

An aerial photograph of the West Dearborn Business District in Michigan, showing a dense grid of streets and buildings. The image is overlaid with a semi-transparent blue filter.

WEST DEARBORN BUSINESS DISTRICT

PRINCIPAL SHOPPING DISTRICT
FEASIBILITY STUDY

DEARBORN, MICHIGAN

MICHIGAN STATE UNIVERSITY
URBAN AND REGIONAL PLANNING PROGRAM
PLANNING PRACTICUM PROJECT
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Executive Summary

Urban and Regional Planning Practicum students at Michigan State University compiled this Principal Shopping District assessment report for the City of Dearborn Economic and Community Development Department. A group of eight students worked to assist the City of Dearborn's efforts to establish the Principal Shopping District designation.

This Principal Shopping District (PSD) Feasibility Study focuses on the area that encompasses the West Dearborn Business District (WDBD) around the main thoroughfare, Michigan Avenue (US -12). The City of Dearborn is interested in establishing a PSD designation for this area and is currently trying to determine which would be the best assessment model to be used and the approximate flow of revenues. The City of Dearborn first proposed a PSD in 1999 and began working on related issues including tenant recruitment and retention, streetscaping, market research, retail promotions, advertising and special events. These efforts sought to bring more businesses to the area and market the area to potential residents, customers, and entrepreneurs. The PSD has not been established yet. Since this effort began, the WDBD has experienced dramatic growth and development. New housing and parking decks have been built in the area and more construction is planned. In addition new businesses, including restaurants, have opened. In spite of this growth, average annual daily traffic volumes have continued to decrease over the last 15 years. A main concern for the city and the City Council is gaining the support of the property owners in this area to establish the PSD.

There are four main components to this PSD assessment report:

1. An assessment of the study area in order to identify key issues that could be addressed by the City of Dearborn via the establishment of a Principal Shopping District;
2. An analysis of the legal "framework" allowing for the creation and implementation of PSDs in the State of Michigan;
3. A comparative analysis of six pertinent case studies of PSDs (or Business Improvement Districts) in Michigan and elsewhere in the United States, representing cities with characteristics similar to Dearborn;
4. A comparison of various assessment models for the PSD and forecasts of potential revenue capture in the study area under each model based on 2004 property assessment data provided by the City of Dearborn.

The assessment of the study area revealed that the business district is in a generally good physical condition. Though landscaping is often absent and the legibility of certain parts of the district is low (the commercial strip at the southwest of the district, for example) there are no signs of obvious physical decay. The business environment is also sound. There are vacant commercial properties scattered throughout the district; however, most store fronts are occupied and there is no section with a significant concentration of unoccupied businesses.

The assessment of the legal framework allowing for the creation of PSDs in Michigan and the case studies revealed that marketing is perhaps the most important function a PSD provides to the businesses. As opposed to the general marketing function a Downtown Development Authority (DDA) is allowed to provide, the PSD can focus on the promotion of the businesses



within the district, organization of special events, and marketing materials that would increase the legibility of the district for potential visitors.

The various assessment models considered feature both advantages and disadvantages. The City of Dearborn wishes to establish the PSD designation in addition to its current DDA in order to create a sense of cohesion for the entire district. This is an important criterion that was considered when assessing the usefulness of various assessment models for the district.

The recommendations are structured based on a three-tier approach, with the first tier being the least ambitious and the third tier being the most ambitious. The least ambitious recommendation would be for the city to work with its already established DDA to provide additional services. Major limitations under this scenario would be the inability of the DDA to provide more specific marketing services for the district, and the boundary limitations that do not include most of the West Dearborn Business Association (WDBA) area. The intermediate ambitious recommendation would be for the city to establish a PSD. Under this scenario, the PSD would work closely with the DDA to realize a comprehensive vision for the district. The most ambitious recommendation would be for the city to create an umbrella organization—the Corridor Improvement Authority (CIA)—that would address in a coherent, unitary way the management of the WDBD. The major impediment for implementing this recommendation stems from the novelty of this legislative act. The city would be the first municipality in the state to implement a CIA.

Our recommendation for the assessment formula is a flat rate that is easily calculated using the assessed property value. The simplicity of this formula will also help the property owners to understand the new assessment. We have also created a list of strategic investments that could be realized through the new assessment revenue.



Chapter 1: Introduction

1.1 Explanation of Practicum

Michigan State University’s Urban and Regional Planning Program requires graduate and undergraduate students to complete a practicum course. The students are placed in groups and assigned to different project teams. The projects are submitted by municipalities and community-based organizations around Michigan. The faculty members select the projects in consultation with the clients and lay out expectations with the student teams. Practicum offers students experience and the opportunity to apply the knowledge they have gained through course work to planning practice. Students complete research and offer analysis and recommendations to their client. The practicum experience is endorsed by the faculty of the Urban and Regional Planning Program, who feel that it is “essential in the progression from student to trained practitioner.”¹

Students are guided through the process by their client and the instructors of the course, Dr. Zenia Kotval and Dr. Rex LaMore. The practicum project is designed to create benefits for the community, the client, and the students.

1.2 Client Information

Dearborn, Michigan is in the center of Wayne County, bordered on the northeast by the Michigan’s largest city, Detroit (pop. 951,270²). The community is home to 97,775 residents and the total area within the city boundaries is 24.5 square miles. Dearborn is surrounded by other suburban municipalities including: Dearborn Heights (to the northwest); Garden City (to the west); Inkster, Taylor and Allen Park (to the south), and Melvindale (to the southeast) [See Figure 1.1]. The city is the site of Ford Motor Company’s World Headquarters and home of The Henry Ford³, a popular tourist site that includes a large museum and Greenfield Village. The Henry Ford receives 1.5 million visitors annually.⁴

The Economic and Community Development Department of the City of Dearborn is interested in the formation of a Principal Shopping District (PSD) for the West Dearborn Business District. In recent years, this traditional downtown district has experienced new construction of retail locations, reuse of existing space and relocation outside of the district of long-established businesses. A PSD is a special assessment district that allows a city to collect revenues, usually through the assessment of taxes on property. There are many kinds of special assessment

¹ Course syllabus

² U.S. Census Bureau, 2000 SF1, website, <http://factfinder.census.gov/>

³ The Henry Ford is the new name of the Henry Ford Museum and Greenfield Village. According to the website, the name was changed in 2003 because the expansion of the complex created multiple names. The Henry Ford refers to the Henry Ford Museum, Greenfield Village, the Benson Ford Research Center, IMAX Theatre, and the Rouge Factory Tour. Visit them online at: <http://www.thehenryford.org/>.

⁴ <http://www.hfmvgv.org/support/default.asp>



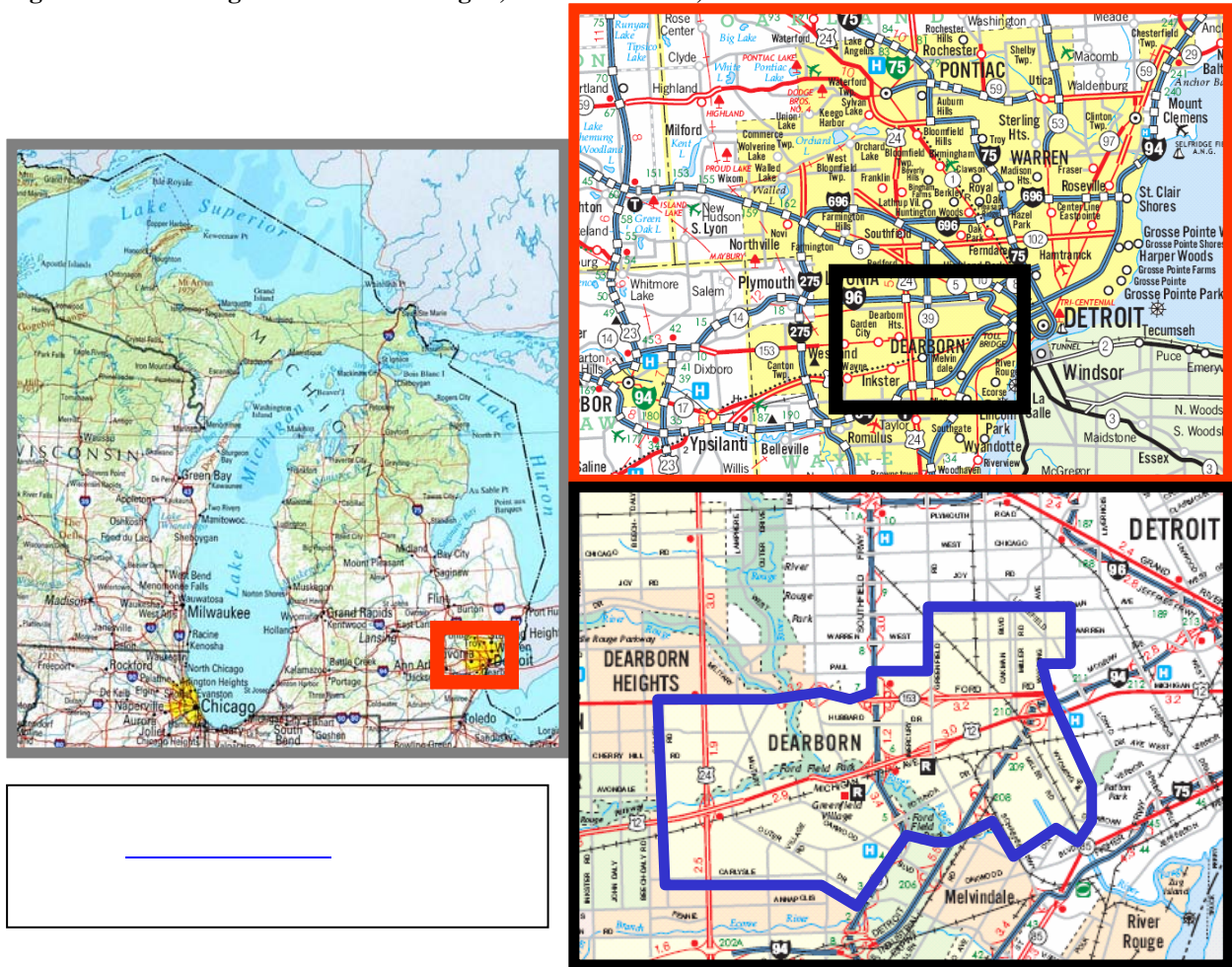
districts, however, including Business Improvement Districts (BID) and Special Assessment Zone (SAZ). Programs in other states use different names and acronyms for special assessment districts.

Dearborn can then use revenue generated by a PSD to provide services to the area, including maintenance, security and marketing of the business district. The district is also part of the West Dearborn Downtown Development Authority (WDDDA) and has an active volunteer organization made up of business owners, the West Dearborn Business Association (WDBA).

The City of Dearborn first proposed a PSD in 1999 and began working on issues related to the PSD including tenant recruitment and retention, streetscaping, market research, retail promotions, advertising and special events. These efforts sought to bring more businesses to the area and market the city to potential residents, customers, and entrepreneurs. The PSD has not been established yet. Since this effort began in 1999, the business district has experienced dramatic growth and development while also seeing the relocation outside of the area of long established businesses like Dearborn Jewelers. New housing and parking decks have been built in the area but much of the area is already dominated by parking. In addition new businesses, including restaurants, have opened and more construction is planned for the area. In spite of this, average annual traffic volumes have decreased over the last few years.

The proposed PSD will be described in more detail in Chapter 2, and the boundaries of the district will be outlined. In addition, a brief history of Dearborn will be discussed as well as some demographic detail about the city relevant to the focus of our study.

Figure 1.1: Locating Dearborn in Michigan, the Detroit Area, and its Boundaries



1.3 Scope of Services

The goal of this project is to provide information to assist the City of Dearborn’s efforts to establish the Principal Shopping District (PSD) designation and to highlight the successes of comparable areas with similar special assessment districts to the property owners within the study area.

The report provides the Client with:

- A. Necessary information pertaining to the legal “framework” allowing for the creation and implementation of PSDs in the State of Michigan;
- B. Comparison of six pertinent case studies of PSDs (or Business Improvement Districts) in Michigan and elsewhere in the United States, representing cities with characteristics similar to Dearborn;
- C. An analysis of property assessment data from the West Dearborn Business District, and forecasts of potential revenue capture from special assessment collections on properties in the study area;



- D. Recommendations about the uses for PSD revenue based on a charrette completed in 1999 with the business association and a need/opportunity assessment of the area [See materials in Appendix D];
- E. A summary of potential uses and associated benefits of a PSD for the West Dearborn Business District, as well as potential benefits to the City of Dearborn in creating a single, cohesive district organization to coordinate services and efforts within that represented region.

Property assessment data was provided by the City of Dearborn for the entire West Dearborn Business District (WDBD). Assessment data was mapped into a geographic information system (GIS) map overlay for visual interpretation. The team also looked at special assessment in other parts of Michigan and the United States to compile research for the case studies of BIDs in general. Case studies were assessed based on specific criteria including: the similarity of the area to Dearborn including the proximity to major tourist attractions, the relative simplicity of the assessment calculation, and the relative burden/benefit to property owners of the PSD. Similar categories of data were gathered to allow for direct comparison between the case study areas. An assessment of each block in the target area helped us to make recommendations for the PSD. A visual inventory of the study area was recorded through the use of photography and record of property use. We also gained insight into what the WDBA envisioned for the district through records provided by our client. This informed our recommendations about potential uses for the revenue.

In order to determine methods for PSD revenue capture and distribution of revenue within the WDBD, various formulas and methods utilized by other municipalities were compared and contrasted. In addition, strengths and weaknesses of particular special assessment structures from case studies were identified for consideration by City of Dearborn officials.

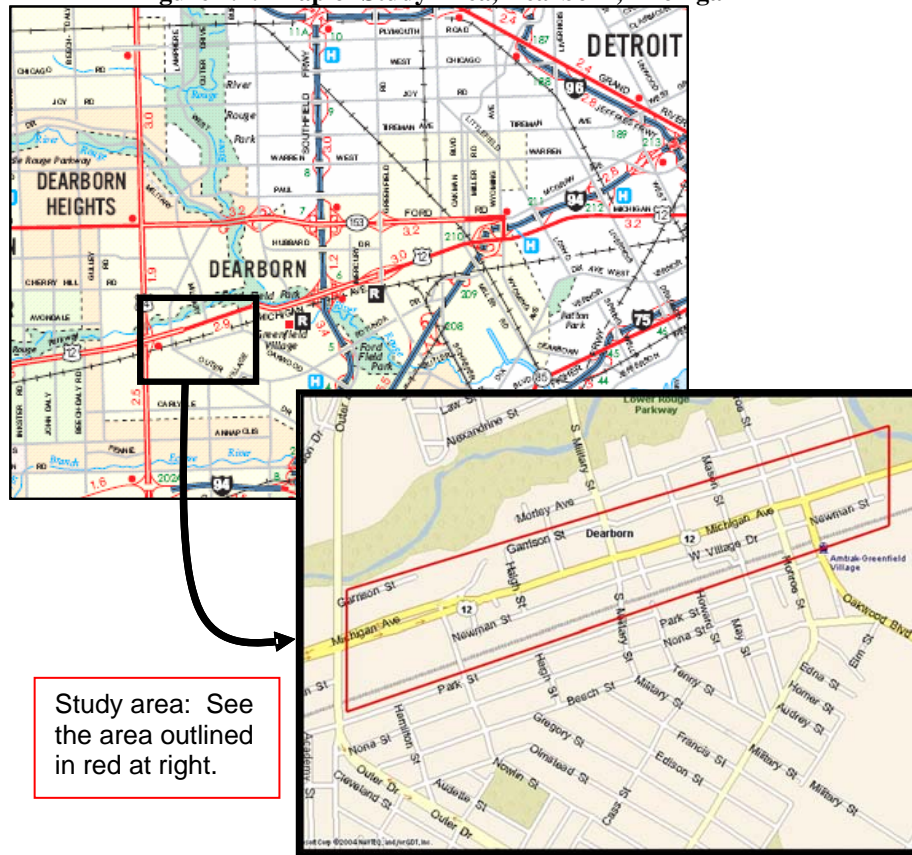
The project provided the client with special assessment recommendations and a marketing strategy based on detailed investigation and assessment. The marketing strategy is designed to help the city gain the support of property and business owners within the proposed PSD.

The study team will present all findings to the WDDDA and the WDBA. We believe this rigorous analysis will help the City of Dearborn create a PSD, or to consider a different kind of special assessment district, with an assessment that is simply calculated and acceptable to business and property owners.

1.4 Location of Study Area

By recommendation of the Client representative, Stephen Guile of the City of Dearborn Economic and Community Development Department, the boundaries encompass the West Dearborn Business District around the main thoroughfare, Michigan Avenue (US-12). Specifically, the district comprises an area with the following boundaries: Outer Drive (west), roughly one-block east of Brady Road (east), rail line (south), and Garrison Street (north) [see Figure 1.2 below].

Figure 1.2: Map of Study Area, Dearborn, Michigan⁵



1.5 Methodology

1.5.1 Strengths, Weaknesses, Opportunities and Threats Analysis

The team employed several methods to assess the district including a Strengths, Weaknesses, Opportunities, and Threats (SWOT) analysis. The SWOT analysis is a strategic planning process used to highlight a community's strengths, weaknesses, opportunities, and threats. Each of these can be visible or tangible; for example a tangible element such as land and property or an intangible, such as community organization and cohesion. Strengths are positive attributes that

⁵ (Map Source: Microsoft Corp. – <http://mappoint.msn.com>)



already exist in the community and can serve as foundation for improvement. Examples of strengths may include infrastructure or an active community organization. Weaknesses are the problems or negative attributes that exist in the community. An example could be a blighted or problem area. Opportunities are aspects of the community that could be transformed into area-wide assets if converted to better use. An example of an opportunity might be vacant land because it has the potential for development. Threats are aspects of the community that could be deficits if not addressed. High levels of crime or lack of funding for implementation of plans are examples of threats. The study team compiled the SWOT through analysis of individual blocks, visits to the area, and discussions with our client representative.

1.5.2 Windshield Survey

A windshield survey allows the study team to quickly gather an initial visual assessment of the physical conditions and overall feel of the study area. The study team toured the area first alone, and then in the presence of the client contact. The second tour was more in-depth. We recorded our impressions in notes and with a digital camera. This is meant to serve as a cursory visual assessment of the study area. The team also walked the area to gauge the ease of movement in the study area. Additional visits to the site allowed the team to confirm information and answer new questions as needed.

1.5.3 District Assessment Criteria

In addition to examining each block separately, an assessment of the district is important. The team used Kevin Lynch's theory of place legibility to assess the ease of movement through the district.⁶ Lynch's influential work in city planning and design is part of the canon of urban planning theory. The essence of this theory is that people understand places as they navigate through them because of visual cues. This theory includes the ideas of districts, paths, nodes, landmarks and edges. We used a map overlay to show the presence or absence of the elements of place legibility in the district. Lynch defines each element in his theory of place legibility that were used to offer an opinion of the study area.

The district assessment also shows the location of city owned parking lots in the district, the location of residential uses in or around the district, and presence of commercial and industrial uses in the district. This section also discusses the zoning of the area.

1.5.4 Block Assessment Criteria

Using a uniform set of categories, the study team inventoried each block within the study area. For this study, a block is a square block except when boundaries prevented the team from using the entire block. For example, the southernmost boundary of the study area is a rail line; therefore some blocks in this portion of the study area do not have a fourth side. Similarly, the northernmost blocks contain only the north side of Garrison Street and not the side streets or the entire square block. The assessment was done on four different occasions between January 19 2006 and March 7, 2006. Members of the team traveled the entire area on foot as well as by

⁶ Lynch, Kevin (1960) *The Image of the City*. Cambridge: M.I.T. Press



automobile to assess the block from both the pedestrian and vehicular point of view. The team made notes of observations and took photographs to record the observed conditions.

The block-by-block inventory includes the following categories:

1. Land Use, Business Type, and Vacancy
 - a. Land Use: Commercial, Residential, Mixed Use
 - b. Any retail vacancies: Yes/No
 - c. Business Type records retail or commercial
2. Streetscape
 - a. Is landscaping present? Yes/No
 - b. Is lighting present? Yes/No
 - c. Are façades in good condition? Yes/No
 - d. Any street furniture? Yes/No
3. Walkability
 - a. Sidewalks and paving in good condition? Yes/No
 - b. Any crosswalks? Yes/No
 - c. Are there buffers from the street? Yes/No
 - d. Is there street noise? Yes/No
4. Parking
 - a. Is there parking? Yes/No
 - b. Is it visible? Yes/No
 - c. Is it accessible? Yes/No
5. Other
 - a. Is there any redevelopment? Yes/No
 - b. Is there open space? Yes/No

The criteria reflect the predominance of business uses along the study area. The team also noted redevelopment that was occurring or planned (according to our client contact). These elements provide information about regular, customary physical conditions and general impressions of the study area. The team attempted to make this inventory very objective, but part of our analysis is recorded in the inventory tables—items appearing in **red bold type font** did not display the optimal condition in that category. This was done because “yes” connotes positive attributes, while “no” connotes negative attributes, but in the tables “yes” may be used to report on the presence of vacant buildings while “no” may report the absence of excessive street noise.

1.5.5 Case Study Comparison Criteria

The team compared cities with special assessment districts (including: Business Improvement Districts (BIDs), Principal Shopping Districts (PSDs), Downtown Development Authorities (DDAs), and those programs with similar goals in other states) based on the following criteria: size (population), character of city (suburban or core city), proximity to major tourist attraction, employment, traffic and others. We also examined information about the type of special assessment district each city used, what kind of revenue each collected, and how the revenue was used. These criteria for comparison were outlined by our client representative.



Population was a straightforward comparison criterion. We sought communities that were close in population size to Dearborn, around 90,000 people. Because Dearborn is also a city within a metropolitan area the team sought cities that were suburbs of larger communities. An area of comparison that was important to the Client was proximity to a major tourist attraction. As has been mentioned, Dearborn is the home of The Henry Ford. There are few cities in the United States that met this criterion, even fewer in Michigan, which also have a special assessment district. For that reason, we expanded our search to include cities with large daytime populations and other attractions that draw people. The final characteristic we sought for our case studies was the presence of a major employer. The largest employer and property owner in the study area is the Ford Motor Company.

In addition to the categories described above that are directly comparable to Dearborn, the Client asked for information about how each district calculated the assessment on property and the amount of revenue was generated from the calculation. Although there are a number of ways that communities can structure the assessment formula, the Client desires a simple calculation formula, easily understood by all the parties involved in the formation of the special assessment district.

1.5.6 Special Assessment Designation Criteria

The study team compared the legislation of five different special assessment districts formats for the West Dearborn Business District, including Business Improvement District (BID), Principal Shopping District (PSD), Business Improvement Zone (BIZ), Downtown Development Authority (DDA), and Corridor Improvement Authority (CIA). The three Michigan Public Acts researched to detail the establishment, operation and functional parameters for the four above-mentioned districts were:

1. Public Act 120 of 1961, which authorized:
 - a. Business Improvement District (BID)
 - b. Principal Shopping District (PSD)
 - c. Business Improvement Zone (BIZ) – not fully examined in this report because of the lack of cohesion with the study scope. A brief description and comparison is included in Chapter 4 – Summary of Legislation and Implementation
2. Public Act 197 of 1975
 - a. Downtown Development Authority (DDA)
3. Public Act 280 of 2005
 - a. Corridor Improvement Act (CIA)

To provide the foundation for the creation of a special assessment within the West Dearborn Business District, comparison criteria was created based on direction provided by the Client. After reviewing the aforementioned legislation, four categories were developed to provide the framework of the side-by-side organizational comparison.

Chapter 2: Profile of Dearborn, Michigan

2.1 History of Dearborn

The history of Dearborn is tied in large part to the history of the automobile and automotive pioneer and industrialist Henry Ford, whose assembly lines revolutionized manufacturing in the first part of the 20th century. The city is still the international headquarters of the Ford Motor Company which continues to have a significant impact in Dearborn. Originally, the area was home to many different Native American tribes of the Algonquin Nation—including the Sauk, Miami, Potawatomi, Ottawa, and Ojibwa—and one tribe that was part of the Iroquois Nation—the Huron (Wyandot). The Ojibwa was (and is) the most prominent tribe in Michigan. The land was first settled by Europeans along the Rouge River with the arrival of French farmers around 1786. The western part of the city was settled within the next ten years. Present-day Michigan Avenue (US-12) was an Indian trail called the Sauk-Fox Trail. During this time, the Sauk-Fox Trail, also known as the Chicago Road, was a main artery of travel.

Territorial Governor Lewis Cass divided Michigan, which was part of the Ohio Territory, into townships, and the area of present-day Dearborn was part of Springwells and Bucklin (later divided into Pekin and Nankin) Townships. Shortly after these divisions were made, Pekin Township became the site of the Detroit Arsenal and was renamed for Major General Henry Dearborn, while parts of Springwells Township were annexed by nearby Detroit. In the 1830s and 1840s the area continued to be settled but homesteads were scattered. The early industries were dependent on the brick making and the rail lines that ran through the township. European settlers during this time were of German and Scottish or Scotch-Irish descent. It was into this setting in 1863, Henry Ford was born.

The Dearborn Historical Museum building, in the study area





The Ford Motor Company's Rouge Plant was built in what was then Springwells Township (later village) in 1917 and began producing Fordson Tractors. Following the opening of the massive Rouge Plant to auto production (the Ford Model A), the population of the area grew dramatically. The population was less than 2,500 in 1920 and by 1930 the population was over 50,000, an increase of more than 2500 percent.⁷ The City of Dearborn incorporated in 1927. The east side of present-day Dearborn was Fordson and the remainder was Dearborn Township; these areas merged in 1929 creating the City of Dearborn as it is now known.⁸

Dearborn's growth slowed after 1930 because of the Great Depression and World War II (WWII). Shortly after the end of WWII, the west side of the city experienced a building boom and new subdivisions were created to house young families. Following the war, Ford Motor Company expanded and made the city the site of its World Headquarters. In 1942, Orville L. Hubbard began his tenure as the mayor of the city. The infamous politician began a campaign to maintain the racial composition of the city under the banner "Keep Dearborn Clean." Hubbard's record as a segregationist and hostility toward racial change was well-documented. "For most of his 36 years as mayor of the Detroit suburb of Dearborn, the late Orville L. Hubbard (1903-82) was known as the most outspoken segregationist north of the Mason-Dixon line."⁹

The east side of the city lost population as the neighborhoods aged. Population declined somewhat throughout the area in the 1970s. In the 1990s, Dearborn's Middle Eastern population began to grow and established itself on the east side of the city.¹⁰ Dearborn will continue to face challenges in the future but its history provides a strong foundation for growth.

2.2 Socio-Economic Profile

Dearborn's envisioned Principal Shopping District (PSD) would be located on the western end of the city along Michigan Avenue. This district falls entirely into Census Tract 5749 (See Figure 2.1). We compared this Tract with Dearborn as a whole, Wayne County, the Detroit Metropolitan Statistical Area (MSA), and Michigan.

⁷ Southeast Michigan Council of Governments 2005

⁸ Much of the history of Dearborn was accessed from: <http://www.dearbornarealiving.com/history.shtml>

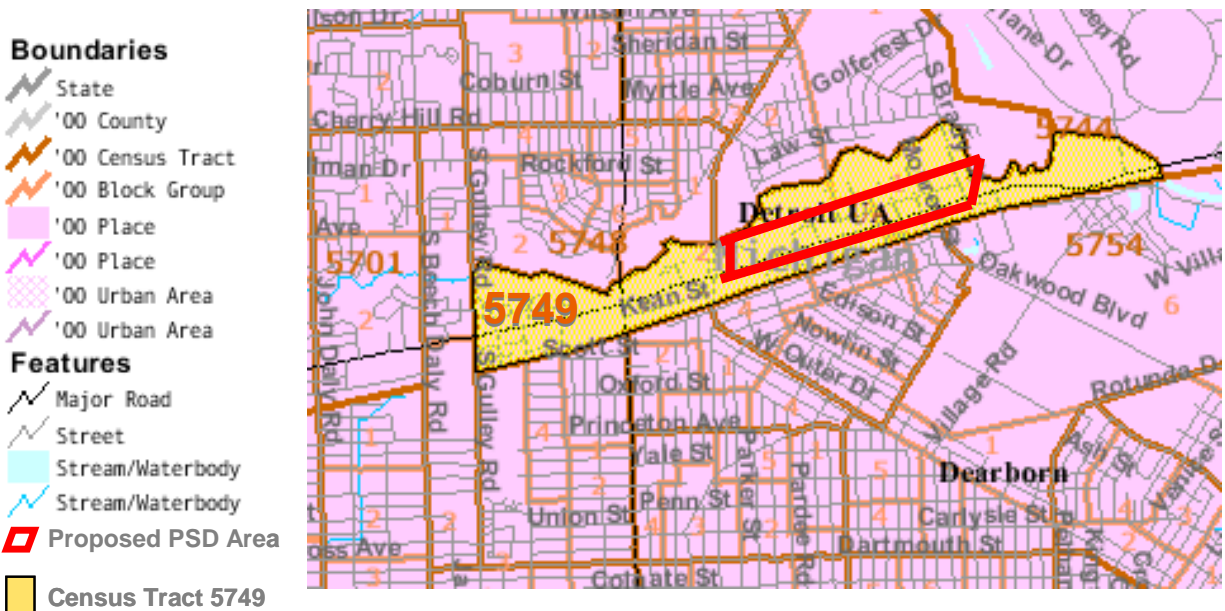
⁹ Story found on line from *The Detroit News* at:

<http://info.detnews.com/history/story/index.cfm?id=139&category=people>

¹⁰ (Source: Dearborn Area Living – History of the Area on the web at:

<http://www.dearbornarealiving.com/history.shtml>)

Figure 2.1: Census Tract 5749 and Proposed PSD Area, Dearborn, Michigan¹¹



Dearborn had a population of 97,775 in 2000, and Tract 5749 had a total of 1,831 people that same year. Between 1990 and 2000, Dearborn and Tract 5749 had a growth rate higher than that of the Detroit metropolitan area and the State of Michigan. This occurred even as its home county, Wayne, lost almost 2.5 percent of its population¹² [See Figure 2.2]. Part of the increase in population between 1990 and 2000 is the result of a new condominium development just south of Michigan Avenue in our study area—the development was built in 1997.¹³ This population growth on a fixed amount of land has given Dearborn a population density of 4,013 people per square mile. While this may still be lower than neighboring Detroit’s 6,855 people per square mile, it is still highly urbanized by Michigan standards—even by US standards, Dearborn has a slightly higher population density than Portland, Oregon. Wayne County only has 3,356 people per square mile.¹⁴ While Dearborn is increasing in density, Detroit and Wayne County are losing density. Such high density makes a walkable shopping district seem feasible [See Figure 2.3].

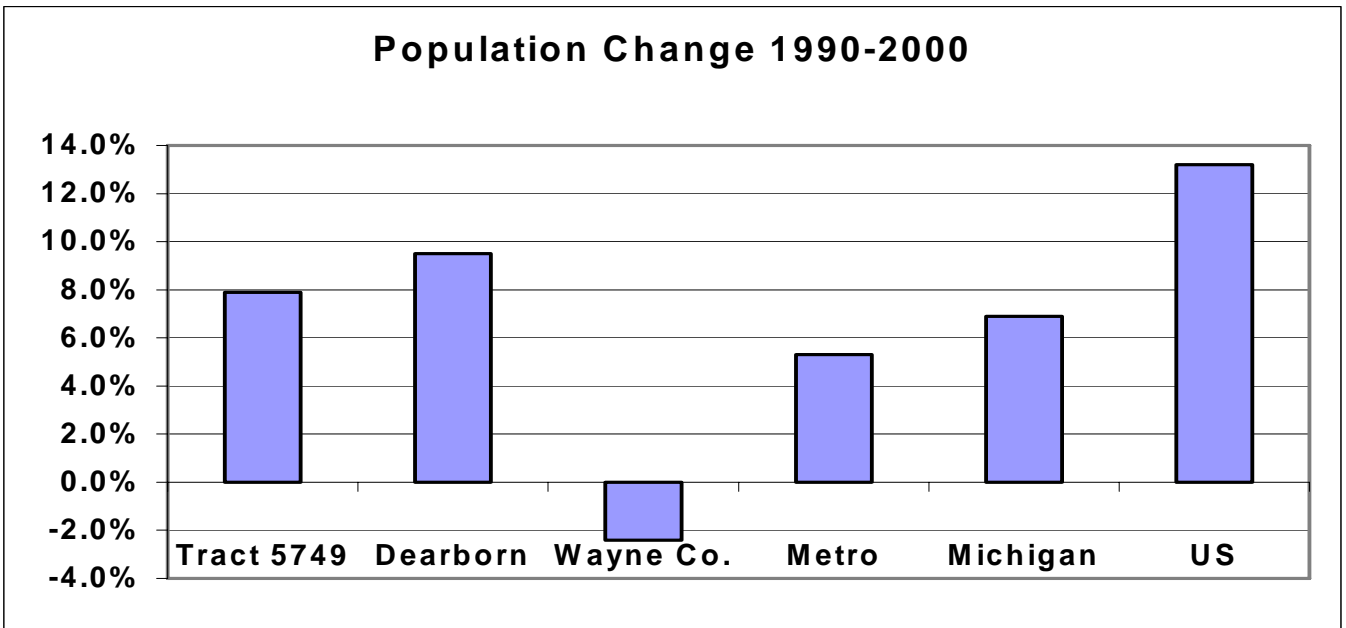
¹¹ Map Source: Census Bureau, found on-line at <http://factfinder.census.gov/>

¹² Data on population from the U.S. Decennial census found at <http://factfinder.census.gov/>

¹³ Realty information including year that the structure was built from www.DearbornHomes.com

¹⁴ Southeast Michigan Council of Governments, 2005

Figure 2.2 Population Change (Percent) 1990-2000



Residents of Dearborn are predominantly white with 86.9 percent of the city population and 92 percent of Tract 5749 identifying themselves as white in the 2000 census. It is also worth noting Dearborn has the second highest population of Arab-Americans in the nation, only behind New York City (Arab American population in New York City was 69,985 in 2000).¹⁵ Over a quarter of Dearborn’s population, 26.6 percent, reported being of Arab ancestry in 2000. The west side of Dearborn however does not have a large Arab population, only 2.3 percent of the population in Tract 5749 is of Arab ancestry. Statewide, only 1.1 percent of the population is of Arab ancestry and 0.4 percent of the population nationwide.

The trend of population density is also reflected in the housing density. Dearborn already had a higher housing density than Wayne County and the Detroit metropolitan area in 1990. Once again the regional trend was a decrease in density between 1990 and 2000, while Dearborn went against the trend and continued to in-fill its urban environment¹⁶ [See Figure 2.3].

¹⁵ Data from “The Arab Population: 2000” from the U.S. Census found at <http://www.census.gov/prod/2003pubs/c2kbr-23.pdf>

¹⁶ Data on housing density from SEMCOG and www.myhometown.com



Figure 2.3 Housing Units Per Acre

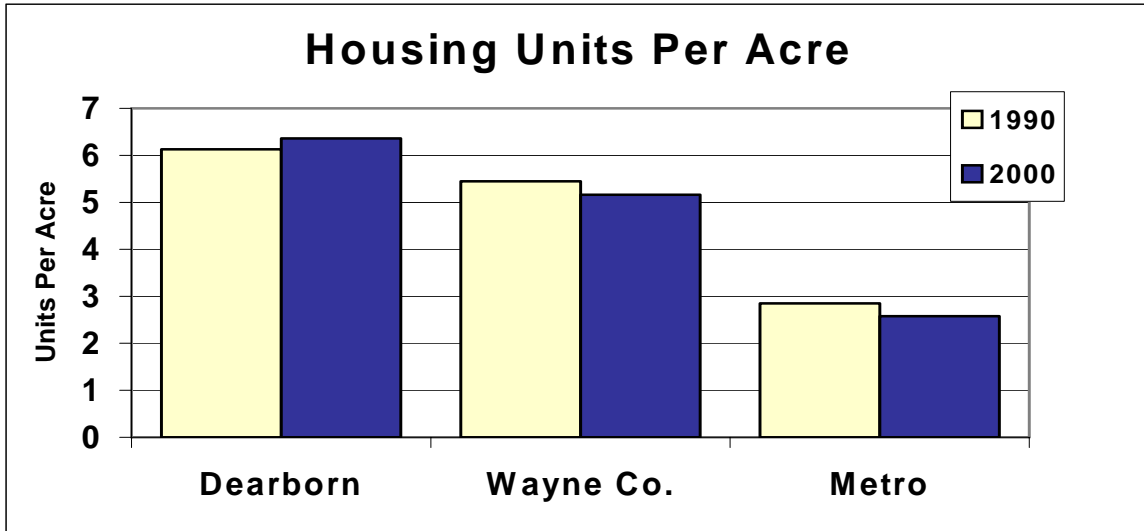


Figure 2.4: Median Housing Value

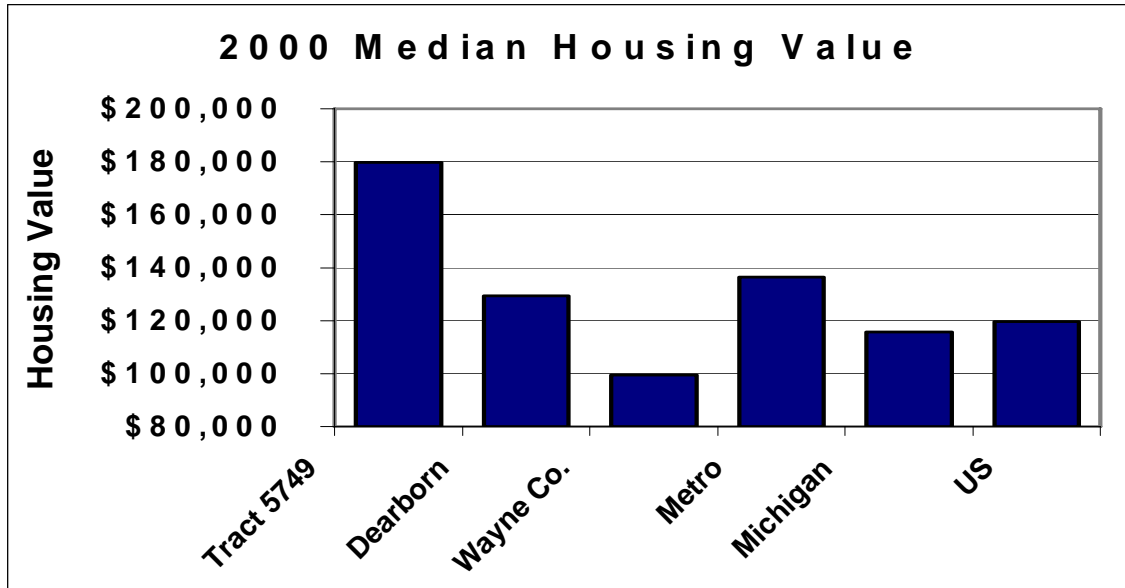
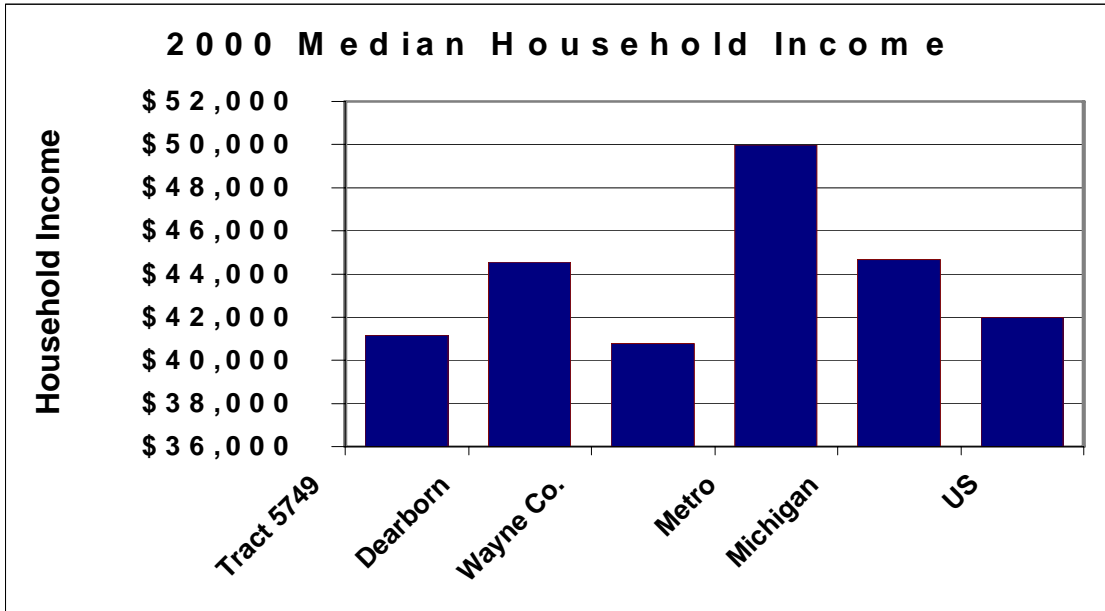
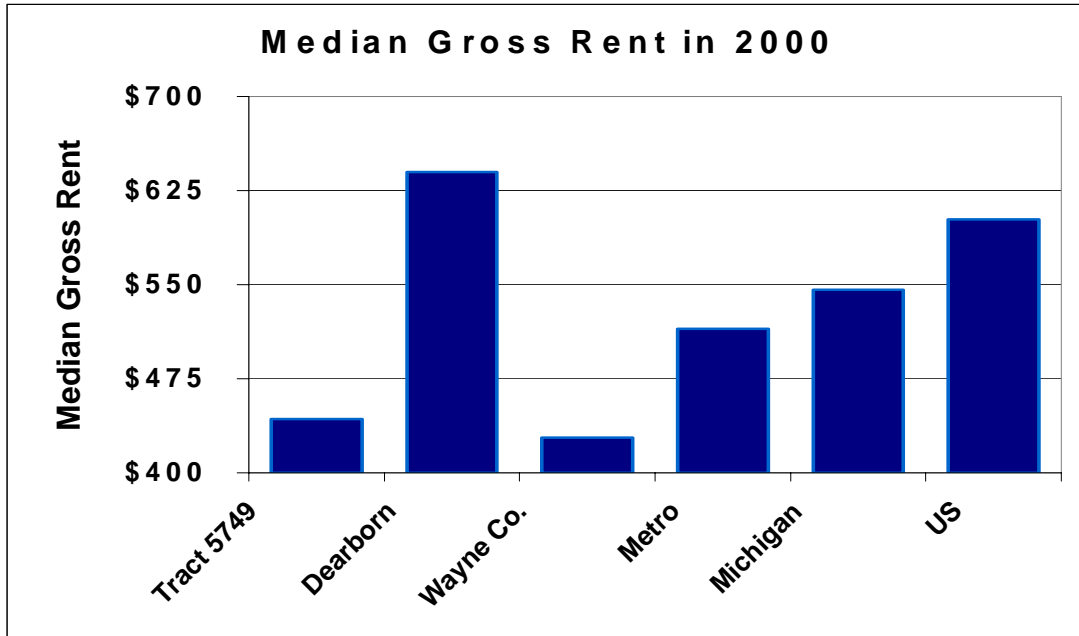


Figure 2.5: Median Household Income



In 2000, housing value in Tract 5749 was higher than any other comparison area, in spite of the fact that the median income was one of the lowest of all compared areas, only Wayne County has a lower median income [See Figure 2.5]. Dearborn as a whole has a higher median income and yet a much lower median housing value [See Figure 2.4]. Tract 5749 has a higher percentage of renter-occupied housing units when compared to the rest of the city [See Figure 2.7]. The tract also has one of the lowest median gross rental costs of any area studied. The study area has a low median household income but many of these households exist in rental units with a low median rent [See Figure 2.6]. One other possible explanation for this phenomenon is the age of the population. Residents of Dearborn as a whole have a median age of 34.5 years, which is just slightly below the state and national median. However, Tract 5749 has a median age of 50.2 years. Within this Tract there is one large apartment building, Dearborn Towers Condominiums which may have a high proportion of elderly residents. In an area with such a small population, one apartment tower can have a large statistical impact. This tower helps explain the high median age, low household income, high proportion of rental units, and low cost of rent. Removing this housing development from the statistical analysis would likely raise the median household income of the area.

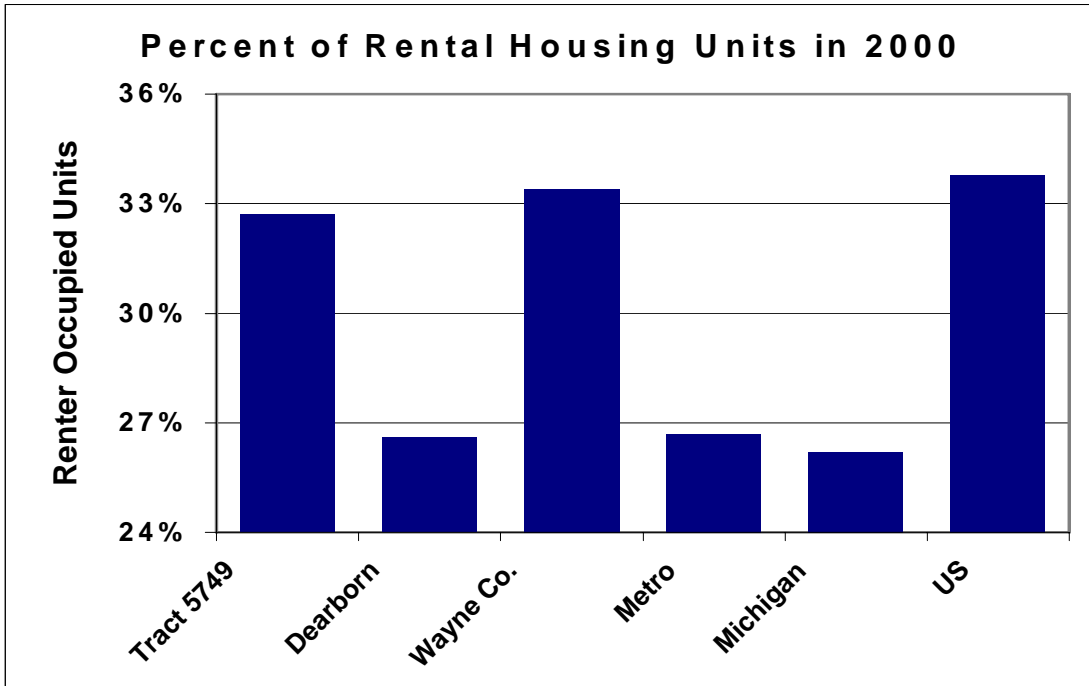
Figure 2.6: Median Gross Rent, 2000, Study Area, Dearborn, etc.



Houses on east Garrison Street in the Study Area



Figure 2.7: Percent of Rental Housing Units, 2000, Comparing Averages



Beyond population density and housing this district also has a highly educated population. In 2000, 25.9 percent the tract’s population had a bachelor’s degree or higher with Dearborn as a whole another half percent above that level. The state of Michigan can only claim 21.8 percent of its 25 years and older population have a bachelor’s degree.¹⁷ Overall, Dearborn is a socio-economically advantaged city not only by Wayne County’s and Michigan’s standards, but even compared to the entire U.S.

Homes on West Village Drive in the study area



¹⁷ Data on population from the U.S. Decennial census found at <http://factfinder.census.gov/>



2.3 The Dearborn Downtown Development Authority

The West Dearborn Downtown Development Authority (WDDDA) was created by the adoption of an ordinance by the Dearborn City Council on October 18, 1977 and was filed on October 6, 1983 according to a list of Downtown Development Authorities in the State of Michigan Provided by the Michigan Department of Treasury.

In 1998 the WDDDA adopted a revised Tax Increment Financing Plan that set, “a broad spectrum of projects, programs, and activities... Listed below are the general categories and brief description of each.”¹⁸

A) Planning and Administration Activities

- Soft Costs
- Studies & Analysis
- Data Gathering
- Program Management
- Audits
- Legal and Other Professional Services

B) District Marketing, Promotion, Recruitment, Support of Arts and Cultural Programs

- Coordinate District Marketing
- Various Promotions
- Business Retention and Attraction
- Management of Joint Business Services (Waste Management, Security, Snow Removal, etc.)

C) Private Sector Improvement Incentives

- Tax Increment Financing to encourage private investing

D) Public Facility Improvements

1. Surface Parking

- Demolition of Two Existing Structures
- Construction of New Surface Lots

2. Parking Structure

- A study by Rich & Associates concluded a parking structure was needed in the district to maximize growth.
- Structure currently constructed but not charging fees

3. Streetscapes

- Estimated \$1 Million spent on all Streetscape Activities

¹⁸ Downtown Development Authority – West Dearborn. 1999. “West Dearborn Business District: Development & Tax Increment Financing Plan No. 1.” Dearborn, Michigan



4. Reconstruction/Beautification of Parking Lots
 - Lighting, Underground Utilities, Landscaping
5. District Signage
 - District Wide Signage Program
 - Signs and Kiosks in order to aid customers in the district¹⁹

Current Public Facility Projects

West Village Commons (*In-Process*)

Parking Deck (*Complete*)

Streetscape Master Design Plan Request for Proposals (*In-Process*)

West Village Square (*In-Process*)

Dearborn Village Square (*Complete*)

Christmas Decorations (*Annual*)

Pocket Park (*In-Process*)

The WDDDA has had recent success in financing and constructing two parking decks within the district. Furthermore, with the \$65 million development in the West Village Commons and on-going preparation for redevelopment in the district, the new face of Dearborn is greatly aided by the WDDDA. With district beautification efforts, improvement projects, and development incentives the WDDDA is seeking to revitalize the central business district and improve the quality of life in the area.

There still remains the issue of district-wide signage that could be used to develop a sense of cohesion and identity through the installation of banners, flowers, and coordinated lighting. By developing a sense of identity the district can coalesce, not only aesthetically but also in their marketing.

2.4 Study Area Assessed Value and Number of Parcels

The total assessed value of property in the study area for 2005 is \$74,832,716. The area contains 193 parcels of land. Our study area contains 39 blocks—not all are square blocks because of the agreed upon district boundaries. [Parcel maps and Individual Blocks can be seen in Appendix A.]

2.5 Traffic Information

The study team recognized the importance of motorized vehicle traffic on both existing and prospective businesses within the WDBD. Success of retail, service and other forms of commercial companies depend on the accessibility of the business within the market. Traffic counts can be used to understand the potential customer base, as well as the overall success of a region in attracting visitors. For that reason, the team compiled Annual Average Daily Traffic (AADT) data and a fifteen year traffic trend, focusing on the main corridor – Michigan Avenue (US-12) [See Figures 2.8 & 2.9].

¹⁹ SOURCE: September 23, 1998 West Dearborn Downtown Development TIF Plan



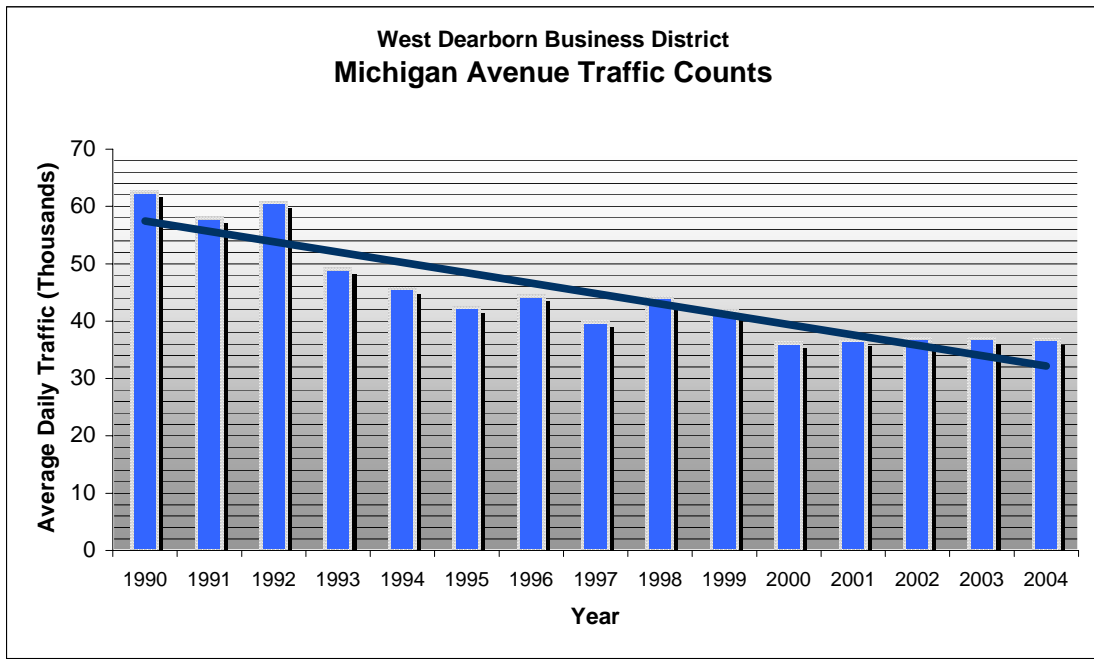
Figure 2.8 – US 12 Travel Counts in the WDBD

YEAR	1990	1991	1992	1993	1994	1995	1996	1997	1998	2000	2001	2002	2003	2004
AADT*	62.5	58.0	60.7	49.1	45.7	42.4	44.4	39.9	41.1	41.8	36.2	37.0	37.0	36.8

* Annual Average Daily Traffic (AADT) are shown in thousands

The fifteen-year traffic trend, [See Figure 2.8], shows Michigan Avenue AADT to be declining [See Figure 2.7]. Traffic has decreased from 62,500 vehicles per day in 1990 to 36,800 vehicles per day in 2004. This represents a daily decline of 25,700 vehicles per day, or approximately 41 percent since 1990.

Figure 2.9: Fifteen-Year Traffic Trend, Michigan Avenue, Dearborn Michigan 1990-2004



In addition, AADT data was gathered for both state trunklines and federal Interstates within to comparable case studies districts. Michigan Avenue is an example of a state trunkline. These roadways are indicated by either a “US” or state designation – for example the “M” designation used in the State of Michigan. The designation of Interstate is reserved for highways that make up the Eisenhower Interstate System. This data is presented in the case study comparison matrix, located in Section 6.5.



Chapter 3: Literature Review

Downtown revitalization has been and continues to be a daunting task for many local communities and governments throughout the United States. First created in the late 1960s, Business Improvement Districts (BIDs) are proven tools for downtown revitalization in several American cities (for example: Center City Philadelphia, the 34th Street Partnership in New York City, and Milwaukee Downtown, etc). Some immediate causes for the formation of most North American BIDs are part of the growth/development trends that have generally shaped metropolitan regions since 1960s. These trends include: the flight of people from cities; the proliferation of suburban shopping centers; office campuses; entertainment centers, and the steady erosion of downtowns' and Main Streets' share of shoppers and workers. Though most BIDs are created as a means to cope with urban decline, there are examples where their creation represents a response to development opportunities and growth that occurs within a community²⁰. Despite the popularity of BIDs, there is however very little systematic research on how BIDs impact the wellbeing of the businesses within the district and the broader local community. Another challenge with regard to systematic research is posed by the fact that BIDs throughout the U.S. have various names, different organizational structures, and perform a broad array of services.

3.1 Definition of BID

Despite differences in the way they are structured, financed, or the services they provide, all BIDs are fundamentally a legal mechanism to raise funds to enhance the management of a particular place²¹. More specifically, BIDs are “publicly sanctioned but privately directed organizations that pay for services to improve shared, geographically defined, outdoor public spaces. They are self-help organizations which govern a majority-voted self-taxing mechanism that generates multi-year revenue”²². BIDs are thus “a powerful combination of ingredients - business self-interest and vision, together with public financing unencumbered by urban politics. As entrepreneurial enterprises, BIDs are expected to “channel private-sector energy toward the solution of public problems”²³. Because of the unique way they are structured, funded, and function BIDs represent a “hybrid that borrows elements from the special purpose district, the special assessment district, and the special zoning district”²⁴.

3.2 Which communities are most likely to have a BID in place?

BIDs are everywhere. They are operating in each region of the country, in 42 states, and the District of Columbia. The states with the largest number of BIDs are California, New Jersey,

²⁰ Levy, P. R. (2003), Introduction. In Houstoun, L.O. Jr. (ed.), Business Improvement Districts, 2nd edition, Urban Land Institute, Washington;

²¹ Ibid.

²² Hoyt, L. (2005), Planning though compulsory commercial clubs: Business Improvement Districts, Institute of Economic Affairs, Blackwell Publishing, Oxford

²³ Mitchell, J. (1999), Business Improvement Districts and innovative service delivery, available on the web at <http://www.businessofgovernment.org/pdfs/Mitchell.pdf>

²⁴ Hoyt, L. (2005), Planning though compulsory commercial clubs: Business Improvement Districts, Institute of Economic Affairs, Blackwell Publishing, Oxford



New York, North Carolina, and Wisconsin. BIDs are present in large, medium, and small communities. They can cover as many as 300 blocks or as few as one²⁵. A 1999 national survey found there were 404 BIDs in the U.S.

3.3 Organizational structure

There are three types of organizations that may carry out BID functions: nonprofit organizations (61 percent), quasi-public authorities (13 percent), and mixed public-private enterprises (26 percent). Organizational structure may influence the type of services they tend to provide (i.e. quasi-public BIDs are more prone to promote capital improvements than the other two types of BIDs)²⁶.

3.4 Services provided

Based on the 1999 survey of U.S. BIDs that was completed in 1999, it was found out that BIDs are involved in the provision of the following categories of services²⁷:

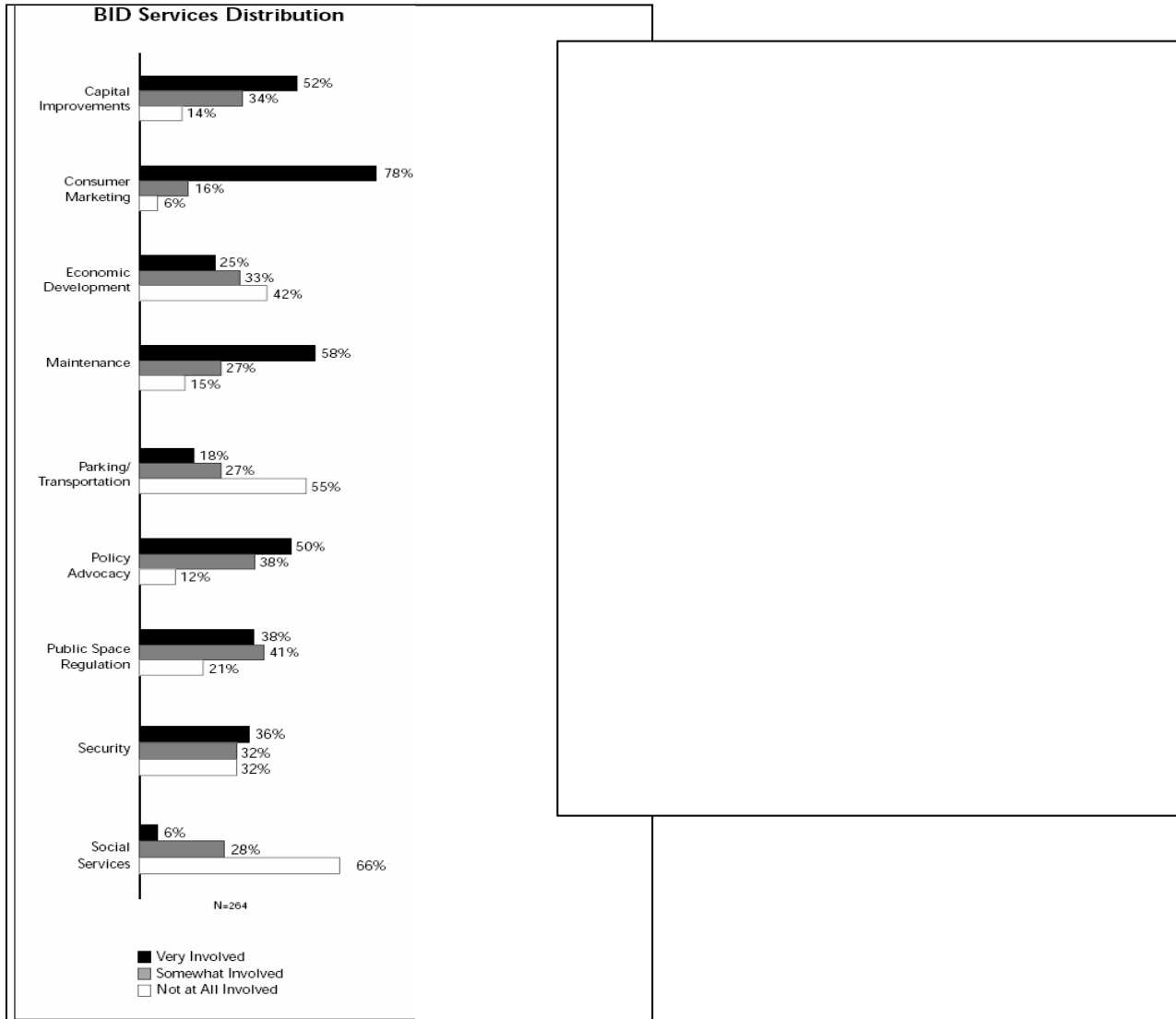
²⁵ Ibid.

²⁶ Ibid.

²⁷ Mitchell, J. (1999), Business Improvement Districts and innovative service delivery, available on the web at <http://www.businessofgovernment.org/pdfs/Mitchell.pdf>



Figure 3.1: Services Provided by BIDs Nationwide²⁸



²⁸ Source: Mitchell, J. (1999), Business Improvement Districts and innovative service delivery, available on the web at <http://www.businessofgovernment.org/pdfs/Mitchell.pdf>



Based on this national survey, marketing is the service that is most often provided to the businesses within the district. Other relevant services include: maintenance, capital improvements and policy advocacy. The survey also considered the relationship between the services a BID provides and characteristics such as city size, type of organizational structure, funds, etc. The only relevant association found was the relationship between the services provided and the population of the city the BID is located in. In other words, BIDs that are located in big cities tend to be involved in the provision of a broader array of services; also, some of the services provided tend to be in areas that are not usually the focus of a BID's activities (for example social services)²⁹.

3.5 Financing: Different Types of Assessment Models

BIDs in the U.S. are commonly funded through an assessment on real property³⁰ located within the district boundaries. While this mirrors the local taxation system that is currently in place in the U.S., international BIDs may be funded using different mechanisms. Thus in the United Kingdom BIDs are funded by a tax on businesses.³¹

There are five main assessment models used by BIDs in the US.³²

- Assessed valuation. The assessment is based on a percentage of a property's assessed valuation. The advantage of using this model is a direct connection between how much a business pays and the improvement in property values that is presumed to be the main outcome of a BID. This model also assumes an easy to calculate and understand formula/stream of revenues.
- Square footage. Under this assessment model the BID determines the dollar value per square foot of commercial space a business owner within the district needs to pay. This model is also easy to understand. Square footage alone may not always reflect how much a business benefits from the services provided by the BID. Equity concerns may arise under this model, for example vacant properties are taxed at the same level as non vacant properties. In other words the underlying assumption is that every square foot of commercial property is equal.
- Street frontage. A business is assessed based on the amount of linear street frontage. This model is relevant when the BID provides services such as street cleaning, snow removal, street furniture, etc. This model benefits properties with a lower amount of street frontage that could be under-valued. However this is also a relatively straight-forward formula to calculate.

²⁹ Ibid.

³⁰ Real property refers to land and buildings while personal property could include equipment.

³¹ Levy, P. R. (2003), Introduction, in Houstoun, L.O. Jr. (ed.), *Business Improvement Districts*, 2nd edition, Urban Land Institute, Washington, D. C.

³² Ibid.



- Location. This model assumes that businesses that are located at the core of the district benefit more than those located at the fringe of the district. This could result in a larger assessment on either square footage or assessed value. This assumption may hold true for certain services or certain uses. However, some services BIDs offer are provided uniformly throughout the whole district (marketing for example).
- Use or benefits. Businesses are assessed differently based on property use. This assessment model is suited for BIDs that offer services that benefit some businesses more than others. This may be a hard to implement model. It may also generate disagreement among property owners with regard to which property use benefits more from the services provided by the BID.

Some BIDs may decide to use a combination of these criteria. The location criteria may be combined for example with square footage.

3.6 Outcomes/Performance measurement

The literature review suggests several methods and indicators that could be used to quantify the impact of BIDs. One method is to conduct an assessment of the district before and after the establishment of the BID was put in charge. Possible dimensions to be considered include³³:

- Crime rates: Whether they increased or decreased;
- Number of new businesses established;
- Pedestrian traffic: whether it increased or not;
- Improvements in the way the outdoor spaces look like;
- Is there a mix of residential and commercial within the district; and
- Business and citizens opinions about the BID.

Using these indicators the study team reviewed several case studies throughout the nation and identified successful practices/outcomes by BIDs.

Created in 1996, Coliseum Central is a 1,800-acre commercial strip BID on the northern edge of Hampton, Virginia. The BID was initially created in order to address the issue of a declining suburban mall that was facing competition from other newer commercial development; currently it is trying to foster a positive economic climate for the surrounding area. An innovative practice showcased by the Coliseum Central example was the inclusion of the BID master plan within the city of Hampton's master plan. Some concrete, measurable benefits include³⁴: Crime rate decreased by more than 15 percent between 2002-2003; taxable sales increased by 3 percent from 2002 to 2003 and by 36 percent from the BID's establishment in 1996; property values increased by 4.3 percent from 2002-2003 and by 22 percent since 1996; recognition of the place by residents increased from zero percent in 2000 to 75 percent in 2003.

The 34th Street Partnership is a New York City-based BID that encompasses roughly the shopping district along the Manhattan's 34th Street. The district was created to address the

³³ Mitchell, J. (1999), Business Improvement Districts and innovative service delivery, available on the web at <http://www.businessofgovernment.org/pdfs/Mitchell.pdf>

³⁴ Houstoun, L.O. Jr. (2003), Business Improvement Districts, 2nd edition, Urban Land Institute, Washington;



decline of this once famous shopping area; it mainly focuses on physical improvements and façade and street beautification within its boundaries. Some outcomes include: increasing the legibility of the district (200 new street-name signs illuminated by a small electric charge; 30 new wayfinding signs, 17 subway entrance identification signs); making streets cleaner (175 litter receptacles); and street furniture (40 benches and 29 bike racks, 35 common news boxes, 56 protective bollards around tree pits and lamppost, 300 new light poles and fixtures).³⁵

Center City District in Philadelphia was established in 1990 in order to help the business district cope with negative population and economic trends that were affecting metropolitan areas throughout the United States. Center City is an example of how, even in a city whose overall population is shrinking at a high rate, high-quality amenities can help the center of the city grow and prosper. Some of the successes of this BID include: by 2002, 104 new outdoor eating restaurants have been established; between 1996-2001 the crime rate in the district decreased by 33 percent and the number of thefts from cars decreased by 79 percent; property owners have continued to support the BID- it has been re-approved several times since its creation. In addition property owners agreed to an increase in assessment from 12 cents per square foot in the 1990s to the current rate of 18 cents per square foot.³⁶

While there is evidence that BIDs can bring benefits for the property/business owners within the district and positively impact the broader local community, more systematic research is needed in order to determine the exact relationship between services provided by BIDs and positive socio-economic indicators such as reduction of crimes, and increased business start-ups.

³⁵ Ibid.

³⁶ Ibid.

Chapter 4: Assessing the Study Area

4.1 Windshield Survey

As part of this project, it was necessary to evaluate the condition of the study district in order to assess values before and after the use of a Principal Shopping District (PSD). In order to get a good initial assessment, a windshield survey was conducted on January 16, 2006. Attention was focused on exterior conditions and surrounding environment of the buildings and businesses located within the district.

Upon entering the east side of the district, Michigan Avenue turns from an eight-lane divided highway with a speed limit of 45 miles per hour (mph) into a four-lane road with a speed limit of 35 mph. On the east side of the district, buildings abut the sidewalk. Parking is located in the rear of the buildings in most of this area. Some businesses are service, including eateries and coffee shops. The restaurants are a mix of chains (BD's Mongolian Barbecue, Starbucks, and Einstein Bagels) and local establishments (Ciao, The Biergarten, La Shish, and Crave). Many of the chains appear to be located in newly constructed buildings. Most of the shops on the east side are local small businesses; these include Nigosian Rugs, Avant Garde Atelier, and Dearborn Music. The sidewalk has a few trees to buffer traffic but they are not consistently planted along the entire stretch of Michigan Avenue and even more sporadic on the side streets. To the south of Michigan Avenue are recently constructed condominiums. There are some vacant buildings along the entire road. There are parking decks located here which are newly constructed. Condominiums are also proposed to be built between the two parking decks. To the south of Michigan Avenue are more businesses and a variety of housing including condos and houses. Traveling west, pass the midway point of the district, Military Street, the district changes from parking in the rear of businesses to large parking lots next to the road. At that point the road divides and widens. Strip malls, mostly filled with retail, dominate this section of the district. There are grocery stores located on either end of the district.

Team with Stephen Guile on walking tour of study area, January 19, 2006 (corner of Military and Michigan)





At first glance, the area seems vibrant and doing well economically. New construction is underway. Homes appear to be occupied and as do many of the businesses along Michigan Avenue. The main road has high volumes of traffic and the area seems to experience a great deal of through traffic on Michigan Avenue. Vehicle traffic moves quickly through the area and the resulting noise is a challenge for the area. The east end of the district has a downtown feel that encourages walking while, the west end is strip commercial and encourages driving.

Façade conditions in the area are generally good. There are a few buildings that appear to need minor improvements located toward the middle of the district. Many structures looked newly built and historic buildings looked well preserved.

4.2 Strengths, Weaknesses, Opportunities, and Threats (SWOT) Analysis

Based on the windshield survey and further examination, this section of Dearborn is doing very well. Our Strengths, Weaknesses Opportunities and Threats analysis was predominately strengths and opportunities. One finding was that redevelopment is occurring and more change is in the planning stages. The study team had a more challenging task naming threats to the area. As we took a closer look at the area through the block-by-block analysis, we concluded that there are areas in need of improvement. The challenge may become integrating all of these positive aspects into a cohesive development scenario to insure the trend continues.

The following table shows the results of our SWOT Analysis.



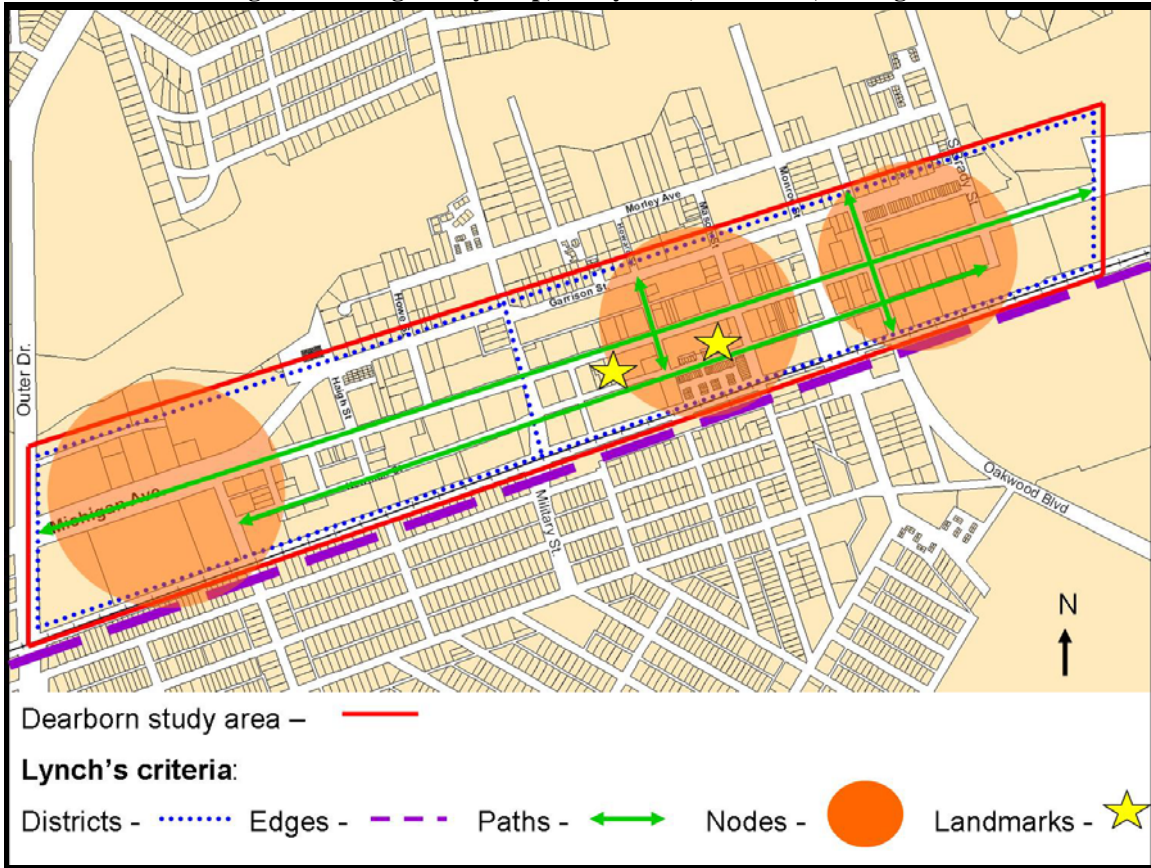
Figure 4.1: Strengths, Weaknesses, Opportunities, and Threats for Proposed PSD Area

STRENGTHS	WEAKNESSES
<ul style="list-style-type: none"> ❑ Momentum; the downtown is currently growing; there is lot of (re) development happening within the community and the downtown area. ❑ Mixed-uses throughout the downtown section. ❑ Proximity to a major regional tourist attraction- Ford Museum. ❑ The city itself is developing into a regional destination. ❑ Rouge River, a natural resource that is currently rehabilitated; there is a lot of growth taking place along the Rouge River corridor; potential tourist attraction, could also draw local people. ❑ A fixed and significant amount of financial resources available (\$5 million) for the city to invest in the development of the downtown. ❑ Ford Motor Company headquarters located in the community. ❑ The campus of the University of Michigan, Dearborn located in the community. ❑ A major thoroughfare and heavy traffic draw lots of people to the downtown area. ❑ Ample parking throughout the district. 	<ul style="list-style-type: none"> ❑ The heavy traffic and the major thoroughfare that goes through the downtown area (a strength, but it can also represent a threat for a community that wants to be perceived as pedestrian-friendly, walkable). ❑ Noise as a direct consequence of this traffic. ❑ Access to the downtown businesses from the rear; some have no entrance on the main street. ❑ Vacant buildings/lots that negatively impact (at least at a visual level) the existing businesses in the same block. ❑ Commercial strip at the one end of the designated PSD area in sharp contrast with the other businesses in the district. ❑ Large parking lots that do not seem to be utilized to capacity throughout the district. ❑ Lack of on-street amenities such as trees, street furniture, etc. that make a downtown enjoyable for pedestrians/shoppers/visitors ❑ Few way-finding signs; especially no sign that indicates how visitors could get from the downtown to The Henry Ford. ❑ Lack of connectivity- no obvious link or path that connects the downtown to the museum. ❑ No marketing of the area.
OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> ❑ Take further advantage of the presence of Amtrak within the district; the city could be better connected to other locations within the region. ❑ Increase the frequency of bus routes; currently several bus routes pass through the area but the district may benefit from more mass transit. ❑ Continue to focus on residential developments such as condos as they represent a good pool of patrons for the downtown businesses. ❑ Revenue from parking could be used towards downtown development. Currently no parking fee charged within the designated area of the PSD. ❑ The area would be a good location for events that would draw visitors to the area. ❑ Develop trails that would facilitate the visitors' access to The Henry Ford. ❑ The presence of a young, educated population in the community due to the U of M Dearborn. ❑ Focus on the attraction of other types of businesses- such as a major bookstore, and the promotion of cultural activities that may be appealing for this group in the general population. ❑ The redevelopment of the west area commercial strip as to blend better among the other businesses in the district. ❑ Invest in/Install Wireless Internet Networking (Wi-Fi) 	<ul style="list-style-type: none"> ❑ Economic threats in the form of layoffs from Ford Motor Company- it is a major employer in the community. ❑ Competition from other similar type of locations/businesses in close proximity- for example Fairlane, intra-city (the downtown is split into two distinct sections, East and West Dearborn). ❑ If trends of vacancy and disinvestment are allowed to continue in an uneven manner, business retention may become a challenge. ❑ Many small changes and efforts need to be drawn together to create an identity for the whole district otherwise inconsistency will create a dissonance in the area.

4.3 Analysis of District

The area of study for our project includes the current West Dearborn Downtown Development Authority (WDDDA) and the area directly to the west along Michigan Avenue until Outer Drive. This area is divided into two distinct districts at the moment [See Figure 4.2]. According to Kevin Lynch³⁷, districts are large parts of the city that have their own identifiable character. The east district in our analysis has a walkable, downtown character. It is comprised of many shops, eateries and offices, and also features a few townhouses. The main path through this and the rest of the district is Michigan Avenue. Lynch defines paths as being able to connect identifiable origins and destinations and give a sense of bearings to its users³⁸. This east district also has two distinct nodes [See Figure 4.2]. Nodes, according to Lynch, are junctions and other concentrated centers of activity and are strategic foci where the user must act with heightened awareness³⁹. The first node in the east district is at the entrance to the district when coming from the east. It is the transition period from a large road to a smaller downtown road. The second node is west of this first one along Michigan Avenue around Mason and Howard Streets. This is the new part of the city where much construction has and will be taking place. This is also where the two landmarks of the study area exist [See Figure 4.2].

Figure 4.2: Legibility Map, Study Area, Dearborn, Michigan



³⁷ Lynch, Kevin (1960) *The Image of the City*. Cambridge: M.I.T. Press

³⁸ Ibid.

³⁹ Ibid.

Landmarks, such as distinctive buildings, statues, or landscape features, serve as points of reference.⁴⁰ Due to its location, the first landmark is Starbucks Coffee in the newly built area on Michigan Avenue. This is a landmark because it is in the center of this new area and is a major destination for travelers. The second landmark is not yet built, but is included because it is under construction and will serve as a major destination and visually pleasing feature to this area. It is located a block west of Starbucks and includes open space and mixed use development. This plaza may become a landmark once construction is completed in the near future.



*Recently developed “landmark”

The second district starts at Military Street and continues along Michigan Avenue until Outer Drive [See Figure 4.2]. This district seems less pedestrian-friendly and is traditional strip commercial with plenty of parking. The main path is still Michigan Avenue; there are no distinct landmarks in this area but the third node of the study area is found there. This is the large area toward the end of the study area that includes the two grocery stores and strip mall. The entire study area also has a major edge to it.

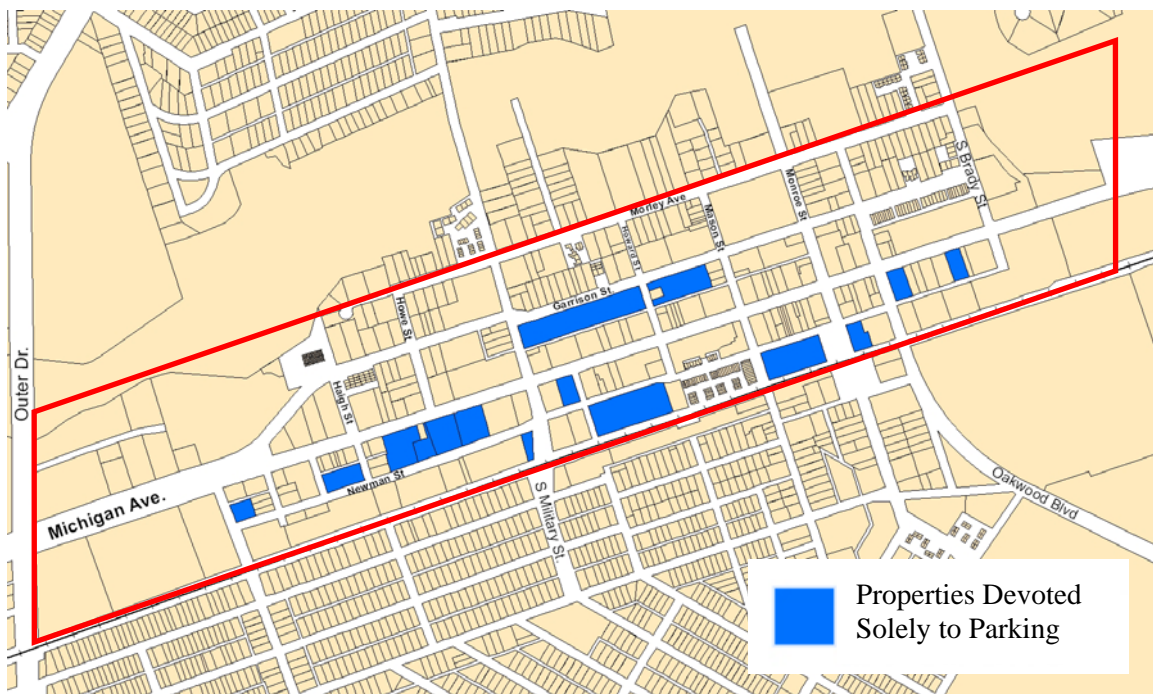
⁴⁰ Ibid.

Lynch defines edges as being able to create distinct lateral boundaries between areas of differing identities, for example rivers and train tracks.⁴¹ The study area’s major edge is a set of train tracks that run parallel to the southern end of the districts. The east district is slightly legible according to Lynch’s criteria, having all of the characteristics he mentions. This east district is walkable and people should have little trouble orienting themselves, even without wayfinding signs. The west district is less legible according to Lynch’s criteria. There are few landmarks and nodes, and a perceived edge on Michigan Avenue which may challenge the continuity of the whole area.

The zoning is universal in the study area; it is zoned Central Business District. This category allows a mix of uses.

Both districts contain an excess of parking; most businesses have their own private parking in addition to city owned lots [See Figure 4.3].

Figure 4.3: Map of District Showing Parking

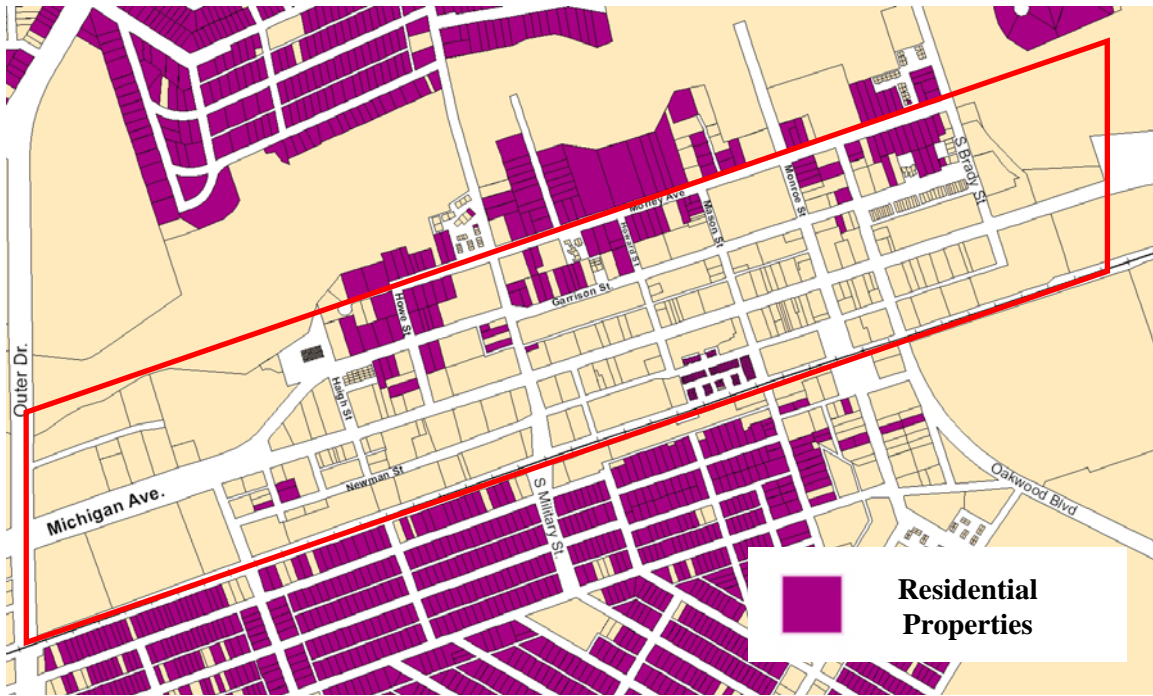


The west district also features several large lots in front of the strip malls and grocery stores. The city recently developed new parking decks in the east district of the study area next to the planned condominium development.

The majority of the housing in the study area is represented by new townhouses that have been built in recent years. The areas adjacent to the study area are primarily neighborhoods containing plenty of housing to offset housing demand [See Figure 4.4].

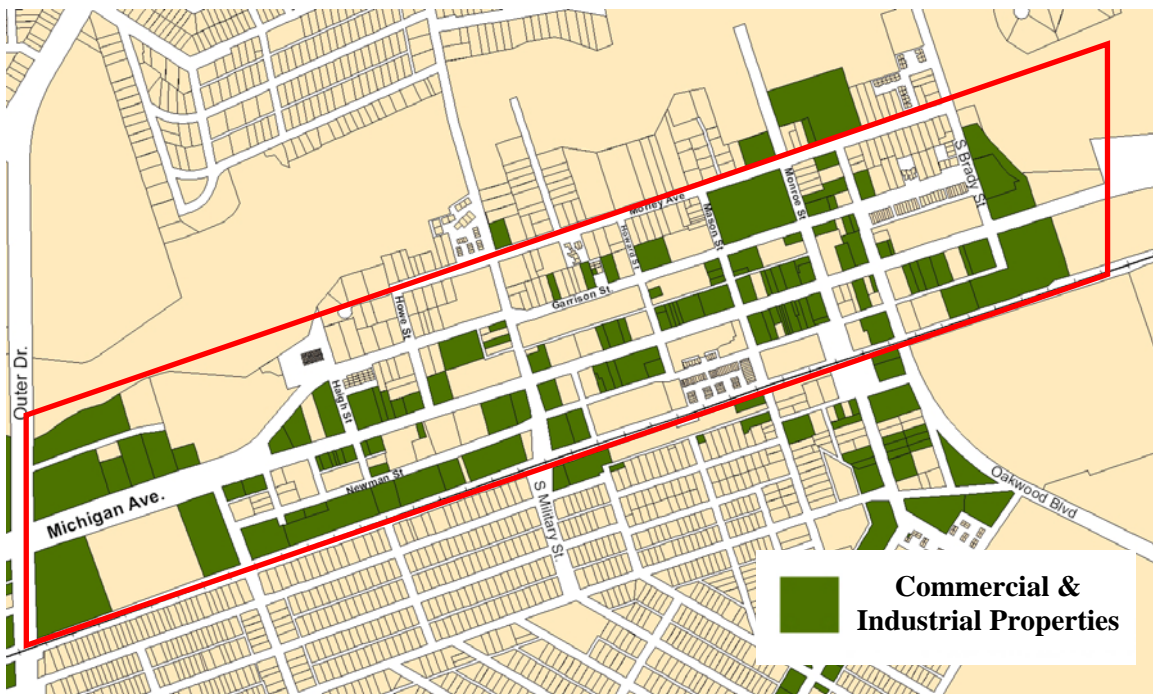
⁴¹ Ibid.

Figure 4.4 Housing in the Study Area and Surrounding Neighborhoods



The study area’s eastern half is primarily small retail, restaurants and large grocery stores, with strip commercial in the western half. The parcels with commercial and industrial uses comprise most of the study area, but the area has no industrial property [See Figure 4.5].

Figure 4.5 Commercial and Industrial Uses In Study Area



4.3.1 Overall Condition of the District

This section is designed to show some of the features that are present in the district and briefly discuss the general presence of each feature. Features include: open space, bicycle accommodations, lighting and street furniture such as benches, trash cans, tables and planters.

Open Space: The district has very little open space, other than parking lots, and most of the existing open space is concentrated in the eastern half of the district (between Brady and Military) or is parking lots.



Bicycle Accommodations: The District has very few bicycle racks, with no bicycle lanes marked on the streets.



Lighting: The lighting is generally very good within the district. Parking decks are also well lit.



Street Furniture: There is some street furniture in the district. As with open space, most of the street furniture is concentrated on the eastern half of the district (between Brady and Military). In some areas, such as near the public library, there is an abundance of street furniture.

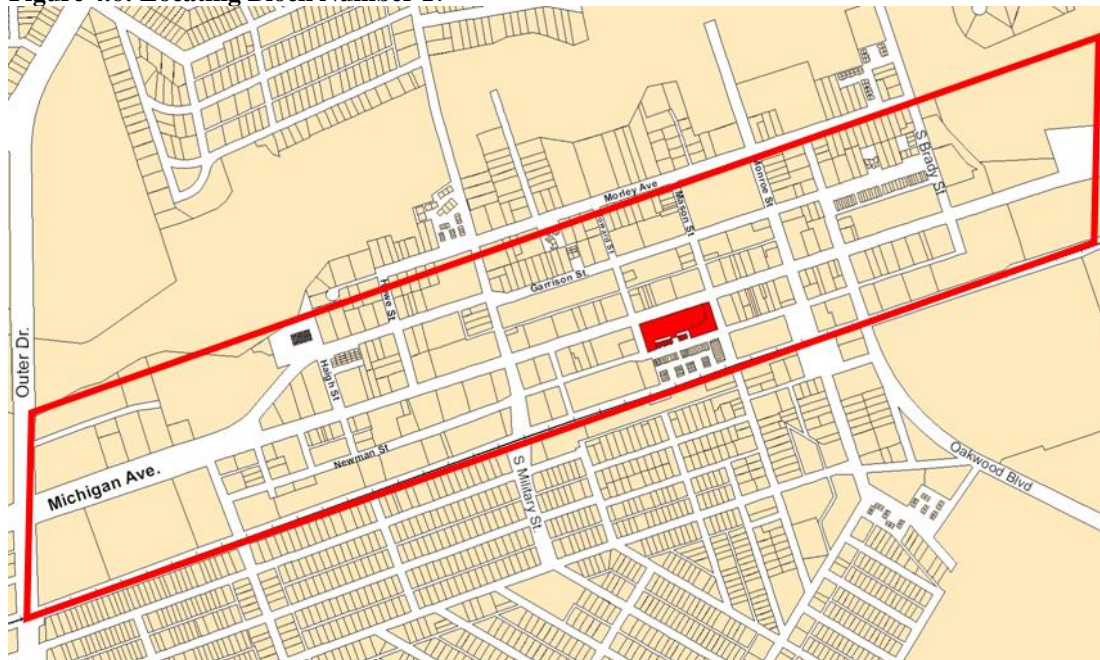


4.4 Block-By Block Analysis

This section offers examples from the block-by-block inventory. The team has chosen the following examples to show the conditions present in the study area. A complete inventory of criteria for every block is available in Appendix A, including a location map of the block within the study area and photos of the block. The general conditions of the selected blocks are shown.

Block number 17 [See Figures 4.6 and 4.7] is an outstanding block. It fronts Michigan Avenue with commercial uses but also has some residences on West Village Drive. There is parking along Michigan Avenue and there are no vacant storefronts on this block. There is a small courtyard between the buildings with outdoor seating for some of the restaurants. Pedestrians can walk along the front of the strip commercial where the parking lot provides a buffer from vehicle traffic on Michigan Avenue. The housing sits close to the businesses and has a uniform character. The Starbucks located here is a landmark for the district.

Figure 4.6: Locating Block Number 17



Block Number 17 is highlighted in red and the district is outlined in red.

Figure 4.7 Photos of Block 17.

(Left: Corner of Howard & W. Village. Right: Men's Warehouse on Michigan Ave.)



Figure 4.8: Block Number 17 Table

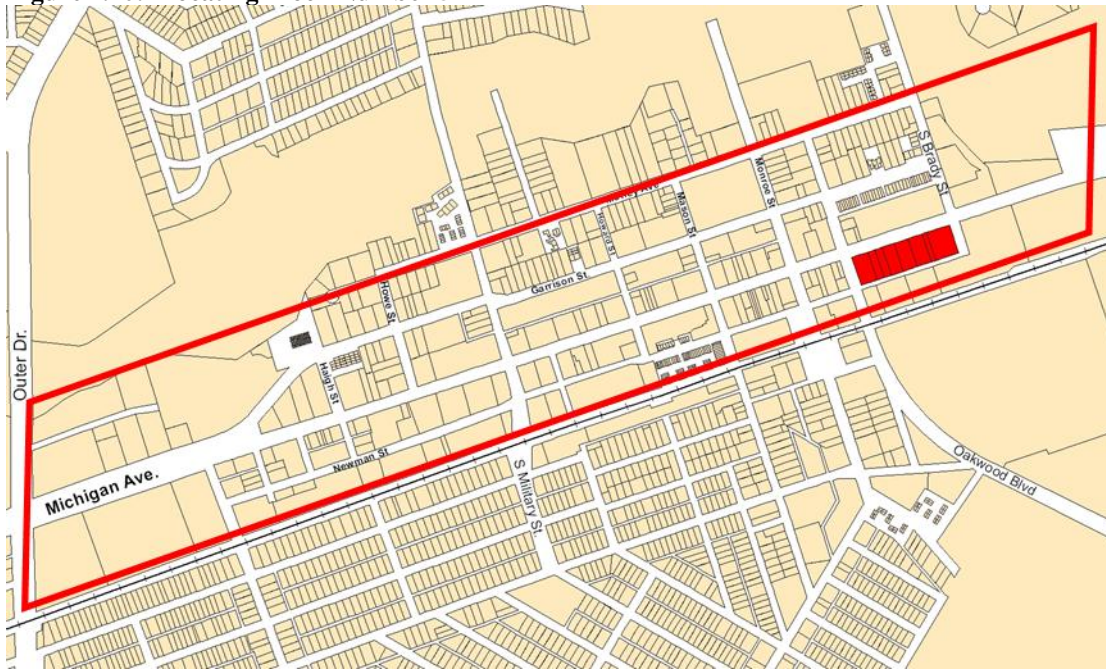
Block Number 17	
Land Use, Business Type and Vacancy	
Land use	Mixed uses
Any retail vacancies?	No
Business Type	Strip Commercial, Retail, Apartments
Streetscape	
Is landscaping present?	Yes
Is lighting present?	Yes
Are façades in good condition?	Yes
Any street furniture?	Yes
Walkability	
Are sidewalks and paving in good condition?	Yes
Any crosswalks?	Yes
Are there buffers from the street?	Yes
Is there street noise?	Yes
Parking	
Is there parking?	Yes
Is it visible?	Yes
Is it accessible?	Yes
Others	
Is there any redevelopment here?	No
Is there open space?	Yes

Figure 4.9: Photos of Block 17 from Michigan Avenue
(Left: Starbucks Coffee with parking area. Right: Other retail in the same shopping development.)



Block number 5 [See Figures 4.10 and 4.12] has some challenges but some advantages as well. The block fronts Michigan Avenue on the westernmost side of the study area. It has a variety of businesses including a motel, part of a car dealership and a fruit market. The facades of the buildings are in good condition. The lighting on this and other blocks is very good. There is some landscaping but it is not uniform. Like many other blocks in the study area [See Appendix A], block number 5 has no street furniture, no buffers from the street for pedestrians, and there is street noise on Michigan Avenue. The sidewalks and paving are in good condition on this block.

Figure 4.10: Locating Block Number 5



Block Number 5 is highlighted in red and the district is outlined in red.

Figure 4.11: Photo of Block 5 – North side of block along Michigan Avenue



Figure 4.12: Block Number 5 Table

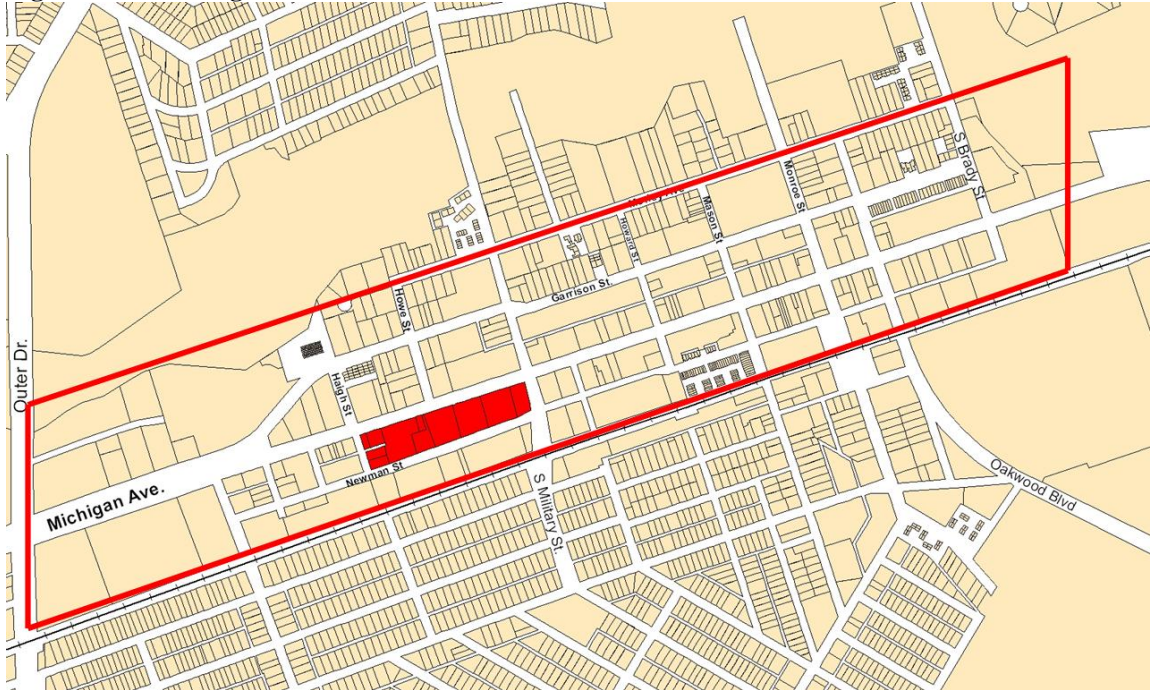
Block Number 5	
Land Use, Business Type and Vacancy	
Land use	Mixed uses
Any retail vacancies?	No
Business Type	Hotel, Car Dealer, Market, Services
Streetscape	
Is landscaping present?	Yes
Is lighting present?	Yes
Are façades in good condition?	Yes
Any street furniture?	No
Walkability	
Are sidewalks and paving in good condition?	Yes
Any crosswalks?	Yes
Are there buffers from the street?	No
Is there street noise?	Yes
Parking	
Is there parking?	Yes
Is it visible?	Yes
Is it accessible?	Yes
Others	
Is there any redevelopment here?	No
Is there open space?	No

Figure 4.13: Photos of Block 5 (Left: Jack Demmer Ford. Right: Westborn Fruit Market.)



Block number 29 [See Figures 4.14 and 4.16] is in need of enhancement and improvement. The block fronts Michigan Avenue between Haigh Street and S. Military Street and includes a dental office, a pet supply store and a bulk foods store. Much of the district is parking, which is in excess throughout the district. Sidewalks and facades are in need of repair. There is no street furniture or buffers from the street and Michigan Avenue causes street noise. Improvements could be targeted to this block.

Figure 4.14 Locating Block Number 29



Block Number 29 is highlighted in red and the district is outlined in red.

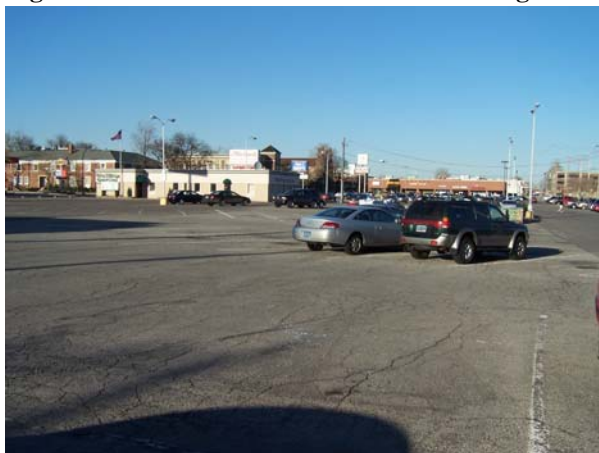
Figure 4.15: The southeast corner of Military and Michigan, part of Block 29



Figure 4.16: Block Number 29 Table

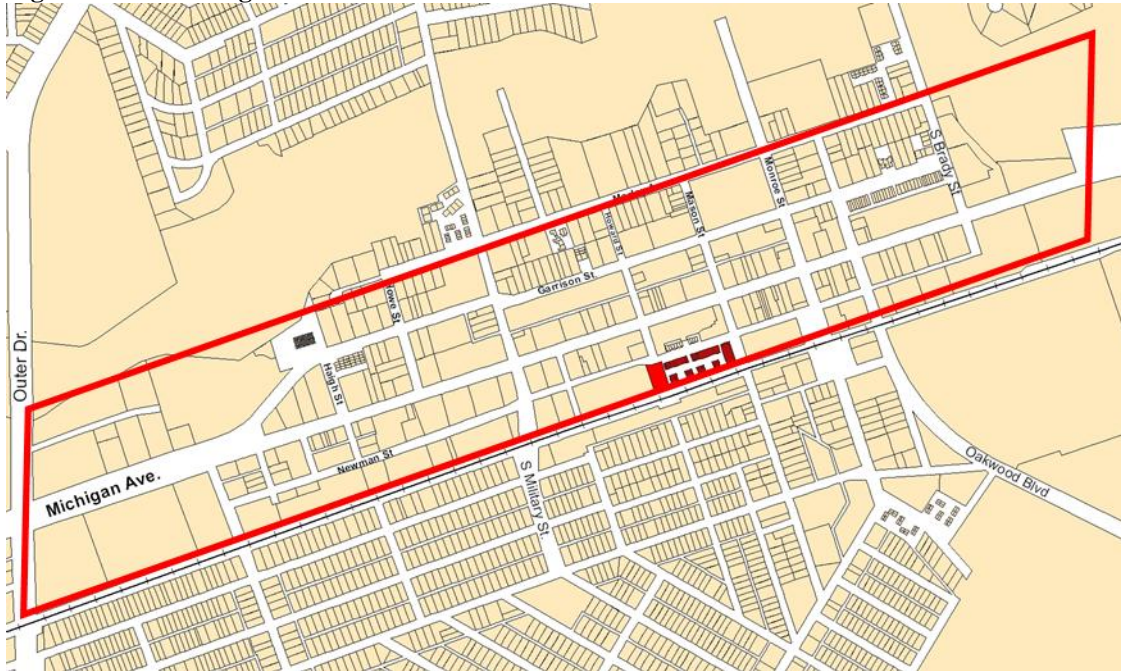
Block Number 29	
Land Use, Business Type and Vacancy	
Land use	Commercial
Any retail vacancies?	Yes
Business Type	Restaurants, Retail
Streetscape	
Is landscaping present?	No
Is lighting present?	Yes
Are façades in good condition?	Yes
Any street furniture?	No
Walkability	
Are sidewalks and paving in good condition?	Yes
Any crosswalks?	Yes
Are there buffers from the street?	No
Is there street noise?	Yes
Parking	
Is there parking?	Yes
Is it visible?	Yes
Is it accessible?	Yes
Others	
Is there any redevelopment here?	Yes
Is there open space?	No

Figure 4.17: Photos of Block 29. Left: Parking lot in block 29. Right: Corner of Haigh and Michigan.



Block number 18 [See Figures 4.18 and 4.20] is all residential and is in outstanding condition. It is located one block south of Michigan Avenue between Mason and Howard Streets. The block does not have buffers for pedestrians but the street has considerable less traffic than Michigan Avenue. There is also no street furniture but pedestrians could rest on ledges in front of the townhouses. The townhouses have uniform design and the street is quite pleasant.

Figure 4.18: Locating Block Number 18



Block Number 18 is highlighted in red and the district is outlined in red.

Figure 4.19: Photo of Block 17, Along West Village Drive.



Figure 4.20: Block Number 18 Table

Block Number 18	
Land Use, Business Type and Vacancy	
Land use	Residential
Any retail vacancies?	No retail
Business Type	No businesses
Streetscape	
Is landscaping present?	Yes
Is lighting present?	Yes
Are façades in good condition?	Yes
Any street furniture?	No
Walkability	
Are sidewalks and paving in good condition?	Yes
Any crosswalks?	Yes
Are there buffers from the street?	No
Is there street noise?	No
Parking	
Is there parking?	Yes
Is it visible?	Yes
Is it accessible?	No (private)
Others	
Is there any redevelopment here?	Yes
Is there open space?	No

Figure 4.21: Photo of open space in Block 18.



The Block-By-Block Inventory [See Appendix A] offers a thorough account of the conditions of individual blocks. The decisions about where to target improvements may be more efficient using that inventory as a guide for the conditions of the area.



Chapter 5: Summary of Legislation and Implementation

5.1 Introduction

While the study team’s initial task was to assess the feasibility of a Principal Shopping District, the team decided it would be beneficial to look into all pertinent special assessment legislation. The group researched legislation including: Business Improvement District (BID), Principal Shopping District (PSD), Downtown Development Authority (DDA), and the newly created Corridor Improvement Authority (CIA). The West Dearborn area already has an established DDA. Each piece of legislation was reviewed and the following matrix gives a brief overview.

Figure 5.1: Special Assessment Legislation Comparison Matrix

	BIDs Public Act 120 of 1961	PSDs Public Act 120 of 1961	DDAs Public Act 197 of 1975	CIAs Public Act 280 of 2005
General Characteristics				
Amend District Boundaries	Yes	Yes	Yes	Yes
District Lifespan	7 years ¹	7 years ¹	Indefinite	Indefinite
Cross-Municipality	Yes	No	Yes	Yes
Number of Like-Districts	Yes	No	Yes	Yes
Business/Property Owners Input	Yes	Yes	Yes	Yes
Residential Input	No	Yes	Yes	Yes
Municipality Input	Yes	Yes	Yes	Yes
Funding/Revenue Options				
General Obligation Bonds	No	Yes	Yes	Yes
Grants and Donations	Yes	Yes	Yes	Yes
Loans	Yes	No	Yes	Yes
Local Governmental Funds	Yes	Yes	Yes	Yes
Property Revenue	No	No	Yes	Yes
Revenue Bonds	Yes	Yes ²	Yes	Yes
Special Assessments	Yes	Yes	Yes	Yes
Tax Increment Financing	No	No	Yes	Yes

¹ there is an option to renew the assessment district after expiration

² some restrictions apply



Figure 5.1 (continued)

	BIDs Public Act 120 of 1961	PSDs Public Act 120 of 1961	DDAs Public Act 197 of 1975	CIAs Public Act 280 of 2005
Service Options				
Contract for District Services	Yes	Yes	Yes ²	Yes
Event/Activity Sponsorship	Yes	Yes	Yes ²	Yes
General Marketing	Yes	Yes	Yes	Yes
Long-Range Plans	No	No	Yes	Yes
Market Research	No	Yes	Yes ²	Yes
Non-Retail/Non-General Marketing	Yes	Yes	No	Yes
Public Relations	Yes	Yes	Yes ²	Yes
Retail Marketing	Yes	Yes	Yes	Yes
Study/Analyze Metro Growth	No	No	Yes	Yes
Property Management				
Build/Buy Public Facilities	Yes ²	Yes ²	Yes	Yes
Ownership/Lease Agreements	Yes ²	Ownership Only	Yes	Yes
Property Fees and Rents	No	No	Yes	Yes
Construct/Maintain Property	Yes ²	Yes ²	Yes	Yes

1 there is an option to renew the assessment district after expiration

2 some restrictions apply

5.2 Summary of Legislative Options

Special assessments in Michigan have historically been used to generate revenue for the construction and maintenance of public improvements. A tax levied on all property within a special assessment district which will benefit from the proposed improvement. Generally, these improvements are physical, but some legislation has expanded the scope of how revenues may be used. The districts are created through an act of legislation or by a petition of property owners. Voter approval may be required by some legislation. The base and rate of the special assessment must be specified in the designation. The base is those properties benefiting from the public improvement and usually excludes personal property (e.g. equipment). The proposal clearly defines the base of the assessment calculation either square footage, frontage, land area, or assessed value. Each piece of legislation specifies the amount of time the assessment can be levied and the maximum amount of the levy. If the base is property value, the levy is expressed as a mill or the amount of the assessment per \$1,000 of value of the property assessed.⁴²

⁴² <http://www.crcmich.org/PUBLICAT/1980s/1983/avsa.pdf>



Michigan legislation allows municipalities to create different types of institutional arrangements in order for them to manage their downtowns more efficiently and generate revenue for public improvements. Michigan Public Act 120 of 1961 enables cities to create Business Improvement Districts (BIDs), Principal Shopping Districts (PSDs), and Business Improvement Zones (BIZs). Michigan Public Act 197 of 1975 (as amended) enables cities to establish Downtown Development Authorities (DDAs). At the end of 2005, the Michigan Legislature adopted a new law, Michigan Public Act 280 of 2005, which allows cities to create a Corridor Improvement Authorities (CIA). These various organizations respond to different needs a city or downtown area may have. Therefore a city may concomitantly employ a PSD as well as a DDA. The specific objectives each organization helps the city achieve are outlined in this section.

BIDs and PSDs were created by the same piece of legislation and they share a number of similarities. Municipalities create them for a determined period of time (in Michigan it is for seven years) and then must seek re-authorization of the special assessment. A BID/PSD provides businesses (residents as well in the case of a PSD) with the opportunity to come together and use their expertise, experience and financing to improve the marketing, infrastructure and operational aspects of their business area, each of which has an impact on their individual businesses. Some of the most important functions both BIDs and PSDs provide include: construction, maintenance or improvement of sidewalks and off-street parking and promotion of the economic development of the district through conducting market research and public relations campaigns; developing, coordinating and conducting retail and institutional promotions; and sponsoring special events and related activities. In addition, both PSDs and BIDs are subject to re-approval by a vote of the property owners. The special assessment levy of PSDs cannot be more than \$10,000 for each business on one parcel.⁴³

The most important differences between the two organizations refer to sources of funding and intergovernmental cooperation. A BID cannot be financed using funds from the local government; it cannot issue either general obligation bonds or revenue bonds. A BID can comprise areas that transcend the boundaries of a single municipality while a PSD can only encompass a section that is contained within the boundaries of a single municipality. While both BIDs and PSDs can engage in non-general marketing of the district and in the promotion of special events, only PSDs can use funds to conduct market research.

BIZs were created by the same legislative act as BIDs and PSDs. A BIZ is created by a petition driven by at least 30 percent of the property owners within a zone plan. The BIZ is not really a governmental entity, it is instead created and funded by business owners. Because of this structural difference, our client is not considering this specific institutional arrangement as a potential alternative for the Dearborn's downtown [See Appendix B for more information on BIZs].

DDAs are designed to be a catalyst in the development of a community's downtown district. The DDA provides for a variety of funding options including the 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. Many communities across Michigan have used their DDA to finance streetscape improvements, parking, underground

⁴³ Public Act 120 of 1961 "Redevelopment of Shopping Areas" Section 125.985 §2



utilities, and other public infrastructure improvements, downtown marketing efforts and downtown staff operations.

DDAs differ from a BID/PSD in several ways. A DDA is created for an indefinite period of time and it does not need to be re-approved. The initiative for the creation of the DDA usually belongs to the interested municipality, though residential and business input is allowed. A DDA has at its disposal a broader array of funding sources than a BID/PSD. Capital improvement projects are to be mainly financed by using a tax increment financing mechanism. Perhaps the main difference between a DDA and a PSD stems from their powers with regard to marketing. A DDA is not specifically enabled to engage in marketing or public relations but they may contract for services related to the fulfillment of their development plan. A PSD, on the other hand, is specifically enabled to conduct market research, promote special events, engage in public relations and market the businesses within the district.

A city that establishes both a DDA and a PSD may use these two organizations to achieve different purposes. A DDA can be mainly used in order to address physical improvements in the district such as façade beautification, construction of parking decks, streetscape improvements, etc. A PSD can be utilized to conduct market research, to market the businesses in the district, and to promote/organize special events taking place within the district. The two organizations can function in close connection but without overlaps.

The Corridor Improvement Authority Act was approved at the end of 2005 and has not yet been implemented by any municipality in Michigan.⁴⁴ The comparative advantage of this law is that it applies to older business districts that have been in place for at least 30 years. Based on this law the municipality has the initiative of creating the CIA and retains a great deal of oversight with regard to its functioning and funding. There are several functions a CIA can perform that set it apart from both a PSD and a DDA; the most important are: (1) prepare an analysis of economic changes taking place in the development area, (2) study and analyze the impact of metropolitan growth upon the development area, and (3) develop long-range plans, in cooperation with the agency that is chiefly responsible for planning in the municipality.

Based on the provisions of the law the scope of such an organization is the most inclusive as it brings under the same umbrella a variety of responsibilities. By enabling one authority to contract for broadband, own and lease property, rehabilitate public and private buildings, newly constructed public facilities, and market the district a more cohesive and complete economic development strategy is created. The authority has the power to levy and collect taxes, issue revenue bonds, create special districts, and utilize tax increment financing mechanisms. The powers of the authority, in conjunction with its ability to capture revenue, create a sustainable and powerful tool for municipal government.

CIA's are similar to DDAs in that they are established for an indefinite period of time. They also perform similar functions with regard to long-range planning and wireless Internet services, even though the CIA is more comprehensive. CIA's are similar to a PSD as both organizations can conduct non-general marketing, promotion of specific events, and market research.

⁴⁴ At the time of writing and editing, April 2006



Chapter 6: Case Studies

6.1 Introduction

During discussion of the relevant case studies comparisons for the proposed special assessment designation West Dearborn Business District, the study team concluded that a focused, yet diverse spectrum of examples would best fit the study. Comparison case studies chosen include East Lansing, Michigan; Grand Rapids, Michigan; Holland, Michigan; Everett, Washington; Green Bay, Wisconsin; and Orlando, Florida.

6.2 Descriptions of Michigan Case Study Cities

Three Michigan cities – East Lansing, Grand Rapids, and Holland – were chosen as comparable to Dearborn. While none of these cities are identical to Dearborn, each offered compelling reasons for its selection. The following sections offer brief explanations and background information on each selected case study city. More detailed information follows in the comparative analysis of case studies found in Section 6.5.

6.2.1 East Lansing, Michigan

Home to 46,525 people, East Lansing is well known as the home of Michigan State University (MSU), whose 5,200 acre campus can be found directly across from the city's downtown business district. The university enrollment of 45,166 plays a critical role in the economy of East Lansing and the Greater Lansing metropolitan region. In addition, MSU's 10,500 faculty and staff members make the school a major employer not just in East Lansing, but for the state of Michigan.

East Lansing features both a Downtown Development Authority (DDA) and a Principal Shopping District (PSD) with nearly identical boundaries, encompassing the community's core business area along Grand River Avenue. Formally created in 1997, the East Lansing PSD now contains 165 participating businesses. This non-profit and government-entity hybrid PSD has a main goal to improve marketing research and promotion, public relations, special events, security, maintenance, retail management, parking, and related activities. The funding for the PSD is generated from a special assessment, renewed twice since 1997. As required by legislation, this assessment must be renewed every seven years.

The East Lansing PSD board is involved with the business community of the city's downtown. In 2005, forty-two individual businesses (approximately 25 percent of the PSD) participated in various cooperative advertising campaigns, and over 188 businesses (approximately 70 percent of the downtown total) are presently found on the web-based business directory of the downtown.

The Downtown Management Board (DMB), which manages both the DDA and the PSD, is comprised of nine members – six from downtown businesses, one from the DDA, one from the City government, and one from an adjoining neighborhood. The members are appointed by the East Lansing City Council. Annual revenues are collected via special assessment based on square footage of businesses, as described by the legal definition of the assessment base. The



board instead uses property value as a guide to monitor investment levels in the downtown East Lansing area.

The total PSD 2005-2006 budget was \$45,150. From this figure come expenditures for events promotion and sponsorship, promotional sales events, advertising, employee wages, and technology costs. The majority of East Lansing's PSD money is spent on marketing and special events promotion to bring people downtown via cooperative and other advertising campaigns. The PSD produces a monthly newsletter linking businesses and the community. In addition, business retention visits are conducted at minimum once per year with every downtown business to address concerns of tenants.

East Lansing Assessment Formula:

- Properties with assessed values of up to \$99,999 are “capped” at a maximum assessment of \$2,500 per year; properties with assessed values greater than \$100,000 are capped at \$4,000 per year of PSD assessment.
- Basement floor area: \$0.04 per square foot
- First floor area: \$0.08 per square foot
- Second floor area: \$0.05 per square foot
- All other floors: \$0.03 per square foot

6.2.2 Grand Rapids, Michigan

Located on Michigan's western Lower Peninsula, Grand Rapids is a growing and vibrant city with a well-maintained downtown that includes convention centers, parks, museums and arts facilities. As of 2004, the city housed a population of 195,115 according to the U.S. Census.

Established in 2000, the Grand Rapids Downtown Improvement District (DID) functions as would a BID. Called “The Downtown Alliance”, the DID features an annual budget of \$450,000, used primarily for maintenance and beautification activities. The Downtown Alliance is governed by a 24-person Board of Directors that includes eleven property owners, four residents, four government representatives, four non-profit or religious institution representatives and one education institution representative. Representatives on the board are elected by the property owners in the district. Funding also goes towards administration expenses, marketing, advocacy, communications, and funding for two community programs.

Three committees comprise the Downtown Alliance: Maintenance and Beautification, with tasks including the installation and upkeep of street planters, snow removal, street cleaning and holiday decorating; Marketing, dealing with written marketing campaigns, production of an email newsletter, and a web site; and the Executive Committee, which augments the Board's effectiveness by serving as the working committee, preparing action items and policy issues for Board review.

Funding for the DID is supplied via special assessment. Properties are assessed according to four classes based upon primary use and ownership status as follows: Class 1 – private taxable property; Class 2 – private tax-exempt property; Class 3 – public tax-exempt property; Class 4 –



multi-family residential property. Class 2 and Class 4 properties are assessed at a reduced amount (60 percent).

Grand Rapids DID Assessment Formula:

(Multipliers are represented in parentheses)

$0.3 * (\text{property area} / \text{total property area in district}) + 0.3 * (\text{property street frontage} / \text{total street frontage of district}) + 0.3 * (\text{property building area} / \text{total building area in district}) + 0.1 * (\text{property parking area} / \text{total parking area within district}).$

6.2.3 Holland, Michigan

Located in Ottawa and Allegan Counties, Holland's population of 35,048 grew from 1990 to 2000. Part of the Grand Rapids Metropolitan Statistical Area (MSA), Holland has also experienced economic growth in recent years, including in manufacturing employment – a departure from the State of Michigan.

The City of Holland is considered a regional tourist destination. Two-and-a-half-million visitors are drawn to Holland every year for attractions including the Tulip Time Festival held in May, and the Dutch Winterfest in November.

Downtown Holland is managed by a DDA Board and PSD Board which are each appointed by the City Council following a recommendation of the Board. Michigan's first "Main Street" community (designated in 1984), the city merged its DDA Board and Main Street Committee in 1989 with the name Main Street/DDA, a single board guiding downtown public policies and management. In 1997, Holland received the Great American Main Street Award, signifying it as one of the most successful downtown revitalization programs in the country.

Holland's DDA utilizes broad powers that include strategic study, planning and implementation, construction and maintenance of public facilities, and improvement and/or acquisition of land or property. By contrast, the PSD organization functions as the marketing "sister" organization of the DDA, whose boards and committees set downtown policy. The PSD for downtown Holland provides a mechanism and organization for a more formal, efficient, and effective merchant/business operation, and encompasses more than 200 businesses.

According to local ordinance, Holland's PSD is charged with promoting economic activity through market research and public relations campaigns; developing, coordinating, and conducting retail and institutional promotions; and promoting and sponsoring special events and related activities. In addition, the PSD has the authority to acquire by purchase, gift, or condemnation, own, maintain, or operate real or personal property necessary to promote economic growth.

The Holland PSD board is under the supervision and control of eleven members, including one member from an adjacent residential area; one member as a representative of city government; and a majority of members from individual businesses located within the PSD. The PSD operates with slightly more than a \$100,000 budget from special assessments levied against



district properties. Assessments are based upon three sub-areas of the district, including the “core” area, the “edge” area, and “transition” areas.

Holland PSD Assessment Formula:

- *Core zone:* First floor properties are assessed \$0.17 per square foot; other floors are assessed \$0.06 per square foot.
- *Transition zone:* First floor properties are assessed \$0.15 per square foot; other floors are assessed \$0.06 per square foot.
- *Edge zone:* First floor properties are assessed \$0.12 per square foot; other floors are assessed \$0.06 per square foot.

6.3 Descriptions of Out-of-State Case Study Cities

Three cities from outside of Michigan – Everett, Washington; Green Bay Wisconsin; and Orlando, Florida – were chosen as comparable to Dearborn. However, each state has a different form of business improvement/special assessment district, so direct comparisons are more difficult. Each city offered an important reason for its selection. The following sections offer brief explanations and background information on each selected case study city. More detailed information follows in the comparative analysis of case studies found in Section 6.5.

6.3.1 Everett, Washington

Located in the 3.5-million-person Seattle Metropolitan region, Everett, features a population of approximately 91,488 people, growing 28 percent between 1990 and 2000. Home to three minor league sports teams that attract a combined 350,000 people annually, the city’s major employer is the Boeing Everett factory, employing 23,700 people. In addition, tours of this Boeing factory complex attract 110,000 tourists annually. Just opened in the fall of 2005, the Future of Flight Aviation Center is expected to provide increased tourist draw for the city.

Located in downtown Everett, the Business Improvement Area (BIA) comprises 17 blocks of commercial and other properties in the downtown core. Paid for via assessments on area properties, the BIA pays for a cleaning team that services participating properties and facilities. Finances are collected and managed by the City of Everett Finance Department. The Everett BIA annual budget equals \$175,000.

Everett Assessment Formula:

All properties are assessed 0.19 mills, plus \$6.60 for each lineal foot of street frontage of the property.

6.3.2 Green Bay, Wisconsin

Housing a population of approximately 102,313 people, Green Bay’s population has remained constant in recent years. Historically a manufacturing-based economy, other major employers for the community include the State of Wisconsin and the University of Wisconsin – Green Bay.



Created in 1997, the Green Bay BID, named Downtown Green Bay, Inc., essentially follows the model of a PSD because it performs marketing surveys and studies, and actively recruits businesses and tenants to the downtown Green Bay area. Downtown Green Bay, Inc. encompasses a geographic area of approximately 44 square blocks. The district lies at the confluence of the Fox and the East Rivers, serving as Green Bay's primary downtown hub.

The Downtown Green Bay, Inc. operates as a non-profit entity, comprised of five members. At least three are owners or occupants within the confines of the district, thus theoretically comprising a majority role in decision-making. The BID board was formally created by the City Council of Green Bay following a petition drive and successful referendum by voters within the district.

Stated goals of the Green Bay BID are to preserve and improve the social and economical conditions in downtown by bringing together appropriate partnership of people, organizations, and funds needed to evaluate, facilitate or implement downtown development projects. Downtown Green Bay, Inc.'s two major focuses are downtown business development initiatives and the management of downtown special events and promotions. The Green Bay BID annual budget totals \$150,000.

Green Bay Assessment Formula:

Hotels and entertainment businesses are assessed a 2.19 mill rate; all other commercial properties are assessed at 0.72 mills.

6.3.3 Orlando, Florida

One of the fastest growing regions in the United States, the Orlando Metropolitan Statistical Area (MSA) houses approximately 1.645 million people, and attracts over 40 million visitors annually. Major employers include the State of Florida, the Orange County government, Orlando Sentinel Communications, CNL Financial Group and nearby Walt Disney World.

The Orlando Central Business District (CBD), "Downtown Orlando", functions as a major economic engine. The District contains some 10.6 million square feet of office space, and 1.6 million square feet of retail and entertainment space. The District contains 8,113 housing units, with an average household income of \$52,709, and a median age of 41.5 years. Approximately 14,000 residents live in the CBD of Orlando.

The Orlando CBD works closely with businesses and property owners in heavily promoting the economic prosperity and tourist attractions of the area, forming a successful marketing cooperative effort. The District especially emphasizes maintenance and beautification projects. The total annual budget for the Orlando CBD was \$1.2 million.

Orlando DDB Assessment Formula:

All commercial properties are assessed at the flat rate of 1 mill.

6.4 Comparative Cities Matrix [Figure 6.1]

	Dearborn, MI	In-State Comparisons			Out-of-State Comparisons		
		Grand Rapids, MI	Holland, MI	East Lansing, MI	Everett, WA	Green Bay, WI	Orlando, FL
General							
Population	97,775	197,800	35,048	46,525	91,488	102,313	185,951
Metro. area pop.	5,456,428	1,088,514	1,088,514	447,728	3,554,760	226,778	1,644,561
Suburb	Yes	No	Yes	Yes	Yes	No	No
Mid-sized city	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Is Area Growing?	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Traffic							
Located near trunkline	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Trunkline (AADT)	4	2	3	4	3	2	4
Located near interstate	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Interstate (AADT)	4	4	2	3	4	2	4
Attractions							
University	Yes	Yes	Yes	Yes	No	Yes	Yes
Museum	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Convention Center	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Themed attraction/park	Yes	No	Yes	No	Yes	Yes	Yes
Business Types							
Retail	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Restaurant	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Entertainment	Yes	Yes	No	Yes	No	Yes	Yes
Office	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Hotel/Conference	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Structure							
BID/PSD/DDA/other	DDA	BID (DID)	PSD / DDA	PSD / DDA	BIA	BID	DDB / CRA
Budget (\$)**							
In U.S. dollars	(not yet established)	450,000	100,000	45,150	175,000	150,000	1.2 million
Budget (Use)							
Maintenance	(not yet established)	Yes	No	No	Yes	No	Yes
Beautification	(not yet established)	Yes	No	No	Yes	No	Yes
Administration	(not yet established)	Yes	No	Yes	Yes	Yes	No
Marketing	(not yet established)	Yes	Yes	Yes	No	Yes	No
Advocacy	(not yet established)	Yes	Yes	Yes	No	No	No
Special Events	(not yet established)	Yes	Yes	No	Yes	Yes	No
Security	(not yet established)	No	No	No	Yes	No	No

** Variation results from property value, number of properties, assessment formulas, other revenue sources such as loans, and if a cap is placed on the total assessment.



6.5 Comparative Analysis of Case Studies

6.5.1 Population

In comparing the relationships and relevance of the selected case studies to the City of Dearborn, perhaps the logical starting point is the similarity of population size. However, given various economic and other inter-relationships between a selected community and its surroundings, “size” must be considered in various contexts. Therefore, size is discussed in terms of the local population; the population of the Metropolitan Statistical Area (MSA), if applicable; and population growth in the last ten years.

- Local Population

When selecting for direct community population versus that of Dearborn (97,775), East Lansing (46,525) (population swells during the school year when the Michigan State University student population is in residence, the enrollment is 45,166); Everett, (97,500); and Green Bay, (102,313) best match the size of the city of Dearborn; Holland (35,048, plus 3,041 Hope College students); Grand Rapids (197,800); and Orlando (185,951) reflect substantial differences in population but would still be categorized as medium-sized cities.

- Metropolitan Statistical Area Population

If selecting based on the size the MSA population, compare Dearborn, which is part of the Detroit MSA, has a population (in 2000) of 4.441 million; there is a potential for immediate regional “draw” from the MSA population for each case study. Holland and Grand Rapids are located within the Grand Rapids-Muskegon-Holland MSA which has a population (in 2000) of 1.088 million. Everett is located in the Seattle-Tacoma MSA which has a population of 3.555 million. The Orlando MSA population is 1.645 million. These cities appear most relevant for comparison. In contrast, the East Lansing-Lansing MSA has a population (in 2000) of only 447,728 and the Green Bay MSA with a population (in 2000) of 226,778 differs significantly from that of Dearborn in the Detroit MSA.

- Population Growth

Also of concern in direct comparison of the selected case studies to Dearborn was the change in community population. From 1990 to 2000, Dearborn grew by 8,489 people, or 9.5 percent. Likewise, Holland, Grand Rapids, Green Bay, Everett, and Orlando also grew during this timeframe. Of the selected case studies, only East Lansing shrank in population between 1990 and 2000 [See Figure 6.2].

At the MSA level, all selected case study regions grew between 1990 and 2000. In fact, only the Lansing – East Lansing MSA (3.5 percent growth) expanded at a slower rate than that of Detroit – Dearborn (5.2 percent). All other case study MSAs grew at double-digit rates: Grand Rapids-Muskegon-Holland MSA (16.1 percent); Seattle-Tacoma (Everett) MSA (19.7 percent); Green Bay MSA (16.5 percent); and Orlando MSA (34.3 percent).



Figure 6.2: Case Study Population Comparison

City	1990 Pop.	2000 Pop.	1990 MSA Pop.	2000 MSA Pop.
Dearborn	89,286	97,775	4,382,000	4,441,551
East Lansing	50,667	46,525	432,674	447,728
Grand Rapids	189,126	197,800	937,891	1,088,514
Holland	30,745	35,048	937,891	1,088,514
Everett	69,961	91,488	2,970,328	3,554,760
Green Bay	96,466	102,313	194,594	226,778
Orlando	164,693	185,951	1,224,852	1,644,561

6.5.2 “Core City” Character

An interesting characteristic of the City of Dearborn is that, while geographically situated as a suburb of the larger city of Detroit, it functions as a core city within its metropolitan region.

Of the selected case studies, all are urban in land use character. However, the East Lansing, Holland, and Everett districts offer an interesting comparison to the City of Dearborn because they are not the largest cities within their regions and function as suburbs in their metropolitan areas. In contrast, Green Bay, Orlando, and Grand Rapids are core cities and therefore not comparable to Dearborn on this level.

6.5.3 Proximity to a Major Tourist Attraction

The Henry Ford serves as a major tourism generator for Dearborn, attracting about 1.5 million visitors per year. As such, an important criterion for case study comparison remains the tourism dynamic for a community, as this can attract substantial additional retail and economic traffic for a city. Ford Motor Company world headquarters in Dearborn also attracts numerous corporate visitors every year but because of the function of the Ford headquarters, visitors to that location are not tourists.

Grand Rapids now boasts the Van Andel Arena, opened in 1996, an entertainment and sports facility that seats more than 12,000 people. Hosting events ranging from minor league hockey games to concerts and wrestling matches, the City of Grand Rapids succeeded in developing a new entertainment complex within the confines of the DID. Although the arena likely attracts far fewer people than The Henry Ford, the ability of Grand Rapids to link such an attraction to its downtown serves as a valuable model for Dearborn.

The City of Holland attracts 2.5 million visitors per year, thus qualifying the community as a very relevant comparison to Dearborn. However, while the presence of Hope College contributes slightly to this number, Holland’s attraction lies more in its cultural heritage and



well-organized and promoted festivities, such as the Holland Tulip Time festival and Dutch Winterfest.

Given the location of Michigan State University (MSU), East Lansing attracts millions of visitor trips every year for myriad athletic, academic, cultural, and other events held on campus. MSU men's football and basketball games alone can combine to seat 733,309 total visitors per year.⁴⁵

Officially drawing 40 million visitors per year, it could be argued that Orlando, with the presence of such attractions as Disney World, produces the ultimate tourism economy and attraction in the United States. While perhaps not a direct comparison to Dearborn's attraction of perhaps 1.5 million visitors a year to The Henry Ford, Orlando offers substantial experience to draw upon in the linkages of its PSD and local economy to that region's tourism.

The City of Green Bay attracts hundreds of thousands of visitors every year, but at a more regional than a national scale of attraction. For example, Green Bay's Lambeau Field can potentially attract 580,808 during a regular National Football League season.⁴⁶ Assuming that most visitors to the Dearborn area come from within the Midwest, Green Bay may provide valuable experience to draw from.

Finally, though presently establishing itself as a strong tourist attraction in the Seattle area, the City of Everett offers the opportunity to visit Boeing tours at its Future of Flight Aviation Center, as well as to the recreational and sporting attractions found in and near the city.

6.5.4. Organizational Structure Comparisons

The referenced case studies indicate that cities employ a variety of organizational arrangements in order to manage their business districts. Both in-state and out-of-state case studies feature an umbrella or "parent" organization under which the PSD or the BID operates. East Lansing features an umbrella organization called Downtown Management Board (DMB) that controls both the East Lansing DDA and the PSD. The Everett BIA (the State's of Washington's equivalent of a BID) and the Green Bay BID both function under "parent" organizations (the Downtown Everett Association, and Downtown Green Bay, Inc. respectively).

East Lansing and Holland represent good comparisons for the City of Dearborn. East Lansing and Holland feature both a DDA and a PSD. Dearborn has a DDA already in place whose boundaries would partially overlap with the proposed PSD, provided it is established. Both East Lansing and Holland employed the DDA mostly for capital improvements and parking construction/maintenance while the PSD is simply used to perform the marketing and promotional activities not enabled under the DDA legislation.

The Green Bay case study may prove to be a strong model to learn from for the city of Dearborn. The "parent organization" Downtown Green Bay, Inc. undertakes extensive promotional and

⁴⁵ Based upon 14,759 seats at Breslin Center and 17 home games; 80,401 seats and 6 home games at Spartan Stadium. (www.msu.edu/athletics - Michigan State University Athletics Department.)

⁴⁶ www.packers.com – Green Bay Packers official internet website. Lambeau Field information.



marketing activities, including proactive efforts to publicize downtown events and lure 18-49 year-olds to live and recreate there. The proposed Dearborn PSD might engage in this type of specific promotional/marketing activities.

The Everett BIA has also made tremendous strides in recent years in promoting the attraction of its downtown for recreational, occupational, and residential purposes. Given the immediate success of the Downtown Everett Association (the umbrella organization under which the Everett Business Improvement Authority operates) in attracting a minor league baseball team and other entertainment venues in recent years, its scope of function, and the overall growth of the city in terms of population, Everett also serves as a viable model for Dearborn. Grand Rapids, as opposed to the other case studies, features a single organization, the DID. The Grand Rapids case study shows how the generalized tasks of maintenance and beautification are combined with marketing, events and communication.

The Orlando model is perhaps the most unique in terms of its organizational structure. Orlando's downtown revival is largely supported by two key organizations- the Community Redevelopment Authority (CRA) and the Downtown Development Board (DDB). The CRA acts as the "parent" organization of the two, with a far larger budget (\$10 million) than the DDB (\$1.2 million). However, as the CRA is a county-funded organization, the locally-focused DDB serves as the promoting, marketing, and development organization responsible for the retail district of Orlando. One significant aspect of the DDB is its charge of managing, running, and maintaining the city's public parking facilities- an important consideration for the City of Dearborn. The DDB also has run a downtown streetscape improvement program since 1984. While the DDB is a much larger organization than the proposed PSD of Dearborn, the similarity in function of marketing and management of downtown services makes it relevant for comparison to Dearborn.



Chapter 7: Recommendations

7.1 Special Assessment District Recommendations

The team worked to draft a report that would help the City of Dearborn assess the feasibility of a Principal Shopping District (PSD) for its West Dearborn Business District. However, new legislation has been enacted since the city applied for this project. We have explored the Corridor Improvement Authority (CIA) because we think that Dearborn should consider this organizational structure as an option. We must keep in mind that half of the proposed area for the PSD is part of the West Dearborn Downtown Development Authority (WDDDA). That body has done some work on the infrastructure of the area including new construction projects and the beginning of streetscape redesigns. Dearborn has many options to consider; for that reason our recommendations offer three tiers of implementation.

- **Tier 1: Expand and Invigorate the Downtown Development Authority (DDA)**
With a DDA in place, the City of Dearborn can meet almost all of the goals they have for the PSD implementation. The major difference is the focus on marketing that the PSD offers a community. The DDA's marketing efforts are limited to the area generally and not individual businesses. Also, within the existing framework, a DDA would require voter approval only if the boundaries would be changed. Otherwise, it can use a special assessment to generate revenue. The DDA can use that money to oversee activities in the district, complete streetscape improvements, and hire staff. Thus, expanding and invigorating the DDA would offer the city an option if the PSD is not approved by voters. Because this option builds on the existing DDA, this is the least ambitious organizational option.
- **Tier 2: Establish a Principal Shopping District (PSD) to Work With the DDA**
Creating a PSD overlay with the expanded DDA would meet the goals of the City of Dearborn. They desire a PSD to serve as an umbrella for activity in the west downtown area. The PSD could hire staff to oversee activities, coordinate marketing and work on issues of business retention and streetscaping. The special assessment would provide a budget for the city that would be focused on the west business district. The PSD development plan would require approval from the property owners in the district. This is our **primary recommendation** because our Michigan cases showed the effectiveness of this option.
- **Tier 3: Establish a Corridor Improvement Authority (CIA)**
Dearborn could be the first city in Michigan to establish a CIA. With the legislation newly approved, an opportunity exists for Dearborn to pilot this program. The CIA offers the advantage of being very comprehensive and powerful. The CIA can serve as a developer and can take other action to ensure the success of the district. However, some property owners and residents may be wary of granting this much authority to the government without a detailed plan of action. This is the most ambitious recommendation and would require property owners to grant the governing board a great



deal of oversight in the area. However, this would benefit future planning and development.

7.2 Assessment Calculation Recommendations

An analysis of the financial capture and assessment techniques utilized by other Business Improvement District (BID) organizations across Michigan and the rest of the country provides a nearly instantaneous conclusion: no one “perfect” formula exists for capturing the financing necessary for powering the BID / PSD vehicle.

Given the parameters of the proposed district—the desire to make it operational as soon as possible, and the breadth of different businesses and property owners to which the district would apply and encompass—the assessment formula utilized by the district should be both equitable in its effect and easily understood by stakeholders.

Because of the narrow, “corridor”-like nature of the West Dearborn Business District, the concentric zone model utilized by the city of Holland for weighted assessment capture rates would perhaps not fit the area well. In addition, this model would require negotiation and analysis of which properties would benefit most, and least, from creation of the district.

A number of our case studies and other organizations researched for this report utilize some form of square footage assessment formula. This method attempts to create an equitable collection vehicle by comparison and use of a property’s building area, and often the variation in the number of floors in those buildings, as the criteria for a district’s property assessment. However, while this model would account for differences in building sizes, and thereby a measure of potential usefulness of the buildings; location – not building area – is likely the most telling attribute of a property’s value in the proposed district.

Street frontage will likely cause an undue collection bias against those district properties on street corners, or with longer, narrower lots. As many of the parcels within the proposed district are not retail in nature, or of a nature that necessarily benefits proportionally to street frontage attributes, this method should perhaps be avoided in the proposed district, or certainly until it can be determined how frontage does impact a property’s benefit from the district.

Two selected case studies rely upon direct comparison of assessed value for determining district fees – Green Bay and Orlando. However, the Green Bay model divides commercial properties within that city’s BID by sub-type – entertainment and hospitality, versus all other commercial uses. At present, the proposed West Dearborn Business District does not function as a hospitality (hotel) “hub” to warrant an additional fee on these properties proportional to other parcels in the district. In addition, utilization of the Green Bay model would require interpretation of “entertainment” as a sub-type of commercial property.

With the elimination of other considered collection scenarios, the Orlando Downtown Development Board assessment model of a straight levy based upon assessed value would best fit the proposed West Dearborn Business District. Assessed property values, as determined by the City Assessor, should reflect the relationship of a given property to the district area. As the



district already assumes a retail nature, assessed value – and the changes to it ensuing from creation of the district – should provide the best measure of a parcel’s benefit from inclusion within the organization. In addition, the straight levy model remains the most understandable selection to use, and collection projections are very simple to create and adjust according to district needs.

Given the desire to initiate and enable a district organization as soon as possible, and the imperative need to treat district members and property owners in an equitable fashion, the direct levy assessment model is suggested as the financial collection vehicle for the proposed West Dearborn district.

Despite the relative simplicity of the direct levy assessment model for collection of PSD funds, the district will need to decide upon a levy amount for encompassed properties. Though the overall district may certainly benefit from a higher millage rate assessment, individual property owners would find themselves contributing greater sums toward the PSD. Though the team supports as strong an assessment capture as can be agreed upon by the district stakeholders, this decision must be made by individual parcel owners within the PSD.

Of course, the amount of individual taxes for the PSD would vary by parcel. Though the millage rate for assessment capture is not confined to these options, they represent a general framework for what property owners might expect to contribute to the district.

Figure 7.1: Estimate of Annual Assessment on Properties

Property Value	0.25 Mill Rate	0.50 Mill Rate	1.00 Mill Rate	2.00 Mill Rate
\$ 50,000	\$ 13	\$ 25	\$ 50	\$ 100
\$ 100,000	\$ 25	\$ 50	\$ 100	\$ 200
\$ 150,000	\$ 38	\$ 75	\$ 150	\$ 300
\$ 200,000	\$ 50	\$ 100	\$ 200	\$ 400
\$ 250,000	\$ 63	\$ 125	\$ 250	\$ 500
\$ 500,000	\$ 125	\$ 250	\$ 500	\$ 1,000
\$ 1,000,000	\$ 250	\$ 500	\$ 1,000	\$ 2,000
\$ 2,000,000	\$ 500	\$ 1,000	\$ 2,000	\$ 4,000
\$ 3,000,000	\$ 750	\$ 1,500	\$ 3,000	\$ 6,000

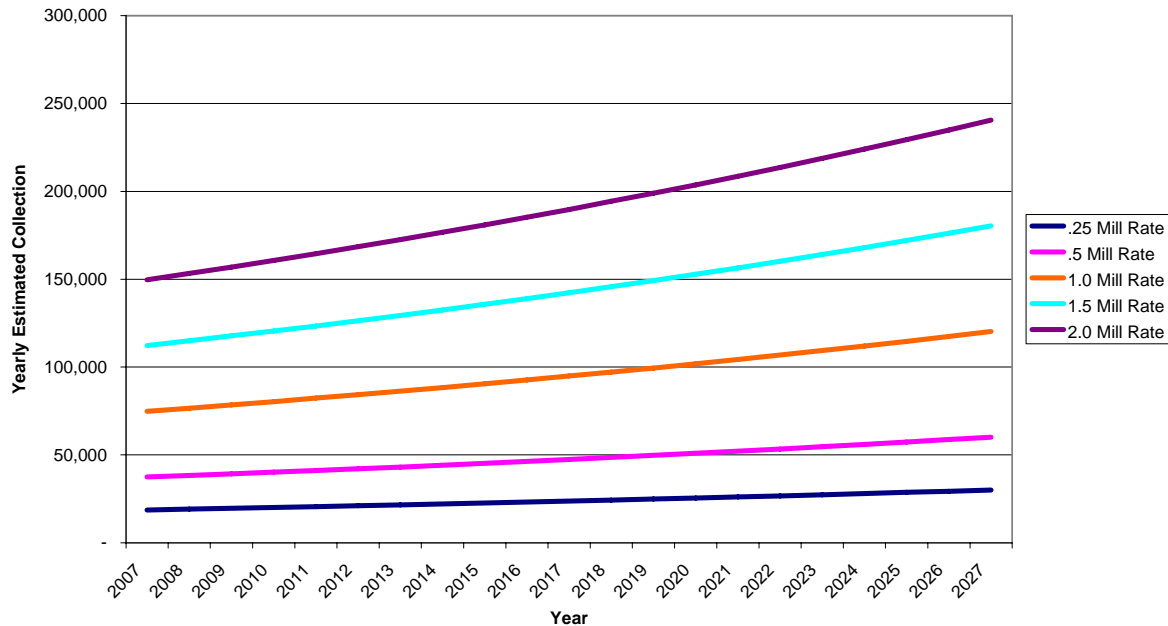
Roughly fifty-four percent of parcels within the proposed district are valued at \$250,000 or less, based upon 2005 city assessment records. From this, we can infer that more than half of property owners in the district would pay less than \$500 per year toward the PSD [See Figure 7.1]. Though the tax burden on each property owner varies by only a few hundred dollars, the overall benefit to the entire district dramatically increases the benefits for the district. With a 1.00 mill assessment, the district stands to capture almost \$75,000 in the first year [See Figure 7.2]. When the cumulative capture is considered, the potential capacity for improvements throughout the area is more impressive.



Figure 7.2: Total Yearly Capture - Year One, Year Seven, and Year Twenty

Assessment Rate	2007 Capture	2013 Capture	2027 Capture
0.25 Mills	\$ 18,708	\$ 21,569	\$ 30,063
0.50 Mills	\$ 37,416	\$ 43,138	\$ 60,126
1.00 Mills	\$ 74,833	\$ 86,276	\$ 120,252
1.50 Mills	\$ 112,249	\$ 129,414	\$ 180,377
2.00 Mills	\$ 149,665	\$ 172,552	\$ 240,503

Figure 7.3: District Assessment Collection, Estimated Capture*



*Figure 7.3 assumes a constant 2.4 percent annual increase in property value

Figure 7.4: Total Cumulative Capture - Year One, Year Seven, and Year Twenty

Assessment Rate	2007 Cumulative Capture	2013 Cumulative Capture	2027 Cumulative Capture
0.25 Mills	\$ 18,708	\$ 140,773	\$ 503,176
0.50 Mills	\$ 37,416	\$ 281,545	\$ 1,006,351
1.00 Mills	\$ 74,833	\$ 563,090	\$ 2,012,702
1.50 Mills	\$ 112,249	\$ 844,635	\$ 3,019,054
2.00 Mills	\$ 149,665	\$ 1,126,180	\$ 4,025,405

Assuming the approval of the PSD development plan by district property owners, and given the seven-year life of the PSD before re-approval is required, the district would, for example, cumulatively capture more than \$400,000, at a 1.00 mill rate versus the 0.25 mill rate. Collective capture amounts are most noticeable at the 20-year level for the district, at which the 2.00 mill rate would cumulatively collect more than \$4 million, versus \$2 million at the 1.00 mill rate or \$500,000 at the 0.25 mill rate [See Figures 7.3 and 7.4]. A higher millage assessment is recommended to help the finance the “start-up” costs of the PSD and would provide enough revenue to insure the completion of some early, visible improvements.



7.3 Benefit for Property Owners Within a Principal Shopping District

In the case of the West Dearborn Business District, it must be proven to the property owners that the proposed PSD is a worthwhile investment of their money. Furthermore, it must be clearly stated exactly in what ways they will see return on their investment. Services provided by a PSD can range from signage to flower plantings, which are both needed in the west business district. Services provided can include: way-finding signs, trash pick-up, sidewalk and street sweeping and cleaning, flower planters, landscaping, watering, banners, and streetscape redesigns.

In Michigan there is very little difference between a PSD and a BID. However, BIDs exist all across the globe, from Grand Rapids, Michigan to Cape Town in the Republic of South Africa. We see different names for these districts be it a Business Improvement Area (BIA) or a City Improvement Center (CIC), but their functions are what makes them similar. That function is to improve the local area by designating an area of special assessment that will receive additional services for the tax revenue collected. We see numerous examples of BIDs across the globe providing landscaping and sanitation services to the districts they serve.

By providing these services and promoting the district with a single marketing strategy the positive effects of the district begin to take shape in a very real way. It is not necessary to perform an entire streetscape redesign in order to build momentum behind the PSD. By simply undertaking projects that have relatively low cost and high visibility, a community can begin to see unity in a district. For example, using a uniform color scheme throughout the district with everything from flowers to way-finding signs and banners creates a sense of physical cohesion that can be seen throughout the area.

The overall focus of the PSD is to create a sense of cohesion among the property and business owners in order to create a more viable district. It can also help to unify the oversight of all the efforts to improve an area. Instead of having multiple organizations in-place, an “umbrella” organization can administer programs such that they work toward a shared vision of the district and cohesion among the property and business owners, and residents. It also can serve as a single source for people looking to invest, market, or organize events for the district and insure that efforts are not duplicated.



7.4 Strategic Investment Recommendations

The previous section outlined some of the uses and advantages of a PSD; this section offers specific recommendations for how revenue could be spent in a newly established West Dearborn Business District PSD. The recommendations can be grouped into four categories, including: infrastructure; marketing; beautification and wayfinding; and organizational structure. The following is a list of improvements or strategies available:

Infrastructure:

- Sidewalks, Walkability, Connectivity
- Wireless Internet (Wi-Fi)
- Coordinated Lighting
- Façade Improvements
- Traffic Signals and Crosswalks
- Festival Space Created
- Street Furniture
- Connection to Region-Wide Mass Transit, Possibly Light Rail Along Existing Rail Corridor
- Underground Relocation of Overhead Utilities

Marketing:

- Create a District Identity: Name, Logo, Signs
- Banners
- Websites for Potential Businesses and Customers
- Special Events and Promotions
- Welcome Packet for New Residents
- Cross-marketing Partnerships with Other Institutions: Including The Henry Ford and U-M Dearborn

Beautification and Wayfinding:

- Kiosks
- Flowers and Trees
- Wayfinding Signs in the district
- Maintenance
- Public Art Installation
- Water Features

Organization:

- Parking Coordination
- Design Standards
- Site Plan Review
- Volunteer Activities and Coordination
- Code Enforcement
- Tenancy Support and Retention
- Encourage Business to Re-Orient to Michigan Avenue
- Social and Political Connections Within the City and Surroundings

To view visual examples of the recommended beautification and wayfinding improvements, See Appendix C.



7.4.1 Recommendations From Previous Studies

In 1998, a community charrette was conducted by consultants regarding the West Dearborn Business District with stakeholders including downtown business and property owners, residents from downtown neighborhoods, University of Michigan-Dearborn, the Henry Ford, and city officials. The report called “Community Vision and Urban Design Principles” lists “the ten most mentioned visions for Downtown West Dearborn (in descending order from most mentioned): outdoor plazas/dining/trees, more cultural activities, Michigan Avenue improved, historic architecture theme, convenient parking, apartments above retail, connections to Greenfield Village/Henry Ford Museum, nightlife, more housing, reactivating the Dearborn Trolley, and new national retailers.”⁵⁰

In April 1999, the City of Dearborn’s consultants, JJR Incorporated, released the final report of the Dearborn West Downtown Mayor’s Task Force. The three priority recommendations of this report are similar to those recommended here including:

- “1) Improvement of pedestrian appeal of the West Dearborn District most especially Michigan Avenue, and provide pedestrian oriented amenities;
- 2) Strengthen linkages (marketing and circulation) to Henry Ford Museum and Greenfield Village;
- 3) Implement improvement to encourage bicycle access to and through the district and to link it to the Rouge River open space system.”⁵¹

7.4.2 Strategic Investment Recommendations Matrix

Figure 7.5 plots strategic investments designed to improve the district based with a timeline for completion and a rough estimate of the cost of the intervention. The categories include:

Time:

- Short Term: Interventions for the first year of the establishment of the PSD.
- Medium Term: Interventions for two to five years after the establishment of the PSD.
- Long Term: Interventions for six years or more after the establishment of the PSD.

Budget:

- Low Cost: Interventions that cost up to \$5,000 to complete.
- Medium Cost: Interventions that cost between \$5,000 and \$25,000 to complete.
- High Cost: Interventions that cost more than \$25,000.

⁵⁰ Community Vision and Urban Design Principles, prepared for the City of Dearborn West Downtown Development Authority, prepared by Urban Design Associates, Pittsburgh, PA, October 1998.

⁵¹ Dearborn West Downtown Mayor’s Task Force: Final Report, prepared by JJR Incorporated, Ann Arbor, Michigan, April 1999.

Figure 7.5: Matrix of Time and Cost for Strategic Investment Recommendations

	Low Cost	Medium Cost	High Cost
Short Term	<ul style="list-style-type: none"> • Volunteerism • Code enforcement • Flowers and trees • Vacant buildings addressed • District identity: name, logo, signs • Website targeting businesses & customers • Connection with local institutions: The Henry Ford, U-M Dearborn 	<ul style="list-style-type: none"> • Way-finding signs: auto & pedestrian • Banners • Welcome packet • Biking facilities • Façade improvements (minor) • Sidewalk repairs • Tenancy Support and Retention 	<ul style="list-style-type: none"> • Hire full time staff to coordinate PSD
Medium Term	<ul style="list-style-type: none"> • Website maintenance • Annual event coordination 	<ul style="list-style-type: none"> • Public art installations • Kiosks • Larger trees • Connections to trail system along Rouge River • Tenancy Support and Retention 	<ul style="list-style-type: none"> • Coordinated lighting • Façade improvements (major) • Signal and crosswalks • Festival space created • Street furniture • Traffic calming and buffers • Sidewalks, walkability, connectivity • Wireless Internet (Wi-Fi)
Long Term	<ul style="list-style-type: none"> • Links to the rest of the city and nearby parkland: Ford Field 	<ul style="list-style-type: none"> • Events in the district • Improved links between Dearborn and The Henry Ford • Re-orient businesses to Michigan Avenue • Parking coordination • Tenancy Support and Retention • Hire collection and enforcement staff for parking 	<ul style="list-style-type: none"> • Invest in coordinated landscaping and maintenance including trees, bushes, flowers, etc. • Connection to region-wide mass transit, possibly light rail along existing rail corridor • Underground relocation of overhead utilities



7.5 Conclusion

In conclusion, the study team recommends using a hybrid PSD/DDA system. The effectiveness of this arrangement has been shown by the analysis of our case studies. This arrangement is also common in Michigan. Having both a PSD and a DDA offers a broader range of benefits than either type of district alone. The DDA would be able to continue constructing and maintaining its parking infrastructure and oversee redevelopment efforts, while the PSD would grant additional powers such as marketing and streetscaping that cannot currently be done by the DDA. For this hybrid model, the DDA would first need to be expanded to Outer Drive to include the entire West Dearborn Business District and to match boundaries with the PSD. Next, the PSD overlay district would be established, following property owner approval.

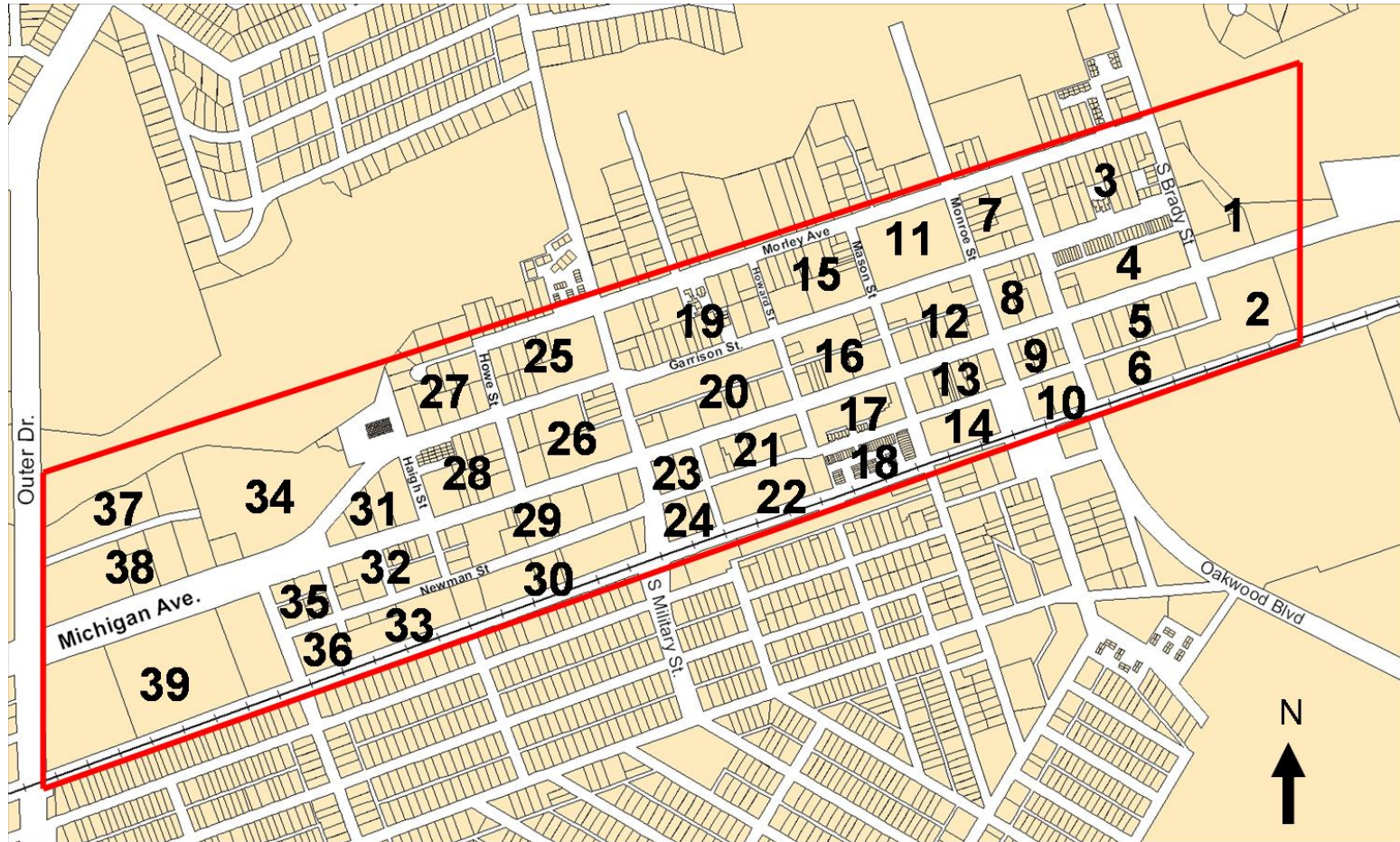
We also recommend that after the PSD/DDA is in place, assessments be levied on properties. For these assessments, we suggest the use of a flat millage rate based on the assessed value of the property. While our case studies offer several ways to calculate assessment rates, we feel a simple flat rate is fair to everyone and easiest to understand and calculate. We did not make a suggestion of how many mills should be assessed instead we offered information about the revenue capture for many different millage rates. A long list of recommended improvements was generated to suggest the use of the revenue from the special assessment. This list also accounts for the necessity of the improvement and without knowing the budget because some improvements are more critical than others or because some simple efforts can help show progress in the first year.

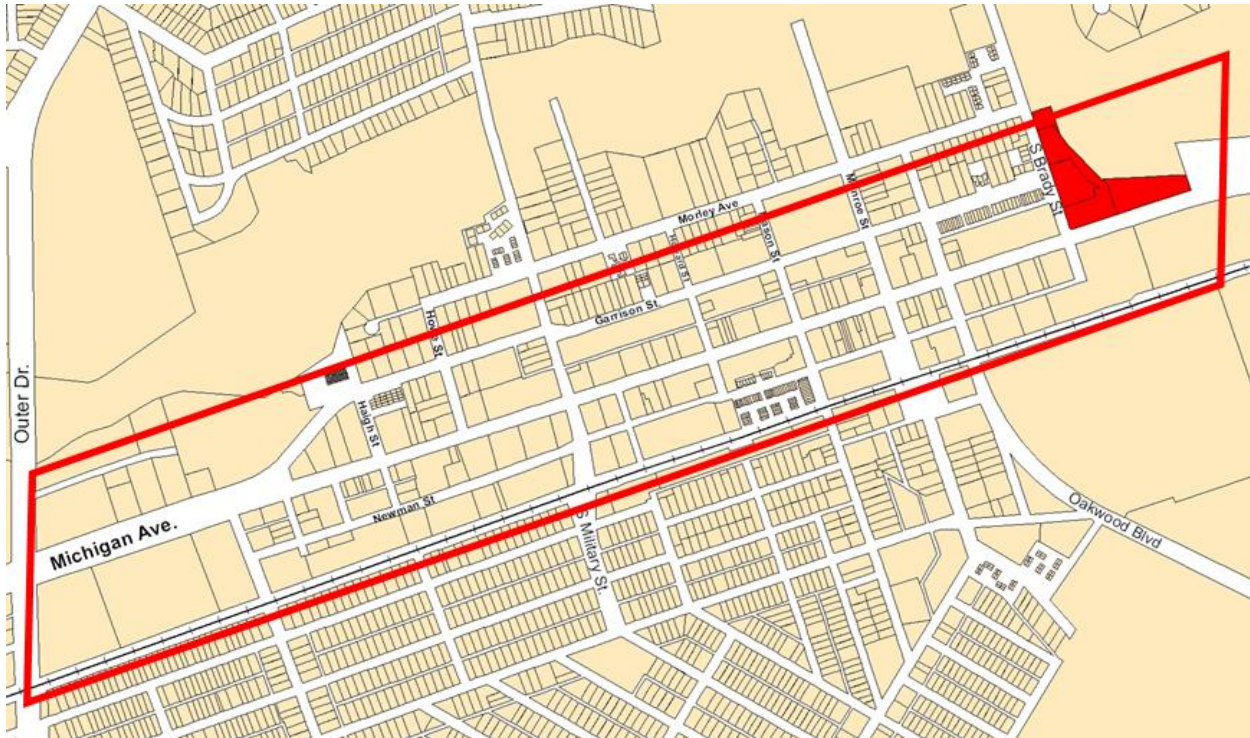
Once the organization has captured revenue, the next phase is implementation of projects. By starting with relatively low cost, high impact projects such as planting flowers, routinely performing street clean-ups, or installing banners in the district, the prospect of positive momentum, business district collaboration, and downtown redevelopment are greatly increased. These simple projects enable citizens and business owners to work together, building relationships while planting flowers or picking up trash. By fostering this sense of community, people better understand how vital their contribution is to their local community. When people appreciate the district's new sense of identity and understand the comprehensive plans for beautification and infrastructure improvements, they truly begin to see progress and reformation. As funds increase, both from the special assessment and other sources, larger, more costly projects such as street furniture and coordinated lighting can be completed. It is these improvements that offer the district an opportunity to reinvent itself and to build partnerships with property and business owners, citizens, and the city alike.

The West Dearborn Business District is already an effective and growing area. The recommendations offered here strive to continue progress of the past, enhance the present development efforts, and organize strategies to position the district for the challenges of the future.

Appendix A: Block-By-Block Inventory

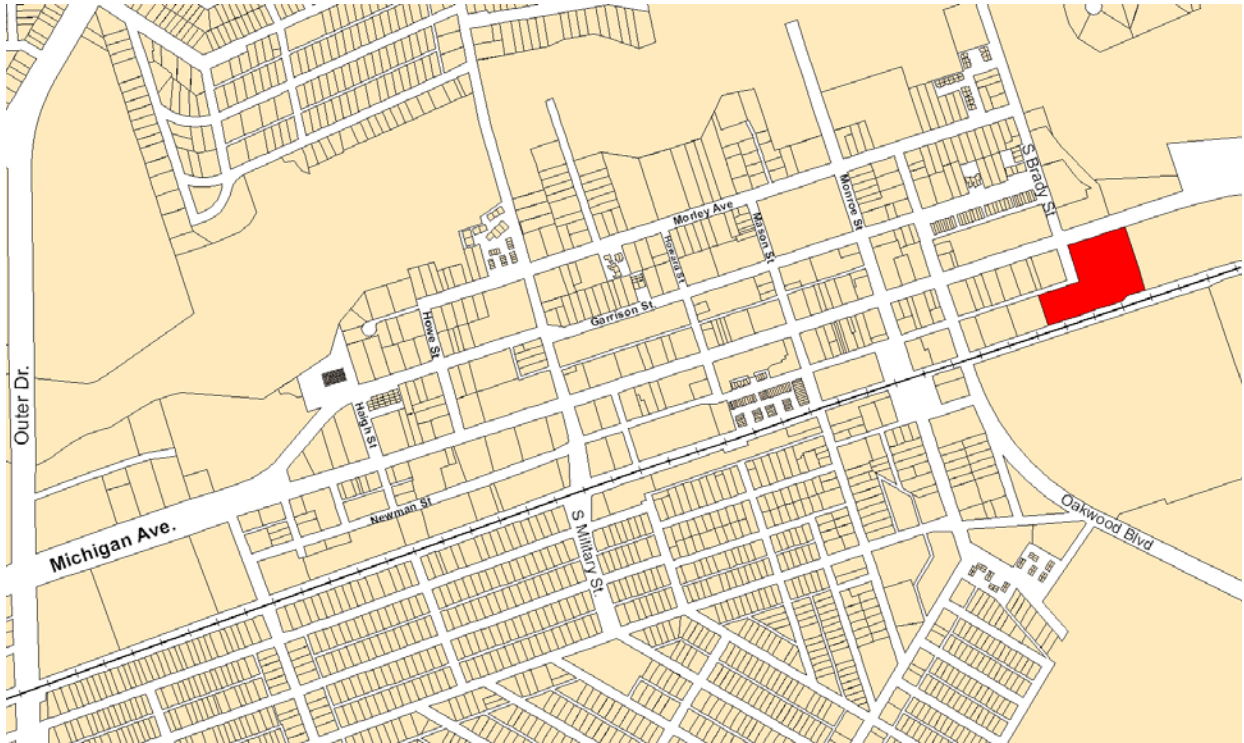
District map with blocks numbered





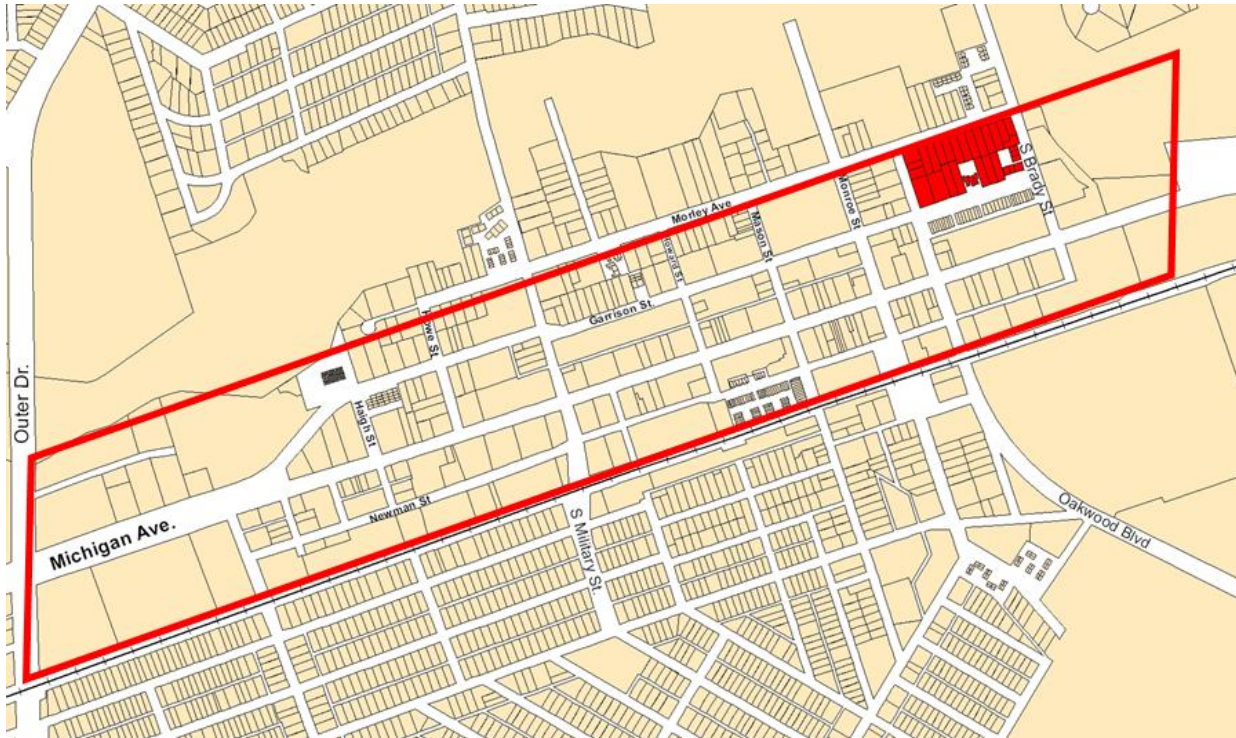
Block Number 1	
Land Use, Business Type and Vacancy	
Land use	Commercial
Any retail vacancies?	Yes
Business Type	Hotel, Banquet and McFadden Ross House
Streetscape	
Is landscaping present?	Yes
Is lighting present?	Yes
Are façades in good condition?	Yes
Any street furniture?	No
Walkability	
Are sidewalks and paving in good condition?	Yes
Any crosswalks?	Yes
Are there buffers from the street?	No
Is there street noise?	Yes
Parking	
Is there parking?	Yes
Is it visible?	Yes
Is it accessible?	Yes
Others	
Is there any redevelopment here?	No
Is there open space?	No





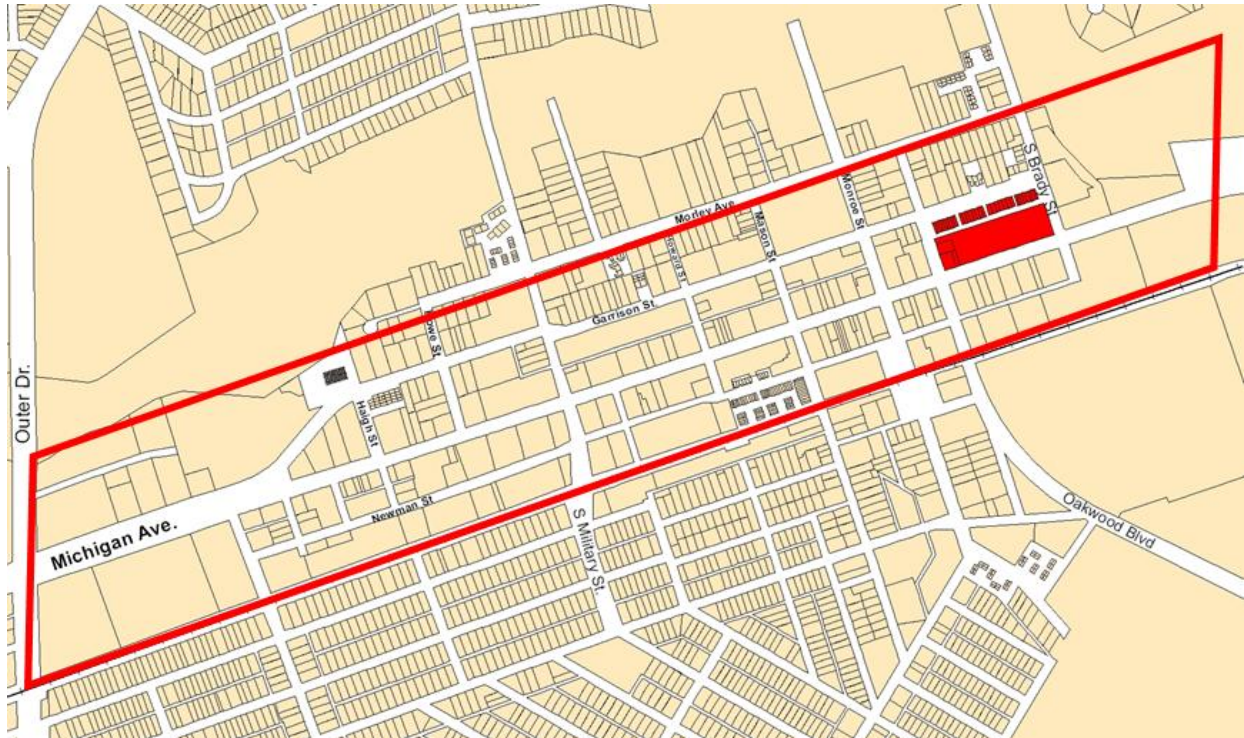
Block Number 2	
Land Use, Business Type and Vacancy	
Land use	Commercial
Any retail vacancies?	Yes
Business Type	Car dealership
Streetscape	
Is landscaping present?	No
Is lighting present?	Yes
Are façades in good condition?	NA
Any street furniture?	No
Walkability	
Are sidewalks and paving in good condition?	Yes
Any crosswalks?	Yes
Are there buffers from the street?	No
Is there street noise?	Yes
Parking	
Is there parking?	Yes
Is it visible?	Yes
Is it accessible?	Yes
Others	
Is there any redevelopment here?	No
Is there open space?	No



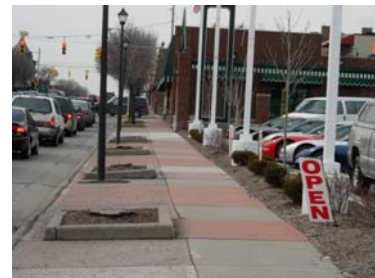


Block Number 3	
Land Use, Business Type and Vacancy	
Land use	Mixed uses
Any retail vacancies?	No
Business Type	-
Streetscape	
Is landscaping present?	No
Is lighting present?	Yes
Are façades in good condition?	Yes
Any street furniture?	No
Walkability	
Are sidewalks and paving in good condition?	Yes
Any crosswalks?	Yes
Are there buffers from the street?	Yes
Is there street noise?	Yes
Parking	
Is there parking?	Yes
Is it visible?	Yes
Is it accessible?	Yes
Others	
Is there any redevelopment here?	No
Is there open space?	Yes





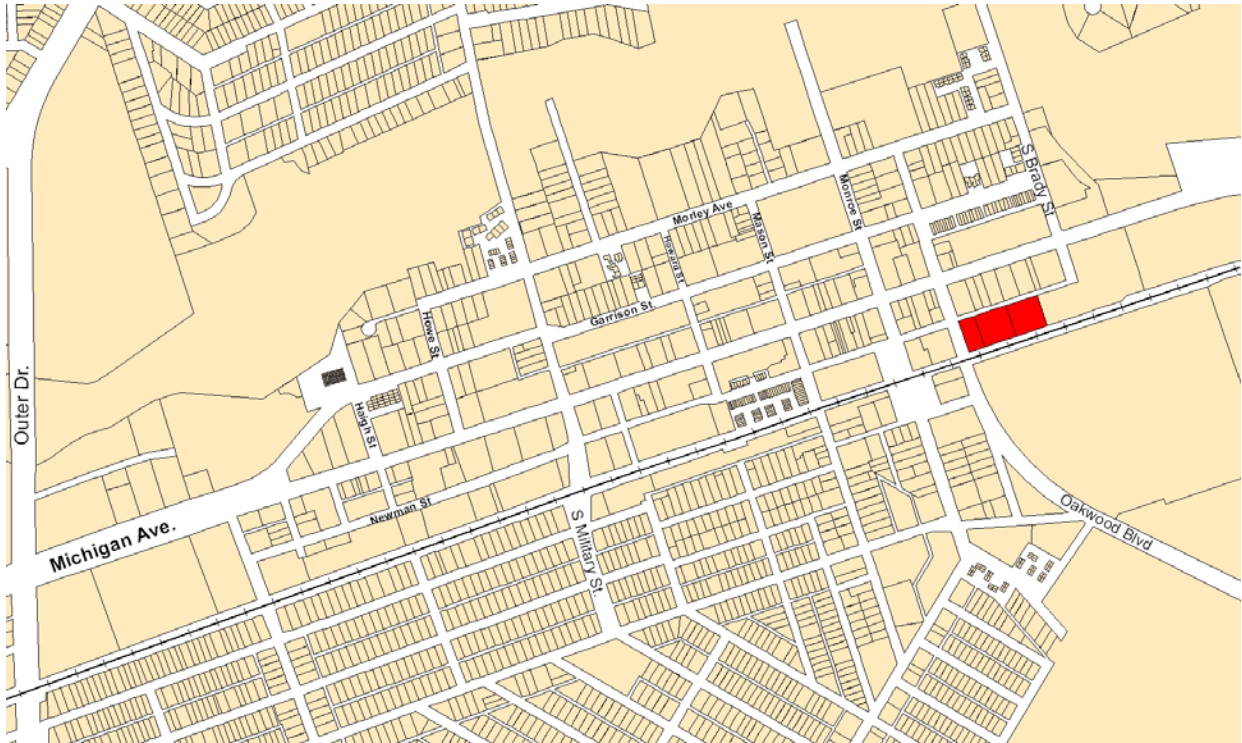
Block Number 4	
Land Use, Business Type and Vacancy	
Land use	Mixed use
Any retail vacancies?	No
Business Type	Car dealers, Floral, Fruit market
Streetscape	
Is landscaping present?	Yes
Is lighting present?	Yes
Are façades in good condition?	Yes
Any street furniture?	Yes
Walkability	
Are sidewalks and paving in good condition?	Yes
Any crosswalks?	Yes
Are there buffers from the street?	No
Is there street noise?	Yes
Parking	
Is there parking?	Yes
Is it visible?	Yes
Is it accessible?	Yes
Others	
Is there any redevelopment here?	Yes
Is there open space?	Yes





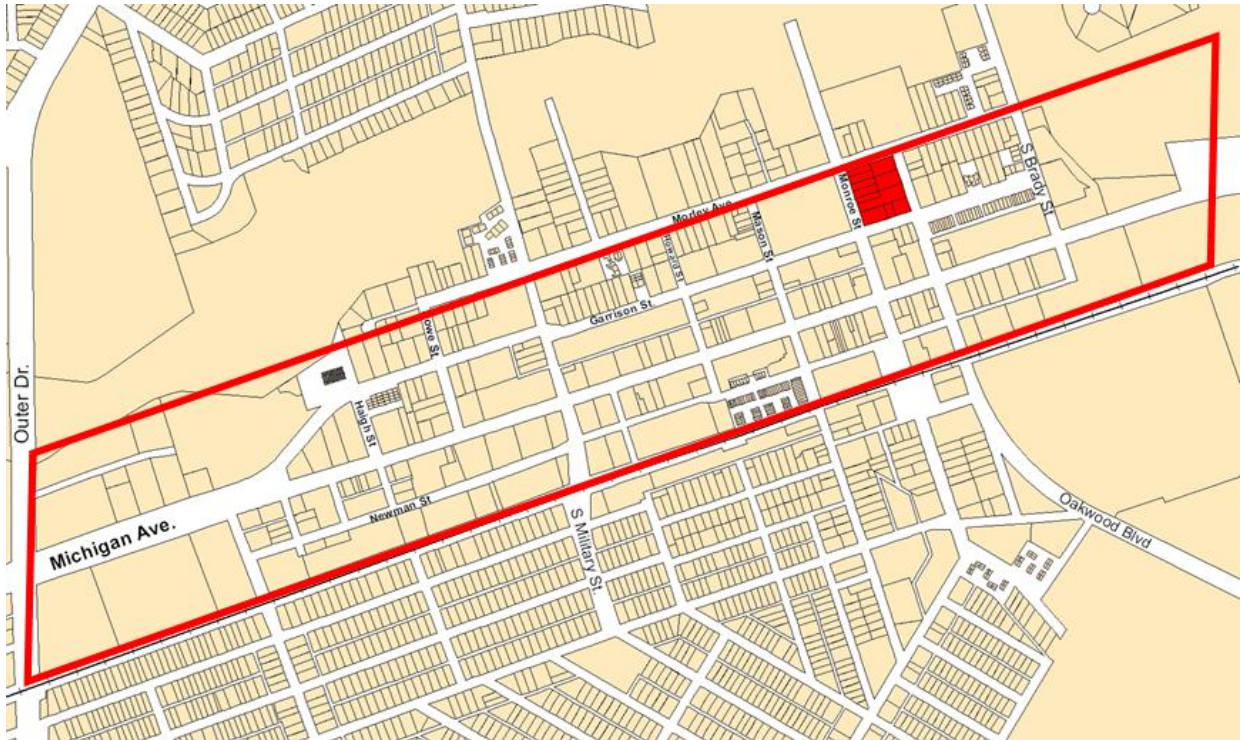
Block Number 5	
Land Use, Business Type and Vacancy	
Land use	Mixed uses
Any retail vacancies?	No
Business Type	Hotel, Car dealer, Market, Service
Streetscape	
Is landscaping present?	Yes
Is lighting present?	Yes
Are façades in good condition?	Yes
Any street furniture?	No
Walkability	
Are sidewalks and paving in good condition?	Yes
Any crosswalks?	Yes
Are there buffers from the street?	No
Is there street noise?	Yes
Parking	
Is there parking?	Yes
Is it visible?	Yes
Is it accessible?	Yes
Others	
Is there any redevelopment here?	No
Is there open space?	No





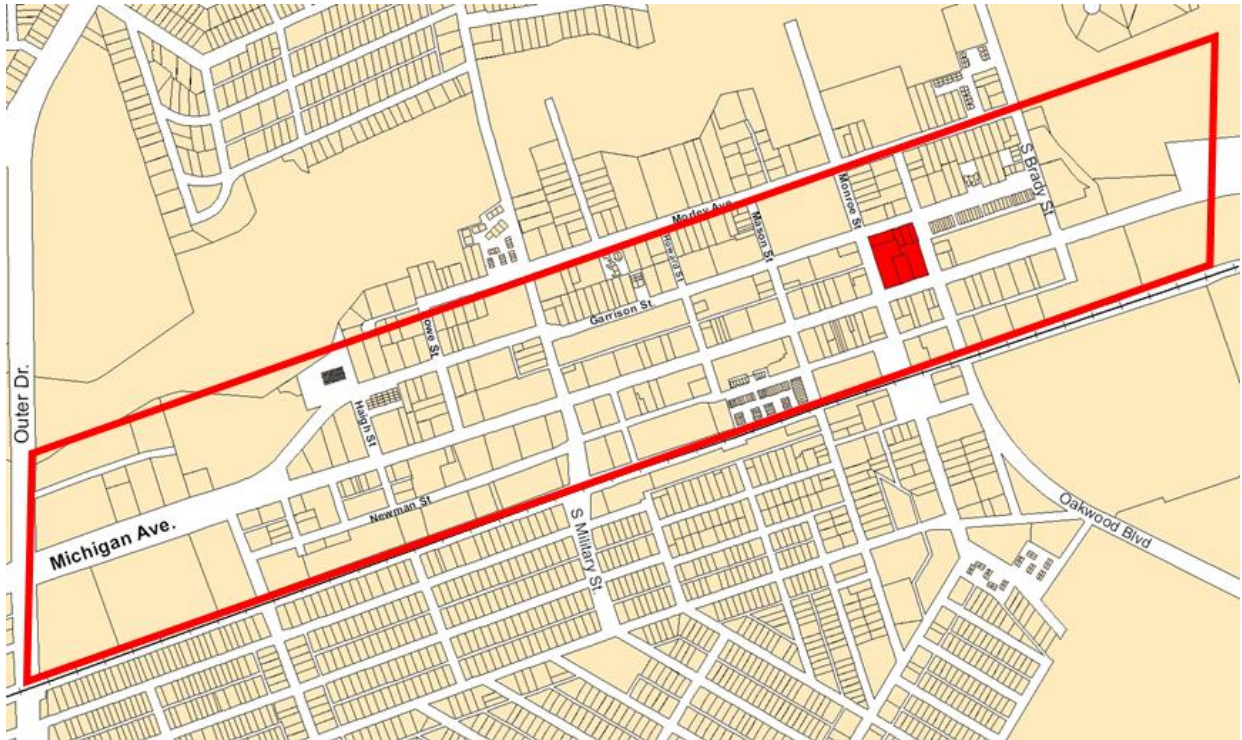
Block Number 6	
Land Use, Business Type and Vacancy	
Land use	Commercial
Any retail vacancies?	No
Business Type	(parking lot)
Streetscape	
Is landscaping present?	No
Is lighting present?	Yes
Are façades in good condition?	Yes
Any street furniture?	Yes
Walkability	
Are sidewalks and paving in good condition?	Yes
Any crosswalks?	Yes
Are there buffers from the street?	No
Is there street noise?	Yes
Parking	
Is there parking?	Yes
Is it visible?	Yes
Is it accessible?	Yes
Others	
Is there any redevelopment here?	No
Is there open space?	No



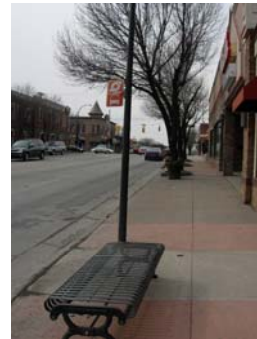


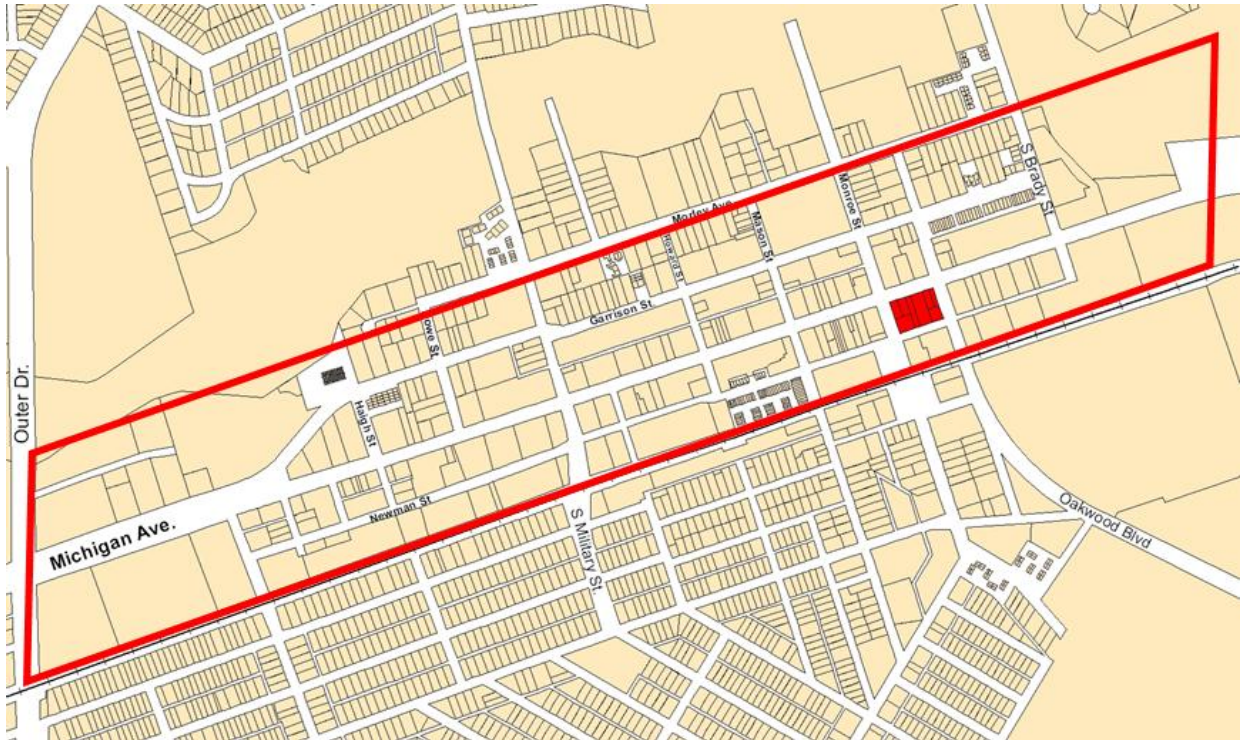
Block Number 7	
Land Use, Business Type and Vacancy	
Land use	Mixed use
Any retail vacancies?	No
Business Type	Office space
Streetscape	
Is landscaping present?	Yes
Is lighting present?	Yes
Are façades in good condition?	Yes
Any street furniture?	No
Walkability	
Are sidewalks and paving in good condition?	Yes
Any crosswalks?	Yes
Are there buffers from the street?	No
Is there street noise?	No
Parking	
Is there parking?	Yes
Is it visible?	Yes
Is it accessible?	Yes
Others	
Is there any redevelopment here?	No
Is there open space?	Yes





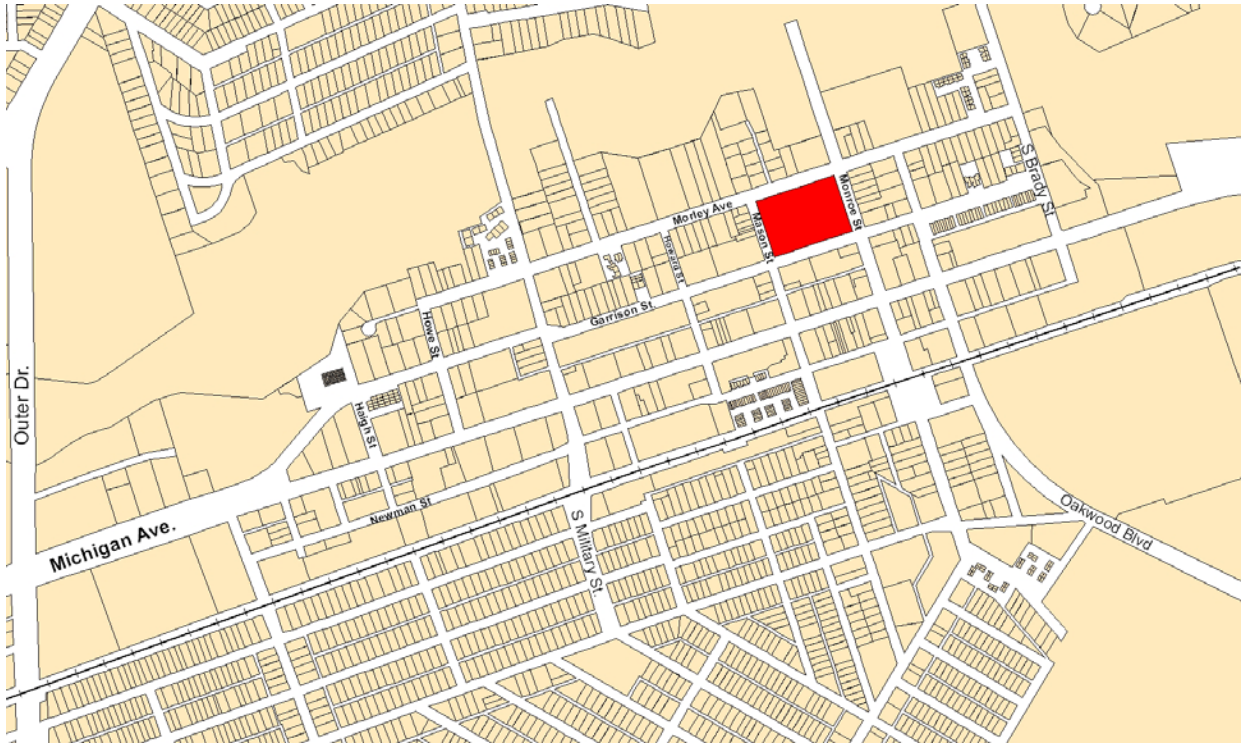
Block Number 8	
Land Use, Business Type and Vacancy	
Land use	Mixed use
Any retail vacancies?	Yes
Business Type	Bar, Historical society, Masonic temple
Streetscape	
Is landscaping present?	Yes
Is lighting present?	Yes
Are façades in good condition?	Yes
Any street furniture?	Yes
Walkability	
Are sidewalks and paving in good condition?	Yes
Any crosswalks?	Yes
Are there buffers from the street?	No
Is there street noise?	Yes
Parking	
Is there parking?	Yes
Is it visible?	Yes
Is it accessible?	Yes
Others	
Is there any redevelopment here?	No
Is there open space?	Yes





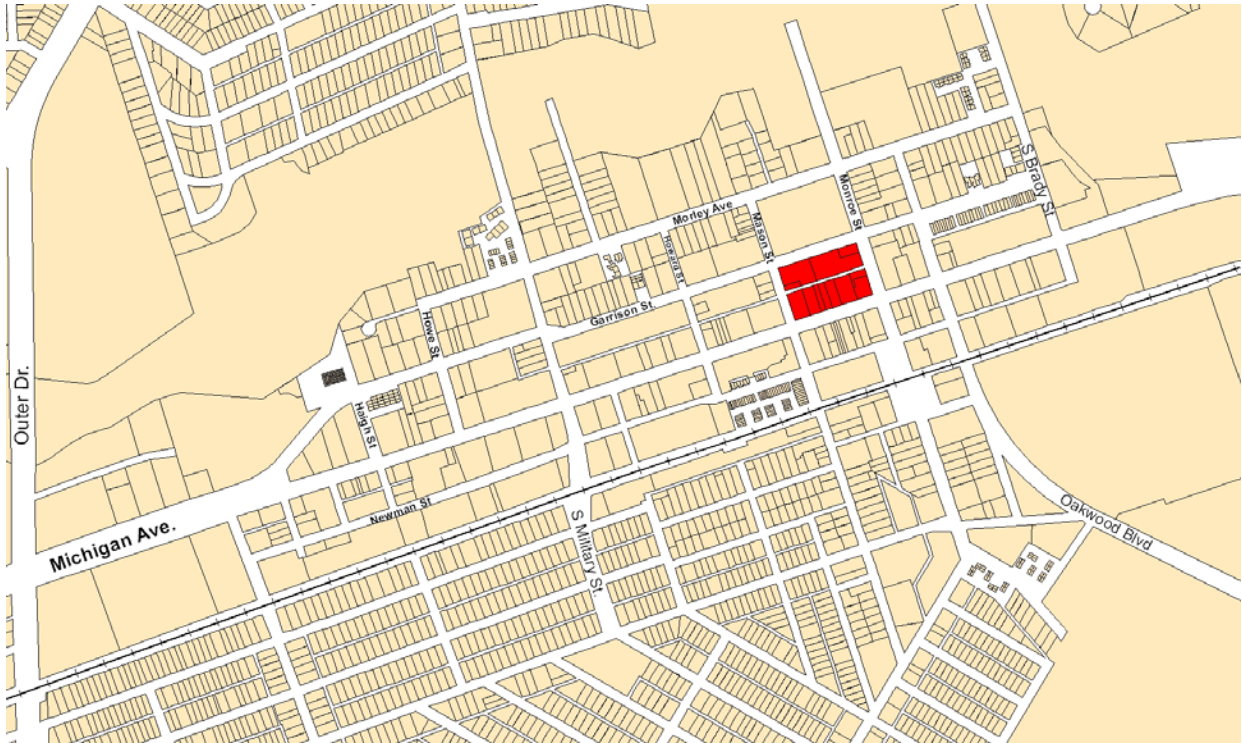
Block Number 9	
Land Use, Business Type and Vacancy	
Land use	Mixed uses
Any retail vacancies?	Yes
Business Type	Retail, Historical, Restaurants
Streetscape	
Is landscaping present?	Yes
Is lighting present?	Yes
Are façades in good condition?	Yes
Any street furniture?	Yes
Walkability	
Are sidewalks and paving in good condition?	Yes
Any crosswalks?	Yes
Are there buffers from the street?	No
Is there street noise?	Yes
Parking	
Is there parking?	Yes
Is it visible?	Yes
Is it accessible?	Yes
Others	
Is there any redevelopment here?	No
Is there open space?	No



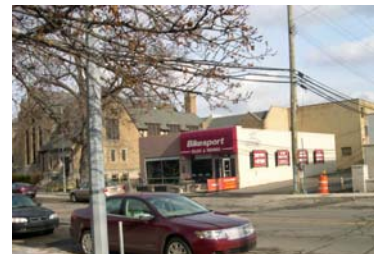


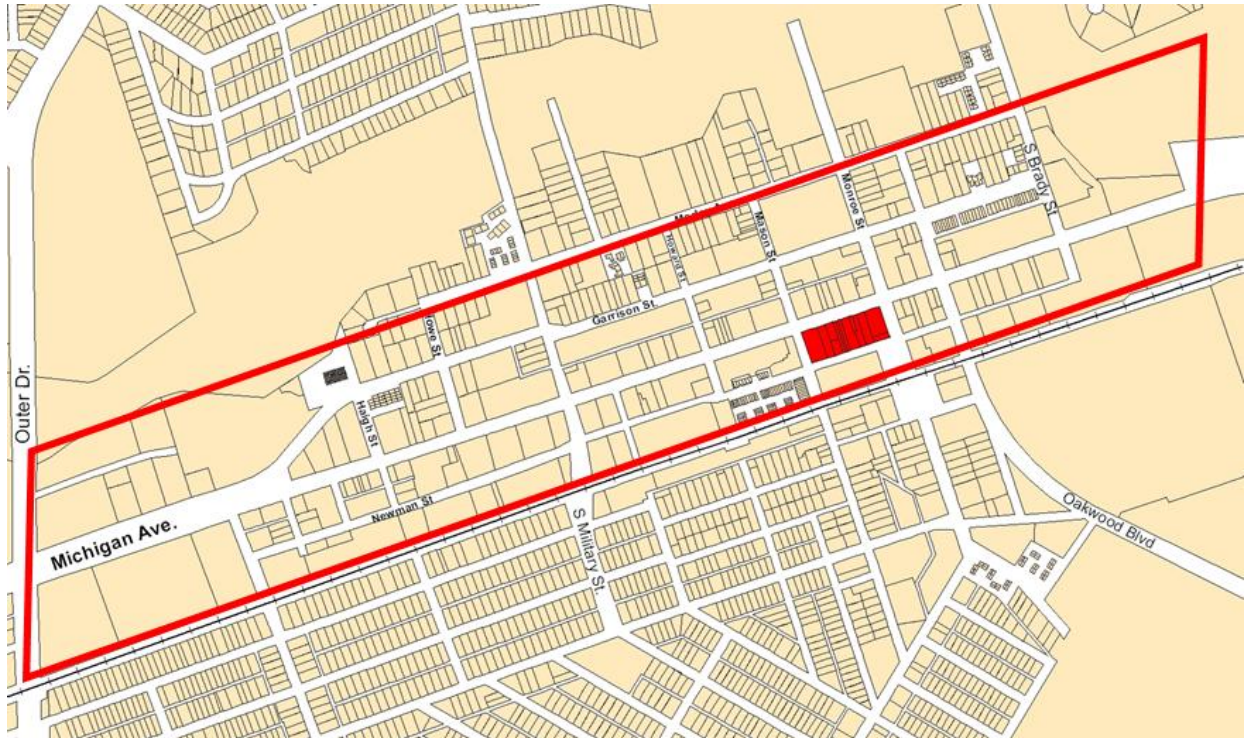
Block Number 11	
Land Use, Business Type and Vacancy	
Land use	Commercial
Any retail vacancies?	No
Business Type	Office (redeveloped school)
Streetscape	
Is landscaping present?	Yes
Is lighting present?	Yes
Are façades in good condition?	Yes
Any street furniture?	No
Walkability	
Are sidewalks and paving in good condition?	Yes
Any crosswalks?	Yes
Are there buffers from the street?	No
Is there street noise?	No
Parking	
Is there parking?	Yes
Is it visible?	Yes
Is it accessible?	Yes
Others	
Is there any redevelopment here?	No
Is there open space?	Yes





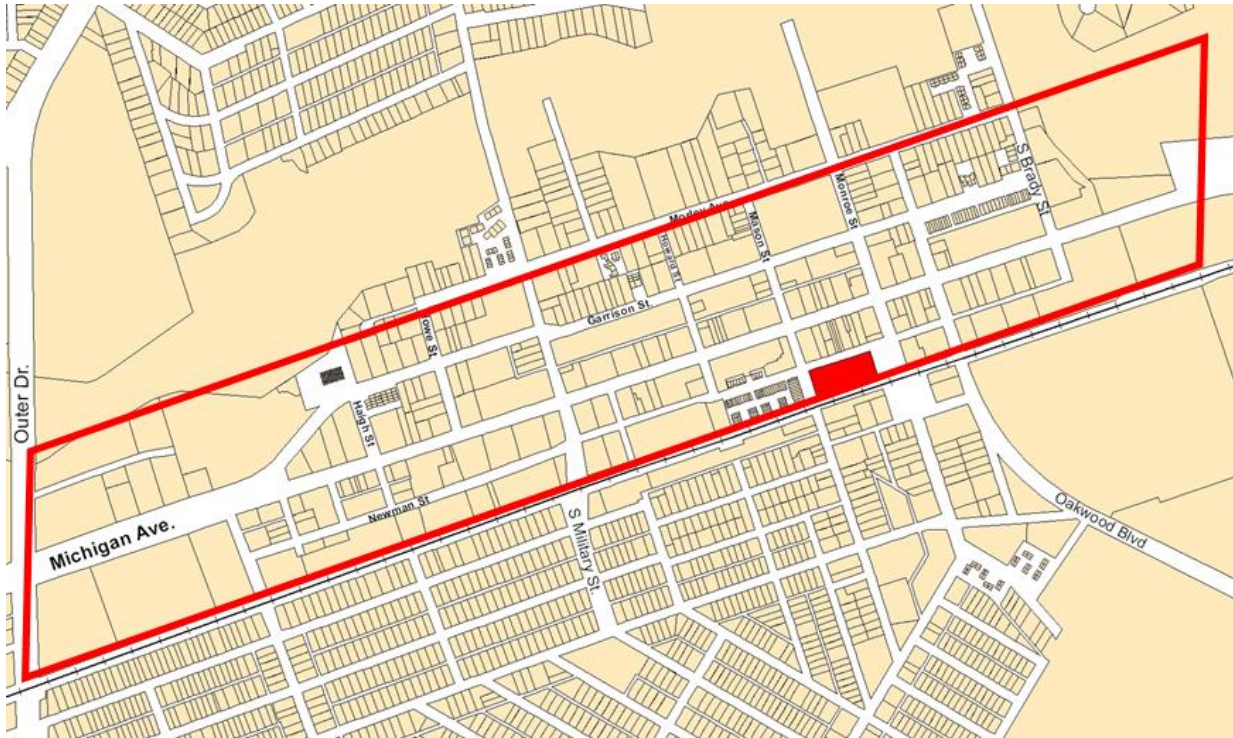
Block Number 12	
Land Use, Business Type and Vacancy	
Land use	Commercial
Any retail vacancies?	No
Business Type	Gas station, Bike shop, Church
Streetscape	
Is landscaping present?	Yes
Is lighting present?	Yes
Are façades in good condition?	No
Any street furniture?	Yes
Walkability	
Are sidewalks and paving in good condition?	Yes
Any crosswalks?	Yes
Are there buffers from the street?	No
Is there street noise?	Yes
Parking	
Is there parking?	Yes
Is it visible?	Yes
Is it accessible?	Yes
Others	
Is there any redevelopment here?	No
Is there open space?	No





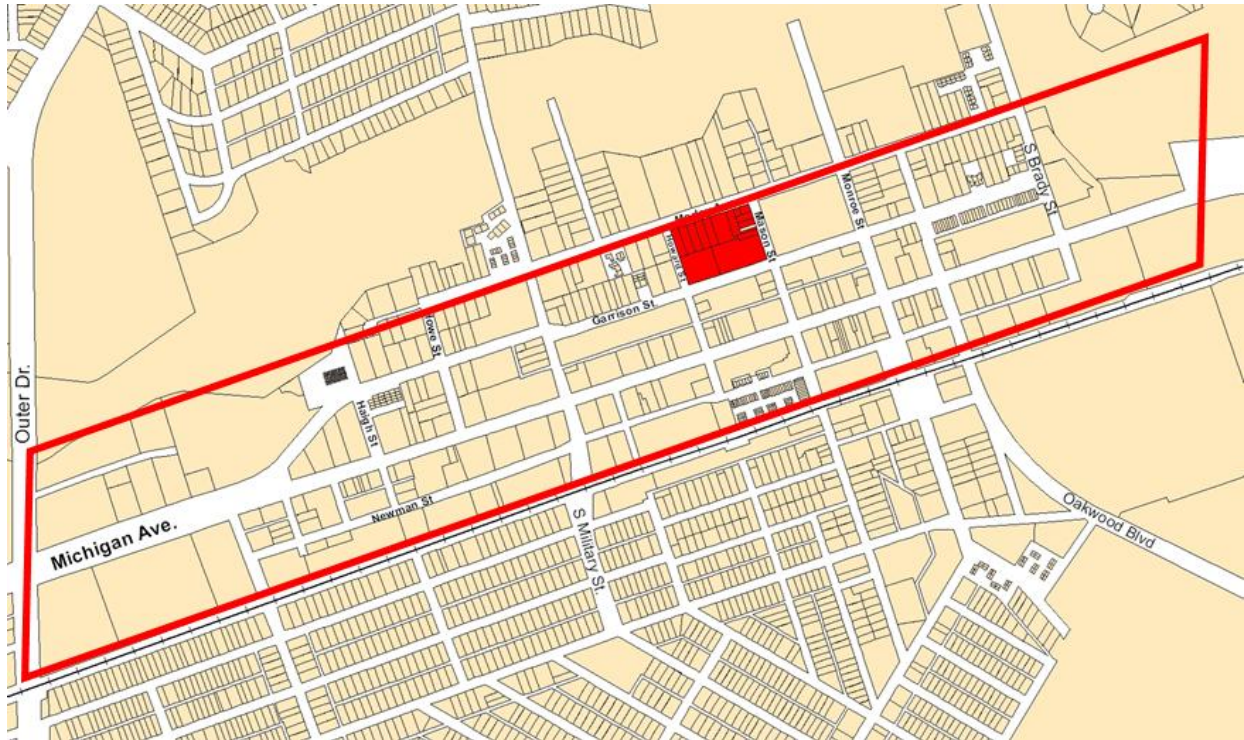
Block Number 13	
Land Use, Business Type and Vacancy	
Land use	Commercial
Any retail vacancies?	Yes
Business Type	Retail, Restaurant, Bar
Streetscape	
Is landscaping present?	Yes
Is lighting present?	Yes
Are façades in good condition?	Yes
Any street furniture?	Yes
Walkability	
Are sidewalks and paving in good condition?	Yes
Any crosswalks?	Yes
Are there buffers from the street?	No
Is there street noise?	Yes
Parking	
Is there parking?	Yes
Is it visible?	Yes
Is it accessible?	Yes
Others	
Is there any redevelopment here?	No
Is there open space?	No





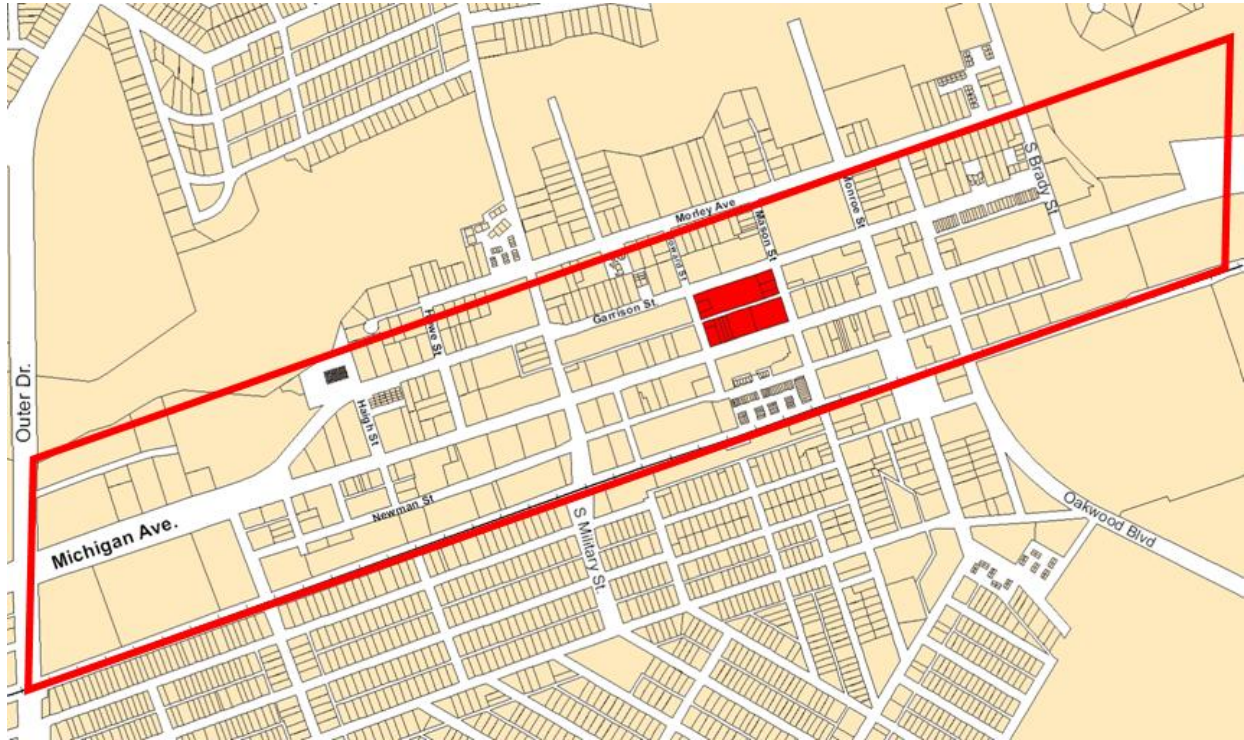
Block Number 14	
Land Use, Business Type and Vacancy	
Land use	Commercial (all parking lot)
Any retail vacancies?	N/A
Business Type	N/A
Streetscape	
Is landscaping present?	No
Is lighting present?	Yes
Are façades in good condition?	N/A
Any street furniture?	No
Walkability	
Are sidewalks and paving in good condition?	Yes
Any crosswalks?	Yes
Are there buffers from the street?	No
Is there street noise?	Yes
Parking	
Is there parking?	Yes
Is it visible?	Yes
Is it accessible?	Yes
Others	
Is there any redevelopment here?	No
Is there open space?	No





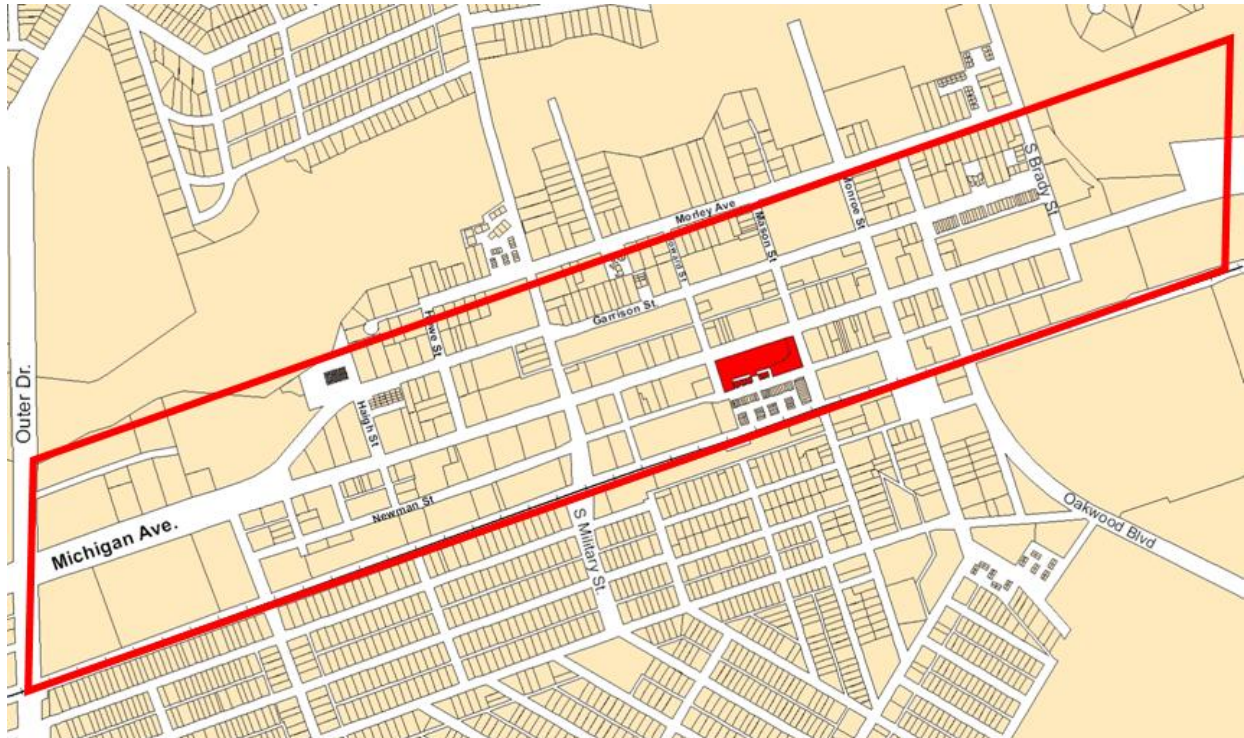
Block Number 15	
Land Use, Business Type and Vacancy	
Land use	Commercial
Any retail vacancies?	No
Business Type	Medical office
Streetscape	
Is landscaping present?	Yes
Is lighting present?	Yes
Are façades in good condition?	Yes
Any street furniture?	No
Walkability	
Are sidewalks and paving in good condition?	Yes
Any crosswalks?	Yes
Are there buffers from the street?	No
Is there street noise?	No
Parking	
Is there parking?	Yes
Is it visible?	Yes
Is it accessible?	Yes
Others	
Is there any redevelopment here?	No
Is there open space?	No





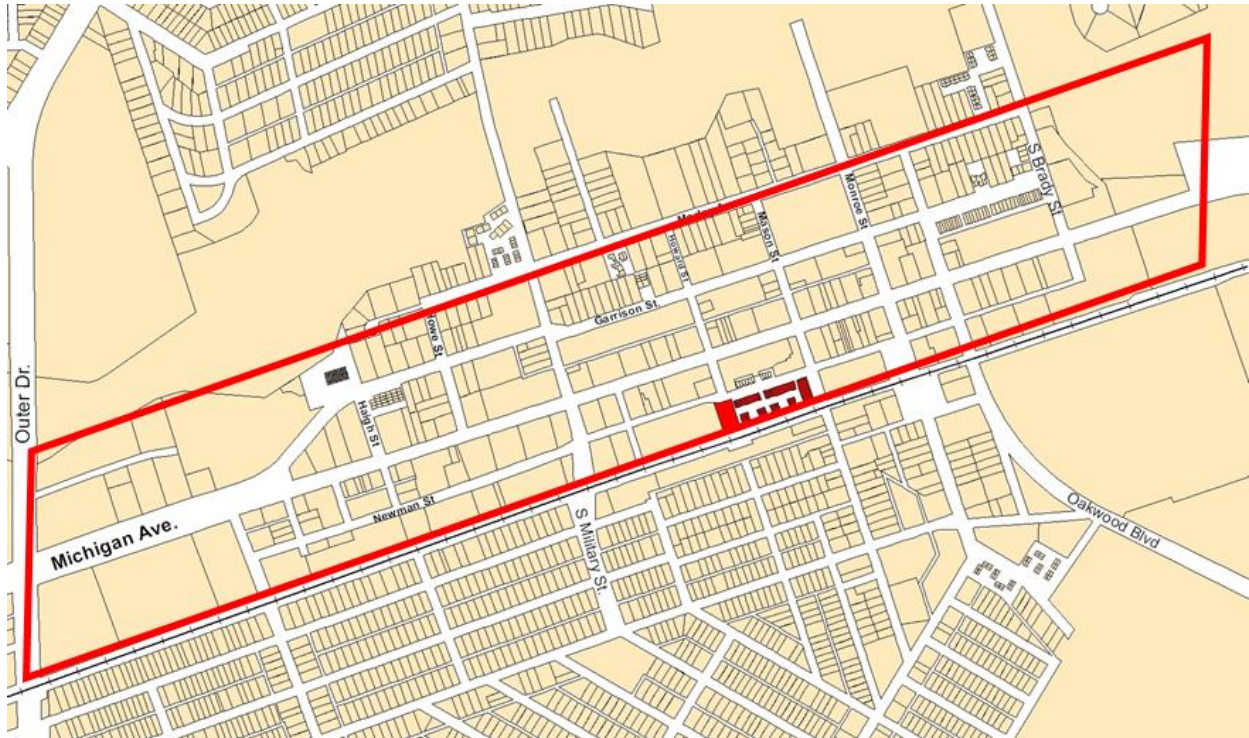
Block Number 16	
Land Use, Business Type and Vacancy	
Land use	Mixed uses
Any retail vacancies?	Yes
Business Type	Restaurants, Library, Office, Costume store
Streetscape	
Is landscaping present?	Yes
Is lighting present?	Yes
Are façades in good condition?	Yes
Any street furniture?	Yes
Walkability	
Are sidewalks and paving in good condition?	Yes
Any crosswalks?	Yes
Are there buffers from the street?	No
Is there street noise?	Yes
Parking	
Is there parking?	Yes
Is it visible?	Yes
Is it accessible?	Yes
Others	
Is there any redevelopment here?	Yes
Is there open space?	Yes





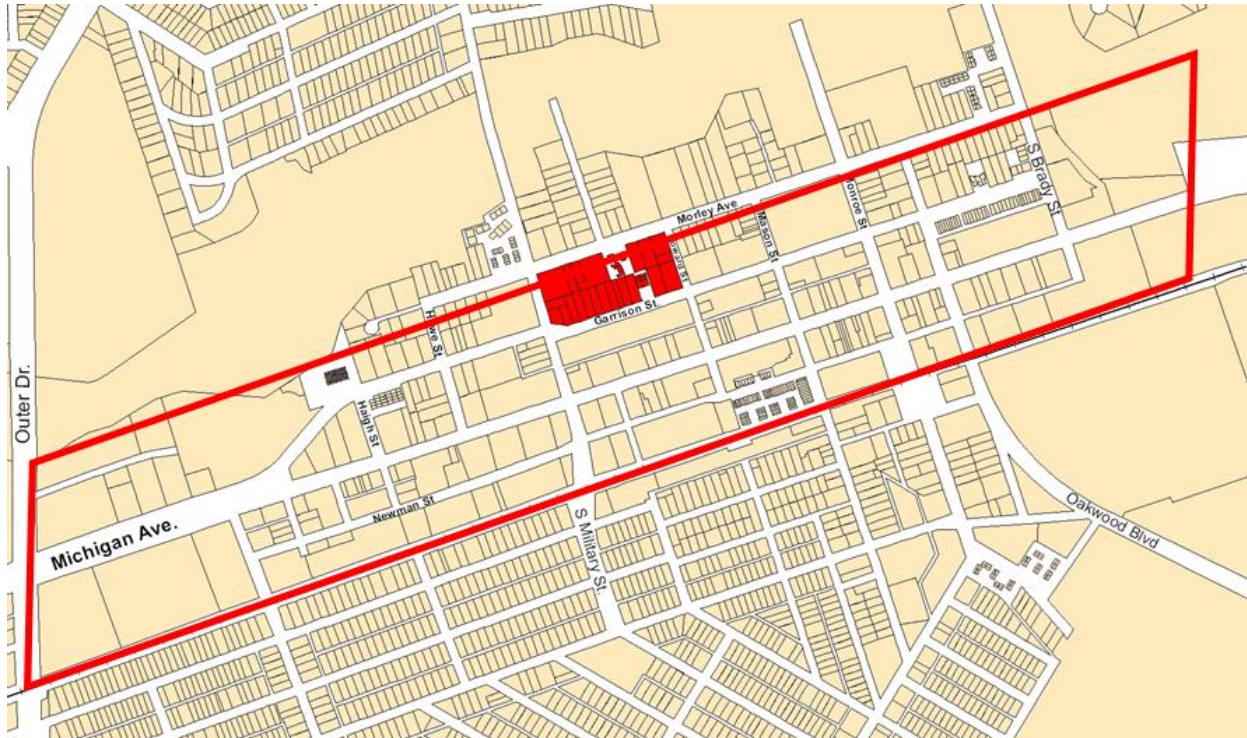
Block Number 17	
Land Use, Business Type and Vacancy	
Land use	Mixed uses
Any retail vacancies?	Yes
Business Type	Strip commercial, Banks, Retail, Apartments
Streetscape	
Is landscaping present?	Yes
Is lighting present?	Yes
Are façades in good condition?	Yes
Any street furniture?	No
Walkability	
Are sidewalks and paving in good condition?	Yes
Any crosswalks?	Yes
Are there buffers from the street?	No
Is there street noise?	Yes
Parking	
Is there parking?	Yes
Is it visible?	Yes
Is it accessible?	Yes
Others	
Is there any redevelopment here?	Yes
Is there open space?	No





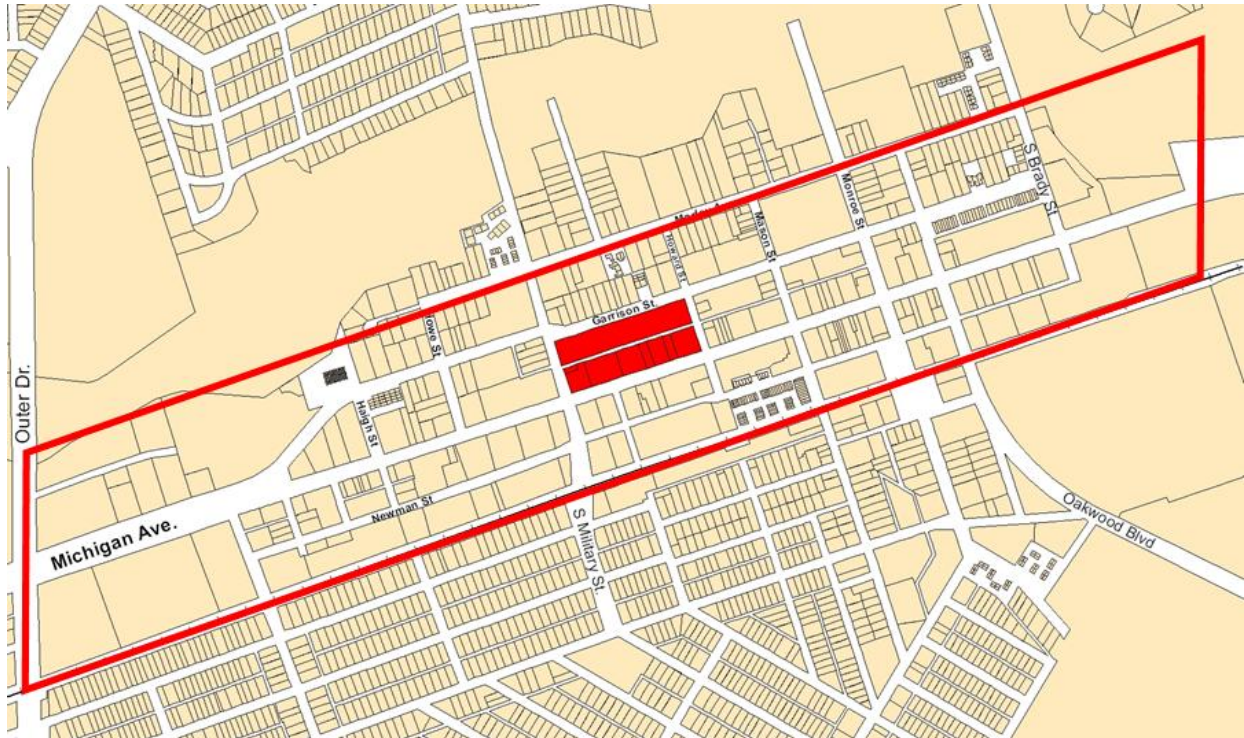
Block Number 18	
Land Use, Business Type and Vacancy	
Land use	Residential
Any retail vacancies?	NA
Business Type	NA
Streetscape	
Is landscaping present?	Yes
Is lighting present?	Yes
Are façades in good condition?	Yes
Any street furniture?	No
Walkability	
Are sidewalks and paving in good condition?	Yes
Any crosswalks?	Yes
Are there buffers from the street?	No
Is there street noise?	No
Parking	
Is there parking?	Yes
Is it visible?	Yes
Is it accessible?	No (private)
Others	
Is there any redevelopment here?	Yes
Is there open space?	No





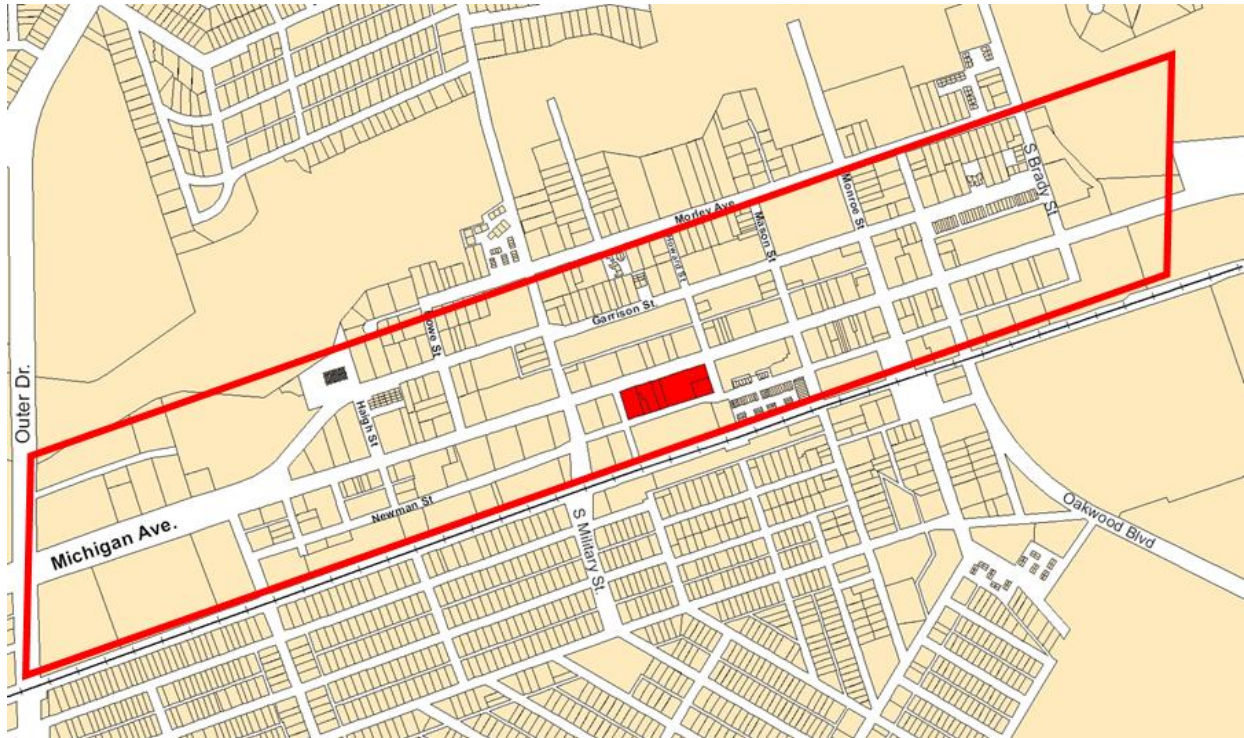
Block Number 19	
Land Use, Business Type and Vacancy	
Land use	Mixed uses
Any retail vacancies?	NA
Business Type	Residential, Office space
Streetscape	
Is landscaping present?	Yes
Is lighting present?	Yes
Are façades in good condition?	Yes
Any street furniture?	No
Walkability	
Are sidewalks and paving in good condition?	Yes
Any crosswalks?	Yes
Are there buffers from the street?	No
Is there street noise?	Yes
Parking	
Is there parking?	Yes
Is it visible?	Yes
Is it accessible?	Yes
Others	
Is there any redevelopment here?	No
Is there open space?	No





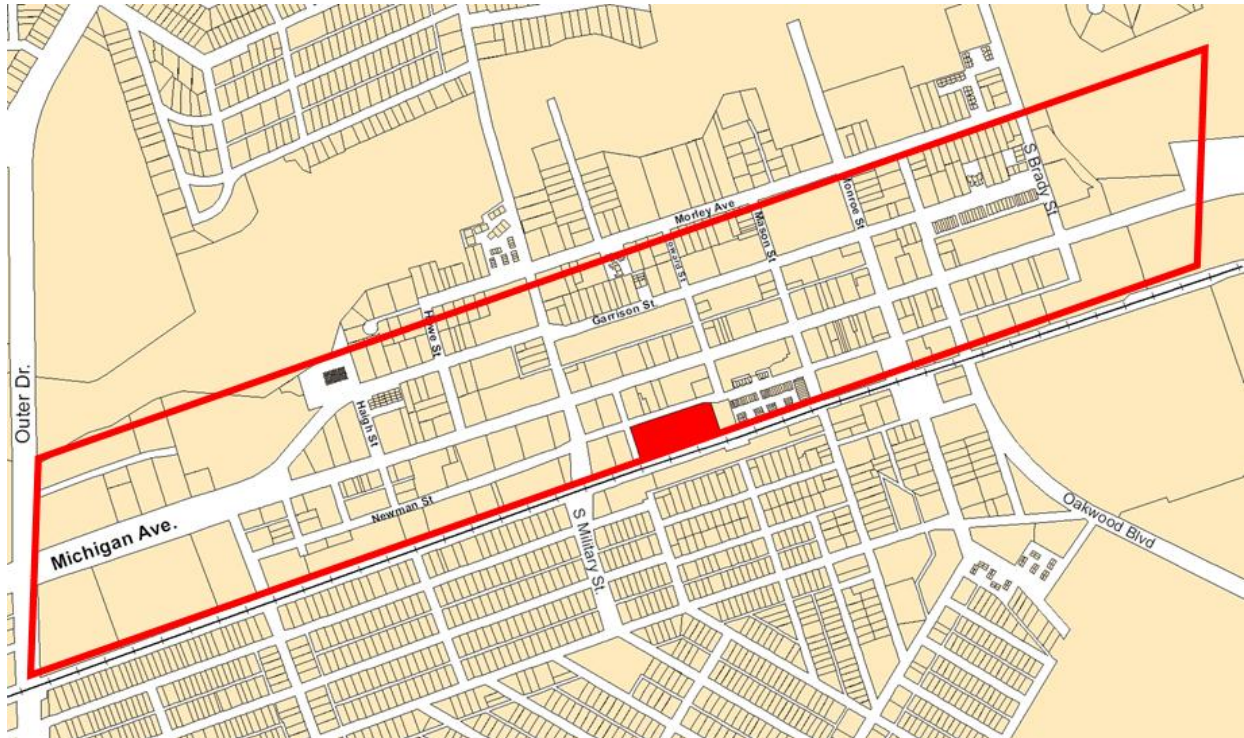
Block Number 20	
Land Use, Business Type and Vacancy	
Land use	Commercial
Any retail vacancies?	Yes
Business Type	Restaurant, Retail, Office, Salon, Bakery
Streetscape	
Is landscaping present?	Yes
Is lighting present?	Yes
Are façades in good condition?	No
Any street furniture?	No
Walkability	
Are sidewalks and paving in good condition?	No
Any crosswalks?	Yes
Are there buffers from the street?	No
Is there street noise?	Yes
Parking	
Is there parking?	Yes
Is it visible?	Yes
Is it accessible?	Yes
Others	
Is there any redevelopment here?	Yes
Is there open space?	No





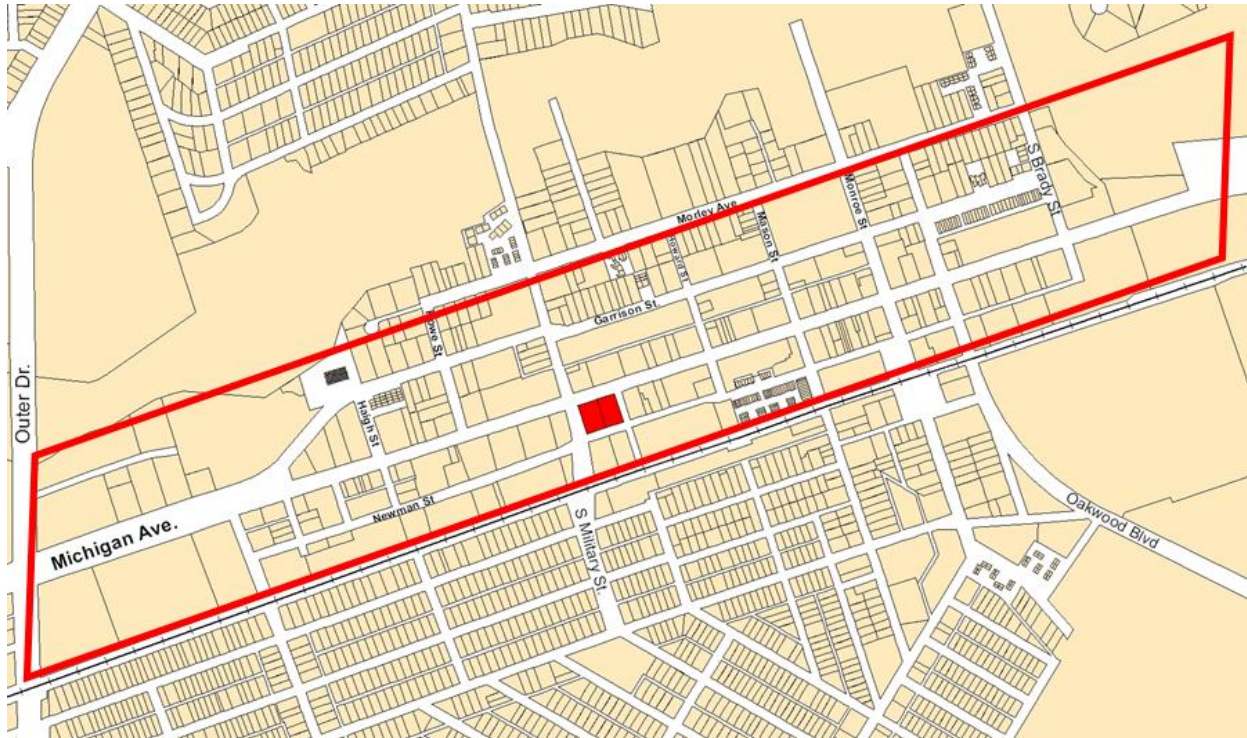
Block Number 21	
Land Use, Business Type and Vacancy	
Land use	Commercial
Any retail vacancies?	No
Business Type	Bank
Streetscape	
Is landscaping present?	Yes
Is lighting present?	Yes
Are façades in good condition?	Yes
Any street furniture?	Currently no, Yes in the future
Walkability	
Are sidewalks and paving in good condition?	Yes
Any crosswalks?	Yes
Are there buffers from the street?	No
Is there street noise?	Yes
Parking	
Is there parking?	Yes
Is it visible?	Yes
Is it accessible?	Yes
Others	
Is there any redevelopment here?	Yes
Is there open space?	No





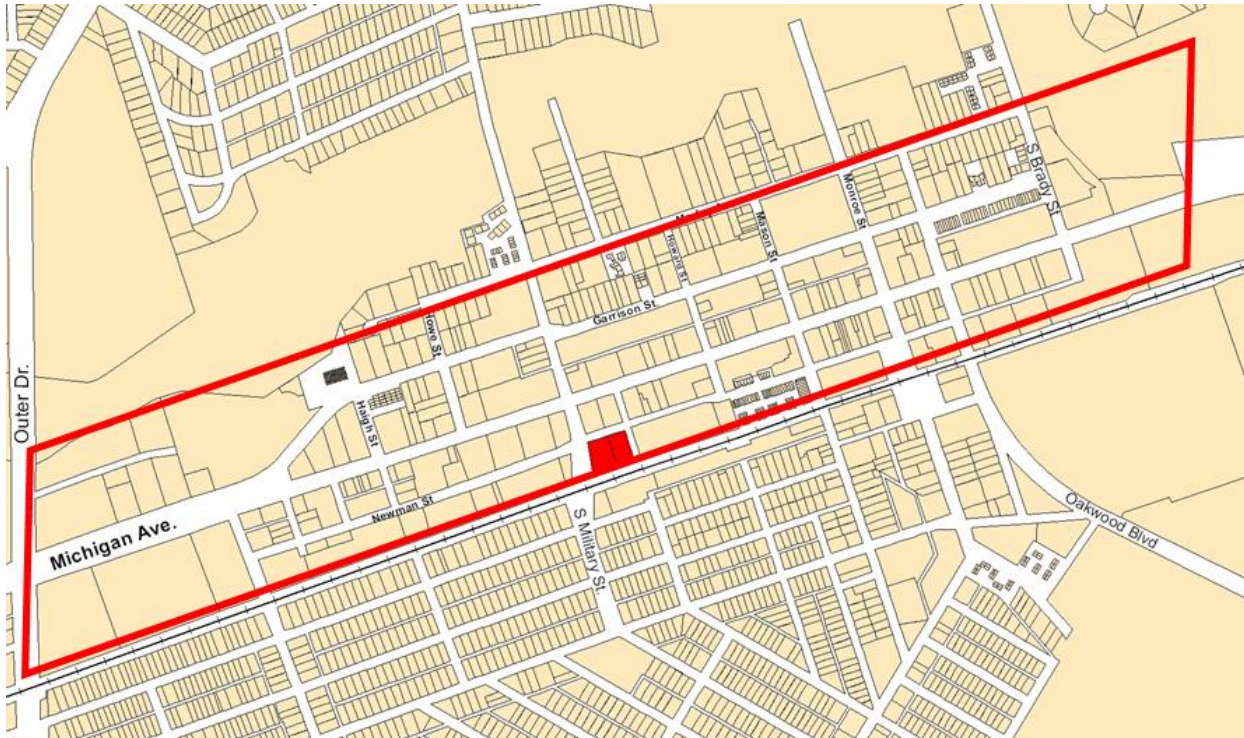
Block Number 22	
Land Use, Business Type and Vacancy	
Land use	Mixed
Any retail vacancies?	Not applicable
Business Type	Parking structure, Future mid-rise condominiums
Streetscape	
Is landscaping present?	No
Is lighting present?	Yes
Are façades in good condition?	Yes
Any street furniture?	No
Walkability	
Are sidewalks and paving in good condition?	Yes
Any crosswalks?	Yes
Are there buffers from the street?	No
Is there street noise?	No
Parking	
Is there parking?	Yes
Is it visible?	Yes
Is it accessible?	Yes
Others	
Is there any redevelopment here?	Yes
Is there open space?	No





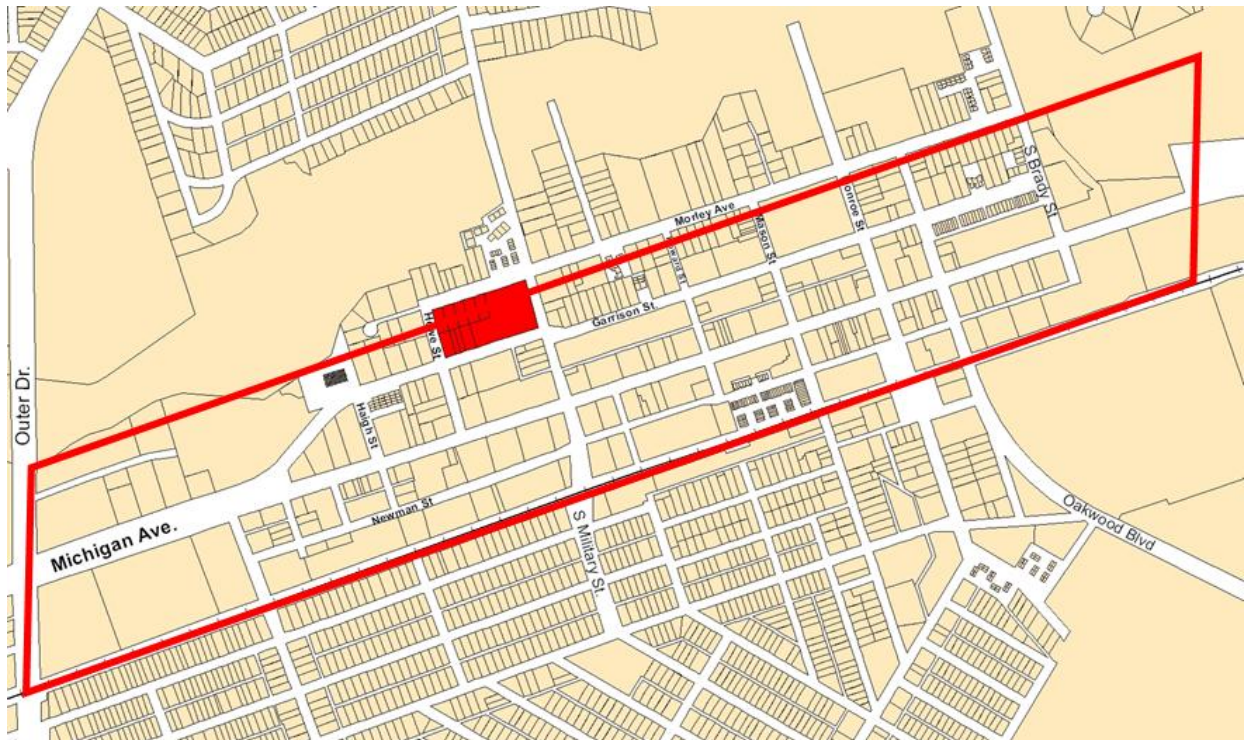
Block Number 23	
Land Use, Business Type and Vacancy	
Land use	Commercial
Any retail vacancies?	No
Business Type	Bank, Motel, Restaurant
Streetscape	
Is landscaping present?	No
Is lighting present?	Yes
Are façades in good condition?	Yes
Any street furniture?	No
Walkability	
Are sidewalks and paving in good condition?	Yes
Any crosswalks?	Yes
Are there buffers from the street?	No
Is there street noise?	Yes
Parking	
Is there parking?	Yes
Is it visible?	Yes
Is it accessible?	Yes
Others	
Is there any redevelopment here?	No
Is there open space?	No





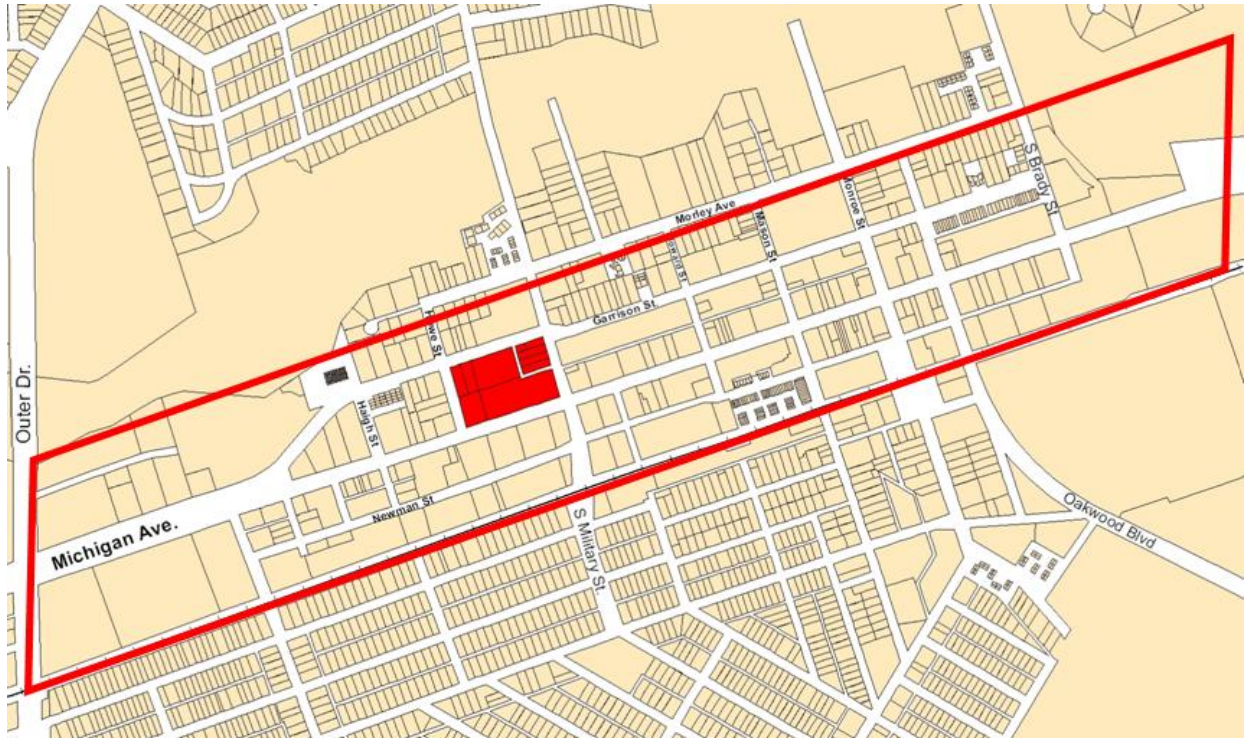
Block Number 24	
Land Use, Business Type and Vacancy	
Land use	Mixed
Any retail vacancies?	Yes
Business Type	Restaurant (vacant), Office building
Streetscape	
Is landscaping present?	No
Is lighting present?	Yes
Are façades in good condition?	No
Any street furniture?	No
Walkability	
Are sidewalks and paving in good condition?	Yes
Any crosswalks?	Yes
Are there buffers from the street?	No
Is there street noise?	Yes
Parking	
Is there parking?	Yes
Is it visible?	Yes
Is it accessible?	Yes
Others	
Is there any redevelopment here?	No
Is there open space?	No





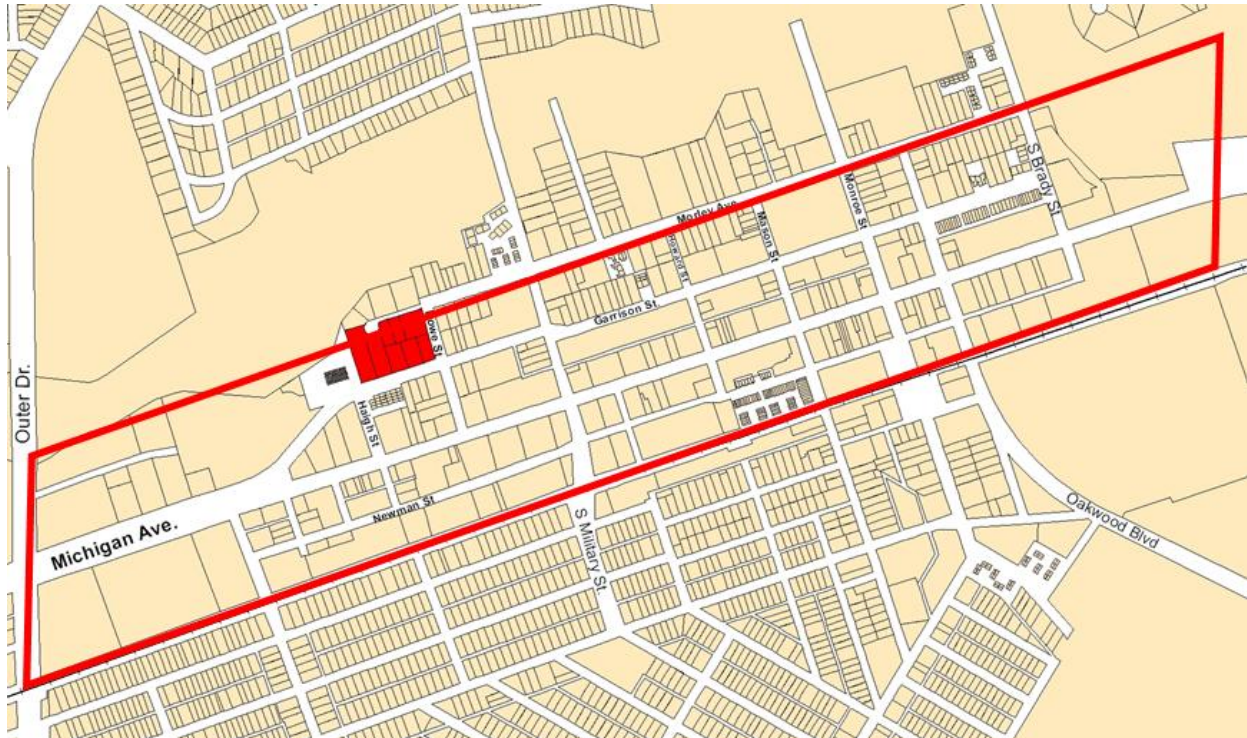
Block Number 25	
Land Use, Business Type and Vacancy	
Land use	Mixed
Any retail vacancies?	No
Business Type	Church, School, Residences, Restaurant, Office
Streetscape	
Is landscaping present?	Yes
Is lighting present?	Yes
Are façades in good condition?	Yes
Any street furniture?	No
Walkability	
Are sidewalks and paving in good condition?	Yes
Any crosswalks?	Yes
Are there buffers from the street?	Yes
Is there street noise?	No
Parking	
Is there parking?	Yes
Is it visible?	Yes
Is it accessible?	Yes
Others	
Is there any redevelopment here?	No
Is there open space?	No





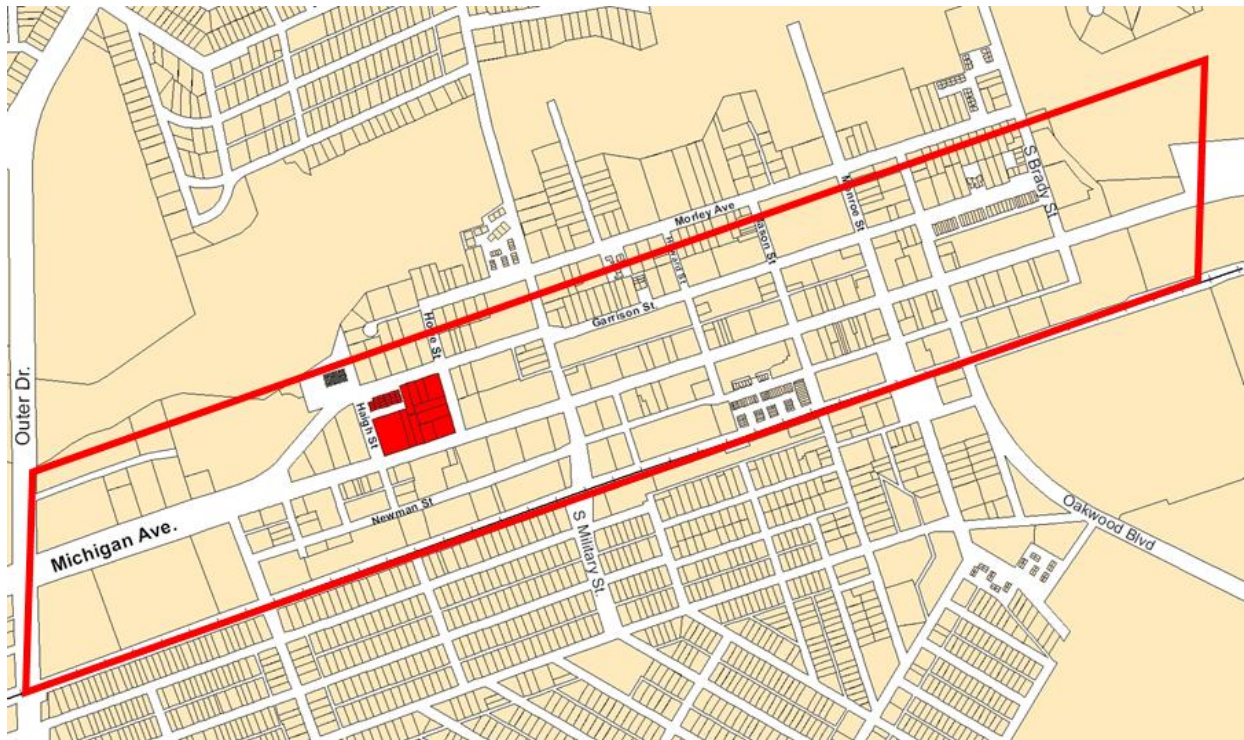
Block Number 26	
Land Use, Business Type and Vacancy	
Land use	Institutional/ Commercial
Any retail vacancies?	No
Business Type	Church, Funeral home
Streetscape	
Is landscaping present?	Yes
Is lighting present?	Yes
Are façades in good condition?	Yes
Any street furniture?	No
Walkability	
Are sidewalks and paving in good condition?	Yes
Any crosswalks?	Yes
Are there buffers from the street?	No
Is there street noise?	Yes
Parking	
Is there parking?	Yes
Is it visible?	Yes
Is it accessible?	Yes
Others	
Is there any redevelopment here?	None visible
Is there open space?	No





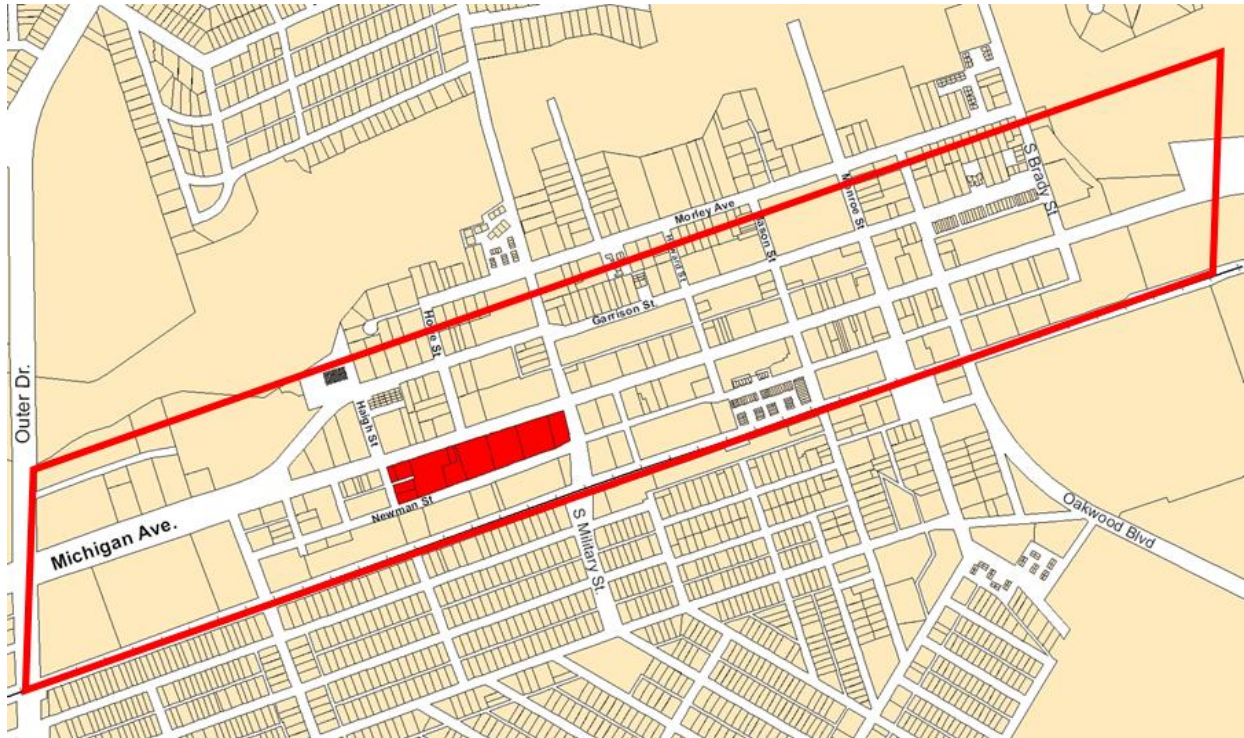
Block Number 27	
Land Use, Business Type and Vacancy	
Land use	Residential
Any retail vacancies?	NA
Business Type	NA
Streetscape	
Is landscaping present?	Yes
Is lighting present?	Yes
Are façades in good condition?	Yes
Any street furniture?	No
Walkability	
Are sidewalks and paving in good condition?	Yes
Any crosswalks?	Yes
Are there buffers from the street?	No
Is there street noise?	No
Parking	
Is there parking?	Yes
Is it visible?	Yes
Is it accessible?	Yes
Others	
Is there any redevelopment here?	No
Is there open space?	No



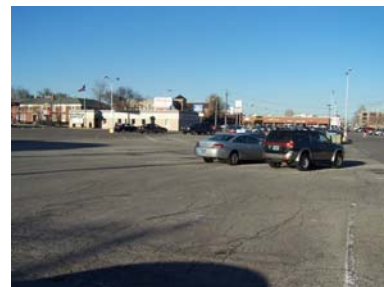


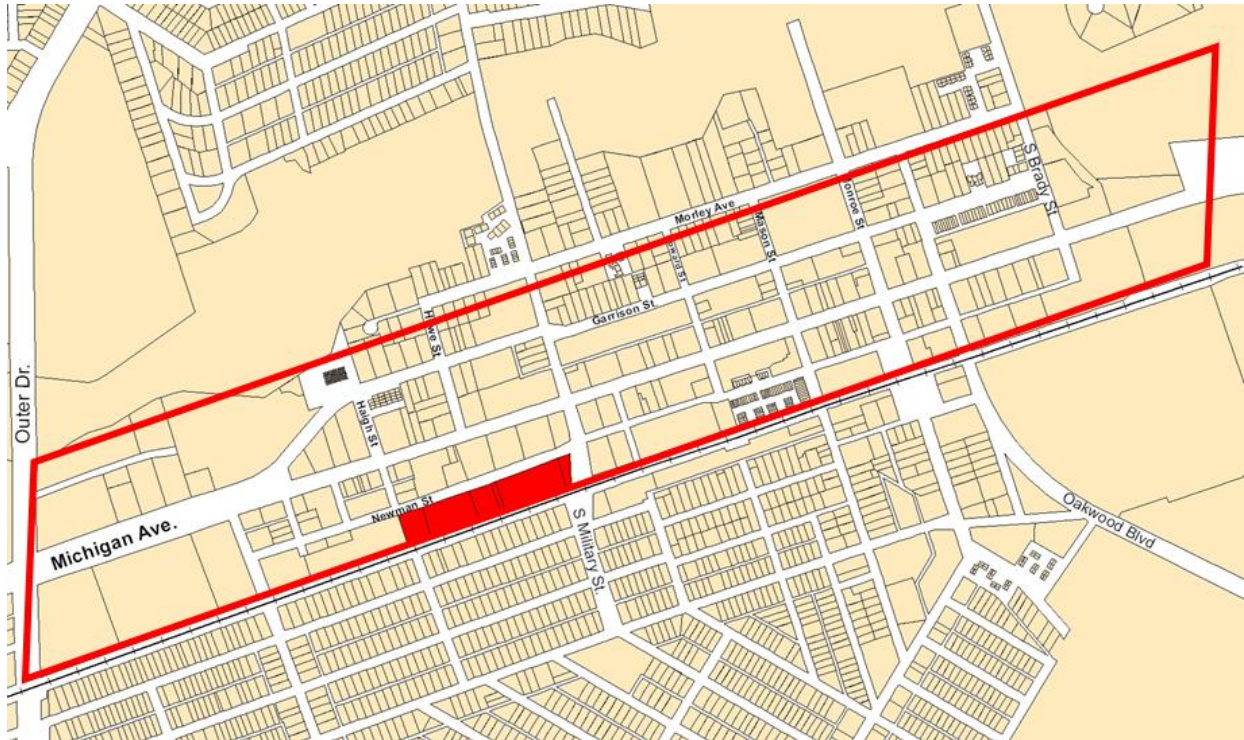
Block Number 28	
Land Use, Business Type and Vacancy	
Land use	Commercial
Any retail vacancies?	Yes
Business Type	Gas station, Antiques, Clothing
Streetscape	
Is landscaping present?	No
Is lighting present?	Yes
Are façades in good condition?	No
Any street furniture?	No
Walkability	
Are sidewalks and paving in good condition?	No
Any crosswalks?	Yes
Are there buffers from the street?	No
Is there street noise?	Yes
Parking	
Is there parking?	Yes
Is it visible?	No
Is it accessible?	Yes
Others	
Is there any redevelopment here?	No
Is there open space?	No





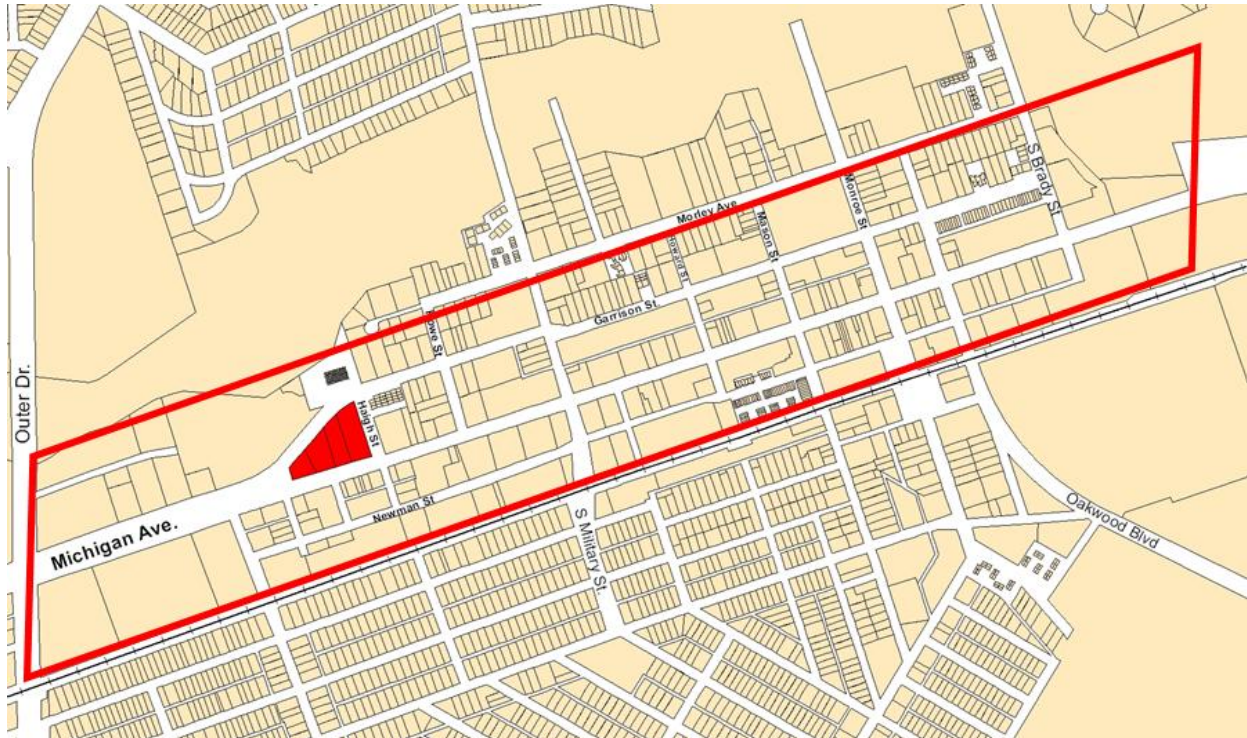
Block Number 29	
Land Use, Business Type and Vacancy	
Land use	Commercial
Any retail vacancies?	Yes
Business Type	Restaurants, Retail
Streetscape	
Is landscaping present?	No
Is lighting present?	Yes
Are façades in good condition?	Yes
Any street furniture?	No
Walkability	
Are sidewalks and paving in good condition?	Yes
Any crosswalks?	Yes
Are there buffers from the street?	No
Is there street noise?	Yes
Parking	
Is there parking?	Yes
Is it visible?	Yes
Is it accessible?	Yes
Others	
Is there any redevelopment here?	Yes
Is there open space?	No





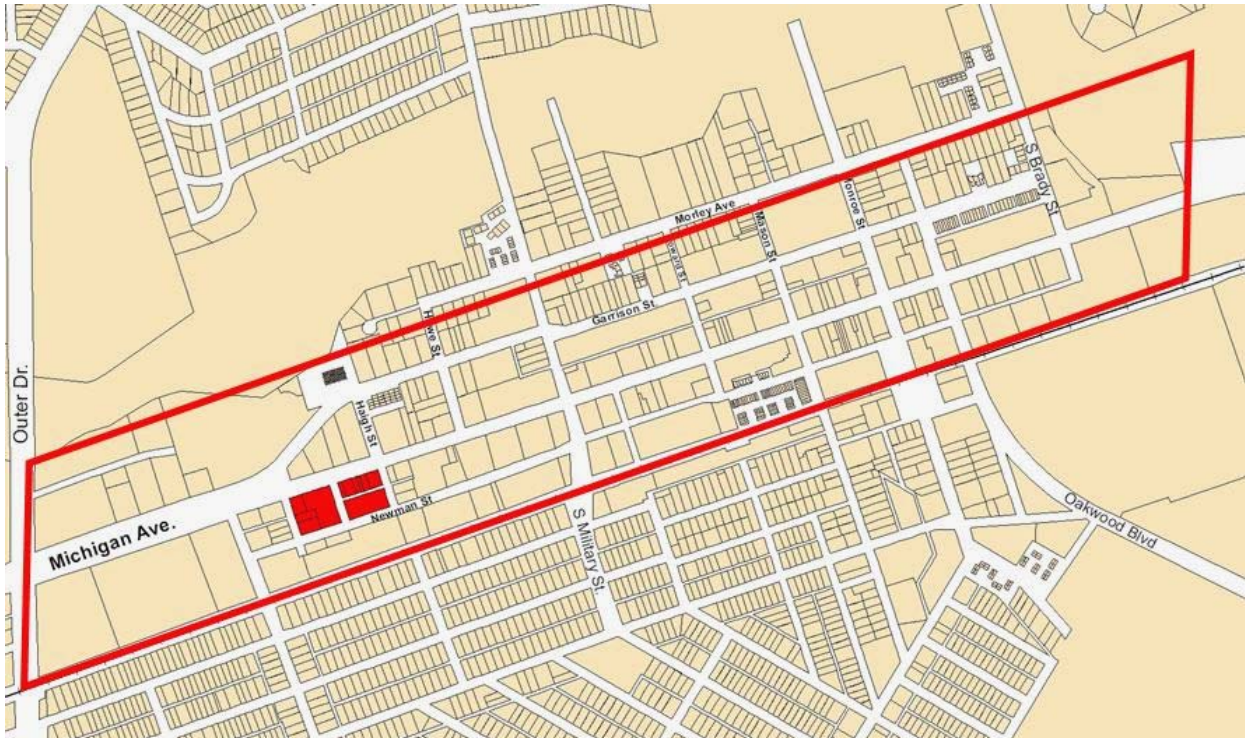
Block Number 30	
Land Use, Business Type and Vacancy	
Land use	Commercial
Any retail vacancies?	Yes
Business Type	Hardware, Furniture, Crafts
Streetscape	
Is landscaping present?	No
Is lighting present?	Yes
Are façades in good condition?	Yes
Any street furniture?	Yes
Walkability	
Are sidewalks and paving in good condition?	Yes
Any crosswalks?	Yes
Are there buffers from the street?	No
Is there street noise?	Yes
Parking	
Is there parking?	No
Is it visible?	NA
Is it accessible?	NA
Others	
Is there any redevelopment here?	No
Is there open space?	No





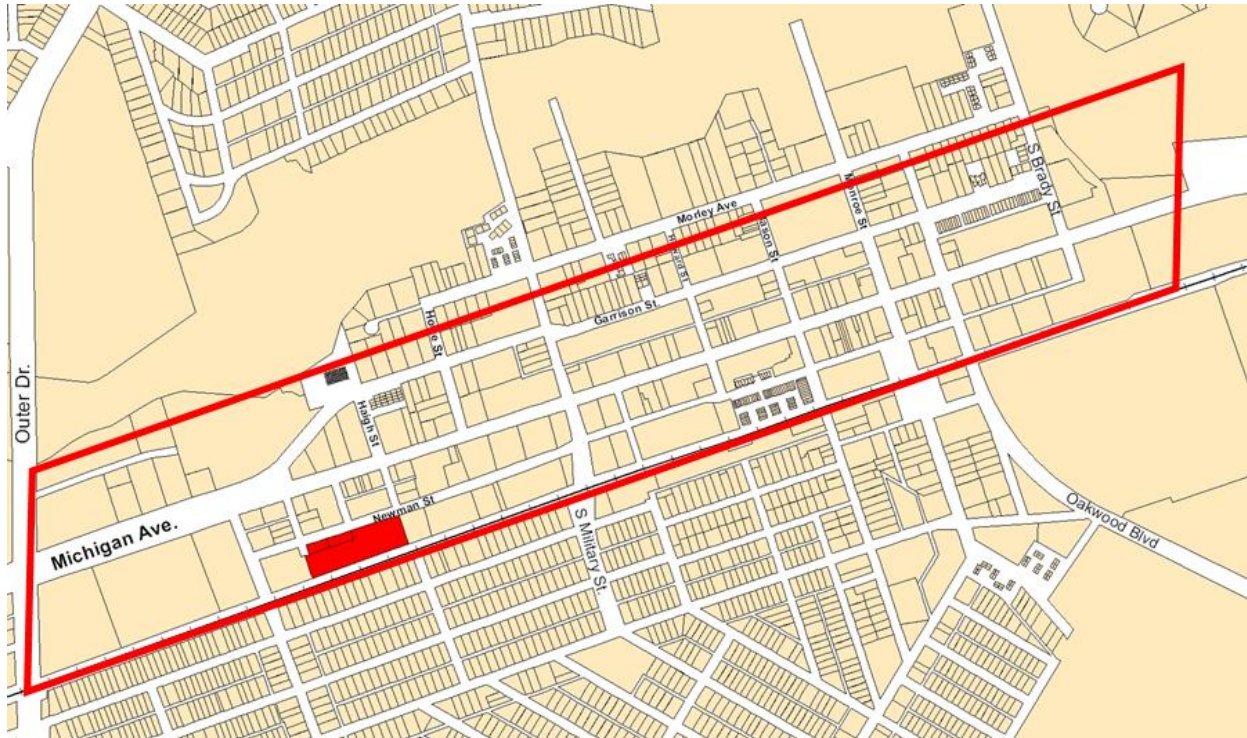
Block Number 31	
Land Use, Business Type and Vacancy	
Land use	Commercial
Any retail vacancies?	No
Business Type	Office, Bank, Retail
Streetscape	
Is landscaping present?	No
Is lighting present?	Yes
Are façades in good condition?	Yes
Any street furniture?	No
Walkability	
Are sidewalks and paving in good condition?	Yes
Any crosswalks?	Yes
Are there buffers from the street?	No
Is there street noise?	Yes
Parking	
Is there parking?	Yes
Is it visible?	Yes
Is it accessible?	Yes
Others	
Is there any redevelopment here?	No
Is there open space?	No





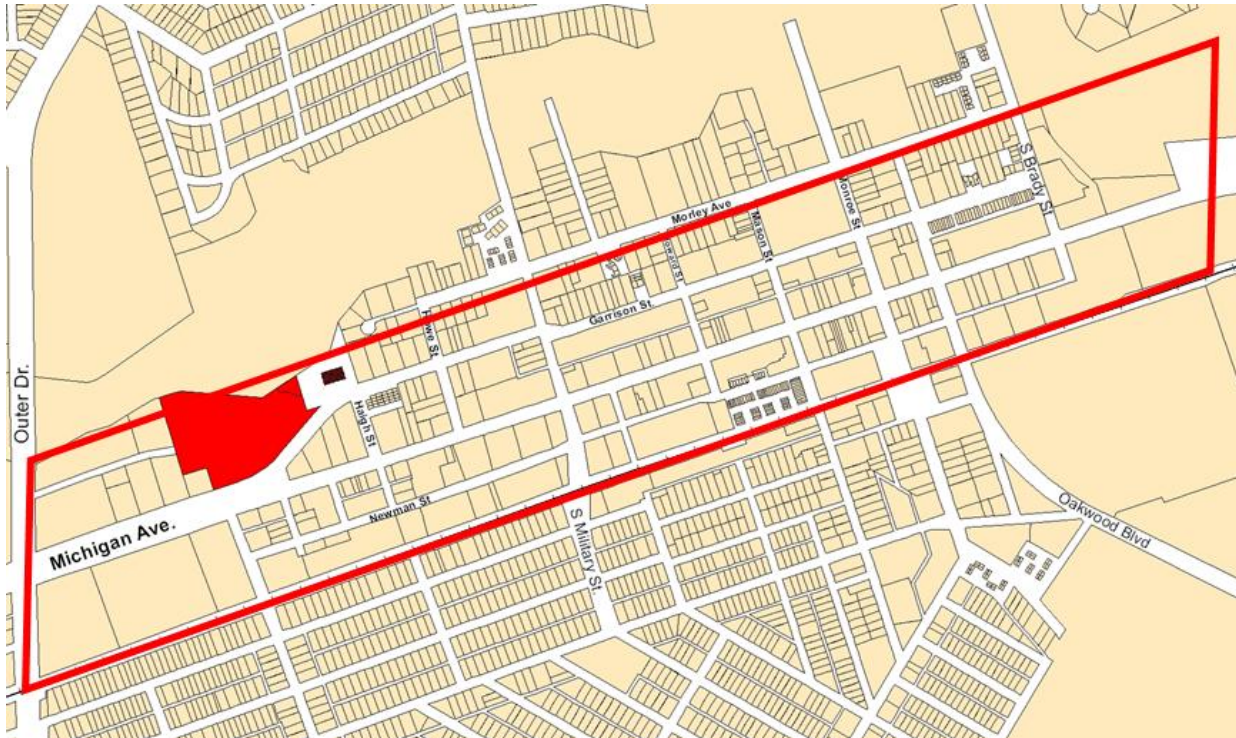
Block Number 32	
Land Use, Business Type and Vacancy	
Land use	Commercial
Any retail vacancies?	No
Business Type	Retail stores, Offices, Restaurants
Streetscape	
Is landscaping present?	No
Is lighting present?	Yes
Are façades in good condition?	Yes
Any street furniture?	No
Walkability	
Are sidewalks and paving in good condition?	Yes
Any crosswalks?	Yes
Are there buffers from the street?	Yes
Is there street noise?	Yes
Parking	
Is there parking?	Yes
Is it visible?	Yes
Is it accessible?	Yes
Others	
Is there any redevelopment here?	No
Is there open space?	No





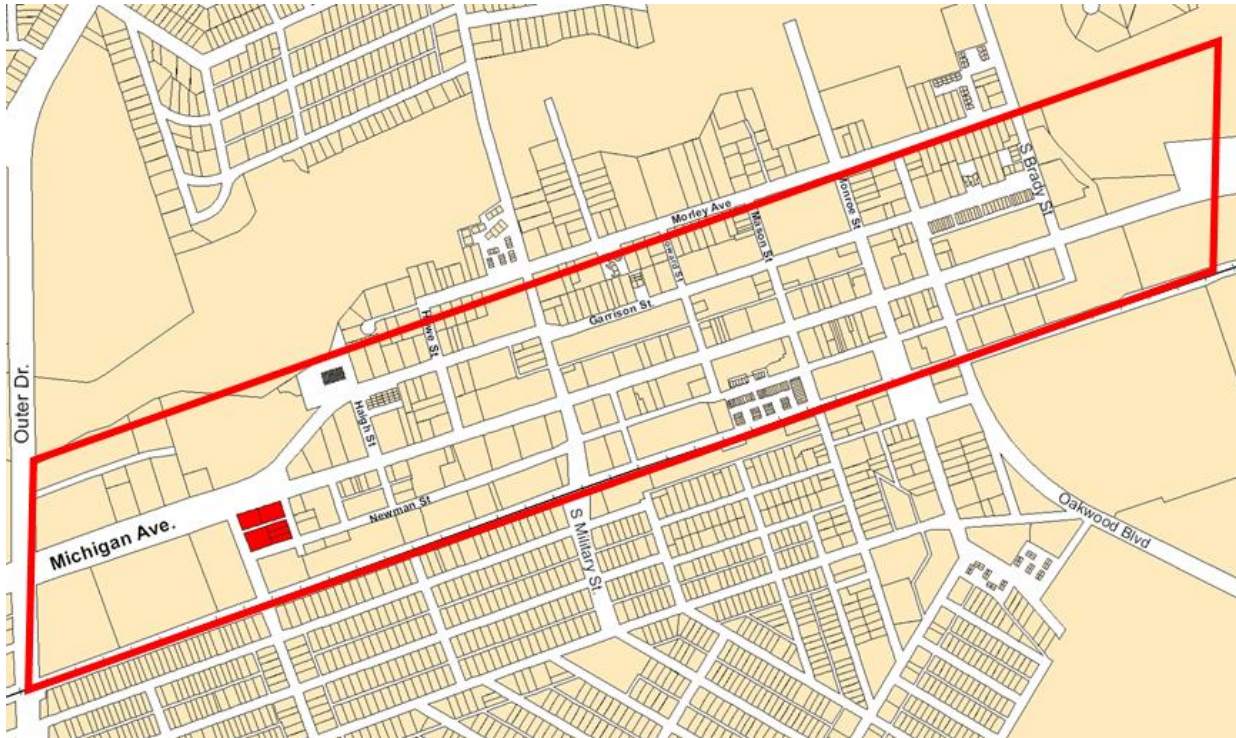
Block Number 33	
Land Use, Business Type and Vacancy	
Land use	Commercial
Any retail vacancies?	Yes
Business Type	Office, Grocery, Retail stores, Restaurants
Streetscape	
Is landscaping present?	Yes
Is lighting present?	Yes
Are façades in good condition?	Yes
Any street furniture?	No
Walkability	
Are sidewalks and paving in good condition?	Yes
Any crosswalks?	Yes
Are there buffers from the street?	Yes
Is there street noise?	Yes
Parking	
Is there parking?	Yes
Is it visible?	Yes
Is it accessible?	Yes
Others	
Is there any redevelopment here?	No
Is there open space?	No





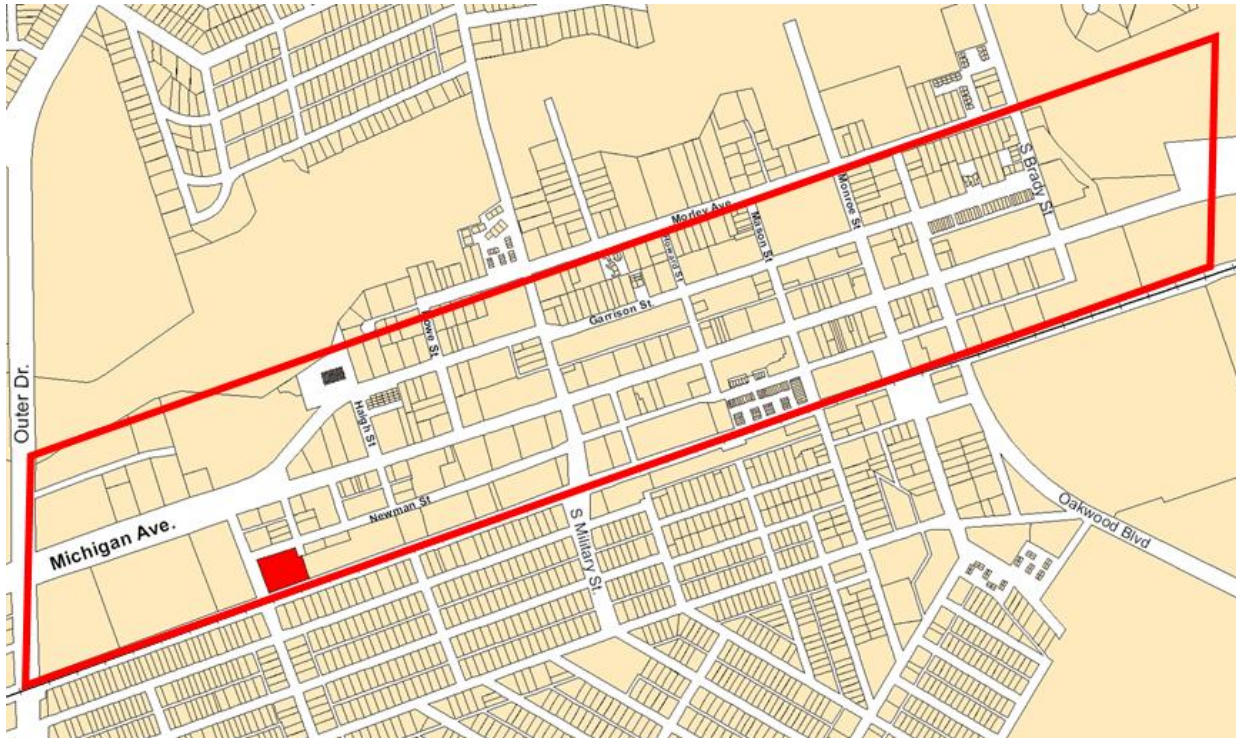
Block Number 34	
Land Use, Business Type and Vacancy	
Land use	Commercial
Any retail vacancies?	Yes
Business Type	Strip retail, Grocery, Restaurant
Streetscape	
Is landscaping present?	Yes
Is lighting present?	Yes
Are façades in good condition?	Yes
Any street furniture?	No
Walkability	
Are sidewalks and paving in good condition?	Yes
Any crosswalks?	No
Are there buffers from the street?	Yes
Is there street noise?	Yes
Parking	
Is there parking?	Yes
Is it visible?	Yes
Is it accessible?	Yes
Others	
Is there any redevelopment here?	No
Is there open space?	No





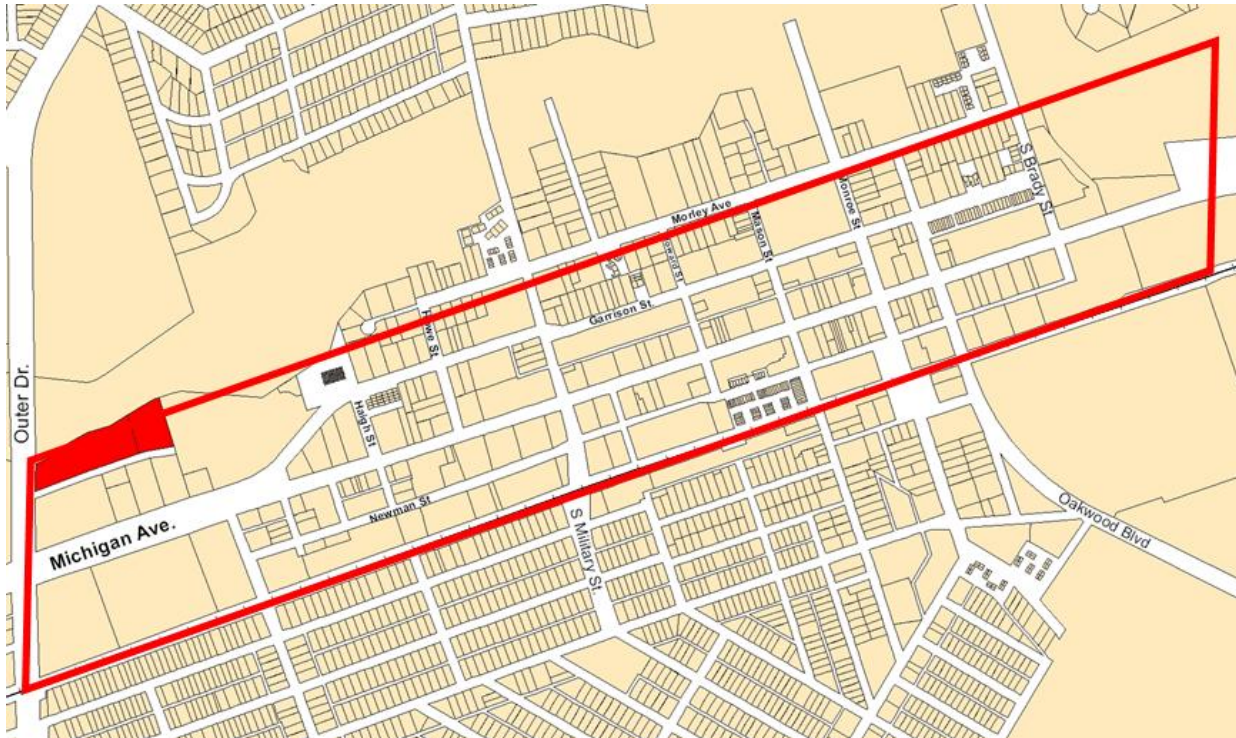
Block Number 35	
Land Use, Business Type and Vacancy	
Land use	Mixed commercial & residential
Any retail vacancies?	Yes
Business Type	Retail stores, Restaurants
Streetscape	
Is landscaping present?	No
Is lighting present?	Yes
Are façades in good condition?	Yes
Any street furniture?	No
Walkability	
Are sidewalks and paving in good condition?	Yes
Any crosswalks?	Yes
Are there buffers from the street?	No
Is there street noise?	Yes
Parking	
Is there parking?	Yes
Is it visible?	Yes
Is it accessible?	Yes
Others	
Is there any redevelopment here?	No
Is there open space?	No





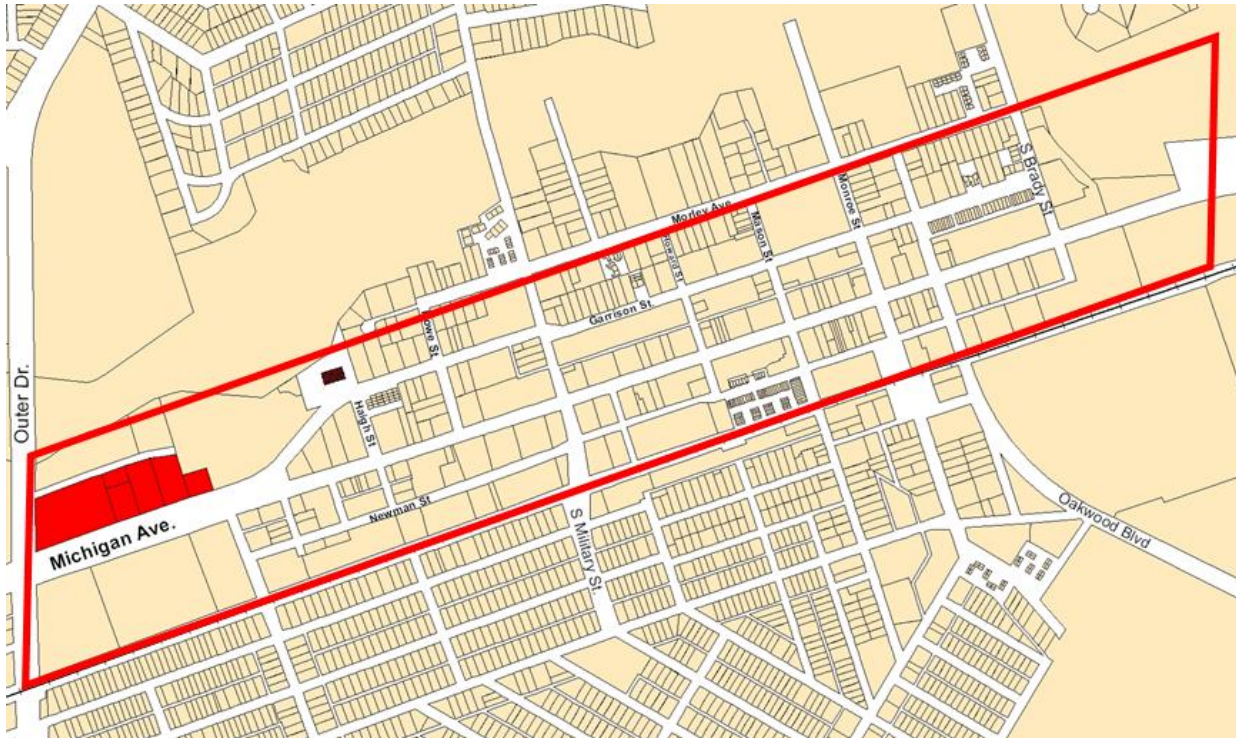
Block Number 36	
Land Use, Business Type and Vacancy	
Land use	Commercial
Any retail vacancies?	No
Business Type	Bell Tire
Streetscape	
Is landscaping present?	Yes
Is lighting present?	Yes
Are façades in good condition?	Yes
Any street furniture?	No
Walkability	
Are sidewalks and paving in good condition?	Yes
Any crosswalks?	Yes
Are there buffers from the street?	No
Is there street noise?	Yes
Parking	
Is there parking?	Yes
Is it visible?	Yes
Is it accessible?	Yes
Others	
Is there any redevelopment here?	No
Is there open space?	No





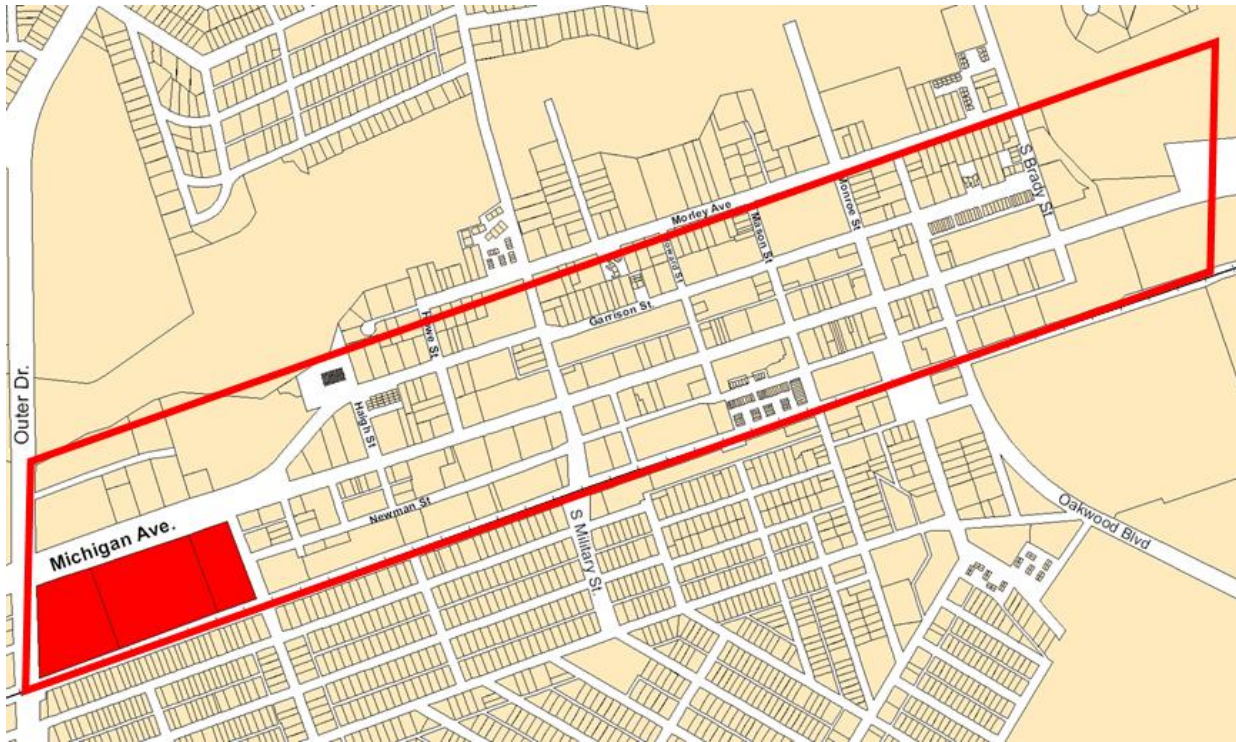
Block Number 37	
Land Use, Business Type and Vacancy	
Land use	Commercial
Any retail vacancies?	No
Business Type	Office
Streetscape	
Is landscaping present?	Yes
Is lighting present?	Yes
Are façades in good condition?	Yes
Any street furniture?	No
Walkability	
Are sidewalks and paving in good condition?	No
Any crosswalks?	No
Are there buffers from the street?	No
Is there street noise?	No
Parking	
Is there parking?	Yes
Is it visible?	Yes
Is it accessible?	Yes
Others	
Is there any redevelopment here?	No
Is there open space?	No





Block Number 38	
Land Use, Business Type and Vacancy	
Land use	Commercial
Any retail vacancies?	Yes
Business Type	Gym, Retail, Restaurant, Car dealer, Office
Streetscape	
Is landscaping present?	Yes
Is lighting present?	Yes
Are façades in good condition?	Yes
Any street furniture?	No
Walkability	
Are sidewalks and paving in good condition?	Yes
Any crosswalks?	Yes
Are there buffers from the street?	No
Is there street noise?	Yes
Parking	
Is there parking?	Yes
Is it visible?	Yes
Is it accessible?	Yes
Others	
Is there any redevelopment here?	Yes
Is there open space?	No





Block Number 39	
Land Use, Business Type and Vacancy	
Land use	Commercial
Any retail vacancies?	No
Business Type	Strip retail, Grocery
Streetscape	
Is landscaping present?	Yes
Is lighting present?	Yes
Are façades in good condition?	Yes
Any street furniture?	No
Walkability	
Are sidewalks and paving in good condition?	Yes
Any crosswalks?	Yes
Are there buffers from the street?	No
Is there street noise?	Yes
Parking	
Is there parking?	Yes
Is it visible?	Yes
Is it accessible?	Yes
Others	
Is there any redevelopment here?	No
Is there open space?	No



Appendix B: Legislation Comparison

Principal Shopping District (PSD) and Business Improvement District (BID)

Through the provisions of Michigan Public Act 120 of 1961, cities may create a Business Improvement District (BID), Principal Shopping District (PSD) or Business Improvement Zone (BIZ) to promote economic development. A BID/PSD allows a city to collect revenues, levy special assessments, and issue bonds in order to address the maintenance, security, and operation of that district. A provision under Chapter 2 of the Act allows a BIZ to be created by private property owners of those parcels in a zone plan within a city or village.

Who Is Eligible to Apply?

Only cities may create and have one or more BIDs. A BID may be one or more portions of a city or combinations of contiguous portions of two or more cities. The designated BID areas must be predominately commercial or industrial use. Only cities may create a PSD. A PSD may be created if the city has a commercial area containing a minimum of 10 retail businesses and the city has a master plan that includes an urban design plan designating a PSD or the development of a PSD. A BIZ is created by a petition driven by at least 30 percent of the property owners within a zone plan.

How Does It Work?

Cities may establish by resolution a BID and begin to fund activities for the district. The chief executive officer of the city determines the members of the BID board for the district to serve as an advisory board to the city. If the BID is located in more than one city, each city appoints a representative to the board. The remaining members of the BID will be nominees of businesses and property owners located within the district.

A city may establish a PSD and begin to fund activities for the district. The chief executive officer of the city may appoint a PSD management board for the district to serve as an advisory board to the city.

A city is empowered through its BID/PSD to:

- Open, widen, extend, realign, pave, maintain or otherwise improve roads and construct, reconstruct, maintain or relocate pedestrian walkways.
- Prohibit or regulate vehicular traffic or parking where necessary for a BID/PSD project.
- Acquire, own, maintain, demolish, develop, improve, or operate properties, off-street parking lots or structures.
- Contract or appoint agents for the operation or maintenance of city off-street parking lots or structures.
- Construct, maintain and operate malls with bus stops, information centers and other public interest buildings.
- Acquire by purchase, gift, or condemnation and own, maintain or operate real or personal property.
- Promote economic development in the district through conducting market research and public relations campaigns; developing, coordinating and conducting retail and institutional promotions; and sponsoring special events and related activities.

- Provide or contract the administration, maintenance, security and operation of the district.

The cost of projects within a BID or PSD may be financed by:

- Grants and gifts to the city or district.
- City funds.
- The issuance of general obligation bonds of the city.
- The issuance of revenue bonds by the city under the Revenue Bond Act of 1933 or under any other applicable revenue bond act. The issuance of the bonds shall be limited to the part or parts of the district project that are public improvements
- The levying of special assessments against land or interests in land or both.
- Any other source.

What Is the Process?

A city may establish the boundaries of a BID/PSD by resolution. The resolution must contain:

- The geographic boundaries of the district.
- The number of board members in the district.
- The different classes of property owners in that district.
- The class of business or property owners, if any, who are projected to pay more than 50% of the special assessment levied.

A BID and/or PSD can work in cooperation with existing Downtown Development Authorities (DDA). One or more BIZs may be established in a city or village even if the entity has established a BID or PSD.

Why Would a Community Want to Establish this Program?

A BID/PSD provides business with the opportunity to come together and use their expertise, experience and financing to improve the marketing, infrastructure and operational aspects of their business area, each of which has an impact on their individual businesses.

Downtown Development Authority (DDA)

The Downtown Development Authority (DDA), established in Michigan Public Act 197 of 1975 (as amended) is designed to be a catalyst in the development of a community's downtown district. The DDA provides for a variety of funding option including the 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. Many communities across Michigan have used their DDA to finance streetscape improvements, parking, underground utilities, and other public infrastructure improvements, downtown marketing efforts and downtown staff operations.

Who is Eligible?

Any city, village, or township, which has an area in the downtown of a municipality zoned and used principally for business, is eligible.

How Does It Work?

Once established, the DDA prepares a development plan and a tax increment financing plan to submit for approval to the local municipality. A development plan describes the costs, location and resources for the implementation of the public improvements that are projected to take place in the DDA district. A tax increment financing plan includes the development plan and details the tax increment procedure, the amount of bonded indebtedness to be incurred, and the duration of the program. After adoption of the two plans, the development plan is implemented and the tax increments, which occur as a result of improvements in the eligible property, accrue to the DDA to be used as required by the development plan. The activities of the DDA may be financed by:

- Donations to the authority
- Proceeds from the levy of a millage
- Revenue bonds
- Revenues from buildings owned or leased by the DDA
- Tax increments
- Special assessment
- Grants

An annual report must be submitted to the municipality and to the State Tax Commission on the status of the tax increment financing plan.

What Is the Process?

Only one per community may be established. (Although the City of Dearborn has two) The governing body makes the following findings:

There is a business district area within the municipality which it desires to designate as a downtown district.

That within such area the general property values are (and have been) deteriorating.

- That property tax valuation must be increased in the area.
- The community must eliminate the causes of deterioration.
- Economic growth must be promoted in such area
- The governing body sets a public hearing, based upon its resolution of intent, to create a DDA.
- Notice must be given of a public hearing by publication and mail to taxpayers within a proposed district and to the governing body of each taxing jurisdiction levying taxes that would be subject to capture of tax increment revenues.
- Public hearing is held.
- Not less than 60 days following the public hearing, the governing body may adopt by resolution the creation of the DDA and designating the boundaries of the DDA district.
- The resolution must be published at least once in the local newspaper and filed with the Secretary of State.

The governing board of the DDA shall be appointed by the municipality or in communities of less than 5,000 people; the planning commission can serve as the DDA board.

Corridor Improvement Authority Act

What Is It?

Through the provisions of Michigan Public Act 280 of 2005, a municipality may create a Corridor Improvement Authority (CIA) in order to, revitalize business districts, encourage historic preservation, promote economic growth, levy and collect taxes, issue bonds, and utilize tax increment financing.

Who Is Eligible?

Any city, village or township, which has an area in the downtown of a municipality zoned and used principally for business that has been established for thirty years or more, is eligible.

How Does It Work?

Once a municipality establishes the CIA the development area must be defined by the approved governing body of the municipality. If a board decides to finance a project by using revenue bonds or tax increment financing it must prepare a development plan.

The activities of the CIA may be financed by:

- Donations to the authority
- Proceeds from the levy of a millage
- Revenue bonds
- Revenues from buildings owned or leased by the DDA
- Tax increments
- Special assessment
- Grants

A municipality is empowered through its CIA to:

- Prepare an analysis of economic changes taking place in the development area.
- Study and analyze the impact of metropolitan growth upon the development area.
- Plan and propose the construction, renovation, repair, remodeling, rehabilitation, restoration, preservation, or reconstruction of a public facility, an existing building, or a multiple-family dwelling unit which may be necessary or appropriate to the execution of a plan which, in the opinion of the board, aids in the economic growth of the development area.
- Plan, propose, and implement an improvement to a public facility within the development area to comply with the barrier free design requirements of the state construction code promulgated under the Stille-DeRossett-Hale single state construction code act, 1972 PA 230, MCL 125.1501 to 125.1531.

- Develop long-range plans, in cooperation with the agency that is chiefly responsible for planning in the municipality, designed to halt the deterioration of property values in the development area and to promote the economic growth of the development area, and take steps as may be necessary to persuade property owners to implement the plans to the fullest extent possible.
- Implement any plan of development in the development area necessary to achieve the purposes of this act in accordance with the powers of the authority granted by this act.
- Make and enter into contracts necessary or incidental to the exercise of its powers and the performance of its duties.
- Acquire by purchase or otherwise, on terms and conditions and in a manner the authority considers proper or own, convey, or otherwise dispose of, or lease as lessor or lessee, land and other property, real or personal, or rights or interests in the property, that the authority determines is reasonably necessary to achieve the purposes of this act, and to grant or acquire licenses, easements, and options.
- Improve land and construct, reconstruct, rehabilitate, restore and preserve, equip, improve, maintain, repair, and operate any building, including multiple-family dwellings, and any necessary or desirable appurtenances to those buildings, within the development area for the use, in whole or in part, of any public or private person or corporation, or a combination thereof.
- Fix, charge, and collect fees, rents, and charges for the use of any facility, building, or property under its control or any part of the facility, building, or property, and pledge the fees, rents, and charges for the payment of revenue bonds issued by the authority.
- Lease, in whole or in part, any facility, building, or property under its control.
- Accept grants and donations of property, labor, or other things of value from a public or private source.
- Acquire and construct public facilities.
- Conduct market research and public relations campaigns, develop, coordinate, and conduct retail and institutional promotions, and sponsor special events and related activities.
- Contract for broadband service and wireless technology service in a development area.

(Source: Public Act 280 of 2005)

What Is The Process?

1. "Except as otherwise provided in this subsection, a municipality may establish multiple authorities. A parcel of property shall not be included in more than 1 authority created under this act." (Public Act 280 of 2005)

2. "If the governing body of a municipality determines that it is necessary for the best interests of the public to redevelop its commercial corridors and to promote economic growth, the governing body may, by resolution, declare its intention to create and provide for the operation of an authority." (Public Act 280 of 2005)
3. The governing body sets a public hearing, based upon its resolution of intent, to create a Corridor Improvement Authority.
4. "Notice of the public hearing shall be published twice in a newspaper of general circulation in the municipality, not less than 20 or more than 40 days before the date of the hearing. Not less than 20 days before the hearing, the governing body proposing to create the authority shall also mail notice of the hearing to the property taxpayers of record in the proposed development area, to the governing body of each taxing jurisdiction levying taxes that would be subject to capture if the authority is established and a tax increment financing plan is approved, and to the state tax commission... notice of the hearing shall be posted in at least 20 conspicuous and public places in the proposed development area not less than 20 days before the hearing." (Public Act 280 of 2005)
5. Public hearing is held.
6. "Not less than 60 days after the public hearing, if the governing body of the municipality intends to proceed with the establishment of the authority it shall adopt, by majority vote of its members, an ordinance establishing the authority and designating the boundaries of the development area within which the authority shall exercise its powers."(Public Act 280 of 2005)
7. The resolution must be published at least once in the local newspaper and filed with the Secretary of State.
8. The board of the Corridor Improvement Authority shall be appointed by the Chief Executive (Mayor or City Manager) of municipality and approved by the governing body of the municipality.
9. The board should be comprised of, "Not less than a majority of the members shall be persons having an ownership or business interest in property located in the development area. At least 1 of the members shall be a resident of the development area or of an area within 1/2 mile of any part of the development area." (Public Act 208 of 2005)

Why Create A Corridor Improvement Authority?

By enabling one authority to contract for broadband, own and lease property, rehabilitate public and private buildings, newly construct public facilities, and market the district it creates a more cohesive and complete economic development strategy in order to revitalize cities, villages and townships alike. The authority has the power to levy and collect taxes, issue revenue bonds, create special districts, and utilize tax increment financing mechanisms. The powers of the

authority, in conjunction with its ability to capture revenue, create a sustainable and powerful tool for municipal government.

Source: <http://www.michigan.org/medc/services/general/cat/products>

Appendix C: Visual Examples of Recommended Improvements

Visual Examples of Recommended Improvements



***Examples of Wayfinding, Furniture, Lighting, and Trees**



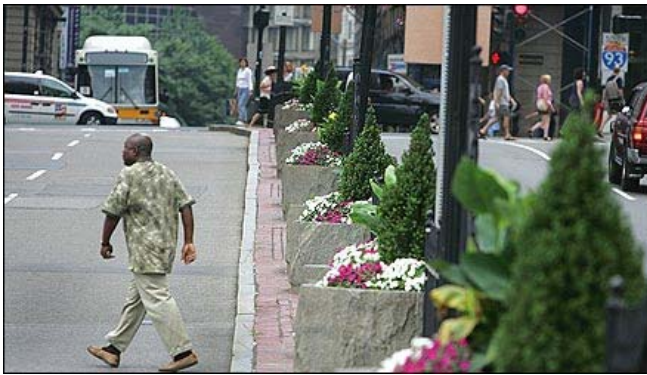
***Examples of Wayfinding**



***Example of crosswalk**



***Example of Information kiosk**



***Example of Beautification**



***Example of Potted plants**



***Example of Wayfinding**



***Example of Wayfinding**



***Example of Mass transit**

Appendix D: Previous Reports

- Community Vision and Urban Design Principles
- Dearborn West Downtown Mayor's Task Force: Final Report

APPENDIX E: DEFINITIONS OF MATRICES

CHAPTER 5: SPECIAL ASSESSMENT LEGISLATION COMPARISON MATRIX -
DEFINITIONS

CHAPTER 6: CASE STUDY COMPARISON MATRIX

Chapter 5: Special Assessment Legislation Comparison Matrix – Definitions

This matrix compares the legislation creating the Business Improvement District (BID), Principal Shopping District (PSD), Downtown Development Authority (DDA), and Corridor Improvement Authority (CIA) on the characteristic defined below.

1. *General Characteristics* – Exploring the general characteristics of the special assessment district as laid out by the appropriate legislation. Sub-categories include:
 - a. *Amend District Boundaries*: The ability of the municipality to amend the boundaries of the district after the original date of establishment.
 - b. *Cross-Municipality*: The ability of the municipality to enter a joint agreement with an adjoining municipality for the operation and administration of the special assessment district.
 - c. *Number of Like-Districts*: The ability of the municipality to create more than one non-contiguous special assessment district of the same type.
 - d. The composition of the governing board for the special assessment district, including:
 - i. *Business/Property Owner Input* - Representation of Business and/or Property Owners.
 - ii. *Residential Input* - Representation of Residential Neighborhoods either within and/or adjacent to the special assessment district.
 - iii. *Municipality Input* - Representation of the Municipalities where the special assessment district falls in.
 - e. *District Lifespan*: The lifespan of the special assessment district as set forth by the enabling legislation.
2. *Funding/Revenue Options* – Exploring the potential funding and revenue options available to the special assessment district as permitted by the appropriate legislation. Sub-categories include:
 - a. *Grants and Donations* - The ability of the municipality to accept grants and donations from public and/or private sources.
 - b. The ability of the special assessment district to issue bonds, including:
 - i. *General Obligation Bonds*
 - ii. *Revenue Bonds*
 - c. *Special Assessments* - The ability of the special assessment district to levy special assessments within the district boundaries.
 - d. *Loans* - The ability of the special assessment district to borrow funds in the form of loans.
 - e. *Property Revenue* - The ability of the special assessment district to collect funds from property that is owned by the district.
 - f. *Tax Increment Financing* - The ability of the special assessment district to gather revenue from tax increment financing.
 - g. *Local Government Funds* - The availability of local municipal funds for special assessment district projects, services, and/or operation costs.
3. *Service Options* - The scope of services and/or powers of the special assessment district as detailed by the appropriate legislation. Sub-categories include:

- a. *Market Research* - The ability of the special assessment district to conduct market research as it relates to the district.
 - b. *Broadband and Wireless Service* - The ability of the special assessment district to contract with other public or private sources for broadband service and/or wireless technology service within the district boundaries.
 - c. *Contract for District Services* - The ability of the special assessment district to contract with other public and/or private entities when providing services to the district – types of services covered by this section vary based on the type and outlined structure of the district.
 - d. *Long-Range Plans* - The ability of the special assessment district to work with municipal planners and leaders to formulate long-range plans for the district.
 - e. The ability of the special assessment district to conduct marketing campaigns for:
 - i. *General Marketing* - General marketing of the special assessment district.
 - ii. *Retail Marketing* - Marketing of retail sector within the special assessment district.
 - iii. *Non-Retail/Non-General Marketing* – Marketing of the district not covered under General and retail marketing of district.
 - f. *Public Relations* - The ability of the special assessment district to create, maintain and manage public relations campaigns not authorized under marketing.
 - g. *Event/Activity Sponsorship* - The ability of the special assessment district to sponsor and/or fund special events and activities within the district.
 - h. *Study/Analyze Metro Growth* - The ability of the special assessment district to study and analyze the impact of metropolitan growth upon the district.
4. *Property Management* - The types of property management and ownership options available for the special assessment district as enabled by the appropriate legislation. Sub-categories include:
- a. *Build/Buy Public Facilities* - The ability of the special assessment district to acquire and/or construct public facilities and multi-family housing.
 - b. *Ownership/Lease Agreements* - The ability of the special assessment district to purchase, own, or otherwise dispose of; or lease as lesser or lessee, land and other property.
 - c. *Property Fees and Rents* - The ability of the special assessment district to fix, charge, and collect fees, rents, and charges for use of any facility or property owned by the district.
 - d. *Construct/Maintain Property* - The ability of the special assessment district to plan and propose the construction, renovation, repair, remodeling, rehabilitation, restoration, preservation, or reconstruction of public facilities and/or an existing building.

Chapter 6: Comparing the Case Study Cities and Their Special Assessment Districts

This matrix compares the legislation creating the Business Improvement District (BID), Principal Shopping District (PSD), Downtown Development Authority (DDA), and Corridor Improvement Authority (CIA) on the characteristic defined below.

1. *General* – The general data gathered from each of the comparison cities and Dearborn. Sub-categories include:
 - a. *Population*: The population of each city gathered from the 2000 census.
 - b. *Metro. Area Pop.*: The population of the MSA of each city gathered from the 2000 census.
 - c. *Mid-sized city*: Each city fits into our criteria for Medium sized cities. Our criteria for city size is as follows:
 - i. *Very small*: Cities with population less than or equal to 5,000.
 - ii. *Small*: Cities with population greater than 5,000 and less than or equal to 25,000.
 - iii. *Mid*: Cities with population greater than 25,000 and less than or equal to 250,000.
 - iv. *Large*: Cities with population greater than 250,000 and less than or equal to 1,000,000.
 - v. *Very large*: Cities with population greater than 1,000,000.
 - d. *Is Area Growing?*: The population of the city is growing in population and/or economically.
2. *Traffic* – The traffic data gathered from each of the comparison cities and Dearborn. Sub-categories include:
 - a. *Located near trunk line*: A trunk line either feeds into the city or within a one mile radius.
 - b. *Trunk line traffic counts*: Traffic counts of the trunk line using Annual Average Daily Traffic (AADT). Rankings are as follows:
 - i. 1: less than 10,000 AADT
 - ii. 2: greater than or equal to 10,000 and less than 20,000 AADT
 - iii. 3: greater than or equal to 20,000 and less than 30,000 AADT
 - iv. 4: greater than or equal to 30,000 AADT
 - c. *Located near interstate*: An interstate is within a one-mile radius.
 - d. *Interstate traffic counts*: Traffic counts of the interstate using AADT. Rankings are as follows:
 - i. 1: less than 20,000 AADT
 - ii. 2: greater than or equal to 20,000 and less than 50,000 AADT
 - iii. 3: greater than or equal to 50,000 and less than 75,000 AADT
 - iv. 4: greater than or equal to 75,000 AADT
3. *Attractions* – The variety of amenities that would attract people to the area. Sub-categories include:
 - a. *University*: A college or university located within the city.
 - b. *Museum*: A museum located within the city.
 - c. *Convention Center*: A convention center located within the city.

- d. *Themed attraction/park*: A tourist destination such as a theme park or city with a common theme.
- 4. *Business Types* – The variety of business types located within the special assessment district.
 - a. *Retail*: Retail establishments in the special assessment district.
 - b. *Restaurant*: Restaurants in the special assessment district.
 - c. *Entertainment*: Venues for entertainment in the assessment district.
 - d. *Office*: Office spaces in the assessment district.
 - e. *Hotel/Conference*: Hotels and conference centers in the district.
- 5. *Structure* – The type of authority or district used by the city. These include: Business Improvement Districts, Principal Shopping Districts, Downtown Development Authority, Downtown Improvement Districts, Business Improvement Area, Downtown Development Board, and Community Redevelopment Agency.
- 6. *Budget (\$)* – The amount of money, in U.S. dollars, used by the associated Structure.
- 7. *Budget (Use)* – The different uses that a city does with its budget money. Sub-categories include:
 - a. *Maintenance*: Trash pick-up, snow shoveling, street cleaning, etc.
 - b. *Beautification*: Aesthetic enhancement including landscaping, public art, design requirements, etc.
 - c. *Administration*: Costs related to staff, office operation, meetings, travel expenses, etc.
 - d. *Marketing and Communication*: Strategies designed to acquire customers and business, preserve customer base, and promote a positive image for the district.
 - e. *Advocacy*: Lobbying government on the behalf of the businesses.
 - f. *Special Events*: Street festivals, special promotions, performing arts events, and holiday observances.

Security: Policing in the district.