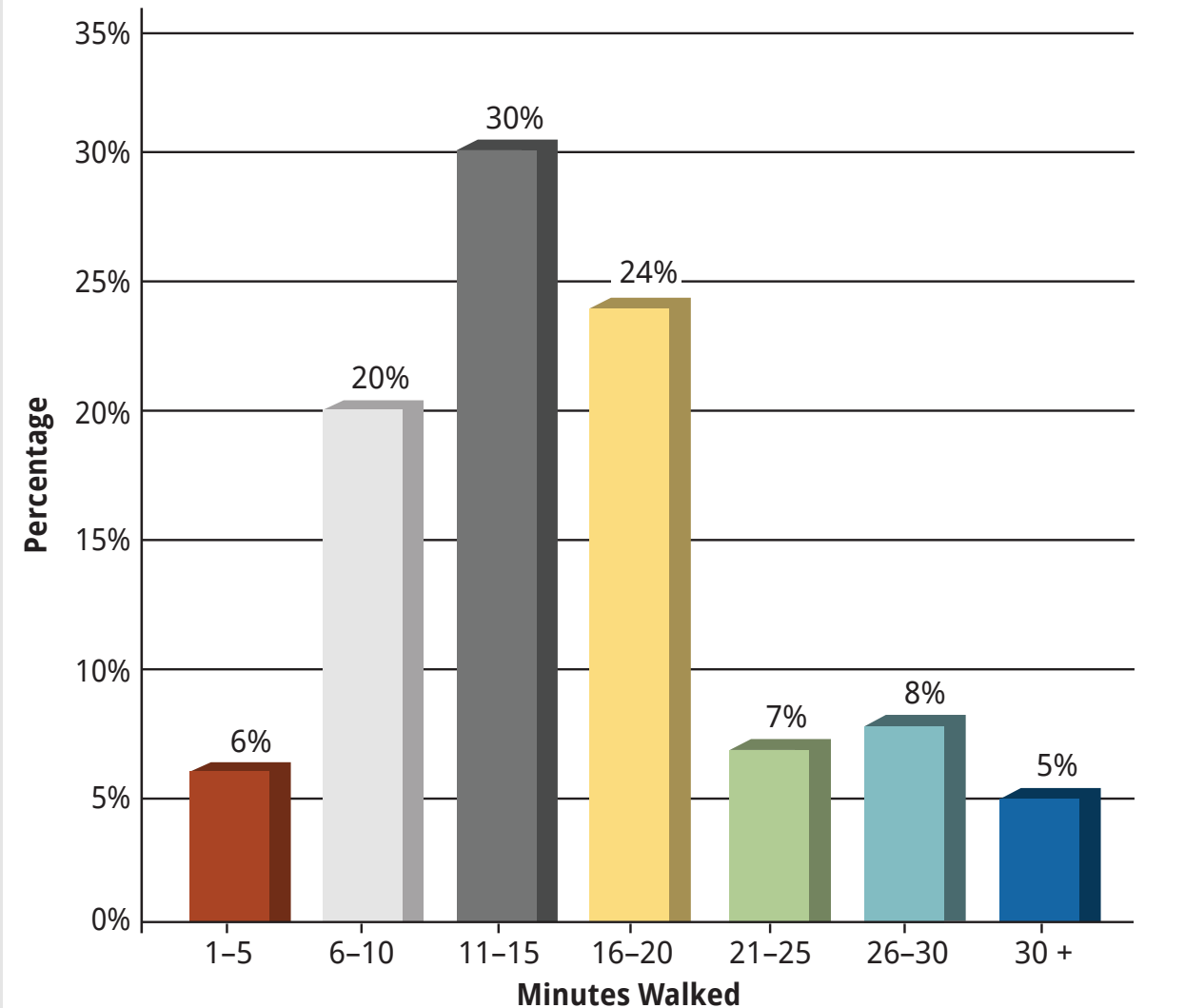
Summary of Section One

Many talented workers can live anywhere they want. If you are from the Midwest, you have seen sons and daughters, nephews and nieces, grand children, and even other older workers leave Michigan for communities with high place attractiveness. As described in Chapter 2, this is a market shift. These talented workers want communities with livability characteristics that are not found in many Michigan communities. They want active, vibrant communities with an urban form that is conducive to social and business enterprise, and that has a strong sense of place. They want a lot of place amenities and choices in living options and transportation. If we do not provide at least some of these kinds of communities we cannot be globally competitive, because communities with these choices exist all around the world. *In every community that provides these options, the quality of life for everyone that lives there is increased, creating a win-win proposition.*

53. See Footnote 51.

Figure 3–13: Distance Midwesterners are Willing to Walk

Survey Question: Generally speaking, how many minutes are you willing to walk to reach a destination (such as a restaurant, store, park, or other places you might frequently visit)?



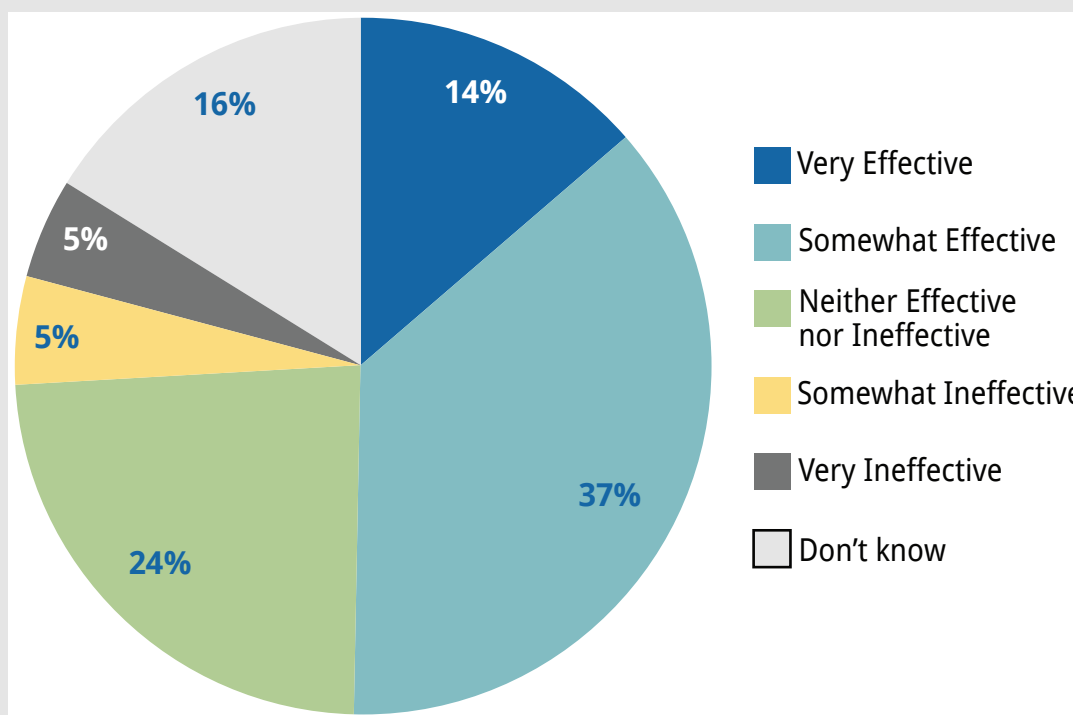
Source: Graebert, M.B., B. Calnin, T. Borowy, M. Wyckoff, J. Warbach, L. Bretz, B. Acker, and J. Dworin. (2014). *Rebuilding Prosperous Places in Michigan: Views and Values of Placemaking in Michigan, the Midwest and the Nation - Full Report*. Land Policy Institute, Michigan State University, East Lansing, MI. Available at: www.landpolicy.msu.edu/RebuildingProsperousPlacesinMIReport; accessed January 21, 2015.

A state cannot be globally competitive for talented workers without most of its largest cities having at least a dense, walkable downtown offering many housing and transportation options that is full of amenities (ranging from connected green spaces, inviting waterfronts, and a wide range of entertainment and social gathering places.) *The most essential element of all is people, in the densest concentration that exists in the region.* If the region has no large central city, then most of the small towns in the region must together play this role. Connecting the small towns with rural

amenities like state and federal parks, lakes and rivers, fishing, hunting, skiing, biking, snowmobiling, etc. is especially important in these settings.

This Section examined the global and regional nature of current economic competition. It looked at a variety of research largely by the MSU Land Policy Institute that helps explain how the New or Knowledge Economy functions, and what it requires to be competitive. The negative impacts of population loss, and the positive impacts of targeted

Figure 3-14: Local Officials' Views of Placemaking's Effectiveness in Their Jurisdictions in 2013



Source: Ivacko, T., and D. Horner. (2014). *Michigan Public Policy Survey, January 2014*. The Center for Local, State, and Urban Policy, Gerald R. Ford School of Public Policy, University of Michigan, Ann Arbor, MI. Available at: <http://closup.umich.edu/files/mpps-spring-2013-placemaking.pdf>; accessed June 23, 2015. Figure remade with permission, by the Land Policy Institute, Michigan State University.

population gain were presented, along with a model for prosperity built on place-based amenities to grow jobs and income. Other elements of effective New Economy economic development strategies were presented, along with the results of recent surveys showing what is necessary to attract and retain talented workers, while improving quality of life for everyone that already lives in a community.

Section Two looks at a wide range of other research that supports place-based investments to create quality places and improve urban amenities.

SECTION TWO: SUMMARY OF OTHER ECONOMIC BENEFITS-RESEARCH THAT SUPPORTS PLACEMAKING

In addition to changing demographics covered in Chapter 2, the importance of regional economics in the New Economy, and the population and talent attraction strategies that were examined in Section One, there are 10 categories of research that support the benefits of compact settlement patterns over sprawl development patterns or, more directly, support various aspects of placemaking. Compact settlement is

walkable as long as the pedestrian infrastructure is in place. Walkability is essential to a quality urban place.

While individually none of these studies prove a causal relationship between placemaking and talent attraction and retention, taken together, they present a compelling case in support of well-conceived and executed placemaking projects and activities. Following is a summary of key research in each of these areas with reference to the base study or a report summarizing the base study. *Note: There is considerable paraphrasing and use of text from summaries of the studies that follow. The emphasis here is on key observations that relate to this guidebook. For more detail on each study, readers are encouraged to follow the links to original documents that are provided in footnotes wherever possible.*

The *categories* of research examined in this Section include:

- Land Use and Infrastructure;
- Property Value Studies;
- Location Efficiency;

- Energy Use;
- Preservation Efficiency;
- Value of Human Contact and Social Interaction;
- Economic Value of Creative Industries;
- Entrepreneurship;
- Health and Safety; and
- Return on Investment (ROI) for Developers.

Land Use and Infrastructure

Four different types of studies link land use patterns and the cost of infrastructure, and some link individual time and money costs as well:

1. “Costs of Sprawl” studies show the cost savings of compact settlement compared to sprawl.
2. Trading short-term fiscal gain for long-term liability. In particular, typical suburban development trades short-term tax revenues for long-term infrastructure obligations.
3. Density generates more tax revenue. An acre of mixed-use development generates more tax revenue than an equivalent amount of strip malls or big box stores.
4. The “Green Dividend” of compact settlement patterns shows energy savings and environmental benefits of compact settlement.

The take away in this section is that suburban development patterns are very expensive and fiscally unsustainable; hundreds of studies have demonstrated this since the 1960s. This is primarily because most suburban development is a low-density, spread out pattern. Long distances cost more to provide the basic infrastructure, and much more in terms of long-term maintenance and replacement, because of the number of miles of infrastructure involved and the comparatively low number of users per mile that have to pay for it. These studies indirectly suggest that in metropolitan areas, a path to balancing rising costs with declining revenues can be found by increasing density along key corridors in suburbs, which also makes it easier to sustain good transit service (i.e., not just in core cities).

Costs of Sprawl

In 1974, the Real Estate Research Corp. (RERC) prepared a seminal study for the U.S. Department of Housing and Urban Development (HUD) that examined six alternative patterns of development. The high-density alternatives (which included some single-family development in cluster patterns) had a much lower investment cost overall (21% below the combination mix community and 44% below the low-density sprawl community). In addition, the study concluded the high-density alternative generated 45% less air pollution and saved 35% of total energy consumed over low-density sprawl development, while saving 55% on infrastructure.⁵⁴

Costs of Sprawl Revisited

In 1978, Robert Burchell, PhD, and David Listokin, PhD, and their team at Rutgers University, published the **Fiscal Impact Handbook** (the leading guidebook on fiscal impact techniques). In 2002, Dr. Burchell and his team took another look at the 1974 Real Estate Research Corporation/HUD study and developed a way to examine development patterns across the entire country. Some of their principal findings included major cost savings with a more compact settlement pattern:⁵⁵

- Nationally, nearly 2.5 million acres could be saved between 2000 and 2025 by directing growth away from rural and undeveloped counties to the more developed urban and suburban counties, including savings of approximately:
 - One-and-a-half (1.5) million acres of agricultural land,
 - One-and-a-half (1.5) million acres of environmentally fragile land, and
 - One million acres in other lands.

54. RERC. (1974). **The Costs of Sprawl: Environmental and Economic Costs of Alternative Residential Development Patterns at the Urban Fringe**. Prepared by the Real Estate Research Corporation for the Council on Environmental Quality, Office of Policy Development Research, U.S. Department of Housing and Urban Development, Office of Planning and Management, Environmental Protection Agency. Washington, DC: U.S. Government Printing Office. Available at: www.gpo.gov/fdsys/pkg/CZIC-hd259-r43-1974-v-2/pdf/CZIC-hd259-r43-1974-v-2.pdf; accessed July 1, 2015.

55. See the summary tables on pages 8 and 10 of this report: Burchell, R.W., G. Lowenstein, W.R. Dolphin, C.C. Galley, A. Downs, S. Seskin, K. Gray Still, and T. Moore. (2002). *Costs of Sprawl—2000*. TCRP Report 74, Transit Cooperative Research Program. Washington, DC: National Academy Press. Available at: http://onlinepubs.trb.org/onlinepubs/tcrp/tcrp_rpt_74-a.pdf; accessed January 21, 2015.

Blogs Reporting Research on Placemaking and New Urbanism

The Better Block Project, the Congress for the New Urbanism, the Project for Public Spaces, Smart Growth America, and the Streets Plan Collaborative are just a few examples of the major entities working on promoting, applying, and refining placemaking techniques. Most of these entities publish e-newsletters or occasional blogs on their work, or related work by others, along with many other fine publications.

In addition, there are a number of other online publications and a few blogs that consistently have articles on placemaking, with regular pieces on research that supports placemaking. If readers want to stay current on this rapidly emerging field, then look at the following sources for contemporary information:

- *Better Cities & Towns* (formerly *New Urban News*) is an online publication edited by Robert Steuteville, which regularly publishes succinct articles with useful information. It is available at: <http://bettercities.net/>. Examples include:
 - “Top 10 Reasons for a New American Dream” (Apr. 21, 2014) by: <http://bettercities.net/news-opinion/blogs/robert-steuteville/21041/top-10-reasons-new-american-dream>; accessed January 21, 2015.
 - “Placemaking is Critical for the Local Economy” (Sept. 18, 2014): <http://bettercities.net/news-opinion/blogs/robert-steuteville/21299/placemaking-critical-local-economy>; accessed January 21, 2015.
- PlaceMakers runs articles by Hazel Borys and others that are often chock-full of useful research references that are available at: www.placemakers.com/. Examples include:
 - “Placemaking Matters: What’s in it for Me?” (Sept. 15, 2014): www.placemakers.com/2014/09/15/why-placemaking-matters-whats-in-it-for-me/; accessed January 21, 2015.
 - “Places that Pay: Benefits of Placemaking” (Sept. 13, 2012) www.placemakers.com/2012/09/13/places-that-pay-benefits-of-placemaking/; accessed January 21, 2015.
- *The Atlantic CityLab* (formerly *Atlantic Cities: Place Matters*) publishes many contemporary pieces from cities around the world. Many are written by Richard Florida, co-founder and editor at large (and creator of the term “creative class” and loads of research associated with it). It is available at: www.citylab.com/. Examples include:
 - “Where Does the Creative Class Move?” (Oct. 31, 2014) by Richard Florida: www.citylab.com/work/2014/10/where-does-the-creative-class-move/382157/; accessed January 21, 2015.
 - “One Mapping Service to Rule Them All” (Oct. 30, 2014) by Kriston Capps: www.citylab.com/tech/2014/10/one-mapping-service-to-rule-them-all/382112/; accessed January 21, 2015.



Left photo: Public benches illustrate placemaking in Frankenmuth, MI. Center photo: Shopping in downtown Traverse City, MI. Right photo: River Walk in Bay City, MI. Photos by the Michigan Municipal League/www.mml.org.

- Controlled growth, seen as the opposite of sprawl, can reduce the daily travel miles for an individual by 4% and their travel costs by 2.4%.
- Infrastructure costs can be saved across the country; in the Midwest, those savings were:
 - Water and sewer savings of \$1.56 billion (5.1%) over 25 years.
 - Total road cost savings of \$8.61 billion (6.6%) over 25 years.⁵⁶

Increased Tax Base and Decreased Costs

PlaceMakers recently reported on an analysis in Calgary, Canada, where it was estimated that compact development would save \$11 billion in infrastructure costs, making it 33% less costly to build roads, transit, water lines, recreational facilities, and to provide the fire and school services it expects to need over the next 60 years.⁵⁷

The most recent of the costs of sprawl studies was prepared by Smart Growth America (SGA), in 2013, and published as **Building Better Budgets**.⁵⁸ The SGA examined the results of 17 fiscal impact analysis studies prepared by different groups that compared different development scenarios, including a new study of Nashville–Davidson County, TN, commissioned specifically for this report. Smart growth development is compact development that is consistent with the 10 Smart Growth Principles (see the sidebar in Chapter 2 (page 2–15)).

The SGA presented three key findings:

1. In general, smart growth development costs one-third less for up-front infrastructure. The survey concluded that smart growth development saves an average of 38% on up-front costs for new construction of roads, sewers, water lines, and other infrastructure. Many studies have concluded that this number is as high as 50%. Smart growth development patterns require less infrastructure, meaning the costs of up-front

56. See Footnote 55.

57. Borys, H. (2012). “Places that Pay: Benefits of Placemaking.” *Placesbakers and Newsmakers*, September 13, 2012. PlaceMakers, LLC., Albuquerque, NM. Available at: www.placemakers.com/2012/09/13/places-that-pay-benefits-of-placemaking/; accessed October 30, 2014.
58. SGA. (2013). **Building Better Budgets: A National Examination of the Fiscal Benefits of Smart Growth Development**. Smart Growth America, Washington, DC. Available at: www.smartgrowthamerica.org/documents/building-better-budgets.pdf; accessed November 6, 2014.

capital, long-term operations, maintenance and, presumably, eventual replacement are all lower. Smart growth development also often uses existing infrastructure, lowering up-front capital costs even more.⁵⁹

2. Smart growth development saves an average of 10% on ongoing delivery of services. The survey concluded that smart growth development saves municipalities an average of 10% on police, ambulance, and fire service costs. The geographical configuration of a community and the way streets are connected significantly affect public service delivery. Smart growth patterns can reduce costs simply by reducing the distances service vehicles must drive. In some cases, the actual number of vehicles and facilities can also be reduced along with the personnel required.⁶⁰
3. Smart growth development generates 10 times more tax revenue per acre than conventional suburban development. The survey concluded that, on an average per-acre basis, smart growth development produces 10 times more tax revenue than conventional suburban development. “Tax revenue” includes property taxes and sales taxes and, in some instances, licensing fees and other small sources of revenue. Property tax, in particular, is an extremely important source of revenue for most communities. In a 2010 U.S. Census survey of local government budgets nationwide, 48% of revenue from municipalities’ own sources came from property taxes, and 10% came from sales taxes, though the relative importance of these taxes varied across the country.⁶¹

Land Use Decisions Affect Budgets

Decisions about where and what to build will have implications for one-third of a typical municipality’s budget. The cost of infrastructure (like roads and sewers), and services (like fire departments, ambulances, and police) are major budget items for any municipality, and decisions

59. See Footnote 58, and Barnett, J.L., and P.M. Vidal. (2012). “State and Local Government Finances Summary: 2010.” Governments Division Briefs, U.S. Census Bureau, U.S. Department of Commerce, Washington, DC. Available at: www.census.gov/prod/2012pubs/g10-alfin.pdf; accessed November 6, 2014.

60. See Footnotes 58 and 59.

61. See Footnotes 58 and 59.

about development patterns can raise or lower the cost of these services. These choices have significant implications for public budgets in communities everywhere. They are especially important where one community makes the land use decision, but another governmental entity has to pick up the public service cost.

In 2010, according to the U.S. Census Bureau, local governments in the U.S. raised and spent \$1.6 trillion, representing more than 10% of the gross national product. Of that, approximately one-third—\$525 billion—was expended on projects and activities that were heavily affected by local development patterns. That means future decisions about where to build could have implications for one-third of a typical municipality's budget.⁶²

Ponzi Scheme of Suburban Development

Since the end of World War II, cities and towns have experienced growth either by:

- Transfer payments between governments (e.g., revenue sharing, grants, etc.),
- Spending on transportation infrastructure, or
- Public- and private-sector debt.

In each of these mechanisms, the local unit of government benefits from enhanced property tax and other revenues with new growth, but assumes the long-term liability for maintaining the new infrastructure. If growth declines, the community can be caught short. When a near-term cash advantage is exchanged for a long-term financial obligation, Charles Marohn from the Minnesota-based Strong Towns, argues it is like a Ponzi scheme.⁶³

The problem is that if growth slows or stops, then the next generation gets stuck with having to pay off all the bonds taken out to pay for the infrastructure when the house of cards falls.⁶⁴

The Smart Math of Mixed-Use Development

Joe Minicozzi of Public Interest Projects has reported that a typical acre of mixed-use development in downtown Asheville, NC, yields \$350,000 more in tax revenue to City government

62. See Footnote 58.

63. Lincoln, K., and R. Johnson. (2011). "The Growth Ponzi Scheme." Strong Towns, June 2011. Brainerd, MN. Available at: www.strongtowns.org/the-growth-ponzi-scheme/; accessed November 6, 2014.

64. See Footnote 63.

than an acre of strip malls or big box stores. As downtown properties become more valuable, mixed-use development will generate more revenue to address budget gaps, while also serving the best interests of its citizens.⁶⁵

Other examples questioning the math of auto-oriented design or demonstrating the positive economic impact of mixed-use development are found in this footnote.⁶⁶

Green Dividend Studies

Joe Cortright, regular consultant to CEOs for Cities, has reported on the power of compact development patterns in several Green Dividend studies. Following are some of the highlights he reports for Portland, OR; Chicago, and New York.

The average daily commute for Portlanders is 20.3 miles, compared to 24.3 miles in the 33 most populous U.S. metro areas. This is four miles/day less. If they traveled as much as the typical U.S. metro resident that would produce 8 million more vehicle miles daily or about 2.9 billion more miles per year; but they don't, so they have an estimated cost savings of about \$1.1 billion dollars per year. The estimated value of time spent commuting is 100 million hours less traveled per year, which saves \$1.5 billion for a total savings per year of \$2.6 billion. Portlanders also

65. Minicozzi, J. (2012). "The Smart Math of Mixed-Use Development." *Planetizen*, January 23, 2012. Available at: www.planetizen.com/node/53922; accessed November 6, 2014.

66. Marohn, C. (2012). "The Cost of Auto Orientation." Strong Towns, January 2, 2012. Brainerd, MN. Available at: www.strongtowns.org/journal/2012/1/2/the-cost-of-auto-orientation.html; accessed February 11, 2015.

Marohn, C. (2012). "The Lost Opportunity of Auto Orientation." Strong Towns, February 4, 2012. Brainerd, MN. Available at: www.strongtowns.org/journal/2012/1/4/the-lost-opportunity-of-auto-orientation.html; accessed February 11, 2015.

New Jersey Future. (2011). "Compact Downtown Development Offers Property Tax Benefits." New Jersey Future, November 17, 2011. Trenton, NJ. Available at: www.njfuture.org/2011/11/17/downtown-development-tax-benefits/; accessed January 21, 2015.

Kaid Benfield's Blog. (2010). "Tax Revenue from Downtown Mixed-use Outperforms Big-box Superstores and Malls." *NRDC Staff Blog Switchboard*, July 14, 2010. Natural Resources Defence Council, New York, NY. Available at: http://switchboard.nrdc.org/blogs/kbenfield/tax_revenue_from_mixed-use_out.html; accessed January 21, 2015.

As downtown properties become more valuable, mixed-use development will generate more revenue to address budget gaps, while also serving the best interests of its citizens.

Strong Towns

Strong Towns is a nonprofit organization “supporting a model of development that allows America’s cities, towns, and neighborhoods to become financially strong and resilient.

For the U.S. to be a prosperous country, it must have strong cities, towns and neighborhoods. Enduring prosperity for communities cannot be artificially created from the outside, but must be built from within, incrementally over time. An America in transition must focus on developing strong, local communities. Strong Towns believes:

- Strong cities, towns, and neighborhoods cannot happen without strong citizens (people who care).
- Local government is a platform for citizens to collaboratively build a prosperous place.
- Financial solvency is a prerequisite for long-term prosperity.
- Land is the base resource from which community prosperity is built and sustained.

- A transportation system is a means of creating prosperity in a community, not an end unto itself.
- Job creation and economic growth are the results of a healthy local economy, not substitutes for one.

Strong Towns seeks an America where local communities are designed to grow stronger in the face of adversity, to be the solid foundation on which shared prosperity is preserved.

There are no universal answers to the complex problems America’s cities, towns, and neighborhoods face. Strong Towns seeks to discover rational ways to respond to challenges by relying on small, incremental investments instead of large, transformative projects; emphasizing resiliency of result over efficiency of execution; adapting to feedback; being inspired by bottom/up action and not top/down systems; seeking to conduct as much of life as possible at a personal scale; and accounting for revenues, expenses, assets and long-term liabilities.”

For more information, visit: www.strongtowns.org/.

have a commitment to using alternative transit and largely support green policies and green lifestyles, attracting many businesses and people to the region. The result is more time and disposable income.⁶⁷

The aggregate economic benefits of the Green Dividend that Chicago-area residents enjoy, as a result of compact land use patterns and alternatives to single-occupancy vehicle travel, works out to approximately \$2.3 billion per year in transportation savings—money that does not leave the local region.⁶⁸

Since New Yorkers drive significantly less than the average American, they save approximately \$19 billion per year—money that their counterparts spend on auto-related expenses. New Yorkers drive about 133 million miles less per day than average

67. Cortright, J. (2007). “Portland’s Green Dividend.” White Paper, CEOs for Cities, Cleveland, OH. Available at: http://miplace.org/sites/default/files/Cortright_PortlandsGreenDividend.pdf; accessed September 11, 2015.

68. Cortright, J. (2008). “Chicago’s Green Dividend.” White Paper, CEOs for Cities, Chicago, IL. Available at: http://miplace.org/sites/default/files/Cortright_ChicagosGreenDividend.pdf; accessed September 11, 2015.

Americans. This results in 48 billion fewer annual miles driven and 23 million less tons of annual greenhouse gas emissions.⁶⁹

Property Value Studies

Recent studies using hedonic property price regression techniques measured the value of property that can be attributed to proximity to:

- Placemaking amenities,
- Natural resource amenities,
- Historic properties, and
- Transit.

Many more studies are presently underway in this arena. “Hedonic regression” is a method for revealing preferences and is used to estimate demand or

69. Cortright, J. (2010). “New York City’s Green Dividend.” White Paper, CEOs for Cities, Cleveland, OH. Available at: www.nyc.gov/html/dot/downloads/pdf/nyc_green dividend_april2010.pdf; accessed January 21, 2015.

value. By means of statistical regression methods, it decomposes the item being researched into each of its characteristics, then obtains estimates of the value each characteristic contributes to the whole.

Proximity to Amenities

The first study in this category found that in many instances, the sale price of a home was positively influenced by the presence of nearby placemaking amenities. For example, in Lansing, MI, homes that sold close to the downtown, Michigan State University, or near a river or a lake sold for more than homes located farther away from these amenities. In Royal Oak, MI, property values benefited from being near a number of businesses, especially restaurants.⁷⁰

Proximity to Green Infrastructure

Green infrastructure contributes positively and significantly to property values across two studied Michigan counties.

- In Oakland County, the presence of green infrastructure that aided in walkability and bikeability increased property values by 4.6%, or \$11,785 when within 100 to 500 meters (328 ft. to 1,640 ft.) of a property.
- In the case of water amenities, in Hillsdale County, results indicated that, on average, properties located within 15 meters (49 ft.), 16 to 75 meters (246 ft.), and 76 to 150 meters (492 ft.) from identified water amenities have 81.8%, 38.5%, and 22.9% more value, respectively, compared to similar properties located at distances more than 150 meters from water amenities.⁷¹

In the book **The Proximate Principle**, Prof. John Crompton from Texas A&M reports on studies he conducted where open space near residential developments resulted in higher property values in 20 of 25 cases. In some cases higher property taxes paid

70. Adelaja, A., T. Borowy, M. Gibson, M.B. Graebert, J. Warbach, M. Wyckoff, Y. Hailu, C. Hurtt, K. Rustem, and J. Dworin. (2012). *Building Prosperous Places in Michigan: Understanding the Values of, Perceptions of, and Barriers to Placemaking*. Land Policy Institute, Michigan State University, East Lansing, MI. Available at: www.landpolicy.msu.edu/BuildingProsperousPlacesinMIReport; accessed January 21, 2015.

71. Adelaja, S., Y.G. Hailu, R. Kuntzsch, M.B. Lake, M. Fulkerson, C. McKeown, L. Racevskis, and N. Griswold. (2007). *Economic Valuation of Natural Resource Amenities: A Hedonic Analysis of Hillsdale and Oakland Counties*. LPI Report # 2007-09, Land Policy Institute, Michigan State University, East Lansing, MI. Available at: http://landpolicy.msu.edu/resources/economic_valuation_of_natural_resource_amenities_report; accessed September 3, 2015.



Outside seating in downtown Ann Arbor, MI. Photo by the Michigan Municipal League/www.mml.org.

the debt charges on the bonds used to finance the parks. The added benefit; cities with great parks, trails, and recreation amenities attract talented workers.⁷²

Proximity to Historic Properties

The *potential* effect of historic designation on property value in nine Texas cities using hedonic regression models produced interesting results. The study found a positive correlation between local historic districts and property value. The findings provide evidence that historic designation enhances the desirability and potential for revitalization of historic neighborhoods, but could also have the unintended side effect of gentrification and displacement of lower income households. Therefore, the authors recommended that historic designation be accompanied by proactive efforts to ensure affordable housing.⁷³

72. About the study: Crompton, J.L. (2004). **The Proximate Principle: The Impacts of Parks, Open Space and Water Features on Residential Property Values and the Property Tax Base**, 2nd Ed. Ashburn, VA: National Recreation and Park Association. Available at: http://agrifliefcdn.tamu.edu/cromptonrpts/files/2011/06/13_5.pdf; accessed February 23, 2015.

Related news: Nyren, R. (2014). "Outlook: How Can Open Space Add Value to Real Estate?" *Urban Land Magazine*, January 7, 2014. Available at: <http://urbanland.uli.org/news/open-space-development-outlook>; accessed January 21, 2015.

73. Leichenko, R.M., N.E. Coulson, and D. Listokin. (2001). "Historic Preservation and Residential Property Values: An Analysis of Texas Cities." *Urban Studies* 38 (11): 1973-1987. Available at: www.miplace.org/historic-preservation-and-residential-property-values-analysis-texas-cities; accessed February 23, 2015.

Also see: Texas Historical Commission. (1999). *Historic Preservation at Work for the Texas Economy*. Austin, TX. Available at: www.thc.state.tx.us/public/upload/publications/EconImpact_wnote.pdf; accessed January 21, 2015.

Another study in Baton Rouge, LA, corroborated earlier research that found that historic designation has a positive impact on property values; in addition, the study found a spillover effect on neighboring properties. The study lends further documentation that historic designation can be used as a tool for neighborhood revitalization. This effect was most pronounced in lower income neighborhoods; as a result, the study also corroborates concerns that historic designation could, over time, displace low-income residents. However, if the lower income residents were homeowners, they could also benefit from the higher land values and, at their choosing, sell their home and take the gain to improve their living situation.⁷⁴

Obviously, there is a need to make provisions for low- and moderate-income people as an area redevelops—whether or not historic properties are involved—or else the result will be gentrification with significant unaddressed externalities. See further discussion on this topic in Chapter 13.

Proximity to Transit

In 2011, the Center for Housing Policy (CHP) in Washington, DC, released a literature review of ways in which public transit has been shown to influence housing costs for owners and renters in the U.S. Overall, CHP found that living close to transit stations can add 6% to 50% to home values, depending on the following factors:

1. Accessibility benefits: A home in close proximity to a transit station will be valued more highly than a similar home located elsewhere only if residents value the accessibility the transit system offers. If the transit system takes them to job centers, health services, etc. then there was more demand for access.
2. Type of housing: In places where multifamily housing was scarce, their values were higher than single-family housing.
3. Type of transit system: Buses have minimal influence on housing costs, if any, because they “lack the permanence of fixed infrastructure.” Heavy and commuter rail systems have a

74. Zahirovic-Hebert, V., and S. Chatterjess. (2012). “Historic Preservation and Residential Property Values: Evidence from Quantile Regression.” *Urban Studies* 49 (2): 369–382. Available at: <http://usj.sagepub.com/content/49/2/369.short>; accessed February 23, 2015.

greater impact on property values, because of their frequency, speed, and scope of service.

4. Nuisance effect: Houses close to the rail tracks tended to have lower values, because of noise, vibration, etc. Also, homes near stations on busy streets had lower values, possibly because of the nuisance of living on a busy street.
5. Neighborhood profile: Research was mixed whether income levels in the surrounding area of the transit station played a role.
6. Orientation and zoning of the station area: Research suggested that higher housing values were more likely in areas that were walkable, had mixed uses, and were pedestrian-oriented than those that were auto-oriented.
7. Regional economy: If there was weak housing demand throughout a region, a new transit line was less likely to lead to significant levels of residential development.
8. Public commitment and policy framework: Growth and development do not automatically follow a new rail line in a “build it and they will come” scenario. Rather, policy makers interested in maximizing the development potential around station areas should offer financial incentives and implement supportive pro-growth policies, such as density bonuses, reduced parking, and assistance with land assembly in order to increase the likelihood of this outcome.⁷⁵

Policy implications of CHP’s public transit research:

1. Affordable housing preservation: Before transit is extended into areas with an already existing housing stock, the most cost-effective strategy for building affordability is to use public funds to acquire and rehabilitate both already-subsidized and unsubsidized rental and owner-occupied housing to ensure that it remains affordable to low- and middle-income households.

75. Wardrip, K. (2011). “Public Transit’s Impact on Housing Costs: A Review of the Literature.” *Insights from Housing Policy Research Series*, Center for Housing Policy, Washington, DC. Available at: www.reconnectingamerica.org/assets/Uploads/TransitImpactonHsgCostsfinal-Aug1020111.pdf; accessed October 20, 2015.

2. **Tax-increment financing:** Where this strategy is employed, a portion of the tax increment should be set aside to build and preserve affordable housing for households who could not otherwise afford to live nearby.
3. **Benefits to being proactive:** A proactive locality that implements a land acquisition strategy before land values increase will have a much greater dollar-for-dollar impact than one that reacts after prices have begun to climb.
4. **Long-term affordability:** Such strategies as shared-equity homeownership and long-term affordability covenants for rental developments can help preserve the value of public investments in affordable housing over time.
5. **Inclusionary zoning:** Through a zoning ordinance, a community can ensure that a share of newly built for-sale and rental units are affordable to those with low or moderate incomes.
6. **Conditional transportation funding:** The Federal Transit Administration may start to consider a locality's commitment to affordable housing before awarding funds to build or expand fixed-rail systems.⁷⁶

Recent Home Value Impacts from Transit

The National Association of Realtors® and the American Public Transportation Association commissioned the Center for Neighborhood Technology (CNT) in Chicago to study the impact of transit access on home values during the recession. A half-mile buffer was placed around each transportation stop to create transit buffers. These buffers were aggregated to create a transit shed. In all the regions studied, the home values in the transit shed outperformed the region as a whole by 41.6%.⁷⁷

⁷⁶. See Footnote 75.

⁷⁷. CNT. (2013). *The New Real Estate Mantra: Location Near Public Transportation*. Prepared by the Center for Neighborhood Technology for the American Public Transportation Association, in partnership with National Association of Realtors®, Washington, DC. Available at: www.apta.com/resources/statistics/Documents/NewRealEstateMantra.pdf; accessed January 21, 2015.

Related news: Snyder, T. (2013). "Study: Homes Near Transit Were Insulated from the Housing Crash." *Streetsblog*, March 22, 2013. Available at: <http://usa.streetsblog.org/2013/03/22/study-homes-near-transit-were-insulated-from-the-housing-crash/>; accessed September 11, 2015.

Not all transit was the same. Commuter rail station neighborhoods did not receive the same benefits as those neighborhoods served by high-frequency, well-connected transit—like subways, light-rail, or bus rapid transit (BRT). The researchers attributed two-thirds of the area's better performance to walkability.⁷⁸

Location Efficiency

Four types of studies are reviewed in this section:

- Agglomeration economies;
- The relationship of accessibility, mobility, and density;
- The impact that transportation costs associated with the location of housing have on a household's economic bottom line; and
- The benefits of walkability in urban settings.

As will be discussed, the principal takeaways from this section include: firms and workers are much more productive in large and dense urban environments; dense places provide a greater ease of getting to a destination, which is more important than how fast you get there; walkable places have the highest accessibility and lowest transportation costs, and with reduced transportation costs households can afford to spend more on housing; and that walkability is the factor that is driving many of the housing type and location changes in response to the changing demographics discussed in Chapter 2.

Magnitude and Causes of Agglomeration Economies

The term "agglomeration economies" refers to the benefits that firms obtain by locating near each other. These benefits come from economies of scale and the ability to network efficiently, because of proximity. The benefits are greatest when related firms cluster near one another, allowing common suppliers to create cost reductions and each firm to specialize further with greater division of labor. The ability to use common infrastructure and workers with common skills is also important. Some argue that cities grow, because of economies of agglomeration.

In July 2009, a paper by Diego Puga entitled "The Magnitude and Causes of Agglomeration Economies," published in the *Journal of Regional*

⁷⁸. See Footnote 77 on *The New Real Estate Mantra*.

Science, synthesizes previous work in this area of study. A portion of the abstract from that paper follows:

“Firms and workers are much more productive in large and dense urban environments. There is substantial evidence of such agglomeration economies based on three approaches. First, on a clustering of production beyond what can be explained by chance or comparative advantage. Second, on spatial patterns in wages and rents. Third, on systematic variations in productivity with the urban environment.”⁷⁹

In short, proximity in business location matters, and so does a common infrastructure and labor pool with the skills needed by businesses attracted to the same metropolitan area.

Accessibility vs. Mobility

Accessibility is the ease of getting to a destination, while mobility is how fast you travel on the way to get there. Which offers greater accessibility: Denser regions with lower travel speeds or regions with lower densities and higher speeds? The question is important, because the purpose of transportation is both access and mobility, with access being the more important. People travel somewhere in order to get there, to have access to that place and the goods, services, activities, and other benefits afforded there.

Using path analysis (also known as structural equation modeling), a team at the University of Michigan, in 2012, published the result of their analysis of accessibility vs. mobility. The authors began by observing that while dense regions are more congested, they also have activities closer together. So, they set out to discover which offers greater accessibility—denser regions with lower travel speeds or regions with lower density and higher speeds. Their conclusion is startling: “Despite theoretical reasons to expect that the speed effect dominates, results suggest that the proximity effect dominates, rendering the denser metropolitan areas more accessible.”⁸⁰ *Indeed they found the proximity effect is 10 times stronger than the speed effect.*

79. Puga, D. (2009). “The Magnitude and Causes of Conglomeration Economies.” Paper prepared for the *Journal of Regional Science’s* 50th Anniversary Symposium in July 2009. Madrid Institute for Advanced Studies Social Sciences, Madrid, Spain. Available at: <http://diegopuga.org/papers/jrs50agg.pdf>; accessed January 21, 2015.

80. Ewing, R. (2012). “Research You Can Use: Accessibility vs. Mobility: The Right Methodology.” *Journal of the American Planning Association* 78 (6): 38. Available at: www.arch.utah.edu/pdfs/Research%20You%20Can%20Use/Research_July2012.pdf; accessed September 3, 2015.

Commenting on this finding in the *Journal of the American Planning Association*, Reid Ewing, a professor and one of the nation’s leading transportation planning researchers, wrote: “This is perhaps the *most compelling argument for compact urban development* I have ever seen.”⁸¹

While this University of Michigan research focused on vehicular mobility, the same result seems likely with walkable places. The denser the place, the more activities there are to choose from. This is one of the main reasons that more and more people are choosing dense urban places to live, work, play, shop, learn, and visit. Their time there “buys” them more options than in a larger area that they can only benefit from by means of vehicular transport. Dense walkable places also permit living without having to have a car, which saves considerable money.

Housing and Transportation Affordability

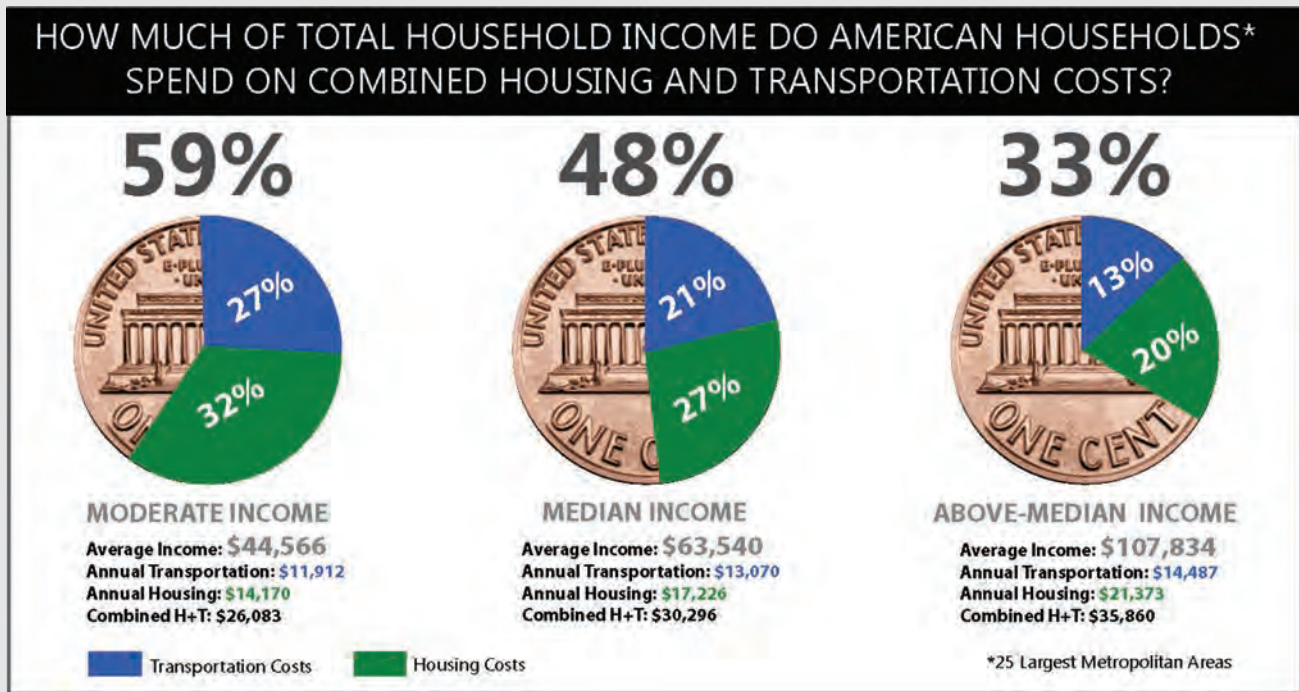
Robert Hickey and others at the Center for Housing Policy and the CNT published a report, in 2012, entitled **Losing Ground: The Struggle of Moderate-Income Households to Afford the Rising Costs of Housing and Transportation**. In that report, they documented a 44% growth in the combined cost of housing and transportation costs from 2000 to 2010, compared to a 25% growth in household income.⁸² Figure 3–15 illustrates the amount of total household income American households spend on combined housing and transportation costs at three income levels. It reveals that lower-income households spend significantly more on housing and transportation costs than higher income households.⁸³

81. Ewing commenting on this article: Levine, J., J. Grengs, Q. Shen, and Q. Shen. (2012). “Does Accessibility Require Density or Speed?: A Comparison of Fast Versus Lose in Getting Where You Want to Go in U.S. Metropolitan Regions.” *Journal of the American Planning Association* 78 (2): 157–172. Available at: www.connectnorwalk.com/wp-content/uploads/JAPA-article-mobility-vs-proximity.pdf; accessed February 23, 2015.

82. Hickey, R., J. Lubell, P. Haas, and S. Morse. (2012). **Losing Ground: The Struggle of Moderate-Income Households to Afford the Rising Costs of Housing and Transportation**. Center for Housing Policy, Washington, DC; and the Center for Neighborhood Technology and the National Housing Conference, Chicago, IL. Available at: www.cnt.org/sites/default/files/publications/CNT_LosingGround.pdf; accessed September 3, 2015.

83. Partnership for Sustainable Communities. (2014). *Partnership for Sustainable Communities, 5 Years of Learning from Communities and Coordinating Federal Investments*. U.S. Department of Housing and Urban Development, the U.S. Department of Transportation, and the U.S. Environmental Protection Agency, Washington, DC. Available at: www2.epa.gov/sites/production/files/2014-08/documents/partnership-accomplishments-report-2014.pdf; accessed September 3, 2015.

Figure 3–15: Household Spending on Housing and Transportation, 2012



Sources: Partnership for Sustainable Communities. (2014). *Partnership for Sustainable Communities, 5 Years of Learning from Communities and Coordinating Federal Investments*. U.S. Department of Housing and Urban Development, the U.S. Department of Transportation, and the U.S. Environmental Protection Agency, Washington, DC. Available at: www2.epa.gov/sites/production/files/2014-08/documents/partnership-accomplishments-report-2014.pdf; accessed September 3, 2015. Based on: Hickey, R., J. Lubell, P. Haas, and S. Morse. (2012). **Losng Ground: The Struggle of Moderate-Income Households to Afford the Rising Costs of Housing and Transportation**. Center for Housing Policy, Washington, DC; and the Center for Neighborhood Technology and the National Housing Conference, Chicago, IL. Available at: www.cnt.org/sites/default/files/publications/CNT_LosingGround.pdf; accessed September 3, 2015.

The CNT teamed with the Center for Transit-Oriented Development (University of California, Berkley) and the Brookings Institution to create a Housing and Transportation Affordability (H+T[®]) Index that shows the impact that transportation costs associated with the location of housing have on a household’s economic bottom line. The result is a simple formula:⁸⁴

$$H + T^{\circledR} \text{ Affordability Index} = \frac{(\text{Housing Costs} + \text{Transportation Costs})}{\text{Income}}$$

The index allows consumers to rethink the traditional limit of housing cost as not more than 30% of income, because housing served by various transportation options can be afforded if one does not have the usual transportation costs. Since housing in dense urban places usually costs more than other settings, living there involves a *trade-off* that is fairly easy to make: *Housing for an auto*. This is because walking, biking, transit, taxi, and other options are readily available and comparatively inexpensive. Remember from Chapter 2 on page 2–25, according to AAA the average cost of owning an automobile, in 2014, ranged from \$6,957/year for a small sedan, to \$10,831/year for a large sedan, and \$11,039/year for a 4WD SUV. Those costs can buy a lot of housing and transportation, with money left over to enjoy the entertainment and cultural opportunities that, generally, are available only in dense urban places.

84. CNT. (n.d.). “H+T[®] Affordability Index.” Center for Neighborhood Technology, Chicago, IL. Available at: <http://htaindex.cnt.org/>.
 CTOD, and CNT. (2006). “The Affordability Index: A New Tool for Measuring the True Affordability of a Housing Choice.” Center for Transit-Oriented Development; the Center for Neighborhood Technology; Urban Markets Initiative, Metropolitan Policy Program, the Brookings Institution, Washington, DC. Available at: www.brookings.edu/~media/research/files/reports/2006/1/01-affordability-index/20060127_affindex.pdf; accessed September 11, 2015.
 For information on application of the Index in 337 U.S. Metropolitan Regions, see this paper: CNT. (2010). “Pennywise and Pound Foolish.” Center for Neighborhood Technology, Chicago, IL. Available at: www.cnt.org/sites/default/files/publications/CNT_pwpf.pdf; accessed September 11, 2015.
 A variation of this Index and the Transportation Cost Index, also prepared by CNT, are linked on the HUD website. A description of these tools from HUD and the DOT are featured in the sidebar on the next page.

Importance and Benefits of Walkability in Urban Places

This subsection explores the findings of some general research on walkability; it describes a tool called Walk Score® that can be used to objectively measure walkability; and it summarizes the results of some WalkUP studies of metropolitan areas that establish the number and characteristics of walkable places in a region. Some of the principal observations drawn from this material include: The value and some of the benefits of walkable places; how a community can use its Walk Score® to improve walkability; and where to target walkability improvements in a metropolitan area.

A walkable community is one where it is easy and safe to walk to commonly accessed goods and services (i.e., grocery stores, post offices, health clinics, entertainment venues, etc.). Walkability is a measure of how friendly an area is for walking. Walkability

has many health, environmental, and economic benefits to individuals and the community.

The demographic shifts described in Chapter 2 are largely driving the attention to walkable places, because market shifts

favor new housing and commercial development in walkable places, as opposed to drivable places. Professor of real estate, Chris Leinberger, formerly at the University of Michigan and now at George Washington University, also affiliated with the Brookings Institution, has written on these changing market trends in several books. Some of Leinberger's key observations follow:

A walkable community is one where it is easy and safe to walk to commonly accessed goods and services. . . . Walkability is a measure of how friendly an area is for walking.

Housing and Transportation Affordability Initiative, and the Location Affordability Portal

On average, households in the United States spend almost half of their budget on housing and transportation costs. While housing costs, in the form of rent or mortgage payments, are usually transparent to consumers, the cost of transportation can be difficult for a household to determine and track. Consequently, many households may not fully account for transportation costs when making decisions about where to live and work.

The Housing and Transportation Affordability (HTA) Initiative, a collaboration between the U.S. Department of Housing and Urban Development and the U.S. Department of Transportation, seeks to shed more light on the relationship between housing and transportation costs, and the impact of families' transportation costs on the affordability of their home and the amount of money they have available for food, clothing, and other expenses.

A key product of the HTA Initiative is the *Location Affordability Portal*, a reliable, user-friendly source of information on combined housing and transportation costs that can enable families, real estate professionals, housing counselors, policy makers, and developers to make more informed decisions about where to live, work, and invest.

The portal features two cutting-edge tools—the *Location Affordability Index* and *My Transportation Cost Calculator*—that illustrate how housing and transportation costs impact affordability from different perspectives. In addition to these decision-support tools, the Portal provides access to supporting resources that offer a wide range of information on current research and practice aimed at understanding, and ultimately reducing, the combined housing and transportation cost burden borne by American families. To use the Portal, visit: www.locationaffordability.info/.

- The contemporary market, in large metropolitan areas, wants higher density, walkable, urban development.
- A shift is happening from suburban to urban. We built too much in the suburbs, now there is pent up demand for walkable urbanism. However, it is very difficult to produce (due to local regulations) in a lot of places.
- Walkable urban development will be the driver of 35% of our economy for the next generation.
- There will be a shift out of auto-based transportation to more walking, biking, and transit use.
- We need to focus on the entire metropolitan area and where walkable places in the region will be—not just on the central city.
- Transportation dictates how real estate can build: Drivable suburban development and walkable urban development have very different transportation forms and options.
- For every 1% population growth there was 8%–12% more land consumed in the sprawl model.
- The lowest CO₂ energy consumption household is in the central city and the most is in the suburbs (50%–100% more there).
- We can mitigate demand for energy by building walkable urban places.
- To achieve this end requires us to change our zoning regulations to make mixed-use and walkable development legal and the preferred development type in walkable places.⁸⁵

85. Leinberger, C.B. (2012). **DC: The WalkUP Wake-Up Call: The Nation's Capital as a National Model for Walkable Urban Places.** School of Business, The George Washington University, Washington, DC. Available at: www.smartgrowthamerica.org/documents/Walkup-report.pdf; accessed January 21, 2015.

Leinberger, C.B., and M. Alfonzo. (2012). "Walk this Way: The Economic Promise of Walkable Places in Metropolitan Washington, D.C." Walkable Urbanism Series, the Brookings Institution, Washington, DC. Available at: www.brookings.edu/research/papers/2012/05/25-walkable-places-leinberger; accessed January 21, 2015.

Leinberger, C. (2010). "The Structural Change in Building the Built Environment." Presented at the 2010 Michigan Land & Prosperity Summit, East Lansing, MI. Metropolitan Policy Program, the Brookings Institution, Washington, DC.

Walk Score®

Walk Score® is the name of a company and a product, which provides a score between one and 100 on the walkability of particular locations and communities through www.walkscore.com and via mobile applications. The principal product is a walkability index that assigns a numerical walkability score to any address in the U.S. and Canada.

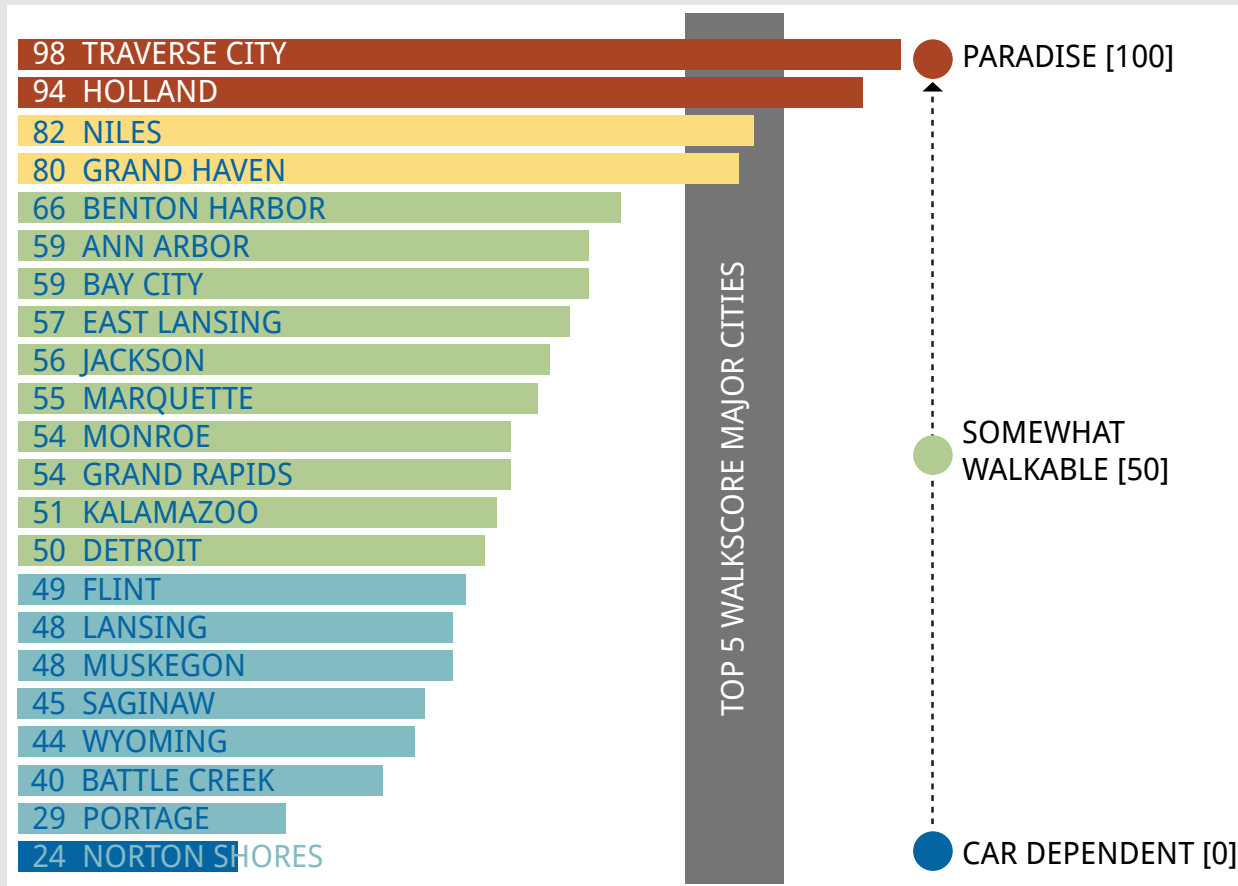
Users can enter an address and get an instant score of the walkability of that location. Hundreds of thousands of businesses are tied to the analysis. For example, an apartment building owner may register so that prospective renters are able to see the Walk Score® of the apartment when viewing an advertisement about the apartment. It also works in reverse, as a person can input an address and find apartments and their Walk Score® in a particular area. Places with higher scores are closer to more amenities, such as businesses, grocery stores, drug stores, parks, theaters, and schools. The number of nearby amenities is the principal predictor of whether people will walk, and one-quarter mile is the most common radius within which people will routinely walk. They will walk further if the walk is interesting and gives access to other useful amenities.

The company also provides a Bike Score™ and a Transit Score® to points on a map for larger cities. The cities with the highest Walk Score® in a state or a region can be searched and displayed as well. Figure 3–16 shows Walk Scores® for many Michigan cities. Only four cities of those listed have a Walk Score® above 80. This is because even with mature sidewalk systems there are not enough amenities within walkable distance of many residential neighborhoods. *Note: The scores in Figure 3–16 are aggregate scores for an entire municipality, and each of them has some places with considerably higher scores. The primary benefit of Walk Score® is when applied in a small geographic area.* On the other hand, the municipality score does provide a general comparative measure that shows the wide variation in scores from one community to the next.

Walk Score® can also be used as a proxy for place measurement, because of the detailed site-specific data on businesses and civic uses in an area. It is also free, online, and easy to use. Some users complain

85. (cont.) Pivo, G., and J.D. Fisher. (2010). "The Walkability Premium in Commercial Real Estate Investments." Working Paper, Responsible Property Investing Center, University of Arizona, Tucson, AZ; and Benecki Center for Real Estate Studies, Indiana University, Bloomington, IN. Available at: www.u.arizona.edu/~gpivo/Walkability%20Paper%208_4%20draft.pdf; accessed January 21, 2015.

Figure 3–16: Walk Score® by Location



Source: Wackerman, T., and B. Foley. (2014). “Michigan Real Estate Trends Report 2013.” Presented during the 27th Annual U-M/ULI Real Estate Forum. ASTI Environmental, U-M/ULI Real Estate Forum, and dPOP!, Urban Land Institute Michigan, Southfield, MI. Available at: http://michigan.uli.org/wp-content/uploads/sites/30/2014/01/2013_michigan_real_estate_trends_report.pdf; accessed February 24, 2015. Figure remade with permission, by the Land Policy Institute, Michigan State University.

that because data on business openings and closings sometimes takes a long time to become available, that site-specific scores can be significantly higher or lower than they should be if a very important business, like a grocery store, opens or closes in an area. There are other more complete place measurement systems that include urban form as specific factors, like the Irvine Minnesota Inventory, but this system is very data intensive. For more information, see the sidebar on The Irvine Minnesota Inventory on the next page.

Independent studies have shown that above-average walkability is related to increased housing values. In the metropolitan areas studied by CEOs for Cities, a higher Walk Score® added \$4,000–\$34,000 per home. Put another way, each point increase in Walk Score® (i.e., more access to

more amenities) represents about a \$700 to \$3,000 increase in home value.⁸⁶

Chris Leinberger and Mariela Alfonzo at the Brookings Institution completed a report, in 2012, that measured the increase in value of office, retail, and residential rents in those portions of the Washington, DC metro area that met a set of walkability characteristics. They found that, over time, in DC metropolitan neighborhoods:

“Each step up the walkability ladder adds \$9 per sq. ft. to annual office rents, \$7 per sq. ft. to retail rents, more than \$300 per month to apartment rents, and nearly \$82 per sq. ft. to

86. Cortright, J. (2009). *Walking the Walk: How Walkability Raises Home Values in U.S. Cities*. Prepared by Impresa Inc. for CEOs for Cities, Cleveland, OH. Available at: http://blog.walkscore.com/wp-content/uploads/2009/08/WalkingTheWalk_CEOsforCities.pdf; accessed January 21, 2015.

The Irvine Minnesota Inventory

The Irvine Minnesota Inventory is designed to collect data on physical environment features (built and natural) that are potentially linked to physical activity, for use in researching the relationship between the built environment and physical activity. The instrument was developed by a team of researchers at the University of California, Irvine, and tested and refined by researchers at the University of Minnesota. It can be used in a variety of settings from rural to urban, and allows for observation of both large- and small-scale features of the built environment in an area roughly the size of a neighborhood. The instrument is organized into four categories: 1) accessibility, 2) pleurability, 3) human needs and comfort, and 4) safety.

This data collection instrument is designed to be used by trained observers, and training lasts about eight hours. While this can include college students or others, a team leader with advanced research training is recommended. The inventory requires two trained observers who have a Tablet PC with Microsoft Access, the inventory, a detailed map of the subject area, and potentially a GIS program. It takes approximately three to four hours to observe an average size setting. Once observation is complete, researchers will need Stat Transfer and SPSS software, or its equivalent, to process the data.

For more information, visit: <http://activelivingresearch.org/irvine-minnesota-inventory>; accessed February 4, 2015. To learn more about the Inventory Code Book, visit: <https://webfiles.uci.edu/kday/public/FinalCodebook.1.pdf>; accessed February 4, 2015.

home values. As a neighborhood moves up each step of the five-step walkability ladder, the average household income of those who live there increases some \$10,000. People who live in more walkable places tend to earn more, but they also tend to pay a higher percentage of their income for housing.⁸⁷

Homes in walkable, urban neighborhoods have experienced less than half the average decline in price from the housing peak in the mid-2000s.⁸⁸

WalkUP Studies

Chris Leinberger has published extensively on shifting market trends. See, for example, his book **Option of Urbanism**, which states that the suburbs are not going away, but that many older and younger people are choosing urban lifestyles and the market will continue to shift that way.⁸⁹

Leinberger takes an objective look at metropolitan walkability and its relationship to real estate value with his WalkUP studies. He has applied walkable principles to studies in Washington, DC; Atlanta, GA;⁹⁰ and Boston, MA,⁹¹ and seven metro areas in Michigan.⁹² He also wrote **Foot Traffic Ahead** with Patrick Lynch, which ranks walkable urbanism in America's largest metros.⁹³ In the 2012 report entitled **DC: The WalkUP Wake-Up Call**, Leinberger describes two broad forms of metropolitan development:

1. Drivable sub-urban: Very low density, standalone real estate products, and socially and racially segregated development; and

90. Leinberger, C.B. (2013). **The WalkUP Wake-Up Call: Atlanta**. School of Business, The George Washington University, Washington, DC. Available at: www.smartgrowthamerica.org/documents/walkup-wake-up-atlanta.pdf; accessed January 21, 2015.

91. Leinberger, C.B., and P. Lynch. (2015). **The WalkUP Wake-Up Call: Boston**. School of Business, The George Washington University, Washington, DC. Available at: www.smartgrowthamerica.org/documents/walkup-wake-up-call-boston.pdf; accessed March 11, 2015.

92. Leinberger, C.B., and P. Lynch. (2015). **The WalkUP Wake-Up Call: Michigan Metros**. School of Business, The George Washington University, Washington, DC. Available at: www.smartgrowthamerica.org/documents/walkup-wake-up-call-michigan.pdf; accessed June 26, 2015.

93. Leinberger, C.B., and P. Lynch. (2014). **Foot Traffic Ahead: Ranking Walkable Urbanism in America's Largest Metros**. School of Business, The George Washington University, Washington, DC. Available at: [http://issuu.com/gwbusiness/docs/foot traffic Ahead/1](http://issuu.com/gwbusiness/docs/foot_traffic Ahead/1); accessed September 3, 2015.

87. Leinberger, C.B. (2012). "Now Coveted: A Walkable Convenient Place." *The New York Times Sunday Review*, May 25, 2012. Available at: www.nytimes.com/2012/05/27/opinion/sunday/now-coveted-a-walkable-convenient-place.html?_r=2&hp&g; accessed January 21, 2015.

88. See Footnote 85 on "Walk this Way: The Economic Promise of Walkable Places in Metropolitan Washington, D.C."

89. Leinberger, C.B. (2007). **The Option of Urbanism: Investing in a New American Dream**. Washington, DC: Island Press. Available at: <http://islandpress.org/option-urbanism>; accessed July 20, 2015.

2. Walkable urban: Much higher density, multiple modes of transportation that get people and goods to walkable environments, and integrates many different real estate products in one place.⁹⁴

Leinberger writes:

“Market demand for drivable sub-urban development, which has become overbuilt and was the primary market cause of the mortgage meltdown that triggered the Great Recession, is on the wane. Meanwhile, there is such pent-up demand for walkable urban development—as demonstrated by rental and sales price premiums per-square-foot and capitalization rates—that it could take a generation of new construction to satisfy. This shift is extremely good news for the beleaguered real estate industry and the economy as a whole. It will put a foundation under the economy, as well as government tax revenues, much like drivable sub-urban development benefited the economy and selected jurisdictions in the second half of the 20th century. Walkable urban development calls for dramatically different approaches to urban design and planning, regulation, financing, and construction. Most importantly, it also requires the introduction of a new industry: place management. This new field develops the strategy and provides the day-to-day management for walkable urban places (referred to in shorthand as WalkUPs), creating a distinctive ‘could only be here’ place in which investors and residents seem willing to invest for the long term.”⁹⁵

This new research shows specific locations where walkable urban development is likely to occur, the physical size of the places, the product mix, the transportation options, and so forth. These studies also rank performance based on two criteria: Economics and social equity. The economic performance metrics demonstrate how these downtowns are doing in terms of GDP and property/rental prices, and how these WalkUPs stack up against one another. The social

94. See Footnote 85 on **DC: The WalkUP Wake-Up Call**.

95. See Footnote 85 on **DC: The WalkUP Wake-Up Call**.

equity performance metrics demonstrate whether a broad cross-section of metropolitan residents can live affordably in WalkUPs and have access to jobs and other opportunities.

Leinberger is passionate about this:

“WalkUPs are the outcome of smart growth policies that have been debated for the last two decades. The time for debate is over. The market has spoken. It is now time for the public sector to encourage, the real estate industry to build, and place management to be strengthened or be put in place to give the market what it wants.”⁹⁶

Prior to joining academia and Brookings, Leinberger was a former developer and a partner in R.C. Lesser & Co. the largest market research company in America. He is a strong and respected voice in the real estate industry.

Table 3–5 compares results in 10 metro areas studied by Leinberger and Lynch. In the Michigan locales examined, the Detroit metro area WalkUPs compared more favorably with Washington, Atlanta, and Boston than expected. The remaining WalkUPs studied in Michigan are in smaller metros than have ever been examined with this methodology. In three of the smaller study regions, their only WalkUP is the downtown. These core downtowns need to be targeted for further improvement, with additional WalkUPs developed elsewhere in the community over time. Grand Rapids and Lansing are developing multiple WalkUPs at once, and most need strengthening before new WalkUPs are targeted. Overall, these studies indicate that the trend of increasing density and mixed use seen in Washington, Atlanta, and Boston is also underway in Michigan, and there is a growing demand for more dense development in these places.

Other studies are starting to echo the premium effect of walkability on not just residential, but also retail and office properties. A study coauthored by researchers at Indiana University and the

96. Feet First Philly. (2012). “UPDATE: Article: Recent Study Shows that the Shift to Walkable Urban Places is Good for the Economy.” November 19, 2012. Philadelphia, PA. Available at: <http://feetfirstphilly.org/2012/11/19/article-recent-study-shows-that-the-shift-to-walkable-urban-places-is-good-for-the-economy/>; accessed January 21, 2015.

Table 3–5: Comparison of Metro Area WalkUP Study Results

Study Topic	Washington, DC (2012)	Atlanta, GA (2013)	Boston, MA (2015)	Detroit-Ann Arbor, MI (2015)	Grand Rapids-Muskegon-Holland, MI (2015)
Share of Income Property in WalkUPs Over Three Real Estate Cycles (Percentage)	1992–2000	1992–2000	1992–2000	1992–2000	1992–2000
	24%	10%	27%	6%	4%
	2001–2008	2001–2008	2001–2008	2001–2008	2001–2008
	34%	22%	39%	14%	12%
	2009–2012	2009–2013	2009–2015	2009–2015	2009–2015
	48%	50%	46%	25%	31%
Percentage Metro Area Walkable Urban					
WalkUP	0.91%	0.55%	1.2%	1%	1%
Neighborhood	N/A*	N/A*	4.4%	2%	2%
Driveable Sub-Urban					
Edge City	N/A*	N/A*	2.4%	6%	6%
Bedroom Community	N/A*	N/A*	92.1%	91%	91%
Other Topics					
Number of Regionally Significant WalkUPs	43	27	57	30	7
Average Size (Acres)	408	374	337	252	326
Average Gross Floor Area Ratio (FAR)	0.62	0.6	0.82	0.35	0.32
Average Employment Density (Jobs/Acre)	50.5	36.5	33.6	24.9	26.4
Average Number of WalkUPs per Million People	7–8	6–7	11–12	7	8.66
Population Density in WalkUPs (People/Acre)	N/A	N/A	28.6	10	6.8
Population Density in WalkUPs (Percentage)	N/A	N/A	N/A	2%	2%

*These place categories were not used in the first two studies. **Sources:** Leinberger, C.B. (2012). **DC: The WalkUP Wake-Up Call: The Nation’s Capital as a National Model for Walkable Urban Places.** School of Business, The George Washington University, Washington, DC. Available at: www.smartgrowthamerica.org/documents/Walkup-report.pdf; accessed January 21, 2015. Leinberger, C.B. (2013). **The WalkUP Wake-Up Call: Atlanta.** School of Business, The George Washington University, Washington, DC. Available at: www.smartgrowthamerica.org/documents/walkup-wake-up-atlanta.pdf; accessed January 21, 2015. Leinberger, C.B., and P. Lynch. (2015). **The WalkUP Wake-Up Call: Boston.** School of Business, The George Washington University, Washington, DC. Available at: www.smartgrowthamerica.org/documents/walkup-wake-up-call-boston.pdf; accessed March 11, 2015. Leinberger, C.B., and P. Lynch. (2015). **The WalkUP Wake-Up Call: Michigan Metros.** School of Business, The George Washington University, Washington, DC. Available at: www.smartgrowthamerica.org/documents/walkup-wake-up-call-michigan.pdf; accessed June 26, 2015. Table by the Land Policy Institute, Michigan State University, 2015.

University of Arizona in 2010 that compared 10,000 properties for which NAREIT (National Association of Real Estate Investment Trusts) data was available, and after accounting for other variables, found that:

- Walk Score® significantly affects default risk in multifamily rental housing. Walk Scores®

of 80 or higher produce a relative risk of default that is 60% lower than Walk Scores® less than 80.⁹⁷

97. Pivo, G. (2013). “Walk Score and Multifamily Default: The Significance of 8 and 80.” University of Arizona and Hoyt Advisory Services (HAS) for Fannie Mae, Washington, DC. Available at: www.fanniemae.com/resources/file/fundmarket/pdf/hoytpivo_mfhousing_walkscore_122013.pdf; accessed February 16, 2015.

Table 3–5: Comparison of Metro Area WalkUP Study Results (cont.)

Study Topic	Flint, MI (2015)	Lansing, MI (2015)	Kalamazoo-Battle Creek, MI (2015)	Saginaw-Bay City-Midland, MI (2015)	Jackson, MI (2015)
Share of Income Property in WalkUPs Over Three Real Estate Cycles (Percentage)	1992–2000	1992–2000	1992–2000	1992–2000	1992–2000
	8%	11%	5%	2%	0.2%
	2001–2008	2001–2008	2001–2008	2001–2008	2001–2008
	1%	9%	8%	4%	3%
	2009–2015	2009–2015	2009–2015	2009–2015	2009–2015
	3%	13%	4%	28%	N/A
Percentage Metro Area Walkable Urban					
WalkUP	0.2%	1%	0.7%	0.5%	0.3%
Neighborhood	0.5%	2%	0.8%	2%	1%
Driveable Sub-Urban					
Edge City	5%	6%	6%	7%	7%
Bedroom Community	95%	91%	91%	91%	92%
Other Topics					
Number of Regionally Significant WalkUPs	1	5	3	1	1
Average Size (Acres)	263	230	297	209	N/A
Average Gross Floor Area Ratio (FAR)	0.27	0.43	0.52	0.16	0.57
Average Employment Density (Jobs/Acre)	27.2	20.3	14.4	27.2	77.5
Average Number of WalkUPs per Million People**	3	16	11.3	4.3	12.8
Population Density in WalkUPs (Acres)	3.8	13.5	5.9	3.8	3.4
Population Density in WalkUPs (Percentage)	0.3%	5%	2%	1%	1%

These figures are larger than the total number of regionally significant WalkUPs, because these communities have much smaller populations, well under one million. **Sources: Leinberger, C.B. (2012). **DC: The WalkUP Wake-Up Call: The Nation’s Capital as a National Model for Walkable Urban Places.** School of Business, The George Washington University, Washington, DC. Available at: www.smartgrowthamerica.org/documents/Walkup-report.pdf; accessed January 21, 2015. Leinberger, C.B. (2013). **The WalkUP Wake-Up Call: Atlanta.** School of Business, The George Washington University, Washington, DC. Available at: www.smartgrowthamerica.org/documents/walkup-wake-up-atlanta.pdf; accessed January 21, 2015. Leinberger, C.B., and P. Lynch. (2015). **The WalkUP Wake-Up Call: Boston.** School of Business, The George Washington University, Washington, DC. Available at: www.smartgrowthamerica.org/documents/walkup-wake-up-call-boston.pdf; accessed March 11, 2015. Leinberger, C.B., and P. Lynch. (2015). **The WalkUP Wake-Up Call: Michigan Metros.** School of Business, The George Washington University, Washington, DC. Available at: www.smartgrowthamerica.org/documents/walkup-wake-up-call-michigan.pdf; accessed June 26, 2015. Table by the Land Policy Institute, Michigan State University, 2015.

- Retail properties with a Walk Score® ranking of 80 were valued 54% higher than properties with a Walk Score® ranking of 20. This was accompanied by an increase in net operating income of 42% for the more walkable properties.⁹⁸
- Office properties showed identical higher premium values.⁹⁹

98. See Footnote 85 on “The Walkability Premium in Commercial Real Estate Investments.”

99. See Footnote 85 on “The Walkability Premium in Commercial Real Estate Investments.”

Other Walkable Urban Studies

Pedestrian-friendly shopping areas do better than those that are not. A study of transportation diaries of shoppers in the South Bay area of Los Angeles, CA, compared four typical linear shopping strips in auto-oriented corridors to more compact shopping areas considered to be examples of smart growth. The study found that:

- Trips to the more compact centers were more likely to be shorter, and more likely to be on foot.
- Business concentrations in walkable neighborhoods are “from three to four times as large as can be supported by the local resident base, suggesting that the pedestrian-oriented neighborhoods necessarily import shopping trips and, hence, driving trips from surrounding catchment areas.”
- In short, there appears to be an unfilled demand for walkable retail uses, even in suburban areas.¹⁰⁰

A recent study of business performance in 15 walkable shopping areas judged as successful, sums up a lot of the findings listed previously. This technical report was prepared by Gary Hack, professor of Urban Design at the University of Pennsylvania. It has nine key findings:

1. “There is great enthusiasm for walkable shopping areas among retail experts, developers, and many residents of urban and suburban areas.
2. Walkable shopping areas have a potential to prosper, as a result of demographics, increased gas prices, public policies encouraging higher densities, and changing lifestyle preferences.
3. Businesses can be successful if such areas reach a critical mass, cater to diverse needs, are located in higher density areas or have good mass transit service, and have a supermarket as an anchor.

100. Boarnet, M.G., K. Joh, W. Siembab, W. Fulton, and M.T. Nguyen. (2011). “Retrofitting the Suburbs to Increase Walking: Evidence from a Land-Use-Travel Study.” *Urban Studies* 48 (1): 129–159. Available at: <http://usj.sagepub.com/content/48/1/129.full.pdf+html>; accessed February 24, 2015.

4. With success, enterprises in walkable shopping areas are able to pay higher rents for their space, and housing near walkable commercial areas commonly sells for higher prices than in more distant areas.
5. Businesses appear to do better in walkable commercial areas than in areas attracting mainly drive-to patronage.
6. Walkable retail areas have the potential to attract many people beyond the immediate walking radius.
7. To be successful, walkable retail areas need to cater to diverse needs and reach a critical mass.
8. The presence of nearby walkable shopping areas can yield dividends for home prices in surrounding areas.
9. Mass transit is an important component of the best walkable retail areas.”¹⁰¹

Energy Use

Some of the previous categories have included studies that, among other things, projected lower energy use in compact settlement patterns than in low-density development. See, for example, the “*Cost of Sprawl*” studies. More contemporary studies are looking at this issue from a metropolitan-wide basis and identifying places with low energy use, short travel distances, and alternative transportation options, and finding they are more successful than other places. Savings achieved in best-performing places compared to other places in terms of reduction in miles driven and fuel cost savings are also being quantified. In short, many of the other benefits of increased density and reduced automobile use also have the benefit of reducing energy use as well.

Increased Density and Reduced Energy Use

In a 2008 white paper for CEOs for Cities entitled “Driven to the Brink,” Joe Cortright wrote that as a result of a new landscape for housing prices (in the 18 months after housing prices peaked in Summer 2006, prices declined 12.5%) and high fuel costs, cities that

101. Hack, G. (2013). *Business Performance in Walkable Shopping Areas*. Active Living Research, Princeton, NJ. Available at: http://activelivingresearch.org/sites/default/files/BusinessPerformanceWalkableShoppingAreas_Nov2013.pdf; accessed February 24, 2015.

Hack, G. (2013). “Walkable Shopping Areas are Good for Business.” Active Living Research, Princeton, NJ. Available at: http://activelivingresearch.org/sites/default/files/BusinessPerformanceWalkableShoppingAreas_ArticleSummary_Nov2013.pdf; accessed January 21, 2015.

offered attractive urban living opportunities in dense neighborhoods that enabled people to drive shorter distances and make convenient use of alternative transport, were more likely to be more affordable and economically successful than places that continued to follow sprawling development patterns. A wide variety of data was examined ranging from foreclosure data to density data to transportation data. This finding suggests an urban resiliency that could be especially significant if fuel prices were to rise dramatically.¹⁰²

In another paper for CEOs for Cities, in 2010, Cortright wrote that if all of the top 50 metropolitan areas achieved the same level of peak hour travel distances as the best-performing cities, their residents would drive about 40 billion miles less per year and use two billion fewer gallons of fuel at a savings of \$31 billion annually.¹⁰³

LEED Buildings

Leadership in Energy and Environmental Design (LEED) building practices are another way to dramatically reduce energy consumption. The LEED is an ecology-oriented building certification program run under the auspices of the U.S. Green Building Council (USGBC).¹⁰⁴ The LEED concentrates its efforts on improving performance across five key areas of environmental and human health: 1) energy efficiency, 2) indoor environmental quality, 3) materials selection, 4) sustainable site development, and 5) water savings. The LEED has special rating systems that apply to all kinds of structures, including residential, office, schools, retail, and healthcare facilities. Rating systems are available for new construction and major renovations, as well as existing buildings. The program is designed to inform and guide all kinds of professionals who work with structures on how to create or convert spaces to achieve environmental sustainability, including architects, real estate professionals, facility managers, engineers, interior designers, urban planners,

102. Cortright, J. (2008). "Driven to the Brink: How the Gas Price Spike Popped the Housing Bubble and Devalued the Suburbs." White Paper, CEOs for Cities, Cleveland OH. Available at: http://community-wealth.org/sites/clone.community-wealth.org/files/downloads/paper-cortwright_0.pdf; accessed January 21, 2015.

103. Cortright, J. (2010). *Measuring Urban Transportation Performance: A Critique of Mobility Measures and a Synthesis*. CEOs for Cities, Cleveland, OH. Available at: www.ssti.us/wp/wp-content/uploads/2013/02/Driven_Apart_Technical_Report_CEOs4Cities_Sept_2010.pdf; accessed September 11, 2015.

104. USGBC. (2015). "LEED." U.S. Green Building Council, Washington, DC. Available at: www.usgbc.org/leed; accessed February 11, 2015.

landscape architects, construction managers, private sector executives, and government officials.

On its website, the USGBC indicates that LEED defines "a nationally accepted benchmark for the design, construction, and operation of high-performance green buildings" and "provides building owners and operators with the tools they need to have an immediate and measurable impact on their buildings' performance." It is not just the private sector that is showing the way to a more environmentally sustainable future. State and local governments around the United States are adopting LEED for public buildings of all kinds.

In 2009, Grand Rapids, MI, had the most LEED buildings in the U.S. It also had more LEED-certified buildings per capita than any other city in the country. Included among them are three public school structures, and the Grand Rapids Art Museum, the first LEED-certified museum. Now all new municipal construction and major renovations more than 10,000 sq. ft. and \$1,000,000 must meet LEED regulations in Grand Rapids.¹⁰⁵

The LEED buildings are important for placemaking, not only because they represent lower cost energy use, sustainability, and improved resiliency, but because *well-educated talented workers want to live in places that demonstrate commitment to contemporary social and cultural movements*.¹⁰⁶

Preservation Efficiency

This category examines environmental and economic impacts of two types of preservation. The first looks at the generally lower environmental impacts of building reuse. The second examines the economic benefits of historic preservation. The principal takeaway from this section is that historic preservation has reduced environmental impacts compared to new construction, and that the local economic impacts of historic preservation are substantial, so reusing historic buildings and structures should be the first seriously considered alternative.

105. AIA. (n.d.). "Case Studies: Grand Rapids." *Local Leaders in Sustainability*. American Institute of Architects, Washington, DC. Available at: www.aia.org/aiaucmp/groups/aia/documents/document/aiab081624.pdf; accessed January 21, 2015.

106. World GBC. (2013). *The Business Case for Green Building: A Review of the Costs and Benefits for Developers, Investors, and Occupants*. World Green Building Council. Available at: www.worldgbc.org/files/1513/6608/0674/Business_Case_For_Green_Building_Report_WEB_2013-04-11.pdf; accessed November 6, 2014.

Economic Benefits of Historic Building Reuse

Donovan Rypkema, principal of PlaceEconomics and an expert in historic preservation, lectures frequently on the topic of economic and preservation issues relating to rehabilitation, community development, and commercial revitalization. Following are five of his main points.

1. Sustainable development is crucial for economic competitiveness.
2. Sustainable development has more elements than just environmental responsibility.
3. “Green Buildings” and sustainable development are not synonyms.
4. Historic preservation is, in and of itself, sustainable development.
5. Development without an historic preservation component is not sustainable.¹⁰⁷

Rypkema expands on these points:

“Repairing and rebuilding historic wood windows would mean that the dollars are spent locally instead of at a distant window manufacturing plant. That’s economic sustainability, also part of sustainable development. Maintaining as much of the original fabric as possible is maintaining the character of the historic neighborhood. That’s cultural sustainability, also part of sustainable development.

Here is a typical building in a North American downtown—25 ft. wide and 100 [ft.], or 120 [ft.], or 140 ft. deep. Let’s say that, today, we tear down one small building like this in your neighborhood. We have now wiped out the entire environmental benefit from the last 1,344,000 aluminum cans that were recycled. We’ve not only wasted an historic building, we’ve wasted months of diligent recycling by the good people of our community. And that calculation only considers the impact on the landfill. Also, the EPA has noted that building construction debris constitutes around a third of all waste

107. Rypkema, D. (2007). “Sustainability, Smart Growth and Historic Preservation.” Preservation Action Council of San Jose, March 10, 2007. San Jose, CA. Available at: www.preservation.org/rypkema.htm; accessed November 6, 2014.



Wouldn't it be wonderful to get an effective reuse for the historic railroad terminal in Detroit, MI? What a placemaking opportunity that would be. Photo by the MSU Land Policy Institute.

generated in this country, and has projected that more than 27% of existing buildings will be replaced between 2000 and 2030.

Economically, in both downtowns, but especially in neighborhood commercial districts, a major contribution to the local economy is the relative affordability of older buildings. It is no accident that the creative, imaginative, small start-up firm isn't located in the corporate office “campus,” the industrial park, or the shopping center—they simply cannot afford the rents there. Older and historic commercial buildings play that role, nearly always with no subsidy or assistance. A million dollars spent in new construction generates 30.6 jobs. But, that same million dollars in the rehabilitation of an historic building? [Generates] 35.4 jobs.”¹⁰⁸

In 2011, the National Trust for Historic Preservation published a thorough study of the environmental value of building reuse entitled **The Greenest Building**. When comparing similar use and functionality, building reuse almost always generates fewer environmental impacts than new construction. Reuse saved 4% to 46% over new construction among buildings with the same energy performance level. It takes 10 to 80 years for a new building that is 30% more efficient than an average-performing existing building to overcome, through efficient operations, the negative climate change impacts related to the construction process. The lone exception was renovations that require significant new material

108. See Footnote 107.

inputs, e.g., converting a warehouse to residential or office. In these cases, the environmental cost was higher than that of a building that was not converted to a new use or that of a new construction.¹⁰⁹

Economic Benefits of Historic Preservation

Historic preservation advocates in many states have prepared economic impact studies showing the economic benefits of historic preservation, over time, in terms of money expended and new jobs. For example:

- Colorado has seen the addition of 32 new jobs for every \$1 million spent on preservation, and 35,000 jobs and \$2.5 billion in direct and indirect impacts since 1981. Historic preservation also had a substantial impact on heritage tourism, generating \$244 million in visitor spending in 2008.¹¹⁰
- A 2002 analysis in Michigan showed that between 1971 and 2001 more than \$819 million was privately invested in state and federal rehabilitation tax credit projects. These projects created more than 22,250 jobs and had a total economic impact of \$1.7 billion. In just the five years after 2001, private investment nearby was more than \$902 million, 22,000 jobs were created, with \$1.93 billion in total economic impact.¹¹¹
- In 2005, \$1 million invested in rehabilitating historic buildings created 25 new jobs; the same investment in computer and data processing created 23 jobs, and manufacturing motor vehicle parts and accessories created 17.¹¹²

109. Preservation Green Lab. (2011). **The Greenest Building: Quantifying the Environmental Value of Building Reuse**. National Trust for Historic Preservation, Washington, DC. Available at: www.preservationnation.org/information-center/sustainable-communities/green-lab/lca/The_Greenest_Building_lowres.pdf; accessed September 11, 2015.

110. Clarion Associates of Colorado, LLC. (2011). *The Economic Power of Heritage and Place: How Historic Preservation is Building a Sustainable Future in Colorado*. Prepared for the Colorado Historical Foundation, Denver, CO. Available at: www.historycolorado.org/sites/default/files/files/OAHP/crforms_edumat/pdfs/1620_EconomicBenefitsReport.pdf; accessed January 21, 2015.

111. MHPN. (2006). "Report Card: The Economic Impacts of Historic Preservation in Michigan." *Special Report*. Michigan Historic Preservation Network, Lansing, MI. Available at: www.michigan.gov/documents/hal/mhc_shpo_MHPN_report_card_191042_7.pdf; accessed February 25, 2015. Includes case examples of: The Fidelity Building in Benton Harbor, Merchant's Row in Detroit, the Saginaw Temple Theater, and Grand Rapids' American Seating Factory.

112. MHAL. (2005). *Cultural Economic Development*. Michigan Department of History, Arts and Libraries, Lansing, MI. Available at: www.michigan.gov/documents/hal_ced_strategy_144333_7.pdf; accessed January 21, 2015.

Value of Human Contact and Social Interaction

Building form without activity is just a location, and is often boring. It is the activity of humans in a place with good form that creates interest and helps make the place a desirable place to be. But, even more is needed. First, it is important to understand the advantages of cities as places for human gathering and exchange. Second, are examples of research that show the importance of a wealth of social offerings in an open, diverse, and aesthetically pleasing environment in order to attract and keep people who are attached to that place. Last, is research that shows that neighborhoods that are walkable have people that trust neighbors more, participate more in community projects, and volunteer more.

Key Advantages of Cities

Joe Cortright, in a project for CEOs for Cities, in 2007, observed:

Overall, there are *four key city advantages that are rooted in form and human interaction*:

1. **Variety:** Access to a wide range of choice in goods, services, and amenities that people value, raising their satisfaction and standard of living.
2. **Convenience:** Density means more goods, services, and people are close at hand, allowing shorter travel distances and less time searching and traveling to acquire them.
3. **Discovery:** Historically cities expose people to more opportunities and help them discover consumption or connection opportunities; they provide markets for new and innovative products that give rise to new industries and drive economic progress (cities are the place where "new work" gets created).
4. **Opportunity:** Cities offer a wider variety of jobs, and easier opportunities to acquire additional skills and to move among jobs. (Larger metropolitan areas not only have more total jobs, but a greater proportion

of their population lives in places where there are jobs close by).¹¹³

According to the Project for Public Spaces, a leading authority on placemaking: Great public places are accessible, comfortable, sociable, and are filled with people, uses, and activities. When a public space works well it forges a sense of community and is the location of celebrations, social and economic exchanges and gatherings, and the conglomerations of people, ideas, and culture.¹¹⁴

What Attaches People to Communities?

So, we know why people love the choices that cities offer, and what makes for great public spaces, but what attaches people to the communities? The

... Highly attached residents are more likely to stay in their current community, and quality places lead to strong attachment.

Knight Soul of the Community project set out to find the answer. *They found that highly attached residents are more likely to stay in their current community, and quality places lead to strong attachment.*¹¹⁵

The Soul of the Community studied 26 communities across the U.S. over a three-year period. The report

113. Cortright, J. (2007). *City Advantage: A CEOs for Cities Report*. The Brookings Institution, Washington, DC. Abstract available at: http://papers.ssrn.com/sol3/papers.cfm?abstract_id=1084078; accessed January 21, 2015.

114. PPS. (n.d.). "What Makes a Successful Place?" Project for Public Spaces, New York, NY. Available at: www.pps.org/reference/grplacefeat/; accessed January 21, 2015.

115. Soul of the Community. (2010). *Knight Soul of the Community 2010: Why People Love Where They Live and Why it Matters: A National Perspective*. Soul of the Community, the John S. and James L. Knight Foundation, Miami, FL; and Gallup, Washington, DC. Available at: <http://knightfoundation.org/sotc/overall-findings/>; accessed September 10, 2015.

documenting the results of this project provides a fresh perspective about the current driving factors of passion and loyalty in a community. The study provides empirical evidence that *the drivers that create emotional bonds between people and their community are consistent in virtually every city and can be reduced to just a few categories.*¹¹⁶

Researchers asked the questions: *What makes a community a desirable place to live? What draws people to stake their future in it? Are communities with more attached residents better off?* There were three very consistent answers.

1. *What attached residents to their communities didn't change much from place to place. While we might expect that the drivers of attachment would be different in Miami, FL, from those in Macon, GA, in fact, the main drivers of attachment showed little difference across communities. In addition, the same drivers rose to the top in every year of the study.*
2. *The study found that perceptions of the local economy did not have a very strong relationship to resident attachment. Instead, attachment was most closely related to how accepting a community was of diversity, its wealth of social offerings, and its aesthetics.*
3. *In almost every community, a resident's perceptions of the community was more strongly linked to their level of community attachment than to that person's age, ethnicity, work status, etc.*¹¹⁷

116. See Footnote 115.

117. See Footnote 115.

Center for Community and Economic Development at MSU

The Center for Community and Economic Development (CCED) at Michigan State University:

"Is committed to developing and applying knowledge to address the needs of contemporary society. The CCED is dedicated to empowering communities to create sustainable prosperity and an equitable global knowledge economy. In partnership with public and private organizations, it has developed and conducted numerous innovative programs that address local concerns, while building the capacity of students, scholars, and communities to address future challenges. The CCED focuses its resources on the unique challenges of distressed communities throughout the state of Michigan."

They are a member of the Michigan Sense of Place Council.

For more information, visit: <http://ced.msu.edu/>.

Gallup did the survey work on this study and analyzed the relationship between the overall level of community attachment and residents' perceptions of aspects of the community itself to reveal the strongest links. Table 3–6 shows the Community Attributes' rank in Influence on Community Attachment across 26 communities in each of the three survey years of the 10 variables studied.

A community's most attached residents had strong pride in it, a positive outlook on the community's future, and a sense that it was the perfect place for them. When attachment occurred for college graduates and other productive residents, it increased the number of talented, highly educated workers striving to positively affect economic growth. As Figure 3–17 shows as well, according to Soul of the Community research, local GDP growth was highest in communities with the highest levels of attachment.¹¹⁸

Fostering the Creative City

There are many ways that a community can foster community attachment. Improving the aesthetics of a community is certainly important, but social offerings and openness rank as more important. Fostering the creative city can help build attachment through social offerings and openness. The more creative opportunities there are the more social offerings there will be. *To attract creative people, the city must be open to diversity.*

118. See Footnote 115.

Carol Coletta, when writing for CEOs for Cities, in 2008, advised that: “Careful investments in a city’s creative resources, most notably all of its people, can be used to create a creative city that benefits all community members.” In particular, she singled out investments that attract members of what Richard Florida calls the “creative class” in order to promote innovation in ideas. But, to succeed with innovation, there must be a supportive market for new ideas and places.¹¹⁹

Richard Florida, author of the 2004 bestseller **The Rise of the Creative Class** and several other books, wrote in a 2012 *The Atlantic* article about the large body of literature showing that very creative people are highly likely to be open to new experiences.¹²⁰

“The jobs at the center of innovation . . . such as design, engineering, science, painting, music, software development, writing, and acting, appeal to individuals who are curious, creative, intellectual, imaginative, inventive, and resourceful. These professions are primarily concerned with exploring, developing, and

119. Coletta, C. (2008). “Fostering the Creative City.” CEOs for Cities, Cleveland, OH.

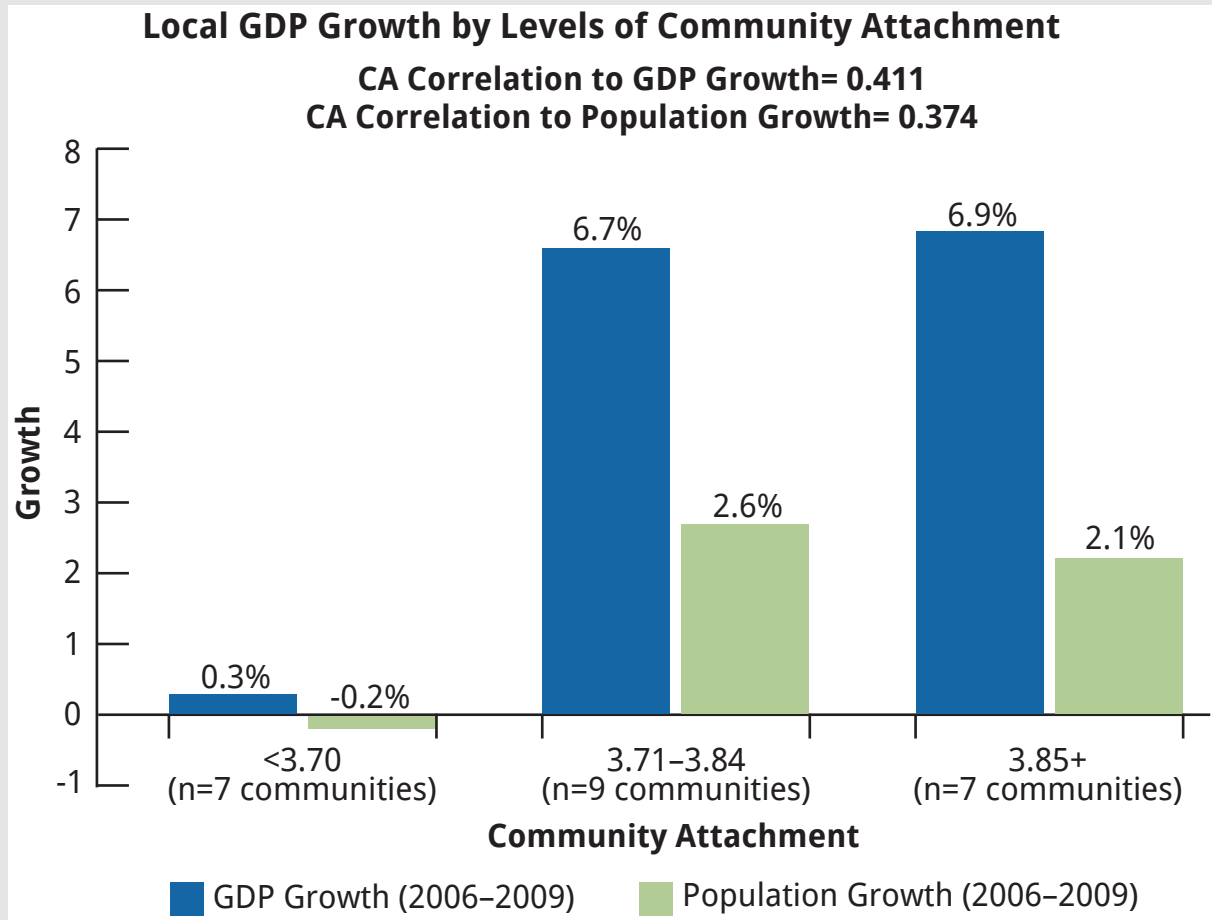
120. Florida, R. (2012). “The Psychology Behind Why Creative People Cluster.” *The Atlantic*, July 19, 2012. Available at: www.theatlanticcities.com/neighborhoods/2012/07/psychology-behind-why-creative-people-cluster/2243/; accessed January 21, 2015.

Table 3–6: Community Attributes’ Ranking in Influence on Community Attachment

Across 26 Knight Foundation Communities Ranked According to 2010 Results			
Topic	2008	2009	2010
Social Offerings	1	1	1
Openness	3	1	2
Aesthetics	2	3	3
Education	4	4	4
Basic Services	5	5	5
Leadership	6	5	6
Economy	6	7	7
Safety	8	8	8
Social Capital	9	9	9
Civic Involvement	10	10	10

Sources: Data by: Morales, L. (2010). “Social Offerings, Openness Key to Community Attachment.” Gallup, November 15, 2010. Washington, DC. Available at: www.gallup.com/poll/144476/social-offerings-openness-key-community-attachment.aspx; accessed February 26, 2015. From this study: Soul of the Community. (2010). *Knight Soul of the Community 2010: Why People Love Where They Live and Why it Matters: A National Perspective*. Soul of the Community, the John S. and James L. Knight Foundation, Miami, FL; and Gallup, Washington, DC. Available at: <http://knightfoundation.org/sotc/overall-findings/>; accessed September 10, 2015. Table remade with permission, by the Land Policy Institute, Michigan State University.

Figure 3–17: GDP Growth by Level of Community Attachment



Source: Soul of the Community. (2010). *Knight Soul of the Community 2010: Why People Love Where They Live and Why it Matters: A National Perspective*. Soul of the Community, the John S. and James L. Knight Foundation, Miami, FL; and Gallup, Washington, DC. Available at: <http://knightfoundation.org/sotc/overall-findings/>; accessed September 10, 2015. Figure remade with permission, by the Land Policy Institute, Michigan State University.

communicating new ideas, methods, and products.”¹²¹

Florida reports that the concentration of the “open-to-experience” personality type correlates to cities with a high concentration of high-tech industry, a high percent foreign-born, and ranks high on Florida’s Gay Index. He maps out these characteristics and notes the Great Lakes States do not rank well on these variables: Detroit, Minneapolis, Cleveland, Columbus, and Pittsburgh have the nation’s smallest concentration of the “open-to-experience” personality types. “It is not just that people sort themselves into places where they can find work. They seek out environments where they can pursue their personal interests as well.”¹²²

121. Rentfrow, P.J. (2011). “The Open City.” In *Handbook of Creative Cities*, ed. D.E. Anderson, A.E. Anderson, and C. Mellander. Northampton, MA: Edward Elgar Publishing.

122. See Footnote 120.

This supports the importance of diversity and openness associated with attachment in the Knight Foundation Soul of the Community study.

Florida points the reader to “The Open City” chapter, by Cambridge University psychologist Jason Rentfrow, in the **Handbook of Creative Cities** for more guidance.¹²³

Walkable Neighborhoods Have More Trusting, Involved People

A study out of the University of New Hampshire, in 2010, indicates that people living in walkable neighborhoods trusted neighbors more, participated in community projects, and volunteered more than in non-walkable areas. Was it the density? Was it the urban form? Was it both? Could it be that people were “programmed” to live in walkable places? Given that living in walkable places was the human

123. See Footnote 121.

condition for all population concentrations until the Industrial Revolution, it was not a very big stretch.¹²⁴ The study does not answer these questions.

Perhaps there is a pendulum at work here. The further we try to get away from the city by adopting sprawling land use patterns, the more we create the circumstances for a return to the city by those people who feel alienated from their neighbors by open spaces that are too great for easy communication and by distances between places that are too great for easy access to the many shopping, work, recreation, and other living options in the suburbs and exurbs. Millennials grew up largely in the suburbs and lived with parents who had to shuttle them by car everywhere. As children, they spent a lot of time in cars. Perhaps it is not too great a notion to think they are flocking to the cities to experience a living environment that is very different from the one they grew up in. It is one where they can quickly and easily meet up with friends and other new people. It is one that does not require cars.

Economic Value of Creative Industries

Creative industries are critical to community vibrancy, creativity, and civic engagement—and hence, to successful placemaking. But, arts and culture not only expand the mind and are good for the soul, three recent studies show they return real economic benefits to the community. The first study measures huge economic impact from just 211 arts and cultural institutions using standard national measures. The second examines data from 424 creative industry organizations in Michigan, and the third shows that leisure spending for arts, culture, and history exceeds that of many popular outdoor activities in Michigan.

A national study by Americans for the Arts documents that “the arts mean business” and are an economically viable investment. Nonprofit creative industry generates \$135.2 billion in economic activity each year—\$61.1 billion in spending by organizations and \$74.1 billion in audience spending. The industry supports 4.1 million jobs and generates \$22.3 billion in government revenue.¹²⁵

124. *Kaid Benfield's Blog*. (2010). “Walkable Neighborhoods Have Higher Levels of Trust, Community Participation.” *NRDC Staff Blog Switchboard*, December 15, 2010. Natural Resources Defence Council, New York, NY. Available at: <http://switchboard.nrdc.org/blogs/kbenfield/walkable-neighborhoods-have-hi.html>; accessed September 11, 2015.

125. Americans for the Arts. (2012). *Arts and Economic Prosperity IV: The Economic Impact of Nonprofit Arts and Culture Organizations and Their Audiences*. Washington, DC. Available at: www.americansforthearts.org/sites/default/files/pdf/information_services/research/services/economic_impact/aepiv/NationalStatisticalReport.pdf; accessed January 21, 2015.

Michigan is home to more than 2,000 nonprofit arts and cultural organizations. Creative Many (www.creativemany.org/), formerly known as ArtServe, prepares an annual report on the economic impact of arts and cultural activities in Michigan as part of the Michigan Creative Data Project (www.miculturaldata.org). Figure 3–18 reports over a half billion dollar impact of just 424 of those organizations. More information will be available every year as more groups add to the database. Data for the Creative State Michigan report comes from the Americans for the Arts’ Annual Creative Industries Reports, the Michigan Economic Development Corporation/Pure Michigan, and the Michigan Cultural Data Project (Michigan CDP).

A report by the Michigan Economic Development Corporation (MEDC) in September 2011, found that leisure spending for arts, culture, and history accounted for \$2.08 billion, inclusive of more than 17.3 million travelers spending nearly 28.5 million days each year throughout the state. Overall, cultural tourism represented 16% of all leisure spending in Michigan ranking second to touring and sightseeing (28%). This was important, because cultural destinations generated more revenue than the following activities combined: golf, boating/sailing, hunting/fishing, hiking, and biking.¹²⁶

The National Endowment for the Arts (NEA) is designing a public, web-accessible system of indicators that will become the national standard for defining, measuring, and conveying the dimensions of livability. In 2012, the NEA hypothesized these indicators were affected by Creative Placemaking. This would make it easier to measure and monitor, over time, the impact of art and culture on a community. The indicators included:

- Impact on artists and arts community (payroll at arts organizations, number of art organizations, etc.);

126. MEDC. (2011). “The History, Arts and Cultural Travel Industry in Michigan.” Corporate Research Unit, Michigan Economic Development Corporation, Lansing, MI. Available at: http://miplace.org/sites/default/files/MEDC_HistoryArtsCultureTravel.pdf; accessed October 23, 2015. More recent data shows that cultural tourism has become the leading industry in economic impact from leisure spending in Michigan. MEDC. (2013). “The History, Arts and Cultural Travel Industry in Michigan - 2013.” Prepared for the Michigan Council of Arts and Cultural Affairs. Corporate Research Unit, Michigan Economic Development Corporation, Lansing, MI. Available at: www.michiganbusiness.org/cm/Files/MCACA/The-History-Arts-and-Cultural-Travel-Update.pdf; accessed October 23, 2015.

Figure 3-18: 2015 Annual Report Regarding Creative Industries



Sources: Data from the Cultural Data Project. Creative Many Michigan. (2015). *Creative State: Michigan 2015 Nonprofit Report*. Detroit, MI. Available at: www.creativemany.org/research/creative-state-mi-2015-nonprofit-report/; accessed September 10, 2015.

- Attachment to community (length of residency, percent owner owned, percent occupied);
- Quality of life (crime, vacant properties, mean commute time to work, etc.); and
- Economic conditions (mean income, loan amounts for housing property sales, total number of jobs, etc.).¹²⁷

Entrepreneurship

This section focuses on research and reports that indicate:

- New Urbanist neighborhood designs not only support entrepreneurial activity when small retail establishments are within walking distance of residences, they also contribute to higher residential property values.
- Michigan's universities all have entrepreneurship programs that could help spur placemaking.
- The Small Business Association of Michigan has an Entrepreneurship Score Card that shows the importance of quality places.

Residences are Worth More When Small Retail is Walkable

A national study commissioned by American Express looked at entrepreneurship as expressed by the number and location of independent (not chain) stores. In 2011, a longitudinal market share study was released that provided analysis of trends in success of independent, local proprietors from 1990 to 2009. In the 15 metros studied, residential neighborhoods served by a successful independent business district gained, on average, 50% more in home values than their citywide markets over the most recent 14-year period. This supports earlier findings that show consumers want retail businesses within walkable distances, and when that exists, there is a home value

127. Shewfelt, S. (2012). "Our Town Community Indicators Study." Office of Research and Analysis, National Endowment for the Arts, Washington, DC. Available at: <http://arts.gov/sites/default/files/OT-Indicators-PowerPoint.pdf>; accessed January 21, 2015.

For further information, see: Morley, M., M.K. Winkler, S. Zhang, R. Brash, and J. Collazos. (2014). *The Validating Arts and Livability Indicators (VALI) Study: Results and Recommendations*. Prepared by the Urban Institute for the National Endowment for the Arts, Washington, DC. Available at: <http://arts.gov/sites/default/files/VALI-Report.pdf>; accessed September 11, 2015.

premium associated with homes that are closer to these businesses.¹²⁸

Universities are Beginning to Support Entrepreneurship

People usually start businesses where they live, meaning that entrepreneurship plays a major role in place-based economic development. But, if those new businesses want to be able to attract and retain the kinds of quality workers needed to thrive in the global knowledge economy, then the quality of the place where the entrepreneur started his or her business needs to be high. According to a 2012 survey, Michigan's universities help to educate entrepreneurs that are deeply connected to their Michigan communities. Entrepreneurship programs exist on at least 10 campuses, and there are formal links between entrepreneurship programs and business incubators on at least 11 campuses, with plans in the works on a 12th.¹²⁹

Entrepreneurship Score Card Shows Importance of Quality Places

For nearly a decade, the Small Business Association of Michigan (SBAM) has maintained an Entrepreneurship Score Card in Michigan. The Score Card uses three primary "drivers" to describe the condition and direction of the entrepreneurial economy in the state—1) Entrepreneurial Change, 2) Entrepreneurial Vitality, and 3) Entrepreneurial Climate. Results of the 9th survey published in 2013 revealed:

- In entrepreneurial change (average growth in the number of new entrepreneurs over the past three years), Michigan ranked 46th among the states in 2010, but improved to 31st in 2011.
- Michigan's five-year business survival rate, which had been underperforming since 2003, was now at the midpoint among U.S. states.

128. Civic Economics. (2011). *The American Express Open Independent Retail Index: A Study of Market Trends in Major American Cities*. Civic Economics, Austin, TX. Available at: <http://nebula.wsimg.com/7fca7626531905823f164f2095ae2689?AccessKeyId=8E410A17553441C49302&disposition=0&alloworigin=1>; accessed January 21, 2015.

129. Fowler, R., and J. Padden. (2012). "Entrepreneurship at Michigan's Public Universities." Public Policy Associates, Inc., Lansing, MI. Available at: http://miplace.org/sites/default/files/Entrepreneurship_at_Michigan_Public_Universities.pdf; accessed November 6, 2014.

Small Business Association of Michigan

The Small Business Association of Michigan (SBAM) is a member-driven (23,000+), nonprofit organization dedicated to serving the needs of Michigan's small business community. The SBAM "helps Michigan small businesses succeed by promoting entrepreneurship, leveraging buying power, and engaging in political advocacy."

The Small Business Association of Michigan supports the Michigan Economic Outlook Health Report—an annual poll of working persons that helps identify ways communities can create great places to grow businesses. This report is a useful tool for measuring a community's progress towards placemaking. The SBAM is also a member of the Michigan Sense of Place Council.

In 2013, SBAM members were surveyed about the importance of place versus other factors in starting their

business. A total of 450 responses were weighted to ensure they were representative of Michigan businesses in terms of sector, age of business, and number of full-time employees. The results suggest that the majority of entrepreneurs choose to start businesses where they live. Broadband internet access (46.6%) and access to talented workforce (29.9%) were the top two factors noted when businesses were asked where they locate. Conversely, the most common factors preventing a business from starting in a particular location included licensing times/requirements, local ordinances/regulations, unattractive building and landscape design, local/state taxes, and lack of talented workforce.¹

For more information, visit: www.sbam.org/.

i. Public Policy Associates, Inc. (2013). *Technical Report (draft)*. Prepared for the Michigan Sense of Place Council. Lansing, MI.

- Private lending to small business in Michigan continued to rank in the top five states showing a tremendous amount of investment in small businesses.¹³⁰

Other SBAM Score Card measurements show less dramatic change, but slow continued improvement.

- Entrepreneurial vitality, a measure of the general level of small business and entrepreneurial activity relative to all other states, was steady at 36th in 2011, indicating Michigan still has a ways to go to move the needle on overall entrepreneurial strength and presence.
- In entrepreneurial climate (overall strength in business conditions supporting entrepreneurial initiatives), Michigan was 16th in the U.S. The key here was business tax cuts that prompted the Tax Foundation to improve its rank of Michigan's overall tax structure for favorability to business from 49th in 2011 to 7th in 2012.¹³¹

One of the Score Card measured indicators is "Quality of Life (Sense of Place)." Overall quality of life also shows gradual improvement, especially in the areas of civic energy and harmony, such as reduced rural-urban disparity, increased charitable giving, and greater racial-ethnic equity.

Following is text excerpted from the SBAM *Entrepreneurship Score Card Michigan 2012:13* report:

"Quality of Life has been gaining increased attention from those responsible for economic development. Amenity value caught the attention of thoughtful professionals and public officials, particularly with the release of Richard Florida's 2003 book, **The Rise of the Creative Class**. States, regions, and cities have become increasingly concerned about how to attract not just businesses, but individual entrepreneurs and young skilled workers, in general, who increasingly put emphasis on quality of life in their location decisions. Also, they will soon become very aware of the mobility of experienced, energetic retiring/semi-retiring Baby Boomers looking for places to call home that offer opportunities to continue to work, play, contribute to society, and make money. In short, amenity economics is back! Quality of life is a desirable attribute in its own right—pursuit of the good life, but it is increasingly

130. Entrepreneurship Score Cards are available upon request through MiQuest at: <http://beyond-startup.com/score-card/>; accessed October 22, 2015.

Small Business Association of Michigan. (2013). *Entrepreneurship Score Card Michigan 2012:13*. Lansing, MI.

131. See Footnote 130.

important as a factor when attracting and retaining the “right” kinds of workers and companies to sustain future growth. In this way, good quality of life begets better quality of life.

Comprised of sub-drivers in Civic Energy and Harmony, Lifestyle and Play, Pocketbook Indicators, and Health and Safety, this driver seeks to measure the overall quality of life in each state. Quality of life often varies considerably within states. Consequently, future scores for this driver could be broken out by region.¹³²

Table 3–7 shows Michigan’s performance in the Quality of Life category compared to other Midwest states in the SBAM *Entrepreneurship Score Card Michigan, 2012:13* report. While Michigan’s performance is competitive in the region, the top five ranked states nationally have received four or five stars for at least the last five years: Vermont, Massachusetts, South Dakota, Iowa, and Maryland. Minnesota, at four stars for the last five years, is ranked 10th, while North Dakota is 11th. The Midwest has a long way to go to be competitive with the top 10 states.¹³³

Surveys of Fast Growing Businesses

The results of a recent survey of 150 founders of some of the nation’s fastest growing entrepreneurs by the private research entity Endeavor Insight offers evidence that cities should focus on the “factors and conditions that attract the talented, educated workers that fast-growing entrepreneurial enterprises need.” The most important factors in their location decisions were: 1) access to talent—

132. See Footnote 130.
133. See Footnote 130.

that means going to those places that talented workers want to live; 2) access to major multi-modal transportation networks; and 3) proximity to customers and suppliers. At the very bottom of the list were taxes and business-friendly policies.¹³⁴

Health and Safety

There is more research material related to placemaking in this category than in all of the others combined. Much of it addresses material that is contained in a few excellent books, such as **Urban Sprawl and Public Health** by Howard Frumkin, Lawrence Frank, and Richard Jackson; and **Making Healthy Places: Designing and Building for Health, Well-being, and Sustainability** by Andrew Dannenberg, Howard Frumkin, and Richard Jackson. Some of the key issues include the relationship of obesity and urban form, other health issues associated with sprawl, health benefits of driving less, and the safety benefits of higher density. A four-part miniseries entitled *Designing Healthy Communities* addressed some of these issues and many others. It aired on public television from July–October 2012. As a result, this section will hit on only a few key points related to health and designing quality places through placemaking as the reader is directed to these other source materials for considerably more detail.

We are in a nation with growing obesity, which creates huge public health risks. Studies are now

134. Morris, R. (2014). *What do the Best Entrepreneurs Want in a City*. Endeavor Insight. Available at: http://issuu.com/endeavorglobal1/docs/what_do_the_best_entrepreneurs_want; accessed February 26, 2015. Endeavor Insight. (2014). “Endeavor Insight Report Reveals the Top Qualities that Entrepreneurs Look for in a City.” *Endeavor*, February 4, 2014. Available at: www.endeavor.org/blog/endeavor-insight-report-reveals-the-top-qualities-that-entrepreneurs-look-for-in-a-city/; accessed January 21, 2015.

Table 3–7: Midwest Performance in Quality of Life (Sense of Place)

State	2011	2009	2007
Illinois (24)	***	**	***
Wisconsin (25)	***	***	**
Michigan (26)	***	**	**
Kentucky (33)	**	**	**
Indiana (34)	**	**	**
Ohio (43)	**	****	**

Source: Data from: Small Business Association of Michigan. (2013). *Entrepreneurship Score Card Michigan, 2012:13*. Lansing, MI. Entrepreneurship Score Cards are available upon request through MiQuest at: <http://beyond-startup.com/score-card/>; accessed October 22, 2015. Table remade with permission, by the Land Policy Institute, Michigan State University.

showing that compact settlement patterns often result in healthier residents and school children, largely because of the increase in walking and biking.

The Centers for Disease Control (CDC) closely monitors overweight and obesity statistics. “Overweight” is defined as a body mass index (BMI) of 25 or higher, while “obesity” is defined as a BMI of 30 or higher. Research has shown that as weight increases to reach the levels referred to as “overweight” and “obesity,” the risks for the following health conditions also increases:

- Coronary heart disease;
- Type 2 diabetes;
- Cancers (endometrial, breast, and colon);
- Hypertension (high blood pressure);
- Dyslipidemia (for example, high total cholesterol or high levels of triglycerides);
- Stroke;
- Liver and gallbladder disease;
- Sleep apnea and respiratory problems;
- Osteoarthritis (a degeneration of cartilage and its underlying bone within a joint); and
- Gynecological problems (abnormal menses, infertility).¹³⁵

There was a dramatic increase in obesity in the U.S. from 1990 through 2010.

- In 2000, no state had an obesity prevalence of 30% or more.
- In 2013, 20 states had a prevalence equal to or greater than 30%, up from 12 states in 2011.
- In 2013, eight states and the District of Columbia had a prevalence between 20%–<25%.

135. CDC. (n.d.). “About Adult BMI.” Centers for Disease Control, Atlanta, GA. Available at: www.cdc.gov/healthyweight/assessing/bmi/adult_bmi/index.html; accessed September 11, 2015

- In 2013, no state had a prevalence of obesity less than 20%.¹³⁶
- No state met the nation’s **Healthy People 2010** goal to lower obesity prevalence to 15%.¹³⁷

A series of maps from the CDC shows the history of U.S. obesity prevalence from 1985 through 2010.¹³⁸

Childhood obesity has more than doubled in children and quadrupled in adolescents since the mid-1980s.

- The percentage of children age six to 11 in the U.S. who were obese increased from 7% in 1980 to nearly 18% in 2012. Similarly, the percentage of adolescents age 12 to 19 who were obese increased from 5% to nearly 20% over the same period.
- In 2012, more than one-third of children and adolescents were overweight or obese.¹³⁹

Health risks for obese children are similar to those for adults, but in some cases they face them much sooner than if they were to become obese as adults, especially diabetes and cardiovascular disease.

The basic prescriptions for obesity are quite simple: eat less, eat better (more fresh, nutritious, quality food), and exercise more. This will not work for everyone, but it is the place to start. But, where you

136. The State of Obesity. (n.d.). “Adult Obesity in the United States.” Trust for America’s Health and the Robert Wood Johnson Foundation, Washington, DC. Available at: <http://stateofobesity.org/adult-obesity/>; accessed September 11, 2015.

137. USDHHS. (2000). “Chapter 19: Nutrition and Overweight.” In **Healthy People 2010: Understanding and Improving Health, Vol. II**. U.S. Department of Health and Human Services, Washington, DC. Available at: www.cdc.gov/nchs/data/hpdata2010/hpdata2010_final_review_focus_area_19.pdf; accessed February 16, 2015.

138. CDC. (n.d.). “Obesity Trends among U.S. Adults between 1958 and 2010.” Centers for Disease Control, Atlanta, GA. Available at: www.cdc.gov/obesity/downloads/obesity_trends_2010.ppt; accessed February 26, 2015.

139. Statistics referenced here: CDC. (n.d.). “Adolescent and School Health.” Centers for Disease Control, Atlanta, GA. Available at: www.cdc.gov/healthyyouth/obesity/facts.htm; accessed January 21, 2015. Data from these sources: Ogden, C.L., M.D. Carroll, B.K. Kit, and K.M. Flegal. (2014). “Prevalence of Childhood and Adult Obesity in the United States, 2011–2012.” *Journal of the American Medical Association* 311 (8): 806–814. Available at: <http://jama.jamanetwork.com/article.aspx?articleid=1832542>; accessed February 26, 2015.

NCHS. (2012). *Health, United States, 2011: With Special Features on Socio-economic Status and Health*. National Center for Health Statistics, Centers for Disease Control, Atlanta, GA. Available at: www.cdc.gov/nchs/data/hus/hus11.pdf; accessed February 26, 2015.

live also makes a difference. Settlement patterns with connected sidewalks, trails, and bike paths greatly facilitate walking, running, and biking. Urban gardens also help. Placemaking with these elements can help the population stay healthier.

Dr. Jackson writes: “If you construct environments that make it impossible for people to walk, and you remove the incidental exercise from people’s lives, then you reduce their level of fitness, and you increase their weight, because they’re not burning it off.”¹⁴⁰

“If you construct environments that make it impossible for people to walk, and you remove the incidental exercise from people’s lives, then you reduce their level of fitness, and you increase their weight, because they are not burning it off.”

Richard Jackson, PhD, professor, University of California, Los Angeles; and former director, CDC’s National Center for Environmental Health

While at the CDC, Richard Jackson, PhD, realized our major health threats all were consequences of how we had built America. Following are some of the health problems with origins in the built environment:

- Asthma caused by particulates from cars and trucks,
- Water contamination from excessive runoff,
- Lead poisoning from contaminated houses and soil, and
- Obesity, diabetes, heart conditions, and depression exacerbated by stressful living conditions, long commutes, lack of access to fresh food, and isolating, car-oriented communities.¹⁴¹

140. Erickson, J. (2007). “Graham Institute Names Jackson as First Director.” The University Record Online, October 31, 2007. Ann Arbor, MI. Available at: www.ur.umich.edu/0708/Oct29_07/05.shtml; accessed February 26, 2015.

141. Dannenberg, A., H. Frumkin, and R. Jackson. (2011). **Making Healthy Places: Designing and Building for Wealth, Well-Being, and Sustainability**. Washington, DC: Island Press. Available at: <http://islandpress.org/making-healthy-places>; accessed July 10, 2015.

According to Dannenberg, Frumkin, and Jackson, “The America of obesity, inactivity, depression, and loss of community has not ‘happened’ to us; rather we legislated, subsidized, and planned it.”¹⁴²

As a result of those kinds of statements, Dr. Jackson became a lightning rod, until scientific studies began to build showing support for the conclusions that he and other co-authors had reached several years earlier.

Following are “its and bits” from just a few studies that relate to urban form and health.

- Denser neighborhoods are more conducive to physical activity and good nutrition. This study sought to test the accuracy of GIS-defined ratings of physical activity environments (i.e., walkability) and nutrition environments (i.e., availability of nutritious food) for metro Seattle, WA; and San Diego County, CA. The authors found a statistical correlation between neighborhood type and child and parent obesity, with child and parent obesity less likely in neighborhoods favorable to physical activity and good nutrition.¹⁴³
- More shops and recreational facilities nearby lead to more walking. A 10-year study in Western Australia sought to demonstrate the potential benefits that local infrastructure can have on healthy behavior. More than 1,400 participants who were building homes in a new housing development were surveyed twice, 12 months apart. For every local shop, residents’ physical activity increased an extra five to six minutes of walking per week. For every recreational facility (park or a beach), physical activity increased an extra 21 minutes per week.¹⁴⁴

142. See Footnote 141.

143. Saelens, B.E., J.F. Sallis, L.D. Frank, S.C. Couch, C. Zhou, T. Colburn, K.L. Cain, J. Chapman, and K. Glanz. (2012). “Obesogenic Neighborhood Environments, Child and Parent Obesity: The Neighborhood Impact on Kids Study.” *American Journal of Preventive Medicine* 42 (5): e57–e64. Available at: www.ncbi.nlm.nih.gov/pubmed/22516504; accessed February 26, 2015.

144. University of Melbourne. (2013). “Walk it Out: Urban Design Plays Key Role in Creating Healthy Cities.” *Science Daily*, March 7, 2013. Rockville, MD. Available at: www.sciencedaily.com/releases/2013/03/130307124427.htm; accessed January 21, 2015.

- Urban parks enhance your brain function. According to a University of Michigan study, when we are in a setting with a great deal of stimulation, like a city, we expend a great deal of direct attention on tasks like avoiding traffic and fellow pedestrians. When we're interacting with nature, however, we use an indirect form of attention that essentially gives our brain a chance to refresh, much like sleep. This is called "attention restoration theory." We need parks, open spaces, and trails in cities to enjoy these benefits.¹⁴⁵
- Students walk to school less when the distance is great, and when they can be driven to school. The first study examined the U.S. Department of Transportation's National Personal Transportation Survey data from 1969 to 2001 for changes in the proportion of students walking or biking to school and the influences on that change. The percentage of students walking or biking steadily declined during the period studied. Distance to school had the strongest influence on the decision to walk or bike.¹⁴⁶ A subsequent study found a sharp increase in driving children to school and a corresponding decrease in walking to school during the study period.¹⁴⁷
- Urban students drive less than rural ones. The authors used 2001 National Household Transportation Survey (NHTS) driving and demographic info and county-level sprawl data to assess the impact of sprawl on teen driving habits. They found that teens in sprawling areas were more than twice as likely to drive more than 20 miles per day as teens in compact settlement counties.

145. Berman, M.G., J. Jonides, and S. Kaplan. (2008). "The Cognitive Benefits of Interacting with Nature." *Psychological Science* 19 (12): 1207–1212. Available at: <http://intl-pss.sagepub.com/content/19/12/1207.full>; accessed January 21, 2015.

146. McDonald, N.C. (2007). "Active Transportation to School: Trends Among U.S. Schoolchildren, 1969–2001." *American Journal of Preventive Medicine* 32 (6): 509–516. Available at: www.sciencedirect.com/science/article/pii/S0749379707001109; accessed September 18, 2015.

147. McDonald, N.C., A.L. Brown, L.M. Marchetti, and M.S. Pedroso. (2011). "U.S. School Travel, 2009: An Assessment of Trends." *American Journal of Preventive Medicine* 41 (2): 146–151. Available at: www.ncbi.nlm.nih.gov/pubmed/21767721; accessed February 26, 2015.

Taken together with data on the connection between teen driving time and fatality risk, the study suggested that teens in sprawling areas drove more and were at a greater risk of driving-related fatalities.¹⁴⁸

In 2012, PlaceMakers assembled the following information on some of the health benefits of driving less:

- There was one pound of CO₂ saved for every mile pedaled. Thirty (30) minutes per day of bicycle riding cut odds of stroke and heart disease by 50%.
- An average family in an auto-dependent community drove 24,000 miles per year, while a family in a walkable community of 16 dwelling units per acre and compact mixed use drove 9,000 miles per year, thereby helping reduce oil consumption.
- Households in drivable sub-urban neighborhoods spent on average 24% of their income on transportation; those in walkable neighborhoods spent about 12%.
- Low-income families may spend up to 55% of income on transportation when they lived in auto-centric environments.
- Average annual operating cost of a bicycle: \$308.
- Average annual operating cost of a car: \$8,220.¹⁴⁹

As density of people goes down, automobile use goes up. Higher population densities require transit, sidewalks, and other pedestrian infrastructure in those places with the higher density. Reduced auto use has benefits in reduced auto emissions, and related health and climate benefits, but increased density will not eliminate autos and may increase congestion in those places with new higher density. On a region-wide basis, this requires a balanced approach with the higher density in centers, and

148. Trowbridge, M.J., and N.C. McDonald. (2008). "Urban Sprawl and Miles Driven Daily by Teenagers in the United States." *American Journal of Preventive Medicine* 34 (3): 202–206. Available at: www.ncbi.nlm.nih.gov/pubmed/18312807; accessed February 26, 2015.

149. See Footnote 57.

nodes along key corridors where transit is most viable. This approach maximizes benefits everywhere.

Safety

As noted in Chapter 2, safety is a large and growing concern of consumers everywhere. However, as writers at least as far back as Jane Jacobs (**Death and Life of Great American Cities**, 1961), have written that *higher densities are often associated with lower crime rates per person*. This is because of the larger number of “eyes on the street.” In the last 30 years, urban designers have learned that the design and layout of development can have a significant impact on personal safety and have developed new specializations to build both workforce and user safety in development design [e.g., **Crime and Planning: Building Socially Sustainable Communities** by Derek J. Paulsen]. Following is an interesting analysis of the relationship of zoning to crime.

Researchers at the think tank RAND Corporation presented the results of a study, in 2013, in Los Angeles, that looked at the relationship between zoning districts and crime rates. They found that blocks that had both commercial and residential zoning (i.e., mixed use), experienced less crime than those zoned exclusively for commercial. Overall though, crime was lowest in blocks zoned for residential use only.¹⁵⁰ This may help explain why the traditional design of mixed use on the perimeter of residential neighborhoods works so well. Commercial access is walkable and convenient for residential users, while keeping the bulk of residential uses contiguous and enclosed contributes to enhanced safety.

Return on Investment (ROI) for Developers

The first three chapters have presented considerable information on demographic and market shifts that favor increased urban density, Missing Middle Housing, mixed use, and transit-oriented development over low-density residential, suburban strip mall, and shopping mall forms of development. However, if such development does not result in a good ROI for developers and financiers, it is not likely to be built.

150. Jaffe, E. (2013). “Should We Be Zoning with Crime in Mind?” *The Atlantic CityLab*, April 8, 2013. Available at: www.citylab.com/crime/2013/04/should-we-be-zoning-crime-mind/5217/; accessed January 21, 2015.

Most of the literature on this topic is either proprietary or very technical. The Urban Land Institute has many great case studies available to its members, and an occasional piece by one of the large real estate companies, like Robert Charles Lesser & Company (RCLCO), can be found to lay out the costs and revenues for developers.

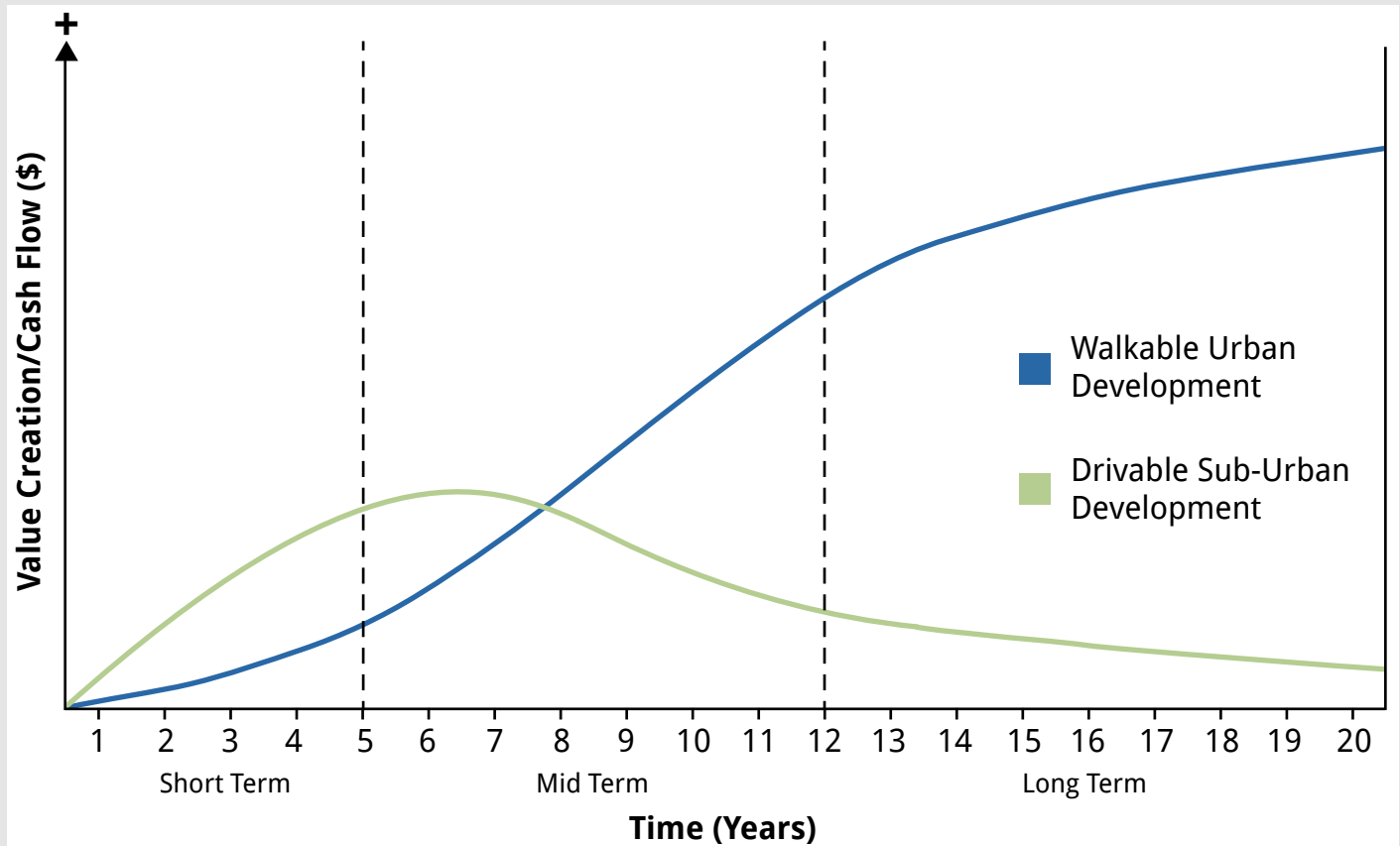
Often the results come down to the principles inherent in the graphic in Figure 3–19 prepared by researchers at the Brookings Institution. It shows that investment in walkable mixed-use areas where there is a critical mass of similar buildings in place or underway results in a considerably greater ROI after about the 8th year, than traditional sub-urban development. This should be no surprise, because up-front and building form costs more in an urban setting, and at urban densities, than typical sub-urban development. But, perhaps most significant is that the ROI is not only higher after year eight, but continues to grow thereafter, while traditional sub-urban development is already on the downward side of ROI at that point. Traditional high-rise urban development also lasts much longer (100+ years is not unusual for brick/stone, concrete, and steel buildings). This kind of ROI may affect the size and scale of the walkable urban mixed-use project and the availability of local financing. That is why on the build-up to critical mass, there may need to be public gap financing to get initial urban projects in targeted areas underway. The Michigan State Housing Development Authority (MSHDA) has a number of products available to assist with such projects.¹⁵¹ See also the sidebar on MSHDA in Chapter 9 (page 9–13), and the sidebar on the Michigan Economic Development Corporation in Chapter 12 (page 12–4).

CONCLUDING OBSERVATIONS (SECTIONS ONE AND TWO)

A state cannot be globally competitive for talented workers without most of its largest cities having at least the downtown that is dense, walkable, with many housing and transportation options, and full of amenities ranging from connected green spaces, inviting waterfronts, a wide range of entertainment, and social gathering places. The most essential element of all is people, in the densest concentration

151. For details on MSHDA programs: MSHDA. (n.d.). “Multi Family Direct Lending Programs.” Michigan State Housing Development Authority, Lansing, MI. Available at: www.michigan.gov/mshda/0,4641,7-141--289060--,00.html; accessed January 21, 2015.

Figure 3–19: Hypothetical Financial Characteristics of Walkable vs. Drivable Sub-Urban Development



Source: Leinberger, C.B. (2007). *Back to the Future: The Need for Patient Equity in Real Estate Development Finance*. The Brookings Institution, Washington, DC. Available at: www.brookings.edu/-/media/research/files/reports/2007/1/01cities-leinberger/01cities_leinberger.pdf; accessed July 7, 2015. Figure remade with permission, by the Land Policy Institute, Michigan State University.

that exists in the region. The same is true for a region. If the region has no large central city, then most of the small towns in the region must, together, play this role. They must have connections with rural amenities like state, federal, and regional parks, lakes and rivers, fishing, hunting, skiing, biking, snowmobiling, and work cooperatively to market the unique rural assets of the region. Section One presented research reports that supported some of these conclusions.

Section Two reviewed research in 10 categories of studies to demonstrate the benefits of dense urban places and supported the rest of the concluding observations above: 1) land use and infrastructure costs and revenues of new construction and operation, over time; 2) property value changes; 3) location

efficiency; 4) energy use; 5) the efficiency of historic preservation; 6) the value of human contact and social interaction; 7) the economic value of arts, culture, and creativity; 8) entrepreneurship returns; 9) health and safety benefits, and 10) return on investment.

By no means are these the only research categories of significance, nor are the studies mentioned the only ones available, or necessarily even the most important ones supporting placemaking. The sampling presented is here to demonstrate the intrinsic value of walkable urban places and the growing research that is documenting that fact. This is intended to give those hesitant to invest in placemaking as a way to improve prosperity, another set of reasons to do so, beyond the significant market changes described in Chapter 2.

Key Messages in this Chapter

SECTION ONE

1. With talent as the new international currency, it is clear that to attract both new residents and new talent, we have to have many more quality places with a broader range of New Economy jobs in the places where people want to live, work, play, shop, learn, and visit. We have to have effective Strategic Placemaking.
2. In order to compete globally in the New Economy, we must *change the way we think, act, and do business* at every level in the public, private, and nonprofit sectors. One big change we can make is to *begin to think regionally*. When examining global economic activity, it quickly becomes clear that economic competition is not local to local, state to state, state to nation, or even nation to nation—it is region to region.
3. Having an impact in the global economy requires pooling regional resources and wisely using assets. It means local governments, the private sector, schools, and non-governmental and civic organizations must all work cooperatively together to market the region and provide services efficiently in order to be cost competitive. Strong regional economies are built on the unique assets of the region.
4. In order to attract new employers and attract and retain talented workers, the region must be able to meet the needs of businesses and the labor force. That requires a wide range of housing and transportation choices; good schools; ample entertainment, shopping, and recreation opportunities; as well as a mix of cultural, arts, and educational institutions.
5. All of these features must be found in some places within the central city that serves a large metropolitan area. These central cities are the regional *Centers of Commerce and Culture*. In smaller numbers and at a smaller scale, these features should also be found in portions of some adjoining suburban cities and townships. These are sub-regional centers. If a rural region has no central city, then the small towns in the region must serve as regional Centers of Commerce and Culture.
6. These Centers of Commerce and Culture are major job and population centers of a region. They should have places with the highest density, the highest level of public services, and the greatest mix of public and private amenities. As a result, they should be the talent magnets of the region.
7. Cities in Michigan and the Midwest have felt the high cost of population loss and now must focus on the benefits of population growth, by targeting talented workers *as part of a broader population attraction strategy*. In short, some populations have greater economic growth benefits than others, and knowledge-class workers are the most potent economic drivers.
8. Prosperity of a place is equal to the sum of growth in per capita income, average employment rate, and the value of amenities (Fixed Assets, Quasi-Fixed Assets, and Mobile Assets).
9. Continued success will depend on placemaking efforts to attract Mobile Assets, and the degree to which Quasi-Fixed Assets are built on the principles of the New Economy. Achieving this vision will require new collaboration at the regional level, as well as new public, private, and nonprofit partnerships at every level of government. It will require better leveraging of limited resources and prioritization of limited resources based on strategic assets, emerging opportunities, and consensus on a common regional vision.
10. Recent surveys reveal citizens readily identify and value many of the key characteristics of walkable places with many amenities, but do not always want those amenities too close, because they fear potential negative impacts.

Key Messages in this Chapter (cont.)

SECTION TWO

1. Land Use and Infrastructure: Many studies have demonstrated for decades that suburban development patterns are very expensive and fiscally unsustainable, in part due to infrastructure costs associated with long-term maintenance of low-density sprawl. In metropolitan areas, a path to balancing rising costs with declining revenues can be found by increasing density along key corridors in suburbs, which also makes it easier to maintain good transit service there (i.e., not just in core cities).
2. Property Value Studies: Recent property value studies have illustrated the positive impacts of locations with nearby placemaking amenities, green infrastructure, historic properties, and transit access. Properties featuring these elements in close proximity stand to attract the most growth and attention.
3. Location Efficiency: Companies and workers are more productive in large and dense urban environments; dense places have a greater ease of getting to a destination which is more important than how fast you get there; walkable places have the highest accessibility and lowest transportation costs, and with reduced transportation costs households can afford to spend more on housing. Walkability is driving many of the housing type and location changes in response to changing demographics.
4. Energy Use: Recent energy studies are identifying places with low energy use stemming from short travel distances and alternative transportation options as more successful than other places. These studies illustrate the savings achieved in the best performing places compared to other places in terms of reduction in miles driven and fuel cost savings. In short, many of the other benefits of increased density and reduced automobile use also have the benefit of reducing energy use as well.
5. Preservation Efficiency: Historic preservation has reduced environmental impacts compared to new construction, and offers such substantial positive local economic impacts that use of historic buildings should be the first seriously considered alternative to new construction.
6. Value of Human Contact and Social Interaction: Building form without activity is just a location; it is the activity of humans in a place with good form that creates interest and helps make the place a desirable place to be. Cities act as places for human gathering and exchange, and show the importance of having a wealth of social offerings in an open, diverse, and aesthetically pleasing environment in order to attract people to that place. Similar principles apply on the neighborhood level as well.
7. Economic Value of Creative Industries: Arts and culture are critical to community vibrancy, creativity, and civic engagement—and, hence, to successful placemaking. Recent studies show they also return substantial economic benefits to the community.
8. Entrepreneurship: Research has shown the importance of quality places and placemaking amenities in the development of entrepreneurial opportunities with a city or region. New Urbanist neighborhood designs support such activity through proximity of retail establishments, and through increased residential property values.
9. Health and Safety: Many studies have documented how the form of the physical environment contributes (positively and negatively) to human health, and how more opportunities for physical activity can improve the physical, mental, and social health of the community.
10. ROI for Developers: Placemaking involving high-density, mixed-used developments help promote a strong return on investment (ROI) for developers and financiers that is significantly higher and holds a greater potential for longer term growth than traditional suburban development.



Chapter 3 Case Example: Grand Traverse Commonsⁱ

The Village at Grand Traverse Commons is a cluster of mixed-use residential, retail, and office spaces in the former renovated State Hospital (Traverse City Regional Psychiatric Hospital), set among 480 acres of preserved parkland. The Village is home to unique shops and eateries; residential condos; professional services; hosts a variety of festivals, concerts, farmers and artist markets; and is connected to downtown Traverse City one mile away by various trails.

The State Hospital closed in 1989 following changes in patient care. Due to enormous pressure from citizen groups and local governments, the state transferred the historic property to the City of Traverse City and the Charter Township of Garfield (and later, Grand Traverse County) under the management of the Grand Traverse Commons Redevelopment Corporation (GTCRC). For the next 10 years, numerous developers, state and local government entities, and citizens were involved in formulating plans for the then vacant and quickly deteriorating buildings and surrounding land.

In 2000, The Minervini Group began negotiating with the GTCRC to secure a Redevelopment Agreement to renovate the historic buildings consistent with the Commons District Plan (www.traverscitymi.gov/downloads/gtcmasterplan.pdf; accessed February 10, 2015). Following several months of negotiations and intensified public support, The Minervini Group proposal was approved and it acquired the property in 2002.

By 2011, 30% of the redevelopment was completed or in progress. The first phase of residential and commercial units had full occupancy. When complete, The Village will encompass almost 900,000 sq. ft., will have generated approximately \$180 million in investment, and will create nearly 1,000 jobs.

The residential suites vary from 280 sq. ft. studio apartments to 3,500 sq. ft. luxury condominiums. There are also 68 affordable housing apartments. Commercial



Grand Traverse Commons in Traverse City, MI. Photo by the Minervini Group, LLC.

suites range from 100 sq. ft. personal work spaces to an entire building suitable for large professional offices or retail. Building 50 is a quarter-mile long structure that houses an indoor marketplace; 11 small retail shops with potential for more retail venues; five eateries/wineries; and five spas. Building 50 is also home to other shops, restaurants, and the newly renovated Kirkbride Hall, an event and entertainment venue that was formerly the chapel at the State Hospital.

The project has been a big success and could not have been achieved alone. This private sector-led redevelopment was done in concert with public bodies of the GTCRC and relies upon public and private financing. The Village at Grand Traverse Commons is the only Renaissance Zone in Northwest lower Michigan, which allows residents and businesses to live and operate virtually tax-free through 2017. Financing for the project was secured through the Grand Traverse County Brownfield Redevelopment Authority; the Michigan Department of Environmental Quality; Federal and State Historic Preservation Tax Credits; other tax abatements, public sector grants and loans; reservations from commercial and residential buyers; and other private investment.

The Village is a multieconomic, multigenerational place that nurtures social gatherings and diverse interests. The Village is a beautifully designed space that simultaneously celebrates and transcends its asylum history, but the real key to its success is that it is a functional place that fulfills a community-oriented vision. It is an example of Strategic Placemaking based on adaptive reuse of historic structures.

ⁱ This entire case study is quoted/adapted from: NWMCOG. (n.d.). **Northern Michigan Community Placemaking Guidebook: Creating Vibrant Places in Northwest Lower Michigan.** Northwest Michigan Council of Governments, Traverse City, MI. See pages 17–18. Available at: www.createplace.org/userfiles/filemanager/133/; accessed February 10, 2015. *Note: The Northwest Michigan Council of Governments is now known as Networks Northwest.*

And The Village at Grand Traverse Commons website at: www.thevillageetc.com/.

PART TWO

CHAPTER 4: ELEMENTS OF FORM

CHAPTER 5: NEIGHBORHOOD STRUCTURE

Our built environment must be of high quality if we want to succeed in today's global economy. Rather than designing places for automobiles, as has been the development pattern since the 1950s, good form designs places for people and often harkens back to how communities were built before motorized vehicles existed in mass. That means an emphasis on walkability, which is a much healthier development pattern. Part Two describes the foundation of good form needed for quality built environments and placemaking. Good form is based on building, street, neighborhood, and block design standards. Chapter 4 focuses on streets, buildings, and blocks, and depending on location, how they interact to create great places. Chapter 5 takes a close look at neighborhoods: identifying quality characteristics and key components of good form in neighborhoods of varying types, and the importance of ensuring good connections within and between neighborhoods.

Chapter 4: Elements of Form



Pedestrian and bicycle activity in downtown Boyne City, MI. Photo by the Michigan Municipal League/www.mml.org.

INTRODUCTION

Form is the building block of place. When we talk about form most people assume we are referring to the appearance of a structure (e.g., the color of its siding, the condition of its stucco, roof, or paint) or what style a building is (e.g., colonial, cape cod, modern, etc.). While these are important to the visual appearance of a building or a place, they fall into the arena of aesthetics where there is disagreement as to what is, and what is not, “attractive.” Such conversations may be interesting, but they do not get to the goal of placemaking: The creation of quality places.

Form has a direct influence in our everyday life as it channels our movement and activities. Most people are not aware of this. Form is critical to creating a positive and lasting sense of place in an area. Form is the relationship between the building and the street (or other public space) in order to create a sense of place. This relationship between the building and the street is not an innovation in urban design and planning; rather, it is a set of principles that have worked for thousands of years in creating quality places. Much of the material in this chapter is based on the work of the Congress for the New Urbanism (see the sidebar on the next page), which focuses on creating, restoring, and maintaining good urban form.

The terms “good form,” “correct form,” “proper form,” or “appropriate form” are used throughout this and the next chapter. The elements of good form are explained so that the reader understands that good form is not an accident, nor merely in the eye of the beholder. Good form refers to buildings that have a relationship to a street based on mass, location, and the physical characteristics of the street that are human-scaled, comfortable, and safe to be in.

Good form refers to buildings that have a relationship to a street based on mass, location, and the physical characteristics of the street that are human-scaled, comfortable, and safe to be in.

Clearly though, words like “good form” are value-laden words that imply there is “bad form.” That implication is accurate, as bad form violates long-



Historic downtowns like Three Rivers, MI, typically have good form to support placemaking. Photo by Kurt H. Schindler, AICP, MSU Extension.

standing design principles and is largely contextual. Most communities have examples of bad form that prevent the area from achieving a variety of placemaking objectives. For example, a single building with bad form, such as a one-story building in a downtown block filled only with 3- to 4-story buildings, or a single building set back a significant distance when all the other buildings in the block are built to the front lot line (or sidewalk), can seriously disrupt a positive sense of place that otherwise may be associated with the block and impede the ability to engage in successful placemaking. Sometimes these breaks in urban form can be fixed, as with a false second-floor front, or a small plaza and landscaping in front of the building if it has a deep setback. But, failure to address the problem can unwittingly undermine other legitimate efforts to improve the quality of a place.

Context is important, because good form in a dense urban location is not good form in a rural low-density location. Imagine the inappropriateness of the Empire State Building in a farm field. Typically, there is not public sewer or water service, nor adequate fire service available to a tall building in a farm field. A barn in a downtown is a similarly inappropriate form for the location, as the barn would likely be deeply set back on the lot, have a different roof line, no windows, have very different doors, and would typically be constructed of non-fireproof materials compared to other brick and concrete downtown buildings. Thus, a barn with standard wood siding would be a fire hazard downtown. So, while exterior building materials do

Congress for the New Urbanism

The Congress for the New Urbanism (CNU) is a leading organization promoting walkable, mixed-use neighborhood development, sustainable communities, and healthier living conditions. For more than 20 years, CNU members have used the principles in CNU's Charter to promote the hallmarks of New Urbanism, including:

- Livable streets arranged in compact, walkable blocks.
- A range of housing choices to serve people of diverse ages and income levels.
- Schools, stores, and other nearby neighborhood destinations reachable by walking, bicycling, or transit service.
- An affirming, human-scaled public realm where appropriately designed buildings define and enliven streets and other public spaces.

Established by co-founders Andres Duany, Peter Calthorpe, Elizabeth Moule, Elizabeth Plater-Zyberk, Stefanos Polyzoides, and Dan Solomon, and supported today by distinguished board members

and other thought-leaders from the worlds of urban design, development, academia, citizen activism, and government policy, the CNU works to deliver these hallmarks to communities across North America and overseas on multiple scales. Whether it is in emerging growth areas, brownfields, established cities, small towns, or suburbs, New Urbanism reinforces the character of existing areas in making them walkable, sustainable, and vibrant, by revitalizing and energizing communities to reach their true potential. The principles of New Urbanism are also central to making whole regions more livable, coherent, and sustainable.

With a history of forming productive alliances, the CNU has been at the forefront of efforts to reform how we design and build communities and their infrastructure. Each year, the CNU hosts an annual Congress where registrants can learn about the latest techniques and approaches to creating quality communities based on New Urbanism principles. The 2016 annual CNU Congress will be held in Detroit, MI.

For more information, visit: www.cnu.org.

matter, depending on context, form and building placement are most important.

This chapter identifies the characteristics of good form. Good form is based on building, street, neighborhood, and block design standards. Chapter 5 focuses on how to create good form in neighborhoods of very different types. Chapter 6 explains how to get the public and stakeholders involved to establish local standards for good form. Chapter 7 presents regional and local planning processes to create a common vision for placemaking. To ensure new buildings and associated yards have good form, we need good codes and ordinances. Chapter 8 shows how to regulate to achieve good form using conventional zoning or form-based codes.

Remember from Chapter 1 that when good form is combined with appropriate land uses/functions for a particular location along the rural to urban transect, social opportunity and good activity will follow. This is because a strong sense of place results in a positive

emotional response in people. The more places a community has with a strong sense of place, the better able it is to attract and retain talented workers. Form matters, place matters, and good form leads to high-quality places where people want to live, work, play, shop, learn, and visit. That is the object of placemaking. The activity supported by placemaking is unlikely to be sustained without good form.

Good form puts people first and is contextual to how a particular neighborhood, corridor, or node functions in terms of land use activity and mobility. *Good form is focused on people and meeting their needs, while accommodating automobiles—instead of designing places for the automobile, and then accommodating people.*

**Form matters,
place matters, and
good form leads to
high-quality places
where people
want to live, work,
play, shop, learn,
and visit.**

This human-scale approach has been lacking across the nation since World War II, as development was based on market segmentation and rapid production of low-density housing served by auto-oriented commercial strips and malls. Good form is dependent on the human-scale relationship of streets and buildings as they come together to create blocks. There are key metrics and components in each of these elements that go into creating a place. These components are discussed in this chapter.

Chapter 4 is organized as follows:

- Discussion of place and form based on transect location.
- The important role of the right-of-way, in general, and the street, in particular, in defining urban form.
- The characteristics and functions of different types of streets.
- The notion of enclosure as an important form concept.
- The relationship of building frontages to urban form.
- The variety of building types that make up urban form.
- The relationship of building mass and placement to urban form.
- Basic building elements that comprise urban form.
- Characteristics of blocks that result from streets, lots, and buildings.

The chapter concludes with a sidebar on a recent study that cites the benefits of traditional block characteristics.

ORGANIZING PLACE AND FORM – THE TRANSECT

Urban form, in the context of the rural-to-urban transect, is critical to understanding and implementing placemaking. Figure 4–1 shows a sample transect. Two dimensions are depicted. Across the top of the diagram is a side-view of the skyline; below it is the plan, or top-down view. The diagram shows a progression of development from least intense to most intense; from least density to most

density. The transect is important in this and the next chapter, because the building blocks of good form have different characteristics, depending on where you are in the transect. We are focusing on walkable neighborhoods in transect zones T4, T5, and T6.

One of the underlying principles of the transect is that certain forms and elements belong in particular environments based on the relationship between humans and nature, or the intensity of the built environment and the physical and social character found there. For example, an apartment building belongs in an urban setting and a farm belongs in a more rural or working-lands setting. As transect zones become more urban they also increase in complexity, density, and intensity.

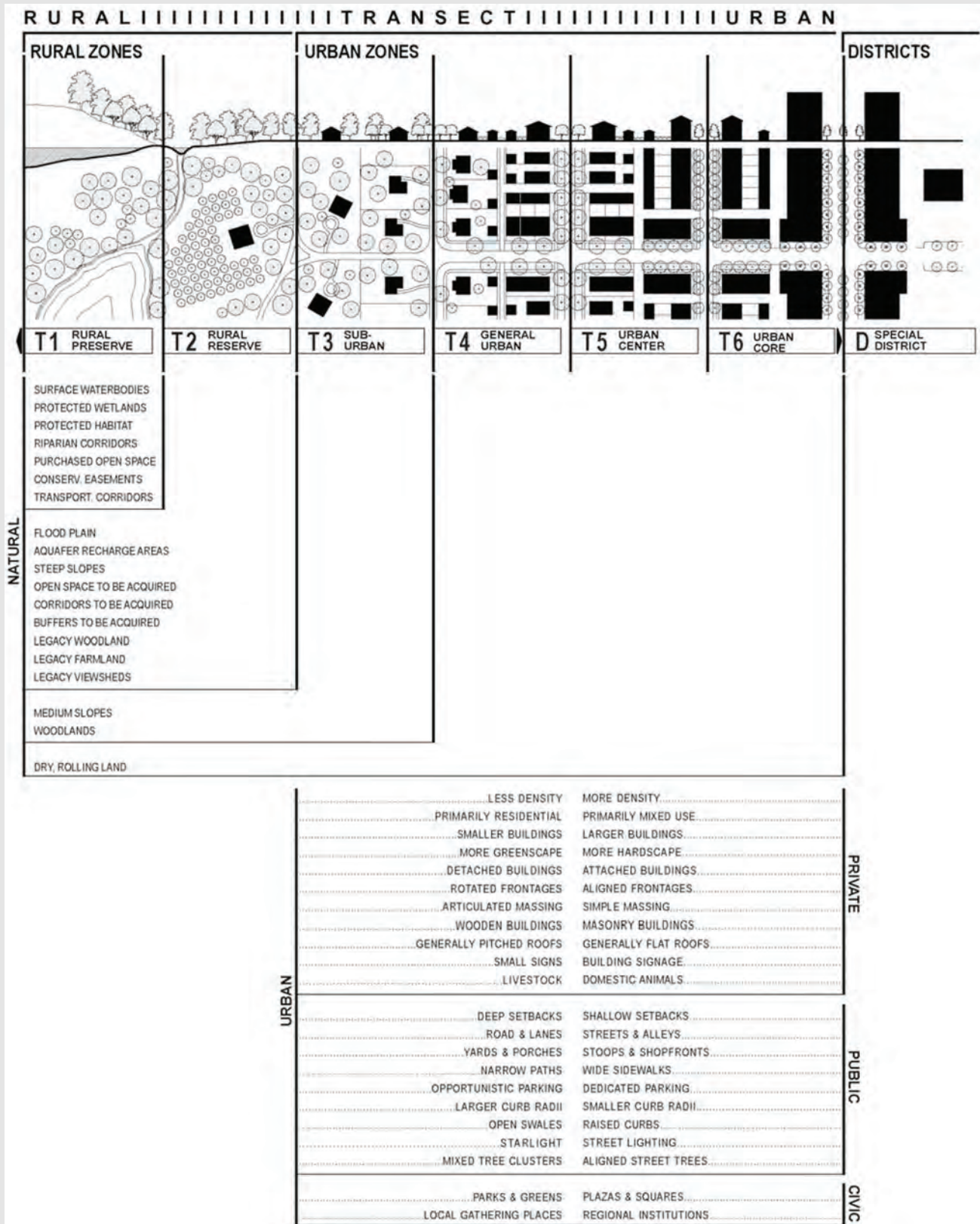
... Certain forms and elements belong in particular environments based on the relationship between humans and nature, or the intensity of the built environment and the physical and social character found there.

The *Natural Zone or T1* is an area with little or no human impact consisting of lands approximating or reverting to a wilderness condition. This includes lands unsuitable for development, due to hydrology, topography, or vegetation.

The *Rural Zone or T2* is comprised of sparsely settled lands in a cultivated or open state. Often considered working lands they are made up of woodlands, agricultural lands, and grasslands. The typical buildings located in this zone would be farmhouses, barns, and other agricultural or forestry buildings, as well as cabins or other isolated housing types.

The *Sub-Urban Zone or T3* consists of low-density residential areas. Lots are large, setbacks are relatively deep, and plantings are natural in character. There is some mixed use in areas adjacent to higher transect zones. Home occupations and outbuildings are common. Blocks are large and roads can be irregular to accommodate the natural features. In Michigan, a common example would have low street connectivity and most traffic would be directed into sub-urban housing areas based on cul-de-sacs.

Figure 4-1: Physical Characteristics of the Transect



This diagram is from a very early SmartCode, a regulatory code designed to produce human-scaled, walkable communities (see Chapter 8). It shows that virtually every element that comprises the natural and cultural environment may be put into relative order by the Rural-to-Urban transect. Below the diagram is a summary list of the elements that should be calibrated for code writing. **Note:** The names of the Rural Preserve and Rural Reserve zones were changed to the Natural and Rural zones several years ago. Compare this to Figures 1-5 and 1-6 in Chapter 1. **Source:** Duany Plater-Zyberk & Company. (2008). "Physical Characteristics of the Transect." Center for Applied Transect Studies. Available at: http://transect.org/rural_img.html; accessed March 17, 2015.

The *General Urban Zone or T4* consists of mixed use, but primarily residential urban fabric. A wide variety of housing types, including attached and detached, are found in this zone. Setbacks and landscaping are variable. Streets with curbs and sidewalks define the small- to medium-sized blocks, and street connectivity is high.

The *Urban Center Zone or T5* is comprised of higher density mixed use that provides for retail, offices, rowhouses, and apartments. Setbacks are minimal or nonexistent, and buildings are close to the sidewalks, which are wide. There is a tight street network forming small blocks and high connectivity. The urban center is often the location of traditional downtowns in cities in Michigan.

The *Urban Core Zone or T6* consists of the highest density and height with the highest intensity and diversity of uses. Buildings are sited immediately adjacent to sidewalks, which are wide and promote good connectivity. Only Michigan's largest cities have an urban core (e.g., Detroit and Grand Rapids).

Land development patterns can be illustrated by transect category. Figure 4–2 shows how the transect is applied regionally from the metropolitan core (T6, bottom) out to rural and natural areas (T1, top).

THE ROLE OF THE RIGHT-OF-WAY

The right-of-way (ROW) is much more than the street from curb to curb. In an urban downtown setting the right-of-way is often building face to building face and encompasses the sidewalks and the street. It also includes significant above- and below-ground public infrastructure that provides a host of public services for both public and private interests. These services include pedestrian travel, transit service, and utilities, including lighting, water, sewer, natural gas, electricity, and telecommunications. Even marketing exposure via signage over or viewed from the ROW is a function of the access to the public space. See Figure 4–3.

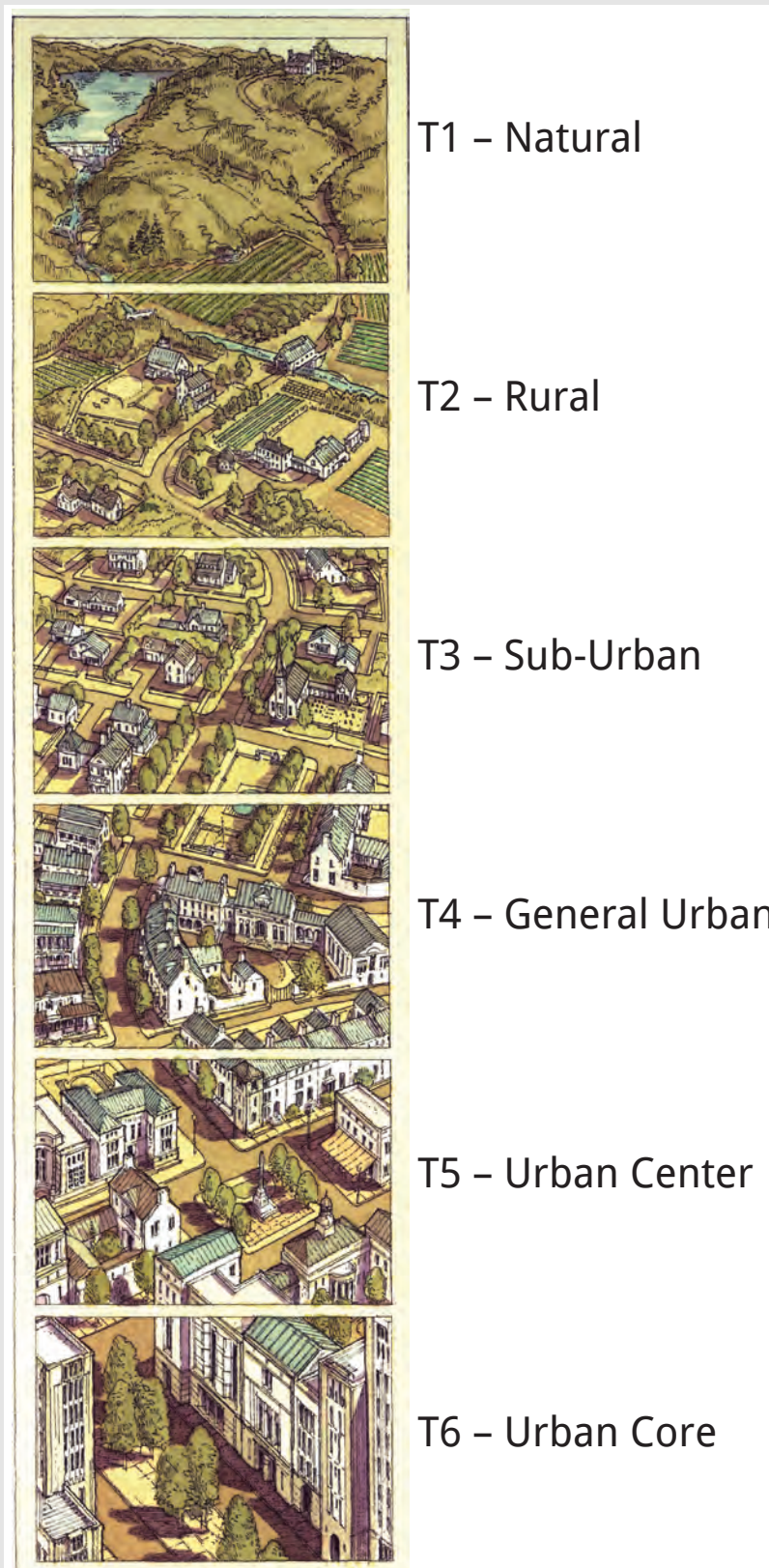
Thus, the public ROW provides a variety of services and access to adjacent private parcels. These are enormous benefits to the private parcels. Arguably, property in an urban area adjacent to a public ROW would have little (or at least much less) value if the street and utility services above and below it were not present. Imagine the costs to the private sector if it

had to bear all of the costs of installation, operation, and maintenance.

This significant public investment in the ROW is often taken for granted, because in an urban area, it is generally ubiquitous. However, it should not be taken for granted. This investment gives the public ample reason to regulate private land and be seriously engaged in discussions not only about specific uses of adjacent land, but also on the form of buildings adjacent to the public ROW. *If the public does not work to protect its ROW interests as new development or redevelopment is proposed, then it is unlikely that it is adequately protecting the investment that decades of previous taxpayers put into that ROW and that current and future taxpayers are responsible to maintain.*

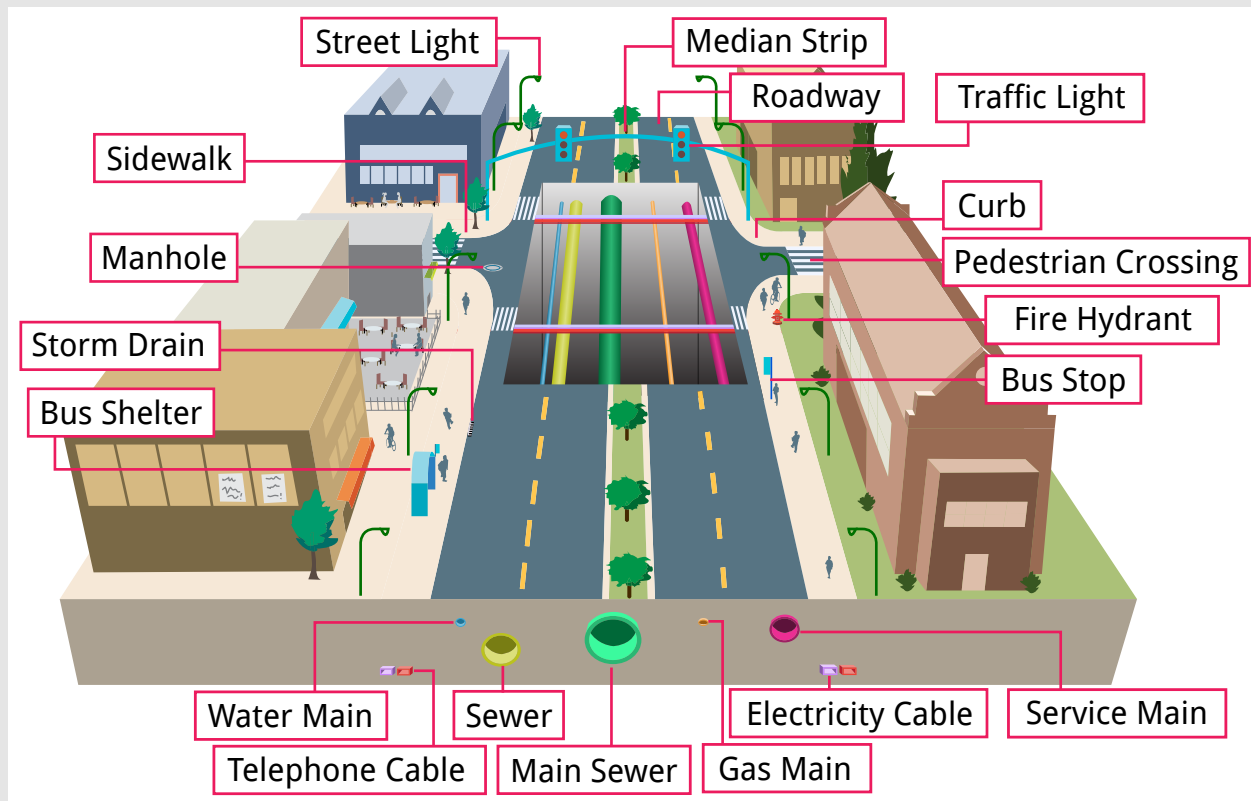
Form elements that may seem insignificant to some people could be very important over time. For example, if an area is initially developed or redeveloped at too low a density, then the public will not be maximizing the value of the investment it has in the infrastructure in the ROW, and the costs to maintain or replace it will be higher. Then, if land values decline, the community still has to pay the costs of service provision, but without an adequate revenue stream. Similarly, if the public were to allow so much development in a place that it overtaxed the existing infrastructure, then taxpayers will be on the hook for corrective improvement costs. To further illustrate this point, a seemingly small action, such as approving a one-story building in a block with only 3- to 4-story buildings, not only disrupts the urban form and undermines the sense of place, it will also result in fewer residents (none in floors 2 through 4). This reduces the number of customers in the block (undermining the viability of the businesses there), and will likely result in less tax revenues collected based on all the infrastructure already in place in the ROW (smaller building equals lower value and less tax revenues). These costs, when aggregated over many blocks over decades, are significant. Similarly, if communities do not keep pressure on landowners to maintain their property and support them in efforts to maximize its utility (e.g., keep upper floors above retail businesses as apartments, instead of vacant or just used as storage), then it will not be efficiently using all of the infrastructure in the ROW or collecting all the tax and service revenues it could.

Figure 4-2: The American Transect



Source: Duany Plater-Zyberk & Company/James Wassell. (n.d.). "American Transect." Center for Applied Transect Studies. Available at: http://transect.org/rural_img.html; accessed March 17, 2015. Figure adapted by the Land Policy Institute, Michigan State University, 2015.

Figure 4-3: Public Right-of-Way



Source: Inspired by a Merriam-Webster Visual Dictionary Online graphic. Figure by the Land Policy Institute, Michigan State University, 2015.

The form of development in an area, especially building mass (height, width, depth) and location on a lot (setbacks) will dictate what services are needed. This works both ways. The development is needed there to pay for those services over time. If the form and intensity is not adequate, it will be very costly to maintain those services.

STREETS

Right-of-way, including streets in a typical city, take up 20%–30% of total land area and thereby represent a significant use of land. Streets are also the most visible public investment in a ROW. Streets are not just for moving vehicle traffic. Streets need to function as public spaces that are the first face introducing the community to visitors. They also function to serve all modes of movement, including buses, pedestrians, and bicyclists. A street is associated with commerce and social interaction, and connects places both near and distant.

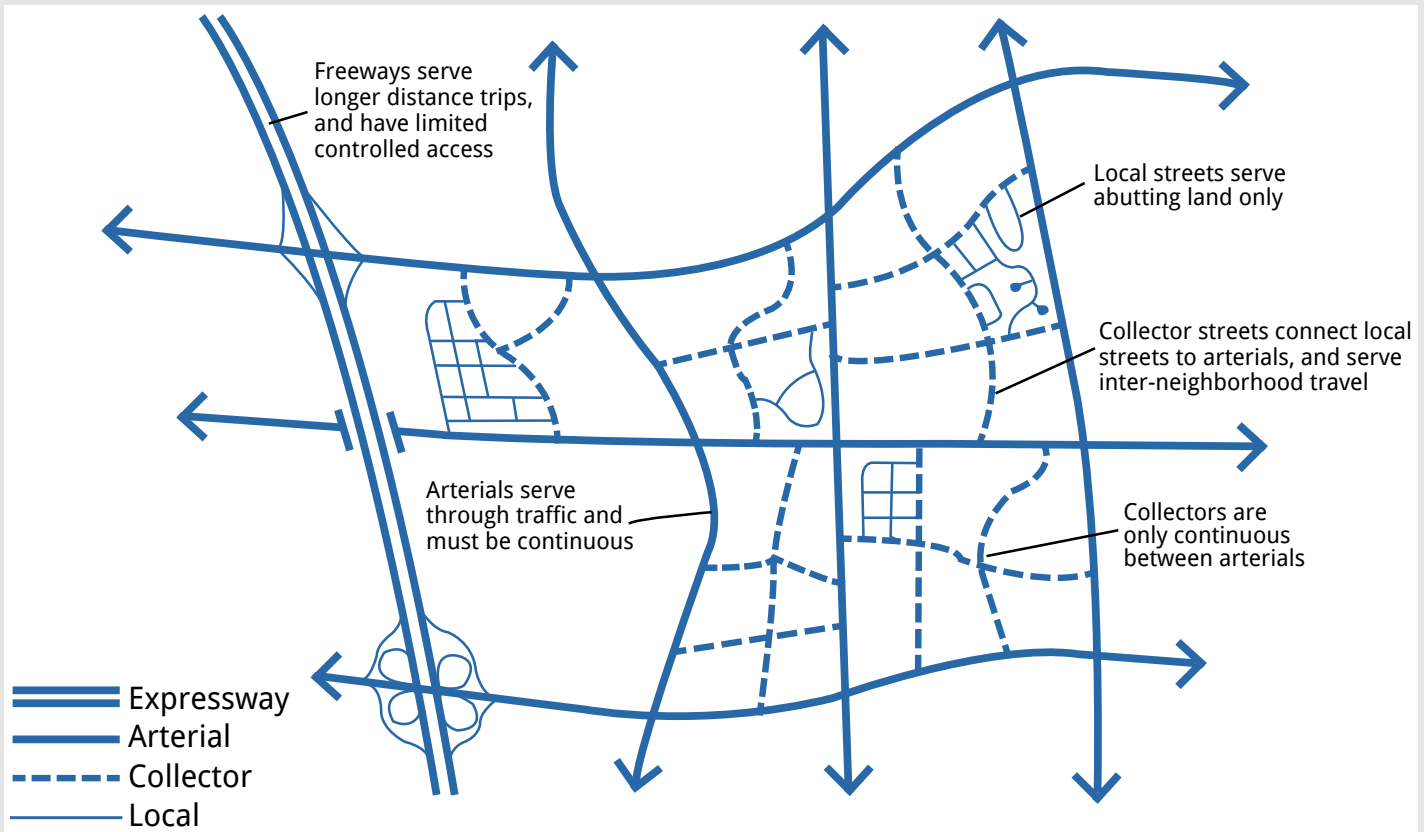
“Functional classification” of streets came into practice in the 1920s and 30s, and was codified into official recommendations in the 1960s and ‘70s. It is the core concept that informs traffic engineers and transportation planners on what types of roads/streets to build, and how they ought to connect. Figure 4-4 illustrates a typical functional classification of streets.

In practice, functional classification results in three rigid rules:

1. The longer the trip, the bigger the roadway;
2. The bigger the roadway, the faster its traffic should travel; and
3. The faster the traffic on the roadway, the more isolated the roadway must be from its surroundings.

There is no recognition in this scheme that thoroughfares have a transportation function and a place function. This results in:

Figure 4–4: Typical Functional Classification of Streets



Source: Inspired by “Figure 1: Roadway Function by Classification” by the National Transportation Library. Figure by the Land Policy Institute, Michigan State University, 2015.

- A severely reduced and oversimplified choice of thoroughfare types;
- No concern for pedestrians; and
- No concern for the environmental quality of streets and their contexts.

“Mobility,” in transportation engineering, generally means travel speed. “Access” generally means the frequency of intersections and driveways on a stretch of thoroughfare. The relationship is simple: As mobility increases, access should decrease. If it does not, then vehicular congestion and crashes go up where speeds are high. Similarly, where access is high speeds must be low, as on residential streets and downtown.

Conventional street standards contained in subdivision development regulations or other development codes are often developed in isolation from the surrounding place context. These standards

are often based on street function alone and classified by terms most are familiar with: “Arterial, collector, or local.” While these standards may work very well for creating an environment designed to safely move cars, they do poorly at creating high-functioning public places where travel speeds must be low in order to promote walkability and social interaction. An appropriate solution is to return to a traditional or pre-World War II view of streets where the interests of all users are taken into account and balanced, as opposed to catering almost exclusively to vehicular uses. This view is what is driving the Complete Streets movement—now law in Michigan and several other states.

“Complete Streets,” as defined by Michigan Public Act 135 of 2010, are roadways planned, designed, or constructed to provide access to all users in a way that promotes safe and efficient travel. All users means pedestrians, people with disabilities, bicyclists, transit, automobiles, trucks, etc. But, even this view is limited.

The broader view is of streets as public spaces that have a service responsibility that extends beyond transport.

To create streets that serve as public spaces, a greater variety of street types that are focused on *function and urban context* need to be used. These varied design standards help reinforce the role of the street as a public space, and use design tools to make the space accommodate cars, bicycles, and pedestrians as required by the context of the place. These other street types include: Avenues and boulevards; free-flow streets and roads; yield-flow streets and roads; alleys and lanes; and passages and paths.

Avenues and boulevards are higher capacity thoroughfares designed to connect neighborhood centers or create boundaries between neighborhoods. Avenues function to connect centers and are often designed with a terminating vista on a plaza or a structure of importance (such as the view of the State Capitol Building on Michigan Avenue in downtown Lansing, which is the principal view of westbound drivers coming from five miles away in East Lansing). Boulevards tend to run along the edges of neighborhoods and carry mostly through traffic. Both have planted medians 10- to 20-foot wide that separate travel lanes and provide a pedestrian haven for crossing. These medians can also be used for stacking lanes for left turns where appropriate. Higher traffic boulevards with multiple lanes in a very urban context can also have slip lanes for local traffic and can accommodate parking, while still maintaining high traffic flow. Avenues and boulevards both have moderate design speeds of 25- to 35-miles-per-hour (mph) to maintain traffic capacity, while still retaining a pedestrian space. The lane width on such avenues would be 10 feet for travel lanes and eight feet for parking lanes, with boulevards having an 11-foot travel lane. Narrow lane widths help keep speeds down. See Figure 4-5.

Figure 4-6 depicts the typical dimensions of major streets within ROWs of 75- to 90-foot-wide in Michigan. Most other street types are also depicted in the report from which this illustration is excerpted.

Free-flow streets and roads are thoroughfares that carry enough traffic to warrant a full travel lane in each direction. These street types are most commonly used for urban cores and traditional downtowns. One of the key differences in discussions about streets

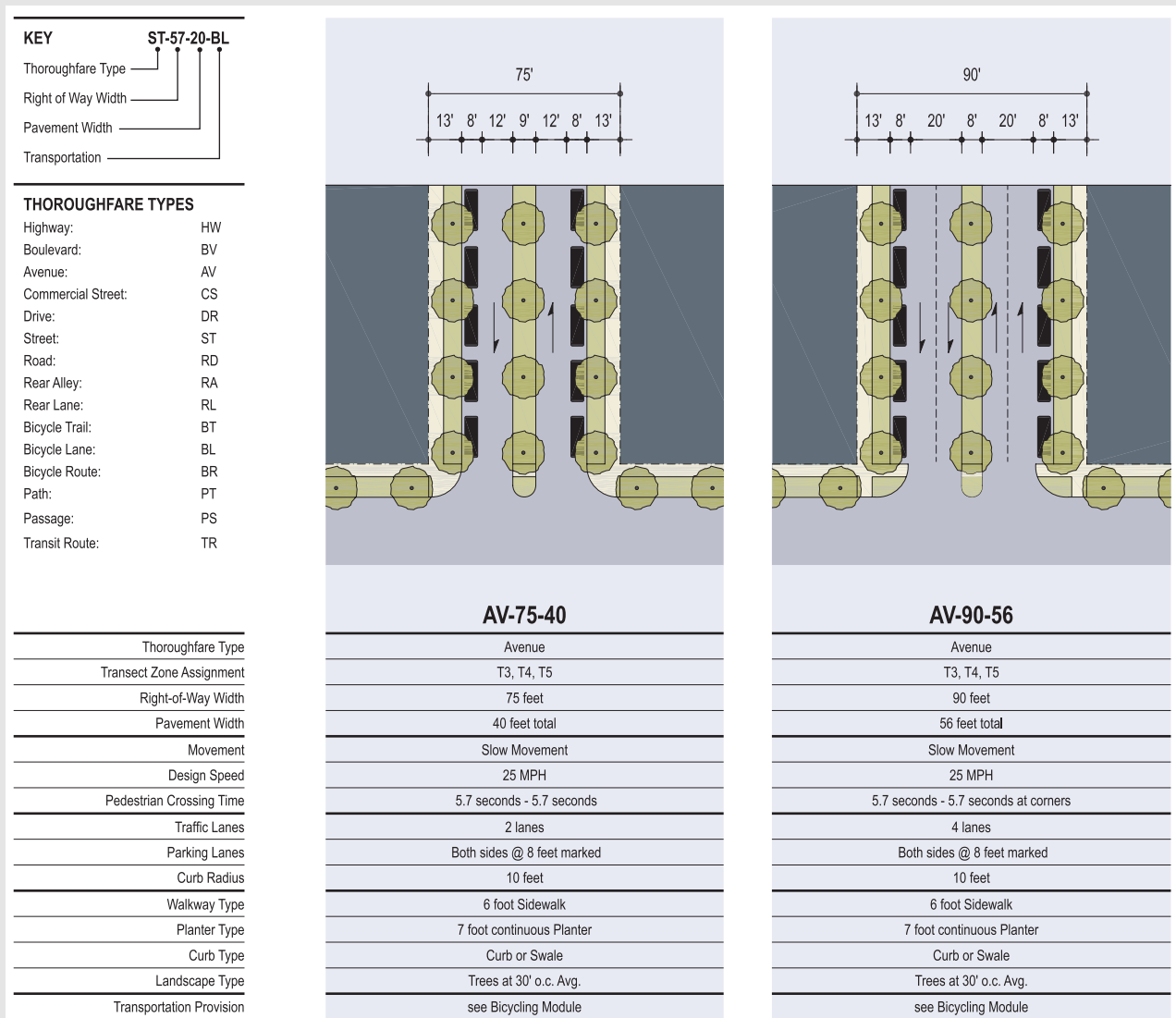
and roads are their purpose. *Streets are designed for access and mobility of cars, AND people. In contrast, the primary design and function of roads is for movement of automobiles.* As such, they have very different elements within the ROW. Roads do not typically have parking lanes or sidewalks; they are a rural transportation element designed to move vehicles efficiently. They usually do not have a hard curb and may have wide shoulders to function as parking or walking areas, although these shoulders are not typically constructed of hard surfaces. Free-flow streets have travel lanes of 10 feet and parking lanes of eight feet on one or both sides of the ROW. These parking lanes serve multiple uses on free-flow streets. They control speeds to maintain a pedestrian-friendly space, but also serve as parking for adjacent parcels allowing for reduced parking on site. Parking also serves as a buffer between travel lanes and sidewalks.

Slow-flow and yield-flow streets are typically found only in residential areas of medium or lower density. Slow-flow streets are designed with narrower travel lanes, such as eight to nine feet, and narrower parking lanes of seven feet. Alleys and lanes function as access to private spaces and the rear of lots. These street types are one lane wide and also provide access for services, such as waste and recycling pick up. Alley access also allows for an unbroken frontage of the lots allowing for narrower lots and greater density and walkability.

A good example of this approach is in the **Design Lansing Comprehensive Plan**. It categorizes streets by function and purpose, as well as context using a simpler street typology. It is an improvement over the traditional street classification system discussed earlier. To fully create streets that function as places, street categories need to support different building forms, so there are differing street designs to support different functions, with a correct form for the place and context. Street design also has to have elements that move it beyond functioning as a corridor for moving traffic. It should have enclosure of the public realm and create visual interest by using terminating vistas or other means. See the street typologies in Figure 4-7.

Streets come together to form a network. The network determines walkability and traffic concentration. The network should facilitate mobility

Figure 4-5: Complete Streets Thoroughfare Assemblies



Source: DPZ, C.R. Chellman, R.A. Hall, and P. Swift. (n.d.). **Complete Streets Thoroughfare Assemblies SmartCode Module – Smartcode Annotated.** Prepared for E.M. Foster. Miami, FL: Duany Plater-Zyberk & Co. Available at: <http://transect.org/docs/CompleteStreets.pdf>; accessed March 4, 2015.

and access, and support the needs of adjacent land uses through context sensitivity.

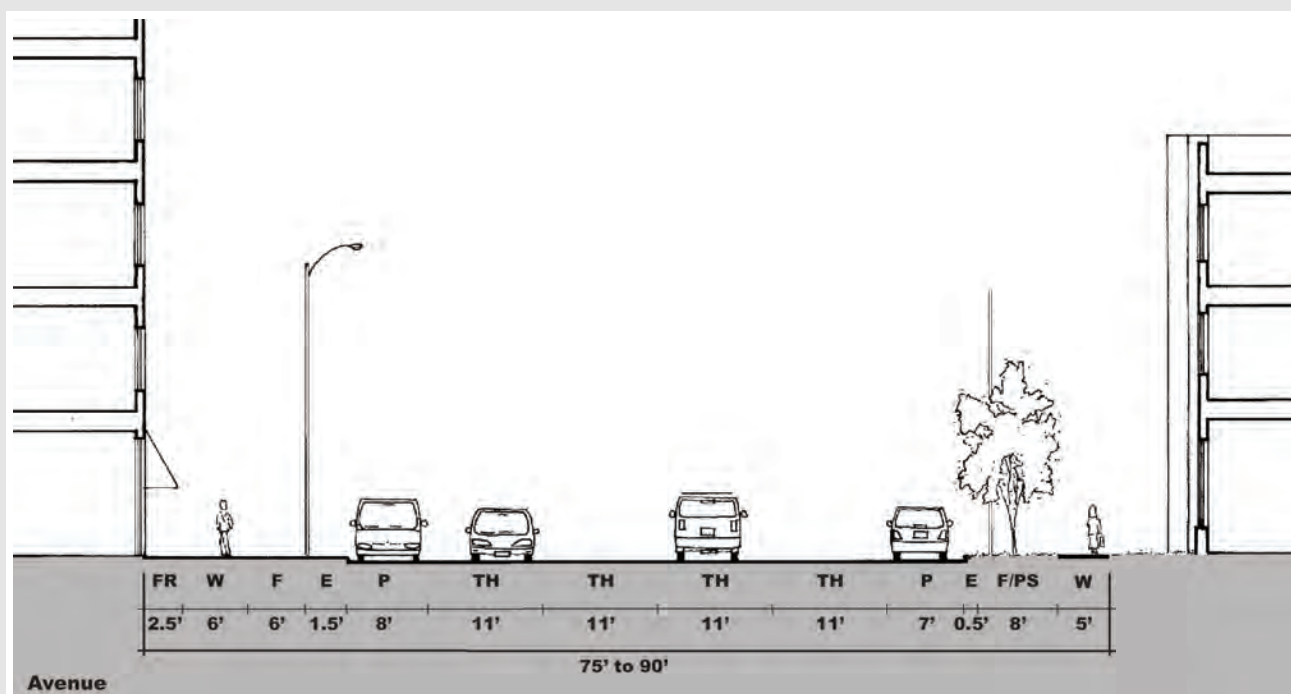
A neighborhood is largely defined by its streets. The neighborhood street pattern is the network of surface transportation that provides access to and within the neighborhood. In a traditional neighborhood with high connectivity, it is typically a continuous network in a general rectilinear form.

Compact, mixed-use neighborhoods depend on a pattern of highly connected local and major thoroughfares. The high level of connectivity results

in short blocks that provide many choices of routes to destinations, support a fine-grained urban lot pattern, and provide direct access to many properties. See Figure 4-8.

Conventional street networks seen in suburbs are often characterized by a framework of widely spaced arterials with connectivity limited by a system of large blocks, curving streets, and a dendritic (branching) system of streets often terminating in cul-de-sacs. Such street patterns do not support the mixing of land uses within the neighborhood, nor do they support

Figure 4–6: Major Street Dimensions, Avenue



Note: FR=Frontage Zone, W=Walk Zone, F=Furnishing Zone, E=Edge Zone, P=Parking Lane, TH=Travel Lane, and PS=Planting Strip. **Source:** Farr Associates. (2005). **Form-Based Code Study**. Prepared for the Grand Valley Metro Council, Grand Rapids, MI. Available at: www.gvmc.org/landuse/documents/fbc_res_streets.pdf; accessed February 26, 2015.

walking and cycling. *Traditional street networks* in older urban areas are characterized by a less hierarchical pattern of short blocks and straight streets with a high density of intersections.

Conventional vs. traditional networks differ in three measurable respects:

1. Block size,
2. Degree of connectivity, and
3. Degree of curvature of streets.

The first two significantly affect network performance and route choice.

ENCLOSURE

As mentioned earlier, streets interact with buildings to create public space. At proper scales this creates a public “room” that is welcoming and comfortable. The scale or ratio between the streets and the buildings is referred to as enclosure. The ratio between building height and distance from building front to building front in most T4 or T5 locations should be 1:1 or 1:2, or twice as wide as tall. Beyond a ratio of 1:3





enclosure properties are lost and the sensation of comfort diminishes. See Figure 4–9.

Enclosure refers to the extent to which streets and public spaces are *framed* by buildings, walls, trees, and other vertical items that define a space. *Public spaces that are framed by vertical elements, in relative proportion to the width of the space between the elements, have a room-like quality that is comfortable for people.* Creating these *outdoor rooms* is important to creating places that pedestrians want to occupy. Gordon Cullen, in his book **The Concise Townscape**, states that “. . . enclosure, or the outdoor room, is perhaps the most powerful, the most obvious, of all the devices to instill a sense of position, of identity with surroundings. . . it embodies the idea of here-ness.”¹

In an urban setting, such as a traditional commercial district or mixed-use neighborhood, *enclosure is formed by an unbroken line of building fronts*. Traditionally, buildings framed the thoroughfare in a ratio where the building height and the distance from building

1. Cullen, G. (1971–1995). **The Concise Townscape**. New York, NY: Van Nostrand Reinhold Co. Available for purchase at: www.amazon.com/Concise-Townscape-Gordon-Cullen/dp/0750620188; accessed October 30, 2015.

Figure 4–7: Future Street Typologies

	Prime Connector	Neighborhood Connectors	Local Streets	Principal Non-Motorized Routes
Example Cross-Sections				
Typical Design	<ul style="list-style-type: none"> • On-street bike lanes • Bike lanes and on-street parking where both can fit • Crosswalk bump-outs 	<ul style="list-style-type: none"> • On-street bike routes/lanes • Bike boulevards/other facilities where needed (see also Lansing’s <i>Non-Motorized Plan</i>) 	<ul style="list-style-type: none"> • Pedestrian crossing visibility • On-street parking 	<ul style="list-style-type: none"> • On-street: Local streets and short off-street segments that serve as parallel/cross-town routes • Off-street: Corridors along utility, natural or rail corridors
Users Served	Connects automobiles, bikes and pedestrians to other corridors via transit and enhanced facilities for all three modes.	Connects automobiles, bikes and pedestrians from neighborhood local streets to more major streets via bike routes/facilities, wide sidewalks and clear signage.	Local streets are all other public and private streets in the city. Very low traffic volumes with frequent stop-controlled intersections.	Provides connectivity for bikes and pedestrians; typically along local side streets or along natural features, utility or rail corridors.

Note: This is a partial take of the original graphic. The full version is available at the source link below. **Source:** City of Lansing, Michigan; SmithGroupJJR; and LSL Planning. (2012). **Design Lansing: 2012 Comprehensive Plan.** Lansing, MI. Available at: www.lansingmi.gov/design_lansing; accessed March 17, 2015.

to building were equal. In locations where the ratio is not what is desired, for example, when the distance between buildings is more than twice the height, pedestrians can feel exposed and uncomfortable. To correct a problem like this, other vertical elements are used to frame the space. If the road surface is too wide, a median with trees can frame the space. Street trees can also be used to frame a much more enclosed space between buildings and the edge of the sidewalk. If trees are not a viable option, *street furniture*, such as banners and building awnings, can create the physical enclosure of a room.

The reasons behind creating enclosure for pedestrian areas are the dual needs in humans for prospect and refuge.

Prospect is based on the pleasure received from views out onto a space, and refuge is based on perception of safety and observation of a defined space.² There are other urban design concepts that contribute to these two factors, such as complexity of design, but enclosure is the main design element behind prospect

2. Appleton, J. (1975–1996). **The Experience of Landscape.** London, UK: Wiley. Available at: https://books.google.com/books/about/The_Experience_of_Landscape.html?id=eA9nOgAACAAJ; accessed October 30, 2015.

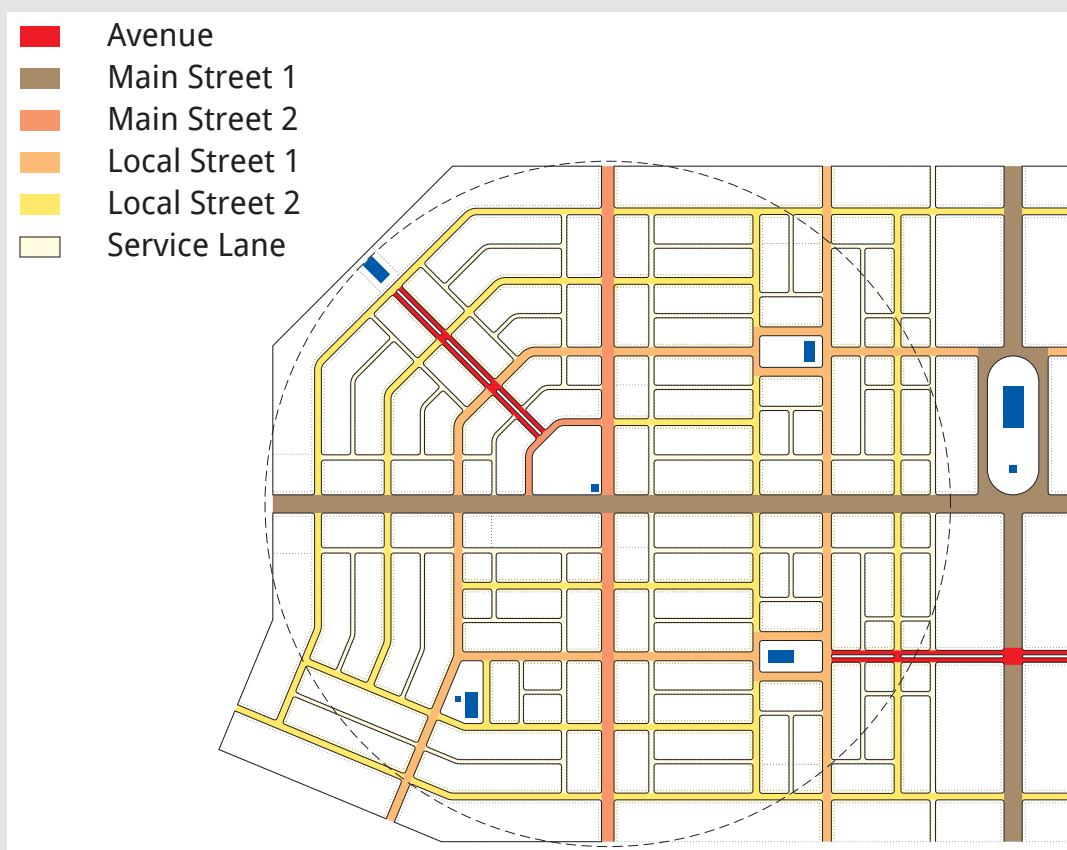
and refuge. Contemporary zoning often overlooks enclosure ratios. A strength of form-based codes, discussed in Chapter 8, is to bring enclosure ratios into zoning and create more productive public spaces.

BUILDING FRONTAGES

Successful interaction between buildings and streets is also dependent on *building frontages*. A building frontage is the side of the building facing the street from which pedestrians access the interior through the front door. On a retail street, the front of the building should have large clear windows allowing pedestrians to see into the interior. This permits a connection between the outdoor space and the indoor space. Five different frontage types are illustrated in Figure 4–10.

How a building interacts with a street is much more important than simply having a location along the street. Streets and public spaces are the foundations of community character, and the way buildings frame and interact with that space is a key component of creating a working, pedestrian-friendly space. This

Figure 4–8: Neighborhood Pattern with Connected Streets



Source: Metro Nashville/Davidson County Planning Dept. (2003). **Neighborhood Guidebook: A Resource Guide for the Neighborhood District Overlay**. Nashville, TN. Available at: www.sitemason.com/files/hla2xW/neighborhood_book_web.pdf; accessed March 4, 2015. Figure remade with permission, by the Land Policy Institute, Michigan State University.

Streets and public spaces are the foundations of community character, and the way buildings frame and interact with that space is a key component of creating a working, pedestrian-friendly space.

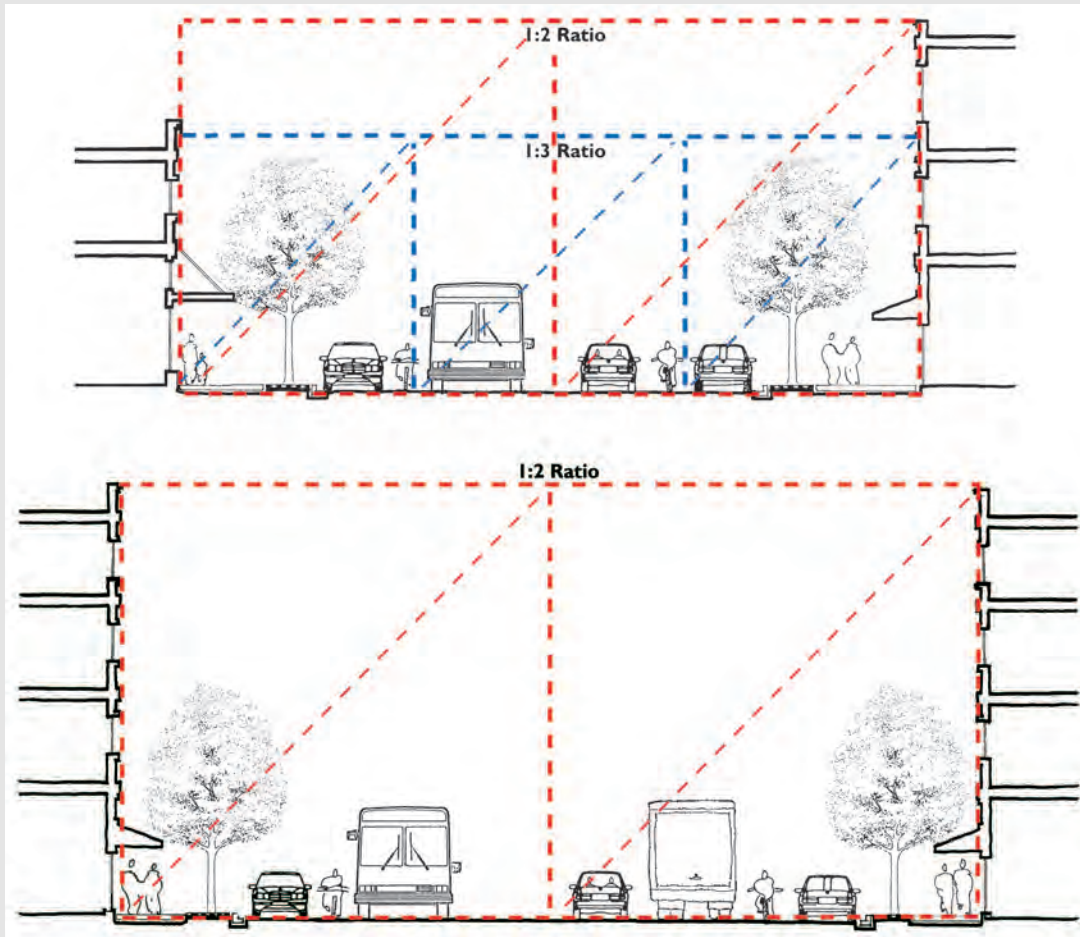
In contrast, contemporary sub-urban development displays little thought to the interaction between building and public space. In sub-urban residential areas, the primary feature fronting a residential street

is much easier to achieve in traditional downtowns and adjoining older neighborhoods than in most sub-urban areas, because in traditional downtowns, buildings are already close to the street, and ROW are often narrower, framing the public space.

is not living space, it is the garage and driveway, which demonstrates the form is designed to suit the needs of the automobile, not humans. In commercial areas, the primary sub-urban feature is a parking lot. Commercial buildings are often set far back from the street. This adversely affects the character of the neighborhood, and the viability and function of the private spaces. Human orientation is disrupted and social connectivity is discouraged, as opposed to being supported as in a traditional downtown design.

Building frontages serve to frame the public space and create the enclosure or public room where social interaction can take place. Correct enclosure creates a pedestrian-friendly space in which people feel safe and comfortable, and helps regulate traffic speed by keeping it slow. It is this public room that creates community character, and building frontage sets the tone as a *wall* framing the space. In a traditional

Figure 4–9: Examples of Street-to-Building Ratios



Source: Figure by Community Design + Architecture, 2010. Found in: ITE, and CNU. (2010). **Designing Walkable Urban Thoroughfares: A Context Sensitive Approach**. Washington, DC: Institute of Transportation Engineers. Available at: <http://library.ite.org/pub/e1cff43c-2354-d714-51d9-d82b39d4dbad>; accessed March 4, 2015.

residential area, structures have small front yards with porches or stoops attached to the front. This creates a transition social interaction area where people can converse and observe the street. This semi-private space creates safety based on the building character and street design. In traditional commercial areas the building sits at the sidewalk, framing the space, and creating a visually interesting environment. This framed space creates a public room for social and economic activity. Frontages and thoroughfares should be scaled together to create a pedestrian-friendly space.

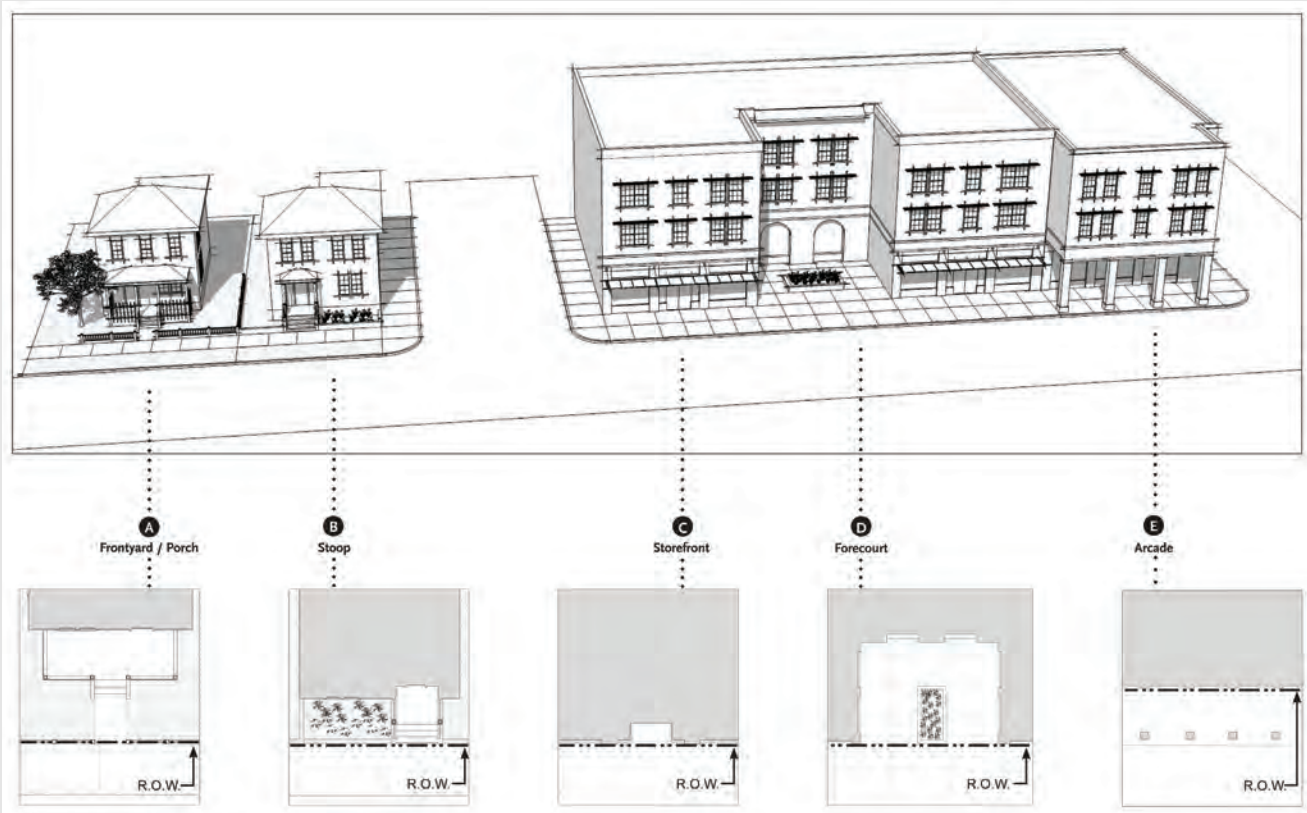
The interaction between the public realm and private space is also addressed in a set of design standards for walkable streets in the LEED for Neighborhood

Development standards (LEED-ND) These are addressed in detail in the next chapter.³

The interaction of a structure with the public space, or frontage, can be classified into eight basic categories. These frontage types define character and the type of interaction between private and public space. Figure 4–11 shows these eight frontages as they intensify from sub-urban to urban core. Common yard, and porch and fence are typical frontages seen in most sub-urban neighborhoods,

3. Congress for the New Urbanism, Natural Resources Defense Council, and the USGBC. (2011). *LEED 2009 for Neighborhood Development*. U.S. Green Building Council, Washington, DC. Available at: www.growsmartri.org/training/LEED%20for%20Neighborhood%20Development%20Rating%20System%20v2009%20%28Updat.pdf; accessed February 17, 2015.

Figure 4–10: Building Frontage Types



Source: Moule & Polyzoides Architects and Urbanists. (2006). **Uptown Whittier Specific Plan**. City of Whittier, CA. Available at: www.cityofwhittier.org/civicax/filebank/blobdload.aspx?blobid=3242; accessed March 4, 2015.

and a stoop would be its urban equivalent. Shop front, arcade, and gallery are commercial frontages typically seen in T4, T5, and T6 urban areas.

Frontage and enclosure are key aspects in form that lead to creating a sense of place. When done correctly they create places people want to gather and interact. These types of standards can be coded into local ordinances to help create vibrant places. See Chapter 8 for guidance on coding.

BUILDING TYPES

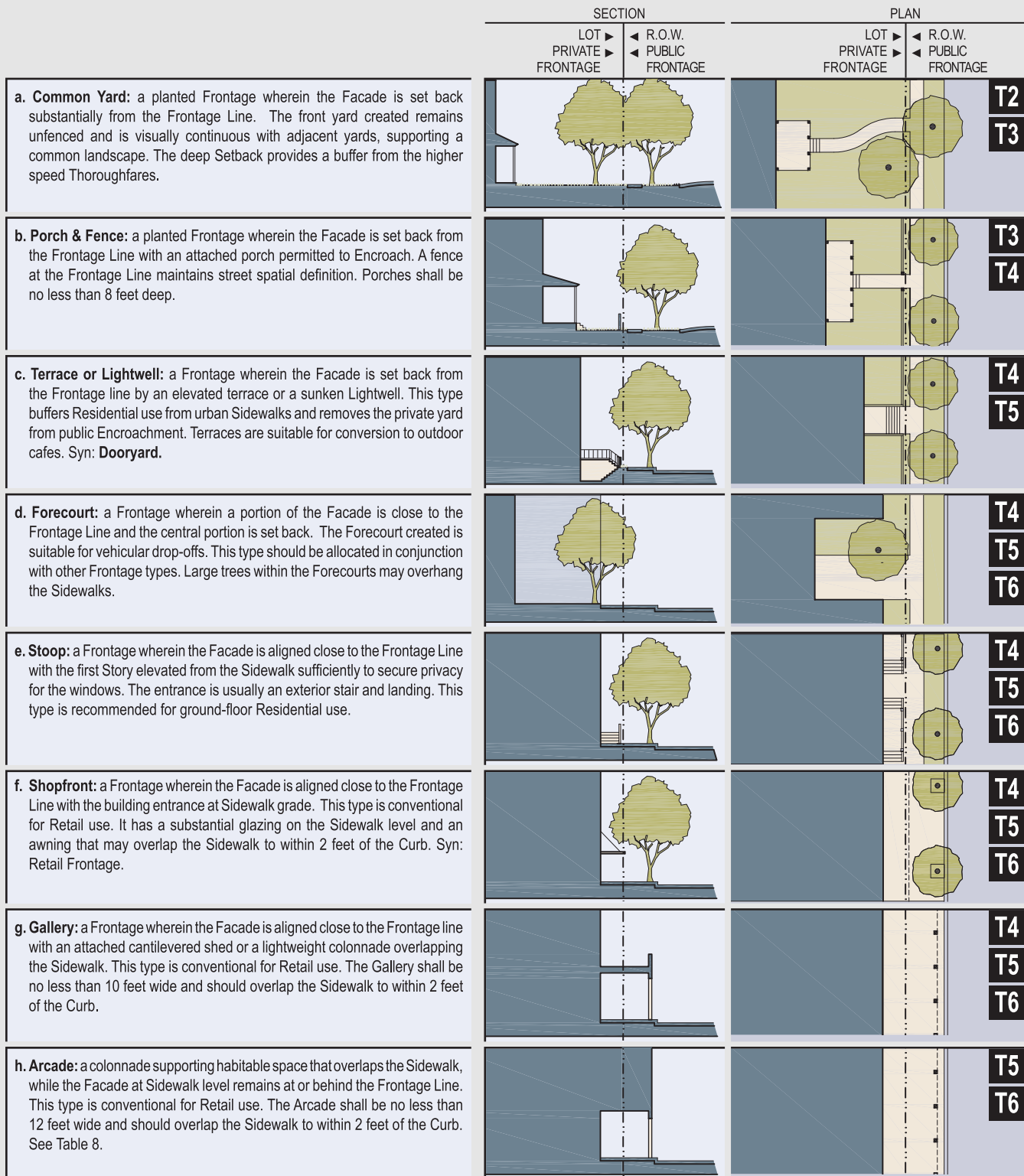
Buildings are the primary means of creating form that supports place. The building type, mass, placement, height, and other elements that comprise the structure are all contributors to the form of the building. This section looks at elements of building form and the underlying design of the private space that can be regulated. Together with streets, buildings help frame the public place.

Building types range from single-detached houses, to attached-housing buildings, to mixed-use commercial and attached housing. Building types are made up of housing, commercial, and civic types. There are numerous varieties of housing types that create differing contexts and are appropriate at different places on the transect.

Buildings are the primary means of creating form that supports place. The building type, mass, placement, height, and other elements that comprise the structure are all contributors to the form of the building.

A building type is a structure intended for a specific use that has recognition and familiarity. Building types are defined by three main characteristics: Function, disposition, and configuration. These characteristics

Figure 4-11: Eight Private Frontage Types



Source: Duany, A., S. Sorlien, and W. Wright. (2003). **The SmartCode, Version 9.2.** Gaithersburg, MD: The Town Paper. Available at: <http://transect.org/codes.html>; accessed August 18, 2015.

result in a predictable socio-economic performance within the community. Function defines the likely uses within a building and lot. Disposition is the placement of the building on the lot, as determined by setbacks or build-to requirements. Configuration is the three-dimensional form of the building. Access is an important component as well, and is determined by disposition and configuration.⁴

*Housing types fall into four main categories: 1) Edgeyard, 2) sideyard, 3) rearyard, and 4) courtyard.*⁵ These categories are primarily determined by disposition. A structure surrounded by yard is an edgeyard. A structure occupying one side of the lot with its primary yard to one side is considered a sideyard. A rearyard building is one that occupies the entire frontage of the lot with the yard to the rear, and a courtyard structure is one that occupies the parcel and surrounds the yard. See Figures 4-12 and 4-13, and the three photos on this page.

Within these broad categories are subtypes of structures. In rural areas, an edgeyard house is often called an estate or country house. In more urban areas edgeyard house types include single detached and cottages, which are differentiated by their form. Mansion apartment houses also are an edgeyard housing type, which incorporates three or more housing units into a structure with the form of a single housing unit, or a house with private or shared entrances facing the street.

If a sideyard housing type shares a common wall with another sideyard unit on a separate lot it is a twin or duplex. Rearyard structures that share common walls with the façade, forming a continuous frontage, are referred to as rowhouses or townhouses, and are typically found in more urban settings. Courtyard housing is typically multifamily with private entrances fronting the yard.

All of these housing types belong in appropriate context. Rowhouses are out of place in agricultural areas and a country house would be out of place in an urban downtown.

What is important for Michigan communities is to allow and encourage all of these housing types in

4. DPZ. (2003). **The Lexicon of New Urbanism**. Miami, FL: Duany Plater-Zyberk & Company. Available at: www.dpz.com/uploads/Books/Lexicon-2014.pdf; accessed February 17, 2015.

5. See Footnote 4.



Rearyard-Apartment over Commercial in Gaylord, MI. Photo by Jason Cox.

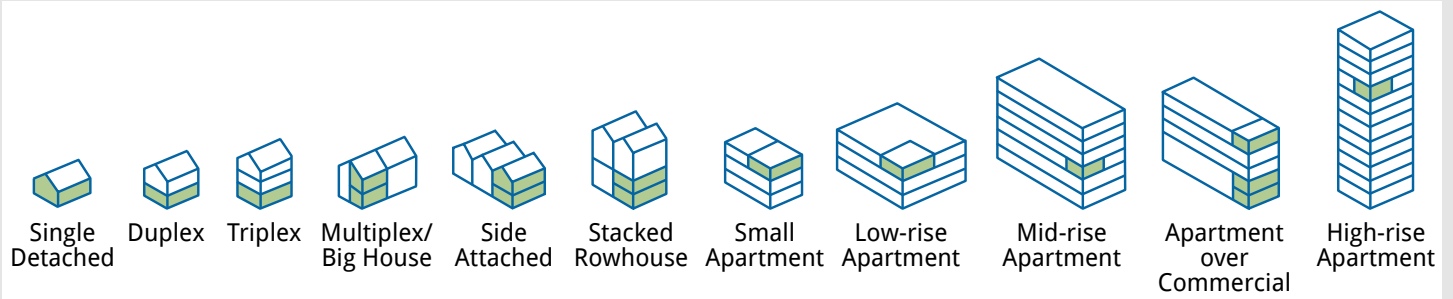


Edgeyard-Single Detached next to Sideyard-Mid-Rise Apartment in East Lansing, MI. Photo by the MSU Land Policy Institute.



Edgeyard-Duplex in East Lansing, MI. Photo by the MSU Land Policy Institute.

Figure 4-12: Form of Different Housing Types



Source: Metropolitan Design Center. (2005). "Housing Types Fact Sheet – Cover." College of Architecture and Landscape Architecture, University of Minnesota, Minneapolis, MN. Available at: www.corridordevelopment.org/pdfs/Housing%20Types/HTFS_cover.pdf; accessed March 17, 2015. Figure remade with permission, by the Land Policy Institute, Michigan State University.

Figure 4-13: Various Housing Types



Note: Duplex and Triplex examples are side-by-side instead of stacked as in Figure 4-12 above. The Multiplex/Big House is a conversion instead of being designed and built as multiple units. **Source:** Figure by the Land Policy Institute, Michigan State University, 2015. Photos by the Michigan Municipal League/www.mml.org (Side Attached) and Sharon M. Woods – LandUse|USA (Stacked Rowhouse and High-Rise Apartment). All other photos by the Land Policy Institute.

appropriate locations. Most of the housing stock in Michigan falls into single-family housing or courtyard attached. To attract talented workers looking for missing housing types (see the diagram of Missing Middle Dwelling Types in Figure 2-13 in Chapter 2 (page 2–23)), communities can change their zoning codes and allow the private sector to meet this growing demand.

The commercial building type is typically based on massing and scale. Massing refers to the general shape and size of a building (height, width, and depth). Put differently, massing is a building's posture relative to the space around it.

Commercial structures are often categorized based on the vertical grouping of character elements. The most basic type is a one-part commercial structure. It is a single-story structure with mass fronting the street. This type of structure is appropriate in a commercial node in a T4 or T5 location on a major street that forms the perimeter of a neighborhood, or a small commercial area in the center of a neighborhood. As demonstrated in the top part of Figure 4–14, the one-part commercial building is focused on the street and engaged in the pedestrian space.

Larger buildings are created by stacking additional building mass vertically. Two-part or more stacked structures create buildings of 2 to 4 stories, or a stacked structure creating a building of five or more stories. A stacked structure has two or more massing characteristics with differing architectural elements. In all cases there is a distinct separation between the first floor and those above. All have a first floor designed to engage the pedestrian space fronting the building by being open and welcoming. Clear glass covering at least 60% of their façades between three and eight feet above grade is critical to allow for natural light penetration. Ideally, the first floor should have a minimum height of 14 feet to accommodate a variety of uses and flexibility. See Figure 4–14.

BUILDING MASS AND PLACEMENT

Building mass and placement works with the building façade to organize the space of the public street, and complements the context and function of the street. Mass and placement are two key features to creating enclosure. If the mass of a building is too small, and placed adjacent to the ROW, it does not work to create the character needed to function at its best. In an urban setting, if the structure has correct mass, but is placed back from the ROW it



Residential frontages in Lansing, MI. Photo by the MSU Land Policy Institute.

creates a void. Building placement is key in creating a walkable place—the building front has to be close to the ROW and engage pedestrians in the ROW with its frontage. Parking in urban areas needs to be placed behind the building and provided on the street. Otherwise it undermines the integrity of the space for pedestrians. Figure 4–15 illustrates a typical sub-urban commercial building placement compared to an urban street.

Residential structures should be facing the street with a porch or other frontage where personal interaction can take place. The connection between the public space (street) and home promote and facilitate social interaction. In a T4 or T5 neighborhood, houses are sited close enough to the street that a person standing on the porch can make out the facial features of a person on the porch across the street. This promotes familiarity and helps with safety. The careful placement of civic and public gathering spaces reinforces the public space. Important civic buildings can serve as landmarks when placed at terminating views.

Building height is part of mass and scale. If a building is too tall for the context, it feels out of place. Building height should be correlated to the street to create enclosure as mentioned earlier. In T4, T5, and T6 zones, the first several stories serve to create the enclosure. In an urban core setting (T6), building height can be very high, restricted only by the municipal ability to service it and ensure no unreasonable impact on abutting properties. In an urban center transect zone (T5), building heights may be capped at 4 to 6 stories, depending on the population of the community. In general, in urban zones (T4), a height of two to four stories is appropriate. Differing building heights adjacent to

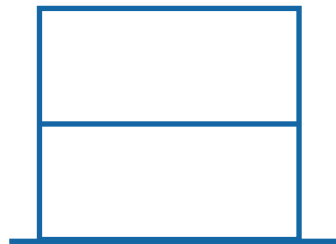
Figure 4-14: One-Part and Multi-Part Commercial Blocks

One-Part
Commercial Block



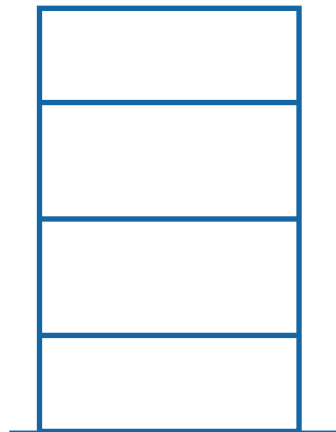
2005 E. Michigan Avenue

Two-Part
Commercial Block



1215 Turner Street

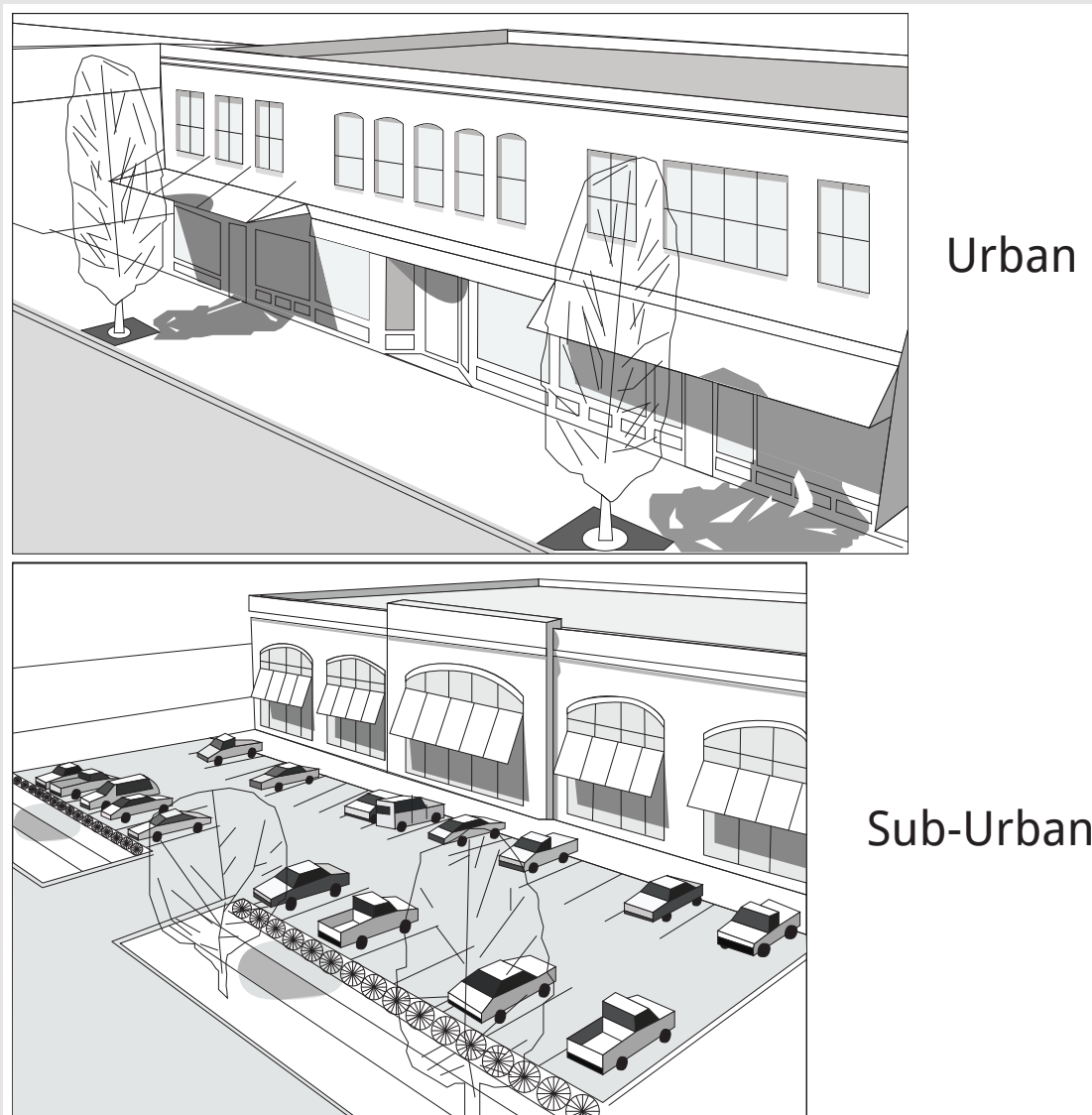
Stacked Vertical Block



124 W. Allegan Street

Source: Inspired by graphics found in: Detroit Historic District Commission. (n.d.). *Draft Design Guidelines for Commercial Buildings*. Detroit, MI. Available at: www.detroitmi.gov/Portals/0/docs/HistoricDistrictComm/commercial_guidelines.pdf; accessed April 15, 2015. Figure and photos (from Lansing, MI) by the Land Policy Institute, Michigan State University, 2015.

Figure 4-15: Sub-Urban and Urban Commercial Building Frontage Placement



Source: City of Dearborn. (2014). **Dearborn 2030: Master Plan.** Dearborn, MI. As authorized by CR 7-338-15. Available at: <http://cityofdearborn.org/documents/city-departments/city-plan/2223-master-plan-2030/file>; accessed March 17, 2015. Figure remade with permission, by the Land Policy Institute, Michigan State University.

each other can create complexity and interest, but too large of a difference creates gaps that can disrupt the sense of enclosure and create privacy concerns.

BUILDING ELEMENTS

Building elements are components of a building that affect place and pedestrian activity. These can turn a building into a welcoming space. *Typical elements of concern are access, fenestration (the design and placement of openings, such as windows and doors), bulkheads, and transoms, as well as projections from the building, such as awnings and balconies.* The design of the ground floor of a structure is critical to creating quality space and

attracting pedestrians. It must be visually interesting and have the ability to see into the interior of retail stores. Vertical elements contribute to visual and pedestrian interest so it is a stimulating pedestrian environment. A 12- to 24-inch-high *bulkhead* is low enough to allow for large visual displays and creates the retail window form. *Transoms* allow light inside and establish a visual separation between the floors. A *cornice* is the architectural feature that accentuates the separation. See Figure 4-16.

Vertical separation elements between upper-floor entry and the first-floor entry at the ground level are needed

so there is no mistaking the entry to each. Functioning awnings allow for the transition from sidewalk to store in inclement weather, as well as provide opportunity for signage. Orientation of windows and ratios of scale for the other elements are also critical in creating pedestrian interest. Windows need to be square or a vertical rectangle to create interest. If elements are not in proportion to the scale of the building it will appear to be disjointed and unappealing. A storefront has very little time to capture pedestrian interest, typically two to three seconds to entice walkers to stop and look or enter the store.

Fenestration is also important on alleys in commercial districts. It creates visual interest and safety in these areas. The addition of windows and lighting can make an alley an inviting pedestrian walkway.

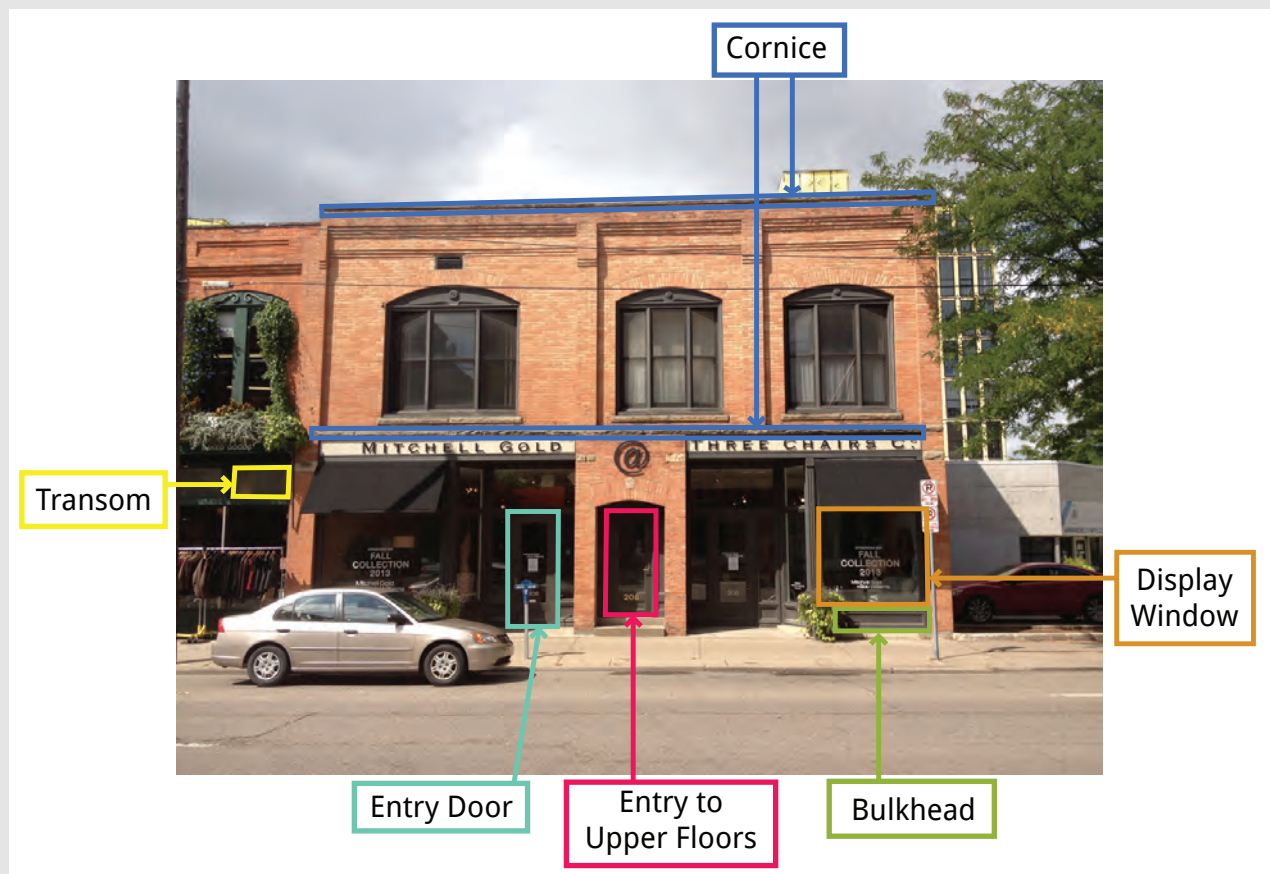
Residential structures also have building elements that are necessary to creating place. Porches and fenestration serve to create the semi-private space between the private space of the interior of the house and the public space of the street. Without the sense of visual interaction from these elements, streets become unwelcoming and lose a sense of place. Look again at the photo of houses on page 4–22. The porches are transition space that connect the house to the sidewalk and the street, and vice versa.

BLOCKS

Streets, lots, and buildings come together to build blocks. Figure 4–17 illustrates the relationship of these pieces.

Blocks are principally characterized by the streets that define them. That means largely by the physical characteristics of the street as described earlier in this chapter, but also by the volume and type of traffic

Figure 4–16: Building Elements



Source: Inspired by a graphic found in: Detroit Historic District Commission. (n.d.). *Draft Design Guidelines for Commercial Buildings*. Detroit, MI. Available at: www.detroitmi.gov/Portals/0/docs/HistoricDistrictComm/commercial_guidelines.pdf; accessed April 15, 2015. Figure by the Land Policy Institute, Michigan State University, 2015. Photo (from Ann Arbor, MI) by Robert Gibbs, Gibbs Planning Group.

The Better Block Project

Good form is dependent on the human-scale relationship of streets and buildings as they come together to create blocks. The Better Block Project, started in April 2010, provides news, information, and utilities to help cities develop their own Better Block projects and to create a resource for best practices. The Better Block Project is a demonstration tool that rebuilds an area using grassroots efforts to show the potential to create a great walkable, vibrant neighborhood center. The project acts as a living charrette so that communities can actively engage in the Complete Streets build out process and develop pop-up businesses to show the potential for revitalized economic activity in an area. Better Blocks are now being performed around the world, and have helped cities rapidly implement infrastructure and policy changes.

The Better Block initiative focuses on four key areas when assessing a project: 1) safety, 2) shared access, 3) staying power, and 4) eight to 80 amenities. This last element refers to the age range a successful block should attempt to target, as engaging blocks and public spaces offer amenities and attractions that cater to the young and old alike, and encourage everyone in the community to share and enjoy. The organization's website elaborates upon these essential elements with a step-by-step breakdown of their assessment process, and also provides resources, such as surveys and interactive postings of Better Block success stories.

For more information, visit: <http://betterblock.org/>.

abutting streets carry. Other fundamental elements of blocks include lots for both private and public uses, and parks or squares as common space for residents and visitors of the block.

Traditionally, blocks are rectangular with block length ranging from 200 feet to 900 feet. Average blocks are 700 feet–750 feet long and 300 feet wide. That makes for a 2,000-foot perimeter distance around the block, which contains 4.8 total acres. If the block is split with 14 lots at 100-foot width by 150-foot depth, the result is 2.9 units/acre if each lot is occupied with single-family dwellings; if split with 50-foot-wide lots, it is 5.8 units/acre. This is without an alley.

As presented earlier, the purpose of a fine-grain, regular block structure is to maximize human connectivity and access. One of the most historic and successful block patterns is Savannah, GA. Laid out by General Oglethorpe, there were rules for streets, lots, and buildings that resulted in a pattern repeated multiple times over and intersected with broader, tree-lined boulevards as thoroughfares through the neighborhood. This design provides many terminating vistas at neighborhood public squares. See Figures 4–18 and 4–19.

Many cities and villages across the Midwest were created based on a grid pattern (but without the repeating public squares). Communities laid out in

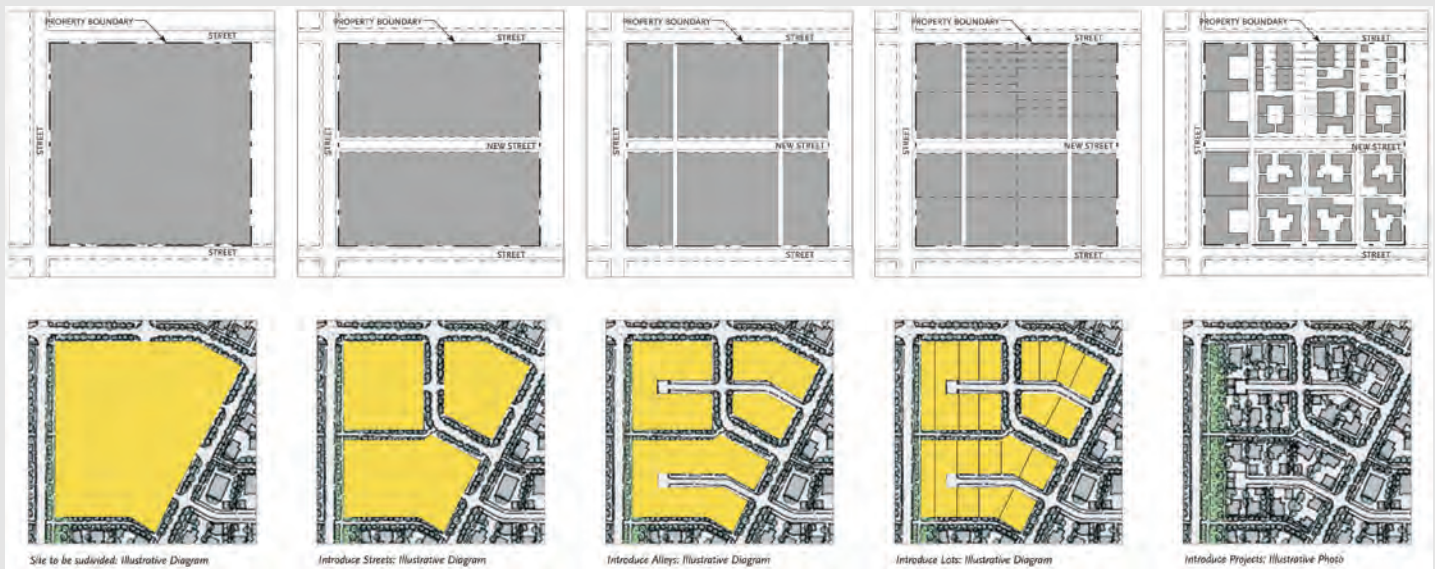
the late 1800s in Michigan often followed a tight grid pattern, sometimes with varying block sizes.

Historically, there have been two patterns that can result from the assembly of streets and buildings on lots to create blocks. Both have the basic elements of blocks with private lots that interface with the public ROW and services. But, only one pattern results in a form that is a suitable node or center for a community where Strategic Placemaking activities can easily occur. It is the traditional urban grid pattern.

The other is the sub-urban pattern of blocks. These are typically irregular with automobile-focused buildings that are large in size, and numerous streets terminate in cul-de-sacs. These are often desired by residential homeowners, because of the limited street traffic. However, they contribute enormously to major thoroughfare congestion, because most traffic is forced out to the perimeter (often the half-mile, and mile roads). If road repair or an accident closes down a street, then residents may be inconvenienced for a lengthy period of time, compared to the grid network that provides multiple options for getting to each lot.

In contrast, walkability requires easy and complete access to buildings. When buildings are set back, arrival by foot takes longer. Individual properties often carve up the front of a block into independent parking lots. This use of land disrupts continuity of connectivity

Figure 4–17: Variations of Blocks



Source: Moule & Polyzoides Architects and Urbanists. (2006). **Uptown Whittier Specific Plan**. City of Whittier, CA. Available at: www.cityofwhittier.org/civicax/filebank/blobload.aspx?blobid=3242; accessed March 4, 2015.

and access, and creates unattractive and unpleasant spaces for pedestrians to walk across. It devalues the overall walking experience and also the potential land value. Property owners often invest in large signs advertising to drivers, and sometimes in landscaping to help soften the appearance of the parking lot.

In sub-urban commercial areas, blocks are often too large for comfortable pedestrian activity with a block circumference of a half mile or more. A typical solution for blocks that are too big is to create one or more pedestrian cut-throughs “mid-block” in order to create a more human-scale environment.

In contrast, the traditional urban pattern of people-focused buildings is the pattern that results in a sustainable node or center. The combination of on-street parking and urban buildings carefully screen or fully hide off-street parking. Off-street parking is placed in the interior courts or in landscaped gardens to the side or rear of the building. Thriving urban downtowns or small villages rarely require off-street parking minimums, although sometimes public off-street parking facilities are needed. An emerging trend is for municipalities to prescribe a maximum number of parking spaces per lot that are allowed

Block Standards

Block standards vary in context and character. Walkable environments require a fine-grain (small in size with high levels of connectivity) block pattern that allows for multiple routes. As the intensity and complexity of the urban fabric decreases then block circumferences can increase, but walkability will decrease. The Smartcode® template provides transect based block standards.

Maximum block perimeter:

- T3 – 3,000 ft. perimeter.
- T4 – 2,000 ft.

Block length:

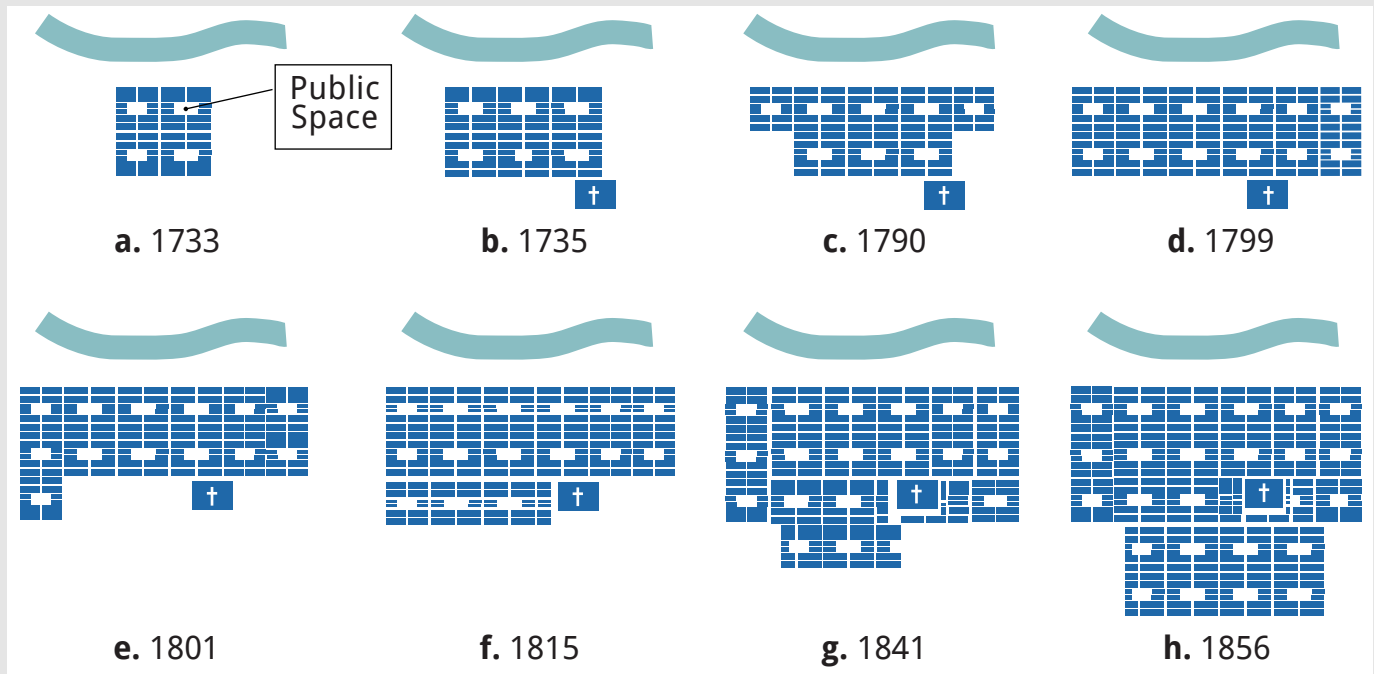
- Seven hundred to 750 ft.

Lot width:

- T3 – 30–100 ft.
- T4 – 20–50 ft.

Source: Talen, E. (2009). **Urban Design Reclaimed: Tools, Techniques, and Strategies for Planners**. Chicago, IL: APA Planners Press. Available at: www.planning.org/store/product/?ProductCode=BOOK_ARUB; accessed July 7, 2015.

Figure 4–18: Historical Block Progression in Savannah, GA, 1733–1856



Note: Each ward unit (blue block) includes a public space in the center of it (white box), i.e., in 1733, there were four ward units, including four public spaces. **Source:** Inspired by graphic found in: Reps, J.W. (1965). *The Making of Urban America: A History of City Planning in the United States*. Princeton, NJ: Princeton University Press. Figure by the Land Policy Institute, Michigan State University, 2015.

(including none). This makes better use of limited space in T5 and T6 zones.

CONCLUDING OBSERVATIONS

Urban form is quite different from sub-urban form, but the building blocks of each are the same, they are just organized in different arrangements. Urban form results in a human-scaled environment that lends itself to the full array of placemaking opportunities. In contrast, sub-urban form is designed to accommodate people in cars, and is more challenging if the goal is to achieve a walkable, human-centered result. While there are several books on how to do so (**Sprawl Repair Manual**, **Sprawl Retrofit**, and **Retrofitting Suburbia**, see Appendix 4: Placemaking Resource List at the end of this guidebook for full citations), the starting point in many low-density suburbs needs to be a few key nodes (and possibly new centers), along a major transit corridor connected to traditional city centers.⁶

6. In 2009, *Time Magazine* named the movement of retrofitting suburbia as one of the top 10 ideas changing the world. It spoke to the traction that the idea of creating walkable, human-scale places is gaining. See: Walsh, B. (2009). "Recycling the Suburbs." *Time Magazine*, March 12, 2009. Available at: http://content.time.com/time/specials/packages/article/0,28804,1884779_1884782_1884756,00.html; accessed March 4, 2015.

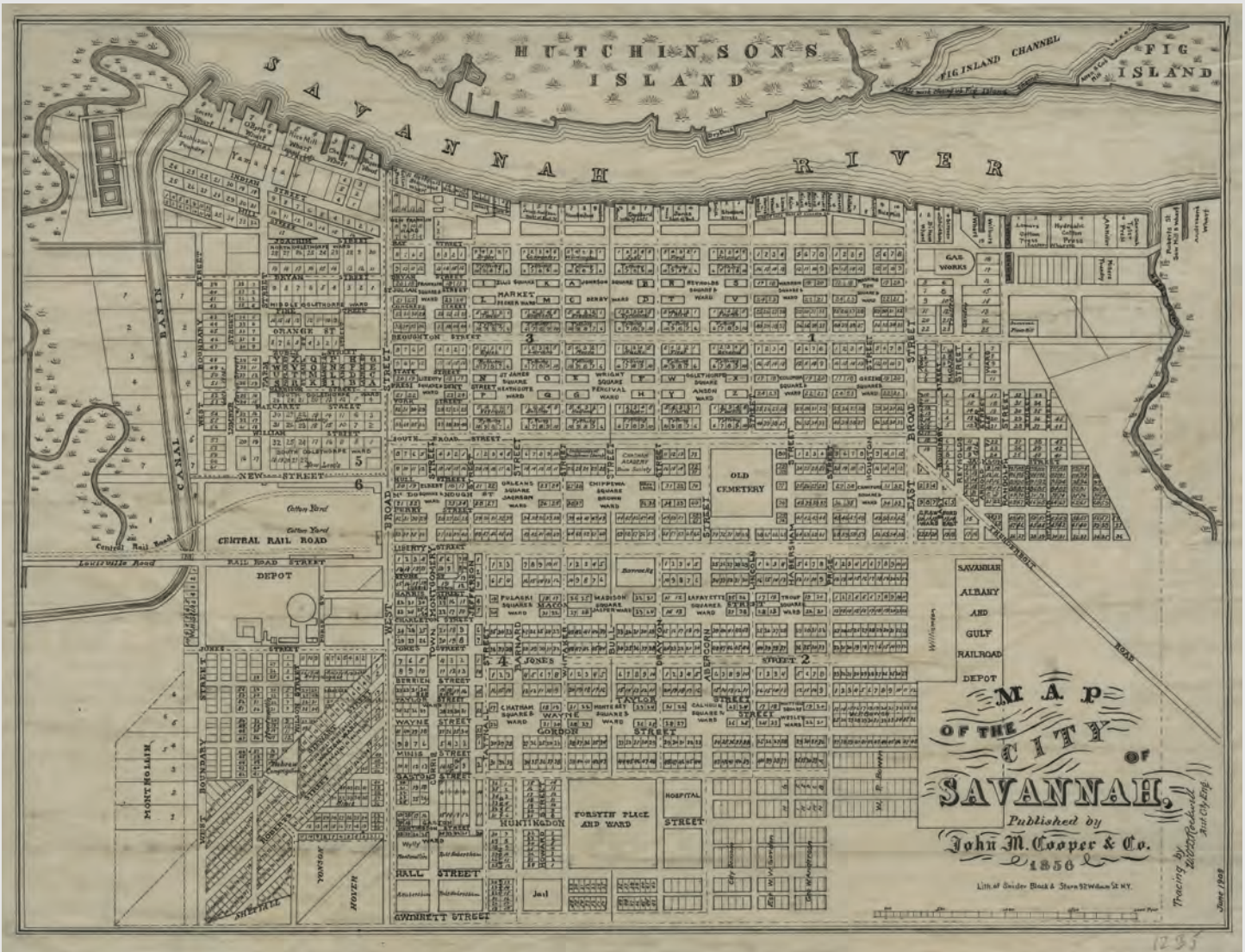
Dunham-Jones, E. (2010). "Retrofitting Suburbia." TEDxAtlanta, January 2010. Available at: www.ted.com/talks/ellen_dunham_jones_retrofitting_suburbia; accessed March 19, 2010.

Cities with traditional downtowns are the easiest places to engage in placemaking, because the urban form is usually good. The downtown generally has the right building mass and street width proportions, and is already human-scale and walkable. The same is often true in the older commercial areas at the edges of old, urban residential neighborhoods. A recent study says those places outperform similar newer areas (see the sidebar on page 4–30). These are the places to target initial placemaking efforts.

If it ain't broke, don't fix it. Allowing changes to existing good urban form in a traditional downtown can be among the most destructive mistakes a community can make. Common mistakes that undermine good form and negatively affect the long-term sustainability of that place for commerce and civic activity include:

- Replacing a 3- to 4-story building with a one-story building;
- Setting a new building back from adjacent existing buildings and putting parking in front;

Figure 4-19: Map of Block Pattern in Savannah, GA, 1856



Source: The Oglethorpe block pattern completed in Savannah, GA. Map by John M. Cooper & Co., 1856, with tracing by W. Rockwell, 1909, appears courtesy of Hargrett Rare Book and Manuscript/University of Georgia Libraries, Athens, GA.

- Not allowing mixed uses in buildings with commercial on the first floor and office or residential on upper floors; or
- Allowing new buildings that are too tall relative to the ratio of building height to street width (except where a downtown is shifting from T5 to T6).

more diversity of uses that will become service centers and focal points for the community. At a smaller geographic scale, nodes, centers, and corridors, and the blocks that define them, become the centers and edges of neighborhoods. Instinctually, we know what a neighborhood is and have a mental map of our own neighborhood. The next chapter explores neighborhood structure in more detail.

In short, in order to create quality places, it is important to assemble the basic elements of blocks (streets, parks, lots) in a manner (form) that creates or reinforces nodes, centers, and corridors consisting of greater building masses (higher intensity of use) and

Auto-Focused and People-Focused Design Contrasted

The Walkable and Livable Communities Institute (WALC) has a series of high-quality comparative graphics called: **A Townmaker's Guide for Healthy Building Placement**. A typical sub-urban automobile-focused design is compared with a people-focused urban design. Notes explain key aspects of each graphic and illustrate many of the points in this chapter.

The WALC is a nonprofit organization that promotes the importance of creating healthy, connected communities that support active lifestyles through walkable design and accessibility within the built environment for all members of the community. Their work aims to *inspire* community visions for a better future; *teach* the benefits of walkability and

livability through best practices; *connect* community stakeholders with the proper tools and resources; and *support* sustained efforts for improved community health through continued guidance and assistance. Dan Burden, co-founder of the WALC Institute, is one of the nation's leading experts on how communities can become more walkable.

For more information, and access to the high-quality comparative graphics described above, visit: www.walklive.org. Also, WALC recently produced a report with more information and graphics on these topics entitled *The Imagining Livability Design Collection*. See Appendix 4: Placemaking Resource List at the end of this guidebook for the full citation.

Evidence that Older and Smaller is Better

A recent study from the National Trust for Historic Preservation entitled **Older, Smaller, Better: Measuring How the Character of Buildings and Blocks Influences Urban Vitality**, found that a mix of older smaller buildings in San Francisco, CA; Seattle, WA; and Washington, DC, performed better than districts with larger, newer structures when tested against a range of economic, social, and environmental outcome measures. Specifically the study found:

- “Older, mixed-use neighborhoods are more walkable with higher Walk Score® rankings and Transit Score® ratings than neighborhoods with large, new buildings.
- Younger people love old buildings.
- Nightlife is most alive on streets with a diverse range of building ages.
- Older business districts provide affordable, flexible space for entrepreneurs of all backgrounds.
- The creative economy thrives in older, mixed-use neighborhoods.
- Older, smaller buildings provide space for a strong local economy.

- Older commercial and mixed-use districts contain hidden density.”

The report concludes that some general planning and development principles can be applied in other communities as well:

- “Realize the efficiencies of older buildings and blocks.
- Fit new and old together at a human scale.
- Support neighborhood evolution, not revolution.
- Steward the streetcar legacy.
- Make room for the new and local economy.
- Make it easier to reuse small buildings.”

For a copy of the full report, visit: www.preservationnation.org/information-center/sustainable-communities/green-lab/oldersmallerbetter/; accessed March 19, 2015

Source: National Trust Preservation Green Lab. (2014). **Older, Smaller, Better: Measuring How the Character of Buildings and Blocks Influences Urban Vitality**. National Trust for Historic Preservation, Washington, DC. Available at: www.preservationnation.org/information-center/sustainable-communities/green-lab/oldersmallerbetter/; accessed March 19, 2015.

AIA Michigan

The AIA Michigan (AIAMI) is the Michigan chapter of the American Institute of Architects and is a member of the Michigan Sense of Place Council. It is made up of 10 local chapters all working to demonstrate the benefits of architecture-designed buildings, in part through education and training, advocacy, and design and recognition awards. The AIAMI seeks to promote, strengthen, and advance the best design to build a better Michigan.

The AIA Michigan was instrumental in guiding and facilitating the cosponsors and the application, review, and award determinations of the 2015 Michigan “Missing Middle” Housing Design Competition. See the sidebar in Chapter 2 (page 2–24) for more on the competition.

For more information, visit: www.aiami.com/.

Key Messages in this Chapter

1. Good form refers to buildings that have a relationship to a street based on mass, location, and the physical characteristics of the street that are human-scaled, comfortable, and safe to be in.
2. Good form is based on building, street, neighborhood, and block design standards.
3. Form matters, place matters, and good form leads to high-quality places where people want to live, work, play, shop, learn, and visit.
4. Understanding form along the rural-to-urban transect is critical to implementing placemaking. The Empire State Building is no more appropriate in a rural or T2 zone than a wooden barn is in an urban center T5 zone. Certain forms and elements belong in particular environments based on intensity of the built environment and the physical and social character there.
5. The right-of-way (ROW) is much more than the street from curb to curb. It is also activity space. In an urban downtown setting, the ROW is often building face to building face, encompasses the sidewalks, the street, and includes significant above- and below-ground public infrastructure that provides a host of public services for both public and private interests, such as pedestrian travel, transit service, and utilities (like lighting, water, sewer, natural gas, electricity, and telecommunications).
6. The public ROW provides a variety of services and access to adjacent private parcels that, in turn, provide enormous benefits to the private parcel.
7. A ROW in a typical city takes up 20%–30% of the total land area. Streets are the most important part of the ROW and function as public spaces that often introduce the community to visitors and serve all modes of movement. Streets connect places, both near and far, and are associated with commerce and social interaction.
8. Traditional street classification systems establish a hierarchy of streets that focus on serving vehicular traffic above all other uses.

Key Messages in this Chapter (cont.)

9. A greater variety of street types (avenues and boulevards, free-flow streets, yield-flow streets, alleys and lanes, and passages and paths) that are focused on function and urban context need to be used to create streets as public spaces. These varied design standards help reinforce the role of the street as a public space and use design tools to make the space accommodate cars, bicycles, pedestrians, and transit as required by the context of the place.
10. Compact, mixed-use neighborhoods depend on a pattern of highly connected local, minor, and major thoroughfares. The high level of connectivity results in blocks that provide many choices of routes to destinations, support a fine-grained urban lot pattern, and provide direct access to many properties.
11. Streets interact with buildings to create public space for human activity.
12. Public spaces that are framed by vertical elements in relative proportion to the width of the space between the elements have a room-like quality that is comfortable for people.
13. How a building addresses the street is much more important than simply having an address on the street and parking in front. Streets and public spaces are the foundations of community character, and the way buildings frame and interact with that space is a key component of creating a working, pedestrian-friendly space.
14. Buildings are the primary means of creating form that supports place. The type of building, the mass (width, depth, height), and placement of the building, and other elements that comprise the structure are all contributors to the form of the building.
15. There are eight basic categories of building frontage types. These frontage types define character and the type of interaction between private and public space.
16. There are 11 common housing types, and commercial building types are either one-part block or vertical, multi-part block structures with repeating elements.
17. Building placement is key in creating a walkable place. The frontage has to be close to the ROW and engage the ROW with its frontage. Parking in urban areas needs to be placed behind the building and provided on the street.
18. Building elements are components of a building that affect place and pedestrian activity. These can turn a building into a welcoming space. Placement, size, and scale of windows and doors, and associated features make a huge difference in how inviting a building is to pedestrians.
19. Streets, lots, and buildings come together to build blocks. The purpose of a fine-grain, regular block structure is to maximize connectivity and access. Walkable environments allow for multiple routes. Block standards vary with context and character. Standard block lengths should not be greater than 700 feet to 750 feet.



Chapter 4 Case Example: Boyne City Main Street

The Main Street Program focuses its efforts around the National Trust for Historic Preservation's Main Street Four-Point Approach® of promotion, design, organization, and economic restructuring. It is important to note that design and economic restructuring are half of the Main Street tenets. When a community establishes and protects quality form in its downtown, the stage is set for people to activate the public space and create a catalyst for economic development (see the Michigan Main Street Program sidebar in Chapter 12 (pages 12–6 and 12–7) for further details on the program).

Boyne City is a great example of a community that has used quality design as an economic tool through the Michigan Main Street Program. The Boyne City Main Street Program began in 2003 with the task of reinvigorating a stagnant downtown organization and increasing business activity and investment. Funded through tax increment financing, event revenues, and sponsorships, Boyne City Main Street now boasts an annual budget of approximately \$400,000. Total infrastructure investment in the downtown surpassed \$6 million dollars in the first 10 years of the program.

Many of the elements of quality places presented in this chapter exist intentionally in Boyne City: appropriate enclosure ratios, two-story historic buildings with retail on the main floor, consistent architectural design, public spaces, sidewalks that accommodate pedestrians, as well as outdoor dining, etc. Boyne City Main Street uses successful events (such as Stroll the Streets, Boyne Thunder, and the



SOBO Arts Festival in downtown Boyne City, MI. Photo by Richard Wolanin.

Harvest Festival) to build momentum and support for increased investment in the physical condition of its downtown. Boyne City Main Street harnessed this momentum by investing in façade and streetscape improvements and encouraging businesses to increase their investment in the downtown. Participants in the program know that increasing activity and improving the physical appearance of downtown will help catalyze private investments.

Boyne City Main Street is a volunteer-driven organization led by an appointed board, a full-time Main Street manager, and supportive leadership from community institutions, such as the public school system, the Chamber of Commerce, and City government. Boyne City was one of the first communities to participate in the program under the auspices of the Michigan Main Street Center and it has been one of the most successful—recognized twice as the state's Main Street of the year, listed in the National Register of Historic Places, and once selected as a Great American Main Street semifinalist. Much of Boyne City's success is predicated on consistent collaboration between major community organizations, with financial and technical support from local sources and State government agencies.

For more information, visit: <http://miplace.org/resources/case-studies/boyne-city-main-street>; accessed February 6, 2015.



Cafe musician in downtown Boyne City, MI. Photo by Richard Wolanin.

Chapter 5: Neighborhood Structure



Cherry Hill Village in Canton, MI. A neighborhood built on New Urbanist principles. Photo by the MSU Land Policy Institute.

INTRODUCTION

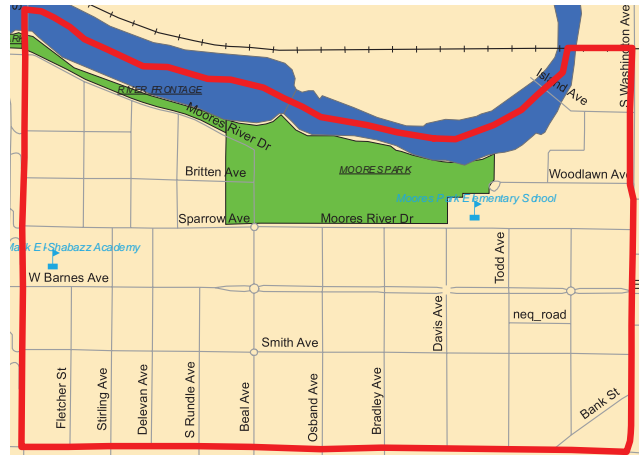
Throughout recorded history, neighborhoods have been the basic unit of human settlement. Assembled at proper scales and forms, blocks of streets and buildings create neighborhoods that, when combined together, create villages and with more aggregation, cities. Good neighborhoods last for centuries.

Instinctually, people know what a neighborhood is and most people have a mental map of their own neighborhood, which is very similar to that of their neighbors, even if the neighborhood does not have formal “declared” boundaries. Neighborhoods vary in size, but the most sustainable urban neighborhoods are scaled to human interaction at an easily walkable scale, which means they are confined to a specific geographic area. That does not mean there is no overlap between neighborhoods; there often is at the edges, particularly where there is a common geographic feature like a commercial area, a minor arterial, or a civic space like a park. Nodes and corridors help to center and shape a neighborhood and connect it to other neighborhoods.

“Urban morphology” is a term that refers to the form of human settlements and the process of their formation and transformation. This chapter further dissects the form dimension of urban morphology. Typically, analysis of physical urban form focuses on street pattern, lot pattern, and building pattern. These are important to placemaking, because good physical form contributes to positive social interaction and economic activity. Bad form makes it difficult to attract people to a place, keep them there for any period of time or with any frequency, and undermines the exchange of goods, services, and ideas.

This chapter opens with an introduction to 10 important characteristics that are found in quality neighborhoods. It then defines key components of the form of good neighborhoods. Next, it focuses on the differences between neighborhoods in T3–T6 zones. See Chapter 4 for an explanation of the transect.

Some reasons why neighborhoods are the smallest unit of sustainable urban development are explored before looking at basic size and shape characteristics of neighborhoods. This is followed with an examination of various model neighborhoods, including both traditional and more contemporary ones. Some neighborhood metrics round out the discussion of these aspects of neighborhood form.



The Moore's Park Neighborhood is bordered by the Grand River to the North, S. Washington Ave. and S. Martin Luther King Jr. Blvd., both major arterials, to the East and West, respectively. The southern border is Mt. Hope Ave., another major arterial. Map from the **Lansing Neighborhood Organization Maps** by the City of Lansing Development Office.

Then, the discussion shifts to focus on character elements in neighborhoods ranging from landscaping to on-street parking, signage, and street lights. The final section looks at the critical nature of connections within and between neighborhoods with a special focus on sidewalks, bicycle paths, and trails. There is also a brief discussion of other public facilities like transit, trains, airports, and harbors.

TEN KEY CHARACTERISTICS OF QUALITY NEIGHBORHOODS

Looking at a quality neighborhood through the placemaking lens reveals a number of important attributes. Quality neighborhoods are not only stable, they are resilient and thrive through up-and-down economic and social changes. There is a dynamic relationship between elements of the public and private realms. In short, quality neighborhoods can be characterized by each of the following concepts:

1. **Centered:** There is often a public place (like a square, park, or school), or a private activity center (like a downtown or shopping area) that is recognizable as the center of the neighborhood.
2. **Civic:** Public buildings and spaces are prominent and well-designed with well-maintained structures and landscapes that attract people.
3. **Community:** There is a sense of neighborliness and of community. As a result, neighbors are willing to engage in decisions

related to changes in land use, street design, events in public spaces, municipal services, safety, and new development.

4. **Complement:** Historic structures are featured and preserved whenever feasible and new buildings are well-designed to complement historic structures and the landscape in which they are located.
5. **Contrast:** Humans are featured and autos are accommodated to support, but not dominate. Automobile parking is commonly located behind buildings, on streets, and in alleys.
6. **Compact:** There is generally a walkable area within a 1/4-mile radius (but the range is often up to 1/3-mile radius). This is roughly 80–160 acres, but varies depending on the density of the neighborhood. Buildings are close to one another and the street, and built at a human scale. There is shared public-private space between porches and sidewalks, and through storefront windows to the sidewalk.
7. **Complete:** There is a mix of private and public land uses (living, shopping, working, education, recreation, and entertainment—instead of single use only), where the needs of residents can be met within walking distance. Different types of dwelling units and some stores exist in the neighborhood.
8. **Complex:** There is variety in the civic spaces (libraries, churches, community center, parks, municipal services), as well as in the interconnected streets and thoroughfare types that are present in a clear organizational hierarchy.
9. **Connected:** The neighborhood has a range of mobility options (e.g., walking, biking, transit, auto, rail, etc.) and is interspersed with sidewalks, streets, transit, trails, and green and blue pathways. These public spaces perform multiple functions, including areas for social connections with places to linger, sit, and hang out with friends and neighbors.
10. **Convivial:** Neighborhoods are friendly, lively, enjoyable, and provide a variety of gathering places (many are so-called 3rd spaces)—coffee shops, pubs, ice cream

shops, churches, clubhouses, parks, front yards, living rooms, back yards, stoops, dog parks, restaurants, and plazas—that help connect people. It’s these connections that ultimately build a sense of place, a sense of safety, and opportunities for enjoyment.¹

These characteristics of quality neighborhoods have strong form components that are designed to encourage social interaction within a built environment that can be supported with urban agriculture, and integrated with other key functions of the natural (green) environment and energy-efficiency efforts to achieve sustainability objectives. This requires private and public land uses and civic infrastructure to serve multiple functions that for the most part are beyond the placemaking focus of this guidebook. However, they can be completely compatible with it if each is viewed as equal partners in the planning and design of key form elements.

Instead of isolating land uses from one another (as is done with conventional sub-urban subdivisions), planning neighborhoods that function well, over a long period of time, requires an emphasis on creating quality environments, so they are not left behind for the newest area built a mile down the road. This means the neighborhood form must be adaptable to the changing needs of a diverse array of lifestyles, incomes, and generations, while still providing marketable and viable choices that will retain a sense of belonging and identity. This requires an appropriate mix of land uses, housing types, and a walkable design that is nearly timeless. That is why certain form elements are the backbone of developing livable and sustainable neighborhoods.

Mid-size to large communities are often accurately characterized as a collection of neighborhoods. While each neighborhood has its own physical center, boundaries, civic/open spaces, and social identity, neighborhoods are connected by common public services, transportation networks, and a common regulatory framework. A city is strongest when built of many unique, healthy, and interconnected neighborhoods.

Well-defined and constructed neighborhoods create a defined social network of neighbors and serve to increase the value and number of interactions,

1. Bullets six through 10 are attributed to: Blackson, H. (2012). “The Five Cs of Neighborhood Planning.” *PlaceShakers and Newsmakers*, August 30, 2012. Placemakers, LLC., Albuquerque, NM. Available at: www.placemakers.com/2012/08/30/the-five-cs-of-neighborhood-planning/; accessed February 20, 2015.

Eleven Principles for Creating Great Community Places

“Effective public spaces are extremely difficult to accomplish, because their complexity is rarely understood. As William (Holly) Whyte said, ‘It’s hard to design a space that will not attract people. What is remarkable is how often this has been accomplished.’

The Project for Public Spaces (PPS) has identified 11 key elements in transforming public spaces into vibrant community places, whether they’re parks, plazas, public squares, streets, sidewalks, or the myriad other outdoor and indoor spaces that have public uses in common. These elements are:

1. The Community is the Expert: The important starting point in developing a concept for any public space is to identify the talents and assets within the community. In any community there are people who can provide an historical perspective, valuable insights into how the area functions, and an understanding of the critical issues and what is meaningful to people. Tapping this information at the beginning of the process will help to create a sense of community ownership in the project that can be of great benefit to both the project sponsor and the community.
2. Create a Place, Not a Design: If your goal is to create a place (which we think it should be), a design will not be enough. To make an under-performing space into a vital “place,” physical elements must be introduced that would make people welcome and comfortable, such as seating and new landscaping, also through “management” changes in the pedestrian circulation pattern, and by developing more effective relationships between the surrounding retail and the activities going on in the public spaces. The goal is to create a place that has both a strong sense of community and a comfortable image, as well as a setting and activities and uses that collectively add up to something more than the sum of its often simple parts. This is easy to say, but difficult to accomplish.
3. Look for Partners: Partners are critical to the future success and image of a public space improvement project. Whether you want partners at the beginning to plan for the project, or you want to brainstorm and develop scenarios with a dozen partners who might participate in the future, they are invaluable in providing support and getting a project off the ground. They can be local institutions, museums, schools, and others.
4. You Can See a Lot Just by Observing: We can all learn a great deal from others’ successes and failures. By looking at how people are using (or not using) public spaces and finding out what they like and don’t like about them, it is possible to assess what makes them work or not work. Through these observations, it will be clear what kinds of activities are missing, and what might be incorporated. And when the spaces are built, continuing to observe them will teach even more about how to evolve and manage them over time.
5. Have a Vision: The vision needs to come out of each individual community. However, essential to a vision for any public space is an idea of what kinds of activities might be happening in the space, a view that the space should be comfortable and have a good image, and that it should be an important place where people want to be. It should instill a sense of pride in the people who live and work in the surrounding area.
6. Start with the Petunias: Lighter, Quicker, Cheaper: The complexity of public spaces is such that you cannot expect to do everything right initially. The best spaces experiment with short-term improvements that can be tested and refined over many years! Elements, such as seating, outdoor cafes, public art, striping of crosswalks and pedestrian havens, community gardens, and murals, are examples of improvements that can be accomplished in a short time.
7. Triangulate: “Triangulation is the process by which some external stimulus provides a linkage between people and prompts strangers to talk to other strangers as if they knew each other’ (Holly Whyte). In a public space, the choice and arrangement

of different elements in relation to each other can put the triangulation process in motion (or not). For example, if a bench, a wastebasket, and a telephone are placed with no connection to each other, each may receive a very limited use, but when they are arranged together along with other amenities, such as a coffee cart, they will naturally bring people together (or triangulate!). On a broader level, if a children's reading room in a new library is located so that it is next to a children's playground in a park and a food kiosk is added, more activity will occur than if these facilities were located separately.

8. They Always Say 'It Can't Be Done': One of Yogi Berra's great sayings is 'If they say it can't be done, it doesn't always work out that way,' and we have found it to be appropriate for our work as well. Creating good public spaces is inevitably about encountering obstacles, because no one in either the public or private sectors has the job or responsibility to "create places." For example, professionals, such as traffic engineers, transit operators, urban planners, and architects, all have narrow definitions of their job—facilitating traffic, or making trains run on time, or creating long-term schemes for building cities, or designing buildings. Their job, evident in most cities, is not to create 'places.' Starting with small-scale community-nurturing improvements can demonstrate the importance of 'places' and help to overcome obstacles.
9. Form Supports Function: The input from the community and potential partners, the

understanding of how other spaces function, the experimentation, and overcoming the obstacles and naysayers provides the concept for the space. Although design is important, these other elements tell you what 'form' you need to accomplish the future vision for the space.

10. Money is Not the Issue: This statement can apply in a number of ways. For example, once you've put in the basic infrastructure of the public spaces, the elements that are added that will make it work (e.g., vendors, cafes, flowers, and seating) will not be expensive. In addition, if the community and other partners are involved in programming and other activities, this can also reduce costs. More important is that by following these steps, people will have so much enthusiasm for the project that the cost is viewed much more broadly and consequently as not significant when compared with the benefits.
11. You are Never Finished: By nature good public spaces that respond to the needs, the opinions, and the ongoing changes of the community require attention. Amenities wear out, needs change, and other things happen in an urban environment. Being open to the need for change and having the management flexibility to enact that change is what builds great public spaces and great cities and towns."

To download this list of principles, visit: www.pps.org/reference/11steps/; accessed January 21, 2015. For more information on the PPS, see the sidebar in Chapter 1 (page 1–25).

Well-defined and constructed neighborhoods create a defined social network of neighbors and serve to increase the value and number of interactions, both social and commercial, which occur within the neighborhood.

both social and commercial, which occur within the neighborhood. This is easiest to accomplish with neighborhoods that have good form.

COMPONENTS OF NEIGHBORHOODS

Neighborhoods are commonly (and incorrectly) thought of as homogenous residential areas that share a common street (or cul-de-sac), or are bordered by major collectors/arterials. This description fits many contemporary sub-urban subdivisions, but often not

traditional urban neighborhoods that are frequently more complex and resilient.

It is true that neighborhoods vary depending on age, geography, and development pattern, and that individual neighborhoods respect unique site and location characteristics but, from a traditional urban morphology perspective, neighborhoods have the following four elements (see Figure 5–1):

1. A clear center or core;
2. Distributed public spaces, such as streets, parks/playgrounds, squares/plazas, transport hubs and interchanges, sports venues, and river/water fronts;
3. A regular pattern of streets; and
4. A variety of development patterns and densities with a mixture of land uses (including commercial) to meet basic needs.

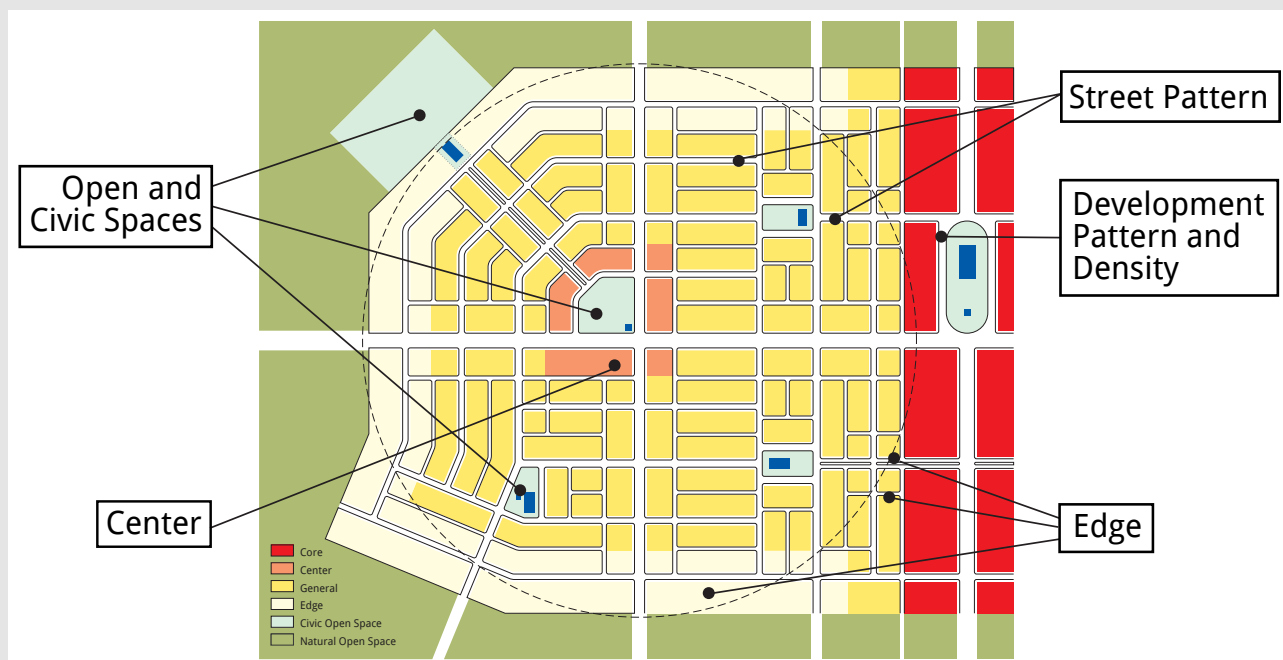
Note: This list has fewer components than the list of 10 characteristics in the highest quality neighborhoods at the start of this chapter. That is because without these four core components of good neighborhood form, a neighborhood

is unlikely to ever develop and sustain a positive sense of place. On the other hand, a neighborhood with these characteristics can be improved, over time, to achieve all 10 Characteristics of Quality Neighborhoods described earlier.

Following is a description of some key terms illustrated in Figure 5–1.

Center: Civic spaces, such as parks, squares, or schools, are often the center of a traditional residential neighborhood. See the pale blue area in Figure 5–1. However, a public square could be in the center of the neighborhood surrounded by light commercial, and mixed-use development, with residential uses abutting the commercial instead. In this case, commercial buildings fronting the square should be up to the right-of-way (ROW), and be two to three stories in height, except in very large cities where they can be higher. It serves as the focal or gathering place within the neighborhood. There is then a mix of uses surrounding the center and it is pedestrian-oriented. Parking is located on the street and behind buildings. The center of a neighborhood should be the densest part (unless the perimeter is retail, in which case attached unit housing—like Missing Middle Housing

Figure 5–1: Neighborhood Components



Source: Metro Nashville/Davidson Planning Dept. (2003). **Neighborhood Guidebook: A Resource Guide for the Neighborhood District Overlay.** Nashville, TN. Available at: www.sitemason.com/files/hla2xW/neighborhood_book_web.pdf; accessed March 4, 2015. Figure remade with permission, by the Land Policy Institute, Michigan State University.

and apartments—should about the commercial uses). The densest housing types (attached dwellings) should be close to the retail. There should be some type of main public space and a retail area. The “center” of activity does not have to be the “geographic center” of the neighborhood, and topographic conditions or major arterials may move it from the center.

In cases where the commercial activity is located on busy thoroughfares that define the edges of a neighborhood, these commercial areas could be classified as nodes that are often shared with adjoining neighborhoods. See the red areas in Figure 5–1.

If the center of the neighborhood is also the core of a medium-sized city, then this is where the tallest buildings (typically three to six stories high, taller in a large city) would be located. They would be in a shared wall, commercial mixed-use arrangement, often along major transit lines. The core may be a linear area along arterials and serve multiple neighborhoods. Here:

- Buildings are built up to the ROW, and are mid- to high-rise;
- Many types of buildings work together to create a general form;
- There is a mixture of uses usually in the form of first-floor commercial, with upper stories office and residential;
- The orientation of the buildings is to pedestrians; and
- There is on-street parking, rear parking, and parking in structures.

Development Pattern and Density: This refers to the lots and buildings that comprise most of the neighborhood. They are a mix of single-family detached, rowhouses, sideyard, or other attached houses, and multifamily. Each neighborhood should have a balanced mix of uses. Ideally the mix includes large dwellings, small dwellings, and attached dwellings in various densities to accommodate a wide range of income levels. Civic spaces and parks are distributed throughout. Retail may be present as neighborhood-commercial serving businesses outside of the core or center, usually on major or minor arterials.

Edge: This is the border or transition zone of the neighborhood. See Figure 5–2. Edges may be

delineated by major thoroughfares, rail lines, steep slopes, and natural corridors, or other physical barriers. Larger lot homes may be present, functioning as a buffer to adjacent areas (such as a busy street). If the street also serves a major transit line, then higher density housing will be along the edge.

Civic and Natural Open Space: Civic and open spaces:

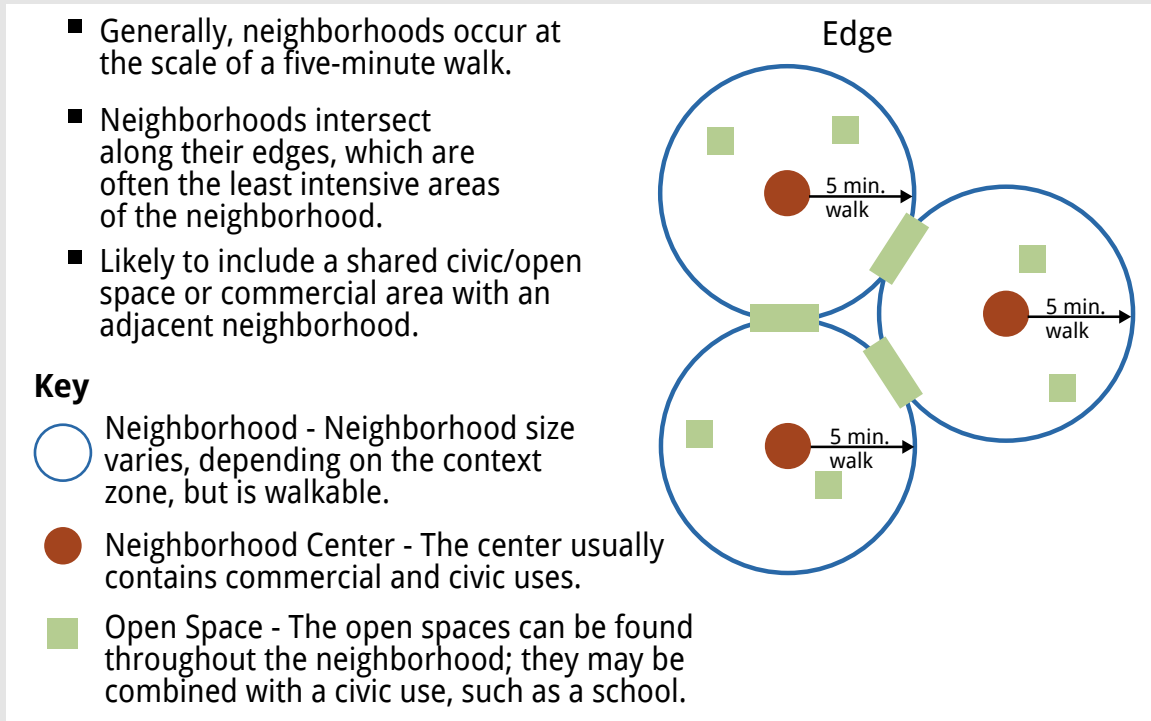
- Range from small squares in front of public buildings or pocket parks to large parks or greenways;
- Form common bonds for neighborhoods as places for education, recreation, socializing, services, and leisure;
- Civic buildings are in prominent locations often at terminating vistas (at the end of the sight line of a street);
- Green areas function as front yards for buildings (for residents to use) in the neighborhood center; and
- Important natural features (such as woodlots, or green space along streams or creeks) are protected and integrated into the neighborhood.

Parks and public plazas can vary in size, but they only “come to life” when people feel safe, when their edges are meaningful, and when they host fun activities. The goal should be to have parks near the center of a neighborhood that are inviting to the entire community. Figure 5–3 illustrates two types of civic spaces, a formal town square and a community playfield.

Street Pattern: Neighborhoods have a fine-grain network of streets. Most are slow-flow (narrow or undulating streets with buffering) or yield-flow streets (one shared lane) with on-street parking. Larger thoroughfares can act as a border for the neighborhood. A commercial main street may be in the center or at the edge (see Figure 5–1). See also the Streets section in Chapter 4 (pages 4–10 through 4–14).

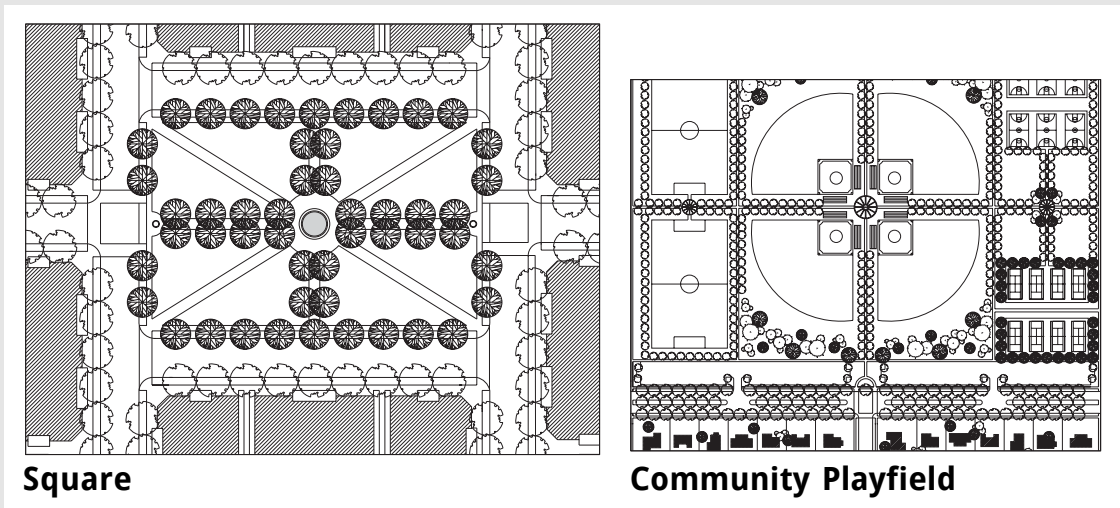
When arranged properly, these elements of traditional neighborhood form come together to create a quality place. If one or more elements are missing, the result is a place without much sense of place. Placemaking can help transform neighborhoods that are missing key elements over time. However, effective

Figure 5-2: Neighborhood Edges



Source: Farr Associates. (2005). "IV. Form-Based Code Template." **Form-Based Code Study**. Prepared for the Grand Valley Metro Council, Grand Rapids, MI. Available at: www.gvmc.org/landuse/documents/fbc_reg_plans.pdf; accessed February 26, 2015. Figure remade with permission, by the Land Policy Institute, Michigan State University.

Figure 5-3: Civic Space



Source: Metro Nashville/Davidson County Planning Dept. (2003). **Neighborhood Guidebook: A Resource Guide for the Neighborhood District Overlay**. Nashville, TN. Available at: www.sitemason.com/files/hla2xW/neighborhood_book_web.pdf; accessed March 4, 2015. Figure remade with permission, by the Land Policy Institute, Michigan State University.

placemaking requires adherence to these traditional neighborhood elements.

NEIGHBORHOODS ACROSS THE TRANSECT

Thus far, this chapter has described the features of a quality neighborhood with key placemaking characteristics, as well as the foundational elements of traditional urban neighborhoods. It is easy to recognize that development pattern and density will vary from neighborhood to neighborhood, but what may be missed is that neighborhood form also varies depending on where it is located on the transect. For example, in a general urban neighborhood (T4), a multifamily housing unit would take the form of a duplex or stacked flat, whereas in an urban center neighborhood (T5) it might take the form of rowhouses or a low- or mid-rise apartment building.

... There is a mixture of housing types and prices with the goal of providing enough density and diversity to support commercial activity within the neighborhood center.

In either case, there is a mixture of housing types and prices with the goal of providing enough density and diversity to support commercial activity within the neighborhood center. *This kind of traditional neighborhood design is able to accommodate people in all phases of their lives.*

It allows people to live in the same neighborhood their entire lives if they want, and it accommodates families with children as easily as empty nesters and young singles. These are not the characteristics of single land use subdivisions and typical bedroom communities. It is often difficult, if not impossible, for someone in a typical sub-urban, low-density subdivision to downsize from a large house to an apartment as one grows older, *AND* live in the same neighborhood (or even the same community), as there may not be apartment buildings to choose from or, if there were, rarely any are located in a walkable environment where one can easily live without an automobile.

The elements of blocks and the assembly of blocks into neighborhoods is relevant across the transect. Let's look at the differences between neighborhoods at four different places on the transect starting with the densest (T6) in the urban core and moving back to typical sub-urban neighborhoods, which are the least dense and often incomplete (T3).

Urban Core Neighborhood (T6)

The Urban Core Neighborhood usually contains only one building type—multistory buildings. This building type can be a single-use building or a mixed-use building, and can contain commercial, office, parking, and residential uses on the upper stories. See Figure 5-4.

As infill development occurs, not all of the new buildings constructed will have commercial uses, such as retail or restaurants, in the ground story. The downtown is so compact that these uses can be concentrated into areas of shopping or entertainment. The remaining areas will have office or lobby uses on the ground story.

The Urban Core Neighborhood functions very differently than the traditional neighborhood model. Most residents do not own cars (and those that do, do not use them regularly). Instead they use other forms of transportation.

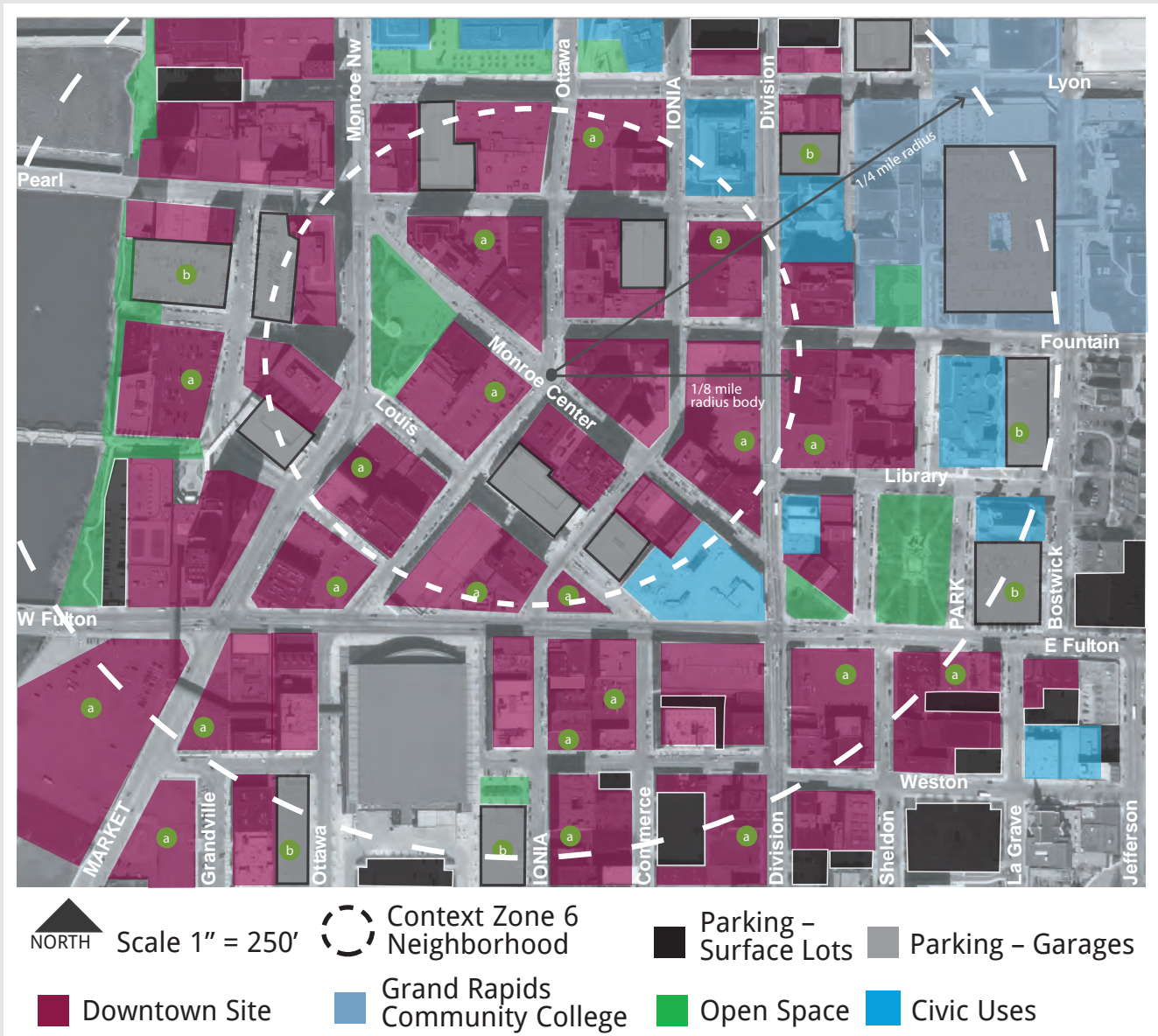
Urban Center Neighborhood (T5)

A neighborhood in the Urban Center Zone contains several different building typologies and façades. See Figure 5-5. Store frontages create an active commercial area in the urban center, denser than the neighborhood center of a general urban neighborhood (T4). This center attracts patrons from around the community and, coupled with those living in the immediately surrounding neighborhoods, often translates into four to eight blocks of compact, walkable storefront buildings. These sites are located on a designated commercial street and should be accessed through an alley or a side street to preserve the façade and pedestrian realm.

Constructed with little to no setback along the front and side property lines, and featuring a transparent façade, these frontages create an interesting journey for pedestrians.

Courtyard frontages may be used as a residential building, a commercial or office building, and as a mixed-use building. When located adjacent to the neighborhood center, the courtyard building can be used for commercial uses or have residential units on the upper floors. In areas adjacent to the commercial center or along an avenue or boulevard, the building type may house office uses. Elsewhere in the neighborhood, the building contains only residential uses. Regardless of its location, parking is located internally or in the rear of the building.

Figure 5-4: Sample Neighborhood Regulating Plan – Urban Core Neighborhood (T6)



Note: a= Current Parking - Surface Lots that can be redeveloped to a Downtown Site. b=Current Parking - Surface Lots that can be converted to Parking - Garages. **Source:** Farr Associates. (2005). "IV. Form-Based Code Template." **Form-Based Code Study**. Prepared for the Grand Valley Metro Council, Grand Rapids, MI. Available at: www.gvmc.org/landuse/documents/fbc_reg_plans.pdf; accessed February 26, 2015. Figure remade with permission, by the Land Policy Institute, Michigan State University.

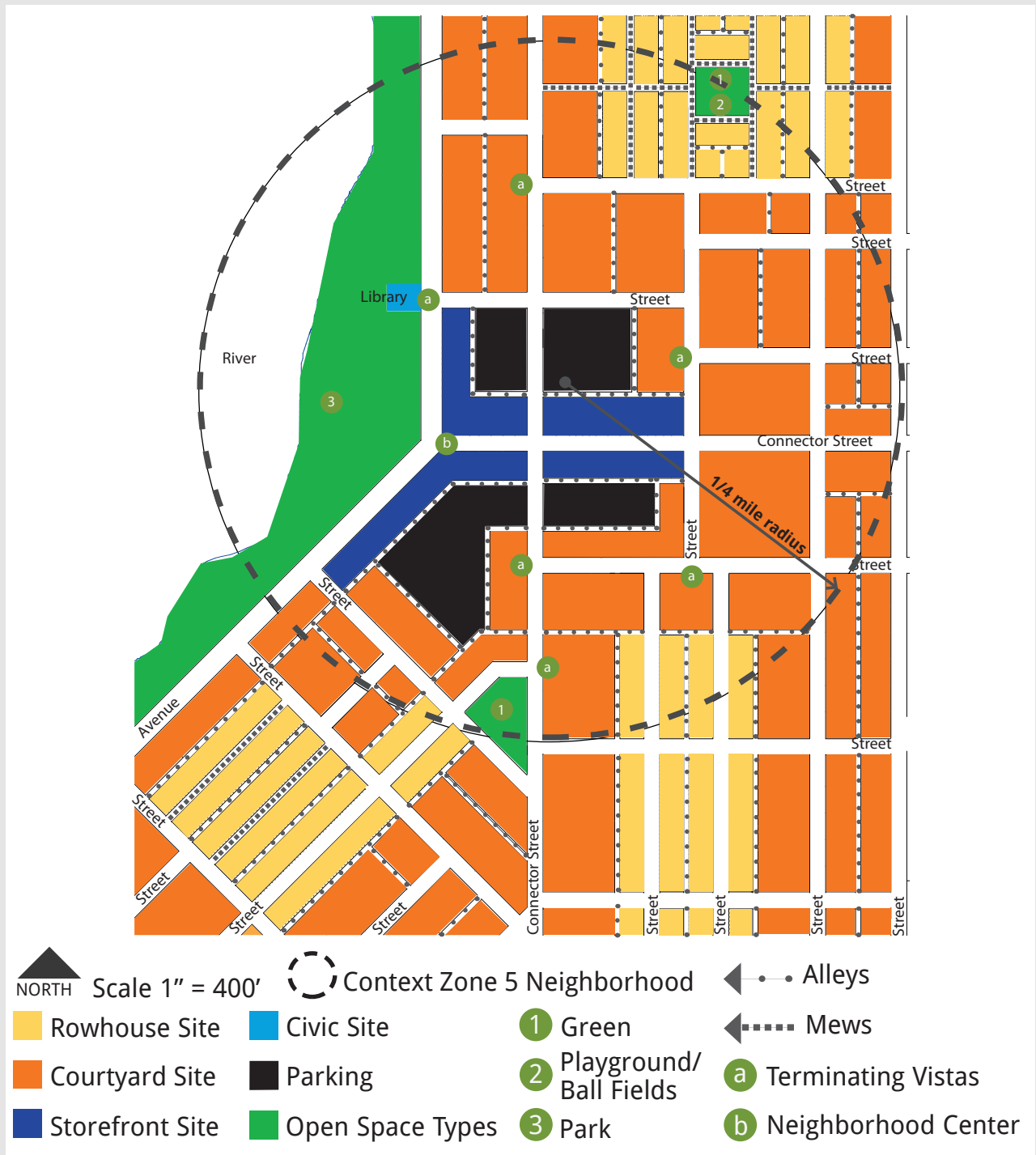
Rowhouses may be located throughout the urban center neighborhood, although typically they are located on the edges of the neighborhood, serving as a transition to a general urban neighborhood, or surrounding the commercial areas. Rowhouses are paired with an alley to access the parking from the rear of the buildings, creating a continuous façade along the primary street.

General Urban Neighborhood (T4)

The General Urban Neighborhood may be what comes to mind for most people when thinking of a neighborhood. See Figure 5-6. It contains a mix of housing types and frontages. Areas closest to the commercial node are comprised of higher density patterns and density decreases as one moves further from the center.

Apartment buildings house several residential units in a building similar in scale to a manor (or mansion) house.

Figure 5-5: Sample Neighborhood Regulating Plan – Urban Center Neighborhood (T5)



Source: Farr Associates. (2005). "IV. Form-Based Code Template." **Form-Based Code Study**. Prepared for the Grand Valley Metro Council, Grand Rapids, MI. Available at: www.gvmc.org/landuse/documents/fbc_reg_plans.pdf; accessed February 26, 2015. Figure remade with permission, by the Land Policy Institute, Michigan State University.

Figure 5–6: Sample Neighborhood Regulating Plan – General Urban Neighborhood (T4)



Source: Farr Associates. (2005). "IV. Form-Based Code Template." **Form-Based Code Study**. Prepared for the Grand Valley Metro Council, Grand Rapids, MI. Available at: www.gvmc.org/landuse/documents/fbc_reg_plans.pdf; accessed February 26, 2015. Figure remade with permission, by the Land Policy Institute, Michigan State University.

It is located at the end of a block, or on the edge of the neighborhood center, serving as a transition between the mixed-use buildings and the residential streets. Parking is located in the rear of the apartment building and access is preferred by an alley. Blocks of rowhouses can be scattered throughout a neighborhood. Parking for the rowhouse is located either internally or behind the building and should be connected to an alley.

Larger single-family homes on urban lots, and the manor building type can be located within walking distance of the neighborhood center. Parking for these buildings is found in the rear of the lot (which can be accessed from an alley or side street), or on the street. Together with the cottage building type, it is the lowest density building type in the general urban neighborhood; frequently a larger, more-intense building will be located on the end of the block to serve as a transition between higher traffic areas and manor or cottage buildings.

Cottages are smaller-scaled, residential buildings typically with porches, and only slightly set back from the front property line and adjacent buildings. These buildings are frequently accessed by an alley, but access to the parking in the rear of the lot may also be through a side street or the primary street (ideally with a shared driveway). Residential front facing garages, if needed, should have the garage set back 10 feet to 20 feet behind the front of the house.

The commercial center/district of the General Urban Neighborhood is found on a commercial street and may be shared with another neighborhood. Buildings at the middle of a 2- to 3-block market street are multiple stories with a storefront façade. Village or cottage shops are at a lower scale in a commercial or mixed-use building, or a converted residence. This building type is somewhat setback from the front property line and has a pitched roof similar to a house. Located adjacent to main street buildings, the village shop provides a transition between the more active commercial center and purely residential buildings.

Sub-Urban Neighborhood (T3)

The Sub-Urban Neighborhood is a transitional area between general urban areas and working lands or rural areas. See Figure 5–7. As such it has lower densities, larger setbacks, and less urban building types. The most common building types are manor or estate houses. Cottage building types are present but with larger setbacks than in a general urban neighborhood.

Traditionally, commercial activity was housed in a cottage-type building and located at major intersections. They were slightly set back from the front and side property lines, had a modified storefront window, pitched roof, and contained a commercial use on the ground story. However, contemporary Sub-Urban Neighborhood commercial design is typically small, rectangular retail strips with parking in the front and loading/unloading of product shipments in the back. This design is not pedestrian-friendly. Businesses cater to people in cars, rather than to neighborhood residents for most of its customers.

NEIGHBORHOOD AS THE SMALLEST UNIT OF SUSTAINABLE DEVELOPMENT

The urban historian/philosopher Lewis Mumford (*The City in History*, 1961) presented the concept of the neighborhood as a “fact of nature,” which forms whenever a group of people share a place. Indeed, researchers have characterized neighborhoods in three ways: the social neighborhood, the physical neighborhood, and the political neighborhood.²

Because the traditional neighborhood is a diverse place with many of the functions/activities necessary to exist fairly independently, it is a form of development with relatively low externalities or spillover effects that might compromise the social, economic, or environmental health of the city or region. A traditional neighborhood has balanced components of residential, employment, commercial, and civic to serve the needs of the neighborhood. There are enough people to support the local commercial, which in turn provides employment for the neighborhood. Ideally, there is a diversity of residents by age, income, educational attainment, race, and ethnicity, which provides for social interaction and equity. There is open space and, at least in T3 and T4 neighborhoods, the possibility for garden food production. Recreation opportunities are within a walkable distance.

Depending on its total population, density, layout, and physical composition, a neighborhood could be considered a quasi-sustainable unit of development and is likely a quasi-independent unit not unlike a village that exists as its own entity. Neighborhoods in large cities are often viewed this way politically, and also for public service provision. Such neighborhoods function

2. Mumford, L. (1961–1966). *The City in History: Its Origins, Its Transformations, and Its Prospects*. Harmondsworth, UK: Penguin Books. Available at: www.abebooks.com/servlet/BookDetailsPL?bi=10993755880; accessed October 30, 2015.

Figure 5-7: Sample Neighborhood Regulating Plan – Sub-Urban Neighborhood (T3)



Source: Farr Associates. (2005). "IV. Form-Based Code Template." **Form-Based Code Study**. Prepared for the Grand Valley Metro Council, Grand Rapids, MI. Available at: www.gvmc.org/landuse/documents/fbc_reg_plans.pdf; accessed February 26, 2015. Figure remade with permission, by the Land Policy Institute, Michigan State University.

much more independently than a traditional single-use, residential sub-urban neighborhood.

A neighborhood that is not large enough to create a complete neighborhood or village is typically considered a hamlet. It lacks one or more of the components (often the commercial component).

A crossroads with a few houses and a general store or tavern would, therefore, be considered a hamlet. It is an incomplete neighborhood. In contrast, two small contiguous neighborhoods or one large one in a rural area is usually a village. Figure 5–8 illustrates a small village (Schoolcraft) in an agricultural area of Michigan comprised of three small neighborhoods.

From a planning perspective, a neighborhood or a village have a complexity to easily apply a participatory planning process at a de-centralized scale necessary to successfully address local issues. Indeed, it is a geography where transportation, housing, public facilities, etc. are interdependent systems instead of separate phenomena.³

SIZE AND SHAPE OF NEIGHBORHOODS

The actual size of a neighborhood, and the building types and the quantity of open space and commercial development within it depends on the transect zone within which it occurs.

The actual size of a neighborhood, and the building types and the quantity of open space and commercial development within it depends on the transect zone within which it occurs. Generally, one should be able to easily walk from the center to the edge of a neighborhood and it is typical for the radius to vary from a 1/5 mile to 1/3 mile (radius) in size. Commercial nodes are often anywhere from a 1/4

mile to a 1/2 mile apart (either edge to edge or center to center) depending on density of population served.

Figure 5–9 shows a T4 neighborhood on the south side of Hastings, MI. The downtown is at the top, the middle school is in the center, the high school is along the lower left edge; green space along a creek forms the right edge of the neighborhood. Make note of the walkable distance from the center to each of those locations.

3. Banerjee, T., and W.C. Bear. (1984). **Beyond the Neighborhood Unit**. New York, NY: Plenum. Available at: <https://books.google.com/books?id=GJnuBwAAQBAJ>; accessed October 30, 2015.

Also important to functionality is block size (or connectivity). As noted in the Chapter 4, “superblocks” are unwalkable as they were not built to a human scale, but rather accommodated cars first. The result is a place where people do not want to be. The shape of the neighborhood is also important; it is generally concentric, but influenced by transportation networks, natural features, and political geography. These all come together to create neighborhoods of various shapes and sizes.

MODEL NEIGHBORHOOD CHARACTERISTICS

Throughout the history of different civilizations and cultures there have been several “model” neighborhood designs created in an attempt to codify best designs. This practice was formalized as part of city planning in America by Clarence Perry who developed the Perry Neighborhood Unit Theory in 1929. See Figure 5–10. Perry's neighborhood plan attempted to separate vehicular and pedestrian traffic and develop community life around the neighborhood school. Schools used to be the centerpiece of small towns and urban neighborhoods. They still are in some places, and should be everywhere there is traditional family housing in the neighborhood. Their importance to neighborhood development was well-established by the 1920s. Some developers left space for school buildings as a part of the subdivision plan, in order to attract a target market—parents with children. Some well-known national examples include Radburn in New Jersey and Forest Hill Gardens on Long Island in New York.

Perry's design parameters were relatively straightforward. They embodied a medium-density, mixed-dwelling-type residential design (see Figure 5–10), a medium-density multifamily residential design (see Figure 5–11), and a mixed residential industrial design where factory workers could live very near to where they worked (not illustrated). Following is more detail on the first two designs (Figures 5–10 and 5–11), as gleaned from a publication of the Regional Plan Association of New York that published Perry's designs in 1929.

Figure 5-10 depicts a neighborhood designed to accommodate 1,241 families with a population of about 6,000 people on 160 acres. There is a central elementary school serving 1,000-1,600 children located with other community facilities, such as town hall or neighborhood center, library, or church. All land uses fit within a 1/4-mile service area (five-minute

Figure 5–8: Three Neighborhoods in the Village of Schoolcraft, MI



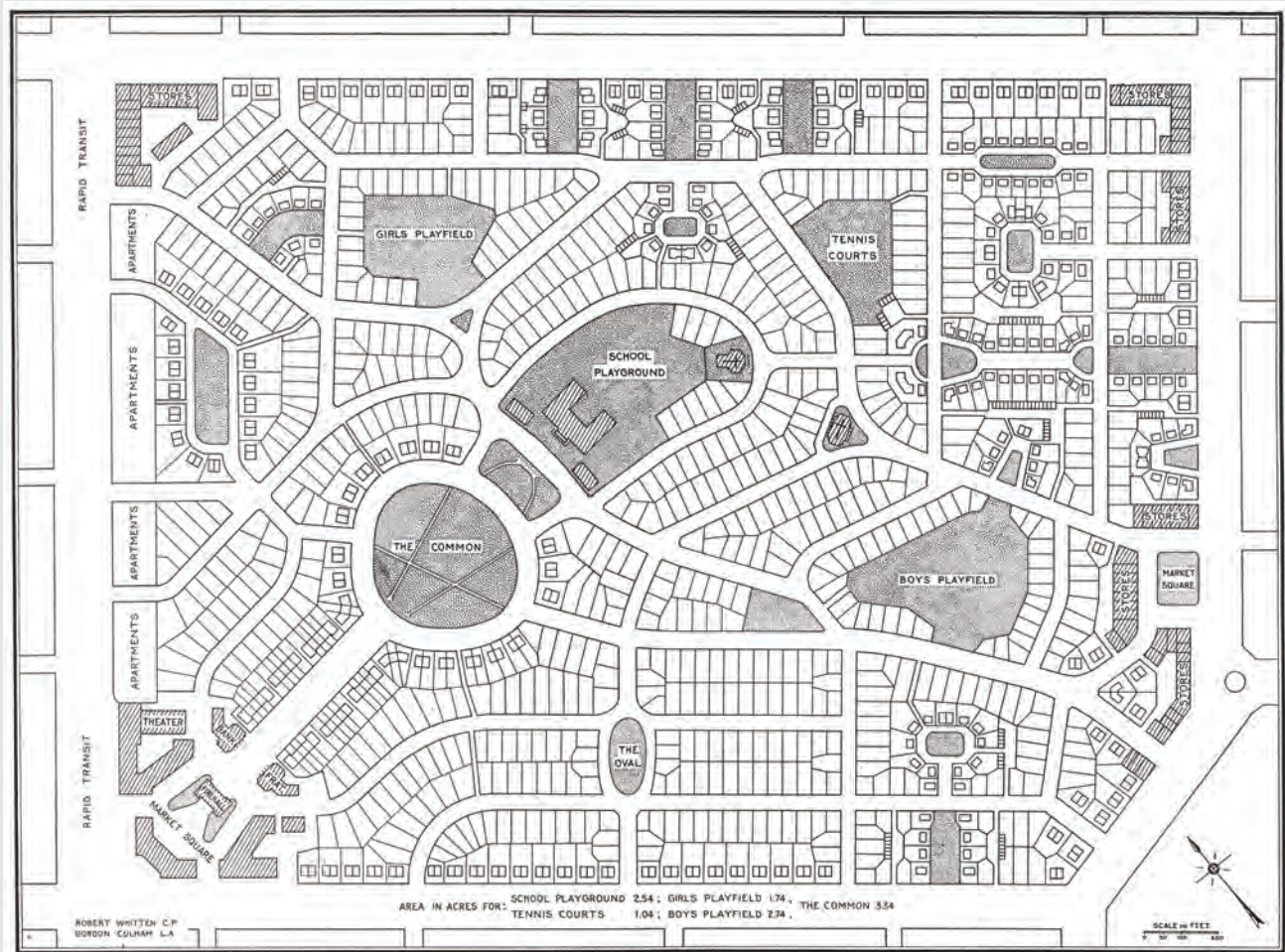
Source: Figure by the Land Policy Institute, Michigan State University, 2015. Using map from: USDA. (2005). "Kalamazoo County Map." National Agriculture Imagery Program, Farm Service Agency, U.S. Department of Agriculture, Washington, DC. Downloaded from MichiganView at: <http://michiganview.org:8090/display/MV/NAIP>; accessed September 24, 2015.

Figure 5–9: A Neighborhood in Hastings, MI



Source: Figure by the Land Policy Institute, Michigan State University, 2015. Using map from: USDA. (2005). "Barry County Map." National Agriculture Imagery Program, Farm Service Agency, U.S. Department of Agriculture, Washington, DC. Downloaded from MichiganView at: <http://michiganview.org:8090/display/MV/NAIP>; accessed September 24, 2015.

Figure 5–10: Mixed-Dwelling Types – Perry Neighborhood Model



Source: Regional Plan Association, and Perry, C.A. (1929). "Figure 10: A Subdivision for Modest Dwellings Planned as a Neighborhood Unit." In "The Neighborhood Unit," **Regional Survey of New York and Its Environs, Vol. VII: Neighborhood and Community Planning**. New York, NY: Committee on Regional Plan of New York and Its Environs.

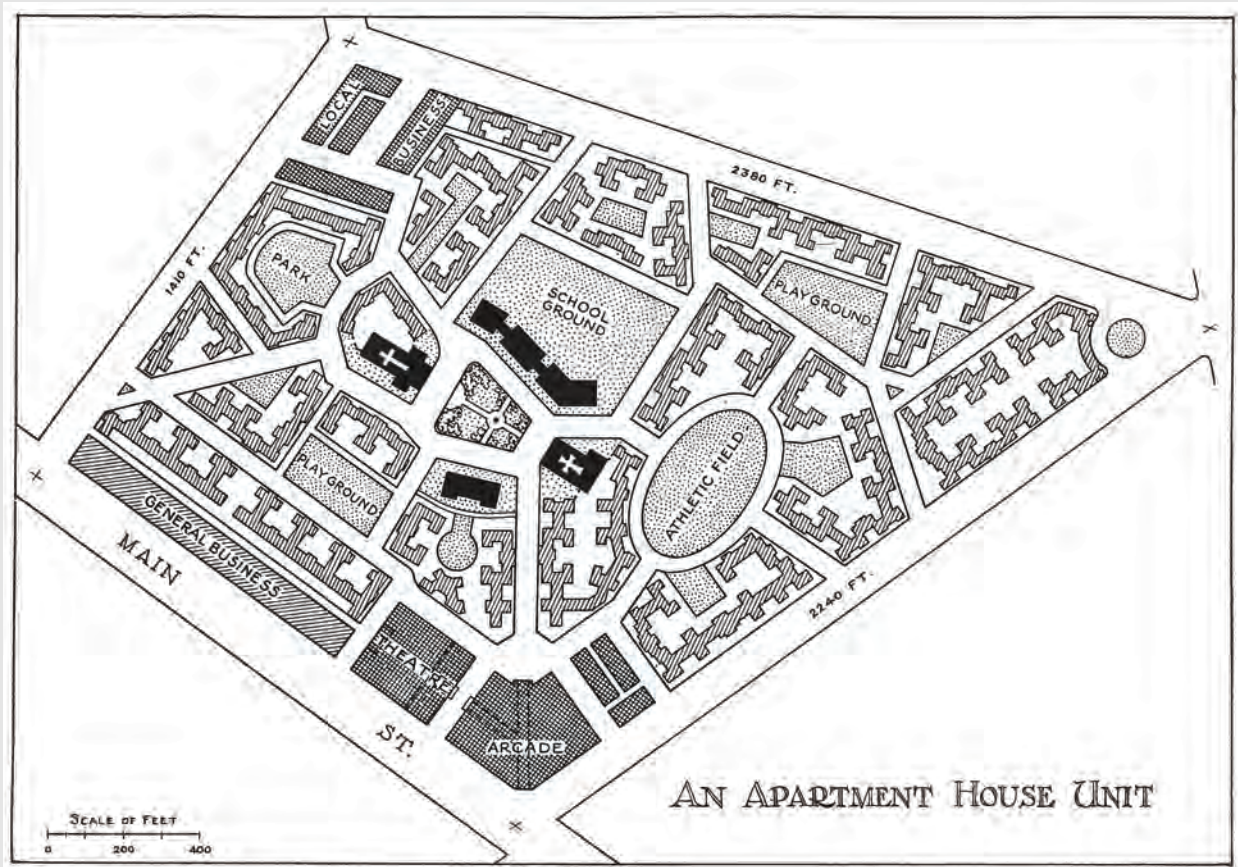
walk). There was a mix of detached and attached housing types present. The borders or edges of the neighborhood were perimeter arterial roads with shopping and apartment buildings. Interior streets are residential and no larger than necessary for traffic load. Ten percent of the land was in small parks scattered throughout the neighborhood and another 2% in greens and circles. Perry aimed for a "sense of belonging" in the neighborhood and tried to create lifelong communities where people could age in place (live their entire life within the same neighborhood).

Figure 5–11 depicts an exclusively multifamily design on only 75 acres. All the units are in five-story apartments (with additional apartments in the semi-below-ground basement). This would accommodate 2,381 families and about 10,000 people in total. About 1,600 would be elementary-aged students. The bottom center area

of general business, a theater, and an arcade is located along a main street, and would serve the neighborhood and the general public. The interior streets all focus on common open spaces, churches, the elementary school, and a community center (within which would be a branch library, a museum, or a little theater). About 14% of the site was reserved for public open spaces.

Many Midwestern suburbs were developed after WWII on a lower density, larger area version of the Perry model. It is very common in Southeast Michigan to see a neighborhood pattern like this based on the mile grid. Mile roads form the perimeter with residential subdivisions on the inside that have their own street system. Often there were elementary schools within the interior of the square mile, with middle schools and high schools on the perimeter. Retail would occur in strips and front

Figure 5-11: Multifamily Residential – Perry Neighborhood Model



Source: Regional Plan Association, and Perry, C.A. (1929). "Figure 12: A Method of Endowing a Multiple-Family District with Interesting Window Vistas, Greater Street Safety, More Liberal Open Spaces, and a Neighborhood Character." In "The Neighborhood Unit," **Regional Survey of New York and Its Environs, Vol. VII: Neighborhood and Community Planning**. New York, NY: Committee on Regional Plan of New York and Its Environs.

on the mile roads. Neighborhoods this large do not provide access to all parts of the neighborhood by walking to the public places and commercial areas. This required people to use cars for daily needs and, over time, instead of modest homes on small lots, both the dwelling unit size and lot size grew to the point that walking was possible only as a leisure-time activity. Eventually sidewalks were placed on only one side of the street, or dropped altogether, because there was no place to walk to and no need to walk, because a car was necessary to travel anywhere. There was little or no pedestrian connectivity to major activity centers (like public libraries, shopping areas, etc.), or if there was the distance was so great that no one had the time to walk that far (and back). Auto traffic was directed to the mile roads putting enormous traffic on a few roads and causing congestion long beyond peak hours.

CURRENT BEST PRACTICE MODELS TO CONVERT INCOMPLETE SUB-URBAN NEIGHBORHOODS INTO COMPLETE ONES

Among the primary issues associated with transforming single-use housing areas into complete neighborhoods are: 1) increasing density, and 2) expanding the range of dwelling types. This may be addressed at the perimeter of the neighborhood adjacent to overbuilt and underutilized commercial strip areas. It also includes locating new parks, civic buildings, and commercial activity at an appropriate scale, and near a mix of housing types at a range of prices. In effect, it is an effort to complete the original sub-urban neighborhood, rather than create a new one. When opportunities arise in these sub-urban areas, it is important to increase density along main streets and other corridors that separate neighborhoods, and especially along those where transit is viable. This will not only make transit convenient for more people to

MSHDA: MiNeighborhood Program

The MiNeighborhood Program was started in 2013 by the Michigan State Housing Development Authority (MSHDA) to work with neighborhood, local, and statewide organizations to identify and address neighborhood needs based on the premise of the Main Street Four-Point Approach®. The MSHDA selected neighborhoods for the program from a pool of applicants from eligible neighborhood associations that were within a 1/4 mile to a 1/2 mile from their traditional commercial district. The program connects existing and emerging opportunities to leverage resources in support of neighborhood revitalization.

The four points of the MiNeighborhood program are: 1) organization, 2) events/marketing, 3) design, and 4) neighborhood reinvestment. This program helps to further enhance downtowns and promote positive changes in image, marketability, physical condition, and appearance of the neighborhood.

The four neighborhoods that were selected by MSHDA to receive three years of technical

assistance toward their revitalization were the City of Muskegon's Nelson Neighborhood, the City of Flint's Grand Traverse District Neighborhood, the City of Flint's Carriage Town, and the City of Kalamazoo's Northside Neighborhood. Technical assistance focuses on revitalization strategies that increase capacity in the actual neighborhoods to help bring in new residents and private investment, and lead to improved vitality for the adjacent business district. For more information about the MiNeighborhood Program, visit the sources listed below.

Sources: MSHDA. (2013). "Snyder Announces MI Neighborhood Program Designees." Michigan State Housing Development Authority, Lansing, MI. Available at: www.michigan.gov/mshda/0,4641,7-141--303807--00.html; accessed February 4, 2015.

MSHDA. (2015). "MiNeighborhood." Michigan State Housing Development Authority, Lansing, MI. Available at: www.michigan.gov/mshda/0,4641,7-141--293688--00.html; accessed February 4, 2015.

Fox 47 News. (2015). "MSHDA's MiNeighborhood Program Now Accepting Applications." *Fox 47 News*, January 28, 2015. Lansing, MI. Available at: www.jrn.com/fox47news/news/positively-mi/MSHDAs-MiNeighborhood-Program-Now-Accepting-Applications-290062781.html; accessed February 4, 2015.

use, having more riders will make the transit more economically viable.

An adaptation of the Clarence Perry Neighborhood Model (1929) that was first developed by New Urbanism leaders Duany Plater-Zyberk & Co. in 2002, and then modified by Douglas Farr and Associates in 2008 to make it "greener" and more directly tied to sustainability principles, is depicted in Figure 5–12. A comparison of all three concept drawings can be found in "The Neighbourhood Unit," a part of the Calgary Regional Partnership *Greenfield Tool Box*.⁴

NEIGHBORHOOD METRICS

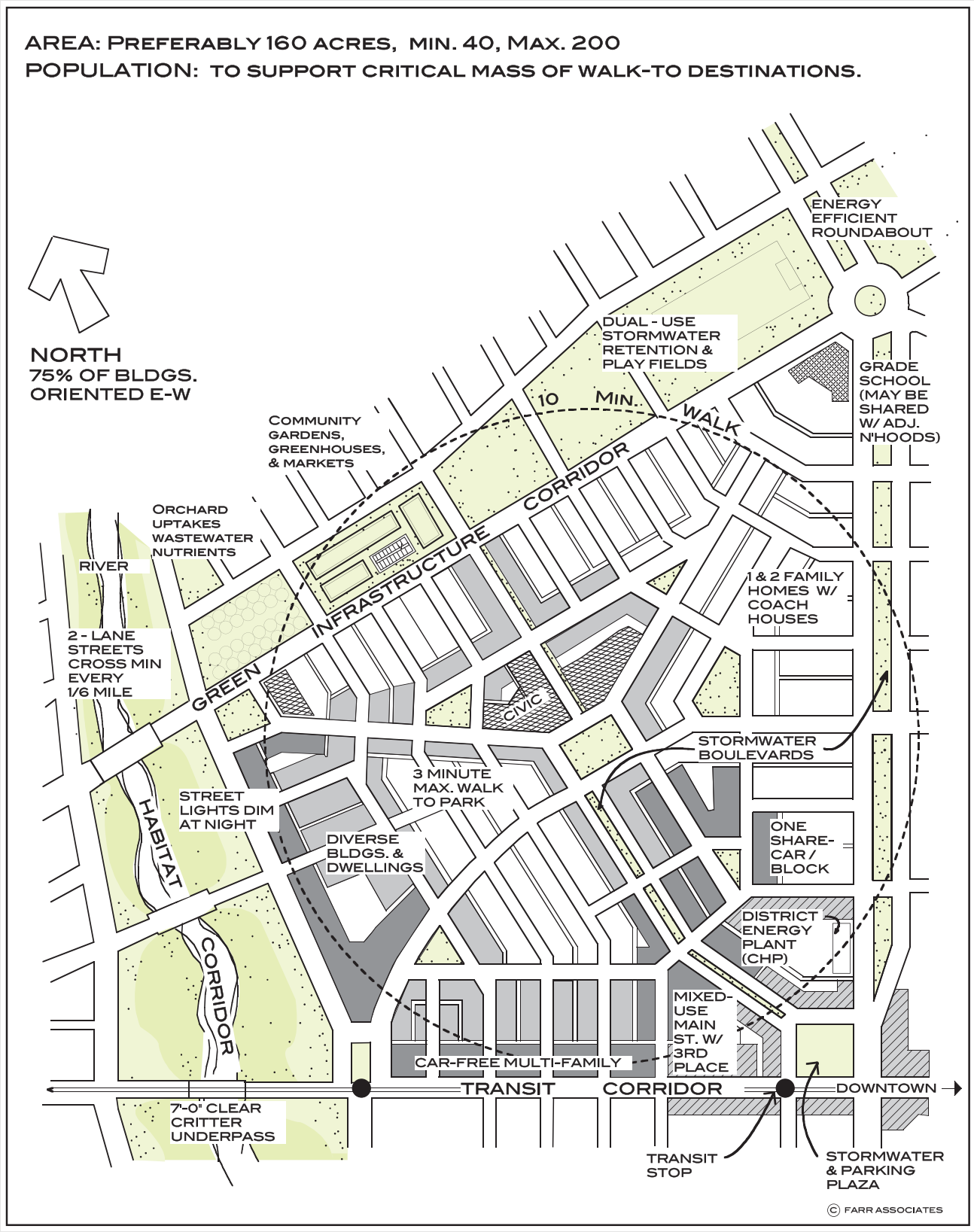
Through numerical standards one can determine how complete or functional a neighborhood is. What we have learned from past models and current best practices is that neighborhoods are most functional when they satisfy simple measures. Table 5–1 lists a few basic measures. One example is block structure that is measured by perimeter

4. Calgary Regional Partnership. (n.d.) "The Neighbourhood Unit." In *The Greenfield Tool Box*. Cochrane, AB, Canada. Available at: http://greenfield.calgaryregion.ca/tools/greenfield_design_neighbourhoodUnit.pdf; accessed July 1, 2015.

distance. As noted in Chapter 4, when block size becomes too large (such as more than a half mile in perimeter, either because sides are too long, too wide, or both) it inhibits pedestrian activity. The only effective after-the-fact solution then is a mid-block crossing that allows pedestrians to cut through the center of a block (much like an alley or a pocket park) without having to go around the perimeter of the block. This could be very expensive, so keeping blocks neither longer than 700–750 feet on the long side nor more than 300 feet on the short side at the point of original design and installation is the best option.

The U.S. Green Building Council, which certifies buildings for degrees of "greenness" (including energy efficiency), partnered with the Congress for the New Urbanism and the Natural Resources Defense Council to create LEED certified standards for Neighborhood Development (or LEED-ND). These are embodied in the **Citizen's Guide to LEED for Neighborhood Development**, which is introduced in the sidebar on pages 5–22 and 5–23. At the end of this LEED-ND guide is a detailed

Figure 5-12: Sustainable Neighborhood Unit



Source: Farr, D. (2007). **Sustainable Urbanism: Urban Design with Nature**. Hoboken, NJ: John Wiley & Sons, Inc. Available at: www.wiley.com/WileyCDA/WileyTitle/productCd-047177751X.html; accessed July 13, 2015.

Table 5–1: Examples of Neighborhood Metrics

Issue	Metric
Walkable Block Structure	Block Perimeter
Building Morphology	Enclosure Aspects
Civic Space	Park Area per Occupant Load
Food Production	% of Local Production
Parking	Parking Spaces per Occupant Load

Source: Table by the MSU Land Policy Institute, and Glenn Pape, Michigan State University Extension, 2015.

checklist that could be “used to assess the strengths and weaknesses of a development proposal, site plan, existing neighborhood, or even a zoning code or neighborhood plan.” The “Sustainable Neighborhood Development Checklist” uses 145 specific measures to help communities determine not only the quality of a neighborhood from traditional form and function considerations, but also from a green development perspective.⁵

For communities committed to both good traditional neighborhood design, as well as to sustainability and resiliency, this LEED-ND checklist is very helpful. Other sources to consult for metrics to guide good neighborhood design include Criterion Planners, Promoting Active Communities, and the Sustainability Audit Tool.⁶

ROLE OF CHARACTER ELEMENTS IN NEIGHBORHOODS

Character elements help make public spaces more comfortable and enjoyable for people who use them, and attract others to that place, because of the amenities. These elements are often in or adjacent to the street right-of-way, and help to create a unique identity and strengthen sense of place. If common designs, materials, and/or colors are used with street furniture, lights, and public signs, they can also help define and brand a neighborhood. When done with forethought and coordination, these elements

can reinforce the unique character of a place and supplement the built form in useful and interesting ways. Following is a discussion of some of the most important character elements as they relate to shaping the form of a neighborhood. *These include landscaping, on-street parking, alleys, street signage, street lights, semi-public space, and public markets.*

Nature exists within each of the transect zones and *landscaping*, in appropriate design, connects nature to built places. Landscaping is especially important within the street ROW and serves several purposes in this public realm. First, it provides green natural features into an area that may otherwise be devoid of natural features (or in some cases, of even grass). Second, it provides a physical barrier between vehicles and pedestrians. Third, street trees serve to create a safer atmosphere for the pedestrian and buffers the adverse impacts of automobile traffic (including some CO₂ absorption). Fourth, it can also serve as screening of parking lots and the hard features of some buildings, and can be used to fill the void between buildings to create a sense of enclosure. Planter strips can provide essential physical and visual separation from traffic. Planter boxes can add color and beauty, attracting people to sit, enjoy, and socialize. Fifth, beautification of public spaces with landscaping is one means of enticing people to engage in a public space. Sixth, well-designed public landscaping serves to increase the overall comfort level of pedestrians in a public space. Last, trees can provide shade to cool the sidewalk space on a hot day in addition to helping frame the space with proper enclosure. See Figure 5–13.

On-street parking serves several functions. First, it provides convenient property access to all building types and uses. It also serves to reduce traffic speeds by

5. Welch, A., K. Benfield, and M. Raimi. (2012). *A Citizen’s Guide to LEED for Neighborhood Development: How to Tell if Development is Smart and Green*. Raimi + Associates, Berkeley, CA; and the Natural Resources Defense Council, New York, NY. Available at: www.nrdc.org/cities/smartgrowth/files/citizens_guide_LEED-ND.pdf; accessed January 24, 2015.

6. Criterion Planners is available at: <http://crit.com/>.

Promoting Active Communities is available at: <http://mihealthtools.org/communities/>; accessed January 24, 2015.

The Sustainability Audit Tool is available at: www.midmichigansustainability.org/Tools/SustainabilityAuditTool.aspx; accessed July 2, 2015.

A Citizen's Guide to LEED Neighborhood Development: How to Tell if Development is Smart and Green

Following are excerpts from the introduction to this user-friendly guide:

“This guide is a plain-English reference aid designed to help you improve your community and neighborhood. It explains a sophisticated and innovative set of environmental standards called LEED for Neighborhood Development (LEED-ND). The name ‘LEED’ stands for Leadership in Energy and Environmental Design, a program administered by the U.S. Green Building Council, a private, nonprofit organization. You may know LEED as a program that evaluates and certifies green buildings across the country. The LEED-ND takes the green certification concept beyond individual buildings and applies it to the neighborhood context. In particular, LEED-ND contains a set of measurable standards that collectively identify whether a development or proposed development of two buildings or more can be deemed environmentally superior, considering the development’s location and access, its internal pattern and design, and its use of green technology and building techniques. These standards include prerequisites (required as a baseline for sustainable neighborhood development) and credits (additional best practice standards for sustainable neighborhood development).”

The LEED-ND’s standards may be downloaded in their entirety from the U.S. Green Building Council’s neighborhoods page at: www.usgbc.org/neighborhoods; accessed January 24, 2015.

“LEED-ND was developed primarily for application in situations where private developers pursuing environmentally sound principles would find it in their interest to obtain a green stamp of approval for their projects. But, the system is not only a certification system for green projects, it is also a ready-made set of environmental standards for land development. The standards can be useful to anyone interested in better community planning and design, including neighbors, citizens, community organizations and leaders, government officials, and others.

Co-developed by the Natural Resources Defense Council, the Congress for the New Urbanism, and

the U.S. Green Building Council, LEED-ND takes a broad approach to neighborhood sustainability, reflecting the most current research and ideas about smart, green, sustainable, and well-designed neighborhoods. When used for formal certification, LEED-ND is rigorous and complex, but the principles behind the system are much simpler. The purpose of this Citizen’s Guide is to make those principles easier to understand and use in a variety of circumstances. We believe the guide can be useful for citizens with a wide variety of interests, including:

- Smart growth and land use planning,
- Transportation,
- Sustainable design and livable cities,
- Environmental advocacy and natural resource protection,
- Housing and affordability,
- Climate change and action,
- Equity and social justice, and
- Public health.”

Following is a list of the major categories and topic areas addressed in the “Sustainable Neighborhood Development Checklist” at the end of the Citizen’s Guide. This is a simplification of the certification requirements and is not the full LEED-ND itself. There are one to 10 measures for each of the topic areas in the *categories* that follow:

Smart Location and Linkage:

- Location,
- Ecosystems and Open Spaces,
- Contaminated Sites,
- Transit-Oriented Locations,
- Cycling Facilities, and
- Jobs and Housing Proximity.

Neighborhood Pattern and Design:

- Walkable Streets,
- Compact Development,
- Neighborhood Connections,
- Mixed Uses,
- Affordable and Diverse Housing,
- Parking and Transportation Demand,
- Parks and Recreation,
- Universal Design,
- Community Participation,
- Local Food, and
- School Access and Design.

Green Infrastructure and Buildings:

- Construction Techniques,
- Energy Efficiency and Conservation,
- Energy Production and Distribution,

- Water Efficiency and Conservation,
- Stormwater and Wastewater,
- Green Building Process,
- Historic and Existing Building Reuse,
- Heat Islands,
- Reuse and Recycling, and
- Light Pollution.

Innovation and Design Process:

- Innovation and Exemplary Performance.

Regional Priority Credit:

- Regional Priority.

Download the full checklist via the source link below. For more information on LEED-ND, visit: www.cnu.org/our-projects/leed-neighborhood-development; accessed September 30, 2015.

Source: Welch, A., K. Benfield, and M. Raimi. (2012). **A Citizen's Guide to LEED for Neighborhood Development: How to Tell if Development is Smart and Green.** Raimi + Associates, Berkeley, CA; and the Natural Resources Defense Council, New York, NY. Available at: www.nrdc.org/cities/smartgrowth/files/citizens_guide_LEED-ND.pdf; accessed January 24, 2015.

narrowing the travel area on a street for automobiles. The visual perception of a narrower travel lane leads drivers to slow down and move through the potential conflict zone at a speed allowing them to better react to changes in the travel lane. This preserves the street for all users. On-street parking also serves as a physical barrier between vehicles and pedestrians much like street trees. In general, in the portion of neighborhoods that do not front on a commercial street, on-street parking can also serve as vehicle storage. On-street parking also allows for the redesign of intersections to make them more pedestrian-oriented. For example, as illustrated in Figure 5-14, with parking lanes present there is an opportunity for curb extensions, which can greatly shorten the distance and time for pedestrians to cross the street. This makes it safer and more inviting.

Alleys can lead to a better integration of automobile and foot traffic in a neighborhood, which creates

improved access (walkability). Alleys serve the role of access to abutting lots, having a place for open air and even a bit of shade, as well as space for utilities and trash pickup. They range from unattractive spaces to green, organic, special places. Some downtown alleys are complex spaces that, with good lighting and low speed, also provide a place to socialize and engage in recreation or commerce.

Driveways and alley entries are high-risk locations for people on foot. The wider and faster the street, the more risk is posed to pedestrians, especially from left-turning motorists. Bringing alley entry speeds down to the minimum speed needed for safe access, and lowering speed departures to an adjoining street are ideal. For pedestrian-safety purposes, the motorist should feel that s/he is responsible for the safety of those on the sidewalk. Use of signage and pavement color or a texture change (such as to brick) helps draw attention to this.

Figure 5-13: Landscaping Examples



Landscaping breaks up large areas of pavement and allows for some stormwater infiltration.



Street trees offer separation between pedestrians and vehicles.



Street and sidewalk trees create a tunnel.



Landscaping provides a screen for parking lots.



Landscaping provides natural features in urban areas.



Landscaping screens a parking lot and offers refuge for people.



Landscaping in the public realm can create places for people to engage.



Trees cool the temperatures around them.

Figure 5–14: Examples of On-Street Parking and Pedestrian-Friendly Crossings



Source: Figure by the Walkable and Livable Communities Institute, AARP, and AARP Louisiana, n.d.

Pedestrian-only alleys are an option to significantly increase connectivity in urban core settings where improved access for pedestrians is the single goal. Opportunities to create these types of alleys could include conversion of existing vehicular alleys for pedestrian use only (e.g., to access a rear parking lot by car from a rear or parallel street), or could be a former building space that was used to create improved access to the main street.

Lighting is a safety component that is an important consideration. Maintenance is also a key aspect. If the alley looks dirty and unkept, it will not be used, because of the perception of crime.

Alleys serve several key functions for form as well. See Figure 5–15. With rear alley access, there is no need for a lot to have a driveway entrance from the street. This allows for narrower lots, greater density, less disjointed frontages, more usable space, and greater walkability.

Street signage can serve several purposes. Defining a brand or image for the neighborhood or district is the primary consideration as it relates to creating a sense of place. Paint and graphics consistency, based on variations of color or design,

are small investments that can serve to delineate neighborhoods or districts. See example illustrations in Figure 5–16. Wayfinding for visitors is a secondary benefit and necessary in downtown and commercial nodes. Local governments can take the lead here by setting the standard for good sign design and construction. The key principles at play are providing location and navigation information. Regulating private signs is legally complicated and administratively complex for most communities. However, courts have provided enough guidance if communities decide upon simpler regulations.⁷

Beyond safety, *street lights* can add character and color to an urban environment. With respect to design, consider regional assets and a human-scale environment. Keeping dark skies (the ability to see the stars at night) is a major goal in many rural small towns; it is accomplished by directing lights downward. Street lights need to be context sensitive in the amount of light produced. Generally, the

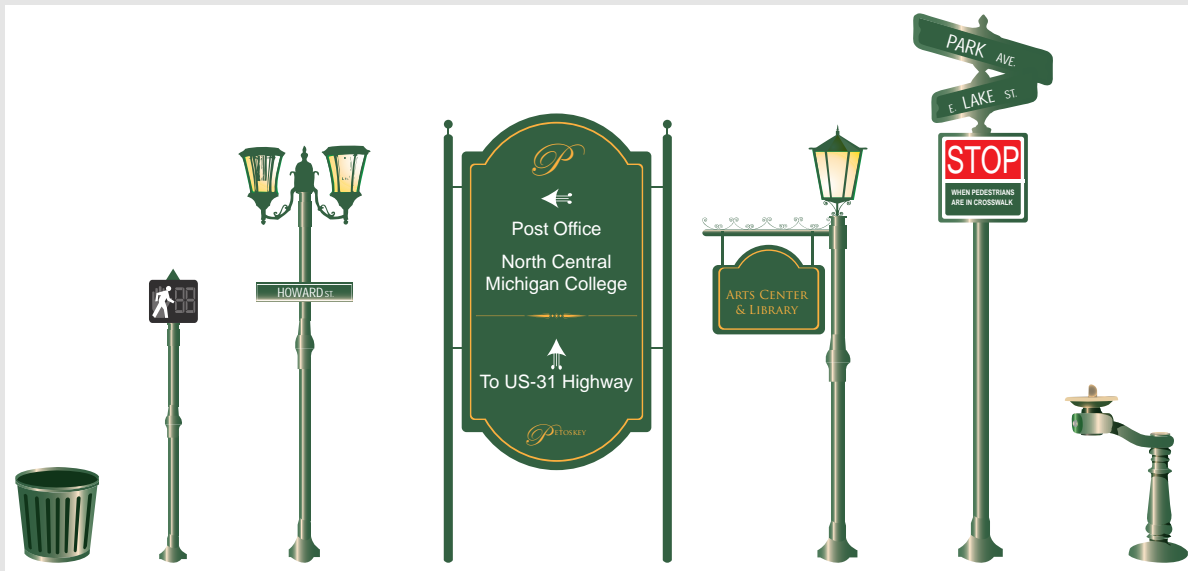
7. For information on regulating signs, see: Connolly, B.J., and M.A. Wyckoff. (2011). *Michigan Sign Guidebook: The Local Planning and Regulation of Signs*. Prepared for Scenic Michigan. Land Policy Institute, Michigan State University, East Lansing, MI. Available at: <http://scenicmichigan.org/sign-regulation-guidebook/>; accessed January 24, 2015.

Figure 5–15: Examples of Alley Types



Alley types in Lansing, Petoskey, and Ypsilanti. **Source:** Figure by Land Policy Institute, Michigan State University, 2015. Photos by the Land Policy Institute (left), and Kurt H. Schindler, AICP, MSU Extension (middle and right).

Figure 5–16: Examples of Themed Community Infrastructure



Source: Inspired by themed community infrastructure in Petoskey, MI. Figure by the Land Policy Institute, Michigan State University, 2015.

greater the urban density, the brighter the light needs to be. Spacing is also important. If street lights are on a human scale and along residential streets, the light post should be shorter and help to frame the space. This requires closer spacing of the street lights than along a commercial street—but not brighter lights. Size, color, and design of the lighting can also help to delineate and differentiate neighborhoods.

The intersection of private and public space allows for social interaction between the two and creates a *semi-public space*. Because good form allows private and public realms to overlap somewhat, semi-public spaces are those that are technically private, but have

a public aspect due to their proximity to public space, transparency (of the façade), and open line of sight. Transparency is the ability to see through windows into a building, while walking on a street. It is important to the perception of safety and interest, and it extends the public/private realm from the building out onto the street. Storefronts, ground-floor offices, and courtyards are semi-public space, as is the private front porch in residential areas. See Figure 5–17.

The importance of these spaces, when it comes to placemaking, is the opportunity for added social interaction that results from the intersection of private and public space. Neighborhoods that lack

Figure 5–17: Semi-Public Spaces



Semi-public space in Lansing.



Residential front porch in St. Johns.

Source: Figure and photos by the Land Policy Institute, Michigan State University, 2015.

these interaction points can become sterile and discourage pedestrian activity.

For a neighborhood with few public spaces, a *public market* can become its de facto civic square—a place where people of diverse ethnic and socio-economic backgrounds come not only to shop, but to meet, mingle and chat, and enjoy the overall atmosphere of the market. In short, it can be a draw beyond simply offering fresh, affordable, and nutritious produce. See Figure 5–18. This is important not just for the activity, but because the character of the public space can change dramatically on those days and times that the market is active.

Like other public spaces, the focus with a new public market (beyond fresh food and mercantile business), should be to enhance access and linkages, comfort and image, uses and activities, and sociability. Choose a place for the market that has good form and existing activity—and the space and potential for more—whether a park or small plaza, and which is adjacent to a busy bus stop, community institution, or retail shopping area. Access and linkages are developed through signage, improving parking availability, and creating linkages to existing retail, housing developments, or community institutions. Comfort and image are enhanced by providing seating and

Figure 5–18: Public Markets



Farmers Market in Port Austin.



Flint Farmers' Market.

Source: Figure by the Land Policy Institute, Michigan State University, 2015. Photos by the Michigan Municipal League/www.mml.org.

shelter for customers, and by beautifying the space with flowers and public art. Holding regular events can expand the uses and activities at a public market. Music or other entertainment, such as a cultural arts festival, serves to activate and diversify the market.

Taken together, all of these character elements can reinforce a sense of place within a neighborhood. Longer term investments, such as changes to signs or burying utilities, can have an even more significant impact on the visual appearance of a place and, hence, on community character and its ability to attract people to it.

Public art can also dramatically or subtly enhance the character of an area by drawing attention to it in a prominent location, or by challenging thought, or invoking emotion or humor. Neighborhoods that support public art are throwing out the welcome mat to creative people and others who value art as an essential element of everyday life. Chapter 11 on Creative Placemaking addresses the value of public art in more detail.

IMPORTANCE AND ROLE OF CONNECTIVITY

Connectivity refers to the means by which people get from place to place via various modes of travel. A high level of connectivity allows people to easily access common places to meet their daily needs. Good street design is the starting point for connectivity as it allows multiple modes of travel on a single street. A well-connected network of streets both within a neighborhood and between neighborhoods allows for traffic of all modes to move freely and use multiple routes. To make these networks function there needs to be well-designed infrastructure to support the differing modes of movement. Following is a brief examination of pedestrian, bicycle, transit, and finally, automobile and regional connectivity. Please keep in mind the special needs of people with disabilities whose needs must be reasonably accommodated in all of these travel modes. Meeting ADA requirements might not be enough.

Sidewalks

All trips begin and end as a pedestrian, so we start the discussion focusing on pedestrian-scale infrastructure for connectivity. The built environment is generally either supportive of walking or not, with little in-between. The most essential connectivity element in quality neighborhoods is sidewalks. First, the sidewalk system must be complete (without missing pieces or sections). Second, it must be in

good condition (i.e., without broken slabs or sections uplifted by tree roots or frost heave, etc.). Third, it must be maintained in all seasons.⁸

Sidewalks should be supplemented with an integrated system of pathways and bike trails wherever feasible. But, simply providing sidewalks, pathways, and trails throughout the community is not enough to create quality places and encourage use. When people find themselves in an environment in which they feel exposed, vulnerable, or unsafe, they usually try to get out of that environment as quickly as possible. In order to be used, sidewalks, pathways, and trails must be constructed at the pedestrian scale and separate from automobiles. From 2003–2012, 1,373 pedestrians were killed in Michigan.⁹ A well-designed street goes beyond car traffic lanes and looks at all users within the entire ROW—think Complete Streets (as discussed in Chapter 4).

If sidewalks are designed poorly they will not be used. Most obvious are sidewalks that are too narrow, making it difficult for two people to walk side-by-side. There are multiple areas within a broad commercial sidewalk that have different functions and differing psychological responses that need to be taken into account. For example, people do not like to walk up close to a building that has no windows or right next to traffic and naturally shy away from these areas. Instead, people want a separation from each. The idea is to take into account enclosure aspects, as well as overall urban design when designing sidewalks.

In a General Urban Neighborhood setting (T4), a 1/4 mile (or five-minute walk) is the average distance Americans will walk to complete an errand rather than drive. However, recent research suggests that the distance Americans will walk also depends on the urban context. A more appealing walk—one that

8. Beneficial Designs, Inc. (1999). *Designing Sidewalks and Trails for Access. Part I of II: Review of Existing Guidelines and Practices*. Federal Highway Administration, U.S. Department of Transportation, Washington, DC. Available at: www.fhwa.dot.gov/environment/bicycle_pedestrian/publications/sidewalks/sidewalks.pdf; accessed April 14, 2015.

Beneficial Designs, Inc. (2001). *Designing Sidewalks and Trails for Access. Part II of II: Best Practices Design Guide*. Federal Highway Administration, U.S. Department of Transportation, Washington, DC. Available at: www.fhwa.dot.gov/environment/bicycle_pedestrian/publications/sidewalk2/pdf/01a_tpack.pdf; accessed April 14, 2015.

SRTS Online Guide. (n.d.). "Sidewalks." National Center for Safe Routes to School, Chapel Hill, NC. Available at: <http://guide.saferoutesinfo.org/engineering/sidewalks.cfm>; accessed April 14, 2015.

9. SGA. (2014). *Dangerous by Design 2014: Michigan*. Smart Growth America, Washington, DC. Available at: www.smartgrowthamerica.org/documents/dangerous-by-design-2014/dangerous-by-design-2014-michigan.pdf; accessed September 25, 2015.

is accessible, convenient, welcoming, and safe—will invite longer walks. Fifteen- to 20-minute walks are common in such interesting settings.¹⁰

In a sub-urban setting, people are willing to walk very little to complete an errand. Even shopping within the same mall, many people are more likely to drive across the parking lot from one store to the next, rather than walk. Safety certainly plays a role here. But a bigger reason is that in the suburbs the distance between places is long and walks are often very uninteresting, especially along major streets, through parking lots, or past strip commercial areas, which may not even have sidewalks. In these settings the form-activity relationship between buildings and pedestrians has been disrupted.

The 1/4-mile walking radius was established in a general urban setting, such as along a street in a traditional neighborhood. Fences, hedges, and frontage walls all increase walk appeal in T4 neighborhoods, because they are right beside the sidewalk where the view changes fastest.

According to Steve Mouzon, the principal elements of walk appeal are:

- A changing view,
- Street enclosure,
- Window of view—both horizontally and vertically along store fronts,
- Shelter, and
- Terminated vistas.¹¹

The more a neighborhood can increase the walk appeal, the longer people will walk, on average, to complete an errand or to travel to a destination for purposes other than recreation. There are, of course, tremendous health benefits from recreational walking in any transect zone. The sidebar on the Benefits of Active Living (pages 5-31 through 5-33) identifies some of the economic, environmental, and social benefits of designing active communities.

Residential sidewalks are the first priority. They must be properly sized, part of a large connected system, and well-maintained. Many communities have a four-

10. Mouzon, S. (2012). "Walk Appeal." *The Original Green Blog*, July 24, 2012. Available at: www.originalgreen.org/blog/walk-appeal.html; accessed February 20, 2015.

11. See Footnote 10.

foot minimum width requirement for sidewalks. This is inadequate. The minimum should be five feet in width, because it is the space needed for pedestrians to pass comfortably. If the sidewalk is against a fence or wall, add an additional foot for passing space and to accommodate the "shy zone" (see below). If the sidewalks are intended to also serve bicycles, they need to be wider (typically up to 10-foot-wide depending on the amount of bicycle and pedestrian traffic). Adjacent to residential sidewalks, ideally there is also a planting strip (grass, plant beds, trees, etc.) of seven feet between the edge of the sidewalk and the street. This is especially important in the winter for snow storage.

Commercial street sidewalks have several other important dimensions, because they serve multiple purposes. For example, they may be used for display space, gathering and resting spaces, and transition areas between cars and pedestrians. As a result, typical commercial sidewalks should be 13- to 15-foot-wide in order to accommodate the four sidewalk zones (see Figure 5-19). Each of these zones is described in more detail below.

- Frontage or loiter zone: This is the area for retail pedestrian window shopping and outdoor seating. The loiter zone provides an area out of pedestrian walking flow for someone to stop or engage another.
- Throughway zone: This is the pedestrian walking zone that allows for unimpeded movement of pedestrians. This zone could be at least five-foot-wide.
- Furnishing zone: This is the area for street furniture and pedestrian loitering. Street furniture includes lighting, street trees, landscaping, trash containers, public seating, art work, and more.
- Edge or buffer zone: This is a "shy zone" for pedestrians to create some distance from motor traffic, parked cars, and walls.

It can also be a mistake to make sidewalks too wide. If a sidewalk is too wide in a retail area it can appear vacant or underused and present the problem of pedestrians feeling uncomfortable in too large of a space. This is most common where there is no furnishing zone, so a street tree and furniture improvement program should eliminate the problem

Figure 5–19: Four Sidewalk Zones



Source: Inspired by a graphic found in: Benfield, K. (2013). "Streets Can Be Public Spaces Too." *The Atlantic CityLab*, July 17, 2013. Available at: www.citylab.com/design/2013/07/streets-can-be-public-spaces-too/6235/; accessed October 30, 2015. For additional information, see ITE and CNU. (2010). *Designing Walkable Urban Thoroughfares: A Context Sensitive Approach*. Institute of Transportation Engineers, Washington, DC; and the Congress for the New Urbanism, Chicago, IL. Available at: <http://library.ite.org/pub/elcfff43c-2354-d714-51d9-d82b39d4dbad>; accessed October 30, 2015. Figure and photo by the Land Policy Institute, Michigan State University, 2015.

and provide useful street furniture that is likely to attract more pedestrians and shoppers. This is a good situation to test with Tactical Placemaking.

Commercial sidewalks also need to take care regarding enclosure ratios. If sidewalks make the right-of-way appear too wide in relation to the adjacent building height, then the sidewalk or entire street ROW may be too wide. In a commercial area, the distance from the front of a building on one side of the street to the building face on the other side of the street should be within the range of one to two times the building's height. If sidewalks are too wide, some solutions include planting street trees, installing artwork, or banners in order to create a pedestrian enclosure that does not appear too wide. The location of trees or other objects should be placed so they do not block views of retail signs, window displays, and entrances.

Commercial district sidewalks can be places that are quite barren, stark, hot or cold, full of barriers, and void of meaning. Or, they can be orderly, clean, with adequate widths, and some building articulation and transparency. Or, they can also be chock-full of strong compelling edges, a sense of enclosure, and vibrant life.

However, accessible designs are useless if maintenance is neglected and sidewalks are allowed to degrade to a state where they cannot be used or must be avoided during travel. These design details are important for creating a space that is welcoming to pedestrians, while providing a high degree of connectivity at the pedestrian scale. Sidewalks in poor condition pose special problems for persons with disabilities and should never be allowed to deteriorate to the point they are unsafe.

The Death and Life of Great American Cities: Eyes on the Street

In *The Death and Life of Great American Cities*, Jane Jacobs introduced audiences to the concept of *eyes on the street*.

“A city street equipped to handle strangers, and to make a safety asset, in itself, out of the presence of strangers, as the streets of successful city neighborhoods always do, must have three main qualities:

First, there must be a clear demarcation between what is public space, and what is private space. Public and private spaces cannot ooze into each other as they do typically in suburban settings or in projects.

Second, there must be eyes upon the street, eyes belonging to those we might call the natural proprietors of the street. The buildings on a street equipped to handle strangers and to insure the safety of both residents and strangers, must be oriented to the street. They cannot turn their backs or blank sides on it and leave it blind.

And, third, the sidewalk must have users on it fairly continuously, both to add to the number of effective eyes on the street and to induce the people in buildings along the street to watch the sidewalks in sufficient numbers. Nobody enjoys sitting on a stoop or looking out a window at an empty street. Almost nobody does such a thing. Large numbers of people entertain themselves, off and on, by watching street activity.”ⁱ

While some may disagree with Jacob’s first point, the next two are directly on target. Many eyes deter crime, and many bodies make for interesting watching. Over the years, a large percentage of our small town downtown’s upper stories have become vacant or unused, reducing the number of eyes on the street, and the number of people on the street during all hours of the day and evening. Fewer eyes and the potential for observance, along with fewer people on our streets, increases the opportunity for crime. It also results in less potential customers for the businesses on the street.

i. Jacobs, J. (1961–2011). *The Death and Life of Great American Cities*. New York, NY: Random House. Available at: www.randomhousebooks.com/books/86058/; accessed July 10, 2015.

Benefits of Active Living

Beyond the personal health benefits of physical activity and recreation, there are economic, environmental, and social benefits associated with designing active communities.

The Center for Disease Control (CDC) recommends that adults get 30 minutes of moderately intense physical activity at least five days per week (or 20 minutes of vigorous activity three or more days per week), and that children get at least 60 minutes of moderate to vigorous activity every day. Active living is a way of life that integrates physical activity into daily routines. See, for example, the **Active Living by Design Primer**.ⁱ

The *easiest* way to exercise is if daily living involves significant walking, because everything needed is

i. Active Living Network. (n.d.). **Active Living by Design Primer**. Robert Wood Johnson Foundation, Princeton, NJ. Available at: www.activeliving.org/node/765; accessed January 24, 2015.

within walking distance. People are more likely to get exercise if opportunities for recreation and non-motorized transportation are nearby and convenient. For example, a 2007 study found that adults living within a half mile of a park visit parks and exercise more often.ⁱⁱ Public places, including plazas, school grounds (playgrounds), sports complexes, trails, and pathways, that are part of the fabric of the community make recreation part of everyday active living. These are places of recreation themselves and

ii. Cohen, D., T.L. McKenzie, A. Sehgal, S. Williamson, D. Golinelli, and N. Lurie. (2007). “Contribution of Public Parks to Physical Activity.” *American Journal of Public Health* 97 (3): 509–514. Available at: <http://ajph.aphapublications.org/doi/full/10.2105/AJPH.2005.072447>; accessed February 20, 2015.

The easiest way to exercise is if daily living involves significant walking, because everything needed is within walking distance.

Benefits of Active Living (cont.)

can also be attractive destinations for walking or biking. A greater number of facilities that support physical activity is directly related to increased physical activity and reduces the risk of being overweight (see Figure 5–20).ⁱⁱⁱ

Additionally, numerous studies have found that close proximity to open space and other recreational sites are considered amenities by the real estate market. These amenities contribute to higher residential property values for homes near those sites. [See Footnote 18 in Chapter 3 (page 3–15).]

More importantly, recreational amenities are critical components of place that are essential to retaining and attracting talent. A walkable/bikeable community with more active living opportunities has residents that spend less time in the car and that translates to fewer pounds of carbon dioxide and other emissions in the air each week.

When recreational opportunities are woven into the fabric of the community in the form of bike trails and pedestrian pathways, those without cars can more easily access services and employment. Nearly 1/3 of Michigan residents do not drive, because they are too young, too old, cannot afford to, or do not want to. Less than half of potential drivers age 19 or younger had a license in 2008, down from nearly two-thirds in 1998.^{iv}

iii. Gordon-Larsen, P., M.C. Nelson, P. Page, and B.M. Popkin. (2006). "Inequality in the Built Environment Underlies Key Health Disparities in Physical Activity and Obesity." *Pediatrics* 177 (2): 417–424. Available at: www.pediatrics.org/cgi/content/full/117/2/417; accessed March 18, 2015.

iv. Chozick, A. (2012). "As Young Lose Interest in Cars, G.M. Turns to MTV for Help." *The New York Times*, March 22, 2012. Available at: www.nytimes.com/2012/03/23/business/media/to-draw-reluctant-young-buyers-gm-turns-to-mtv.html?_r=0; accessed February 20, 2015.

The fraction of 20- to 24-year-olds with a driver's license has also dropped. Adults between the age 21 and 34 buy just 27% of all new vehicles sold in America, a far cry from the peak of 38% in 1985.^v In cities with excellent public transportation, large numbers of young adults are choosing not to own cars, because their commutes can be more productive (socially or for work) on wireless devices.

In short, mixed-use neighborhoods with active transportation opportunities like sidewalks, trails, bike lanes, and paths that are connected to plazas, school grounds (playgrounds), sports complexes, and shopping:

- Improve safety for all (pedestrians, cyclists, and drivers),
- Decrease emissions,
- Improve mental health and social interaction,
- Increase physical activity that, in turn, reduces obesity, overweight, blood pressure, diabetes, asthma, and depression, and
- Improve individual property values and boost economies.

For more information, visit: www.activelivingresearch.org.

v. Weissmann, J. (2012). "Why Don't Young Americans Buy Cars?" *The Atlantic*, March 25, 2012. Available at: www.theatlantic.com/business/archive/2012/03/why-dont-young-americans-buy-cars/255001/; accessed February 20, 2015.

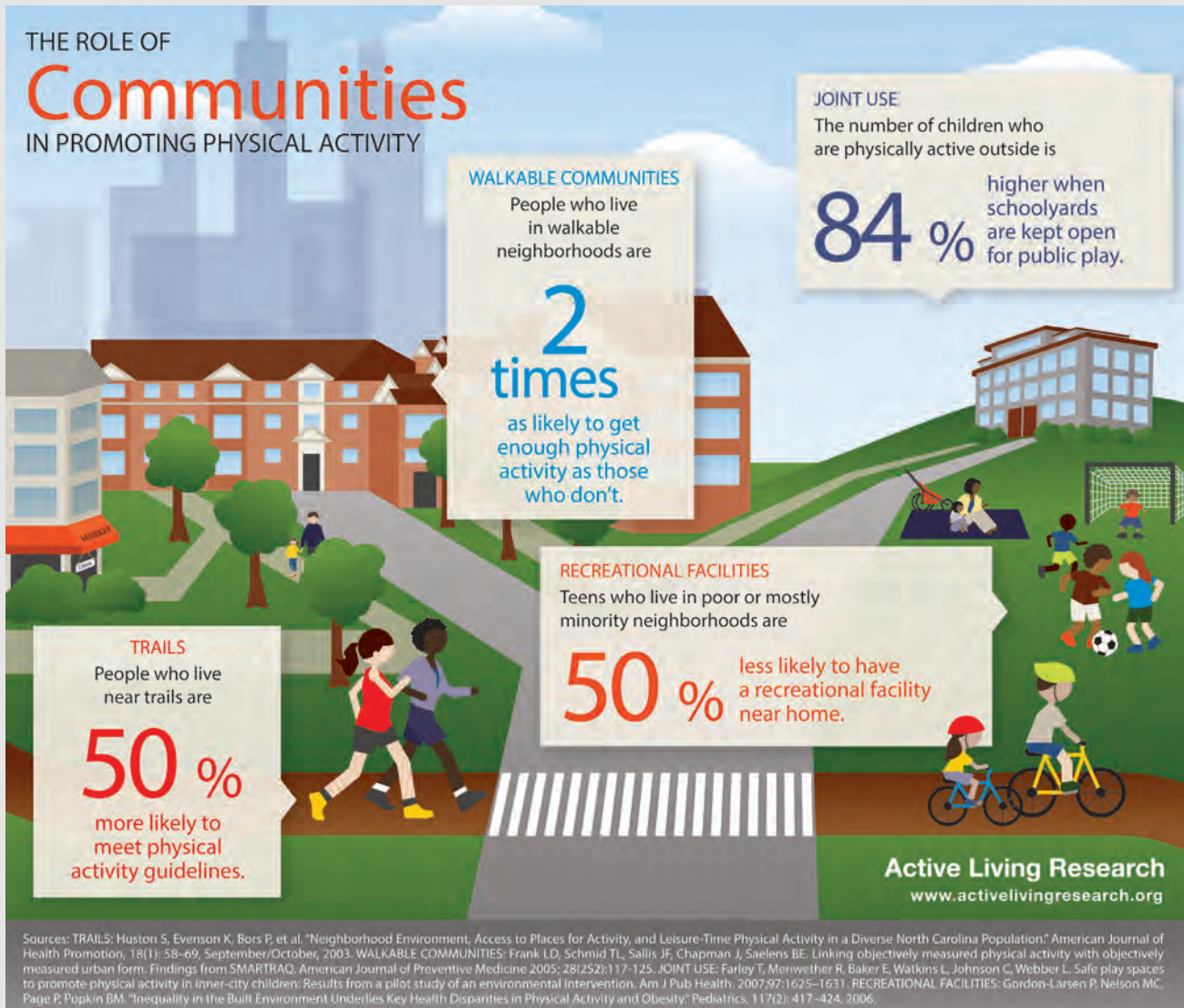
Michigan Fitness Foundation

"The Michigan Fitness Foundation (MFF) and the Governor's Council on Physical Fitness, Health and Sports work to bring about behavior change through programming, special projects, and events that encourage citizens to build physical activity and sound nutrition into their daily lives. By empowering, facilitating, and celebrating healthy choices, the Foundation works to foster prosperity for all."

As a member of the Michigan Sense of Place Council, MFF advocates for placemaking as it relates to the guiding principles of Active Communities.

For more information, visit: www.michiganfitness.org/.

Figure 5–20: The Role of Communities in Promoting Physical Activity



Source: Active Living Research. (2012). "Infographic: The Role of Communities in Promoting Physical Activity." San Diego, CA. Available at: <http://activelivingresearch.org/communitiesinfographic>; accessed June 18, 2015.

Paths, Trails, and Bikeways

Walking paths, bike trails, and bikeways are another part of pedestrian connectivity. Designed for walking and biking, and separated from motor vehicle traffic, paths and trails use different routes than roadways, such as abandoned railways or utility lines, and often follow waterways. By being separated from traffic, many types of users feel comfortable using such paths for recreation and transportation. Walking paths and bike trails should be at least 10-feet-wide to accommodate various users and create a clear sight path.

Similar to neighborhood context for streets, context is also important for bikeways. Bike trails are most

appropriate for a rural/sub-urban setting (T1, T2, or T3), bike paths are for more sub-urban/urban settings (T3, T4, and T5), and bike lanes can be found across the transect, but dominate the urban core (T5 and T6).

A bicycle trail is used mainly for recreational purposes, as fewer destinations exist along its route. It may follow a former rail line, or take a more meandering, scenic route. It may also have a wider variety of surface treatments (pavement or a more pervious material, such as hard packed chipped limestone or dirt) and typically intersects with fewer thoroughfares than an urban bike path. Some bike trails are far off the beaten path and may be as narrow

as a single-track mountain bike trail that runs over rough terrain.

Urban bicycle paths are used for commuting to employment, education, and commercial amenities, as well as for recreation. Such paths are almost always paved with asphalt or concrete and typically require more intensive stormwater considerations, lighting, and detailed pavement markings. When selecting a bikeway type, existing vehicular thoroughfare width, traffic speed and volume, land use, urban form, etc. must all be taken into account. Connectivity of bikeways across the transect, and to other forms of transportation (especially transit and commuter train), is key for providing mobility/access and recreation. In rural and sub-urban settings, bike lanes assume the classic design of separated space (six feet minimum) going with traffic. In urban settings, the applications differ based on street width and context. See Figure 5–21.

Thoroughfare design needs to take bicycles into account. Separate bike lanes may be counter-productive to a safe pedestrian and bicycling realm, by widening the curb-to-curb crossing distance, as well as the sense of spatial enclosure that slows down motorists. When bicyclists are not present, bicycle lanes may cause motorists to feel safer driving faster (they are farther from parked cars and trees), which in turn makes bicyclists less likely to use that thoroughfare for bicycling. Sharing traffic lanes with very slow-moving traffic is safer for bicyclists. But, when there is a lot of traffic, and street widths are wide, a separate travel lane for bicyclists that is very clearly marked (often painted a bold color) is best. Complete Streets design principles acknowledge these needs.

Bicycle networks should include identifiable and safe connections to recreation facilities and other transportation networks, especially transit. The goal is to attract those who want to bike, but have been deterred by perceptions of unsafe conditions. To support bicycling as a means of transportation (not recreation), infrastructure beyond bike lanes has to be incorporated. Bike parking is key as bicyclists require a secure place to park their bike at work, and at any stop along the way to meet daily needs.

Of course, sometimes people have to travel farther than it may be practical to bicycle, or they may have too much to safely carry on a bike. Still, others with mobility limitations may not be able to bike. So, where density is high enough, connectivity must include transit—certainly bus and, where available, rail.

For more guidance with paths, trails, and bikeways, in addition to the numerous resources found in the Appendix 4 at the end of the guidebook, check out the **Fundamentals of Bicycle Boulevard Planning and Design** by the Initiative for Bicycle and Pedestrian Innovation at Portland State University.¹²

TRANSIT

The intersection of transit service with heavily used pedestrian and bicycle routes integrates key transportation modes and allows users to take advantage of multiple modes on a single trip (walk, bus, walk; bike, bus, bike; etc.). Transit stops must be integrated into the urban form and not isolated in a large parking lot or placed well away from pedestrian routes.

In order for transit to be used it must be convenient and comfortable. The provision of clean and safe shelters for riders (walkers and bicyclists) is important. Service needs to be friendly, on-time, and affordable as well. Routes need to be easily understood and relatively simple.

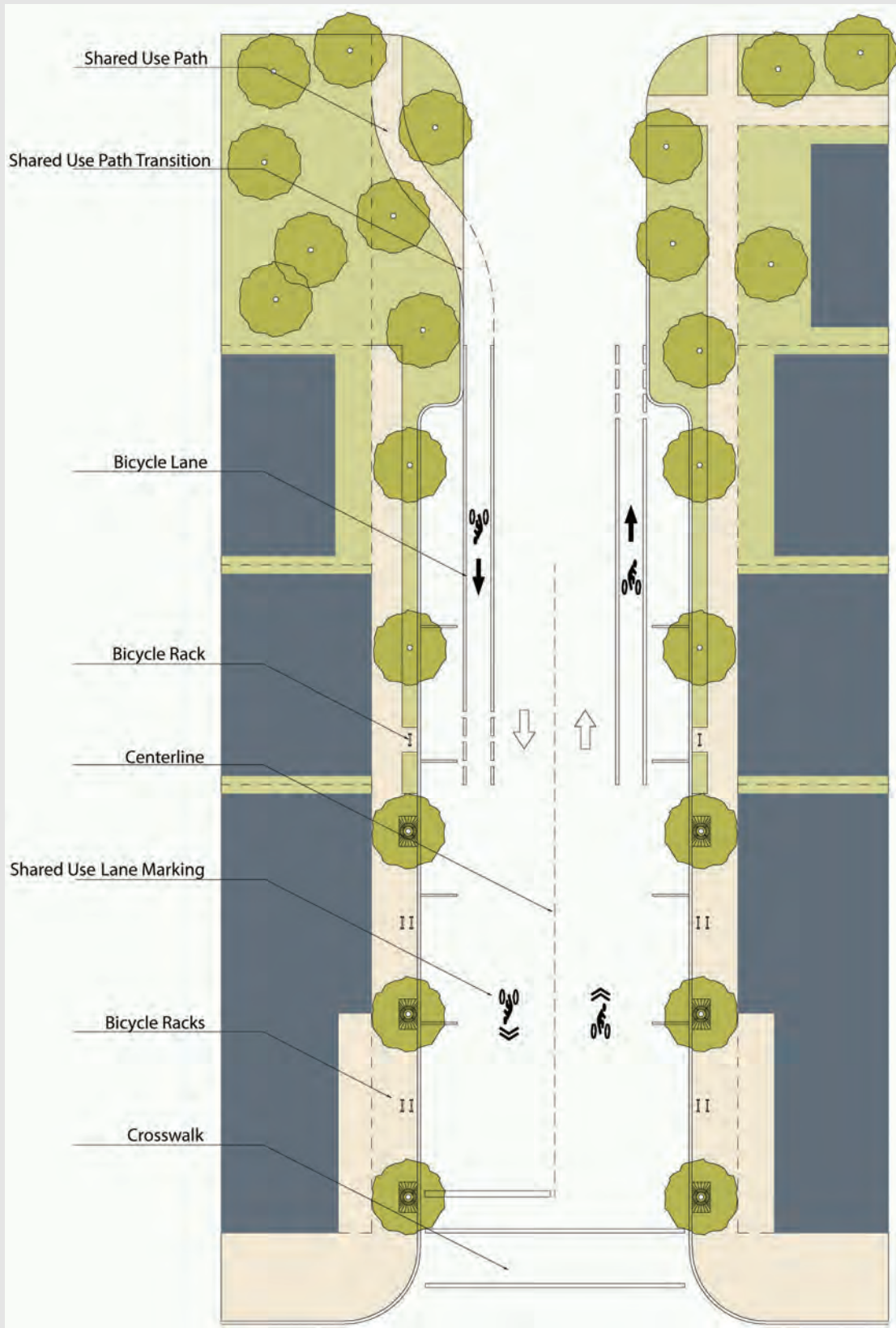
The Midwest, in general, and Michigan, in particular, has considerable work to do to upgrade transit service and better integrate it with pedestrian and bicycle modes. That said, important strides are underway with the creation of a new Southeast Michigan Regional Transit Authority; the new M-1 light-rail line along Woodward Ave. in Detroit; a new Bus Rapid Transit line in operation in Grand Rapids; and two others on the drawing boards in Grand Rapids and Lansing.

AUTOMOBILES

Similar to the need for pedestrian connectivity with many other travel modes, the connectivity goal for automobiles should be the creation of many connections with other modes in the transportation network. The (traditional) grid street pattern is capable of spreading vehicles throughout the system such that traffic volume on any given street is less than in the (conventional) hierarchy of streets. Therefore, streets can be narrower, thereby encouraging pedestrian travel. The curvilinear modern street (sometimes referred to as a deflected grid) and cul-de-sac designs found in many sub-urban communities force all the traffic out to the major thoroughfare on the perimeter. This can

12. Walker, L., M. Tressider, and M. Birk. (2009). **Fundamentals of Bicycle Boulevard Planning and Design**. Portland, OR: Initiative for Bicycle and Pedestrian Innovation, Center for Transportation Studies, Center for Urban Studies, Portland State University. Available at: www.pdx.edu/ibpi/sites/www.pdx.edu/ibpi/files/BicycleBoulevardGuidebook%28Optimized%29.pdf; accessed January 24, 2015.

Figure 5-21: Example of Urban Bicycling Infrastructure



Source: The Street Plans Collaborative, and Zachary Adelson. (2011) "Biking Thoroughfares." Center for Applied Transect Studies. Available at: http://transect.org/thoroughfare_img.html; accessed March 18, 2015.

leave an entire subdivision without access to a main road if there is only one major access point and it is closed for repair or an emergency. See Figure 5–22.

A robust transportation network links important destinations through a variety of means and routes. Good connectivity encourages walkability by linking origins and destinations that are within short walking distances. More connections means shorter distances between places. Researchers continue to find additional compelling evidence that residents in a community with a traditional grid design are more likely to weigh less, walk more, and have lower blood pressure than residents in the neighborhood with the curvilinear design.¹³ Regular walking has been shown to reduce risks for obesity, diabetes, asthma, and depression.¹⁴

The vehicular network need not be completely rectilinear. Deflected vistas and curves can be part of the grid. They increase variation and interest, thereby increasing walk appeal. This should occur naturally,

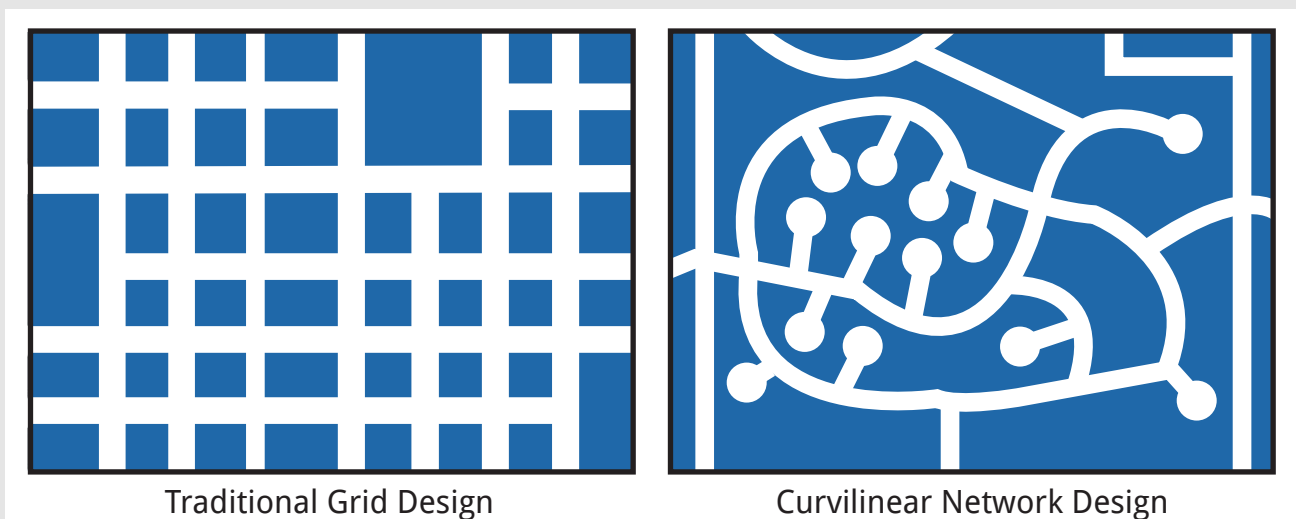
13. Ewing, R., T. Schmid, R. Killingsworth, A. Zlot, and S. Raudenbush. (2003). "Relationship between Urban Sprawl and Physical Activity, Obesity, and Morbidity." *American Journal of Health Promotion* 18 (1): 47–57. Available at: www.arch.utah.edu/cgi-bin/wordpress-metroresearch/wp-content/uploads/2013/09/Most%20Cited%20Articles/JournalArticle.pdf; accessed February 20, 2015.
14. See Footnote 13.

however, when topographic variations or rivers or streams create natural barriers.

But, it is not just the design and location of streets that are important for connectivity. It is important to consider all of the infrastructure to support auto traffic. Limited access lanes, driveways, and parking are all impediments to other forms of connectivity within the community. There are numerous access management and parking strategies to mitigate these impacts. Shared driveways and shared parking, or placing parking behind buildings and waiving off-street parking requirements for small commercial and mixed-use structures, are just a few examples.

As neighborhoods aggregate, communities are formed. Every neighborhood is also part of a region of communities, and regional connectivity must be considered. The regional transportation system has additional components of rail, airports, ports, and marinas. These are major regional transportation infrastructure facilities and not every community has all of them. For true connectivity from one neighborhood to another to happen, it is important to allow users to make use of multiple modes of transportation to get from one location to another. Safe

Figure 5–22: Traditional Grid Street Network Compared to a Deflected Grid or Curvilinear Network



Source: Walker, L., M. Tresidder, and M. Birk. (2009). *Fundamentals of Bicycle Boulevard Planning and Design*. Portland, OR: Initiative for Bicycle and Pedestrian Innovation, Center for Transportation Studies, Center for Urban Studies, Portland State University. Available at: www.pdx.edu/ibpi/sites/www.pdx.edu/ibpi/files/BicycleBoulevardGuidebook%28optimized%29.pdf; accessed January 24, 2015. Figure remade with permission, by the Land Policy Institute, Michigan State University.

The Multi-Modal Corridor and Public Space Design Guidelines

A report created for the Indianapolis Regional Center & Metropolitan Planning Area entitled the **Multi-Modal Corridor and Public Space Design Guidelines** emphasizes the link between a balanced transportation system and quality of life for the region. The needs of pedestrians, bicyclists, transit users, and automobile drivers must be valued equally, with choices provided that promote safety and accessibility throughout the region.

The report focuses on identifying Multi-Modal Districts and Corridors within the region, the central areas within a community that are typified by walkable districts and a greater intensity of people, commerce, and transit. These districts consist of nodes, or hubs of activity, that are connected by corridors that define the center and edges of the district. Once these corridors have been identified, they are classified as *Placemaking Corridors* running through the central node, *Thru Corridors* along the district edges, and *Connector Corridors* that link the two and establish a balance within the district. Assessing these typologies helps to better understand the function, performance, and relationship of these

corridors to the accessibility and quality of life for the community and surrounding region.

Design guidelines are then detailed that describe the concepts behind public, quasi-public, and private spaces and the elements of the streetscape (referred to as component zones) that constitute the public and quasi-public space. These component zones are then classified and assigned specific design guidelines aimed to create an active, accessible network of nodes and streetscapes that enhance connectivity throughout the community. Based on character and function, the design guidelines explain connectivity requirements for a balanced system, and leverage transportation infrastructure to concentrate intensity and economic development to these multi-modal districts and corridors within the region. See the example illustration in Figure 5–23 on the next page.

To view the full report, check out the source link below.

Source: Storrow Kinsella Associates, Inc. (2008). **Multi-Modal Corridor and Public Space Design Guidelines: Creating a Multi-Modal Region.** Prepared for the Indianapolis Regional Center & Metropolitan Planning Area, Indianapolis, IN. Available at: www.indympo.org/Plans/Documents/MM_DesignGuidelines.pdf; accessed January 24, 2015.

and convenient connections between transportation systems and across municipal boundaries are necessary.

Regions can be composed of walkable neighborhoods and towns around a center (downtown or city core) of highest activity or intensity, corresponding to the highest buildings of the area. These areas can be framed and connected by a network of multi-modal corridors using both local and regional connectivity infrastructure. When done properly it enhances the quality of life and sense of place throughout the region and all of its neighborhoods.

Changes to streets, sidewalks, trail systems, and other physical infrastructure, must be done with careful planning before projects are initiated. Each segment is a part of larger networks, and changes in one part can have a significant effect elsewhere. They also cost a lot, so the money needs to be spent wisely. All the stakeholders and users of the infrastructure must be involved in the planning. But, having a lot of people involved should not result in impasse or unnecessary

delay, because the obligation of everyone must always be achieving Complete Streets objectives where the needs of users of all modes are adequately accommodated.

CONCLUDING OBSERVATIONS

Neighborhoods are the building blocks of place. They are the basic structure on which communities are built. Done correctly, quality places result. Together with the corridors that define and connect them, they provide housing, employment, retail opportunities, and civic spaces for enjoyment. Character elements serve to reinforce the sense of place and unique identity within each of the neighborhoods. Good connectivity allows people to move freely and easily within and between neighborhoods to meet their daily needs. This chapter has briefly reviewed each of these and other more specific neighborhood characteristics from the contribution they make to creating and sustaining quality places. Appendix 4 at the end of the guidebook contains many other resources for the interested reader on the topics addressed in this chapter.

Figure 5-23: The Multi-Modal Corridor



Source: Storrow Kinsella Associates Inc. (2008). **Multi-Modal Corridor and Public Space Design Guidelines: Creating a Multi-Modal Region.** Prepared for the Indianapolis Regional Center & Metropolitan Planning Area, Indianapolis, IN. Available at: www.indympo.org/Plans/Documents/MM_DesignGuidelines.pdf; accessed January 24, 2015.

Key Messages in this Chapter

1. “Urban morphology” refers to the form of human settlements and the process of their formation and transformation. Typically, analysis of physical urban form focuses on street pattern, lot pattern, and building pattern. These are crucial to placemaking, as good physical form contributes to positive social interaction and economic activity.
2. Looking at a quality neighborhood through the placemaking lens reveals a number of important attributes. These neighborhoods are typified by the following 10 Characteristics of Quality Places: 1) *Centered* (central public space, such as a school or activity center); 2) *Civic* (well-designed, prominent public buildings and spaces); 3) *Community* (neighbors are actively engaged); 4) *Complement* (new development aligns with existing historic structures, which are preserved whenever possible); 5) *Contrast* (humans are the focus over automobiles); 6) *Compact* (generally a walkable area within a 1/4-mile radius); 7) *Complete* (mix of private and public land uses that meets the needs of nearby residents); 8) *Complex* (variety in civic spaces and thoroughfare types); 9) *Connected* (offers a range of mobility options with public spaces that perform multiple functions); and 10) *Convivial* (friendly, welcoming spaces that feature a variety of gathering places).
3. Rather than isolating land uses from one another (as is done with conventional sub-urban subdivisions), planning quality sustainable neighborhoods requires the ability to adapt to the changing needs of a diverse array of lifestyles, incomes, and generations. This is accomplished through an appropriate mix of land uses, housing types, and a walkable design that meets the daily needs of residents and creates a greater quality of life.
4. From a traditional urban morphology perspective, neighborhoods feature the following four elements: 1) a clear center or core; 2) civic and natural open space; 3) a regular pattern of streets; and 4) a variety of development patterns and land uses that address community needs.
5. The neighborhood core serves as a gathering space and hub of activity, whether it be a centralized green space, community center, or even a mixed-use development that has residential along with commercial space for residents to patron.
6. Development patterns within the neighborhood should have a balanced mix of uses, ideally including large, small, and attached dwellings in various densities to accommodate a wide range of income levels and meet local and regional demand. Edges serve as borders or transition nodes of the neighborhood and are often delineated by a major thoroughfare, rail line, or other physical barriers; by a natural landscape feature like a river; or by a commercial area shared with another neighborhood.
7. Civic and natural open space can vary in size and shape (from pocket park to greenway), but should be near the center of a neighborhood, with meaningful edges and engaging activities that make residents feel safe and welcome. These natural areas provide central spaces for education, recreation, connecting with nature, socializing, and forming bonds within the community.

Key Messages in this Chapter (cont.)

8. Development patterns and density will vary from neighborhood to neighborhood, and depending on where it is on the transect, so will neighborhood form. For example, in the General Urban Neighborhood (T4) a multifamily housing unit would take the form of a duplex or stacked flat, whereas in the Urban Center Neighborhood (T5) it might take the form of rowhouses. In either case, there is a mixture of housing types and prices with the goal of providing enough density and diversity to support commercial activity within the neighborhood center.
9. The Urban Core Neighborhood (T6) contains only one building type—multistory buildings, which may function as a single-use structure or host a variety of residential, office, and commercial uses, as well as parking. Most residents in the urban core do not own personal vehicles and rely on alternate forms of transportation.
10. A neighborhood in the Urban Center Zone (T5) contains several different building typologies and façades, with store frontages that create an active commercial center in the urban center, and is denser than the neighborhood center of a General Urban Neighborhood (T4).
11. The General Urban Neighborhood (T4) represents the traditional neighborhood form that comes to mind, with a mix of housing types and frontages that range from higher to lower density patterns moving further away from the center. These types range from large apartment buildings near the edges of a neighborhood center, to rowhouses, larger single-family homes, and smaller scaled cottages. Commercial nodes are sometimes shared with another neighborhood.
12. The Sub-Urban Neighborhood (T3) is a transitional area between general urban areas and working lands or rural areas, featuring lower densities, larger setbacks, and less urban building types. Commercial design typically involves small retail strips with front parking that are less pedestrian-friendly and cater more to the automobile.
13. A traditional neighborhood has balanced components of residential, employment, commercial, and civic areas to serve the needs of its residents. Depending on its total population, density, layout, and physical composition, a neighborhood could be considered a quasi-sustainable unit of development and is likely a quasi-independent unit, not unlike a village that exists as its own entity. Such neighborhoods function much more independently than a traditional single-use sub-urban neighborhood.
14. The actual size of a neighborhood, the building types within, and the quantity of open space and commercial development is dependent upon its location along the transect. Generally, one should be able to easily walk from the center to the edge of a neighborhood, with distances varying from a 1/5 mile to a 1/3 mile (radius). Commercial nodes in dense areas are often anywhere from a 1/4 mile to a 1/2 mile apart (either edge to edge or center to center) depending on the density of population served.

15. Clarence Perry's Neighborhood Unit Theory of 1929, which attempted to develop community life around a centralized school or neighborhood facility and create a welcoming environment that meets the "live, work, and play" needs of all its residents, still resonates today and reinforces the placemaking elements found in quality neighborhoods.
16. The U.S. Green Building Council partnered with the Congress for the New Urbanism and the Natural Resources Defense Council to create LEED certified standards for Neighborhood Development (LEED-ND). These standards help assess the quality of a neighborhood from both a traditional form and function perspective and a green development perspective.
17. Character elements are items that are often located in or adjacent to the right-of-way that make public spaces more inviting and strengthen sense of place. With proper planning, these elements can reinforce the unique character of a place and supplement the built form in practical and creative ways that encourage use and attract others interested in these amenities. Character elements may include landscaping, on-street parking, alleys, street signage, street lights, semi-public space, and public markets.
18. Good street design is the starting point for connectivity as multiple modes of travel are allowed on a street. A well-connected network of streets both within a neighborhood and between neighborhoods allows for traffic of all modes to move freely and use multiple routes. Well-designed infrastructure, including sidewalks, bikeways, trails, and public transit, help reinforce the importance of access and connectivity within a quality neighborhood.
19. The more a neighborhood can increase its walk appeal, the more people will be encouraged to run an errand or travel to a destination by foot. Principal elements of walk appeal involve a changing view, street enclosure, shelter, and terminated vistas that combine to make pedestrian travel more engaging and comforting.
20. Commercial street sidewalks may be viewed by the four following zones: 1) frontage or loiter zone (area for window shopping and outdoor seating); 2) throughway zone (pedestrian walking area that should be at least five feet-wide); 3) furnishing zone (area of street lighting, signage, trees, trash receptacles, and pedestrian loitering); and 4) edge or buffer zone (area for pedestrians to create distance from traffic, parked cars, and walls). Thinking in these terms helps create a sidewalk that is welcoming to pedestrians and creates a higher degree of connectivity at the pedestrian scale.
21. The intersection of the transit service with heavily used pedestrian and bicycle routes integrates the various modes of transportation and allows users to take advantage of multiple modes on a single trip (walk, bus, walk; bike, bus, bike; etc.). A strong transportation network links important destinations through a variety of means and routes, encouraging walkability by linking origins and destinations that are within short walking distances.



Chapter 5 Case Example: Cherry Hill Village, Canton Charter Township

Cherry Hill Village, established around one of the last historical hamlets in Canton Charter Township, MI, is the state's first neo-traditional neighborhood. Cherry Hill Village was planned with “Traditional Neighborhood Development” or “New Urbanism” principles in mind, and aims to give a small town–feel to the community of more than 500 households, businesses, and entertainment centers. The residential neighborhoods are formed by small curvilinear streets that wrap around four public parks to promote walkability and outdoor social interaction. The largest residential lots are for Estate Homes and measure 120+ feet by 80 feet; the Village Home and Cottage Home options are on smaller lots measuring 120 feet by 45–65 feet, with the smallest housing option being a condominium.ⁱ All single–family homes come with front porches and are built close to the streets, inviting residents and visitors to walk throughout the neighborhoods and to the downtown area. A majority of homes have garage entrances on the side or on the rear and there is on–street parking that keeps speed limits low throughout the village.

The historic Cherry Hill Schoolhouse and a large fountain can be found in the Village Square, the main public space, which is half enclosed by the Village Theater and adjoining commercial space, the Human Services Building, and a single retail building. Parking lots were created on the West side of the Village Square to meet the demand for visitors to the 400–seat Village Theater. The walkability of Cherry Hill Village is enhanced by miles of sidewalks and pathways that connect the Village Square to the residential neighborhoods. While the entire Cherry Hill Historic District is 17 square acres, the village is small enough so that it is not more than a half-mile walk from any residence to the Village Square.

Cherry Hill Village is the result of intense planning and careful decision making to capture the feeling of small town America in a sub-urban setting. Construction on Cherry Hill Village began in 2000. More residences and parks are planned in future phases. While about two-thirds of the project is complete (see Figure 5–24), work on

i. CHVHOA. (2015). “Neo-Traditional Neighborhood.” Cherry Hill Village HOA, Canton, MI. Available at: <http://mychv.com/traditional-neighborhood-development/>; accessed October 23, 2015.



Residential neighborhood in Cherry Hill Village. Photo by the MSU Land Policy Institute.

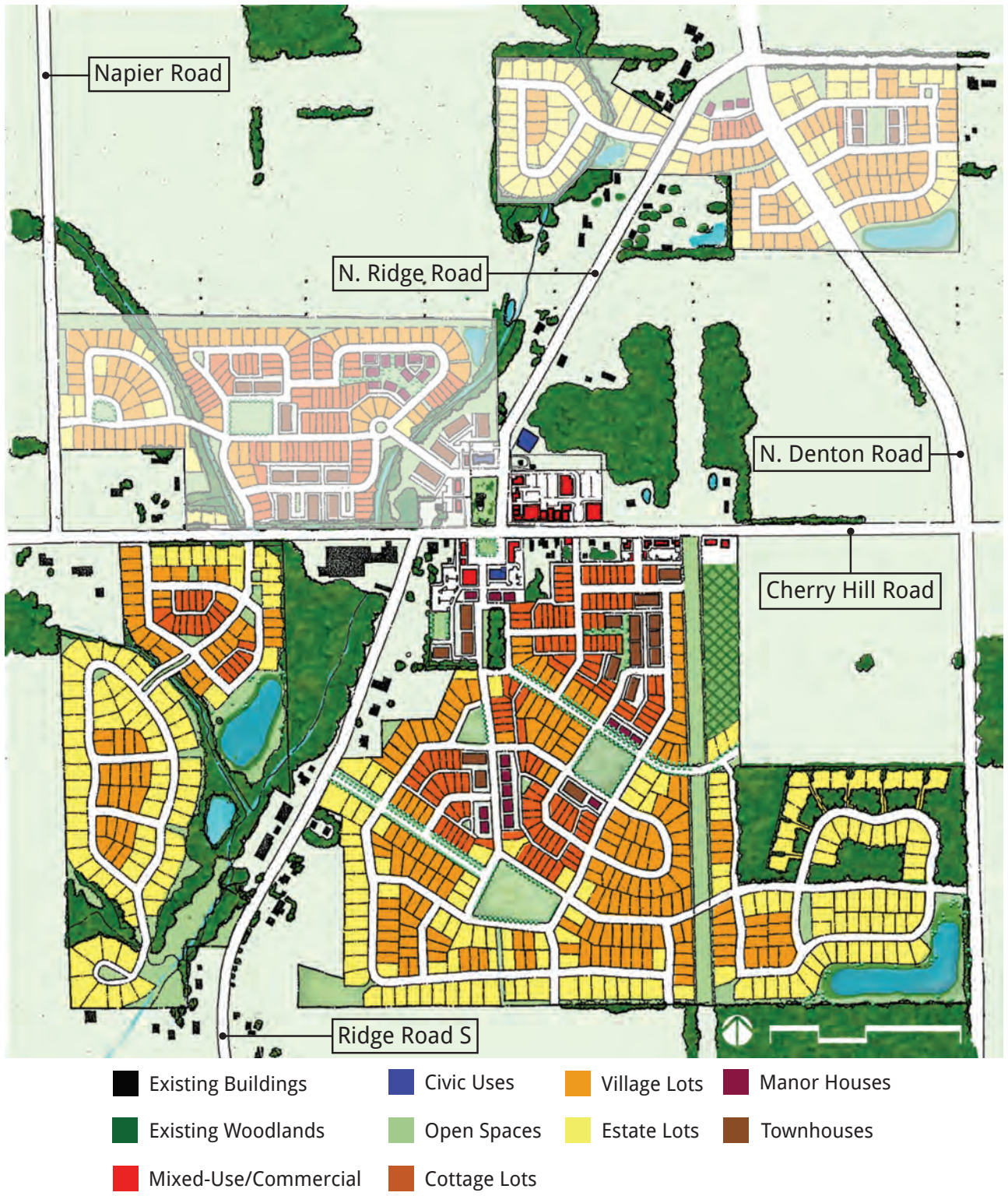
future phases is at a standstill, due to the impact of the Great Recession.

Cherry Hill Village is considered a New Urbanist development in the sense that the streets offer a range of housing choices, the blocks are compact and walkable, and all nearby amenities can be reached by walking or bicycling. The design standards in Cherry Hill Village encourage good form by ensuring that buildings are human scaled, the streets are narrow and have sidewalks, and that neighborhood blocks are not too large and expansive. Planning in Cherry Hill Village is meant to lead to a community where people are encouraged to interact socially, play in the public parks, and diminish their reliance on vehicular travel.



Cherry Hill Village features a variety of housing types like these rowhouses. Photo by the MSU Land Policy Institute.

Figure 5-24: Plan Map of Cherry Hill Village



The lower half of the development is built out and the portion just northeast of Cherry Hill Road at N. Ridge Road is complete. The screened areas have not yet been developed. **Source:** Biltmore Properties Corp. (n.d.). "Cherry Hill Village." Grosse Pointe Farms, MI. Available at: <http://biltmoredevelopment.com/chv/#!prettyPhoto>; accessed October 21, 2015. Figure supplemented with permission, by the Land Policy Institute, Michigan State University.

PART THREE

CHAPTER 6: COLLABORATIVE PUBLIC INVOLVEMENT IN PLACEMAKING

CHAPTER 7: PLANNING FOR PLACEMAKING

CHAPTER 8: LOCAL REGULATION FOR PLACEMAKING

Placemaking is about creating high-quality places for people. These places have distinct characteristics: They are walkable, have mixed-use buildings, and offer a variety of dwelling types. These outcomes are dependent on codes and regulations that support good form, and the vision created in local and regional plans. Yet, many communities find that the major impediment to building good form is their current zoning ordinance, which may prohibit the very characteristics and design required for successful placemaking. Part Three addresses how to create these places using collaborative engagement processes that lead to a community vision and plan, and how that plan is translated into reality through zoning.

Chapter 6 demonstrates how to meaningfully engage a community early on and integrate engagement into the placemaking process. While multiple techniques for public participation are reviewed, the importance of charrettes as one of the most successful techniques is highlighted. The result and purpose of engagement is the development of a plan of action for the community to realize its collective vision. Chapter 7 describes the elements and characteristics of regional and local plans leading to implementation of the community vision by means of quality placemaking projects and activities. Chapter 8 turns to the zoning ordinance, which is the most important tool for implementing the local plan as it strongly influences development patterns. If a community wants to create or restore a walkable downtown or neighborhood, the zoning standards need to support that pattern of development. The most likely zoning approach to produce consistent results is the use of form-based codes, a means of regulating development to achieve the kind of form elements described in Part Two. The elements of form-based codes and the process usually followed to create them are reviewed.

Chapter 6: Collaborative Public Involvement in Placemaking



Participants in a charrette in Lansing begin creating a vision using map exercises. Photo by Dover, Kohl & Partners.

INTRODUCTION

This chapter presents a framework for *meaningfully* involving the public in placemaking. The word “involvement” is commonly understood in an historical context as the means by which draft government policies are reviewed by the public before adoption. This approach has been mostly a passive one in which the public is given a cursory opportunity to comment on policy decisions and often at the end of the policy development process. This is insufficient when it comes to creating vibrant places where people want to live, work, play, shop, learn, and visit. In order for placemaking to be effective, people must be actively engaged from the beginning in creating the vision and then carrying it through to action.

With major placemaking projects, success in the eyes of all major stakeholders requires the kind of broad public support that comes with effective citizen engagement and *collaborative processes*. That means integrated participation by all stakeholders in policy formulation throughout the process. In some instances, there is actual shared decision-making authority with local government officials. This chapter reviews multiple approaches to public involvement, but stresses the importance of charrettes as a successful technique for achieving this goal—especially when certain types of placemaking projects are involved.

The first major section of this chapter highlights the public involvement techniques commonly used in community planning, ranging from the least engaging to the most engaging. Charrettes are only introduced, as they are the focus of the last half of this chapter. The second major section tackles engagement strategies that, when implemented properly, will create an environment for greater participation by the public in placemaking. Nearly all of the last half of the chapter addresses the specific elements of charrettes, including planning, executing, and implementing decisions from these multiple-day events. Chapter 6 merely introduces these concepts, and people interested in utilizing the full potential of charrettes are strongly encouraged to attend the multiple-day certificate-based training offered by the National Charrette Institute (NCI) (see the sidebar on the next page).



Participants work at mapping assets during a 2012 charrette in Bay City, MI. Photo by the Michigan Association of Planning.

All of the techniques addressed in this chapter are commonly used in community planning. The engagement techniques that are covered have particular relevance for placemaking. Certainly, there are additional techniques that are not covered. Community engagement that results in placemaking occurs at different scales and in specific geographic locations. Techniques, such as visioning sessions, general planning workshops, and surveys, are well-suited for discovering broad community goals and priorities early in the planning process, or for sorting through alternatives once they have been identified. The more important the location of the placemaking project (especially Strategic Placemaking projects), the more robust the engagement techniques need to be. Strategic Placemaking projects in downtowns, or in nodes along key corridors, are examples of projects that require robust stakeholder participation, and are especially well-suited for use of charrettes.

HISTORICAL CONTEXT

Public involvement in government decision-making is a fundamental element of democratic society. It has its origins in common law in which the hearing was the sole opportunity to present one’s opinion or case before judicial action.¹ The concept of a fair hearing was of the utmost importance to American founding

Public involvement in government decision-making is a fundamental element of democratic society.

1. Common law is a system of jurisprudence based on judicial precedents, rather than statutory laws. Its origins are in the unwritten laws of England and common law principles that are applied in most countries settled or ruled by the British.

The National Charrette Institute

The National Charrette Institute (NCI) is a nonprofit educational institution seeking to build community capacity for collaboration to create healthy community plans. The NCI accomplishes this by teaching professionals and community leaders the NCI Charrette System™, a holistic, collaborative planning process that harnesses the talents and energies of all interested parties to create and support a feasible plan that represents transformative community change. The NCI also advances community planning and public involvement through research and publications.

“The NCI Charrette System™ is based upon the practical experience of the NCI Board of Directors, faculty, and advisors. It is a design-based, accelerated collaborative design process that can be applied to all types of community planning projects. It is a proven, flexible three-step framework that can be adapted to physical planning including:

- Revitalization and infill,
- Sustainable communities,
- Regional plans,
- Economic development,
- Comprehensive plans,
- Form-based codes,
- New neighborhoods, and
- TOD plans.

The process can also be used for policy projects including:

- Community health,
- Sustainability,
- Zoning codes,
- Intergovernmental projects, and
- School planning.”

The NCI Charrette is a tool available to ensure that a community’s vision is robust, realistic, and includes all who can affect, and who are affected by, the project outcome. Founded in 2001, NCI is the foremost organization promoting the use of quality charrettes.

The Michigan Placemaking Curriculum has a module that is based on the work of NCI and trainers are required to be certified by the NCI. The Michigan State Housing Development Authority has supported multiple NCI trainings, with about 230 people already NCI certified in Michigan.

The NCI Charrette System™ Certificate Training teaches planners, designers, developers, and community members the skills, tools, and techniques for planning and conducting a project using a charrette. The training uses a set of case studies to teach how the process can be applied to a variety of project types.

An advanced training option is also available. The NCI Charrette Management and Facilitation™ Certificate Training is a 1.5-day workshop for directors, officials, and project managers who will be overseeing their own charrette, providing them with the tools and techniques necessary for fast-paced, constantly evolving multiple-day charrettes.

For more information, visit: www.charretteinstitute.org/.

fathers, and the U.S. Constitution was amended by the Fourteenth Amendment to make this notion a fundamental right: “Nor shall any State deprive any person of life, liberty, or property, without due process of law.” Today, due process includes procedural elements of a fair hearing and sufficient notice of that hearing.

In the field of planning, public involvement is a more modern application. Planning grew out of the field of design, particularly architecture and engineering. As expert disciplines, there was little room for public comment or critique. Even when zoning gained popularity in the 1920s and 1930s, and began to limit designers’ creativity, the solution from within



Public involvement during the Imagine Flint master planning process. Photo by the City of Flint.

the profession was to rely on professional expertise in design to an even greater extent.²

Public involvement is central to contemporary theory of the community planning process. Practitioners offer data analysis and design alternatives to provide a source of information to start the planning process. It is the public, often represented by various stakeholder groups (like neighborhood associations, business associations, etc.) that uses this information to help shape the preferred design or course of action. Contemporary planning theory teaches that only by involving people who will be affected in a collaborative problem-solving process, will the best land use decisions be made.

VALUE OF PUBLIC INVOLVEMENT

Public involvement in the planning process is valuable for a number of reasons. First, an involved public is an informed public, and an informed public can better deliberate and formulate alternatives that are workable and effective. In particular, involving diverse public interests allows for a variety of perspectives to be shared on the issue at hand. The public is not monolithic in its views, and this diversity contributes to the breadth of ideas and potential solutions within policy development. Additionally, while professional planners have no shortage of data at their fingertips, the varied experiences of individuals constitute another valuable “dataset” that is not available without providing people the opportunity to participate and

2. Talen, E. (2009). “Design by the Rules: The Historical Underpinnings of Form-Based Codes.” *Journal of the American Planning Association* 75 (2): 144–160. Available at: www.tandfonline.com/doi/abs/10.1080/01944360802686662#.VSRBROHGp1A; accessed April 7, 2015.

share their ideas. Regular dialogue between elected/appointed officials and those they represent, also helps to build trust in communications and decision-making. Improved trust between the public and local government will, in turn, reduce conflict. Public involvement opportunities also allow business, social, political, and environmental groups to interact with each other to identify and share norms and values, which can build the foundation for cooperation, rather than confrontation.

Municipal planning or placemaking projects may face public opposition, unless there has been broad public engagement. The purpose of this chapter is to help communities “raise the bar” with their approach to public involvement. Initially, local governments may have to work hard to broadly involve the public and stakeholders in the creation of plans for quality places, as the public may not be accustomed to such opportunity or understand the benefits of participation. Over time, the benefits of placemaking should become clear, and community stakeholder groups should understand the placemaking process well enough that partnership in creating quality places becomes organic (the natural norm) that does not have to be “led” exclusively by local government. Communities that have sustained civic engagement have found ways to empower their citizens so that they are routinely engaged without having to use special techniques to reach out and engage them. Often this is accomplished through planning and community development departments that build formal and informal relationships with neighborhood organizations and other related stakeholder organizations, such as chambers of commerce.



Interaction at the 2015 PlacePlans Charrette in Lathrup Village, MI. Photo by the Michigan Municipal League/www.mml.org.

The Value of Public Involvement

- Informing and educating the public,
- Incorporating public values into decision-making,
- Improving the quality of decisions,
- Fostering trust in institutions, and
- Reducing conflict.

THE PUBLIC HEARING

In modern public policy development processes, the public hearing is the most common means of involving the public. Typically, a public hearing is required prior to public adoption of an ordinance, and may be required prior to changes to administrative policy. This opportunity for public review is important, as it allows those being impacted by the law or policy to review what is being proposed and to speak directly to the body considering the decision. For those reasons, public hearings are often seen as direct participation, because the individual can make a statement directly to the decision body, as opposed to representative stakeholder groups presenting input.

Requiring public hearings as part of the governing process started in the 1920s, and gained widespread application in the 1960s as governments recognized the need for public participation in its affairs. Today, public hearings are required by law in many instances to ensure public involvement in policy formulation. Yet, ironically, the public hearing is usually the only legal requirement for public participation and it often comes at the end of the policy development process. Further, the typical format of public hearings may create an adversarial context that may not be conducive to collaboration and problem solving. Citizens and stakeholders have little or no input on the agenda, are given limited time to speak, and are not able to enter into dialogue with the decision makers. Often held as one-time events, public hearings may also discourage busy and thoughtful individuals from participating.

Among the many ways to involve the public, the public hearing is the least effective (although it is the most structured and allows for direct participation,

as mentioned above). State statutes and local regulations requiring public hearings only establish the legal minimums for public participation. Yet, there is ample opportunity for government to utilize other means of public engagement throughout the planning or policy development process.

BETTER METHODS OF PUBLIC ENGAGEMENT

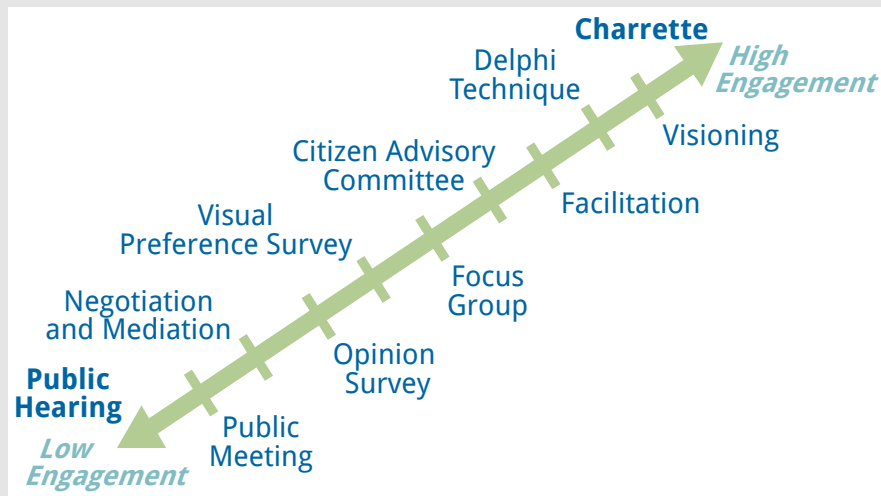
Effective citizen engagement does not require government doing away with public hearings (it cannot, due to legal requirements). Instead it involves supplementing hearings by engaging citizens more intentionally and much earlier in the decision-making process. The goal is to empower people during the development of public policy and work towards consensus throughout the process, so that by the time of adoption of a plan, policy, or regulation, when a hearing must be held, understanding already exists and comments offered at the hearing are constructive and not adversarial. Many communities today, design their public participation with the explicit goal to minimize or eliminate contention and avoid major new issues being raised at the final required public hearing.

This chapter highlights numerous public engagement techniques that communities can add to their public involvement tool box. The different techniques yield different results and should be utilized at different times in the planning process. The different techniques are presented in a particular order that ranges from “low engagement” to “high engagement” (see Figure 6–1). It is important to note that this hierarchy does not necessarily coincide with a scale of increasing numbers of people involved in the process. Instead, the order in which the techniques are presented is based on the extent to which the public is engaged in the decision-making process by government sharing or granting decision-making authority to the public. This arrangement follows the framework presented in Figure 6–2 and is based on the “Locus of Decision-Making” work of Ronald Heifetz and Riley Sinder.³

The order of the techniques in Figure 6–1 are also not aligned with consideration of cost of civic engagement via that technique. Some of the techniques at the bottom and top are not very

3. Heifetz, R.A., and R.M. Sinder. (1990). “Political Leadership: Managing the Public’s Problem Solving.” In **The Power of Public Ideas**, ed. R.B. Reich. Cambridge, MA: Harvard University Press. Available at: [MSU Land Policy Institute](http://www.hup.harvard.edu/catalog.php?isbn=9780674695900&content=to; accessed October 30, 2015.</p></div><div data-bbox=)

Figure 6–1: Hierarchy of Public Engagement Techniques



Source: Figure by the MSU Land Policy Institute, and Brad Neumann, Michigan State University Extension, 2015.

expensive, whereas others in the middle can be (such as surveying, if not done electronically). Since all planning projects involve time and money, and the citizen engagement elements are often the most expensive part of the planning process, careful consideration must be given to matching available fiscal resources with the cost of broad public participation. On the other hand, the broader and more effective the citizen engagement, the deeper the support will be for the final placemaking plan or strategy, and the lower the risk of adversaries coming in at the last minute to disrupt implementation of the plan. So, it is a two-edged sword that cannot be ignored. An effective balance between cost and broad public participation should be sought.

In Figure 6–2, public engagement varies from very low on the left side to very high on the right. In column one, outreach to the public is limited, and is based on one-way communication methods where the goal is only to inform the public, while decisions are made by the agency or governmental entity. Conversely, in column five, the public is intimately involved in the process and effectively shares the decision-making authority with government.

PUBLIC MEETING (AKA OPEN HOUSE)

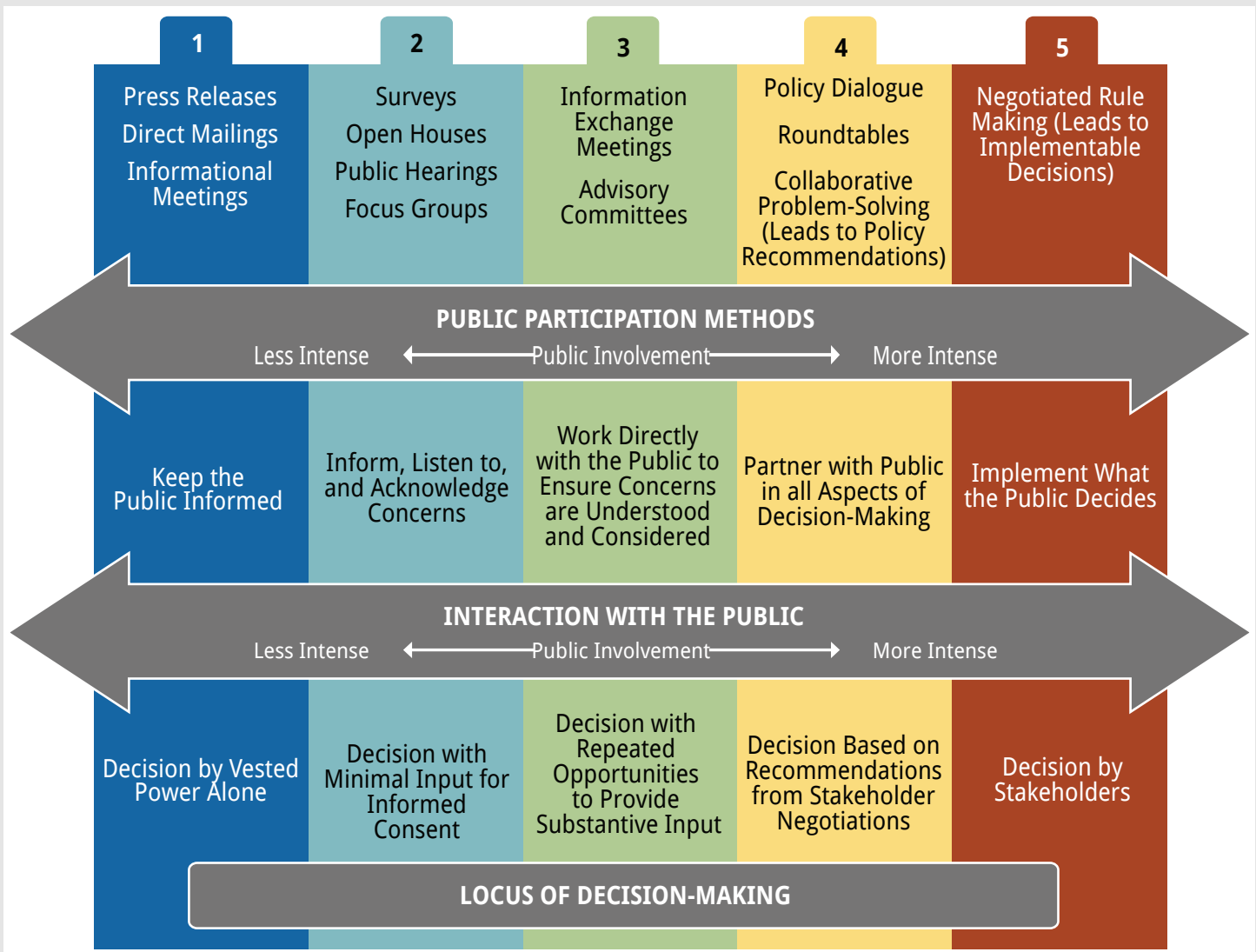
The public meeting, sometimes characterized as an open house, consists of an informal process for sharing draft plans/policies with the public and receiving feedback. It is different from a public

hearing in that there are no formal rules for speaking or making comment, although there very well could be a defined structure for gathering feedback from the public. Further, where a public hearing only provides for one-way communication from the public, a general public meeting is one that allows for two-way communication or dialogue and deliberation. Still, because it is not facilitated, it stops short of the kind of input and consensus that can be achieved from a well-facilitated visioning session or an interactive and collaborative design workshop.

A common pitfall of informal public meetings or open houses is “token” public involvement.⁴ If the meeting planners are not clear about the purpose of the gathering and the level of public participation to expect, a public meeting can be perceived as being far from genuine. Also, informal public meetings can fall into the trap of being poorly planned, without a defined purpose, agenda, or roles for participants. Poor planning can result in a public meeting with outspoken individuals who are allowed to dominate the meeting or insult others, make accusations about others, or simply get off topic. Plus, shy attendees may not participate without facilitators that make an effort to include them in the dialogue.

4. Arnstein, S. (1969). “A Ladder of Citizen Participation.” *Journal of the American Institute of Planners* 35 (4): 216–24. Available at: www.planning.org/pas/memo/2007/mar/pdf/JAPA35No4.pdf; accessed April 7, 2015.

Figure 6–2: Public Engagement Continuum



Source: Smutko, L.S., C. Perrin, P. Beggs, and North Carolina Cooperative Extension Service. (2004). *Local Watershed Planning: Getting Citizens Involved*. Raleigh, NC. Available at: www.ces.ncsu.edu/depts/agecon/WECO/publication/LWPguidebook.pdf; accessed March 2, 2015. Figure remade with permission, by the Land Policy Institute, Michigan State University.

Successful public meetings require planning.⁵ Below are the various steps:

1. Determine the purpose of the meeting: Is the purpose to inform the public about a situation or upcoming community issue, to consult with the citizens about major public perspectives, or involve the public

5. Sharp, J.S., M.B. Smith, and D.B. Patton. (2002). "Planning and Conducting Effective Public Meetings." Community Development Fact Sheet. CDFS-1555-02. Ohio State University Extension, Columbus, OH. Available at: <http://ohioline.osu.edu/cd-fact/1555.html>; accessed March 2, 2015.

in a dialogue or deliberation? The purpose should be shared with those in attendance at the beginning of the meeting to establish a common set of expectations.

2. Build relationships with participants in advance: A successful meeting will result from a diversity of perspectives being shared by those that have a stake in the outcome of the planning process.

3. **Have a draft agenda:** The draft agenda should be made available to participants prior to or promptly after the meeting begins. In preparing the agenda, the meeting organizer should consider the specific meeting elements or processes that focus on ensuring a quality meeting that is useful for everyone. This includes how the issue(s) will be addressed, who will be presenting the issue(s), who will make the related decision(s), when on the agenda the issue(s) will be discussed, and what follow-up items should be addressed.
4. **Consider the meeting space:** While often overlooked as having much influence on the success of a gathering, meeting planners should identify an appropriate location and arrangement for the meeting space. An arrangement that reinforces positions on an issue or differences in decision-making power should be avoided.
5. **Follow-up plan:** Meeting organizers should have a follow-up plan for communicating with participants after the meeting or as preparation for any subsequent meeting(s). Participants should be provided with the minutes and summaries of any other materials generated during the meeting, such as anything written on flip charts, sticky notes, or maps.

NEGOTIATION AND MEDIATION

While not a traditional public involvement technique, negotiation or mediation may be needed at some point in the planning process. Mediation is a formal dispute resolution process conducted by trained mediators, whereas negotiation is a more informal process of working from divergent views towards agreement. With either process, consensus is not necessarily the goal. Instead, consent is a more likely goal in which a solution is reached that all parties will live with, even though it might not be ideal for any one party.

A strong public participation process that begins early can reveal major disputes or differences of opinion. Most differences of opinion can be worked out with traditional public participation techniques. If not, a process of mediation can be initiated before an intractable or highly political conflict arises.

OPINION SURVEYS

One of the more effective ways to gauge public opinion is the use of a public opinion survey. A survey can accurately represent the opinion of an entire community or a selected population when sampling is representative of the population and questions are not leading or biased.

A survey is different than a questionnaire. A questionnaire is something distributed at places of business, printed in the local newspaper, or conducted using a web page where participants self-select as to whether they participate. The responses to these types of questionnaires only reflect the opinions of those who choose to answer it and cannot be considered representative of the community at large.

Surveys are more reliable than questionnaires, because they are representative of the whole community or population sampled (such as a neighborhood). Two types of sampling are commonly used to ensure good opinion survey response rates: random and stratified. A random sample is a method of sampling a population in such a way that each person has the same probability of being selected (such as 1 in 10 people). A stratified survey is one where it is known that subpopulations within an overall population vary, and the purpose of the survey would be enhanced by knowing survey results by subpopulation, such as responses by young and old age groups, or people of different incomes, races, or political party preferences.

Surveys only measure public opinion at one point in time. They allow no dialog, and provide little opportunity for education on an issue before one expresses one's opinion. There is no opportunity to explore the question more deeply nor to qualify and answer.

It is important to phrase survey questions so they are clearly understood, not vague or misleading. One way of testing the survey is to have a small group of people fill it out and talk about how questions are worded, what they understand the questions to be about, and how long it took to complete. Once finalized, there are a number of different ways to administer the survey. Each has positive points and negative points, summarized in Table 6–1. It is also important to accurately report the results of the survey using appropriate summary statistics and statistical analysis.⁶

6. For more guidance on surveying, visit the American Association for Public Opinion Research at: www.aapor.org/AAPORKentico/Standards-Ethics/Best-Practices.aspx; accessed September 26, 2015.

Table 6–1: Types of Opinion Surveys

Survey Type	Positive Points	Negative Points
E-Mail or Web-Based Survey	<ul style="list-style-type: none"> ▪ Easy, inexpensive to administer. ▪ Allows respondents to answer when they want. 	<ul style="list-style-type: none"> ▪ Omits those without internet access (thus, not a representative sample). ▪ Omits those with programs that block e-mails sent to too many addresses at the same time.
Mail Survey	<ul style="list-style-type: none"> ▪ Allows respondents to answer when they want. ▪ Can track responses and send reminders to those who have not responded. 	<ul style="list-style-type: none"> ▪ Response rate is often low (this may result in an inadequate sample size to be statistically significant). ▪ Postage costs for survey, return postage, and reminder cards; but still less expensive than survey types below.
Telephone Survey	<ul style="list-style-type: none"> ▪ Relatively inexpensive. ▪ Can be done relatively fast. 	<ul style="list-style-type: none"> ▪ Training of interviewers needed so questions are asked exactly the same each time. ▪ May exclude those without phones, unlisted phone numbers, or only cell phones (maybe not a representative sample).
In-Person Interview Survey	<ul style="list-style-type: none"> ▪ Very good for qualitative data (essay response, perspectives, etc.). 	<ul style="list-style-type: none"> ▪ Training of interviewers needed so questions are asked exactly the same each time. ▪ Requires a lot of staff time/labor, thus expensive.

Source: Schindler, K.H. (2011). "Gaining Information through Public Opinion Surveys." Community Planning and Zoning Community of Practice, eXtension, November 14, 2011. Table remade with permission, by the Land Policy Institute, Michigan State University.

VISUAL PREFERENCE SURVEY

A visual preference survey is a specialized type of public opinion survey. All of the principles and protocols, as well as design, content, and documentation considerations for a public opinion survey apply. With a visual preference survey, respondents evaluate photographs or drawings of various types of development or proposed improvements to an area, and either share their opinions on each image, or select images that they prefer (see Figure 6–3). There is little or no opportunity to explore variations in choices.

Often each visual image is rated by those taking the survey using a scoring system, such as a Likert scale (1 = strongly disagree to 5 = strongly agree), to indicate the design preferred for one's community. Printing a visual preference survey can be expensive, especially with the need for color printing. A relatively inexpensive alternative for the researcher, and easy for the respondent, is for the visual preference survey (or a conventional survey) to be administered via the Internet using online software

like Survey Monkey®. Visual preference surveys can also be administered at a public meeting where the audience can vote between pairs of images. This is best facilitated and most accurate if accompanied by electronic voting (such as TurningPoint or OptionFinder®), but it can also be achieved by use of simple sticky dot voting techniques.

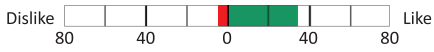
FOCUS GROUPS

A focus group is a small number of people that collectively provide specific feedback and problem solving on one or more complex issues. The number of people and the target audience will depend on the type and purpose of the focus group. Usually it is a group of under 15 people that are representative of a range of interests or consumers of particular services. Focus groups are often used for product testing, advertising, and testing survey instruments. They are also used for topics that are technical in nature, or that require an in-depth level of understanding that is not easily acquired in a large group setting. Often a guide or resource book is provided to members to establish a common base understanding of the

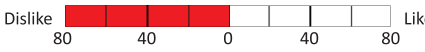
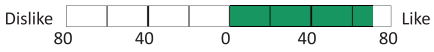
Figure 6-3: Example of a Visual Preference Survey



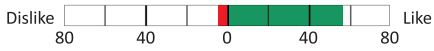
SMALL SINGLE FAMILY HOUSE



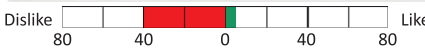
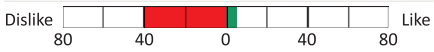
LARGE SINGLE FAMILY HOUSE



STREETSCAPE



CIVIC BUILDINGS



CIVIC BUILDINGS

Source: NCI and Dover, Kohl & Partners. (2014). **The Capitol Corridor: A Regional Vision for Michigan Avenue/Grand River Avenue**. Prepared for the Tri-County Regional Planning Commission and the Mid-Michigan Program for Greater Sustainability, Lansing, MI. Available at: http://migrand-charrette.com/wp-content/uploads/2014/01/Capitol_Corridor_Draft_Summary_Report_Jan2014.pdf; accessed May 13, 2015.

issue and to set a structure for their investigation or decision-making as a group.

Focus groups allow individuals to express their views in detail, to hear opinions of others, and collectively develop resolutions to problems. In most cases, diverse interests should be represented on a focus group, but a group should generally not be larger than 15 people.

In a community planning application, a focus group may be charged with responding to alternative analyses of a problematic street intersection that is difficult to solve with any single engineering solution. Such a group would study technical data associated with the intersection, discuss issues and potential solutions, and then share their opinions with the group facilitator. This could lead to further clarity on the pros and cons of each option, or to further engineering analysis, or to refinement of options if the group did not coalesce around a single option.

CITIZEN ADVISORY COMMITTEE

Citizen advisory committees, blue ribbon committees, or ad hoc task forces are a useful tool for involving a broad cross-section of the community in the planning process. They may also be created to gather a select panel of experts around a particular subject. In either case, the committee has a specific charge to research an issue of local concern and report its findings. When such a committee is created, the official or board/commission that created the committee should explicitly state its purpose and whether the committee's findings and/or recommendations are advisory only, or will be accepted as the decision or recommendation of the higher-level official/body no matter what the findings. Clear purpose and expectations are essential for focusing the committee's effort.

In addition to any number of (sub)committees of a planning commission, the Michigan Planning Enabling Act (PA 33 of 2008, being M.C.L. 125.3801 *et seq.*) specifically provides for planning commissions to create committees of people who are not members of the planning commission, or to create committees that are a combination of members and non-members. The members of the committee that are not planning commissioners do not have to meet any residency, voting, or property ownership requirements. The membership flexibility allows for committees that include people from neighboring governments; key business people who might reside elsewhere; or other state, county, or federal government officials with certain skills or knowledge.

The ability to include other diverse members and expertise on an *official* planning commission committee expands the reach of community land use, transportation, and economic development issues that a planning commission might feel comfortable (based on expertise) studying.

FACILITATION

Facilitation is the use of structure and process to manage a group and help them meet their goals. While facilitated processes can take many forms, a key component of any facilitated process is that the facilitator does not have a stake in the outcome and is neutral when it comes to any competing issues that might exist.

Effective facilitation uses appropriately applied methods (tools) to help a group achieve tangible results through a process in which group members were actively involved and felt useful to the process/outcome. A facilitated process helps to ensure that a select few individuals do not dominate the discussion, while eliciting responses from less-vocal participants.

In the realm of community planning, there are a number of facilitation tools that are appropriate to use in different situations. The most important aspect of facilitation of a multifaceted issue is providing opportunity for clarification of misunderstandings, and if necessary, constructive conflict resolution. An effective facilitator will be able to design a process to allow this discourse, while moving the group towards an agreed upon level of consensus.⁷



Michigan Municipal League (MML) staff facilitate an exercise with Benton Harbor residents during a PlacePlan Charrette. Photo by MML/www.mml.org.

7. **Facilitation Resources:** To learn more about facilitation and to find a trained facilitator to assist your community, visit the MSU Extension website on Facilitative Leadership at: http://msue.anr.msu.edu/program/info/facilitative_leadership; accessed January 24, 2015.

DELPHI TECHNIQUE

The Delphi Technique is a participation method designed to gather information from multiple respondents within their area of expertise, while limiting the influence or bias of any one respondent. The technique could be used with a focus group or panel of community members in order to develop a common view or opinion on a topic.

One by one, participants present their views to a particular question. As each hears the responses of others, a participant may revise his/her initial response and share any revised views in a second round. The process is repeated with successive rounds and the same question or a different question may be used in each round. The goal is to work towards greater clarification and consensus on the issue.

In a community planning setting, a number of informed citizens and stakeholders may be asked to participate and sit on a panel (usually between 10 to 30 people). It is important to have a variety of viewpoints, vested interests, and technical disciplines represented on the panel.

The strength of the Delphi process is that it incorporates individuals' education, experience, and resulting expertise with consensus building in such a way that allows for greater understanding of diverse perspectives and in a process intended to ultimately reach agreement.

VISIONING

Visioning is a participatory process where stakeholders and citizens develop a common view of a future reality for the community. For community or master planning, this public participation technique often happens at the beginning of the process and can involve one or several public meetings. The process of visioning is a means for participants to express what a desirable future would look like, based on articulated community values.

There are many ways to conduct a visioning session. Regardless of the approach, there are three general components to the process. First, participants in small groups must imagine the future. Meeting organizers usually ask a question like, "What are people saying about the community (e.g., What might the headlines in the paper read?) in 5, 10, or 20 years?" Each participant identifies elements of their vision for the future, and then other participants share additional

elements. Ultimately, common themes emerge and ideas are built upon one another until a draft community vision emerges that represents the input of all groups. Ideally, the resulting vision statement reflects the consensus of the participants in the process.

The community vision comprises peoples' values, wishes, fears, and desires, and the visioning process has a tendency to produce an idealistic view of the future. Therefore, the process should be continued to link the present to the future vision by developing goals, objectives, and strategies to achieve the vision. See Figure 6–4. The community vision will have individual components that lend themselves to individual goals. For instance, the City of Marquette, MI, envisions itself as "A premier livable, walkable, winter city." Clearly, one component of the vision is to better accommodate pedestrians throughout the City. This component of the vision becomes an individual goal that is further defined with a set of objectives.

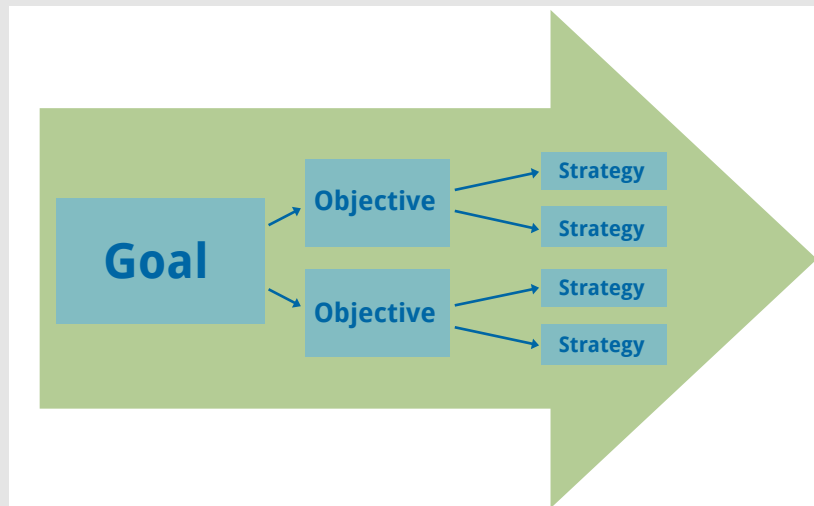
By definition, objectives are narrower than goals, and are considered to be achievable points of reference that describe what is targeted in order to achieve the associated goal. Almost always an objective should be SMART—that is *Specific, Measurable, Attainable, Realistic, and Timely*. As a community progresses from today to its future vision, the objectives provide reassurance that the community is on the path to achieving that vision. An example objective from the City of Marquette, related to the goal of improved walkability, is "Keep [streets] small and well-linked."⁸

For each objective there will be one or more strategies. A strategy is a policy statement, a method, a technique, an action item, or other means designed to achieve an objective. Strategies are the actual ways the objective is implemented. An example strategy, again from the City of Marquette, is to "Integrate citywide walkability concepts into [street] redesign or maintenance projects."⁹ Lastly, it is important that there is a government department, a nonprofit agency, or a stakeholder group (or a combination), that is tied to each strategy and committed to carrying it out. In short, the goals, objectives, and strategies must result in identification of who will do what, by when, and at what cost.

8. City of Marquette. (2004). **Marquette... A Premier Livable, Walkable, Winter City: Community Master Plan**. Marquette, MI. Available at: www.mqtcty.org/Departments/Planning/Files/master_plan.pdf; accessed September 26, 2015.

9. See Footnote 8.

Figure 6–4: Goals, Objectives, and Strategies



The community vision is linked to the present with related goals, objectives, and strategies that provide achievable points of reference. **Source:** Figure by the Land Policy Institute, Michigan State University, 2015.

CHARRETTE

According to the National Charrette Institute, a charrette “is a multiple-day, collaborative design workshop that harnesses the talents and energies of all interested parties to create and support a feasible plan that represents transformative community change.”¹⁰ By definition, charrettes are intense, multiple-day events involving a broad range of public and private stakeholders, as well as facilitators, and design and development professionals.

Of all the public involvement techniques presented in this chapter, the charrette best supports many types of placemaking projects by engaging people in hands-on design to create quality places. One of the biggest benefits of a charrette is that it promotes joint ownership of solutions to problems and ways to seize opportunities in a manner that reduces the potential for traditional confrontation between

10. NCI. (n.d.). “The NCI Charrette System™.” National Charrette Institute Portland, OR. Available at: www.charretteinstitute.org/.

residents, developers, and local government officials by actively involving stakeholders in the planning or physical design of the community.

Charrettes are designed to maximize public participation opportunities in a way that all stakeholders contribute to a team effort that incorporates diverse perspectives. During the charrette, a team of professionals, including experts in real estate, finance, engineering, land use planning, landscape architecture, and architecture, convert the local knowledge, vision, and passion of community members (including neighborhood groups and local businesses) into a design and implementation strategy. During the multiple-day charrette, stakeholders and community members engage with the professional team through

... The charrette best supports many types of placemaking projects by engaging people in hands-on design to create quality places.

Charrette

The term “charrette” comes from the French word for “cart.” It was first used in this sense in the 19th century when students at the Ecole des Beaux-Arts would feverishly work to finish their designs and artwork before a cart or charrette would be sent to collect their assignments. As the story goes, students would be on the cart (or “en charrette”) attempting to finish their work.

a series of three validation reviews or feedback loops. While the professional team is not at the charrette all the time, they do present the evolving plan concepts for community review at each validation review. In this way, the community is embedded in the design process.

Charrettes can be used for regional or community-wide planning, but are especially well-suited for district/neighborhood or specific development site applications, such as in downtowns, or at key nodes along key corridors. At the neighborhood scale or smaller, the results are often used as part of, or to complement, an overall community planning process. For example, a charrette might be used to produce a feasible plan/concept for an infill project or develop the design elements and districts of a form-based code.

Instead of planning for development, charrettes help a community engage in development planning. The principal difference is that all stakeholders are involved at roughly the same time and all are actively engaged in consensus building around development planning. The result is that plans produced through charrettes can go quickly into the adoption process and actual development can start shortly thereafter. When it comes to placemaking, no other public involvement technique is as effective as the charrette. This is because it integrates recognition and design of urban form in an extensive public engagement process that involves those most affected throughout the process.

OTHER CONSIDERATIONS FOR ENGAGEMENT

People can sense when their participation is real and meaningful, and when it is not. Sherry Arnstein wrote about the “Ladder of Citizen Participation” and how most public involvement in community planning amounts to little more than tokenism.¹¹ If the public believes that their time/input is not valued that will be the chief reason why many will choose not to participate. If instead, people are empowered to actually be able to create the content of the plan, many will choose to participate and stay with the project to the very end. At the “citizen power” level of participation, which Arnstein argues for, it is implied that whatever the group of stakeholders agrees to, that solution, strategy, or design will be part of the plan. The charrette is one of just a few public engagement techniques in which the public has this high-level power in decision-making.

11. See Footnote 4.

Another reason charrettes are such an effective way to engage the public is that they rely on decision-making by consensus. Consensus means that members of a group accept a decision or solution as the best that can be made at the time with the people and resources involved. It does not mean that people will be equally happy with the decision, but it does mean that everyone will live with the decision. Rather than use a “yes”/“no” means of voting for a decision, reaching consensus requires a process of identifying what the reservations of some in the group might be in order to address as many of those concerns as possible in the final decision/solution. In short, through consensus-based decision-making comes true collaboration among diverse stakeholders.

This is not to say that all community planning projects are amenable to collaborative public engagement like that of a charrette. Generally, the following elements must be in place for effective collaboration among diverse interests:

- Alternative approaches are not desirable or viable,
- Status quo is not supported,
- Interest groups are independent,
- Interests are able to be influenced,
- Interests are not overly polarized,
- There are deadlines for finding a solution, and
- External influences exist that create motivation for parties to work together.¹²

Therefore, collaborative public engagement techniques rely on sharing and listening to diverse perspectives and information, so that parties participating in the deliberation have opportunities to understand the reasoning behind others’ perspectives. In turn, consensus is a more likely outcome.

12. NCSU. (n.d.). “Assessing the Issues: Elements that Make an Issue Amenable to Collaboration.” In “Assessing the Issues” web page. Natural Resources Leadership Institute, North Carolina State University, Raleigh, NC. Available at: www.ncsu.edu/nrli/decision-making/IssueAssessment.php#Elements; accessed March 2, 2015. Adapted from: Moore, C.W. (2003). *The Mediation Process*. San Francisco, CA: Jossey-Bass.

Michigan State University Extension

“Michigan State University Extension (MSUE) helps people improve their lives by bringing the vast knowledge resources of MSU directly to individuals, communities, and businesses. For more than 100 years, MSU Extension has helped grow Michigan’s economy by equipping Michigan residents with the information they need to do their jobs better, raise healthy and safe families, build their communities, and empower our children to dream of a successful future. With a presence in every Michigan county, Extension faculty and staff members provide tools to live and work better. From a personal meeting to information online, MSU Extension educators work every day to provide the most current information when people need it to ensure success—in the workplace, at home, and in the community.”

The MSUE Regional Land Use Educators are a valued partner of the MIplace™ Partnership Initiative, delivering placemaking training and specialized consultation to communities throughout Michigan.

For more information, visit: http://msue.anr.msu.edu/program/info/land_use_education_services; accessed January 17, 2015.

ENGAGEMENT STRATEGIES

In community planning projects the term “stakeholder” is often used to describe anyone with a stake or interest in the planning outcomes. Since placemaking is a process of development planning (see earlier discussion), some stakeholders may have such a strong stake in the outcome that they can make or break a project by supporting or opposing it. Therefore, identification and involvement of key stakeholders is critical to effective placemaking.

There are various types of stakeholders in any given community. Consider stakeholders based on:

- Relevant sectors of the community (e.g., park users, bicycle commuters, residents of a particular street, etc.),
- Agencies represented (e.g., housing commission, planning commission, state agencies, etc.),
- Local interest groups (e.g., environmental groups, industry organizations, neighborhood associations, etc.), or
- Elected officials (e.g., mayor, council members, school board members, etc.).

When identifying potential stakeholders, think about whether the individual or group has jurisdiction over the issue, has a knowledge base that could contribute to understanding of the issue, is party to a potential conflict related to the issue, or is connected to

other community networks. If one or more of these indicators applies to a particular group, that group is a stakeholder that should be engaged in the process.

The level of involvement will vary depending on the type of stakeholder. Primary stakeholders will be involved more often and in more focused ways throughout the process. Conversely, general stakeholders will be involved only at public events (see Table 6–2). Primary stakeholders typically include the project sponsor, key local government staff and advisors, the design team, elected and appointed officials, property owners, and possibly others based on the circumstances at hand. Secondary stakeholders might include non-governmental organizations, such as business groups, environmental organizations, housing advocates, faith institutions, and residents and businesses of neighboring districts. Generally speaking, the higher a stakeholder’s level of interest and influence in the planning project, the more engaged the stakeholder must be in the process. General stakeholders may only need to be informed with balanced and objective information to feel adequately involved in the process. Secondary stakeholders may expect to be consulted at different times with opportunities to comment on alternatives and provide feedback. Primary stakeholders will likely expect a collaborative role in which they are actively involved in each design decision.

Organizers will need to consider the relevant stakeholders for a given planning project and design the engagement process accordingly.

Table 6–2: Stakeholder Level of Engagement

Stakeholder Level	Example Positions	Suggested Involvement
Primary	<ul style="list-style-type: none"> ▪ Elected/Appointed Officials. ▪ Agency Staff. ▪ Site Property Owners. ▪ Funders/Investors. 	<ul style="list-style-type: none"> ▪ Personal. ▪ Special Meetings for Certain Interests. ▪ All Public Events.
Secondary	<ul style="list-style-type: none"> ▪ Non-Governmental Organizations. ▪ Neighboring Residents and Businesses. 	<ul style="list-style-type: none"> ▪ Special Meetings for Certain Interests. ▪ All Public Events.
General	<ul style="list-style-type: none"> ▪ Other Community Members (including those that historically are left out—who could be primary or secondary stakeholders depending on the issue or location). 	<ul style="list-style-type: none"> ▪ All Public Events.

Source: Lennertz, B., A. Lutzenhiser, and the National Charrette Institute. (2014). *The Charrette Handbook: The Essential Guide to Design-Based Public Involvement*. University Park, IL: APA Planners Press. Available at: www.planning.org/store/product/?ProductCode=BOOK_A01474; accessed July 7, 2015. Table adapted by the Land Policy Institute, Michigan State University, 2015.

ENGAGEMENT FRAMEWORKS

Effective stakeholder engagement results in better plans and more informed policies, projects, programs, and services. While charrettes are designed specifically to meet the public engagement needs related to a particular placemaking plan or project, communities can apply this mindset to other aspects of local government policy development. Some communities, particularly in Australia,¹³ have gone to the extent of developing engagement frameworks for all local government outreach to the public.

An engagement framework is a formal strategy on how an organization plans to work collaboratively, and how it will form and maintain inclusive relationships with stakeholders. It is a public commitment by a government to their community engagement process. Engagement frameworks typically include:

- Statements of commitment and a set of principles of community engagement,
- Details of the mechanisms or approaches to be used for types of decisions/policy formulations,
- Definitions of key terms,
- Statement of the benefits of community engagement,
- Commitment to diversity,

- Engagement of underrepresented groups,
- Development of staff capacity,
- Coordination of framework with other jurisdictions, and
- Evaluation of the framework.

The purposes for developing an engagement framework are to set an organizational expectation of the importance of public involvement, identify stakeholders in the community relative to the different facets of the organization’s operations, describe suitable methods for engagement, and establish a process for evaluating effectiveness of engagement. Communities that take the time to develop a public engagement framework will, over time, have more trusting relations with stakeholders and more constructive involvement by the public.

With an established engagement framework in place, a local government can more easily design any individual public engagement effort. The public engagement techniques and strategies will vary depending on the public policy and its complexity, the number of people affected, the extent of the geographic scale of the issue, the costs, the kinds of potential “spillovers,” and more.

Public and stakeholder engagement is too important to only be considered as a fringe element of any master planning or placemaking initiative. Public engagement must be carefully considered and should be executed with a *public participation plan* for each community’s planning, zoning, and/or placemaking project.

13. Herriman, J. (2011). “Local Government and Community Engagement in Australia.” Working Paper No. 5, Australian Centre of Excellence for Local Government, University of Technology Sydney, Australia. Available at: www.acefg.org.au/news/local-government-and-community-engagement-australia-working-paper/; accessed September 16, 2015

Most large public planning projects, and many large public infrastructure projects, have used public participation plans for years, sometimes hiring public relations professionals to guide the process. In a public participation plan, five key process elements are typically addressed:

1. Identification of specific tasks in a work program for which public input is desired (by type and when).
2. Identification of specific civic engagement strategies with connection to specific components of the work program.
3. Assignment to an individual or entity of responsibility for implementing the engagement strategies at appropriate times.
4. Budgeting of funds for engagement.
5. Execution of the plan.

In short, the public participation plan describes who should be involved, at what times, with what techniques, and with what funds. It should be thorough and structured in order to ensure all relevant stakeholders will be reached, yet flexible enough to allow for alternatives to be implemented based on changing circumstances.

SOCIAL EQUITY

All communities have underrepresented groups that historically do not participate in local government affairs, including but not limited to minorities, Native Americans, immigrants, elderly, youth, disabled persons, displaced people, low-income individuals, and single parents. It is not enough for government officials to simply say “we tried and they did not come.” The community exists for the benefit of everyone, and all citizens deserve the same right to participate in decisions related to changes in community design, development, or service provision.

Social equity in placemaking is about more than simply knowing of public input opportunities and having the chance to participate. It is about serious efforts to get all voices to the table, and really listening to them. That requires understanding, in advance, about historical contexts that affect perceptions and opinions, especially where prior efforts created unmet expectations and mistrust. It is about separating differences of opinion on values from action on issues around which there is

common ground. It is about recognizing that final plans and projects must address the interests of all groups, or there will neither be consensus nor consent.

The importance of social equity is often reinforced in the public administration and public policy arenas. All government-related professional associations have ethics codes that speak to social equity. For instance, the American Institute of Certified Planners Code of Ethics reminds professional planners that “We shall seek social justice by working to expand choice and opportunity for all persons, recognizing a special responsibility to plan for the needs of the disadvantaged and to promote racial and economic integration.”¹⁴

However, this statement does not go far enough to convey the importance of inclusive practices to involve the underrepresented. In community planning efforts, organizers must make a truly concerted effort to involve those who are disenfranchised, those traditionally underrepresented, and those with minority viewpoints (including those that regularly disagree with local government). Since we are designing places for people, placemaking must involve the very people that have and will rely on the place(s) being created, rehabilitated, or remade for shelter, work, education, leisure, shopping, and play.

There is no single formula that will work. If one approach is not successful, then consider alternative methods. Thought and effort should take place to reduce obstacles that may prevent or make it hard for people to participate. See the related sidebar on the next page for ideas on ways to reduce obstacles for participation for some underrepresented people.

Stakeholder analysis and engagement frameworks must address how to engage underrepresented groups before public participation begins. Identification of stakeholders includes pinpointing who has the relationships with underserved groups to reach out and make the engagement happen. Early in the planning process involve various thought leaders of underrepresented groups as primary or secondary stakeholders. Then, fashion specific engagement strategies with the stakeholders associated with underrepresented groups. For instance, minorities may feel uncomfortable coming to government buildings and planning project representatives may need to

14. APA. (2009). “AICP Code of Ethics and Professional Conduct.” American Planning Association, Chicago, IL. Available at: www.planning.org/ethics/ethicscode.htm; accessed February 9, 2015.

Social Equity: Reducing Obstacles to Participation for Underrepresented People

- Provide childcare;
- Use a barrier-free location;
- Consider the need for translators and sign-language interpreters;
- Hold multiple events at different times of the day;
- Promote with one-on-one contact;
- Provide culturally appropriate food;
- Consider meeting with underrepresented neighborhood groups, special interest groups, or citizen committees in a place convenient to them; and
- Provide timely, adequate, clear, and accurate information on the process/purpose of meeting(s) well in advance of those meetings.

go to them. Also, youth and working parents may find it more convenient to participate in a planning or placemaking project electronically through social media or other online public involvement tools.¹⁵

Social equity is perhaps the most important consideration when formulating a public engagement framework or plan for placemaking. Inclusion has to be a bedrock principle and a fundamental element of all public engagement for placemaking projects. Placemaking is for people. By not including all those that are potentially affected in the process, especially

15. Carlisle Wortman Associates, Inc. developed the MiCommunity Remarks tool to assist community planners with public engagement in an online environment, which is available at: <http://micommunityremarks.com/demo/>; accessed September 25, 2015. Other non-proprietary software is also available online and being used by other firms. There are other social media-based tools available as presented in the sidebar below on Social Media.

people who may be displaced by placemaking projects (especially Strategic Placemaking), the result is likely to be gentrification. Potential negative impacts on people have to be identified and either prevented or properly mitigated before placemaking projects are initiated. The best way to ensure that happens is to include the affected people in the planning long before final decisions are made. See Chapter 13 for more discussion of gentrification.

ELEMENTS OF CHARRETTES

The remainder of this chapter examines the key elements of charrettes in order to better inform the reader about the value of well-designed and executed charrettes for effective community planning projects and, in particular, placemaking projects. The sidebar

Social Media and High-Tech Tools in the Engagement Process

An important component of engagement processes is the exchange of information and ideas among stakeholders. Advancements in technology have allowed for this to happen virtually, and practitioners are continuing to experiment with higher technology tools to expand their reach in terms of quantity, geography, and diversity of audiences.

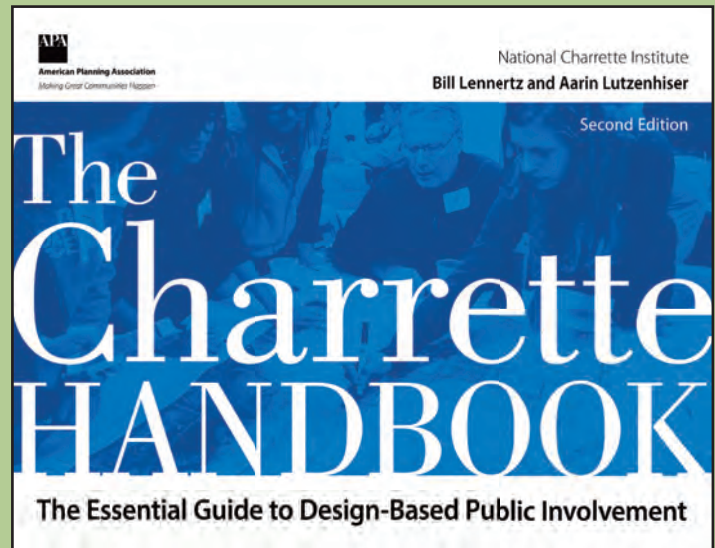
Social media is a tool for online social interaction, allowing users to network with other online users, while enabling them to self-publish content, such as text, photos, documents, and other correspondence. Popular sites for sharing photos and commentary are Facebook, Instagram, Twitter, Tumblr, Photobucket, Panoramio, and Flickr. YouTube and Vimeo are

common video outlets. Scribd and Slideshare are commonly used to share a variety of documents. Blogs and websites provide expanded information, and widgets link websites to other social media content. Geocommons is an open-source mapping website that allows users to tell a story through maps and can often be a simple and compelling resource.

For more advanced interactive participation, online tools, such as MindMixer, PlaceMatters, and Michigan's own MiCommunity Remarks, host community conversation forums and allow for content and remarks to be shared about maps, policies, or projects.

Charrette Basics: The Charrette Handbook

Readers of this guidebook are encouraged to obtain a copy of the National Charrette Institute's **The Charrette Handbook**, 2nd edition, by Bill Lennertz and Aarin Lutzenhiser, for specifics on the basics of planning, managing, and following-up after a charrette (Available at: www.planning.org/store/product/?ProductCode=BOOK_A01474; accessed July 7, 2015). **The Charrette Handbook** is a complete resource that guides aspiring charrette managers through the detailed process of planning and conducting a charrette. The Handbook provides detail on the individual elements that comprise the typical seven-day NCI Charrette System™ charrette. It also highlights the three phases of the NCI Charrette System™ including charrette preparation, the actual charrette, and implementation. The new edition shows how to leverage social media, conduct charrettes on a budget, and add public health partnerships to the planning mix. The **Charrette Handbook** is an



Front cover of **The Charrette Handbook** by the National Charrette Institute, 2014.

invaluable guide for anyone organizing a charrette to engage a community around placemaking.

on Charrette Basics (see above) describes an excellent resource that provides considerably more background on charrettes than that which follows.

When it comes to placemaking, few public involvement techniques can produce the results that are possible with charrettes. A properly planned and managed charrette will result in broad community support for feasible development concepts that are superior in design and sustainability. A proper charrette process should save time and money over the long term, and can move designs or plans quickly to adoption and implementation. Of course, not all charrettes produce the same results, and certain elements must be in place for a charrette to succeed in bringing about transformative placemaking. The following elements of charrettes are critical components that all charrette planners and managers must put in place for the process and outcomes to be successful.

Work Collaboratively

The case was made previously that engagement with many diverse interests using methods that genuinely involve participants in decision-making produces better plans that are more widely supported. Such

improved planning outcomes result from each individual/interest having a unique and valuable contribution to the process. Sharing of diverse views leads to shared knowledge and understanding, which builds the foundation for collaboration and, in turn, paves the way to consensus.

Preparation is the key to successful charrettes, and much of the preparation comes down to identifying and engaging key stakeholders in the community to be involved in the process. Parties that must be involved in the collaborative process include those that might build, use, sell, approve, or attempt to block the project. Additionally, key professionals (identified earlier, and discussed in more detail below) need to join the collaboration to guide the process by providing visuals of ideas and sharing parameters (i.e., boundaries) as to the feasibility of various concepts that emerge. The collaboration across community members with local knowledge and experience, along with professionals with design and market expertise, is what allows charrettes to generate feasible and supported plans for placemaking.

Charrette managers must set the stage for collaboration to take hold. Again, this requires

planning—in this case, planning which of the various stakeholders and professionals should be engaged at different points in the process. Certain stakeholders that have the ability to block a placemaking project should be involved early (and more frequently) in the process, so that charrette managers can explore what constitutes a “win” for the individual or group represented. With the primary stakeholders feeling there is something in the process and outcome for them, there should be a willingness to collaborate with others to refine ideas for the mutual benefit of all. However, it is the charrette managers’ responsibility to foster this collaborative working environment.

For example, a vacant site with redevelopment potential adjacent to a faith-based institution with numerous parishioners from the neighborhood requires representatives of the faith-based institution be engaged early in the process to explore the receptiveness to various redevelopment options. If there are certain land uses or scales of development that faith-leaders feel are not compatible with their institution or the neighborhood, the design ideas should account for such concerns, otherwise the project is not likely to reach the point of collaboration.

With proper planning to set the stage for collaboration to take place, charrettes can diffuse traditional confrontation between seemingly diverse interests, and can foster joint ownership of solutions to problems. By enabling interests to work collaboratively, charrette managers will more

quickly get to consensus on a plan or project that will greatly reduce the review and approval time so the community can quickly move from plan to action.

Work Cross-Functionally

In the conventional planning/permitting process, each professional specialty focuses only on its own domain or area of expertise. Individual specialties have their own rules and structure that may not integrate well. Contributions to the plan or approvals typically come in a sequential manner that does not allow for collaboration. Conversely, during a charrette, multiple disciplines are involved at the same time as the collaborative design team. With this approach, the process is one of development planning, as opposed to planning for development.

The specialties involved in any given charrette will depend on the characteristics, scope, and complexity of the project. Specialties commonly involved in a charrette include planning, architecture, landscape architecture, urban design, historic preservation, engineering, transportation, and economics/market research. While not all of these disciplines are necessary for every placemaking charrette, excluding a discipline in the research or design process that is critical to the project can result in infeasible design concepts or costly rework of the project later.

To work cross-functionally as a charrette design team means to approach the design problem from different perspectives based on expertise. Each team member sees his/her place in the entire design solution, and recognizes the limitations of his/her discipline, as well

Volunteer Recruitment for Charrettes

It takes a lot of people to successfully conduct a charrette, including many volunteers. The more people who are actively engaged in helping to create a better community, the better the input, the easier it is to reach consensus, and the quicker ideas can be moved into action. Building a strong volunteer base is one way to help achieve these objectives. Some ideas on how to do so include:

- Tell your story in every outlet possible, including social media.
- If you don’t ask people to get involved, they won’t. Ask them!
- Create a “Hot Jobs” list of activities volunteers are needed for, then advertise it on websites, social media, local newspaper, and via e-blasts.
- Create partnerships with school groups (including students and parent organizations), colleges, corporations, volunteer, and civic groups (Kiwanis, Rotary, Scouts, etc.) and other organizations requiring volunteers.

as the strengths of the other disciplines represented on the team. For example, where a traffic congestion problem cannot be solved by reengineering the right-of-way alone, a multi-modal land use and transportation strategy may need to be part of the solution. To accomplish this, urban designers need to design the urban (built) form with a strong sense of place that is desirable to and readily accommodates pedestrians, bicyclists, and bus riders.

Compression

Another element of a charrette is time compression. Applied in this setting, time compression refers to a shortened period of time for the public, local officials, and design professionals to arrive at a feasible plan that can be accepted or subsequently approved without extensive rework. The compressed time frame of a charrette can be as short as three days, but five to seven days is more typical. This is not to say the total charrette time is three to seven days. Considerable time is spent planning the event, but generally, the entire period of time is likely to be much less than that of a conventional planning process (6 to 18 months), because of shortened feedback loops (see Figure 6-5).

Time compression stimulates creativity, minimizes unnecessary or unconstructive side-tracks, and

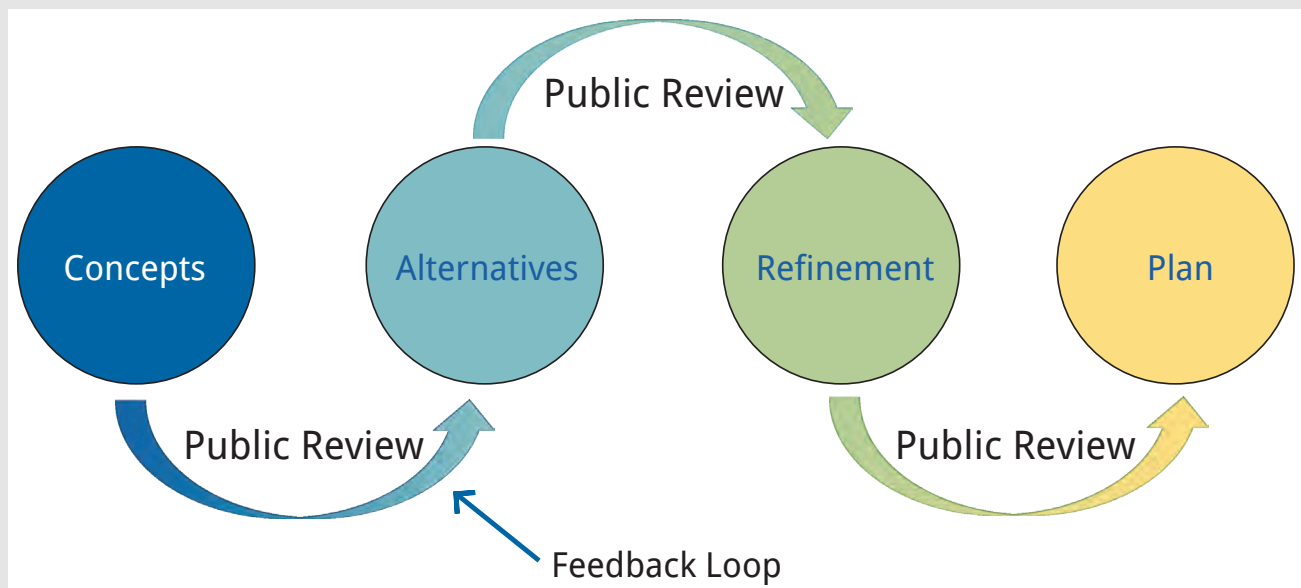
accelerates decision-making. Combined with the diverse opinions and group energy, time compression helps to modify the perspectives and opinions of the parties involved, allowing design ideas to emerge that might not under a less-contained time span. Such transformative change in perspectives and plans is typical of a well-planned and facilitated charrette.

Feedback Loops

By now, readers will recognize that a basic element of a charrette is regular involvement of the public in formulating design alternatives and refining those alternatives to a consensus plan. The opportunity for stakeholders to examine a proposal and suggest improvements is referred to as a feedback loop (see Figure 6-5). Regular stakeholder involvement and feedback retains trust in the process, facilitates understanding, and builds support for the project. Minimally, a charrette should include three feedback loops for the public to review and refine design alternative(s), although more feedback loops are commonly necessary.

The number of feedback loops planned for a charrette will depend on the complexity of the project. The larger the geographic area of the project, the more primary

Figure 6-5: Three Feedback Loops



Source: Lennertz, B., A. Lutzenhiser, and the National Charrette Institute. (2014). **The Charrette Handbook: The Essential Guide to Design-Based Public Involvement**. University Park, IL: APA Planners Press. Available at: www.planning.org/store/product/?ProductCode=BOOK_A01474; accessed July 7, 2015. Figure remade with permission, by the Land Policy Institute, Michigan State University.

and secondary stakeholders are involved. The more facets to the placemaking project, such as transportation challenges, housing types to incorporate, uses to integrate, and spillover effects to mitigate, the longer the charrette should be. With just three feedback loops, a charrette will need to be at least three days in length, so designers will have enough time to make changes to the concepts and the public can see the refinement taking place towards a preferred alternative.

Depending on the specifics of the project and the stakeholders involved, individual feedback loops in a charrette might be tailored to different stakeholders. For instance, an opening public meeting might be scheduled to assemble many different concepts. The next day, a feedback loop involving just primary stakeholders might be scheduled to test the feasibility of the concepts generated the night before. Then, after the design team has sketched some preliminary alternatives, another feedback loop might be scheduled with all primary and secondary stakeholders. Alternatives are further refined and another feedback loop in the form of a public meeting is scheduled with the public at large.

Obviously, feedback loops create a challenge for scheduling all the work that must be done to make the charrette a success. Figure 6–6 presents an example of a typical seven-day charrette schedule, as advanced by the National Charrette Institute. It is important to note how long each of these days are. While the process is greatly compressed for stakeholders and they must commit significant time to effectively participate in a charrette of this length, that amount of time pales in comparison to the amount of time that all the professionals and volunteers involved in the process must commit. Plus, the professionals will have considerable follow-up work to do in pulling all the pieces together to move quickly from plan to action. All professional and volunteer staff must be prepared for this before committing to the charrette.

Examine at Various Scales

Another unique aspect of a charrette is the variation in scales at which the project area is examined. Planning studies that only explore land use and transportation in a generalized way with patches/bubbles of color denoting different land uses do not have the detail to delineate specific building forms and streetscape elements that are important to placemaking. What is needed is the detail that helps people get a sense of how the street is experienced by pedestrians based on the buildings that

frame the public space and the streetscape elements that add function, comfort, and interest.

Typical products of a charrette include numerous maps and renderings that detail oblique and street-views of the project area built as stakeholders imagine. Smaller scale maps and studies of how the project site interrelates to the surrounding community help to show the big picture. Each of these scales of analysis is important, and each informs the next, thereby reducing the chances of oversight and rework on a project. See examples in Figure 6–7.

For larger projects, such as a long urban corridor or an entire neighborhood or district, urban designers often select a block, intersection, or property as a test case to go into the street-level of detail needed to show sense of place. Also, detailed studies of the finances of developing a key property are conducted with a complete shovel-ready pro-forma that will work based on market research.¹⁶

Importance of Visualization

The phrase “a picture is worth a thousand words” is absolutely the case when it comes to planning for placemaking. Most people are visual learners and understand graphic images better than words. In order for stakeholders to get a sense of what it will feel like to stroll along the redeveloped street or sit in a new pocket park adjacent to bustling retail activity, a charrette team must include talented architects, landscape architects, and/or urban designers.

Common visuals used during a charrette and products coming out of a charrette include:

- Generalized plan views,
- 3-D imaging (e.g., CommunityViz®),
- Block or building form models (e.g., SketchUp) (see Figure 6–8),
- Hand-drawn perspectives (see Figure 6–9),
- Photo transformation images.

In addition to providing design talent, these professionals must be able to work fast to produce and refine design concepts with subsequent stakeholder feedback. The refined concepts must be ready for review

16. A pro forma is a detailed accounting of the costs of constructing a real estate development and the revenue expected to be generated based on rents/sales once the project is complete.

Figure 6–6: Example NCI Charrette Schedule

	DAY 1	DAY 2	DAY 3	DAY 4	DAY 5	DAY 6	DAY 7
	Breakfast	Breakfast	Breakfast	Breakfast	Breakfast	Breakfast	Breakfast
8:00 AM		Team meeting	Team meeting	Team meeting	Team meeting	Team meeting	Team meeting
9:00	Studio set up		Alt. conc. dev.	Preferred plan synthesis	Prof. plan synthesis	Stakeholder review	Production
10:00		Team meeting	Stakeholder reviews (tech.)			Prod.	Stakeholder reviews as needed
11:00	Tours	Alt. concepts development					
12:00	Lunch	Lunch	Lunch	Lunch	Lunch	Lunch	Lunch
1:00 PM							
2:00	Primary stakeholder meetings	Alternative concepts development	Alt. conc. dev.	Stakeholder reviews (tech.)	Plan development	Production	Production
3:00				Prof. plan synthesis	Stakeholder review		
4:00	Meeting preparation		Alt. concepts development		Optional open house		Meeting preparation
5:00	Dinner	Dinner	Dinner	Optional open house		Dinner	Dinner
6:00							
7:00		Alternative concepts development/team review			Optional night off		
8:00	Public meeting #1		Public meeting #2	Preferred plan synthesis/plan development		Production	Final charrette public meeting
9:00							
10:00							
11:00							Celebration

Source: Lennertz, B., A. Lutzenhiser, and the National Charrette Institute. (2014). **The Charrette Handbook: The Essential Guide to Design-Based Public Involvement**. University Park, IL: APA Planners Press. Available at: www.planning.org/store/product/?ProductCode=BOOK_A01474; accessed July 7, 2015.

by stakeholders quickly, so that attention is not lost and the energy associated with the project stays high.

Illustrations have the power to resolve conflict by depicting solutions to land use and transportation challenges that may be difficult for people to picture in their minds.

Illustrations have the power to resolve conflict by depicting solutions to land use and transportation challenges that may be difficult for people to picture in their minds. The visualizations produced by the design team foster imagination and understanding of new possibilities for the community that were once constrained by the bricks and mortar of the present day.

Sometimes a rich resource exists nearby. Figure 6–10 was produced by landscape architecture students at Michigan State University. Do not fail to look for such assistance near your community.

Measure Outcomes for Progress

Often overlooked during planning projects, measurement of outcomes that results from the plan and planning process are also important to consider. Of course, to measure progress, the point of beginning or status quo must be known. The time to think about measuring progress is not when the construction is complete, it should begin before the charrette even occurs. Since placemaking is all about creating places where people want to live, work, play, shop, learn, and visit, many of the measures of outcomes for progress are related to people.

Figure 6–7: Products of Charrettes – City of Marquette Charrette

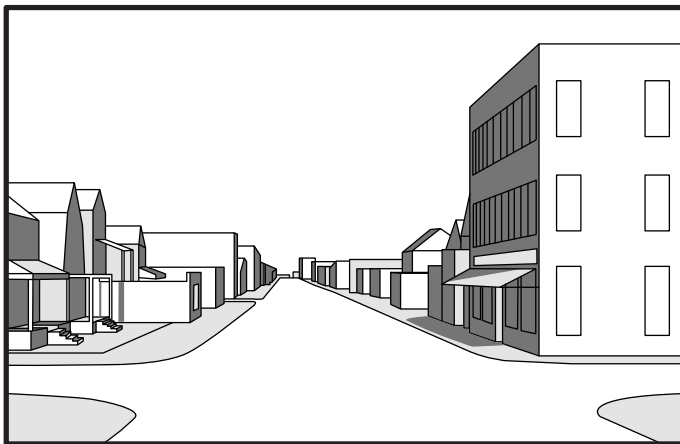
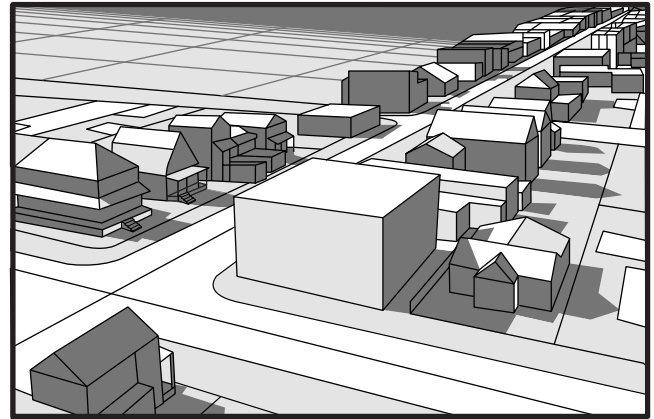


Plan view of Third Street (top) and a drawing of the proposed Village Green next to Frosty Treats between downtown Marquette and Northern Michigan University (bottom). **Note:** For the top illustration: Design Vision for block between W. Hewitt Ave. and W. Prospect St. 1 = Create seating at corner with portable dining deck/parklet. 2 = Parklet with plants and benches for coffee drive-thru. Transition to multiuse building. 3 = Create “public” green as temporary space first, then make permanent. 4 = Colorful signage, awnings, and paint. 5 = Parklet in front of professional office. Color, 3D signs, and landscape could be added. Over time, 2- to 3-story building. 6 = Only traffic light in corridor—important point for directional information. 7 = Consolidate parking to rear of lots, over time—remove driveways from Third St.—plant evergreen trees and install six-foot fence along lot lines to residential zone. **Source:** Gibbs Planning Group, Inc., B. Dennis Town Design, D. Christopher, PlaceMakers, and Street Plans Collaborative. (2015). “Appendix G - Third Street Corridor Sustainable Development Plan.” In **City of Marquette Community Master Plan**. Prepared for the City of Marquette and the Marquette Downtown Development Authority, Marquette, MI. Available at: <http://mqctcy.org/plan-master.php>; accessed September 27, 2015.

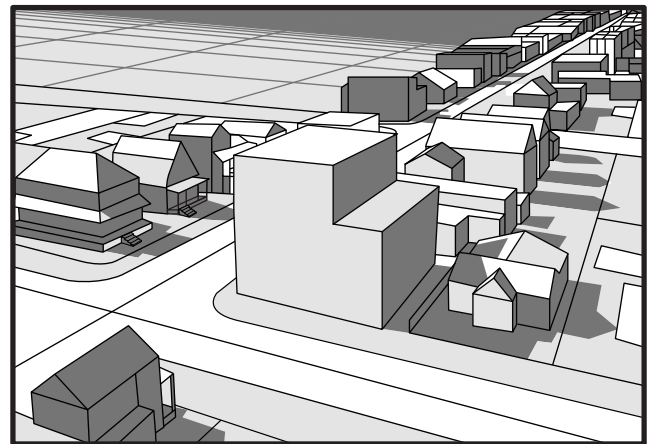
Figure 6–8: SketchUp Showing Building Form, Placement, and Mass, Plus Shadowing Effects – City of Marquette Charrette



Two-story Building Study for Transect Zone 4 (T4)



Three-story Building Study for Transect Zone 5 (T5) with Step Down



Source: Gibbs Planning Group, Inc., B. Dennis Town Design, D. Christopher, PlaceMakers, and Street Plans Collaborative. (2015). "Appendix G – Third Street Corridor Sustainable Development Plan." In **City of Marquette Community Master Plan**. Prepared for the City of Marquette and the Marquette Downtown Development Authority, Marquette, MI. Available at: <http://mqtcty.org/plan-master.php>; accessed September 27, 2015. Figure remade with permission, by the Land Policy Institute, Michigan State University.

Elements to Measure Before a Charrette and Creation of the Plan Begins

- Volume of retail sales,
- Occupancy rates,
- Housing and office rental rates,
- Pedestrian and bicycle counts,
- Transit ridership,
- Pedestrian/bicycle and automobile collisions,
- The number of affordable housing units,
- Walk Score® and LEED ND scores, and
- Data should be most detailed in the area that is the subject of the plan or project.

Then, remeasure the same data a few years after the project is done to calculate the impact of the change.

Figure 6–9: Before and After of Local Street on a Road Diet – City of Williamston



Designer’s perspective of a city street in Williamston, MI, after a road diet is placed to slow traffic through a residential area. **Source:** NCI and Dover, Kohl & Partners. (2014). **The Capitol Corridor: A Regional Vision for Michigan Avenue/Grand River Avenue.** Prepared for the Tri-County Regional Planning Commission and the Mid-Michigan Program for Greater Sustainability, Lansing, MI. Available at: http://migrand-charrette.com/wp-content/uploads/2014/01/Capitol_Corridor_Draft_Summary_Report_Jan2014.pdf; accessed March 27, 2015. Figure by the Land Policy Institute, Michigan State University, 2015.

Figure 6–10: Before and After Concept of Mixed-Use Redevelopment – City of Saginaw



Source: Landscape Architecture student’s perspective of a city street in Saginaw, MI, showing what it could look like after a mixed-use redevelopment took place. A Small Towns Design Initiative project, School of Planning, Design and Construction, Michigan State University, n.d. Figure by the Land Policy Institute, Michigan State University, 2015.

Still, other metrics can be generated during the charrette that can later be used to evaluate progress. For instance, a Target Market Analysis of the housing market might be prepared by a real estate economist to investigate missing housing types that the market is poised to absorb.¹⁷ This analysis could later be compared to market trends (like occupancy rates after the construction of new housing types) to examine the success of various projects/developments envisioned during the charrette.

17. For more information on TMAs, see the sidebar in Chapter 2 (page 2–22).

Feasibility Test

Charrettes allow for very creative possibilities to emerge and be considered among stakeholders. Dreams and hypotheticals are good for brainstorming and stimulating discussion, but the design alternatives that result from the collaborative process must be feasible. That is, legitimate design alternatives must be able to be constructed within the legal parameters of the situation, at a cost that can be recouped with rents/sales appropriate to the market, and in a time frame that developers/investors will tolerate.

To produce a feasible plan, each alternative must have a detailed review of all facets, especially legal, financial, and physical engineering, to ensure legitimacy and convey the motivation to fully implement the project. This must be a shared expectation among stakeholders, the private sector, and the local government(s) with approval authority. It is important to establish this expectation and level of rigor at the beginning of the collaborative design process, so that stakeholders do not feel disenfranchised.

Authentic Involvement

It is worth reemphasizing the value of authentic public involvement during a charrette. Beyond feedback loops, it is important to design a process that educates, involves, and reinforces public participation such that participants feel a sense of achievement and empowerment. Authentic public involvement refers to participation by people, because they genuinely want to be involved.¹⁸ Most people are not there, because they are afraid that if they miss out something they value will be tarnished, negatively impacted, or destroyed; and they are not there, because they have been coerced to come as a token stakeholder of a particular type. Most people are there, because they want to be there as a citizen interested in the betterment of the community.

Decision Makers Fear of Charrettes

Earlier in the chapter it was described how a charrette elevates the public to a level of citizen power where there is minimally a partnership between stakeholders and elected officials in decision-making related to components of a placemaking project. It should come as no surprise then that decision makers may fear a loss of control. For them, it may require a leap of faith that the outcome will be better than that achieved through conventional means. The benefit from partnering with the public in this way is the heightened citizen engagement and increased trust in local officials and the planning and development process. No matter the public engagement technique, if a product reflecting citizen empowerment is produced, there is a good chance there will be some elected and appointed officials who will try to modify or change the final product. Some anticipatory effort should be expended to prevent such a result. Review Figure 6–2 for guidance on how to resolve or prevent the disputes that flow from such actions.

18. Lach, D., and P. Hixon. (1996). "Developing Indicators to Measure Values and Costs of Public Involvement Activities." *Interact: The Journal of Public Participation* 2 (1): 51–63.

Authentic Involvement Includes:

- Diversity of viewpoint,
- Meaningful participation,
- Integration of stakeholder concerns,
- Information exchange,
- Mutual learning, and
- Mutual respect.

Another fear is the *length of time* committed to conducting a charrette. Compared to a single evening workshop, some local officials may feel that three, five, or seven days is too much time to commit to a planning project. According to NCI, three feedback loops of public involvement are the minimum required to facilitate a change in participants' perceptions and positions. Factoring in the time needed for designers to rework their concepts for another public review, three days becomes the minimum time needed for conducting a charrette, and five is more common. Yet, three to seven days is a small investment compared to the benefit of changed perceptions and attitudes among some stakeholders who may have significant mistrust in government, or who have historically not participated in community affairs—not to mention the benefits of a successful placemaking project.

Budgetary concerns are ever present in local government operations today, and charrettes are vulnerable to those concerns as well. While charrettes can be costly, the likelihood of reduced rework after the public involvement process and the shortened time to implementation are noted as offsetting factors. Rework refers to the staff time required to explore and find a solution to an unforeseen problem that did not arise during the public involvement process. Often, a key stakeholder emerges that was not part of the conventional planning process and his/her influence requires the final stages of the planning process to be halted for reexamination and mitigation, which adds time and cost on the back end of the planning process. In contrast, because a properly planned charrette includes measures to engage all stakeholders in the process in a meaningful way, consensus forms by the last public meeting and a plan is ready for approval.

Common Charrette Outcomes

- Authentic public involvement,
- Maps, drawings, and other visual renderings that clearly show what the community wants to see happen in particular places,
- Consensus on a feasible plan of action, and
- Identified benchmarks and metrics for measuring progress with implementation.

There may be concerns raised, because charrettes are an unfamiliar process. This is a legitimate concern. Planning staff should not attempt to manage a charrette without proper training or use consultants that are not trained and experienced in planning and managing charrettes. A starting credential is a certificate of completion from the National Charrette Institute.

Experience running a charrette is critical for large projects and week-long charrettes. For the community that invests in training its staff in charrette management, the rewards of increased staff productivity through improved project management may be well worth the cost. Further, those new skills can be put to use time and time again in subsequent charrettes for districts throughout the jurisdiction.

CHOOSING THE RIGHT PUBLIC ENGAGEMENT SYSTEM FOR THE TASK

A charrette is not always the best fit for the particular design challenge at hand. This chapter reviewed numerous other techniques for public engagement that should be considered if it is evident that a charrette is not the best technique for a community. Perhaps the project does not rise to the level of needing a charrette; maybe there are budget or staff limitations that require the use of a different public involvement approach; the time frame may not allow a proper charrette to be planned; existing plans may be adequate; or a form-based code may already be in place. For these reasons and more, a proper NCI Charrette System™ process is not always the optimal public engagement technique to use for community placemaking.

Too often the word “charrette” is used for a shorter, less well-planned, less engaging process that may only amount to a community design workshop, and not result in consensus. A community design workshop can have phases of understanding the

project challenges, exploring the options, and arriving at a decision on how to proceed, and may be appropriate in some situations, but this is not the level of detail involved in a formal charrette, nor does it typically produce consensus around transformative change that a proper charrette will. A community design workshop will not succeed the way a charrette can when controversy on how to proceed with a planning project exists.

This may seem like mincing of words, but it is important. The integrity of the word “charrette” is important to uphold. Those that use the word loosely are not likely trained in the planning and managing of a charrette and, therefore, do not understand the amount of time and effort required to plan a charrette, and the many details that must be paid attention to when properly conducting one. For information on NCI-based charrettes that have occurred in Michigan, see Table 6–3 and the Case Example at the end of this chapter. In this guidebook, the authors have taken great care in describing a charrette consistent with the NCI Charrette System™. We encourage readers to obtain further training from NCI in how to properly plan for and conduct a charrette so that broad stakeholder participation results in consensus on a plan of action.

CONCLUDING OBSERVATIONS

Government creates the environment for place-based success by the private sector through plans and codes/regulations. Broad public, private, and nonprofit involvement is essential in the process. It should

Too often the word “charrette” is used for a shorter, less well-planned, less engaging process that may only amount to a community design workshop, and not result in consensus.

Table 6–3: Examples of Charrettes in Michigan

Community	Purpose	Date	Conducted By
Bay City	Pre-planning or form-based code for downtown	January 2013	Michigan Association of Planning, Land Information Access Association (LIAA)
Part of a larger education and engagement initiative, this “Above PAR” project wove transportation, redevelopment, and placemaking together. Project and City staff met with stakeholders, conducted asset mapping activities, held asset mapping events, and provided trainings throughout the community. The project culminated with a three-day NCI-based charrette where a vision for downtown was developed that would become the foundation for a form-based code for the downtown.			
Source: MAP. (2013). <i>Above PAR: Placemaking, Access, and Redevelopment – Bay City, Michigan</i> . Final Project Report, Michigan Association of Planning, Ann Arbor, MI. Available at: www.planningmi.org/downloads/final_report_bay_city.pdf ; accessed January 30, 2015.			
Coldwater	Pre-planning in advance of master plan; community vision; community engagement	June 2013	Michigan Association of Planning, Land Information Access Association (LIAA)
Part of a larger education and engagement initiative, this “Above PAR” project wove transportation, redevelopment, and placemaking together. Project and City staff met with stakeholders, held asset mapping events, and provided trainings throughout the community. The project culminated with a three-day NCI-based charrette developing a community-wide vision that would become the foundation for the upcoming master plan update.			
Source: MAP. (2013). <i>Above PAR: Placemaking, Access, and Redevelopment – Coldwater, Michigan</i> . Final Project Report, Michigan Association of Planning, Ann Arbor, MI. Available at: www.planningmi.org/downloads/final_report_coldwater.pdf ; accessed January 30, 2015.			
East Lansing	Master Plan and future Form-Based Code	October 2013	Williams & Works (lead), Nederveld, Viridis
A four-day charrette that included virtual tours, building type, street type, and local conditional analysis, ongoing design iteration, stakeholder interviews, and a final presentation. The consultant team created conceptual design plans for three nodes within the City, including the Grand River Avenue, Trowbridge Road, and Lake Lansing Road corridors.			
For more information, visit: www.cityofeastlansing.com/comprehensiveplan ; accessed February 4, 2015.			

Note: All of the PlacePlans mentioned in Table 7-2 in Chapter 7 included charrettes as well. **Source:** Table by the Land Policy Institute, Michigan State University, 2015.

now be clear that among all the different forms of engagement, no other technique offers a community as many important benefits as a charrette does, from heightening civic engagement, to producing a shovel-ready plan for placemaking (especially Strategic Placemaking), to reducing costly rework and time for approval. At the end of the charrette there will be consensus that can be the basis for the plan to be implemented. However, charrettes do not just generate support for a project, they generate actual enthusiasm to act and implement the project among stakeholders, developers, and decision makers alike.

This guidebook and chapter also emphasizes the importance of bringing form into the public review and approval process, because of the connection between form, sense of place, and people. This is best accomplished by reshaping the development review

process, including the master plan, development regulations, and review processes, such that most development becomes “by right” and guided by form-based codes. In other words, for a community that changes policy to this extent, no special review and approval process is needed, because the input to get to that point was already achieved when the plan(s) and form-based code(s) were created through charrette(s). In a community like this, charrettes would only be used on an occasional basis for certain projects. These ideas are explored further in the next two chapters. Chapter 7 examines the planning process for placemaking at the regional and local levels, and provides examples of recent plans, while Chapter 8 examines the value, benefits, and elements of form-based codes.

Key Messages in this Chapter

1. In contrast to the early years of the planning field when it was viewed as an “expert” discipline, with little room for public comment or critique, public involvement is now a central component to contemporary theory of the community planning process.
2. Public involvement has value in informing and educating the public, incorporating public values into decision-making, improving the substantive quality of decisions, fostering trust in institutions, and reducing conflict.
3. Major placemaking projects are unlikely to succeed unless they have broad public support. Communities should strive to engage all members of the community early on in the planning process.
4. Public hearings have historically been the most common form of public involvement, yet they provide limited opportunities for critical feedback and productive participation. These hearings typically are required prior to public adoption of an ordinance and, therefore, are held towards the end of the policy development process, instead of enabling the community to have a say in the process from the beginning stages.
5. A more effective strategy involves empowering people during the development of public policy and working towards a consensus throughout the process, so that by the time of adoption, support already exists and discussions at the public hearing are well-informed and constructive.
6. The public meeting—also referred to as an open house—is another form of public engagement involving the sharing of draft plans/policies with the public and receiving feedback. Where public hearings provide only one-way communication from the public, a general public meeting is designed for more open dialogue and deliberation.
7. Public meetings run the risk of falling under “token” public involvement, where poorly planned goals and agendas for the meeting, or outspoken attendees that override the facilitator, lead to unproductive meetings where public participation has not really occurred.
8. Successful public meetings require proper planning. Preparation should include determining the purpose of the meeting, building relationships with participants in advance, establishing a draft agenda, considering the proper meeting space, and having a follow-up plan for communicating with residents as the process develops.
9. Surveys are more reliable than questionnaires, because they can more accurately represent the opinion of an entire community or a selected population. The most effective survey type to utilize will vary depending on the needs and demands of the target audience.
10. Visual preference surveys are one type of public opinion survey that asks audiences to evaluate photographs or other representative images or drawings of various types of development in an area, and then share their opinions or viewpoints by selecting or rating the images they prefer.

11. In focus groups, a small audience provides specific feedback on one or more complex issues. Individuals express their views, in detail, while listening to the opinions of others. This can be very helpful to shaping or refining ideas before sharing with a broader audience.
12. The Michigan Planning Enabling Act authorizes planning commissions to create committees, such as citizen advisory committees, blue ribbon committees, or ad hoc task forces that bring together a broad cross section of the community to research an issue or local concern and report its findings to the planning commission.
13. Effective facilitation uses appropriately applied methods to help a group achieve tangible results through a process in which all group members were actively involved and each felt like they contributed to the process/outcome. The most important aspect of facilitation of a multifaceted issue is providing opportunity for clarification of misunderstandings and constructive conflict resolution when necessary. Effective facilitators design a flexible process that allows this discourse, while moving the group towards consensus.
14. Visioning is a participatory process where stakeholders and citizens develop a common view of a future reality for the community. This process provides a means for participants to express what a desirable future would look like, based on articulated community values.
15. Visioning provides a foundation to begin forming goals, objectives, and strategies for implementing a future vision of the community. Key components of the vision become goals, which are further broken down into a set of objectives that are achievable points of reference that describe what is targeted in order to achieve the associated goal. For each objective, there will be one or more strategies, which are policy statements of a government's position that are designed to achieve an objective.
16. Charrettes are intense, multiple-day events involving diverse public stakeholders, facilitators, and design and development professionals. In many ways, they incorporate nearly all of the other public engagement techniques. The charrette best supports placemaking by engaging people in hands-on design to create quality places. Charrettes are designed to maximize public participation opportunities in a way that all participants and stakeholders contribute to an effort that incorporates diverse perspectives.
17. An engagement framework is a formal strategy on how an organization plans to work collaboratively, and form and maintain inclusive relationships with stakeholders to achieve a specific objective. These frameworks typically include: statements of commitment with a set of defining principles; details of the approaches to be used; definitions of key terms; statement of the benefits of community engagement; commitment to diversity; engagement of underrepresented groups; development of staff capacity; coordination of the framework with other jurisdictions; and evaluation of the framework.

Key Messages in this Chapter (cont.)

18. Social equity in placemaking is about more than simply making underrepresented groups aware of public input opportunities and the chance to actively participate. It involves serious efforts to make sure these voices have a place at the table and feel welcomed, and that their contributions will be treated as having equal value and importance.
19. Stakeholder analysis and engagement frameworks must address how to engage underrepresented groups before public participation begins. Some of the obstacles that may be encountered in engaging such groups can be prepared for by taking measures, such as: providing childcare; using a barrier-free location; being sensitive to communication and translation needs; holding multiple events at different times of day to accommodate different schedules; promoting one-on-one contact; providing culturally appropriate food; meeting with underrepresented neighborhood groups or citizen committees; and providing timely, clear, and accurate information on the purpose/process of the meeting well in advance.
20. The NCI Charrette System™ designed by the National Charrette Institute emphasizes the following key elements found in well-designed, successful charrettes:
 - Working collaboratively: Collaboration across community members with local knowledge and experience, and professionals along with design and market expertise, is what allows charrettes to generate feasible and supported plans for placemaking;
 - Working cross-functionally: Working cross-functionally as a charrette design team means approaching the design problem from different perspectives based on different expertise in the room at the same time;
 - Compression: Time compression stimulates creativity, minimizes unnecessary or unconstructive side-tracks, and accelerates decision-making; and
 - Feedback loops: These provide the opportunity for stakeholders to examine proposals, and then offer comments about how the concept could be improved. A charrette should include at least three feedback loops for the public to review and refine design alternatives.
21. Beyond feedback loops, it's important to design a process that educates, involves, and reinforces public involvement such that participants feel a sense of achievement and empowerment. Authentic involvement includes: diversity of viewpoints; meaningful participation; integration of stakeholder concerns; information exchange; mutual learning; and mutual respect.
22. Sometimes the word “charrette” is used for a shorter, less well-planned, less engaging process that may only amount to a community design workshop. This is not the level of detail that a formal charrette achieves, nor does it typically produce stakeholder consensus around transformative change that a proper charrette will. Authors of this guidebook have taken great care in describing a charrette consistent with the NCI Charrette System™.



Chapter 6 Case Example: The Capitol Corridor Charrettes

Far-reaching placemaking projects need to rely on broad public support and engagement to achieve their goals, and **The Capitol Corridor: A Regional Vision for Michigan Avenue/Grand River Avenue**, a planning effort for Mid-Michigan's main corridor is an excellent example. The Michigan Avenue/Grand River Avenue Corridor traverses 10 jurisdictions and includes Michigan's State Capitol, four central business districts, regional health science clusters, and many of the region's largest employers in the Lansing area.

Funded by the U.S. Department of Housing and Urban Development's Sustainable Communities program, the Tri-County Regional Planning Commission's (TCRPC) Mid-Michigan Program for Greater Sustainability commissioned the National Charrette Institute to conduct a two-part design charrette for an in-depth community conversation about the future urban form of the corridor. The first charrette gathered input from stakeholders from Lansing to Webberville for a consensus-based vision for the corridor and identified geographic areas for more intense design consideration. The second charrette focused design activities on three areas identified in the first charrette.

During the seven-day Vision Charrette in May 2013, hundreds of people participated in various engagement activities. These events included group work during Hands-on Design Exercises, design drafting, and public viewing at an Open Design Studio, a Hands-on Design Session, and a finishing presentation by Dover, Kohl & Partners (the design consultant) that included interactive polling. Data gathered from the Vision Charrette included maps drawn by participants that led to vision cornerstones for the planning team, a plethora of potential improvement ideas for the area, and the results from interactive polling.

The planning team returned for a second seven-day Design Charrette, in October 2013, to focus on applying draft vision concepts to the three selected areas: 1) Sparrow Hospital and surrounding neighborhoods, 2) the Frandor area (a suburban-style strip mall between Lansing and East Lansing), and 3) the Meridian Mall area (a suburban indoor mall with extensive strip commercial around it). The planning team took input from Hands-on Design and Open House review sessions and created plan drawings and photo-realistic



Charrette participants in Lansing consider alternative plans. Photo by Dover, Kohl & Partners.

visualizations for local experts, officials, and community stakeholders to review. The charrette concluded with a Work-in-Progress presentation that displayed the concept designs and ideas for each area, more interactive polling, and 60-second shout-out sessions to gather more ideas. Final products from the charrette included draft illustrations based on participant input and review, future ideas from participants about how to improve each area, and the results from the interactive polling.

Various other engagement techniques were deployed, such as using Word Clouds to express ideas, soliciting input on cards that posed specific questions, and visual preference surveys. The Vision and Design Charrettes successfully engaged stakeholders to work collaboratively and cross-functionally, and contained an ample number of feedback loops. The two charrettes provided the foundation for the resulting corridor plan, a vision for urban design, land use, transportation, and economic development that was adopted by the TCRPC at the conclusion of the second charrette.

The 150-page final report is an excellent example of what is possible with a full-scale charrette and includes numerous design sketches that are instructive in small and large communities across the state. It is a large PDF file that may be downloaded from the source link below.

Source: NCI and Dover, Kohl & Partners. (2014). **The Capitol Corridor: A Regional Vision for Michigan Avenue/Grand River Avenue.** Prepared for the Tri-County Regional Planning Commission and the Mid-Michigan Program for Greater Sustainability, Lansing, MI. Available at: http://migrand-charrette.com/wp-content/uploads/2014/01/Capitol_Corridor_Draft_Summary_Report_Jan2014.pdf; accessed March 27, 2015.

Chapter 7: Planning for Placemaking



Birmingham's form-based code increased permitted building heights from two floors to up to five stories, if the first floor was retail and upper floors were residential. The code requires masonry elevations, square or vertical windows, and for the building to appear only four levels high from the street. This five-story, mixed-use building was constructed in 2008 on a former surface parking lot on Woodward Avenue in Birmingham, MI. Photo by the MSU Land Policy Institute.

INTRODUCTION

Growth, as reflected in new development, is usually coveted for the new opportunities and tax base it provides to a community. But, sometimes new development is nothing more than a cement block building on a parcel along a busy thoroughfare. There is nothing memorable or attractive about a nondescript building in a location with no sense of place. However, new development and redevelopment can be much more than that. The site could be the home of a new Missing Middle Housing project, along a major transit corridor, which is likely to attract more well-educated and talented workers to the community. It could be a unique destination location that adds considerable value to developed land around it, like that of a major sport or entertainment venue. The Fox Theatre, Comerica Park, or Ford Field in Detroit would all fit this description. While location is a key part of their lasting value, so is good design that uses long-lasting building materials in a way that complements the buildings on adjacent blocks creating a strong and positive sense of place.

Too often new development is just about building a serviceable or efficient structure with the lowest cost materials. It may have an exterior façade that is not indigenous to the area, or that is not compatible with it. It may represent a style unique to a particular brand (see the sidebar on the next page on Impact of Franchise and Corporate Designs on Urban Form). Legally, it could be anything that meets minimum zoning and building code standards, and not much more. Alternatively, it could be something very special if a good architect and contractor are provided with adequate funds for a building that will last 100 years (or more).

Sometimes people want to call any conventional development placemaking. However, much of the time, it is not anything special; it is just utilitarian, not memorable, and lacks the form, design, and function to create a sense of place. There is a lot of room between lowest cost and highest cost where quality places with a strong sense of place can be created. But, building quality places does not happen by accident. It takes a deliberate effort by both the public and private sectors.

Chapters 4 and 5 focused on the importance of good form and design in public places, and at the interface of private development with public space.



While created from good design and quality materials, many of Michigan's best downtowns (like Petoskey above) are supported by up-to-date local plans and zoning. Photo by Kurt H. Schindler, AICP, MSU Extension.

Communities that seek to be sustainable, resilient, and efficient with limited resources often want more than utilitarian design. They want quality places that attract people and activity, and lead to commerce and good memories. They want each new private sector land development, and each new building, not to simply fill space and add to the tax base. They want it to also complement the public and private space nearby in a way that adds value to everything around it, and not “steal” value from neighboring properties. *To really be a placemaking project, each new private building has to be carefully and consciously integrated with the public realm around it and significantly add value to it. This is so that the new private building, the pre-existing private buildings, the public right-of-way, public open space, and any nearby public buildings, together, add up to a quality place where people want to live, work, play, shop, learn, and visit. This will likely require active community, private sector, and nonprofit sector involvement in placemaking.*

To really be a placemaking project, each new private building has to be carefully and consciously integrated with the public realm around it and significantly add value to it.

Unlike a century ago when public and private development often harmoniously occurred in parallel with one another without special coordination (perhaps because it was guided more by architects and skilled craftspersons than by landowners, businesses, or government regulators), quality new

Impact of Franchise and Corporate Designs on Urban Form

“**M**uch of the commercial built environment today, is franchise-related and corporate-driven.

Apart from suburban housing, the dominant type of development activity during the last 50 years is associated with regional, national, and even multinational corporations competing to satisfy growing consumer demand for retail, restaurants, commercial services, etc. These corporations ‘generally’ have distinctive ‘franchise architecture,’ which expresses a commercial brand built with auto-centric land development models focused on vehicular movement and convenient parking. Those two considerations represent the opposite of placemaking, as they place a premium on standardized experiences and auto-oriented convenience. Additionally, some perspectives toward land development seem to have shifted more toward the notion that real estate and the buildings themselves are more ‘disposable.’ Some communities have experienced circumstances wherein the older 100,000 square foot ‘big box’ department store has been replaced by the new 200,000+ square foot ‘big box’ department store located on a new site (often near the first). This essentially ‘doubles down’ on corporate-led development patterns and often leaves the smaller vacant store to sit empty for years with few reuse opportunities (and no place-based attributes). In other cases, national

retailers with ‘big box’ stores will often locate near each other to compete ‘head to head’ for a local market that will ultimately only support one survivor. Older fast food restaurants are sometimes abandoned when better locations could be found, thus leaving vacancies and reuse challenges. The result of these trends lead to commercial overbuilding and moves a community further away from being able to offer a high density of place-based attributes. While some building reuse does occur, often the second-generation use is lower quality and the building form remains auto-oriented, pedestrian-unfriendly and, generally, unsupportive of placemaking without dramatic intervention. Coping with the powerful forces of franchise-related and corporate-driven development models has shaped planning and zoning efforts in many communities (particularly suburban ones).ⁱ

A different planning model is needed. This chapter presents a model that integrates regional and local planning with placemaking to get a result that better guides public and private development. It also integrates planning with form-based regulation and a project-ready review process that makes communities better able to quickly respond to private sector planning proposals, as well as move from public plans to action.

i. Direct quote from one of the reviewers of a draft of this guidebook: Randy Mielnik, principal, Poggemeyer Design Group, 2015.

development today, does not typically occur on its own. Instead, quality development is a result that is achieved only with good local planning that captures a widely shared vision for an area, and zoning that is implemented by private sector builders who also share in that vision. This is more than simply a good master plan and form-based code. *The master plan needs to be both visionary and achievable. It also needs to be based on a solid understanding of the municipality’s role within the region.* For instance:

- Is it a large or small Center of Commerce and Culture, serving a population much larger than its geography?
- Is it a small town or suburb directly abutting many more similar communities at the perimeter of a large- or medium-sized city?

The location of the community and its unique assets will dictate a large amount of what is possible in terms of future development or redevelopment. Standard, Creative, or Tactical Placemaking can be successfully used in every city or village, and in many townships, regardless of size, location, or unique assets. But, Strategic Placemaking will principally produce the desired results in targeted centers (downtowns), and at key nodes along key corridors. These places can be in large or small towns, or urban

townships, but most importantly the communities they are located in will serve as regional or sub-regional Centers of Commerce and Culture as explained in a sidebar in Chapter 3 (page 3–10).

All types of placemaking require some advance planning, but the amount varies dramatically. A community does not need a formal plan for many Tactical, Creative, and Standard Placemaking projects. However, as size, scale, or cost of a placemaking project or activity goes up, so does the need for a good plan. In many cases it could be a PlacePlan. These are site-specific, subarea plans for the conversion of a particular site from what it is into something with a strong sense of place. It starts as a concept plan and, after a series of iterations, is converted into a “site plan” as required by most zoning ordinances. The final site plan will have considerable detail, so that it can be quickly implemented. The very last section of this chapter provides some guidance on project development review and approval processes.

Large and important projects, especially those targeted to a particular location, require a local master plan or subarea plan to provide a clear indication of community forethought, in order to support future funding or grant requests, or a new local fee or tax to implement the plan. In those cases there are some basic considerations that need to be taken into account with regard to process and content of these local plans. What communities often fail to consider when they start such planning, is the relationship of the community or target area to the region. As a result, there is considerable material in this chapter on regional planning and the relationship of local placemaking to regional strategic growth. There is also material on strategic growth planning that can be engaged in at the regional or local level, as well as material on integrating placemaking into local master and subarea plans.

Placemaking depends not only on good local codes and ordinances (as explained in Chapter 8), but also on local plans that themselves should be nested within regional economic prosperity plans, sometimes called regional strategic growth plans. But, effective placemaking requires more than good planning; it is critical that the planning leads to action. That is, the planning needs to provide the kind of direct guidance that not only encourages new infrastructure and land development to implement the plan, it must also

stimulate development to occur consistent with the plan as quickly as is possible.

This chapter focuses on the importance of planning that leads to action. It differentiates placemaking from other public and private development projects. It examines an ideal hierarchy of local planning, beginning with regional plans, then local master plans, then local subarea plans, and finally, where warranted, local PlacePlans. Both plan content and process issues are addressed. The principal reason for this organization is so that communities will learn the importance of being proactive and, hence, be better prepared for new development in ways that enable it to ensure development is of an acceptable quality and compatibility. This is so the community does not have to simply react to development and redevelopment proposals without a clear vision or standards to guide review and approval.

This approach carries with it the burden to also have in place local codes, ordinances, and infrastructure policies, so that new development and redevelopment that meets these standards is quickly approved. Communities not familiar with the Redevelopment Ready Communities® Program managed by the Michigan Economic Development Corporation, may want to check out this program that is designed to help communities become “redevelopment ready” (see the sidebar on the next page). Over time, land developers will realize that quality development with good form is welcome, and citizens and businesses will reap synergistic benefits from the concentration of quality development in places where people want to be. Over time, everyone will better appreciate the important role of public spaces surrounded by quality private buildings, and of keeping them both well-maintained and safe.

The process elements of this chapter are based on the rational planning model, which is pragmatic and designed to fix an existing problem, prevent a future one, or take advantage of emerging opportunities. The most fundamental steps in the rational planning model are:

- Define vision, goals, and objectives,
- Gather and analyze data,
- Develop alternatives,

MEDC: Redevelopment Ready Communities® Program

The Michigan Economic Development Corporation's (MEDC) Redevelopment Ready Communities® (RRC) program assists Michigan communities seeking to streamline the development approval process by integrating transparency, predictability, and efficiency into their daily development practices. The RRC is a statewide program that certifies communities who actively engage stakeholders and plan for the future. It empowers communities to shape their future by assisting in the creation of a solid planning, zoning, and development foundation to retain and attract businesses, investment, and talent.

The foundation of the program is the RRC Best Practices. Developed by public and private sector experts, the best practices are the standard for evaluation and address key elements of community and economic development. The best practices are designed to create a predictable and straightforward experience for investors, businesses, and residents working within a community. In addition, the best practices challenge communities to be flexible, while seeking quality development that supports a sense of

place. To be awarded certification, a community must meet all RRC best practice criteria. The RRC Best Practices encompass the following categories:

- Community Plans and Public Outreach,
- Zoning Regulations,
- Development Review Process,
- Recruitment and Education,
- Redevelopment Ready Sites®, and
- Community Prosperity.

Redevelopment Ready Communities® certification signals that a community has clear development policies and procedures, a community-supported vision, a predictable review process, and compelling sites for developers to locate their latest projects.

For more information, visit: www.michiganbusiness.org/community/development-assistance/#rrc; accessed January 14, 2015.

- Evaluate alternatives and select one or a combination,
- Embody the preferred alternative in a plan,
- Implement using a mechanism to measure progress and outcomes, and
- Periodically revisit progress to achieving the goals and objectives and repeat process, as needed.

The strategic planning process presented later in this chapter includes additional elements beyond those listed above. Notably it also focuses on inclusion of who to engage (all major stakeholders), provides a special focus on regional and local assets, and emphasizes the importance of developing a small set of priority strategies. While these same considerations are relevant in local-level planning, the emphasis will be different in each locality, because the context is different.

Since, nearly all planning processes are variations of the rational planning model, the only optimum process is that which is embraced by all the major stakeholders in the community and results in a consensus plan. However, the authors of this guidebook believe one approach has special benefits. This is why in Chapter 6 we advocate for the use of charrettes as a key planning and consensus building tool. That said, we recognize that communities have followed many different processes to get to the same product—local place-specific plans—including master plans, subarea plans, and PlacePlans. So, instead of focusing on a model process for preparing these plans, we will present summaries of recent local plans with significant placemaking elements. In addition, is a discussion of how combining the process for creating a local master plan and a form-based code at the same time through charrettes, is likely to result in cost and time savings, and produce broad consensus for implementation.

There are five major sections in this Chapter. Following is a brief overview of each section.

- Section One provides background information related to the context for regional and local planning, and further differentiates placemaking from other related local government services and types of development. It also explains the value and benefit of nested local and regional plans.
- Section Two focuses on regional plans whose focus is economic development at the regional scale. These strategic growth plans should have a strong place orientation that is coordinated with local plans.
- Section Three lays out a strategic growth planning process. While the focus is on use of this process at the regional or county level, the same steps and considerations can also be utilized at the local level.
- Section Four takes a look at different ways to incorporate placemaking considerations into existing local master plans and subarea plans. Examples from large and small communities in Michigan are offered. An alternative model for creating local master plans at the same time as creation of a form-based code is also presented.
- Section Five shifts the focus from the process and contents of plans to the implementation of regional and local plans via specific projects—particularly those that advance local placemaking. A taskline of steps is described that are generally followed by those involved in creating quality land development with a strong sense of place, along with common variations.

It is the goal of this chapter to expose the reader to a broader range of planning considerations for effective placemaking than are available from other published sources. It is expected that the result will be the development of future regional and local plans that successfully incorporate placemaking in a manner that makes it easier to move quickly from planning to action.

SECTION ONE: CONTEXT FOR REGIONAL AND LOCAL PLANNING AND PLACEMAKING

Section One provides background information related to the context for regional and local planning. It further differentiates placemaking from other related local government services, such as community

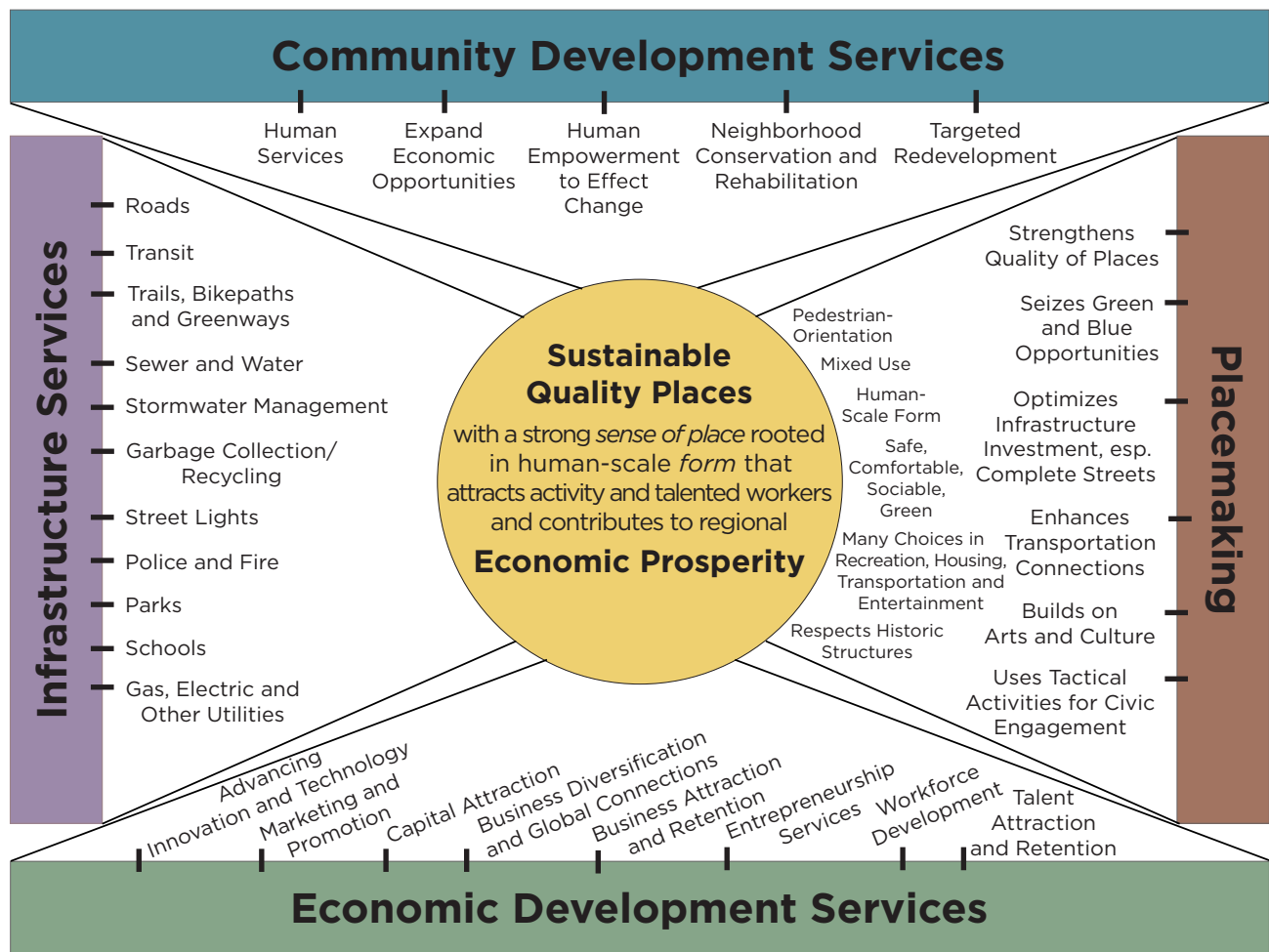
development, economic development, and infrastructure development. While all placemaking will benefit from carefully prepared local master plans, or subarea plans, this section acknowledges that project planning for placemaking can be done independent of local plans for many (if not most) Lighter, Quicker, Cheaper (LQC) projects, Tactical Placemaking, and some Standard and Creative Placemaking. In contrast, Strategic Placemaking can receive important guidance and support from local master plans and regional strategic growth plans. This section also explains the value and benefit of nested local and regional plans.

Comparison of Conventional Land Development, Placemaking, and Other Related Local Government Services

There are three ways communities traditionally have made incremental improvements to the built environment. They are known as: *community development*, *economic development*, and *infrastructure development* (see Figure 7–1), while all of these ways can be used to support placemaking, most of the time changes to the built environment are a form of private land development or construction of public improvements, but are not placemaking. As explained earlier, by no means is all development placemaking. To understand what placemaking projects are, compared to projects that are simply private development or public improvement projects, it is necessary to explain the latter in more detail. Three approaches are common.

1. The first way that communities have traditionally made improvements to the built environment is by means of community development or infrastructure development. The overall process involves a variety of line-agencies (such as housing, parks and recreation, transportation, or utility departments) and advisory boards/commissions/administrators within municipal government that are sequentially engaged in planning, then budgeting, and finally action. Time frames vary tremendously depending on the activity. For example, a parks and recreation department may identify the need for a large park for organized sports, such as baseball, softball, or football, in an area of the community experiencing population growth. The parks

Figure 7-1: Comparison of Community, Economic Development, and Infrastructure Services to Placemaking



Source: Land Policy Institute, Michigan State University, 2012.

and recreation department documents the need in its five-year plan. It includes identification of an area where land needs to be acquired for that purpose, as well as the cost of improvements to convert the land into an outdoor sports park. Once the plan is approved by the parks and recreation commission, the department includes money in subsequent budgets to move from plan into action. The commission must, of course, convince a series of decision makers of the value of the plan before adequate funds are allocated. These decision makers could include a budget director, municipal manager, elected council, and potentially even the public at large, if new taxes must be raised to pay off bonds for land acquisition and

improvement. When the project is complete, a new public improvement would be in place but, as described, it is what would typically be called a community development project (or a public infrastructure project), not a placemaking project. If it were a key part of a larger plan that sought to achieve other placemaking objectives in the neighborhood, then it would be a placemaking project; but independent of that, it is not.

2. The second typical approach to development involves local political leaders proposing a public project or infrastructure support for a private project that is not in adopted capital improvement or operations plans. If there were sufficient political support (which

usually means broad citizen support or at least the support of key stakeholder groups) the project may go to the front of the line for funding. This could occur, because of a grant opportunity, or a gift of land, or an opportunity to partner with a landowner or private developer on a project. For example, if a new federal or state grant program offered the opportunity to tear down derelict industrial facilities on a brownfield site and to clean the site in preparation for future development, and if the terms of the grant were attractive (such as a 75/25 cost split), elected officials may jump at the opportunity to clean up a contaminated site in preparation for redevelopment. This is especially true if it were in a key location with private developers interested in the site.

3. The third approach is the most common. A private sector developer or a non-governmental organization (like a foundation or a civic organization) comes forward with a project that simply needs local development approval. For example, if a local developer wanted to convert a privately owned parking lot in the downtown to a new multistory office building, the developer would bring the site plan and accompanying background documents to the municipal planning and zoning review staff, and possibly the planning commission to determine if the proposed land use and building were consistent with the master plan and the zoning ordinance. There may be a public hearing involved, and likely would be if a special land use permit was involved. There may be opposition from abutting property owners, especially if the new office building abutted single-family homes and was proposed to rise more than two stories higher than those homes. Once the land use was approved, the proposed project would, then, be reviewed by the building staff to ensure conformance with the construction code. Other local entities may be involved in review and approval, including officials administering separate sign codes, soil erosion and sedimentation codes, parking codes, etc. Once all permits were received, construction could begin. When the project

is complete, a new development would have occurred. However, it is not a placemaking project as described above, because it is missing several key components that link to the form and quality of abutting public space and character of new uses proposed in the building compared to others in the area.

This “system” of public and private development is fairly dynamic, and in growing communities, provides a lot of activity—and sometimes conflict and controversy when adjacent property owners or other stakeholders in the area object to or oppose the project. Under this system, new development activity is *widely* spread throughout a community, unless there is new infrastructure like a sewer or water line that *opened up* an area on the urbanizing fringe for development that previously was not available. This may be a result of market forces. But, when it comes to infrastructure, the location of public improvements (and subsequent development throughout the community) usually occurs, because of political concerns about equitable distribution of public resources. It may also be because as a community ages, more public facilities need to be improved or replaced, and the action to improve or replace often attracts private development. This system can work efficiently in good economic times, as it is equally market responsive, politically responsive, and subject to rational planning and budgeting processes.

However, in tough or soft economic times, or anytime that a community discovers deficiencies in the ability of key places in the community to attract or retain talented workers, new residents, businesses, or new development, then a different process is called for. In that scenario, a community needs to move proactively to make public improvements in targeted places. This is done to improve the quality of the place, and make it more attractive for new residents, businesses, and private land developers. These are situations where placemaking tools are especially suitable, since *all four types of placemaking have shorter and more inclusive time frames for moving from planning to action than traditional development approaches, especially if charrettes are used (see Chapter 6) and form-based codes (see Chapter 8) are already in place. The result is improvements that help turn an underperforming place into something special with a strong sense of place where people want to be.* If enough improvements are made,



Foot traffic is essential to commercial success. Allowing businesses to have entrances in the Alleyway will encourage people to shop at small businesses in downtown Jackson rather than rely on malls and shopping centers for goods and services. Illustration by students from the MSU School of Planning, Design, and Construction from the Michigan Municipal League's 2014 Downtown Jackson Alleyway PlacePlan.

and appropriate private-sector development follows, achievement of other goals like talent attraction and retention, new people and business attraction, and new private development are possible. These latter results require a growing market, which can be self-fulfilling if initial improvements are successful at attracting the target market.

Unfortunately, in communities that are desperate for new development, the solution may be to accept any development that comes along, or tinkering with the development review process just to capture new tax base. That can be counterproductive if the quality of the new development actually diminishes the value of an area, because the form of the new development is inappropriate for its location on the transect, or its relationship to the public space around the building is somehow diminished (such as being too short in height relative to surrounding buildings, is set back too far from the street, puts the parking in the front, uses building materials that are inferior or have a shorter useful life than the materials used in other buildings in the area, etc.). *Mistakes created by low-quality development last a long time—sometimes for many decades.* That does not mean that improving development review is not a good objective; it is often a key part of a comprehensive solution, but it is rarely an effective primary or sole solution, especially if it is not tied to good building form and construction.

Table 7–1 compares traditional and placemaking approaches to making decisions on new development and public improvements. It helps convey some of the subtle differences between these approaches and

sheds light on some of the benefits that are inherent in placemaking approaches that are often not present in most traditional private development, community development, or public infrastructure improvement review processes.

So, how do placemaking and traditional development or public improvement processes differ?

- First, the projects are usually different in type—placemaking projects are often narrower in scope.
- Second, the placemaking projects often have a shorter time frame between proposal and completion.
- Third, the placemaking projects are always targeted to a small geographic area, whereas other public infrastructure projects may impact a larger area.
- Fourth, placemaking projects usually have significant direct input from affected stakeholders in the immediate area, even if the project is initiated by the private sector. Traditional public improvements may have more formal means of public input, such as public hearings, before action.
- Fifth, placemaking projects, and important infrastructure projects, usually have a more immediate and lasting impact on the area, including attracting more quality private development and public activity to the area.

Of course, these are generalizations that are not true in every case, but hopefully they help to further differentiate placemaking from other types of typical community development, economic development, and public infrastructure development. They also illustrate how much more action-oriented placemaking projects and activities usually are, how most have less time between planning and action, and how they can precede or occur simultaneously with new private development.

Conventional development and placemaking are both important to the successful creation and functioning of a community, but they are quite different and should not be confused with one another, because doing so diminishes the integrity and importance of

Table 7-1: Comparison of Types of Development

Type of Activity	Planning	Budgeting/Approval	Action
Traditional Private Land Development	Area covered in local master plan or subarea plan.	Public capital improvements included in a Capital Improvement Program (CIP) or made as new development proceeds; in some states, is paid by developer by means of impact fees, in others as a condition of development approval.	Approved if meets local zoning ordinance and building code.
Community Development	Usually guided by neighborhood conservation or stabilization plans.	Line-agency general fund allocations along with grant funds.	Home rehabilitation, new low-income home construction, sometimes public improvements, as in parks.
Infrastructure Development	Separate plans for each public infrastructure (water, sewer, storm sewer, waste disposal, etc.).	Often tied to revenue streams provided by users, such as water and sewer bills, gasoline taxes, etc.	Annual improvements based on adopted CIP budgets with maintenance based on general fund or special operating budgets to address immediate needs (line breaks, severe potholes, etc.).
Economic Development	There may or may not be an economic development plan. May be planned efforts to retain existing businesses, support entrepreneurs, and market space in existing industrial parks.	Specific agency general fund allocations, along with grant funds.	Often is demand-responsive to business inquiries from businesses considering relocation to the area. May also involve prospecting to bring new firms to the area.
Tactical Placemaking	Little planning, moves quickly from idea to action. Usually in public spaces.	Very low cost, often done with volunteer labor and contributions.	Little time between idea and action. Immediate effect, but change is often temporary as ideas are tried out, or change is incremental with LQC projects over a period of time.
Standard Placemaking	Often these are larger projects than Tactical Placemaking. May be small or large in scale, physical- or activity-based, but usually permanent and targeted in key public places. Are usually guided by a project plan or a PlacePlan.	The larger the project and greater the expense, the more likely a budget appropriation or grant is needed, although many public-private projects involve donations and private contributions as well.	Not unusual to have a 3- to 15-month time frame from idea to action. Larger projects are usually longer time frames.
Creative Placemaking	Could be large or small projects, many are activity-based, not involving physical changes. Is usually guided by a project plan or a PlacePlan for a physical project.	The larger the project and greater the expense, the more likely a budget appropriation or grant is needed, although many public-private projects involve donations and private contributions as well.	Not unusual to have a 3- to 15-month time frame from idea to action. Larger projects are usually longer time frames.
Strategic Placemaking	These are usually very targeted physical projects (in centers and nodes along key corridors) designed to better attract or retain talent that are included in regional strategic growth plans, local master plans, subarea plans, and possibly PlacePlans.	Most of the expense is often borne by the private sector, with public dollars supporting public space improvements, residential subsidies, or other service improvements, such as part of a new or expanded transit service.	Not unusual to have a time frame of 8 to 18 months, and usually public involvement precedes private development of a site.

Source: Land Policy Institute, Michigan State University, 2014.

Conventional development and placemaking are both important to the successful creation and functioning of a community, but they are quite different and should not be confused with one another, because doing so diminishes the integrity and importance of each.

each. If all place-based projects or developments are called “placemaking,” then placemaking is not different than anything that has been done in the past and there is no reason to give it a different name. But, they are different—as described above and in previous chapters.

The reverse is also true. There are many common municipal projects that have been engaged in by communities for decades that are placemaking projects, even if they were not called that. They were often termed community

development, infrastructure development, or even economic development. Examples of these common public placemaking projects follow:

- Downtown beautification, including façade, tree, landscaping, street furniture, and street light improvements;
- Street reconfigurations to better accommodate pedestrians and bicyclists;
- Park design to create or expand multiple-activity use spaces and better connect with adjacent neighborhoods;

- Construction of trails and pathways to connect activity centers;
- Improving public access to waterways;
- Construction of transit stops that are integrated with the surroundings, not simply a bus shelter in the middle of a block; or
- Conversion of an old public school building into a community center that helps integrate many programs and activities into a new neighborhood anchor.

Perhaps, in this light, the principal differences between placemaking and more conventional community development, economic development, or infrastructure development include:

- A focus on physical amenities in a place;
- A form and design that promotes more physical activity in a place;
- A narrower scope and time frame;
- Increased direct input from stakeholders (especially those nearby); and
- Moving from planning to action more quickly in order to create a quality place where people want to live, work, play, shop, learn, and visit.

Michigan Association of Planning

The Michigan Association of Planning (MAP) is a nonprofit, member organization dedicated to promoting sound community planning that benefits the residents of Michigan through provision of education, information, and resources. Its members are professional planners and local officials (like planning commissioners and members of zoning boards of appeals). The MAP is the *Michigan Chapter* of the American Planning Association (APA). It exists so that Michigan will consist of healthy, safe, attractive, equitable, and successful communities built first and foremost on quality community planning. The MAP was an early member of the Michigan Sense of Place Council, and was also instrumental in the development of the MEDC Redevelopment Ready Communities® Program.

For more information, visit: www.planningmi.org/.

Nested Plans and Regulations Help Move from Planning to Action

While Standard Placemaking, Creative Placemaking, and Tactical Placemaking can be effective in any community without formally prepared local plans to guide specific projects, many Standard and Creative Placemaking projects, and probably all Strategic Placemaking projects, will benefit from not only advance project planning, but project planning for the purpose of implementing an adopted local master plan, subarea plan, and/or PlacePlan. In turn, Strategic Placemaking projects that are high-priority projects, because of their potential for significant talent retention and attraction, should be included in certain regional plans, as well as in local plans. This kind of nesting of plans helps all the communities in a region better understand not only the potential for effective economic development, but also helps set both regional and local priorities for certain types of Strategic Placemaking projects that can be catalysts for further growth and economic development in targeted locations (see Figure 7–2).

Priority local Strategic Placemaking projects should be specifically included in the regional economic development plan (may be called a regional strategic growth plan, or a regional prosperity plan), and sometimes in regional infrastructure improvement plans (like transportation and utility plans). Certain Strategic Placemaking projects may also be relevant for inclusion in regional environmental or natural resource protection plans, or in regional housing affordability plans. These plans cover a multicounty region and typically have both short-term (five year) and long-term (20+ years) components.

In contrast, local master plans for an entire jurisdiction, and subarea plans (like those that address a particular neighborhood, corridor, or smaller geographic area), typically focus on land use and infrastructure issues, along with the goals, objectives, and policies necessary to achieve a particular vision over a 20-year period (usually reviewed at least once every five years, with updating if necessary). Increasingly, these plans include placemaking elements with specific recommendations for improvements to public spaces, along with form elements for private buildings that abut public spaces. Sometimes these plans go so far as to include regulating plans as the first element of form-based

codes (FBC) (see Chapter 8 for more information on FBCs and regulating plans). Examples of plans that do so are presented in Section Four (page 7–42).

Nested plans (like those described above) that are prepared with broad stakeholder representation, such as those developed using charrette processes (see Chapter 6), not only identify regional and local priorities, but also enjoy the clarity of thought and built-in support of key groups. This makes it much easier to move directly to implementation using FBCs and, where public improvements are necessary, using Capital Improvement Programs (CIP). Communities that are already certified as Redevelopment Ready® will be best prepared to move quickly from planning to implementation.

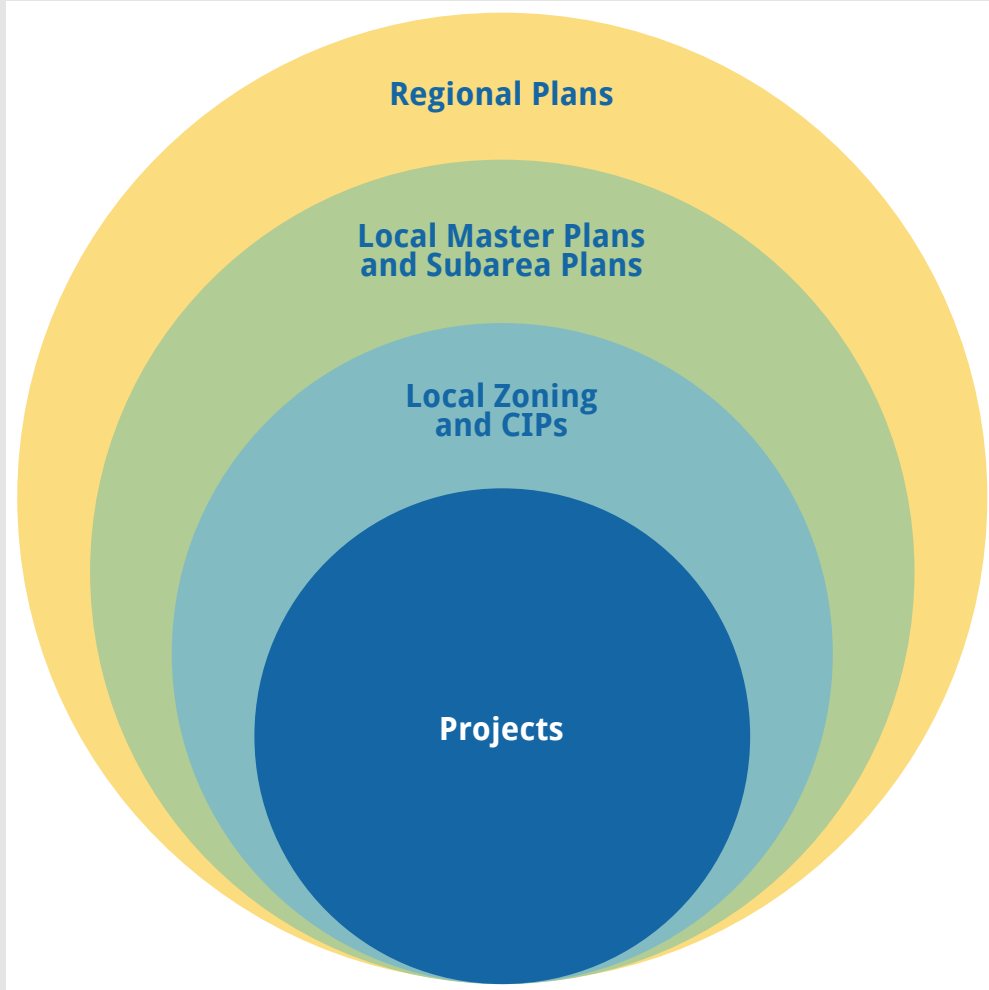
Projects can, then, take a variety of forms. Most will be conventional private sector land development or redevelopment projects that are consistent with the future land use map of the master plan, meet local zoning requirements, and are in places that are already served with adequate public facilities. However, some will be Strategic Placemaking projects, such as transit-oriented development (TOD) along a new or improved transit line. Or, they will be Standard or Creative Placemaking projects that focus largely on public space improvements in particular locations. Tactical Placemaking projects may also be involved where new ideas for improvements to public spaces are tried out at low cost or phased over a period of time.

This also has to work the other way as well. To be globally competitive, key regional economic development strategies must also be incorporated into local plans. If communities within regions are not working together, then they are effectively working against each other as global economic activity is regional; it is not local. In short, at both the regional and local levels: *To Fail to Plan is to Plan to Fail in the New Economy!*

**To Fail to Plan
is to Plan to
Fail in the
New Economy!**

In time, this structure of nested regional and local place-based plans and regulations is likely to be viewed as a precondition to effective placemaking in downtowns at key nodes and along key corridors, just as basic infrastructure and public services are to

Figure 7–2: Nested Plans and Regulations



Source: Land Policy Institute, Michigan State University, 2015.

virtually all private land development. Such regional and local plans and local regulations should be reviewed and updated at least once each five years to ensure they remain current and consistent with other related public policies and priorities.

One of the principal benefits of this nested approach is the ability to move quickly from planning to action. If major placemaking projects are rooted in nested plans and regulations, then, when it is time to initiate a placemaking project, a detailed site-specific PlacePlan can be prepared with bid specifications, so that the public placemaking project can be quickly implemented. For examples of recent PlacePlans in Michigan, see Table 7–2. Projects could range from new municipal buildings, to improvements

in a public park, to an extension of a public trail, to an enhanced neighborhood center. The more development-ready a community is, the quicker a project idea can move from planning to action when the funding is available.

A nested approach to plans and regulations also makes it less likely that a community will be faced with, or feel compelled to approve, private development projects that:

- Are inconsistent with adopted plans or regulations.
- Would place undue stress on municipal facilities.

Table 7–2: PlacePlans in Michigan

Community	PlacePlan Focus
Alpena 2013	Concept plan for a multiuse public plaza downtown. Continued development of housing within the downtown area will ensure the plaza becomes a “third place” where people connect and spend leisure time.
Cadillac 2014	The Heritage Plaza plan concept for a lakeside block of downtown Cadillac envisions the site as a year-round destination and downtown hub, hosting seasonal events and enhancing connections between main street and Lake Cadillac.
Detroit 2014	The Vernor Crossing site in Southwest Detroit is underused and lacks connectivity with the adjacent neighborhoods and business districts. The plan proposes a shared market space and a flexible public plaza.
Flint 2014	The Grand Traverse Greenway is a three-mile long former CSX railroad line with the potential to be an inviting bike/walk trail. The design concept would strengthen connections between neighborhoods and the downtown, and support recreational and safety needs.
Holland 2014	The Western Gateway area around the farmers market and civic center building could extend downtown, link to the waterfront, and promote the local food industry. The plan outlines strategies for creating a “food innovation district.”
Jackson 2014	The community aimed to improve a downtown alleyway between the farmers market, and the transit center. Designs call for pedestrian connections that will support business along the route, as well as build on recent streetscape efforts.
Kalamazoo 2014	An improved transportation network around Kalamazoo Valley Community College’s new healthy living campus could balance the needs of biking, walking, transit, and traffic options. The plan recommends a three-lane Portage Street and multiple transportation options for resident and visitors.
Midland 2014	The growth and success of the City’s farmers market prompted thoughts of creating a larger, more robust market. The report recommends a community conversation about the farmers market’s role and expansion options.
Benton Harbor 2015	Dwight Pete Mitchell City Center Park serves as the primary public green and community gathering space for downtown. The City used an inclusive civic engagement process to gather public input on new park design concepts.
Boyer City 2015	A coordinated design plan for Sunset Park and surrounding spaces would create attractive connections and paths to link parks, beaches, downtown businesses, and the historic walking tour.
Lathrup Village 2015	The City aims to create a true “village center” as a walkable destination. A new design for the public space in combination with a public/private partnership to examine redevelopment of the City Hall building will help the entire parcel become a community hub offering both public services and private amenities.
Monroe 2015	Monroe is working to convert an underutilized alley into a pedestrian connector to unify the downtown area. An inviting design recognizing the community’s history and culture would create an attractive connection between museums, restaurants, and retail that enhances pedestrian activity downtown.
Niles 2015	Parcels along the Saint Joseph River were identified as opportunities for catalytic developments that both take advantage of the river and enhance connections from the surrounding neighborhoods to the downtown district.
Saginaw 2015	A Strategic Placemaking goal-setting process brought local stakeholders together to develop an action plan for place-based investment in downtown, Old Town Saginaw, and adjacent neighborhoods.
Traverse City 2015	A new design plan for a vacant City-owned parcel along Kids Creek would transform the site into a true community space, providing both a focal point for this emerging district and a connection to the heart of downtown.

Source: For more information on these specific PlacePlan projects, visit: <http://placemaking.mml.org/place-plans/>; accessed June 9, 2015. For additional PlacePlans projects featuring aspects of Strategic Placemaking, see Table 12–1 in Chapter 12 (page 12–20). Table by the Land Policy Institute, Michigan State University, 2015.

- Are inconsistent with principles of good urban form.
- Are prepared without broad stakeholder participation.
- Are inconsistent with any recent target market analyses (and, thus, miss the market).
- Cannot demonstrate that they could produce desired economic and social activity.

Therefore, this proactive approach is designed to more quickly move forward those public and private projects that will create new quality places with good form, and that are designed to achieve public and stakeholder objectives embodied in a series of nested plans. It also permits focusing on outcomes and measuring progress with appropriate metrics.

This approach is not necessary for those who live in parts of communities that already have many high-quality areas with a strong sense of place that create indelible memories and attract scores of residents and visitors alike. This approach is for neighborhoods that want to quickly make up lost ground in a cost-effective manner. This approach is for those who do not want to have to rely on trial-and-error or chance in order to create new places where people want to live, work, play, shop, learn, and visit. This approach is for those who understand the power of placemaking in providing these benefits.

PlacePlans is also the name of a joint effort between Michigan State University and the Michigan Municipal League, funded by the Michigan State Housing Development Authority (MSHDA) through the MIplace™ Partnership Initiative, to help communities design and plan for transformative placemaking projects. The PlacePlans process is customized to each project and community, but each involves an intensive community engagement strategy, that includes a public visioning session, several public meetings to provide specific input and feedback on plans and designs, and direct work with key community stakeholders along the way.

SECTION TWO: REGIONAL PLANS

Section Two examines regional plans whose focus is economic development at the regional scale. Regional plans should have a strong place orientation that is supported by and coordinated with local plans. Key placemaking strategies in local plans also need to be integrated and prioritized in the regional plan, so that the region can support local efforts to implement placemaking strategies that have regional benefits. Similarly, local governments should support the implementation of regional efforts to improve infrastructure that is critical to regional economic growth and prosperity.

Context for Regional and Local Plans

The notion of nesting local and regional plans is not new, but is rarely practiced by local governments in most Midwestern and Great Lakes states. As a result, some additional explanation is necessary to set the context for both regional and local plans that are designed to be mutually supportive. The place to start is by answering the following question: *What have we learned from the economic stagnation and, in some cases, severe decline in jobs, income, and population that began in the mid-2000s?*

- The global New Economy is real. Competition is now one economic region of the world against another. We no longer compete against neighboring communities for labor and capital. The community down the road is our regional ally; our competition is across the globe. It makes no sense to try to get businesses and industries to relocate within the same region, as that simply moves the jobs around and does not make the region any more competitive on a global basis. We need to understand our allies, our global competitors, and our growing global customers better.
- Each economic region has a common geography of assets, culture, and competitive advantage in certain economic sectors. We need to understand these characteristics better and exploit our strengths in sustainable ways in order to remain globally competitive.
- Regional hubs are the most effective innovation and job creation centers when built

on regional assets, and supported by targeted resources and intergovernmental cooperation.

- Places that are geographically authentic, unique, interesting, and built with quality materials are those that will be competitive the longest. These places will also be the most resilient in attracting and retaining the talent necessary to remain globally competitive.
- Effective Strategic Placemaking can help create and maintain quality places that support unique regional identities, attract and retain talent, and spur population, job, and income growth.
- Business needs talent. Talent wants quality places. Quality places need business. These are mutually dependent and, when well-integrated within a region, are most likely to result in a region that is sustainable and resilient in the face of global competition.

Four Regional Strategic Growth Principles

Most of the findings above, came from research by Professor Soji Adelaja, PhD, founding director of the MSU Land Policy Institute, and his research staff from 2004–2010. Adelaja also developed the concept of Regional Strategic Growth in 2007 around four principles:

1. Regions and Regionalism,
2. Urban-Rural Interdependency,
3. Strategic Assets Assessment, and
4. Targeting of Resources.

Understanding each of these principles helps further cement the importance of nesting local and regional plans and the business-talent-place connection. Following is a brief summary of each of these principles.

1. Regions and Regionalism

Since the smallest unit of sustainable economic competitiveness is a region, it only stands to reason that all local units of government, and all key regional stakeholders (large businesses, colleges, workforce boards, regional planning commissions, etc.), need to work together in order to create a regional strategic approach based on the unique assets of the region.



Wayne State University in Detroit, MI, is an example of a key regional stakeholder. Photo by the Michigan Municipal League/www.mml.org.

To remain competitive, regions need to:

- Attract knowledge (talented people and technology) as drivers of the New Economy.
- Leverage green and blue infrastructure for placemaking to attract and retain knowledge workers, tourists, and other visitors.
- Recognize that diversity and tolerance promote the culture of innovation and knowledge creation.

Effective regionalism:

- Entails partnerships (private-public and interjurisdictional);
- Promotes intra-regional cooperation;
- Tries to avoid unnecessary duplication of functions that tend to occur across communities; and
- Recognizes the premier role of talent (creativity and innovation) as the currency of the future.

2. Urban-Rural Interdependency

The second principle addresses the geography of the region. The classic economic region has one regional core (central city, or a contiguous pair of cities, usually surrounded by a suburban communities) that serves as the main hub of economic activity connecting sub-regional centers throughout the region. In very rural regions without an urban core, several scattered small towns may fill this role.

Prosperous regions with a thriving urban core have enough economic strength and social attraction to benefit surrounding rural communities and sub-regional centers. However, without enough substance in a hub (or in a rural area with multiple hubs), the region may not be competitive. Over time, this makes it very difficult to achieve the synergistic benefits that can come from local governments and key stakeholders working together with each contributing its strengths to the region.

Similarly, it is not enough to have a strong regional core. There must be an effective symbiotic relationship between the urban and rural places in the region, or the region will underperform (from an economic

. . . A core city cannot prosper without a functional region that includes thriving suburbs and rural townships that value the city and its services/businesses, and offer a wide variety of places to live.

perspective). That means a core city cannot prosper without a functional region that includes thriving suburbs and rural townships that value the city and its services/businesses, and offer a wide variety of places to live.

Rural areas provide the natural resource base and jobs in agriculture, forestry, mining, and tourism, as well as help define the identity and character of the region. Rural areas typically will not thrive if the core city or small town hubs are underperforming.

Worse, if parts of a region compete with each other, resources are wasted, and the region further underperforms. In effect, the region is busy competing within itself rather than cooperating in order to better compete globally.

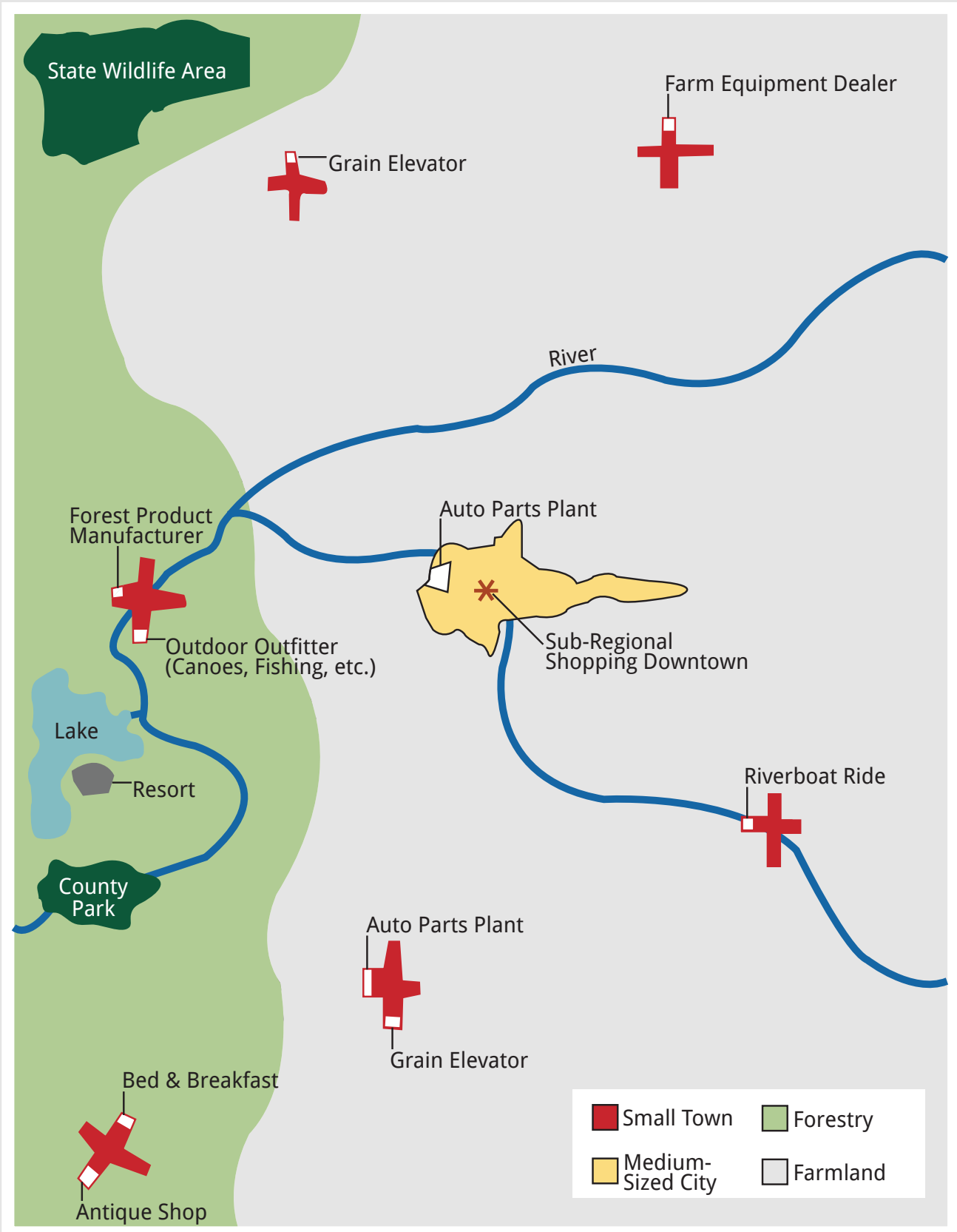
Placemaking improvements in the large cities and small towns help ensure that talented workers can be attracted to and retained in the region. Multiple linkages between towns through rural areas by various means, such as trails and pathways along rivers and streams, are key to strengthening the connections and illustrate the interdependence between these areas. In other cases, improvements to transportation infrastructure to strengthen farm-to-market, rail, harbor, air, or road connections are the top connecting improvements that may be needed.

As illustrated in Figure 7–3, the classic medium-sized city surrounded by rural areas, and occasional small towns, is usually very easy for people to conceive of and relate to. For example, the factories in the string of large cities and small towns across lower Michigan that produce vehicle parts and assemble automobiles are part of a network of “just in time” producers and suppliers that are interconnected and interdependent. The failure of one cog in this wheel causes the entire production machine to shut down. The same is true, although usually less dramatically, when considering the economic interdependency of small towns and surrounding rural areas. Following are two examples:

1. Think of a string of scattered small towns that anchor a large rural agricultural region that lacks a large or medium-sized central city. Most of the towns have a grain elevator and/or seed store, farm equipment sales and repair, banks, a post office, drug store, grocery store, places of worship, taverns, and restaurants. These towns provide critical support services for the farmers whose products fuel the small town economies. The same is true in rural areas that rely on forestry as the principal economic base. Each is dependent on the other.
2. Similarly, this interdependency also exists in other rural areas without a strong agricultural base, but that have many lakes, rivers, forests, and public recreational lands that attract tourists, hunters, fishermen, kayakers, hikers, wildlife photographers, skiers, snowmobilers, and a host of other recreationalists. Most visitors travel to the area to enjoy the splendor of the natural landscape in these rural areas, but their travel needs are largely serviced in the small towns with many small motels, resorts, restaurants, grocery stores, souvenir shops, etc. Each is dependent on the other.

Regions are strongest when rural and urban areas understand their interdependence and work together to strengthen each to the betterment of all. In some cases that will mean that the most immediate economic development priorities require Strategic Placemaking improvements in the downtowns of large cities and small towns that serve as the regional hubs. In other cases that means priority

Figure 7-3: Economic Interdependence across the Transect



Source: Land Policy Institute, Michigan State University, 2015.

Michigan Townships Association

The Michigan Townships Association (MTA) is a nonprofit, member organization that represents 1,240 local units of government that govern more than 96% of Michigan's land area. The MTA advances local democracy by fostering township leadership and public policy essential for a strong and vibrant Michigan. It does this through representing members before state and federal lawmakers and regulators, answering questions on statutory requirements, providing solutions to issues its members face, and education that builds knowledge and skills related to the core competencies required of a township official.

The MTA is a member of the Michigan Sense of Place Council where it promotes interjurisdictional cooperation in the preparation of regional and local plans and the setting of regional placemaking priorities.

For more information, visit: www.michigantownships.org/.

improvements must be made to rural-connecting infrastructure; or to protect green infrastructure, open space, agriculture, or forest assets that are being threatened by inappropriate land division or development. In still others it means some new infrastructure must be built to benefit them all, such as a new bridge, harbor, rail yard, airport, or high-speed broadband connection.

3. Strategic Assets Assessment

Regions with economic development strategies that match their regional assets are best positioned to prosper in the New Economy. This requires communities within the larger region and each sub-

region to clearly identify their assets and ask: *What does this region have that is uniquely valuable? And what can we be the best at given those unique assets?*

Strategic assets are:

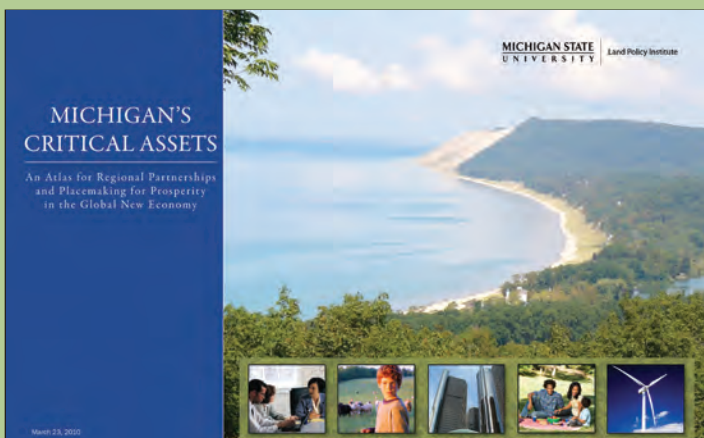
- Unique resources that can make a region distinct in attracting an effective mix of resilient and sustainable growth and global opportunities.
- Natural, environmental, community, and quality-of-life related.

Michigan's Critical Assets Atlas

Michigan's Critical Assets: An Atlas for Regional Partnerships and Placemaking for Prosperity in the Global New Economy, prepared by the MSU Land Policy

Institute, provides a comprehensive view of the critical assets that Michigan has to offer in the creation of quality places. It can be a resource for communities seeking to identify their own assets and understand their regional context. *Critical assets are assets that, with the right strategy, catalyze growth.* They are critically important in developing placemaking and talent attraction strategies. **Michigan's Critical Assets Atlas** presents both traditional basic assets required for success in the Old Economy, as well as those necessary for the New Economy. They include green infrastructure assets, quality-of-life amenity assets, knowledge assets, renewable energy assets, and New Economy-readiness assets.

To access this publication, visit: <http://landpolicy.msu.edu/resources/michigans-critical-assets-an-atlas-for-regional-partnerships-and-placemaking>; accessed March 9, 2015.



Front cover of **Michigan's Critical Assets Atlas** by the MSU Land Policy Institute, 2010.

Once identified, it is important to nurture, exploit, and market key regional assets, such as:

- Cities (where walkable with dense mixed-use areas, connected parks and open spaces, transit, etc.);
- Talented workers and an innovative business community;
- Natural resources, ecotourism, hunting, fishing, etc.;
- Regional transit system;
- Universities and colleges (for talent attraction and retention, innovative research, tech transfer, incubators, etc.);
- Medical facilities and hospitals;
- Other major employers, and smaller ones that are uniquely connected in productive clusters of businesses;
- Major transportation facilities (rail, air, ship) and good highway access (with proximity to major markets); and
- Lakefront/riverfront property (image, recreation, living opportunities, etc.).

The way to do so is to tie regional strategies to assets:

- Know your region's natural economic role (based on its assets) in the global economy.
- Pursue a great quality of life that matches the region's natural economic role.
- Improve the quality of downtowns and other key places to attract and retain knowledge workers and entrepreneurs in order to propel the region forward economically.
- Create a knowledgeable workforce to achieve the region's economic goals.
- Invest in an infrastructure that supports innovation consistent with the economic purpose of the region.
- Foster an innovative business climate attractive to entrepreneurs and businesses.

Many regional assets are found in anchor institutions. Those are the ones that have been around for a long time, and are likely to stay around. They usually employ the largest number of people. Anchor institutions are typically in the educational, medical, industrial, and high-tech sectors, although sometimes they are within the government, insurance, real estate, banking, or another service area. Certain churches and nonprofit entities like United Way can be anchor institutions in some communities. Understanding where these anchor institutions are located, where the people live that work in them, where these institutions buy products and services, what opportunities exist for workers to live closer to their employer, and for businesses to buy locally are often “low-hanging fruit” in developing regional strategies that are tied to key assets. Anchor institution reports have been prepared for most of Michigan's major communities in the lower half of the Lower Peninsula. The strategies that emerged from these reports should be incorporated into regional strategic growth plans.

As public and private resources are limited, new development needs to be strategically placed. Target key centers, nodes, and corridors first. See Figure 1–8 in Chapter 1 (page 1–33) and Figures 7–4 and 7–5 (pages 7–22 and 7–23, respectively). Regions and communities within them must communicate effectively and work cooperatively to target limited resources in locating new growth that will benefit the entire region. Planning for inappropriate growth in the wrong place will result in wasted resources.

In short, when a region understands its asset endowment, it can leverage itself into global competitiveness. Successful regions will build on their unique assets, and create an entrepreneurial environment in which new ideas can flourish.

4. Targeting of Resources

This may be the hardest of the principles to accept for some, because *it is not about equity; it is about performance*. The regional economy will perform better if the key hubs are places with a high quality of life. That requires investing in those places for the benefit not only of those in the immediate vicinity, but of the whole regional economy. This is where tourists, businesses, entrepreneurs, capital investment companies, potential new residents (especially talented workers), immigrants, and others will visit

Where to Target?

- Centers of Commerce and Culture – Especially downtowns,
- Key Corridors that connect job centers,
- Nodes along key Corridors (especially with quality transit routes) as these are opportunity areas.

when in the region. If the downtown of the central city is not in good shape, or at least clearly on the way up (i.e., shows signs of significant new investment), it suggests that the people of the city, in particular, and the region, in general, do not care about the central city. The same is true in the nearby small towns in the region as well. *Poor conditions in downtowns suggest that people and key institutions are unwilling or unable to work together on targeted investments that will improve the downtown and benefit the whole region.* This sends the wrong message, and may be enough for prospective investors, visitors, new residents, or immigrants to decide to go elsewhere.

Why should a business locate or relocate to an area where it will spend significant funds to move existing staff or attract key new staff if it is not a quality Center of Commerce and Culture? A quality place has good schools and key amenities like bike paths, public waterfront access, museums, entertainment, good restaurants, sports venues, and the like. Why should talented workers move there unless the place has attributes likely to attract other talented workers? *Remember, talented workers are in demand and can move to places that have these attributes, and they want to be with other talented workers.*

The downtown, key nodes, and key corridors need to be good examples of what the community has to offer as a quality place to live and do business. These are the places where Strategic Placemaking needs to be targeted. Keep in mind the Project for Public Space's Power of 10 when focusing on placemaking in these targeted locations (see Figure 9–2 in Chapter 9 (page 9–19)).

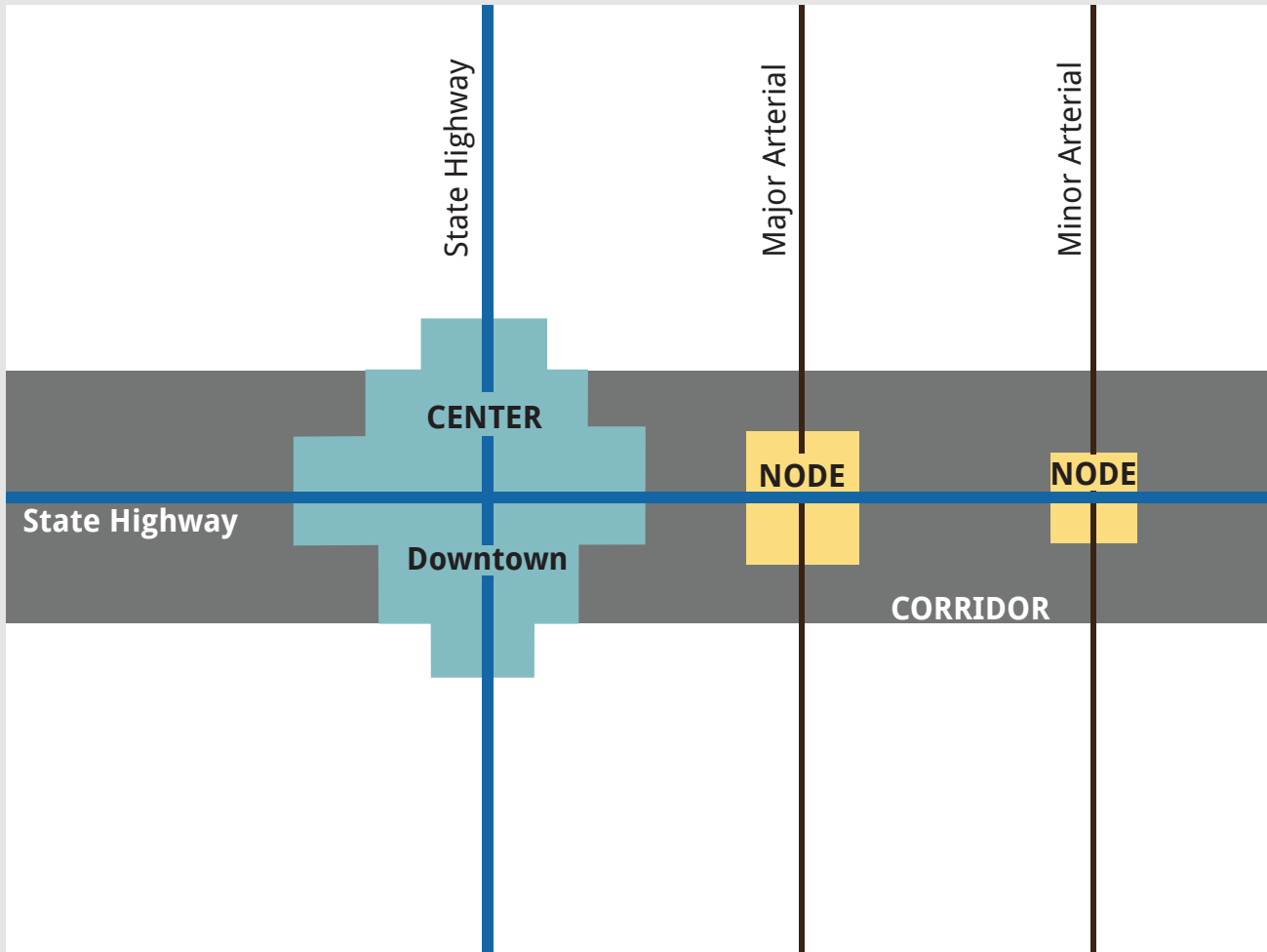
The logic behind a targeted strategy is not complicated. It is illustrated in Figures 7–4 and 7–5 using affordable housing improvements as the example. Increasing density in a small area improves the potential for commerce and pedestrian activity that will occur if the new population is spread out. No community has all the resources necessary to

transform every place all at once. It must first target limited resources where the economic benefits will be the greatest, and then as the economy improves, expand economic development efforts out to new targeted areas. Strategic Placemaking projects should occur in these targeted areas. In contrast, Standard, Tactical, and Creative Placemaking can occur throughout the community on a continuing basis, since those efforts usually involve far fewer resources and can engage one neighborhood at a time, and can build on each other over a long period of time. This approach is equitable, over time, but it also results in complementary and synergistic benefits as all parts of the community will improve.

Figure 7-4 shows targeted areas (center, nodes, and a corridor) within a single jurisdiction. This is especially important in a regional Center of Commerce and Culture. The top graphic in Figure 7–5 shows no targeting. Single-family, multifamily, and mixed-use infill and rehabilitation projects are scattered throughout the community. The bottom graphic in this figure shows targeting of projects in the downtown, at key nodes, and along a key corridor. Targeting has the potential to dramatically increase other development in those areas, as well as expand affordable units where there is available transit. It also increases the likelihood of other private sector development in those areas. This will occur, because of the substantial investment in those areas, which shows a local commitment to improve the quality of structures in those places where other infrastructure (like main transit lines) is already present.

It is also important to remember that, over time, no part of a region can be left behind. If it is, from a purely economic perspective, it will become a drag on the rest of the regional economy. So, while many strategies and investments will necessarily target the principal economic hub (and key centers, nodes, and corridors within it), they should not

Figure 7-4: Target Areas for Strategic Placemaking in Centers, Nodes, and along Major Corridors



Source: Land Policy Institute, Michigan State University, 2013.

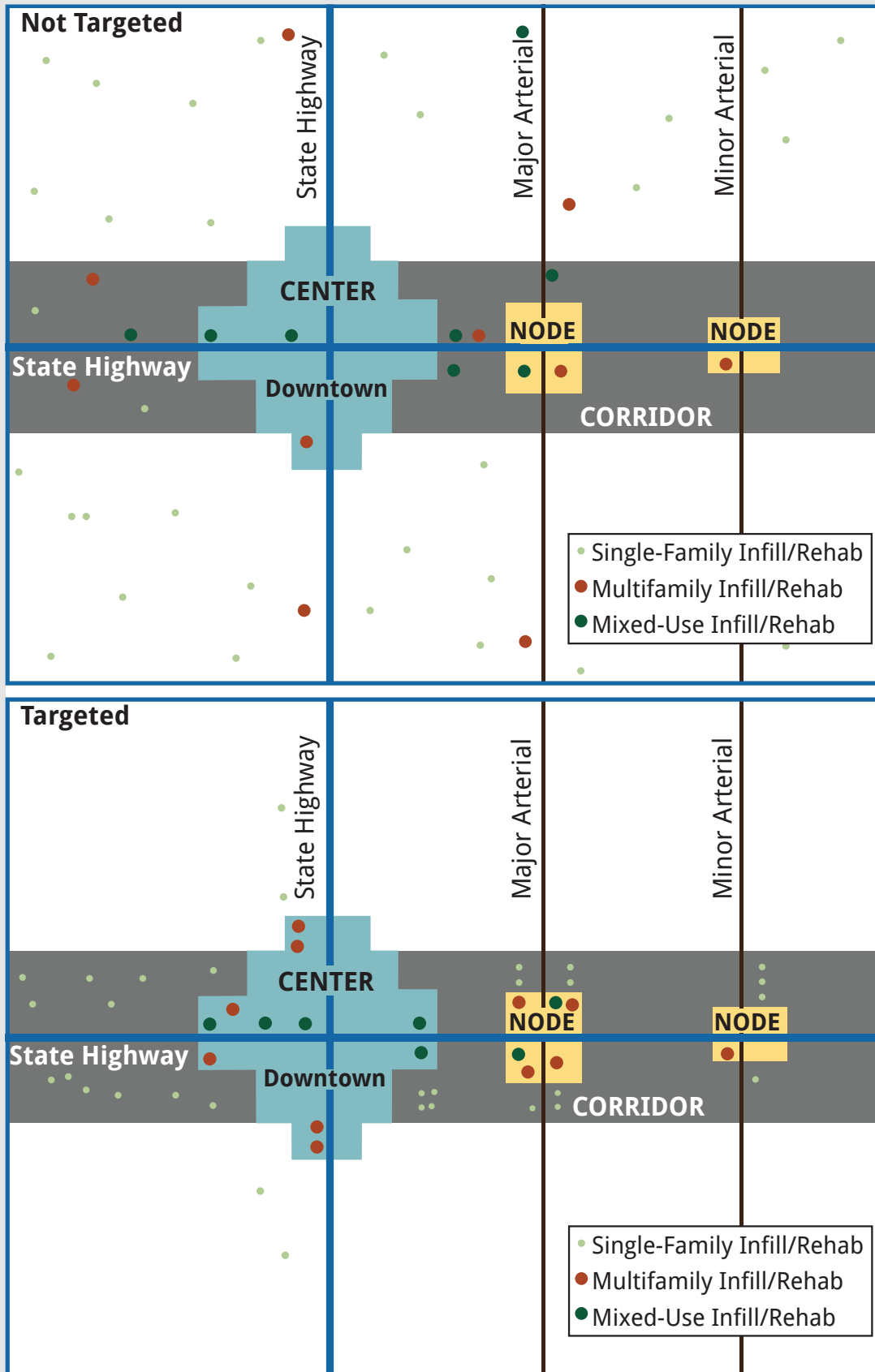
do so all the time. Small towns in the region will also need targeted investments in their downtowns and at transportation nodes. Neighborhoods not initially targeted will eventually need to be targeted. Similarly, some special rural places will also need to be targeted (such as for harbor or rail development, high-speed internet, or similar infrastructure) when there are significant regionally beneficial job opportunities associated with the investment, or else the absence of such infrastructure will seriously hamper the people in those areas from seizing emerging economic opportunities.

SECTION THREE: STRATEGIC GROWTH PLANNING PROCESS

Section Three lays out a strategic growth planning process. This is unabashedly for the purpose of

economic development, particularly at the regional or county level. It is critically important for regions to be collaboratively working with all the major stakeholders in a region to lay out a plan for continued economic prosperity. Placemaking is an important consideration in this process, but it is only one of several important considerations. The critical significance of placemaking is most apparent at the community and neighborhood level. However, if placemaking is not a priority in the regional economic plan, then regional goals for talent attraction and retention will surely fall short of the regional vision, because regions cannot sustainably attract and retain talented workers if the quality of places within the region for living, working, playing shopping, learning, or visiting are not of high quality. Local placemaking is the only way to ensure this.

Figure 7-5: Targeting Specific Places for Placemaking



Source: Land Policy Institute, Michigan State University, 2013.

Targeting for Strategic Placemaking

The principal planning for and execution of Strategic Placemaking occurs at the local level. But within a regional context, it is most important in those cities, villages, and portions of townships that serve as Regional Centers of Commerce and Culture. As reviewed earlier in this guidebook, that means those places with a density of 1,000 people/square mile and contiguous areas of 500 or more people/square mile. These are the places that have a density high enough to be walkable, and within which retail and entertainment services can be successful without automobile dependence. In a metropolitan area, the central city, portions of contiguous suburban communities along major connecting corridors, and the downtowns of some of the satellite small towns in the region will comprise these Centers of Commerce and Culture. In a rural region with no large city, then a series of small towns will serve this purpose, often in a pattern reminiscent of a string of pearls. Following are key considerations when targeting for Strategic Placemaking (see also Chapter 12).

STRATEGIC PLACEMAKING FOR ECONOMIC DEVELOPMENT

- Is targeted to centers, nodes, and key corridors.
- Has a physical form and level of activity that fits within a regional plan designed to contribute to improved quality of life in the targeted location.
- Has mixed residential and commercial uses with (usually considerably) greater density than adjoining land.
- Has more measurable job, income, and population growth and associated impacts that extend beyond the site than in lower density areas of the region.
- Investments in Strategic Placemaking in appropriate targeted places should stimulate additional private investment and more public activity/gathering at those sites and nearby.

NEIGHBORHOOD-SCALE STANDARD PLACEMAKING

- If a community has great public spaces with great buildings and lots of activity, but also

has neighborhoods in poor condition, it is not going to thrive. The neighborhoods have to be fixed up, and public spaces need to serve as activity attractors. Placemaking can help.

- While Standard Placemaking in neighborhoods does not contribute to job creation in the same way that Strategic Placemaking does, it is still important to those living there and, over time, can result in significant positive change in neighborhood quality of life, and rising property values.
- Both targeted Strategic Placemaking and neighborhood-based Standard Placemaking (as well as potentially Tactical and Creative Placemaking) are needed. But, generally speaking, local nonprofits, local foundations, and neighborhood resources with limited federal, state, and local resources, plus volunteer labor, would tackle the neighborhood placemaking projects. In contrast, Strategic Placemaking projects are guided by the municipal planners and, in some cases, the economic development staff, and are usually implemented as private sector development projects.

Why the Distinction is Important

- Public investment resources are limited. Communities need to get the most leveraging they can from available resources, while still guiding private investment. Often Strategic Placemaking projects include other public investments, or significant commitment of public staff resources on:
 - Transit refinements,
 - Brownfield property cleanups and tax credit approvals,
 - Complete Streets improvements, and
 - Affordable housing subsidies in some mixed-use, mixed-income projects.
- This requires concentrating Strategic Placemaking projects in a few centers, nodes, and corridors of regional significance.

Importance of Corridors for Placemaking in Michigan

Michigan features many prominent corridors that serve as “main streets” on a larger scale, such as the Michigan Avenue/Grand River Avenue Corridor that traverses eight jurisdictions through the Greater Lansing Region (see the Case Example in Chapter 6 (page 6–35)). Other notable corridors include Woodward, Jefferson, and Gratiot Avenues in Detroit; Michigan Avenue in Grand Rapids; Washtenaw Avenue between Ann Arbor and Ypsilanti; and Third Street in Marquette. All of these corridors have been the focus of recent plans funded by HUD or MSHDA. More information for some of these corridor plans and resources follow. See also the sidebar on page 7–26.

- **Building More Livable Communities: Corridor Design Portfolio:** http://landpolicy.msu.edu/resources/mmpgs_corridor_design_portfolio/; January 19, 2015.
- Creating Successful Corridors (Woodward, Jefferson, and Gratiot Avenues): www.semcog.org/redevelopmenttoolkit.aspx; accessed January 19, 2015.
- Reimagine Washtenaw Corridor Improvement Study: www.washtenawavenue.org/.
- **Third Street corridor Sustainable Development Plan:** www.mqtcty.org/Departments/Planning/Files/Marquette/Third_Street_Report_3_9.12.13.pdf; accessed January 14, 2015.

Eight steps are described in this Section along with several regional plan examples in sidebars. Local plan examples are all presented in Section Four. The same steps and considerations laid out in this Section for strategic growth planning can also be adapted for incorporation into local plans.

Strategic Growth Planning Process

The strategic growth planning process in this section should be read as a continuation of a major point in the first section about nested plans. Local economic development should be structured within a regional strategic growth planning context. Key regional priorities should be reflected in local master plans, and key local priorities should be reflected in regional economic development plans. This is especially true with regard to regional and local Strategic Placemaking priorities in targeted centers, nodes, and along key corridors.

Regional economic development plans should target strategies based on regional assets. They should also give special focus to targeting population growth, talent attraction and retention, and Strategic Placemaking projects. Local master plans should focus on local assets in more detail, and identify the local niche of that community within the region and the opportunities for it to capitalize on regional assets that extend beyond municipal boundaries. However,

all of these efforts should recognize the importance of better linkages between urban and rural places, and build strategies that clearly benefit both, as described in Section Two.

A regional Strategic Growth Plan focuses on economic development and infrastructure. It can be prepared at the regional or county level. The process of Strategic Growth Planning is the same at the county level as at the regional level. The process is not much different than the typical process for preparing a local master plan. However, the products are different. A municipal master plan has a stronger focus on land use and infrastructure, because zoning and capital improvements are the primary implementation tools. A county master plan tends to focus on land use in detail only if there is county zoning; if so, it will also focus on infrastructure. The actual infrastructure involved may be different in each type of plan. For example, roads and other forms of transportation will be addressed in regional and local plans, whereas regional plans may also address broadband infrastructure, workforce training infrastructure, and other bigger scale types of infrastructure. Similarly, infrastructure at the local level includes a focus on sidewalks, sewer and water lines and distribution systems, park infrastructure, etc. Of course, some counties provide these facilities, and

U.S. Department of Housing and Urban Development: Sustainable Communities Regional Planning Grants

The U.S. Department of Housing and Urban Development's (HUD) mission is to create strong, sustainable, inclusive communities and quality affordable homes for all. HUD works to strengthen the housing market to bolster the economy and protect consumers, meet the need for quality affordable rental homes, utilize housing as a platform for improving quality of life, and build inclusive and sustainable communities free from discrimination.

HUD's Sustainable Communities Regional Planning (SCRP) Grant Program supported collaborative efforts that target housing, economic, and workforce development, and infrastructure investments to create more jobs and regional economic activity. The SCR program is a key initiative of the Partnership for Sustainable Communities. HUD worked with the U.S. Department of Transportation and the U.S. Environmental Protection Agency to coordinate these programs and investments with selected communities. The partner agencies incorporate six principles of livability into federal funding programs, policies, and future legislative proposals:

- Provide more transportation choices.
- Promote equitable, affordable housing.
- Enhance economic competitiveness.
- Support existing communities.
- Coordinate policies and leverage investment.
- Value communities and neighborhoods.

In 2011, the Tri-County Regional Planning Commission (TCRPC) worked with partners in the Greater Lansing region to submit a proposal to the SCR program. Through \$3 million spread over three years, along with additional funding

support from TCRPC, MSHDA, and other local partners, the Mid-Michigan Program for Greater Sustainability (MMPGS) was created to oversee regional planning efforts to revitalize the Greater Lansing three-county region.

The MMPGS was one of six projects in the state funded by the HUD Sustainable Communities program, plus one project that was funded by MSHDA. The other projects are listed below:

- City of Grand Rapids Planning Department – **Michigan Street Corridor Plan**;
- Washtenaw County – *Washtenaw County Sustainable Community project*;
- Northwest Michigan Council of Governments – **The Grand Vision to Grand Action: Regional Plan for Sustainable Development**;
- City of Flint – **Imagine Flint: Master Plan for a Sustainable Flint** (as well as a new zoning ordinance and capital improvements plan).
- Southeast Michigan Council of Governments – *Creating Success: Sustainable Communities Regional Planning Grant*; and
- City of Marquette – **Third Street Corridor Plan**.

For more information, visit: www.hud.gov/. For more information on HUD's Sustainable Communities Program, click the source link below.

Source: HUD. (n.d.). "Sustainable Communities Regional Planning Grants." U.S. Department of Housing and Urban Development, Washington, DC. Available at: http://portal.hud.gov/hudportal/HUD?src=/program_offices/economic_resilience/sustainable_communities_regional_planning_grants; accessed January 14, 2015.

where they do, this infrastructure would be included in county plans. Few regional economic development or planning entities actually provide infrastructure services, but are often instrumental in planning for it at the regional level.

Following is a brief description of an eight-step Strategic Growth Planning Process. *Note how similar it is to the rational planning model process described on pages 7–4 and 7–5.* The purpose of this process is to identify where targeted public and private investment will produce the greatest positive benefits over the planning time frame, and what priorities are most important to pursue from the public side. While the primary focus is on economic development, the focus can be broader, depending on the planning principles selected to guide the process (see Step 3). Following some overview comments, each step is briefly described. This section is followed with an explanation of the relationship of a Strategic Growth Plan to Strategic Placemaking.

1. Identify and Involve Stakeholders;
2. Inventory, Identify Assets, and Analysis;
3. Select Guiding Planning Principles;
4. Develop a Shared Vision;
5. Develop Strategic Focus Areas;
6. Develop Action Items and Outcomes;
7. Prepare Plan, Vet, and Adopt; and
8. Monitor/Measure Results.

Overview Comments

This planning process can be conducted over a 3- to 12-month period of time depending on the amount of work delegated to staff or consultants, and the number of meetings with stakeholders. The process moves best if the largest number of stakeholders all participate at the same time. Summaries of Strategic Growth Plans prepared by rural counties in Michigan using this process are found at Advantage Livingston (www.advantagelivingston.com/) and Shiawassee in Motion 1.0 (www.shiawasseechamber.org/live-work/sub_regional_plan.aspx; accessed January 14, 2015). Examples prepared at the multicounty regional level are presented in sidebars throughout this section.

As with most multistakeholder planning processes, success will depend, in general, on:

- Identifying the key stakeholders and getting them involved at the beginning;
- The amount and quality of background work done before stakeholders are fully engaged; and
- The ability of the facilitator to focus the group on the most important elements of the process at hand (strategy development and prioritization).

More particularly, success will depend upon:

- Educating stakeholders on relevant trends, conditions, and comparative information concerning the region in question with other similar regions elsewhere in the country.
- Creating a shared vision and strategies with broad support.
- Focusing strategies on a few key elements, such as:
 - Unique local and regional assets (especially anchor institutions);
 - Placemaking activities to attract new population, in general, and talented workers, in particular;
 - Developing and supporting entrepreneurs;
 - Business attraction and job retention;
 - Coordinating with adjoining economic regions; and
 - Tackling mindset barriers.
- Getting key stakeholder groups to take ownership for implementation of key strategies moving forward.
- Educating many others about the final vision and priority strategies, and offering them an opportunity to participate in plan implementation.

Following is a brief description of each of the eight steps.

1. Identify and Involve Stakeholders

Involvement of a diverse range of key stakeholders is critical to the success of a Strategic Growth Planning project. The first step is to identify the key stakeholders in the community and get them engaged. These are usually the groups that serve as gatekeepers to the community and can either endorse, move a project forward, or block a project. The key stakeholders are usually representative of combinations of the following (see also groups to engage in Chapter 6):

- Anchor institutions:
 - Colleges and universities,
 - Hospitals, and
 - Biggest businesses and industries.
- Stakeholder groups:
 - Business groups (chamber of commerce, tourist and visitors bureau, etc.),
 - Industry organizations,
 - Unions,
 - Civic organizations (rotary, lions, garden clubs, etc.),
- Arts and cultural organizations,
- Historic preservation organizations,
- Environmental groups,
- Neighborhood associations, and
- Churches.
- Major players:
 - Large landholders (and landholding agencies in some cases like the Michigan Department of Natural Resources, the U.S. Forest Service, the U.S. National Park Service, military, etc.),
 - Major developers, and
 - Bankers and other investors.
- Elected officials:
 - Mayors, village presidents, supervisors, and elected municipal officials;
 - School board representatives;
 - County board members; and
 - Tribal leaders.

Michigan's Regional Prosperity Initiative

Many of Michigan's regions and their various public planning and service delivery entities overlap responsibilities, yet hold competing visions for their economic priorities. The absence of a broad-based regional vision and coordination of services creates both redundancies and gaps, and confuses local, state, federal, private, and nonprofit partners seeking to invest in a region's success. Formalizing a collaborative relationship among local and regional partners allows the State, as well as private and nonprofit stakeholders, to recognize local efforts and work in closer collaboration with local and regional decision makers to support their efforts for economic prosperity.

To address this need, the Regional Prosperity Initiative (RPI) was signed into law in 2013 (59 PA 2013) as part of the 2014 Fiscal Year budget, and was continued in Fiscal Year 2015. The Regional Prosperity Initiative is comprised of two parts: 1) an effort by the State to align agencies around a common set of service delivery boundaries (see Figure 3–6 in Chapter 3 (page 3–12)) to create a better structure for collaboration, and 2) a local voluntary grant initiative that supports collaboration for regional economic development and other shared local priorities. Existing State Designated Planning Regions and Metropolitan Planning Organizations are eligible to apply for annual grants ranging from \$250,000 up to \$500,000 depending on the level of their collaboration.

For more information, visit: www.michigan.gov/regionalprosperity; accessed January 14, 2015.

- Agencies:
 - Planning commissions (regional, county, and local),
 - Road/street departments,
 - Transit authorities,
 - Non-governmental and cultural organizations, and
 - Foundations and other philanthropic organizations.
- Traditionally underrepresented persons:
 - Young adults and empty nesters;
 - Minorities and immigrants;
 - Persons with disabilities;
 - Low-income, single parents, and jobless persons;
 - Pedestrians and bicycle commuters; and
 - Others as pertinent in a particular community.
- Identify trends and compare data to other similar regions (or communities) around the nation.
- What do comparable successful areas have that are missing in your area?
- What major assets does your region/ community have that are unique?
- Is the region/community happy with where it is? If it is not, how bad is the situation, and how burning is the desire for change? This will affect how bold the vision is, and how much commitment there is to action.

Asset identification (This is where more detailed data collection and analysis begins.):

- Assets are: The unique resources that can make a region/community distinct in attracting the right mix of resilient and sustainable growth and global opportunities.
- Strategic assets are: People, natural, environmental, creative, community, and quality-of-life-related resources that can provide a competitive advantage. Identify these from written data sources, and from interviews with local, regional, and state experts. Illustrate them on a map. Include assets that are unique to the planning area, as well as key regional assets that are just outside of those boundaries.
- Identify quantitative assets, such as the percent of the population with advanced degrees, the number of patents or dollars invested in new start-ups, etc.
- Identify qualitative assets, such as business optimism about growth over the next two years, high or improving scores on regional health, high or improving scores on regional quality-of-life amenities, etc.
- Identify all the anchor institutions, such as the educational and medical sectors, and large businesses in the region/community. Perform a more detailed analysis on anchor institutions, and other very large employment sectors unique to that region/community.

2. Inventory, Identify Assets, and Analysis

As mentioned earlier, asset identification and analysis is critical to the success of regional or local plans. Without it, communities can create an unrealistic vision that is not tied to their strengths, or they either overstate or undervalue assets. This step is not hard, but can be time consuming if the data is not readily accessible. Each of the following tasks are written assuming the analysis is done at a regional level, but it is the same process (only easier) if done for a single unit of local government.

Assess trends and conditions (This is the “big picture” and can be done in the context of a SWOT (strengths, weaknesses, opportunities, threats) analysis with a specialized regional economic or local focus.):

- Gather and examine vital statistics (demographic, income, educational attainment, social, infrastructure status, poverty rates, crime, etc.). Then, answer the following questions:
 - What are your strengths and weaknesses?

A Framework for Our Future: A Regional Prosperity Plan for Northwest Michigan

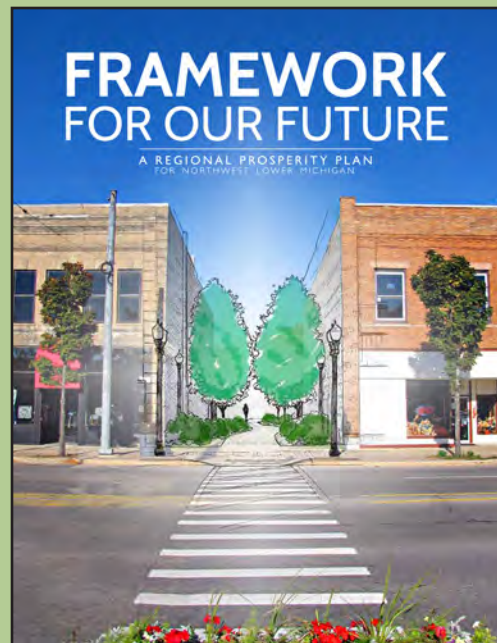
Michigan's Regional Prosperity Initiative (RPI) focuses on realigning service delivery in 10 regions throughout the state. The RPI encourages local private, public, and nonprofit partners to identify regionally aligned growth and investment strategies for the State of Michigan to support. The RPI promotes local and state partners working in close collaboration toward a shared vision of economic prosperity. The Initiative is incentivized through State legislation and actions, and has a growing significance in federal and State funding.

In the first funding year, 9 of 10 prosperity regions across Michigan prepared plans. Region 2 was the first to complete a plan. It is entitled **Framework for Our Future: A Regional Prosperity Plan for Northwest Michigan**. The **Framework** plan was built upon the success of a prior six-year (2005–2011) regional land use planning process that resulted in the **Grand Vision** that was prepared with input by more than 12,000 people in the region. It has been actively implemented since 2011. For more information, visit: www.thegrandvision.org/timeline; accessed January 13, 2015.

Through an intensive community-driven process, the **Framework** contains a wealth of information and tools that all community members—including the public, community leaders, businesses, nonprofits, public agencies, and statewide stakeholders—can use to address local community issues in ways that also support regional goals.

Each chapter of the **Framework** features facts, goals, strategies, and actions that illustrate the main issues and solutions identified during its creation. The chapters are organized by the following topics: Growth and Investment, Housing, Transportation, Arts and Culture, Recreation, Natural Resources, Talent, Healthy Communities, and Food and Farming.

Goals focus on improving the knowledge and understanding of the needs, capacities, and opportunities within each issue, while supporting plans, policies, and programs that help address these issues. The overarching emphasis of the **Framework** incorporates three key areas of Talent, Community, and Business as the central themes for communities to build upon, as they utilize this publication in their future planning efforts.



Front cover of **Framework for Our Future** by Networks Northwest, 2014.

The **Framework** includes a number of goals, strategies, and actions that were prepared based upon the public input heard throughout the process, as well as on existing and adopted goals from other local plans and planning initiatives. The vast amount of information found in this publication is intended to serve as a *compilation of best practices* that can help guide local decision makers and community stakeholders who would like to address the issues identified within the publication.

Resources found in the **Framework** include sample language used in master plans from parts of the region that communities can utilize when updating their own plans and ordinances, as well as an action guide with step-by-step planning and zoning guidance. New studies and current research involving commercial corridor inventories, county-based target market analyses, county-based guides to permitting and zoning, and county-based housing inventories are also featured.

For more information, visit: www.networksnorthwest.org/userfiles/filemanager/3191/; accessed January 13, 2015.

This could include a more refined worker analysis and an analysis of out-of-area purchasing to identify opportunities to support more local businesses and keep more money circulating in the local economy.

As explained in Chapter 3, relevant assets in the Old Economy are major manufacturers, low wages, low taxes, sports stadiums, etc. Relevant assets in the New Economy are talent (knowledge workers), quality of life, creativity, green and blue infrastructure, etc. Both sets are important.

Only regions with strategies that match their assets, and their vision, can prosper in the New Economy. Winners will be those regions that leverage existing assets and build new unique and resilient business opportunities.

Consider an example where the above analysis reveals the region has the following community assets:

- Gateway location with great highway access.
- Medium-sized city that anchors the region and has shown more resiliency than most with:
 - Many recent downtown improvements,
 - Redevelopment Ready Community® status, and
 - Michigan Main Street community status.
- Many small towns in the region are in good condition.
- Strong agricultural sector.
- Private college and hospital.
- Established and diverse manufacturing base.
- Large recreational lakes, and several rivers and streams.
- Thousands of acres of public land.
- Bikeways, snowmobile, and cross-country ski trails.
- Local civic foundations.
- Balanced population from age, education, and income standpoint;

- Trained labor force (but, there may be several chronic hard-to-fill occupations, especially in information technology, math, and sciences).
- Public sewer and water.
- Variety in available land.
- Existing businesses that compete globally.
- Schools that teach foreign languages.

A local asset listing will be specific. Instead of just “rivers and streams,” it will list the specific rivers and streams within the community and describe the special and unique characteristics of each.

This is a rich asset base upon which to develop regional and local economic development strategies. The detailed trends and conditions analysis and the regional economic analysis will provide further insights into undervalued assets, and assets that are being eroded.

Some communities have liabilities that are so large they are effectively negative assets and have to be targeted for correction/improvement. This is particularly true if the municipality that serves as the Regional Center of Commerce and Culture has a severe fiscal problem, or there is a rapid regional increase in out-migration, foreclosures, or abandoned property. Some strategies will have to focus on these negative assets or they will pull everything else down.

Detailed economic assessment (These are specialized analyses that are best performed at the regional level, but useful to all communities within the region.):

- Identify, inventory, and map major economic sectors, along with productivity, changing markets, and related change, over time. Identify the location of concentrations of workers, where workers live compared to where they work, and identify occupations and labor skills that are chronically hard to fill, especially for innovation industries, etc.
- Perform various regional economic analyses, such as:
 - On existing and emerging economic clusters.
 - Location quotient analysis of major economic sectors.

Anchor Institution Analysis

U³Ventures was commissioned by the Michigan Office of Urban and Metropolitan Initiatives to conduct an analyses of eight cities to identify significant anchors and evaluate potential for anchor-based development opportunities. U³ examined data, held stakeholder meetings, and conducted on-site research in Battle Creek, Benton Harbor, Flint, Jackson, Lansing, Muskegon, Kalamazoo, and Saginaw to understand the opportunity for interventions around three core strategies:

1. **“Live Local Programs:** The opportunity to encourage employees and students to live close to and adjacent to the anchor institutions.
2. **Buy Local Programs:** The opportunity to direct more purchases of goods and services to local businesses.
3. **Local Opportunities:** The opportunity to leverage anchor research into commercial enterprises, create community development

organizations, focus on secondary school education, or other interventions.”

U³'s analysis determined that while there are opportunities for anchor strategies in all cities, some are better positioned for implementation, while the rest will require further organization before an anchor strategy is implemented. Those better positioned for immediate action possess a combination of strong anchor leadership, institutional buy-in for anchor-based economic development programs, and leadership capacity to implement programs. The other communities need to coalesce additional support from the anchor institutions and local partners, and develop a shared vision and stronger organizational infrastructure before they are ready to implement anchor-based development strategies.

Source: U³ Ventures. (2013). *Michigan Anchor Institution Opportunity Analysis*. Prepared for the Michigan Office of Urban and Metropolitan Initiatives, Detroit, MI.

- Shift share analysis of major economic sectors.
- Gazelle analysis of emerging economic sectors.
- Perform gap analysis to identify barriers and solutions for those barriers to improved economic growth.
- Where necessary, perform feasibility analysis of alternatives for filling key gaps.
- Smart Growth,
- New Urbanism,
- LEED ND,
- Complete Streets, and
- Livable Communities.

3. Select Guiding Planning Principles

There are some ways to create communities and regions that are more sustainable and resilient, less costly to operate, and have a higher quality of life than others. Those that are more effective have been organized into about a dozen *Quality-of-Life Initiatives* that are each based on different sets of guiding principles. Five are summarized below and more are identified at the start of Chapter 13. Any of those listed below or in Table 13–1 in Chapter 13 (page 13–3) are appropriate for guiding the development of a Strategic Growth Plan for a community or a region. The most common initiatives include.

There are many worthwhile resources and systems for assessing and certifying various quality-of-life and sustainability elements of communities. See Table 7-3. Using these self-assessments and resources is helpful both at the front end of a planning process to guide and frame it, and also after implementation to evaluate progress.

This step involves examining quality-of-life sets of guiding principles, and choosing a set (or in some cases two or three sets) that fit the character and aspirations, core values, and assets of the community or region. A list of the key guiding principles (in some cases they are best practices) of each of the five approaches identified above, follows.

Opportunity Areas

A report entitled **Are We There Yet?: Creating Complete Communities for 21st Century America** may help identify opportunities that the community missed in its own assessment. A “Regions with and without Opportunity Areas” map shows counties across America that are “Opportunity Areas” according to the measures they have examined.ⁱ These include cleaner air, cleaner water, more walking, less crime, higher graduation rates, more biking, and less diabetes and obesity. Well-conceived and executed placemaking projects can help communities achieve these goals.

Reconnecting America has collected data to help improve understanding of the existing conditions of our regions and to track progress at the regional level in all 366 Metropolitan Statistical Areas (MSAs) in the country (as defined by the U.S. Census Bureau). The authors believe regional measures can be very useful in capturing and compiling the impact of neighborhood change on regional performance.ⁱⁱ Reconnecting America did NOT measure variables in communities in counties not in MSAs, so there may be many more opportunity areas in rural parts of states as well.

i. Brooks, A., G. Ohland, A. Thorne-Lyman, and E. Wampler. (2012). **Are We There Yet? Creating Complete Communities for 21st Century America**. Reconnecting America, Washington, DC. Available at: www.reconnectingamerica.org/resource-center/browse-research/2012-2/are-we-there-yet-creating-complete-communities-for-21st-century-america/; September 30, 2015.

ii. See Footnote i.

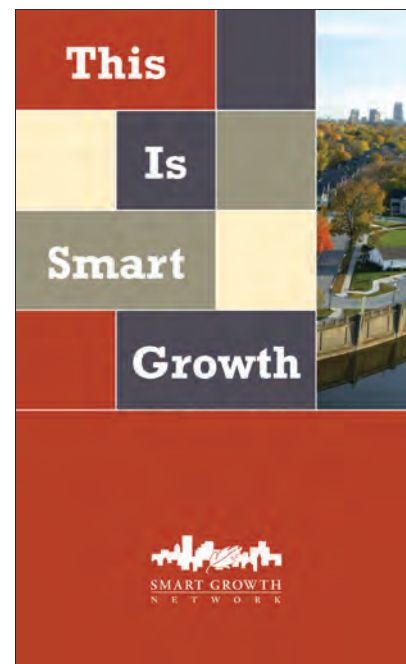
Smart Growth

The 10 principles of Smart Growth are:

1. Create a range of housing opportunities and choices.
2. Create walkable neighborhoods.
3. Encourage community and stakeholder collaboration.
4. Foster distinctive, attractive communities with a strong sense of place.
5. Make development decisions predictable, fair, and cost effective.
6. Mix land uses.
7. Preserve open space, farmland, natural beauty, and critical environmental areas.
8. Provide a variety of transportation options.
9. Strengthen and direct development towards existing communities.
10. Take advantage of compact building design.¹

1. Smart Growth Network. (2015). “What is Smart Growth?” Baltimore, MD. Available at: www.smartgrowth.org/what-is-smart-growth/; accessed September 30, 2015.

For more information, consult: www.smartgrowth.org and www.smartgrowthamerica.org.



Front cover of **This is Smart Growth** by the Smart Growth Network, 2006.

Congress for the New Urbanism

The Congress for the New Urbanism (CNU) advocates for the following policies as guiding principles:

- Neighborhoods should be diverse in use and population;
- Communities should be designed for the pedestrian and transit, as well as the car;

Table 7-3: Self-Assessments and Resources for Quality-of-Life and Sustainability Elements

Resource	Lowest Geographic Level	Description	Website
LEED ND	Parcel	Rates projects' linkages, neighborhoods, infrastructure, and design with an emphasis on environmentalism.	www.cnu.org/our-projects/leed-neighborhood-development ; accessed September 29, 2015
Walk Score®	Parcel	Measures "walkability" on a scale from zero to 100 based on access to amenities.	https://www.walkscore.com/
DC Vibrant Retail Streets Toolkit	Street	Set of tools for various user types to address issues that affect retail districts.	www.downtowndevelopment.com/pdf/Vibrant%20Streets%20Toolkit%20F.pdf ; accessed July 2, 2015
Irvine Minnesota Inventory	Street	Measures 160 built environment features that affect physical activity levels.	http://activelivingresearch.org/irvine-minnesota-inventory ; accessed February 4, 2015
Vibrant Streets Toolkit	Street	Helps communities create thriving retail districts through technical expertise and community engagement.	http://vibrantstreets.com/
AARP Livability Index	Neighborhood	Scores communities on services and amenities that impact life the most.	http://livabilityindex.aarp.org/
Active Neighborhood Checklist	Neighborhood	Assesses key street-level, neighborhood features thought to be related to physical activity behavior.	http://activelivingresearch.org/active-neighborhood-checklist ; accessed June 23, 2015
H+T® Affordability Index	Neighborhood	Scores affordability of both housing and transportation.	http://htaindex.cnt.org/
HUD Location Affordability Index	Neighborhood	Data and resources on combined housing and transportation costs.	http://www.locationaffordability.info/lai.aspx ; accessed June 23, 2015
Sustainable Communities Indicators	Neighborhood	Works to coordinate federal housing, transportation, water, and other infrastructure to make neighborhoods more prosperous.	www.sustainablecommunities.gov/indicators/discover ; accessed June 23, 2015
ADA Best Practices Tool Kit	Municipality	Teaches state and local officials how to identify and fix problems with accessibility to local government programs, services, and activities.	www.ada.gov/pcatoolkit/toolkitmain.htm ; accessed April 29, 2015
Aging in Place: A Toolkit for Local Governments	Municipality	A series of programs and zoning practices that expand alternatives available to older adults living in the community.	www.aarpinternational.org/events/agefriendly2012 ; accessed July 7, 2015
Aging in Place Community Report Card	Municipality	Grades communities on how well they are performing in 11 components of agelessness.	http://livable.org/storage/documents/reports/AIP/City_Leaders_Institute_scorecard_only.pdf ; accessed June 23, 2015
Bike Score™	Municipality	Measures bike accessibility on a scale from zero to 100.	www.walkscore.com/bike-score-methodology.shtml ; accessed July 2, 2015
City Vitals 3.0	Municipality	Scores a 130 cities' comparative performances in six key areas: Connections, Innovation, Talent, Your Distinctness, Core Vitality, and Metropolitan Performances	http://ceosforcities.org/portfolio/city-vitals-30/ ; accessed June 23, 2015
Community for a Lifetime	Municipality	Ten domains of community livability that play a significant role in creating aging-friendly communities.	www.michigan.gov/osa/1,4635,7-234-64083_64552---,00.html ; accessed April 29, 2015
Community Health Assessment and Group Evaluation	Municipality	A data-collection tool and planning resource for community members who want to make their communities healthier.	www.cdc.gov/nccdphp/dch/programs/healthycommunitiesprogram/tools/change/pdf/changeactionguide.pdf ; accessed June 23, 2015

Table 7–3: Self-Assessments and Resources for Quality-of-Life and Sustainability Elements (cont.)

Resource	Lowest Geographic Level	Description	Website
Green Communities Challenge Action Guides	Municipality	Information on how to create a green community, as well as resources to help communities adopt the initiative.	www.mml.org/green/action.php ; accessed June 23, 2015
Munetrix	Municipality	Generates a numerical value that provides a high-level look at a community's fiscal health.	www.munetrix.com/page/site/static/home ; accessed June 23, 2015
PlacePlans	Municipality	Tools and strategies to best leverage a community's place-based assets within core quality-of-life measures.	http://placemaking.mml.org/place-plans/ ; accessed June 9, 2015
Policy Guide on Planning for Sustainability	Municipality	Policy guidance and action for municipalities around issues of sustainability.	www.planning.org/policy/guides/pdf/sustainability.pdf ; accessed June 1, 2015
Promoting Active Communities Assessment	Municipality	Evaluates communities' built environments, policies, and programs that support active living.	http://mihealthtools.org/communities/ ; accessed June 23, 2015
Redevelopment Ready Communities®	Municipality	Certifies Michigan communities that actively engage stakeholders and plan for the future.	www.michiganbusiness.org/cm/files/fact-sheets/redevelopmentreadycommunitiesprogram.pdf ; accessed September 29, 2015
Smart Growth Self-Assessment for Rural Communities	Municipality	Compilation of strategies, organized by 11 common "goal areas" to evaluate existing policies to create healthy, environmentally resilient, and economically robust places.	www2.epa.gov/smartgrowth/smart-growth-self-assessment-rural-communities ; accessed September 29, 2015
Solar-Ready Communities	Municipality	Ten steps to become Solar-Ready along with resources to implement Solar Readiness.	http://cec-mi.org/communities/programs/michigan-renewable-energy-tools/solar-ready-community/ ; accessed June 23, 2015
STAR Communities	Municipality	A clear, data-driven approach to assessing social, economic, and environmental progress.	www.starcommunities.org/
Sustainable Cities Index	Municipality	Explores the three demands of People, Planet, and Profit to rank 50 of the world's leading cities.	www.sustainablecitiesindex.com/
The Creative City Index	Municipality	Assesses cities' creative abilities and potential as a precondition for economic and cultural vigor.	http://charleslandry.com/themes/creative-cities-index/ ; accessed January 7, 2015
Transit Score®	Municipality	Measures transit accessibility on a scale from zero to 100.	www.walkscore.com/transit-score-methodology.shtml ; accessed July 2, 2015
Wisconsin Active Community Environments Resource Kit	Municipality	Information on a five-step process to create community environments.	www.dhs.wisconsin.gov/publications/p0/p00036.pdf ; accessed June 23, 2015
Are We There Yet: Creating Complete Communities	Metro area	Grades all 366 metro regions in the U.S. using 33 indicators that measure a region's progress toward becoming a complete community.	http://reconnectingamerica.org/assets/PDFs/20121001AreWeThereYet-web.pdf ; accessed June 23, 2015
Kauffman Index of Entrepreneurial Activity	Metro area	The earliest documentation of new business activity across the country.	www.kauffman.org/microsites/kauffman-index ; accessed June 23, 2015

Note: This table is in order by Lowest Geographic Level. **Source:** Table by the Land Policy Institute, Michigan State University, 2015.

- Cities and towns should be shaped by physically defined and universally accessible public spaces and community institutions; and
- Urban places should be framed by architecture and landscape design that celebrate local history, climate, ecology, and building practice.²

LEED ND

The LEED (Leadership in Energy & Environmental Design) Neighborhood Development (ND) is a set of building and neighborhood design standards that are constructed on a strong energy efficiency and sustainability platform. They are promoted by the U.S. Green Building Council along with CNU and the Natural Resources Defense Council. They focus on three priority areas:

- Smart location and linkage;
- Neighborhood pattern and design; and
- Green infrastructure and buildings.³

Since LEED ND is narrower in focus than most of the other sets of principles, it could be strengthened by being combined with Complete Streets principles, which themselves are too narrow a set of principles to follow to guide a regional plan.

Complete Streets

This is the name given to a growing movement in America to replan and rebuild streets so that they safely accommodate all users. This principle is now law in a half dozen states (including Michigan, PA 135 of 2010, MCL 247.660p), and in hundreds of individual jurisdictions across the country. Under Complete Streets, the public right-of-way must accommodate:

- Motorists;
- Bicyclists;
- Pedestrians;

2. CNU. (n.d.). "The Charter of the New Urbanism." Congress for the New Urbanism, Chicago, IL. Available at: <http://cnu.org/who-we-are/charter-new-urbanism>; accessed September 15, 2015.

For more information, visit: www.cnu.org;

3. Welch, A., K. Benfield, and M. Raimi. (2012). *A Citizen's Guide to LEED for Neighborhood Development: How to Tell if Development is Smart and Green*. Raimi + Associates, Berkeley, CA; and the Natural Resources Defense Council, New York, NY. Available at: www.nrdc.org/cities/smartgrowth/files/citizens_guide_LEED-ND.pdf; accessed January 24, 2015.

For more information, visit: www.cnu.org/our-projects/leed-neighborhood-development; accessed September 30, 2015.

- Transit users; and
- The physically disabled of all ages.⁴

The greatest impact of such an approach is in dense urban places where walkability is critical. Small towns, urban neighborhoods, and downtowns all need to be very pedestrian-oriented. That means sidewalks must be in good repair and ubiquitous. Also, the higher the density, the more basic retail and service shops should be within a half mile of residents (grocery store, pharmacy, bank, etc.). Online software tools have emerged that allow communities and individual users to measure neighborhood walkability, such as www.walkscore.com. Additional quality-of-life elements in urban areas that are closely aligned with the Complete Streets movement include:

- Bikeability (separate bike lanes, trails, and pathways),
- Close access to parks and other green and blue infrastructure, and
- Convenient transit.

Livable Communities

Another, lesser known quality-of-life movement that incorporates many of the characteristics of the above movements is called Livable Communities. Characteristics of Livable Communities include:

- Neighborhoods where housing, schools, and parks are within walking distance of transit, and link residents to job opportunities and social services;
- Transit, pedestrian, and bicycle access at a level that permits the reduced dependence on automobiles;
- Mixed-use neighborhoods; and
- Full community participation in decision-making.⁵

4. Public Act 135 of 2010. "MCL 247.660p." Available at: www.michigan.gov/documents/mdot/MDOT_2010-PA-0135_339674_7.pdf; accessed September 30, 2015.

For more information, visit the National Complete Streets Coalition at: www.smartgrowthamerica.org/complete-streets; accessed September 30, 2015.

5. LGC. (1991). *The Abwahnee Principles for Resource-Efficient Communities*. Local Government Commission, Sacramento, CA. Available at: www.lgc.org/wordpress/docs/ahwahnee/ahwahnee_principles.pdf; accessed October 26, 2015.

There is a lot of overlap in the guiding principles of these five Quality-of-Life Initiatives (and the others referenced on Chapter 13) and for good reason. All aim to create and maintain high-quality places where people want to live, work, play, shop, learn, and visit. Nearly all identify the need for regional cooperation and/or a recognition of the importance of rural-urban interdependence when planning for the future of a community or a region.

What is important for the purposes of this guidebook is not that one set is “better” than another, since each will result in the creation and maintenance of high-quality places if they are followed. *What is important is that each region and community incorporate at least one set of guiding principles into their planning.* These principles are all based on best practices that will help guide not only planning, but local placemaking as well. Some communities may be best served by combining elements from several sets of guiding principles in order to best fit the needs and aspirations of that community (e.g., LEED ND, plus Complete Streets, plus Livable Communities). A community can even give the hybrid set its own name, such as: “ANYTOWN’s Guiding Principles” or “ANYTOWN’s Best Foot Forward.” What is most important, is to study them all, make a choice, and then “do it!”

4. Develop a Shared Vision

Developing a shared vision of the future by all the key stakeholders is sometimes the most challenging step. Stakeholders may have a narrow view of the future colored by their own special interests, and it is critical that stakeholders put aside selfish interests to develop a common vision for the region, community, or other target area. The vision should describe the characteristics of the future the stakeholders want to see achieved, along with key goals and some of the major benchmarks needed to implement the vision. The vision should be based on a set of guiding planning principles that are rooted in core community values and assets (described in the previous step). There are many different techniques available to develop shared visions of the future. All require skilled facilitators. Charrettes are one of the most effective ways to accomplish this (see Chapter 6). The shared vision needs to be driven by the region’s assets, as well as by its aspirations, and its unique economic

strengths. The degree of realism of the vision will ultimately be dictated by the commitment of the partners to transfer the vision to operational strategies for moving from planning to action.

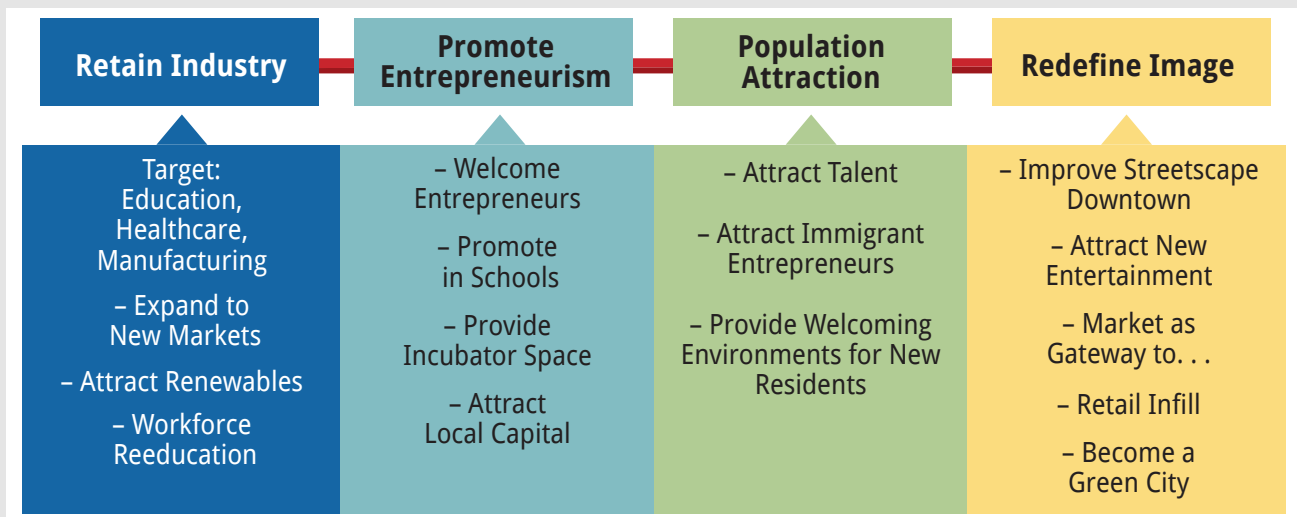
5. Develop Strategic Focus Areas

With the completion of a comprehensive asset assessment (including trends and conditions analysis, cluster analysis, gap analysis, etc.), the guiding principles to follow, and a shared vision, communities will have the information to determine the most effective and strategic next steps. It is important to pick no more than 10 areas in which the region or community will focus strategy development, and then draft specific strategies for each focus area. This is because available resources will be spread too thin if more than 10 strategy categories are selected (and fewer than 10 is better). In the end, it is very important to have clear strategies. See examples in Figure 7–6.

This step often involves breaking stakeholders into small groups to tackle the individual strategy areas. The small groups prepare initial drafts of refined strategies that are shared with everyone. Then, the entire group goes through a process to prioritize the most important strategies. Many questions are often asked and answered before consensus is achieved on operational strategies. These questions could include:

- Based on key assets and opportunities, what strategies could be developed to:
 - Strengthen or create new economic clusters (study the location quotient results)?
 - Exploit underutilized natural resources in new ways (e.g., new forms of environmental tourism, or use of wood stock from dead trees that may create fuel for wildfires and could otherwise be used for energy production, etc.)?
- What assets can be better leveraged, such as:
 - Talent/expertise of business community?
 - Existing talented workers and entrepreneurs?
 - Local institutions of higher education (talent retention, tech transfer, incubators)?

Figure 7–6: Examples of Strategies in Four Focus Areas



Source: Land Policy Institute, Michigan State University, 2010.

- Lake/riverfront?
- Regional transit?
- Public lands?
- Special and unique areas?
- Historic sites?
- What placemaking projects or activities are needed in which communities? Where in those communities would they be located? What purposes would they be targeted to achieve? How will they better attract or retain talented workers?
- What cultural and attitudinal changes are needed or would be beneficial, such as:
 - Be more welcoming to immigrants; exercise more tolerance; be more inclusive of others?
 - Embrace a global mindset?
 - Expand an entrepreneurial culture?
 - Be small business-friendly?
 - Initiate “buy local” programs?
 - Exhibit a willingness to streamline regulations and make faster decisions?

This process will result in many draft strategies in each category. But, ultimately, it will be important to be selective. Strategies in use elsewhere may not apply (or are not a priority) for your area. That is okay.

- Do not try to do everything. Tackle no more than 10 focus areas (fewer is better), and no more than five strategies per focus area.
- Pick and choose what fits your region’s assets and vision.
- Clearly identify where Strategic Placemaking fits in.

As an example, following are the key elements of a *People-Attraction Strategy*:

- Target attracting new people to your area, because more people equals more customers, which equals more jobs and more economic activity.
- Target more federally approved EB-5 Immigrants (investors), because more entrepreneurs with venture capital to invest in new jobs equals more economic activity.
- More talented workers equals more entrepreneurs, which equals more economic activity and more talented workers will attract even more talented workers; resulting in more new businesses and jobs.

6. Develop Action Items and Outcomes

Once draft strategies have been developed for each of the strategy categories, it is time to prioritize and refine them with action statements and a description of clear expected outcomes. Not all strategies and action items should be equal. It is generally wise to pick some easy, low-hanging fruit to do first, so a pattern of success can be quickly created. Build each subsequent project on the success of the last one.

Specific action items and desired outcomes for each priority strategy should be developed around key assets and vision elements. For each action under each strategy, identify who (what group, agency, or official) is responsible for doing what by when. Be clear with the outcomes. Explain what will be different as a result of the investment/activity. Identify enough characteristics of each outcome so that people understand what success looks like and believe that the community can get there. For example:

- **Category:** Support entrepreneurs through a new incubator downtown.
- **Strategy:** Provide attractive, low-cost incubator/shared space for arts and creative class people to be run jointly by the local arts council and the chamber of commerce.
- **Action:** Prepare a feasibility study that analyzes various options for creating and operating shared incubator space, and then, if feasible, secure funding and make it operational within 18 months.
- **Desired Outcomes:** 1) Provide space that supports at least 15 entrepreneurs just getting started, 2) increase synergy and innovation by putting business and arts creatives together in the same space where they will have opportunities for a healthy exchange of ideas, as well as access to resources to help innovative ideas resulting from their cross-pollination to grow and multiply, 3) strengthen both the arts council and the chamber of commerce by expanding the thinking of each organization through in-depth interaction with each other around a common objective.
- **Next Steps:** The chamber of commerce will secure a consultant to undertake the feasibility analysis within three months. If

the incubator is feasible, the chamber and arts council will create a joint oversight committee to guide implementation and operation within three months of completion of the study.

7. Prepare Plan, Vet, and Adopt

The contents of the Strategic Growth Plan will vary depending on stakeholder expectations. Some will want key background data and analysis included, others will only want the strategies, priorities, expected outcomes, and a timeline for action. Still others may want a series of background working papers documenting all the key information gathered and analyzed, and then just the final strategies, rationale, and timeline in the final plan. There is no “right way.” Do what fits the stakeholders’ desires and staff capacities and resources. But, definitely document everything that was done, and make all background reports as easily available, in as timely a manner, as the final report. If the final plan is long, consider breaking it into different volumes, so those that want more detail have it, and others can pick just the parts they want.

Two things are key. First, as with charrettes, Strategic Growth Plans need to have many feedback loops so everyone is on board with the final strategy categories and the specific strategies, actions, and outcomes. This is so that stakeholders have an opportunity to both become familiar with, and *object or support* the focus areas, strategies, actions, and outcomes as they are developed. These priorities are meant to guide implementation by a lot of different stakeholder groups, and there needs to be broad understanding and support. Once consensus is reached, the Strategic Growth Plan can be adopted.

Second, create a summary “public relations” version of the plan that lists priority strategies and serves to inspire participation by others in its implementation. The summary version of the plan should be widely distributed in both print and electronic media. Use social media to help promote it. Keep it short, concise, and easy to read, and be sure the budget permits a high-quality graphic design. Below is a summary of contents for the “public relations” version of the Strategic Growth Plan:

- A clear statement of vision for the region (or community).

- A list of important assets.
- A list of parameters or principles to link the assets to the vision.
- A list of not more than 10 strategies and corresponding actions to guide future economic development. List the expected outcomes as well.

See the sidebar on the next page for three examples of key strategy categories from three Regional Growth Plans prepared in Michigan from 2008–2011 that, generally, conform to this approach.

The method of adoption of the Strategic Growth Plan will depend on what entity prepared it, and what entity is adopting it. A regional planning commission should follow the plan adoption procedures of their enabling legislation. A county or municipal planning commission should follow the adoption procedures of the Michigan Planning Enabling Act.⁶

8. Monitor/Measure Results

Monitoring results and measuring progress, while time-consuming and often more expensive than desired, is critical to determining if any progress is being made in accomplishing the vision, one strategy at a time. If progress on a strategy is not being made, then the strategy should be adjusted, or dropped in favor of another approach with more promise.

Following are common measures; however, frequently data on what is most desired to be measured is not available. For example, it is desirable to know if there has been an increase in talented workers in an area, especially if they are in or near areas that have had significant placemaking investments. However, short of a detailed survey of people in each of these areas, this data may not be available. Surrogate data

6. For guidance, see the procedural guideline checklist referenced below: MSUE. (2010). "Checklist #1G; For Adoption of a Plan in Michigan." Land Use Series, December 23, 2010. MSU Extension, East Lansing, MI. Available at: <http://lu.msue.msu.edu/pamphlet/Belsam/pamphlet1G%20adopt%20plan.pdf>, accessed October 1, 2015.

may need to be used, such as an increase in dwelling units of different types in those areas, a decrease in vacancy rates in those areas, a reduction in the average number of days that certain "hard to fill" jobs remain on regional job websites, or a decennial increase in the number of people in an area with higher education degrees. Actual indicators should be selected based on regional considerations, data availability, and staff capacity. Common measures based on available data include:

- Increase in population, and in target age and education cohorts,
- Increase in jobs and decrease in unemployment,
- Increase in per capita income,
- Fewer families in poverty,
- Increased education attainment,
- Increased sales of retailers,
- Increase in new business starts,
- Increase in the number of rapidly growing businesses/sectors ("gazelles"), and
- Increase in the number of patents.

Application to Placemaking

The above strategic planning process can be used at the regional or county level, or at the city, village, or township level. It can also be merged with a traditional land use planning process used to create a local master plan.

In every geography, however, place-based considerations need to be a focus of the assessment and strategy development, because this is where placemaking potential will be the greatest. *Placemaking should be identified as one of the priority strategy areas, and it should focus on improvements that will enhance the downtown and key nodes on key*

Placemaking should be identified as one of the priority strategy areas, and it should focus on improvements that will enhance the downtown and key nodes on key corridors for new mixed-use developments and related enhancements to the public realm to make those places more attractive to talented workers.

Examples from Strategic Regional Growth Plans (2008–2011)

FROM THE LANSING ECONOMIC AREA PARTNERSHIP (LEAP)

Pillars of Prosperity:

1. We must excel in entrepreneurship and innovation.
2. We will place a high value on education and knowledge.
3. We will be collaborative, flexible, and action-oriented.
4. We will be technologically savvy.
5. We will be focused on wellness.
6. We will be green, environmentally clean, and energy efficient.
7. We will be culturally rich and diverse.
8. We will be welcoming to new people and new ideas.

Categories of Action Strategies:

1. Expand Business Assistance, Acceleration, and Attraction Efforts.
2. Expand Talent Attraction and Retention Efforts.
3. Support Placemaking Improvements.
4. Enhance Cultural and Creative Assets.
5. Improve First Impressions.
6. Expand Entrepreneurship and Innovation Services.
7. Strengthen and Expand Our Regional Mission.ⁱ

FROM THE EASTERN UPPER PENINSULA

Categories of Action Strategies:

1. Creating an Entrepreneurial Culture.
2. Increasing Capital Funding.

i. LEAP. (2009). **Greater Lansing Next: A Plan for Regional Prosperity**. Lansing Economic Area Partnership, Lansing, MI. Available at: www.inghamchange.org/uploads/Greater_Lansing_NEXT_2020.pdf; accessed September 22, 2015.

3. Shaping Responsive Government.
4. Diversifying and Globally Connecting Business.
5. Further Develop the Recreation/Tourism Center.
6. Marketing Each Region.
7. Strengthening Quality of Place.
8. Optimizing Infrastructure Investment.
9. Educating our Future Workforce.ⁱⁱ

FROM THE NORTHWEST MICHIGAN COUNCIL OF GOVERNMENTS (NOW NETWORKS NORTHWEST)

Grand Vision Guiding Statements:

1. Strengthen the local economy by training the workforce for Michigan's New Economy.
2. Maintain and improve existing road system and invest in public and non-motorized transportation.
3. Create a group of unique villages and cities that are active and charming places with a main street or a downtown.
4. Provide more variety in housing choices.
5. Celebrate food, farming, and rural development as a part of our economy, culture, and identity.
6. Protect and preserve the water resources, forests, natural areas, and other scenic beauties.
7. Incorporate a sustainable energy focus into economic development, transportation, and building.ⁱⁱⁱ

ii. RPDC. (2010). *Regional Growth Strategy*. Eastern Upper Peninsula Regional Planning and Development Commission, Sault Ste. Marie, MI. Available at: www.eup-planning.org/PDF/ECON/RGS_lr.pdf; accessed September 22, 2015.

iii. TC-Talus, and the Grand Vision Coordinating Group. (2009). **The Grand Vision**. Traverse City Area Transportation and Land Use Study, and the Grand Vision Coordinating Group, Traverse City, MI. Available at: www.thegrandvision.org/local/upload/file/thegrandvision.pdf; Accessed September 22, 2015.

These plans serve as a precursor to more recent Regional Prosperity Plans that have been produced by most regions throughout the state in response to the Regional Prosperity Initiative (see the sidebar on page 7–28).

corridors for new mixed-use developments and related enhancements to the public realm to make those places more attractive to talented workers. This is because of the importance of talent attraction to being competitive in the global New Economy (remember from Chapter 1: Business needs talent, talent wants quality places, and quality places need business (see Figure 1–1 (page 1–4)).

While all types of placemaking are not of the same scale nor intended to produce the same results, all placemaking will result in better quality communities. This is perhaps most evident if your community adopts one of the more complete sets of guiding principles listed earlier, and then uses them to prepare and implement a variety of plans and programs within the community.

SECTION FOUR: INSERTING PLACEMAKING INTO THE LOCAL MASTER PLAN

Section Four looks at different ways to incorporate placemaking considerations into existing local master plans and subarea plans. Examples from large and small communities in Michigan are offered. An alternative model for creating local master plans at the same time as creation of a form-based code is also presented.

Note: Some communities may benefit from answering the questions in the Placemaking Assessment Tool (see the sidebar in Chapter 1 (page 1–28)) before beginning the process of integrating placemaking into a local master plan. The systematic nature of those questions may help sharpen the local planning process.

Because the traditional focus of local master plans is land use and infrastructure, and each of these is location-specific, inserting placemaking considerations into the local master plan may seem somewhat easier than including it in regional economic development and infrastructure plans. There are two major options (see Adelaide sidebar on the next page for a third option). Placemaking could be:

- Inserted as a separate section of the master plan, or
- Placemaking policies, strategies, and actions could be integrated across many sections of the master plan, such as within sections focused on specific geographic areas or neighborhoods of the community, or within the sections addressing land use and infrastructure, or both.

As the community and its planners think through the placemaking needs and opportunities to include in the master plan, the following questions could be asked to help guide the thinking. These questions are designed to integrate placemaking, as well as regional thinking into the local master plan. These questions will probably provide additional insights as well to communities following the Strategic Growth Plan process discussed in the last Section.

Most of the unique placemaking elements in the rest of this Section are found in sidebars and in examples from other master plans with placemaking elements.

Human-Scale Design

Elements that should be incorporated into an urban master plan to reflect human-scale, walkable design in interesting, efficient, and functional surroundings:

- Mixed use,
- Transportation choices in a Complete Streets context,
- Street furniture and amenities,
- Civic destinations,
- Compact design and high density where public services are adequate,
- Form that is appropriate for location on the transect,
- Neighborhood commercial and entertainment venues,
- Green infrastructure,
- Recreation choices, and
- Arts and cultural amenities.

Australia: Adelaide Placemaking Strategy Plan

While nearly all of the examples in this guidebook are Michigan-based, this one comes from Australia. Although it takes a different approach from the rest of this chapter, it is included to demonstrate that placemaking can be so important that instead of building it into the master plan, it gets its own policy document.

The City of Adelaide created a Placemaking Strategy that “provides the overarching framework to support the creation of ‘One City, Many Places’. The first stage of this strategy identifies the placemaking outcomes that will be achieved for the City and the centrepiece initiatives that will be progressed over the next two years.” The Strategy was “informed by other plans, including the **City of**

Adelaide Strategic Plan 2012–16, the **City of Adelaide Smart Move Strategy**, and the **30-Year Plan for Greater Adelaide**. It will also link to the **Adelaide 2050 Plan**, once developed.”

Directed by six Guiding Principles, the Strategy identifies desired outcomes, the City council’s role, strategies, measures of success, key initiatives, and related projects. It is noteworthy that three districts were targeted for a handful of pilot projects to test placemaking approaches using best practices. Table 7–4, from the plan, presents an example of how stakeholders can work with the City to produce positive outcomes, including new unique districts and places that attract people to the area.

Table 7–4: Placemaking Strategy – At a Glance

Strategy Outcomes	Empowered Communities and Strong Partnerships through Improved Place Governance	Unique Districts and Places that Attract People and Create Attachment to the City are Created through Placemaking	Best Practice Organization through Better Governance
What Does This Mean	Inclusive and open governance arrangements encourage Adelaide community, business, and Internet groups to work with us to produce positive outcomes for each party and the City, district, or place.	We work with a broad range of people to create unique districts and places that attract more people to spend more time in the City.	We are seen as a high-performing benchmark organization that works collaboratively with others to build our own and our communities’ capability, capacity, and resilience.
Council’s Role	Enable	Facilities and Co-Create	Lead and Facilitate
Strategies	Inclusive governance arrangements at a City, district, and place level. Stronger community, business, and government partnerships.	Develop a shared understanding of current districts and places. Co-create new visions for districts and places. Develop and implement solutions, and resolve conflicts together.	Build talent and place leadership. Benchmark against others. Share knowledge and expertise.
Measures of Success	A well-resourced and inclusive model for district and place governance. Levels of co-contribution and participation increase.	Increase in sustainability of our City (City Scorecard measures). Increase in the sustainability of a particular district or particular places (as measured through the Place Capital Inventory).	Community, business, and industry groups tell us we are easy to do business with, and want to partner and share knowledge with us (through our Partner Survey). Staff tell us they are inspired and understand where the Council is heading, and feel they are making a difference to our City (through our Culture Survey).
Key Initiatives	<ul style="list-style-type: none"> ▪ District Plans. ▪ Place Pilots. ▪ Precinct and Resident Group Support. 		
Related Projects	<ul style="list-style-type: none"> ▪ Development and Structure Plans; Jan Gehl Initiatives; Public Realm Incentive Scheme; Urban Design Framework; City Activation; Public Art; Residential Street Development Program; Asset Management programs generally; Innovative Strategy; Digital Strategy; Customer Experience Strategy; Financial Transformation Program; Organisational Culture; People Strategy; Prosperous City Strategy; Residential Strategy; Retail Strategy; and Evening and Late Night Economy Strategy. 		

Source: Adelaide City Council. (2013). **City of Adelaide Placemaking Strategy, Stage 1 – 2013-14 & 2014-15**. Adelaide, Australia. Available at: www.adelaidecitycouncil.com/assets/STRATEGY-placemaking-2013-15.pdf; accessed March 16, 2015.

Questions to Consider when Adding Placemaking to a Local Master Plan

Where is your community in the Region? What role does it play? For example:

1. Look at a map of the region. Identify the location of your community relative to all other communities. Where does it fall on the transect?
2. Examine the character of your community (small town, large city, first-tier suburb, surrounded by forests or agriculture, etc.). Identify the spatial location of special and unique features. Point out the forested areas, the different types of agricultural areas, the waterfront areas, the wetlands, rivers, the densest urban areas, the major transportation corridors, other state highways, airports, train stations, ports, etc.
3. Identify unique assets and how those assets positively contribute to the region.
 - A. Unique assets of a rural township location may be:
 - i. Open space/farm/forest,
 - ii. Opportunities for special and unique environmental area management,
 - iii. Summer or winter sports potential,
 - iv. Recreational lands,
 - v. Homesite opportunities for people who want solitude with nature, and/or
 - vi. A major rail trail, river, or natural area winding through the township.
 - B. In a city or village unique assets may include:
 - i. Serving as a Regional Center or sub-Center of Commerce and Culture;
 - ii. Urban infrastructure adequate to accommodate growth;
 - iii. A complete sidewalk system, and is very walkable and dense;



Connected trail and sidewalk systems in Marquette, MI, allow for cross-country ski training year round. Photo by the Michigan Municipal League/www.mml.org.

- iv. An historic commercial district and other historic assets; and/or
 - v. Major physical assets like a stadium, large park, or excellent transit system.
- C. In suburban communities it may:
- i. Be a combination of urban and rural areas,
 - ii. Share a major corridor with an adjoining city with some dense nodes along the corridor,
 - iii. Have a regional shopping mall, and/or
 - iv. Have a good school system.

How do these features contribute to the region? Keep the bigger region and sub-region picture in mind. Remember: There is an urban-rural interdependency. Every community should do their part to contribute to the economic competitiveness of the region by building on their unique assets.

Has your community recently engaged in a broad stakeholder vision development process? If not, use a charrette process to develop the vision.

- Develop a shared vision for the future rooted in specific goals. Be clear about what success would look like at the end of the planning period. What would be visibly different about the community if the vision were implemented?
- Include text in the master plan addressing:

- Globalization and the shift to the knowledge economy;
 - The role of your community in helping the region be more globally competitive; and
 - The role of local placemaking in talent attraction and retention.
- Include descriptions of the kind of quality places that are desired to be created and maintained in the downtown (or other center), in key nodes along key corridors, and specifically what placemaking improvements should occur in these places, as well as in neighborhoods throughout the community.

Which set of guiding principles and best practices is the master plan rooted in? Examples include (plus others in Chapter 13):

- Ten Smart Growth Principles,
- New Urbanism,
- LEED ND,
- Complete Streets, and
- Livable Communities.

What strategic assets does your community have (some of the above, plus anchor institutions, and unique attractors)?

- Develop strategies around each of these assets; for example, with regard to green and blue infrastructure assets, strategies may include:
 - Improve connections between the waterfront and downtown (if they are close).
 - Include strategies to integrate and link green and blue infrastructure throughout the community, and where possible, with adjoining jurisdictions.
 - Link to other parks and recreation and natural resources protection plans if appropriate.
 - Improve public access to lakes and rivers, and use them as focal points for enhanced trails and sidewalk systems.
- Add a new section or chapter on each of the following depending on the context:
 - Regionalism, intergovernmental cooperation, issues of greater than local concern, and/or coordination with regional plan or sub-regional plan.
 - Placemaking (in large cities and small towns).
 - Regional transit.
 - Entrepreneurship (e.g., incubators).
 - Special and unique areas:
 - Integration of green and blue infrastructure.
 - Culture and arts expansion, and integration of the arts throughout the community.
 - Rural identity.
 - Areas with a concentration of historic resources.
 - Unique natural areas (sand dunes, wetlands, high-risk erosion areas, steep slopes, etc.).
 - Include sections and strategies to make the community a more desirable place to live, work, play, shop, learn, and visit, such as:
 - Subarea plans for downtown, key nodes, and key corridors.
 - Transit-oriented development or new mixed-use developments downtown and at key nodes.
 - Affordable housing.
 - Entrepreneur and small business development.
 - Supporting working lands (agriculture and forestry).
 - Population retention and talent attraction.

- Enhancing arts and culture and other special and unique areas.
- Developing subarea plans for abandoned/unused industrial sites.
- Complete Streets and future use of public rights-of-way (ROW) with a special focus on future:
 - Use of roads and other modes of transportation,
 - Public squares/parks,
 - Use of public buildings, and
 - Use of schools and adjoining land.
- Relationship of placemaking to neighborhood conservation and renewal.
- New streamlined decision-making on development requests.

Are any of these strategies already included in other plans? Wherever possible, connect proposed strategies with related strategies in other existing plans, such as separate Economic Development plans, Downtown Development Authority plans, Parks and Recreation plans, Arts and Cultural plans, etc.

If a community is moving toward adoption of a form-based code for at least a part of the community (such as the downtown), then form elements to guide such regulations should also be included in the master plan, including a regulating plan for such a code (see Chapter 8).

Does the master plan include strong form recommendations?
Focus on the role of form in the master plan:

- Those master plans in Michigan that have embraced a set of planning principles to guide development are generally much better than plans without a root in such principles. Most master plans, however, still have very little focus on physical form (this is not building style; rather it is building mass, density, and its relationship to public land—such as ROW, parks, adjoining buildings, the street, etc.).

- Without a focus on form, communities will develop haphazardly and with uneven quality, and subsequently will not be the kind of quality places necessary to attract and retain talented workers, which is essential to be competitive in the global economy.

Elements of form to address:

- Inventory key ROW, building footprints, height, and density in the center (downtown) and along all major corridors and nodes.
- Examine existing uses in those places.
- Examine existing zoning regulations in those places. Do the existing regulations support mixed-use, middle-density housing, walkability, upper-story residential, parking in rear and sides, and on street only, transit-oriented development, and related New Urbanist and Smart Growth principles?
- If not, what needs to be changed? Be specific.

Discover community preferences:

- Since most communities have not addressed form very well, it is not wise to assume what people want and where.
- Find out what the community wants in terms of form:
 - Use visual preference surveys (online survey, via electronic clickers, or by traditional surveys),
 - Test options at community gatherings, and
 - Conduct a charrette.

Establish the basis for form regulations:

- Settle on the characteristics of form that are desired and the locations for each. Include these in the master plan in a manner that provides an adequate basis for subsequent zoning regulations.
- This could be a regulating plan for a form-based code.
- It could be a simpler approach (see Chapter 8).

- Should have separate guidelines for public land and for private land.

Examples of Placemaking in Local Master Plans

There are many other questions that could be asked, and even more ways various answers could be integrated into the master plan. But, perhaps more valuable than additional lists of questions are some recent examples from local master plans in Michigan.

The examples in Table 7-5 are drawn from large and small communities. Some have very specific placemaking sections, others integrate placemaking throughout the plan as an effort to improve the sense of place in many parts of the community, such as the City of Lansing’s Master Plan guiding principles and planning goals found in Figure 7-7 as referenced within Table 7-5.

Figure 7-7: City of Lansing Guiding Principles and Planning Goals (Referenced in Table 7-5)

	Planning Principles			
	Sustainability	Placemaking	Livability	Stewardship
Land Use Goals: Economic Development				
Build competitiveness	●	●	●	●
Encourage mixed use	●	●	●	●
Provide diverse job centers	●	●	●	
Focus resources	●	●	●	●
Collaborate	●	●		●
Land Use Goals: Neighborhoods				
Strengthen existing neighborhoods	●	●	●	●
Expand housing choice	●	●	●	
Green all neighborhoods	●	●	●	●
Green Infrastructure Goals				
Support healthy natural systems	●	●	●	●
Encourage healthy lifestyles	●	●	●	●
Pursue green leadership	●	●	●	●
Transportation Goals				
Provide transportation choices	●	●	●	
Redesign streets	●	●	●	●
Strengthen city image		●		●

Source: City of Lansing, Michigan; SmithGroupJJR; and LSL Planning. (2012). **Design Lansing: 2012 Comprehensive Plan**. Lansing, MI. Available at: www.lansingmi.gov/design_lansing; accessed March 17, 2015.

Table 7-5: Some Large and Small Michigan Communities with Placemaking Elements in their Master Plan or Related Plan

Jurisdiction and Geography	Distinguishing Characteristics of Plan
<p>Detroit Future City Strategic Framework Plan</p> <ul style="list-style-type: none"> Population: 713,777 (2010) [In mid-1950s, was 1.8 million]. Pop Density: 5,142/mi². Largest city in Michigan. Located in Southeast Michigan across the river from Windsor, Ontario, Canada. 18th largest city in U.S. Anchors the 13th largest Metropolitan Statistical Area in U.S. <p>Available at: http://detroitfuturecity.com/framework/; accessed January 15, 2015.</p>	<p>Most comprehensive legacy city framework plan ever prepared in America.</p> <p>Five Planning Elements with innovative content and placemaking features in the Framework Plan: Economic Growth, Land Use, City Systems and Environment, Neighborhoods, and Land and Buildings Assets.</p> <p>For placemaking purposes, the Neighborhood Element is the most important with six strategies to create a diverse range of neighborhoods:</p> <ol style="list-style-type: none"> 1. Address quality-of-life issues. 2. Create dense, walkable, mixed-use neighborhoods. 3. Fuse art and industry in “Live+Make” neighborhoods in functionally obsolete areas. 4. Repurpose vacant land to make Urban Green neighborhoods. 5. Renew amenities in traditional, usually historic neighborhoods. 6. Use productive landscape as a basis for a sustainable city.
<p>Imagine Flint</p> <ul style="list-style-type: none"> Population: 102,434 (2010) [peaked at 200,000 in 1960]. Pop Density: 3,065/mi². 7th largest city in Michigan. Centrally located between the City of Saginaw and downtown Detroit. Interstates 69 and 75 intersect here. <p>Available at: www.imagineflint.com/Documents.aspx; accessed June 3, 2015.</p>	<p>Emphasizes placemaking in its guiding principles, goals, and objectives, with a Place-Based Land Use Plan identifying subareas throughout the City that target key centers, nodes, and corridors. The Plan also addresses 12 Place Types that help guide future development and reinvestment in these targeted subareas.</p> <p>Placemaking is cited in numerous chapters as an approach to stabilize and strengthen quality of life in traditional neighborhoods, while introducing new housing options that attract a broader range of residents.</p> <p>Linked to a new capital improvement plan and a form-based code, which will align with the designated subareas and related place types to further promote placemaking.</p> <p>Based upon extensive (and award-winning) public engagement and community input.</p>
<p>Design Lansing Master Plan</p> <ul style="list-style-type: none"> Population: 114,297 (2010) [peaked in 1970 at 131,536]. Pop Density: 3,170.5/mi². 5th largest city in Michigan. Centrally located between the Cities of Detroit and Grand Rapids on Interstate 96 in the lower half of the Lower Peninsula. <p>Available at: www.lansingmi.gov/design_lansing; accessed January 15, 2015.</p>	<p>Illustrates the relationship between the City’s long-range goals and four guiding principles (Sustainability, Placemaking, Livability, and Stewardship). The principle of Placemaking relates to each of the City’s goals. See Figure 7-7 in this guidebook.</p> <p>Includes a useful and unique street classification system. Identifies centers, nodes, and corridors to target. Strong character elements are based on a visual preference survey and set the stage for future form-based coding.</p> <p>Plan acknowledges challenges it faces in regard to Strategic Placemaking.</p>
<p>Marquette Waterfront District Subarea Plan</p> <ul style="list-style-type: none"> Population: 21,355 (2010). Pop Density: 1,874.9/mi². Most populated city in the Upper Peninsula. Major port on Lake Superior. <p>Available at: www2.epa.gov/sites/production/files/documents/marquette_waterfront.pdf; accessed October 2, 2015.</p>	<p>Street-frontage-based regulating plan for a form-based code. The foundations of the code were established in the 2004 Master Plan. The Waterfront Form-Based Code uses simple and clear graphic prescriptions and parameters to illustrate how height, siting, and building elements create and define good public spaces; and broad parameters regulate use. Goals include:</p> <ul style="list-style-type: none"> Connect the waterfront to downtown. Preserve water views and community character. Creating streets that are comfortable for pedestrians. Allowing flexibility through simplified codes. <p>Specific public realm (street) design requirements focus on street space, street trees, sidewalks, on-street parking, and street type specification.</p>

Table 7-5: Some Large and Small Michigan Communities with Placemaking Elements in their Master Plan or Related Plan (cont.)

Jurisdiction and Geography	Distinguishing Characteristics of Plan
<p>Acme Township Master Plan</p> <ul style="list-style-type: none"> ▪ Population: 4,375 (2010). ▪ Pop Density: 173.6/mi². ▪ Located in Grand Traverse County in Northwest corner of Lower Peninsula along east arm of Grand Traverse Bay. ▪ Located where U.S. Route 31 and M-72 intersect. <p>Available at: www.acmetownship.org/uploads/2/4/3/0/24300134/acme_township_1012placemaking_web.pdf; accessed January 15, 2015.</p>	<p>The Plan started out as a citizen-driven strategy for the existing and newly acquired shoreline park properties and shoreline corridor along U.S. Route 31. Goals of the plan include:</p> <ul style="list-style-type: none"> ▪ Reduce vehicular traffic. ▪ Increase amenities for pedestrians and bicyclists. ▪ Improve errand-oriented commercial area. ▪ Make aesthetic enhancements along corridor. <p>Includes proposed U.S. Route 31 realignment to tie in with Mt. Hope Road.</p> <p>In order to create a vibrant business district a new Waterfront Mixed-Use zoning district is necessary. This district encourages more compact horizontal development and vertical mixed-use opportunities for multistory buildings. It would allow for shared parking, centralized low-impact design stormwater treatment, and encourage greater flexibility in design.</p>
<p>Frankfort Master Plan</p> <ul style="list-style-type: none"> ▪ Population: 1,286 (2010). ▪ Pop Density: 925.2/mi². ▪ Located in Benzie County in the Northwest corner of the Lower Peninsula, along Lake Michigan and Crystal Lake, and scenic M-22. <p>Available at: www.frankfortmich.com/pdf/frankfort%20master%20plan%20as%20adopted%20051110_FINAL.pdf; accessed January 15, 2015.</p>	<p>Chapter 5 of the Plan aligns the human environment with the New Economy, tourism, and improved quality of life to give the City a competitive advantage.</p> <p>Allows for new growth and development that is compatible with the traditional neighborhoods, while encouraging variety within the framework of the historic residential neighborhood; and includes standards to help maintain the overall appearance of the neighborhood.</p> <p>The Master Plan presents a finished regulating plan for a form-based code. Each district includes purpose and benefits, permitted land uses, compatible building types, architectural features, and parking requirements.</p>

Source: Table by the Land Policy Institute, Michigan State University, 2013.

The first three of these plans had very extensive public participation (far in excess of what is usually attempted and achieved), which gives these plans extra credibility. Others used charrettes or form-based codes to guide implementation. At least two also focused on achieving shorter review and approval periods for development in conformance with the plan. These communities understand their economic role in the region; they focus on key assets and attempt to preserve what is important to them, while laying out goals, objectives, and strategies for improving local quality of life. They recognize that placemaking can play a very important role in achieving those goals and strategies.

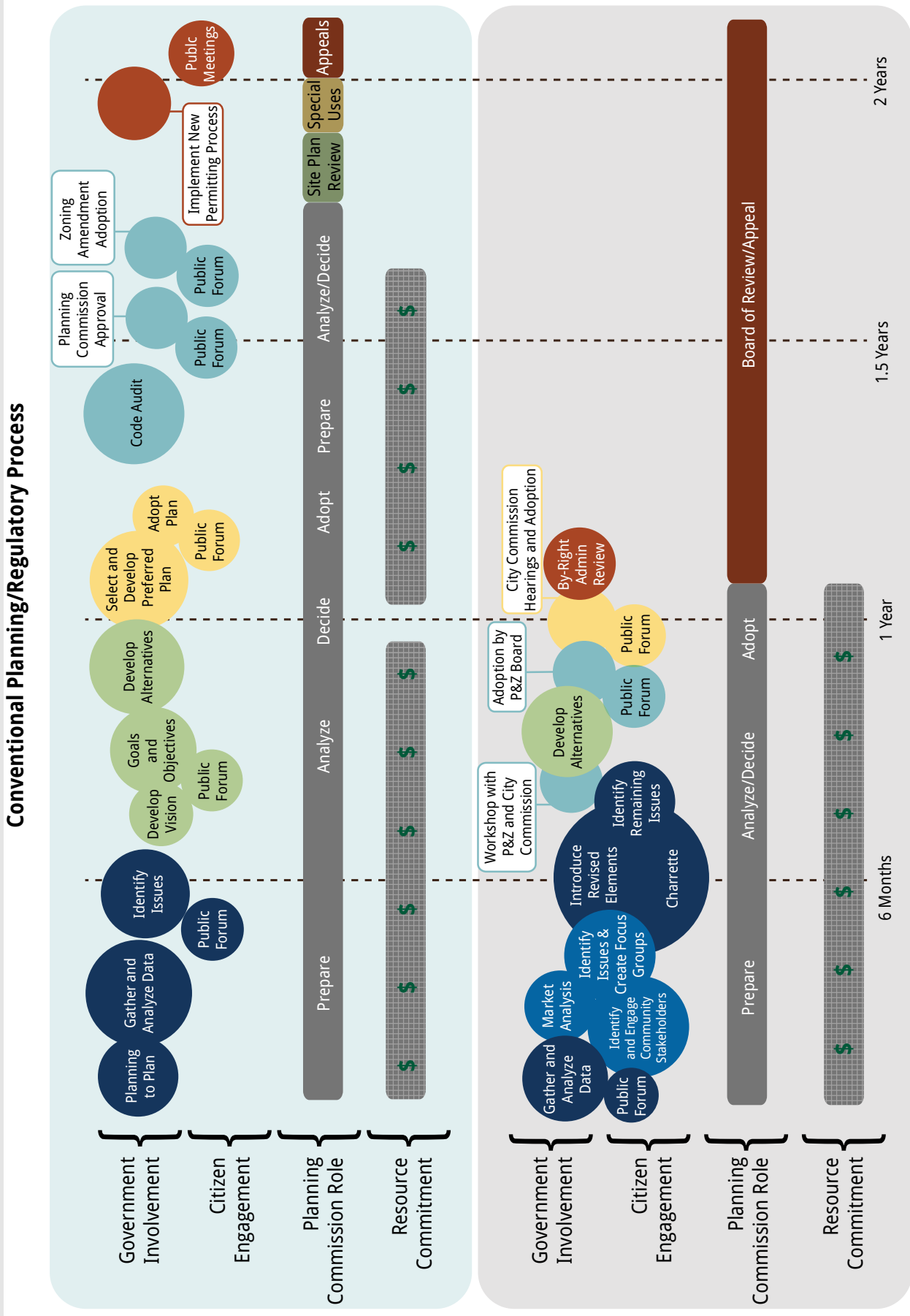
Comparison of the Traditional and Placemaking-Focused Planning Processes

Most communities engage in sequential processes for preparation of a master plan and zoning regulations to implement the plan. There are often budgetary and staffing considerations inherent in such decisions (i.e.,

spread the cost and time across two or more budget cycles). However, the result is often a time period of several years to fully complete the plan and adoption of the zoning regulations. This period is so long that “planning fatigue” frequently sets in among citizens and stakeholders involved in the sequential processes. That results in less participation than desired, and less enthusiasm or energy for implementation as everyone is “worn out” once adoption comes. Yet, that is when energy needs to be the greatest, or the plan risks being shelved.

Some communities in different parts of the country have undertaken efforts to combine planning and form coding as a part of the same charrette-driven process in an effort to get all work done in a year. Following is a brief description of the traditional planning and zoning preparation process compared to a process that focuses on achieving placemaking planning and form-coding objectives in a shorter time period. Figure 7-8 was

Figure 7-8: Conventional vs. Form Planning Process



Source: Illustration by Roy Lash, MSHDA, 2015. Tischler, J. (2015). "The Benefits of Form-Based Planning and Coding." *Better Cities & Towns*, February 2015. Available at: <http://bettercities.net/article/benefits-form-based-planning-and-coding-21462>; accessed September 25, 2015. Figure remade with permission, by the Land Policy Institute, Michigan State University.

conceived by Jim Tischler, director of the community development division at the Michigan State Housing Development Authority (MSHDA), and was prepared by MSHDA's Roy Lash. An article by Tischler entitled "The Benefits of Form-Based Planning and Coding," describing this graphic was published in the Feb. 2015 issue of *Better Cities and Towns*. A portion of that article describing this figure is reproduced below. *Note: It also addresses the process of review and approval of subsequent development proposals, and not simply the consolidated adoption of a plan and regulatory code.*

"[This] figure contains a large amount of information spanning five areas: 1) government involvement; 2) citizen engagement; 3) the role of the planning commission; 4) resource commitment; and 5) process time over which individual steps/actions occur within the four areas. The elements of the conventional planning/zoning/entitlement/permitting process are presented on the top half. In the bottom half, the present form-based code development process is appended in two key ways:

- Master planning tasks are incorporated into the process "front-end." The preparation/outreach/engagement activities that are critical for development of FBCs can also play the same role for obtaining consensus on the community's vision, goals, objectives, and the form of future land use(s).
- A by-right entitlement/administrative permitting function is incorporated into the process "back-end." Such changes would provide the ability to reduce or even eliminate the non-staff site plan reviewing process for projects where design and use dimensions fall within the established code form parameters, among other requirements.

Juxtaposition of the processes reveals some clear distinctions. With government involvement and planning commission roles generally operating as a 'prepare/analyze/decide/adopt' process, one could suggest that the conventional planning/zoning

regulatory process is often redundant and needlessly duplicates steps—hence, it takes a lot of time. Under a stakeholder-engaged charrette-structured process where both plan and regulations are tackled at once, it appears that the process redundancy can be sharply reduced, if not eliminated. Moreover, the planning commission role could return to its historic roots as plan/code writer with a much-reduced role in review of development proposals, since so much development is by right. Planning and building code staff would still do all the same administrative review work (including site plan review).

Furthermore, assuming effort is undertaken to solicit and actively engage ALL stakeholders (including citizens, both individually and in groups), the consensus developed for planning goals, objectives, and future use(s) may also include consensus on the form of said objectives, goals, and future use(s). To this end, the basis has been established for simultaneous coding, as well as moving entitlement/permitting to the by-right/administrative structure as previously described.

The comparison also represents the argument that while more intensive in-process actions are undertaken, the form-oriented process can actually reduce the time required to update a community's master plan. The resulting time savings utilizes the same basis as previously described; by combining formerly separate (but similar) stakeholder/engagement process structures, redundancy is eliminated and improved production for time spent is achieved. And, of course, the time savings appear to extend to resource savings based on the typical hourly rate calculation.

It can be concluded that movement to a 'form'-oriented model would have the following benefits:

- A reduction in time needed for master plan revision or update.
- A corresponding reduction in resources needed to fund the process.

- Reduced staff time required for process support—both in plan/code preparation and entitlement/permitting—would provide increased time for other important tasks.
- An appropriate amount/intensity of public involvement, at the *correct* time(s), would support obtaining input and consensus, while allowing the system to function at optimal efficiency for relevant individuals and groups.
- The process offers a verifiable opportunity to demonstrate predictability for all parties—both at the onset and in the continuity of process.
- Because the process plans, codes, and sets permitting based on the form identified by consensus, the community’s desired outcome(s) is realized at all stages, and consistency with the form-based outcome(s) is the metric by which the process is organized and measured.⁷

SECTION FIVE: PROJECT DEVELOPMENT

Section Five shifts the focus from regional and local plans to implementation of specific projects—particularly those that advance local placemaking. A taskline of steps that are generally followed by those involved in creating quality land development with a strong sense of place is described, along with common variations.

Placemaking Project Development

Once a consensus plan is prepared, it is important to have it implemented—both quickly and steadily. One way to achieve that is through a thorough, consistent, and efficient project development and approval process. Figure 7–9 illustrates a generic project development process that is focused on actions to implement an adopted plan. It was prepared by Jim Tischler and Joe Borgstrom, and other staff from MSHDA, with assistance from staffers in other State agencies (especially the Michigan Economic Development Corporation).

7. Tischler, J. (2015). “The Benefits of Form-Based Planning and Coding.” *Better Cities & Towns*, February 2015. Available at: <http://bettercities.net/article/benefits-form-based-planning-and-coding-21462>; accessed September 25, 2015.

Placemaking Project Taskline Narrative

The MIplace™ Partnership Initiative’s Municipal-Led Placemaking Project Taskline exists to help local communities understand the connection and process between good placemaking principles and the completion of a real estate-based placemaking project. It is intended to provide users with a basic framework for the development of a placemaking-related real estate development project. While presented as a step-by-step linear process, the authors fully acknowledge and support that some steps may be done at varying stages not consistent with this taskline. In addition, there is full recognition that some steps may not be necessary at all or could be repeated numerous times, such as the development or refinement of the project pro forma and site plan.

Planning Stage

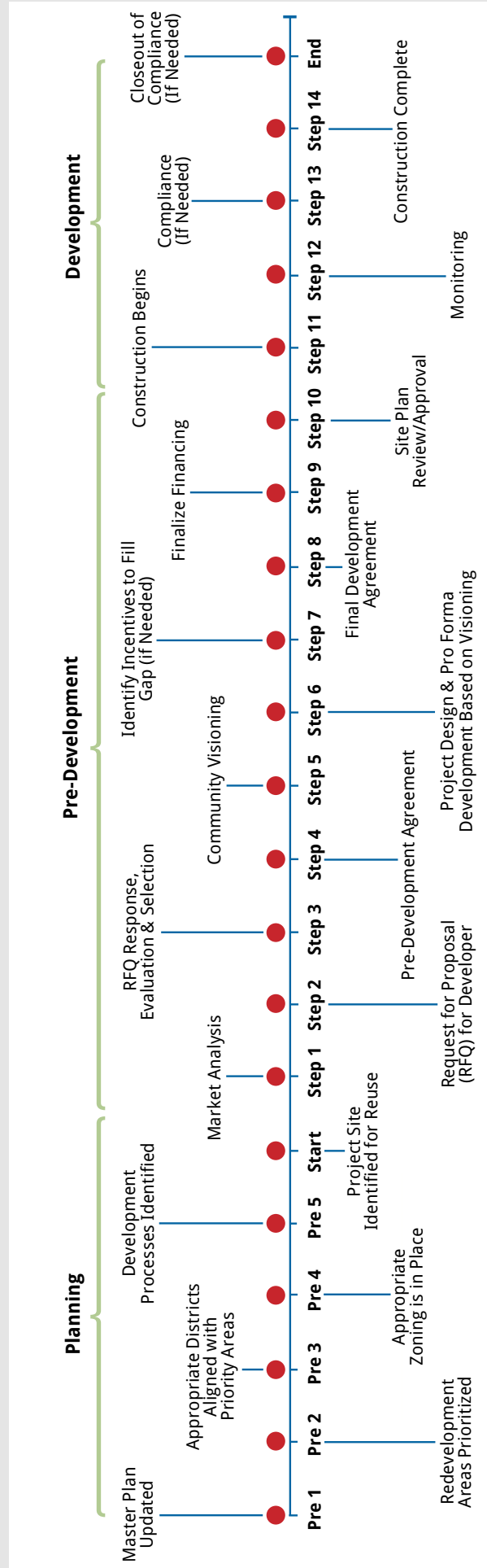
The clearest pathway to an efficient development process is to dedicate time to creating a thoughtful development or redevelopment plan. The planning process must be inclusive and engage a diverse set of stakeholders (like residents, property owners, and businesses) to build a unified vision for the community. The single best resource a Michigan community can use to go through this process is the Redevelopment Ready Communities® (RRC) Program (see the sidebar on page 7–5). This program empowers communities to shape their future and maximize economic potential. The RRC assists communities in creating a solid planning, zoning, and development foundation, which sustains vibrant, thriving communities that attract business investment and talent.

Pre 1: Master Plan Updated

The master plan is reviewed and updated if necessary, at a minimum, every five years to provide a community with a current and relevant decision making tool. The plan sets expectations for those involved in development, giving the public some degree of certainty about their vision for the future, while assisting the community with achievement of its stated goals. An updated master plan is essential to articulating the types of development the community desires and the specific areas where the community will concentrate resources.⁸

8. MEDC. (2015). *Redevelopment Ready Communities® Best Practices*. Michigan Economic Development Corporation, Lansing, MI. Available at: www.michiganbusiness.org/cm/Files/Redevelopment_Ready_Communities/RRC-Best-Practices.pdf; accessed July 7, 2015.

Figure 7-9: Municipal-Led Placemaking Project Development Timeline



Source: Tischler, J., and J. Borgstrom. (2015). "Municipal-Led Placemaking Project Timeline." Prepared by the Michigan State Housing Development Authority for the MPlace™ Partnership Initiative, Lansing, MI. Figure remade with permission, by the Land Policy Institute, Michigan State University.

Pre 2: Redevelopment Areas Prioritized

The redevelopment strategy/plan identifies priority redevelopment sites, neighborhoods, and/or districts, as well as Strategic Placemaking projects for each district/area.

Pre 3: Appropriate Districts Aligned with Priority Areas

Once priority areas are identified, communities should make sure the appropriate districts encompass the priority areas. Possible districts include historic districts, downtown development authorities, corridor improvement authorities, principal shopping districts, neighborhood enterprise zones, and obsolete property rehabilitation districts. All potential redevelopment sites should most likely be included in the appropriate Brownfield Redevelopment plan.

Pre 4: Appropriate Zoning in Place

The governing body has adopted a zoning ordinance that aligns with the goals of the current master plan. The community should review the master plan's zoning plan to determine if changes to the zoning map or ordinance text are necessary to implement the master plan vision. The zoning ordinance also provides for areas of concentrated development in appropriate locations and encourages the type and form of development desired.⁹ A form-based code may be appropriate.

Pre 5: Development Processes Identified

The zoning ordinance articulates a thorough site plan review process. Streamlined, well-documented site plan policies and procedures ensure a smooth and predictable experience for a developer working with a community. Unnecessary steps and layers, or unclear instructions, increase time and expenses associated with development. Community leaders should look to simplify and clarify policies, operate in a transparent manner, and increase efficiency to create an inviting development climate that is vital to attracting investment. To do this, sound procedures need to be in place and followed.¹⁰

Start: Project Site Identified for Reuse

The site with either the highest priority or most desirable for redevelopment is identified. For the purposes of this taskline, the assumption is made that this site is owned by the municipality with clear title.

9. See Footnote 8.

10. See Footnote 8.

Pre-Development

The Pre-Development process is a critical time when all of the planning and preparation at the municipal level is put to the test. Clear municipal processes have been identified, zoning is in place, and now the community wants to see something consistent with the approved master plan happen with the site. This stage will ultimately determine what becomes of the site, what it looks like, and how it impacts the rest of the community.

Step 1: Market Analysis

During the master planning process the community takes a “blue sky” approach to determining what they want the community to look like. Furthermore, the planning process helps to determine if areas should be primarily residential, commercial, mixed use, or industrial. The market analysis helps to determine the economic feasibility and demand for the expressed desired outcome for potential uses. For residential units use a Target Market Analysis. As it applies to a specific site, it helps to determine the types of housing or business that could potentially inhabit the first floor (and potentially subsequent floors), as well as the types of the mix for housing on upper floors. This helps the community to integrate economic reality with its vision.

Step 2: Request for Qualifications (RFQ) for Developer

This step involves development of the RFQ document and scoring criteria. The subject site, at this point, has a number of unknown land, market, and product elements, so it is difficult for a municipality to seek out a detailed proposal from interested real estate developers, whose own due diligence has indicated the potential for a profitable and successful project. Distinct from more traditional requests for proposals, an RFQ process can accommodate sites with such unknown elements—and are especially useful for redevelopment projects. The RFQ process usually has three steps: 1) solicitation, 2) pre-development, and 3) development. The RFQ should highlight the desire for community participation in the visioning (or charrette.) See sample RFQ in Appendix 6.

Step 3: RFQ Response, Evaluation, and Selection

This step involves development of, dissemination of, and review of responses to the RFQ. Often responders are asked to provide their team organization and credentials, and demonstrate experience and financial capacity to undertake a project as described in the RFQ. If asked for a site plan, the request is limited to broad vision(s) or a concept drawing, because as indicated previously, there exist a number of unknowns for the site and little, if any, due diligence has been completed nor community input solicited. A detailed site plan could undermine the local input process. Based on submittals and/or interviews, a developer is then selected.

Step 4: Pre-Development Agreement

This step involves undertaking the market, site, community, and product due diligence actions needed to convert the “unknowns” to “known.” Often these tasks are performed under a pre-development period/agreement, in which the developer and municipality have certain obligations. The main objective is to generate a preliminary site plan that has all or most due diligence completed, and has preliminary endorsement of the community stakeholders; as such, this is a good time to include citizen engagement through the visioning process in the project design.

Step 5: Community Visioning

The community develops a vision for the priority development or redevelopment site. The vision includes desired development outcomes and specific development criteria.¹¹ The selected developer and their team participates in this visioning process to understand the community’s desired vision for the site. (This step may be repeated as needed in a loop with Step 6.)

Step 6: Project Design and Pro Forma Development Based on Visioning

The selected development team begins to put together a conceptual draft of the project and associated pro forma to understand the estimated costs and revenues of the project. This step may require several iterations based on financial realities and community feedback. *It is worth noting that even if a financial gap exists it does not mean the project cannot move forward.*

11. See Footnote 8.

Step 7: Identify Incentives to Fill Gap (If Needed)

It is possible that a project would be proposed that both the community and developer want to create, but a gap exists in the financial projections that make the project difficult to do. In these instances there are a number of local and state incentives that could potentially be brought to bear to fill this gap, depending on the specific situations. Most incentives address public infrastructure surrounding a project (like water and sewer capacity, parking lots, or decks), but in some instances, can be used toward the development itself. Appendix 3: State Agency Assistance includes a detailed list of state incentives (and other resources) and their varying applicability.

Step 8: Final Development Agreement

At this stage, the end product is known in greater detail, as are development costs, probable tenants, and what incentives (if any) will be pursued. To formally enter into the next stage, the community will need to finalize the development agreement with the developer. Both parties will be formally responsible for meeting respective deadlines and commitments, with penalties for missing them. It is recommended that a community require a developer to purchase a performance bond (or other acceptable form of performance guarantee) in order to help ensure timelines and other commitments are met.

Step 9: Finalize Financing

Once the development agreement is completed a developer will then finalize financing with their financing partner(s). This finalizing could include formal awarding of various incentives, as well as the closing of a bridge or construction loan, and a plan for permanent financing once the project is completed. Depending on the number of lending sources, this could be a step that requires some time to complete.

Step 10: Site Plan Review/Approval

This is the final step at the community level prior to the start of construction. Preferably as established through sound Planning Steps (Pre 1–5), this step is completed through an administrative review process by planning staff if the site plans are consistent with the local plans, the outcome of the visioning process, and local ordinances. Alternatively, this would be the formal public hearing stage in front of a planning commission and local elected leaders. Pre-Step 1

and Step 5 (and its various iterations as needed) will be critical in showing community participation and support of the project.

Development

The Development Process is the last stage of the taskline where planning and pre-development pay off in the successful completion of a placemaking project. However, while the major public hurdles have been met, communication still is critically important between the development team and the community. Regular meetings should still take place during each of the steps to ensure all parties are meeting their respective obligations under the Development Agreement.

Step 11: Construction Begins

This is the formal start of the construction phase. Workers are on site and equipment is in use.

Step 12: Monitoring

The development will need to be monitored on a number of fronts, including making sure the project meets the development agreement and approved site plan, as well as any reporting that needs to be done for various incentives as the project progresses.

Step 13: Compliance (If Needed)

Documentation for various incentives will need to occur during this time and may affect the project's standing with various partners. Needed documentation will vary depending on what incentives, if any, are used.

Step 14: Construction Complete

Once construction is complete a community celebration is in order! A formal ribbon-cutting ceremony and tours for members of the community are recommended. It's important to celebrate the success of a development or redevelopment process done right!

End: Closeout of Compliance (If Needed)

Tying up the loose ends of any needed reporting for various incentives will be needed by the development team and community.

CONCLUDING OBSERVATIONS

Much has changed since private and public sector development occurred without apparent special coordination as in centuries past. Today, Strategic Placemaking efforts will be bolstered when projects in local plans are also nested within regional economic prosperity plans. Local master plans must be both visionary and achievable, and guide the community to implementation through quality codes and ordinances. Communities must become proactive and prepared for new development in ways that they never have been in the past. This is to ensure that new development is of high quality and compatible with the community vision and standards.

This chapter explored how to accomplish these goals at the regional and local levels. Section One opened with an explanation of the context for regional and local planning and how this is different from conventional community development, economic development, and infrastructure development. It emphasized the benefit of nested local and regional plans. Section Two focused on regional economic development plans. Section Three presented a strategic growth planning process that is especially well-suited for application at the regional or county level, but could be applied at the local level as well. Section Four described two ways to incorporate placemaking considerations into local master plans and presented five Michigan examples. It also presented a parallel process for preparing a master plan and form-based code. Section Five shifted the focus to the implementation of regional and local plans through specific placemaking projects. A project taskline was presented and explained.

Key Messages in this Chapter

1. Quality development is a result that is often achieved only with good local planning and zoning that has considerable, broad public and stakeholder input reflected in a widely shared vision, and that is implemented by private sector builders who also share in that vision. The master plan needs to be both visionary and achievable. It needs to be based on a solid understanding of the municipality's role within the region, and tied to market realities.
2. All types of placemaking require some planning, but the amount varies dramatically. A community does not need formal plans for many Tactical, Creative, and Standard Placemaking projects. However, as size, scale, and/or cost of a placemaking project or activity goes up, so does the need for a good plan.
3. Effective placemaking requires that planning leads to action; that it provides the kind of direct guidance that not only encourages new infrastructure and land development to implement the plan, but stimulates that development to occur consistent with the plan as quickly as possible.
4. Communities must learn the importance of being proactive and prepared for new development in ways that enable them to ensure it is of an acceptable quality and compatibility. This is so they do not have to simply react to development and redevelopment proposals, because they don't have a clear vision or standards to guide their review and approval.
5. The process elements of this chapter are based on the rational planning model, which is pragmatic and designed to fix an existing problem, prevent a future one, or take advantage of emerging opportunities. The most fundamental steps in the rational planning model are:
 - A. Define vision, goals, and objectives,
 - B. Gather and analyze data,
 - C. Develop alternatives,
 - D. Evaluate alternatives and select one or a combination,
 - E. Embody the preferred alternative in a plan,
 - F. Implement using a mechanism to measure progress and outcomes, and
 - G. Periodically revisit progress to achieving the goals and objectives and repeat the process as needed.
6. In tough or soft economic times, if a community is failing to attract or retain talented workers, new residents, businesses, or development, then it needs to move proactively to make public improvements in targeted places. Improving the quality of key places makes a community more attractive for new residents, businesses, and land developers.

Key Messages in this Chapter (cont.)

7. The principal differences between placemaking and more conventional community development, economic development, or infrastructure development are a focus on physical amenities in a place, a form and design that promotes more physical activity in a place, narrower scope and time frame, increased direct input from stakeholders, and moving from planning to action more quickly.
8. Many Standard and Creative Placemaking projects, and probably all Strategic Placemaking projects, will benefit from not only advance project planning, but project planning for the purpose of implementing an adopted local master plan, subarea plan, and/or PlacePlan.
9. Key regional economic development priorities should be reflected in local master plans, and key local priorities should be reflected in regional economic development plans. This is especially true with regard to regional and local Strategic Placemaking priorities in targeted centers, nodes, and along key corridors.
10. This structure of nested regional and local place-based plans and regulations, over time, is likely to be viewed as a precondition to effective placemaking in downtowns, at key nodes, and along key corridors, just as basic infrastructure and public services are a precondition to virtually all private development today.
11. There are four principles of strategic regional growth: 1) regions and regionalism, 2) urban-rural interdependency, 3) strategic assets assessment, and 4) targeting of resources. Regional economic development plans should target strategies based on regional assets, but focus on efforts to target population growth, talent attraction and retention, and Strategic Placemaking projects. However, all of these efforts should recognize the importance of better linkages between urban and rural places, and build strategies that, over time, clearly benefit both.
12. The purpose of Strategic Growth Planning is to identify where targeted public and private investment will produce the greatest positive benefits over the planning time frame, and what priorities are most important to pursue from the public side. While the primary focus is on economic development, it can be much broader, depending on the planning principles selected to guide the process. The eight steps in the 3- to 12-month process are listed below:
 - A. Identify and Involve Stakeholders;
 - B. Inventory, Identify Assets, and Analysis;
 - C. Select Guiding Planning Principles;
 - D. Develop a Shared Vision;
 - E. Develop Strategic Focus Areas;
 - F. Develop Action Items and Outcomes;
 - G. Prepare Plan, Vet, and Adopt; and
 - H. Monitor/Measure Results.

13. Placemaking could be inserted as a separate section of the master plan, or placemaking policies, strategies, and actions could be integrated across many sections of the master plan. This could include sections focused on specific geographic areas or neighborhoods of the community, or within the sections addressing each land use and infrastructure, or both. If the community is moving toward adoption of a form-based code for at least a part of the community, then form elements to guide such regulations should be included in the master plan, and there should be a regulating plan for such a code. Michigan has many examples of communities that have recently included placemaking into their master plans, including Detroit, Flint, Lansing, Birmingham, Marquette, Acme Township, and Frankfort to name a few.
14. As the community and its planners think through placemaking needs and opportunities to include in the master plan, questions could be asked to help guide the thinking, such as:
 - A. Where is your community in the region? What role does it play?
 - B. How do these features contribute to the region?
 - C. Has your community recently engaged in a broad stakeholder vision development process?
 - D. Which set of guiding principles and best practices is the master plan rooted in?
 - E. What strategic assets does your community have?
 - F. Are any of the key strategies already included in other plans?
 - G. Does the master plan include strong form recommendations?
15. Movement to a “form”-oriented planning and coding model (as compared to conventional planning and regulatory processes) would have the following benefits:
 - A. Reduction in time needed for master plan revision/update;
 - B. A corresponding reduction in resources needed to fund the process;
 - C. Reduced staff time required for process support—both in plan/code preparation and entitlement/permitting;
 - D. An appropriate amount/intensity of public involvement, at the correct time(s), would support the obtainment of input and consensus, while allowing the system to function at optimal efficiency for relevant individuals and groups;
 - E. Opportunity to demonstrate predictability for all parties—both at the onset and in the continuity of process; and
 - F. Because the process plans, codes, and sets permitting based on the form identified by consensus, the community’s desired outcome(s) is realized at all stages.
16. A parallel planning and form coding process could dramatically reduce the total time involved in making the community development ready.
17. Communities that complete the tasks in the sample taskline will be well-prepared to move efficiently and effectively from planning through pre-development to actual development.



Chapter 7 Case Example: Birmingham Downtown Master Plan

Birmingham is Michigan's best contemporary example of planning and implementation of Strategic Placemaking in a downtown by using a charrette-based master plan, a form-based code, targeted public improvements, and careful approval of private projects. The result is a remarkable transformation of the downtown into one that is much more dynamic and people-filled.ⁱ

Birmingham's 1929 plan commissioned a City Beautiful design for a central civic square surrounded by a library, city hall, and post office, resulting in more than three million square feet of new commercial development. In the 1960s, a master plan for the downtown proposed five parking decks along a new Ring Road, which circumscribed the downtown and allowed for construction of high-rise buildings.

The next three decades saw 10-story buildings constructed according to the master plan, which resulted in a citizen backlash that repealed permitted densities, rendering new downtown development financially impractical. A 20% population loss, stagnant economic growth, declining retail sales, and competition from a new luxury mall two miles away caused leading retailers and large commercial tenants to move, and two major department stores and two cinemas to close. The Ring Road system promoted high-speed traffic, isolating the City's downtown from surrounding neighborhoods and creating an uncomfortable environment for pedestrians. Further, a lengthy approval process for new buildings became a hindrance to development.

To confront these challenges, City officials targeted creation of a 20-year master plan in 1996 to stimulate new commercial activity downtown and spur residential growth. The **Birmingham 2016 Master Plan** was based on market research of the City's commercial and residential potential, extensive traffic studies, and residential preference surveys. It also included extensive public participation, which featured three months of community educational and information-gathering sessions, as well as a seven-day public charrette at which about 2,500 people attended more than 70 meetings.ⁱⁱ

i. This summary is drawn from a feature article by Robert Gibbs and Jana Ecker. Gibbs, R., and J. Ecker. (2009). "Downtown Birmingham: Thirteen Years of Implementation of Michigan's First Form-Based Code." *Planning and Zoning News* 28 (1): 5-10.

ii. See Footnote i.



Buildings that serve as terminating vistas or gateways should have distinct and prominent architectural features of enhanced character and visibility like this building in Birmingham, MI. Photo by the MSU Land Policy Institute.

Adopted in 1996, the **Birmingham 2016 Master Plan** was one of the first form-based plans in the country and focused on policy revisions, streetscape improvements, park expansions, traffic-calming measures, and a form-based overlay-zoning district. It provides increased density as a zoning option to encourage investment and development downtown. In exchange for this incentive, the City requires an appropriate mix of uses, form, placement standards, and architectural standards to ensure high-quality materials and details. While these new standards were optional, the majority of new developments, since adoption, were built under the optional Overlay District standards.

The Plan also recommended other improvements that would enhance the pedestrian experience downtown, such as encouraging outdoor dining, public art, and traffic-calming measures; setting standards for the design and color of street furnishings, light fixtures, and new bike racks; and allowing construction of temporary platforms into the parking lane on the street if there was not sufficient space on the sidewalk for outdoor furnishings.

Birmingham is working on an updated plan to be released in 2016.

Chapter 8: Local Regulation for Placemaking



Marquette, MI, utilizes a form-based code to protect the historic form downtown and to guide new development on the waterfront. Photo by the Michigan Municipal League/www.mml.org.

INTRODUCTION

This chapter covers regulatory methods a local government can use to ensure that design of private and public placemaking projects are effective in creating vibrant successful places. There are a number of ways zoning can support effective placemaking. The way to produce the most consistent results is the use of form-based codes. A form-based code (FBC) is a means of regulating development to achieve a specific urban form. A FBC is not an appearance code, design guidelines, or so-called façade or building character ordinance. The objective is achieving the kind of built form described in Chapters 4 and 5. The reader may want to review the key elements of form in those chapters before proceeding further with this chapter. Following are the principal topics covered in this chapter:

- Form Elements that Greatly Influence the Quality of Key Urban Places,
- Comparison of Traditional/Conventional Zoning and Form-Based Codes in Creating Quality Places,
- Place and Form Elements to Regulate in All Codes,
- Overview of Form-Based Codes,
- Steps to Prepare a Form-Based Code, and
- Administration of a Form-Based Code.

Remember the important message presented in Chapter 1, and reinforced in Chapters 4 and 5: Good form and appropriate land uses/functions, leads to social opportunity and good activity, which leads to a positive emotional response, which when felt in common among many people, results in a strong sense of place, which leads, over time, to talent attraction and retention, and more sustainable economic activity, because the community is better able to be globally competitive. These outcomes are dependent on good codes and regulations that support good form and the vision created in municipal and regional plans described in Chapter 7. The importance of good codes cannot be overstated. The auto-dominated built environment we live in today is the result of the codes and regulations adopted since the 1950s. If we want the benefits of walkable, mixed-use, urban places, we have to change our regulations.



Historic building in Fremont, MI, which utilizes a form-based code. Photo by Kurt H. Schindler, AICP, MSU Extension.

There are less than a dozen form elements that greatly affect the creation of quality places. This chapter opens by briefly reviewing them. The emphasis then shifts to the zoning ordinance, because zoning is an important tool for implementing the local master plan. Zoning standards strongly influence development patterns. So, if a community wants to create or restore a walkable downtown or neighborhood, then the zoning standards need to support that pattern of development.

In many places in the Midwest, in general, and Michigan, in particular, the major impediment to building good form is the current zoning ordinance. That is because zoning ordinances often contain standards that do not allow for the mixed uses, variety in dwelling types, quality design dimensions, and the kind of neighborhood characteristics presented in Chapters 4 and 5. These are, however, characteristics that the market is increasingly demanding as outlined in Chapter 2. For example, conventional zoning (like that used in most communities today) usually requires separation of uses

... Zoning is an important tool for implementing the local master plan. Zoning standards strongly influence development patterns. So, if a community wants to create or restore a walkable downtown or neighborhood, then the zoning standards need to support that pattern of development.

rather than allowing a mix of uses with an emphasis on form to create quality places. Often existing zoning is not flexible or responsive to changing community needs. It frequently has long and cumbersome procedures (such as planned unit development (PUD) and special land use reviews) for such use mixes, rather than more timely and predictable review and approval mechanisms. Thus, updating the local zoning ordinance or code is a critical step to achieving good form.

The reader may notice that many of the examples in this chapter are from Michigan's smaller and northern communities. They demonstrate that

...Form-based codes are not just for larger communities, a common misconception.

form-based codes are not just for larger communities, a common misconception. It is typically easier to scale something up than to scale it down. By using smaller communities as examples, it should be easier for readers to consider how a larger community would scale up FBCs.

There are several different regulatory approaches that deserve consideration—not just form-based codes. A community could make a few targeted changes to address impediments to good form in selected zoning districts that will make the most initial difference, such as in the downtown, and in neighborhoods that immediately surround it. Or, a community

could start by creating a FBC for just these areas, and then determine later if the benefits are enough to warrant a more substantial change to the rest of the ordinance. This incremental approach is most pertinent in those communities that are Centers of Commerce and Culture as identified in Chapter 3.

Many Centers of Commerce and Culture are small communities with limited resources, and are not facing much new development. By initially targeting some zoning changes that will remove the biggest impediments to mixed use and improved walkability, the community is using its limited resources most effectively. In contrast, in large cities where talent attraction and retention is critical to economic sustainability, minor zoning changes are less likely to be enough to generate the type of development necessary to be very effective at talent attraction and retention. Thus, in large cities, moving to full form-based code standards in the community center, and at key nodes, along key corridors, may be the most immediate cost-effective solution.

By initially targeting some zoning changes that will remove the biggest impediments to mixed use and improved walkability, the community is using its limited resources most effectively.

Principles for Effective Codes

- Place-focused and human-scaled.
- Respect natural ecology by working with nature.
- Purposeful, not reactive.
- Connect urban form and land use.
- Provide for development that is compact, mixed use, and pedestrian-oriented.
- Appropriate for the particular location on the transect.
- Graphic, easy-to-use, and understand.
- Designed to be easily updated without upsetting the community vision.

Form-based codes are designed to implement all of these principles.

For the reasons stated above, it is anticipated that most communities will make the transition from a conventional zoning ordinance to a form-based ordinance gradually, by starting with the places where it can make the most difference—downtown.

To assist with deciding among various regulatory options, the first section of this chapter presents a comparison of how conventional zoning and FBCs each address some of the key form elements of quality places. This comparison reveals some of the key impediments that local zoning puts in place for achieving walkable urban places. The most important of these impediments are singled out for further discussion with an eye largely on the zoning changes necessary to make the community more pedestrian-oriented and welcoming to a variety of housing types and mixed uses that are necessary to better attract and retain talent and improve the quality of places for everyone in the community.

The second half of this chapter focuses on the elements of FBCs and the process usually followed to create them. What is presented is just an overview, as there are very good books available (see the Form-

Based Code section of Appendix 4: Placemaking Resource List) to guide readers on how to create FBCs. It is also important for the reader to know that prior to preparing FBCs, the professionals involved need special training. One of the best sources for that training is the national Form-Based Codes Institute (see the sidebar below). Once the process begins, all the key stakeholders in the community need to be fully engaged in creating the vision for future land use and urban form, and in establishing the parameters for good form. Chapter 7 describes the elements and characteristics of regional and local plans to implement that vision by means of quality placemaking projects and activities. Chapter 6 discusses the public participation processes (with a particular emphasis on charrettes) that can help achieve that goal. These activities are all critical to creating an effective form-based code.

The process of developing a master plan, a future land use plan (illustrative plan in FBC parlance), form-based zoning regulations, and the zoning map (regulating plan in FBC terminology) takes time, has many steps, and involves many people. Because many professionals

The Form-Based Codes Institute

The Form-Based Codes Institute (FBCI) is a nonprofit professional organization dedicated to advancing the understanding and use of form-based codes. The FBCI pursues this objective through three main areas of action:

1. Developing standards for form-based codes,
2. Providing courses, workshops, and webinars to advance knowledge of and experience with form-based codes, and
3. Creating a forum for discussion and advancement of form-based codes.

One tool available to implement good form that allows for successful placemaking is FBCs. Unlike traditional zoning that employs a separation of land uses, form-based codes establish regulations that address the relationships in the built environment between building façades and the public realm, the form and mass of buildings relative to one another,

and the appropriate scale and types of streets and blocks. Founded in 2004, FBCI is now the foremost organization promoting the use of quality FBCs. The Michigan Placemaking Curriculum has a module that complements the work of the FBCI, and the MIplace™ Partnership requires its trainers have a certificate of course completion from FBCI.

Each year, FBCI presents the Driehaus Form-Based Codes Award to a deserving community, recognizing its efforts in the writing and implementation of a form-based code. Award winners include codes for corridors, neighborhoods, and even entire cities and regions, and provide exemplary models for other communities to study and learn from as they move towards developing their own codes. The FBCI website maintains a catalogue of previous award winners and honorable mentions.

For more information, visit: <http://formbasedcodes.org/>.

(planners, attorneys, consultants, charrette managers, facilitators, etc.) are involved, it can be expensive. At the end of this chapter is additional guidance on getting this work done by leveraging a variety of resources and dividing the work into manageable parts.

FORM ELEMENTS THAT GREATLY INFLUENCE THE QUALITY OF KEY URBAN PLACES

Form-based codes include some level of land use separation, but to a far less degree than under conventional zoning.

They focus on building form and imply building use, whereas conventional zoning implies a building form by describing allowable uses. Conventional zoning

has not been successful at achieving walkable urban form because it is not specific enough on form. To understand this concept better, Table 8–1 lists form elements of commercial, residential, and mixed-use areas that, when present, will positively affect the enduring character of those areas. These elements are most evident in downtowns of large and small cities and at key nodes along key corridors. However, the last column on mixed use provides insight into how the form along major streets can change over time from auto-dominated, to accommodate pedestrians and significant new, higher density development as well.

Five Essential Community Commitments to Walkable Places

Effective placemaking is built around walkable places. While much can be done to activate public spaces in places with good urban form, it is hard to sustain if the community does not have a lot of people living there or a convenient way to get them there. Thus, following are five essential commitments that communities must make toward walkable places. Without these, any amount of placemaking will result in underperformance or less-than-desired outcomes. The reverse is also true. Places that have these five components are much easier to engage in placemaking that effectively activates the spaces. Some of these commitments require planning; others require regulation; some require investments; and some, combinations of all three. But, all are essential to creating quality places where people want to live, work, play, shop, learn, and visit.

1. *The community must put people ahead of cars* downtown, at key nodes, and along key corridors (human-scale design). It must be:
 - A. Walkable (with a complete and safe sidewalk system), and
 - B. Bikeable (with a complete and safe bicycle system; and slow auto traffic downtown with bike parking).
2. *Residential density must be increased* downtown, at key nodes, and along key corridors.
3. *Mixed uses must be allowed* downtown, at key nodes, and along key corridors.
 - A. Retail and personal service uses should be on the first floor (and sometimes the second floor), with second and third floors dedicated to residential in three-story buildings; office uses can be on the second floor and upper stories if the building is four or more stories tall.
 - B. No on-site vehicle parking requirement, but loading space in the back is fine.
 - C. Mixed-income residential units.
4. *Building form must be emphasized over use* when it comes to regulation.
 - A. Except in very small villages, prohibit one-story buildings downtown and at key nodes, and possibly prohibit along key corridors.
 - B. Downtown buildings should not be set back from the front building line or sideyard line.
 - C. Prohibit parking in front of buildings (in what would normally be the front yard) in downtown, at key nodes, and possibly along key corridors.
5. As soon as it is feasible, an urban community with a compact form should have *fixed-route transit* from the downtown to key locations.

Table 8–1: Form Elements that Positively Affect Quality Urban Places

Downtown Commercial Areas/Districts	Residential Areas/Districts	Mixed-Use Commercial/ Residential Areas/Districts
Placement: It is important to have a continuous block face with buildings of similar proportions, setbacks (usually none), orientation, and window and door location.	Build-to Lines: This keeps the houses from being set so far back on the lot that interactions from the front door with people on the street can occur without being able to see facial features and hear without shouting.	Focus Downtown and at Key Nodes: These are the principal activity centers where the widest variety of shops and modes of transportation come together, and where the largest amount of activity and entertainment occurs; each activity area should have its own unique sense of place.
Context: Buildings need to fit the context of the street and be integrated into the surrounding neighborhood; this requires compatible building form.	Semi-Public Spaces: Link residences to public space through use of porches, stoops, and windows.	TODs: Transit-oriented development should concentrate downtown and at key nodes, and is perfect for mixed-use buildings; over time, higher density can occur between the nodes and farther from the main street, as transit service improves and new businesses come in.
Size: The building scale should be compatible with that of surrounding buildings.	Density: Keep it highest along main transit lines, at key nodes, and in centers.	Create Pedestrian Environment: Along urban and suburban strips served by transit, new mixed-use buildings can be built in existing parking lots, and new parking can be created behind existing commercial buildings when space permits.
Windows and Doors: Need to be of similar size, transparent, and occupy a large portion of the ground-level façade; with less glass in upper stories.	Housing Variety: Provide for a variety of different housing types within the same neighborhood, differentiated by location, such as higher density housing along main streets and transit lines.	Density: Build taller along major corridors with wide rights-of-way in order to help enclose the streetscape and make it more comfortable for pedestrians.
Materials: Building materials need to be durable, of high quality, and natural; accent materials should provide important detail and enhance (not distract) from the overall building design.	Materials: Should be similar throughout a neighborhood.	Create Frontage: By relocating parking to the rear or sides of buildings, the existing frontage can be redeveloped for mixed-use buildings that, over time, will increase density and activity.
Vehicle Access: Parking should be on-street or in the back, but not in yards in front of buildings.	Vehicle Access: Parking should be on-street, in a garage, in the back off the alley, or in the driveway, but not in front yards of buildings.	Enhance Pedestrian Space: Over time, these changes will require enhancements to the streetscape with sidewalk upgrades, planting of street trees, addition of street lights, and other street furniture.
Pedestrian Infrastructure: Essential to provide sidewalk, benches, bike racks, and places for pedestrians to stand and talk, look through windows, etc.	Pedestrian Infrastructure: Essential to provide sidewalks at least five feet wide to accommodate two people walking side by side.	Pedestrian Infrastructure: When several mixed-use structures adjoin one another it is essential to provide sidewalks, benches, bike racks, and places for pedestrians to stand and talk, look through windows, etc.
Pedestrian Interaction: Accompanied with the four sidewalk zones (frontage, throughway, furnishing, edge (see Figure 5–19 in Chapter 5 (page 5–30))); large retail store windows, awnings, wall and column details, and projecting signs.	Pedestrian Interaction: Integrated sidewalks are critical, but connections to other pedestrian pathways and bicycle trails should be achieved wherever feasible.	Pedestrian Interaction: If the contiguous mixed-use area gets large enough (more than one block or on both sides of the street) it should be accompanied with four sidewalk zones; large retail store windows, awnings, wall and column details, and projecting signs.

Source: Land Policy Institute, Michigan State University, 2015.

COMPARISON OF TRADITIONAL/ CONVENTIONAL ZONING AND FORM-BASED CODES IN CREATING QUALITY PLACES

As stated at the outset of this chapter, traditional and conventional zoning focus on land use, in comparison to form-based codes, which principally focus on form. The main result is that traditional/conventional zoning can result in an almost exclusive separation of land uses in order to prevent occasional incompatibilities. In contrast, FBCs focus on ensuring that buildings are constructed with a form that promotes and supports a positive character and a walkable community. These buildings can be adapted to fit a wide range of land uses, often within the same building on different floors.

Form-based zoning is a type of land use regulation that can be adopted as a zoning ordinance. It can accomplish objectives that are difficult for conventional zoning to accomplish. Table 8–2 compares characteristics of a form-based zoning ordinance with those of a traditional/conventional zoning ordinance.

Table 8–3 compares the relative strengths between traditional/conventional zoning and form-based zoning. Both types of regulations can be written to create quality places. Either can also result in the opposite if not done well. When deciding which approach to use to accomplish particular objectives in a particular place (like downtown, or in an urban neighborhood, etc.), it is most important to not forget that *the outcome needs to be a quality place* (see Chapter 1). So, the choice of preparing a new form-based code, or a new zoning ordinance, or modifying an existing zoning ordinance, so that quality development is the easiest and simplest type of development to create, will often come down to practical considerations like staff capacity, resources for consultants, and property owner support.

Regardless of which type of regulation is chosen, there are certain important elements of quality places that need to be addressed in each type of ordinance. Some of the most important ones are listed in Table 8–4.

Based on Table 8–4, following in the first two bullets are improvements that urban and suburban communities could make to a traditional/conventional zoning ordinance in order for the

ordinance to better support good form and the creation and maintenance of quality places.

- Remove planning and regulation barriers that prohibit mixed-use development (e.g., do not have all single-use districts, or not allow residential use in commercial buildings, especially downtown and in adjacent neighborhoods).
- Reduce parking requirements that are designed to accommodate rare maximum parking demands (because these result in massive asphalt that is rarely, if ever, full).

The next point extends the observations in Table 8–2 to a wider range of changes (beyond zoning) in which communities all along the transect could engage to achieve the benefits of effective placemaking.

- Encourage government and other community incentives to support mixed-use development by means, such as:
 - Large city: Installation of public land improvements, such as new streetscaping, or improved transportation choices (like Complete Streets improvements); or construction of parking garages paid for by users, instead of requiring downtown businesses to provide off-street parking (which spreads an area out making it less walkable).
 - Small town: Installation of coordinated street furniture and lighting downtown; public land improvements; and better bike and pedestrian connectivity to local parks, waterways, and rural open space attractions.
 - Suburban: Greening of major streets with landscaped medians or street trees, parking lot landscaping, and improved lighting; making public land improvements, so they are better activity centers; retrofitting strip commercial and mall development by adding dense, new vertical development out at the street; increasing safe transportation options (especially bus, walking, and bike); and improved connectivity to local parks, waterways, and rural open space attractions.

Table 8–2: Comparison of Form-Based Zoning with Traditional/Conventional Zoning

Element	Traditional/Conventional Zoning	Form-Based Zoning
Major Characteristics		
Land Use	Detailed list of various land uses, often carefully defined. This is the main focus of traditional and conventional zoning.	Very general lists of land uses—often grouping them together in broad categories. This is a secondary or tertiary focus of form-based zoning.
Form	No provisions about form; even as a secondary focus. Architectural standards or design guidelines might be included (but, usually in a separate code or as guidelines). But, these are often “band-aid” approaches and not always effective, and they introduce another layer of review and bureaucracy to the approval process.	Defines form for an area (community character) as its main focus. Form focuses on buildings and how they relate to the public realm, and focuses on the design of the public realm. This often includes façade, encroachments, and fenestration (doors and windows) standards. While the emphasis is on “form,” it is not as detailed as architectural or design standards. (Sometimes form-based zoning may have architectural or design standards, but not normally.)
Public Realm	Little or no attention.	Emphasis is on the entire area, not just one specific development. The regulation focus is on the impact and interface of a new development with the public space (streets, parks, public/private open spaces) that is there or to be modified.
Zoning Map	The zoning map divides the zoning jurisdiction into different districts based on land uses, often (but, not always) segregating various land uses into different zoning districts.	The zoning map (also called “regulating plan”) divides the zoning jurisdiction into different districts based on one of the following: <ul style="list-style-type: none"> ▪ Street/frontage, where the segregation of form types is different for different public realms (streets); ▪ Transect, where the segregation of form types is matched to the transect that occurs in the community; or ▪ Neighborhood character, where the segregation of building types is matched to the existing form and character of identified areas within a community.
Minor Characteristics		
Streetscape	Little or no attention. (There is an issue of jurisdiction over street design with a separate road agency not subject to municipal zoning, and a municipality not being subject to its own zoning, if it so chooses.)	Specific standards exist for street design and streetscape (including Complete Streets) for new development by the private sector. (When it is a public sector development, there is an issue of jurisdiction over street design with a separate road agency not subject to municipal zoning; and a municipality not being subject to its own zoning, if it so chooses.)
Other Public Realms	Often covered in a land division/subdivision/site condominium ordinance(s), rather than in zoning—especially when new development. Little or no attention. (There is an issue of jurisdiction over street design with a separate road agency not subject to municipal zoning, and a municipality not being subject to its own zoning, if it so chooses.)	Specific standards exist for other public realms (parks, squares, plazas, greens, open space) for new development by the private sector. (When it is a public sector development, there is an issue of jurisdiction over street design with a separate road agency not subject to municipal zoning, and a municipality not being subject to its own zoning, if it so chooses.)
Blocks	Often covered in a land division/subdivision/site condominium ordinance(s), rather than in zoning.	Specific standards exist for block dimensions (length, width, perimeter distance) and requirement for a grid street pattern. Block size and shape standards are included and keyed to transect or frontage standards. Code is based on pedestrian shed.

Table 8–2: Comparison of Form-Based Zoning with Traditional/Conventional Zoning (cont.)

Element	Traditional/Conventional Zoning	Form-Based Zoning
Parcel Size and Building Placement	Addressed in the ordinance through minimum lot sizes and yard setbacks in the Schedule of Regulations.	Addressed in the Form-based Code. Parcel/lot sizes, including minimum and maximum frontage; and keeping density high in centers, at key nodes, and along key corridors (especially those served by transit). Civic structures as terminating vistas.
Administrative Review	More special uses and other special review procedures, such as planned unit development. However, can be structured to minimize the need for special use permits, planned unit developments, and detailed site plan reviews by a planning commission, resulting in less red tape and faster review and approval times. However this is harder to do with traditional/conventional zoning than with a form-based code.	Still requires site plan review (as with traditional/conventional zoning), but form-based zoning is usually structured with more uses by right and, hence, there is less need for special use permits or planned unit developments. A detailed site plan review is usually performed by trained staff or consultants, resulting in less red tape and faster review and approval times. It is easier to accomplish streamlined development review with form-based zoning, because to the extent there is controversy over particular standards, those issues were addressed when the ordinance was created, rather than debated during the development review and approval process for each proposed development.

Source: Land Policy Institute, Michigan State University, 2015.

Table 8–3: Relative Strengths of Traditional/Conventional and Form-Based Zoning

Strength	Traditional/Conventional Zoning	Form-Based Zoning
Existing Urban Places (Downtown, Urban Renewal, Neighborhood, Adaptive Reuse of Buildings)	-	X
Greenfield Urban Development	-	X
Form Emphasis	-	X
Land Use Emphasis	X	-
Mix of Uses (Horizontally and Vertically)	Tie	Tie
Transparency of Buildings for Interaction with Public Realm	-	X
Integration with the Public Realm	-	X
Parking	A Tie (but, often too much parking is required)	A Tie (often much less parking is required)
Affordable Mixed-Income Housing	-	X
Prevention of Nuisance Issues	X	-
Environmental Protection	X	-
Rural, Working Lands, Unbuilt Special and Unique Areas, Undeveloped Areas Intended to Stay Undeveloped	X	-
Proscriptive	X	-
Prescriptive	-	X

- Not applicable. Source: Land Policy Institute, Michigan State University, 2015.

Table 8–4: Important Elements to Address in Creating Quality Places

Human-Scale Form Objectives to Achieve	Quality Place Elements	Role of Municipality
Close, Walkable; Comfortable Neighborhood Scale with Boundaries (a 1/4 to a 1/2 Mile)	Many different lots, interconnected blocks of different shapes.	Approves land subdivisions that must meet local zoning and subdivision requirements that can establish neighborhood standards (lot size, block shapes, grid pattern streets, and pedestrian-friendly).
Pleasant Walk	Many different stores, buildings, or homes, and focal point at horizon.	Can regulate building form and land use, and through street layout, focal points at the horizon. Parcel/lot sizes, including minimum and maximum frontage; and keep density high in centers, at key nodes, and along key corridors (especially those served by transit).
Comfortable Places along the Street	Benches, litter baskets, bike racks, street trees, landscaping, flowers, wayfinding signs, and street lights.	Streetscape requirements included in thoroughfare standards of FBC. Facilities often provided cooperatively by municipality and downtown development authority (DDA) or business association.
Shelter from the Elements	Canopies, balconies, arcades, and bus shelters.	Provided for in frontage standards of FBC.
Street Enclosure (Frame the Street)	Street and sidewalk dimensions, and building height.	Sets building size and height, and street and sidewalk standards; and can approve street redesign to shorten distance between sidewalks at intersections with bulb-outs. Minimum and maximum height and location on lot; and one-story buildings in an area of predominantly 3- to 4-story buildings dramatically undermines the sense of enclosure.
Transparency of Buildings so They are Visually Interactive with People on the Street	Windows on the first floor in commercial areas, stoops in townhouse blocks, and porches in single-family detached residential areas.	Addresses each in frontage and architectural standards (in FBCs).
Privacy	Stoops in townhouse blocks, and porches in single-family detached residential areas.	Can regulate to achieve these objectives (easiest in a FBC).
Buildings with Good Form, Attractive, and Compatible with Adjacent Structures and Shallow Yards	Form appropriate for location, contributes to sense of enclosure, and quality building materials.	Can regulate to achieve these objectives (especially minimum and maximum building setbacks, and build-to lines); and easiest in a FBC through frontage and architectural standards, including mass and scale.
Mix of Uses (Horizontally and Vertically)	Commercial, office, or service on first floor (and sometimes the second floor) and residential above that.	Can regulate to achieve these objectives (specifically permit a mix of uses).
Mix of Building Types and Incomes in Each Residential Project	Range of building types with different sized units targeted to different markets.	Can regulate to achieve these objectives and can do target market analyses (TMAs) to show market potential by income (provide a range of building types with different sized units, inclusionary zoning, and incentives for differing income type housing).
Higher Density	More dwelling units per acre, often in mixed-use buildings.	Can regulate to achieve these objectives (dwelling units per acre or floor area ratio (FAR); near total lot coverage in zones with high density; and usually a small density range). Density is addressed in the regulating plan of a FBC.

Table 8–4: Important Elements to Address in Creating Quality Places (cont.)

Human-Scale Form Objectives to Achieve	Quality Place Elements	Role of Municipality
Use Land in Dense Urban Places for Residential and Commercial Buildings Instead of Surface Parking	Reduce private parking and require parking in rear (or sometimes side yards); and improve transit service, and where necessary, build parking ramps.	Change regulations to achieve these objectives, improve transit service, and work with DDA and business groups to build parking ramps (no on-site parking in some locations, and only in rear in others). Shared parking standards in either traditional zoning or FBC.
Variety of Public Places to Encourage/Permit Social Interaction and Provide a Sense of Community	Sidewalks, parks, public squares, around public buildings, etc.	Ordinances to permit festivals and street performers; and work with DDA and business groups to regularly program activities in key public spaces.
Improved Connectivity	Facilities for pedestrians, bicyclists, bus riders, persons with disabilities, and connections to air, rail, and harbor transportation; and recreation facilities nearby and connected to activity centers.	Plan, design, and implement a Complete Streets program; provide convenient connections to other transportation modes; and provide connections to green and blue recreation facilities nearby. Thoroughfare standards in a FBC.
Faster Development Review and Approval	Private buildings with the form and materials that complement public investments in quality public places.	Can regulate to achieve these objectives. Use by right with site plan review done by administrative staff in either traditional zoning or FBC.

Source: Land Policy Institute, Michigan State University, 2015.

- **Rural:** Preservation of rural agricultural and forested lands and open space attractions; improved connectivity from those assets to cities, towns, and suburbs through trails and pathways; prevention of sprawl and the high costs of provision of public services to low-density development; and focus new development into and adjacent to villages and small cities.

PLACE AND FORM ELEMENTS TO REGULATE IN ALL CODES

Adoption of a form-based code is not the only option to improve zoning for enhanced placemaking. It is also possible to accomplish many (but not all) of the same objectives using conventional zoning. Regardless of what type of zoning is being used, following are form elements that should be a part of every urban zoning ordinance (T3–T6 transect zones). Each is described in more detail on subsequent pages.

1. Mixed uses in appropriate locations (especially in downtowns and neighborhood commercial areas), with commercial on ground floor and office or residential on upper floors.
2. Minimum and maximum setbacks and build-to lines in the downtown, along key corridors (especially those served by transit), and in residential areas.
3. Enclosure standards (minimum and maximum height, and building location on lot).
4. Parcel/lot sizes, including minimum and maximum frontage, with density high in centers, at key nodes, and along key corridors (especially those served by transit).
5. Increase lot coverage in zones with high density.
6. Establish minimum streetscape requirements (e.g., trees, benches, bike racks) and sidewalk widths.
7. Limit parking by requiring no on-site parking in some locations (like downtown) or only in the rear in urban locations where there is on-street parking.
8. Sign regulations that serve both people and vehicles (and not just vehicles), with pedestrian-oriented signs in pedestrian areas.

9. Establish requirements for a mix of incomes in each new residential project.
10. Establish incentives for faster development review and approval for projects using charrettes and FBC options. Make development that meets these new requirements (especially those in FBCs), a *use by right* instead of approved through some discretionary review and approval process, such as special land uses or planned unit developments (PUD).

Each of these additions or changes to an existing zoning ordinance needs to be consistent with the writing style and terminology in the existing ordinance. If it is done incorrectly, it can lead to poor results and possible litigation. To ensure it is done carefully:

- The language should be prepared using the services of a professional planner and an attorney very familiar with land use regulations.
- The language must have site plan review at some level for all uses subject to form standards.

Following is a greater explanation of each of these zoning changes intended to improve form and support placemaking in the context of traditional or conventional zoning, and how it might be addressed in a form-based code.

Mixed Uses

Especially in a downtown district and neighborhood commercial areas, allow a mix of residential, commercial, service, and office land uses. The commercial and service uses should be on the street-level or second floors of buildings. The residential uses would be on upper floors. The Manistee downtown zoning district (C-3) is an example, where dwellings are allowed on upper stories with certain restrictions.

“Section 1504 Upper-Story Dwellings:

- A. Upper-story dwellings are permitted in existing structures within the C-3 district. New structures proposing upper-story dwellings shall be governed as a mixed use.
- B. Upper-story dwellings shall be accessed by a secure entrance dedicated for the exclusive use of building residents and guests.



Downtown Manistee, MI. Photo by Kurt H. Schindler, AICP, MSU Extension.

- C. No commercial or office use shall be located on the same floor as a residential use.
- D. No dwelling unit shall exceed a maximum of two bedrooms.
- E. Each dwelling unit shall have a minimum floor area of 500 sq. ft.
- F. A basic site plan shall be required and reviewed by the Zoning Administrator per Section 2201, A.”¹

Note: Upper-story downtown residential regulations need to meet market conditions. A good case could be made in the Manistee example above to allow some three-bedroom units for wealthier buyers, and some units a little less than 500 sq. ft. to provide more affordable units to young adults and single elderly people. But, given that many small communities do not allow any residential dwellings in upper stories of downtown buildings, the Manistee example is progressive—and very simple to incorporate into an existing zoning ordinance.

In a FBC, land uses are expressed in more general and inclusive terms, such as in categories of uses. A FBC might list “retail” as the permitted use for a zoning district, whereas most zoning codes provide a long list of specific land uses (such as clothing stores, pharmacies, book stores, art and art supply stores, and so on). The use of more general all-inclusive terms, by its very nature, lends to a greater mix of uses—at least within the broad category. A form-based code would also contemplate different uses on different floors of a building.

1. City of Manistee. (2011). *Manistee Zoning Ordinance. Article Fifteen C-3 Central Business District*. Manistee, MI. Available at: www.manistecmi.gov/DocumentCenter/Home/View/338; accessed April 17, 2015.

Setbacks and Build-To Lines

Form characteristics are not easily accomplished with traditional minimum zoning setback requirements. There should be “build-to” lines to require buildings to have a uniform placement relative to the public realm, such as a street, to frame the space. In some districts like a downtown, the setback requirement might be very small (or even zero) from the parcel’s front or side boundary. Maximum setbacks are also necessary to keep a relatively common build-to line. See the following examples: Figure 8–1 from the Grand Valley Metropolitan Council’s (GVMC) **Form-Based Code Study**; and the downtown zoning standards in Traverse City, MI. In both examples, having an 8- to 10-foot maximum front requirement is greater than normal; however, standards must always fit local circumstances. It could be that existing sidewalks are too narrow and there is a desire to increase them, over time.

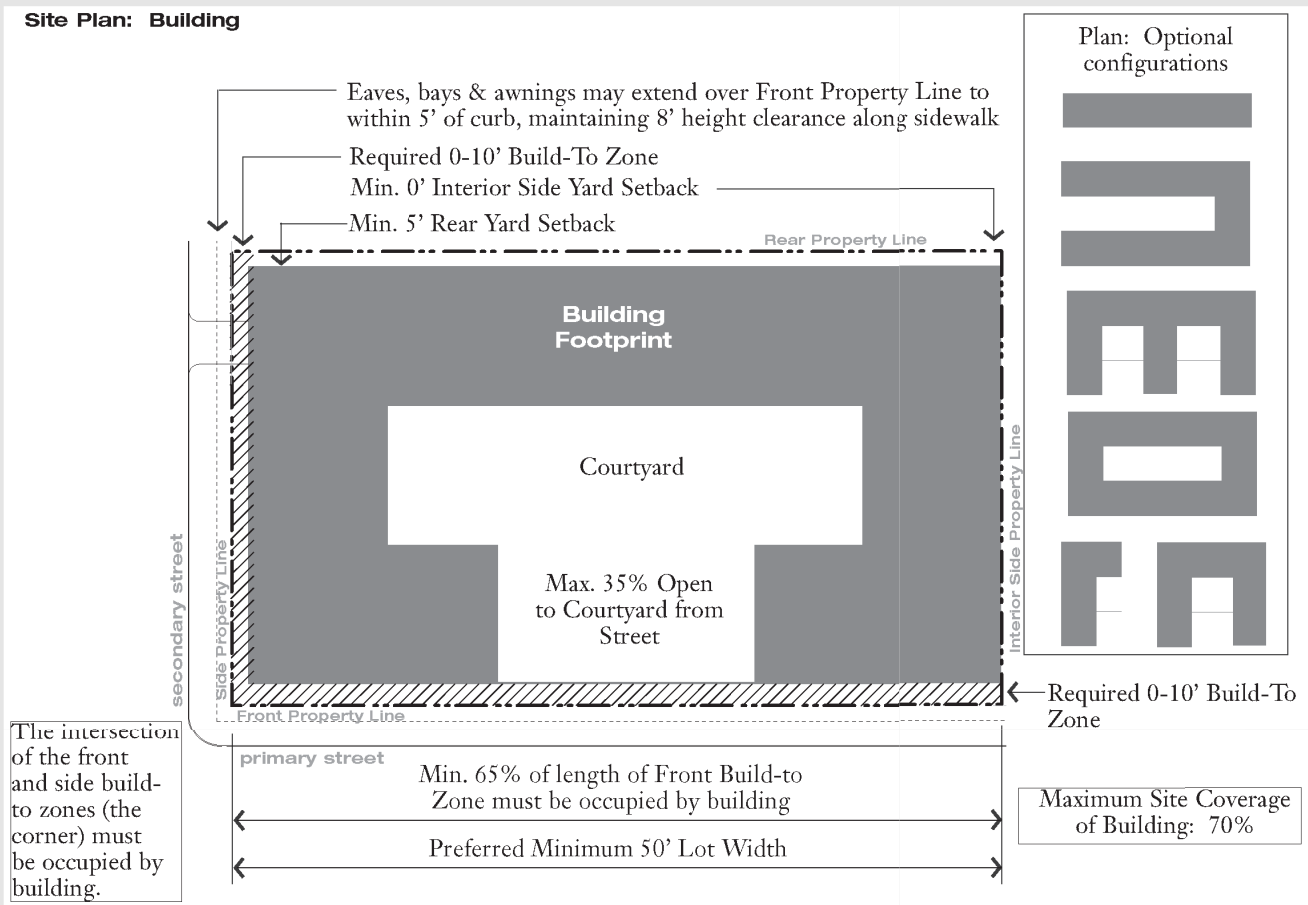
“1346.04 SETBACKS, (a) Front Setbacks – Building:

Two-and-a-half feet minimum, except existing buildings that have been damaged by fire, explosion, act of God, or similar causes, and located closer than 2.5 feet may be restored or rebuilt at the same location using the same foundation unless the foundation is located in the right-of-way. Eight feet maximum.”²

A typical form-based zoning code will illustrate setback and build-to lines, and may also show those concepts on the zoning map. Building orientation is to the public realm, so as to provide an “edge” to the street and create street enclosure.

2. City of Traverse City. (2014). “Chapter 1346.04(a). C-4 Regional Center Districts. Zoning Code.” *Part Thirteen Title Two – Zoning Code*. Traverse City, MI. Available at: www.traversecitymi.gov/downloads/1346.pdf; accessed April 17, 2015.

Figure 8–1: Example Illustrating Build-To Lines



In a FBC, the build-to line is shown by illustration. It is the line where a majority of the front of the building must be built. **Source:** Farr Associates. (2005). “Residential & Streets.” In **Form-Based Code Study**. Prepared for the Grand Valley Metro Council, Grand Rapids, MI. Available at: www.gvmc.org/landuse/documents/fbc_res_streets.pdf; accessed February 26, 2015.

Enclosure Standards

Zoning should include enclosure standards. Such standards include the minimum and maximum height of a building. Many zoning ordinances only have a maximum building height. This can create a gap where the enclosure is broken. Creating comfortable places includes the “framing” of the public realm (street) with building heights that are proportional to the street’s width, so both the minimum and maximum requirement is needed. These standards will also affect what building types may be erected in order to meet the height restrictions. See Figure 8–2

The Traverse City zoning ordinance for example, requires a minimum height of 30 feet downtown. It also has a maximum height requirement of 45 feet; 60 feet, if 20% of the building is devoted to residential use; or 85 feet, if 20% of the building is devoted to residential use and the roof-top mechanical equipment is screened from view.³

Zoning should also address the location of the building within the parcel or lot. To some extent setbacks and build-to lines accomplish this. But, it may also be necessary to include requirements about minimum and maximum parcel coverage, as well as the buildings’ position on the lot relative to the public realm. These standards should be set in light of other public objectives, such as stormwater management. If buildings are allowed to cover all, or nearly all, of a lot, then the public will be burdened with the task of safely accommodating all the water runoff, which may create the need to charge landowners for this service.

Figure 8–3 illustrates how these and related subjects would be addressed in a form-based code. A FBC might also use building height, fenestration standards, and building placement to further define the enclosure of the public realm (street).

Parcel/Lot Sizes

For downtowns, the goal is to keep the density of the built environment as high as is appropriate for the size of community, the market area it serves, and the capacity of local services. So, small towns with lower building heights downtown would have a much lower density there and in adjoining neighborhoods than large cities. Downtowns and adjoining neighborhoods

3. City of Traverse City. (2014). “Chapter 1346.06(a). C-4 Regional Center Districts.” *Part Thirteen Title Two – Zoning Code*. Traverse City, MI. Available at: www.traverscitymi.gov/downloads/1346.pdf; accessed April 17, 2015.

of large cities would have the highest density. Keeping density relatively high at key nodes and along key corridors is similarly important. This is especially true for corridors where there is a major investment in a fixed-route transit system. Figure 8–4 illustrates lot, density, and impervious surface provisions applicable to multiple-family structures in the City of Traverse City. In FBCs, the regulation of lot and density would be tied to building type and street characteristics as will be described in more detail later in this chapter.

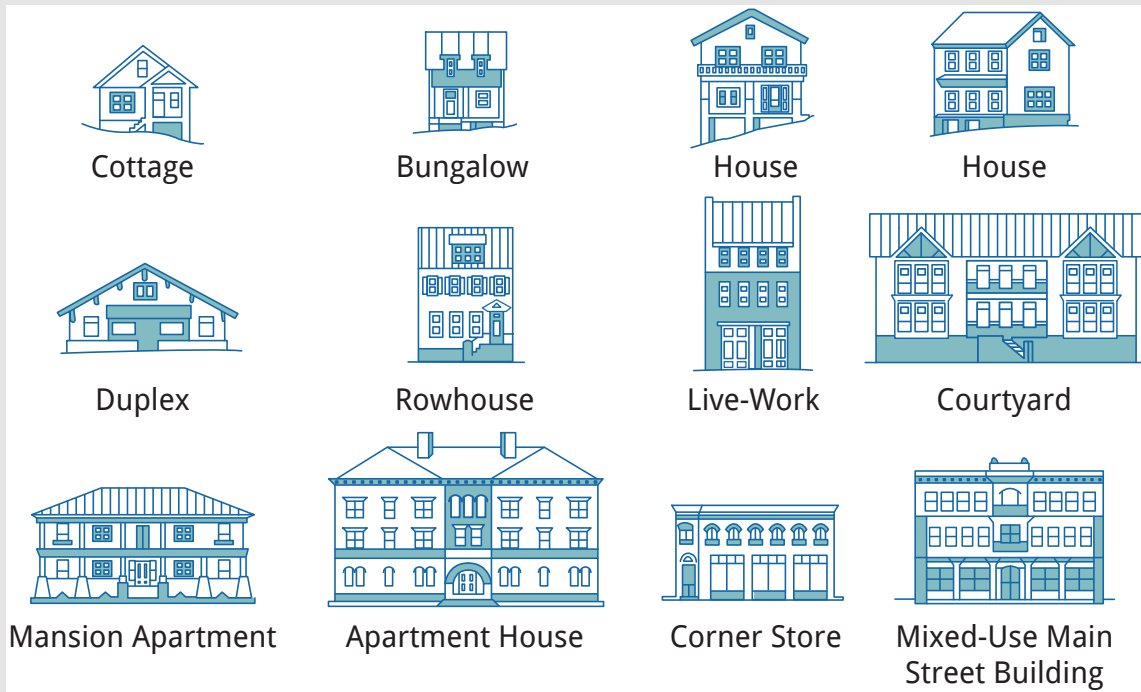
Zoning regulations may include requirements about the minimum width of a parcel or lot, as well as the parcel’s minimum area. Zoning should also specify the density of dwelling units per acre; for example, 9 to 29 dwelling units per acre. In zoning districts farther away from downtowns, and at key nodes, along key corridors, the density and the intensity of use should decrease (compared to the downtown) based on the capacity of the infrastructure in those areas, but still be greater than in adjoining neighborhoods.

Lot Coverage

The amount of a lot or parcel that is occupied by a building usually increases the closer one is to downtowns, and at key nodes, along key corridors (especially those with transit lines). This is regulated by lot coverage, or impervious surface regulations (see Figure 8–4). Some communities regulate this by means of floor area ratio (FAR) requirements, which is the gross floor area of all buildings on a lot divided by the total lot area. High or increased FAR means larger buildings on smaller parcels. This allows placement of buildings and structures to be closer to the parcel boundaries. A FAR of 2.0 means that all the lot area can be covered to a height of two stories. A FAR of 0.5 means 50% of the lot area may be covered by a one-floor building. Floor area ratios are typically much higher in cities than in suburbs (where a tall building is commonly surrounded by large open yards or parking lots).

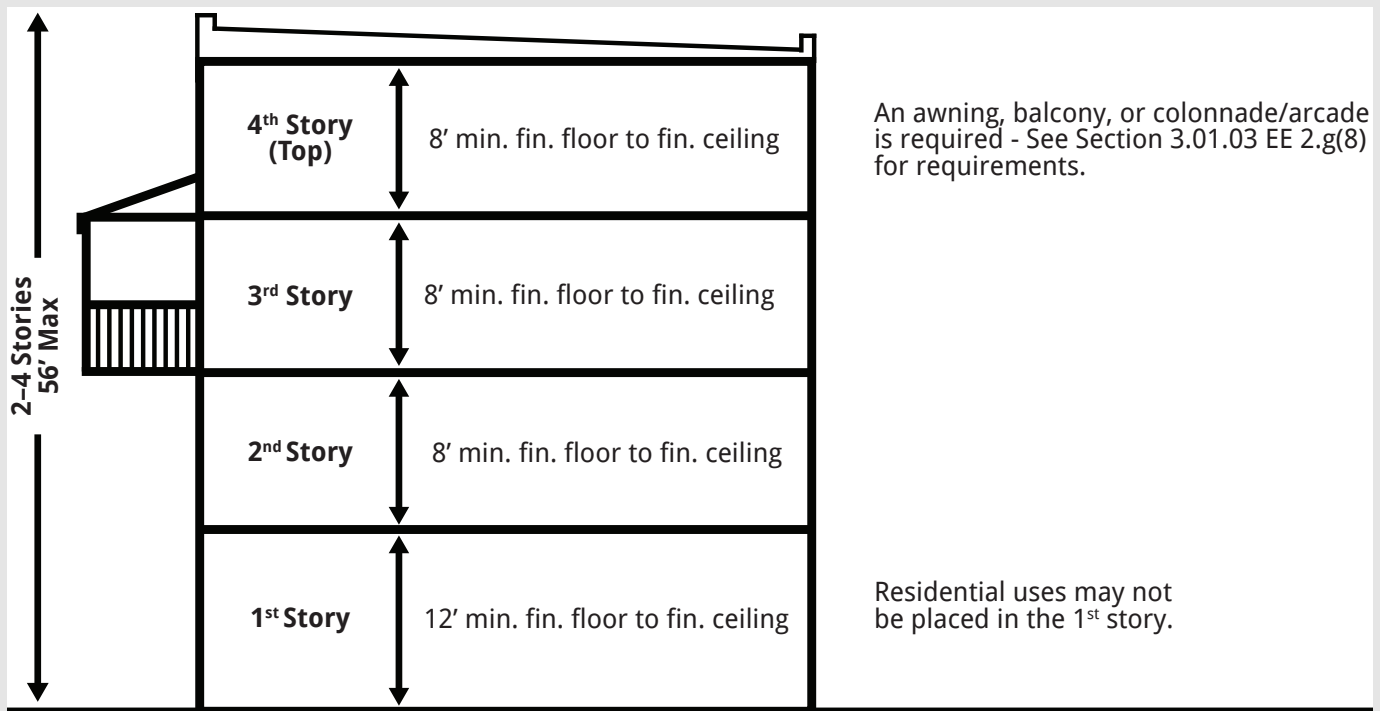
When allowing high lot-coverage requirements (such as FARs), the community needs to be aware of and address concerns with stormwater runoff, the importance of having green space near residents, and providing connections to that green space. Responses can involve use of various special design features, such as permeable pavement, green roofs, and rain barrels.

Figure 8-2: Illustrations of Housing Types



The FBC will use illustrations to show the intended basic framework of the form of a building. These are not architectural requirements, such as specifying a particular style, like Tudor or Victorian, but rather basic building types (such as duplex, rowhouse, live-work, etc.). **Source:** Inspired by graphic found in: DPZ. (2003). *The Lexicon of New Urbanism*. Miami, FL: Duany Plater-Zyberk & Company. Available at: www.dpz.com/uploads/Books/Lexicon-2014.pdf; accessed February 17, 2015. Figure by the Land Policy Institute, Michigan State University, 2015.

Figure 8-3: Example Illustrating Building Height and Other Dimensional Standards



Greater detail on height can be included in a FBC enclosure standard, as shown here with information on each floor. FBCs also illustrate placement of a building on a lot, exterior frontage types, fenestration (doors and windows), encroachments (balconies and similar extending outward and so on). **Source:** St. Lucie County. (2006). *Towns, Villages and Countryside Land Development Regulations*. St. Lucie County, FL. Available at: <http://formbasedcodes.org/content/uploads/2014/02/st-lucie-tvc-code.pdf>; accessed April 17, 2015. Figure remade with permission, by the Land Policy Institute, Michigan State University.

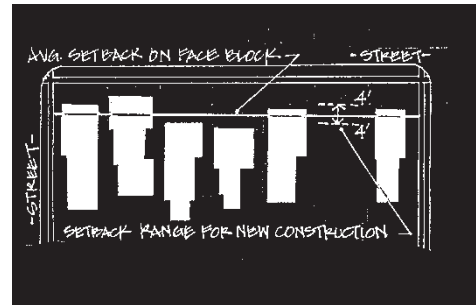
Figure 8–4: Example of Lot, Density, and Impervious Surface Provisions

1336.03 LOT, DENSITY AND IMPERVIOUS SURFACE PROVISIONS.				
	<u>Lot width (min.)</u>	<u>Lot area (min.)</u>	<u>Density (maximum)</u>	<u>Impervious surface</u>
R-9:	50 feet	7,500 sq. feet	9/dwelling unit/acre	35% maximum
R-15:	50 feet	7,500 sq. feet	15/dwelling unit/acre	40% maximum
R-29:	50 feet	7,500 sq. feet	29 dwelling unit/acre	50% maximum

1336.04 SETBACKS.

(a) Front setbacks:

Building: Within 4 feet of the average setback of principal buildings on the same side of the street in the same face block, but no closer than 6 feet from the front property line.



Source: City of Traverse City. (2013). "Chapter 1336. R-9, R-15, and R-29 Multiple-Family Dwelling Districts." *Part Thirteen Title Two – Zoning Code*. Traverse City, MI. Available at: www.traversecitymi.gov/downloads/1336.pdf; accessed April 17, 2015.

In addition to lot coverage, FBCs will also include block standards—the size of blocks and the positioning of parcels within the blocks. In this part of a FBC, the key standards include a maximum block length, and a maximum block perimeter that varies depending on the transect zone or the zoning district (whichever applies). These standards would be coordinated with other ordinances, such as land division, subdivision, and site condominium ordinances.

Streetscape Requirements

In addition to placement, height, setback, and lot coverage of buildings, the community’s regulations should also include streetscape standards to help frame the street. These standards can pertain to things, such as placement of trees, benches, bike racks, the width of sidewalks, and more. These standards also result in people-focused streets that are more livable, a necessary element of placemaking.

For example, Petoskey has a City-sanctioned color green, which is used to paint public sign posts, street light fixtures, waste containers, parking meters, drinking fountains, and street name signs in their downtown (see Figure 5–16 in Chapter 5 (page



Uniform street furnishing in Petoskey, MI. Photo by Dean Solomon, MSU Extension.

5–26) and photo above. The uniform use of color is very effective at defining the center city, and creating a recognizable sense of place for the City’s gaslight downtown district. This theme is also coordinated with adjacent private sector investment on parcels fronting along those streets. One way to accomplish this coordination is through regulatory provisions in the zoning ordinance.

A FBC would go further by including standards concerning the street itself. Standards would address placement of trees, sidewalk width, quasi-private use of the sidewalk, street lighting, and Complete Streets characteristics (pedestrian, bike, multi-modal use).⁴ The FBC would also include requirements on street right-of-way width, auto travel lanes, existence of other lanes (bike, mass transit, etc.), planting area, pedestrian walkways, and so on. Finally, a FBC would include regulation about the public realm beyond streets, such as standards for various park types (see Figure 8-5).

Limited Parking

For more dense urban places like city cores, downtowns, and key nodes, parking requirements for private landowners should be very limited or non-existent in order to maximize pedestrian and activity space. In Traverse City, “no parking is required in this [downtown] district. . .”⁵ Of course, this does

4. For more information on statutory requirements related to transportation in master plans, see the Michigan Planning Enabling Act (excerpt), Act 33 of 2008: MCL 125.3833(3) and 125.3833(2)(b). Available at: [www.legislature.mi.gov/\(S\(yguejwev4b12btnc32yibb\)\)/mileg.aspx?page=getobject&objectname=mcl-125-3833](http://www.legislature.mi.gov/(S(yguejwev4b12btnc32yibb))/mileg.aspx?page=getobject&objectname=mcl-125-3833); accessed April 17, 2015.

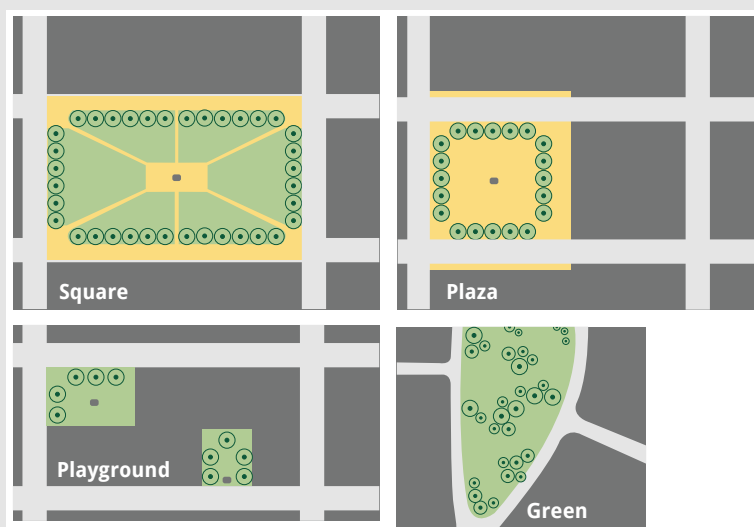
5. City of Traverse City. (2014). “Chapter 1346.08. C-4 Regional Center Districts-Parking, Loading, and Driveways.” *Part Thirteen Title Two – Zoning Code*. Traverse City, MI. Available at: www.traversecitymi.gov/downloads/1346.pdf; accessed April 17, 2015.



Tip-of-the-Mitt Watershed Council’s parking lot sign in Petoskey, MI. Photo by Dean Solomon, MSU Extension.

not eliminate the need to provide for automobiles, it just shifts the burden from the private sector to the public, or more often, to the creation of public-private partnerships to build downtown parking garages (as in Traverse City). There are always hundreds of spaces for cars along city streets, and this is the first space to provide for parking (before creating surface parking

Figure 8–5: Park Standards – King County, Washington



Source: King County. (n.d). “Article 5. Civic Space Standards.” *King County Form-Based Code Pilot Project*. King County, WA. Available at: www.kingcounty.gov/property/permits/codes/legislation/detail/FormBasedCodeProject/Code.aspx; accessed April 17, 2015. Figure remade with permission, by the Land Policy Institute, Michigan State University.

or parking ramps). If that is insufficient and there is a good transit system, then parking ramps may not be needed. Many communities require downtown landowners to contribute to the construction and maintenance of public parking ramps, in addition to collecting fees from those who park there. Changing to a no-parking requirement policy is always fraught with controversy and needs to be carefully considered, along with the myriad options that exist for making such a change. Once a community moves down the path to a walkable, pedestrian-oriented downtown, the opportunities and benefits of other placemaking improvements will become clearer.

Use of shared parking between various land uses is another technique that can work in some situations. For example, parking behind or alongside a building, or in an alley, can often help meet the needs of staff parking. The same spaces can be used multiple times where staffing levels peak at different times of day. Local regulations should permit shared parking, and where it is required, should include a minimum and a maximum number of parking spaces for a land use—taking into account the additional parking on the street, alley, public parking decks, and shared parking. This will help reduce the number of spaces required and permit that land to be used more intensively for residential or commercial purposes.

Another technique to discourage land downtown from being used for surface parking is to require a special use permit (with typical lengthy review) to have a private parking lot. Standards in the ordinance would result in challenging approval conditions, such as required shared parking, screening from view, location behind the main building, setbacks with landscaping or screening if on the side of the main building, a parking study with impact assessment, and so on. Outside of downtowns, maximum off-street parking requirements should be considered to help reduce land area used for parking.

One thing a community should never do is simply copy another community's parking standards. What may be relevant in one community may not be the same for the community next door, let alone three counties away. In some cases it is critical to conduct a parking study before putting parking standards in place. For example, imagine one community copied another's parking standards. Upon being challenged, the community did a very simple parking study and

found it had been requiring three times more paved surface parking lots than was actually needed. Such an excessive requirement could result in considerable expense borne by private landowners over many years, and in a development pattern that spaced business farther apart to make room for the parking lots. Such a standard would severely curtail the community's ability to create a walkable commercial area and seriously hurt placemaking efforts.

Parking in a FBC is addressed in much the same way as conventional zoning. However, form-based zoning may include more elements that separate the parking from public space, such as parking in a structure, to the rear of the building, or maybe on the side.

Sign Requirements

The community should include regulation of signs as part of its ordinances to help with placemaking. Signs should serve pedestrians and vehicles, while complementing the building on the site, not detracting from it. Sign regulation can be part of the traditional zoning ordinance, part of a FBC, or can be in its own separate ordinance.

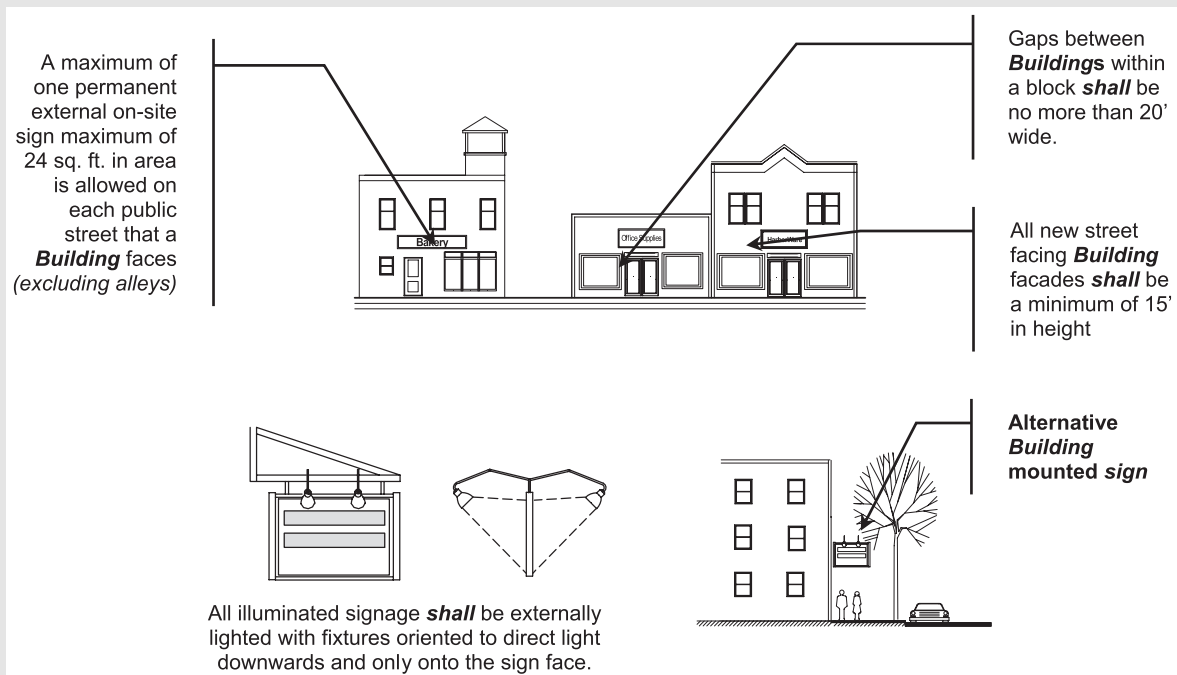
Signs can be regulated as long as the regulation does not depend on or is about the content of the sign. Regulation can address the placement, size, illumination of signs, and more. How signs are handled can be very significant for the look and feel of a place. For example, small projecting signs over the sidewalk are very helpful for pedestrians, as are small window signs. However, most sign regulations were created with vehicles in mind, and such regulations rarely work well in walkable urban places. Figure 8-6 illustrates one way that signs may be regulated in a FBC.⁶

Affordable Mixed-Income Housing

To avoid concentration of low-income dwellings, while providing an important dwelling type, it is important to provide mixed-income housing. This is especially to meet the housing needs of talented young workers who often start first jobs with a lot of education debt and little income. One way to achieve this is by community regulations with requirements for a certain amount of mixed-income affordable housing in each development and redevelopment

6. The topic of signs, and the regulation of signs, is a very large one, and more than can be covered here. For guidance on sign regulation, see the **Michigan Sign Guidebook**, published by Scenic Michigan. The book and training programs are available at: www.scenicmichigan.org/.

Figure 8–6: Example Illustrations of Sign Standards



Sign regulations in a FBC are a mix of illustrations showing the form of the sign with annotations. **Source:** Village of Suttons Bay. (2006). “Article 47: Central Business Area.” *Zoning Ordinance*. Suttons Bay, MI. Available at: www.leelanau.cc/downloads/article_47_cba_1_1.pdf; accessed April 17, 2015.

project. This ensures that mixed-income affordable housing requirements would apply whether the community regulates through traditional zoning or a FBC. Traverse City devotes an entire article of their zoning ordinance to “Affordable Housing Standards.”⁷ Some communities use incentives—offering bonus density increases, allowing more impervious surface or granting property tax exemptions in return for a higher proportion of dwelling units available within a defined affordable price range.

Other communities allow second dwellings on a parcel in single-family residential districts. Done carefully, this can increase density in a neighborhood, over time, and this could be very helpful in walkable neighborhoods near downtowns or key nodes. The second dwelling might be a small flat built above a garage or in the backyard (sometimes called “accessory dwelling units”), or an additional living unit in existing dwellings (such as a second unit in a basement or attic).

7. City of Traverse City. (2014). “Chapter 1376. Affordable Housing Standards.” *Part Thirteen Title Two – Zoning Code*. Traverse City, MI. Available at: www.traversecitymi.gov/downloads/1376.pdf; accessed April 17, 2015.

Another approach is the inclusion of a paragraph like this one in the zoning ordinance for owner-occupied dwellings:

“A minimum of one (1) or twenty percent (20%), whichever is greater, of the housing units in the development shall be offered for sale through a standard mortgage at current competitive interest rates and fees such that the total annual payment to the homeowner is equal to or less than one-third (1/3) of the annual median County household income, as established by the most recent release of information by the United States Bureau of the Census.”

Finally, use of neo-traditional, compact design, cluster, conservation design, or smart growth zoning concepts also helps keep housing costs down. These design concepts result in less up-front cost for infrastructure that, in turn, can result in lower costs for the developer, and for the buyer. Affordable mixed-income housing should be easier to accomplish with a FBC, because more development is by right and handled administratively, and because much of the

typical concern with affordable housing is what it looks like to the neighbors. Since a form-based code addresses the form elements and conventional zoning usually does not, it should be easier to accomplish affordable mixed-income housing with a FBC than with traditional or conventional zoning.

Faster Review Incentives

For a developer, time equates to money. So, steps local government can take to accelerate the process for review and approval of a development application are important. Faster review time means less cost for a development project.

One of the most effective techniques to accomplish this is to have more decisions made at an administrative or staff level. That means having fewer land use decisions requiring special use permits, PUDs, and fewer site plan reviews requiring review by the full planning commission. In those few situations, be sure the planning commission is the final decision body. Do not have those decisions go on to the additional step of legislative body approval or the decision time frame will get very long again.

Form-based code regulations go a step further by making conforming applications *uses by right* that do not require any special reviews and are approved administratively by local planning, zoning, and building staff. The same structure can be set up with conventional zoning as well, but it is typically harder to get politically enacted. This is because there is often not the necessary degree of trust among the public and key stakeholders for most decisions to be made by administrative staff (as opposed to by the planning commission or legislative body) or it has become an unquestioned norm. The reason it is easier with a FBC is the code is prepared by a thorough public engagement process, as with charrettes described in Chapter 6. *When all the key stakeholders are already engaged in creating the community vision, as well as the key form design standards, administrative review and approval makes sense, because all administrators are doing is carrying out the plan and regulations that the stakeholders already endorsed.*

Another technique may seem counter-intuitive, but is extremely effective at speeding up review processes. That is to involve the public in the project development process at the very beginning—even before a formal application is prepared and submitted. Some communities require a developer to meet with the neighborhood (at a neighborhood association

meeting or open meeting in the community) before an application is accepted by the local government. Having the discussion between residents and the developer, and having possible issues worked out ahead of the application often streamlines future discussion and approvals. If the project is very large or design-intensive, conducting a charrette early in the process is an effective strategy. See Chapters 6 and 7.

An increasing number of Michigan zoning jurisdictions include a self-imposed deadline in their zoning ordinance for making decisions on cases that come before them. A number of communities have deadlines like those that follow. The clock (to measure when the deadline occurs) starts when the municipality determines the developer's application is complete. Examples follow:

- “A determination as to whether an application is complete shall be made within an annual average time of seven work days.”
- “Permitted land uses (use by right), including the respective site plan or plot plan review, shall be completed within an annual average time of 10 work days.”
- “Site plan review for something other than permitted land uses shall be completed and acted upon within 30 calendar days.”
- “Special use permits and administrative PUDs shall be completed and acted upon within 60 calendar days.”

There are generally not self-imposed deadlines for zoning amendments or PUDs handled as a zoning amendment, because these relate to changing the basic policy of an area, and are (usually) of relatively large size, and may legitimately take a long time to get through public review and approval meetings.

An effective way to reduce the number of land uses requiring special use permits or PUD approval is to allow more uses to be treated as uses by right. This can be achieved by comparing a developer's project against a list of criteria, such as below. If the project as submitted meets the first nine of the points listed, then it would be handled as a permitted use (use by right).

“The application will be handled in an expedited manner as a use by right if the application and site plan shows the development will:

1. Have mixed uses in appropriate locations (especially in downtowns and neighborhood commercial areas) with commercial on the ground floor;
2. Complies with minimum and maximum setbacks and build-to lines;
3. Complies with maximum and minimum building height, and other enclosure standards, as well as building location standards;
4. Complies with minimum and maximum parcel/lot sizes, and frontage requirements;
5. Complies with lot coverage standards;
6. Complies with the streetscape requirements;
7. Complies with no parking in front of the building, and the minimum and maximum amount of required parking is in the rear, and meets any applicable shared parking requirements;
8. Meets or exceeds minimum requirements for amount of mixed-income affordable housing; and
9. Includes at least one neighborhood public involvement meeting with

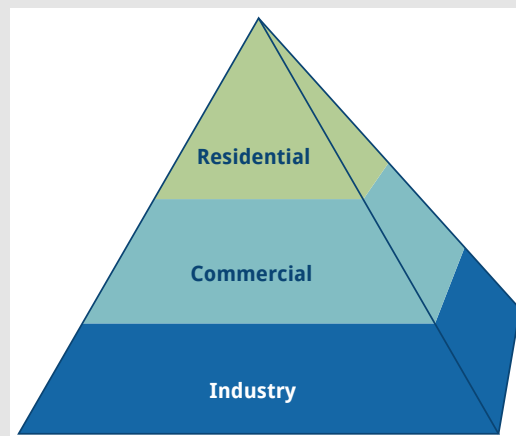
a subsequent application that satisfactorily resolves the identified neighborhood issues.”

OVERVIEW OF FORM-BASED CODES

A form-based code is a relatively new style or way of writing a zoning ordinance. There are three older types of zoning ordinances and also various combinations thereof:

1. Traditional, pyramid, or Euclidean zoning: There are three names for the same style. Euclidean zoning is named after the U.S. Supreme court case **Village of Euclid v. Ambler Realty**, 272 U.S. 365 (1926), which established the legality of zoning. In this approach, each zoning district builds on the previous zoning district, including additional land uses to those in the previous zoning district. Single-family residential is at the top of the pyramid, and is an exclusive use in that district. This is because each use is assumed to be largely incompatible with the others. See Figure 8–7.
2. Conventional zoning: This is the most common type of zoning found in Michigan. A community is divided into different zoning districts with similar uses. Not as rigid as Euclidean zoning, but there is still little mixing of land uses. See the list of districts in a typical rural zoning ordinance in Figure 8–8.

Figure 8–7: Representation of Traditional or Euclidean Zoning



Source: Inspired by the McLean Zoning Pyramid found in: McLean, M. (1960). "Zoning Buffers: Solution or Panacea?" *Planning Advisory Service*. American Society of Planning Officials, Chicago, IL. Available at: www.planning.org/pas/at60/pdf/report133.pdf; accessed April 21, 2015. Figure by the Land Policy Institute, Michigan State University, 2015.

Figure 8–8: Sample Legend for a Conventional Zoning Map

■ Commercial	■ River Corridor
■ Highway Commercial	■ Forest Production
■ Developed Residential	■ Natural Area
■ Residential	■ Wetland Conservation
 Rural Residential	■ Industrial

Source: Inspired by a Conventional Zoning (exclusive district) map legend found in: Land Information Access Association. (2007). “Norman Twp: Zoning Map.” Manistee County Equalization and Planning Departments, Norman Township – Manistee County, MI. Available at: www.normantownship.org/wp-content/uploads/2011/01/Zoning-Map.docx; accessed April 22, 2015. Figure by the Land Policy Institute, Michigan State University, 2015.

3. **Performance zoning:** This type of zoning focuses on the impact of land uses, tries to measure those impacts, and allows uses in different zoning districts depending on the intensity of impact of a use.
4. **Form-based zoning:** A FBC places emphasis on form more than on land use, and creates zoning districts for different form types. See Figure 8–9.
5. A combination of some or all.

Remember that place and form elements (from the first half of this chapter) can be incorporated into each of the zoning types listed above. While FBCs are relatively new, the sidebar on page 8–24 lists 35 communities in Michigan that already have some or all of their zoning ordinance in a FBC, or in a hybrid zoning ordinance with form elements.

There are four different types of, or approaches to, a FBC. All need to be adopted consistent with the requirements of the Michigan Zoning Enabling Act. See the sidebars on page 8–25. The safest way to accomplish lawful adoption is to ensure a solid relationship between the master plan, the zoning plan, and the zoning ordinance.

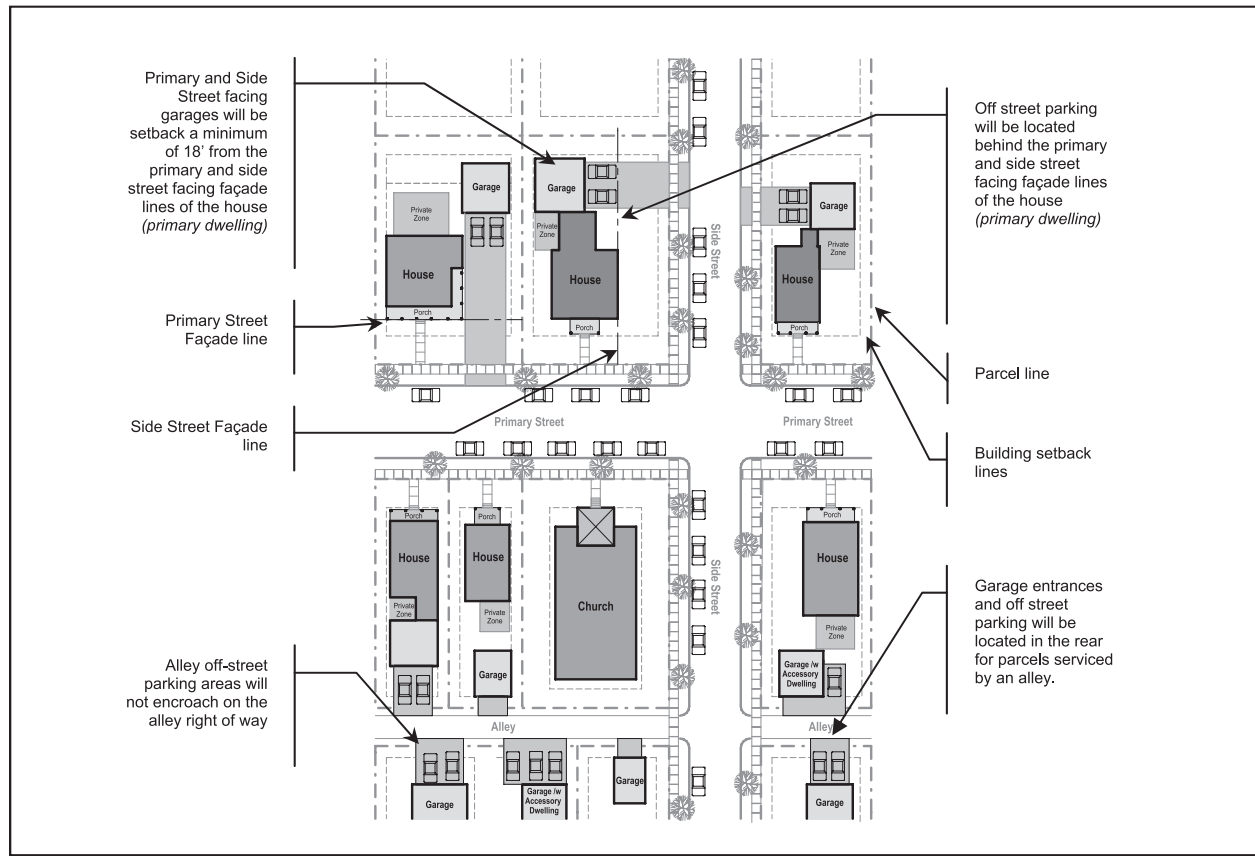
1. **Mandatory:** In this type, FBC regulations are structured to apply to all new development. There are two subtypes:
 - A. The FBC is the zoning ordinance and applies to all the zoning districts (a so-called “true” FBC). A Michigan example is the Village of Suttons Bay and one from outside the state is Tinley Park, IL.
 - B. The FBC applies to only select zoning districts, such as the downtown (a so-called

“partial” FBC). The following communities in Michigan have adopted this type of FBC: The Village of Armada, the City of Birmingham, the City of Farmington, Fenton Township, the City of Grandville, the City of Grand Rapids, the Village of Grass Lake, the City of Holland, the City of Hudsonville, Macomb Township, the City of Marquette, the Village of Ontonagon, the City of Taylor, the City of Tecumseh, the City of Walker, the Village of West Bloomfield and Charter Township, and the City of Ypsilanti.

2. **Parallel:** This is where the traditional, conventional, or performance zoning still exists, and there is *also* a FBC in place. The *applicant chooses* which set of regulations he/she wishes to follow. There may be incentives for the applicant to select the FBC, or the ordinance is written so that there is faster review and approval if using a FBC. The following communities in Michigan have adopted this type of FBC: The City of Midland, Oshtemo Charter Township, and the City of Rochester Hills.
3. **Floating:** This is where the FBC is not a specific area on the zoning map, but is rather done as a floating zone, which is added to the zoning map when applied for and approved. It is very likely this option is not legal within Michigan, because there is no express authority for floating zones in the Michigan Zoning Enabling Act. However, it might be possible to do something similar, if handled as a PUD (but that is also counter to the goal of a streamlined review and approval process).

Figure 8–9: Sample Development and Site Standards from a Form-Based Code

4004 Additional Development and Siting Standards



Source: Village of Suttons Bay. (2006). "Article 40: Central Residential Area." *Zoning Ordinance*. Suttons Bay, MI. Available at: www.leelanau.cc/downloads/article_47_cba_1_1.pdf; accessed April 17, 2015.

4. **Hybrid:** This is where many place and form elements are incorporated into the conventional zoning ordinance (as discussed in the previous section of this chapter) and some other aspects of a FBC are also in the ordinance. Traverse City is a community in Michigan currently using this approach.

The characteristics of a FBC, according to the Form-Based Codes Institute, include the ability to foster predictable built results and a high-quality public realm by using physical form (rather than separation of uses) as the organizing principle. They address the relationship between building façades and the public realm, the form and mass of buildings in relation to one another, and the scale and types of streets and blocks. Form-based codes are drafted to implement a community plan based on time-tested forms of urbanism. The FBC regulations and standards are presented in both

words and clearly drawn diagrams and other visuals. The FBC is based on a plan (illustrative plan, regulating plan)—like all zoning in Michigan should be—that designates the appropriate form and scale (and, therefore, character) of development, rather than only distinctions in land use types.

Of course, all of the place and form elements (from the previous section of this chapter) are incorporated into a FBC—but in a different way than in traditional or conventional zoning (which probably does not address them at all). In addition, some form-based codes

The characteristics of a FBC include the ability to foster predictable built results and a high-quality public realm by using physical form (rather than separation of uses) as the organizing principle.

Form-Based Codes

A form-based code (FBC) is a means of regulating development to achieve a specific urban form. The FBCs create a predictable public realm through municipal regulations by primarily controlling physical form with a lesser focus on land use. The FBCs achieve desired form; implement placemaking objectives; and result in more mixed-use, pedestrian-based (walkable) development that enhances housing and transportation choices. They also leverage public investments and can result in talent attraction and retention. The FBCs provide more certainty in development outcomes for the community and developer, in part, because of faster development review and approval procedures.

Following is a list of Michigan communities that have some or all of their zoning regulations in the form of a FBC:

- The Village of Armada;
- The Village of Beverly Hills;
- The City of Birmingham;
- The City of Farmington;
- Fenton Township;
- The City of Fremont, Dayton Township, and Sheridan Charter Township;
- Genoa Township;
- The City of Grand Rapids;
- The City of Grandville;
- The Village of Grass Lake;
- The City of Grosse Pointe;
- The City of Holland;
- The City of Hudsonville;
- The City of Jonesville;
- Macomb Township;
- The City of Marquette;
- The City of Midland;
- The Village of Ontonagon;
- Oshtemo Charter Township;
- The City of Oxford;
- Pittsfield Charter Township;
- The City of Petoskey;
- The City of Rochester Hills;
- The City of Saline;
- The Village of Suttons Bay;
- The City of Taylor;
- The City of Tecumseh;
- The City of Traverse City;
- The City of Troy;
- The City of Walker;
- West Bloomfield Village and Charter Township; and
- The City of Ypsilanti.

optionally include architectural, landscaping, and environmental resource standards.

Much more information about FBCs can be found in the Form-Based Codes Institute's award-winning codes. Formal training for planning professionals is also available. For more information, see the sidebar on page 8–4.

Next, we look at the regulating plan, so that the reader can understand the basic structure that guides implementation of a FBC. Then, for the

remainder of this chapter, attention will turn to the various steps for preparing a FBC and the parts of that code. This section is written with the assumption that an illustrative plan has already been prepared and is a part of the community's master plan or subarea plan, has been adopted pursuant to the Michigan Planning Enabling Act,⁸ and contains the necessary elements of the

8. Michigan Planning Enabling Act (excerpt), Act 33 of 2008: "MCL 125.3801 *et seq.*" Available at: www.legislature.mi.gov/%28S%28S%282sfv0d2uesdcp0n4x4cwo4ki%29%29/mileg.aspx?page=getobject&objectname=mcl-125-3801; accessed April 22, 2015.

Definitions of Common Terms Used in Form-Based Codes

In this chapter we use some terms that are defined below. Some can be used interchangeably with terminology used in the Michigan Planning Enabling Act and the Michigan Zoning Enabling Act.

- **Illustrative Plan:** This is the FBC term for a map similar to, or the same as, the future land use map that is required in a master plan or a subarea plan. It shows the location of streets and land uses proposed in areas of the community subject to the FBC.
- **Floating Zone:** A floating zone is listed in the zoning ordinance, but is not on the zoning map. It is added to the zoning map when applied for and approved. This technique is used in many FBCs throughout the United States, but is not likely legal to use in Michigan. (One might accomplish a similar result through use of the planned unit development (PUD) technique in Michigan, but that is cumbersome and may not be a viable alternative.)
- **Form-Based Code (FBC) or Form-Based Zoning (FBZ):** This term refers to a specific type of zoning ordinance that focuses on form instead of use.
- **Optional Code:** This term refers to a zoning district that offers two types of regulation, with the applicant choosing which to follow. One would be the existing zoning, and the other would be along the lines of a FBC. To minimize risk from a legal challenge, this option would be offered by using the PUD technique in Michigan, with the default (i.e., easy) choice being the option the community wishes to encourage.
- **Regulating Plan:** This term refers to the zoning map in a FBC, or the zoning map for a single zoning district when using FBC techniques in just select zoning districts.

Legal Issues

FORM-BASED CODE

Form-based coding or even “form” is not specifically addressed in the purposes section of the Michigan Zoning Enabling Act. However, attorneys that have examined the issue believe that there are several ways that FBC elements are included within existing local zoning authority. The most thorough, published legal analysis to date is by H. William Freeman, Freeman, Cotton & Gleeson, PLC, in the December 2009 issue of *Planning & Zoning News* and the Fall 2009 issue of the *Michigan Real Property Review*. Freeman concludes that there is statutory authority to use form-based codes in Michigan.ⁱ There are similar opinions by municipal attorneys for municipalities that have adopted a FBC, but there are also municipal attorneys that argue the authority cannot be implied, it must be explicit. As of

i. Freeman, H.W. (2009). “A New Legal Landscape for Planning and Zoning: Using Form Based Codes to Promote New Urbanism and Sustainability.” *Planning & Zoning News* 28 (2): 3–6.

Freeman, H.W. (2009). “A New Legal Landscape for Planning and Zoning: Using Form Based Codes to Promote New Urbanism and Sustainability.” *Michigan Real Property Review*. State Bar of Michigan 36 (3): 117. Available at: http://higherlogicdownload.s3.amazonaws.com/MICHBAR/a3e3ec65-50c1-474f-a532-30197d2d7171/UploadedImages/pdf/newsletter/Fall09_newsletter.pdf#page=9; accessed April 22, 2015.

October 2015, legislation has been drafted (but not yet introduced) to amend the Michigan Zoning Enabling Act to specifically authorize regulation of form in local zoning ordinances. If enacted, this would eliminate questions about the authority of local governments in Michigan to adopt form-based codes.

MASTER PLAN

In Michigan, a “plan” is not law and cannot be enforced. It is a guidance document. The illustrative plan (which may be one or several drawings/maps) is one of the parts of a master plan that the form-based code is based upon. The illustrative plan, in the master plan, leads to or is the basis of the regulating plan (zoning map). The regulating plan (zoning map) must be adopted as part of a zoning ordinance.

PREPARE TEXT OF A FORM-BASED CODE

If a community wants to regulate land and building form, then it must be part of the zoning ordinance. Thus, all parts of a FBC must be put in the form of a *zoning ordinance*. It is not good enough to reference the requirements in the regulating plan in the ordinance. The regulating plan needs to be in the zoning ordinance.

zoning plan⁹ as required by the Michigan Planning Enabling Act¹⁰ and Michigan Zoning Enabling Act,¹¹ including the illustrative plan.

Regulating Plan

Like a traditional zoning ordinance, there are two key parts to a FBC. One is the regulating plan, which is the equivalent to the zoning map. The other is the text to describe the regulations that are applied to the various properties on the map. The preparation of a regulating plan translates the future form-vision (illustrative plan) into a map, which embodies the physical characteristics, and shows where different code standards apply. It provides concept/content of standards for each parcel and describes how structures on the parcel relate to the street and adjoining parcels.

There are three different general types of regulating plans that have been employed: 1) street or frontage-based districts, 2) building type-based code/districts, and 3) transect-based FBCs. Examples are illustrated in Figures 8–10 through 8–12.

Key Regulating Plan Contents

With all types of regulating plans there are certain elements that are contained on the map. First are the rules, or requirements, for new development that include the shape and size of parcels and blocks. The blocks are further defined by alleys and street placement, including regulations on curb-cuts. In either the regulating plan or in the text of the FBC is an indication of building footprints, façade, fenestration, and building envelopes.

The regulating plan also identifies key public spaces (roads, parks, squares, plazas, trails, public buildings, parking areas, etc.). It may also include regulations concerning the treatment of, or restoration of, those public spaces. The regulating plan also identifies (initially in the master plan or subarea plan) and includes standards for the preservation of key assets.

9. Michigan Zoning Enabling Act (excerpt), Act 110 of 2006: “MCL 125.3203(1).” Available at: www.legislature.mi.gov/%28S%28c5c4n1ptxvn5jo2d4ofugz1a%29%29/mileg.aspx?page=getObject&objectName=mcl-125-3203; accessed April 22, 2015.

10. Michigan Planning Enabling Act (excerpt), Act 33 of 2008: “MCL 125.3833(2)(d).” Available at: www.legislature.mi.gov/%28S%28c5c4n1ptxvn5jo2d4ofugz1a%29%29/mileg.aspx?page=getObject&objectName=mcl-125-3833; accessed April 22, 2015.

11. Michigan Zoning Enabling Act (excerpt), Act 110 of 2006: “MCL 125.3101 *et seq.*, specifically MCL 125.3203(1).” Available at: www.legislature.mi.gov/%28S%28c5c4n1ptxvn5jo2d4ofugz1a%29%29/mileg.aspx?page=getObject&objectName=mcl-125-3203; accessed April 22, 2015.

Such assets can be green spaces, historic buildings and places, key parcels, businesses, and nodes of activity. See Figure 8–13. These standards are embodied in the text of the FBC, often as diagrams.

The regulating plan also documents how neighborhood blocks are designed. In the Village of Berrien Springs and Oronoko Charter Township, for example, each neighborhood and activity center is defined by a five-minute walking distance. See Figure 8–14. The regulating plan places emphasis on the neighborhood center, nodes, and corridors.

STEPS TO PREPARE A FORM-BASED CODE

The 10 steps to prepare a FBC are the same as they are to prepare any other type of zoning ordinance or amendment to a zoning ordinance. This section covers the preparatory, draft writing, and legal steps for adoption. Our review of these steps is brief. For a more detailed treatment of most of these steps, see **Form-Based Codes in 7-Steps: The Michigan Guidebook to Livability**, by the Congress for the New Urbanism, Michigan Chapter.¹²

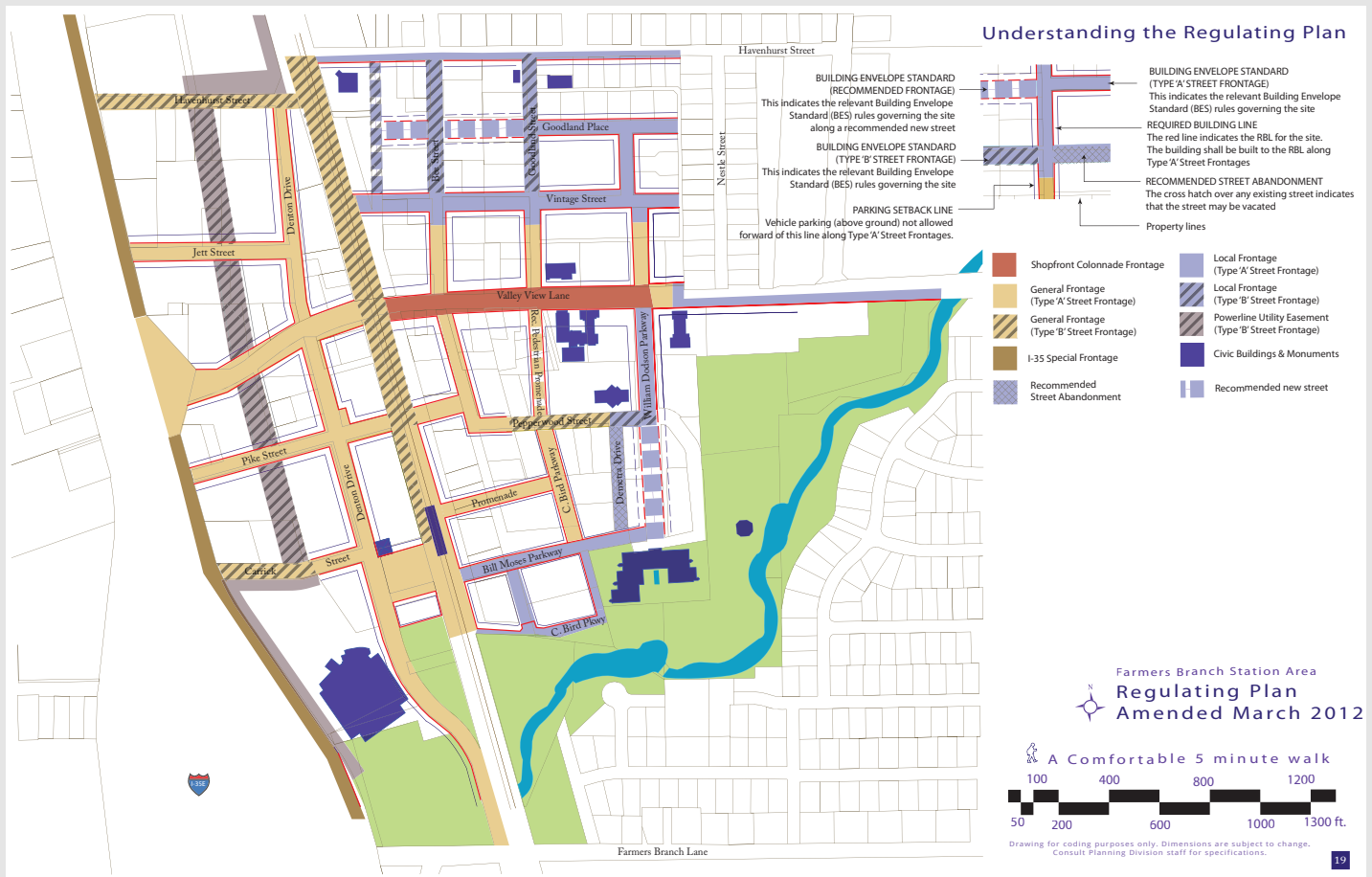
1. Identify Community Intentions

It is important for the community to examine existing conditions as they relate to achieving a different form for a new development. So, the community must take stock of its existing conditions (land use, character, environment, walkability, infrastructure, parks, and transportation). To do this, start by asking questions, such as:

- What is desired to be achieved (e.g., compact, walkable, sustainable community)?
- What changes need to be made to accomplish the goals?
- What is the desired physical design of the community? Remember the principles of good urban design from Chapters 4 and 5.
- Where do the following features exist in the community (or where would they be

12. The book, **Form-Based Codes in 7-Steps**, is available at: www.planningmi.org/downloads/fbc_guidebook_introduction_0.pdf; accessed July 10, 2015. Also, see **Form-Based Codes: A Step-by-Step Guide for Communities**, published by the Chicago Metropolitan Agency for Planning, which is available at: www.cmap.illinois.gov/livability/land-use-zoning/form-based-codes; accessed January 24, 2015. Finally, see a variety of books from the Form-Based Codes Institute that are available at: www.formbasedcodes.org/books; accessed January 24, 2015.

Figure 8–10: Street or Frontage-Based Districts – Farmers Branch, TX



The FBC zoning district is based on which street(s) a parcel fronts—placing emphasis on the relationship of what happens on the private parcel and how it relates to the public realm—the street. This example is from Farmers Branch, TX. **Source:** FBCI. (2012). **Farmers Branch Station Area Code: Regulating Plan.** Form-Based Codes Institute, Chicago, IL.

located if there is potential for them to exist in the community)?

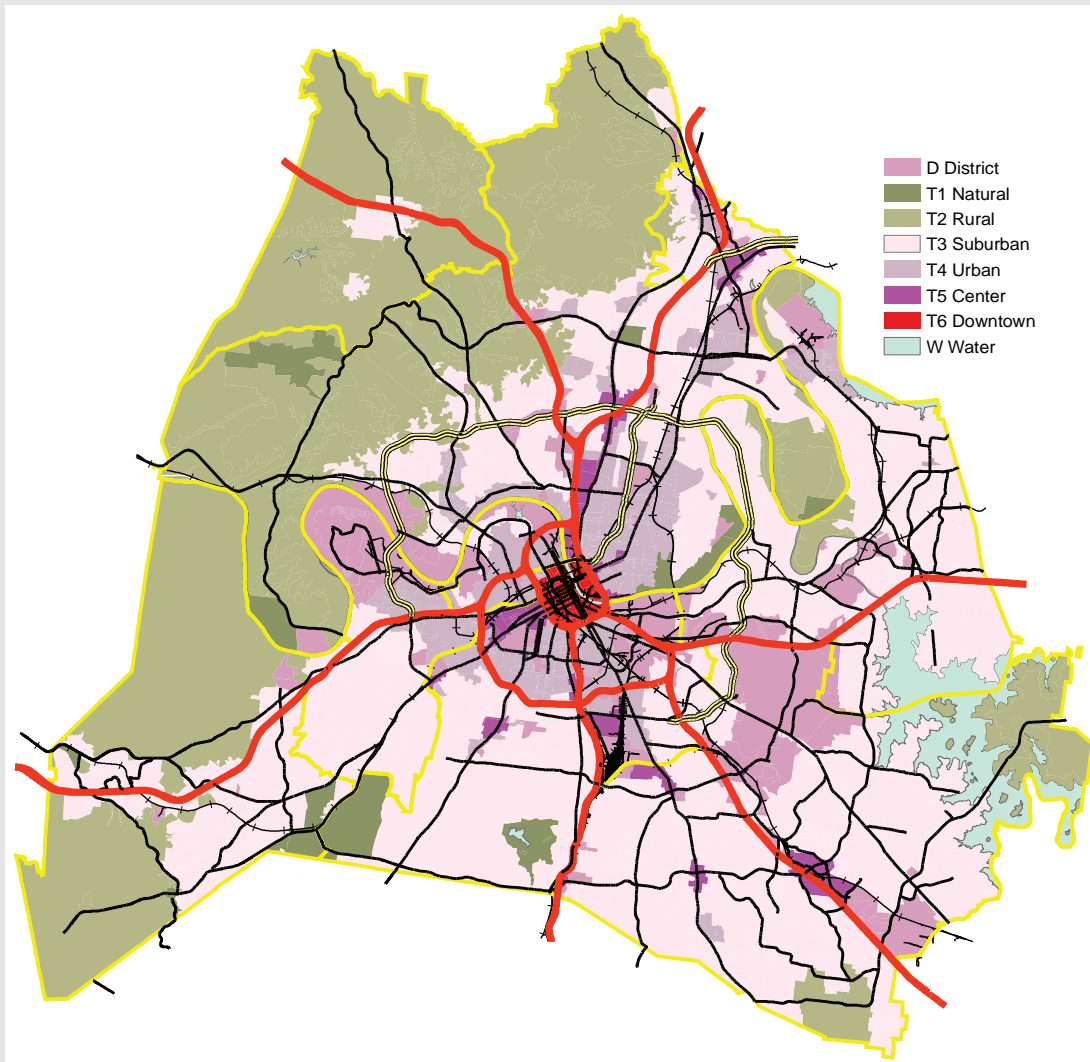
- A center with stores, mix of uses, jobs, institutions, public square, civic building/school;
- Network of highly interconnected streets, small blocks;
- Discernible edge between rural and urban development;
- Common open spaces, such as parks, squares, and plazas;
- Good access to public transportation, designed to accommodate future public transportation infrastructure;
- Pedestrian-friendly streets throughout the community (Complete Streets);
- Walkable neighborhoods where young children can walk to and from school, and adults of all ages have easy access to green space and recreation;
- Buildings close to the street with defined frontages that relate to the thoroughfares;
- Streets used for parking, moving vehicles, and bicycles; and
- Preservation of prominent sites, reserved for civic buildings and monuments, preferably at terminating vistas.

Figure 8–11: Building Type-Based Code – City of Birmingham, MI



This diagrammatic regulating plan shows one zoning district, but with more detail showing examples of building types, placement, and direct labeling of land uses. This is the approach used for the Triangle District in Birmingham, MI. **Source:** LSL Planning, Kinzelman Kline Gossman, Ferrell Madden Associates, Progressive AE, Anderson Economic Group, Carl Walker Parking. (2007). **Triangle District Urban Design Plan.** City of Birmingham, MI. Available at: www.bhamgov.org/document_center/Planning/Master_Planning_Docs/Triangle_District_Plan.pdf; accessed April 15, 2015.

Figure 8–12: Transect-Based Form-Based Code – Metro Nashville

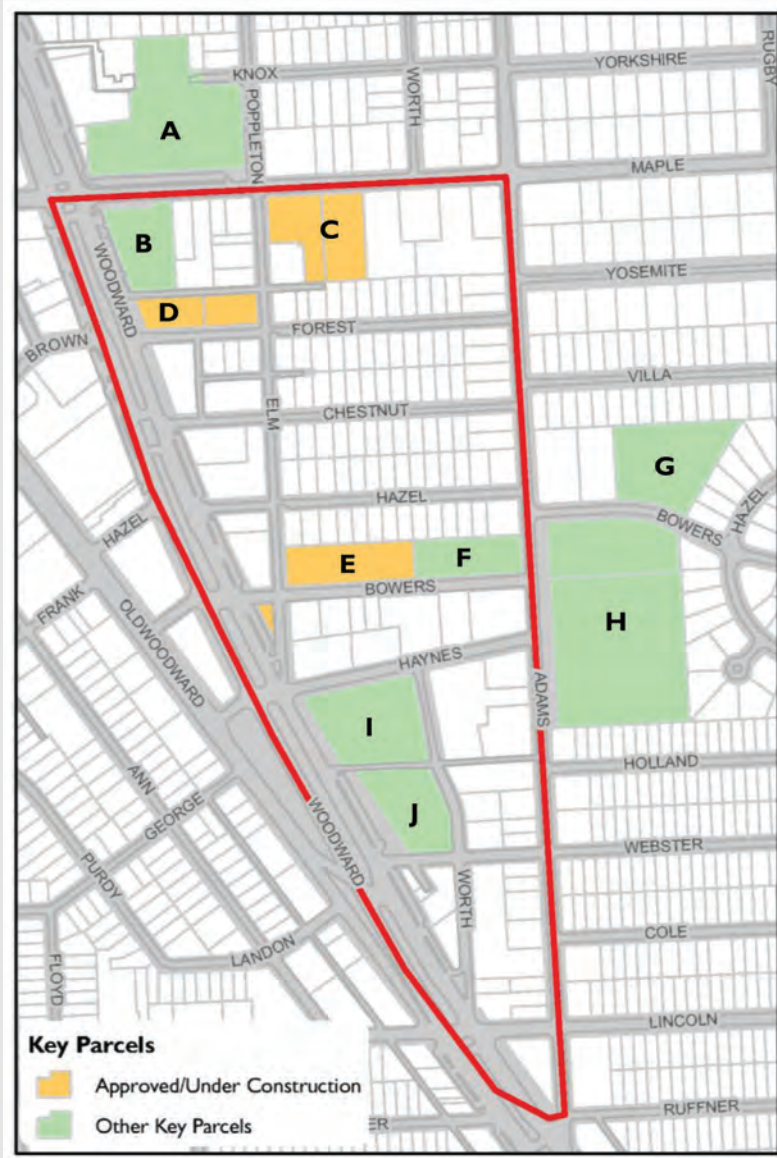


This looks more like a conventional zoning ordinance with zoning districts. But, the districts are drawn based on existing built form, not based on existing land uses. It follows and uses categories similar to the transect. This is the map type (image from Metro Nashville) used in the SmartCode™: www.smartcodecentral.org. A modification of this approach is used by the Village of Suttons Bay. **Source:** Metro Nashville/Davidson County Planning Dept. (2012). *The Community Character Manual*. Community Plans & Design Division, Planning Department, Nashville, TN. Available at: www.nashville.gov/Portals/0/SiteContent/Planning/docs/CCM/2012Certified/O_CCM_adopted%20Oct%2025%202012.pdf; accessed April 15, 2015. Figure remade with permission, by the Land Policy Institute, Michigan State University.

- Does the community recognize and agree on positive and negative characteristics of the existing built environment?
- Is there an appreciation for development, conservation, and opportunities that exist beyond built-up areas?
- Has, or can, the community clearly identify expectations for future land use and circulation?

Finally, there needs to be an assessment of what parts of the process, outlined above, the community can do in-house, and what needs to be outsourced (private consultants, county or regional planning staff, or other resources). All of that comes down, in part, to what the community can afford. A complex and lengthy scope of work costs more. Extensive community involvement tends to cost more. But, those costs may be reduced by experience and expertise available in the community. That may be in

Figure 8–13: Identifying Key Parcels – City of Birmingham, MI



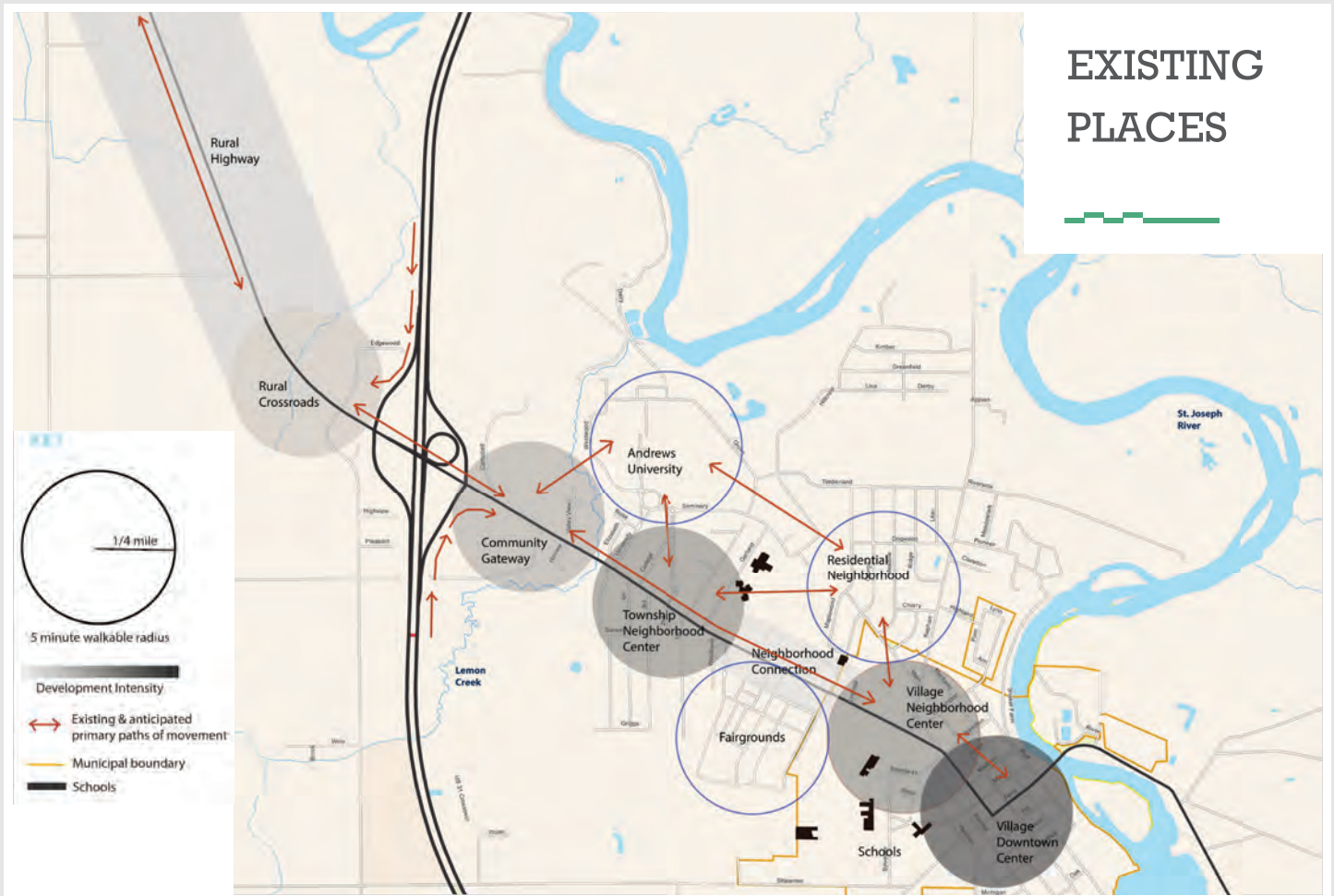
In Birmingham, key assets were identified in their Triangle District: A. Kroger, B. Barclay Inn, C. New Residential Building, D. New AAA Building, E. New Mayfair Building, F. Fire Department, G. Post Office, H. Adam's Square, I. Borders, and J. Papa Joe's Market. **Source:** LSL Planning, Kinzelman Kline Gossman, Ferrell Madden Associates, Progressive AE, Anderson Economic Group, Carl Walker Parking. (2007). **Triangle District Urban Design Plan.** City of Birmingham, MI. Available at: www.bhamgov.org/document_center/Planning/Master_Planning_Docs/Triangle_District_Plan.pdf; accessed April 15, 2015.

the form of staff or volunteers that can be recruited. Grants or other sources of local funding may also be available. Plus, there is a much greater likelihood of smooth implementation when more people are involved in creating the vision, and the regulations to implement that vision. Besides, the higher costs may well be offset by long-term preservation of good form.

2. Establish Scope of FBC Coverage

Establishing the scope of the project requires identifying the geography where the form-based code effort will be directed, or where the FBC should be applied. Many communities decide on specific parts of the community, such as the downtown, along key corridors, at key nodes along transit lines, etc. Others may be working throughout the entire community.

Figure 8-14: Example of Five-Minute Walking Radii – Village of Berrien Springs and Oronoko Charter Township, MI



This map highlights existing networks of neighborhoods in the Village of Berrien Springs and Oronoko Charter Township, and their proximity to commercial centers, along a key corridor, ideally within a five-minute walkable radius. **Source:** Andrews University. (2013). **M-139 Corridor Improvement Plan.** Prepared for the Village of Berrien Springs and Oronoko Charter Township. School of Architecture, Art & Design, Andrews University, Berrien Springs, MI. Available at: [www.villageofberriensprings.com/site/1/M-139%20Plan%20-%20Spreads%20\(high-res\).pdf](http://www.villageofberriensprings.com/site/1/M-139%20Plan%20-%20Spreads%20(high-res).pdf); accessed October 1, 2015.

3. Conduct Analysis of Existing Form Conditions

Information about the existing form conditions in the community should be collected before one can determine what standards and regulations should be created in a FBC. From this information decisions can be made whether the existing form, in particular areas, should be continued, extended to new geographic areas, or if the area should be retrofitted or rehabilitated. When gathering data for making these decisions collect information on the following:

- **Blocks:** The number of buildings per block, shape of the block, size of the block, etc.
- **Parcels (lots):** The shape of the parcels, range of setbacks that actually exist with each parcel, and so on.
- **Building elements:** The position and placement of balconies, stoops, and porches; the style of the roof; and the character of fences and walls. Determine if there are any elements that are encroaching into the public realm, such as signs over sidewalks.
- **Land uses:** Identify and inventory each land use for each floor of each building.

Cost-Saving Measures

Any one or combination of the following strategies can reduce the cost of planning and developing a form-based code:

- Do a FBC in a small area (e.g., target downtown) instead of the whole community.
- Engage in a reduced scope of work (e.g., focus just on transit-oriented development).
- Use skilled volunteers or in-house staff.
- Spread the cost and work over more than one budget year.
- Conduct an online Visual Preference Survey to identify preferred building types.
- Use focus groups instead of a full community survey.

- Consolidate charrette activities into less than the typical period (such as three days, instead of 5 to 7 days), if there has already been extensive public input.
- Do planning and form coding at the same charrette.

POSSIBLE SOURCES OF FUNDS

- Coastal Zone Management Program grants for coastal communities,
- Local DDA or business association for a downtown location,
- Local foundations,
- Special assessment district,
- Local tax, or
- Local general funds.

- Street: Measure the right-of-way width, the built street width, and sidewalk placement, condition, and width.
- Public space: Where, what size, and how far apart are open spaces, parks, squares, plazas, etc.¹³

4. Perform Regulatory Audit Based on Planning Principles

Next, someone should collect information on the existing regulations in a community; specifically zoning, subdivision regulations, and any other related policy requirements (e.g., affordable housing codes, green codes, site condo regulations, etc.). From this audit, decisions can be made as to what can be done better with a FBC, and what ordinances need to be modified (if any), so that the new FBC does not conflict with them. It is seldom as simple as just adding a FBC district to the zoning ordinance, or adopting a new zoning ordinance. It is likely these actions will affect other ordinances,

13. To do this type of physical condition survey, the job will be easier if one uses the Form-Based Codes Institute's Synoptic Survey Sheet. That sheet and other forms to help with this process can be obtained by taking the FBCI online class entitled "FBC101: The ABC's of Form-Based Codes - Online," which is available at: <http://formbasedcodes.org/courses/fbc101-online>; accessed November 6, 2015.

or other ordinances will not properly mesh with the new FBC provisions.

5. Conduct a Vision-Based Planning Process

Public involvement is extremely important. This step should start with a community visioning process. The most complete method to accomplish this is by conducting a charrette (see Chapter 6). A charrette is a very intense public-involvement operation, with established processes and procedures. It is particularly suited to developing community consensus on a design, such as an illustrative plan and/or regulating plan.

There are three phases to a charrette:

1. Charrette preparation (data collecting, stakeholder ID, etc.; this takes several months);
2. Conduct the charrette (3 to 7 days); and
3. Plan implementation.

There is a tremendous amount of work that goes into preparing for a charrette long before it is actually held, and many people are involved in conducting it as well. The end result is consensus on a common vision for the future of the area being studied.

6. Prepare an Illustrative Plan

The final product of a charrette for a FBC is drawings, such as illustrative plans and/or the regulating plan. An example is illustrated in Figure 8–15. This is a major undertaking that requires significant work from qualified community planning, architecture, urban design, and landscape architecture professionals in a combination appropriate to the task.

7. Adopt FBC Changes to the Master Plan

The legal process to adopt FBC provisions, including illustrative plans in a master plan or subarea plan, is exactly the same as for adoption of any master plan, subarea plan, or master plan amendment. That process must be followed.¹⁴

8. Prepare Text of the FBC

The preparation of the text of the form-based code, or FBC amendment to an existing zoning ordinance, is a major undertaking that requires significant work from qualified community planning, architecture, landscape architecture, and legal professionals.

It would be unwise for one community to adopt a FBC prepared for another community. The mismatch of elements across related ordinances, and the mismatch to local form characteristics would result in legal problems where the new code could do more damage than good. However, using the model SmartCode™ as a starting point may be a significant time and cost saver. The SmartCode™ is structured so as to be adapted to fit different community situations and has accompanying text to guide the adoption of the code from one community to another.¹⁵

Form-based codes use extensive illustrations (see for example Figures 8–16 and 8–17). Many illustrations are already in draft form in the SmartCode™. *Note: Use of the SmartCode™ will not eliminate the need for*

14. These two publications summarize the steps that should be followed. They are not a substitute for reviewing and following the Michigan Planning Enabling Act: MSUE. (2010). “Checklist #1G; For Adoption of a Plan in Michigan.” Land Use Series, December 22, 2010. MSU Extension, East Lansing, MI. Available at: <http://lu.msue.msu.edu/pamphlet/Bclsam/pamphlet1G%20adopt%20plan.pdf>; accessed January 24, 2015.

MSUE. (2010). “Checklist #1I; For Adoption of an Amendment to a Plan.” Land Use Series, December 22, 2010. MSU Extension, East Lansing, MI. Available at: <http://lu.msue.msu.edu/pamphlet/Bclsam/pamphlet1I%20amend%20plan.pdf>; accessed January 24, 2015.

15. The SmartCode™ is a unified land development ordinance template for planning and urban design, which is available at: www.smartcodecentral.org. Originally developed by Duany Plater-Zyberk & Co., this open source program is a model form-based unified land development ordinance designed to create walkable neighborhoods across the full spectrum of human settlement, from the most rural to the most urban, incorporating a transect of character and intensity within each zone.

engaging trained professionals to prepare a finished FBC for a community.

The planning commission and the public should be deeply involved in the process of preparing a FBC. A public hearing at the end of the process is insufficient. That is why a full charrette is recommended.

The planning commission should also test ideas and various parts of a FBC before a draft is presented to developers and the public. One means of testing a draft FBC is to take recent zoning permit applications (some small minor projects, and some larger major projects), and repeat the site plan review and permit review again, using the draft FBC regulations. Staff and planning commissioners can “walk through” the process again (without the original applicant, of course). To some extent it will be comparing apples and oranges, but the planning commission and staff then will have practical applied experience on how the draft FBC works, as well as know what administrative and standards adjustments need to be made before the code is adopted.

9. Prepare the Regulating Plan

The preparation of the regulating plan (FBC zoning map), or a FBC amendment to an existing zoning map, is a major undertaking that requires significant work from qualified community planning, architecture, landscape architecture, and legal professionals. As with preparation of the text of the FBC, the planning commission and public should be deeply involved in preparing the regulating plan.

10. Adopt the FBC Amendments to the Zoning Ordinance

Once the form-based code, or FBC amendment to an existing zoning ordinance, and the regulating plan (FBC zoning map), or FBC amendment to an existing zoning map is complete, then the process for formal adoption can begin.

The legal process to adopt a FBC in the zoning ordinance is the same as for adoption of any zoning or zoning amendment. That process must be followed.¹⁶

16. Two publications summarize the steps that should be followed. They are not a substitute for reviewing and following the Michigan Zoning Enabling Act: MSUE. (2014). “Check List #2: For Adoption of a Zoning Ordinance in Michigan.” Land Use Series, January 14, 2014. MSU Extension, East Lansing, MI. Available at: <http://lu.msue.msu.edu/pamphlet/Bclsam/pamphlet2zoneNewOrdChecklst.pdf>; accessed January 24, 2015.

MSUE. (2014). “Check List #4: For Adoption of a Zoning Ordinance Amendment (including some PUDs) in Michigan.” Land Use Series, January 21, 2014. MSU Extension, East Lansing, MI. Available at: <http://lu.msue.msu.edu/pamphlet/Bclsam/pamphlet4zoneAmendmentChecklst.pdf>; accessed January 24, 2015.

Figure 8–15: Sample Illustration from an Illustrative Plan – Village of Berrien Springs, MI

VILLAGE PARKING LOT

This case study proposes a small corner office building on the Village-owned parking lot. The development would be mixed-use with upper floors serving as offices or apartments while town houses add to the residential capacity of downtown.



Students from Andrews University drafted conceptual graphics illustrating potential housing and development types that could be pursued in various study areas along the M-139 corridor in the Village of Berrien Springs. **Source:** Andrews University. (2013). **M-139 Corridor Improvement Plan.** Prepared for the Village of Berrien Springs and Oronoko Charter Township. School of Architecture, Art & Design, Andrews University, Berrien Springs, MI. Available at: [www.villageofberriensprings.com/site/1/M-139%20Plan%20-%20Spreads%20\(high-res\).pdf](http://www.villageofberriensprings.com/site/1/M-139%20Plan%20-%20Spreads%20(high-res).pdf); accessed October 1, 2015.

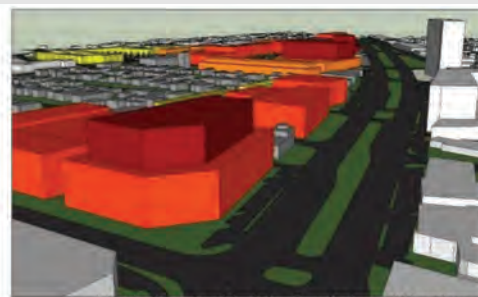
Figure 8–16: Height Standards

Height Defines Streetscape

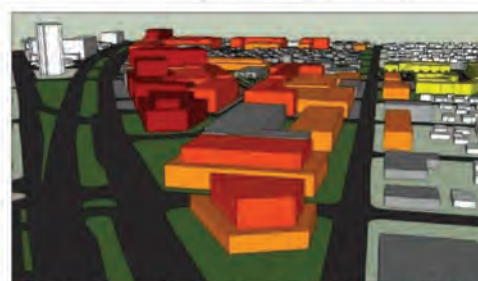
Recommended building heights will help to define streetscapes and create a strong sense of enclosure. This enclosure is a vital component to creating a more human-scale environment that is inviting to pedestrians and induces automobile traffic to slow down.

Currently, automobiles dominate Woodward Avenue, with its wide right-of-way of approximately 200 feet. This vast expanse of highway is open and uninviting to the pedestrian. The buildings on the west side of Woodward are taller, with the tallest being the 555 building at 15 stories. The plan recommends taller buildings on the east side of Woodward Avenue to create a better sense of enclosure. Buildings should range from between five and nine stories. With the tallest buildings ranging in height between 90 and 114 feet, this is half the distance across Woodward Avenue, which is an appropriate scale to create the desired sense of enclosure.

With the tallest buildings along Woodward Avenue, the heights will transition down to a level more compatible with the single-family residential neighborhoods and more appropriate to create the desired sense of enclosure for the narrower rights-of-way of the Triangle District's internal streets. In most cases, buildings in the interior should range between three and five stories. Those buildings within a minimum distance to existing single-family residential homes are limited to three stories. Shorter building heights are appropriate to frame the smaller scale of single-family residential streets.



Height/Massing Model – South down Woodward



Height/Massing Model – North down Woodward/Adams



Height/Massing Model – West down Bowers

Source: LSL Planning, Kinzelman Kline Gossman, Ferrell Madden Associates, Progressive AE, Anderson Economic Group, Carl Walker Parking. (2007). **Triangle District Urban Design Plan.** City of Birmingham, MI. Available at: www.bhamgov.org/document_center/Planning/Master_Planning_Docs/Triangle_District_Plan.pdf; accessed April 15, 2015.

ADMINISTRATION OF A FORM-BASED CODE

In one sense, the administration of a FBC is not any different than the administration of other types of zoning ordinances. Statutory zoning requirements have to be followed. If there is a difference, it is typically due to the streamlined application, review, and approval system often embedded within FBCs. This stems from the FBC's emphasis on form, and how land use relates to neighboring parcels, and to the public realm. Typically, with a FBC, fewer applications are treated as special land uses or planned unit developments. That means more decisions can be made by trained and skilled zoning administrators and less by a planning commission or governing body. With fewer special land uses, PUDs, or complex site plan reviews going through multiple public meetings by public review bodies, the time and complexity to obtain permits is reduced for

many applicants—and especially for those with use by right applications, which are common with FBCs.

When to Use a Site Plan Review

When using a FBC there needs to be an ordinance requirement to prepare, have reviewed, and approve a site plan for proposed new development. The question is, who reviews and acts on it? Consider the following approach to answer that question:

- On small projects below ____ sq. ft. (*a size established locally by ordinance*), reuse of existing structures (new use in an existing structure), or modification of existing structures: The zoning administrator should be authorized to review and approve the required site plan, because it would be a use by right situation.

Figure 8–17: Neighborhood Frontage Standards

9.04.03 **Neighborhood Street Frontage.** Sites with frontage along Neighborhood Streets shall meet the following dimensional requirements:

Lot Area/Density	Single family: Minimum 5,000 square foot lot area; minimum 4,500 square feet for lots with rear alley. Townhouses: Up to 14 units per acre permitted-by-right; the Township Board may grant special land use approval for up to 28 units per acre.	<p>Single family residential placement</p>
Lot Width	Single family: Minimum 50-foot lot width; minimum 45 foot lot width for lots with driveway access to a rear alley. Townhouses: No minimum.	
Front Yard Requirements	Single family: Minimum 20-foot front yard setback. Townhouses: Minimum 5-foot front yard setback.	
Building length	Maximum 180 feet.	
Side Yard	Single family: Minimum 5-foot side yard setback with a total of 15 feet on both sides; a total of 10 feet on both sides where garage access is from a rear alley. Townhouses: No side yard between units. Minimum 15-foot setback from single family lot and 15 foot spacing between groups of buildings.	
Rear Yard	Minimum 25-foot rear yard setback for principal buildings.	
Building Height	Minimum 2 stories. Maximum 3 stories – not including ½ stories. Maximum 35-foot building height.	<p>Townhouse building placement</p>
Accessory Buildings	Detached garages and other accessory buildings shall be located in the rear yard only and shall be setback a minimum of 3 feet from the rear and side lot lines. Attached garages shall be permitted; provided the garage is setback at least 5 feet behind the front building line of the living portion of the dwelling and the garage wall facing the street is less than 50% of the total length of the street-facing building façade. Accessory buildings shall be subject to the regulations of section 11.04; except accessory buildings may be up to 2 stories, and 20 feet in height and may include an accessory apartment in the second floor.	
Parking Lot Location	On-street parking shall be permitted and may be credited towards meeting off-street parking requirements. Parking shall be in the side or rear yard. For single family residential, parking shall be permitted in a front yard driveway; provided the garage does not project into the front yard.	

Source: Genoa Charter Township/LSL Planning. (2006). *Zoning Ordinance Article 9: Genoa Town Center Overlay District*. Genoa Charter Township, MI. Available at: www.genoa.org/contentfiledata/download/44; accessed April 22, 2015.

- On bigger projects, or an infill (new or modified building) project under ____ sq. ft. (*a size established locally by ordinance*) in size: The zoning administrator and professional planning staff should be authorized to review and approve the site plan. At the request of the planning and zoning staff, the planning commission (after receiving a zoning administrator’s staff report) could be asked to review and comment on, or actually approve the required site plan.
- On very large projects (e.g., subdivisions, site-condominiums, PUDs, special land uses, etc.) above ____ sq. ft. (*a size established locally by ordinance*): The planning commission (after receiving a zoning administrator’s staff report) should be authorized to review and approve

the required site plan. This would also be true whenever there are discretionary aspects to the development proposal. When this process occurs, the body conducting the review and deciding upon the permit should be the planning commission. Discretionary aspects include standards in the ordinance, which are not measurable or clearly black-and-white in nature. When discretion is part of the decision, the process of notices, hearing, and action by a public body (planning commission) should be followed. Proposals that involve discretionary aspects to the decisions of review could be handled as special use permits or PUDs in which the site plan review is a part of the review and approval process. These should be limited to as few a number of circumstances

as possible under a FBC. All standards in the ordinance must still be met.

Results

One of the reasons such a streamlined approach is possible with a FBC is because many of the details of site plan review are effectively completed prior to any application review process by the community as they are embodied in the regulating plan. The result, with a FBC, is a system where permits are predominantly handled as uses by right or permitted uses. That means more decisions are made through staff reviews and fewer cases are reviewed by the planning commission. Also, if the FBC is prepared properly, the number of variances requested by developers should be reduced tremendously. This, of course, will save additional time for the developer and result in less need for the zoning board of appeals to meet.

The result with a FBC is that as the time and complexity to obtain permits is greatly reduced, the cost (in time as much as money) for the applicant is also greatly reduced. Most important, the type of development a community desires as reflected in the master plan and zoning ordinance is more likely to occur.

CONCLUDING OBSERVATIONS

Because zoning standards strongly influence development patterns, it is imperative for Michigan communities to encourage the good form that creates quality places through their use of appropriate regulatory approaches. There are a variety of methods local governments can deploy in designing private and public placemaking projects that create vibrant, economically and socially successful places, but none are likely to produce more consistent results than the use of form-based codes.

Historical approaches to zoning have focused on land uses, and primarily on the separation of uses. This has created places that require the use of an automobile and are often contrary to what quality places historically are like; that is walkable, with an array of mixed uses and dwelling types, quality designs, and neighborhood characteristics. Form-based codes focus on ensuring that quality buildings, which can be adapted to fit a range of uses, are constructed with a form that promotes and supports a walkable community.

Form-based codes typically address elements of place and form, but regardless of the regulatory approach used, the following elements are crucial for placemaking:

- Mixed uses in appropriate locations with commercial on the ground floor and office or residential on upper floors;
- Minimum and maximum setbacks and build-to lines;
- Building height and location on lots that create appropriate enclosure for pedestrians;
- Parcel/lot sizes that include minimum and maximum frontage;
- A focus on keeping density high in centers, and at key nodes, along key corridors (especially those served by transit);
- Increasing lot coverage in zones with high density;
- Minimum streetscape requirements and sidewalk widths;
- Prohibiting on-site parking in some locations or allowing only rear parking where there is on-street parking;
- Employing sign regulations that serve people and vehicles;
- Establishing requirements for a mix of incomes in each residential project;
- Devising incentives for faster development review and approval for projects by using charrettes and form-based code options; and
- Making development that meets these new requirements (especially those in FBCs), use by right instead of approved through discretionary review and approval processes.

Last, a FBC approach requires public involvement during the development of the code. This begins with identifying the vision of the community, the targeted form(s), which the form-based code must aspire to achieve, and continues through standards development and adoption. Involving the public in the development of the FBC means more certainty for future development projects and streamlines the process for both the community and the developer. This creates a win-win situation for everyone.

Key Messages in this Chapter

1. There are a number of ways local governments can utilize zoning to support effective placemaking, yet the use of form-based codes (FBC) is the most likely to consistently produce the desired results.
2. For regulatory codes to positively impact placemaking efforts in a community, they need to be: place-focused and human-scaled; respectful of natural ecology; purposeful, not reactive; focused on connecting urban form and land use; serviceable to development that is compact, mixed use, and pedestrian-oriented; graphic-oriented and easy to use and understand; and designed so they may be updated consistently with ease.
3. Communities need to make the following essential commitments when attempting to create walkable places, otherwise any amount of placemaking will still result in less than desired outcomes: emphasize people over cars downtown and at key nodes, along key corridors; increase residential density and allow mixed uses in these same key areas; place more importance on building form than building use; and employ fixed-route transit from downtown to key locations in communities where the scale is applicable.
4. Conventional zoning results in an almost exclusive separation of land uses, while form-based codes focus on ensuring quality structures are designed with form that supports a walkable community.
5. Regardless of the type of zoning that is being used, there are multiple form elements that should be a part of every urban zoning ordinance in order to help enhance placemaking opportunities. These are broken down in the list below.
 - A. Mixed-use buildings that allows a mix of residential, commercial, service, and office land uses to bring a diversity of people and activities together to create engaging downtowns.
 - B. Beyond traditional minimum zoning setback requirements, there should also be “build-to” lines that require buildings have a uniform placement in relation to the public realm, such as the street, to frame the space. Maximum setbacks are also necessary to ensure a relatively common build-to line.
 - C. Zoning should include enclosure standards that specify both the minimum and maximum height of a building. Having only height maximums in place may lead to non-uniform gaps and uneven enclosure that disrupts the design aesthetics of the street façade and its relationship to pedestrians in the public realm.
 - D. Placemaking emphasizes keeping residential density relatively high in downtowns, at key nodes, and along key corridors. Parcel and lot sizes play a significant role in this regard, and within the context of FBCs are tied closely to building type and street characteristics.

- E. Lot coverages are included in FBCs, along with block standards that detail the size of blocks and the positioning of parcels within the blocks. When allowing high lot coverage or floor area ratio (FAR) requirements, communities should be aware of and address any concerns related to impervious surfaces and stormwater runoff.
- F. Uniform streetscape standards may include items, such as placement of trees, benches, bike racks, and trash receptacles, as well as sidewalk width, and more. Standards may also detail colors, patterns, or other design elements that combine to create a unique, consistent local identity in a community's downtown or at key nodes and along key corridors.
- G. In order to maximize pedestrian activity and space, surface parking requirements for private landowners in dense urban places, such as downtowns and at key nodes, should be very limited or non-existent. Requiring street parking, shared parking between various land uses, and special use permits for private parking lots are other techniques that help discourage too much land in these key urban areas from being devoted to surface parking. A community should never simply copy another community's parking standards, as each locale features its own unique demands and patterns that require their own focus.
- H. Sign requirements are also important in regulating the placement, size, and illumination of signs, so that they do not negatively impact the look and feel of a place. Signs should serve pedestrians and vehicles, while complementing the building on-site, instead of creating an eyesore that disrupts the design aesthetics of the community.
- I. Mixed use applies to more than just a mixture of residential, commercial, and office uses; it means having a community diverse in ethnicity, age, income, and other different demographic types. Community regulations should include requirements for a specified amount of mixed-income housing in each development or redevelopment project.
- J. Faster review time means less cost for a development project. Methods that help reduce the time for approval include: making more decisions at the administrative or staff level; requiring less process and review involving the full planning commission or governing body; utilizing FBCs that make conforming applications uses by right that do not require special reviews and may be approved by local planning and zoning staff; involving the public in project development processes from the initial stages through intensive community engagement and design charrettes that start conversations and work out possible problems early; and including deadlines in the zoning ordinance for making decisions on cases submitted for review.

Key Messages in this Chapter (cont.)

6. There are four different approaches to FBCs, including: 1) Mandatory (FBC regulations are required to apply to *all* new development, whether in all districts or a select districts); 2) Parallel (conventional zoning still exists, but FBCs are in place for an applicant to choose between, depending on incentives, time frame, and other needs); 3) Floating (the FBC is not a specific area on the zoning map, but rather a floating zone which is added to the zoning map when applied; however, there is no express authority for floating zones in the Michigan Zoning Enabling Act); and 4) Hybrid (most place and form elements are incorporated into a conventional zoning ordinance, but FBC aspects are also included).
7. The illustrative plan is a map similar to a future land use map found in a master plan or subarea plan that forms the future vision through images, illustrations, and text. It provides the basis for the FBC regulating plan.
8. Regulating plans are the equivalent of the zoning map, translating the form and vision into a map that shows where different code standards will be applied. The regulating plan displays requirements for new development that include shape and size of parcels and blocks, while also identifying key public spaces, such as parks, plazas, public buildings, and parking areas, etc. Documentation on neighborhood building blocks, such as centers, nodes, and corridors, is also included in a regulating plan.
9. There are 10 steps to follow when preparing a form-based code, from the preparatory phases to the writing stages, and finally the legal steps for adoption. In brief, these steps include: 1) identifying community intentions, assessing community assets, and developing common goals; 2) establishing a scope of the FBC coverage area; 3) conducting analyses of existing form conditions, such as blocks, parcels, building elements, land uses, streets, and public spaces; 4) performing a regulatory audit on zoning and subdivision requirements, as well as other policy processes; 5) conducting a vision-based planning process through use of a charrette to encourage public involvement and create a community vision; 6) preparing an illustrative plan highlighting aspects of the vision and future objectives; 7) adopting FBC changes to the local master plan; 8) preparing the text of the FBC with help of qualified planning, architecture, landscape architecture, and legal professionals; 9) preparing the regulating plan; and 10) adopting FBC amendments to the zoning ordinance by following required statutory procedures.



Chapter 8 Case Example: Marquette Waterfront District FBCⁱ

Marquette's waterfront district was long a driving economic force in the Great Lakes Region through movement of iron ore by rail and water transportation. As the mining industry declined, the rail yards were forced to close and became vacant. The abandonment of Marquette's industrial waterfront further disconnected it from downtown and decreased already poor access to the water by its citizens. In 2000, the City of Marquette set out to transform its former industrial Lake Superior waterfront into a walkable, mixed-use zone that was physically connected to the downtown. Marquette developed a form-based code ordinance that would help transition this area from abandoned industrial land to a more desirable place where people want to live, work, play, shop, learn, and visit.

Adopting a form-based code became an effective way for the City to simultaneously protect one of its most valuable resources, while capitalizing on the economic and social gain of access to the waterfront. By using a FBC, Marquette was able to keep its community identity by controlling development for both physical form and land uses. The FBC for the new Waterfront District has a set of guidelines for streets, alleys, blocks, buildings, and parking in order to integrate roadway design and building development, and create a compact mixed-use district. The City created the **Marquette Downtown Waterfront District Form-Based Code Handbook** that specifically outlined building regulations for areas in both the downtown and waterfront districts, and set precise parameters for building elements to help create good public space.ⁱⁱ However, there were broader parameters set for regulating building use, since the local economy may change, over time, and the district needs to be able to reflect the demand for different types of use.

i. NWWN. (2010). "Case Study: Transforming Marquette, Michigan's Waterfront with Form-Based Code." National Working Waterfront Network. Available at: http://www2.vims.edu/bridge/wateraccess/case_study.cfm?ID=43; accessed February 18, 2015.

ii. City of Marquette. (2014). **Marquette Downtown Waterfront District Form-Based Code Handbook: Ordinance #554**. Marquette, MI. Available at: www.mqtcty.org/Government/Code/554downtown_waterfront_form_based_code.pdf; accessed April 16, 2015.



Harbor Ridge Townhomes in Marquette, MI. Photo by Dave Stensaas, City of Marquette.

The use of a form-based code ensured effective placemaking efforts by making the development place-focused and human-scaled, mixed use, and open to future change, while not infringing on the local waterfront. Marquette was careful to maximize pedestrian activity by creating a space that encourages accessibility and does not have a high requirement for surface parking. The **Form-Based Code Handbook** has been effective in creating form standards that give developers precise parameters for building regulations in the district. These include standards for building materials, fenestration/façade composition, and separation requirements for vehicular parking areas and street/pedestrian space.

The FBC also embodied citizens' requests for redevelopment and created a plan to help realize their ideas. Citizens wanted more access to the waterfront and opportunities for economic development, while restoring and preserving the natural habitat of the area. They have shown widespread support for the redevelopment of the waterfront. To date, implementing a FBC ordinance for the district helped link the waterfront to the rest of the City, and created a human-scale urban development that has brought more residents and visitors to the area. Downtown Marquette has become a premier place to live, dine, shop, recreate, and attend events thanks to the redevelopment of the "big lake" waterfront.

PART FOUR

CHAPTER 9: STANDARD PLACEMAKING

CHAPTER 10: TACTICAL PLACEMAKING

CHAPTER 11: CREATIVE PLACEMAKING

CHAPTER 12: STRATEGIC PLACEMAKING

CHAPTER 13: MIXING AND
MATCHING, BARRIER BUSTING, AND
PREVENTING UNINTENDED CONSEQUENCES
OF PLACEMAKING

Placemaking is a process of creating quality places where people want to live, work, play, shop, learn, and visit. It is about moving from planning to action in comparatively short order to make place-specific changes that improve quality of life. Part Four describes the four types of Placemaking in depth with one chapter on each: Standard, Tactical, Creative, and Strategic. Chapters 9–12 present the importance of each technique and examples of projects and activities to improve the quality of places along the transect. Chapter 13 explains how to piggyback placemaking on existing quality-of-life initiatives and when and how to combine each type. It illustrates how to choose the type of placemaking approach to meet the objectives of a neighborhood or community. It also identifies a series of common barriers to effective placemaking along with suggestions for overcoming them. Last, it depicts some important unintended consequences to consider when engaging in placemaking projects and ways to prevent or minimize them.

Chapter 9: Standard Placemaking



A busy day at food trucks in Ann Arbor, MI. Photo by Mark's Carts, LLC.

INTRODUCTION



As indicated in Chapter 1, “placemaking” is a process of creating quality places where people want to live, work, play, shop, learn, and visit. It is about moving from planning to action in comparatively short order to make place-specific changes that improve quality of life in economically sustainable ways. This is often accomplished by creating more opportunities and choices for people. Most placemaking occurs as a result of projects or activities that are deliberate, planned, and involve key players in creating a new or revitalized place. That includes a project champion or developer, representatives of the target market, nearby residents, and a host of local stakeholders that could be impacted by the project or activity. Depending on the placemaking project or activity, the time between idea, planning, and action can be quite short, sometimes as short as a week for some tactical or Lighter, Quicker, Cheaper activities, and rarely more than a year or two for complex projects. These characteristics make placemaking different from other community-based activities like traditional community development, economic development, or infrastructure development that often have long time frames tied to bureaucratic processes.

Placemaking can be characterized as a set of approaches with three specialized subtypes: Tactical, Creative, and Strategic Placemaking. The principal differences revolve around the focus of the placemaking effort and the key objectives to be achieved. This chapter focuses on “Standard” Placemaking within which the three other subtypes exist. This may appear to be an odd relationship in that the specialized types of placemaking are narrowly focused, while Standard Placemaking usually involves parts of the three specialized types, and is often more broadly focused. *If a project or activity is placemaking, but does not fit the definition of the specialized types, then it is considered to be Standard Placemaking.* Chapters 10–12 will focus on each of the three specialized types of placemaking.

Placemaking can be used in any city, village, town, or township, but the activity or project should be appropriate for its place on the transect. Placemaking can be used at a variety of levels and for a variety



Active street life and pedestrian activity in downtown Grand Rapids, MI. Photo by the Michigan Municipal League/www.mml.org.

of different purposes. It can be very site specific or focused in multiple places in a neighborhood at the same time. Public spaces like sidewalks, street rights-of-way, plazas, squares, parks, waterfronts, greenways, trails, natural areas, and rural scenic vistas are often targeted, because of the high public gathering, amenity, and activity values inherent in such places. Any part of the community could be the place where Standard Placemaking projects or activities occur. *But, because placemaking can take place anywhere does not mean that it is just any type of place-based project or activity.* Placemaking is a specialized, deliberate set of activities or projects that focus on improving the quality of a place to make it attractive to people where they can live, work, play, shop, learn, and visit.

Three dimensions of Standard Placemaking are discussed in this chapter: 1) geography (where on the transect it occurs), 2) scale (the number and magnitude of placemaking projects and activities), and 3) concentration (the number of placemaking projects or activities within a geographic area). See Figure 9–1 for an illustration of this and the other specialized types of placemaking.

This chapter opens with a brief description of Standard Placemaking and important principles to keep in mind to ensure efforts are most effective. Then, it dives into a series of transect examples illustrating how this type of placemaking can be used to improve the quality of places all along the transect. A short discussion on scale and concentration of placemaking projects and activities focusing on the Project for Public Spaces’ *Power of 10* follows. Finally, a discussion on the culture of change closes out this chapter.

Project for Public Spaces: What is Placemaking?

“Placemaking is a quiet movement that reimagines public spaces as the heart of every community, in every city. It’s a transformative approach that inspires people to create and improve their public places. Placemaking strengthens the connection between people and the places they share. . .

Placemaking is how we collectively shape our public realm to maximize shared value. Rooted in community-based participation, placemaking involves the planning, design, management, and programming of public spaces. More than just creating better urban design of public spaces, placemaking facilitates creative patterns of activities and connections (cultural, economic, social, ecological) that define a place and support its ongoing evolution. Placemaking is how people are more collectively and intentionally shaping our world, and our future on this planet.

For us, placemaking is both a process and a philosophy. It takes root when a community expresses needs and desires about places in their lives, even if there is not yet a clearly defined plan of action. The yearning to unite people around a larger vision for a particular place is often present long before the word “placemaking” is ever mentioned. Once the term is introduced, however, it enables people to realize just how inspiring their collective vision can be, and allows them to look with fresh eyes at the potential of parks, downtowns, waterfronts, plazas, neighborhoods, streets, markets, campuses, and public buildings. It sparks an exciting re-examination of everyday settings and experiences in our lives.”

For more information, visit: www.pps.org/reference/what_is_placemaking/; accessed January 24, 2015.

Figure 9–1: Standard Placemaking and Three Specialized Types of Placemaking



Source: Figure by the Land Policy Institute, Michigan State University, 2015. Photos by the Michigan Municipal League/www.mml.org.

STANDARD PLACEMAKING

As stated in Chapter 1, on page 1–26:

“For the most part, the term ‘Standard Placemaking’ is used in this guidebook to describe an incremental way to improve the quality of a place over a long period of time with many separate projects and/or activities. Standard Placemaking can also be used to create and implement large-scale transformative projects and activities that can convert a place in a relatively short period of time to one with a strong sense of place that serves as a magnet for people and new development. However, a quick transformation is the exception more often than the rule.”

The key message here is that Standard Placemaking is about building community, one project and activity at a time. That means it is a process that once started, will continue indefinitely. If there is a hypothetical end, it is when every neighborhood in the community is a “complete” neighborhood as defined in Chapter 5, and there are “no” other actions that can be taken to improve quality of life in the neighborhood. However, since standards on quality of life generally increase over time, it is not likely that communities will ever stop placemaking once they have begun. But, even if they accomplished everything they set out to create, there will always be tasks to maintain and periodically refresh the design of the physical infrastructure that supports the quality places.

Progress on using placemaking to improve quality of life will be most effective when:

1. The community begins with small placemaking projects and builds each subsequent project on the last successful one.
2. The community prioritizes its efforts and does not try to do everything at once. Haphazard efforts tend to use up limited resources quickly and to spread projects so far apart that there are few, if any, synergistic benefits that come from concentration in a single neighborhood, downtown, or along a common corridor.
3. The community seizes emerging opportunities when it makes sense to do so (so, do not commit all operational time and

budget for priority projects in #2 above).

While not all development or civic activity is placemaking, every development project or civic activity has the potential to contribute to placemaking, if the community has its eyes open to the opportunity.

4. The community uses specialized forms of placemaking to achieve those objectives that each form is best suited to achieve. Perhaps Standard Placemaking can be likened to a favorite all-around horse that satisfactorily performs many functions and is loved by all. Tactical Placemaking is somewhat like the sure-footed, quick-turning ability of the American Quarter Horse. Creative Placemaking has characteristics somewhat like the crafty, opportunistic resilience of Mustangs. Strategic Placemaking often requires the careful breeding and endurance of an Arabian Horse. Each horse, and type of placemaking, has different strengths and weaknesses. As with horses, where possible, use the type of placemaking with the right characteristics for the task. See Chapter 13 for a comparison of the different types of placemaking.

The following is also excerpted from Chapter 1, on page 1–26:

“Standard Placemaking will typically have economic development benefits, but that is generally not the principal reason for which it is used. This is in contrast to Strategic Placemaking where talent attraction for economic development is a principal reason for engagement. Like all forms of placemaking, Standard Placemaking rolls planning and implementation into the same process, so that one is not isolated from the other. That requires engaging and empowering people to participate in both the process of planning and of implementation.”

This is one feature of placemaking that makes it so different from community development, economic development, and infrastructure development. *Placemaking is action-oriented. It is not just thinking about doing something, it is acting upon what is thought about.* That is why Tactical Placemaking is so well-

Placemaking is action-oriented. It is not just thinking about doing something, it is acting upon what is thought about.

suited for short-term projects that often try out changes on an interim basis to see if they will work permanently. It is why Creative Placemaking can not only add a new physical feature to a space that provokes thought and action, such as a sculpture, but also spark more creativity in how

public and private space may be used to enhance quality of life. It is why Strategic Placemaking so often focuses on how new private development that is located in a targeted location, as with transit-oriented development at a key node, can produce immediate and lasting benefits in helping to attract and retain talented workers to an area.

TRANSECT PLACEMAKING EXAMPLES

Following are examples of Standard Placemaking as it may be engaged in each transect zone. It is hoped that these examples will help readers better understand its potential in different settings. The more closely a project or activity starts to look like one of the specialized forms of placemaking, the more likely interested readers will benefit from the greater detail provided on that type of placemaking in Chapters 10–12.

Transect: T1 – Natural Zone

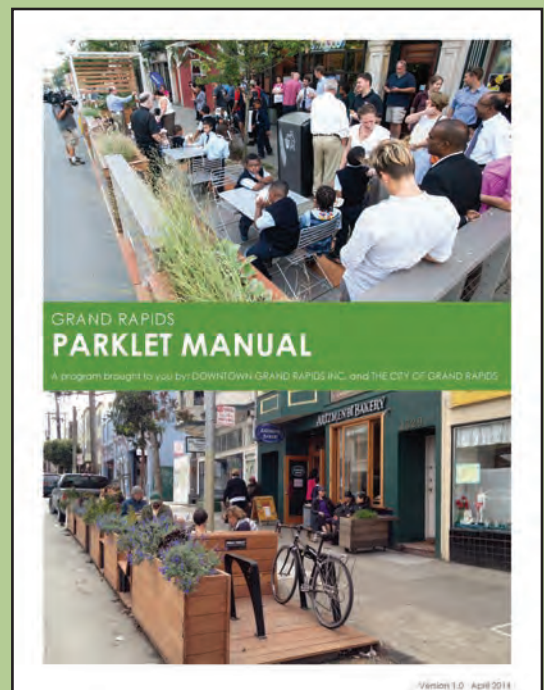
Natural areas perform a wide variety of functions for the ecosystems they support. Wilderness areas and protected habitat provide the home for flora and fauna that characterize a particular ecosystem (like prairie or upland hardwood, etc.), and may

The Grand Rapids Parklet Manual

The **Grand Rapids Parklet Manual** is a comprehensive overview of the goals, policies, processes, procedures, and guidelines for creating a parklet in downtown Grand Rapids. A parklet is a portion of a street that is transformed into a public space for people, while simultaneously providing an aesthetic enhancement for the streetscape by providing seating, vegetation, bike parking, and art. Downtown Grand Rapids' goals are to use parklets to reimagine the potential of its streets, bring support to local businesses, encourage more pedestrian activity, foster neighborhood interaction, and encourage more non-motorized transportation. To create a parklet, businesses need to hire a design professional to help create plans and oversee installation, obtain an encroachment permit issued by the City of Grand Rapids Engineering Department, schedule installation between April and November, and ensure compliance with the Americans with Disabilities Act.

Public outreach is an important part of creating a parklet, since one of its primary functions is creating a gathering space for pedestrians. The initial stakeholder should discuss plans with neighboring businesses, property owners, and neighborhood organizations to demonstrate potential community outreach. In order to reduce the time for receiving a permit to create a parklet it is recommended that potential applicants read through the **Parklet Manual** to understand the process and regulations for creating a successful parklet. For more information, including where to apply, restrictions and costs, and what amenities should be included, click the link in the source below.

Source: Downtown Grand Rapids, Inc. (2014). **Grand Rapids Parklet Manual**. Grand Rapids, MI: Downtown Grand Rapids, Inc. Available at: http://s3.amazonaws.com/downtowngr.org/general/DGRI_Parklet_Manual_April_2014.pdf; accessed February 9, 2015.



Front cover of the **Grand Rapids Parklet Manual** by Downtown Grand Rapids, Inc, 2014.



Examples of Natural Zone (T1): Good Harbor Bay in Leelanau County (left), and Weber Lake in Cheboygan County, MI (right). Photos by Kurt H. Schindler, AICP, MSU Extension (left); and Tyler Borowy (right).

be home to endangered species. Wetlands provide storage for flood waters and cleanse stormwater of nutrients before being discharged into a lake or stream. These areas also provide opportunities for hunting, fishing, bird watching, photography, hiking, canoeing, kayaking, and a host of other recreational opportunities. The land can be found in state or national parks, or consist of old growth forests, wildlife preserves, or a multitude of other smaller natural areas. They are often characterized as being places that help “restore the soul” of those who visit there. A walk in the woods, mushroom hunting, or watching a pair of any bird species defend a nesting area can be exhilarating, and puts suburban and urban areas into a different perspective. Many people strongly value natural areas and their long-term protection for all of these reasons and many more. Accordingly, appropriate placemaking in these areas should be very limited, because they could undermine the natural integrity of these places. Appropriate Standard Placemaking projects in T1 areas include:

1. Providing access to a wide variety of people, using means that do not harm the quality of the natural area, is an appropriate placemaking project in all but the most sensitive wilderness areas. This means providing an appropriate location for vehicles, bikes, and hikers to enter the area, park vehicles, and walk to memorable panoramic viewing locations without destroying the values that are sought to be protected. A special effort is needed to provide access to people with disabilities wherever feasible.
2. In some cases, placemaking could go further. It could include wooden walkways into a unique portion of the ecosystem or to an unusual viewing area. It could feature small educational displays that help people learn about the characteristics and value of these natural areas. It could offer kiosks in the parking lot with directions to other quality natural areas, local museums, and overnight accommodations and businesses that cater to tourists and naturalists. It should include litter receptacles and place-specific toilet facilities, and where appropriate to the setting, picnic tables. All facilities and signage should be coordinated in color, style, and material to reflect the entity offering the facility and the unique character of the place.
3. If access to water is appropriate (i.e., will not undermine the integrity of the natural area and can be safely provided), then well-designed and convenient boat, canoe, or kayak launching and fishing facilities should be provided.
4. To the extent reasonable and feasible, efforts could be made to link the value and benefits of the natural area(s) to economic efforts on nearby growing lands (T2 zones), and the processing of food or timber and tourist accommodations activities in nearby small towns (T3 and T4 zones). This could be accomplished by a regional trail system or bike trail on a former railroad line that ran through the area. It might also be done by

Michigan Department of Natural Resources: Michigan Natural Resources Trust Fund

The Michigan Department of Natural Resources (MDNR) is the State agency responsible for the conservation, management, and use of Michigan's natural and cultural resources. Understanding that these elements contribute to placemaking, the MDNR is also involved with supporting placemaking at the State policy level and implementation at the local level. There are two key tools that the MDNR uses to do this.

The Michigan Natural Resources Trust Fund (MNRTF) is a recreation and conservation grant program that supports state and local units of government with outdoor recreation and land and water conservation projects. Both land acquisition projects and development projects (includes outdoor recreational facilities, such as campgrounds, trails, etc.) can be eligible for funding under the MNRTF. There are no minimum or maximum grant amount limitations for land acquisition projects; however, development grant amounts have a minimum of \$15,000 and up to a maximum of \$300,000. To be considered for funding, the applicant must have an MDNR-approved five-year recreation plan. This supports placemaking in a couple of ways. First, it provides much needed funding for outdoor recreation projects that can attract talent, while serving recreation and open space needs of the whole community at the same time. Second, requiring a recreation plan supports the forethought that is

needed for successful placemaking projects and can complement other planning processes. There is an annual application process, and the MNRTF Board of Trustees makes a recommendation that is then forwarded to the Governor and Michigan Legislature for final decisions. The amount of funding available varies for each fiscal year, although it is estimated that roughly \$20 million will be available for these grants annually for the foreseeable future.

Another way the MDNR supports placemaking is by making available a vast array of public, outdoor recreation facilities via State parks, State forests, and State game areas. Possibly most relevant to attracting and retaining talent is the Trails & Pathways Program, which communities can link into to create the green infrastructure and connectedness that makes placemaking successful.

For more information, visit: www.michigan.gov/dnr/; accessed April 21, 2015. For more information on the MNRTF and the Trails & Pathways Program, click the source links below.

Sources: MDNR. (2015). "Natural Resources Trust Fund Grants." Michigan Department of Natural Resources, Lansing, MI. Available at: www.michigan.gov/dnr/0,4570,7-153-58225_58301-257945--,00.html; accessed April 21, 2015.

MDNR. (2015). "Trails & Pathways." Michigan Department of Natural Resources, Lansing, MI. Available at: www.michigan.gov/dnr/0,4570,7-153-10365_16839---,00.html; accessed April 21, 2015.

Michigan Recreation and Park Association (mParks)

The Michigan Recreation and Park Association is the collective voice of the state's parks and recreation community. The mParks advocates, teaches, and inspires. "Founded in 1935, they provide advocacy, resources, and professional development opportunities to a devoted and diverse membership of park and recreation agencies, professionals, vendors, and advocates."

The mParks is a member of the Michigan Sense of Place Council whose mission is to "instigate and lead collaboration to plan and deliver the safe, clean, people-centric quality-of-life experiences that are the foundation of the placemaking concept and the park and recreation profession."

For more information, visit: www.mparks.org/.



Examples of Rural Zone (T2 – Growing Lands): Rural farm in Linden, MI (left), and grazing beef cattle in Mid-Michigan (right). Photos by the Michigan Municipal League/www.mml.org (left) and MSU Communications and Brand Strategy (right).

making this stop one of many on a 1- or 2-day automobile trip through the area, which are coordinated and marketed together.

5. The allure of natural areas is very strong and not much has to be done to attract people to them. But, once visitors are in the area regularly, placemaking in nearby cities (T4 and T5 locations) is necessary to create the kind of special places that people cherish and want to return to again.

Transect: T2 – Rural Zone (Growing Lands)

The Rural Zone encompasses our farms and forests and includes some of the processing of products that are growing in these places. We often travel through these places without giving thought to their natural and economic importance. Many people also live at a very low density in these areas on large parcels surrounded by farmland or forests, and want to keep the area that way. Placemaking in natural areas within growing lands could parallel those in T1, as well as build upon the unique attributes of the growing lands. For example, Standard Placemaking activities could include:

1. Value-added agricultural activities are examples of potential placemaking projects when appropriate to T2 transect locations. These could include farm produce stands, wine-tasting operations, U-pick fruit farms, Halloween pumpkin picking, corn mazes, and links to related activities nearby like “haunted” houses or museums celebrating the lumber era that preceded farming.
2. These place-specific activity sites could be expanded to link to bed and breakfast establishments in old farmsteads or on working farms or ranches, and to restaurants in nearby towns that serve hearty, traditional cuisine based on products grown locally.
3. Local agricultural-related festivals to celebrate harvests of a specialty crop or fruit can be combined with old steam tractor shows or music festivals to capture more of the unique rural history and culture of an area, adding to the local economy in ways that will help with sustainability.
4. Extensive hiking and bicycle trails, and connecting waterways are assets that provide unique opportunities for hikers, bicyclists, and kayakers between “trail towns.”
5. Together these activities can be included in tourist brochures to advertise several types of day trips that adapt to different seasons (like the use of bike trails as snowmobile trails in the winter).
6. These place-based activities are interesting in their own right, but when properly “bundled” they present unique placemaking opportunities not only at each site, but for an entire rural region. This helps create a strong sense of place and, hence, the emotional attachment that keeps bringing people back and supporting the regional economy.

Michigan Department of Agriculture and Rural Development: Farmers Markets and Value-Added Agriculture

The Michigan Department of Agriculture and Rural Development (MDARD) is the State department responsible for protecting and promoting agriculture, food, environmental, and economic welfare for Michigan. The MDARD supports placemaking through its promotion and licensing of farmers markets, and its Agriculture Value-Added/Regional Food Systems Grant Program.

Farmers markets are one way to promote local agriculture by providing a venue for local food producers to reach out to consumers. They have become a staple placemaking tool for communities across Michigan. The MDARD is responsible for the licensing and regulation of farmers markets to ensure that consumers are receiving fresh and safe products. Local MDARD food inspectors assure that Michigan food laws are upheld at these markets. This supports placemaking at the local level, because these markets create a place for community gatherings, as well as promotes healthy eating habits within the community. They also give an identity to the community based on their agricultural industry and promote local economic growth.

The MDARD's Agriculture Value-Added/Regional Food Systems Grant Program is another way to

enhance the state's agriculture industry through the awarding of grants that increase the role of agriculture in the applicant's geographic area. Applicants can submit one proposal that, if accepted, ranges from \$20,000 to \$200,000 for various activities related to increasing their agricultural revenue or production. The funds from this program cannot be used to purchase land, but may include providing technical assistance, marketing, equipment, and innovation, as well as training and outreach. Programs like these are ways that MDARD can not only improve the agriculture industry in Michigan, but create a sense of community through the agricultural industry as well.

For more information, visit: <http://michigan.gov/mdard>; accessed April 29, 2015. For more information on setting up farmers markets or Value-Added Agriculture, click the source links below.

Sources: MDARD. (2015). "Farmers Markets FAQ." Michigan Department of Agriculture and Rural Development, Lansing, MI. Available at: www.michigan.gov/mdard/0,1607,7-125-1568_2387_46671_46672-169336--,00.html; accessed April 29, 2015.

Nyquist, N. (2012). "Agriculture Value-Added/Regional Food Systems Grant Program." Michigan Department of Agriculture and Rural Development, Lansing, MI. Available at: www.michigan.gov/documents/mdard/Agriculture_Value_Added_392254_7.pdf; accessed April 29, 2015.

Transect: T3 – Sub-Urban Zone (Sub-Urban Lands)

Suburbs usually have the widest variety of landscapes and densities among community types—often ranging from natural areas that are very low density, to traditional urban density neighborhoods. However, in this case, we are not speaking of "suburbs" per se; we are speaking of sub-urban lands. That means low densities that are higher than those in the growing lands, but less than those in urban neighborhoods, often ranging from one dwelling unit per 10 acres to one dwelling unit per acre or half acre. There may also be some urban style subdivisions with less than four dwelling units per acre. Sub-urban areas are also characterized by commercial strip development and occasional regional malls. While these malls may be considered special districts to strict transect interpreters, they are probably the most common

feature in large sub-urban zones. It is very difficult to get around efficiently without a car in most sub-urban zones.. There are few sidewalks, and often none along the main highways where most of the commercial development is located. More and more greenways and trails are being built in sub-urban areas, but biking and walking are still a limited means of transport in these areas. Urban form is rarely more than two stories in height, except sometimes at key nodes (like the intersection of a main highway and a freeway). Standard Placemaking examples that communities in T3 can focus on include:

1. Adding sidewalks wide enough to accommodate pedestrians and bicyclists, along key corridors, and linking schools, parks, libraries, and other main activity centers with non-motorized transportation.



Examples of ranch homes on wide lots in a Sub-Urban Zone (T3 – Sub-Urban Lands): Watertown Township (left), and Bath Township, MI (right). Photos by the MSU Land Policy Institute (LPI) (left), and LPI/MichiganView (right).

2. Converting commercial strips and large parking lots (especially along main-line transit corridors at key nodes) in front of large big-box stores and shopping centers to new multistory multifamily residential dwellings. *Note: This would likely be a Strategic Placemaking project if the target market were talented workers.*
3. Rehabilitating historic structures located near main corridors or key nodes into museums, apartments, or offices as focal points for new development.
4. Adding wayfinding signage to improve awareness of and access to interesting places that are near, but not on the main thoroughfares.
5. Starting or expanding civic gatherings at the city or township hall, or creating a civic plaza or park adjacent to the hall.

Transect: T4 – General Urban Zone (Traditional Urban Neighborhoods)

The General Urban Zone is largely made up of residential neighborhoods, with densities of four dwelling units per acre and up. They make up most villages, small towns, and large cities, but are also common in the portion of first-tier suburban communities surrounding an urban core city, and even in some older parts of 2nd- and 3rd-tier suburbs in some metropolitan areas. Commercial development is often in mixed-use buildings

fronting on some blocks, along main streets, and usually within walkable distance of most of the homes and apartments in the surrounding neighborhoods. A wide variety of dwelling types is common, from single-family homes on small detached lots, to duplexes, townhouses, and garden, mansion, and courtyard apartments. A variety of placemaking projects and activities are possible in traditional urban neighborhoods. Standard Placemaking examples include:

1. Adaptive reuse of historic mixed-use structures, which often have lost upper story housing over the years, but whose form helps define the neighborhood. Restoring the structures, as well as the population in upper story dwelling units, would help support reestablished commercial uses on the first floor if population in the neighborhood increases enough.
2. Infill of residential detached housing on vacant lots. These units should match the character of existing dwellings in the area and can vary from single-family to duplex units to three to four units in a structure, depending on lot size and local regulations. If a number of these units were to be built in a small part of a neighborhood in a short period of time, along with other simultaneous residential clean up and conservation measures, whole blocks could be rejuvenated and a stronger sense of place established.



Examples of General Urban Zone (T4 – Traditional Urban Neighborhoods): Grand Rapids (left), and East Lansing, MI (right). Photos by Hovercams, LLC. (left) and the MSU Land Policy Institute (right).

MSHDA: Community Development Block Grant, Affordable Housing

The Michigan State Housing Development Authority (MSHDA) aims to create safe, affordable housing in communities throughout Michigan through various forms of financial and technical assistance. The work that MSHDA does in the state addresses homelessness, helps with urban redevelopment, and creates new economic development opportunities. The MSHDA also supports placemaking at the state and local level through various grant programs and spearheading the coordination of other State agencies involved in placemaking.

Administered through the Community Development Division, the Community Development Block Grant (CDBG) consists of federal funds that help smaller communities to eliminate blight, provide rental assistance, and more. In 2014, MSHDA granted Michigan cities and counties more than \$6 million in CDBG funds to help improve their communities. The CDBG aids placemaking efforts by removing dangerous structures and assisting people in moving back to urban areas.

The MSHDA also tackles the problem of affordable housing in the state for all residents, works to end homelessness, and finds ways to ensure safe and adequate housing for the elderly. The Home Ownership Program helps achieve this goal by working to increase minority homeownership and inform citizens about loan opportunities. The Affordable Assisted Living Pilot Program works to find apartments and homes for senior citizens that are both physically accessible and equipped with supportive services. Affordable housing enhances the social welfare of communities, which is a first step in creating prosperous and sustainable communities.

For more information on these grant and affordable housing programs, click the source links below.

Sources: The housing component to the State's CDBG program is administered directly by MSHDA: MEDC. (2015). "Community Development Block Grants (CDBG)." Michigan Economic Development Corporation, Lansing, MI. Available at: www.michiganbusiness.org/community/development-assistance/#CDBG; accessed April 29, 2015.

MSHDA. (2015). "Homeownership Resources." Michigan State Housing Development Authority, Lansing, MI. Available at: www.michigan.gov/mshda/0,1607,7-141-45866---,00.html; accessed April 29, 2015.

MSHDA. (2015). "Affordable Assisted Living (AAL) Pilot." Michigan State Housing Development Authority, Lansing, MI. Available at: www.michigan.gov/mshda/0,4641,7-141-5587_50429---,00.html; accessed April 29, 2015.

3. Restoration of small parks scattered throughout traditional urban neighborhoods that may have been neglected. Depending on the characteristics of the population near those parks, it may be time for new playground equipment, or a new baseball or soccer field. This is a placemaking project that can build community identity and a stronger sense of place.
4. Creation of new parks or playgrounds on vacant lots in appropriate places in neighborhoods with inadequate access to other parks and playgrounds. These could serve multiple purposes if linked with efforts to convert an old school nearby to a community center that serves the neighborhood.

Transect: T5 – Urban Center Zone (Downtowns)

The Urban Center Zone is found in nearly all small towns and large cities, and some suburbs are trying to create them as centerpieces for the entire community to enjoy and to create a sense of identity. Many Standard Placemaking opportunities commonly exist. For example:

1. Entryway improvements may be a good target. The transition between neighborhoods and the downtown used to be quite distinct. However, the conversion of mansions and single-family homes to office or retail uses at the edge of downtown, as well as the destruction of multi-story historic buildings and their replacement

with large box buildings or empty parking lots, results in a loss of identity in the downtown. Sometimes creating a well-designed and attractive entryway within the right-of-way, or restoring the quality of entryway buildings can be an important step in restoring identity.

2. Filling gaps in contiguous historic storefront buildings is important to maintain the integrity of the form that defines the downtown. If the block is a long one and the gap is near the middle, a narrow park with trees, seating, and landscaping can make the block more pedestrian-friendly. If the buildings that were removed were 3 to 4 stories tall like the rest in the block, a replacement one-story building will negatively impact the visual appeal of the block and undermine the enclosure created by the buildings on both sides of a street. An effort to amend local regulations to ensure at least two-story buildings in such places, along with targeted efforts to attract a new developer to build a mixed-use building with the same form characteristics in the vacant space, will significantly restore the integrity of the block.
3. A street that is too wide is often unfriendly for pedestrians, transit riders, and bicyclists. Depending on the street width, traffic volume, and traffic movements, several options could be explored to improve the street for all users. These may include bump-outs at

Michigan Historic Preservation Network

“The Michigan Historic Preservation Network (MHPN) is the largest membership organization in the state dedicated to recognizing and preserving Michigan’s rich cultural and architectural heritage. The MHPN, a nonprofit organization, fosters the protection of the state’s irreplaceable historic buildings, structures, sites, objects, features, and open spaces. The volunteer board of directors and staff help Network members maintain the neighborhoods where they live and the downtowns where they work, build new in ways that respect and reinforce local character, revitalize some of Michigan’s oldest urban centers, adapt all types of buildings for current uses, and use to best advantage the rich rural, agricultural, and maritime heritage of Michigan.”

The MHPN is a member of the Michigan Sense of Place Council advocating for the adaptive reuse, restoration, and preservation of historic downtowns and other historic structures.

For more information, visit: www.mhpn.org.



Examples of Urban Center Zone (T5 – Downtowns): Traverse City (left), and Charlevoix, MI (right). Photos by the Michigan Municipal League/www.mml.org.

MSHDA's Michigan State Historic Preservation Office: Historic Preservation of Buildings and Sites

The Michigan State Historic Preservation Office (SHPO), a part of MSHDA, was established in the 1960s to identify and protect the state's historic resources. To accomplish this, the SHPO provides incentive programs, including tax credits at the State and federal level, and grants that are available to local governments. Preserving historic spaces is an important aspect of placemaking, because most of our historic structures already have elements of good form that support quality places.

The Historic Preservation Grant Program provides funding to protect and restore historic structures and districts. The U.S. National Park Service provides funds for Michigan to run their preservation programs annually from the Historic Preservation Fund, which was established by the National Historic Preservation Act of 1966. Examples of projects that were recently funded by this grant in Michigan include archaeological surveys, public education efforts, and the creation of historic building restoration plans.

The SHPO also registers local historic districts throughout the state. This opens the door for national protection programs and tax incentives to help

protect them and preserve their character. Michigan's Local Historic Districts Act of 1970 allows for the creation of these districts and, thus, their protection from new construction or unnecessary modifications. Helping to generate the funds necessary to protect historic areas and registering local historic districts are just a few of the ways that the SHPO helps local communities maintain their character. This aids in placemaking efforts, since the historic character of Michigan's streetscapes and neighborhoods will continually mean the presence of people-friendly, great public places throughout the state.

For more information, visit: www.michigan.gov/shpo; accessed October 30, 2015. For more information on the Historic Preservation Grant Program and registering historic districts, click the source links below.

Sources: MSHDA. (2015). "Introduction to the Historic Preservation Grant Program." Michigan State Housing Development Authority, Lansing, MI. Available at: www.michigan.gov/mshda/0,4641,7-141-54317_19320_61958-54145--,00.html; accessed April 29, 2015.

MSHDA. (2015). "Local Historic Districts." Michigan State Housing Development Authority, Lansing, MI. Available at: www.michigan.gov/mshda/0,4641,7-141-54317_19320_62049---,00.html; accessed April 29, 2015.



Examples of Urban Core Zone (T6): Downtown Detroit (left), and Downtown Grand Rapids, MI (right). Photos by the Michigan Municipal League/www.mml.org.

the intersection or mid-block crossings to reduce the distance for pedestrians to cross the street; a boulevard to create a safe place for pedestrians in the center of the street and to add greenspace; wider sidewalks with street furniture and trees; or angled on-street parking. A placemaking project built around a charrette involving all the key stakeholders and transportation professionals could result in a major Complete Streets improvement that works well for everyone.

Transect: T6 – Urban Core Zone

Very few cities in Michigan are large enough to have an urban core. This is where tall buildings are found. These are major employment centers, and are often the heart of a large region. They may have a storied and colorful history that has shaped growth and development for more than 100 years. Many Standard Placemaking opportunities commonly exist. For example:

1. Many urban cores have a large urban square or plaza that may be underutilized and underappreciated. Usually, however, there are thousands of people who live or work in buildings nearby. Sometimes the problem is street design for traffic around the plaza that makes it difficult for pedestrians to get to it. Sometimes the problem is nowhere to sit once they get there. Sometimes there is nothing to do, because the area is designed for a single purpose, such as a public gathering on the Fourth of July. These and scores of other barriers to effective use of such an important public space could be the focus of myriad placemaking efforts ranging

from improvements in traffic signals that favor safe crossing for pedestrians, to adding simple street furniture like benches and small tables, to dividing the space into smaller areas for a variety of different uses and activities. The Case Example sidebar at the close of Chapter 1 on the Campus Martius project in Detroit shows what can be done on the high investment end of placemaking projects. However, even small improvements are likely to draw positive attention, and increased use of the space, over time, will make it even more of a draw for people and their activity. At a minimum, the end result is improved access to and use of public open space, and at a maximum, there is stimulus for significant new private investment in the area. The more people making use of the area, the greater potential there will be for even more street side activity.

2. More residential housing may be possible. The urban core is often comprised of first- (and sometimes second) floor retail (even more floors in a department store), with offices for many floors above that. When the mix between office and residential becomes too much non-residential, then the urban core has a tendency to become just a 9-to-5 location with not much life after offices close. This situation presents a placemaking opportunity focused on attracting significant numbers of people to live in the urban core, either through substantial rehabilitation of existing (usually historic) buildings or construction of new high-rise apartment buildings with

retail and personal services on the first floor.
Note: Depending on the target market for the new or rehabbed residential units, this could be a Strategic Placemaking project.

3. More green vegetation will probably help. A challenge in many urban cores is the lack of green vegetation. With so many tall buildings and surface parking lots, the area often has a distinctive gray and lifeless appearance. This can be countered with an effort to introduce substantial amounts of green vegetation along public sidewalks, as well as in traffic islands and even on the side of tall buildings (as long



Ballet valet parking garage in Miami Beach, FL, adds greenspace even in an area of high-rises. Photo by Dan Forer©.

Michigan Department of Environmental Quality: Brownfield Redevelopment, the Office of the Great Lakes, and Coastal Zone Management

The Michigan Department of Environmental Quality (MDEQ) is the State agency responsible for the protection and conservation of Michigan's air, land, and water resources. The MDEQ also works to create healthy and economically sustainable communities. Their efforts contribute to placemaking by supporting the creation of vibrant and healthy communities, with a special emphasis on coastlines.

The MDEQ helps to clean up the environment and support local economic development through its Brownfield Redevelopment program that awards grants, loans, and tax incentives to facilitate brownfield revitalization. Brownfields are properties with known or suspected contamination. Funds available from MDEQ go toward removing contamination and assisting developers in the reuse of existing infrastructure. Applicants can include local governments or other public bodies that meet the criteria, and funding is limited to up to \$1 million per year. Brownfield redevelopment supports placemaking by involving the community to reuse buildings instead of adding more sprawl.

Additionally, the Office of the Great Lakes works to use coastal resources to restore degraded areas, protect ecosystems, and manage water quality. The Office of the Great Lakes supports revitalization of coastlines to ensure a strong coastal economy and environment for Michigan. One program to

accomplish this is the Michigan Coastal Zone Management Program (CZMP), which provides grant funds to coastal communities. The goal of these grants are to protect the coastal industry and ecosystems, while providing public access to the waterfront. These grants also contribute to placemaking by utilizing and promoting Michigan's most important water resource: The Great Lakes. Clean, thriving, coastal destinations are places that bring in tourism, help boost the state's economy, and are valuable local placemaking assets. A new program of the Office of Great Lakes focuses on harbor communities to help them plan for placemaking improvements that make them more competitive for talented workers, businesses, and visitors.

For more information, visit: www.michigan.gov/deq/; accessed April 29, 2015. For more information on Brownfield Redevelopment, the Office of the Great Lakes, and the Coastal Zone Management Program, click the source links below.

Sources: MDEQ. (2015). "Brownfield Redevelopment." Michigan Department of Environmental Quality, Lansing, MI. Available at: www.michigan.gov/deq/0,4561,7-135-3311_4109_29262---,00.html; accessed April 29, 2015.

MDEQ. (2015). "Office of the Great Lakes." Michigan Department of Environmental Quality, Lansing, MI. Available at: www.michigan.gov/deq/0,1607,7-135-3306_29338---,00.html; accessed April 29, 2015.

MDEQ. (2015). "Coastal Management." Michigan Department of Environmental Quality, Lansing, MI. Available at: www.michigan.gov/deq/0,1607,7-135-3313_3677_3696---,00.html; accessed April 29, 2015.

as care is taken not to damage the brick and mortar, especially if it is an historic building). There can be substantial energy-efficiency benefits associated with such efforts, that when combined with colorful displays of civic art, or neon lights, could transform an urban core that appears lifeless quickly into a verdant setting that brings nature into the city.

SCALE

Placemaking can be effectively used at the lot, block, neighborhood, community, or regional scale, but the

Placemaking can be effectively used at the lot, block, neighborhood, community, or regional scale, but the nature of projects change as the scale changes, and the focus changes more than anything. At the lot level is where the change actually occurs. Either there is new construction, rehabilitation, or new activity. Depending on the nature of the action and its location, the impact could be purely local or neighborhood-wide. When the change is very significant or in a very prominent location, such as downtown or

nature of projects change as the scale changes, and the focus changes more than anything. At the lot level is where the change actually occurs. Either there is new construction, rehabilitation, or new activity. Depending on the nature of the action and its location, the impact could be purely local or neighborhood-wide. When the change is very significant or in a very prominent location, such as downtown or

on a major corridor, it could have a community-wide impact. If a number of significant projects are clustered near one another, especially if they are downtown, at a key node, or along a key corridor, then they could be regionally significant. For example, several transit-oriented development projects on a corridor about to have a new bus rapid transit (BRT) line would likely be significant enough to be of regional scale and worthy of inclusion in a regional economic development plan for a major metropolitan area. Much smaller scaled development could be regionally significant in a rural region, such as a coordinated trail towns initiative.

A recent initiative sponsored by the Michigan Economic Development Corporation and the Michigan State Housing Development Authority, in partnership with the Michigan Municipal League, showcases how placemaking can occur at various scales, with communities of all shapes and sizes throughout the state participating in the Public Spaces Community Places grant program. Using the Michigan-based crowdfunding platform Patronicity, this innovative program enables local residents and

community supporters to raise money for place-based improvements, and when donations reach an established goal, the project receives a matching grant from the sponsor organizations of up to \$50,000. See Table 9-1 for project successes that are examples of Standard Placemaking. More projects from this program that utilized Creative Placemaking are also referenced in Table 11-3 in Chapter 11 (page 11-18).

UNDERSTANDING THE CULTURE OF CHANGE

At the root of all placemaking processes as practiced by PPS, tactical urbanists, creative place makers, or those involved in Strategic Placemaking—is meaningful engagement of those who would use or benefit from placemaking. In communities that are stagnant or in decline, and where the only change in the recent past has been negative change, it is often difficult to inspire people to create a vision for a different future. Yet, that is where it has to start, even if that change is very limited, and in a very small location. *Positive change can build on itself, one step at a time. It can begin with one person, but can only be sustained when many are involved.*

One of the most important activities to engage in at the beginning of a major placemaking initiative is to get all the key players educated on key concepts and processes at or near the same time. Placemaking training can help ensure the language of change is a common one, so that a culture of change is sown, and then grown from a lot, to a block, to a neighborhood, to a city, to a region. The Placemaking Curriculum established as a part of the MIplace™ Partnership Initiative is available to provide training to all interested stakeholders. It can help create the culture that supports positive change and that helps change the negativity associated with living for many years in stagnant parts of a metropolitan area.

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Chapter 6 focuses on a variety of engagement techniques that can be very helpful for successful community engagement. But, *long-term change requires a permanent commitment of personnel and resources.* If the only source is volunteers, and the challenge is large, then there is no likelihood that

Concentration: Power of 10

The Project for Public Spaces (PPS) is well-known for its “Power of 10” concept. See Figure 9–2. It is a helpful way of understanding how placemaking that starts with activity at a particular place grows substantially in impact as the number of activities in proximity to one another grows. This aggregation creates a critical mass that makes a place very attractive to people and businesses. As explained on the PPS website:

“The Power of 10 is a concept PPS uses to start off a placemaking process. The idea is that it’s not enough to have just one great place in a neighborhood—you need a number of them to create a truly lively city or town. It’s not enough to have only one superior neighborhood in a city—you need to provide people all over town with close-to-home opportunities to take pleasure in public life. And, it’s not enough to have one livable city or town in a region—you need a collection of interesting communities.”ⁱ

“It really comes down to offering a variety of things to do in one spot—*making a place more*

i. PPS. (n.d.). “The Power of 10+: Applying Placemaking at Every Scale.” Project for Public Spaces, New York, NY. Available at: www.pps.org/reference/the-power-of-10/; accessed January 24, 2015.

than the sum of its parts. A park is good. A park with a fountain, playground, and popcorn vendor is better. A library across the street is even better, more so if they feature storytelling hours for kids and exhibits on local history. If there’s a sidewalk café nearby, a bus stop, a bike trail, and an ice cream parlor, then you have what most people would consider a great place.

What if a neighborhood had 10 places that were that good? The area would then achieve a critical mass—a series of destinations where residents and tourists alike would become immersed in the life of the city for days at a time.”ⁱⁱ

This is the kind of quality places that placemaking can help a community achieve. The PPS focuses largely on making the public streets, sidewalks, plazas, waterfronts, markets, public buildings, and parks the kind of public spaces that attract people and services that people enjoy. There are many ways to improve the quality of spaces and activity in public places, and PPS is a valuable source to help communities create such places.

ii. PPS. (n.d.). “The Origin of the Power of 10.” Project for Public Spaces, New York, NY. Available at: www.pps.org/reference/poweroften/; accessed January 24, 2015.

Figure 9–2: Power of 10+: How Cities Transform through Placemaking



A visualization of the Power of 10+ concept, using the example of New York City and Bryant Park. **Source:** PPS. (n.d.). “The Power of 10+: Applying Placemaking at Every Scale.” Project for Public Spaces, New York, NY. Available at: www.pps.org/reference/the-power-of-10/; accessed January 24, 2015.

Table 9–1: Examples of Standard Placemaking in Michigan

Community	Public Spaces Community Places Projects	Crowd-Funding Amount	MEDC Grant Amount	Total Funding	Total Donors
Adrian	Heritage Room at the Croswell Opera House	\$54,047	\$50,000	\$104,047	176
Renovate and expand the Heritage Room, located inside the historic Croswell Opera House, into a new lounge space where people can gather for entertainment, food, drink, and conversation.					
Adrian	Kiwanis Trailhead	\$26,105	\$25,000	\$51,105	120
Build trailhead park to provide a transition point from the Kiwanis Trail to downtown Adrian that showcases the western entry to historic downtown and serves as a community meeting space.					
Bloomingtondale	Kal-Haven Trail Pavilion	\$5,056	\$5,000	\$10,056	97
Construct a pavilion at Mitchell Park to provide shelter and new public space at the mid-point of the state's Kal-Haven Trail, and improve connectivity to downtown Bloomingtondale.					
Calumet Township	The Drill Shop	\$33,005	\$32,000	\$65,005	139
Renovate the 1885 building that manufactured drilling equipment into a universal-access community sports center that offers curling, hockey, and baseball activities, along with training and education.					
Charlotte	Community Tennis Courts	\$36,326	\$35,000	\$71,326	75
Restore popular tennis courts built in 1940 near Bennet Park for public recreational use, tennis clinics and lessons, high school tennis programs, and other community functions.					
Detroit	Greenway Friendly Bus Stop	\$10,260	\$10,000	\$20,260	83
Transform an unsafe bus stop triangle, along a major corridor, into an inviting greenspace with low-impact design that provides a safer, accessible space for users and employs green infrastructure amenities to divert stormwater runoff.					
Detroit	It Takes a Village Garden	\$27,585	\$27,500	\$55,085	21
Renovate the underused Votrobeck Playground into a dynamic community garden (and future urban farm) that provides educational and recreational opportunities, addresses food security for low-income families, and improves access to fresh food for surrounding neighborhoods.					
Detroit	Midtown Green Alley	\$52,290	\$50,000	\$102,290	136
Redevelop an underused alley with green infrastructure to promote walkability and community linkage, address stormwater runoff, and connect future developments in the surrounding area.					
Ellsworth	Community Square	\$28,595	\$26,000	\$54,595	90
Turn a vacant parcel next to the Township Hall into a town square that replaces an eye sore with a public open space that enhances the downtown corridor and creates a true community center.					
Hamtramck	Pope Park Renovation	\$31,307	\$25,000	\$56,307	307
Conduct renovations to this underused downtown park (including enhanced lighting, additional seating, regraded grounds, and a restored mural) to make this centrally located public space more inviting for residents and visitors, while still serving its original purpose as a place for reflection.					
Imlay City	Rotary Park Renovation	\$9,966	\$9,200	\$19,166	58
Renovate outdated, underused playground with new equipment to create an accessible public park, with amenities designed for young children that provides a public green space for families to enjoy.					
Lansing	Beacon Soccer Field	\$70,277	\$60,000	\$130,277	190
Build a mini urban soccer field in Ferris Park near downtown for free public use to enhance recreational access for residents, and also offer health and fitness education programs and activities.					
Marquette	Skate Park Improvements	\$12,470	\$10,000	\$22,470	86
Continue improvements to the newly created skate park, such as landscaping, additional seating, and public art, to provide an active public recreational space for the community.					

... Long-term change requires a permanent commitment of personnel and resources.

about long-term funding for personnel to support effective placemaking. Similarly, in legacy cities struggling to keep police on the street and the lights on, neighborhood organizations may need to be tapped as long-term partners to help improve one lot, then one block, and finally one neighborhood at a time. But, even this will not be enough. Partnerships with private sector developers, bankers, realtors, and design professionals (including planners, landscape architects, architects, engineers, and others) is also critical to long-term sustainability. No less important is long-term partnerships with local nonprofit stakeholder organizations and local philanthropic foundations. In short, commitment needs to be broad and deep across all those with a stake in the future of the community. It cannot rest solely on the shoulders of volunteers.

change will be sustained. That is why it is especially important for mid-sized and large cities to think seriously

CONCLUDING OBSERVATIONS

This chapter opened with a brief description of Standard Placemaking and four important principles to keep in mind to ensure that placemaking efforts are most effective. Examples of the kind of Standard Placemaking projects and activities that could be engaged in within each of the six transect zones were presented. This discussion was then expanded in scope to consider differences in scale, so that the benefits of placemaking at different scales could be described. This was highlighted by the PPS Power of 10 concept to drive the point home. Finally, a brief discussion on the challenges inherent in sustaining a Standard Placemaking program were identified and some suggestions were offered for ensuring program sustainability.

Key Messages in This Chapter

1. Standard Placemaking focuses on community building by incrementally improving the quality of a place over a long period of time with many separate projects and/or activities. Three subtypes of placemaking (Tactical, Creative, and Strategic) are specialized versions of Standard Placemaking.
2. Standard Placemaking can be most effective in improving quality of life when the community: starts with small placemaking projects and gradually builds each upon the last successful one; prioritizes efforts instead of trying to do everything at once; seizes emerging opportunities when possible that have the potential to contribute to placemaking; and uses specialized forms of placemaking to achieve the objectives for a given opportunity.
3. Standard Placemaking may be utilized in a number of ways that vary depending on the community's location along the transect.
4. In the Natural Zone (T1), placemaking activities should be limited to retain the natural integrity of these outdoor spaces, while promoting accessibility and connection to the region, linking their value and benefits to economic efforts in neighboring towns. Once visitors are in these natural areas, placemaking in surrounding communities (T4 and T5 locations) should be present to further attract and connect visitors to quality places within the region they want to come back to.
5. In the Rural Zone (T2 – Growing Lands), placemaking could parallel those efforts in T1, while building upon the attributes of rural farm and forest land. Value-added agricultural activities, such as fruit stands, corn mazes, U-pick farms, and wineries, could be expanded to connect with bed and breakfast establishments or farm-to-table restaurants in nearby towns. Extensive bicycle trails and connecting waterways in the region can provide for unique “trail town” opportunities.
6. In the Sub-Urban Zone (T3 – Sub-Urban Lands), placemaking activities could focus on: adding sidewalk infrastructure to better accommodate pedestrians and bicyclists along key corridors, converting expansive parking lots in front of big box stores to new multi-story residential development, rehabilitating historic structures as renewed focal points for new development in targeted locations, or expanding civic gatherings at the local township hall or a newly created civic plaza.
7. In the General Urban Zone (T4 – Traditional Urban Neighborhoods), placemaking projects could include infill of residential detached housing on vacant lots that match the character of existing dwelling units in the area, helping to rejuvenate entire blocks and restore a sense of place; adaptive reuse of historic mixed-use structures with upper story dwelling units; or restoration of small parks within traditional neighborhoods to build community identity and add recreational space.

Key Messages in this Chapter (cont.)

8. Urban Center Zones (T5 – Downtowns) feature many Standard Placemaking opportunities, such as entryway improvements that provide a clear transition between neighborhoods and downtowns, and reestablish the quality of structures, signage, and general form of these spaces to restore local identity; filling gaps in storefront and street façades with additional seating, landscaping, park space, or development that aligns with the existing form of historical structures; and making various modifications to the street that create a more pedestrian-friendly space, such as bump-outs, center boulevard greenspace, wider sidewalks with furniture, or angled on-street parking.
9. In the Urban Core Zone (T6), underutilized urban squares or plazas could be reimaged and restructured into an engaging space featuring diverse activities and amenities by starting with small improvements. More residential housing could be integrated that brings people back living in the downtown instead of being oversaturated with office and commercial uses. More green space could be combined with public art along public sidewalks, traffic islands, and on the sides of buildings to infuse the urban core with more color, energy, and life.
10. Placemaking can be effectively used at the lot, block, neighborhood, community, or regional scale, but the nature of projects change as the scale changes, and the focus changes more than anything.
11. The Power of 10 concept developed by PPS examines how scale starts with an activity at a given place and then is further enhanced by the number of other activities nearby, combining to create a quality place that is more than the sum of its parts. This aggregation creates a critical mass that makes a place very attractive to people and businesses.
12. Long-term success requires more than volunteers. It requires permanent funding for key positions that focus on placemaking, as well as on the commitment of many public, private, and nonprofit organizations that have a stake in the future of the community.



Chapter 9 Case Example: Mark's Carts

Mark's Carts, LLC, offers residents of, and visitors to, downtown Ann Arbor a place to gather, eat, and socialize by creating a venue that offers fresh, local food and entertainment, while simultaneously activating nearby streets and neighborhoods. Mark Hodesh, owner of Mark's Carts, created the project when he was looking for a way to use the privately owned vacant lot behind his business, and gathered inspiration from a food cart he saw in Brooklyn. The lot, 40 feet by 75 feet, that is located behind Mark's Downtown Home and Garden store and fronts W. Washington Street, now houses eight seasonal food carts that are individually owned by the operators and offer patrons unique types of cuisine. Mark built a prep kitchen in the adjacent Union Hall Building for the vendors so that they can legally serve food on the premises, and he is flexible with their hours, allowing them to stay open longer to accommodate peak crowds. Mark's Carts has greatly increased the business and foot traffic in the area and creates a desirable destination for socializing by offering communal seating and picnic tables in the lot.

In addition to bringing activity to the surrounding neighborhoods and streets, Mark's Carts has created valuable economic growth in the area. Mark's Carts itself has created 35 full- and part-time jobs when it operates at full capacity, which it has been doing since its inception in 2011. The lot also acts as an incubator for businesses who are looking to test new recipes and marketing approaches before they decide to open their own brick-and-mortar establishment. The creation of Mark's Carts has also started additional entrepreneurship on the lot with a seasonal beer garden that opens adjacent to the food carts. Bill's Beer Garden, which sets up after Downtown Home and Garden closes at 6:30 p.m., provides opportunities for live entertainment in the evenings and additional business for the food carts when they stay open to serve beer garden patrons. In addition to the cost of running a food cart (which is estimated at \$6,000 to \$20,000), there is a fee to operate in the lot which includes utilities, access to the prep kitchen, a kitchen manager, cleaning services and supplies, and four press releases. The fee was \$9,500 for the 2013 season.



A concentration of food carts/trucks can add significant activity to underutilized space. Photo by Mark's Carts, LLC.

Mark's Carts is an example of Standard Placemaking that creates an area for events in a previously unused vacant space in the downtown area. The lot is slowly becoming home to a variety of different projects, in addition to the food carts, such as the beer garden, live entertainment venues, and a well-maintained place to sit and visit. Mark's Carts may only be open from March to November, but the off-season is valuable in planning for the next season and reviewing applications for new vendors, which extends its impact over a longer period of time. A variety of vendors are encouraged to open in the lot, and operating inside of the Mark's Carts lot has shown to be successful in two different ways. Two food carts that operated in Mark's Carts lot have moved on to open permanent restaurants, and two established restaurants have opened food carts in order to reach new clientele, leading to continual success and development in the area. While the idea for Mark's Carts was created by one man, the result has been a new popular destination for Ann Arbor residents and food enthusiasts statewide.

Source: MPlace™. (n.d.). "Mark's Carts." MPlace™ Partnership Initiative, Lansing, MI. Available at: <http://miplace.org/resources/case-studies/marks-carts>; accessed April 27, 2015.

Chapter 10: Tactical Placemaking



A beer garden was created in a vacant space during a Build a Better Block event in Grand Rapids, MI. Photo by Nicole Gaunt.

INTRODUCTION



Tactical Placemaking is a name we have given to two initiatives that developed independently, but have sufficiently common characteristics to be included under this title. They are:

Tactical Urbanism and Lighter, Quicker, Cheaper (LQC) activities. *Tactical Urbanism* is an assembly of approaches that seeks to improve urban services and functions by testing options on a low-cost, temporary basis prior to investing large sums that may otherwise turn out to be ill-advised, or which may not be approved without a positive experience from a field trial. Tactical Urbanism approaches are especially useful in considering alternative transportation and other infrastructure options, but can be used for other purposes as well. In contrast, *Lighter, Quicker, Cheaper* refers primarily to the introduction of new activities in existing public places to give them more people, vitality, or pizzazz.

This chapter briefly summarizes the characteristics of Tactical Urbanism and LQC activities and describes the efforts of several groups, which promote the use of these effective placemaking techniques. Examples of both sets of these techniques are also presented.

DISTINGUISHING TACTICAL URBANISM FROM LQC ACTIVITIES

Tactical Urbanism is most closely associated with two books by the same name, prepared by the Streets Plan Collaborative.¹ It is a concept that embraces a number of related approaches used in isolated activities around the world, in some cases for several decades. In Chapter 1, on page 1–27:

“Improving the livability of our towns and cities commonly starts at the street, block, or building scale. While larger scale efforts do have their place, incremental, small-scale improvements are increasingly seen as a way

1. Lydon, M., D. Bartman, R. Woudstra, and A. Khawarзад. (2011). **Tactical Urbanism: Short-Term Action for Long-Term Change, Vol. 1.** Street Plans Collaborative. Washington, DC: Island Press. Available at: http://issuu.com/streetplanscollaborative/docs/tactical_urbanism_vol.1; accessed April 24, 2015.

Lydon, M., A. Garcia, R. Preston, and R. Woudstra. (2012). **Tactical Urbanism: Short-Term Action for Long-Term Change, Vol. 2.** Street Plans Collaborative. Washington, DC: Island Press. Available at: http://issuu.com/streetplanscollaborative/docs/tactical_urbanism_vol.2_final; accessed April 24, 2015.



PARK(ing) Day in downtown Lansing, MI. Photo by the Michigan Municipal League/www.mml.org.

to stage more substantial investments. This approach allows a host of local actors to test new concepts before making substantial political and financial commitments. Sometimes sanctioned, sometimes not, the actions are commonly referred to as ‘guerrilla urbanism,’ ‘pop-up urbanism,’ ‘city repair,’ or ‘D.I.Y. urbanism.’²

Lighter, Quicker, Cheaper activities are widely promoted by the Project for Public Spaces (PPS). The LQC refers to a set of small, short-term projects and activities that:

- Transform underused spaces into exciting laboratories,
- Represent an “action planning process,”
- Leverage local partnerships,
- Encourage an iterative approach and an opportunity to experiment,

2. See Footnote 1 on **Tactical Urbanism, Vol. 2.**

Tactical Placemaking

As stated in Chapter 1 (pages 1–27 and 1–28):

“Tactical Placemaking is the process of creating quality places that uses a deliberate, often phased approach to physical change or new activation of space that begins with a short-term commitment and realistic expectations that can start quickly (and often at low cost). It targets public spaces (right-of-ways, plazas, etc.), is low risk, with the possibility of high rewards. It can be used continuously in neighborhoods with many stakeholders. It includes a mix of small projects and short-term activities. Over a long period of time, Tactical Placemaking projects can transform an area. Positive impacts may be slow to observe, but ‘steady as she goes’ still gets one to a destination—and often at a lower cost. Tactical Placemaking can also be used to build a constituency for more substantive or long-term Standard, Creative, or Strategic Placemaking projects or activities.

Examples of Tactical Placemaking include:

- Projects: Small, often short-term projects that may transform underused public spaces into exciting laboratories by leveraging
- Shows what is possible, and
- Employ a place-by-place strategy that, over time, can transform an entire city.

Or, as described by PPS in Chapter 1, on page 1–27:

“Lighter, Quicker, Cheaper’ describes a local development strategy that has produced some of the world’s most successful public spaces—one that is lower risk and lower cost, capitalizing on the creative energy of the community to efficiently generate new uses and revenue for places in transition. It’s a phrase we borrowed from Eric Reynolds at Urban Space Management.

[The] LQC can take many forms, requiring varying degrees of time, money, and effort,

local partnerships in an iterative approach, allowing an opportunity to experiment and show what is possible. Potential projects include road diets (e.g., lane striping a four-lane road into a three-lane with bicycle paths on both sides) and other Complete Streets projects; a temporary conversion of a public storage facility into a boat rental facility along a river; or the planned iterative improvement of a place where street trees are planted one year and benches are placed the next.

- Activities: Potential activities include chairbombing (testing public use of cheap, low-cost chairs in underutilized spaces); temporary activity spaces to try out a new idea; parking space conversions to support new activities; public gatherings to review new design options illustrated by temporary storefront façades; self-guided historic walks; outdoor music events in town squares; or before-and-after photo renderings to illustrate the potential of removing or adding buildings in certain places.”

and the spectrum of interventions should be seen as an iterative means to build lasting change. We often start with Amenities and Public Art, followed by Event and Intervention Projects, which lead to Light Development strategies for long-term change. By championing use over design and capital-intensive construction, LQC interventions strike a balance between providing comfortable spaces for people to enjoy, while generating the revenue necessary for maintenance and management.”³

3. PPS. (2011). “Lighter, Quicker, Cheaper: Transform Your Public Spaces Now.” Sustainable Cities Collective, November 11, 2011. Project for Public Spaces, New York, NY. Available at: www.sustainablecitiescollective.com/projectpublicspaces/31346/lighter-quicker-cheaper-transform-your-public-spaces-now; accessed September 4, 2015.

Michigan Department of Transportation: Office of Economic Development

The Michigan Department of Transportation (MDOT) is the State agency that manages Michigan's state highways and other transportation programs. The MDOT Office of Economic Development works to support infrastructure development efforts to improve citizens' mobility, safety, and welfare statewide. The Office of Economic Development contributes to placemaking through four programs at the state level.

First, the Transportation Economic Development Fund (TEDF) provides funding to improve Michigan's transportation systems in ways that encourage economic growth and improve quality of life. There are two categories that the TEDF provides funding for: 1) projects that remove transportation barriers to job creation and private investment, and 2) projects that help grow or maintain urban road systems located in Michigan's rural counties. In addition, there are three other categories of TEDF funding that are administered directly by local road agencies.

A second program is the Transportation Alternatives Program (TAP), which focuses on supporting place-based economic development through promoting alternative transportation methods such as walking and bicycling. This program uses federal funds for projects, such as bike paths and pedestrian-friendly streetscapes.

Both of these grant programs can assist local placemaking efforts by ensuring safe modes of travel from place-to-place. With additional funding from these grants, communities can ensure that streets are not just means for transportation, but also serve as support systems for local communities.

A third competitive grant program is Safe Routes to School, which helps create a safe and fun environment for all children to walk or bicycle to

school. More than 470 elementary/middle schools have registered their intent to complete action plans for this program. Safe Routes to School has positive effects outside of school hours as well, since the program aims to alleviate traffic congestion and make neighborhoods surrounding schools a safe environment for outdoor physical activity.

The Office of Economic Development also offers a loan program, the State Infrastructure Bank (SIB), which finances up to \$2 million of a transportation-related project for any Act 51-eligible public entity. The SIB complements traditional funding through loans that can help agencies avoid future cost increases and construction disruptions, while meeting urgent financing needs. Together, these four programs work to help fund transportation networks that will lead to the creation of safe, quality places for Michigan residents.

For more information, visit: www.michigan.gov/OED; accessed October 9, 2015. For more information about the four programs mentioned above, click the source links below.

Source: MDOT. (2015). "Transportation Economic Development Fund." Michigan Department of Transportation, Lansing, MI. Available at: www.michigan.gov/mdot/0,1607,7-151-9621_17216_18230---,00.html; accessed October 9, 2015.

MDOT. (2015). "Transportation Alternatives Program." Michigan Department of Transportation, Lansing, MI. Available at: www.michigan.gov/mdot/0,1607,7-151-9621_17216_18231---,00.html; accessed October 9, 2015.

MDOT. (2015). "What is Safe Routes to School." Michigan Department of Transportation, Lansing, MI. Available at: www.michigan.gov/mdot/0,1607,7-151-9615_11261_41987---,00.html; accessed October 9, 2015.

MDOT. (2015). "State Infrastructure Bank." Michigan Department of Transportation, Lansing, MI. Available at: www.michigan.gov/mdot/0,4616,7-151-9621_17216-22406--,00.html; accessed October 9, 2015.

Tactical Urbanism, in most of its applications, and LQC activities involve the same basic process used with placemaking in the same kinds of places that leads to relatively quick action. An idea is first generated by either a small group (that is advocating for a particular type of change), or by a large group that includes many stakeholders that would be affected by the outcome. If initially advocated by a small group, other stakeholders are often brought in to flesh the idea out further and build support for testing. The idea is then tried, and the results analyzed, sometimes more formally than others. Often, in the case of Tactical Urbanism, the “powers that be” will make a decision about whether to consider the idea further, or to implement it on a trial basis (perhaps with modification). In the case of LQC activities, the results are often quite evident and serve to motivate immediate action or refinement of other approaches to stimulate new activity in a particular place.

One of the greatest benefits of each approach is the ease with which an organization or the community can build on the success of a Tactical Placemaking project with a follow-up Standard, Creative, or Strategic Placemaking project. By then, the key stakeholders are already in place, and they have had an opportunity to learn how to successfully work together. Others that had been standing on the sidelines watching to see what the outcome was, may now be ready to engage in something more challenging. Nothing succeeds like success, and that is why it is wise to build the next project on the foundation of the last successful project.

Nothing succeeds like success, and that is why it is wise to build the next project on the foundation of the last successful project.

Michigan Realtors®: Lighter Quicker Cheaper Challenge

Michigan Realtors® (formerly known as the Michigan Association of Realtors®) is a nonprofit trade association formed in 1915 to advocate for the real estate industry and private property rights. It is the recognized statewide resource (clearinghouse) for professional development, knowledge exchange, and business services for its 25,000 Realtor® members.

Michigan Realtors® has been engaged in public policy around land use for decades. In 2012, it launched the first ever Lighter Quicker Cheaper Challenge, a DIY approach on taking incremental steps, trying low-cost experiments, and tapping into local talents (e.g., neighbors, entrepreneurs, community partners) to quickly translate a neighborhood’s vision into reality and to build momentum for further improvements. In 2012, Michigan Realtors®, along with eight industry partners, awarded \$20,000 in placemaking grants to nine award recipients of the Greater Lansing Association of Realtors®-sponsored LQC Challenge.

Based on this success, seven more Realtor® associations across the state participated in 2013, and the program continued into 2014 and 2015.

Michigan Realtors® is a state member of the National Association of Realtors® (NAR). Inspired by Michigan Realtors® success, NAR launched its own Placemaking Initiatives and added placemaking tools to its resources.

In addition to its LQC work, Michigan Realtors® is a proud sponsor of a vibrant online Facebook dialogue, MI Great Places (www.facebook.com/groups/MIGreatPlaces/; accessed October 30, 2015), and is a member of the Michigan Sense of Place Council. For more information, visit: www.mirealtors.com. For more information on the LQC Challenge, click on the source link below.

Source: MAR. (n.d.). “Creating Great Places: The Lighter Quicker Cheaper Challenge.” Michigan Home Owners Alliance, Michigan Realtors®, Lansing, MI. Available at: www.michiganhomeownersalliance.com/lqcchallenge.htm; accessed May 4, 2015.

Tactical Placemaking is a more immediate version of Standard Placemaking with a public place focus. It is locally targeted, and proceeds one step at a time. It can be used to build interest and support for Creative or Strategic Placemaking and implementation, and it can be used continuously in neighborhoods. If desired, it can be part of a deliberate, planned, phased approach, testing local ideas to solve local problems on a short-term basis in a low-risk environment. But, over time, and with realistic expectations, it presents a low risk of failure and a high probability for success.

The descriptions above may seem abstract to some readers. The work of two notable organizations that routinely engage in Tactical Placemaking are featured next. The remainder of this chapter presents examples in the form of tables of a long list of projects and activities that fall under each of these concepts. A few of the most common examples are explained in more detail.

THE BETTER BLOCK AND CITY REPAIR ORGANIZATIONS

Organizations like The Better Block⁴ and City Repair⁵ use ideas and variations from Tactical Urbanism and LQC very successfully at the block level, and their efforts are positively recognized: “Tactical initiatives like City Repair and Better Block provide a framework for civic discourse through the planning and physical building of temporary street improvements in a rapid time frame, giving their communities the tools for positive change in the long term.”⁶

The Better Block staff help grassroots groups design and implement projects to show the potential to create a great walkable, vibrant block or neighborhood center. They often use pop-up businesses and citizens as part of a “living charrette” to show the potential for revitalized economic activity in an area. They focus on safety, shared access, stay power, and amenities for those from age 8 to 80 (see the sidebar on the next page for more details on these elements). According to The Better Block:

“The Better Block project started in April 2010, when a group of community organizers, neighbors, and property owners gathered together to revitalize a single commercial block in an underused neighborhood corridor. The area was filled with vacant properties, wide streets, and few amenities for people who lived within walking distance. The group brought together all of the resources from the community and converted the block into a walkable, bikeable neighborhood destination for people of all ages, complete with bike lanes, cafe seating, trees, plants, pop-up businesses, and lighting. The project was developed to show the city [Dallas, TX] how the block could be revived and improve area safety, health, and economics if ordinances that restricted small business and multi-modal infrastructure were removed. Since that time, Better Block projects have been developed throughout the World with many of the temporary infrastructure improvements and businesses made permanent.”⁷

The City Repair Project is Portland, OR-based and focused, although they have online resources that will be useful by others throughout the country. Their major annual activity is the Village Building Convergence (VBC).⁸ This is an annual 10-day placemaking festival in the spring that combines crowdsourced activism, creative community development, hands-on education, and celebration. Their mission is to facilitate an annual collaboration and cross pollination of neighbors, groups, and civic partnerships to transform their City through village life patterns, education, and placemaking projects. During the VBC celebration, neighborhoods come together to create benches, community kiosks, gardens, street paintings, tile mosaics, and more. Neighbors join together with people who want to help and learn skills, while bringing to life the natural building, permaculture, and public art projects that they have been planning. They focus on teaching and learning valuable skills for urban sustainability and social regeneration, while celebrating the creativity and diversity of Portland.

4. The Better Block Project. Available at: www.betterblock.org.

5. The City Repair Project. Available at: www.cityrepair.org.

6. Silberberg, S., and K. Lorah. (2013). **Places in the Making: How Placemaking Builds Places and Communities**. Department of Urban Studies and Planning, MIT, Cambridge, MA. Available at: <http://dusp.mit.edu/sites/dusp.mit.edu/files/attachments/project/mit-dusp-places-in-the-making.pdf>; accessed October 9, 2015.

7. Team Better Block. (2010). “How to Build a Better Block.” The Better Block, Dallas, TX. Available at: <http://betterblock.org/how-to-build-a-better-block/>; accessed January 24, 2015.

8. City Repair. (2015). “About the Village Building Convergence.” City Repair Project, Portland, OR. Available at: www.cityrepair.org/vbc-info/; accessed October 9, 2015.

How to Build a Better Block: Focus Areas

Safety (Real and Perceived): First and foremost, if an area feels unsafe, then everything breaks down. Whether it be businesses, schools, or neighborhood revitalization, the key to changing a place is addressing its perceived safety. When approaching blocks, we ask the questions:

- Does it feel safe to cross the street?
- Does it feel safe to stand on the sidewalk?
- Does it feel safe to linger in the area?
- Does the area have hidden corners or large obstacles that reduce open sightlines?
- Is the area filled with debris, graffiti, overgrown landscaping, etc.?
- Do the businesses have bars on the windows or opaque windows?

The goal is to address each of these questions and find ways to improve the area rapidly.

Shared Access: The next goal is examining ways to bring more people into the area by various modes of transportation.

- Do pedestrians have easy and clear access to the area?
- Do bicycles feel welcome in the area?
- Is the area easily accessible from neighborhoods?

- Are there wayfinding signs that direct people into and out of the area?
- Are there amenities that allow people to linger in the space (seating, tables, etc.)?

Stay Power: How can we encourage people to visit the area and have them linger, and to also invite their friends?

- Are there food options on the block?
- Are there places to eat outdoors?
- Are there maps, bulletin boards, games, or other amenities that encourage people to linger?
- Is the identity of the area prominent (arts district, cultural district, historic area)?

8–80, Dog Owners: Lastly, we look at amenities that create invitations for children, seniors, and dog owners on a block. These groups tend to be indicators of a healthy environment that feels welcoming and attracts other people.

For more information on project examples, visit: <http://betterblock.org/category/better-block-projects/>; accessed January 24, 2015.

Source: Team Better Block. (2010). “How to Build a Better Block.” The Better Block, Dallas, TX. Available at: <http://betterblock.org/how-to-build-a-better-block/>; accessed January 24, 2015.

TACTICAL URBANISM PROJECTS

The three photos on page 10-8 are examples of Tactical Placemaking from around Michigan. The first shows a portable parklet to demonstrate the possibilities of activating a public space that presently does not offer any amenities. The second displays how a mural on a side or back of a building can be a cost effective solution in moving a community toward achieving the benefits of placemaking. Murals can also provide transition or connections between community features. The third photo shows the Michigan Municipal League’s new PlacePOP trailer and staff gearing up for a placemaking event. Communities may rent the

PlacePOP trailer, which contains a variety of necessities for LQC activities, to test activation of its public places.

Table 10–1 summarizes other examples that are more thoroughly described in **Tactical Urbanism, Vol. 2**.

LQC ACTIVITIES

The range of possible Lighter, Quicker, Cheaper activities is only limited by your imagination. The purpose is usually to activate space, and to attract people to engage in various activities, such as conversation, game playing, window shopping, coffee drinking, book reading, concert listening,



Portable parklet at the State Capitol in Lansing, MI. Photo by the Michigan Municipal League/www.mml.org.



Michigan Municipal League's (MML) new PlacePOP trailer being set up for a Lighter, Quicker, Cheaper project in Boyne City, MI. Photo by MML/www.mml.org.



Scenes painted on the side or back of buildings help improve interest and if accompanied by activities can activate underutilized space. This example from Ferndale, MI, is a pedestrian path between the downtown and a public parking lot. Photo by MML/www.mml.org.

street entertainment, etc. Attracting people to a site to engage in interesting activities, especially to sites where there are multiple activities underway, enhances our sense of place. The stronger the emotional attachment by a large number of people to a place, the more activity it will have, and the common sense of place and caring about that place will be stronger. The more people who care about a place, the easier it is to gain support for permanently improving or protecting the character of a place, and to attract more activity there. Table 10–2 presents examples of 2012 LQC activities supported by small

Table 10–1: Tactical Urbanism Projects

Tactic/Technique	Purpose and Example
Open Streets	To temporarily provide safe spaces for walking, bicycling, skating, and social activities; promote local economic development; and raise awareness about the detrimental effects of the automobile on urban living. <i>Ex.</i> – Temporarily open streets used by cars for exclusive use by bicycles and pedestrians.
Play Streets	To create safe spaces for people of all ages to be social and active. <i>Ex.</i> – Temporary or seasonal car-free areas for children's play, farm markets, or civic gatherings.
Build a Better Block	To promote livable streets and neighborhood vitality. <i>Ex.</i> – Temporarily activate vacant storefronts and public space, such as by placing tables and chairs on the sidewalk in front of a faux café.
PARK(ing) Day	To reclaim space devoted to automobiles, and to increase the vitality of street life. <i>Ex.</i> – Take parking spaces on a street or in a parking lot and transform them into a park(let) for a day. Has become an international day in 35 countries.
Guerilla Gardening	To introduce more greenery and gardening into the urban environment. <i>Ex.</i> – An act of gardening on public or private land without permission, such as street corners or in planters along parking lots or fences.
Pop-Up Retail	To promote the temporary use of vacant retail space or lots. <i>Ex.</i> – Could be the temporary use of a vacant store for a start-up business, or a small movable kiosk-type structure in a parking lot.

Table 10–1: Tactical Urbanism Projects (cont.)

Tactic/Technique	Purpose and Example
Pavement to Plazas	To reclaim underutilized asphalt as public space without a large capital expenditure. <i>Ex.</i> – Conversion of an existing intersection to a plaza, if only for a day (although Times Square was permanently changed with significant reductions in injuries to motorists and pedestrians).
Pavement to Parks	To reclaim underutilized asphalt as public space without a large capital expenditure. <i>Ex.</i> – Same as above, only convert intersection or parking area to a park as a way to test a more permanent conversion.
Pop-Up Cafés	To promote outdoor public seating in the parking lane (during the warm months) and to promote local businesses. <i>Ex.</i> – Put a floor and tables and chairs in a parking space to test use. Especially useful in areas with significant shortages of public seating.
Depave	To reduce stormwater pollution and increase the amount of land available for habitat restoration, urban farming, tree planting, native vegetation, and social gathering. <i>Ex.</i> – Turn portions or all of an underutilized parking lot into green space for expanded school yards, community gardens, pocket parks, etc.
Chairbombing	To improve social well-being of neighborhoods by salvaging and reusing waste materials to activate the public realm. <i>Ex.</i> – Adding hand-made chairs from old pallets in places with inadequate public seating and test the response.
Food Carts/Trucks	To stimulate entrepreneurial activity and activate the public realm by the addition of food vending activity. <i>Ex.</i> – Cluster food carts/trucks in areas with lots of people to increase the amount of activity there.
Site Pre-Vitalization	To temporarily activate a (re)development site. <i>Ex.</i> – Bring a variety of art, food, and retail uses to a single location to raise awareness about the long-term potential of the site.
Pop-Up Town Hall	To provide a temporary forum for discussions of civic importance. <i>Ex.</i> – Set up a vacant store front or public space as a forum for dialogue or reaction to new ideas proposed in an area.
Informal Bike Parking	To increase the supply of bicycle parking where needed. <i>Ex.</i> – Installation of low-cost bike parking spaces to meet a need and draw attention to a wider need in an area.
Intersection Repair	To repurpose neighborhood street intersections as community space. <i>Ex.</i> – Use chalk to “paint” a bright artistic design in a neighborhood intersection to draw attention to the public space and for a dialogue about its use and pedestrian vehicular issues.
Ad Busting	To reduce visual pollution within the public realm. <i>Ex.</i> – Alter advertising space to reflect community objectives rather than commercial products.
Reclaimed Setbacks	To create a more engaging streetscape by activating the space between the structure and the sidewalk. <i>Ex.</i> – Free poem or book exchange.
Park Mobile	To add more neighborhood green space and to further activate streets with public seating. <i>Ex.</i> – Refit brightly colored long garbage containers to include potted shrubs and seating to temporarily insert in a parking space.
Weed Bombing	To draw attention to blighted neighborhoods and incite action to clean them up. <i>Ex.</i> – Quickly spray paint weeds on a blighted lot to look more like flowers and a work of art.
Mobile Vendors	To offer needed commercial services, activate public spaces and help citizens earn income. <i>Ex.</i> – Set up mobile stands to sell a variety of goods such as art, photographs, etc.
Micro-Mixing	To incubate complementary new businesses and sustain existing ones through the co-location of mutually supportive uses. <i>Ex.</i> – Coffee shop and newspaper or book stands co-located.
Park Making	To increase the supply of park space by quickly reclaiming underutilized parcels of vacant land and parking lots. <i>Ex.</i> – Take parking day and enlarge the scale so one gets bigger park space with multiple uses.

Source: Lydon, M., A. Garcia, R. Preston, and R. Woudstra. (2012). **Tactical Urbanism: Short-Term Action for Long-Term Change, Vol. 2.** Street Plans Collaborative. Washington, DC: Island Press. Available at: http://issuu.com/streetplanscollaborative/docs/tactical_urbanism_vol_2_final; accessed April 24, 2015.

Table 10–2: Lighter, Quicker, Cheaper Projects in Michigan*

Projects or Activities	Description
Farmers Market Expansion	The South Lansing Community Development Association expanded and enhanced a farmers market with local performers, hot food vendors, interactive children’s activities, and local business resources. These activities boosted social interaction at the already vibrant market.
Arty Party	Promotion of the Lansing Downtown Neighborhood Association meetings and their new website got a boost from handmade folk-art signs placed in front yards for a week each month, thanks to the creative efforts of volunteers at “Arty Party” events.
Reutter Fountain Park Weekly Features	Friends of Reutter Fountain Park in downtown Lansing are bringing back this historic treasure by inviting the public to safely enjoy the park’s weekly entertainment like City residents did in years gone by.
Neighborhood Art Installation	The Genesee Neighborhood’s rich history was further embellished by the addition of six concrete panel sculptures by renowned artist W. Robert Youngman, which were part of the 1972 Washington Square urban renewal project.
Historic Walking Tour of Dimondale	Residents and visitors alike can now take a walking tour of Dimondale and learn about historic places and events from new signs posted at half-mile intervals. New benches were installed for walkers to rest and reflect.
Old Town Honorarium Sculpture Park	In honor of the late Old Town Mayor Robert Busby, the blighted Burchard Park area is now a beautiful sculpture park with flower beds and landscaping created by local volunteers.
Trowbridge Village Neighbor’s Station	Amidst the hustle and bustle of Michigan State University’s south campus, the Trowbridge neighborhood built on past efforts to establish a little free library and comfortable place for residents of all ages to relax, learn, and share.
Fab Acres Neighborhood, Barnes Avenue Community Garden	Leveraging help from multiple local groups and volunteers, a new community garden and gathering area enables neighbors to grow fresh produce and enjoy art in the company of friends.

* A short video on each project is available for viewing (see source link). **Source:** MAR. (2012). “Lighter Quicker Cheaper Challenge Winners.” Michigan Home Owners Alliance, Michigan Realtors®, Lansing, MI. Available at: www.michiganhomeownersalliance.com/lqcwinners.htm; accessed January 24, 2015.

grants from the Michigan Realtors® (with support from the National Association of Realtors®).

Five small town rural examples of LQC projects are available for review in a 2012 blog posting from the Citizen’s Institute on Rural Design.⁹

Figure 10–1 shows three examples of creative ways to fill a narrow space between two buildings in a small rural downtown. Filling gaps like this helps to enclose the space and make pedestrians feel safer and more welcome. The illustrations were made by students from the Landscape Architecture Program at Michigan State University.

Figure 10–2 shows an example of a vacant lot beautification project involving painting a mural

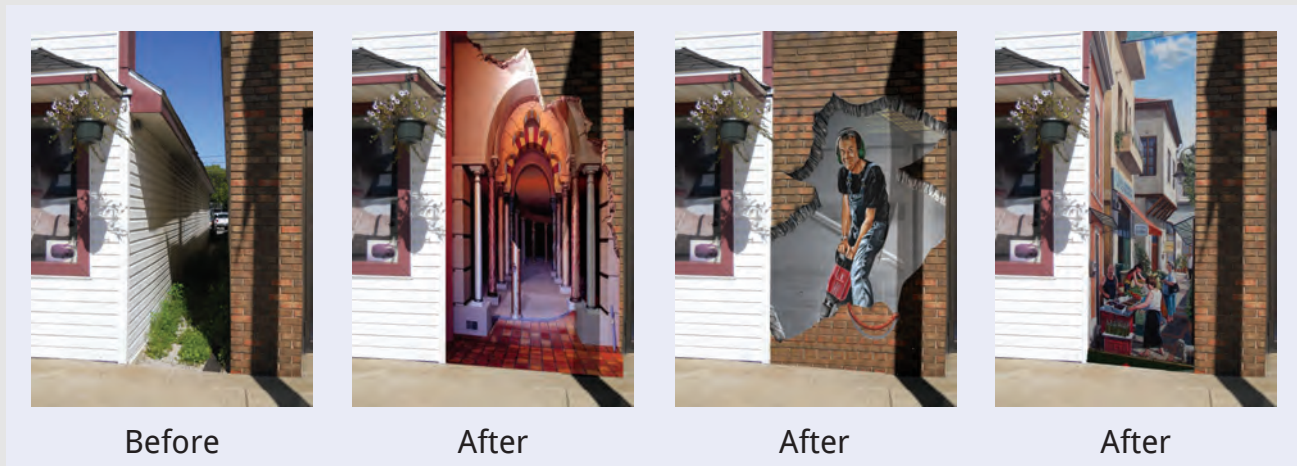
9. Horose, C. (2013). “5 Small Town Stories of Lighter, Quicker, Cheaper Community Action.” *Citizens’ Institute on Rural Design Blog*, December 19, 2013. National Endowment for the Arts, Washington, DC. Available at: www.rural-design.org/blog/5-small-town-stories-lighter-quicker-cheaper-community-action; accessed January 24, 2015.

on the side of an adjacent building, and by making modest landscaping improvements.



Pop-up activities, like this Punch and Judy puppet show in Holland, MI, help enliven downtown sidewalks and other public spaces. Photo by the Michigan Municipal League/www.mml.org.

Figure 10-1: Creative Examples of Filling the Gap Between Buildings



Source: The “after” images are creative artwork interpretations from students in the Landscape Architecture Program, in the School of Planning, Design and Construction at Michigan State University. The “before” and “after” images appear courtesy of Warren Rauhe, professor emeritus, MSU Landscape Architecture Program.

Figure 10-2: Vacant Lot Beautification Project



Source: The “after” image is a creative artwork interpretation from students in the 2010 Landscape Architecture Program in the School of Planning, Design and Construction at Michigan State University. The “before” and “after” images appear courtesy of Warren Rauhe, professor emeritus, MSU Landscape Architecture Program.

Michigan Environmental Council

The Michigan Environmental Council (MEC) is a nonprofit umbrella organization for a coalition of more than 70 organizations. It was created in 1980 to lead the state’s environmental movement in achieving positive change through the political process. The MEC combines deep environmental policy expertise with close connections to key state and federal decision makers, decades of experience getting things done in the political process, and an ability to rally broad and powerful alliances in support of reforms. With member groups and partners in the

public health and faith-based communities, MEC promotes public policies to ensure that Michigan families will enjoy clear waters, clean beaches, beautiful landscapes, and healthy communities for years to come.

The MEC has been active in the land use public policy arena for decades and is a founding member of the Michigan Sense of Place Council.

For more information, visit:
www.environmentalcouncil.org/.

The Street Plans Collaborative

The Street Plans Collaborative is an urban planning, design, and research-advocacy firm that strives to create high-quality public spaces by promoting compact, walkable, mixed-use neighborhoods. They seek to improve the quality and function of the built environment and “increase the effectiveness of multi-modal transportation as a means to creating more competitive and sustainable 21st century towns and cities.”

The Street Plans Collaborative utilizes “innovative web-based planning in conjunction with proven charrette and Tactical Urbanism methodologies to help clients and partners advocate, plan, and implement progressive planning and design projects. Founded in Miami Beach, FL, in 2009, The Street Plans Collaborative now maintains offices in New York City, NY; and Miami.” Its core technical services are divided into three categories:

1. Active Transport & Transit Planning, such as bike, pedestrian, and transit plans; and SmartCode Calibration modules.

2. Urban Planning & Architectural Design, such as master plans; and development, building, street, and architectural standards.
3. Public Outreach, such as web-based tools, marketing, PR, research, writing, and workshops.

Some of their best known publications include **The Smart Growth Manual** and **The Open Streets Guide**. Possibly their most popular series and most relevant publications to placemaking are the four volumes of **Tactical Urbanism**. These volumes provide emerging, practical and short-term examples that demonstrate the need for long-term policy or physical changes in urban areas.

For more information, visit: <http://streetplans.org/>.

BLOCK-LEVEL TACTICAL PLACEMAKING APPLICATIONS

By now it should be apparent that to improve appearance, function, and activity on a block, a number of low-cost, low-risk activities can be attempted. To improve chances of success, chose a block that has good urban form, some storefront vacancies, and a little activity that is still important to people in the neighborhood. Engage interested people, follow the Build a Better Block model, and just dive in to one or more of the following activities (with proper municipal approval):

- Identify a couple of pop-up activities for vacant storefronts—such as a coffee shop or magazine stand;
- Calculate the costs, revenues, and other benefits of residential rehab of upper floors above retail in the block, and share with the landowners;

- Restripe the road (white duct tape, cornstarch, flour, etc.) to add a bike lane or on-street parking (or if space, both);
- Bring in temporary landscaping, street furniture, and sandwich signs;
- Bring in street minstrels/artists and children’s activities;
- Make a poster showing a photo sequence of transforming a place;
- Gather metrics like sales tax revenues before and after, or net increase in sales after the demonstration activity to prove its success; and
- Demonstrate this works—one block at a time as has been done in Memphis, TN.¹⁰

10. Barnes, E. (2014). “City of Memphis Supports Community-Led Creative Placemaking as a Neighborhood Revitalization Tool.” *ioby Blog*, January 22, 2014. Memphis, TN. Available at: <http://ioby.org/blog/city-of-memphis-supports-community-led-creative-placemaking-as-a-neighborhood-revitalization-tool>; accessed January 24, 2015.

Pop-Ups

Traditional Pop-ups: According to Storefront, Inc. (<https://thestorefront.com/>), pop-up shops and pop-up retail are temporary retail spaces that sell merchandise of any kind. Leases run from one day to three months (often seasonal). They are usually located in high-foot-traffic areas, such as city centers, malls, and busy streets. The rent is usually much lower than a traditional store; and is typically paid up-front. Other characteristics include having a presence during holidays or events, launching new products, generating awareness, moving inventory, testing ideas or locations, and increasing a place's "cool" factor.ⁱ

Pop-Ups and Faux Storefronts in the Context of Placemaking: The LQC and Tactical Urbanism projects may create mercantile establishments that last only 1 to 7 days, or create a false front on a vacant building and run an activity outside of it, such as taping paper or poster board over a storefront painted with a new front like a café. Tables and chairs would then be put on the sidewalk outside, and perhaps food would be available from a nearby vendor. It is a way to test an idea and get a public reaction.ⁱⁱ

Some pop-ups fill empty storefronts with fake businesses that attract passersby, such as the well-known Fraley's Robot Repair Shop or Theater storefronts in Pittsburgh, PA.ⁱⁱⁱ There

i. Eliason, E. (2013). "What is a Pop-Up Shop?" *Storefront Blog*, 2013. Available at: <http://blog.thestorefront.com/what-exactly-is-a-pop-up-shop/#ixzz2zxcppYw>; accessed January 24, 2015.

Also see: McEnaney, L. (n.d.). "Pop-Ups: Here to Stay." *Build a Better Burb: The Online Journal of Suburban Design*. Available at: <http://buildabetterburb.org/pop-ups-here-to-stay/>; accessed January 24, 2015.

ii. See also: Wikipedia. (2015). "Pop-Up Restaurant." Available at: http://en.wikipedia.org/wiki/Pop-up_restaurant; accessed January 24, 2015.

iii. Pittsburgh Art Places. (2012). "Fraley's Robot Repair." Office of Public Art, Pittsburgh, PA. Available at: www.pittsburghartplaces.org/accounts/view/301; accessed January 24, 2015.

For photos and an explanation (About and Contact) as to how the false storefront was created for Fraley's Robot Repair Shop, see: www.pghrobotrepair.com/location.html; accessed October 30, 2015.

are other types of pop-ups that are tied to art displays.^{iv}

A variation is false façades and blight cover-up projects. Creative examples of each follow:

- Faux Façades: At various sites.^v
- Blight Cover-Up: The Keep Cincinnati Beautiful Arts program has painted more than 650 blighted buildings to make them look occupied.^{vi}

iv. Chicago Loop Alliance. (n.d.). "Pop-Up Art Loop." Chicago, IL. Available at: <http://loopchicago.com/cla/projects-and-programs/pop-up-art-loop>; accessed January 24, 2015.

Empty Spaces. (n.d.). "In the Loop: Pop-Up Art Transforms and Enlivens Chicago." Empty Spaces, Sidney, New South Wales, AU. Available at: <http://emptyspaces.culturemap.org.au/page/chicago-loop>; accessed January 24, 2015.

v. Kohlstedt, K. (n.d.). "Faux Façades: Fake Buildings Hide Trains, Power & More." *Web Urbanist*. Available at: <http://weburbanist.com/2013/02/12/faux-facades-fake-buildings-hide-trains-power-more/>; accessed January 24, 2015.

Rogers, S. (n.d.). "Buildings that Don't Exist: Fake Façades Hide Infrastructure." *Web Urbanist*. Available at: <http://weburbanist.com/2013/04/29/buildings-that-dont-exist-fake-facades-hide-infrastructure/>; accessed April 27, 2015.

Carr, N. (2013). "The 8 Best Fake Storefronts & Phony Building Façades in New York City." *Scouting New York*, September 9, 2013. New York, NY. Available at: www.scoutingny.com/the-8-best-fake-storefronts-phony-building-facades-in-new-york-city/; accessed April 27, 2015.

Dougherty, C. (2013). "Decorative Details Disguise Boarded-Up Houses." *The Wall Street Journal*, November 21, 2013. New York, NY. Available at: <http://online.wsj.com/news/articles/SB10001424052702304672404579186221544106890>; accessed January 24, 2015.

Clark, B. (2014). "Colorful Ashland Murals Depict Town's History." *Milwaukee Journal Sentinel*, April 18, 2014. Milwaukee, WI. Available at: www.jsonline.com/features/travel/colorful-ashland-murals-depict-towns-history-b99249255z1-255795191.html; accessed January 24, 2015.

vi. Keep Cincinnati Beautiful. (n.d.). "Arts." Cincinnati, OH. Available at: <http://keepcincinnatibeautiful.org/programs/arts/>; accessed January 24, 2015. This website includes great before and after photos; the same web page also includes examples of murals painted on blighted buildings and vacant lot transformations.

A growing number of communities are accelerating their progress through LQC strategies to transform the built environment by taking incremental steps, using low-cost experiments, tapping into local talent, and paving the way towards longer term change.

The Center for Community Progress, a nonprofit focused on solutions for vacant properties, recently published **Placemaking in Legacy Cities: Opportunities and Good Practices**.¹¹ The report explores how residents and leaders in Legacy Cities have used placemaking principles to transform blighted public spaces into revitalized community assets.¹² This report adds to the growing list of

11. This 2014 report is available at: http://action.communityprogress.net/p/salsa/web/common/public/signup?signup_page_KEY=7615; accessed January 24, 2015.

12. Telander, L. (2014). "Interview with the Authors: An Inside Look at 'Placemaking in Legacy Cities'." *Center for Community Progress Blog*, January 28, 2014. Flint, MI. Available at: www.communityprogress.net/blog/interview-with-the-authors-of-placemaking-in-legacy-cities; accessed March 19, 2015.

available documents designed to demonstrate the value of local placemaking. See Appendix 4: Placemaking Resource List for more information.

CONCLUDING OBSERVATIONS

Tactical Placemaking is a quick-start type of placemaking that is often temporary to test the feasibility of an idea. It is a blend of two other approaches: Lighter, Quicker, Cheaper and Tactical Urbanism, which tend to focus placemaking activities and projects in public spaces. It is often the perfect prelude to other types of placemaking and can be relatively low-cost ventures with potentially high returns on that investment. As with most other placemaking, when located in streets/blocks with good form (see Chapters 4 and 5), Tactical Placemaking projects are more likely to be successful and sustainable.

Key Messages in this Chapter

1. Tactical Placemaking uses a deliberate, phased approach in creating quality places, starting with a short-term commitment that can begin quickly and at a low cost, usually focusing on public spaces, such as right-of-ways, squares, or plazas.
2. Tactical Placemaking is comprised of two components: 1) Tactical Urbanism and 2) Lighter, Quicker, Cheaper (LQC) activities. Tactical Urbanism employs a variety of low-cost, temporary approaches that seek to improve urban services and functions, and inspire possibilities for alternative transportation or other infrastructure options that better activate the public space. The LQC refers primarily to introducing new activities in existing public places to infuse them with more life and activity.
3. Tactical Urbanism projects often follow a process that permits the “powers that be” an opportunity to clearly envision a change, and even test it out before spending significant money. Bad ideas can be quickly jettisoned and good ones can be improved before moving forward with permanent implementation.
4. The LQC are small, short-term projects and activities that experiment with underused public spaces, leverage local partnerships, encourage an iterative approach and opportunities for innovation, represent an “action planning process,” and employ a place-by-place strategy that can gradually impact and transform an entire community.
5. A key benefit of these Tactical Placemaking approaches is the foundation they provide for building upon successes with follow-up Standard, Creative, or Strategic Placemaking projects.
6. A small sample of Tactical Urbanism projects could include: Build a Better Block techniques that activate public spaces and promote neighborhood vitality; guerilla gardening on street corners and vacant side lots that adds greenspace to the urban environment; pop-up retail on sidewalks with moveable kiosks; and food carts and trucks that attract more people and activity to public spaces.
7. The primary purpose of LQC activities involves activating space and encouraging people to engage in various activities. Attracting people to sites that offer multiple interesting activities also helps to enhance sense of place within the community and is good for the local economy.



Chapter 10 Case Example: Build a Better Block; Grand Rapids (re//STATE)

“**B**uild a Better Block Grand Rapids re//STATE is a citizen-driven City improvement project focused on reimagining State Street between Madison Avenue and Jefferson Street SE. Using building improvements, temporary traffic changes, bike and pedestrian infrastructure, pop-up businesses, and more, re//STATE demonstrated what an underutilized block can be with just simple improvements and community input.

re//STATE was a demonstration project that sought to showcase the economic development opportunities on State Street and promote multi-modal transportation solutions to create a successful neighborhood business district that the nearby residents can enjoy.”ⁱ



A bus stop library in Grand Rapids, MI. Photo by Nicole Gaunt.

impactful improvements were planned to off-set and de-emphasize some of the urban blight of the area.

The 10 interventions included a lending library at a bus stop; bike rentals, a pop-up tune shop, and other bike amenities and services; a protected bike lane; tree pruning and mulching workshops; simulated rain garden; a coffee station in a shipping container; parklets; transit use demonstrations; portable play and work stations; and infill gap boards.

re//STATE’s *three spaces* focused on interactive and underused places to highlight how to activate them. The Grand Rapids Public Museum installed a portable movie screen and bean bag chairs to create a theater. The Historic Calkins Law Office was the site of historic photo displays of the old State Street corridor. An empty and gated alley transformed into a beer garden and vibrant destination for entertainment and creative food sales.

The three bases included food trucks; pop-up shops in empty buildings along State Street that demonstrated the use of small, flexible spaces to gauge interest in business development; and wooden boxes affixed to public spaces where artisans could sell local and handcrafted goods.

re//STATE is a great example of Tactical Placemaking that utilized a variety of techniques to pilot ideas for underutilized space and engage its citizens in reimagining the State Street corridor. For more information and to view photos of the project, visit: www.facebook.com/BetterBlockGR; accessed October 30, 2015.



Example of a sign from the project. Photo by Nicole Gaunt.

This Build a Better Block project in Grand Rapids occurred over two days in May 2013. Three organizers, 17 committee members, and more than 30 volunteers committed 200 volunteer hours to plan and conduct 19 interventions across an area of 18 acres. It took six

months to coordinate and had a budget of \$30,000. Approximately 1,800 people participated across 10 interventions, 3 spaces, and 3 bases.

re//STATE sought to foster a sense of community identity, and create *interaction with the streetscape* and utilize existing infrastructure, while encouraging gathering in unlikely and underutilized places. The space and activities were intended for *multigenerational* use and focused on *equality, safety, and access*. *Adaptive reuse of products and spaces* were designed to demonstrate portable, pop-up entrepreneurship and create a downtown vendor market that filled a need for food and goods. *Visually*

i. Wells, L., and K. Gilbert. (2013). *RE//State Build a Better Block: The Story of State Street Project Report*. Williams & Works, Grand Rapids, MI.

Chapter 11: Creative Placemaking



A sidewalk art display outside the Grand Rapids Children's Museum during the 2011 ArtPrize®. Photo by the Michigan Municipal League/www.mml.org.



This scene from ArtPrize® in downtown Grand Rapids showcases the many features of a creative, vibrant quality place (pedestrian accessibility, public green space, outdoor dining, seating, street trees, public art, uniform streetscape furnishings, enclosure, mixed-use buildings, retail, and high residential density). Photo by the Michigan Municipal League/www.mml.org.

INTRODUCTION



While it is important to have high-quality public space with good form attributes, so that it may resiliently serve for many generations, it is equally important to animate

that space with activities, so that people may truly value it and use it for more than simply passing through. This can be seen in the photos above and on the next two pages. Lighter, Quicker, Cheaper (LQC) activities are a great way to animate underutilized space, but such activities can be “one-offs” and usually do not include continuous regular programming, which is essential to long-term activated spaces. This is where arts and cultural activities can help fill the gap in moving from the temporary to the permanent. That is not to say that arts, culture, and creative activities cannot be LQC activities; they often are. But, the highest quality public places often are characterized by permanent public art and creatively designed places

to sit, eat, and engage in conversations, as well as enjoy regularly scheduled or occurring outdoor entertainment, creative activities, and access to a variety of cultural offerings. These physical features and activities rarely come all at once, but build upon each other over time.

Creative Placemaking is the name given to placemaking projects and activities that focus on arts, culture, and creativity to help create a place where people want to live, work, play, shop, learn, and visit. Ideally, arts and cultural activities would be so ingrained in the places where people spend leisure time, and in what they do that it would not be necessary to focus on them separately as residents would “naturally” incorporate them

Creative Placemaking is the name given to placemaking projects and activities that focus on arts, culture, and creativity to help create a place where people want to live, work, play, shop, learn, and visit.

Creative Placemaking

The concept and definition of the term “Creative Placemaking” are documented in a book by the same name by Ann Markusen and Anne Gadwa. **Creative Placemaking** was sponsored by the National Endowment for the Arts and the Mayor’s Institute on City Design in 2010.

“In Creative Placemaking, partners from public, private, nonprofit, and community sectors strategically shape the physical and social character of a neighborhood, town, city, or region around arts and cultural activities. Creative Placemaking animates public and private spaces, rejuvenates structures and streetscapes, improves local business viability and public safety, and brings diverse people together to celebrate, inspire, and be inspired.”ⁱ

i. Markusen, A., and A. Gadwa. (2010). **Creative Placemaking**. Prepared for the National Endowment for the Arts and The Mayors’ Institute on City Design. Available at: <http://kresge.org/sites/default/files/NEA-Creative-placemaking.pdf>; accessed April 29, 2015.

As stated in Chapter 1, on page 1–29:

Examples include:

- **Projects:** Development built around and inclusive of arts, cultural, and creative thinking, such as museums and orchestra halls, public art displays, transit stations with art themes, live-work structures for creative people, etc.
- **Activities:** New arts, cultural, and entertainment activities that add vitality to quality places, such as movies in the park, chalk art projects, outdoor concerts, inclusion of children’s ideas in planning projects by means of artwork, etc.



Kids playing on park sculpture in downtown Grand Haven, MI. Photo by the Michigan Municipal League/www.mml.org.

right from the outset. There are, of course, places in which this seems to occur naturally, but it is not the norm; if it were, there would be no need for Creative Placemaking. High-quality places are usually the result of deliberate action, such as those associated with Creative Placemaking, either alone or in combination with other types of placemaking.

Creative Placemaking is well-suited for introducing art and culture into a place through:

- Physical design;
- Accessory structures like sculpture;
- Creative, cultural, and entertainment activities; and
- Performance art.

Creative Placemaking can be accomplished through a placemaking plan for major changes in an area, over time, or by Tactical Placemaking (such as LQC projects) to test things out, with the benefit of an immediate start to a culture change.

For example, a community, neighborhood, or local arts organization could contact local musicians to help design a series of concerts/performances over a six-week summer period in some underutilized public space, such as a park with a concert shell, or to raise interest in creating demand/support to build one. A local benefactor could be secured to cover marketing costs and introduce the public to a new *concert in the park series*. It would be advertised heavily using storefront posters and social media. While conducting the concerts, donations and signatures



Concert at the World Friendship Shell in Wenonah Park, Bay City, MI. Photo by the Michigan Municipal League/www.mml.org.

on petitions would be collected to build support for whatever goal was established. This could be one important piece of a broader plan for improving that public space or park.

This is not a new idea nor a new model. What is new is connecting this Creative Placemaking activity to broader placemaking efforts, and to more placemaking efforts in the same neighborhood, over time. By connecting creative artists to local placemaking efforts and using arts, culture, and entertainment to both activate and energize space, the community will broaden and deepen its commitment to, and success with placemaking, because this type of placemaking has a high probability of successfully engaging people in the process of community improvement. Over time, a critical mass of understanding and support for placemaking will be ingrained into thinking and action around incorporating arts, culture, and other creative thought into the quality of public and private buildings, spaces, projects, and activities of all kinds.

BENEFITS OF CREATIVE PLACEMAKING

In addition to activating space, Creative Placemaking can help shape the identity of a community. It can do so through the types of arts and cultural places and activities that exist in the community. It can do so through the increased appreciation of arts, culture, and creative activities that comes with shared learning through doing. Stimulating interest and attracting people to places increases social interaction and civic engagement. Creative Placemaking can attract people of all ages and interests, and has the potential to strengthen a sense of connectivity among members of the community. If a community chooses, it could use Creative Placemaking to shape and transform its identity around a public space, or across its area as a whole.

For example, the small cities of Saugatuck and Douglas in Michigan are known as strong art towns that share opposite banks of Lake Kalamazoo near the mouth of the Kalamazoo River on Lake Michigan. In the 1870s, after all the trees were harvested, these communities began to lure summer visitors from Chicago, IL, and Cleveland, OH, to their broad beaches, sand dunes, and bucolic small town—setting. Artists flocked to the area and an art school in the dunes was established. Dance and art studios were created. Theaters were started. Creative designers were attracted to life in the small towns and jobs in nearby cities that relied on their skills. These are places where art and culture are not afterthoughts or one-time parades or festivals. These are communities whose identity is largely defined by art on the streets and creative activities in abundance through all seasons of the year. The total year-round population of both communities is only about 2,100 people, but there are more than 20 art galleries in

National Endowment for the Arts

The National Endowment for the Arts (NEA) is an independent agency of the federal government that was established by Congress in 1965. The NEA has awarded more than \$5 billion to strengthen the creative capacity of communities throughout the United States by offering diverse opportunities for participation in the arts. It extends its work through various partnerships with local, state, and federal arts agencies, as well as the philanthropic sector.

For more information, visit: www.arts.gov/.



The Public Art Project in downtown St. Joseph, MI. Photo by the Michigan Municipal League/www.mml.org.



ArtHop in downtown Kalamazoo, MI. Photo by the Michigan Municipal League/www.mml.org.

what is called the “Art Coast of Michigan,” and these communities have shown up on multiple “best small towns in America” lists.

The same interest in the arts can be found in a few neighborhoods and downtowns across the Midwest, but many more could benefit from Creative Placemaking activities. According to Markusen and Gadwa, Creative Placemaking presents the opportunity to engage partners from public, private, nonprofit, and community sectors to strategically shape the physical and social character of a neighborhood, town, city, or region through arts, cultural, and creative experiences. With the right strategies, Creative Placemaking can foster

economic development through use and reuse of vacant and underutilized land, buildings, and infrastructure, and create new jobs in construction, local businesses, and cultural activity along the way. By expanding the entrepreneurial ranks of artists and designers, the next generation of cultural workers can be trained, and residents’ spending can be recirculated at a higher rate.

A COMPREHENSIVE APPROACH

In order to be most effective, Creative Placemaking needs to be built on and honor community assets and identity (including historic and other architectural assets). It needs to be generated by and with a community, not for or in spite of the community. Efforts need to be authentic and relevant to the community by being part of a comprehensive strategy with a long-term horizon. This is often accomplished through a vision plan or arts and culture plan. Markusen and Gadwa say:

“The creative city vision serves livability, diversity, and economic development goals. It addresses safety, aesthetic, expressive, and environmental concerns of people who live, work, and visit. Resident artists, often traversing the neighborhood at all hours, make the streets livelier and safer, as do patrons of cultural venues and well-designed streetscapes.”¹



ArtWalk in downtown Flint, MI. Photo by the Michigan Municipal League/www.mml.org.

1. See the Creative Placemaking sidebar Footnote i on page 11–3.

MEDC: Michigan Council for Arts and Cultural Affairs, and the Michigan Humanities Council

The Michigan Council for Arts and Cultural Affairs (MCACA), a part of the Michigan Economic Development Corporation (MEDC), seeks to strengthen arts and culture in the state through increasing its visibility, supporting arts education, broadening cultural understanding, and encouraging new and creative works of art. The MCACA is a source of grant funding for arts and culture to help facilitate an enriched artistic and creative environment in Michigan. Grant activities range from arts in education, capital improvements, operational support, and services to the field.

For more information, visit: www.michiganbusiness.org/community/council-arts-cultural-affairs/; accessed February 27, 2015.

The Michigan Humanities Council connects citizens and communities through advocacy, fundraising, and community engagement to bring the public together to examine culture. Currently, MCACA is in partnership with the Michigan Humanities Council for the Arts & Humanities Touring Program. The MCACA and the Michigan Humanities Council are members of the Michigan Sense of Place Council, recognizing the significant contribution of the creative industry to all forms of placemaking.

For more information, visit: www.michiganhumanities.org/. For more information on the Arts & Humanities Touring Program, click the source link below.

Source: Michigan Humanities Council. (2015). "Touring Grants." Lansing, MI. Available at: www.michiganhumanities.org/touring-grants/; accessed May 7, 2015.

SOME ASSETS MAY NOT BE OBVIOUS

Some communities may feel that they have little to nothing to start from if there is not an apparent focus on arts and culture in their area at the present time. However, there may be many more people already employed in creative occupations than is realized. For example, as of January 2015, there were 702,771 businesses in the U.S. involved in the creation or distribution of the arts, which employed 2.9 million people (representing 3.9% of all businesses and 1.9% of all employees nationally).²

Creative industry jobs include:

- Symphonies,
- Movies and theatre,
- Broadcasting,
- Publishing,
- News media,
- Musical recordings and video,
- Social media,
- Design services,
- Architecture,
- Video games, and
- Museums.³

2. Americans for the Arts. (2015). *Creative Industries: Business & Employment in the Arts – Measuring the Scope of the Nation's Arts-Related Industries*. Washington, DC. Available at: www.americansforthearts.org/by-program/reports-and-data/research-studies-publications/creative-industries; accessed June 23, 2015.



Village of Trufant welcome sign. Stump fences were a practical way to use an otherwise hard to dispose of waste product. But, over time, they became a form of indigenous art. Photo by Kurt H. Schindler, AICP, MSU Extension.

3. See Creative Placemaking sidebar Footnote i on page 11–3.

Creative Many Michigan

Creative Many Michigan (formerly known as ArtServe Michigan) is a nonprofit organization that engages advocates and leverages resources to influence positive change for the creative sector at the federal, state, and local levels. It is also a member of the Michigan Sense of Place Council. Goals include: educating policy makers, media, and the public on the importance of arts, culture, arts education, and the creative industries to the success of the state and local communities; advocating for sustainable means to support the creative sector; and equipping others to be advocates for this sector.

Creative Many Michigan has conducted research and drafted a variety of reports illustrating the vital role of the creative economy in the state's reinvention. Two recent reports provide key information on Michigan's nonprofit arts and cultural sector, and identify prime growth opportunities within the state's for-profit creative industries. The *Creative State: Michigan*

2015 Nonprofit Report details the impact of arts and cultural nonprofit organizations, and affirms the creative economy as a significant financial contributor and strategic opportunity for Michigan's economic development. The *Creative State: Michigan 2014 Creative Industries Report* details the related impacts of creative industries on jobs, tax revenue, talent attraction, and quality of life within communities across the state.

For more information, visit: www.creativemany.org/. For more information on the reports referenced above, click the source links below.

Sources: Creative Many Michigan. (2015). *Creative State: Michigan 2015 Nonprofit Report*. Detroit, MI. Available at: www.creativemany.org/wp-content/uploads/2014/09/Creative-State-MI-2015-Nonprofit-Report2.pdf; accessed September 10, 2015.

ArtServe Michigan. (2014). *Creative State: Michigan 2014 Creative Industries Report*. Detroit, MI. Available at: www.creativemany.org/wp-content/uploads/2014/09/Creative-State-Michigan-2014-Creative-Industries-Report-20140127-E.pdf; accessed October 9, 2015.

Sometimes creativity leads to uniqueness around an unusual asset, but not in a traditional arts or cultural sense. For example, the small Village of Trufant, MI, has fun celebrating being the Stump Fence Capital of the U.S.A. Stump fences are very distinctive and some farmers have been very creative in building fences with them. Clearly creativity is boundless, as there are endless opportunities to use it in placemaking.

Not every community has people representative of every arts discipline, but most communities have music teachers, choral directors, band members, art teachers, painters, dance instructors, and usually a host of children who have a natural proclivity to the arts, or retirees with a lifetime of experiences with it, or both. "In addition, the lines are blurring between art and technology, impacting how communities are using color, light, sound, motion, etc. as a part of Creative Placemaking. Creative people can be found in factories, cafes, barbershops, retail shops, churches, community centers, fire stations, schools, corporations, and farms throughout Michigan. Artists may not always lead Creative Placemaking, but



Outdoor performers at the Flint Farmers Market. Photo by the Michigan Municipal League/www.mml.org.

creative people will certainly do so."⁴ There should be no shortage of interested and capable creative people in any community, perhaps only a shortage of local leadership and money.

4. Paraphrased from notes by one of the reviewers of this guidebook chapter: Betty Boone, director, Cultural Economic Development, MSHDA, 2015.

Michigan Film & Digital Media Office

The Michigan Film & Digital Media Office (MFO) is overseen by the Michigan Economic Development Corporation. The MFO was created back in 1979 and serves the state in growing the film and creative industries. It promotes Michigan on a national and international level through film, documentaries, TV series, interactive web and games, mobile, and digital media projects. It also serves the industries by acting as a liaison with local and state government bodies and being a local contact for neighborhoods and businesses.

The MFO administered the film and digital media incentive program from 2008–2015 that encouraged studio productions to choose Michigan as their preferred location amongst other states. While the incentive program ended on July 10, 2015, the MFO is still open and continues to support and grow the film and creative industries through achieving three overarching goals:

1. Fostering a positive perception of Michigan as a place with a legacy of innovation and creativity that appreciates and cultivates the arts and culture;



Film set for the movie “Transformers: Age of Extinction” in downtown Detroit, MI. Photo by the Michigan Municipal League/www.mml.org.

2. Strengthens regional partnerships with the private sector, cultural institutions, arts groups, and philanthropic communities; and
3. Building collaborations with the education community, including high schools, colleges, and arts-related programs, to retain Michigan’s talent.

For more information and to download the 2015 Strategic Plan, visit: www.michiganfilmoffice.org.

EXAMPLES OF CREATIVE PLACEMAKING

Table 11–1 lists a number of small- and larger-scale examples of Creative Placemaking. A half dozen others are described in some more detail in the pages that follow.

Local examples include the following efforts from Flint and Alpena.

City of Flint

“Flint, MI, is making a name for itself around the country as a place where artists are welcome to bring their ideas and execute them in collaboration with local artists and organizations, thanks to Stephen Zacks, the Flint native responsible for the Flint Public Art Project.



Award-winning Mark's House art installation in downtown Flint, MI. Photo by Gavin Smith, courtesy of the Flint Public Art Project.

Table 11–1: Examples of National Creative Placemaking

Community	Project Name	Website
Cleveland, OH	Gordon Square Arts District	www.gordonsquare.org/capitol.html ; accessed May 7, 2015
Three westside theatres comprise the distinctive anchor for the Gordon Square Arts District, a partnership of a community development corporation and two theatre companies, in Cleveland. This led to the arts remaking of an inner city commercial corridor.		
Buffalo, NY	Artspace Buffalo Lofts	www.ecidany.com/budc-south-buffalo-boa ; accessed May 7, 2015
The Buffalo Mayor and a nonprofit arts developer transformed a vacant auto plant into 60 low-income artist family housing units and six new fourplexes in a challenged neighborhood, infusing the area with creative and economic activity, and erasing an old Main Street dividing line.		
Portland, OR	TriMet’s Interstate MAX Public Art Program	http://trimet.org/publicart/ ; accessed May 7, 2015
Ethnic community challengers of a new public transit line in Portland become partners in the designing of stations and hiring of artists whose public works reflect the neighborhoods’ histories and character. This increased ridership, while strengthening community identity and addressing historic inequities.		
San Jose, CA	01SJ Biennial	www.zero1biennial.org/
San Jose’s 01SJ Biennial married art and technology to generate new products, bring people downtown, and showcase the City’s diversity. The event now draws 55,000 people and generates millions in local sales, while creating jobs and nurturing art/technology projects that grow future cultural industry businesses.		

Source: Markusen, A., and A. Gadwa. (2010). **Creative Placemaking.** Prepared for the National Endowment for the Arts and The Mayors’ Institute on City Design. Available at: <http://kresge.org/sites/default/files/NEA-Creative-placemaking.pdf>; accessed April 29, 2015.

The Project invites some of the most visionary and celebrated practitioners of contemporary art, design, architecture, and urbanism around the world to participate in a series of socially engaged programs in the city. These programs are designed to contribute new sources of inspiration to the local culture, attract revenue to small businesses, draw activity to disused sites, support community organizations, and reinforce connections to the metropolitan, regional, and global economy.

In the effort to bring enough artists into the local scene, Zacks put together a proposal for ArtPlace [America], a collaboration of 10 leading national and regional foundations and eight federal agencies that invests in art and culture’s role in creating vibrant communities. In applying for funding, his goal was to find a way to structure the process of bringing a large group of artists from New York and other cities around the world to Flint to carry out his plans for the Flint Public Art Project.

Up to 50 different projects were sponsored through the Flint Public Art Project. All of them are being produced in collaboration with local artists, community advocates, cultural institutions, neighborhood associations, businesses, real estate developers and political leaders in the City.

‘Through these collaborations, we are producing new images of the City, public art events, urban interventions, small-scale design installations, and permanent projects at strategic sites in Flint in order to transform those places,’ Zacks said.

The project kicked off in 2011 by changing the conversation about one of Flint’s biggest landmarks, the condemned 19-story Genesee Towers building. Zacks helped turn it into a public art installation that came to life with music, performances, light installations, video projections, and a parade to the river.

‘We tried to create a spectacle and draw revenue to the local businesses,’ Zacks said.

‘It’s activating public space in a way that creates a dynamic experience of urban space.’

While the Flint Public Art Project will go on for the next 10 years, Zacks noted that the project is not just about Flint.

‘A project like this can happen anywhere. I see the project as a model, not a one-off,’ he said.⁷⁵

For more information on the Flint Public Art Project, visit: <http://flintpublicartproject.com/>.

City of Alpena

The City of Alpena partnered with the Michigan Arts and Culture Northeast (MACNE) in order to become the arts and culture hub of Northeast Lower Michigan. Support has come from many places, including the Michigan Municipal League (MML) as an MML 21c3 pilot project.⁶ The partnership has led to:

- ARTown website: A communication hub for myriad arts, culture, humanities, and history organizations in the region, and a mechanism to collectively promote programs and events.⁷



Washington sculpture can be found along the U.S. Route 23 ARTrail. Photo by Moran Iron Works, Inc.

5. Baum, J. (2012). “Flint Draws in Artists from Around the Country.” *Creative Impact Michigan*, July 26, 2012. ArtServe, Detroit, MI.

6. For more information on The Center for 21st Century Communities, visit: www.mml.org/pdf/resources/21c3/21c3_brochure.pdf; accessed May 5, 2015.

7. For more information on the ARTown Michigan & Michigan Arts and Culture Northeast, visit: www.artownmichigan.org.



Map of U.S. Route 23 ARTrail destinations. Image by the Michigan Arts and Culture Northeast – ARTown Michigan.

- Passport to the Arts: The MACNE’s flagship project is a passport that serves as a comprehensive regional arts/culture calendar for nearly 200 events/activities in the summer season.
- Route 23 ARTrail: A user-friendly regional roadmap and reference guide highlighting arts, culture, natural resources, historical sites, and related attractions along the U.S. Route 23 corridor.
- Community Expressions: A variety of hands-on creative and cultural experiences for the community, including the installation

of building scrim (art and photography is printed on all-weather fabric to create enormous outdoor displays). The scrim is displayed on a downtown building to give people a glimpse of the past so they might dream of what the future can be.

For more examples of Creative Placemaking in Michigan, see Table 11-2.

USING ART AND ARTISTS TO SPARK REDEVELOPMENT

ArtPlace America Grants

ArtPlace America is a large, 10-year collaboration of leading national and regional foundations, banks, and federal agencies, committed to accelerating Creative Placemaking—putting art at the heart of a portfolio of strategies designed to revitalize communities. ArtPlace America awarded more than \$50 million in grants to organizations in communities across the U.S. (and a statewide project in Connecticut). Inquiries have come from all 50 states, as well as the District of Columbia. Grant amounts typically range from \$33,000 to \$750,000, with an average grant size of just more than \$280,000.

ArtPlace America believes that “successful Creative Placemaking applicants do four things:

1. Define a community based in geography, such as a block, a neighborhood, a city, or a region,
2. Articulate a change the group of people living and working in that community would like to see,
3. Propose an arts-based intervention to help achieve that change, and
4. Develop a way to know whether the change occurred.”⁸

8. ArtPlace America. (2015). “Program Details.” National Grants Program, ArtPlace America, Brooklyn, NY. Available at: www.artplaceamerica.org/our-work/national-grants-program/program-details; accessed October 22, 2015.

In 2013, three Detroit projects received support from ArtPlace America. A brief summary of those projects follows.

Detroit’s Avenue of Fashion

The Detroit Economic Growth Corporation received \$200,000 from ArtPlace America to match world-class designers and artists with local university students, residents, and entrepreneurs in order to activate vacant storefronts and public spaces with pop-art installations along Livernois, Detroit’s historic “Avenue of Fashion.”⁹ Since then, considerable additional investment and energy is being directed to this part of Livernois.¹⁰

Artists bring a tremendous amount of creative energy and often “staying power” to neighborhoods. One of Detroit’s long-time assets is the Eastern Market, a regional food hub that brings in fresh food daily. Eastern Market is a six-block area of old warehouses and vacant lots on the east side of downtown Detroit.¹¹ It is experiencing a renaissance of interest in conversion of warehouses into new lofts, businesses, and work spaces. Artists have concentrated in the upper-floor rehabilitation of one block in the neighborhood, many of whom work in the lower-floor space and sell artwork there as well. These are original and authentic live-work spaces. These historic structures already have the correct form for this adaptive reuse, making it an easy upgrade. The creative energy of this block contributes to the efforts of others in the neighborhood, and creates another anchor around which new arts and creative activity can be established.¹² See Figure 11-1.

9. ArtPlace America. (n.d.). “Revolve Livernois.” ArtPlace America. Available at: www.artplaceamerica.org/grantee/revolve-livernois; accessed September 8, 2015.

10. See for example: Hackney, S. (2014). “Livernois’ Avenue of Fashion District Overcomes Hard Times.” *Crain’s Detroit Business*, October 19, 2014. Detroit, MI. Available at: www.crainsdetroit.com/article/20141019/NEWS/310199988/Livernois-avenue-of-fashion-district-overcomes-hard-times; accessed January 24, 2015.

11. Eastern Market is a very complex and special place that provides a wide range of products, services, and opportunities to many throughout Southeast Michigan. For more information, visit: www.easternmarket.com.

12. Zemke, J. (2012). “The Artist’s Touch: How Creatives’ Investments in Upper Floor Housing Built a Neighborhood.” *Model D*, December 17, 2012. Available at: www.modeldmedia.com/features/MSHDA1214-1.aspx; accessed January 24, 2015.

Table 11–2: Examples of Creative Placemaking in Michigan

Community	Project Name	Website
Detroit	The Alley Project (TAP)	http://miplace.org/resources/case-studies/alley-project-tap ; accessed February 4, 2015
The TAP is a garage studio and alley gallery that showcases legal street art produced by local youth and community members in Detroit. Professional artists, teens, and neighbors have worked together to build an infrastructure for creative expression and community responsibility in a neighborhood that is diverse and thriving, but also sees a high rate of illegal activity.		
Detroit	Artist Village Detroit	http://miplace.org/resources/case-studies/artist-village-detroit ; accessed February 4, 2015
Artist Village Detroit is a creative enclave in the Old Redford neighborhood in Northwest Detroit.		
Detroit	Dequindre Cut	http://miplace.org/resources/case-studies/dequindre-cut ; accessed February 4, 2015
The Dequindre Cut Greenway is a 1.35-mile in-town recreational path developed through a public, nonprofit, and private partnership that offers a pedestrian link between the Detroit Riverfront, Eastern Market, and many residential neighborhoods. Originally, the abandoned rail corridor had become an underground hotspot for illegal activity, including graffiti art. Eventually, this project was able to turn that art into a public asset.		
Detroit	Detroit SOUP	http://miplace.org/resources/case-studies/soup ; accessed February 4, 2015
A monthly public dinner event and presentation series where attendees vote to fund small- to medium-sized arts and community projects.		
Detroit	Inside Out	http://miplace.org/resources/case-studies/insideout ; accessed February 4, 2015
Inside Out brings 80 reproductions of masterpieces from the Detroit Institute of Arts Museum's collection to the streets and parks of Greater Metro Detroit, pleasantly surprising and delighting residents of the participating communities and engaging them in dialogue about art.		
Detroit	Ponyride	http://miplace.org/resources/case-studies/ponyride ; accessed February 4, 2015
Ponyride is a creative incubator that provides artists and socially conscious entrepreneurs with an affordable space in a hip environment to work on their craft in Detroit. The low purchase price of the property and the generous outpouring of community support means tenants can rent studios for as little as a dime or a quarter per square foot. At these rates, artists and small businesses can thrive.		
Frankfort	Frankfort Historic Landmarks Art Center	http://miplace.org/resources/case-studies/frankfort-historic-landmark-arts-center ; accessed February 4, 2015
The Elizabeth Lane Oliver Center for the Arts (ELOCA) is a repurposed Coast Guard Station and serves as a popular community hub for residents and visitors in Frankfort.		
Ludington	Mason County Sculpture Trail	http://miplace.org/resources/case-studies/mason-county-sculpture-trail ; accessed May 2, 2015
What originally started out as a sculpture park on the shores of Lake Michigan in Ludington has now expanded as a regional sculpture trail, which includes Scottville, Custer, Freesoil, and Fountain. Visited by thousands of tourists every year, it has become a catalyst for multiple downtown events.		
St. Joseph	St. Joseph Public Art	http://miplace.org/resources/case-studies/st-joseph-public-art ; accessed February 4, 2015
With unique sculptures from the area's artists, the St. Joseph Public Art project has helped turn the West Michigan lake community into a tourist destination.		
West Branch	Fabulous Fridays	http://miplace.org/resources/case-studies/fabulous-fridays ; accessed February 4, 2015
To create a more vibrant downtown, a group of West Branch business owners worked with local officials and residents to create "Fabulous Fridays." They created a weekly destination and cultural event, revitalizing the streets of downtown after hours throughout the summer months.		

Source: MIplace™. (n.d.). "Case Studies." MIplace™ Partnership Initiative, Lansing, MI. Available at: <http://miplace.org/resources/case-studies>; accessed May 5, 2015.

Another Detroit example is the arts colony near Hamtramck that is described in two locations online.¹³

LEAP's Public Art for Communities Grant

The Lansing Economic Area Partnership (LEAP), the region's economic development entity, believes that investing in public art is necessary in creating a new image for the area, as outlined in the regional arts and culture plan described in the sidebar on the next two pages. "Arts and culture permeating throughout a region show vitality and a progressive nature to residents and visitors in that community," said project co-chair Julie Pingston of LEAP. "The sense of place that is created will translate into job opportunities, workforce attraction, and new visitors

13. Plockova, J. (2011). "Power Meets the Arts in Detroit." *Next City*, June 24, 2011. Philadelphia, PA. Available at: <http://nextcity.org/daily/entry/power-meets-the-arts-in-detroit>; accessed January 24, 2015.
 Next American City. (2011). "Artist Colony Successfully Reseeding Detroit." *Sustainable Cities Collective*, June 27, 2011. Available at: <http://sustainablecitiescollective.com/nextamcity/26440/power-meets-arts-detroit>; accessed January 24, 2015.

to our community."¹⁴ Deborah Mikula, executive director of the Arts Council of Greater Lansing, further elaborates: "There's a healthy movement here. When your community reflects the authentic and unique things like that, it becomes more attractive to those who want to work or visit there."¹⁵

Since 2012, 11 communities have received \$10,000 in funding from LEAP for the placement of art within their downtowns. The 2014 awards went to Delta Township for a sculpture placed in front of the Township offices, and Delhi Township for a sculpture placed in front of the Holt Farmers Market building. East Lansing has placed six artistic bike racks in various places in the downtown and along Grand River Avenue with the City on one

14. Wolkow, K. (2013). "Funding Public Art." *Lansing City Pulse*, June 4, 2013. Available at: <http://lansingcitypulse.com/article-8916-funding-public-art.html>; accessed January 24, 2015.

15. Palmer, K. (2014). "Public Art Helps Define Lansing Communities." *Lansing State Journal*, November 16, 2014. Available at: www.lansingstatejournal.com/story/news/local/2014/11/15/public-art-helps-define-lansing-communities/19121753/; accessed October 21, 2015.

Figure 11-1: Timeline of Rehabs in Detroit's Eastern Market - Artists Block



Source: Graphic by *Model D*, with all photos by Marvin Shaouni Photography. Zemke, J. (2012). "The Artist's Touch: How Creatives' Investments in Upper Floor Housing Built a Neighborhood - Special Report." *Model D*, December 17, 2012. Available at: www.modeldmedia.com/features/MSHDA1214-1.aspx; accessed January 24, 2015.

Arts Council of Greater Lansing

Following is a description of the planning and implementation of efforts to improve and support arts and cultural offerings in the Greater Lansing Region.

“With a network of creative practitioners, cultural organizations, and smart young talent, Greater Lansing is becoming the Midwest’s most welcoming and supportive destination for creative innovators and entrepreneurs. Our road map? **ArtWorks: Creative Invention/Reinvention, A Collaborative Cultural Economic Development (CED) Plan for Greater Lansing’s Urban Center.** The CED Plan is a 10-year plan aimed to grow creative enterprise, attract and retain talent, and enhance the value of place through the arts.

Launched in October 2009, the creation of the CED Plan was a year-long process engaging more than 500 individual artists and creative practitioners, arts and cultural organizations leaders, civic and business leaders, young professionals, and the general public through a series of individual and focus group meetings, steering committee meetings, public meetings, surveys, and case study research. The process—led by planning consultants, Creative Community Builders of Minneapolis, MN, and its core partners, the Michigan Office of Cultural Economic Development, the Michigan State Housing Development Authority, the Arts Council of Greater Lansing, the Lansing Economic Development Corporation, the City of East Lansing, and Michigan State University—builds on other regional plans and studies in order to help achieve cultural economic development goals.

Recognizing that multiple and significant activities are already underway in Lansing and East Lansing initiated by many different players, and that these efforts all contribute to cultural economic development, there is minimal need to create new programs, but rather to understand how these efforts fit together within a larger context, and to connect these existing initiatives with each other, and with the creative and cultural sector.



Art District sign in Old Town, Lansing, MI. Photo by the Michigan Municipal League/www.mml.org.

CED GOALS

1. Lead and Coordinate Cultural Economic Development: Sustained leadership and support advances cultural economic development in the urban center to build jobs and strengthen the economy of Greater Lansing.
2. Encourage, Support, and Invest in Creative Enterprises: Lansing and East Lansing become the region’s acknowledged center of knowledge, services, capital, space, and recognition for innovators and creative entrepreneurs.
3. Attract and Assist Workers and Businesses: A vital, culturally rich and creative environment attracts and retains innovative workers, business owners, and young people.
4. Enhance the Value of Place: Residents are proud and others attracted as Greater Lansing’s urban center becomes a geographically integrated arts, entertainment, and knowledge economy, and a business destination.”ⁱ

i. Arts Council of Greater Lansing. (2009). **ArtWorks: Creative Invention/Reinvention, A Collaborative Cultural Economic Development Plan for Greater Lansing’s Urban Center.** Lansing, MI. Available at: www.lansingarts.org/Resources/CulturalEconomicDevelopmentPlan.aspx; accessed January 24, 2015.

FUNDING

The Arts Council of Greater Lansing has several funding mechanisms that support artists and Creative Placemaking.

- “Ingham County Hotel/Motel Funds for Arts & Tourism: Established to support the production of publicity and promotional materials utilized to attract out-of-county visitors into Ingham County. Awards up to \$11,500 are funded by 5% of Ingham County hotel/motel revenues. Nonprofit organizations located in Ingham County established primarily for cultural, educational, artistic, historical, or entertainment purposes are eligible.”ⁱⁱ
- “Program for Young Creatives: Provides arts scholarships up to \$1,500 for youth in the Lansing area (age 5 to 17 with financial need) to attend arts-related classes and programs. Local nonprofit organizations, which provide programming dedicated to arts and cultural projects are eligible.”ⁱⁱⁱ
- “Michigan Council for Arts and Cultural Affairs Minigrants: Funded by the State of Michigan through the Michigan Council for Arts and Cultural Affairs and are

administered by regional regranting agencies across the state. The Arts Council of Greater Lansing administers the program for Ingham, Eaton, and Clinton counties. In 2015, the Minigrant program offered two opportunities: 1) Arts Projects, and 2) Professional or Organizational Development grants.

- Professional or Organizational Development Minigrants: Provide up to \$1,500 in financial assistance, with a 25% match requirement, to assist arts organizations, administrators, and artists, with opportunities that specifically improve their business management and/or bring the artist or the arts organization to another level artistically. Eligible applicants are nonprofit arts and cultural organizations, and professional artists, located in Ingham, Eaton, and Clinton counties.
- Arts Projects Minigrants: Provide up to \$4,000 in financial assistance, on a 1:1 matching basis, for locally developed, high-quality arts and cultural projects. These are special opportunities to address local arts and cultural needs, as well as increase public access to arts and culture. Eligible applicants include nonprofit organizations, schools, colleges/universities, and municipalities located in Ingham, Eaton, and Clinton counties.”^{iv}

- “Individual Artist Grant Program: Competitive awards were established to honor artistic excellence, advance the professional work of individual artists in the Greater Lansing Region, and to provide the public with access to regional artistic talent. The Arts Council provides \$1,000 grants to individual visual, performing, or literary artists in two categories: 1) Emerging Artists, and 2) Established Artists.”^v



Children being exposed to creative expression. Photo by the MSU Community Music School.

ii. Arts Council of Greater Lansing. (2015). “Ingham County Hotel/Motel Funds for Arts & Tourism.” Lansing, MI. Available at: www.lansingarts.org/Funding/InghamCountyHotelMotelFundsforArtsTourism.aspx; accessed January 24, 2015.

iii. Arts Council of Greater Lansing. (2015). “Young Creatives Program.” Lansing, MI. Available at: www.lansingarts.org/Funding/YoungCreativesGrants.aspx; accessed October 12, 2015.

iv. Arts Council of Greater Lansing. (2015). “MCACA Minigrants.” Lansing, MI. Available at: www.lansingarts.org/Funding/MCACAMinigrants.aspx; accessed January 24, 2015.

v. Arts Council of Greater Lansing. (2015). “Individual Artist Grant Program.” Lansing, MI. Available at: www.lansingarts.org/Funding/IndividualArtistGrantProgram.aspx; accessed January 24, 2015.



The City of East Lansing received funding from the Lansing Economic Area Partnership for the placement of six artistic bike racks in their downtown. Photos by the MSU Land Policy Institute.

side and Michigan State University on the other (see above photos). The 2015 grant recipients include Grand Ledge, St. Johns, and Lansing.

Other communities receiving grants since the program began include: the City of St. Johns, Meridian Township, the City of DeWitt, the City of Mason, and DeWitt Township. Also, since Fall 2012, seven other greater Lansing communities have adopted public art policies as a direct result of LEAP's Public Art for Communities grant program.¹⁶

Lansing Old Town Scrapfest

Expansion of a 20-year rejuvenation of Lansing's Old Town (the original downtown of Lansing) appeared to be threatened by a major scrap metal company adjacent to Old Town. The business has been there since 1887 and is loud, attracts large heavy trucks, and occasionally has high piles of old appliances and other scrap metal. However, when it was clear that Friedland Industries was not going to be moving, enterprising place makers at the Old Town Lansing

16. LEAP. (2015). "Placemaking and Public Art." Lansing Economic Area Partnership, Lansing, MI. Available at: www.purelansing.com/publicart; accessed January 24, 2015.

See also Footnote 14.

Commercial Association (OTLCA) decided to make lemonade out of lemons. The OTLCA's mission is community and economic development in Lansing's historic and artistic Old Town. It raised \$6,400 with the debut of the Old Town Scrapfest in 2009.

Selected teams have an hour to collect up to 500 pounds of scrap metal from Friedland Industries and only two weeks to create a masterpiece made exclusively of scrap metal. Finished sculptures are displayed in conjunction with Old Town's annual Festival of the Moon and Sun in a silent auction. On the next page are three photos of winning entries from the 2015 Competition. For more information on the Old Town Scrapfest, visit: www.oldtownscrapfest.org/#2015nav; accessed October 12, 2015.

For more examples of Creative Placemaking in Michigan, see Table 11-3. These arts-related projects were made possible through the Public Spaces Community Places grant program, which was sponsored by the Michigan Economic Development Corporation and the Michigan State Housing Development Authority, in partnership with the Michigan Municipal League.



First place winner of the 2015 Old Town Scrapfest (a whale, complete with wheel, to simulate motion). Photo by the MSU Land Policy Institute.



Second place winner of the 2015 Old Town Scrapfest (a lighthouse). Photo by the MSU Land Policy Institute.

CONCLUDING OBSERVATIONS

Arts, culture, and other creative works and activities can make any place unique and help transform it into an interesting and exciting place. Creative Placemaking is focused on helping transform public places into not merely more attractive and interesting places, but also to help economically rejuvenate them, and to spur further adaptive reuse, investment, and new development in an area. The key is collaboration among place makers and arts and cultural groups around implementation of a common vision in which arts and culture are a primary focus, and not an afterthought. Efforts can often begin modestly with LQC and Tactical Placemaking projects, and then build upon those successes with larger projects that help institutionalize the arts and culture into broader Creative Placemaking efforts.



Third place winner of the 2015 Old Town Scrapfest (a Praying Mantis). Photo by the MSU Land Policy Institute.

Table 11–3: More Examples of Creative Placemaking in Michigan

Community	Public Spaces Community Places Projects	Crowd-Funding Amount	MEDC Grant Amount	Total Funding	Total Donors
Detroit	Alger Theatre	\$25,910	\$25,000	\$50,910	258
Restore a local theatre as a community destination for arts, entertainment, and education; and create rooftop patio for public gatherings and live music events.					
Detroit	Brightmoor Maker Space	\$31,700	\$25,000	\$56,700	147
Transform a vacant building on the campus of the Detroit Community Schools into a creative arts and business incubator for both youth and adults.					
Detroit	The Harrowing	\$5,457	\$5,000	\$10,457	74
Perform site-responsive theater pieces in community gardens throughout the City that bring more attention to the local food movement and its relationship to the arts community.					
Detroit	House Opera/Opera House	\$10,935	\$10,000	\$20,935	49
Transform a vacant house in Southwest Detroit into a new performance and arts space that focuses on community engagement and storytelling.					
Detroit	Mosaics in the Park	\$15,061	\$13,000	\$28,061	88
Add eight large art mosaics to Stoepel Park in Northwest Detroit that reflect community history and aspirations, and promote community pride.					
Detroit	Quarter Pop on Grand River	\$30,745	\$30,000	\$60,745	23
Establish arts incubator on Grand River Avenue that provides pop-up retail spaces at quarterly intervals to a host of creative businesses to strengthen the surrounding neighborhoods.					
Grand Rapids	Avenue for the Arts [work] Space	\$11,765	\$10,000	\$21,765	116
Establish the headquarters and gallery for the Avenue Arts Council to serve as a public space that meets the multilayered needs of the community.					
Grand Rapids	Urban Institute for Contemporary Arts' Exit Space Project	\$10,315	\$10,000	\$20,315	113
Install murals in currently blank urban spaces to increase vibrancy and build creative sense of place downtown.					
Ironwood	Ironwood Art Park	\$15,711	\$10,000	\$25,711	118
Transform a vacant parcel into public space with performance area/art displays that can be used for various community events.					
Lansing	Expanding our REACH	\$49,365	\$48,000	\$97,365	289
Rehab the community art and education center in REO Town, along a key corridor of redevelopment.					
Lansing	Michigan Avenue Under the Bridge	\$50,995	\$50,000	\$100,995	118
Add lighting and murals underneath the U.S. Route 127 overpass to enhance accessibility and linkage at this key gateway between East Lansing and Lansing.					
Lincoln Park	Kennedy Memorial Band shell	\$15,051	\$15,000	\$30,051	56
Repair an historic band shell to revitalize the public park with music and creative programs.					
St. Clair	Plaza Park	\$69,225	\$62,500	\$131,725	98
Transform an outdoor public space in an underused St. Clair Courtyard into a true City center for musical/theatrical performances, seasonal use, and other community events.					
Tecumseh	Downtown Movies in the Park	\$16,811	\$14,650	\$31,461	76
Purchase a projector and inflatable screen to host community movie nights in Adams Park adjacent to City Hall.					
Three Oaks	Art and Education Center	\$21,848	\$20,000	\$41,848	193
Repurpose the former Village Hall as a community arts and education center operated by the School of American Music.					

These Public Spaces Community Places grant project successes are examples of Creative Placemaking. **Sources:** Patronicity. (2015). "New Public Spaces Community Places Grant Incentivizes Vibrant Communities®." Michigan Economic Development Corporation, Lansing, MI. Available at: www.patronicity.com/puremichigan; accessed October 6, 2015. Table by the Land Policy Institute, Michigan State University, 2015.

Key Messages in this Chapter

1. Creative Placemaking involves projects and activities that focus on arts, culture, and creativity in ways that help shape a place where people want to live, work, play, shop, learn, and visit.
2. Creative Placemaking has the power to introduce art and culture into a public space through physical design, accessory structures (such as sculptures), creative cultural and entertainment activities, and performance art.
3. Creative Placemaking can help shape the identity of a community through the types of arts and cultural places and activities found there. By stimulating interest through the arts and attracting people to these places, social interaction and civic engagement grows throughout the community. These activities and places should strive to attract all ages in order to fully realize the potential to strengthen connectivity amongst all members of the community.
4. With the right strategies, Creative Placemaking can foster economic development through use and reuse of vacant or underutilized land, buildings, and infrastructure, and create new job opportunities in construction, local commerce, and cultural activities.
5. Creative Placemaking efforts should be organized by community members, and honor the existing community assets and local identity. Working together as a community to create a joint vision plan or arts and culture plan helps ensure effective placemaking efforts that infuse new life into public spaces and promote the local heritage and culture of the region.
6. While some communities may feel they lack the arts and culture assets necessary to initiate Creative Placemaking, they may have hidden expertise. Cultural industry jobs apply to everything from movies and theatre to architecture and museums, not to mention music teachers, art instructors, dance studios, local bands, and other artistically inclined members of the community. All these local players have the power to engage in Creative Placemaking and create more vibrant, artistic public spaces within their downtowns, neighborhoods, and community.



Chapter 11 Case Example: ArtPrize® in Grand Rapids

“ArtPrize® is a radically open, independently organized international art competition and a 501(c)(3) nonprofit organization. For 19 days, three square miles of downtown Grand Rapids, MI, become an open playing field where anyone can find a voice in the conversation about what is art and why it matters. Art from around the world pops up in every inch of downtown, and it’s all free and open to the public.

It’s unorthodox, highly disruptive, and undeniably intriguing to the art world and the public alike.”ⁱ

ArtPrize® offers open calls for participating artists and venues, is independently organized, and utilizes public votes and juried awards. These features help encourage active participation that welcomes all types of registrants and incorporates a variety of local businesses, organizations, and facilities to serve as exhibition spaces. The event effectively takes over downtown Grand Rapids for almost three weeks each year in late September/early October, and energizes the community with a colorful variety of artistic expression on almost every downtown sidewalk and street corner.

Prize winnings are awarded in the following categories: two-dimensional, three-dimensional, time-based, and installation, with the jury also awarding an Outstanding Venue prize. The infographic (Figure 11–2) highlights some key numbers



All ages take in the outdoor exhibits at the 2011 ArtPrize®. Photo by the Michigan Municipal League/www.mml.org.

and statistics from ArtPrize® 2013 and illustrates the impact the event has on the community each year. In 2013, there were 1,524 entrants, \$560,000 in awards, and 446,850 votes cast.

Research conducted by Anderson Economic Group, LLC, illustrates the immense economic impacts ArtPrize® has on the City and surrounding region. Their reports on the 2011ⁱⁱ and 2013ⁱⁱⁱ ArtPrize® events provide an economic analysis and attendee profile that highlight the event’s power to draw hundreds of thousands of visitors to Grand Rapids each year. ArtPrize® 2013 attracted more than 225,000 total attendees, with almost 8% traveling from outside the state, and more than 49% traveling from outside of



Indoor exhibitions at the 2011 ArtPrize®. Photo by the Michigan Municipal League/www.mml.org.

i. ArtPrize®. (2015). “Welcome to ArtPrize®.” Grand Rapids, MI. Available at: www.artprize.org/about; accessed May 5, 2015.

ii. Watkins, S.D. and T.M. Theile. (2011). *The Economic Impact of ArtPrize 2011*. Anderson Economic Group, LLC, East Lansing, MI. Available at: www.andersoneconomicgroup.com/Portals/0/upload/EcnImpct_ArtPrize2011_AEG122011.pdf; accessed October 14, 2015.

iii. Watkins, S.D., L.E. Branneman, and T. M. Theile. (2014). *ArtPrize 2013: Economic Impact and Attendee Profile*. Anderson Economic Group, LLC, East Lansing, MI. Available at: www.andersoneconomicgroup.com/portals/0/artprize_2013econimpact_aeg010914.pdf; accessed May 5, 2015.

Figure 11–2: Data from the 2013 ArtPrize®

2013 HIGHLIGHTS

ARTPRIZE HAS GIVEN GRAND RAPIDS FAR-REACHING BENEFITS INCLUDING ENRICHING ITS CULTURE, BUILDING AWARENESS OF THE REGION, AND BOOSTING ITS SOCIAL CAPITAL.



CNN
CNN FEATURED ARTPRIZE
as Michigan's must-see destination for 2014.

lonely planet
TOP 10 TRAVEL DESTINATION
ArtPrize helped to make Grand Rapids the top travel destination to visit in 2014.

30,432
OUT OF STATE ATTENDEES**

Illinois, Indiana and Ohio lead the Midwest while Florida, Texas, California, North Carolina and New York yielded top numbers outside the region.

446,850 VOTES CAST IN 2013

30,000 more than 2012.

\$22.1 MILLION
NET-NEW ECONOMIC ACTIVITY*

ONLINE GROWTH

253 JOBS CREATED*

10%
MORE PAGE VIEWS ON
ARTPRIZE.ORG
8 MILLION IN 2013

31%
MORE VISITORS TO
ARTPRIZE.ORG
747,000 IN 2013

250 MILLION MEDIA IMPRESSIONS

Los Angeles Times WALL STREET JOURNAL
THE WASHINGTON POST Detroit Free Press
THE ART NEWSPAPER ARTFORUM

20%
MORE FACEBOOK FANS
77,838 FANS

35%
MORE TWITTER FOLLOWERS
19,014 FOLLOWERS

50% OF VISITORS TRAVELED MORE THAN 30 MILES TO ATTEND ARTPRIZE 2013.

20,000 Detroiters representing 9% of our audience.
3,900 Chicagoans were almost 2% of our total audience.

Source: ArtPrize®. (2013). *Curiosity Rewarded. ArtPrize 2013 Annual Report*. Grand Rapids, MI. Available at: http://s3.amazonaws.com/ap_production/assets/uploads/ArtPrize_2013_Annual_Report.pdf; accessed May 5, 2015.



Street performers fill the streets during the weeks of ArtPrize®. Photo by the Michigan Municipal League/www.mml.org.

the county. Visitors and local attendees combined to generate more than \$11.5 million in net new spending, with local expenditures from event operations also generating \$1.2 million in new spending. The average spectator spent \$30 per day that otherwise would not have been spent in the Grand Rapids area, with

dollars going towards local shopping, dining, lodging, and other goods and services. Overall in 2013, the economic impact from ArtPrize® was more than \$22 million in net new output, including \$6.3 million in earnings and 253 jobs. The report concludes that along with these immediate economic impacts, an annual event such as ArtPrize® contributes positively to the culture and reputation of a locale, with long-term intangible benefits such as cultural enrichment, increased social capital, and awareness of the region.^{iv}

The ArtPrize® website offers a wealth of resources on the event, including a history of past contest winners, key dates, ArtClub and ArtFan membership options, as well as an official ArtPrize® blog. For further information, visit: www.artprize.org/.

iv. See Footnote iii.

Chapter 12: Strategic Placemaking



Historic automotive showroom and repair center was converted into lofts to meet the growing demand for housing in Midtown, Detroit, MI. Photo by the MSU Land Policy Institute.

INTRODUCTION



Michigan's contribution to placemaking has been defining the characteristics of a targeted form of placemaking. Economic development,

in general, and talent attraction and retention, in particular, is the ultimate objective of creating quality places by means of Strategic Placemaking. There are some outstanding successes, such as Campus Martius and Midtown in Detroit (see the Case Examples at the end of Chapters 1 and 13). Strategic Placemaking, as the name indicates, is intended to be used strategically to achieve specific economic development ends, such as to create the kinds of places that are attractive to talented workers. Once talented workers start to aggregate, new businesses (and jobs) follow.

Strategic Placemaking requires focusing on a few specific places within a metropolitan area, and then concentrating a relatively narrow range of projects in those areas. . .

area, and they could be initiated at the same time, or be spread out over time. Small projects might be stand-alone Standard Placemaking projects, but when implemented over a short period of time, they can assist with talent attraction or retention and, hence, with economic development. For example, a mixed-use low- to moderate-income housing rehabilitation project, a new green pathway project, or improvements to a public square for musicians or dancers to perform on, would normally all be Standard and/or Creative Placemaking projects/activities. However, if they were part of a local plan, were executed in a small geographic area, and took place in a simultaneous time frame, they could be considered Strategic Placemaking when used to attract talented workers.

This chapter explains what Strategic Placemaking is, why it is important, and how and where to



Access to transit options plays a key role in Strategic Placemaking, such as the People Mover in downtown Detroit, MI. Photo by the Michigan Municipal League/www.mml.org.

apply it. Examples are provided to help illustrate the opportunities. One of the most common examples follows.

Imagine a medium- to large-sized city that is very walkable with a high-density node along an existing transit route (or a planned new higher speed line, such as Bus Rapid Transit) is targeted for development of new Missing Middle Housing (see Chapter 2 (pages 2-23 and 2-24)). The preferred market is Millennial talented workers and Baby Boomers that want to live with convenient access to downtown and its world-class arts, culture, and entertainment options. The node should be on a corridor that is already focusing on this type of development. This would be shown in the local master plan and recognized as a target area for Strategic Placemaking in the regional economic development plan. There should be a Target Market Analysis (TMA) already completed that identifies the specific characteristics of this market and helps define the physical features to be provided in the units to be constructed. The units should be affordable for the target market and adaptable to upgrading over time. The project site should be on land that is affordable and not more than a 1/4 mile from a transit stop. Neighbors should have been involved in the creation of the local neighborhood plan and a form-based code (FBC) for the area through a charrette. The project design should be consistent with the plan and FBC.

This kind of project is an example of Strategic Placemaking, because it targets the creation of a quality place in a location desired by talented workers

Strategic Placemaking

Strategic Placemaking is a process involving projects/activities designed specifically to attract or retain talented workers in targeted locations that presently are, contribute to, or result in: *quality, sustainable, human-scaled, pedestrian-oriented, bicycle-friendly, safe, mixed-use, broadband-enabled, green places that feature many recreational, arts and culture, transportation, and housing options, and that show respect for historic buildings, public spaces, and broad civic engagement.*

Strategic Placemaking aims to create places that are especially attractive to talented workers and entrepreneurs, so that they want to be there, and live there, and by so doing, they establish circumstances for substantial job creation and income growth. But, many communities in the Midwest and the Great Lakes states are not competitive in the place amenities necessary to attract and retain talented workers. This means revitalization must increase population density, housing, and transportation *choices*, as well as urban *amenities* like mixed uses, and improved streetscapes, with outdoor seating, connected green spaces, and improved *walkability and bikeability*. The main goal of Standard Placemaking is to create quality places throughout a region. Strategic Placemaking has an additional goal of attracting and retaining talented workers in targeted locations. There is a secondary benefit of this focus. *Places that attract talented workers also tend to be of interest to people of nearly all ages.*

Strategic Placemaking has grown out of the efforts of the MIplace™ Partnership Initiative (see the sidebar in Chapter 1 (page 1–9)). Strategic Placemaking has become one of Michigan’s primary economic development tools that is directly tied to a host of other talent attraction and retention programs run by the Michigan Economic Development Corporation (MEDC), in cooperation with regional and local partners across the state. See the sidebar on the next page.

Strategic Placemaking embraces a wide range of projects and activities, and is pursued by the public, nonprofit, and private sectors on a targeted basis for as long as it is beneficial.

Examples include:

- **Projects:** Mixed-use developments in key centers (downtowns), at key nodes, along key corridors (especially bus rapid transit (BRT) lines). Can include rehabilitation and new construction; green pathways to parks and watercourses; entertainment facilities; and social gathering places.

Mixed-use developments can include rehabilitation of historic or obsolete structures, as well as new construction. A common target area for Strategic Placemaking is a high-volume, or BRT corridor with key nodes at major stops in a dense part of a city (e.g., Woodward Avenue in Detroit, Michigan/Grand River Avenues in Lansing/East Lansing, and Michigan Street in Grand Rapids), or within a metropolitan area (e.g., downtown Ferndale and downtown Birmingham are important connecting nodes on a future Woodward high-volume transit line). Mixed-use, transit-oriented development (TOD) would be the project type of most value for Strategic Placemaking, as it would provide housing for talented workers near these major transit stops where a wide range of land uses and entertainment businesses would be located.

- **Activities:** Frequent, often cyclical events (e.g., every quarter) targeted to talented workers, as well as other arts, cultural, entertainment, and recreational activities that add vitality to quality places and attract a wide range of users.

Michigan Economic Development Corporation

Without vibrant places to live and play, Michigan's businesses would be challenged to attract and retain the talented workforce they need to grow. The "Community Vitality" pillar of the State's economic development strategy deploys programs to facilitate the reinvigoration of cities and villages across Michigan. The Michigan Economic Development Corporation's (MEDC) placemaking efforts are focused on optimizing federal and state funding sources to spur private investment for community revitalization, and delivering services to help municipalities adopt best practices for redevelopment readiness.

The MEDC administers the Redevelopment Ready Communities® Program (RRC) that assists Michigan communities seeking to streamline the development approval process by integrating transparency, predictability, and efficiency into daily development practices. The RRC is a statewide program that certifies communities who actively engage stakeholders and plan for the future. The RRC empowers communities to shape their future by assisting in the creation of a solid planning, zoning, and development foundation to retain and attract businesses, investment, and talent. Community placemaking efforts are supported through RRC, by encouraging a strong foundation of community development practices, creating attractive places throughout the state.

More recently, the Public Spaces Community Places Program (PSCP) was designed by MEDC in collaboration with the Michigan Municipal League, and provides matching grants for crowdfunded public space projects through Patronicity, an online crowdfunding platform. The first of its kind in the country, local residents can be part of the development

of transformational community projects and be backed by the State, dollar for dollar, up to \$50,000. The program is available to municipalities with projects that focus on the "activation of public spaces and community places," such as an outdoor plaza or park enhancements, and that have established public awareness and local momentum. The PSCP can greatly influence community placemaking efforts by partnering with local efforts to transform public spaces in their community. For more information on project examples, see Tables 9-1 (pages 9-20 and 9-21) and 11-3 (page 11-18).

Finally, through the Community Revitalization Program (CRP) the MEDC promotes the revitalization of brownfields and/or historic resources that are located in traditional downtowns. The program is designed to provide gap financing in the form of a grant, loan, or other economic assistance. The level and form of support is determined based on a financial needs analysis. The CRP ensures that underutilized properties are transformed to productive use.

For more information, visit: www.michiganbusiness.org/. For more information on the RRC Program, the PSCP Program, and the CRP, click on the source links below.

Sources: MEDC. (2015). "RRC Communities." Michigan Economic Development Corporation, Lansing, MI. Available at: www.michiganbusiness.org/community/development-assistance/#communities; accessed April 29, 2015.

MEDC. (2015). "Public Spaces & Community Places" Michigan Economic Development Corporation, Lansing, MI. Available at: www.michiganbusiness.org/community/public-spaces-community-places/; accessed April 29, 2015.

MEDC. (2015). "Michigan Community Revitalization Program." Michigan Economic Development Corporation, Lansing, MI. Available at: www.michiganbusiness.org/community/development-assistance/#mcrp; accessed April 29, 2015.

and others who desire the same type of location. These projects are not yet widespread in the Midwest and the Great Lakes states.

These projects initially need to be aimed at just a few locations at a time, otherwise the benefits of concentration of new people will not work. These projects must result in the desired new activities that further stimulate additional development and attract more talent. As the talent aggregates, new business

opportunities will arise, and new businesses accessible by transit will be created.

This sequence of events begins with significant public forethought and planning. It is best accomplished in a community with the following interconnected and consistent plans already in place: a comprehensive local master plan, a neighborhood plan, or other subarea plan (such as a corridor or node plan). The target locations for talent attraction and retention



Brighton, MI, has focused on attracting investment in its downtown and main street. Photo by the Michigan Municipal League/www.mml.org.

through Strategic Placemaking should be clearly identified in these plans, and those locations and the type of development should also be reflected in regional plans, such as land use and economic development plans. A TMA should have already been performed. The community should be certified by the State as a Redevelopment Ready Community® (see the sidebar in Chapter 7 (page 7–5)) or already on the path to achieve that certification. If target areas for Strategic Placemaking include the downtown, then the community should participate in the Main Street program (see the sidebar on the next two pages).

A few characteristics are common to many Strategic Placemaking projects:

- Should be located in a place that is already walkable (or is receiving improvements) with good transit; that means it has good existing density and vacant land, or land or buildings that could be redeveloped for more density.
- Should be in targeted centers (downtowns), and nodes on a few key corridors.
- Transit-oriented development is a common Strategic Placemaking development type.
- Projects are often more connected to private new development or redevelopment than other types of placemaking that focus more on public spaces.
- Standard, Creative, and Tactical Placemaking projects could proceed, follow, or occur at the same time as Strategic Placemaking projects (see Chapter 13).

Following is a discussion of this material in more detail, so the reader can more clearly see what is meant by Strategic Placemaking, and why certain types of development projects do not qualify as this type of placemaking project.

TARGETING A FEW LOCATIONS

Unlike all other types of placemaking, Strategic Placemaking is specifically targeted to a few locations within a city or metropolitan area. The reason is very simple: Unless the community has a large and rapidly growing population, a great abundance of quality places, and a culture supportive of developers building high-density development along transit lines, a community will not have the necessary staff or fiscal resources to provide adequate support for Strategic Placemaking projects. This characterization applies to mid-sized and large communities in most of the Midwest and the Great Lakes states. This part of the country is barely experiencing population growth. Many communities are struggling to attract and retain talented workers, because they do not have many of the kinds of quality places these workers are looking for. There are exceptions like Minneapolis, MN; Chicago, IL; Grand Rapids, MI; Madison, WI; Ann Arbor, MI; and parts of Detroit, MI, but these are a fraction of all the cities in each of these states. Other legacy cities around the nation suffer from similar challenges.

If state and local resources are to be leveraged for maximum employment and income generation benefits, then target areas need to be small, and new development of the type desired must be constructed over relatively short periods of time. That means much of the market for new construction and rehabilitation must take place in these target areas and not be scattered or spread across the city or over the metropolitan area. Fortunately, as most of the TMAs are showing, the market for rental and owner-occupied housing is in a few downtowns, and at nodes, along key corridors. Much of this demand can be met with Missing Middle Housing in places where there is a growing market. The result

...Much of the market for new construction and rehabilitation must take place in these target areas and not be scattered or spread across the city or over the metropolitan area.

of success will be more and more young adults staying in Michigan after college or trade school education. As this talent concentrates, more businesses will locate here or expand existing operations. While it is traditionally the case that jobs are there first and workers are attracted to them, as noted in Chapter 2 that is increasingly not how the contemporary global economy works. Now talented workers are often attracted to an area first, because of the quality of a place, and then businesses and jobs follow, or entrepreneurs among the talented workers create their own jobs.

As more talented workers and jobs aggregate in a particular small area, even more private sector investment in that area (and elsewhere) will be stimulated. This is partly because talented workers

usually have higher educational attainment and higher incomes. Talented workers also often have higher disposable incomes, because while housing costs are higher, transportation costs are much lower, due to the availability of good public transit and private transportation choices. Add to that the higher density of the housing and there will be more money circulating in that area, this stimulates even more new business activity and jobs. Property values will also rise, helping municipalities meet the associated public service costs and even begin improvements in the next area desired for targeting.

The narrow focus of Strategic Placemaking projects more readily permits measuring impact and more timely adjustment of strategies. Figure 12–1 illustrates

Michigan Main Street Program

The Michigan Main Street (MMS) Program evolved out of the National Main Street Program and has focused on many elements associated with creating quality places that endure. One of the most important elements is the recognition that historic buildings have good form that warrants preservation. Historic buildings frame the public realm and make unique places for human-scale business transactions, social gatherings, and other activities.

The MMS Program works to sustain quality downtown buildings, businesses, and activities through a four-part program that focuses on Organization, Promotion, Design, and Economic Restructuring.

Each of these program elements is described in more detail below.

ORGANIZATION

An organization establishes consensus and cooperation by building partnerships among the various groups that have a stake in the commercial district. By getting everyone working toward the same goal, a MMS Program can provide effective, ongoing management and advocacy for the downtown or neighborhood business district. Through volunteer recruitment and collaboration with partners representing a broad cross-section of the community, the local MMS Program can incorporate a wide range of perspectives into its efforts. A governing board of directors and standing committees make up the fundamental organizational structure of volunteer-driven revitalization programs.



Boasting small town charm, Portland's main street is an example of a traditional main street that is also part of the Michigan Main Street Program. Photo by the MSU Land Policy Institute.

Volunteers are coordinated and supported by a paid program director. This structure not only divides the workload and clearly delineates responsibilities, but also builds consensus and cooperation among the various stakeholders.

PROMOTION

Promotion takes many forms, but the goal is to create a positive image that will rekindle community pride and improve consumer and investor confidence in the commercial district. Advertising, retail promotions, special events, and marketing campaigns help sell the image and promise of Main Street to the community and surrounding region. Promotions communicate the unique characteristics of the commercial district, draw attention to business establishments, and

the difference between Standard Placemaking projects and activities, and Strategic Placemaking activities.

Strategic Placemaking projects that receive public support will be limited to places where they have the greatest potential to attract or retain talented workers. This means in the T5 and T6 zones, and to a lesser extent in the T4 and T3 zones, respectively. See Figure 12–2. There is little potential to attract or retain significant numbers of talented workers in the T1 and T2 zones, notwithstanding the enormous importance of those areas for food production, and for recreation and leisure activities, especially for urban dwellers in the T4–T6 zones.

Which centers, nodes, and corridors should be targeted for Strategic Placemaking within the T3–T6 zones in a metropolitan area? This question is easy to answer, but somewhat abstract. Figure 12–3 attempts to illustrate the answer. It depicts a portion of a metropolitan area. The large city (in blue), in conjunction with three adjacent suburban townships (in light green), serves the region as a Center of Commerce and Culture. The red squares represent downtowns (in the large city, as well as in small towns), and the yellow areas are key nodes, along key corridors (red lines), which connect the centers and nodes.

Standard Placemaking could take place anywhere in these communities. Strategic Placemaking would take place in the centers, and within key nodes on selected

provide activities to shoppers, investors, potential business and property owners, and visitors.

DESIGN

Design means getting the Main Street into top physical shape and creating a safe, inviting environment for shoppers, workers, and visitors. It takes advantage of the visual opportunities inherent in a commercial district by directing attention to all of its physical elements: public and private buildings, storefronts, signs, public spaces, parking areas, street furniture, public art, landscaping, merchandising, window displays, and promotional materials. An appealing atmosphere, created through attention to all of these visual elements, conveys a positive message about the commercial district and what it has to offer. Design activities also include instilling good maintenance practices in the commercial district, enhancing the district’s physical appearance through the rehabilitation of historic buildings, encouraging appropriate new construction, developing sensitive design management systems, and educating business and property owners about design quality and long-term planning.

ECONOMIC RESTRUCTURING

Economic restructuring strengthens a community’s existing economic assets, while diversifying its economic base. This is accomplished by retaining and expanding successful businesses to provide a balanced commercial mix, sharpening the competitiveness

and merchandising skills of business owners, and attracting new businesses that the market can support. Converting unused or underused commercial space into economically productive property also helps boost the profitability of the district. The goal is to build a commercial district that responds to the needs of today’s consumers.

The MMS Program has an impressive record of job and economic impacts, as documented by Donovan Rypkema from PlaceEconomics in a recent study. More than \$200 million in buildings, infrastructure, and public improvements have been invested over the first 10 years of the program. Nearly 250 new businesses have opened and more than 1,300 new jobs have been created. Plus, \$6.6 million has been put back into the state through the rehabilitation and preservation of 700 buildings.ⁱ

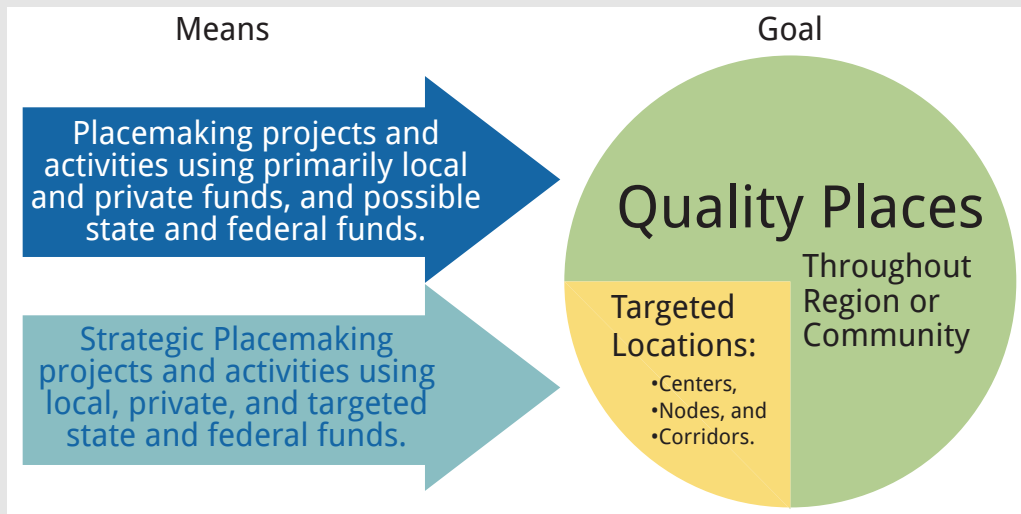
For more information, visit:

www.michiganmainstreetcenter.com.

Oakland County has its own Main Street Program that has operated since 2000 with very impressive outcome measures. For more information, visit: www.oakgov.com/advantageoakland/programs/Pages/main-street.aspx; accessed October 15, 2015.

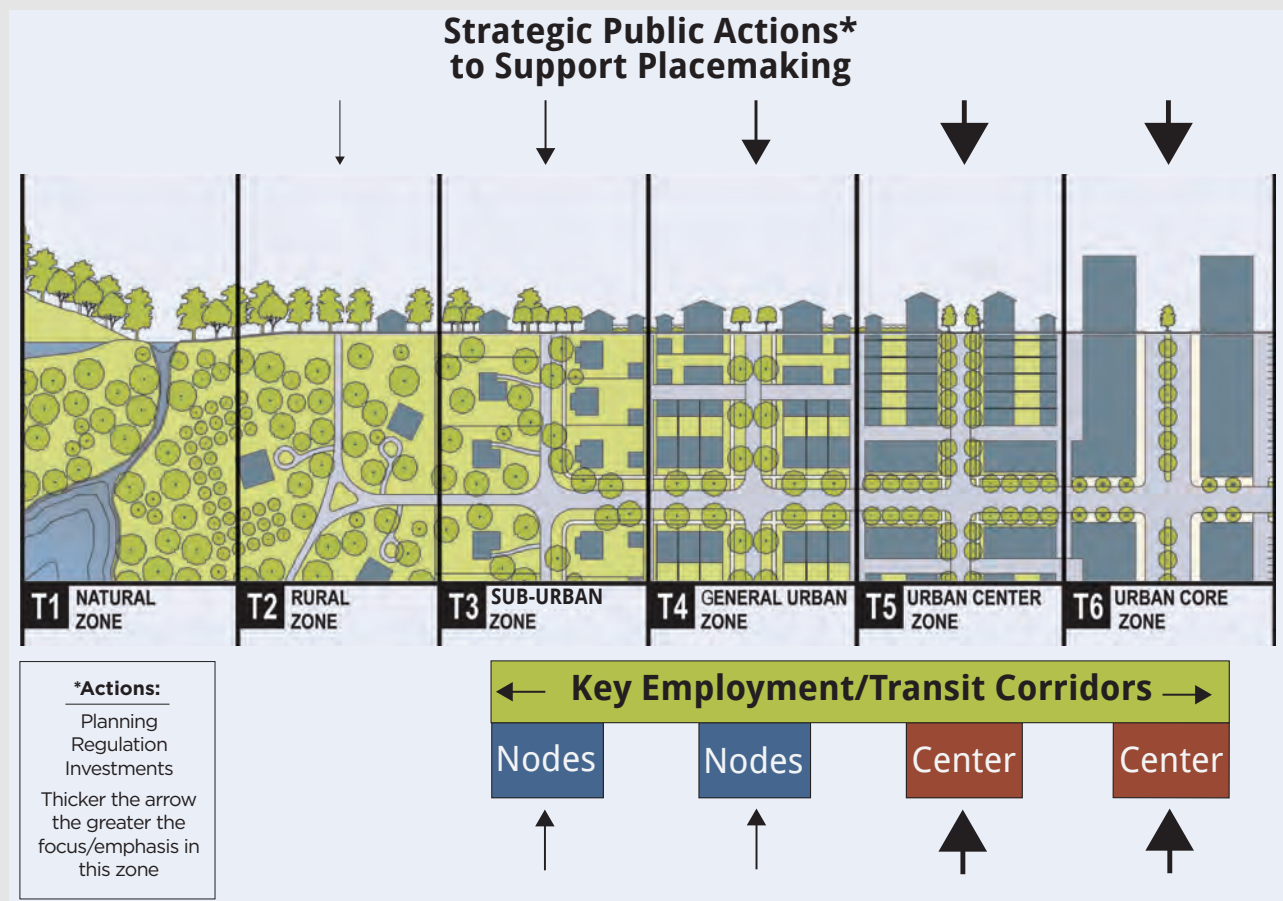
i. PlaceEconomics. (2014). *Ten Years of Excellence: The Economic Impacts of Main Street in Michigan*. Prepared for the Michigan Main Street Center and the Michigan State Housing Development Authority, Lansing, MI. Available at: <http://michiganmainstreetcenter.com/LinkClick.aspx?fileticket=RdM1-KJsL0k%3d&tabid=83>; accessed January 26, 2015.

Figure 12-1: Differences between Standard and Strategic Placemaking



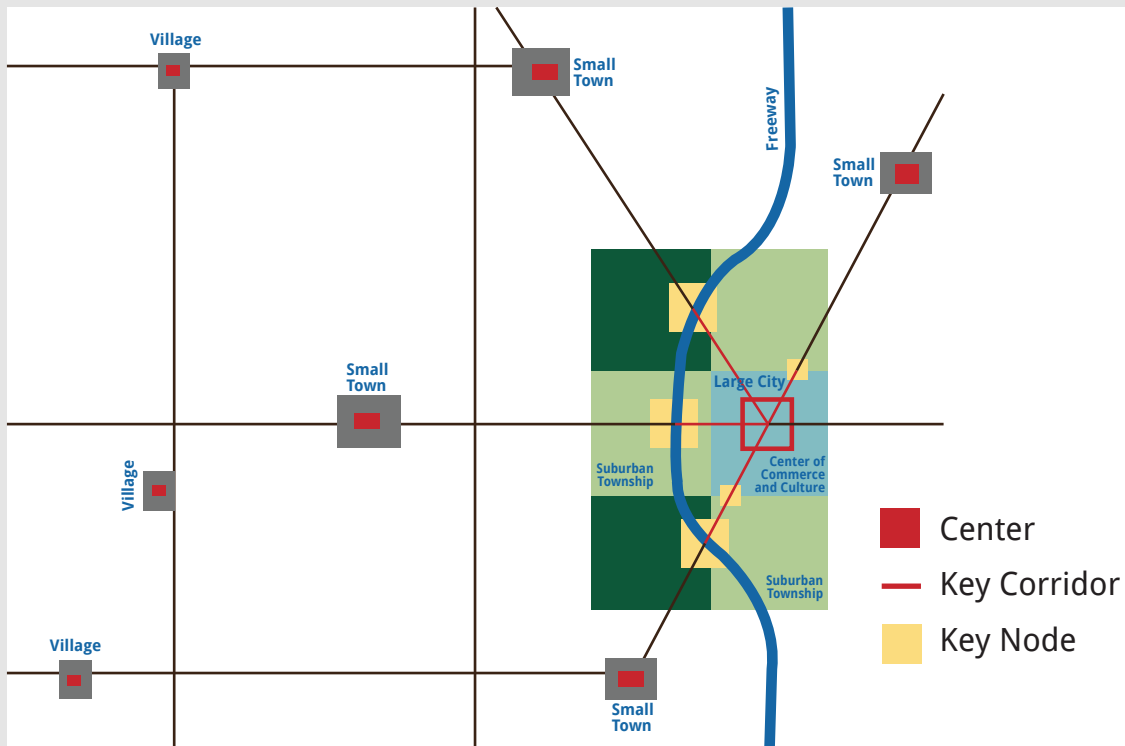
Source: Figure by the Land Policy Institute, Michigan State University, 2013.

Figure 12-2: Target Locations for Strategic Placemaking



Source: Figure by the Land Policy Institute, Michigan State University, 2013. Transect graphic by the Center for Applied Transect Studies, 2008.

Figure 12-3: Centers, Nodes, and Corridors



Source: Figure by the Land Policy Institute, Michigan State University, 2013.

corridors. Target areas for Strategic Placemaking need to be much more refined than just in the downtown or on key corridors. There is inadequate private or public money to support or service new development or redevelopment in all of the land within these areas. If the resources are not concentrated in small areas at first, then there will not be enough activity to get the desired result. Only when the concept has been successfully demonstrated in a metropolitan area will the private sector largely take over and the public role on Strategic Placemaking diminish (although the public role will probably increase in Standard, Creative, and Tactical Placemaking projects in other places to stimulate the private sector to make more investments in those areas).

So, targeting Strategic Placemaking in a large city that serves as a regional center would occur at and very near key nodes with major transit stops along the key corridors, and in a few opportune locations downtown, such as on major transit lines very near to major anchor institutions like universities and hospitals, or emerging high-tech centers. Target areas are unlikely to extend more than one block from these points initially, but gradually would be expanded out as successful projects are completed and demand grows.

Targeting in the adjoining suburbs will likely be in even fewer places initially. The challenge there is that the target locations must be very walkable with an existing dense (or soon to be dense) population. The location must be on a major transit line. These parameters alone will dramatically reduce possible target locations in second-tier suburbs around a major city like Detroit, or in first-tier suburbs around a smaller city like Kalamazoo or Lansing. In addition, first-tier suburbs like Ferndale and Wyandotte would be prime targets, because they were largely built with T4 and T5 densities around a traditional neighborhood model with commercial at key nodes, along major streets.

Targeting for Strategic Placemaking in small towns is more straightforward. It occurs on the blocks that comprise the central part of main street, downtown.

...Targeting Strategic Placemaking in a large city that serves as a regional center would occur at and very near key nodes with major transit stops along the key corridors, and in a few opportune locations downtown...

... Target locations [in suburbs] must be very walkable with an existing [or expected] dense population. . . on a major transit line, [preferably] . . . a traditional neighborhood model with commercial at key nodes, along major streets.

Targeting for Strategic Placemaking in small towns . . . would focus first on retrofitting mixed-income housing in the upper stories of downtown buildings with ground-floor retail.

and residential above that). The building heights for new buildings would be at least two stories tall with final height depending on what is already present and

It would focus first on retrofitting mixed-income housing in the upper stories of downtown buildings with ground-floor retail. This is done in large old brick buildings with no setback from the sidewalk. On the backs of these blocks it could involve a new multistory residential building, or rehabilitation of warehouses or other buildings into mixed-use development (with retail on the first floor, possible offices on the second floor, appropriate among the existing building stock, and capped by the height of existing buildings unless the demand was so great that additional height was warranted.

Strategic Placemaking projects in smaller communities could also be created by the deliberate concentration of multiple Standard

Placemaking projects in the same small area within a short period of time. An example would be a major effort to improve a key downtown street with new street trees, street furniture, improved signage, and historic façade restoration, along with construction of new dwelling units above retail stores on the main street and connecting streets. If spread over time, these would be Standard, Creative, or Tactical Placemaking projects. They are not likely to have the same talent attraction and retention benefits if spread over a long time, but they certainly will still improve the quality of the downtown to the benefit of everyone who lives there and should still be supported.

Coordinated placemaking activities in public spaces, especially over a short period of time, can contribute to

an improved or heightened sense of place. Enhancing the emotional connection to a place for a large number of people by unlocking some of the potential of a place through efforts to improve its form and amenities, and by activating the public spaces, contributes to a stronger desire on the part of many to be there. It is then easier for public, private, and often nonprofit entities to invest there in helping to create an even higher quality place.

By targeting within a metropolitan area in this fashion, new talented workers attracted to this place will have multiple housing and transportation options all within walkable, mixed-use environments. Residents in low-density neighborhoods that do not support new higher density residential development nearby will not be affected, as it will be constructed in places already served by infrastructure adequate for the higher density. In contrast, all the residents of the adjoining neighborhoods will benefit from the new retail and service opportunities that will follow new dwellings and residents in the area. As more workers move into the area, more money will circulate, businesses will improve, incomes will rise, more investment will be made, and additional workers will be attracted, continuing to support the cycle. Property values will also start to rise, as will city general funds, with the additional tax revenues available to continue to improve public places and public services. See Figure 12–4 for examples of projects that could be considered Strategic Placemaking projects if based on a local plan with broad civic engagement and deliberately implemented.

Creating quality places in targeted locations is not new, it has been done in downtowns for a long time. As a major job center, the retail heart of many cities (and sometimes of whole metropolitan regions), as well as the civic heart of most communities, the downtown is the most logical and first place to begin Strategic Placemaking. This is easiest to accomplish if the community already values the downtown, and along with the private sector, has invested in assuring its future success. Aggressive and consistent support of the downtown through engagement in the Michigan Main Street (MMS) Program will pay off handsomely. If your community already has an MMS Program it is a great place from which to build a placemaking initiative. If a community is not a participant in the MMS Program it should seriously consider it.

Because Strategic Placemaking projects often have a cross-functional reach (housing, multi-modal

Figure 12–4: Examples of Strategic Placemaking in Michigan – Before and After



Sources: Figure by the Land Policy Institute, Michigan State University, 2015. Photos by the Community Foundation for Southeast Michigan (top row left), the Michigan Municipal League/www.mml.org (top row right, and bottom row left and right), and the MSU Land Policy Institute (middle row left and right).

Michigan Land Bank Fast Track Authority

The Michigan Land Bank (MLB) Fast Track Authority works to restore property throughout the state to a functional, productive use, consequently stimulating Michigan's economic growth. There are several ways that the MLB accomplishes its goals, including demolition funding, Expedited Quiet Title and Foreclosure Actions, and various U.S. Environmental Protection Agency (EPA) grants. The MLB aids in placemaking efforts through clearing away blighted structures, encouraging developers to utilize the properties at a reduced expense, and creating marketable places that people want to visit.

The MLB has several demolition funding programs, including the Neighborhood Stabilization Program, the Blight Elimination Program, and the Hardest Hit Fund Program. These programs offer various amounts towards the demolition and removal of blight throughout the state, which allows for the redevelopment of foreclosed properties and increases land bank capacity. Expedited Quiet Title and Foreclosure Actions are ways for the MLB to stabilize neighborhoods, and allow for redevelopment of certain properties. The MLB initiates these actions to clear the title on properties, which then creates a marketable title on the land. This service can be provided at a reduced cost to local governments, developers, and nonprofits to ensure timely redevelopment of the land. These programs eliminate

sprawl and allow for the rehabilitation of homes and businesses in neighborhoods throughout the state.

Thanks to a \$1 million loan from the Brownfield Revolving Loan Fund through the EPA, the MLB also can give aid for the cleanup of brownfield sites throughout Michigan in the form of loans and sub-grants. The redevelopment of these brownfields is supported with hopes that they will become successful commercial enterprises that can create jobs and revenue. This also would increase the value of surrounding properties and aid in the creation of more complete city business districts.

For more information, visit: www.michigan.gov/landbank; accessed April 22, 2015. For more information about the programs and funds mentioned above, click the source links below.

Sources: MSHDA. (2015). "Neighborhood Stabilization Program 2." Michigan State Housing Development Authority, Lansing, MI. Available at: www.michigan.gov/mshda/0,4641,7-141--217713--,00.html; accessed May 13, 2015.

MLB. (2015). "Blight Elimination Program." Michigan Land Bank Fast Track Authority, Lansing, MI. Available at: www.michigan.gov/landbank/; accessed April 29, 2015.

MLB. (2015). "Hardest Hit Fund (Reprogrammed Funds)." Michigan Land Bank Fast Track Authority, Lansing, MI. Available at: www.michigan.gov/landbank/; accessed April 29, 2015.

EPA. (2010). "Brownfields 2010 Revolving Loan Fund Grant Fact Sheet Michigan Land Bank Fast Track Authority." Region 5 Brownfields Team, U.S. Environmental Protection Agency, Chicago, IL. Available at: http://cfpub.epa.gov/bf_factsheets/gfs/index.cfm?xpg_id=7310&display_type=HTML; accessed May 13, 2015.



Example of neighborhood commercial and mixed use in Howell's Town Commons. Photo by the MSU Land Policy Institute.



Example of a town center rendering in the suburb of Macomb Township. Illustration by Gibbs Planning Group, on behalf of Macomb Township.

transportation, economic development, etc.), they are often larger, more complicated, and involve investments of private, public, and sometimes nonprofit funds. In part, this is why there are higher levels of community planning involved (projects should be consistent with neighborhood, local, and regional plans, as well as with statewide talent attraction and retention priorities). The broad public involvement that should be a part of the development of these plans helps to build deep community support once a few of these projects are approved and constructed. But, the process is likely to be of better quality with less uncertainty in the outcome if the actual project design is not finalized by the developer until *after* robust stakeholder involvement—usually through a formal charrette process. It is critical to build the proper form, as well as the right mix of land uses and functions for the place on the transect, or the right mix of social opportunity will not result in quality activities.

The sidebar on the next two pages restates the formula for effective placemaking presented in Chapter 1 and lays out what this formula requires in order to be successful. It also provides some of the key reasons why the formula leads to economic prosperity.

EXAMPLES THAT ARE NOT CONSIDERED TO BE STRATEGIC PLACEMAKING

There is a strong tendency for some people to try to stretch the newest approach to community betterment in order to apply it to a lot of projects and activities that are already underway. In this case, that means using the word “placemaking” to reference projects that really are not considered to be placemaking. This may be done as a way to try to “belong,” or to not be “left out” from the allocation of any resources or benefits that may help a project. It may be done as a marketing ploy “to stand out,” or to shift attention away from controversial elements of a project. However, if this happens too often, then the technique loses much of its value, because in this case, *“placemaking” is not a term that covers everything that a community does, and is not intended to replace existing tools. Rather, it is intended to supplement those tools when used in the right place at the right time.* Remember Figure 1–8 in Chapter 1 (page 1–33) on the Application of the Four Types of Placemaking, placemaking is not a typical community or infrastructure development, nor exclusively economic development—although it has elements that overlap all three of those areas at some point. The authors of this guidebook are using a purposely distinct definition of placemaking (and its various subtypes) in order to help

prevent it from losing its value/meaning by others who are attempting to call everything placemaking.

Strategic Placemaking is place-based economic development not only because of its talent attraction and retention focus, but also because of the amenity improvements that are typically present, or made coincident with related projects in a particular location. But, not all place-based economic development is placemaking, let alone Strategic Placemaking. For example, a tool and die company locating in an established industrial park is not a Strategic Placemaking project—but it is an economic development project that has its own set of goals and benefits. Traditional economic development and placemaking each needs to be pursued in communities, but they should not be confused with one another nor should the term “placemaking” be distorted by applying it to every economic development activity, because it will not fit most of them.

To further clarify this distinction, let’s examine some examples of projects that are *not* considered to be Strategic Placemaking. In some cases, these projects could become Strategic Placemaking if they were revised in the manner indicated. Many of these are examples of Standard Placemaking, but they are not examples of Strategic Placemaking.

Typical Economic Development Projects that are NOT Considered to be Strategic Placemaking

Strategic Placemaking is distinguished from typical economic development projects that are, at their core, job-creation developments, because such projects rarely focus on improving the quality of the place. Where they do, they even more rarely focus on improving the form of the place and making it walkable and connected to other contiguous properties. To be considered Strategic Placemaking, an economic development project needs to:

- Be in a targeted area for placemaking (that is identified in a plan);
- Have the proper physical form for the area in question; and
- Directly and significantly contribute to new public activity in the area after construction of the economic development project, and lead to the desired public activity response in that place.

How to Create Economic Prosperity through Strategic Placemaking

FORMULA FOR CREATING QUALITY PLACES WITH A STRONG SENSE OF PLACE

To capitalize on scarce resources, targeting Strategic Placemaking projects in centers (downtowns) and within key nodes along key corridors will be most effective for the creation of quality places. The formula below is a good reminder of the elements needed to create a strong sense of place and why those elements work.

	Proper Mix of Land Uses and Functions
+	Proper Physical Form
+	Proper Mix of Social Opportunity
<hr/>	
=	Quality Activities in Quality Places and a Strong Sense of Place

WHAT THIS FORMULA REQUIRES TO BE SUCCESSFUL IN TARGETED CENTERS, NODES, AND CORRIDORS

1. Requires the use of placemaking techniques in a particular way, called “Strategic Placemaking,” in order to make targeted places more attractive to people and businesses.
2. Requires targeting of resources to a few locations in each economic region: Certain centers (especially downtowns), and at key nodes, along a few key corridors.
3. Requires targeting specific populations for their job-producing benefits, particularly: Talented Millennials, special skilled workers needed by local anchor institutions, well-educated immigrants, entrepreneurs, and in some cases Baby Boomers (especially those who want to start businesses, and those who can be served by educational and medical anchors (eds and meds)).
4. Requires strategies that are built on local assets; particularly important are anchor institutions (like eds and meds); innovative technology companies; and local natural and cultural resources.
5. Requires involvement of public and key stakeholders in the creation of these strategies.
6. Requires integration of these strategies into local master plans and economic development plans.
7. Requires understanding that “the competition” is not nearby communities, but others far away, and that success depends on working collaboratively on a regional basis.
8. Requires a commitment to implementation, over an extended period of time, where each stakeholder group does their part.

WHY THIS FORMULA LEADS TO ECONOMIC PROSPERITY

1. Rising population, employment, and incomes leads to economic growth.
2. Economic growth can only occur by increased consumer spending, private and public investment, or both.
3. The biggest attractor to new and expanded businesses is the availability of a talented workforce.
4. As jobs have increased in complexity and amount of education and training required; competition has grown (globally) for talented workers.
5. Talented workers are mobile and increasingly choose to live in locations with many amenities.
6. Attractive locations for talented workers tend to have a wide range of arts, cultural, entertainment, and recreational options. They have unique physical characteristics and are built on the assets of the community and region in which they are located.

7. Communities without these characteristics run a great risk of falling further behind the competition by not improving the quality of key places in the community, consequently decreasing opportunities for social engagement and new investment.
8. The physical form of development is critical to creating places that can attract and retain quality workers. Historically, cities were pedestrian-based with human-scale building and street form. The older parts of many cities still have these characteristics—and can be used to build around again.
9. Placemaking is the process of creating quality places where people want to live, work, play, shop, learn, and visit. Placemaking is an intentional action on the part of the public, nonprofit, and private sectors working together. Strategic Placemaking is a type of placemaking designed to attract and retain talented workers to/in quality places.
10. Successful placemaking also has the benefit of improving the quality of life for everyone that already lives in a community. It may help stem the loss of local children after graduation from high school, trade school, or college/university, and will help attract new young workers from outside the area. Over time, average educational attainment and per capita incomes will rise. See Figure 12–5.

Figure 12–5: Benefits of Targeted Placemaking Projects



Source: Wyckoff, M. (2011). "Income Improvement Requires Talent Attraction & Retention." *Planning & Zoning News*, November 2011. Lansing, MI. Figure remade with permission, by the Land Policy Institute, Michigan State University.

Prima Civitas

Prima Civitas is a nonprofit economic and community development organization that strives to improve the state by connecting, convening, collaborating, and adding expert capacity to projects that support Michigan's economic growth. It works to promote relationships between government agencies, nonprofits, and the private sector. Their work currently focuses on four key drivers of economic and community development, including talent development, international connectivity, regional collaboration, and emerging markets. Prima Civitas is a member of the Michigan Sense of Place Council.

For more information, visit: www.primacivitas.org/.

Some economic development projects could be reshaped to be Strategic Placemaking. For example, if the project cleans up a brownfield in a targeted Strategic Placemaking location, was tied to transit service, and included mixed use with a housing component or business incubation services that target talented workers, then it could be a Strategic Placemaking project.

Typical Community Development Projects that are NOT Considered to be Strategic Placemaking

Placemaking can be distinguished from typical community development projects that are, at their core, efforts to improve the physical quality of housing, neighborhoods, downtowns, infrastructure, contaminated areas, etc. There is often little focus on proper urban form, social activity, economic activity or urban amenities as a targeted purpose or element of typical community development.

Scattered-site new or remedial projects and activities that are not part of a coordinated plan are not considered to be Strategic Placemaking. Most community development is not Strategic Placemaking in this context, because it is not targeted in a narrow area where an array of programs and resources are all brought together at once. If much of the community is “designated” for Strategic Placemaking, then there is no real targeting and impacts will be diluted. Again, that does not mean community development efforts are not important—they are. It does mean they are not sufficient to be Strategic Placemaking. For example, scattered-site single-family housing rehabilitation or new construction of detached affordable single-family homes is usually not concentrated in a particular area; it is spread all over a community. This housing meets important needs, but it is not considered a form of Strategic Placemaking.

Examples of Streetscape Projects that are NOT Considered to be Strategic Placemaking

All of the following are projects that improve the quality of particular places and provide benefits in a particular location. But, some do not contribute to stimulating other human-scale activity in the area and, alone, do not serve to attract or retain talented workers. Many are considered to be examples of Standard Placemaking, but not Strategic Placemaking. In some cases, the scale is too small to qualify as Strategic Placemaking. In every case, changes are indicated that could be made to turn them into Strategic Placemaking projects.

- Adding street trees and street lights are typically not sufficient to qualify as Strategic Placemaking, because they do not improve the form of the space enough to achieve the desired activity effects, and do not particularly target talented workers.
- Adding street trees and street lights could be considered Strategic Placemaking if the following elements were *also* included in a targeted area as part of a strategic vision or plan for that area:
 - Building mass, height, placement, and elements are already good, and if not they are significantly improved as a part of the project, such as by preservation of the façades of historic structures, or adding density by converting underutilized second- and third-floor space to apartments;
 - Other street furniture was added, such as benches, litter baskets, or bike racks, if the building form relative to the street is already good; or

Great Lakes Capital Fund

The Great Lakes Capital Fund (GLCF) is a full-service community development finance institution that serves the Midwest. The GLCF started in Michigan, in 1993, as a small, nonprofit affordable housing investment organization. It now employs more than 50 professionals and has since expanded to Delaware, Indiana, Illinois, Wisconsin, New York, Maryland, Pennsylvania, and Mississippi.

The GLCF helps socially responsible corporations invest in affordable housing, and community economic development activities. By the end of 2006, GLCF invested in more than 300 affordable housing communities throughout the Midwest. They are a member of the Michigan Sense of Place Council.

For more information, visit: www.capfund.net/.

- If the right-of-way is wide and framed by tall buildings, “outdoor rooms” can be created by using trees to form comfortable places, but it has to be with the intent to create quality places that attract people, not just to plant street trees to beautify an area.

New Office Building in the Urban Core

A big new office building in the urban core is not considered to be a Strategic Placemaking project, unless:

- It is also fulfilling a key piece in a larger plan that has placemaking characteristics, such as including first-floor retail or personal services, and upper-story residential;
- It has the proper physical form (mass, placement, openings, etc.) and includes inviting public space facing the street;
- It links adjoining properties together in key ways (public space, first-floor retail, transit connections, etc.);
- It is energy efficient and allows light to the street; and
- It is sufficiently inviting (proper building form and public space), so it stimulates new public and private activity at the site, and in the area.

Big Box Projects

A typical freestanding big box store in a suburb is unlikely to be a Strategic Placemaking project. However, potentially, it could be if:

- It is on a major regional corridor targeted in a regional plan for conversion to a walkable urban form (probably as part of major transit

improvements) that is oriented to the street, with parking in the back;

- It is a building with proper scale, mass, height, openings, and other form elements for a suburban location, but also orients to pedestrians;
- It has an appropriate mix of uses within the structure (such as housing above the retail store);
- It is linked to an active transit line; and
- It is connected to other new pedestrian-oriented stores in the area (i.e., it is not simply an isolated location—unless it is the first of others scheduled to follow).

A small anchor store in a downtown that takes a standard downtown building form (not a suburban form), could be considered Strategic Placemaking if it is properly designed in a target area, is mixed use, is pedestrian-oriented, and does not overwhelm the area.

Standard Apartment Building

A typical 2.5 to 3-story garden apartment building in the middle or at the edge of a neighborhood is not likely to be considered Strategic Placemaking, but it is a common community development project. It could be a Strategic Placemaking project if:

- It were a 3- to 4-story urban form (e.g., mass, placement, openings) oriented to the street at a key node, along a major targeted corridor, where it is fulfilling a piece in a larger plan that has Strategic Placemaking characteristics; and

Michigan Bankers Association

The Michigan Bankers Association (MBA) is a trade association of Michigan financial institutions, which includes 2,300 branches statewide with combined assets of more than \$150 billion. The MBA was founded in 1887, and has continually worked to foster safe and profitable banks that promote strong communities.

The MBA's main focus areas include advocacy, professional development, and various products and services. The MBA is the official representative of member banks in matters of state legislation, where it pursues legislation that is beneficial to the industry and the public. It is a member of the Michigan Sense of Place Council.

For more information, visit: www.mibankers.com/.

- It links adjoining properties together in ways that attract pedestrian activity (e.g., is mixed use with first-floor retail, built to the front property line, is energy efficient, has parking in the back, etc.).

Green Development Examples

LEED ND (new energy efficient construction) projects by themselves, and those that add a new park, green space, trail, urban garden, or Low Impact Development (LID) projects, are not considered to be Strategic Placemaking. However, they could be Standard Placemaking projects or auxiliary pieces of a Strategic Placemaking project if they appear in a plan that lays out Strategic Placemaking target locations and project types, and if many of these projects occur at once.

These Other Projects are Valuable, but are NOT Considered to be Strategic Placemaking

Again, the examples above illustrate valuable projects and activities that contribute to community development and/or economic development objectives, and maybe Standard Placemaking, but alone are not considered to be Strategic Placemaking. They are necessary in creating better communities, but not sufficient to retain or attract talent in meaningful numbers, which is the primary goal of targeted Strategic Placemaking efforts—especially in a resource-poor environment where leveraging funds and building on existing assets is critical to maximizing benefits.

For decades, properly trained and resourced persons have done a good job designing and implementing many of these community development and economic development projects. However, when it comes to transforming under-performing cities and taking advantage of new opportunities in centers, nodes, and corridors, we typically do not engage in form-based placemaking. Instead, we turn to traditional economic

development and community development, and neither is sufficient to achieve synergistic benefits. Traditional community or economic development projects are not creating places that are critical to attracting and retaining talent, which are essential to being competitive in the global New Economy. That is why we need Strategic Placemaking in targeted locations.

MOST PLACEMAKING WILL BE LOCALLY FUNDED

Going forward, on a statewide basis, most placemaking will not be considered Strategic Placemaking. It will be Standard Placemaking that is implemented locally without targeted state and federal funds. It will be incremental investments to improve the quality of public places, and to activate those spaces to meet a broad range of public objectives. Resources for placemaking from nearly any source should be used when available, because of the benefits to that place and, over time, to the whole community. Standard, Creative, and Tactical Placemaking requires creativity, commitment, and a growing base of local supporters. However, Strategic Placemaking need not have such a broad base of support. It merely needs support from a few key leaders and a willingness to engage stakeholders in targeted locations where job creation and talent attraction are intertwined along with other public objectives, such as increasing ridership to support transit improvements. This is not suggesting public involvement is not essential, it is; but a few champions can accomplish a lot of Strategic Placemaking in targeted locations.

COMMUNITIES READY TO SEIZE STRATEGIC PLACEMAKING OPPORTUNITIES

Some people believe that Strategic Placemaking is only suitable in large and medium-sized cities. That is not true. Strategic Placemaking is suitable in T4–T6 zones, which makes it useful in cities of

Areas to Target for Strategic Placemaking

Centers of Commerce and Culture (places with an existing density of 1,000 people per square mile and contiguous areas with 500 people per square mile) that serve a broader region are the communities to target for Strategic Placemaking. Within these Centers target:

- Downtowns (urban centers),
- Key corridors that connect job centers,
- Nodes along key corridors (especially those with rapid transit), and
- Planned new opportunity areas for dense walkable places (such as nodes for transit-oriented development, or the densification of key locations in the suburbs).

These targeted areas for Strategic Placemaking projects should be:

- Part of a local neighborhood or subarea plan (like a corridor plan), that is
- Part of a community master plan, that is
- Rooted on and feeds into a regional strategic (economic prosperity) plan.

This will target limited resources to achieve particular economic development and talent attraction and retention objectives. It also makes

all sizes, in portions of some suburban townships where there are already neighborhoods at T4 zones or higher densities, or where there are plans to build new high-density housing along major transit lines. For examples of Strategic Placemaking, see Table 12–1.

Many of the ideas above could be enhanced by linking to other Standard or Creative Placemaking projects, resulting in a much stronger Strategic Placemaking project. All small cities with a downtown could engage in Strategic Placemaking. Those that are the center of a rural region, or which function as part of a larger rural network of small towns, are especially suited for some Strategic Placemaking projects. As a part of the MIplace™ Partnership Initiative, the MSU Land Policy Institute and MSU Extension have run

focusing on outcomes and measuring progress with appropriate metrics much easier than for other types of placemaking.

WalkUP studies released in June 2015 on seven metro regions of Michigan’s Lower Peninsula identified even more specific places to target for Strategic Placemaking.ⁱ These are what are called “regionally significant, walkable areas.” These results complement existing WalkUP studies in Washington, DC;ⁱⁱ Atlanta, GA;ⁱⁱⁱ and Boston, MA.^{iv} For an overview of walkable urban places around the nation, visit: <http://business.gwu.edu/about-us/research/center-for-real-estate-urban-analysis/research/walkable-urban-places-research/>; accessed January 26, 2015. Also, for more information, see the section in Chapter 3 on WalkUP Studies (pages 3–46 through 3–49).

i. Leinberger, C.B., and P. Lynch. (2015). **The WalkUP Wake-Up Call: Michigan Metros.** School of Business, The George Washington University, Washington, DC. Available at: www.smartgrowthamerica.org/documents/wakeup-wake-up-call-michigan.pdf; accessed June 26, 2015.

ii. Leinberger, C.B. (2012). **DC: The WalkUP Wake-Up Call: The Nation’s Capital as a National Model for Walkable Urban Places.** School of Business, The George Washington University, Washington, DC. Available at: www.smartgrowthamerica.org/documents/Wakeup-report.pdf; accessed January 21, 2015.

iii. Leinberger, C.B. (2013). **The WalkUP Wake-Up Call: Atlanta.** School of Business, The George Washington University, Washington, DC. Available at: www.smartgrowthamerica.org/documents/wakeup-wake-up-atlanta.pdf; accessed January 21, 2015.

iv. Leinberger, C.B., and P. Lynch. (2015). **The WalkUP Wake-Up Call: Boston.** School of Business, The George Washington University, Washington, DC. Available at: www.smartgrowthamerica.org/documents/wakeup-wake-up-call-boston.pdf; accessed March 11, 2015.

Strategic Placemaking trainings and facilitated exercises to identify place-specific Strategic Placemaking project ideas in small towns, large cities, and suburban communities all across the state. All communities involved had no difficulty identifying appropriate potential projects. Some of the best immediate opportunities will be in downtowns of small cities where vacant buildings are converted into mixed uses, with retail on the first floor and residential above.

All towns with a Michigan Main Street Program are especially well-suited for designing and implementing Strategic Placemaking (and other types of placemaking) projects. This is because the implementation infrastructure for such projects is being built through the MMS Program. Similarly, all communities participating in the Michigan

Table 12–1: Examples of Strategic Placemaking in Michigan

Community	Project Name	Website
Adrian	Main Street Community Partnership	http://miplace.org/resources/case-studies/main-street-community-partnership/ ; accessed February 4, 2015
Twenty-two Adrian residents, and civic and business leaders pitched-in equal amounts of money to buy a long-neglected and significant mixed-use building on their main street and to rehabilitate it.		
Allegan	Allegan Downtown Riverfront Development	http://placemaking.mml.org/downtown-allegan-riverfront-development/ ; accessed January 30, 2015
Allegan was the focus of a PlacePlan project that focused on redevelopment of its historic riverfront, which currently serves as a special event and recreational space, but is not fully capturing the possible economic value of adjacent commercial and residential properties in the downtown.		
Dearborn	Dearborn Transit-Oriented Development	http://placemaking.mml.org/dearborn-transit-oriented-development/ ; accessed January 30, 2015
As part of a Placeplan project that started in 2012, Dearborn is currently building an intermodal rail station along the Detroit-Chicago corridor, and is looking to redevelop the surrounding area into a bustling transit-oriented development district with multifamily housing and additional commercial activity.		
Detroit	Live Midtown: A Live-Where-You-Work Incentive Program	http://miplace.org/resources/case-studies/live-midtown-live-where-you-work-incentive-program/ ; accessed February 4, 2015
A community development nonprofit organized a live-where-you-work incentive program and saw positive impacts on the district's economic development. In only three years, the program has contributed to the area's population density, housing market stabilization, and new residential and commercial developments.		
Marquette	Reimagining Baraga Avenue	http://placemaking.mml.org/placeplans-marquette/ ; accessed January 30, 2015
Baraga Avenue downtown inhibits pedestrian activity, due to an uninviting streetscape and breaks in the City's urban fabric. A PlacePlan project in Marquette focused on creating better connections to neighborhoods and businesses by improving parks and parking, and encouraging new development.		
Sault Ste. Marie	Moloney Alley Project	http://placemaking.mml.org/sault-ste-marie-moloney-alley-project/ ; accessed January 30, 2015
Sault Ste. Marie's PlacePlan project involved creating a new vision for Moloney's Alley, an underutilized section of its downtown that has the potential to connect its busy tourist area to the rest of the City and serve the growing demand for downtown living.		

Source: Table by the Land Policy Institute, Michigan State University, 2015.

Redevelopment Ready Communities® Program are preparing to plan and execute placemaking projects. This is occurring through the process of education and self-reflection on what it takes to be effective at planning, budgeting, and executing projects of all types, including projects like Strategic Placemaking that focus and leverage so many resources in a particular area to achieve clearly identified goals.

Some communities are preparing for Strategic Placemaking through the development of *eds and meds plans*, which are examining the strength of and emerging opportunities related to the educational and medical anchor institutions in the community. These are great places to direct Strategic Placemaking projects, because of the continual demand for talented workers and the desire for amenity-rich physical environments around these institutions.

The MIplace™ Partnership Initiative through MSHDA has also invested in more than a dozen PlacePlans to help communities in Michigan prepare detailed conceptual plans for placemaking projects and activity areas. Some of these projects are characterized as Strategic Placemaking. Projects include a new train station in a multiuse area of Dearborn, and a plan to open the back side of downtown buildings facing the river in Allegan to the rich opportunities of being on the riverfront and providing parallel public access to it (similar to what has been done in Portland, MI (see the photo on the next page)).

Several large cities in Michigan have prepared comprehensive and innovative new master plans with strong placemaking components. New plans in Detroit, Flint, Grand Rapids, Kalamazoo, and Lansing target downtowns and key corridors for future placemaking

Michigan Credit Union League

The Michigan Credit Union League (MCUL) is a trade association that aims to strengthen the credit union community and its image through providing advocacy on important issues, coordinating cooperative initiatives, and providing solutions that help credit unions succeed. The MCUL has been working hard to ensure the Michigan credit union movement is progressive and successful since its organization in 1934.

Members of the MCUL receive services, such as legislative and regulatory advocacy, access to education and training programs, and direct assistance with crucial operational and planning issues. It has also created programs, such as the linked savings program “Save to Win” and “Invest in America.” The MCUL is a member of the Michigan Sense of Place Council.

For more information, visit: www.mcul.org/.



The backside of buildings in downtown Portland, MI, have been opened to the river by means of a new public walkway. Photo by the MSU Land Policy Institute.

investments. See Table 7–5 in Chapter 7 (pages 7–48 and 7–49) for a longer description of these efforts. A few smaller towns have similarly incorporated placemaking into their plans, including Traverse City and Marquette.

The newest opportunity that is emerging is to incorporate Strategic Placemaking locations and projects into the new Regional Prosperity Plans being prepared by most of Michigan’s regional planning commissions. See the sidebars in Chapter 7 (pages 7–28 and 7–30) for more detail. This is an opportunity for local governments to identify particular locations for future Strategic Placemaking projects that target talent attraction and retention.

Perhaps the most exciting immediate opportunities to move from planning to action exist in the half-dozen corridor plans being completed across Michigan. Most of these plans received federal funds from the HUD Sustainable Communities grant program, and most extend from the downtown out along a key

transportation corridor a mile or more (in one case about 23 miles). These plans are being prepared (or were recently completed) in Ann Arbor/Ypsilanti, Detroit, Grand Rapids, and the Lansing metropolitan area. Similar corridor studies have also been completed in Traverse City and Marquette. See also the sidebar in Chapter 7 (page 7–25).

The most expansive of these plans is **The Capitol Corridor** (Michigan Ave./Grand River Ave.) plan that runs from the State Capitol in downtown Lansing to Webberville (through Lansing, Lansing Township, East Lansing, Meridian Township, Williamston, Webberville, and several rural townships).¹ It was prepared by Dover, Kohl & Partners from Miami, FL, and the charrettes were run by Bill Lennertz of the National Charrette Institute. The Tri-County Regional Planning Commission (TCRPC) was the HUD grant recipient.

The plan examined the entire corridor and focused on four locations for extensive densification involving Strategic Placemaking projects. One of the existing and proposed future designs is illustrated in Figure 12–6. The extensive public participation captured the imagination of a wide range of stakeholders (see the Case Example in Chapter 6). Developers are already proposing multiuse Strategic Placemaking projects that take advantage of the growing market demand for new development along the most urban parts of the corridor. A TMA was performed that showed demand for several thousand units of mostly Missing Middle dwelling

1. NCI and Dover, Kohl & Partners. (2014). **The Capitol Corridor: A Regional Vision for Michigan Avenue/Grand River Avenue**. Prepared for the Tri-County Regional Planning Commission and the Mid-Michigan Program for Greater Sustainability, Lansing, MI. Available at: http://migrand-charrette.com/wp-content/uploads/2014/01/Capitol_Corridor_Draft_Summary_Report_Jan2014.pdf; accessed May 13, 2015.

Figure 12-6: Increasing Density and Mixed Uses in Front of Sparrow Hospital – Lansing, MI



Existing Condition



First-Phase Improvements



Later-Phase Improvements with Increased Density and Mixed Use

Gradual changes over time would make Michigan Avenue near Sparrow Hospital in Lansing, MI, a denser, more active, engaging, and pedestrian-friendly streetscape as illustrated in the photo and graphic images from Dover, Kohl & Partners above. **Source:** NCI, Dover, Kohl & Partners, and T. Homenchuk. (2014). **The Capitol Corridor: A Regional Vision for Michigan Avenue/Grand River Avenue.** Prepared for the Tri-County Regional Planning Commission and the Mid-Michigan Program for Greater Sustainability, Lansing, MI. Available at: http://migrand-charrette.com/wp-content/uploads/2014/01/Capitol_Corridor_Draft_Summary_Report_Jan2014.pdf; accessed May 13, 2015. Figure by the Land Policy Institute, Michigan State University, 2015.

LOCUS

LOCUS is a national coalition of real estate developers and investors who advocate for sustainable, walkable urban development in American metropolitan areas. It is a part of Smart Growth America. LOCUS acts as a voice for real estate developers and investors who want walkable urban places by helping guide federal policy toward smart growth development. Members advocate for policy based on market driven trends that are more economically, socially, and environmentally sustainable for America's future.

The three areas that LOCUS focuses their advocacy on include: 1) transportation and infrastructure, 2) federal financing of smart growth development, and 3) the economic benefits of smart growth. The Michigan Chapter of LOCUS is a member of the Michigan Sense of Place Council.

For more information, visit: www.smartgrowthamerica.org/locus/; accessed January 26, 2015.

types that presently are not common in the corridor (or anywhere else in the region for that matter) (see the Case Example at the end of Chapter 2).

The corridor was being studied, in part, to identify opportunities for many placemaking projects that would support a proposed new Bus Rapid Transit line along most of the corridor, and to identify a wide range of sustainable community practices that are included in a portfolio using examples from this corridor. Most of these are Strategic Placemaking projects on a grand scale that would take a decade or more to complete. Because of the excellent graphics in the final plan, they provide realistic visual images of what is possible (see, for example, Figures 12-6 and 12-7).

CONCLUDING OBSERVATIONS

Strategic Placemaking targets centers and nodes on key corridors. It has a good form and stimulates activity that fits a larger plan that targets talented workers, while also contributing to improved quality of life in the adjoining neighborhood. It tends to have projects that are (relatively) larger than Standard Placemaking projects, with greater density and intensity of impact, and they are often private sector based. They also tend to be projects that are more measurable in terms of direct housing, job, income, and population impacts and those impacts tend to extend beyond the site. Investments in Strategic Placemaking also tend to stimulate additional private investment nearby and result in even more public activity/gathering.

In contrast, Standard Placemaking in neighborhoods does not contribute to job creation in the same way as Strategic Placemaking does. It is nevertheless important to those living in these places and, over

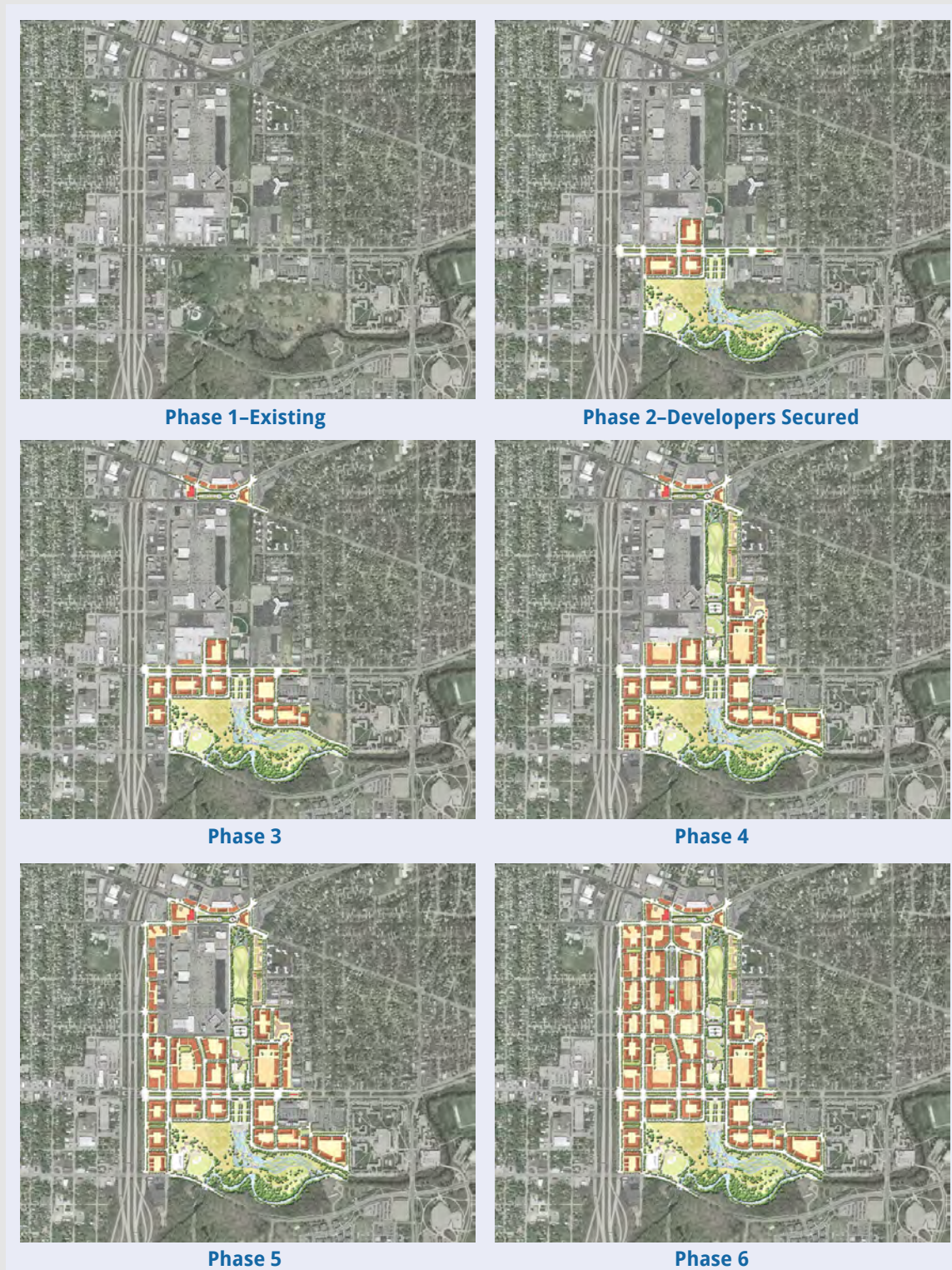
time, can result in huge positive change to the area and in the experiences of those frequenting it.

Yet, if a community has great public spaces with great buildings and lots of activity, but still has poor-quality neighborhoods, it is not going to thrive. So, both types of placemaking are needed. The strengths of Creative and Tactical Placemaking are so great, that when used in combination with Standard or Strategic Placemaking, a community could significantly transform itself over a period of time. Chapter 13 will examine these opportunities.

Generally speaking, nonprofit organizations, local foundations, neighborhood resources, and volunteer workers should be used to tackle residential neighborhood-level placemaking. Extremely limited federal and state resources should be used to assist Strategic Placemaking projects where the talent attraction and retention and job creation benefits are the greatest, and private sector investment can be leveraged the most.

This distinction is important. Public investment resources are limited (and likely always will be). Communities need to get the most leveraging, as well as the most independent private investment, stimulated by that investment. This is most likely to occur with Strategic Placemaking. That requires concentrating investments in a few carefully planned locations. Strategic Placemaking can even occur in small towns, if enough Standard Placemaking projects are executed in a small area over a short period of time, as the relative benefits achieved may rival one or several larger Strategic Placemaking projects in a bigger community. These efforts should be planned and executed together as part of a larger vision for the whole area.

Figure 12-7: Transformation of Frandor Shopping Area to a New High-Density Mixed-Use Midtown – Between Lansing and East Lansing, MI



Potential incremental phases of long-term development in the Frandor shopping district along Michigan Ave./Grand River Ave. on the eastern edge of Lansing would transform this exclusively commercial area into a dense, mixed-use residential area with new commercial uses, offices, hotels, restaurants, and other entertainment uses. The first phase of such development is proposed at the South end of Frandor similar to what is depicted in Phases two and three. **Source:** NCI and Dover, Kohl & Partners. (2014). **The Capitol Corridor: A Regional Vision for Michigan Avenue/Grand River Avenue.** Prepared for the Tri-County Regional Planning Commission and the Mid-Michigan Program for Greater Sustainability, Lansing, MI. Available at: http://migrand-charrette.com/wp-content/uploads/2014/01/Capitol_Corridor_Draft_Summary_Report_Jan2014.pdf; accessed May 13, 2015. Figure by the Land Policy Institute, Michigan State University, 2015.

Key Messages in this Chapter

1. Strategic Placemaking is intended to be targeted to achieve specific economic development ends, such as to create the kinds of places that are attractive to talented workers. Once talented workers start to aggregate, new businesses (and jobs) follow.
2. Examples of Strategic Placemaking projects include mixed-use developments in key centers (downtowns), at key nodes, along key corridors (especially bus rapid transit lines). They can include rehabilitation of historic and obsolete structures, as well as new construction.
3. Mixed-use transit-oriented development (TOD) would be the project type of most value for Strategic Placemaking, as it would provide housing for talented workers near major transit stops where a wide range of land uses and entertainment businesses would be located.
4. Examples of Strategic Placemaking activities include frequent, often cyclical events targeted to talented workers, as well as other arts, culture, entertainment, and recreational activities that add vitality to quality places and attract a wide range of users.
5. The sequence of events that precede Strategic Placemaking begins with significant public forethought and planning with a vision that is expressed in a local or regional plan. The broad public involvement that should be a part of the development of these plans helps to build community support once a few of these projects are approved and constructed. The process is likely to be of better quality with less uncertainty in the outcome if the actual project design is not finalized until after robust stakeholder involvement—usually through a formal charrette process.
6. Other helpful tools and activities that predate Strategic Placemaking may include a Target Market Analysis and participation in the Michigan Main Street and/or the Redevelopment Ready Communities® Programs.
7. Strategic Placemaking projects will be most successful in areas that are already walkable with good transit, density, and vacant land, or land or buildings that could be redeveloped for more density.
8. Unlike all other types of placemaking, Strategic Placemaking is specifically targeted to a few locations within a city or metropolitan area. Strategic Placemaking projects that receive public support will be limited to places where they have the greatest potential to attract or retain talented workers. Strategic Placemaking is suitable in T4–T6 zones, which makes it useful in cities of all sizes, in portions of some suburban townships where there are already neighborhoods at T4 zones or higher densities, or where there are plans to build new high-density housing along major transit lines.
9. Target areas for Strategic Placemaking need to be much more refined than just in the downtown (centers) or on key nodes, along key corridors. There is not enough private or public money to support new development or redevelopment in all of these areas. If the resources are not concentrated in small areas at first, then there will not be enough new activity to get the desired result.
10. Typical economic development and community development projects, streetscaping projects, a new office building in the urban core, big box stores in the suburbs, an apartment building, scattered-site single-family infill housing, green development like LEED ND, or most Low Impact Development (LID) projects, are all valuable, but alone are NOT examples of Strategic Placemaking. These are standard community or economic development projects with their own benefits; but those benefits do not include talent attraction and retention.
11. In the future, most Strategic Placemaking will be funded locally by planned incremental investments in many small projects in the same area to improve the quality of public places and to activate spaces to meet a broad range of public objectives.
12. Strategic Placemaking projects are good places to concentrate limited state and federal investment funds, and should be guided by a plan for that area.



Chapter 12 Case Example: Midtown in Detroit

Since 1955, Detroit has lost more than one million people and has faced serious challenges in attracting young, educated residents to relocate there. Situated between Detroit's downtown and New Center, Midtown is a sign of the City's rebirth. Straddling Woodward Avenue, the Midtown neighborhood is targeted for revitalization, due to its central location, strong leadership in the area, and the presence of Wayne State University, healthcare institutions, various cultural institutions, intact housing, and commercial building stock.

Midtown has not always been Detroit's darling. The most desirable neighborhoods within it were actually a series of micro-districts. Unfortunately, by 2000, only a small cluster of appealing and diverse blocks in Midtown remained, but they were separated from each other by blocks of vacant land and abandoned structures. Further, the 2010 U.S. Census and the 2012 American Community Survey showed that the area was losing college graduates.

But, the story was more nuanced. Midtown Detroit, Inc. (MDI) was able to gather information that showed the area was primed for accelerated reinvestment. From 2000–2013, Detroit lost 26% of its overall population and Midtown lost 13%. Yet, in the same time frame, Midtown's population of 18- to 24-year-olds increased by 50% when taking the student population into account. These numbers were misrepresented in the 2010 U.S. Census, because it is often difficult to count students who live in student housing and they may also have failed to report their local address to the U.S. Census, choosing instead to keep a former home address.

The MDI stepped in to plan for and help maintain, guide, and enhance the diversity and affordability of Midtown. Since 2009, MDI attracted \$200 million in investment capital to develop new projects and work with the three large institutions (Detroit Medical Center, Henry Ford Hospital, and Wayne State University) to create economic development plans. Bringing residents to the area has created the need for a rapid expansion in housing development and restoration. Since 2010, 1,092 new rental housing units have been added to Midtown. Restoration in the Virginia Park historical district brought another 70 more residents to Midtown. The MDI tracks and manages current rental units to ensure that housing



New mixed-use development in Midtown Detroit, MI. Photo by the MSU Land Policy Institute.

meets livable standards, and manages estimates for future development. Currently, they estimate that there will be 9,253 livable rental units in Midtown by 2017, a 30% increase from the 6,107 units that were in the area prior to 2010.

With the assistance of MDI and the three large institutions in the area, Midtown has become a desirable residential area. In August 2014, 97% of the 7,199 livable units in Midtown were occupied. The Live Midtown program, an incentive-based housing initiative, has helped bring in employees and graduate students from the Detroit Medical Center, Henry Ford Hospital, and Wayne State University to increase the density, and improve the economy and vitality of the area. By using subsidy investments from the three large employers, as well as philanthropic funds, new homeowners can apply for a forgivable loan of \$20,000 towards purchasing a home and renters can apply for a \$2,500 allowance towards rent their first year and \$1,000 their second year. The Live Midtown program has helped the area collectively stabilize the housing market and bring in young professionals who are able to live where they work. With MDI managing its growth, Midtown, has started to gain momentum towards being a healthy economic area and desirable residential destination where developers want to build to meet the growing demand—with or without subsidies.

Sources: Midtown Detroit, Inc. and U³ Advisors. (2015). *Midtown: What the Data Reveals*. Detroit, MI.

MDI. (2015). "Home Page." Midtown Detroit, Inc., Detroit, MI. Available at: <http://midtowndetroitinc.org/>; accessed February 18, 2015.

Mlplace™. (n.d). "Live Midtown: A Live-Where-You-Work Incentive Program Case Study." Mlplace™ Partnership Initiative, Lansing, MI. Available at: <http://mlplace.org/resources/case-studies/live-midtown-live-where-you-work-incentive-program>; accessed February 18, 2015.

Chapter 13: Mixing and Matching, Barrier Busting, and Preventing Unintended Consequences of Placemaking



Coldwater, MI, has used a variety of placemaking activities and projects over the years to spur redevelopment in its downtown. Photo by Harry Burkholder, Land Information Access Association, LIAA.



Wide sidewalks offer many opportunities for sitting, dining, and other street furniture, as illustrated in this photo from downtown Kalamazoo, MI. Photo by the Michigan Municipal League/www.mml.org.

INTRODUCTION

This chapter opens with a brief look at related Quality-of-Life Initiatives in order to explain the potential for piggybacking placemaking on these efforts where they are already underway. It then dives into a more thorough look at how to select the best placemaking type to meet the objectives of your neighborhood or community. Next, additional examples of placemaking projects and activities are presented, followed by approaches to sequencing projects and activities across the four types of placemaking in order to accomplish a broader set of objectives over a longer period of time. Then, a series of common barriers to effective placemaking are identified, along with suggestions for how to knock them down. Finally, there is a description of some important unintended consequences, such as gentrification, that should be considered when engaging in placemaking projects, as well as ways to prevent or minimize them.

RELATIONSHIP TO OTHER QUALITY-OF-LIFE INITIATIVES

Over the past two decades there have been more than a dozen major efforts by a wide range of stakeholders in both the U.S. and abroad to create what can be called Quality-of-Life Initiatives (QOLI) that are built around a particular set of principles and best management practices. The names and websites of many of these initiatives are listed in Table 13–1. A few of these were discussed in Chapter 7 as principles to guide the development of local strategic growth plans, master plans, subarea plans, or PlacePlans.

The principal focus around which each of these initiatives are organized is usually a set of public health,

safety, or general welfare considerations. Each of these initiatives provides a valuable way to organize problem identification, goal formation, project and activity identification, action strategies and, over time, to make important improvements to local quality of life.

For anyone engaged in community, economic, or infrastructure development at the neighborhood or community-wide scale, placemaking may, at first, appear to be another fad with significant positive potential, but which risks confusing the community if it has already “signed on” to one or two particular QOLIs. This is a valid concern, because: 1) it takes time and energy to train administrators and staff, neighborhood groups, developers and financiers, and a host of allied stakeholders on the characteristics of QOLI, and to get them to accept it as a desirable conceptual framework; then, 2) to create a common vision under that framework that enjoys broad support; and finally, 3) to agree on a common means for achieving that vision where each major stakeholder takes on implementation of parts of the common vision that are within their domain and ability to handle. For that reason, some communities are resisting placemaking, because they are making positive progress with QOLI they are already implementing. *This is a rational decision*, and the adage “if it ain’t broke, don’t fix it” may apply. If placemaking objectives are being achieved by means of another path, by all means continue down that path.

However, because placemaking is not incompatible with the conceptual framework of any of these initiatives, there will likely come a time when local leaders discover that placemaking can help

Table 13–1: Quality-of-Life Initiatives Compatible with Placemaking

Quality-of-Life Initiatives	Agency/Organization	Website
Smart Growth	Smart Growth America U.S. Environmental Protection Agency	www.smartgrowthamerica.org/ www.epa.gov/smartgrowth/about_sg.htm ; accessed January 7, 2015.
New Urbanism	Congress for the New Urbanism	www.cnu.org/resources/what-new-urbanism ; accessed September 18, 2015
Leadership in Energy & Environmental Design (LEED) Neighborhood Development	Natural Resource Defense Council, Congress for the New Urbanism, and the U.S. Green Building Council	www.cnu.org/our-projects/leed-neighborhood-development ; accessed September 30, 2015.
Healthy Communities	Designing Healthy Communities Center for Disease Control and Prevention	http://designinghealthycommunities.org/ www.cdc.gov/nccdphp/dch/programs/healthycommunitiesprogram/ ; accessed January 7, 2015.
Green Communities	Enterprise Green Communities Green Communities Center with the American Planning Association	www.enterprisecommunity.com/solutions-and-innovation/enterprise-green-communities ; accessed October 19, 2015. www.planning.org/nationalcenters/green/ ; accessed October 19, 2015.
Livable Communities	Partners for Livable Communities International Making Cities Livable	www.livable.org www.livablecities.org
Sustainable Communities	Sustainable Communities Online	www.sustainable.org
Federal Partnership for Sustainable Communities (includes HUD's Sustainability Principles)	U.S. Department of Housing & Urban Development, the U.S. Department of Transportation, and the U.S. Environmental Protection Agency	www.sustainablecommunities.gov
Active Living Communities	Active Living Network Let's Move!	www.activeliving.org www.letsmove.gov/active-communities ; accessed January 7, 2015.
Complete Communities	Reconnecting America	http://reconnectingamerica.org/arewethereyet/home.php ; accessed January 7, 2015.

These examples (except the last one which is newer) and additional QOLIs are summarized, along with key organizing principles in a table published in the November 2008 edition of the *Planning & Zoning News*. Sources: Wyckoff, M., and J. Ball. (2008). "Using Best Practices to Guide Development of The Master Plan and Creation of Better Communities." *Planning & Zoning News*, November 2008. Available at: www.pznews.net/media/8a9b296e37d5f41bffff80bafffd524.pdf; accessed January 7, 2015. Table adapted by the Land Policy Institute, Michigan State University.

supplement, and/or provide new life to these efforts. This is because of the broad ability that each of the four placemaking types can provide to moving from idea to planning to action *in a particular PLACE*. If there is any serious omission on the current path, it is probably failing to incorporate form as an important element of design, and failing to focus on activation of public spaces. But, these are easy “add-ons” to any of the aforementioned QOLIs.

For that reason, communities that are already engaged in efforts under one of the QOLIs may want to look at placemaking as a complementary

tool in a particular place to help them achieve identified objectives. Similarly, communities facing a particular dilemma like rising obesity rates and affiliated health impacts (such as growing numbers of people suffering from diabetes, heart attacks, and strokes), may want to look to Healthy Communities or Active Living Communities as a QOLI to help provide a useful conceptual framework for organizing plans and actions. But, when changes to physical infrastructure or activation of public spaces is involved, placemaking is more likely to provide the kinds of “on the

...Communities that are already engaged in efforts under one of the QOLIs may want to look at placemaking as a complementary tool in a particular place to help them achieve identified objectives.

Redevelopment Ready Communities® certification.

...QOLIs are not incompatible with placemaking, and the use of them with placemaking may either speed up the implementation process, improve the depth, improve the impact of the effort, or all three.

efforts, and then look at placemaking as a way to add value to those efforts. If the community has no principles-based framework for planning or implementation, then it should look at one or more of the four types of placemaking to get started building a better neighborhood or community (see Chapters 9–12).

SELECTING THE BEST PLACEMAKING APPROACH TO MEET YOUR NEEDS

By now it should be obvious that all types of placemaking are not alike, and that each has its own strengths and weaknesses. So, how does one go about selecting the type of placemaking best suited to ones needs?

ground” guidance necessary to actually make the desired changes. *Of course, if your community is not operating under a principle-based initiative, then placemaking, as described in this guidebook, is likely a great place to start.*

This is especially true if the community already has an active Main Street Program, and has received or is working on

In short, QOLIs are not incompatible with placemaking, and the use of them with placemaking may either speed up the implementation process, improve the depth, improve the impact of the effort, or all three. This is a desirable outcome. The Placemaking Curriculum upon which this guidebook is based, advises communities to start wherever they are. If the community is operating under a Smart Growth, New Urbanism or Healthy Communities framework, continue those

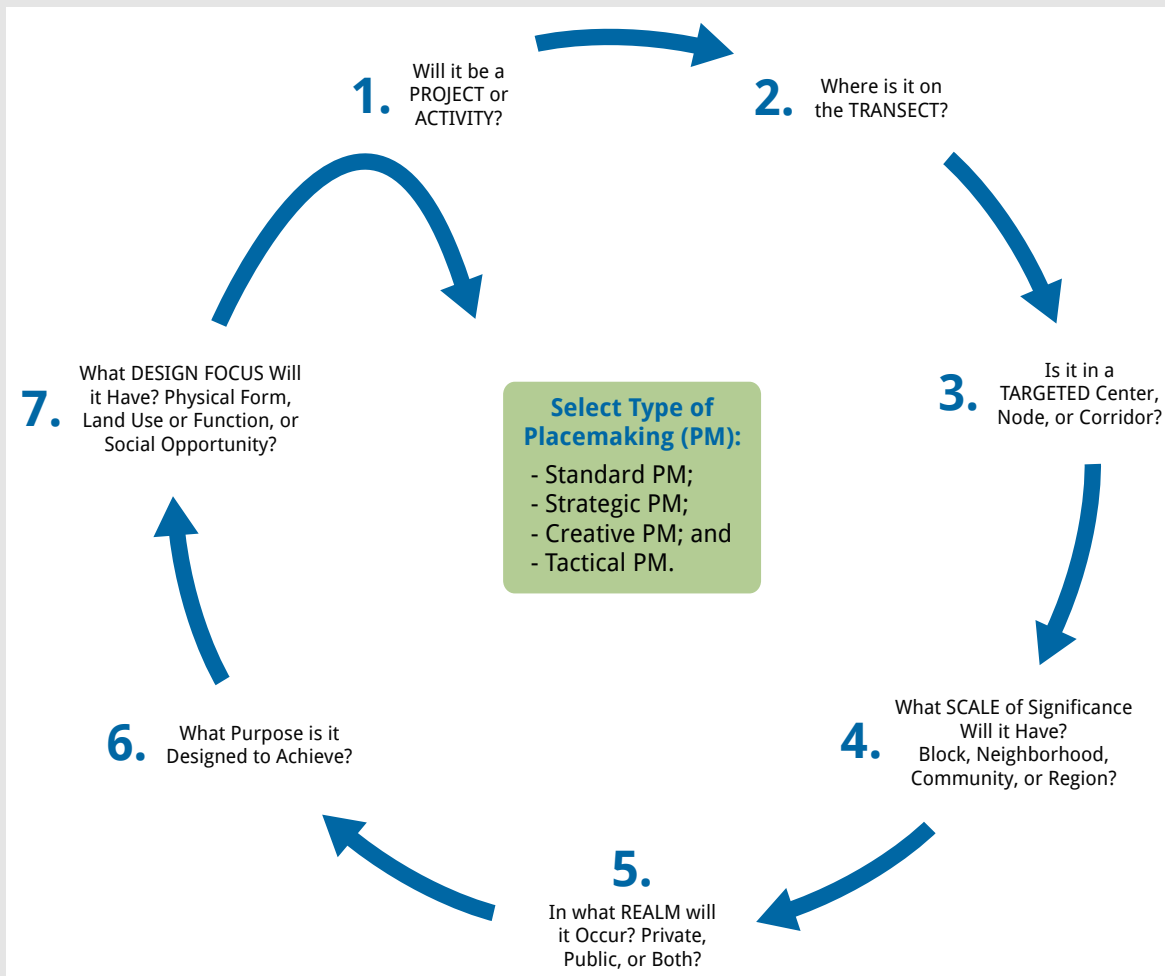
The answer starts by addressing the question of “*What do you want to achieve and by when?*”

Once this is done, a series of decisions need to be made to narrow which type of placemaking (or multiple approaches) to use. Along the way you will have to classify the purpose of the type of project or activity you want to pursue as well. Figure 13–1 illustrates these decision steps.

Within Figure 13–1, question six is the most challenging. While potentially the range of purposes for which placemaking would be used is very large, the following six major categories are ones in which many placemaking projects will fall. In the first three categories, placemaking is likely to be *an associated effort* with economic, infrastructure, or community development, which would be the primary effort. Exceptions are projects primarily designed to achieve several significant placemaking objectives right from the beginning. Each of the six categories below includes a short list of examples of projects or activities that helps narrow down the type of placemaking to use.

1. **Economic Development:** Build transit-oriented development (TOD) or Missing Middle Housing on a key corridor; create an entrepreneur incubator at a key transit node; etc. (Support with Strategic and Standard Placemaking).
2. **Infrastructure Development:** Build a Bus Rapid Transit (BRT) line; install new fiber-optic cable or ubiquitous WIFI; establish creative new green stormwater management areas; undertake Complete Streets projects; etc. (Support with Standard and/or Strategic Placemaking).
3. **Community Development:** Undertake neighborhood conservation efforts; rehabilitate historic buildings; pursue mixed-income infill housing; slow traffic on “cut through streets” in a neighborhood; etc. (Support with Standard and/or Tactical Placemaking).
4. **Health and Recreation:** Expand trails and bike paths; add exercise stations; address pedestrian-safety issues on streets and in parks; start or expand a farmers market; etc. (Use Tactical, Standard, and/or Creative Placemaking).

Figure 13-1: Decision-Making Process to Select the Proper Type of Placemaking to Achieve Your Objectives



Source: Land Policy Institute, Michigan State University, 2014.

5. Arts, Culture, and Entertainment: Install public art; restore a movie theater; start an art fair; revitalize outdoor concerts to better utilize an existing bandshell; etc. (Use Tactical, Creative, and/or Standard Placemaking).
6. Public Spaces: Create or restore a town square; convert excess street pavement to green boulevards; widen sidewalks downtown; attract more domestic and visitor activities to downtown public spaces; etc. (Use Tactical, Standard, and/or Creative Placemaking).

This is a simple way to categorize projects or activities. All four types of placemaking could be used in these categories, but as indicated, the types of placemaking most likely to be used are located in brackets at the

end. The six examples in Figures 13-2 and 13-3 that are summarized on Table 13-2, illustrate examples of different types of placemaking using the same decision points as illustrated in Figure 13-1.

So, there's no misunderstanding with the example in Table 13-2, the TOD and BRT projects could be proposed and built with no placemaking considerations. But, that would be a huge missed regional-scale opportunity. It would also fail to leverage federal, state, or local money by means of integrating placemaking considerations into the project design right from the outset. For example, the specific BRT stops should create or reinforce existing nodes along that corridor, helping to create new markets for Missing Middle Housing and

Figure 13–2: Placemaking Project Examples

<p>TRANSIT-ORIENTED DEVELOPMENT (TOD) Economic Development</p>  <p>Stadium District mixed-use development in Lansing.</p>	<p>INFILL SINGLE-FAMILY HOUSING PROJECT (Multiple homes in same neighborhood) Community Development</p>  <p>Infill development by the Ingham County Land Bank in Lansing.</p>	<p>BUS RAPID TRANSIT PROJECT (BRT) Infrastructure Development</p>  <p>Bus Rapid Transit in Grand Rapids.</p>
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Source: Figure by the Land Policy Institute, Michigan State University, 2015. Photos by the MSU Land Policy Institute (left and middle) and The Rapid (right).

Figure 13–3: Placemaking Activity Examples

<p>TRAIL LINKING PARKS PROJECT/ACTIVITY Health and Recreation</p>  <p>Memorial Park and Bike Trail in Utica.</p>	<p>START AN ART FAIR ACTIVITY Arts and Culture</p>  <p>Beulah Art Fair.</p>	<p>SYMPHONY IN TOWN SQUARE ACTIVITY Public Spaces</p>  <p>Concert in Orchestra Park in Cadillac.</p>
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Source: Figure by the Land Policy Institute, Michigan State University, 2014. Photos by the Michigan Municipal League/www.mml.org (left) and Kurt H. Schindler, AICP, MSU Extension (middle and right).

transit-oriented development. Mixed uses in these projects can result in small retail, restaurant, coffee shops, personal services, and related entertainment opportunities—IF carefully planned to do so from the beginning. Proper building form will help frame the public space and present new opportunities for street furniture, landscaping, and public gathering activities. Bus shelters could be designed with unique art to give that node a special character that sets it apart from other places. *Putting this ALL together at the outset is Strategic Placemaking. Adding it slowly, over time (probably at double the cost), would be Standard and Creative Placemaking.*

Let’s take another look at these four types of placemaking from just an economic development perspective, as other differences between them become more apparent, particularly as it relates to: 1) their relationship to adopted local or regional plans; 2) a limited number of targeted geographic locations within a community or region; 3) the typical time frame for identification of positive impacts of projects or activities; and 4) the likelihood that public subsidies on private projects would be involved. The latter category may be of local significance to some politicians who may have strong opinions as to the wisdom of public

Table 13–2: Examples of Placemaking Projects and Activities by Type of Placemaking

Placemaking Example	Is it a Project or Activity?	Where is it on the Transect?	Is it in a Targeted Center, Node, or Corridor?	What Scale of Significance?	In What Realm Will it Occur?	What Purpose is it Designed to Achieve?	What is the Design Focus?
Transit-Oriented Development (TOD) (Strategic Placemaking)	Project	T4–T6 Zones	Center, Nodes, and Key Corridor	Community and Regional	Private	Economic Development – Talent Attraction	Physical Form, Land Use
Infill Single-Family Housing (Multiple Homes in the Same Neighborhood) (Standard Placemaking)	Project	T4 and T5 Zones	No	Neighborhood, Block, and Lot	Private	Community Development – Affordable Housing to Restore or Stabilize a Block	Physical Form, Land Use
Bus Rapid Transit (BRT) (Strategic Placemaking)	Project	T3–T6 Zones	Center, Nodes, and Key Corridor	Community and Regional	Public	Infrastructure Development – Transit Line	Physical Form, Land Use
Trail Linking Parks (Standard Placemaking)	Project/ Activity	T2–T5 Zones	Near a Node	Neighborhood and Community (maybe Regional)	Public	Health and Recreation – Expand Facilities	Physical Form, Land Use, Social Opportunity
Start an Art Fair (Creative Placemaking)	Activity	T3–T6 Zones	Center	Neighborhood, Community, and Regional	Public and Private	Arts, Culture, and Entertainment – Expand Access	Social Opportunity
Symphony in Town Square (Tactical Placemaking)	Activity	T4–T6 Zones	Center	Community (maybe Regional)	Public	Public Spaces – Expand Use of Square	Social Opportunity

Source: Land Policy Institute, Michigan State University, 2015.

subsidies on private projects. These observations are summarized in Table 13–3.

Standard Placemaking is tried and true. Over time, it will make a big difference in a neighborhood, or across an entire community if many projects are pursued. Considerably more new activity will be initiated in underutilized public spaces (especially in key public spaces like town squares or central parks).

Creative Placemaking is similar in terms of its positive impact, over time, at both the neighborhood and community level.

Tactical Placemaking is a way to test ideas at low cost, and build support for them, which is by far the best way to do so. However, by design, something more substantial must follow in order to meet the original objective that was tested. That may mean a Standard, Creative, or Strategic Placemaking

project should follow. In other cases, it would simply be a standard infrastructure or community development project.

Strategic Placemaking attempts to achieve construction of a narrower range of development projects in targeted places (centers, nodes, and corridors) faster than any other type of placemaking in order to have specific talent attraction and job creation benefits. This rarely involves projects of less than one year in length, and projects that are often private sector–originated and –built, except where a major piece of public infrastructure is involved, such as a BRT.

These four types of placemaking are not mutually exclusive. A community can and should pursue multiple approaches in different places at the same time or over time, or in the same place all at

Table 13–3: Comparison of the Four Types of Placemaking from an Economic Development Perspective

Type of Placemaking	Tied to Formal Plans	Targeted Location for Economic Development	Time Frame for Positive Impact	Public Subsidy on Private Projects
Standard Placemaking	Not necessarily, but the larger the project the more likely it is.	Not necessarily done for economic development, but there are likely some primary and more secondary positive economic impacts.	Short-, mid-, and long-term; often associated with size of the project (larger projects have longer term impacts).	Possibly, but more likely just public costs with possible private and nonprofit contributions to help reduce those costs.
Tactical Placemaking	Probably not.	Probably not.	Short- to mid- term.	Not likely.
Creative Placemaking	Can be, but not necessarily; but the larger the project the more likely it is.	Can be, but need not be.	Short-, mid-term, and occasionally long-term.	Possibly, but more likely just public costs with possible private and nonprofit contributions.
Strategic Placemaking	Yes, to Regional Economic Development Plan, local Master Plan, and local subarea or project plan.	Definitely, to a limited number of regionally significant centers, nodes, or corridors.	Mid- and long-term; long-term quality-of-life impact in addition to economic development.	Likely until critical mass of projects; then demand large enough to drive private development without subsidy.

Source: Land Policy Institute, Michigan State University, 2015.

A community can and should pursue multiple approaches in different places at the same time or over time, or in the same place all at the same time. . .

the same time—whichever makes the most sense under the circumstances. The next section explores common options.

PURSuing MORE THAN ONE TYPE OF PLACEMAKING SEQUENTIALLY

Sequential placemaking involves a step-by-step process where each step (or many of the steps) utilizes a different type of placemaking. See Figure 13–4.

Sequential placemaking involves a step-by-step process where each step (or many of the steps) utilizes a different type of placemaking.

Tactical Placemaking is the obvious choice to use for testing out ideas and for beginning and completing some small projects, which are designed largely to build interest and relationships before any broader

common vision for transformation of an area is created. That makes it the place to start for many sequential and parallel placemaking applications—but not all. Following are examples of combinations of placemaking types.

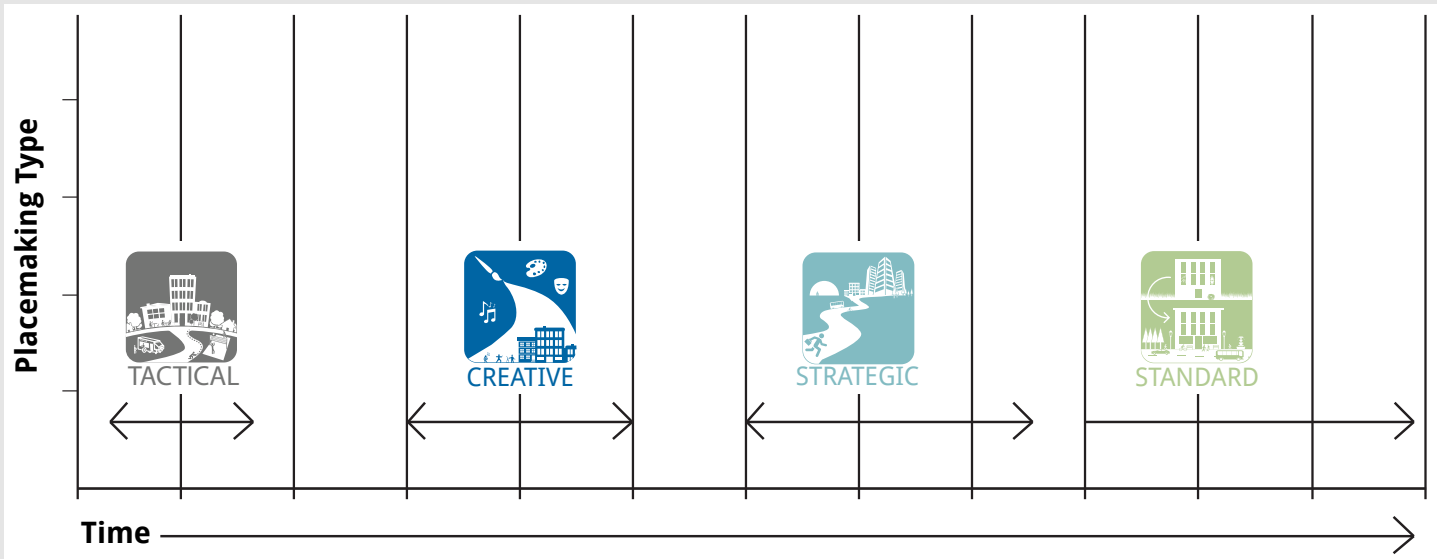
Examples Using Multiple Types of Placemaking Sequentially

The following project and activity examples demonstrate sequential application of the four types of placemaking a community could employ to meet specific community or neighborhood objectives.

Project: To make streetscape improvements in a downtown, the following sequence may be desirable.

1. Use Tactical Placemaking to chairbomb the downtown to test where people would use benches, and bring in temporary landscaping materials to test reactions in various locations and drum up interest in the next step.
2. Engage the neighborhood in a mini-charrette or design workshop with trained urban planners, landscape architects, and urban designers to create alternative designs for lighting, seating, landscaping, corner treatment, pedestrian crossings, and a host

Figure 13–4: Example of Sequential Placemaking



Source: Land Policy Institute, Michigan State University, 2015.

of other issues; create consensus around a preferred design.

3. Refine the design and get it adopted.
4. Implement permanent change as a Standard Placemaking project.

Activity: To activate an underutilized bandshell in a local park, the following sequence may be desirable.

1. Use Tactical Placemaking to bring in a series of local performers at lunch time or right after work to draw attention to the bandshell, and to encourage support for more frequent use. Test various marketing approaches at the same time.
2. Use Creative Placemaking to engage a broad range of stakeholders to formulate and implement a more rigorous schedule of performances at the bandshell. Work with the stakeholders to take responsibility for sponsoring each of the performances and to help market them.

Project: Incorporation of the arts and creativity in the design of new transit stations.

1. Use a formal charrette process within the context of Strategic Placemaking to engage the public in selection of specific locations for new BRT station stops, and to identify the

means and characteristics of links to other transportation modes.

2. Then, use Creative Placemaking to engage the public in the incorporation of arts and creative design of new BRT stations; include related opportunities, such as a new walking tour of cultural/historic attractions near key BRT stops.
3. These tours and designs could be tested among a larger number of people using Tactical Placemaking.
4. Finally, implement them as a part of a bigger Strategic Placemaking project, or through Standard Placemaking.

Project: Engagement of the public with a developer in design of a new TOD at a planned BRT stop.

1. First, use Tactical Placemaking to engage the public in mock storefront upgrades with new land uses and new sidewalk designs near new BRT station stops. This will draw attention to the location and build interest and support in the charrette that follows.
2. Next, engage in a Strategic Placemaking charrette with a developer of a new TOD development at a planned BRT station stop. This would result in consensus on

the parameters for a form-based code for that area, assuming the city did not already have one in place. If a contemporary Target Market Analysis were already available for the area, and the community were certified as Redevelopment Ready, then the idea would have all the necessary elements to be able to move forward quickly to implementation. Another outcome of the charrette could be to plan extensive streetscape improvements in the area.

3. Then, engage the developer in the TOD project design, review, and approval process consistent with the key elements of the design input that emerged from the charrette.
4. Finally, the developer builds the project and incorporates streetscape improvements to the public realm in front of the TOD, while the municipality constructs related streetscape improvements nearby.

PURSuing MORE THAN ONE TYPE OF PLACEMAKING IN PARALLEL

Parallel placemaking involves a step-by-step process where each step proceeds in parallel with others, and several of the steps utilize a different type of placemaking.

Parallel placemaking involves a step-by-step process where each step proceeds in parallel with others, and several of the steps utilize a different type of placemaking. This can occur when steps are not dependent on the outcome of the others. It also permits faster scheduling and

completion of projects. This approach could be used in the same or different neighborhoods at the same time. See Figure 13–5.

Examples Using Multiple Types of Placemaking in Parallel

The following projects and activity examples illustrate how the four types of placemaking could be used in the same neighborhood at the same time in order to meet specific objectives. The specific steps for each project are not spelled out as they are in the sequential placemaking examples above, although that would be necessary to do in order to go forward with implementation. This approach obviously

requires considerably more human resources to manage. However, if the neighborhood had a lot of volunteers and was eager to engage (such as could be the case following a successful neighborhood visioning charrette), then implementation could begin on multiple fronts at the same time, and much more could be accomplished quickly. Immediate implementation of a jointly prepared placemaking plan will greatly boost neighborhood spirit and support that will pay dividends for an extended period of time. Project and activity examples follow.

Activity: Utilize Tactical Placemaking to engage neighborhood residents in design and “testing” of bike routes between two neighborhood parks; or in testing alternative walking paths along a wetland or waterbody.

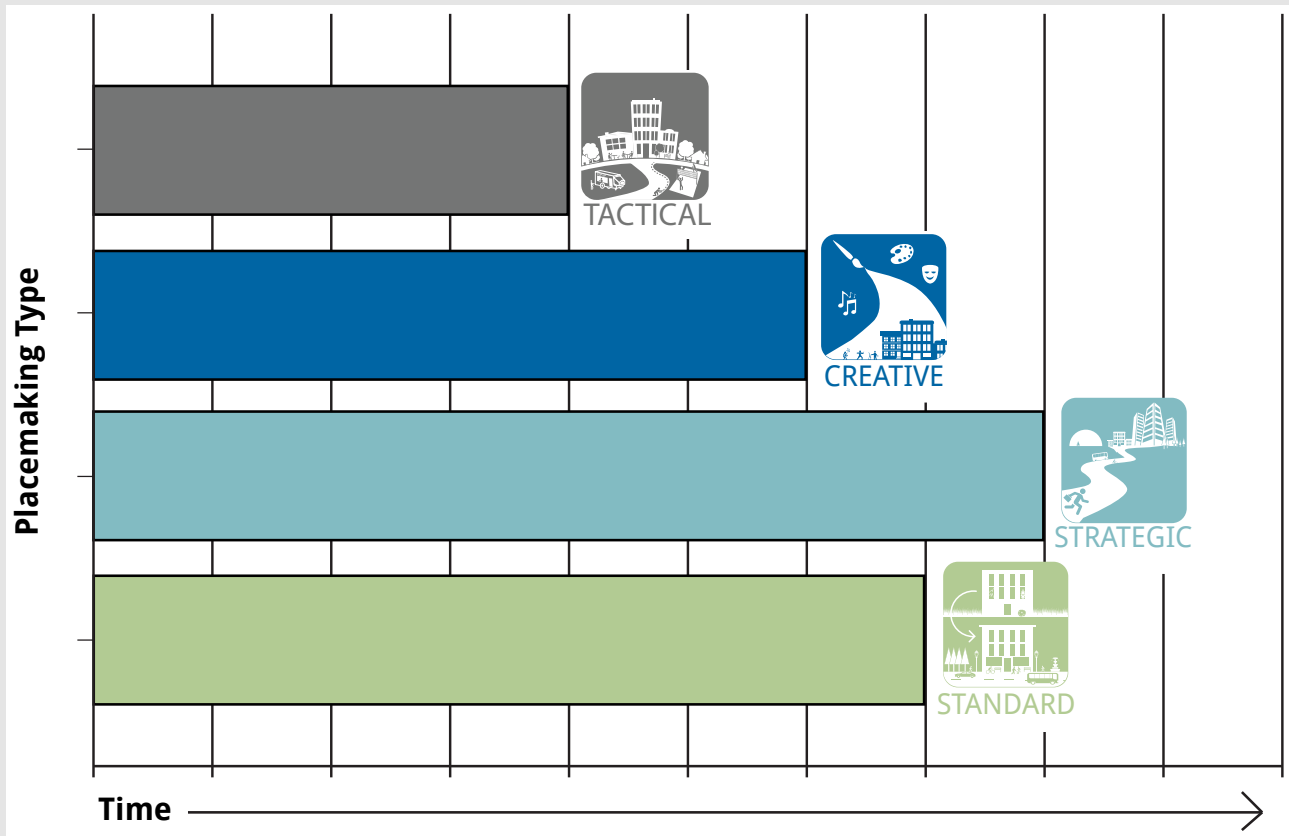
Project: Utilize Standard Placemaking to engage neighborhood residents in design of key parameters for new infill and affordable housing on vacant lots in the neighborhood. These could include size, height, placement on the lot, principal and accessory structure types and locations, as well as means of marketing to target demographic cohorts.

Activity: Utilize Creative Placemaking to engage local carpenters and a resident architectural historian to train landowners living in old-frame homes on low-cost ways to repair and upgrade windows in a neighborhood with many vacant lots. This will help with the perception of crime by fixing broken window panes, and retain the architectural integrity of an old neighborhood where there are residents who have the interest and skills to effectively make the repairs.

Project: Utilize Standard Placemaking to engage neighbors in the design and creation of an urban community garden with hoop houses. This would occur on vacant lots for which permission had been received by the lot owner and the city.

Project: Utilize Strategic Placemaking to engage neighborhood residents, commercial owners, and other key stakeholders in a charrette to plan the revitalization of a small commercial section of the neighborhood, which is part of a well-traveled commercial corridor. The effort includes reestablishing residences on the second and third floors of the old existing brick mixed-use buildings, improving off-street parking for passersby, and improving building façades, while retaining architectural integrity.

Figure 13–5: Example of Parallel Placemaking



Source: Land Policy Institute, Michigan State University, 2015.

URBAN, SUBURBAN, AND RURAL PLACEMAKING APPLICATIONS

The terms “urban,” “suburban,” and “rural” are relative, and loaded with images and cultural interpretations that make them difficult to utilize on a topic like placemaking. People who live in a small town surrounded by miles of farms or forest often think of themselves as living in a rural area. People who live in large homes in one-acre subdivisions or on farmlets of 5 to 10 acres, where they keep chickens or a horse, may view themselves as living in a rural, or perhaps a suburban, area. A family that lives in a small Cape Cod–style house on a 1/6-acre lot at the edge of a large city may well consider themselves as suburban dwellers, especially if there are no sidewalks.

For the purposes of this guidebook, these terms are not very useful, because they are imprecise. What is useful for placemaking is understanding where a particular neighborhood appears on the transect. Most placemaking focuses on activating spaces

and densification of buildings, people, and activity in neighborhoods in T3–T6 zones. This covers the sub-urban to very urban continuum (see Figure 1–4 in Chapter 1 (page 1–18)). But, those transect zones also include every small town and suburb whether they are in a metropolitan area or a rural one. What are *not directly* included are the farms, forests, and unique natural environments that are found in T1 and T2 zones, and which surround small towns and suburbs across a region or state.

That does not mean that T1 and T2 zones are not important, in fact they are critical to defining the context and character of the developed places nearby. They provide the nearby open space for people in small towns (T4 zone) that help make them such desirable places to live. They produce the crops that generate the income that often makes the local economy work. As explained in Chapter 7, the people and land in T1 and T2 zones are economically interdependent with the small towns they surround.

Community Economic Development Association of Michigan

The Community Economic Development Association of Michigan (CEDAM) is a “nonprofit membership organization providing advocacy, resources and training to organizations working to create vibrant communities.” It is a member of the Michigan Sense of Place Council and has been a key partner from the beginning. The CEDAM’s training programs, which includes Placemaking Curriculum training, is a valuable resource to those individuals and organizations it serves who are working to better their communities.

For more information, visit: <http://cedam.info/>.

This is why regional planning is important, in addition to planning in individual jurisdictions.

However, for the most part, T1 and T2 zones do not need much placemaking as we have defined it. In contrast, these transect zones benefit in the same ways as residents in the small towns they surround benefit when effective placemaking occurs in the small town. A town with a wider range of amenities and more choices in housing, transportation, and recreation, benefits all who live there, who live nearby, who visit there, or who just pass through. The better these small towns and suburban communities understand their locational context and the opportunities their places present, the better able they will be to reach out with new connections and links to nearby T1 and T2 zones. This could be through new trails, large areas of easily accessible preserved farmland, forests, wetlands, or common waterfronts; or through value-added opportunities at nearby farms in the form of wine tasting, apple picking, corn mazes, farm house bed & breakfasts, etc. These features add a vitality to life in that transect zone that is very different than in a dense urban area (like a T5 or T6 zone), and is treasured by those who live or visit there. Placemaking in rural small towns is usually more limited and often occurs at a smaller scale, not simply because of fewer resources, but because of persistent attitudes that more of something “new” is not necessarily better. But, many small towns, especially in the downtowns and near downtown neighborhoods, would often benefit significantly from carefully planned and executed placemaking projects of the type described throughout this guidebook, which is written with that in mind.

On the other hand, T1 zones should be treated with the greatest restraint. “Do no harm” should be the operational mantra. Targeted projects to manage visitors by car, foot, bike, wheelchair, or

off-road vehicle (ORV) may be necessary to control negative environmental damage in parking lots and pathways, but these efforts will not always rise to the level of being considered placemaking projects. But, sometimes T1 and T2 projects can be considered Standard or Creative Placemaking. Examples could include development of a trail that connects small towns to recreational areas; development of a new wildlife park; nature classes and organized hikes to help people understand natural places by walking through them with an interpreter; or barn and forest practices tours to show the history of working lands; etc.

The low-density sub-urban areas at the edge of a metropolitan area that are auto-dominated are another matter. Transect zone 3 may well be the target of a significant number and wide range of placemaking projects/activities that focus on key nodes along major transportation lines that lead into the denser portions of the metropolitan area. Over time, these areas are likely to face pressure or opportunity to densify. But, they need to do so in a manner that makes them very walkable and bikeable, and that integrates more green and blue environmental (vegetation and water) features into them as they are transformed. Failure to do so means missing major opportunities to become attractive destinations for those not in the immediate area. This requires careful introduction of mixed uses, better transit, sidewalks, bike paths, and a host of other amenities that are common in downtowns. In fact, it may lead some sub-urban communities to create a downtown where presently there is none. Such efforts are challenging, because of the existing low density, high traffic, and often high capital costs required. Placemaking can play a very valuable role in the process. Two books are particularly useful:

Metro Matters

Metro Matters (formerly known as the Michigan Suburbs Alliance) is a nonprofit organization dedicated to bringing cities together to solve some of metro Detroit's most pressing challenges. These include crumbling infrastructure, declining populations, decreased state and federal funding, disadvantages in attracting developers, and struggling to make ends meet with the State's municipal finance policy draining away their property tax revenue. Established in 2002 by 14 metro Detroit suburbs, Metro Matters now represents 31 of Detroit's mature, inner-ring suburbs working together to end systematic disinvestment in older cities by making their downtowns and neighborhoods attractive places to live and work,

planning for seamless travel to regional destinations, creating a safe and healthy environment, and fostering the next generation of community leadership.

Metro Matters is a member of the Michigan Sense of Place Council, advocating for and educating about placemaking to its member communities. Metro Matters spearheaded the creation of the Redevelopment Ready Communities® Program, which is housed at the Michigan Economic Development Corporation, and is used statewide.

For more information, visit:
www.michigansuburbsalliance.org/.

Sprawl Repair Manual¹ by Galena Tachieva and **Retrofitting Suburbia**² by Ellen Dunham-Jones and June Williamson.

BARRIERS TO EFFECTIVE PLACEMAKING

Feedback from participants at placemaking trainings in Michigan during 2013–2014 revealed about two dozen common barriers to effective placemaking. Many revolve around lack of staff and fiscal resources. Some barriers may be addressed by scaling back the effort and using a less-expensive placemaking approach (such as Tactical instead of Strategic Placemaking); being fiscally creative (e.g., using many partners where there is significant leveraging of limited resources); or by manipulating the timing and sequencing of projects and activities. But, in the end, if there is no money to implement a placemaking project or no staff to guide it, little, if anything, will be done.

1. Tachieva, G. (2010). **Sprawl Repair Manual**. Washington, DC: Island Press. Available for purchase at: www.sprawlrepair.com.

2. Dunham-Jones, E., and J. Williamson. (2008). **Retrofitting Suburbia: Urban Design Solutions for Redesigning Suburbs**. Hoboken, NJ: John Wiley & Sons. Available for purchase at: www.wiley.com/WileyCDA/WileyTitle/productCd-0470041234.html; accessed May 19, 2015.

Table 13–4 presents possible solutions to address other common barriers to effective placemaking. Most will require “massaging” to fit unique particular circumstances, but hopefully the reader will find meaningful guidance.

ADDRESSING POTENTIAL UNINTENDED CONSEQUENCES

All placemaking projects are designed to improve local quality of life and increase choices where people live, work, play, shop, learn, and visit. However, when the change that occurs, over time, has negative, unintended consequences on an existing low-income population in the area that could have been foreseen, then those who advocate for those changes have a responsibility to prevent or mitigate the negative impact from these unintended consequences.

Gentrification

Perhaps the most common of the potential negative, unintended consequences from redevelopment are those associated with gentrification. Dictionary definitions of gentrification evidence recurring themes:

Some barriers may be addressed by scaling back the effort and using a less-expensive placemaking approach (such as Tactical instead of Strategic Placemaking); being fiscally creative (e.g., using many partners where there is significant leveraging of limited resources); or by manipulating the timing and sequencing of projects and activities.

Table 13–4: Barriers to Effective Placemaking and Barrier-Busters

Barrier	Possible Barrier-Buster
<u>Lack of understanding</u> about placemaking fails to empower leaders and early adopters.	Create understanding of placemaking through education, training, demonstration projects, or trips to view good examples in nearby communities.
<u>Local plans and regulations</u> do not address the creation of quality places and placemaking.	Develop or update master plans that support the creation of quality places; incorporate standards in zoning regulations that support the creation of quality places.
<u>Local regulations do not support mixed-use and Missing Middle Housing.</u> If not allowed in the ordinance, it cannot be built.	Adopt FBCs with broad public input and support. Amend zoning to permit mixed-use and Missing Middle Housing by right, and make buildings and land uses with good urban form easiest to review and approve.
<u>Slow development approval process.</u> Quality development proposals are sometimes lost, because of development approval processes that are too slow and cumbersome.	Form-based codes created with broad public consensus allow more development to be approved by right with less contention; charrettes permit broad public participation and public approval in a much shorter time frame. Amend zoning to streamline approvals, self-imposed deadlines, and allow more administrative approvals.
<u>Financing plans and codes.</u> Many communities have less revenues available than before the Great Recession, due to lower property values and declining property tax revenues.	Try to get another entity to pay for all or part of the plan or regulations, such as business or nonprofit organizations or local foundations. Do not try to do all the work at once; spread the work out over several fiscal years by prioritizing what is to be done first.
<u>Lack of risk-takers (entrepreneurs, developers, bankers, buyers, renters).</u> May be due to a risk-averse culture, lack of support from family/friends, familiarity only with existing real estate products, and Midwest town center designs.	Provide education on the change in the housing demand and high-activity levels in “cool” public places. Engage in pilot projects; give publicity to early adopters; tout economic benefits of successes; and provide incentives to early projects.
<u>Lack of developers with expertise.</u> Developers build what has been built successfully before and may not be familiar with either traditional or contemporary building forms and dwelling types (like Missing Middle Housing).	Partner the community or key stakeholders with a developer to pilot projects. Bring in developers from the outside who have knowledge of and experiences with these products. Make mixed-use developments and Missing Middle Housing easier to get development approval, such as by use of FBCs, use by right, and review deadlines.
<u>Lack of supportive lenders</u> who are unfamiliar with placemaking, in general, and mixed-use development and Missing Middle Housing, in particular.	Educate on the changing market demand for Missing Middle Housing; blend portfolio risk; incentivize non-conventional real estate products. Bring in external financiers experienced in financing these products to share experiences. Show different financing models with diversified cash flows and blended financing return.
<u>Lack of supporting infrastructure.</u> Missing infrastructure that can support higher density and a mix of uses, such as a continuous sidewalk system in good condition; transit with short times between buses; pedestrian- and bike-friendly roads, etc.	Engage in an aggressive Complete Streets program. Keep street lights lit (replace with LED over time). Use the local capital improvement program as a tool to plan and ensure a steady stream of infrastructure improvements over time. Set user fees that cover replacement costs.
<u>Lack of infrastructure resources.</u> Streetscape improvements, lighting, benches, landscaping, and especially transit improvements are often costly.	Try to spread the cost over many sources, such as among a downtown development authority, nonprofits, developers, state and federal government, and benefitting property owners.
<u>Lack of supportive neighbors.</u> Change is usually opposed, because of lack of understanding and fear the change could be worse than the status quo. Fear can be heightened if people different than those who presently reside there are attracted to the neighborhood.	Start with neighborhood improvement programs that involve a wide range of stakeholders to build ownership and support for bigger change. Involve the neighborhood in planning the change (use charrettes). Show how diversity in housing choice creates value and stability in the neighborhood, and often additional new choices in food and entertainment nearby.

Table 13–4: Barriers to Effective Placemaking and Barrier-Busters (cont.)

Barrier	Possible Barrier-Buster
<u>Fear of higher density.</u> People living near to new high-density development may not be enthusiastic and could be opposed.	If we are going to restore our cities and save our farms and forests, we have to have higher density in targeted places like centers (downtowns), and at key nodes, along key corridors. Gather and show many examples of development with the density proposed for the area in question. Arrange for short trips/tours to see built examples of developments with this density nearby. Bring in residents and businesses near to those developments to share their experiences.
<u>Parking concerns.</u> Many businesses are concerned that increasing density will result in lost customers, because of less parking.	If there is good transit available, there will be far fewer cars per household in dense places. This is because more people will walk, bike, or take transit to work. The increase in density will mean more customers.
<u>Anti-urban bias.</u> There is often a strong bias against government and institutions in urbanized areas by people living in the rural parts of urbanized areas.	Despite the fact that people, jobs, and economic growth is greatest in urbanized areas, and that rural areas benefit from that growth, there is often distrust of that growth by rural residents. However, the densest new development should occur where infrastructure is already present (and often underutilized) to accommodate it—this is in large and small towns, and dense parts of sub-urban places.
<u>Failure to engage anchor institutions.</u> Key anchor institutions like colleges, hospitals, faith-based organizations, etc. have a lot at stake when a neighborhood starts to decline, but that does not guarantee their engagement in efforts to turn the tide. If these anchors leave, further decline is likely to be more rapid, but they must be engaged early and continuously in fighting for the neighborhood in which they are located.	Invite and keep anchor institutions at the table and engaged in local and neighborhood planning; help discover their needs and work together to meet them, and help them continue to anchor the area. They will often support new opportunities, such as offering low-interest loans for workers who will live in the neighborhood, or fund special studies, or help support improvements in the area (such as to transit).
<u>Lack of resources</u> when they are most needed. Big projects often have large resource costs that may force reconsideration of implementation options.	If necessary and feasible, divide large projects into smaller parts, or consider doing a number of smaller projects in the same geographic area, so that people can begin to see the positive impacts sooner. Some could be Tactical Placemaking projects or activities to draw attention and build support for the larger project as well.
<u>Being parochial.</u> On projects that have regional benefits, traditional silo thinking may unwittingly cut off the community in which the project is to be located (as well as other communities in the region) from access to outside resources from regional, state, or federal sources.	When benefits of population or talent attraction and retention extend beyond a single community, it is important to reach out for help from all who could benefit over time. When other communities have projects with regional benefits, be prepared to help them. Such support does not need to be cash. It could be endorsing their grant application, promoting their fund raising, or coordinating at a regional level to set priorities.

Source: Land Policy Institute, Michigan State University, 2014.

“Gentrification is the process of renewal and rebuilding accompanying the influx of middle-class or affluent people into deteriorating areas that often displaces poorer residents.”³ **Merriam Webster Dictionary**

“The buying and renovation of houses and stores in deteriorated urban neighborhoods by upper- or middle-income families or individuals, thus improving property values, but

often displacing low-income families and small businesses.”⁴ **Random House Dictionary**

But, there is more at stake to those living in gentrifying neighborhoods than these definitions suggest. Typically gentrification implies both: 1) a substantial shift in the economic or demographic balance that impacts the population and, hence, identity of a neighborhood; and 2) brings with it a concomitant sense of loss of control over the

3. Merriam-Webster, Inc. (2015). “Gentrification.” Merriam-Webster.com, Encyclopedia Britannica. Available at: www.merriam-webster.com/dictionary/gentrification; accessed October 20, 2015.

4. Dictionary.com, LLC. (n.d.). “Gentrification.” Dictionary.com Unabridged, Random House, Inc. Available at: <http://dictionary.reference.com/browse/gentrification?&co=100074&cs=t>; accessed May 13, 2015.

Michigan Economic Developers Association

The Michigan Economic Developers Association (MEDA) was founded in 1960 to help advance economic development throughout the state. The MEDA aims to help its members be effective in the economic development profession and advocates on behalf of its members on issues pertaining to that Michigan's economic development. The MEDA has an Advocacy Committee that works to be a resource to the state legislature for laws that pertain to economic development. It also holds an annual Capitol Day to discuss new initiatives and laws with local legislators, and provides legislative updates to members in a weekly E-Update. Educational and professional services that MEDA offers include courses regarding the basics of economic development, public relations assistance, and committee and taskforce participation with MEDA.

It also offers networking opportunities, such as State Agency networking, legislative forums, annual membership meetings, and other regional programs and webinars to economic developers across Michigan to help members receive current information and share insight with peers throughout the state. The MEDA administers the Certified Business Park program (CBP) on behalf of the state. The CBP program recognizes business parks throughout Michigan and provides exceptional examples with enhanced marketing opportunities, and the ability to use taxes for infrastructure improvements. The MEDA is a member of the Michigan Sense of Place Council.

For more information, visit: www.medaweb.org/.

destiny of the neighborhood. So, the basic question becomes how a neighborhood in a distressed city can achieve—and then maintain—real income diversity. It needs higher income residents to bring disposable income and attract commerce and investment, while still preserving affordable housing for existing low-income residents.

The potential for gentrification could be viewed as a barrier to effective placemaking if fear of it prevented a community or neighborhood from engaging in these activities in the first place. Such a fear is misplaced if only directed to placemaking, as *gentrification is not unique just to placemaking—it could apply to any community redevelopment activity.*

For example, substantial investment or successful Strategic Placemaking in a commercial district or at a key node along a major corridor can result in the consequences associated with gentrification, including increased housing values and rents, and loss of neighborhood control by low-income residents. But, this is a potential consequence of any successful community revitalization activity.

In addition, the forces of gentrification typically create opportunities as well. New opportunities are created by expanding the range of housing choice in the urban core for higher income households for whom the area is now attractive, and by offering potential benefits for the neighborhood. These include increasing employment, and generating

resources and political demand to improve safety, infrastructure, transportation, commercial, and other amenities in the neighborhood.

However, gentrification creates problems for those who are displaced or face higher rents. This displacement can lead to political opposition to more new development or evictions of renters who do not want to leave, resulting in uncertainty, and the reduction of housing options for low-income residents who feel a loss of control over their own future and possibly of the culture of the neighborhood. The authors of this guidebook believe gentrification is both an opportunity and a responsibility to address potential displacement issues, and believe it need not be politically charged if a community recognizes geographic areas where gentrification is in early stages, or likely to become an issue, and puts measures in place to prevent or mitigate its negative impacts.

...Gentrification is both an opportunity and a responsibility to address potential displacement issues...

The gentrification issue is complicated by the fact that its costs and benefits are not necessarily fairly borne in the transition of a place from a deteriorated condition to a revitalized one. Benefits to some parties are evident: Developers realize profits on revitalized properties, or homeowners who have lived in the area

a long time are able to sell their houses for many times what they originally paid. New renters or owners in dwelling unit types that were either non-existent or in short supply prior to redevelopment will benefit from new housing choices that are—for them—affordable. All residents benefit from such likely consequences as expanded employment opportunity and improved neighborhood amenities—such as new retail businesses, park improvements, and transportation options—but only for residents who can afford to stay.

In contrast, while a long-time low-income renter in a gentrifying block may be enjoying less crime, she may also be facing unaffordable rent increases; she may be forced out of her neighborhood just as her quality of life is improving. This consequence can be devastating to someone whose entire life has revolved around neighborhood relationships. Family, friends, an employer, school, church, doctor, and drugstore may all center in the same geographic area. Being dislodged may be more than unsettling, resulting in such outcomes as depression or homelessness. The ability of a household to navigate these issues may depend on the degree to which it feels it has control over the future. Often, control can be viewed in the form of acceptable choices available to people as change occurs.

In a neighborhood experiencing gentrification, incomes and educational-attainment levels typically increase and household size typically decreases. This is the result of poorer long-time residents being displaced by comparatively wealthier and better-educated new residents who often live in 1- to 2-person households. Over time, land uses in the area may change from industrial, warehouse, office, commercial, or even single-family, to multifamily densities, mixed uses, new retail and entertainment facilities (e.g., taverns, restaurants, trendy retail shops, coffee shops, exercise facilities, etc.).

Physically the appearance of a gentrified area usually changes from neglected to new and well-maintained, or restored historic character. Along with this structural change may come other physical changes, as well as changes in consumer behavior depending on the mix of uses and demographic characteristics of the new population.⁵

Many of these changes are very positive according to recent research. For example, Professor Lance

5. Grant, B. (2003). "What is Gentrification?" *Public Broadcasting Service*, June 17, 2003. Available at: www.pbs.org/pov/flagwars/special/gentrification.php; accessed May 12, 2015.

Freeman, director of the Urban Planning Program at Columbia University, has published several articles on the impacts of gentrification in particular neighborhoods like Harlem in New York City, and more generally around the nation. What he has found is that the low-income population in gentrifying neighborhoods is no more likely to move out of their homes than those in neighborhoods that were not gentrifying. Instead, he has found that "demographic change in gentrifying neighborhoods appeared to be a consequence of lower rates of intra-neighborhood mobility and the relative affluence of in-movers."⁶ In a January 2014 interview, Freeman indicated that "higher costs can push out renters, especially those who are elderly, disabled, or without rent-stabilized apartments. But, he also found that a lot of renters actually stay—especially if new parks, safer streets,

6. Lance Freeman. (2005). "Displacement or Succession? Residential Mobility in Gentrifying Neighborhoods." *Urban Affairs Review* 40 (4): 463–491. See also:

Velsey, K. (2015). "Gentrification May Be Complicated, But It's Not a Myth and Neither is Displacement." *New York Observer*, January 20, 2015. Available at: <http://observer.com/2015/01/gentrification-may-be-complicated-but-its-not-a-myth-and-neither-is-displacement/>; accessed May 10, 2015.

A series of February 2015 articles in *Governing Magazine* on gentrification, including:

- Maciag, M. (2015). "Gentrification in America Report." *Governing Magazine*, February 2015. Available at: www.governing.com/gov-data/census/gentrification-in-cities-governing-report.html; accessed May 11, 2015.
- Bayer, S. (2015). "The Neighborhood has Gentrified, But Where's the Grocery Store?" *Governing Magazine*, February 2015. Available at: www.governing.com/topics/mgmt/gov-retail-gentrification-series.html; accessed May 11, 2015.
- Daigneau, E. (2015). "Just Green Enough." *Governing Magazine*, February 2015. Available at: www.governing.com/topics/transportation-infrastructure/gov-green-gentrification-series.html; accessed May 11, 2015.
- Ehrenhalt, A. (2015). "What, Exactly, is Gentrification?" *Governing Magazine*, February 2015. Available at: www.governing.com/topics/urban/gov-gentrification-definition-series.html; accessed May 11, 2015.
- Wogan, J. (2015). "Why D.C.'s Affordable Housing Protections Are Losing a War with Economics." *Governing Magazine*, February 2015. Available at: www.governing.com/topics/urban/gov-washington-affordable-housing-protections-gentrification-series.html; accessed February 13, 2015.
- Vock, D. (2015). "Suburbs Struggle to Aid the Sprawling Poor." *Governing Magazine*, February 2015. Available at: www.governing.com/topics/health-human-services/gov-suburban-poverty-gentrification-series.html; accessed February 13, 2015.
- *Governing Magazine*. (2015). "Austin Gentrification Maps and Data." Available at: www.governing.com/gov-data/austin-gentrification-maps-demographic-data.html; accessed February 13, 2015.

And then a reply by Joe Cortright: Cortright, J. (2015). "How Governing Got it Wrong: The Problem with Confusing Gentrification and Displacement." *City Observatory*, June 2, 2015. Portland, OR. Available at: <http://cityobservatory.org/how-governing-got-it-wrong-the-problem-with-confusing-gentrification-and-displacement/>; accessed February 13, 2015.

and better schools are paired with a job opportunity right down the block.”⁷

In a research paper entitled “The Long-Term Employment Impacts of Gentrification in the 1990s” prepared for the U.S. Federal Reserve Bank in Cleveland, Daniel Hartley and T. William Lester found, contrary to most presumptions, that original residents in gentrifying neighborhoods seem to have improving financial health, compared to original residents in non-gentrifying neighborhoods.⁸

This research does not change the fact that as a neighborhood gentrifies, its demographic composition and cultural characteristics change. Residents could become younger, or shift racial or ethnic composition, for example. And that may not sit well with the long-time residents who remain in the neighborhood, although it certainly is supported by some. See, for example, many of those quoted in a five-part series by *Marketplace* on gentrification in the Highland Park neighborhood in Los Angeles, CA.⁹

Obviously, the scale of gentrification matters. The Highland Park neighborhood of Los Angeles is four square miles and is home to 62,000 people. In contrast, most of the target areas for Strategic Placemaking in Michigan’s legacy cities are, at most, a few blocks in size, and those blocks presently have a significant number of vacant lots and buildings—in other words, there are few existing residents or businesses to be impacted. Many of the people negatively impacted by blight in these areas left long ago. They may have welcomed gentrification of their neighborhood if it helped to save their business, home, or block. Other much larger places that have already gentrified, like Midtown in Detroit, have seen displacement of the low-income population and

7. Sullivan, L. (2014). “Gentrification May Actually be Boon to Long-Time Residents.” *National Public Radio*, January 22, 2014. Washington, DC. Available at: www.npr.org/2014/01/22/264528139/long-a-dirty-word-gentrification-may-be-losing-its-stigma; accessed January 7, 2015.

8. Hartley, D., and T.W. Lester. (2013). “The Long-Term Employment Impacts of Gentrification in the 1990s.” Federal Reserve Bank of Cleveland, OH. Available at: http://papers.ssrn.com/sol3/papers.cfm?abstract_id=2354015; accessed May 12, 2015. [That research is now available in *Regional Science and Urban Economics* published by Elsevier 45 (c): 80–89.]

9. Clark, K., N. King, L. Foster-Thomas, and C. Esch. (2014). “York & Fig: At the Intersection of Change.” Wealth & Poverty Desk, *Marketplace*, Los Angeles, CA. Available at: <http://yorkandfig.com/>.

For updates on this series, visit:

Clark, K. (2015). “York & Fig.” Wealth & Poverty Desk, *Marketplace*, Los Angeles, CA. Available at: www.marketplace.org/topics/wealth-poverty/york-fig; accessed October 21, 2015.

people of color, with many new residents being white and in their 20s or 30s.

Opportunity Presented by Gentrification

So, where does that leave us? The new development or redevelopment of a specific geographic area that may result in gentrification is usually welcomed by city officials and property owners in the area, because it eliminates blight, increases property values, and hence, property tax revenues, which support improvements to municipal infrastructure and services. Gentrification usually expands housing, shopping, and entertainment choices for new residents. It also provides new jobs, as well as new customers for new and old businesses. It usually results in a significant improvement to the physical buildings in the area. These significant benefits account for the willingness of local governments to gladly trade the consequences of gentrification for the benefits of redevelopment in distressed areas.

Responsibility Imposed by Gentrification

If, however, the process of redevelopment is likely to result(s) in gentrification, government has a responsibility to mitigate negative impacts. The number of people impacted, and the nature and degree of impact, could be large or small. In legacy cities that have experienced huge out-migration in some neighborhoods, there may be few people impacted. They may include renters, relatively recent residents, migrants, and homeless people. Existing rental assistance and homeless programs may or may not be satisfactory to address these populations. If not, the community has an obligation to do more.

Community Development Measures to Mitigate Negative Impacts of Gentrification

Effective approaches to mitigate gentrification are proactive and involve the following steps: 1) targeting areas for redevelopment, and then carefully inventorying buildings, residents, owners, property values, rents, and existing amenities (as well as inventory the factors likely to be improved through redevelopment, such as vacancy rates, crime, income levels, educational attainment, etc.); 2) requiring new multifamily residential developments in the area to be mixed-income (and where appropriate mixed use); 3) ensuring that existing renters and businesses in the gentrifying area are first to know about new affordable rental opportunities in the area; 4) ensuring that residents and businesses in gentrifying neighborhoods are aware of all public assistance opportunities

Habitat for Humanity of Michigan

“Habitat for Humanity of Michigan (HFHM) is a statewide nonprofit organization whose main purpose is to increase the capacity of Michigan Habitat for Humanity affiliates to build simple decent homes in partnership with people in need. The HFHM supports the 68 Habitat affiliates across the state, with leadership development programs, educational training, networking opportunities, and administration of grants from government, corporate, and private sector entities.

Habitat for Humanity Michigan also seeks to create statewide awareness and advocacy addressing the need for decent affordable housing in the state.” Habitat for Humanity represents this view at the Michigan Sense of Place Council where it is a member. The HFHM also advocates for concentrations of new affordable housing in targeted neighborhoods so that greater synergy occurs as opposed to a scattered approach.

For more information, visit: www.habitatmichigan.org/.

for business and family relocation within the neighborhood, or at their preference, to other parts of the community that may be more affordable for them and possibly giving them a higher priority for utilization of these services (such as publicly subsidized housing, equity swapping, or special municipal programs like homesteading on vacant lots in neighborhoods the municipality is attempting to rehabilitate); 5) measuring change and monitoring the results in order to determine if other municipal, private, or nonprofit actions (like more money for relocation, or more staff for quicker assistance, etc.) are necessary; and 6) if they are, to take those actions.

An even more proactive approach is to avoid gentrification in the first place. This could include:

- Preserving existing affordable housing in the area (see the sidebar on page 13–21).
- Changing policy to require new mixed-use projects and multi-residential housing projects to include mixed-income units;
- Creating a tax or other incentives to retain long-time residents (such as tax freezes, rebates, or reductions for seniors) and long-time businesses (such as deferred taxes) that could be collected as more new residents/customers come to the area;
- Equity swapping where residents can trade a home in one area for one in another;
- Protecting senior homeowners with home repair assistance programs, or other valuable senior assistance (including protecting them from illegitimate reverse mortgages); and

- Stepping up retraining programs for unemployed residents in existing neighborhoods to help them qualify for new jobs in the redeveloped area.

The community could also:

- Carefully target new development and redevelopment programs, so they do not occur in neighborhoods for which there are few mitigation options;
- Limit the scale of new development, so it does not dwarf or accelerate displacement in nearby areas;
- Increase community stabilization programs in neighborhoods that are near gentrifying areas, so they have a chance to enjoy the benefits of gentrification nearby without negative impacts; and
- Aggressively build mixed-income housing in and near gentrifying areas where there is a demonstrated need for such housing.

This is just a beginning list of options. Additional strategies can be found in a variety of affordable housing literature.¹⁰

10. Ballard, R. (2004). “Walls and Bridges Building Urban Community in the New Economy.” *Chicago Theological Seminary Register* (94):

1. Additional practical strategies are found in this article by Rick Ballard, a retired deputy director from the Michigan State Housing Development Authority, who also provided valuable editorial review to this section on gentrification:

1. Help residents understand that gentrification pressures are likely a result of successful revitalization. Through neighborhood associations, community groups, churches, etc.
 - a. Create opportunities for dialogue among developers, city officials, businesses, and neighborhood residents.

Placemaking needs to create opportunities that benefit everyone in some way, without harming others. *It is critical to involve existing residents in neighborhoods near areas where Strategic Placemaking projects are being considered in the planning processes that will lead to decisions that could avoid many negative impacts if carefully made.*

critical to involve existing residents in neighborhoods near areas where Strategic Placemaking projects are being considered in the planning processes that will lead to decisions that could avoid many negative impacts if carefully made. Charrettes are a good way to do so (see Chapter 6).

An appropriate mix of these approaches will help ensure improved choices for those facing gentrification, and increase the odds that the gentrified neighborhood will be a blend of old and new residents. The objective could be to create a new mix that adds to the diversity and cultural richness of the city, instead of further separating the haves from the have-nots, and concentrating people by race into ever more racially segregated neighborhoods. An approach that seeks to broaden choices, while increasing diversity and cultural richness, has the chance of letting market forces drive change, while improving opportunities for everyone

10. (cont.)

- b. Promote broader understanding of the plight of low-wage workers among residents, old and new.
2. Identify housing development strategies to increase the affordable housing supply.
 - a. Work with local government to identify development sites and incentives to include affordable units (such as HOME funds or project-based vouchers in new developments); use these incentives to attract developers.
 - b. Advocate for fair-share housing/inclusionary zoning policies and provide the incentives required (if any, based on local market conditions).
 - c. Find out about alternative forms of ownership to ensure long-term affordability (such as community land trusts or limited-equity co-ops).
3. Focus efforts on families with housing needs that are most at-risk.
 - a. Promote funding for neighborhood groups for programs to improve the quality of life.
 - b. Assess quality of human services and identify ways to address gaps.
4. Promote economic opportunities for low-income families.
 - a. Advocate for increased minimum wage, indexed to the cost of living.
 - b. Expose young people from disadvantaged neighborhoods and families to enrichment programs in the arts, science, and technology.

affected. It does, however, require a municipality to be alert and play an involved role, and not merely stand by and watch, and hope for the best.

In a sidebar on pages 13–22 and 13–23 is a two-part blog by Lou Glazer, executive director of Michigan Future, Inc., who discusses a number of common questions that arise with Strategic Placemaking projects that target Millennials. It includes additional insights on gentrification.

Avoiding Failed Projects

One of the most serious unintended consequences of redevelopment is a failed project. There are many potential reasons for failure, such as changes in the market after the project got underway, inability to control costs, investing in high-risk projects, undertaking commercial development where residents have inadequate disposable income, and undercapitalized development. Failure could also occur, because of actions on the public side, such as by elected officials or key policy administrators who have their own agenda and pursue projects that are not consistent with local plans, or that have not been subject to careful scrutiny before pursuing them, to name a few. However, two reasons are especially pertinent to topics covered in this guidebook.

First, the community or developer picked a location and built a project that was not backed by a detailed market analysis that looked at building type and the demographic target market by geographic location. Such detailed analyses are called Target Market Analyses (TMA) (see the sidebar in Chapter 2 (page 2–22)). For example, just because a new transit stop is created at a major intersection does not mean it is a location that will do well for transit-oriented development. Targeting decisions need to be made based on market realities, not hopes and dreams. The building types demanded by Millennials are not those demanded by their Baby Boomer parents when they were in their 20s and 30s. *Building the wrong product (one with the wrong structure form) in the right location is still going to be a market failure and may well scare off other developers.*

Building the wrong product (one with the wrong structure form) in the right location is still going to be a market failure and may well scare off other developers.

Center for Housing Policy: Public Transit Research

“Policy Implications” from the Center for Housing Policy (CHP)’s *Insights from Housing Policy Research Series* on public transit research:

1. Affordable housing preservation: Before transit is extended into areas with an already existing housing stock, the most cost-effective strategy for building affordability is to use public funds to acquire and rehabilitate both already-subsidized and unsubsidized rental and owner-occupied housing to ensure that it remains affordable to low- and middle-income households.
2. Tax-increment financing: Where this strategy is employed, a portion of the tax increment should be set aside to build and preserve affordable housing for households who could not otherwise afford to live nearby.
3. Benefits to being proactive: A proactive locality that implements a land acquisition strategy before land values increase will have a much greater dollar-for-dollar impact than one that reacts after prices have begun to climb.
4. Long-term affordability: Strategies, such as shared-equity homeownership and long-term affordability covenants for rental developments, can help preserve the value of public investments in affordable housing over time.
5. Inclusionary zoning: Through a zoning ordinance, a community can ensure that a share of newly built for-sale and rental units is affordable to those with low or moderate incomes.
6. Conditional transportation funding: The Federal Transit Administration may start to consider a locality’s commitment to affordable housing before awarding funds to build or expand fixed-rail systems.

Source: Wardrip, K. (2011). “Public Transit’s Impact on Housing Costs: A Review of the Literature.” *Insights from Housing Policy Research Series*, Center for Housing Policy, Washington, DC. Available at: www.reconnectingamerica.org/assets/Uploads/TransitImpactonHsgCostsfinal-Aug102011.pdf; accessed October 20, 2015.

Piloting small Missing Middle Housing projects to fill in mid-block building gaps along key transit lines are a good way to test a market.

Second, the target market may not be able to afford market-rate rents. Piloting small Missing Middle Housing projects to fill in mid-block building gaps along key transit lines are a good way to test a market. This is especially true if the target is recent college grads with desired skill sets, but no savings (and often a lot of college debt). If the target market is young Millennials, the project may need to be subsidized to get the rental rates down, so young grads can afford to rent there. That will mean either subsidizing the developer, or the renter, or both. Such decisions must be carefully made, often in partnership with state and federal agencies, or nonprofit lenders, and in consideration of long-term costs and benefits. There will be the potential (if not the likelihood) of

having to continue to subsidize the development for several years down the road. The community must be sure it is willing and able to support such subsidies. Communities should create criteria to guide these decisions, and then carefully apply them, and not let political processes get in the way of fiscally sound, market-driven decisions. Criteria to prevent rash decisions and ensure performance of adequate due diligence are other important decision-making criteria. Otherwise, the community may lose more than a single development; it may lose that developer and lender, and the whole Strategic Placemaking project in that area. Strategic Placemaking projects take careful and thoughtful analysis that considers not only the present and future circumstances.

At the end of Chapter 7, two key tools were presented to help prevent failed projects. The first is the sample project taskline that generally lays out the sequence of steps that needs to be followed to create a successful project. The second is the model

Trickle Down and the Millennials by Lou Glazer^{i, ii}

“Thomas Sugrue is the author of the must-read **The Origins of the Urban Crisis**,ⁱⁱⁱ a history of the deindustrialization of Detroit. He was a keynote speaker at the last [2014] Detroit Regional Chamber’s Detroit Policy Conference.

Prior to the speech, he did an interview with John Gallagher of the *Detroit Free Press* entitled: ‘Sugrue: Trickle-Down Urbanism Won’t Work in Detroit.’^{iv} At about the same time, *The Atlantic CityLab* published an article entitled ‘What Millennials Want—And Why Cities are Right to Pay Them so Much Attention.’^v Both are worth checking out.

What I want to deal with in this post is why Michigan Future is an advocate for the approach laid out in the *The Atlantic* article, not the one taken by Sugrue. We frequently encounter that our emphasis on talent—those with four-year degrees or more—is elitist.

First, let’s deal with the trickle down charge. Trickle down normally is used to disparage policies designed for the 1% and corporate America. A critique we agree with. The evidence is pretty strong that simply making things better for the 1% and corporate America does little to create either jobs or income for American households.

Young professionals are hardly the 1%. They, by and large, like most Americans, are struggling to find good paying jobs and good places to live. Nor do they, by and large, have a political agenda that is asking for special treatment. If they have an agenda at all it is communities with the basic services and amenities they value and maybe some help with student loans. Which they are struggling with, because public policy has dramatically reduced public support for higher education, which was available to their parents.

Sugrue said in the *Detroit Free Press* interview: ‘But, the future of a city, if it’s going to be successful, the future of Detroit is going to be improving the everyday quality of life for residents who are living a long way from downtown, and a long way from Midtown, who probably aren’t ever going to spend much time listening to techno or sipping lattes.’^{vi}

i. Glazer, L. (2014). “Trickle Down and the Millennials.” Michigan Future, Inc., August 25, 2014. Detroit, MI. Available at: www.michiganfuture.org/08/2014/trickle-millennials/; accessed March 6, 2015.

ii. Glazer, L. (2014). “Trickle Down and the Millennials Continued.” Michigan Future, Inc., September 4, 2014. Detroit, MI. Available at: www.michiganfuture.org/08/2014/trickle-millennials/; accessed March 6, 2015.

iii. Sugrue, T.J. (2005). **The Origins of the Urban Crisis: Race and Inequality in Postwar Detroit**. Princeton, NJ: Princeton University Press.

iv. Gallagher, J. (2014). “Sugrue: Trickle-Down Urbanism Won’t Work in Detroit.” *Detroit Free Press*, February 23, 2014. Available at: www.freep.com/article/20140223/OPINION05/302230041/Thomas-Sugrue-Gallagher-Detroit-bankruptcy-future-city; accessed May 11, 2015.

v. Flint, A. (2014). “What Millennials Want—And Why Cities are Right to Pay Them So Much Attention.” *The Atlantic CityLab*, May 5, 2014. Available at: www.citylab.com/housing/2014/05/what-millennials-wantand-why-cities-are-right-pay-them-so-much-attention/9032/; accessed May 11, 2015.

vi. See Footnote iii.

Characterizing young professionals as people who listen to techno and sip lattes is both insulting and inaccurate. But, the more important point is that his vision of a successful city—a city anchored by working-class families raising children—is long gone. (Interestingly many of the young professionals in Detroit, who Sugrue disparages, are big advocates for policies and/or have jobs focused on improving the quality of life of the poor and working-class households in the City.)

The reality is, not largely because of city policy, but rather consumer demand, the working-class households Sugrue wants cities to focus on when they—from all races—get decent paying jobs, in large proportions, leave the city for the suburbs. Not just in Detroit, but across the country. One can make a far better case, when it comes to placemaking policy, for decades, Michigan and the country have had a policy of providing working-class families with the neighborhoods and quality of life they want. In low-density, car-dependent suburbs. That policy orientation is still predominant in Michigan and metro Detroit.

The reality also is, as Gallagher pointed out in the interview with Sugrue, that ‘we’ve (Detroit) been trying to work on those poorer neighborhoods for at least 50 years now through a variety of programs.’^{vii} That has been the priority agenda for the City for decades.

The chief reason Detroit and other big cities should focus on young professionals—and, to some degree, college-educated empty nesters—is they want to live in cities, not the suburbs (Alan Ehrenhalt details changing demand for city living in his terrific book **The Great Inversion and the Future of the American City**.^{viii}). One can make a strong case that Detroit policy, for decades, has stood in the way of young professionals moving to the City. By not providing quality basic services to any resident, and not providing the mixed-use, high-density, walkable, transit-rich neighborhoods they are looking for.

The Atlantic CityLab article is about that changing consumer demand. Citing recent polls by the Rockefeller Foundation with Transportation for America and the American Planning Association, *The Atlantic CityLab* writes: “Two public opinion polls came out in the last month suggesting the kinds of places Millennials like. Spoiler alert: It’s Boston, New York, San Francisco, and Chicago, as well as communities, such as—I’m inclined to say once again, of course—Boulder [CO] and Austin [TX]. The key characteristics seem to be walkability, good schools and parks, and the availability of multiple transportation options.”^{ix}

vii. See Footnote iv.

viii. Ehrenhalt, A. (2012). **The Great Inversion and the Future of the American City**. New York, NY: Alfred A. Knopf. Available at: <http://knopfdoubleday.com/book/45461/the-great-inversion-and-the-future-of-the-american-city/>; accessed October 30, 2015.

ix. See Footnote v.

What is elitist or trickle down about cities responding to changing consumer demand? What is elitist or trickle down about creating cities and neighborhoods with ‘walkability, good schools and parks, and the availability of multiple transportation options?’ What is wrong with Detroit competing with Boston, New York, San Francisco, and Chicago for these residents? Creating a place attractive to those who want to live in central cities is the only way Detroit is going to repopulate. And repopulating is the key to Detroit being a viable city long-term.

At its core, Thomas Sugrue’s critique of making retaining and attracting young professionals a priority really should be aimed at regions and states, not cities. What Sugrue was arguing is that it is not an effective jobs and economic development strategy. City government has very little clout in either.

In his *Detroit Free Press* interview Sugrue said: ‘It’s a pretty commonplace assumption that if you gentrify neighborhoods, if you bring new investment to downtown, that its benefits will trickle down to the majority of the city’s population. There are benefits from new investment, including job creation, increased tax revenue, and safety in the city, but on the other hand, the kinds of jobs that are being created by a lot of the downtown redevelopment are jobs for folks who have significant education, skills, and means already. They’re not, by and large, creating stable secure jobs for folks down the ladder, for working-class folks, in particular. Gentrification brings all sorts of small businesses, coffee shops, trendy bars, restaurants, art galleries, and a vitality and energy to neighborhoods that have often been bereft of commerce for a long time. But, again, these aren’t places that are bringing back the jobs that are essential to the city’s future stability and possible growth.’^x

Sugrue, in addition to attracting immigrants, offered an alternative: ‘The most important interventions to deal with poverty and underemployment are creating jobs and improving public education. And those have to be at the core of any effort to turn Detroit around. . . Job training programs that are geared toward growing sectors of the economy that allow for a retooling of worker skills to adapt to the New Economy, those are good.’^{xi}

Let’s start with Sugrue’s assertion that concentrating young talent doesn’t bring jobs to others. The reason they are important to economic growth is both they are the most mobile and that knowledge workers—professionals and managers—are now, and will increasingly be, the core of the middle class. They will play the same role in the economy as high-wage factory workers did for most of the 20th century when they were the core of the middle class.

x. See Footnote iv.

xi. See Footnote iv.

Their purchasing power will create demand for housing, retail, hospitality, etc., which will increase jobs in all those sectors. Not just in the neighborhoods where they live and work, but throughout the region and even the state when they vacation and purchase second homes. For most of the 20th century, Michigan policy was focused on meeting the interests of those high-paid factory workers. Everyone understood they were the anchor of the State’s economy. No one argued that focusing on them was either trickle down or elitist.

Unlike high-paid factory workers of the past, young professionals also grow the economy by being creators of new businesses and, where they are concentrated, attracting businesses. Those new businesses, just as those created by the immigrants Sugrue celebrates, create new jobs for more than knowledge workers. In addition, unlike high-paid factory workers of the past who moved to where the jobs were, increasingly knowledge-based employers are moving to where the talent is. Talent being the most important asset to their enterprise and in the shortest supply.

Where talent concentrates you get more job creation. In a *New York Times* column entitled ‘Teach Your Neighbors Well,’ Edward L. Glaeser wrote that the unemployment rate for all was lower in metropolitan areas with the highest proportion of adults with a four-year degree or more.^{xii} So, the more college educated the region, the lower the unemployment rate is for those without a college degree.

As Don Grimes and I laid out in our *The New Path to Prosperity* report, all the job growth in America from 1990–2011 came in services. And the high-wage growth was concentrated in knowledge-based services. Over those two decades, manufacturing lost nearly six million jobs, while knowledge-based services added more than 16 million jobs, and other private services added 22 million jobs.^{xiii} It’s almost certain these trends will accelerate, not reverse.

These are the sectors that retaining and attracting college-educated Millennials will help grow. They are the growing sectors of the economy that Sugrue wants to train city residents for. Regions with vibrant central cities that are attractive places for mobile young talent will have more of those jobs than those who don’t. That is why retaining and attracting young talent should be an economic development priority for the city, region, and state.”

xii. Glaeser, E.L. (2010). “Teach Your Neighbors Well.” *The New York Times Economix Blog*, March 30, 2010. Available at: http://economix.blogs.nytimes.com/2010/03/30/teach-your-neighbors-well/?_php=true&_type=blogs&_r=1; accessed May 11, 2015.

xiii. Glaeser, L., and D. Grimes. (2013). *The New Path to Prosperity: Lessons for Michigan from Two Decades of Economic Change*. Michigan Future Inc., Detroit, MI. Available at: http://mfi.dev.cshp.co/cms/assets/uploads/2013/11/Prosperity_report_2013Final.pdf; accessed May 11, 2015.

Request for Qualifications (RFQ) that requires a developer to do the necessary community visioning, build stakeholder support, and follow-through with a project that not only meets the market, but also has the necessary enthusiasm of neighborhood and community stakeholders to be successful.

MEASURING IMPACTS OF PLACEMAKING ON COMMUNITIES

It is hard to claim success, or know if progress is being made, with a placemaking initiative that is not tied to a set of measures. A number of indices and data are already in place to gauge the relative health of and/or improvement in cities. While the number of new mixed-use, mixed-income dwelling units in an area at certain price points is important, other measures of activity and vibrancy are also important.

Few measures are yet targeted to gauging the direct impacts of placemaking projects, but a number have elements that are promising. Following are some measures that may be of interest; some have been mentioned before:

- Walk Score®: Price and location are the top two factors when looking at a home or business. A high Walk Score® reflects an area with a large number of nearby retail, restaurant, and entertainment choices. See the sub-section in Chapter 3 (page 3–44).
- The Irvine Minnesota Inventory: Collects data on physical environment features (built and natural) that are potentially linked to physical activity, for use in researching relationships between the built environment and physical activity. See the sidebar in Chapter 3 (page 3–46).
- LEED ND: Integrates the principles of smart growth, urbanism, and green building into the first national system for neighborhood design. See the sidebar in Chapter 5 (pages 5–22 and 5–23).
- Housing and Transportation (H+T®) Affordability Index: A comprehensive view of affordability that includes the cost of housing and transportation at the neighborhood level. Available at: <http://htaindex.cnt.org/>.
- The Creative City Index: Measures the imaginative pulse of cities. Available at: <http://charleslandry.com/themes/creative-cities-index/>; accessed January 7, 2015.
- City Vitals 3.0: An expansive set of statistical measures created by CEOs for Cities for the use of urban leaders to understand their city’s performance in talent, innovation, connections, and distinctiveness. Available for purchase at: <https://ceosforcities.org/portfolio/city-vitals-30/>; accessed June 23, 2015.
- AARP Raising Expectations State Scorecard: Measures state-level performance of long-term services and supports for older people, adults with disabilities, and their family caregivers. Available at: www.longtermscorecard.org/~media/Microsite/Files/2014/Reinhard_LTSS_Scorecard_web_619v2.pdf; accessed October 22, 2015.

The biggest problem with these or other local metrics is the lack of available data needed to demonstrate positive or negative progress in achieving a goal. The number of projects, the number of mixed-income new units by type, the number of new talented workers, total dollars invested, change in property values, or change in Walk Score®, are all variables that may be useful metrics, but may not show enough change, over time, to convince skeptical policy makers of positive impact, outcomes, or even progress. As a result, considerable work needs to be done in this arena in order to successfully develop meaningful measures that fairly show change, over time, and the benefits of investing in placemaking and related community, economic, and infrastructure development projects.

CONCLUDING OBSERVATIONS

The four types of placemaking covered in this guidebook offer a wide range of opportunities for community improvement that individually or collectively can benefit particular neighborhoods, the community as a whole, and even the whole region if carefully engaged in over a long period of time. This chapter explored some of the opportunities for sequential and parallel use of the four placemaking types. Strategic Placemaking offers the greatest

potential benefits for economic development, especially as it relates to talent attraction and retention, but also carries the greatest challenges and responsibilities.

Although Strategic Placemaking projects are usually engaged in for talent attraction and retention purposes, the improved quality places that are created benefit all residents and visitors of the area. These come in the form of new businesses that create jobs; often new parks, trails, and recreational opportunities; and more walkable neighborhoods that have ample and affordable transportation. They also result in a stronger tax base that permits additional community amenities and services. These benefits come with the responsibility to carefully knock down barriers that are encountered, and to prevent unintended consequences, such as gentrification or failed projects. Suggestions for effectively tackling a wide range of barriers and unintended consequences were also offered in this chapter.

This is the last chapter in the guidebook. If you have read it all, you should have a very clear idea of what the four types of placemaking can do for your neighborhood, your community, or your region. You should have an understanding of where to start, and how to begin. You should also understand the importance of good form, of public participation, and various tools like charrettes to get effective public input, and you should understand how local plans that are used in conjunction with form-based codes or similar regulations can dramatically improve your chances for success.

If you still are not quite ready to take the placemaking plunge, perhaps the Placemaking Assessment Tool created by the MSU Land Policy Institute will be of some assistance (see the sidebar in Chapter 1 (page 1–28)). This tool includes an extensive set of resources to help communities with placemaking. An updated list of resources is also located in Appendix 4.

There are nearly 100 professionals trained in teaching one or more of the six placemaking modules in the Placemaking Curriculum. Contacting the Michigan Municipal League (www.mml.org/) or MSU Extension (<http://msue.anr.msu.edu/>) to get a local placemaking training program scheduled in your community may be the next step needed to get more people motivated and knowledgeable enough to engage in effective placemaking in the places that are most important to you.

Remember, with placemaking you can start small and build each success on the last one, mixing and matching placemaking types that are best suited to the goals and objectives you are trying to achieve. You can start with Tactical Placemaking, move to Standard, Creative, and/or Strategic Placemaking, and end with a neighborhood or a community that is filled with quality places that are more vibrant, engaging, and satisfying than before. It will be filled with many places where people want to live, work, play, shop, learn, and visit, and include more amenities and choices than ever before. It is up to you to take the first step. . . good luck!

Key Messages in this Chapter

1. Various Quality-of-Life Initiatives (QOLI) that focus on a common set of public health, safety, or general welfare considerations, principles, and best practices are available to guide municipal planning, development, redevelopment, or improvement plans. Placemaking aligns with and complements most of them. What may be missing from these initiatives that are present in placemaking are elements of form, design, and activation of public spaces that create a great sense of place. A community should start where it is and add placemaking as an accessory effort where appropriate. At some point, placemaking is likely to play a larger role in redevelopment and renewal.
2. Seven questions, when answered, can narrow down which type of placemaking approach to use to meet a community's needs:
 - a. Will it be a project or activity?
 - b. Where is it on the transect?
 - c. Is it in a targeted center, node, or corridor?
 - d. What scale of significance (block, neighborhood, community, region) will it have?
 - e. In what realm (private, public, or both) will it occur?
 - f. What purpose is it designed to achieve?
 - g. What design focus (physical form, land use or function, or social opportunity) will it have?
3. The range of purposes for which placemaking would be used is potentially very large, but there are six major categories within which many, if not most, placemaking projects fall. In the first three of these categories, placemaking is likely to be *an associated effort*, unless the projects are primarily designed to achieve several significant placemaking objectives right from the beginning. All four types of placemaking could be used in these categories, but the types most likely to be used are in brackets.
 - a. Economic Development (Support with Strategic and Standard Placemaking).
 - b. Infrastructure Development (Support with Standard and/or Strategic Placemaking).
 - c. Community Development (Support with Standard and/or Tactical Placemaking).
 - d. Health and Recreation (Use Tactical, Standard, and/or Creative Placemaking).
 - e. Arts, Culture, and Entertainment (Use Tactical, Creative, and/or Standard Placemaking).
 - f. Public Spaces (Use Tactical, Standard, and/or Creative Placemaking).
4. The four types of placemaking are not mutually exclusive. A community can use them sequentially (e.g., Tactical, then Creative, then Strategic) or in parallel or tandem (e.g., use Tactical Placemaking to test alternative bike paths, while using Creative Placemaking to add interest to transit stations).

5. The traditional terms of “urban,” “suburban,” and “rural” are less useful for placemaking than understanding a location on the transect. Most placemaking focuses on activating spaces and densification of buildings, people, and activity in neighborhoods in T3–T6 zones. This covers the sub-urban to very urban continuum. What are not directly included are the farms, forests, and unique natural environments that are found in T1–T2 zones, which surround small towns and suburbs across a region or state, and provide valuable context and character to the developed places nearby. Transect zone 3, often characterized by low-density sub-urban areas at the edge of a metropolitan area that are auto-dominated, may be the target of a significant number and wide range of placemaking projects/activities that focus on key nodes along major transportation lines that lead into the denser portions of the metropolitan area. This requires careful introduction of mixed uses, better transit, sidewalks, bike paths, and a host of other amenities that are common in downtowns. In fact, it may lead some sub-urban communities to create a downtown where presently there is none.
6. Many common barriers to effective placemaking revolve around a lack of staff and fiscal resources. This may be addressed by: using a less-expensive placemaking approach (e.g., Tactical instead of Strategic); being fiscally creative (e.g., with many partners where there is significant leveraging of limited resources); or by manipulating the timing and sequencing of projects and activities.
7. Gentrification is sometimes viewed as a problem—such as for those that are displaced or face higher rents; other times it is viewed as an opportunity—such as for those whose standard of living is improved by moving into the area, and for the renewed physical and functional quality of the neighborhood itself.
8. Those who engage in placemaking, particularly as an economic development tool, need to accept responsibility for their actions, which may include addressing gentrification. That means they need to engage in practices that prevent the negative impacts of placemaking, where feasible, and mitigate them where it is not feasible to prevent them. Effective approaches to mitigate gentrification are proactive and involve the following steps: 1) targeting areas for redevelopment, and then carefully inventorying buildings, residents, owners, property values, rents, and existing amenities (as well as inventory the factors likely to be improved through redevelopment such as vacancy rates, crime, income levels, educational attainment, etc.); 2) requiring new multifamily residential developments in the area to be mixed-income (and where appropriate mixed use); 3) ensuring that existing renters and businesses in the gentrifying area are first to know about new affordable rental opportunities in the area; 4) ensuring that residents and businesses in gentrifying neighborhoods are aware of all public assistance opportunities for business and family relocation within the neighborhood, or at their preference, to other parts of the community that may be more affordable for them and possibly giving these people a higher priority for utilization of

Key Messages in this Chapter (cont.)

- these services (such as publicly subsidized housing, equity swapping, or special municipal programs like homesteading on vacant lots in neighborhoods the municipality is attempting to rehabilitate); 5) measuring change and monitoring the results in order to determine if other municipal, private, or nonprofit actions are necessary (like more money for relocation, or more staff for quicker assistance, etc.); and 6) if they are, to take those actions.
9. Avoiding gentrification all together can be achieved by policy changes that involve preservation of existing affordable housing in a gentrifying area; require new mixed-use projects and multiresidential housing projects to include mixed-income units; creation of tax or other incentives to retain long-time residents and deferred taxes for long-time businesses that could be reduced as more new residents/customers come to the area; equity swapping where residents can trade a home in one area for one in another; protect senior homeowners with home repair assistance programs, reverse mortgage, or other assistance; and stepping up retraining programs for unemployed, existing neighborhood residents to help them qualify for new jobs in the redeveloped area. Communities can also target new/(re)development programs, so they are not located in at-risk neighborhoods; limit the scale of new development, so it does not dwarf or accelerate displacement in nearby areas; increase community stabilization programs in neighborhoods that are near gentrifying areas; and aggressively build mixed-income housing in and near gentrifying areas where there is a demonstrated need for such housing.
 10. A serious unintended consequence of redevelopment is a failed project. To avoid two common types of failure: 1) pick a location and build a project that is backed by a detailed market analysis that examines building type and the demographic target market by geographic location (Target Market Analysis); and 2) ensure the target market can afford market-rate rents. If the market is strong in that area, but renters cannot afford market-rate rents, the project will need to be subsidized to get the rental rates down to the target market. This may mean subsidizing the developer, the renter, or both, and potentially for years to come. Such decisions must be carefully made, often in partnership with state and federal agencies, or nonprofit lenders, and in consideration of long-term costs and benefits to all who are affected.
 11. Gauging progress and success is important and is dependent upon a set of measures or indicators. A number of indices and data are available to measure the relative health of and/or improvement in cities. While the number of new mixed-use, mixed-income dwelling units in an area at certain price points is important, other measures of activity and vibrancy are too. While they are few in number right now, a number have elements that are promising (e.g., Walk Score[®], the Irvine Minnesota Inventory, LEED ND, the H+T[®] Affordability Index, the Creative City Index, City Vitals 3.0, and the AARP State Raising Expectations Scorecard).



Chapter 13 Case Example: Placemaking in Coldwater

The City of Coldwater provides an excellent example of how to use multiple types of sequenced placemaking and adaptive reuse of existing building stock to spur the creation of quality places. Initial Standard Placemaking efforts led to further placemaking and traditional economic development projects. Many communities have good existing building form that can be redeveloped and repurposed to support placemaking efforts. Repurposing existing building stock is often fiscally more prudent than new construction and likely to involve the reuse of an historic structure if it is located downtown, which was the case for Coldwater.

In 2013, the Michigan Association of Planning (MAP) and the Land Information Access Association (LIAA) worked with the City on a planning project that wove transportation, redevelopment, and placemaking together. Project and City staff met with stakeholders, held asset mapping events, and provided trainings throughout the community. Known as “Above PAR,” the project culminated with an NCI-based charrette from which a community-wide vision was developed that would become the foundation for the upcoming master plan update.ⁱ

The downtown became the focus of the project, specifically the area around the Tibbits Opera House, including the Kerr Building. “The Tibbits Opera House is one of the most visited attractions in Coldwater, hosting year-round productions and injecting \$1.5 million annually into the local economy. The original façade of the theater was restored in 2012, creating a more inviting atmosphere along Hanchett Street.”ⁱⁱ

The Kerr Building, an historic, 32,000-square-foot building that had long been vacant, sits at the corner of Chicago (Coldwater’s main street) and Hanchett Streets. The community believed that redeveloping this site into a mixed-use building would coax density and residents back to the downtown and create the vibrant spaces needed to attract and retain talent (Strategic Placemaking).

Decades of work preceded this current effort. In 1986, the DDA implemented downtown streetscape

i. MAP. (2013). *Above PAR: Planning for Placemaking, Access, and Redevelopment: Coldwater, Michigan – Final Project Report*. Michigan Association of Planning, Ann Arbor, MI. Available at: www.planningmi.org/downloads/final_report_coldwater.pdf; accessed January 9, 2015.

ii. See Footnote i.



The Kerr Building, nearly completed after redevelopment. Photo by Derek Booher, for the City of Coldwater.

improvements, including the installation of decorative bricks, lamp posts, and street trees. In the early 1990s, the DDA successfully launched an aggressive façade improvement program (Standard Placemaking).

Chicago Street, or U.S. Route 12, under the jurisdiction of the Michigan Department of Transportation (MDOT), has seen many maintenance projects in the past. But, in 2011, MDOT worked with the City to complete a road diet (four lanes down to three). The traffic calming effects had a positive influence on the downtown (Tactical and Standard Placemaking). Around this same time, and through a collaborative effort, murals were painted on the then boarded-up Kerr Building to enhance aesthetics (Creative Placemaking).

As a result of Above PAR and years of previous placemaking, the City secured \$5.7 million in public, private, local, state, and federal investments and grants to rehabilitate the building into 14 mixed-income apartments with three first-floor commercial spaces, which was completed in May 2015.ⁱⁱⁱ

To enhance the success of the Kerr and Tibbits projects, the City’s first project from a recently approved street and parking lot millage will be to narrow South Hanchett Street and reconfigure the Tibbits parking lot per the Above PAR concepts. This narrowing of the road will provide for additional sidewalk space for outdoor seating at a café for the Kerr Building and a courtyard opposite the Tibbits for outdoor events.

iii. Wingard, J. (2014). “They Said It Couldn’t Be Done...” Kerr Building 2014 Press Releases, Coldwater, MI.

APPENDICES

APPENDIX 1: DEFINITIONS

APPENDIX 2: ACRONYMS

APPENDIX 3: STATE AGENCY ASSISTANCE

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REVITALIZATION TOOLKIT

APPENDIX 6: REQUEST FOR
QUALIFICATIONS (RFQ) FOR DEVELOPERS

Appendix 1: Definitions



The Portage Lake Lift Bridge connecting Houghton and Hancock, MI. Adjacent cities present unique opportunities for joint placemaking. Photo by Kurt H. Schindler, AICP, MSU Extension.

LIST OF DEFINITIONS

Agglomeration Economies

This is a term used in urban economics to describe economies of scale and network effects that come when people and businesses locate near one another (agglomerate), such as in downtowns or industrial clusters. The idea is that as people and businesses cluster together, the costs of production, or service, or simply idea sharing, decline significantly. Over time, more suppliers and customers may also be attracted there. The synergistic effects of random encounters may lead to new ideas and opportunities that are less likely to occur in lower density settings or than could occur to one firm or person alone. Some economists argue that one of the main reasons that cities form, and then expand is to exploit economies of agglomeration.

Anchor Institution (Eds and Meds)

Anchor institutions are public and nonprofit institutions that, once established, tend not to move location. The largest and most numerous of such nonprofit anchors are universities and nonprofit hospitals (often called “Eds and Meds”), and governmental entities. Emerging trends related to globalization—such as the decline of manufacturing, the rise of the service sector, and a mounting government fiscal crisis—suggest the growing importance of anchor institutions to local economies. Indeed, in many places, these anchor institutions have surpassed traditional manufacturing corporations to become their region’s leading employers. In some cases, a collective of churches and other nonprofits could be considered an anchor institution, as could a private sector player with a deep and long-standing commitment to an area. If the economic power of anchor institutions were more effectively harnessed, they could contribute greatly to community wealth building, local economic stability, and job creation. For more information on the topic, visit the Democracy Collaborative’s project entitled Community-Wealth.org at: <http://community-wealth.org/strategies/panel/anchors/index.html>; accessed June 19, 2015.

Bus Rapid Transit (BRT)

The BRT is an innovative, high-capacity, lower cost public transit solution (compared to fixed-rail or streetcars) that can significantly improve urban mobility. This permanent, integrated system uses buses or specialized vehicles on roadways or dedicated lanes to quickly and efficiently transport passengers to their destinations, while offering the flexibility to meet transit demand. The BRT systems can easily be customized to meet community needs and incorporate state-of-the-art, low-cost technologies that result in more passengers and less congestion. For more information, visit the National BRT Institute at: www.nbrti.org.

Charrette

A multiple-day, collaborative planning event that harnesses the talents and energies of all affected parties to create and support a feasible plan that represents transformative community change. Often used to create master plans and placemaking projects. For more information, visit the National Charrette Institute at: www.charretteinstitute.org.

Chairbombing

A Tactical Placemaking technique that involves using salvageable materials to build public seating in public spaces to improve comfort, increase socializing, and create a sense of place.

Community Development Services

This phrase refers to a range of services that are provided in many municipalities by people in departments that often have “Community Development” in the title of the department. These services may include, but are not necessarily limited to, a variety of housing assistance programs for people in need of public or “affordable” housing; workforce training and services to connect un- and underemployed people to jobs; neighborhood conservation and rehabilitation; and targeted redevelopment projects. By no means are all of these services provided in every Community Development Department, and sometimes additional services are provided, such as local planning, zoning, and building code enforcement.

Creative Class Workers

The Creative Class is a posited socio-economic class identified by American economist and social scientist Richard Florida, a professor and head of the Martin Prosperity Institute at the Rotman School of Management at the University of Toronto. According to Florida, the Creative Class are a key driving force for economic development of post-industrial cities in the United States. For more information on the topic, visit: http://en.wikipedia.org/wiki/Creative_class; June 19, 2015.

Creative Placemaking



According to Ann Markusen and Anne Gadwa, in their book on **Creative Placemaking**, which was prepared for the National Endowment for the Arts (NEA) and the Mayor's Institute on City Design in 2010:

“In Creative Placemaking, partners from public, private, nonprofit, and community sectors strategically shape the physical and social character of a neighborhood, town, city, or region around arts and cultural activities. Creative Placemaking animates public and private spaces, rejuvenates structures and streetscapes, improves local business viability and public safety, and brings diverse people together to celebrate, inspire, and be inspired.”¹

“The creative city vision serves livability, diversity, and economic development goals. It addresses safety, aesthetic, expressive, and environmental concerns of people who live, work, and visit. Resident artists, often traversing the neighborhood at all hours, make the streets livelier and safer, as do patrons of cultural venues and well-designed streetscapes.”²

Projects include development that is built around and inclusive of arts, cultural, and creative thinking, such as museums and orchestra halls, public art displays, transit stations with art themes, live-work structures for creative people, etc. Activities include new arts, cultural, and entertainment activities that add vitality to quality places, such as movies in the park, chalk art projects, outdoor concerts, inclusion of children's ideas in planning projects by means of artwork, etc.

Downtown

A downtown is the densely settled commercial core of a community that serves as its social and economic center that has intensive commercial or mixed uses, with contiguous multiple blocks of zero lot line buildings, with adjacent medium-density areas that allow for district growth, and these downtowns have intensive public and private capital investment. Downtowns have the following characteristics:

- Multifunctional with places to shop, work, dine, live, worship, receive governmental services, be entertained, and enjoy a variety of cultural offerings;
- Contain at least one commercial street with the majority of spaces devoted to retail and characterized by a predominance of large storefront display windows;
- Concentration of buildings dating from a variety of periods under multiple ownership structures that forms a unique character that has evolved, over time, and reflects the community's character;
- Compact, walkable, pedestrian-oriented district with buildings located in a manner that creates continuous façades set close to or on the property line, with entry to buildings directly from sidewalks; and
- Acts as a key defining feature of the community's overall sense of place.

For more information, visit the Michigan Downtown Association at: www.michigandowntowns.com/about.php; accessed June 19, 2015.

1. Markusen, A., and A. Gadwa. (2010). *Creative Placemaking*. Prepared for the National Endowment for the Arts and The Mayors' Institute on City Design. Available at: <http://kresge.org/sites/default/files/NEA-Creative-placemaking.pdf>; accessed April 29, 2015.

2. See Footnote 1.

The following programmatic definition of a downtown is jointly used by the Michigan State Housing Development Authority and the Michigan Economic Development Corporation in programs like Michigan Main Street and Redevelopment Ready Communities®:

A “traditional downtown” or “traditional commercial center” is defined as a grouping of 20 or more contiguous commercial parcels containing buildings of historical or architectural significance. The area must have been zoned, planned, built, or used for commercial purposes for more than 50 years. The area must consist of, primarily, zero-lot-line development and have pedestrian-friendly infrastructure.

Economic Development Services

These are services typically provided in a municipal, county, or regional department that focuses on business and job retention and attraction. A wide variety of services may be involved, including talent attraction and retention, workforce development, entrepreneurship services, business attraction and retention, business diversification and global connections, capital attraction, marketing and promotion, and advancing innovation and technology. By no means are all of these services provided in every Economic Development Department, and sometimes additional services are provided, such as operating local industrial parks.

Floating Zone

A floating zone is listed in the zoning ordinance, but is not on the zoning map. It is added to the zoning map when applied for and approved. *Note: This technique is used in many FBCs throughout the United States, but is not likely legal to use in Michigan (One might accomplish a similar result through use of the planned unit development (PUD) technique in Michigan, but that is cumbersome and may not be a viable alternative.).*

Floor Area Ratio (FAR)

Gross floor area of all buildings on a lot divided by the total lot area. See Figure A-1.

Form-Based Codes (FBC)

A means of regulating development to achieve a specific urban form (not building style). These codes create a predictable public realm by controlling physical form primarily, with a lesser focus on land use, through municipal regulations. The FBCs are provided for in local master plans and included as part of local zoning ordinances or separate codes. For more information, visit the Form-Based Codes Institute at: www.formbasedcodes.org.

Good Form

Development that is consistent with centuries’ old principles for human-scale walkable development; based on neighborhood, block, building, and street design standards.

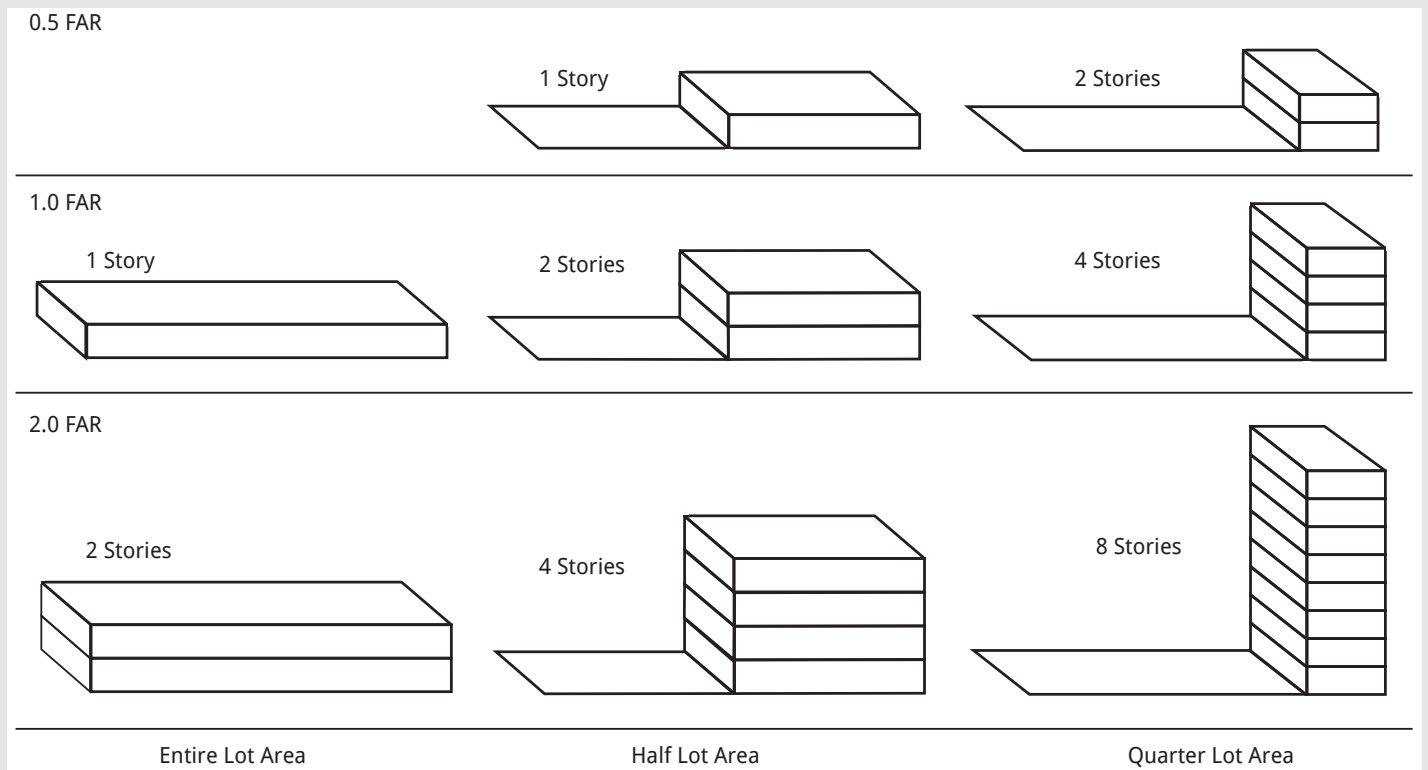
Green Infrastructure

The interconnected network of open spaces and natural areas, such as greenways, wetlands, woodlands, and parks. Also, includes the natural ability of rain gardens and wetlands to store stormwater runoff, and to cleanse it of silt and some impurities attached to soil (such as fertilizer) before the water is released into rivers, streams, or lakes, or percolates into the soil. Can also refer to other ways that natural features like trees, shrubs, and grasses are used to filter air or water to provide shade and a variety of other benefits, such as home for wildlife and a pleasant landscape, especially in an urban setting.

Hedonic Property Price Regression

This is an economic analysis method that primarily uses regression analysis (a statistical process for estimating the relationship between variables) to determine the value of each characteristic of something, often in market value terms. For example, the portion of value of a house that is associated with trees on the street in front of the house compared to no trees, or proximity to a grocery or drug store compared to remoteness, or of three bedrooms compared to two bedrooms can theoretically be calculated using hedonic regression. This technique can be very useful in helping to explain why people and businesses prefer certain locations.

Figure A-1: Floor Area Ratio



Source: City of Seattle. (n.d.). "Chapter 23.84A – Definitions. 23.84A.012A." In *Title 23 – Land Use Code*. Seattle, WA. Available at: www.municode.com/library/wa/seattle/codes/municipal_code?nodeId=TIT23LAUSCO_SUBTITLE_IVAD_DIV2GETE_CH23.84ADE_23.84A.012F; accessed October 30, 2015.

Illustrative Plan

It is one of the parts of a master plan that a FBC is based upon. Putting the illustrative plan in the master plan provides a basis for the “regulating plan,” which must be adopted as part of the zoning ordinance (or separate code). The illustrative plan identifies the specific FBC requirements necessary to implement a master plan.

Infrastructure Services

This phrase is meant to incorporate a wide range of public infrastructure services that, in many municipalities, are provided in multiple departments, while in others, from a single department like “public works.” Typical infrastructure planning, operation, and maintenance services include: roads; transit; trails, bike paths, and greenways; sewer and water; stormwater management; garbage collection/recycling; street lights; and parks and recreation services. In some communities, police and fire, and schools may be considered basic infrastructure, but are almost always managed separately. Some municipalities have electric power generation or telecommunications services like cable, or other utilities as well.

LEED ND (LEED for Neighborhood Development Standards)

The Congress for the New Urbanism (CNU) has partnered with the U.S. Green Building Council (USGBC) and the Natural Resource Defense Council to lay out a coordinated and powerful environmental strategy: Sustainability at the scale of neighborhoods and communities. The joint venture known as LEED for Neighborhood Development (or LEED-ND) is a system for rating and certifying green neighborhoods. The LEED-ND builds on USGBC’s Leadership in Energy and Environmental Design (LEED) systems, the world’s best-known third-party verification that a development meets high standards for environmental responsibility. The LEED-ND integrates the principles of new urbanism, green building, and smart growth into the first national standard for neighborhood design, expanding LEED’s scope beyond individual buildings to

a more holistic concern about the context of those buildings. For more information, visit CNU's LEED-ND project page at: www.cnu.org/our-projects/leed-neighborhood-development; accessed September 29, 2015.

Legacy Cities

Older industrial cities, primarily located in the New England, the Mid-Atlantic, and the Midwest states that have experienced sustained job and population loss over the past few decades. For more information, visit Columbia University's The American Assembly Legacy Cities Design Initiative at: <http://americanassembly.org/projects/legacy-cities-design-initiative>; accessed June 19, 2015.

Lighter, Quicker, Cheaper (LQC)

Refers to Tactical Placemaking projects (see definition on page A-13) or activities that are usually small-scale, comparatively cheap, and quick to plan and implement. They draw attention to an area and permit trying out various ideas at low cost to see how well they work, and whether something more permanent, or regular would be appropriate in that area. For more information, visit Project for Public Spaces at: www.pps.org.

Key Centers

Key centers are downtowns in communities of any size, or other major activity, job, and retail centers in major metropolitan areas that are a significant hub of economic and/or social activity. There could be multiple key centers in a very large city. A key center encompasses multiple blocks, but for placemaking, should not be so large that placemaking efforts become too dispersed and ineffective.

Key Corridors

Key corridors are major transportation routes (especially for transit) that connect key centers with important nodes and outlying areas that contain populations that can support economic activity in the key centers and along key corridors.

Key Nodes

Key nodes are small areas around major transportation connections, such as where two major streets and/or transit lines connect. Key nodes are located along key corridors, and are smaller versions of key centers.

Knowledge Workers

Knowledge workers are workers whose main capital is knowledge. Typical examples may include software engineers, architects, engineers, scientists, public accountants, and lawyers, because they “think for a living.” What differentiates knowledge work from other forms of work is its primary task of “non-routine” problem-solving that requires a combination of convergent, divergent, and creative thinking. Also, despite the amount of research and literature on knowledge work, there is yet to be a succinct definition of the term. For more information on the topic, visit: http://en.wikipedia.org/wiki/Knowledge_worker; June 19, 2015.

Master Plan

A comprehensive, long-range plan (at least 20 years) intended to guide change in a city, village, township, county, or region. It includes the goals, objectives, and policies of the community related to physical growth and development issues, shrinkage, redevelopment, or renewal, and usually includes elements on land use, transportation/circulation, community facilities, the local population, economy, housing, parks and recreation, open space, environmental protection, and natural resources management. There are many commonly accepted terms for a master plan, including comprehensive plan, basic plan, general plan, community plan, and combinations of these, such as comprehensive community plan, general development plan, etc. Adapted from the **Community Planning Handbook: Tools and Techniques for Guiding Community Change**, Michigan Society of Planning Officials, 1992.

Michigan Planning Enabling Act (MPEA)

This is the statute that authorizes preparation of master plans in local units of government in the State of Michigan. Planning commissions are created and charged with the responsibility to prepare and implement a master plan. The Michigan Legislature adopted P.A. 33 of 2008 (M.C.L. 125.3801 *et seq.*), which took effect September 1, 2008. The MPEA replaced three prior planning enabling acts in Michigan, which separately authorized planning in cities and villages, townships, and counties. For more information, visit: [www.legislature.mi.gov/\(S\(eqbmketvaicqrsmwicvxukfg\)\)/mileg.aspx?page=getobject&objectname=mcl-Act-33-of-2008](http://www.legislature.mi.gov/(S(eqbmketvaicqrsmwicvxukfg))/mileg.aspx?page=getobject&objectname=mcl-Act-33-of-2008); accessed June 18, 2015.

Michigan Zoning Enabling Act (MZEA)

This is the statute that authorizes zoning in local units of government in the State of Michigan. The planning commission is charged with creating, maintaining, and assisting with the implementation of a zoning ordinance and a capital improvements program in order to implement the master plan. The Michigan Legislature adopted P.A. 110 of 2006 (M.C.L. 125.3101 *et seq.*), which took effect July 1, 2006. It replaced three prior zoning enabling acts and had a set of corrective amendments incorporated in 2008. For more information, visit: [www.legislature.mi.gov/\(S\(r55r4q00vqpsrih3drgiycmn\)\)/mileg.aspx?page=GetObject&objectname=mcl-Act-110-of-2006](http://www.legislature.mi.gov/(S(r55r4q00vqpsrih3drgiycmn))/mileg.aspx?page=GetObject&objectname=mcl-Act-110-of-2006); accessed June 18, 2015.

Missing Middle Housing

Metro areas need a wide variety of housing types to meet the needs of people and families in various stages of life and from different backgrounds and ethnic origins. That includes opportunities for a wide range of living arrangements, and the changing needs of people as they age. If the community wants to focus on talent attraction and retention as part of Strategic Placemaking (see definition on page A-11), there is a particular set of housing types that are often missing in suburban, traditional neighborhood, and downtown areas. Known as the Missing Middle Housing, they are often characterized by a walkable context, medium density (but lower perceived densities), small footprint and blended densities, and smaller, well-designed units. They are often attractive to mixed-income people, as well as people in different stages of life. In the absence of these dwelling types, it may be difficult to attract and retain talented workers who often want this type of housing in and near downtowns, and at key nodes, along key corridors. The absence of this type of housing may result in talented workers choosing to live in a different metropolitan area. See Figure A-2, and for more information on the topic, visit: <http://missingmiddlehousing.com/>.

Figure A-2: Missing Middle Dwelling Types (also Figure 2-13)



Source: Parolek D. (2015). "Missing Middle Housing." Missing Middle website, Opticos Design, Inc., Berkeley, CA. Available at: <http://missingmiddlehousing.com/>.

Mixed Income

Refers to housing projects that are intentionally designed or subsidized to ensure that a minimum portion of owners or renters in a development have an income below targeted thresholds in a particular community.

Mixed Use and Mixed-Use

Areas, neighborhoods, places, districts, and zones designated as mixed use allow for integration of compatible land uses (retail, residential, office, transit-oriented) and encourage lively activity in public and private spaces. A diverse mix of uses that meet daily needs creates a place that attracts people and creates economic activity. As an adjective, "mixed-use" also describes buildings, development, projects, or structures that house more than one type of use. For example, a four-story, mixed-use building in a downtown may have retail on the ground floor with office and/or residential uses in the floors above.

New Economy

Refers to a global, entrepreneurial, and knowledge-based economy where business success comes increasingly from the ability to incorporate knowledge, technology, creativity, and innovation into products and services.

New Urbanism

A planning movement that promotes the creation and restoration of diverse, walkable, compact, vibrant, mixed-use communities. These contain housing, work places, shops, entertainment, schools, parks, and civic facilities essential to the daily lives of the residents, all within easy walking distance of each other. For more information on the topic, visit: www.NewUrbanism.org and www.cnu.org.

PlacePlan

These are site-specific, subarea plans for the conversion of a particular site from what it is into something with a strong sense of place. It starts as a concept plan, and after a series of iterations, is converted into a "site plan" as required by most zoning ordinances. The final site plan will have considerable detail, so that it can be quickly implemented.

Path Analysis (or Structural Equation Modeling)

This is a method to explore the magnitude and significance of possible connections between sets of variables (rather than just between two variables). It is the extension of regression analysis between sets of variables.

Regional Centers of Commerce and Culture

These are areas identified by the U.S. Census Bureau as having a density of at least 1,000 people/sq. mile and contiguous areas with at least 500 people/sq. mile. That means they have a walkable density and are often characterized by mixed uses. In Michigan, these include large central cities and parts of adjoining suburban cities, villages, and townships in the southern Lower Peninsula; as well as scattered dense small towns in the northern Lower Peninsula and Upper Peninsula. These are not just the places with the highest density in the region, they are the major job and population centers, and have the highest level of public services. Because of their density, walkability, services, and other business and cultural amenities, they can be talent magnets with the right placemaking. Adjoining rural areas contribute natural resources, products, open spaces, and other green and blue amenities, tourist attractions, and additional living choices to people within the influence of these regional Centers of Commerce and Culture.

Regional Prosperity Initiative/Regional Prosperity Plans

Michigan Governor Rick Snyder's Regional Prosperity Initiative provides incentives for 10 defined regions within Michigan to develop strategic economic development plans, known as Regional Prosperity Plans. Those plans should include a list of targeted places within the region for Strategic Placemaking projects (see definition on page A-11). The local units of government that are Centers of Commerce and Culture should be involved in identification of those targeted centers, nodes, and corridors. Every couple of years, the list of Strategic Placemaking projects in a Regional Prosperity Plan should be reexamined and updated based on

trends and conditions since the last time. As the opportunity arises, local master plans, corridor plans, subarea plans, PlacePlans, and related local plans should be updated to include these and any other priority locations for Strategic Placemaking as well. Local governments may also want to create place-specific criteria to further target investments within certain areas consistent with the Regional Prosperity Plan.

Regulating Plan

The regulating plan shows where form-based code requirements are to be applied, and in Michigan must be adequately incorporated into *both* the master plan (illustrative plan) AND the zoning ordinance. The regulating plan is similar to a conventional zoning map; but a lot more detailed. It provides a range of building types assigned to various districts and direct labeling of permitted land uses.

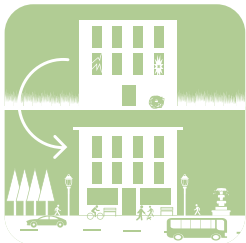
Sense of Place

This is the term often used to describe the emotional component of placemaking. It is a feeling or a perception that people have about a particular place. A distinct *sense of place* derives from strong positive or negative feelings about a place. It can relate to a perception of human attachment (such as a home) and/or to a sense of belonging (like a town square that one identifies with). Think of the vacation spot you most love to visit, the shops where you most like to browse, or the restaurants where you most enjoy eating. Now, magnify that beyond an individual place, to a whole area, such as a block or a neighborhood, and then further to a quarter of the city, the whole city, or metropolitan area itself. It is unlikely that everyone living in or visiting these areas have the same sense of place, but places with a strong sense of place have a character that is recognized and often described in similar terms by many people.³

Smart Growth

Building urban, suburban, and rural communities with housing and transportation choices near jobs, shops, and schools. This approach helps communities build and maintain towns and cities more efficiently, supports local economies, and protects the environment. Ten principles guide the development and implementation of smart growth plans and projects. For more information, visit Smart Growth America at: www.smartgrowthamerica.org.

Standard Placemaking (aka Placemaking)



Placemaking is the process of creating quality places where people want to live, work, play, shop, learn, and visit. For the most part, the term “Standard Placemaking” is used in this guidebook to describe an incremental way to improve the quality of a place over a long period of time with many separate projects and/or activities. Standard Placemaking can also be used to create and implement large-scale transformative projects and activities that can convert a place in a relatively short period of time to one with a strong sense of place that serves as a magnet for people and new development.

However, a quick transformation is the exception more often than the rule.

Standard Placemaking embraces a wide range of projects and activities and is pursued by the public, nonprofit, and private sectors on a piecemeal basis, over a period of time.

Project examples include downtown street and façade improvements, neighborhood-based projects, such as residential rehabs, residential infill, small-scale multiuse projects, park improvements, etc. Activities include regularly programmed events in public places like sidewalks, streets, town squares, civic buildings, parks, waterfronts, etc.

The www.pps.org and <http://miplace.org> websites include dozens of examples of Standard Placemaking.

3. Wyckoff, M.A. (2010) “Placemaking, Sense of Place and Place-Based Initiatives: Key Parts of Regional and Local Economic Development Strategies,” *Planning & Zoning News* 29 (1), November 2010.

Strategic Placemaking



Strategic Placemaking is the name given to creating quality places that are uniquely attractive to talented workers so that they want to be there and live there, and by so doing, they create the circumstances for substantial job creation and income growth by attracting businesses that are looking for concentrations of talented workers. This adaptation of placemaking especially targets knowledge workers in the global New Economy who, because of their skills, can often live anywhere in the world, and tend to pick quality places with many amenities and other talented workers.

Strategic Placemaking embraces a comparatively narrow range of targeted projects and activities that are pursued collaboratively by the public, nonprofit, and private sectors over 5 to 15 years. Projects often tend to be larger and in far fewer locations than in Standard Placemaking. In particular, projects are in targeted centers (downtowns) and nodes along key corridors in transect locations with relatively dense urban populations (see Figure A-3). The term “Strategic Placemaking” was created by the MSU Land Policy Institute based on research into why communities that were gaining population, jobs, and income were doing so, compared to communities that were not.⁴

Strategic Placemaking is a targeted process (i.e., it is deliberate and not accidental) involving projects/activities in certain locations (defined centers, nodes, and corridors) that ideally results in: quality, sustainable, human-scale, pedestrian-oriented, bicycle-friendly, safe, mixed-use, broadband-enabled, green places; with lots of recreation, arts and culture, multiple transportation and housing options, respect for historic buildings, public spaces, and broad civic engagement.

Project examples include mixed-use developments in key centers (downtowns), at key nodes, along key corridors (especially bus rapid transit (BRT) lines). Can include rehabilitation and new construction; green pathways to parks and watercourses; entertainment facilities; and social gathering places. Activities include frequent, often cyclical events (e.g., every quarter) targeted to talented workers, as well as other arts, cultural, entertainment, and recreational activities that add vitality to quality places and attract a wide range of users.

Examples of Strategic Placemaking projects can be found in the case studies at: <http://miplace.org>.

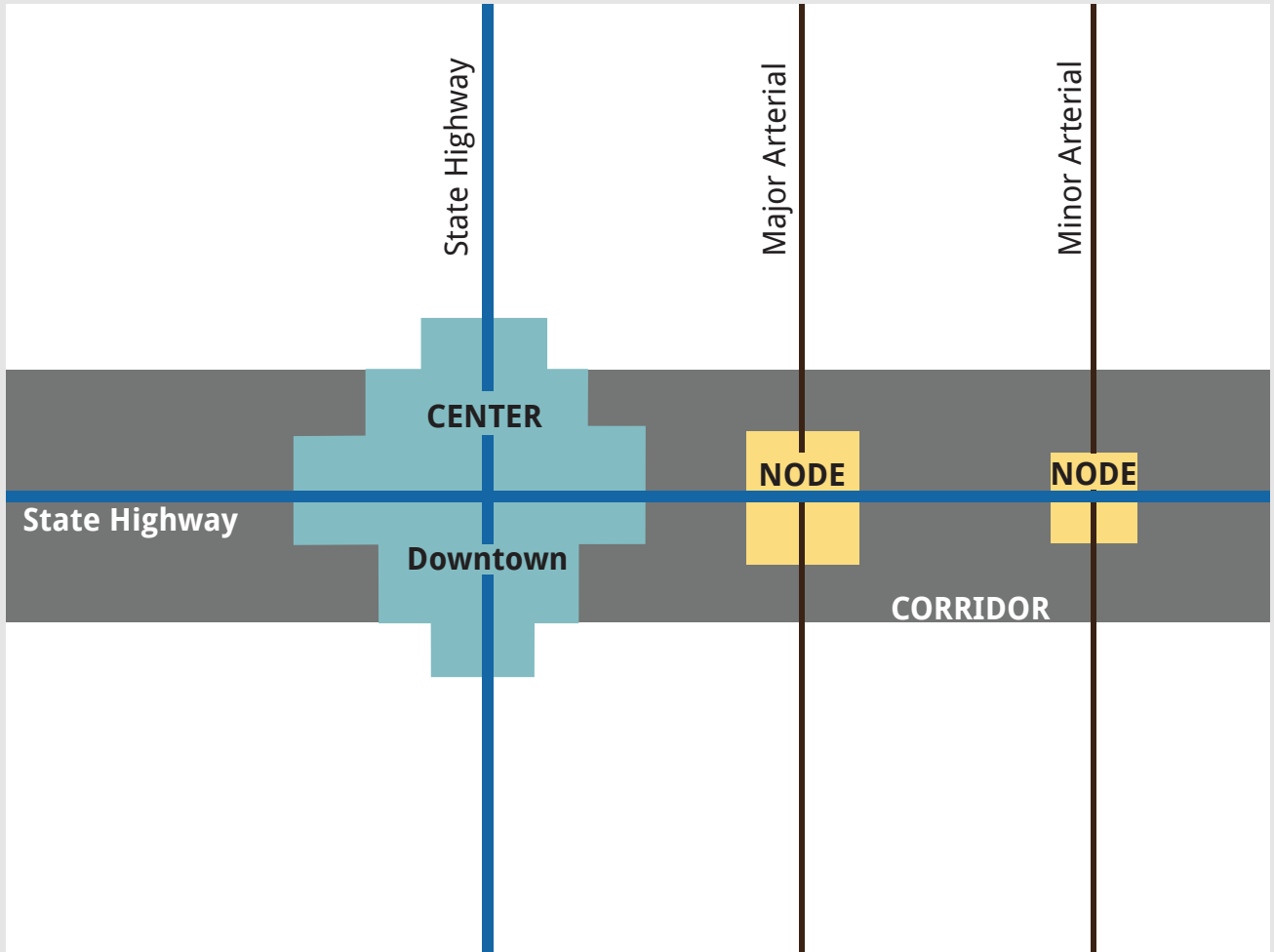
Suburban vs. Sub-Urban

Suburban (suburb, suburbia): A geographic location of a community adjacent to a larger, older, central city. Suburbia is characterized by low-density development, primarily residential and strip commercial, on large lots with deep setbacks. Occasional shopping malls, freeway intersections, airports, and other intensive uses are also found there. This separated land use pattern necessitates dependence on fossil-fuel powered vehicles for personal transportation.

Sub-Urban (Sub-Urban Transect Zone (T3)): Sub-urban literally means less than or below urban. It has lower density, wider and lower buildings (except at major nodes), and more greenspace in yards, woodlots, and open spaces. It has a specific meaning in the context of the transect. The T3 zone consists of low-density residential areas. Lots are large, setbacks are relatively deep, and plantings are natural or ornamental in character. There is some mixed use in areas adjacent to higher transect zones. Home occupations and outbuildings are common. Blocks are large and roads can be irregular to accommodate the natural features. In Michigan, a common example would have low street connectivity and most traffic would be directed into sub-urban housing areas based on cul-de-sacs.

4. Adelaja, S., Y.G. Hailu, M. Abdulla, C. McKeown, B. Calnin, M. Gibson, and K. McDonald. (2009). *Chasing the Past or Investing in Our Future: Placemaking for Prosperity in the New Economy*. Report # LPR 2009-NE-03, Land Policy Institute, Michigan State University, East Lansing, MI. Available at: www.landpolicy.msu.edu/ChasingthePastReport; accessed January 21, 2015.

Figure A-3: Target Areas for Strategic Placemaking in Centers, Nodes, and along Major Corridors (also Figure 7-4)



Source: Land Policy Institute, Michigan State University, 2013.

Tactical Placemaking



A deliberate, often phased approach to physical change or new activation of space that begins with a short-term commitment and realistic expectations that can start quickly (and often at low cost). It targets public spaces (right-of-ways, plazas, etc.), is low risk, with the possibility of high rewards. It can be used continuously in neighborhoods with many stakeholders. It includes a mix of small projects and short-term activities. Over a long period of time, Tactical Placemaking projects can transform an area. Positive impacts may be slow to observe, but “steady as she goes” still gets one to a destination—and often at a lower cost. Tactical Placemaking can also be used to build a constituency for more substantive or long-term Standard, Creative, or Strategic Placemaking projects or activities.

It is based on two books on **Tactical Urbanism** by The Street Plans Collaborative (www.streetplans.org), and LQC activities popularized by the PPS (www.pps.org). See also definitions (Tactical Urbanism) on the next page and on page A-8 (LQC).

Projects include small, often short-term projects that may transform underused public spaces into exciting laboratories by leveraging local partnerships in an iterative approach, allowing an opportunity to experiment and show what is possible. Potential projects include road diets (e.g., lane striping a four-lane road into a three-lane with bicycle paths on both sides) and other Complete Streets projects; a temporary conversion of a public storage facility into a boat rental facility along a river; or the planned iterative improvement of a place where street trees are planted one year and benches are placed the next.

Potential activities include chairbombing (testing public use of cheap, low-cost chairs in underutilized spaces); temporary activity spaces to try out a new idea; parking space conversions to support new activities; public gatherings to review new design options illustrated by temporary storefront façades; self-guided historic walks; outdoor music events in town squares; or before-and-after photo renderings to illustrate the potential of removing or adding buildings in certain places.

Tactical Urbanism

In the book **Tactical Urbanism** by Mike Lydon, Dan Bartman, Tony Garcia, Russ Preston, and Ronald Woudstra, this term is described as follows:

“Improving the livability of our towns and cities commonly starts at the street, block, or building scale. While larger scale efforts do have their place, incremental, small-scale improvements are increasingly seen as a way to stage more substantial investments. This approach allows a host of local actors to test new concepts before making substantial political and financial commitments. Sometimes sanctioned, sometimes not, the actions are commonly referred to as ‘guerrilla urbanism,’ ‘pop-up urbanism,’ ‘city repair,’ or ‘D.I.Y. urbanism.’”

For more information, visit The Street Plans Collaborative at: www.streetplans.org;

Target Market Analysis (TMA)

A method of market study that splits out the potential market for individual housing types (based on form and the specific market niche it attracts) depending on a particular location along the transect. A TMA is a study of the lifestyle preferences, and preferred types of housing formats of populations that are on the move, and that have a preference for city (rather than suburban or rural) living. It is not a study of the preferences of current populations. A TMA helps a community understand the types of housing they should be providing if they want to attract the highly mobile and talented. For more information, visit: www.zva.cc/.

Tax Increment Financing (TIF)

This is a tool used by communities to “capture” the increase of property value in a defined area, over time, in order to make infrastructure improvements or finance redevelopment in that area. Continued improvements should lead to more new development and increased value of existing development, allowing for more value capture, and more improvements. Downtowns are often the target of such improvements through a downtown development authority or DDA.

Third Places (3rd Places)

Third places, or “great good places,” are the public places on neutral ground where people can gather and interact. In contrast to first places (home) and second places (work), 3rd places allow people to put aside their concerns, and simply enjoy the company and conversation around them. They “host the regular, voluntary, informal, and happily anticipated gatherings of individuals beyond the realms of home and work.”⁵ Beer gardens, main streets, pubs, cafés, coffeehouses, post offices, and other 3rd places are the heart of a community’s social vitality and the foundation of a functioning democracy. They promote social equality by leveling the status of guests, provide a setting for grassroots politics, create habits of public association, and offer psychological support to individuals and communities. For more information, visit: www.pps.org/reference/roldenburger/; June 19, 2015.

5. Oldenburg, R. (2002). **Celebrating the Third Place: Inspiring Stories about the “Great Good Places” at the Heart of Our Communities**. Cambridge, MA: Da Capo Press.

Transect

Zones of human habitation that range from very low-intensity rural development, to high-intensity development (the most urban is in city cores). The transect is illustrated in Figure A-4.

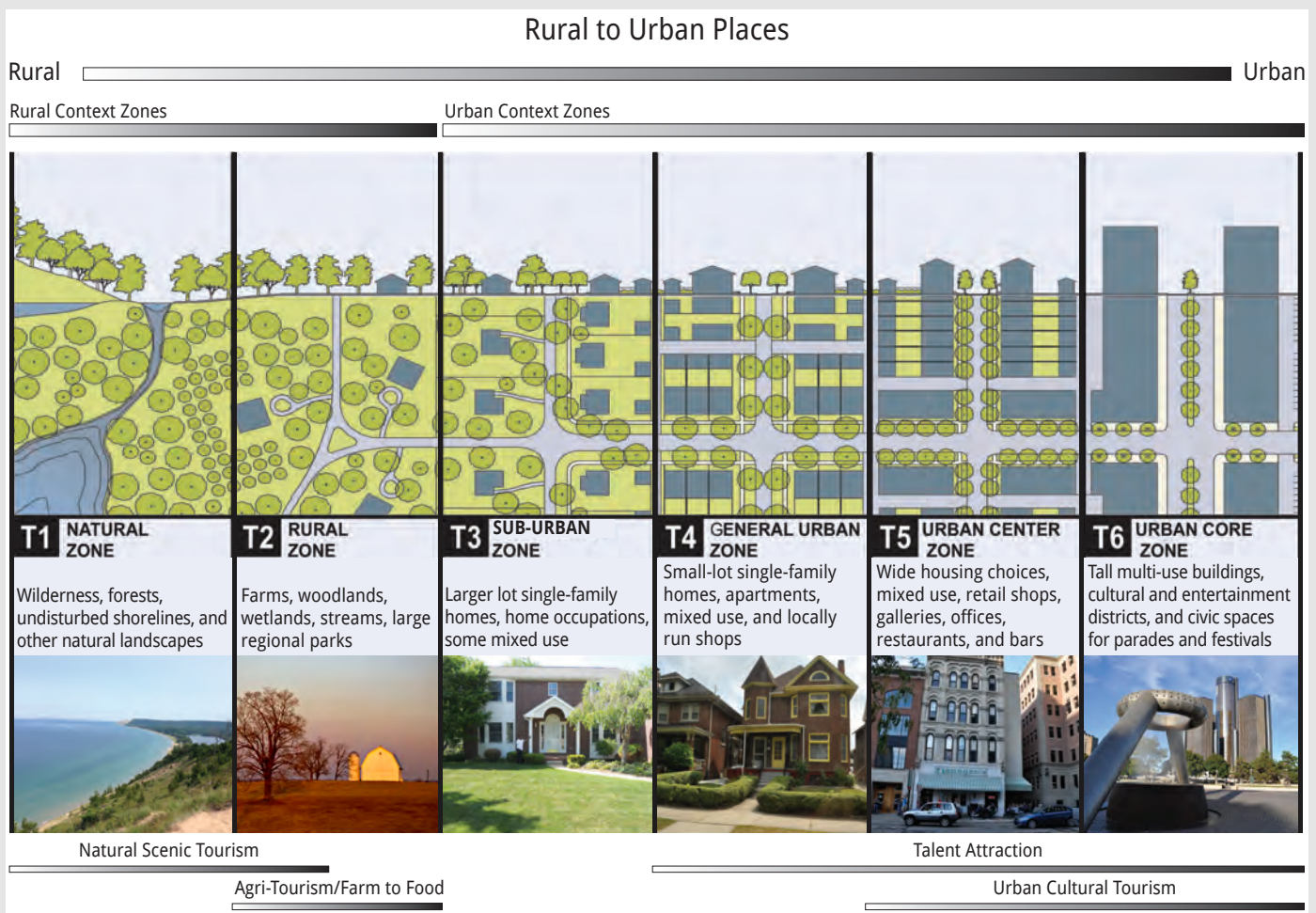
Transit-Oriented Development (TOD)

Areas at major and minor commercial and transportation nodes that are redeveloped with new, higher density residential. The TOD provides passengers for and takes advantage of transit service at public transportation stations/stops. Additional households from the higher density TOD helps support nearby businesses and makes transit more feasible. “Transit” means: bus, train, subway, and other public forms of transportation.

Use by Right

Also known as “permitted uses,” or land uses that do not require any special review or approval. Permits are quickly and easily obtained. The term refers to a property owner’s use of property and structures in manners consistent with what is listed as permissible in the zoning district where the property is located. For example, the operation of a book store or a shoe store on property zoned for commercial uses would be considered a “use by right.”

Figure A-4: Six Transect Zones (also Figure 1-5)



Sources: Figure by the Land Policy Institute, Michigan State University, 2015. Transect graphic by the Center for Applied Transect Studies, 2008. Photos by the Michigan Municipal League/www.mml.org (T4, T5, and T6), MSU Communications and Brand Strategy (T2), and the MSU Land Policy Institute (T1 and T3).

Walkable Community

A community where it is easy and safe to walk to commonly accessed goods and services (i.e., grocery stores, post offices, health clinics, entertainment venues, etc.). Walkability is a measure of how friendly an area is for walking. For more information, visit Walkable Communities, Inc. at: www.walkable.org.

Walk Score®

An online measure of the amenity richness of a particular location from a walkability standpoint. A score is calculated from one (not walkable) to 100 (highly walkable). For more information, visit Walk Score® at: www.walkscore.com.

WalkUP-Walkable Urban Place

Places with a Walk Score® above 70.5 that have the density, commercial, or office mix with access to multiple modes of transportation that make for desirable living environments, and are increasingly attractive for investors in a wide range of real estate products. Popularized by the work of Prof. Chris Leinberger at George Washington University and the Brookings Institution in Washington, DC. For more information, visit: <http://business.gwu.edu/about-us/research/center-for-real-estate-urban-analysis/research/walkable-urban-places-research/>; June 19, 2015.

Zero-Sum Situation

This refers to situations where growth occurs at the same rate as decline (such as births rising equal to deaths), or growth occurs in one place at the expense of another place in the same region over the same time period. For example, an existing business or industry in the region relocates to a different place in the region. The first locality loses tax base and jobs, and an empty building or vacant property, while the second one gains them (unless they end up with fewer employees if there was improved mechanization, as with robots). However, the region as a whole has not benefited. When the relocation was the result of tax incentives by the second community (or an outside governmental entity like the state or federal government), then this is sometimes referred to as “job cannibalism.” If this is the result of competition for jobs between local governments in the same region, then the only long-term result can be decline for everyone, relative to other regions. This is because job competition is global: Rather than competing for resources within regions, partnerships between communities to attract businesses from outside, or grow new ones from within, can better lead to global competitiveness and growth.

Zoning Ordinance

Zoning regulates the use of land and is the primary regulatory tool for shaping local growth and development. Traditional zoning segregates uses into different zones or districts according to their function. A zoning map illustrates all of the zones (e.g., residential, commercial, industrial, office, public, resource conservation, and so on). The number and type of districts varies according to local needs, intensity of development, and desired mix of uses. The zoning ordinance establishes development standards for each mapped district. From the **Community Planning Handbook: Tools and Techniques for Guiding Community Change**, Michigan Society of Planning Officials, 1992.

Zoning Plan

A chapter or section of the master plan (per 2008 MPEA (see definition on page A-8) requirement) that forms the basis for a community’s zoning ordinance. The zoning plan portion of the master plan is a good place to include form-based code elements (such as the illustrative plan). It lays out the specific characteristics of each district, where they are located, and offers a proposed schedule of regulations (height, bulk, lot area, setback, etc.).

Appendix 2: Acronyms



Food truck and food tents at Island Park in Mount Pleasant, MI. Photo by the Michigan Municipal League/www.mml.org.

LIST OF ACRONYMS

ACS

American Community Survey, U.S. Census Bureau

ARC Grants

Brownfield Assessment, Revolving Loan Fund, and Cleanup Grants

AIA and AIA Michigan

American Institute of Architects, and Michigan Chapter

APA

American Planning Association

ASEC

Annual Social and Economic Supplement, U.S. Census Bureau

BDP

Business Development Program

BID

Business Improvement District

BIZ

Business Improvement Zone

BRT

Bus rapid transit

CDBG

Community Development & Block Grant, U.S. Department of Housing and Urban Development

CEC

Clean Energy Coalition

CED Plan

Cultural Economic Development Plan¹

CEDAM

Community Economic Development Association of Michigan

CELCP

Coastal and Estuarine Land Conservation Program

CFL

Community for a Lifetime

1. Based on the “CED Plan” featured in the sidebar in Chapter 11 (see page 11-14).

In the planning field, “CED” generally refers to “Community Economic Development Plans.”

CHDO

Community Housing Development Organization

CHP

Center for Housing Policy

CIP

Capital Improvement Programs

CLG Grants

Certified Local Government Grants

CNT

Center for Neighborhood Technology, Chicago

CNU

Congress for the New Urbanism

CPS

Current Population Survey, U.S. Census

CRP

Community Revitalization Program, Michigan Economic Development Corporation

CSS

Context Sensitive Solutions

CTOD

Center for Transit-Oriented Development, University of California-Berkeley

CZM and CZMP

Michigan Coastal Zone Management and Coastal Zone Management Program

CZMA

Coastal Zone Management Act

DDA

Downtown Development Authority

DIY

Do it yourself

FAR

Floor area ratio

FBC

Form-based code

FBCI

Form-Based Codes Institute

FBZ

Form-based zoning

GLCF

Great Lakes Capital Fund

HFHM

Habitat for Humanity of Michigan

HH

Households

HUD

U.S. Department of Housing and Urban Development

IPC

Interagency Placemaking Committee (formerly ICC-PPS, or the Interdepartmental Collaboration Committee Placemaking Partnership Subcommittee) of seven Michigan state agencies

LDFA

Local Development Finance Authority

LEAP

Lansing Economic Area Partnership

LEED

Leadership in Energy and Environmental Design

LEED-ND

LEED for Neighborhood Development

LIAA

Land Information Access Association

LID

Low Impact Development

LQC

Lighter, Quicker, Cheaper

LWC Program

Land Water Conservation Program

MACNE

Michigan Arts and Culture Northeast

MAP

Michigan Association of Planning

MAR

Michigan Realtors® (formerly Michigan Association of Realtors®)

MBA

Michigan Bankers Association

MCACA

Michigan Council for Arts and Cultural Affairs,
Michigan Economic Development Corporation

MCMP

Michigan Coastal Management Program

MCUL

Michigan Credit Union League

MDARD

Michigan Department of Agriculture &
Rural Development

MDEQ

Michigan Department of Environmental Quality

MDI

Midtown Detroit, Inc.

MDNR

Michigan Department of Natural Resources

MDOT

Michigan Department of Transportation

MEC

Michigan Environmental Council

MEDA

Michigan Economic Developers Association

MEDC

Michigan Economic Development Corporation

MFF

Michigan Fitness Foundation

MFO

Michigan Film & Digital Media Office (formerly
Michigan Film Office)

MHPN

Michigan Historic Preservation Network

MICHAP

Michigan Climate & Health Adaptation Program

MiCNU

Michigan Chapter of Congress for the New Urbanism

MLB

Michigan Land Bank Fast Track Authority

LIST OF ACRONYMS (CONT.)

MML

Michigan Municipal League

MMPGS

Mid-Michigan Program for Greater Sustainability

MMS

Michigan Main Street Program

MNRTF

Michigan Natural Resources Trust Fund

MRPA

Michigan Recreation and Park Association

MSA

Metropolitan Statistical Areas

MSHDA

Michigan State Housing Development Authority

MSUE and MSU Extension

Michigan State University Extension

MSU CCED and CCED

Michigan State University Center for Community and Economic Development

MSU IPPSR and IPPSR

Michigan State University Institute for Public Policy and Social Research

MSU LPI and LPI

Michigan State University Land Policy Institute

MTA

Michigan Townships Association

NAR

National Association of Realtors®

NCI

National Charrette Institute

NEA

National Endowment for the Arts

NEZ

Neighborhood Enterprise Zones

NOAA

National Oceanic and Atmospheric Administration

OPRA

Obsolete Property Rehabilitation Act

OPT

Office of Passenger Transportation, MDOT

OTLCA

Old Town Lansing Commercial Association

PAC

Promoting Active Communities

PPS

Project for Public Spaces

PSC

Public Sector Consultants, Lansing, MI

PSD

Principal Shopping District

PUD

Planned unit development

QOLI

Quality-of-Life Initiatives

RFP

Request for Proposals

RFQ

Request for Qualifications

ROI

Return on investment

ROW

Right-of-way

RRC

Redevelopment Ready Communities® Program, Michigan Economic Development Corporation

SBAM

Small Business Association of Michigan

SCRP Grant

Sustainable Communities Regional Planning Grant, U.S. Department of Housing and Urban Development

SEMCOG

Southeast Michigan Council of Governments

SHPO

Michigan State Historic Preservation Office

SIB

State Infrastructure Bank

SMART

Specific, Measurable, Attainable, Realistic, and Timely

SRF

State Revolving Fund

SWOT

Strengths, Weaknesses, Opportunities, Threats

TAP

The Alley Project, Detroit, MI; and also
Transportation Alternatives Program

TCRPC

Tri-County Regional Planning Commission

TEDF

Transportation Economic Development Fund

TMA

Target Market Analysis

TOD

Transit-oriented development

TSC

Transportation Service Centers

ULI

Urban Land Institute

WALC

Walkable and Livable Communities Institute

Appendix 3: State Agency Assistance



Placemaking presents opportunities in all seasons. Winter in Beulah, MI. Photo by Kurt H. Schindler, AICP, MSU Extension.

Michigan’s State Agencies are valuable partners in Placemaking. Seven have representatives that sit on the Interagency Placemaking Committee (IPC),¹ which examines how the agencies can work better together to help communities implement placemaking. They also have a variety of resources available to communities for that purpose. One of the ways that they communicate these resources is through the MIplace™ Toolkit, a searchable database available at: <http://miplace.org/resources/funding>; accessed October 30, 2015. Table A–1 is a reproduction of that table captured in October 2015, and it outlines the myriad resources available from these State agencies. To make it easier to digest, this table is organized in alphabetical order by “Lead,” and then by “Tool/Program.”

1. This entity changed its name in Summer 2015. It was formerly known as the Interdepartmental Collaboration Committee Placemaking Partnership Subcommittee (ICC-PPS).

Table A–1: State Agency Assistance

Tool/Program	Lead	Project Type	Tool Type	Area
EPA Brownfield Revolving Loan Fund	Local	Waterfronts, Other	Grant, Loan	City Neighborhood, Downtown, Regional Downtown, Rural, Suburban
EPA Brownfield Assessment, Revolving Loan Fund, Cleanup (ARC) Grants	Local	Waterfronts, Other	Grant, Loan	City Neighborhood, Downtown, Regional Downtown, Rural, Suburban
Capital Improvement Program	MCACA	Campuses, Civic Centers, Downtowns, Markets, Multi Use, Parks, Squares, Transportation, Waterfronts, Other	Grant	City Neighborhood, Downtown, Regional Downtown, Rural, Suburban
Minigrant Professional Development	MCACA	Campuses, Civic Centers, Downtowns, Markets, Multi Use, Parks, Squares, Transportation, Waterfronts	Grant	City Neighborhood, Downtown, Regional Downtown, Rural, Suburban
Minigrant Project Support	MCACA	Campuses, Civic Centers, Downtowns, Markets, Multi Use, Parks, Squares, Transportation, Waterfronts, Other	Grant	City Neighborhood, Downtown, Regional Downtown, Rural, Suburban
Program for Operational Support	MCACA	Campuses, Civic Centers, Downtowns, Markets, Multi Use, Parks, Squares, Transportation, Waterfronts, Other	Grant	City Neighborhood, Downtown, Regional Downtown, Rural, Suburban

Information

Four local entities (in Wayne County, Downriver Community Conference municipalities, Grand Rapids, and Genesee County) received supplemental funding in July 2013 through the U.S. Environmental Protection Agency's (EPA) Brownfield Revolving Loan Fund for cleanup activities at eligible brownfield sites within their governmental jurisdictions or service areas. Funds may be disbursed to eligible borrowers or subgrantees in the form of loans and grants. The EPA Revolving Loan Funds are, generally, used to support the redevelopment of brownfield sites into commercial and industrial enterprises that generate new tax revenue and create jobs.

www.dccwf.org/economic_dev.php; accessed October 30, 2015.

Local entities may use the funding that they received through the EPA's ARC grants for assessment and cleanup activities at eligible hazardous substances- and petroleum-impacted brownfield sites within their governmental jurisdictions or service areas. Assessments can be conducted on suspected or contaminated brownfield sites by the grantee. Cleanup activities can also be undertaken at contaminated brownfield sites by the grantee. Revolving Loan Funds may be disbursed to eligible borrowers/subgrantees. The EPA ARC grants are used to facilitate the redevelopment of brownfield sites to generate new tax revenue and create jobs.

www.dccwf.org/economic_dev.php; accessed October 30, 2015.

Provides funding assistance to Michigan nonprofit arts and cultural organizations and municipalities to use towards cultural facilities, equipment and furnishing upgrades, or necessary equipment and instrument acquisitions. The improvements resulting from these grants enable citizens to enjoy more cultural events and increase their participation within their communities.

App deadline: 6/1/15 for FY 2016

www.michiganbusiness.org/community/council-arts-cultural-affairs/#MCACA; accessed October 30, 2015.

The Michigan Council for Arts and Culture (MCACA), in partnership with regional regrating agencies throughout the state, provides grants for organizational or professional development. Applicants must be nonprofit arts and cultural organizations.

The MCACA, in partnership with regional regrating agencies throughout the state. These are special opportunities to address local arts and cultural needs, as well as increasing public access to arts and culture. Arts Projects Minigrants provide up to \$4,000 for locally developed, high-quality arts and cultural projects. Professional Development Minigrants provide up to \$1,500 to assist nonprofit organizations and arts professional acquire services or skills to strengthen the administrative infrastructure of the organization.

App deadline FY 2016:

Round 1 - 8/3/15

Round 2 - If necessary, TBD.

www.michiganbusiness.org/community/council-arts-cultural-affairs/#MCACA; accessed October 30, 2015.

The focus is to provide specific operational support to arts and cultural organizations only. Those eligible are organizations whose primary mission is to provide an experience, including a learning experience that is based in a specific arts or cultural discipline. These organization types are: Arts Education Organizations, Arts Services Organizations, Collecting or Material Organizations, Public Broadcasting Organizations, Literary Arts Organizations, Performing Arts Organizations, and Visual Arts/Film/Video Organizations.

App deadline: 6/1/15 for FY 2016.

www.michiganbusiness.org/community/council-arts-cultural-affairs/#MCACA; accessed October 30, 2015.

Table A-1: State Agency Assistance (cont.)

Tool/Program	Lead	Project Type	Tool Type	Area
Program for Project Support	MCACA	Campuses, Civic Centers, Downtowns, Markets, Multi Use, Parks, Squares, Transportation, Waterfronts, Other	Grant, Loan, Resource, Service, Incentive, Technical Assistance, Technique, Other	City Neighborhood, Downtown, Regional Downtown, Rural, Suburban
Retention and Engagement Grant Program	MCACA	Campuses, Civic Centers, Downtowns, Markets, Multi Use, Parks, Squares, Transportation, Waterfronts, Other	Grant	City Neighborhood, Downtown, Regional Downtown, Rural, Suburban
County Fairs Capital Improvement Program	MDARD	Other	Grant	Not Applicable
Brownfield Redevelopment Program	MDEQ	Downtowns, Waterfronts, Other	Grant, Loan	City Neighborhood, Downtown, Suburban
Coastal and Estuarine Land Conservation Program (CELCP)	MDEQ	Waterfronts	Grant	Natural, Rural, Not Applicable
Community Pollution Prevention Program	MDEQ	Downtowns, Transportation, Waterfronts, Other	Grant, Loan	Downtown, Rural, Suburban

Information

The focus is to provide arts and cultural, as well as educational projects to citizens. This category funds arts projects conducted by nonprofit organizations, municipalities, educational institutions, and other organizations that utilize the talents of professional artists or educators in all arts. Funding may only be used for artist fees, salaries, wages, space rental, or marketing and promotional expenses directly related to the project, or project supplies and materials, including performance or other production costs, and project-related curriculum materials.

App deadline: 6/1/15 for FY 2016.

www.michiganbusiness.org/community/council-arts-cultural-affairs/#MCACA; accessed October 30, 2015.

Grants are offered through the New Leaders Arts Council of Michigan to support projects focusing on the retention and community engagement of young people in Michigan through arts and culture. Funding is available for projects that involve the creativity of young people: Their mentorship, projects already in progress, ideas they have to make the community a better place, and projects that use arts and culture to: Empower young people in Michigan, support an atmosphere of entrepreneurship and creativity, and encourage the retention of young people in their communities.

App deadline: FY 2016 date not set, possibly February 2016.

www.michiganbusiness.org/community/council-arts-cultural-affairs/#MCACA; accessed October 30, 2015.

This program is designed to assist in the promotion of building improvements or other capital improvements on county fairgrounds within the state.

www.michigan.gov/documents/mdard/County_Fairs_Capital_Improvement_Grant_Program_436010_7.pdf; accessed October 30, 2015.

The DEQ has a number of tools that are available to facilitate the redevelopment of potentially contaminated sites, also known as brownfields. The program includes grants, low-interest loans, and/or approval for capturing school taxes to pay for investigation and response activities, and for due care obligations of new owners on contaminated properties. The goal of the program is to assist with development costs associated with contamination at the site, thereby encouraging the safe reuse of vacated industrial, manufacturing, and commercial properties compared to the development of "green fields."

www.michigan.gov/deq; accessed October 30, 2015.

The Michigan Coastal Zone Management Program (MCZMP) within the Office of the Great Lakes, in the Michigan Department of Environmental Quality (MDEQ), is pleased to announce the release of a Request for Proposals (RFP) for the Coastal and Estuarine Land Conservation Program (CELCP). The National Oceanic and Atmospheric Administration (NOAA) anticipates approximately \$800,000 will be available through the Great Lakes Restoration Initiative administered by the Environmental Protection Agency. The MCZMP may select up to two projects to recommend to NOAA for the national competition. Typical awards are expected to range between \$100,000 and \$800,000. Projects selected for funding can anticipate a grant start date between July 1 and October 1, 2015.

The CELCP was authorized "for the purpose of protecting important coastal and estuarine areas that have significant conservation, recreation, ecological, historical, or aesthetic values, or that are threatened by conversion from their natural, undeveloped, or recreational state to other uses."

The RFP Application Package is available on the MCZMP website at: www.michigan.gov/documents/deq/FINAL_CELCP_2015_RFP_11-3-14_473541_7.pdf?20141110092503; accessed June 19, 2015.

Further information regarding the goals and administrative procedures for CELCP can be found at: <https://coast.noaa.gov/czm/landconservation/>; accessed October 30, 2015.

Applications must be delivered to the MCZMP by January 9, 2015. Selected projects will be recommended to NOAA by February 20, 2015.

For additional information, please contact Alisa Gonzales-Pennington at gonzalesa@michigan.gov, or at (517) 284-5038.

www.michigan.gov/deq; accessed October 30, 2015.

The MDEQ provides matching grants to county governments, local health departments, municipalities, and regional planning agencies for community-based pollution prevention projects that promote local P2 initiatives and that foster partnerships and sustainability. Funding priorities, dollar amounts available, and match requirement are subject to change on an annual basis.

www.michigan.gov/deq; accessed October 30, 2015.

Table A-1: State Agency Assistance (cont.)

Tool/Program	Lead	Project Type	Tool Type	Area
Coastal Zone Management Program (CZMP) Funding Opportunity for Michigan Area of Concern Land Acquisition Projects	MDEQ	Waterfronts	Grant	Natural, Rural
Coastal Zone Management Program (CZMP) Request for Proposals for Enhanced Public Access through the Development of Trail Towns and Trail Planning and Design	MDEQ	Waterfronts	Grant	Natural, Rural
Financial Assessments for Communities	MDEQ	Downtowns, Transportation, Waterfronts, Other	Service	Downtown, Rural

Information

The CZMP within the MDEQ Office of the Great Lakes, is pleased to announce the release of a Request for Proposals (RFP) for the Michigan Areas of Concern Land Acquisition Grants with a deadline of January 9, 2015.

The National Oceanic and Atmospheric Administration (NOAA) anticipates approximately \$800,000 will be provided for this Great Lakes Area of Concern funding competition through the Great Lakes Restoration Initiative as anticipated in the President's FY 2015 Budget. Typical awards are expected to range between \$100,000 and \$800,000. Projects selected for funding can anticipate a grant start date of October 1, 2015.

The CZMP, which provides grant funds to assist in the development of vibrant and resilient coastal communities through the protection and restoration of our sensitive coastal resources and biologically diverse ecosystems, may recommend projects to NOAA for the competition.

The NOAA seeks to support projects that will result in the protection of Great Lakes coastal habitat, as well as support future habitat restoration efforts. The program priorities for this opportunity support NOAA's "Ecosystems" mission goal of "Protect, Restore, and Manage Use of Coastal and Ocean Resources through Ecosystem Based Management."

The RFP Application Package is available online at: www.michigan.gov/documents/deq/Final_AOC_2015_RFP_473539_7.pdf?20141110092503; accessed June 19, 2015.

Further information regarding the [Michigan Areas of Concern Program](#) is available online.

Applications must be received by the CZMP by January 9, 2015. Selected projects will be recommended to NOAA by February 20, 2015.

For additional information, please contact Alisa Gonzales-Pennington at gonzalesa@michigan.gov, or at (517) 284-5038.

www.michigan.gov/deq; accessed October 30, 2015.

The Great Lakes are a primary focus for recreation and tourism in Michigan. The Office of the Great Lakes, Coastal Zone Management Program (CZMP) protects, restores, creates, and enhances public access to the Great Lakes using approaches that support coastal communities and foster appreciation of our natural resources. The CZMP provides grant funds to our coastal communities and partners to assist in the development of vibrant and resilient coastal communities through the protection and restoration of our sensitive coastal resources and biologically diverse ecosystems, and development of coastal recreation and tourism opportunities. These grant funds are made available by the National Oceanic and Atmospheric Administration (NOAA), pursuant to the Coastal Zone Management Act (CZMA) of 1972. The CZMP anticipates \$300,000 in grant funds will be available in the funding cycle covered by this Request for Proposals (RFP).

This RFP seeks projects for the planning and design of site specific coastal community trails and Trail Town projects. Coastal community trails include non-motorized trails, such as water trails, bike paths, and walking trails. Trail Towns build the connection between "trails and town" for recreation, economic, and tourism benefits. The RFP Application Package can be found at: www.mi.gov/coastalmanagement; accessed October 30, 2015.

RFP Quick Facts:

Grant Amounts: No less than \$50,000 and up to \$300,000.

Match Requirement: A 1-to-1 non-federal match is required for all projects.

Project Award Period: The anticipated project start date is October 1, 2015, and end date is no later than June 30, 2016. Projects will be evaluated on project readiness and feasibility for completion within this nine-month project time frame.

Application Deadline: Complete Applications must be submitted no later than August 3, 2015.

Questions regarding proposals or the application process may be directed to:

Cheri Meyer, Public Access/Water Quality Specialist
Coastal Management Program, Office of the Great Lakes
Office/Cell: (517) 290-2110
Email: meyerc2@michigan.gov
www.michigan.gov/deq; accessed October 30, 2015.

Technical support: The Revolving Loan Section within the MDEQ's Resource Management Division can evaluate and provide advice regarding municipal water and wastewater revenue systems. These assessments are free and offered to communities across the state. The assessments identify financial problems in the water and wastewater utility and recommend ways to address current problems or avoid potential problems.

www.michigan.gov/deq; accessed October 30, 2015.

Table A-1: State Agency Assistance (cont.)

Tool/Program	Lead	Project Type	Tool Type	Area
Michigan Coastal Management Program (MCMP)	MDEQ	Waterfronts, Other	Grant, Loan	Downtown, Rural
MI Green Communities Challenge	MDEQ	Campuses, Civic Centers, Downtowns, Markets, Parks, Transportation, Waterfronts, Other	Resource	Downtown, Regional Downtown, Rural, Suburban
Nonpoint Source Pollution Control Grants	MDEQ	Downtowns, Other	Grant	Downtown, Rural
State Revolving Fund (SRF)	MDEQ	Downtowns	Grant, Loan	City Neighborhood, Downtown, Regional Downtown, Rural, Suburban
Technical Assistance for Regional Recycling	MDEQ	Downtowns, Other	Technical Assistance	Regional Downtown, Rural, Suburban
Land Water Conservation Program	MDNR	Downtowns, Markets, Multi Use, Parks, Transportation, Waterfronts	Grant	City Neighborhood, Downtown, Natural, Regional Downtown, Rural, Suburban
MI Natural Resources Trust Fund	MDNR	Downtowns, Markets, Multi Use, Parks, Transportation, Waterfronts	Grant	City Neighborhood, Downtown, Natural, Regional Downtown, Rural, Suburban
Recreation Passport	MDNR	Downtowns, Markets, Multi Use, Parks, Transportation, Waterfronts	Grant	City Neighborhood, Downtown, Natural, Regional Downtown, Rural, Suburban
Recreation Trails Program	MDNR	Multi Use, Parks, Transportation	Grant	City Neighborhood, Downtown, Natural, Regional Downtown, Rural, Suburban
Urban & Community Forestry	MDNR	Civic Centers, Downtowns, Parks, Squares, Waterfronts	Grant, Service	City Neighborhood, Downtown, Natural, Regional Downtown, Rural, Suburban
Waterways Fund	MDNR	Downtowns, Multi Use, Parks, Transportation, Waterfronts	Grant	Downtown, Natural, Regional Downtown, Rural

Information

The Michigan Coastal Management Program (MCMP) of MDEQ, provides financial assistance on a competitive basis for eligible applicants to plan community land use and manage growth; protect, manage, and restore coastal habitats; restore historic maritime structures; revitalize urban waterfronts; and increase recreational opportunities along Michigan's Great Lakes coast. Federal grant funds are passed through by the MCMP and are made available from the NOAA, pursuant to the Coastal Zone Management Act (CZMA) of 1972.

www.michigan.gov/deq; accessed October 30, 2015.

A collaborative effort between MDEQ, the Michigan Municipal League, the Michigan Townships Association, and the Michigan Association of Counties to provide technical and informational resources for energy, pollution prevention, and administrative projects. A strong component to the program is the opportunity to network with other local units on ideas, collaborative projects, and success stories.

www.michigan.gov/deq; accessed October 30, 2015.

Grants are available through the MDEQ's Clean Michigan Initiative funding for physical improvements to address specific sources of nonpoint source pollution (polluted runoff) in areas covered by approved watershed management plans.

www.michigan.gov/deq; accessed October 30, 2015.

Loans are available through the MDEQ to assist municipalities in funding wastewater treatment improvements, stormwater treatment, and nonpoint pollution control projects. Limited grant funds are also available to cover up to 90% of the costs incurred by communities to file an SRF application, including the completion of required project planning activities, the development of a revenue system, and project design (preparation of construction plans and specifications).

www.michigan.gov/deq; accessed October 30, 2015.

The MDEQ will provide technical assistance for planning and implementing regional recycling programs. Examples will include how other communities have provided regional recycling programs, including funding mechanisms for developing regional recycling programs, operating Material Recovery Facilities, and access to educational resources to increase recycling participation.

www.michigan.gov/deq; accessed October 30, 2015.

The LWC Program provides matching grants to states and local governments for the development of public outdoor recreation areas and facilities. The program is intended to create and maintain a nationwide legacy of high-quality recreation areas and facilities and to stimulate non-federal investments in the protection and maintenance of recreation resources across the United States.

www.michigan.gov/dnr-grants; accessed October 30, 2015.

Grants for recreation land acquisition and development.

www.michigan.gov/dnr-grants; accessed October 30, 2015.

One of our department's biggest priorities is to get more people outside more often, enjoying the many natural resources and outdoor recreation opportunities available in Michigan. Through the Recreation Passport grant, we're able to help make some good things happen at the local level—and, for many folks, that means wider accessibility to better resources right in their own neighborhoods.

www.michigan.gov/dnr-grants; accessed October 30, 2015.

Local unit of government sponsored projects can be considered for funding if they contribute to Michigan Department of Natural Resources (MDNR) program goals, and they are located on MDNR land or linked to a trail on MDNR land. Local unit of government applications will not be considered unless they are developed in partnership with the MDNR prior to the application deadline. The MDNR is always the applicant. The MDNR Parks Division field Trails staff coordinate these applications.

www.michigan.gov/dnr-grants; accessed October 30, 2015.

Michigan's urban forest resources provide a range of environmental benefits including reduced energy use, carbon sequestration, oxygen production, erosion control, improved water quality, biophysical diversity (plant and animal), and reduced noise. Trees improve physical and mental health, and enhance spiritual, emotional, and cultural well-being.

www.michigan.gov/dnr-grants; accessed October 30, 2015.

Waterways Program Grants are funded through the Michigan State Waterways Fund from state marine fuel tax and watercraft registrations. By law, administration of the Waterways Program is through the Michigan Department of Natural Resources (DNR) and overseen by the Department's Parks and Recreation Division.

www.michigan.gov/dnr-grants; accessed October 30, 2015.

Table A-1: State Agency Assistance (cont.)

Tool/Program	Lead	Project Type	Tool Type	Area
Context Sensitive Solutions (CSS)	MDOT	Campuses, Civic Centers, Downtowns, Markets, Multi Use, Parks, Squares, Transportation, Waterfronts, Other	Technique	City Neighborhood, Downtown, Natural, Regional Downtown, Rural, Suburban
Office of Passenger Transportation (OPT)	MDOT	Campuses, Civic Centers, Downtowns, Multi Use, Parks, Squares, Transportation, Waterfronts, Other	Resource, Service	City Neighborhood, Downtown, Regional Downtown, Rural, Suburban
Office of Rail	MDOT	Downtowns, Transportation	Resource, Service	Natural, Regional Downtown, Suburban
Pure Michigan Byways Program	MDOT	Transportation, Other	Service	City Neighborhood, Downtown, Natural, Regional Downtown, Rural, Suburban
Region Planners	MDOT	Campuses, Civic Centers, Downtowns, Markets, Multi Use, Parks, Squares, Transportation, Waterfronts, Other	Resource, Service	City Neighborhood, Downtown, Natural, Regional Downtown, Rural, Suburban
Safe Routes to School	MDOT	Transportation, Other	Grant	City Neighborhood, Downtown, Natural, Regional Downtown, Rural, Suburban
State Infrastructure Bank (SIB)	MDOT	Downtowns, Transportation, Other	Loan	City Neighborhood, Downtown, Natural, Regional Downtown, Rural, Suburban
Transportation Alternatives Program (TAP)	MDOT	Campuses, Downtowns, Multi Use, Parks, Squares, Transportation, Waterfronts, Other	Grant	City Neighborhood, Downtown, Natural, Regional Downtown, Rural, Suburban
Transportation Economic Development Fund (TEDF)	MDOT	Transportation	Grant	City Neighborhood, Downtown, Natural, Regional Downtown, Rural, Suburban
Transportation Service Centers (TSC)	MDOT	Downtowns, Multi Use, Transportation, Other	Resource, Service	City Neighborhood, Downtown, Natural, Regional Downtown, Rural, Suburban

Information

The CSS is a collaborative interdisciplinary approach to developing transportation projects. Under CSS, MDOT solicits dialogue with local governments, road commissions, industry groups, land use advocates, and State agencies early in a project's planning phase. A cooperative spirit and an awareness of community interests help achieve the ultimate goal—projects that fit their surroundings, while effectively serving transportation needs.

www.michigan.gov/mdot/0,4616,7-151-9621_41446---,00.html; accessed October 30, 2015.

The OPT administers MDOT's passenger transportation programs, including local transit, intercity bus, and for-hire passenger regulation, to provide a safe and balanced statewide network of passenger transportation services to meet the social, safety, and economic well-being of the state.

www.michigan.gov/mdot/0,4616,7-151-11056_11266---,00.html; accessed October 30, 2015.

The Office of Rail administers MDOT's passenger rail transportation programs, including local fixed-rail guideway systems, light rail projects, intercity passenger rail, commuter rail, and rail station design, to provide a safe and efficient passenger rail network to meet alternative transportation needs, safety, and economic opportunity for the state of Michigan.

www.michigan.gov/mdot/0,4616,7-151-9631_22444---F,00.html; accessed October 30, 2015.

To preserve Michigan's unique recreational, scenic, and historic cultural treasures, knitted together through a common thread: Roads. The Michigan Department of Transportation with sponsorship and support of local units of government makes this possible.

www.michigan.gov/mdot/0,1607,7-151-9621_11041_11209---,00.html; accessed October 30, 2015.

Region Planners are responsible for all planning activities, including local initiatives on state highways. Region Planners are also MDOT's representatives on Municipal and Region Planning Organizations.

www.michigan.gov/mdot/0,4616,7-151-9623-36042--,00.html; accessed October 30, 2015.

Safe Routes to School is an international movement to make it safe, convenient, and fun for children to bicycle and walk to school. When routes are safe, walking or biking to and from school is an easy way to get the regular physical activity children need for good health. Safe Routes to School initiatives also help ease traffic jams and air pollution, unite neighborhoods, and contribute to students' readiness to learn in school.

Eligible recipients include schools, cities, villages, and county road commissions. Nonprofit organizations can partner with schools or other eligible applicants.

<http://saferoutesmichigan.org/>

The SIB provides low-interest loans that afford assistance to carry on transportation and transit projects that have run into problems, or are unique in their nature or require emergency funds. Eligible projects include highway, transit—Title 23, Title 49, and Act 51 activities.

Eligible applicants include county road commissions, cities, villages, transit agencies, and railroads.

www.michigan.gov/sib; accessed October 30, 2015.

The TAP is a competitive grant program that funds projects, such as bike paths, streetscapes, and historic preservation of transportation facilities that enhance Michigan's intermodal transportation system and provide safe alternative transportation options. These investments support place-based economic development by offering transportation choices, promoting walkability, and improving the quality of life. The program uses Federal Transportation Funds designated by Congress for these types of activities.

Eligible applicants include county road commissions, cities, villages, regional transportation authorities, transit agencies, state and federal natural resource or public land agencies, and tribal governments. The MDOT may partner with a local agency to apply for funding and implement the project. Other organizations, such as townships or non-motorized trail groups, may work with an eligible agency to apply.

www.michigan.gov/tap; accessed October 30, 2015.

The purpose of the TEDF is to fund transportation improvements that enhance the ability of the state to compete in an international economy, promote economic growth, and improve the quality of life in the state. The TEDF is broken up into five different programs: Category A, C, D, E, and F. Each of these categories has its own unique criteria as to the purpose for which money is awarded. The TEDF provides for the distribution of money to counties and municipalities through three formulaic and two grant programs.

Eligible applicants are county road commissions, MDOT (Category A only), cities, and villages. Applications are accepted year round with grant awards made six times a year.

www.michigan.gov/tedf; accessed October 30, 2015.

The TSCs provide information regarding permitting for project on state highways. The TSCs also provide oversight on projects within the MDOT right-of-way.

www.michigan.gov/mdot/0,4616,7-151-9623-36042--,00.html; accessed October 30, 2015.

Table A-1: State Agency Assistance (cont.)

Tool/Program	Lead	Project Type	Tool Type	Area
Brownfield Redevelopment Program	MEDC	Campuses, Civic Centers, Downtowns, Markets, Multi Use, Parks, Squares, Waterfronts, Other	Resource, Incentive	City Neighborhood, Downtown, Regional Downtown, Rural, Suburban
Business Development Program (BDP)	MEDC	Downtowns	Grant, Loan	Downtown, Regional Downtown, Rural, Suburban
Business Improvement District (BID)	MEDC	Downtowns, Markets, Multi Use, Other	Resource	City Neighborhood, Downtown, Regional Downtown, Suburban
Business Improvement Zone (BIZ)	MEDC	Downtowns, Markets, Multi Use, Other	Resource	City Neighborhood, Downtown, Regional Downtown
CDBG – Blight Elimination	MEDC	Downtowns, Multi Use, Other	Grant	City Neighborhood, Downtown, Rural
CDBG – Building Acquisition	MEDC	Downtowns, Multi Use	Grant	Downtown, Rural
CDBG – Downtown Façade Improvement	MEDC	Downtowns, Multi Use	Grant	Downtown, Rural
CDBG – Farm to Food	MEDC	Markets	Grant	Downtown, Rural
Commercial Redevelopment District	MEDC	Downtowns, Multi Use, Other	Incentive	City Neighborhood, Downtown, Regional Downtown, Rural

Information

Michigan's brownfields redevelopment efforts are considered the premier model for the country. Properties that in the not-so-distant past were considered lost forever are now being actively pursued for revitalization. In Michigan, brownfields are considered properties that are contaminated, blighted, functionally obsolete, or historic. Brownfield sites can be found in cities with long histories of heavy industry, large-scale manufacturing activity, and also in small towns and rural areas in Michigan. Revitalization of brownfields is critically important to communities throughout Michigan.

www.michiganbusiness.org/community/development-assistance/#section1-1; accessed October 30, 2015.

The Michigan Business Development Program (BDP) is designed to provide grants, loans, or other economic assistance to businesses for highly competitive projects in Michigan that create jobs and/or private investment. Preference for deal closing and second stage gap financing. Factors include out-of-state competition, private investment business diversification opportunities, near-term job creation, wage/job levels, and positive return to the state.

www.michiganbusiness.org/community/development-assistance/#section1-1; accessed October 30, 2015.

A Business Improvement District (BID) allows a municipality to collect revenues, levy special assessments, and issue bonds in order to address the maintenance security and operation of a district.

Only cities, villages, and urban townships may create a BID. This includes townships located in a county with a population greater than 75,000. A BID is defined as one or more portions of an eligible municipality or combinations of contiguous portions of two or more municipalities and is "predominately commercial or industrial use."

www.michiganbusiness.org/community/development-assistance/#section1-1; accessed October 30, 2015.

A Business Improvement Zone (BIZ) can be created by private property owners of those parcels in a zone plan within a city or village, and may levy special assessments to finance activities and projects outlined within a zone plan for a period of seven years.

A BIZ is created by a petition driven by at least 30% of the property owners within a zone plan.

www.michiganbusiness.org/community/development-assistance/#section1-1; accessed October 30, 2015.

The Blight Elimination program is structured to assist communities in removing blighted conditions that often hinder adjacent private investment in their community. Eligible under this activity would be property acquisition and demolition. Ineligible activities for this initiative include acquisition of privately owned, residential, historic, or state-owned structures. Vacant, deteriorated buildings deemed detrimental to public health and safety will be given funding priority. No private match is required for this program though local funding is expected for proposed projects.

www.michiganbusiness.org/community/development-assistance/#section1-1; accessed October 30, 2015.

Enables a community to secure a building that is vacant, partially vacant, or substantially underused as long as it will result in job creation and make a significant contribution to the overall downtown. Funding allows the acquiring of properties that would not typically be redeveloped due to substantial rehabilitation expenses. Projects that will rehabilitate significant structures (i.e., historic buildings), should have a contribution of at least 25% of the total acquisition cost in private/public funds, while projects that do not should have a contribution of at least 50%.

www.michiganbusiness.org/community/development-assistance/#section1-1; accessed October 30, 2015.

Grants are available for communities that seek to target areas of traditional downtown for façade improvements, which have a significant impact on the community. This program is based on the premise that exterior improvements in highly visible locations will stimulate private investment in commercial/mixed-use buildings and the surrounding area, attract new customers, and result in new economic opportunities. The minimum amount for individual grants is \$30,000. Qualified LMI communities with a population more than 15,000 must have at least five participating properties with façade improvements. Those with populations of 15,000 or less must have at least two participating properties.

www.michiganbusiness.org/community/development-assistance/#section1-1; accessed October 30, 2015.

Grants are available for communities seeking to construct, rehabilitate, acquire, expand, or improve a facility for the support of a 3- to 4-season farmers market. When the structure(s) is not operating as a farmers market, the space must be used for additional community activities. Evaluation of projects will be determined based on community impact, market operation history, financial viability, location visibility, start and completion date, off-season building/site use, and innovative design elements. Contribution of at least 25% of total cost is required and must request funding of at least \$30,000. The maximum grant amount is \$750K.

www.michiganbusiness.org/community/development-assistance/#section1-1; accessed October 30, 2015.

Encourages the replacement, restoration, or reconstruction by abating the property taxes generated from the new investment for a period of up to 12 years.

Local governmental units, including cities or villages may apply.

www.michiganbusiness.org/community/development-assistance/#section1-1; accessed October 30, 2015.

Table A-1: State Agency Assistance (cont.)

Tool/Program	Lead	Project Type	Tool Type	Area
Commercial Rehabilitation District	MEDC	Downtowns, Multi Use, Other	Incentive	Rural
Community Revitalization Program (CRP)	MEDC	Downtowns	Grant, Loan	Downtown, Regional Downtown, Rural
Conditional Land Use Transfer	MEDC	Other	Technique	City Neighborhood, Downtown, Regional Downtown, Rural, Suburban
Corridor Improvement Authority	MEDC	Multi Use	Technique	City Neighborhood, Rural, Suburban
Downtown Development Authorities (DDA)	MEDC	Downtowns, Multi Use	Technique	Downtown, Regional Downtown
Local Development Finance Authority (LDFA)	MEDC	Transportation, Other	Technique	City Neighborhood, Downtown, Regional Downtown, Suburban
Neighborhood Enterprise Zones (NEZ)	MEDC	Other	Incentive	City Neighborhood, Downtown, Regional Downtown, Suburban
Obsolete Property Rehabilitation Act (OPRA)	MEDC	Downtowns, Multi Use, Other	Incentive	City Neighborhood, Downtown, Regional Downtown, Suburban
Principal Shopping District (PSD)	MEDC	Downtowns, Markets, Multi Use, Other	Resource	City Neighborhood, Downtown, Regional Downtown
Redevelopment Liquor Licenses	MEDC	Downtowns, Multi Use, Other	Resource	Downtown, Regional Downtown, Suburban
Redevelopment Ready Communities® (RRC)	MEDC	Downtowns, Other	Service, Technical Assistance	City Neighborhood, Downtown, Rural

Information

Encourages the rehabilitation of commercial property by abating the property taxes generated from new investment for a period of up to 10 years.

The establishment of the Commercial Rehabilitation District may be initiated by the local government unit or by owners of property comprising 50% of all taxable value of the property in the proposed district. The district must be at least three acres in size unless it is located in a downtown or business area or contains a qualified food establishment.

www.michiganbusiness.org/community/development-assistance/#section1-1; accessed October 30, 2015.

The Community Revitalization Program is designed to promote community revitalization through the provision of grants, loans, or other economic assistance for eligible investment projects. In order to qualify, a project must be an Eligible Property (brownfield/historic/functionally obsolete) and demonstrate a financial need for an incentive.

www.michiganbusiness.org/community/development-assistance/#section1-1; accessed October 30, 2015.

Allows a municipality the option of conditionally transferring land to another. Allows both municipalities involved in a land negotiation great flexibility.

Cities, villages, or townships may voluntarily enter conditional land transfer agreements. The agreements are normally between cities and townships, but there have been city-to-city and township-to-township agreements.

www.michiganbusiness.org/community/development-assistance/#section1-1; accessed October 30, 2015.

Corridor Improvement Authorities are designated to assist communities with funding improvements in commercial corridors outside of their main commercial downtown.

www.michiganbusiness.org/community/development-assistance/#section1-1; accessed October 30, 2015.

The DDA provides for a variety of funding options, including a tax increment financing mechanism, which can be used to fund public improvements in the downtown district and the ability to levy a limited millage to address administrative expenses.

Any city, village, or township that has an area in the downtown that is zoned and used principally for business is eligible.

www.michiganbusiness.org/community/development-assistance/#section1-1; accessed October 30, 2015.

Allows a city, village, or urban township to utilize tax increment financing to fund public infrastructure improvements.

www.michiganbusiness.org/community/development-assistance/#section1-1; accessed October 30, 2015.

The program provides a tax incentive for the development and rehabilitation of residential housing. The NEZ was established to spur the development and rehabilitation of residential housing in communities where it may not otherwise occur.

www.michiganbusiness.org/community/development-assistance/#section1-1; accessed October 30, 2015.

The OPRA provides for a tax incentive to encourage the redevelopment of obsolete buildings.

The OPRA tax abatements may be given for those eligible projects that take place on an obsolete property and result in a commercial or mixed-use building project located in only the qualified local units of government.

www.michiganbusiness.org/community/development-assistance/#section1-1; accessed October 30, 2015.

A PSD allows a municipality to collect revenues, levy special assessments, and issue bonds in order to address the maintenance security and operation of a district.

Only cities, villages, and urban townships may create a PSD. This includes townships located in a county with a population greater than 75,000. A PSD may be created within a municipality in a commercial area containing a minimum of 10 retail businesses.

www.michiganbusiness.org/community/development-assistance/#section1-1; accessed October 30, 2015.

The Liquor Control Commission may issue new public-on-premises liquor licenses to local units of government.

A business must be located in either a Tax Increment Finance Authority, a Corridor Improvement Authority, a Downtown Development Authority, a Principal Shopping District, or a City Redevelopment Area.

www.michiganbusiness.org/community/development-assistance/#section1-1; accessed October 30, 2015.

The RRC supports communities to actively engage stakeholders to vision and plan for the future. Based on a set of best practices, RRC measures key community and economic development elements and certifies communities that integrate transparency, predictability, and efficiency into their development practices.

www.michiganbusiness.org/community/development-assistance/#section1-1; accessed October 30, 2015.

Table A-1: State Agency Assistance (cont.)

Tool/Program	Lead	Project Type	Tool Type	Area
Water Resource Improvement Authority	MEDC	Parks, Squares, Waterfronts	Service, Technique	City Neighborhood, Downtown, Natural, Rural, Suburban
Ability to Clear or Quiet Title	MLB	Campuses, Civic Centers, Downtowns, Markets, Multi Use, Parks, Squares, Transportation, Waterfronts, Other	Service	City Neighborhood, Downtown, Regional Downtown, Rural, Suburban
Blight Elimination Program	MLB	Campuses, Civic Centers, Downtowns, Markets, Multi Use, Parks, Squares, Transportation, Waterfronts, Other	Grant	City Neighborhood, Downtown, Regional Downtown, Rural, Suburban
EPA Brownfield Revolving Loan Fund	MLB	Campuses, Civic Centers, Downtowns, Markets, Multi Use, Parks, Squares, Transportation, Waterfronts, Other	Grant, Loan	City Neighborhood, Downtown, Regional Downtown, Rural, Suburban
Garden for Growth	MLB	Campuses, Civic Centers, Downtowns, Markets, Multi Use, Parks, Squares, Transportation, Waterfronts, Other	Service	City Neighborhood, Downtown, Regional Downtown, Rural, Suburban
Strategically Acquire and Assemble Land for Redevelopment	MLB	Campuses, Civic Centers, Downtowns, Markets, Multi Use, Parks, Squares, Transportation, Waterfronts, Other	Service	City Neighborhood, Downtown, Regional Downtown, Rural, Suburban
Certified Local Government (CLG) Grants - SHPO	MSHDA	Other	Grant	City Neighborhood, Downtown, Rural, Suburban
Federal Rehabilitation Tax Credits - SHPO	MSHDA	Campuses, Civic Centers, Downtowns, Markets, Multi Use, Squares, Waterfronts	Incentive	City Neighborhood, Downtown, Rural, Suburban
General Historic Preservation - SHPO	MSHDA	Other	Service, Technical Assistance	City Neighborhood, Downtown, Regional Downtown, Rural, Suburban

Information

A Water Resource Improvement Authority may use its funds, including tax increment financing, to enhance water quality, water dependent natural resources, and access to an inland lake.

A Water Resource Improvement Authority may be established around an inland lake.

www.michiganbusiness.org/community/development-assistance/#section1-1; accessed October 30, 2015.

The Michigan Land Bank Fast Track Authority (MLB) has the ability to commence an expedited quiet title and foreclosure action to remove clouds on title associated with tax-reverted property. The Michigan Land Bank has the ability to quiet title to real property or interests in real property held by the MLB. This important and necessary power allows the MLB to clear many liens and clouds from titles, thus creating a marketable title the new owner can purchase title insurance on after the transfer from the MLB.

www.michigan.gov/landbank; accessed October 30, 2015.

The Blight Elimination program is structured to assist communities in removing blighted conditions that often hinder adjacent private investment in their community. Eligible under this activity would be property rehabilitation, with preference for historic structures. Vacant, deteriorated buildings deemed detrimental to public health and safety will be given funding priority.

www.michigan.gov/landbank; accessed October 30, 2015.

The MLB may use the funding that it received through the EPA's Brownfield Revolving Loan Fund for cleanup activities at eligible brownfield sites. Funds will be disbursed in the form of loans and grants. The EPA Revolving Loan Fund will be used to support the redevelopment of brownfields into commercial and industrial enterprises that generate new tax revenue and create jobs.

www.dccwf.org/economic_dev.php; accessed October 30, 2015.

Garden for Growth Leases allow Michigan residents to lease MLB properties to create urban gardens. Under a Garden for Growth Lease, any individual or nonprofit organization may lease an MLB property for the purpose of creating an agricultural space. Any types of gardening or agricultural activities qualify as long as they are not illegal and do not violate local zoning codes. This includes vegetable gardens, flower gardens, native plant gardens, and educational gardens.

www.michigan.gov/landbank; accessed October 30, 2015.

The MLB may acquire and assemble property for local units of government, developers, and nonprofits in a strategic and coordinated manner to foster development of the property and to encourage and promote economic growth and community stabilization. In addition, the MLB will evaluate and assemble property in our inventory to aid in redevelopment that will enhance the community and create a sense of place.

www.michigan.gov/landbank; accessed October 30, 2015.

Grant funds are available from the National Park Service through the State Historic Preservation Office for CLGs to initiate and support historic preservation activities at the local level. Any municipality can become a CLG: A county, a township, a large city or small village, or a town. By meeting a few simple but important standards, a community may receive financial aid and technical assistance that will enhance and promote historic neighborhoods and commercial districts. An active CLG program can become an important planning vehicle for community development by identifying specific preservation projects and applying for grants to carry out the projects. The SHPO provides guidance for all units of government to initiate and develop such programs.

www.michigan.gov/mshda; accessed October 30, 2015.

Federal income tax credits are available for owners of National Register-listed income-producing properties who rehabilitate their properties. The projects must be certified by the National Park Service, in consultation with the State Historic Preservation Office (SHPO).

www.michigan.gov/mshda; accessed October 30, 2015.

Historic preservation enhances the quality of our environment and lives. Urban areas are renewed. Small towns retain the character that set them apart from other communities. Neighborhoods are reclaimed from decline and are revived. Cultural landscapes are protected from uncontrolled development. Historic preservation is more than an attempt to maintain old buildings for posterity's sake; it serves as a planning and economic development tool that enables communities to manage how they will grow and change. Once historic sites are identified and registered, protection programs and tax incentives can be used to preserve them. A commitment to the preservation of the character of our communities makes good economic sense because it enhances property values, creates jobs, revitalizes downtowns, and promotes tourism.

www.michigan.gov/mshda; accessed October 30, 2015.

Table A-1: State Agency Assistance (cont.)

Tool/Program	Lead	Project Type	Tool Type	Area
Housing Resource Fund – Homebuyer Assistance	MSHDA	Civic Centers, Downtowns, Waterfronts	Loan	City Neighborhood, Downtown, Regional Downtown, Rural, Suburban
Housing Resource Fund – Homeowner Assistance	MSHDA	Civic Centers, Downtowns, Waterfronts	Grant, Loan	City Neighborhood, Downtown, Regional Downtown, Rural, Suburban
Housing Resource Fund – Rental Rehabilitation	MSHDA	Civic Centers, Downtowns, Multi Use	Grant, Loan	Downtown
Low Income Housing Tax Credits	MSHDA	Other	Incentive	City Neighborhood, Downtown, Regional Downtown, Rural, Suburban
Michigan Main Street	MSHDA	Downtowns	Technical Assistance	Downtown, Regional Downtown
MiNeighborhood	MSHDA	Other	Service, Technical Assistance	City Neighborhood
Modified Pass Through Program	MSHDA	Downtowns, Multi Use, Squares, Waterfronts, Other	Loan, Incentive	City Neighborhood, Downtown, Regional Downtown, Rural, Suburban
MSHDA & HUD-Supported Technical Assistance	MSHDA	Civic Centers, Downtowns, Multi Use, Waterfronts, Other	Service, Technical Assistance	City Neighborhood, Downtown, Regional Downtown, Rural, Suburban
National Register of Historic Places – SHPO	MSHDA	Campuses, Civic Centers, Downtowns, Markets, Multi Use, Parks, Squares, Transportation, Waterfronts, Other	Resource	City Neighborhood, Downtown, Rural, Suburban
Pass Through Short-Term Bond Pilot Program	MSHDA	Downtowns, Multi Use, Squares, Waterfronts, Other	Loan	City Neighborhood, Downtown, Regional Downtown, Rural, Suburban
Pre-Development Loans	MSHDA	Downtowns, Markets, Multi Use	Loan	City Neighborhood, Downtown, Regional Downtown, Rural, Suburban

Information

The Acquisition, Development, and Resale (ADR) of existing units needing rehabilitation or vacant lots for new construction. *NOTE: Due to a depressed housing market, a written market analysis is required for ADR funding consideration.* Homebuyer Purchase Rehabilitation (HPR), through which the grantee provides rehabilitation and down payment assistance to buyers of homes in the neighborhood to assure an affordable owner-occupancy of units in good repair.

www.michigan.gov/mshda; accessed October 30, 2015.

For grants under \$2,500, the Community Development Division will consider targeted homeowner rehabilitation programs in which the homeowner rehabilitation is an integral part of a locally supported comprehensive targeted revitalization/rehabilitation plan.

www.michigan.gov/mshda; accessed October 30, 2015.

The Community Development Division will consider funding for the rehabilitation of rental property in downtowns and commercial centers: a) Generally CDBG funded; b) affordability at initial occupancy; c) \$40K limit all-in for the creation of units in previously non-residential space; and d) \$25K limit all-in for any unit in legal residential use and occupied during the last five years. Application deadlines do not apply for downtown rental rehabilitation proposals.

www.michigan.gov/mshda; accessed October 30, 2015.

The Low Income Housing Tax Credit Program is an investment vehicle created by the federal Tax Reform Act of 1986, which is intended to increase and preserve affordable rental housing by replacing earlier tax incentives with a credit directly applicable against tax liability. Administered in Michigan by MSHDA, this program permits investors in affordable rental housing who are awarded the credit—corporations, banking institutions, and individuals—to claim a credit against their tax liability annually for a period of 10 years.

Developers may apply and compete for the credit during pre-determined funding rounds according to the provisions of the Qualified Allocation Plan (QAP).

www.michigan.gov/mshda; accessed October 30, 2015.

Provides intensive technical assistance in four areas: Organization, promotion, design, and economic restructuring as it relates to business, housing, and historic preservation in downtowns.

Local governmental units with traditional downtowns, including cities or villages, may apply.

www.michiganmainstreetcenter.com/

The MiNeighborhood Program works with neighborhood, local, and statewide organizations to identify and address neighborhood needs based on the premise of the Main Street Four-Point Approach®. The program connects existing and emerging opportunities to leverage resources in support of neighborhood revitalization.

www.michigan.gov/mshda; accessed October 30, 2015.

The Pass Through program offers tax-exempt loans to for-profit or nonprofit developers for new construction or rehabilitation of rental developments up to 150 units. Loans must be credit enhanced by a third party, and the use of the 4% housing credit is required. Sixty percent of the units are for households with incomes at or below 60% of the area median income—or 40% of units at 50% of area median income.

www.michigan.gov/mshda; accessed October 30, 2015.

The MSHDA has consultants available to provide technical assistance to nonprofit organizations and local units of government. These consultants provide guidance and training geared to increasing grantees' capacity to produce affordable housing.

www.michigan.gov/mshda; accessed October 30, 2015.

The National Register is a program of the National Park Service, U.S. Department of the Interior. In Michigan, the SHPO administers the program. Michigan boasts more than one thousand National Register-listed sites. The register is a tool for preserving historic properties. Listed properties are given special consideration when the federal government is planning or giving aid to projects. National Register-listed properties enjoy certain economic benefits, including Federal Rehabilitation Tax Credits.

www.michigan.gov/mshda; accessed October 30, 2015.

The MSHDA's Act permits the Authority to participate in "conduit" or "pass-through" financings in which the bonds issued to finance a development are a limited obligation of the Authority; the bonds are not secured by the Authority's capital reserve capital account; and the bonds are not backed by the moral obligation of the State of Michigan. Instead, the bonds are secured by the revenues of the borrower, the real and personal property being financed, and a form of credit enhancement acceptable to the Authority.

www.michigan.gov/mshda; accessed October 30, 2015.

Pre-development loans are available to help nonprofit developers pay for pre-development expenses related to planning affordable housing developments from project conception through submission for financing (including the Community Development Division, the Office of Rental Development and Homeless Initiatives, and the Low Income Housing Tax Credit Program).

www.michigan.gov/mshda; accessed October 30, 2015.

Table A-1: State Agency Assistance (cont.)

Tool/Program	Lead	Project Type	Tool Type	Area
Property Improvement Program	MSHDA	Civic Centers, Downtowns, Markets, Multi Use, Squares, Waterfronts	Loan	City Neighborhood, Downtown, Regional Downtown, Rural, Suburban
Single Family Program	MSHDA	Downtowns, Waterfronts	Loan	City Neighborhood, Downtown, Regional Downtown, Rural, Suburban
Steps Forward – MI Hardest-Hit Program	MSHDA	Downtowns, Squares, Waterfronts	Grant	City Neighborhood, Downtown, Regional Downtown, Rural, Suburban
Core Communities	Other	Other	Other	Not Applicable
National Endowment for the Arts "Our Town" Grant Program	Other	Campuses, Civic Centers, Downtowns, Markets, Multi Use, Parks, Squares, Transportation	Grant	City Neighborhood, Downtown, Regional Downtown, Rural

Source: MIplace™. (2013). "Toolkit." MIplace™ Partnership Initiative, Lansing, MI. Available at: <http://miplace.org/resources/funding>; accessed June 23, 2015.

Information

Interest home improvement loans to eligible homeowners and landlords. The loans are originated through Authority-approved Participating Lenders and Community Agents working with lenders.

www.michigan.gov/mshda; accessed October 30, 2015.

Single-family safe, secure loan transactions to low- to moderate-income buyers. Down payment assistance and Mortgage Credit Certificates. Partners are the State of Michigan Lenders, credit unions, and financial institutions.

www.michigan.gov/mshda; accessed October 30, 2015.

Help for Michigan's Hardest-Hit Homeowners is available for homeowners who are worried about foreclosure or are struggling to keep up with mortgage payments. The Hardest-Hit program is designed to help homeowners who are unemployed, underemployed, or those who have struggled with a hardship. For more information or to apply online, go to: www.stepforwardmichigan.org or call toll-free 1 (866) 946-7432.

Core communities have the ability to use special Brownfield Redevelopment incentives for blighted and functionally obsolete property. Neighborhood Enterprise Zones allow for new homes to be taxed at half the statewide average. Obsolete Property Rehabilitation Tax Exemptions allow communities to freeze local property taxes at a pre-development level for up to 12 years.

Section 2(k) of act PA 146 of 2000 gives the qualifications that must be met in order for a local unit to be a qualified local government unit.

www.michiganbusiness.org/cm/files/fact-sheets/core_communities.pdf; accessed October 30, 2015.

2016 Our Town guidelines

2016 is the sixth year of Our Town, the NEA's primary creative placemaking program, providing funding that supports local efforts to enhance quality of life and opportunity for residents, increase creative activity, and create a distinct sense of place. Grants in 2016 will be available for projects in arts engagement, design and planning, and in knowledge building.

The application deadline for the 2016 Our Town program is earlier than in years past and is on September 21, 2015. Guidelines and application materials for 2016 Our Town program are in the [Apply for a Grant](#) section of the NEA website.

Since Our Town's inception in 2011, the NEA has awarded 256 grants totaling more than \$21 million in all 50 states and the District of Columbia. In addition, the NEA has created the online resource [Exploring Our Town](#), with more than 70 case studies and lessons learned from organizations working in communities large and small, urban and rural across the country. In July, the NEA will announce the 2015 grantees, including projects from the new project type of supporting knowledge-building in the field of creative placemaking.

- See more at: www.arts.gov/news/2015/creative-placemaking-guidelines-and-report-launched; accessed October 30, 2015.

Appendix 4: Placemaking Resource List



A beautiful spring day in Traverse City, MI. Photo by the Michigan Municipal League/www.mml.org.

This compilation represents resources on a variety of topics that are related to placemaking. The resources are grouped by the categories listed below. It should be noted that many resources could fit into multiple categories, but rather than creating duplicates, the best overall category fit was chosen.

- Certifications and Training for Placemaking.
- Demographics and Opinion Surveys.
- Economics.
- Eds and Meds.
- Engagement and Leadership.
- Form-Based Codes.
- Geography:
 - Big Cities,
 - Suburbs,
 - Small Towns,
 - Neighborhoods, and
 - Rural Areas.
- Historic Preservation.
- Historical Context for Placemaking.
- Housing.
- Law.
- Livability.
- Media.
- Natural Resources, Environment, and Recreation.
- New Urbanism.
- Organizations Supporting Placemaking.
- Public Health.
- Retail.
- Talent Attraction and Retention.
- Transit-Oriented Development (TOD).
- Transportation:
 - Street Design,
 - Complete Streets,
 - Bikability; and
 - Walkability.
- Types of Placemaking:
 - Creative Placemaking (including Arts and Culture),
 - Standard Placemaking,
 - Strategic Placemaking, and
 - Tactical Placemaking (including Lighter, Quicker, Cheaper; and Tactical Urbanism).
- Urban Design.

CERTIFICATE TRAINING FOR PLACEMAKING

FBC 101: ABCs of Form-Based Codes – Course

FBCI. (2015). “FBC 101: ABCs of Form-Based Codes.” Form-Based Codes Institute, Chicago, IL. Available at: <http://formbasedcodes.org/courses/fbc101>; accessed October 30, 2015.

FBC101: The ABC’s of Form-Based Codes – Online

FBCI. (2015). “FBC101: The ABC’s of Form-Based Codes – Online.” Form-Based Codes Institute, Chicago, IL. Available at: <http://formbasedcodes.org/courses/fbc101-online>; accessed October 30, 2015.

FBC 201: Design – Course

FBCI. (2015). “FBC 201: Design.” Form-Based Codes Institute, Chicago, IL. Available at: <http://formbasedcodes.org/courses/fbc201>; accessed October 30, 2015.

FBC 301: Completing, Adopting, and Administering the Code – Course

FBCI. (2015). “FBC 301: Completing, Adopting, and Administering the Code.” Form-Based Codes Institute, Chicago, IL. Available at: <http://formbasedcodes.org/courses/fbc301>; accessed October 30, 2015.

Michigan Citizen Planner Program

The Michigan Citizen Planner Program at Michigan State University offers land use education and training to locally appointed and elected planning officials throughout Michigan. Available at: http://msue.anr.msu.edu/program/info/michigan_citizen_planner/; accessed March 23, 2015.

NCI Charrette Management and Facilitation™ Certificate Training

NCI. (2015). “NCI Charrette Management and Facilitation™ Certificate Training.” National Charrette Institute, Portland, OR. Available at: www.charretteinstitute.org/trainings/nci-management-facilitation.html; accessed October 30, 2015.

NCI Charrette System™ Certificate Training

NCI. (2015). “NCI Charrette System™ Certificate Training.” National Charrette Institute, Portland, OR. Available at: www.charretteinstitute.org/trainings/nci-charrette-system.html; accessed June 26, 2015.

The New High-Tech High-Touch Planning Tools™ Certificate Training

NCI. (2015). “The New High-Tech High-Touch Planning Tools™ Certificate Training.” National Charrette Institute, Portland, OR. Available at: www.charretteinstitute.org/trainings/nci-hi-tech-high-touch.html; accessed October 30, 2015.

A Pedagogy for Placemaking (Blog Article)

PPS. (2013). “A Pedagogy for Placemaking: Launching Pratt Institute’s New Masters Degree in Urban Placemaking and Management.” *Project for Public Spaces Blog*, November 20, 2013. New York, NY. Available at: www.pps.org/blog/a-pedagogy-for-placemaking-launching-pratt-institutes-new-masters-degree-in-urban-placemaking-and-management/; accessed June 30, 2015.

Placemaking Curriculum Training

The MSU Land Policy Institute began the Placemaking Curriculum training in 2013. It features six modules and up to 36 hours of instruction. Online training program development to begin in 2016. Contact: lpi@anr.msu.edu or call (517) 432-8800.

DEMOGRAPHICS AND OPINION SURVEYS

The 2011 Community Preference Survey

Belden, Russonello & Stewart, LLC. (2011). “The 2011 Community Preference Survey: What Americans are Looking for When Deciding Where to Live.” Conducted for the National Association of Realtors®. Chicago, IL. Available at: www.realtor.org/sites/default/files/smart-growth-comm-survey-results-2011.pdf; accessed January 22, 2015.

2013 National Community Preference Survey

NAR. (2013). “National Community Preference Survey.” National Association of Realtors®, Chicago, IL. Available at: www.realtor.org/sites/default/files/reports/2013/2013-community-preference-analysis-slides.pdf; accessed January 22, 2015.

2015 Community and Transportation Preferences Survey

NAR, and Portland State University. (2015). “2015 Community and Transportation Preferences Survey.” National Association of Realtors®, Chicago, IL. Available at: www.realtor.org/sites/default/files/reports/2015/nar-psu-2015-poll-report.pdf; accessed October 30, 2015.

DEMOGRAPHICS AND OPINION SURVEYS (CONT.)

America in 2013: Key Findings on Housing, Community, Transportation, and the Generations (Book)

ULI. (2013). *America in 2013: Key Findings on Housing, Community, Transportation, and the Generations*. Infrastructure Initiative and the Terwilliger Center for Housing, Urban Land Institute, Washington, DC. Available at: http://uli.org/wp-content/uploads/ULI-Documents/America-in-2013-Compendium_web.pdf; accessed August 26, 2015.

America in 2013: A ULI Survey of Views on Housing, Transportation, and Community (Book)

ULI. (2013). *America in 2013: A ULI Survey of Views on Housing, Transportation, and Community*. Infrastructure Initiative and the Terwilliger Center for Housing, Urban Land Institute, Washington, DC. Available at: http://uli.org/wp-content/uploads/ULI-Documents/America_in_2013_web.pdf; accessed January 22, 2015.

America's Families and Living Arrangements (Report)

Vespa, J., J.M. Lewis, and R.M. Kreider. (2013). *America's Families and Living Arrangements: 2012*. U.S. Census Bureau, Washington, DC. Available at: www.census.gov/prod/2013pubs/p20-570.pdf; accessed January 23, 2015.

Barely Half of U.S. Adults are Married – A Record Low (Article)

Cohn, D., J.S. Passel, W. Wang, and G. Livingston. (2011). “Barely Half of U.S. Adults are Married – A Record Low.” Pew Research Center, December 14, 2011. Washington, DC. Available at: www.pewsocialtrends.org/2011/12/14/barely-half-of-u-s-adults-are-married-a-record-low/; accessed February 25, 2015.

Behind the Numbers (Report)

Calnin, B., T. Borowy, and S. Adelaja. (2011). *Behind the Numbers: Understanding Michigan's Population Loss*. Land Policy Institute, Michigan State University, East Lansing, MI. Available at: http://landpolicy.msu.edu/resources/behind_the_numbers_understanding_michigans_population_loss; accessed November 5, 2014.

Building Prosperous Places in Michigan (Report)

Adelaja, A., T. Borowy, M. Gibson, M.B. Graebert, J. Warbach, M. Wyckoff, Y. Hailu, C. Hurtt, K. Rustem, and J. Dworin. (2012). *Building Prosperous Places in Michigan: Understanding the Values of, Perceptions of, and Barriers to Placemaking*. Land Policy Institute, Michigan State University, East Lansing, MI. Available at: www.landpolicy.msu.edu/BuildingProsperousPlacesinMIReport; accessed January 21, 2015.

Demographic Reversal (Article)

Frey, W.H. (2012). “Demographic Reversal: Cities Thrive, Suburbs Sputter.” The Brookings Institution, June 29, 2012. Washington, DC. Available at: www.brookings.edu/research/opinions/2012/06/29-cities-suburbs-frey; accessed February 24, 2015.

Knight Soul of the Community 2010 (Report)

Soul of the Community. (2010). *Knight Soul of the Community 2010: Why People Love Where They Live and Why it Matters: A National Perspective*. Soul of the Community, the John S. and James L. Knight Foundation, Miami, FL; and Gallup, Washington, DC. Available at: <http://knightfoundation.org/sotc/overall-findings/>; accessed September 10, 2015.

Longer Lives, Later Families and Greater Diversity (Article)

El Nasser. (2012). “Longer Lives, Later Families and Greater Diversity.” *USA Today*, September 14, 2012. Available at: <http://usatoday30.usatoday.com/news/nation/story/2012/09/14/longer-lives-later-families-and-greater-diversity/57778068/1>; accessed March 2, 2015.

One Mapping Service to Rule Them All (Article)

Capps, K. (2014). “One Mapping Service to Rule Them All.” *The Atlantic CityLab*, October 30, 2014. Available at: www.citylab.com/tech/2014/10/one-mapping-service-to-rule-them-all/382112/; accessed January 21, 2015.

PollDaddy (Online Tool)

Available at: www.polldaddy.com/.

DEMOGRAPHICS AND OPINION SURVEYS (CONT.)

The Reasons for the Recent Decline in Young Driver Licensing in the U.S. (Report)

Schoettle, B., and M. Sivak. (2013). *The Reasons for the Recent Decline in Young Driver Licensing in the U.S.* Report N. UMTRI–2013–22, Transportation Research Institute, University of Michigan, Ann Arbor, MI. Available at: <http://deepblue.lib.umich.edu/bitstream/handle/2027.42/99124/102951.pdf>; accessed January 22, 2015.

Rebuilding Prosperous Places in Michigan (Report)

Graebert, M.B., B. Calnin, T. Borowy, M. Wyckoff, J. Warbach, L. Bretz, B. Acker, and J. Dworin. (2014). *Rebuilding Prosperous Places in Michigan: Views and Values of Placemaking in Michigan, the Midwest and the Nation – Full Report.* Land Policy Institute, Michigan State University, East Lansing, MI. Available at: www.landpolicy.msu.edu/RebuildingProsperousPlacesinMIReport; accessed January 21, 2015.

SurveyMonkey (Online Tool)

Available at: www.surveymonkey.com/.

Total Net Migration: Michigan, 1960–2012 (Figure)

MDTMB. (2012). “Total Net Migration: Michigan, 1960–2012.” Michigan Department of Technology, Management, and Budget; Lansing, MI. Available at: www.michigan.gov/documents/cgi/cgi_census_mich0012slides_434753_7.pdf; accessed November 5, 2014.

Updated Migration Statistics from the American Community Survey: 2012 (Figure)

MDTMB. (n.d.). “Updated Migration Statistics from the American Community Survey: 2012.” Michigan Department of Technology, Management, and Budget; Lansing, MI. Available at: www.michigan.gov/documents/cgi/cgi_census_Mig12Age_Slides_434759_7.pdf; accessed February 11, 2015.

U.S. Birth Rate Falls to a Record Low; Decline is Greatest among Immigrants (Article)

Livingston, G., and D. Cohn. (2012). “U.S. Birth Rate Falls to a Record Low; Decline is Greatest among Immigrants.” Pew Research Center, November 29, 2012. Washington, DC. Available at: www.pewsocialtrends.org/2012/11/29/u-s-birth-rate-falls-to-a-record-low-decline-is-greatest-among-immigrants/; accessed January 22, 2015.

Who Lives Downtown? (Book Chapter)

Birch, E. (2006). “Who Lives Downtown?,” In *Redefining Urban and Suburban America: Evidence from Census 2000, Vol. 3*, ed. A. Berube, B. Katz, and E. Lang. Washington, DC: Brookings Institution Press. Available at: www.brookings.edu/research/books/2006/redefiningurbanandsuburbanamerica3; accessed July 7, 2015.

ECONOMICS

7.2 SQ MI: A Report on Greater Downtown Detroit

Ali, A., E. Fields, S. Hopkins, S. Olinek, and J. Pierce. (2013). *7.2 SQ MI: A Report on Greater Downtown Detroit.* Hudson-Webber Foundation, Midtown Detroit, Inc., Downtown Detroit Partnership, Detroit Economic Growth Corporation, D:hive, and Data Driven Detroit, Detroit, MI. Available at: <http://detroitsevenpointtwo.com/resources/2013-Full-Report.pdf>; accessed June 30, 2015.

2012 Michigan Turnaround Plan (Booklet)

Business Leaders for Michigan. (2012). “2012 Michigan Turnaround Plan: Laying the Foundation to Build a New Michigan.” Detroit, MI. Available at: www.businessleadersformichigan.com/storage/documents/michigan-turnaround-plan/MTP_Booklet.pdf; accessed January 22, 2015.

Arts & Economic Prosperity IV (Report)

Americans for the Arts. (2012). *Arts & Economic Prosperity IV: The Economic Impact of Nonprofit Arts and Culture Organizations and Their Audiences.* Washington, DC. Available at: www.americansforthearts.org/sites/default/files/pdf/information_services/research/services/economic_impact/aepiv/NationalStatisticalReport.pdf; accessed January 21, 2015.

ECONOMICS (CONT.)

Better, Stronger, Faster (Book)

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Active Living Network

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AIA Michigan

Available at: www.aiami.com/.

American Planning Association (APA)

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Arts Council for Greater Lansing

Available at: www.lansingarts.org/.

The Better Block Project

Available at: www.betterblock.org/.

Center for Applied Transect Studies

Available at: www.transect.org/.

Center for Community and Economic Development (CCED) at Michigan State University

Available at: <http://ced.msu.edu/>.

The Center for Michigan

Available at: <http://thecenterformichigan.net/>.

Center for Neighborhood Technology (CNT)

The CNT works across disciplines and issues, including transportation and community development, energy, water, and climate change. The CNT is an award-winning innovations laboratory for urban sustainability. Available at: www.cnt.org/.

Center for Transit-Oriented Development (CTOD)

Available at: www.ctod.org.

ORGANIZATIONS SUPPORTING PLACEMAKING (CONT.)

The City Repair Project

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Community Economic Development Association of Michigan (CEDAM)

Available at: <http://cedam.info/>.

Congress for the New Urbanism (CNU)

Available at: www.cnu.org.

Congress for the New Urbanism, Michigan Chapter (MiCNU)

Available at: www.micnu.org/.

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Design for Health

Available at: <http://designforhealth.net/>.

Design Trust for Public Space

Available at: www.designtrust.org/.

Duany Plater-Zyberk & Company

Available at: www.dpz.com/.

Form-Based Codes Institute

Available at: www.formbasedcodes.org/.

Great Lakes Capital Fund (GLCF)

Available at: www.capfund.net/.

Groundwork Center for Resilient Communities (formerly Michigan Land Use Institute)

Available at: www.mlui.org/.

Habitat for Humanity of Michigan (HFHM)

Available at: www.habitatmichigan.org/.

Healthy Communities Institute

Available at: www.healthycommunitiesinstitute.com/.

Institute for Public Policy and Social Research (IPPSR) at Michigan State University

Available at: <http://ippsr.msu.edu/>.

Institute of Transportation Engineers

Available at: www.ite.org/.

International Association of Public Participation

Available at: www.iap2.org/.

International Forum of Visual Practitioners

Available at: <http://ifvpcommunity.ning.com/>.

International Making Cities Livable Council

Available at: www.livablecities.org.

Land Information Access Association (LIAA)

Available at: www.liaa.org/.

Land Policy Institute (LPI) at Michigan State University

Available at: www.landpolicy.msu.edu.

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Michigan Bankers Association (MBA)

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Michigan Credit Union League (MCUL)

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Michigan Department of Transportation (MDOT)

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Michigan Film & Digital Media Office (MFO)

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Michigan Future, Inc.

Available at: www.michiganfuture.org/.

Michigan Historic Preservation Network (MHPN)

Available at: www.mhpn.org.

Michigan Humanities Council

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Michigan Land Bank (MLB) Fast Track Authority

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Michigan Main Street (MMS) Program

Available at: www.michiganmainstreetcenter.com/.

Michigan Municipal League (MML)

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Michigan Realtors® (formerly Michigan Association of Realtors®)

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Michigan Recreation and Park Association (mParks)

Available at: www.mparks.org/.

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National Charrette Institute (NCI)

Available at: www.charretteinstitute.org/.

National Endowment for the Arts (NEA)

Available at: www.arts.gov/.

Networks Northwest (formerly Northwest Michigan Council of Governments): Create MI Place

Available at: www.networksnorthwest.org/ and www.createmiplace.org/.

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New Designs for Growth (NDFG)

The NDFG represents a collaboration of efforts promoting planning and development best practices that accommodate growth and maintain quality of life in Northwest Lower Michigan. Available at: www.newdesignsforgrowth.com/.

Partners for Livable Communities

Available at: www.livable.org.

PlaceMakers, LLC.

Available at: www.placemakers.com/.

Prima Civitas

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Project for Public Spaces (PPS)

Available at: www.pps.org/.

Small Business Association of Michigan (SBAM)

Available at: www.sbam.org/.

Smart Growth America

Available at: www.smartgrowthamerica.org/.

Smart Growth Online and Network

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Street Plans Collaborative

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Strong Towns

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Sustainable Cities Collective

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Transit-Oriented Development Institute

Available at: www.transitorienteddevelopment.org/.

Transportation for America

Available at: www.t4america.org/.

Urban Land Institute (ULI)

Available at: www.uli.org/.

U.S. Department of Housing and Urban Development (HUD)

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Walkable and Livable Communities Institute (WALC)

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The CDC's Healthy Communities Program works with communities through local, state, and territory, and national partnerships to improve community leaders and stakeholders' skills and commitments for establishing, advancing, and maintaining effective population-based strategies that reduce the burden of chronic disease and achieve health equity. Available at: www.cdc.gov/healthycommunitiesprogram/; accessed March 4, 2015.

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International Technology Scanning Program. (2010). *Public Policies for Pedestrian and Bicycle Safety and Mobility: An Implementation Project of the Pedestrian and Bicyclist Safety and Mobility International Scan*. Federal Highway Administration, U.S. Department of Transportation, Washington, DC. Available at: <http://international.fhwa.dot.gov/pubs/pl10028/index.cfm>; accessed September 5, 2014.

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Schlossberg, M., J. Rowell, D. Amos, and K. Stanford. (2014). *Rethinking Streets: An Evidence-Based Guide to 25 Complete Street Transformations*. Raleigh, NC: Lulu Press, Inc. Available at: www.rethinkingstreets.com/.

Transit Score® Methodology

Walk Score®. (2015). “Transit Score® Methodology.” Seattle, WA. Available at: www.walkscore.com/transit-score-methodology.shtml; accessed July 2, 2015.

U.S. Traffic Calming Manual

Ewing, R., and S.J. Brown. (2009). *U.S. Traffic Calming Manual*. Chicago, IL: APA Planners Press and American Society of Engineers. Available at: www.planning.org/store/product/?ProductCode=BOOK_A64606; accessed July 6, 2015.

Vibrant Streets Toolkit

Vibrant Streets. (2015). “Vibrant Streets Toolkit.” Bethesda, MD. Available at: <http://vibrantstreets.com>.

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League of American Bicyclists’ Bicycle Friendly America (Web Page)

Available at: www.bikeleague.org/bfa; accessed March 20, 2015.

Federal Transit Administration’s Bicycles & Transit (Web Page)

Available at: www.fta.dot.gov/13747_14399.html; accessed March 20, 2015.

Guide for the Development of Bicycle Facilities (Book)

AASHTO. (2012). *Guide for the Development of Bicycle Facilities*, 4th Ed. Washington, DC: American Association of State Highway and Transportation Officials. Available at: https://bookstore.transportation.org/item_details.aspx?ID=1943; accessed July 6, 2015.

NACTO Urban Bikeway Design Guide (Book)

NACTO. (2011). *NACTO Urban Bikeway Design Guide*. Washington, DC: National Association of City Transportation Officials. Available at: <http://nacto.org/cities-for-cycling/design-guide/>; accessed March 20, 2015.

Bike Score™ Methodology

Walk Score®. (2015). “Bike Score™ Methodology.” Seattle, WA. Available at: www.walkscore.com/bike-score-methodology.shtml; accessed July 2, 2015.

Walkability

Accessible Pedestrian Signals (Book)

AARP. (2007). *Accessible Pedestrian Signals: A Guide to Best Practices*. Washington, DC: Livable Communities, AARP. Available at: www.aarp.org/livable-communities/Plan/transportation/info-2013/pedestrian-walking-signals-a-guide-to-best-practices.html; accessed September 5, 2014.

Better Streets Plan (Report)

City of San Francisco. (2010). *Better Streets Plan: Policies and Guidelines for the Pedestrian Realm*. San Francisco Planning Department, CA. Available at: www.sf-planning.org/ftp/BetterStreets/docs/Draft_BSP_for_Adoption_1_Introduction.pdf; accessed September 5, 2014.

Creating Walkable Places (Book)

Schmitz, A., and J. Scully. (2006). *Creating Walkable Places: Compact Mixed-Use Solutions*. Washington DC: Urban Land Institute. Available at: <http://uli.bookstore.ipgbook.com/creating-walkable-places-products-9780874209389.php>; accessed July 13, 2015.

Dangerous by Design (Report)

SGA. (2014). *Dangerous by Design 2014: Michigan*. Smart Growth America, Washington, DC. Available at: www.smartgrowthamerica.org/documents/dangerous-by-design-2014/dangerous-by-design-2014-michigan.pdf; accessed September 25, 2015.

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Designing Sidewalks and Trails for Access. Part I of II (Report)

Beneficial Designs, Inc. (1999). *Designing Sidewalks and Trails for Access. Part I of II: Review of Existing Guidelines and Practices*. Federal Highway Administration, U.S. Department of Transportation, Washington, DC. Available at: www.fhwa.dot.gov/environment/bicycle_pedestrian/publications/sidewalks/sidewalks.pdf; accessed April 14, 2015.

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Beneficial Designs, Inc. (2001). *Designing Sidewalks and Trails for Access. Part II of II: Best Practices Design Guide*. Federal Highway Administration, U.S. Department of Transportation, Washington, DC. Available at: www.fhwa.dot.gov/environment/bicycle_pedestrian/publications/sidewalk2/pdf/01a_tpack.pdf; accessed April 14, 2015.

Designing Walkable Urban Thoroughfares (Book)

ITE, and CNU. (2010). *Designing Walkable Urban Thoroughfares: A Context Sensitive Approach*. Washington, DC: Institute of Transportation Engineers. Available at: <http://library.ite.org/pub/e1cff43c-2354-d714-51d9-d82b39d4dbad/>; accessed March 4, 2015.

Evaluation of Pedestrian-Related Roadway Measures (Report)

Mead, J., C. Zegeer, and M. Bushell. (2014). *Evaluation of Pedestrian-Related Roadway Measures: A Summary of Available Research*. Prepared by the Pedestrian and Bicycle Information Center for the Federal Highway Administration, U.S. Department of Transportation, Washington, DC. Available at: www.pedbikeinfo.org/cms/downloads/PedestrianLitReview_April2014.pdf; accessed July 6, 2015.

Guide for the Planning, Design, and Operation of Pedestrian Facilities (Book)

AASHTO. (2004). *Guide for the Planning, Design, and Operation of Pedestrian Facilities*, 1st Ed. Washington, DC: American Association of State Highway and Transportation Officials. Available at: https://bookstore.transportation.org/item_details.aspx?id=119; accessed September 5, 2014.

How to Develop a Pedestrian Safety Action Plan (Report)

Zegeer, C.V., L. Sandt, M. Scully, M. Ronkin, M. Cynecki, and P. Lagerwey. (2006). *How to Develop a Pedestrian Safety Action Plan*. Prepared for the Office of Highway Safety, Federal Highway Administration, U.S. Department of Transportation; and the National Highway Traffic Safety Administration, Washington, DC. Available at: http://safety.fhwa.dot.gov/ped_bike/ped_focus/docs/fhwasa0512.pdf; accessed July 6, 2015.

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FHWA. (2011). *Pedestrian Countermeasure Policy Best Practice Report*. Safety Program, Federal Highway Administration, U.S. Department of Transportation, Washington, DC. Available at: http://safety.fhwa.dot.gov/ped_bike/tools_solve/fhwasa11017/fhwasa11017.pdf; accessed September 5, 2014.

PEDSAFE 2013: Pedestrian Safety Guide and Countermeasure Selection System (Book)

Zegeer, C.V., D. Nabors, and P. Lagerwey. (2013). *PEDSAFE 2013: Pedestrian Safety Guide and Countermeasure Selection System*. Prepared for the Federal Highway Administration. Washington, DC: Office of Safety, Federal Highway Administration, U.S. Department of Transportation. Available at: http://pedbikesafe.org/PEDSAFE/guide_background.cfm; accessed July 6, 2015.

Proposed Accessibility Guidelines for Pedestrian Facilities in the Public Right-of-Way (Book)

U.S. Access Board. (2011). *Proposed Accessibility Guidelines for Pedestrian Facilities in the Public Right-of-Way*. Washington, DC: U.S. Access Board. Available at: www.access-board.gov/guidelines-and-standards/streets-sidewalks/public-rights-of-way/proposed-rights-of-way-guidelines; accessed September 5, 2014.

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A Resident's Guide for Creating Safe and Walkable Communities (Report)

Sandt, L., R. Schneider, D. Nabors, L. Thomas, C. Mitchell, and R.J. Eldridge. (2008). *A Resident's Guide for Creating Safe and Walkable Communities*. Federal Highway Administration, U.S. Department of Transportation, Washington, DC. Available at: www.pedbikeinfo.org/collateral/PSAP%20Training/gettraining_referencesResidentsGuidetoSafeWalkableCommunities.pdf; accessed July 6, 2015.

Safe Routes to School in Michigan (Web Page)

Available at: <http://saferoutespartnership.org/state/srts-in-your-state/michigan>; accessed April 29, 2015.

Steps to a Walkable Community (Book)

Sam Schwartz Engineering, and America Walks. (2012). *Steps to a Walkable Community: A Guide for Citizens, Planners, and Engineers*. Available at: www.scribd.com/doc/261463434/Steps-to-a-Walkable-Community; accessed July 6, 2015.

Talking the Walk (Book)

Kettren, L.E. (2006). *Talking the Walk: Building Walkable Communities*. MI: Kettren & Associates, Inc.

Walk Score® (Tool)

Available at: www.walkscore.com/.

Walk this Way (Paper)

Leinberger, C.B., and M. Alfonzo. (2012). "Walk this Way: The Economic Promise of Walkable Places in Metropolitan Washington, D.C." Walkable Urbanism Series, the Brookings Institution, Washington, DC. Available at: www.brookings.edu/research/papers/2012/05/25-walkable-places-leinberger; accessed January 21, 2015.

The Walkability Premium in Commercial Real Estate Investments (Working Paper)

Pivo, G., and J.D. Fisher. (2010). "The Walkability Premium in Commercial Real Estate Investments." Working Paper, Responsible Property Investing Center, University of Arizona, Tucson, AZ; and Benecki Center for Real Estate Studies, Indiana University, Bloomington, IN. Available at: www.u.arizona.edu/~gpivo/Walkability%20Paper%208%20draft.pdf; accessed January 21, 2015.

Walkable City (Book)

Speck, J. (2012). *Walkable City: How Downtown Can Save America, One Step at a Time*. New York, NY: Farrar, Straus, and Giroux. Available at: <http://us.macmillan.com/books/9780865477728>; accessed October 30, 2015.

Walkable Communities (Book)

Burden, D. (1998). *Walkable Communities: Designing for Pedestrians*. Detroit, MI: SEMCOG and Walkable Communities, Inc.

TYPES OF PLACEMAKING

Creative Placemaking (including Arts and Culture)

The Art of Placemaking (Book)

Fleming, R.L. (2007). *The Art of Placemaking: Interpreting Community through Public Art and Urban Design*. London, UK: Merrell Publishers, LTD. Available for purchase at: www.amazon.com/The-Art-Placemaking-Interpreting-Community/dp/185894371X; accessed October 30, 2015.

The Creative City Index

Charles Landry. (2015). "The Creative City Index." Available at: <http://charleslandry.com/themes/creative-cities-index>; accessed January 7, 2015.

Creative Placemaking (Book)

Markusen, A., and A. Gadwa. (2010). *Creative Placemaking: Executive Summary*. Prepared for the National Endowment for the Arts and The Mayors' Institute on City Design. Available at: <http://kresge.org/sites/default/files/NEA-Creative-placemaking.pdf>; accessed April 29, 2015.

Creative Placemaking (Cont.)

Creative Placemaking Has an Outcomes Problem (Article)

Moss, I.D. (2012). "Creative Placemaking Has an Outcomes Problem." *The Huffington Post*, May 9, 2012. Available at: www.huffingtonpost.com/ian-david-moss/creative-placemaking-has-b_1501794.html; accessed July 6, 2015.

Fostering the Creative City (Paper)

Coletta, C. (2008). "Fostering the Creative City." CEOs for Cities, Cleveland, OH.

Standard Placemaking

A New View of Placemaking (Blog Article)

Mehrhoff, W.A. (2013). "A New View of Placemaking." *Missouri Life Blog*, May 17, 2013. Available at: www.missourilife.com/blogs/the-art-of-placemaking/a-new-view-of-placemaking/; accessed March 25, 2015.

Olin: Placemaking (Book)

Olin, L., D.C. McGlade, R.J. Bedell, L.R. Sanders, S.K. Weiler, and D.A. Rubin. (2008). *Olin: Placemaking*. New York, NY: The Monacelli Press. Available at: www.monacellipress.com/book/?isbn=9781580932103; accessed October 30, 2015.

Placemaking (Book)

Russell, J., and R. Cohn. (2012–2015). *Placemaking*. Miami, FL: Book on Demand. Available at: www.abebooks.com/servlet/BookDetailsPL?bi=7463685275; accessed October 30, 2015.

Placemaking: The Art and Practice of Building Communities (Book)

Schneekloth, L.H., and R.G. Shibley. (1995). *Placemaking: The Art and Practice of Building Communities*. Hoboken, NJ: John Wiley & Sons, Inc. Available at: www.wiley.com/WileyCDA/WileyTitle/productCd-0471110264.html; accessed July 13, 2015.

Placemaking Assessment Tool

LPI. (2015). "Placemaking Assessment Tool." Land Policy Institute, Michigan State University, East Lansing, MI. Available at: http://landpolicy.msu.edu/resources/placemaking_assessment_tool; accessed May 1, 2015.

Placemaking for REALTOR® Associations (Book)

NAR. (2013). *Placemaking for REALTOR® Associations: A Guide to Transform Public Spaces to Community Places*. Chicago, IL: National Association of Realtors®. Available at: <http://betterblock.org/wp-content/uploads/2013/11/nar-placemaking-toolkit.pdf>; accessed March 25, 2015.

Placemaking Guidebook 2006 (Book)

City Repair. (2006). *Placemaking Guidebook: Neighborhood Placemaking in the Public Right-of-Way, 2nd Ed.* Portland, OR: The City Repair Project. Available at: www.cityrepair.org/placemaking-guidebook/; accessed October 30, 2015.

Placemaking Guidebook 2011 (Book)

City Repair. (2011). *Placemaking Guidebook: Creative Community Building in the Public Right-of-Way, 2nd Ed.* Lulu, Raleigh, NC. Available at: www.lulu.com/us/en/shop/city-repair/city-repairs-placemaking-guidebook-2nd-edition/paperback/product-14921808.html; accessed July 6, 2015.

MML's Placemaking Resources and Tools (Web Page)

Available at: <http://placemaking.mml.org/how-to/resources/>; accessed March 25, 2015.

MML's PlacePlans (Web Page)

Available at: <http://placemaking.mml.org/place-plans/>; accessed June 9, 2015.

Places in the Making (Report)

Silberberg, S., and K. Lorah. (2013). *Places in the Making: How Placemaking Builds Places and Communities*. Department of Urban Studies and Planning, MIT, Cambridge, MA. Available at: <http://dusp.mit.edu/sites/dusp.mit.edu/files/attachments/project/mit-dusp-places-in-the-making.pdf>; accessed October 9, 2015.

Principles of Community Placemaking and Making Places Special (Book)

Grabow, S. (2013). *Principles of Community Placemaking and Making Places Special: Professional Guide*. Jefferson, WI: University of Wisconsin–Extension. Available at: http://jefferson.uwex.edu/files/2010/09/Professional_Guide_5_8_09_000.pdf; accessed March 25, 2015.

TYPES OF PLACEMAKING

Standard Placemaking (cont.)

Project for Public Spaces

The PPS website features a blog, articles, and resources on placemaking. Available at: www.pps.org.

Space, Place, Life (Book)

Evans, B., and F. McDonald. (2011). **Space, Place, Life: Learning from Place**. New York, NY: Routledge. Available at: www.routledge.com/books/details/9780415614009/; accessed July 13, 2015.

Strategic Placemaking

Above PAR: Planning for Placemaking, Access, and Redevelopment (Report)

MAP. (2013). *Above PAR: Planning for Placemaking, Access, and Redevelopment: Coldwater, Michigan – Final Project Report*. Michigan Association of Planning, Ann Arbor, MI. Available at: www.planningmi.org/downloads/final_report_coldwater.pdf; accessed January 9, 2015.

City of Adelaide Placemaking Strategy (Book)

Adelaide City Council. (2013). **City of Adelaide Placemaking Strategy, Stage 1 – 2013–14 & 2014–15**. Adelaide, Australia. Available at: www.adelaidecitycouncil.com/assets/STRATEGY-placemaking-2013-15.pdf; accessed March 16, 2015.

Tactical Placemaking (including Lighter, Quicker, Cheaper; and Tactical Urbanism)

Grand Rapids Parklet Manual (Book)

Downtown Grand Rapids, Inc. (2014). **Grand Rapids Parklet Manual**. Grand Rapids, MI: Downtown Grand Rapids, Inc. Available at: http://s3.amazonaws.com/downtowngr.org/general/DGRI_Parklet_Manual_April_2014.pdf; accessed February 9, 2015.

The Great Neighborhood Book

Walijasper, J., and PPS. (2007). **The Great Neighborhood Book: A Do-it-Yourself Guide to Placemaking**. Gabriola Island, BC, Canada: New Society Publishers. Available at: www.newsociety.com/Books/G/The-Great-Neighborhood-Book; accessed July 13, 2015.

Placemaking on a Budget (Book)

Zelinka, A., and S.J. Harden. (2006). **Placemaking on a Budget: Improving Small Towns, Neighborhoods and Downtowns without Spending a Lot of Money**. Chicago, IL: APA Planning Advisory Service. Available at: www.planning.org/store/product/?ProductCode=BOOK_P536; accessed July 13, 2015.

Tactical Urbanism: Short-Term Action for Long-Term Change, Vol. 1 (Book)

Lydon, M., D. Bartman, R. Woudstra, and A. Khawarзад. (2011). **Tactical Urbanism: Short-Term Action for Long-Term Change, Vol. 1**. Street Plans Collaborative. Washington, DC: Island Press. Available at: http://issuu.com/streetplanscollaborative/docs/tactical_urbanism_vol.1; accessed April 24, 2015.

Tactical Urbanism: Short-Term Action for Long-Term Change, Vol. 2 (Book)

Lydon, M., A. Garcia, R. Preston, and R. Woudstra. (2012). **Tactical Urbanism: Short-Term Action for Long-Term Change, Vol. 2**. Street Plans Collaborative. Washington, DC: Island Press. Available at: http://issuu.com/streetplanscollaborative/docs/tactical_urbanism_vol_2_final; accessed April 24, 2015.

Tactical Urbanism Salon (Website)

Available at: <http://tacticalurbanismsalon.tumblr.com/>.

URBAN DESIGN

MML's 21st Century Communities (Web Page)

Available at: <http://placemaking.mml.org/21st-century-communities/>; accessed February 25, 2015.

Commerce Center Templates (Report)

Hoekstra, J. (2008). *Commerce Center Templates*. WorkPlace, Grand Valley Metropolitan Council, Grand Rapids, MI. Available at: www.gvmc.org/blueprint/documents/gvmctemplates.pdf; accessed March 2, 2015.

Community Design Management (Book)

Williamson, J. (1995). **Community Design Management**. Bloomfield Hills, MI: Design Michigan Program of Cranbrook Academy of Art. Available at: www.umich.edu/~webteam/desmich/cdap/cdmbook.html; accessed October 30, 2015.

URBAN DESIGN (CONT.)

The Concise Townscape (Book)

Cullen, G. (1971–1995). **The Concise Townscape**. New York, NY: Van Nostrand Reinhold Co. Available for purchase at: www.amazon.com/Concise-Townscape-Gordon-Cullen/dp/0750620188; accessed October 30, 2015.

Designing Planned Communities (Book)

Mandelker, D.R. (2010). **Designing Planned Communities**. Bloomington, NY: iUniverse Books. Available at: <http://bookstore.iuniverse.com/Products/SKU-000168847/Designing-Planned-Communities.aspx>; accessed July 13, 2015.

Dwelling, Seeing, and Designing (Book)

Seamon, D. (1993). **Dwelling, Seeing, and Designing: Toward a Phenomenological Ecology**. Suny Series in Environmental and Architectural Phenomenology. Albany, NY: State University of New York Press. Available at: www.sunypress.edu/p-1514-dwelling-seeing-and-designing.aspx; accessed July 13, 2015.

The Evolution of Urban Form (Book)

Scheer, B.C. (2010). **The Evolution of Urban Form: Typology for Planners and Architects**. Chicago, IL: APA Planners Press. Available at: www.planning.org/store/product/?ProductCode=BOOK_A64873; accessed July 13, 2015.

Good City Form (Book)

Lynch, K. (1984). **Good City Form**. Cambridge, MA: The MIT Press, 10th Printing. Available at: <https://mitpress.mit.edu/books/good-city-form>; accessed July 13, 2015.

Happy City: Transforming Our Lives through Urban Design (Book)

Montgomery, C. (2013). **Happy City: Transforming Our Lives through Urban Design**. New York, NY: Farrar, Straus, and Giroux. Available at: <http://us.macmillan.com/happycitytransformingourlivesthroughurbandedesign/charlesmontgomery>; accessed October 30, 2015.

Measuring Urban Design Qualities (Book)

Clemente, O., R. Ewing, S. Handy, R. Brownson, and E. Winston. (2005). **Measuring Urban Design Qualities: An Illustrated Field Manual**. Prepared for the Active Living Research Program of the RWJF. Princeton, NJ: Robert Wood Johnson Foundation. Available at: http://activelivingresearch.org/sites/default/files/FieldManual_071605.pdf; accessed July 7, 2015.

Michigan Sign Guidebook

Connolly, B.J., and M.A. Wyckoff. (2011). **Michigan Sign Guidebook: The Local Planning and Regulation of Signs**. Prepared for Scenic Michigan. Land Policy Institute, Michigan State University, East Lansing, MI. Available at: <http://scenicmichigan.org/sign-regulation-guidebook/>; accessed January 24, 2015.

The Multi-Modal Corridor and Public Space Design Guidelines (Book)

Storrow Kinsella Associates, Inc. (2008). **The Multi-Modal Corridor and Public Space Design Guidelines: Creating a Multi-Modal Region**. Prepared for the Indianapolis Regional Center & Metropolitan Planning Areas, Indianapolis, IN. Available at: www.indympo.org/Plans/Documents/MM_DesignGuidelines.pdf; accessed January 24, 2015.

A Pattern Language: Towns, Buildings, Construction (Book)

Alexander, C., S. Ishikawa, M. Silverstein, M. Jacobson, I. Fiksdahl-King, and S. Angel. (1977). **A Pattern Language: Towns, Buildings, Construction**. Oxford, UK: Oxford University Press. Available at: <https://global.oup.com/academic/product/a-pattern-language-9780195019193?cc=us&lang=en&>; accessed July 13, 2015.

Site Planning (Book)

Lynch, K., and G. Hack. (1984). **Site Planning, 3rd Ed.** Cambridge, MA: The MIT Press. Available at: <https://mitpress.mit.edu/books/site-planning>; accessed July 13, 2015.

SketchUp (Online Tool)

Available at: www.sketchup.com/.

Urban Advantage (Website)

Available at: www.urban-advantage.com/.

URBAN DESIGN (CONT.)

Urban Design for an Urban Century (Book)

Brown, L.J., D. Dixon, and O. Gillham. (2014).

Urban Design for an Urban Century: Placemaking for People, 2nd Ed. Hoboken, NJ: John Wiley & Sons, Inc. Available at: www.wiley.com/WileyCDA/WileyTitle/productCd-1118453638.html; accessed July 13, 2015.

Urban Design Handbook

Urban Design Associates. (2003). **Urban Design Handbook: Techniques and Working Methods.** New York, NY: W.W. Norton & Company. Available at: <http://books.wwnorton.com/books/detail.aspx?id=9696>; accessed July 13, 2015.

Urban Design Reclaimed (Book)

Talen, E. (2009). **Urban Design Reclaimed: Tools, Techniques, and Strategies for Planners.** Chicago, IL: APA Planners Press. Available at: www.planning.org/store/product/?ProductCode=BOOK_ARUB; accessed July 7, 2015.

Urban Identity (Book)

Evans, B., F. McDonald, and D. Rudlin. (2011). **Urban Identity: Learning from Place.** New York, NY: Routledge. Available at: www.routledge.com/books/details/9780415614030/; accessed July 13, 2015.

Appendix 5: Community Revitalization Toolkit



Farmers market on the water in Port Huron, MI. Photo by the Michigan Municipal League/www.mml.org.

Community revitalization is a mixture of community development, infrastructure development, economic development, and placemaking with a strong dose of reality! It is neither easy nor quick. However, there are a large number of existing programs that offer technical assistance (and some financial assistance) to local governments and nonprofits to make these tasks easier and more efficient. Some of the most significant of these programs are listed below with links to websites for more information. For a longer list of tools to assist with placemaking, see Table A-1 in Appendix 3 (page A-22).

Table A-2: Revitalization Programs Available for Michigan Cities

Program	Usefulness	Resource/Website
MEDC Redevelopment Ready Communities® (RRC)	The RRC is a voluntary, no cost certification program promoting effective redevelopment strategies through a set of best practices. The program measures and then certifies communities that integrate transparency, predictability, and efficiency into their daily development practices. The RRC certification is a formal recognition that a community has a vision for the future and the fundamental practices in place to get there.	Available at: www.michiganbusiness.org/community/development-assistance/#rrc ; accessed January 14, 2015.
Placemaking Assessment Tool	The Placemaking Assessment Tool can help your neighborhood and communities determine their capacity to do effective placemaking at the present time; determine what to do to become more effective in the future; and help communities think about placemaking in the context of larger efforts of strategic planning for the community and region. This tool is also intended to help communities decide which of four different types of placemaking (Standard, Creative, Tactical, or Strategic) they are prepared to pursue.	Available at: http://landpolicy.msu.edu/resources/placemaking_assessment_tool/ ; accessed May 1, 2015.
PlacePlans	PlacePlans is a joint effort between Michigan State University and the Michigan Municipal League, funded by the Michigan State Housing Development Authority (MSHDA) through the MIplace™ Partnership Initiative, to help communities design and plan for transformative placemaking projects. The PlacePlans process is customized to each project and community, but each involves an intensive community engagement strategy, including a public visioning session, several public meetings to provide specific input and feedback on plans and designs, and direct work with key community stakeholders along the way. The PlacePlans projects will positively impact each community's ability to leverage their place-based assets as economic drivers.	Available at: http://placemaking.mml.org/place-plans/ ; accessed April 29, 2015.
Target Market Analysis (TMA)	A TMA is a study of the lifestyle preferences, and preferred types of housing formats of populations that are on the move, and that have a preference for city (rather than suburban or rural) living. It is not a study of the preferences of current populations. A TMA helps a community understand the types of housing they should be providing if they want to attract the highly mobile and talented.	Zimmerman, T. 2014. "Target Market Analysis as a Planning Tool: What You Need to Know to Get it Right." Presented at the Michigan Association of Planning's 2014 Spring Institute, Lansing, MI. Available at: www.planningmi.org/downloads/todd_zimmerman.pdf ; accessed April 29, 2015.
MML Michigan Green Communities Challenge Action Guides	The Michigan Green Communities Challenge Action Guides include background information on why the initiative is important, who to involve and how to approach implementation, and resources to help communities adopt the initiative.	Available at: www.mml.org/green/action.php ; accessed April 29, 2015.
Community for a Lifetime (CFL)	The Michigan Office of Services to the Aging offers communities across the state the chance to be recognized for adopting forward-thinking policies that make their community more "age-friendly" through its CFL program.	Available at: www.michigan.gov/osa/1,4635,7-234-64083_64552---00.html ; accessed April 29, 2015.

Program	Usefulness	Resource/Website
Promoting Active Communities (PAC) Assessment	The PAC is an online assessment and award system created by the Michigan Department of Community Health and administered by the Michigan Fitness Foundation. Communities can use the online self-assessment to evaluate their built environments, policies, and programs that support active living.	Available at: http://mihealthtools.org/communities/ ; accessed April 29, 2015.
AARP Aging in Place: A Toolkit for Local Governments	This tool was designed to help local governments plan and prepare for aging populations. This project was a partnership between AARP and the World Health Organization.	Available at: www.aarpinternational.org/events/agefriendly2012 ; accessed April 29, 2015.
Americans with Disabilities Act, Best Practices Toolkit	Information on Americans with Disabilities Act Compliance.	Available at: www.ada.gov/pcatoolkit/toolkitmain.htm ; accessed April 29, 2015.
Safe Routes to School in Michigan	Michigan has funded more than 150 local Safe Routes to School projects totaling \$31.8 million. As a prerequisite for funding eligibility, schools must complete a school-based planning process culminating in the creation of a Safe Routes to School Action Plan.	Available at: http://saferoutespartnership.org/state/srts-in-your-state/michigan ; accessed April 29, 2015.
Clean Energy Coalition (CEC) Solar-Ready Communities	The CEC recently completed a guidebook to assist local jurisdictions with becoming Solar-Ready. This guidebook provides detail on 10 steps to become Solar Ready, along with resources that can help make solar readiness easy and more consistent throughout the state.	Available at: http://cec-mi.org/communities/programs/michigan-renewable-energy-tools/solar-ready-community/ ; accessed April 29, 2015.
MDCH Michigan Climate & Health Adaptation Program (MICHAP)	With support from CDC, the Michigan Department of Community Health will fund MICHAP to continue its work to address the public health consequences of climate change in Michigan through use of the Building Resilience Against Climate Effects (BRACE) framework. The MICHAP's work will consists of: 1) Generating a Michigan climate and health profile and vulnerability assessment; 2) forecasting the disease burden expected due to future climate changes; 3) assessing the suitability and effectiveness of interventions for reducing this burden; 4) updating and implementing the state public health adaptation plan; and 5) evaluating the program and activities to improve public health practice.	Available at: www.michigan.gov/mdch/0,1607,7-132-54783_54784_55975---,00.html ; accessed April 29, 2015.
MSHDA Michigan Main Street Center	The Michigan Main Street Center exists to help communities develop main street districts that attract both residents and businesses, promote commercial investment, and spur economic growth.	Available at: www.michiganmainstreetcenter.com/ ; accessed February 27, 2015.
Complete Streets Advisory Council	The Complete Streets Advisory Council provides education and advice to the State Transportation Commission, county road commissions, municipalities, interest groups, and the public on the development, implementation, and coordination of Complete Streets policies. The Michigan Department of Transportation provides administrative services for the Council.	Available at: www.michigan.gov/mdot/0,1607,7-151-9623_31969_57564---,00.html ; accessed April 29, 2015.

Source: Table by the Land Policy Institute, Michigan State University, 2015.

Appendix 6: Request for Qualifications (RFQ) for Developers¹



Redevelopment in Royal Oak, MI. Note the Walk Score® advertised on the sign. Photo by James Tischler.

1. Sample RFQ referenced in Chapter 7 (page 7-54).



OFFICE OF COMMUNITY DEVELOPMENT

8140 Main Street • Dexter, Michigan 48130-1092 • (734) 426-8303 • Fax (734) 426-5614

REQUEST FOR QUALIFICATIONS

DEXTER DOWNTOWN DEVELOPMENT AUTHORITY

DOWNTOWN REDEVELOPMENT OPPORTUNITY

CITY OF DEXTER, MICHIGAN

Sealed proposals for a **"Dexter Downtown Redevelopment Opportunity"** will be received by the Dexter Downtown Development Authority (DDA) up to **2:00 P.M. on July 1, 2015**, at which time they will be **publicly opened at the City of Dexter offices at 8123 N. Main Street, 2nd floor, Dexter, MI 48130.**

Please mark sealed envelopes: "Dexter Downtown Redevelopment Opportunity" on the lower left hand corner. In addition, if the proposal is to be express mailed, "Proposal Documents Enclosed DO NOT OPEN" must be conspicuously marked on the package. Faxed proposals will not be considered or accepted.

The Dexter DDA reserves the right to reject any or all proposals, to waive any informality in the proposal received, and to accept any proposal or part thereof, which it shall deem to be most favorable to the interests of the Dexter DDA and City of Dexter.

REQUEST FOR QUALIFICATIONS
DEXTER DOWNTOWN DEVELOPMENT AUTHORITY
DOWNTOWN REDEVELOPMENT OPPORTUNITY
CITY OF DEXTER, MICHIGAN

The Dexter Downtown Development Authority (DDA), together with the City of Dexter is seeking experienced development entities that have demonstrated success in executing highly complex redevelopment projects. The selected entity will be the DDA/City's redevelopment partner for the project. The selected developer will be responsible for coordinating all development activities, including, but not limited to: holding community charrettes, conceptual and final site plans, project pro formas, property acquisition, market and feasibility studies, securing private sector equity and financing, and partnering with the Dexter DDA and City of Dexter to facilitate all project components, including the potential use of public financing and other incentives. Should the City select a developer, it will require that the developer enter into a Pre-Development Agreement regarding their due diligence responsibilities. Any final development plans will be subject to negotiation of a complete development agreement between the DDA/City and developer, as well as the City's development review process.

BACKGROUND

Nestled along the banks of the Huron River and Mill Creek, the City of Dexter is a vibrant community, located in Southeast Michigan. Dexter is a bedroom community approximately 8 miles west of Ann Arbor, the home of the University of Michigan. Dexter has a historic, picturesque downtown, existing client base, and strong traffic flow generated by northern Washtenaw County and southern Livingston County residents accessing I-94 via downtown Dexter.

Dexter has a growing population; experiencing a 74% increase in population between 2000 and 2010, growing from 2,338 to 4,067. The population increased another 16% by July 2014, growing to 4,731. The city boundaries encompass a total area of approximately two (2) square miles. Dexter's community profile can be accessed by clicking the following link:

<http://semcoa.org/Data-and-Maps/Community-Profiles/Custom/view/Default/Communities=4030>

For a small town, Dexter's economy is diverse, with professional services, retail, and automotive parts and medical devices manufacturing, and value-added agricultural establishments, such as Northern United Brewing Company, home of Jolly Pumpkins Artisanal Ales and North Peak Handcrafted Brews, Dexter Cider Mill, the oldest cider mill in Michigan, the Dexter Bakery, and Hackney Hardware among others.

In recent years, Dexter has emerged as a regional entertainment, cultural and recreational destination; a dynamic place to live, work and play. The downtown features an assortment of restaurants, retail shops and galleries that, together with streetscape improvements, contribute to a pedestrian friendly environment and enhance the shopping experience. The downtown also hosts a successful Farmers' Market and well attended seasonal festivals. The Market is a source of community pride, offering shoppers an array of goods, from fresh fruits and vegetables to farm fresh eggs and maple syrup. Dexter Daze and Civil War Days are but two of the seasonal festivals that draw hundreds of visitors to the downtown every year.

Dexter's award winning Mill Creek Park is a 2.15-acre park located beside the Mill Creek, which flows into the Huron River. One of the Parks' most coveted and utilized amenities is the ¼-mile pedestrian path that leads visitors across the Mill Creek and through wetland habitat, before connecting them to the West Ridge neighborhood or an additional 5 miles of trail, which leads to Hudson Mills Park, a Huron Clinton Metroparks Authority (HCMA).

Over the last 30 years or so, the City and DDA have worked hand-in-hand to improve the downtown business district aesthetically and functionally. A beautiful streetscape with plenty of on-street parking and wide sidewalk compliment the historic architecture in the downtown. One of the goals of the City and DDA has been to move existing manufacturing businesses out of the downtown and redevelop those properties to increase residential living and retail opportunities in the downtown.

DETAILED DESCRIPTION OF SITE AND OPPORTUNITY

The Dexter DDA and City of Dexter are pleased to offer a premier redevelopment opportunity in downtown Dexter, with direct frontage that overlooks Mill Creek and the City's award winning Mill Creek Park.

The Dexter DDA and City of Dexter collectively own four parcels equaling approximately 3 acres, northwest of Main Street, between Grand and Forest Streets, and directly fronting onto the City's award winning Mill Creek Park, in downtown Dexter (Attachment A). These parcels include 3045 Broad Street, three vacant lots (8077-8087 Forest Street and 8090 Grant Street), and Broad Street, which may be relocated. The 3045 Broad Street property surrounds a DTE substation on 3 sides (Attachment B). The DDA/City has a verbal commitment from DTE to decommission the sub-station in late 2015. Negotiations are currently underway regarding transfer of ownership. Hence, this property will be included in the redevelopment project area. The entire development project area is shown in purple. DTE substitution is yellow.

This project area has great residential, retail and office potential due to its location overlooking Mill Creek and Mill Creek Park, as well as its close proximity to downtown Dexter.

Consideration of community goals is an important aspect of the redevelopment opportunity. Community conversations have been taking place. Notes from which have been compiled and are attached to this document (see Attachment C, not attached but not needed) in order to give interested developers current community input. This community input was a response to the following discussion topics, context (elements to consider surrounding the site itself), uses, density and design. The selected developer will be expected to engage the community in additional meetings, including a requirement to undertake a public charrette process.

DEVELOPMENT OBJECTIVE

The Dexter DDA and City of Dexter have set the following parameters for developer consideration, as general guidelines for the eventual preparation of a site development concept. The Dexter DDA and City are seeking a vision that will maximize land values, urban design and community integration:

1. Developer, through a collaborative process, will present an concept or vision for the entire site. The concept can be phased in stages.
2. Mixed land use and mixed income residential is preferred.
3. High density, multi-story buildings with zero setbacks presenting an urban street wall are preferred.
4. Projects that benefit the local tax base of the community will be preferred.
5. Mill Creek Park should remain open with pedestrian access, and a trailhead at the end of Grand Street.
6. Limit surface parking; promote use of shared parking, public parking and parking structures.
7. Design-enhanced streetscape, infrastructure, lighting.
8. Consideration to public art will be favorable.
9. Developer will negotiate with the Dexter DDA/City on sales prices.
10. The Dexter DDA and City will assist developer with public and private financing options with a number of local, state, and federal tools.

ADDITIONAL INFORMATION

- **Market Demand** - An important aspect of any project is an understanding and quantifying, to the degree possible, market demand. It is expected that the appropriate market analysis work be completed to justify the proposed uses. The Dexter DDA and City of Dexter are working with the Michigan State Housing Development Authority (MSHDA) on a residential target market analysis to encourage and promote greater opportunities for downtown living, coupled with the need to have a solid understanding of the housing market potential. The DDA/City is also exploring undertaking a retail market study to quantify that demand. As soon as these resources are available, they will be posted on the City's web site. The developer may need to conduct additional market studies.
- **Charrette Process.** The National Charrette Institute (NCI) provides a number of excellent resources for undertaking charrettes. While the project may not lend itself to the full NCI specifications, a number of the techniques and approaches will be useful to this project. The City and the selected developer will collaboratively define this process.

DEVELOPMENT TOOLS

- **Tax Increment Financing (TIF).** The use of Downtown Development Authority TIF and Brownfield Redevelopment Authority TIF may be used to cover public infrastructure costs.
- **Land.** The land controlled by the DDA and City is available to the selected developer to purchase, as deemed appropriate based upon the project needs.
- **State and Federal Incentives.** The City will work with the developer to secure any available State and Federal incentives, including the Michigan Economic Development Corporation (MEDC) Community Revitalization Program specifically geared for projects of this nature, and Community Development Block Grant (CDBG) through MSHDA.
- **Decommissioning of DTE Electrical Sub-Station.** The DDA/City has a verbal commitment from DTE to decommission the sub-station.

RFQ CRITERIA

The Dexter DDA and City of Dexter are requesting that interested developers submit qualifications. The amount of information submitted is not limited to a set number of pages, but we ask that you be concise and mindful of the review team. The proposal must include a Letter of Interest, as well as the following content:

- **Development Entity.** Identify the development entity that would enter into a Memorandum of Understanding with the DDA/City, including all intended partners to the extent known at this time. Please indicate complete listing of names, titles, addresses, and phone numbers, as well as the primary contact person.
- **Project History.** Provide evidence of a substantial mixed-use project(s) that the development entity is currently undertaking or has completed. A substantial project is defined as having a minimum private sector investment of \$10 million and includes one or more of the following uses: retail, residential, office, entertainment, and parking. Please provide at least one reference for the DDA/City to contact in relation to each applicable project. Allow proprietary information related to prior development to be reviewed by select members of the review team if requested.
- **Financial Capacity.** Provide evidence of developing and financing similar projects. A sworn statement certifying that the submitting entity is not delinquent to any local, County, State or Federal taxing jurisdiction in any property, income, or business taxes must also be provided.

EVALUATION CRITERIA

The selection of the RFQ short list developers will be based upon the following criteria.

- a. Years of experience in the field of large scale master development projects, including experience in urban mixed use redevelopment (i.e. residential, office, retail, institutional) (20 points)
- b. Qualifications, financial capacity and track record of key personnel and development entity (15 points)
- c. Ability to seek and secure multi-layer financing tools, coordinate complex construction schedules and lead a public/private partnership team and the capacity to deliver the overall project, as well as reasonable estimates of project costs and sources and uses of funds (15 points)
- d. Experience with brownfield redevelopment and with low-impact development, including innovative storm water management systems. (15 points)

- e. Proven experience conducting community input/visioning sessions and/or design charrettes (15 points)
- f. Provide sample reports, plans, schedules, financing strategies and photos of completed projects (10 points)
- g. Provide awards and recognition of successful project and partnerships (10).

The proposed scoring is intended to assist the review committee in comparing and assessing the qualifications; however, the determination of the most qualified entity or the most appropriate proposal may incorporate additional criteria or considerations.

SELECTION PROCESS

A review team made up of representatives from the City, DDA, professional consultants, and representatives from related City Boards and Commissions will evaluate the qualifications based upon the point system above. Proposals will only be scored if the entity is deemed qualified under the qualifications criteria. The review team will determine if there are one or more development entities/teams and conceptual proposals to consider further. If more than one submittal scores well when evaluated, then there will be an interview process to further evaluate the experience and qualifications of the key personnel. The review team will take their recommendation to the DDA and the City Council. City Council will make the final decision.

Upon selection of one development entity or team, the DDA and City would enter into a Pre-development Agreement that would include a defined timeline in which the developer will conduct additional due diligence in partnership with the City, and the City would commit not to sell the properties to anyone else during that defined term. During that due diligence phase the developer would be expected to conduct public charrettes as previously discussed and further define the project scope, design and program. They would also be advancing the financial evaluation of the site and conducting appropriate feasibility studies.

During the pre-development phase the Dexter DDA/City will perform a detailed review of the developer's financial capacity to complete the proposed project, among other considerations, which will also be reviewed. At the end of the time defined in the pre-development agreement the Dexter DDA/City and Developer would evaluate the results of the due diligence and determine if there is a feasible and mutually beneficial redevelopment project for the site that would justify moving toward negotiation of a development agreement.

The Dexter DDA and City of Dexter reserves the right to reject or accept any and all proposals received. The public entities are not liable for any costs incurred by any developer prior to the negotiation, approval and execution of a development agreement.

ADDITIONAL INFORMATION

- **Inquiries**

Any and all questions related to this RFQ must be submitted in writing by 5:00 pm, June 8, 2015. No questions will be accepted after that time. Answers to questions will be provided on the City's website (<http://www.dextermi.gov/doing-business-village-2>) on, or before June 17, 2015. All inquiries related to this RFQ must be directed, in writing to:

Michelle Aniol
Community Development Manager
City of Dexter
8123 Main Street
2nd Floor
Dexter, MI 48130
734-426-8303 ext. 15, maniol@dextermi.gov

- **Acceptance of Responses**

The RFQ is not a binding agreement. Responses to the RFQ will be assessed in light of the qualifications criteria, and will be notified whether they have been chosen to proceed in the process by July 23, 2015. Submissions will be kept confidential, as permitted by law.

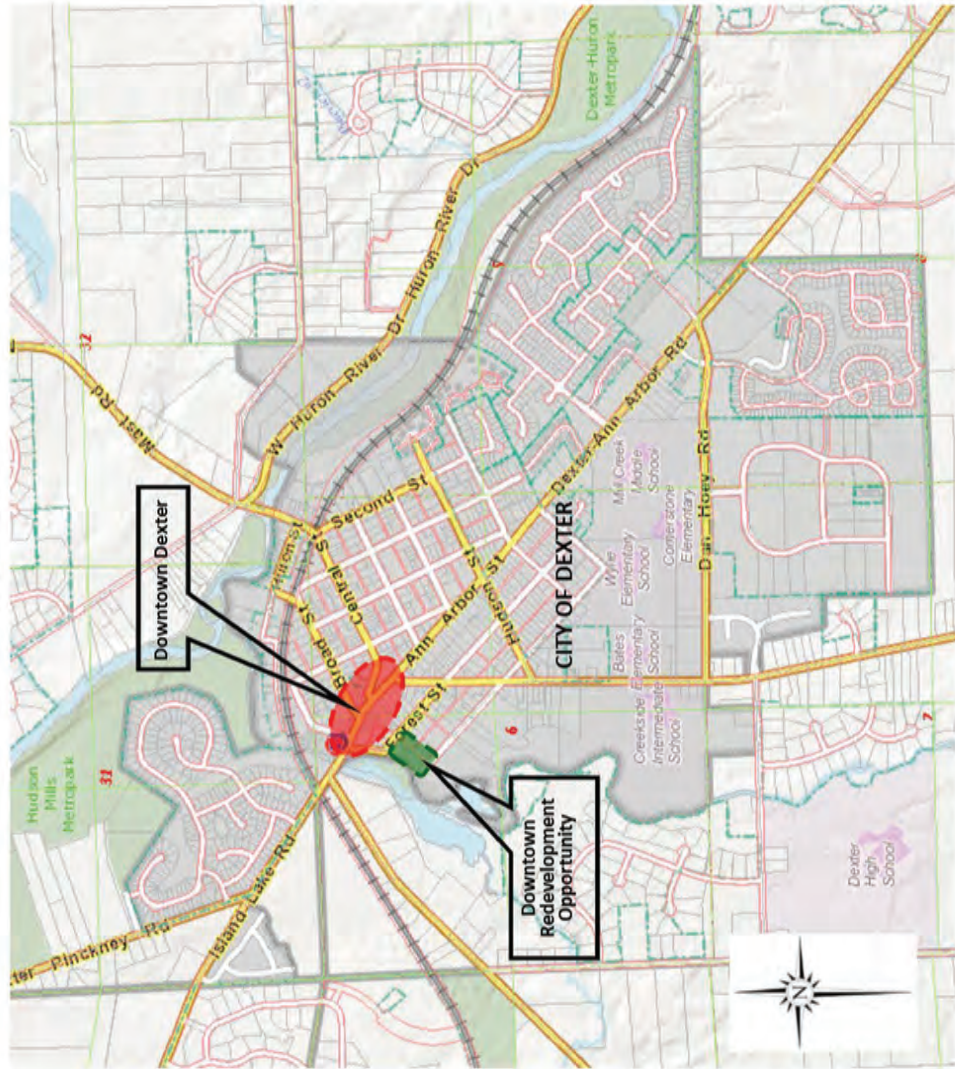
- **CONFLICT OF INTEREST**

The respondent should disclose any conflicts of interest, in writing, to the Dexter DDA/City of Dexter. The Dexter DDA/City of Dexter will consider the nature of the respondent's responsibilities and the degree of potential or apparent conflict in deciding the course of action that the respondent needs to take to remedy the conflict of interest.

A conflict of interest exists wherever an individual could benefit directly or indirectly from access to information or from a decision over which they may have influence and also includes a perceived conflict where someone might reasonably perceive there to be such benefit and influence.

A conflict of interest occurs when a staff member or consultant attempts to promote a private or personal interest that results in an interference with the objective exercise of their job responsibilities, or gains any advantage by virtue of his/her position and working relationship with the Dexter DDA and City of Dexter.

Conflicts of interest may be real, potential or perceived. Failure by the respondent to disclose a conflict of interest, be it real, potential, or perceived, will result in disqualification.



Attachment B



Standard
Placemaking



Tactical
Placemaking



Creative
Placemaking



Strategic
Placemaking



The Placemaking Guidebook is yet another validation that the State of Michigan is a national leader committed to placemaking as a central strategy for economic development. This guide provides the latest research and practical tools for getting a placemaking project built. It should be on the desk of all those who play a role in community development in Michigan and beyond.
—**Bill Lennertz**, AIA, CNU, executive director, National Charrette Institute

An extraordinary resource for urban planners, real estate developers, and policy makers, the Placemaking Guidebook will serve as a landmark reference for generations.
—**Robert J. Gibbs**, AICP, ASLA, president, Gibbs Planning Group

The State of Michigan is at the forefront of utilizing placemaking as an economic development strategy, and they are doing it at a scale that is unprecedented. This guidebook will be an invaluable resource and tool for communities across the state to assist them in achieving their placemaking visions and objectives.
—**Daniel Parolek**, AIA, principal, Opticos Design, Inc.

The Land Policy Institute has compiled a practical placemaking guide that makes the essential connection between economic development and place.
—**Doug Farr**, FAIA, LEED AP, president and founding principal, Farr Associates

The majority of new economic and real estate development in metropolitan areas throughout the country will be in walkable urban places over the next generation, taking up well less than 10% of existing metro land. We know that walkable urban places require "place" "making" . . . a missing level of governance. This book profiles many of the remarkable examples of placemaking that can be used as models throughout the country.
—**Christopher B. Leinberger**, Charles Bendit Distinguished Scholar and research professor of Urban Real Estate, and chair, Center for Real Estate and Urban Analysis, School of Business, The George Washington University; and nonresident senior fellow, Metropolitan Policy Program, the Brookings Institution

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