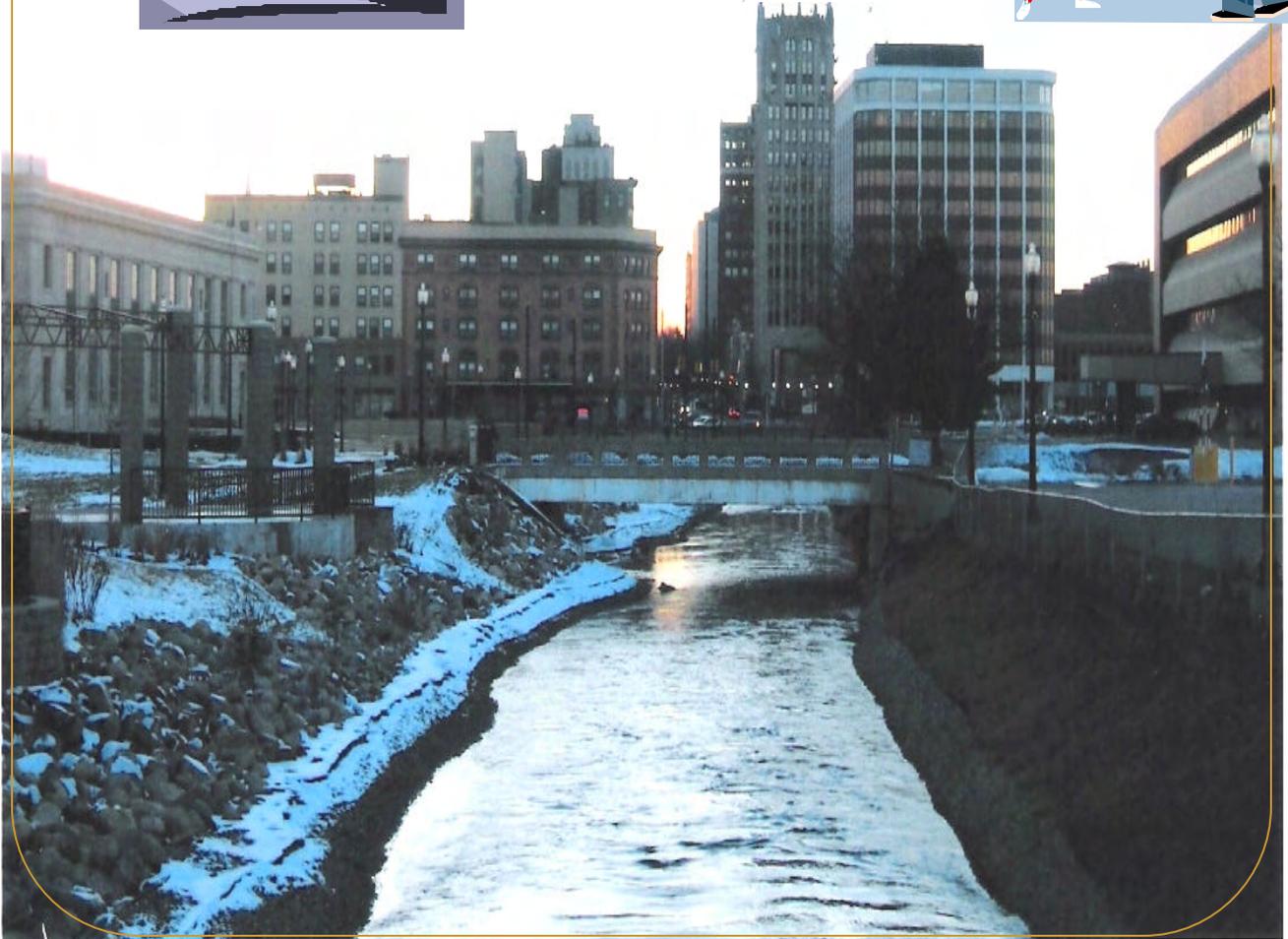
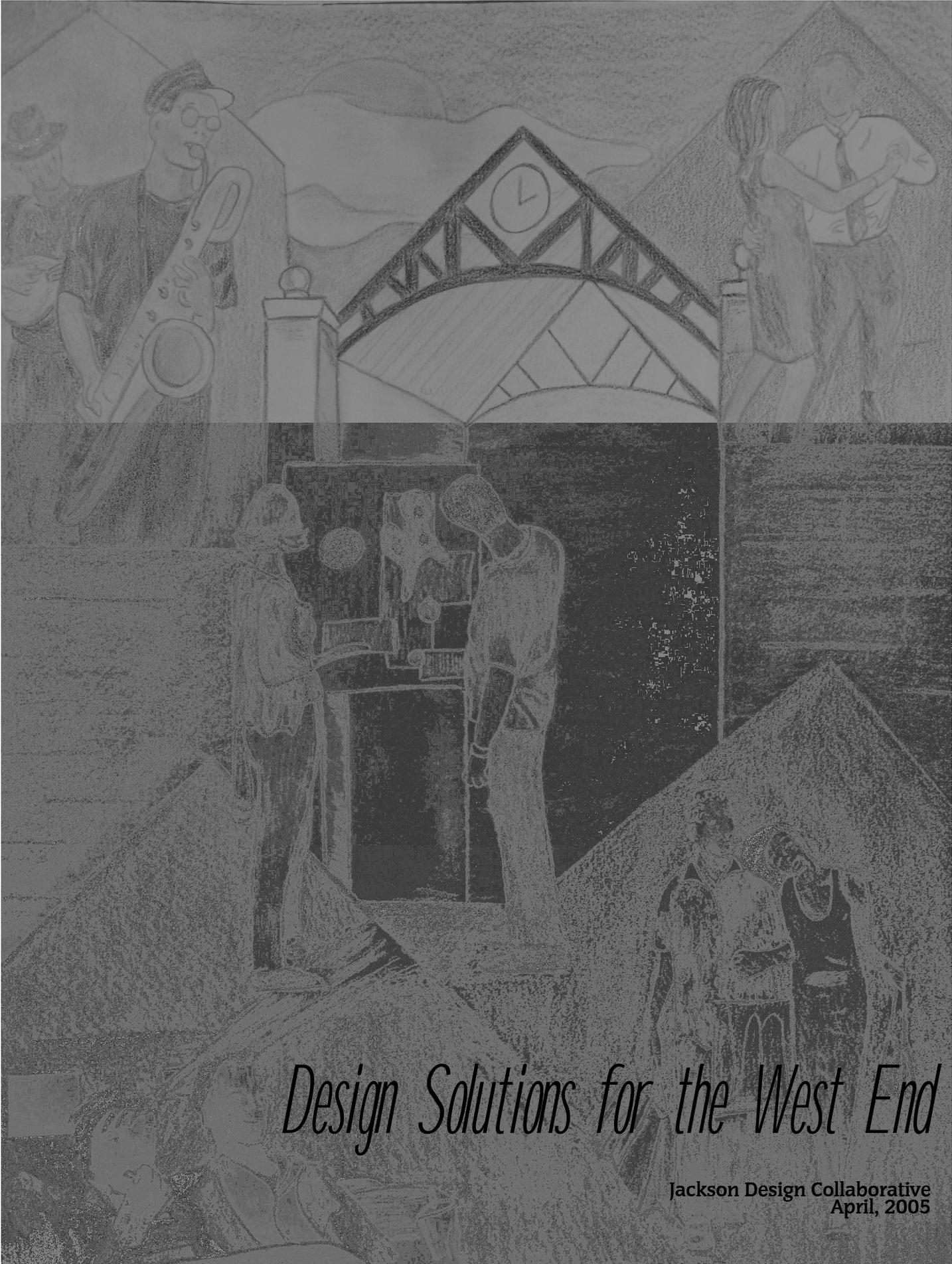


# JACKSON. COOL. CONNECTED.

*Preserving the Past. Promoting the Future.*





*Design Solutions for the West End*

Jackson Design Collaborative  
April, 2005

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## Forward

*Jackson, Michigan Cool Cities Project Competition*

In sponsoring the Cool Cities Competition, the Jackson, Michigan Greater Chamber of Commerce has created an intense interest in downtown revitalization. This competition has stimulated the desire of Jackson residents for the restoration of a downtown gathering place for participation in a variety of urban activities. As is the case in many American cities, Jackson has experienced a loss of urban investment as interests, facilities, and people moved to suburban locations. Enterprises such as retailing, entertainment, dining, commercial, and professional services increasingly diminished in Jackson during the past years, eroding its central downtown focus.



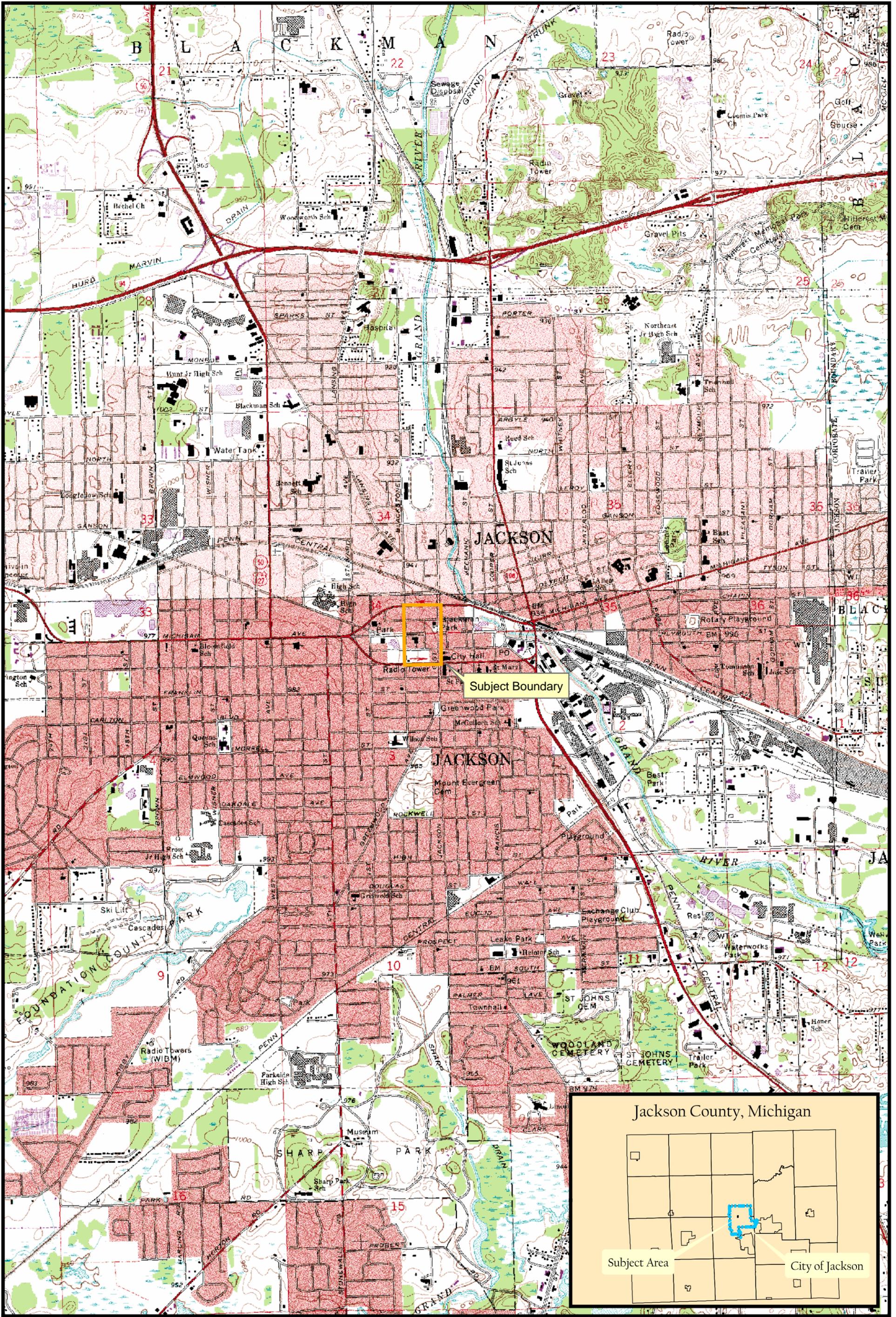
Providing \$100,000 in grants each to cities in need of revitalization, Governor Jennifer Granholm has given many communities in Michigan a new vision of what downtowns can mean to an area's people.

Our university has accepted the challenge offered by The Greater Jackson Chamber of Commerce to create a revitalization strategy for the West End district of downtown Jackson. After concentrated study and research, a group of eight urban planning students from our Department of Geography and Urban Planning have developed a five year plan that we envision will bring about positive results for the entire Jackson community. Reenergized downtowns can and have stimulated local economies, provided for a better quality of life, and have attracted new residents to their immediate and surrounding areas.

The redevelopment plan presented here centers primarily on the west end, an eight acre parcel where the city enjoys many property development options. The proposal is designed to flow through the entire downtown area and to reawaken the concept of central spaces that draw from all sectors of the community, thereby initiating in residents a pride of place.

*Paul R. Vigeant*

Jackson Cool Cities Initiative  
Project Director



## Introduction: A Historical Perspective

Surrounded by farms, towns and villages, the city of Jackson, Michigan could be easily mistaken for a rural node. However, after closer examination, the elements that make up Jackson are reminiscent of many traditional urban areas.

Jackson's history is long and rich. Begun as a small farming community in the early 19th century, it quickly grew in population due to its geographical location. Located on the old Indian path known as the Saulk

Trail, Jackson was a central location in eastern Michigan. The path later became Michigan Avenue, a route that runs through many Michigan cities between Detroit and Chicago. Railroads were also built along this trail and at one point in the late 19th century no fewer than ten railroads were headquartered in the Jackson area because of its proximity to Lansing, Ann Arbor and points west. Jackson's importance as a community

in 1854 was widely recognized. In that year, the first Republican Convention was held in Jackson. Since, then the city has held the distinction as the birthplace of the Republican Party.

After the turn of the 20<sup>th</sup> century, Jackson's industry began to grow along with its population. There was major transition and growth during the first twenty years of the 20<sup>th</sup> century. Jackson, which manufactured wagon wheels, became home to many automobile manufacturing plants. By the 1940s, the manufacturing of aircraft parts became an important industry. In the 1950s, the population rose to more than 50,000.

As a hub for Jackson County and the surrounding area, the city was a center for many government, commercial, entertainment, social and religious functions. Jackson is still home to Consumers Energy, county government functions, a state prison, a symphony orchestra, and boasts the second most public golf courses per capita in the United States.

Unfortunately like most post-industrial cities, Jackson experienced declines in population as residents and businesses moved to suburban locations. Fortunately, Jackson has significant advantages over many other communities that give it hope to once again may become a viable urban



## A Historical Perspective

center.

As Jackson is now into a new century, many groups are working to effect a downtown renaissance. Demand for urban living is on the rise along with a desire for traditional urban activities such as shopping variety, entertainment, dining experiences and institutions that create a “destination place” all within walking distance of each other.

Building vibrant, energetic cities that attract jobs, people, and opportunity to our state is a key component of Governor Granholm’s economic vision for Michigan. Governor Granholm kicked-off the *Cool Cities Initiative* in June, 2003 as part of an urban strategy to revitalize communities, build community cohesiveness, and most importantly, retain our “knowledge workers” who are leaving Michigan in vast numbers through the support of innovation and regional talent, diversity, working together locally and regionally, and making innovative connections.



“Knowledge workers” are described as a key component to maintaining a healthy viable city. Cities and regions with large numbers of these educated people, most notably recent graduates and young professionals, are what author urban economist Dr. Richard Florida describes as the “Creative Class.” These urban pioneers are intrinsic to revitalizing the economy of depressed cities.

According to Florida, these professionals look for cities where they are able to

work, live, and recreate all within a short walking distance. Most appealing to this group of people are mixed-use corridors adjacent to parks and other entertainment districts.

Governor Granholm’s research program “Cool City University Talks,” affirms that these professionals want a live, work, play environment, but states that there are other characteristics that constitute a “cool city.”

Surveying 13,500 visitors, the results established five “Cool Cities Core Value Factors”: the Outdoors factor, Third Place factor, Economic factor, Entrepreneurial factor, and Safety and Security factor. The Outdoor factor mandates that nature be in close proximity (Gardens, ponds, prairies, lakes, woodlands, etc) while the Third Place factor provides civic gathering places such as parks and plazas. The Economic factor deals with job stability and retail development while the Entrepreneurial factor is the

## *A Historical Perspective*

amount of opportunity available to start a business. Finally, the Safety and Security factor mandates that there be minimal perceived and actual violent crime.

These five factors coupled with the statements of Richard Florida are not an exhaustive list of what makes a city a “place,” but help provide a sense of the necessity for critical masses of people living and socializing daily. The future of Jackson depends heavily on the planning methods that will be implemented over the next few years. Public input will be the backbone of developing a sustainable and feasible plan. Stakeholder involvement in the decision-making process generates support for and implementation of development plans and policies by making relevant the interests and values of those directly invested and impacted.

Within this report are some innovative ideas that stem from the Cool Cities factors, studies by Richard Florida, and the people of Jackson. Our goal is to help create an environment in the West End that enhances the many amenities currently available in Jackson. This proposal will be the catalyst for translating the potential of Jackson to reality. Under the guiding principals of Governor Granholm’s Cool Cities Initiative, *Jackson: Cool. Connected* presents a walkable, active environment expressed in the city’s comprehensive plan, by the chambers of commerce, and desired by the citizens of Jackson.

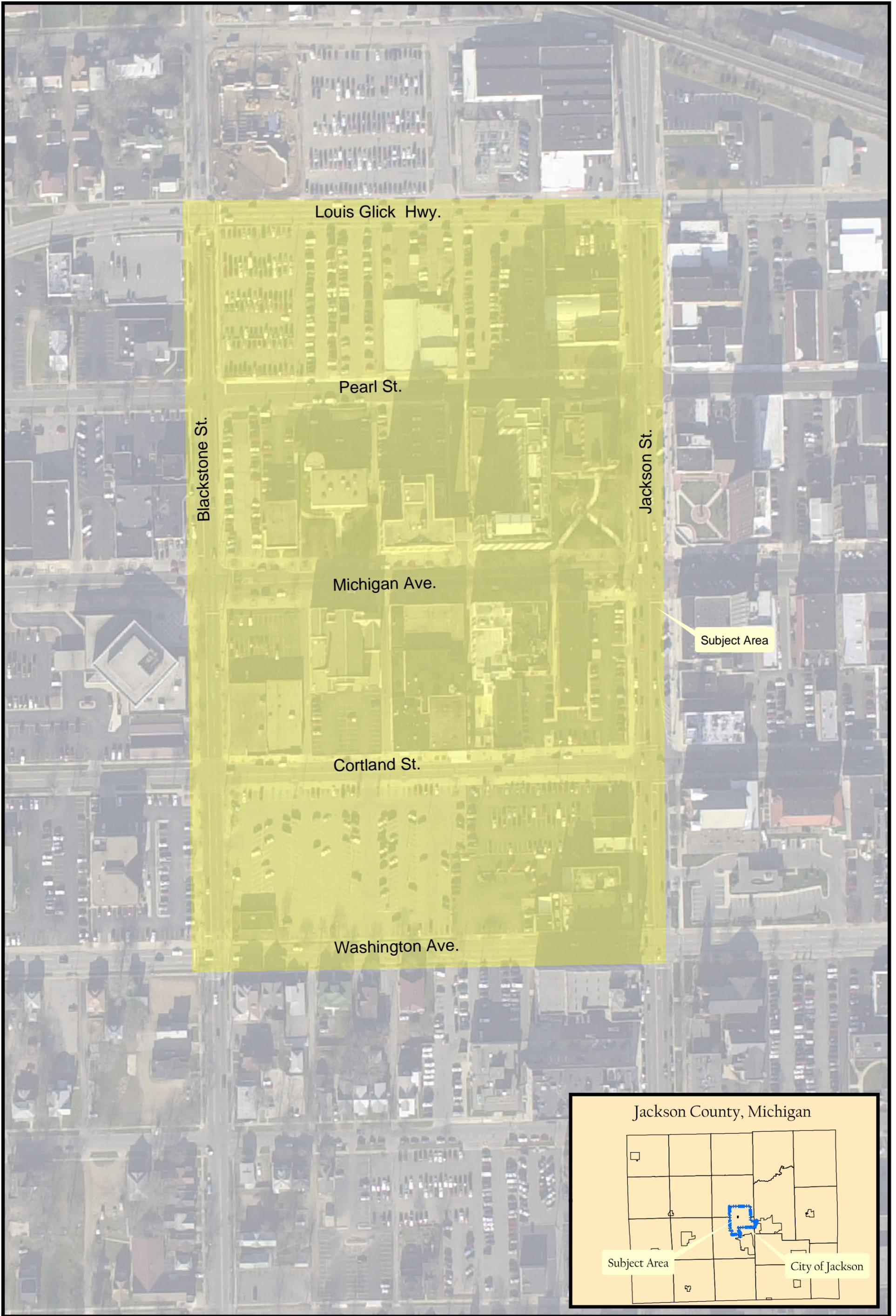
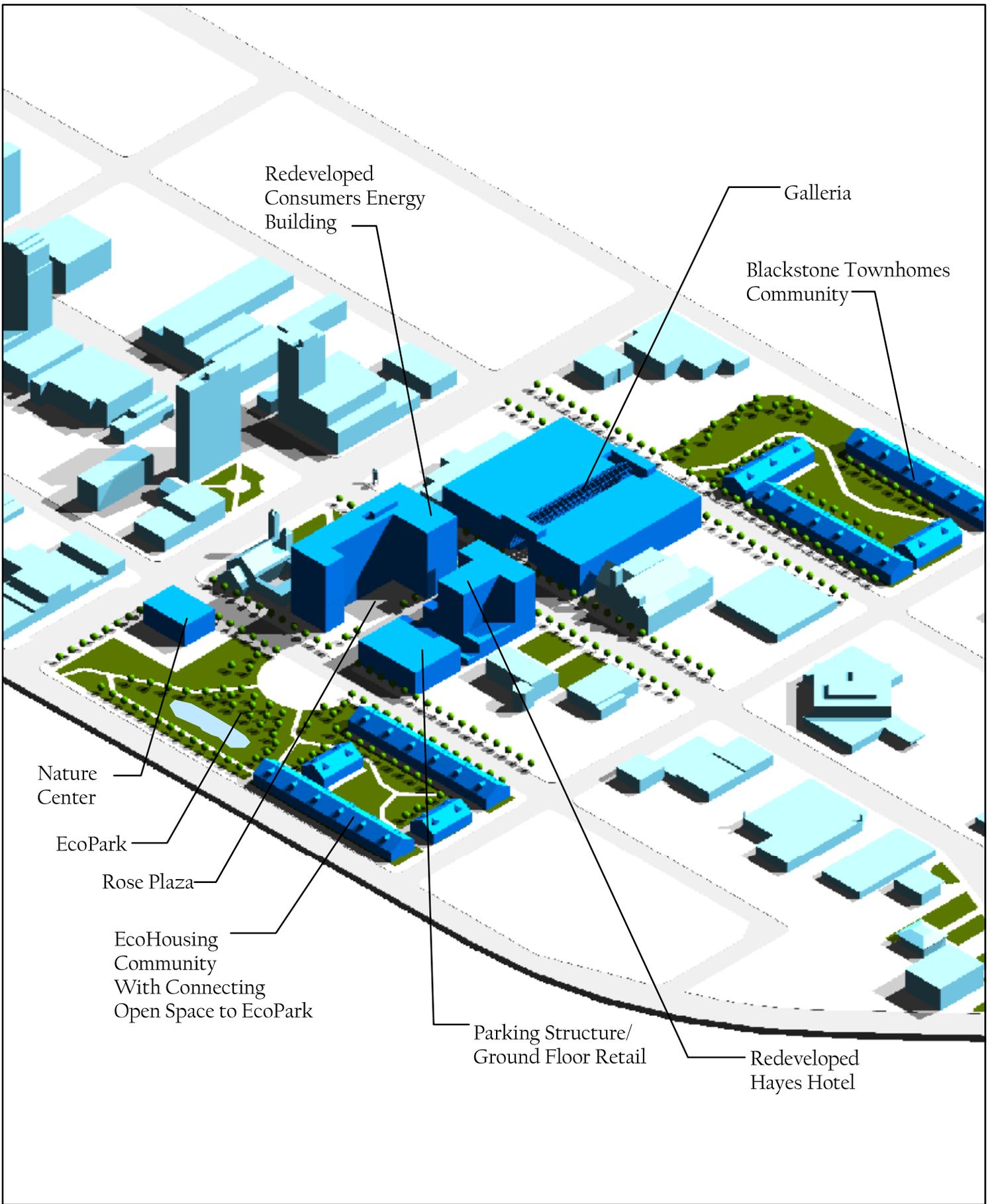


Figure 2- Site Location Map

## Overview

The overall plan for the redevelopment of Jackson's West End consists of several interconnected components. These are:

- The construction of a galleria style shopping and entertainment corridor between Cortland Street and Michigan Avenue, made possible by razing the former Jacobson's and Comerica Bank buildings
- A landscaped surface parking lot opposite the Galleria entrance on Cortland Street for theatergoers and Galleria shoppers
- Construction of Rose Plaza which will be a public space nestled between the Hayes Hotel and the renovated Consumers Energy Building
- Restoration of the historic Hayes Hotel into a music, dining, art gallery, and museum facility with a renovated ballroom for multiple community functions
- Construction of a parking garage behind the Hayes Hotel with retail space provided on the first floor
- Conversion of the Consumers Energy building into a mixed-use complex for retail, restaurant, office space, and residential lofts
- Two new residential town house developments located in the north and south blocks of the West End
- Two new public parks/open spaces also in the West End's north and south blocks
- Development of an Eco-park that will provide stormwater treatment, recreational and educational opportunities, bicycle and pedestrian access to the West End, and an important new civic space
- Transportation investments to enhance accessibility to the West End, and to provide a more pedestrian and bicycle friendly district



### *The Galleria*

The Galleria will be located along the pedestrian corridor that currently runs between the Comerica Bank and Jacobson's buildings. The width of the corridor will be extended to approximately match that which now exists where the pathway enters onto Cortland Street. The Galleria corridor will be framed by the construction of four story mixed-use buildings along both sides spanning the length of the corridor from Michigan Avenue to Cortland Street. The four-story height of the buildings is crucial to establish the proper building-height to street-width ratio necessary to create a sense of place for the pedestrian as they enter into the Galleria.



*3D Rendering of Galleria*

The Galleria will be covered by a glass ceiling which will allow it to be used in all but the harshest weather, having the effect of creating a distinct mixed-use space that will become a destination point for both the residents of Jackson and its surrounding communities. Open-air ingress and egress points will be located at both Michigan Avenue and Cortland Streets. Access to the Galleria proper from these points will be limited to pedestrian traffic only. For those driving into Jackson the surface parking lot on Cortland Street will provide easy access. Once inside the Galleria visitors will find a diverse mix of uses, including:

- Retail, restaurant and entertainment venues on the first floors of either side
- State of the art movie theater on the upper floors of the east side
- General office space on the second floor on the west side
- Build to suit areas on the third floor on the west side
- Various professional offices desirable to doctors, lawyers, graphic design firms, ad-agencies, etc. on the fourth floor of the west side

In addition to these attractions, the rooftop of the third floor to the rear of the professional offices on the west side will provide yet another distinct place in the West End. The fourth floor offices, as well as the general public, will have direct access to an enclosed rooftop garden. The rooftop garden will provide an ideal year-round civic place for workers and visitors alike to enjoy lunch or to conduct an informal business meeting in a climate controlled environment. In addition to serving as a quiet and serene haven for workers, residents, and daily visitors to escape the bustle of Jackson's new West End, the rooftop garden will also be a space elegant enough for more formal occasions such as weddings, small concerts, business seminars, and any other function that requires a touch of

## Overview

class combined with protection from Michigan's sometimes harsh climate.

### *Rose Plaza*

All great cities have at least one recognizable space that is truly a place for the people. In Jackson this place will be known as Rose Plaza. This unique space, reminiscent of the piazzas of Rome, will offer an entirely new shopping and dining experience for the residents of Jackson and its visitors. Rose Plaza will become a magnet, drawing people to the West End by serving as a place for old friends to meet as well as a place that offers the opportunity for chance encounters to meet and make new friends. Rose Plaza will be framed by the renovated Consumers Energy building on the north, south, and east sides while the proposed extension to the Hayes Hotel will offer enclosure along the western edge, having the effect of creating the feeling of being in an outdoor room for its visitors.



*Design concept for Rose Plaza*

Rose Plaza will be a destination location along the pedestrian corridor bisecting the West End from either of the residential and open space developments at its north and south blocks. It will have direct connections to Michigan Avenue and The Galleria to the south as well as to the Eco-park, Farmer's Market, the extended Riverwalk, and to the proposed bicycle path leading to the Armory Arts Project in the north. Due to its central location and connectivity to all other points in Downtown Jackson, Rose Plaza will be the ideal place for people to meet for breakfast before work, lunch on weekends, dinner in the evening, before a movie at the theatre in the Galleria, or to take in a performance by the Jackson Symphony Orchestra at night.

Upon entering the plaza a visitor will know that they have entered into a truly special place. Immediately their eyes will be drawn to a centrally located fountain. Next, their sense of smell will be aroused by several café style restaurants serving up a variety of foods to patrons relaxing at outdoor patios. The flow of water cascading down the central fountain, the low murmur of conversation over lunch, dinner, or a late evening snack, the sounds of laughter as spectators enjoy a street performance, or the inevitable conversation that occurs when people view the works of the several local artists displaying their creations will all combine to entice the visitors to slow down and spend some time in the plaza.

## Overview

### *The Hayes Hotel*

The preservation of the Hayes Hotel is a central component in preserving the past while simultaneously promoting the future of the West End and of greater downtown Jackson. The exterior of the Hayes Hotel, built in the Georgian Revival style of architecture in 1926, has been remarkably maintained. Historic preservation has proven to be an invaluable tool in stimulating urban revitalization for a number of North American cities. The rebirth of the Hayes Hotel will reestablish the building as a functional asset for the downtown area. It will continue to add to the community not only aesthetically, but also by serving as a place to hold important community functions. Located adjacent to the library, the renovation and conversion of the hotel into a “cultural hub” will dramatically enhance the West End.

The recommendations for reuse of the Hayes Hotel include redeveloping it as the new home for the Jackson Symphony Orchestra, providing a well deserved place for musical performances, practice space, and administrative offices all under one very attractive roof. In addition, the building will also serve as a venue for a multitude of other uses. Among these could be a concert hall, a ballroom for private and community events, a fine dining restaurant, art galleries, and an historical museum showcasing the rich history of Jackson.

Beyond restorations, upgrades, and façade improvements, this West End project proposes the addition of a three story mixed-use parking structure to the rear of the building extending to Pearl Street. The parking structure will be entered and exited from the alley between the hotel and the library with all vehicles being routed onto Pearl Street. The ground floor of the new parking structure facing Rose Plaza and along Pearl Street will include further mixed-use commercial/retail/restaurant space. The current four story height and existing architectural style will be maintained to establish continuity throughout the new addition. This extension makes the Hayes Hotel a critical component in creating the “sense of place” for Rose Plaza while providing convenient, centrally located parking to serve downtown Jackson.



*The Hayes Hotel (Top, Front View; Bottom, Rear View)*

## Overview

### *The Consumers Energy Building*

While the preservation of the Hayes Hotel puts an emphasis on Jackson's history, the renovation and conversion of the former Consumers Energy Building designed by world renowned architect Albert Kahn, will promote the future of downtown Jackson in several distinct ways. The removal of the one story portion of the building facing the Hayes Hotel will be the location of the Rose Plaza. In the first



floor of the building surrounding Rose Plaza will be mixed-use focusing on restaurants, cafes, and niche retail establishments. The second and third floors of the newly renovated building will offer ample space for professional offices of all sizes to meet the needs of a variety of tenants. The remaining floors are an ideal place to create a loft-style living environment in the heart of the West End.

The new façade of the Consumers Energy building will integrate a balance of historical and modern architectural design. The Consumers Energy Building will embody the essence of the Cool City; mixed-uses, access to attractive public places, and the potential for a live-work environment, all located in the heart of a vibrant pedestrian orientated downtown. Such a place is a vital component in creating a living alternative that meets the needs of the people of Jack-

### *Remodeling Concept of the Consumers Energy Building*

son. Combined with other proposals for the new West End, this mixed-use complex will become a catalyst for promoting a safe, fun, and attractive district for downtown Jackson.

### *The Eco-park*

One criticism of the urban environment is that it detaches its residents from a sense of connectedness to the nature. The urban resident is often unable to reach open spaces and natural areas on a daily basis. Reducing the negative psychological impact on the individual and on the community that can result from such a disconnection to parks and green spaces are central to what most planners and residents would consider sound planning principles. A place such as the Eco-Park proposed for the West End of Jackson will have a dramatic positive impact on the quality of life for all who choose to live, work, or play in downtown Jackson.

Traveling north along the central pedestrian corridor from the Galleria, across Michigan Avenue, and on through Rose Plaza Jackson residents and visitors will find before them yet another distinctive place of the West End; the northernmost block containing the Eco-Park. This is a place that will be conducive to quiet contemplation, social interaction, play, as well as education. In addition to offering these amenities the Eco-Park will also further connect the West End to the rest of the downtown

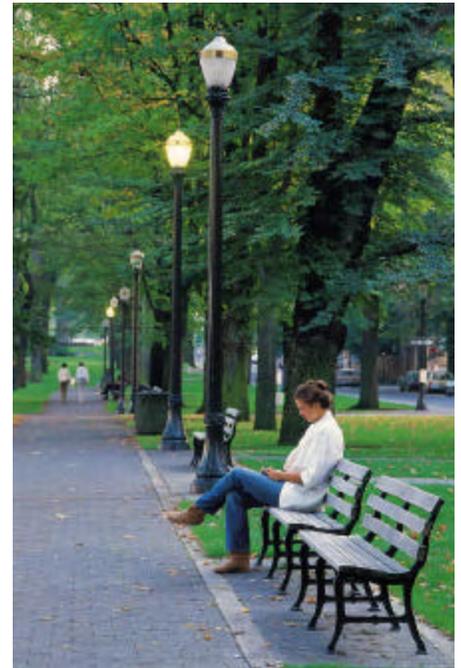
## Overview

Jackson area. This will be accomplished through direct connections to public transit, bicycle and pedestrian paths, and automobile circulation routes.

A quality public park can be the hallmark of a cool city. It is a place that people talk about before and after visiting a city. A park is unique from all other aspects of an urban area because it is the place used by the most diverse groups of people. Parks have the ability to draw people of all ages, races, interests, and economic backgrounds. The Eco-park will offer children and adolescents a place to play as well as a place to learn about the natural environment and the role that their lives play in it. For those working in the downtown area the park will serve as an oasis of serenity to break up a hectic workday during lunch. For Jackson's senior residents it will offer a safe and pleasant environment to take a stroll, get some fresh air, and interact with the community.

### *Cool Places to Live*

In addition to offering the centrally located loft style living options proposed for the Consumers Energy building, which market studies show are most desirable to younger singles and married empty nesters, there are also two townhouse developments proposed for what are currently parking lots in the north and south blocks of the West End. The townhouses will be the ideal choice for young families, older residents, and anyone else who desires the comfort of a single-family home combined with direct access to a vibrant downtown. Both are centered on public parks, the northern development will be directly connected to the Eco-park while the developments in the southern block will front onto a quiet courtyard area. Both of the townhouse developments will have direct connections to an extensive network of pedestrian and bicycle paths.



Increasing and diversifying the residential population is a critical ingredient in the success of any downtown area. It is the residents who will create the core consumer base for the commercial and retail sectors. Having a healthy mix of people from different age groups, ethnicities, and economic backgrounds will help to ensure an equal variety of shopping, dining, and entertainment opportunities available in the downtown. A wide range of people with varying lifestyles not only diversifies a community's economic potential, but has also been shown to contribute to the over-all sense of safety among its members. People out and about during all times of the day, as is emphasized in the "Cool City" con-

*Increasing and diversifying the residential population is a critical ingredient in the success of any downtown area.*



cept of the 24/7 community, results in a self-policing effect. People are much less apt to engage in undesirable activities if they feel that may be seen by someone, especially if that someone is a concerned member of the community.

The residential developments we propose for Jackson's new West End meet the criteria for what defines a cool *and* livable city offering a broad selection of housing for varied income levels. Each new development is directly connected to the rest of the downtown through a multitude of transportation and circulation choices. All are in close proximity to public greenspaces and are scaled to densities appropriate to meet the specific economic and social needs of a downtown community. A downtown is only as strong and as diversified as its residents. With these new housing options, The West End and downtown Jackson will bolster its strength, variety, and consumer base in a way that will ensure its success well into the future.

## The Outdoor Factor

The outdoor factor involves recreational activities enjoyed by groups or individuals. Revitalized cities throughout North America have used active and passive open space enhancements to bring disinvested waterfronts and urban cores back to life. Communities such as Jackson embarking upon cool city initiatives are taking action to providing greenspace for gathering places and non-motorized transportation. Furthermore, there is an increase in investments in green infrastructure that enhances local environmental quality and contributes to sustainability for the growth taking place in communities. Creating a vibrant downtown requires strong ethics with respect to environmental protection and features in a community such as trail systems and natural open spaces. The outdoor factor is a key feature in selecting a place to live. People want to be able to experience nature close to where they live and have linkages in place such as trails and greenways to allow travel along natural outdoor settings.

Jackson has historically been known for its parks and beautiful scenery. In relation to cool city initiatives, the city has begun development of a trail system named the Riverwalk Trail along the Grand River. Beginning in the year 2000, the main goals were to promote in part the connectedness of downtown activity areas and offer a natural setting in the urban environment.

Linking downtown activity areas is essential in providing viable open spaces for the community and visitors. The West End development must link with places such as the Farmer's Market, Consumers Energy corporate campus, and projects like the restoration of the Michigan Theatre and Jackson Amtrak Depot, and Armory Arts Project campus. The Riverwalk Trail will entice people who want to live in a city environment and experience nature close by, providing an important spine for biking, jogging, walking, and other healthy activities in an appealing natural setting within a short distance of the downtown core.

To compliment this initiative, the West End development project will propose a conceptual open space strategy that links the West End development to the Riverwalk Trail greenway, the proposed non-motorized network, and the growing list of urban revitalization projects taking place in Jackson. It will also serve as an innovative low impact development to move polluted stormwater runoff into the Grand River, preserving and enhancing environmental quality while creating a unique, high-quality urban community space. Thus, the open space plan for the West End development is multi-functional; it provides greenspace amenities for both residents and visitors of Jackson, an organizing tool for West End retail and residential development, connections with the greater downtown community, and natural treatment of stormwater runoff pollution before it enters the Grand River from the ensuing urban development.

These open space initiatives will be achieved through:

- Cluster development of greenspace in residential areas to provide pedestrian and bicycle access to the Galleria in the heart of the West End.
- Improved streetscapes for pedestrian friendly environments include making Louis Glick Highway and Washington Street into two-way traffic consisting of two lanes and a landscaped boulevard.
- Native landscaping in greenspaces which use plants that have grown in southeastern Michigan since pre-settlement times. Native plants are adaptable to local climate and conditions

## The Outdoor Factor

and assist with the natural process in stormwater management.

- Place interpretive signage along the trail system of open space development explaining the natural area features along with a Nature Center. This will teach the community and visitors about the importance of open space and natural areas in the city of Jackson and demonstrate the natural processing of storm water and its benefits to natural streams and rivers.
- Pipelines bring stormwater runoff to an open space area discharging into native landscape which is sloped towards a bioretention pond. Bioretention ponds are designed to use soil and plant material to naturally process stormwater runoff. Grading towards the pond allows stormwater to be captured and treated. After natural treatment processing, the storm water follows a pipeline for discharge of treated stormwater into the Grand River.

The implementation of the open space strategy for the west end should be based on a strong commitment to local awareness of benefits associated with open space investment and low impact development. Once momentum is gained, the open space initiative can be worked on together through public and private partnerships. Numerous grant programs can be explored for funding options. Partnerships of local, state, and federal government, private investment, foundations, and the Jackson Downtown Development Authority can provide the resources needed to bring this open space vision to reality. Brownfield funding is available for associated public infrastructure. Also, the Environmental Protection Agency has funding for pilot projects that involve innovative stormwater management practices.



*Native plants, such as the Autumn Wild Onion (top) and Smooth Aster (below), not only provide a beautiful landscape, but can be natural processors for stormwater management.*



## *The Outdoor Factor*

### *Eco-Park*

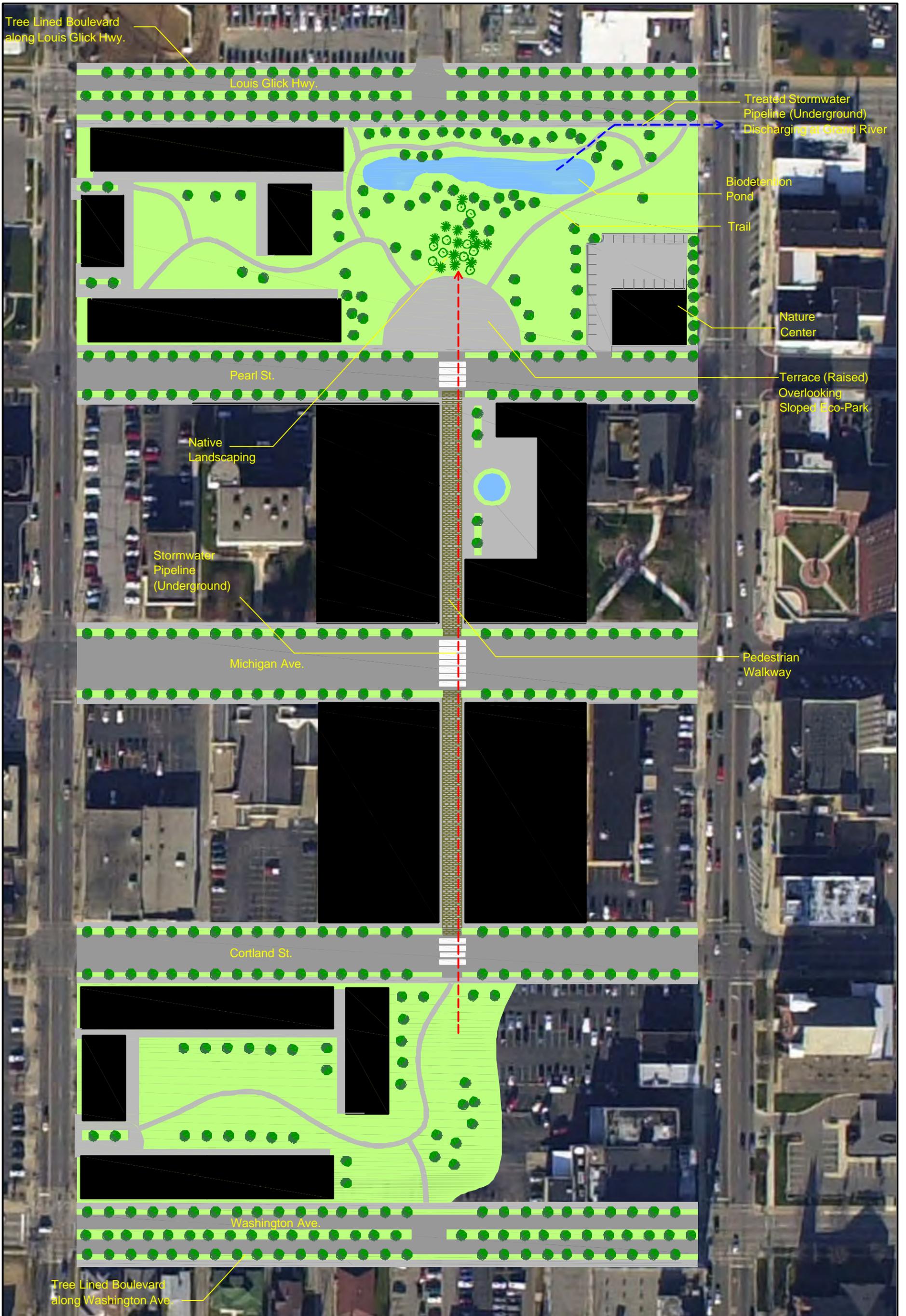
Jackson's Cool Cities competition focuses on a redevelopment plan that will attract the creative class based on the framework provided by the Cool Cities Core Value Factors. In doing so, it will create a unique environment that will enhance the rest of downtown and provide linkages with the other urban revitalization projects being pursued. Given this challenge, the proposed plan includes an Eco-park (appendix A) that addresses the Cool Cities outdoor factor along with uniquely mitigating any environmental impact on the surroundings.

The Eco-park provides an open space strategy for a pedestrian scale environment. It will act as a gateway for the new urban development by connecting trail networks through the park with surrounding street sidewalks and the terrace. The terrace located at the north end of the pedestrian walkway will have benches and tree box filters and will be situated at a higher elevation grading than the rest of the Eco-park. People on the terrace will be able to overlook the natural landscape and pond and read informative signage pertaining to the Eco-park features. The Eco-park is essential in offering a new landscape in the downtown area. The need for more green space is evident from public workshops and the amenities it provides for the city.

Not detracting anything from the aesthetics, the plan for an Eco-park will also take into account important low impact design measures. Features within the Eco-park such as a bioretention pond, vegetated swales, porous pavement, and native landscaping can bring numerous benefits to managing stormwater runoff. The Eco-park acts as a natural treatment of stormwater runoff from impervious surfaces such as pavement. Conveyance of stormwater runoff into a natural stormwater treatment process could potentially benefit numerous resources. Flood control, channel erosion, groundwater recharge, and pollutant removal would provide protection to the Grand River and the watershed as a whole.

The Eco-park design would drain stormwater into a network pipeline beneath the pedestrian pathway towards the terrace at the entrance to the Eco-park. Beneath the terrace, the pipeline funnels the stormwater into a filter system to remove pollutants picked up by the drain. Next, the stormwater would discharge into a vegetated slope consisting of native landscape. The native vegetation would slowly convey stormwater runoff and filter it before entering into the bioretention pond. The bioretention pond is designed to naturally process the stormwater using soil and plant material. The improved water quality would then be piped underground to the Grand River for discharge.

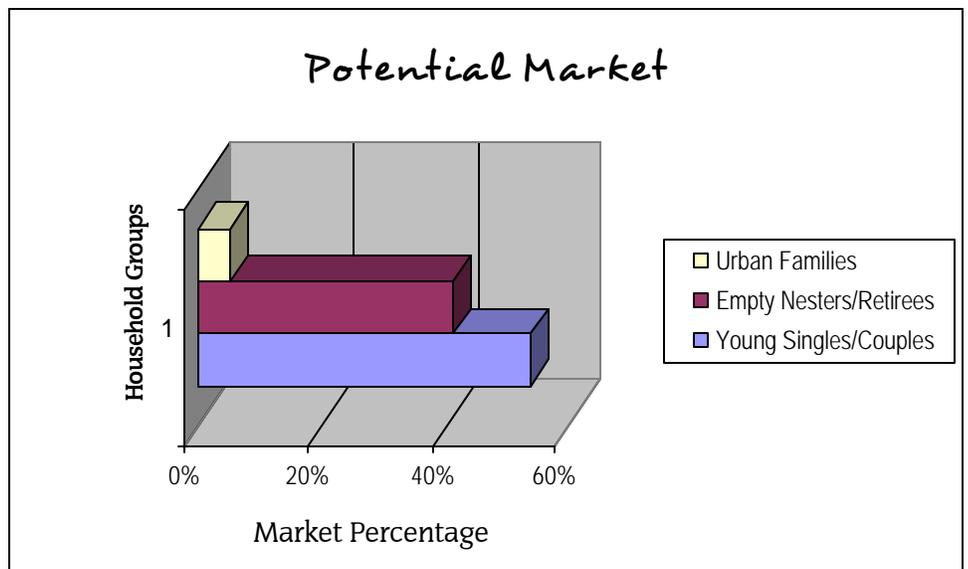
The Eco-park includes a nature center for educational awareness and environmental stewardship programs for the public. It also provides public outreach opportunities to foster understanding about harmful pollutants that enter the water supply. The nature center can also teach the importance of sustainable development for future generations.



## The Economic Factor: Retail in the West End

Jackson, Michigan possesses great potential for economic reinvention through creative planning and urban design. The retail core of the West End and the overall downtown district, while having some unique challenges, suffers from age-old causes synonymous throughout the United States: loss of population and the increasing appeal of big-box retailers. Many urban municipalities struggle retaining retail with continual declining populations and lack of open space usually scouted by larger scale retailers such as Wal-Mart, Home Depot, and other mall developers who often seek refuge in suburban areas. Because the West End and downtown district have experienced such losses, Jackson must consider alternative approaches to providing the necessary retail uses needed to accommodate current and future populations.

The West End is in a unique position because of the vast tracts of land available for clearing, rehabilitative use, or a combination of both. With so much property available for reuse and new development, the West End can create a profitable and thriving retail district with the use of alternative planning designs and a solid comprehensive plan. The current demand for varied and expansive selections of retail including entertainment, dining, recreation, and civic space present viable opportunities for successful reinvigoration of the West End.



In order to capitalize on its unique position, the city of Jackson must take into consideration the following:

- Defining the target market is essential to devising a solid retail development plan
- The retail development plan should be flexible enough to accommodate fluctuations in population, residential development, and future needs and uses
- Location is crucial to retail development and must be strategically layered to maximize flow of traffic (pedestrian, vehicular, non-mobile, etc.)
- Design is essential to its success
- The West End should poise itself to be complimentary to suburban retailers, not competitive, by establishing a retail niche or theme unmatched in the region

Because the city of Jackson is the economic hub of Jackson County, a new plan would strengthen Jackson's ability to cater to current residents, day travelers, and other non-residents. Providing a balanced mix of residential housing, employment, and retail rank highly in the revised Jackson comprehensive plan. Currently, with the exception of popular establishments in the downtown area, most

## The Economic Factor: Retail in the West End

residents shop outside the downtown core. By inviting specialty retail and an eclectic mix of restaurants and entertainment venues, the downtown district can again become vibrant, viable, and healthy.

Retail encompasses a broad base of uses and requires the planning and compatibility of other elements: entertainment, outdoor and civic activities, dining, convenience goods and grocery options, local infrastructure and parking, and community safety methods. This narrow list highlights some of the components necessary for developing a productive and sustainable downtown development.

The retail development plan of action begins with a simple question: where do Jackson residents shop, eat, live, work, relax, and play? By pinpointing these areas of activity, Jackson can begin to create a plan that will work best to attract new retail development and retain existing retail in the downtown district and the West End.

*Jackson's development plan should include the following strategies to attract and retain retail:*

- Attract viable tenants to the West End District of Jackson over a five-year period that will enhance the overall character of downtown retail
- Attract specialty and theme based retailers that will help in developing a “destination” place
- Establish community oriented retail (such as drugstores, hardware stores, etc.) to serve immediate and adjacent residential areas
- Identify retail and service uses most needed to support current and future residential and employment populations
- Encourage arts related specialty retail that support and connect with other arts development projects in and outside the West End/Downtown District (Armory Arts)
- Encourage retention of local small businesses likely to be displaced by redevelopment
- Encourage and support the relocation of financial and business service firms that will be displaced through development of the Galleria and adaptive reuses of the Hayes Hotel and Consumers Energy buildings (Comerica Bank Building)
- Encourage expansion of the Farmer's Market in conjunction with development of the new civic plaza (Galleria and Rose Plaza retail corridor)
- Attract mixed retail uses that will stimulate extensive pedestrian and consumer activity along Michigan Avenue (Main Street) and subsequent streets in West End
- Retain and redevelop existing screen theater (Michigan Theatre)
- Encourage the inclusion of live theatre establishments in new developments throughout the West End and downtown area
- Attract a greater array of convenience goods and services, such as food stores and fitness centers, to support the growing residential and office populations throughout the West End/Downtown District



*Attracting retail that invites pedestrian activity stimulates downtown development.*

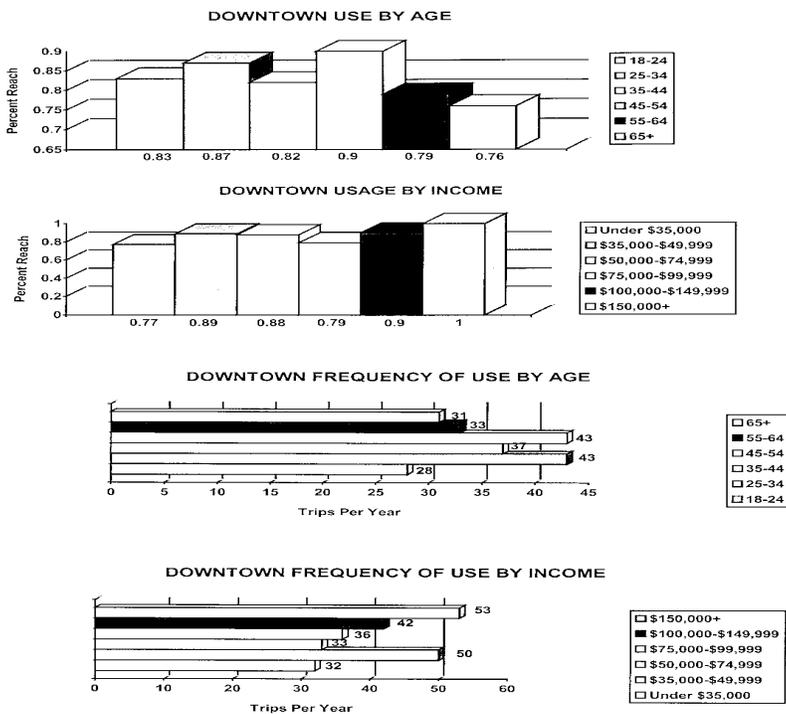
Jackson's West End already houses prominent civic and

## The Economic Factor: Retail in the West End

cultural institutions and has a strong office employment base. These assets can provide the initial consumer base needed to support new retail options while new populations migrate to the downtown area. As the area is developed over the five-year plan, new consumers will be generated through new housing developments, employment relocation and creation within the area, and from neighboring areas. Creating a sound comprehensive plan is critical to establishing and developing a lively retail district. For this reason, Jackson may want to consider consolidating the civic and governmental institutions (government offices, libraries, courts) in a rehabilitated location within the West End or in a new multiplex. This can help trim energy and operational expenses as well as keep government tasking from becoming too sparsely located throughout pedestrian designed West End.

In order to prevent slowing of the developments proposed, the City of Jackson must establish efficient retail and economic development tools. Financing incentives, local, state, or federal are crucial to the attraction and retention of viable retail options. Capital building resources are needed for building owners and retail tenants alike. Because retail tenants have no equity interests in the buildings from which they lease, there is no incentive for the retail tenant to invest in the necessary façade and grounds improvements (H. Blount Hunter Retail & Real Estate Researchers, Inc. Market Analysis for City of Jackson, 2003. Page 34). Because this and other conditions exist, H. Blount Hunter Retail & Real Estate Researchers also suggest the Jackson DDA create new ways to finance redevelopment projects and rehabilitation efforts. Some examples of creative financing include:

- Use of the Michigan Historical Tax Credit program for the Hayes Hotel and Consumers Energy Building redevelopments
- Enlisting the West End in federal enterprise zones to receive available tax incentives and grant programs such as the Federal Historic Tax Credit



- Changes to permit fee systems for new development in the West End or to buildings that have experienced sustained blight/vacancy
- Establish TIFs (Tax Increment Financing) programs such as performance grants<sup>1</sup>
- Creation of business incubators that are committed to nurturing entrepreneurs, start-ups, and small companies at an early stage in their ventures. Business incubators offer access to finance, office space and logistics, hands-on advice and management assistance, help with recruitment and marketing, and offer support for legal aspects and services, etc.

With the creation of the Galleria and development of ground floor retail throughout

SOURCE: H. Blount Hunter Retail & Real Estate Researchers

<sup>1</sup> See Appendix. TIF Assessments.

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the area, the West End will be poised to become a multipurpose destination place. Currently, downtown Jackson does not capitalize on its highest age group, 18-44 year olds. This household group, according to reports by H. Blount Hunter Retail & Real Estate Researchers, uses downtown Jackson with the least frequency. Our plan creates for the West End a lively live, work, play, shop location most favored by this demographic.



*Downtown areas should have a healthy balance of live, work, play elements.*

*Preserving the Past. Promoting the Future.*

## Third Place Factor

Entertainment venues offer people the opportunity to enjoy the best a place has to offer and to take a break from their daily routine. Entertainment venues include restaurants with evening entertainment, bars, lounges, and theatres (film and music venues). Typically entertainment is perceived as evening activity, but with advances in telecommunications, a growing number of self-employed individuals, and non-traditional work hours, many people consider a “cool city” as being a place that offers entertainment options throughout the entire day.

According to the *Market Analysis and Retail Recruitment Strategy* prepared for the City of Jackson, its shopper base is small but loyal; its user base for entertainment is larger and offers potential for growth, especially by tapping into the needs of 18-44 year olds who are typically the leading edge of



*Entertainment options are vital to creating a healthy downtown.*

downtown revitalization<sup>1</sup>. A recommendation made in this same report suggests that the blocks between Jackson Avenue and Mechanic Street are ideal for the primary retail development. It goes on to suggest that a secondary retail development should be located on Pearl Street, Francis Street, and the blocks of Jackson Avenue and Mechanic streets located between Courtland Street and Louis Glick Memorial Drive. This retail zone is intended to produce a large volume of visitors, so much so that the current restaurant area should be able to expand with new ventures as well as with some themed entertainment spots.

Jackson currently provides a variety of dining experiences. On Michigan Avenue, just east of the West End Redevelopment Project, some restaurants maintain a steady stream of business, not only during business lunch hours, but throughout the week. Daryl's Downtown is a prime example of a

thriving restaurant in the heart of downtown Jackson. Not only does Daryl's offer the finest in full service dining, but also complete function and banquet facilities and an in-house bakery cafe. Belle Notti Ristorante, down the street from Daryl's offers a unique dining experience and live music on the weekends. The upper level of the restaurant is known as the Moonlight Room and is used for banquets that can accommodate up to 225 people. These are only two examples of businesses that are already established in the downtown area that allow those who live, work, and visit Jackson, a place to enjoy both the day and nightlife.

*Festivals draw people into the downtown core. This activity is essential to sustaining downtown retail.*



<sup>1</sup> *Market Analysis and Retail Recruitment Strategy* 2003, page 2

### Third Place Factor

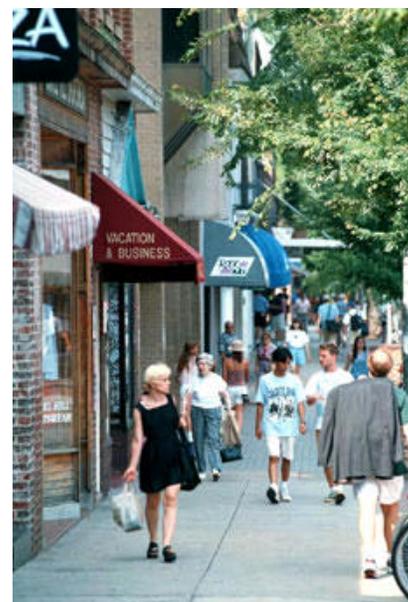
A critical issue regarding entertainment venues in downtown Jackson is that many places are located on the fringe of the city and in surrounding suburbs. Jackson has an active arts community, which includes several museums and a community symphony; unfortunately the vast majority of festivals, concerts, and events are held in suburban locations such as Potter Center, or a distance accessible only by automobile from the central downtown district like the county fairgrounds, or Ella Sharp Park<sup>2</sup>.

Decentralization is very common in post-industrial cities and many communities are confronted by the challenge to develop entertainment options that are capable of competing with existing establishments. Complementing as opposed to competing presents the most viable and profitable option for not only a synergized urban core, but a vibrant region as well.

It is essential to have a link between complimentary entertainment venues in both the city and suburbs. Establishing venues for the community symphony or local performance artists in downtown Jackson would instead of detracting from Potter Center, expand the cultural and artistic creativity throughout the Jackson area. The idea of linkage cannot be stressed enough; thriving downtowns do so because of their connections to suburban communities and the resources that are accessible to them.

Although activities and performance centers operate on the fringes of downtown, festivals and celebrations occur in the city of Jackson as well, most notably the Rose Parade that takes place in the summer. The expansion of these outdoor festivals and celebrations in the downtown area will not only increase enthusiasm for being a resident or employee of Jackson, it will also create an environment where people stroll along pedestrian friendly streets simply because of highly visible activity. With higher volumes of people on the street there is an increase in safety, real and perceived. The augmentation of pedestrian traffic naturally amplifies eye surveillance, which reduces violent and nonviolent crimes.

Entertainment is one of many important assets for a successful city. People define entertainment differently; therefore the options offered must be as diverse as individual preference. Cinemas, symphonies, live theatre, lounges, and contemporary music performances must be provided in close proximity. The advantage of city life is the broad selection of entertainment and gathering venues that deliver diverse entertainment activities to suit disparate interests.



<sup>2</sup>Market Analysis and Retail Recruitment Strategy 2003, page 7.

### Third Place Factor

Our proposal establishes the urban entertainment core needed for a vibrant downtown district. The Galleria, a state-of-the-art civic, entertainment, and office complex, along with the Rose Plaza and rehabilitated Hayes Hotel, provides the center of entertainment venues in the West End. Ground floor retail options exist in all development plans for the Galleria, Hayes Hotel, and Consumers Energy Building, providing viable space for niche entertainment venues. The new Eco-Park and Nature Center is sure to give Jackson residents and tourists educational and entertaining recreation. The Rose Plaza is suited to be a gathering place where people shop, dine, and possibly enjoy festivities right in the heart of downtown.



*Entertainment venues enhance urban living.*



*Preserving the Past. Promoting the Future.*

## Safety and Security Factor

If a person doesn't feel safe on the streets, why would they walk them? Because our goal is to create a walkable environment, the following measures target improving safety and security.

### *Infrastructure Upgrades*

Infrastructure, transportation, water and electricity delivery, and solid waste management are critical, but often overlooked elements of urban development initiatives. Sufficient and cost-efficient infrastructure provisions are some of the most expensive facets of urban management and renewal. However, improved infrastructure is undeniably linked to an area's ability to compete in an increasingly global, technological economy as well as building the local tax base.

In order for the West End to create and promote a safe pedestrian environment, Jackson will need to look beyond merely attracting what Richard Florida defines as the "creative class". Retail, quality, affordable housing options, clean, litter and debris-free streets, vibrant urban activity and entertainment are key elements of successfully rehabilitated cities; this cannot be achieved without addressing the infrastructure needs to support such an effort. Based on walking and windshield surveys, Jackson appears to have begun the necessary infrastructure and façade improvements that will help establish the West End as a destination place.

Other strategies for infrastructure projects include provisions for the following<sup>1</sup>:

- General number of traffic lanes
- Streetscape components such as Urban Braille, style of street lighting, and street furniture
- Traffic directions
- Clear direction on the intent of paving design, intersections, and landscape treatments
- Identifiable general locations of public art, bump-outs, medians, on-street parking, traffic signals, and other areas in need of improvements
- General and schematic representation of trees or planters and their locations
- General descriptions of acceptable and desirable surface treatments and color scheme according to paving design



*Urban Braille is a barrier-free design that promotes safety, convenience, and accessibility for the visually impaired.*

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<sup>1</sup> Abstract of Streetscape Design, Hamilton, Ontario Canada Master Plan (<http://www.city.hamilton.on.ca>)

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Safety & Security Factor

*Streetscape furniture and façade improvements intensify the overall character and scale of pedestrian-friendly areas.*



*Preserving the Past. Promoting the Future.*

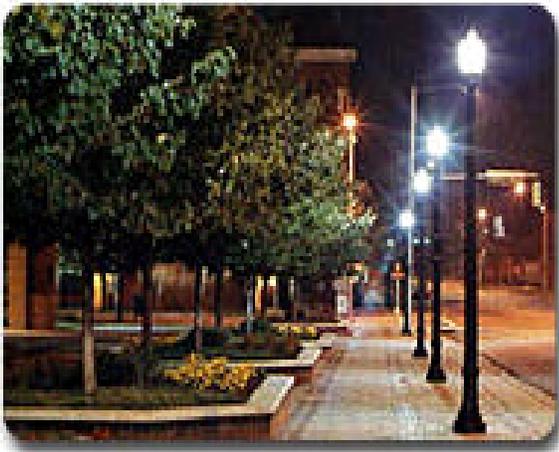
## Safety & Security Factor

### Lighting

Creating an ecologically efficient and aesthetically pleasing lighted environment will not only enhance the ambience of the West End, but will cultivate a general perception of safety necessary for thriving pedestrian communities. Streetscape lighting that compliments the refurbished Hayes Hotel, Consumers Energy building and new West End Galleria is as essential as furnishing lighting that will physically survive the fickle Michigan climate. Lighting selections should reflect Jackson's history, architecture, commitment to public safety, dedication to historic preservation and reduction in light pollution and energy costs. Below are samples of streetscape lighting improvements that will amplify the milieu of the West End.



*Decorative fiberglass poles are easily installed, durable to all weather elements, non-corrosive, free of oxidation and rust, non-conductive, and safe to vehicle operators as they provide the necessary break away properties that meet the standards set forth by AASHTO (American Association of State Highway and Transportation Officials).*



*Streetscape lighting cultivates a general perception of safety necessary for thriving pedestrian communities.*



## Residential

Downtown Jackson is the only area in Jackson county that can fill the void of urban living. According to market study by Zimmerman/Volk Associates Inc, “As determined by the residential analysis, there is an emerging market for downtown housing, including new construction as well as adaptive re-use of existing buildings. The market potential for newly-created market rate housing units to be leased or sold within downtown Jackson consists of up to 780 households with a preference for city living” (pg. 2, 2003). They determined that younger singles and couples comprise the largest segment of the potential market at 54 percent of the total.



*Lofts and townhouses are excellent housing designs for downtown cores.*

Zimmerman/Volk is not the only company that has recognized the potential for downtown housing. H. Blount Hunter Retail & Real Estate Research Co. concluded that “The consumer research conducted for this analysis probed the perception of downtown Jackson as a good place to live. Fully 49 percent of respondents felt that downtown would be a good place to live with the greatest support coming from seniors over the age of 65 and among households with incomes under \$50,000” (pg. 22, 2003). Even though they determined the greatest support would likely come from the senior citizen segment they also recognized the importance of “broadening the residential base to include younger, active residents is an important goal that will impact the demand for consumer goods and services within downtown” (pg.22). Increasing the amount of younger residents is something that we see as vital to make downtown Jackson a “cool” place.



According to Zimmerman/Volk, downtown Jackson has the capability to support 60 new housing units per year or up to 300 new units over the next 5 years. Based on this study, the housing offerings can accommodate different income levels.

HOUSING TYPE	RENT/PRICE RANGE	SIZE RANGE	RENT/PRICE PER SQ. FT.
Rental—			
Hard Lofts *	\$475-\$1,350/month	500-1,500 sf	\$0.90-\$0.95 psf
Soft Lofts †	\$725-\$1,500/month	700-1,600 sf	\$0.94-\$1.04 psf
For-Sale—			
Hard Lofts *	\$70,000-\$195,000	500-1,500 sf	\$130-\$140 psf
Soft Lofts †	\$145,000-\$275,000	900-1,800 sf	\$153-\$161 psf
Townhouses	\$165,000-\$250,000	1,000-1,600 sf	\$156-\$165 psf

*\* Unit interiors of “hard lofts” typically have high ceilings and commercial windows and are either minimally finished, limited to architectural elements such as columns and fin walls, or unfinished, with no interior partitions except those for bathrooms.*

*† Unit interiors of “soft lofts” may or may not have high ceilings and often include full or partial interior partitions.*

SOURCE: Zimmerman/Volk Associates, Inc., 2003.

Residential



east elevation



west elevation

*Creating housing options to suit families, young couples, singles, and empty nesters is a crucial element of developing quality urban living.*



## Residential

We have determined that the bulk of these units should be located in the West End district of downtown Jackson to stimulate future market potential. This would be accomplished by creative re-use of the Consumers Energy building along with two new developments of relatively high density housing. From our studies we have decided that the Consumers Energy could support as much as 154,000 square feet of new housing in the form of 49 units. These units would range from 1,200 to 2,500 square feet each. Our two proposed developments would be located at the north and south poles of the West End.



*Design concepts for residential units in the West End.*

The Eco-park housing would be located on the western half of the block that is bordered by Louis Glick at the north, Pearl at the south and Blackstone on the west. The Blackstone Townhomes would be on the western half of the block that is surrounded by Courtland at the north, Washington at the south and Blackstone on the west. These locations were selected based on a variety of reasons. The first is that they would serve as a gateway into Downtown Jackson from the neighborhoods to the west. The second is that, combined with the lofts in the Consumers Energy building, they would service the new retail and entertainment venues in the district. Finally, the space is vacant and available for development.

Both of these newly constructed developments would be owner occupied townhouses. These two developments combined would consist of approximately 56 total units, with a portion to be set aside for affordable housing. The townhouses would be situated along the perimeter of the site which would allow for a great deal of open space in the center of the complexes. This courtyard would be used mainly by the residents of the townhouses but could also be used for pedestrian traffic to the Galleria. The density of 25-30 housing units per acre would add to the urban feel of Downtown Jackson, but at the same time, there would be plenty of greenspace that would make them great residences for families. While open space may appeal to some people, others want the traditional urban experience of living in a high-rise building. The new housing in the West End of Downtown Jackson offers its residents the best of both worlds.



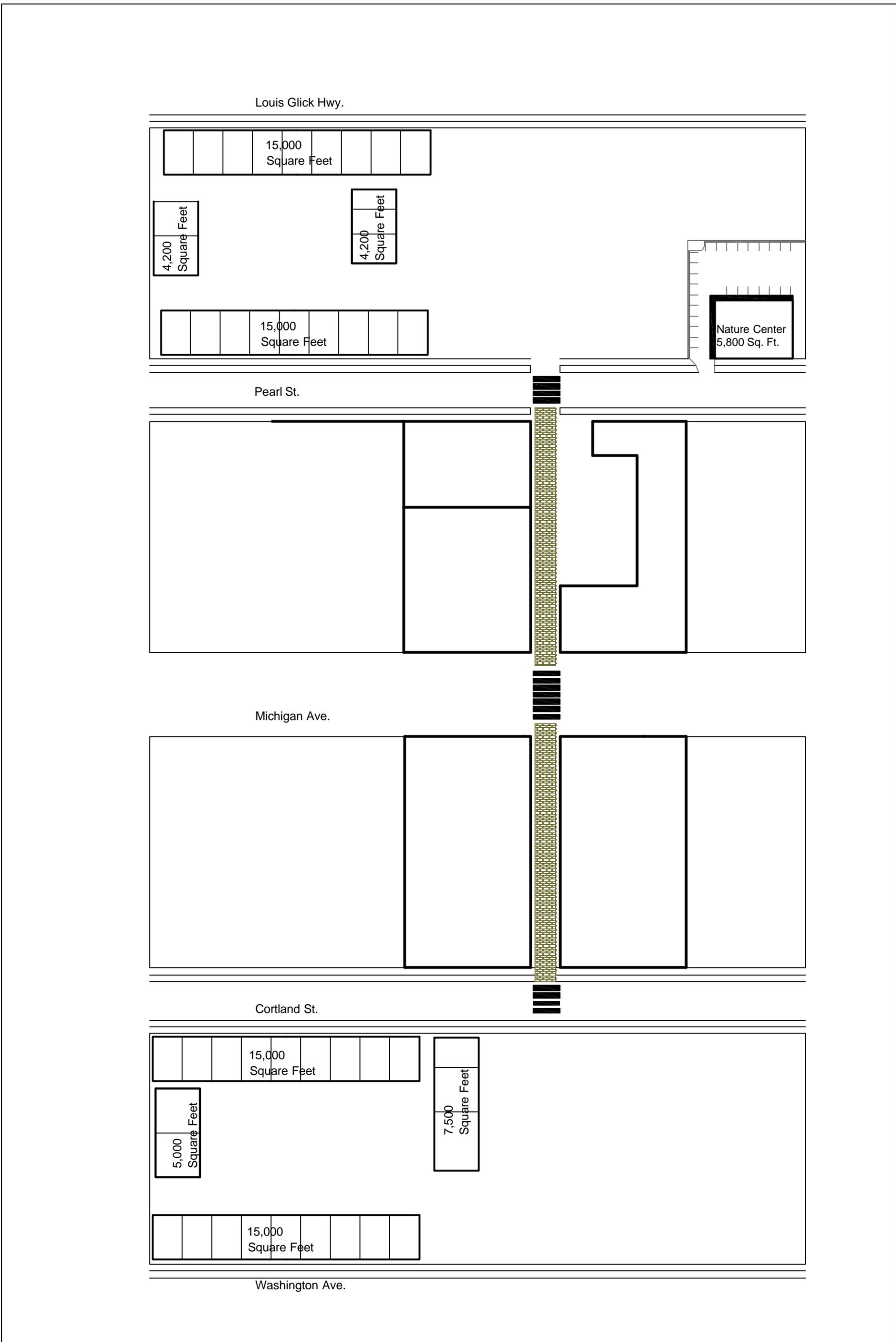


Figure 5- Residential Layout Plan

## *Circulation*

### *Transportation*

The primary goal of the circulation portion of our West End proposal is to develop an efficient and equitable transportation system that provides a range of transportation choices for local residents and visitors from throughout the Jackson region. Circulation should reinforce the livability of the West End, downtown, and adjacent neighborhoods, and support the development of a diverse, mixed-use downtown district. It should reduce air, noise, water pollution and lessen auto-reliance while maintaining accessibility to and within the West End.

Transportation planning is a critical element of sustainable development, and is essential to enhancing the user-friendly qualities that can help stimulate reinvestment in downtown districts. Wide roads and parking lots can often divide neighborhoods and limit use of a district. Vibrant main street districts are increasingly characterized by traffic-calmed, pedestrian friendly streetscapes. There is increasing evidence and acceptance of the positive correlation between pedestrian accessibility and the economic and social health of downtown districts. Bicycle access to and within the downtown core extends the sense of vibrancy and security on the street, without the negative impact associated with increased auto congestion that can often accompany densification efforts. Our proposal embraces non-motorized mobility in downtown districts, emphasizing pedestrian and bicycle access along Michigan, Jackson, Blackstone, Pearl, and Cortland Avenues and to the Galleria through open space networks that connect to the neighborhoods to the north and south of the West End.

The automobile is the predominant mode of transportation in Jackson. Our proposal respects this, maintaining adequate auto access to and accommodation within the West End to safely and comfortably handle increased visits from the greater Jackson region for both work and play. However, our proposed circulation system strives to minimize the negative impact on the new West End residential communities and Galleria from increased traffic by limiting auto access points entering the district and assuring they are adequately separated from pedestrian and bicycle access points. Protected non-motorized access to and within the West End will enable local residents to comfortably visit the West End on foot or bicycle. Equally, enhanced pedestrian accommodation and increased street activity will enable visitors to the West End to feel more comfortable exploring the district broadly by foot.

### *Non-Motorized Transportation*

Non-motorized transportation investments can have multiple positive community benefits. Regularly engaging in moderate forms of physical activity such as walking and bicycling can have important beneficial effects on public health. Bicycle and pedestrian enhancements can reduce auto congestion, particularly in dense, mixed use districts such as the proposed West End. Reductions in auto congestion, in turn, can mitigate air pollution generated by autos. Increasing non-motorized circulation to and through downtown can reduce the amount of space and money dedicated to parking infrastructure. Further, walking and biking provide increased opportunity for social interaction, and is an important tool in the place-making associated with economic development of mixed use districts. Our proposal calls for the development of an interconnected network of bikeways that

## Circulation

will link the West End to the Jackson Riverwalk and other local destinations. Advocacy for future development patterns that are supportive of the bicycle infrastructure will provide safe and convenient mobility through and between the West End and adjacent neighborhoods. Appropriate bicycle facility development will encourage increased bicycling, enabling it to become a common mode of transportation to and within the downtown core. There are a number of reasons to integrate bicycle facilities into the fabric of these core neighborhoods, including:

### *Transportation Efficiency:*

- Bicycling is the most energy efficient mode of transportation.
- Bicycling is often the fastest mode of transportation in the urban core, particularly in areas where parking close to buildings is limited.
- The space used to park one automobile could instead be used to park ten bicycles.
- Costs for bicycle parking facilities are a fraction of the cost of a parking space in a parking structure.
- Bus racks and targeted investments in bicycle infrastructure can effectively extend the catchment area of mass transit systems.



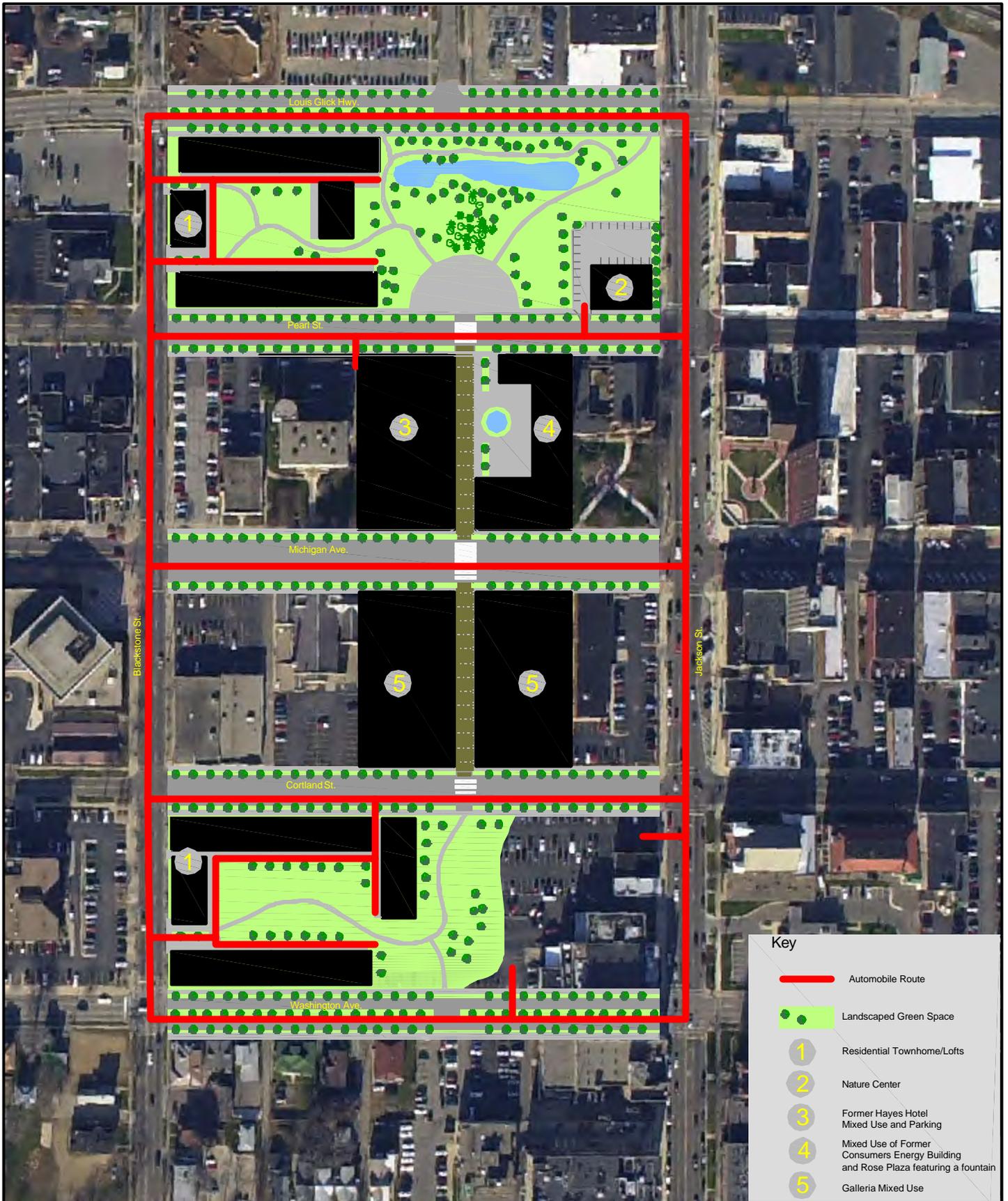
*Bus Bicycle Racks*

### *Social Equity*

- Expanded bicycle facilities and increased safety can serve as one component of expanded transportation options for households that do not own a car.
- Biking is a cost-effective means of transportation, providing an effective transportation alternative for low-income households.
- Bicycling is an accessible mode of transportation for all ages and socioeconomic levels.

### *Bicycle Facilities in Other Cities*

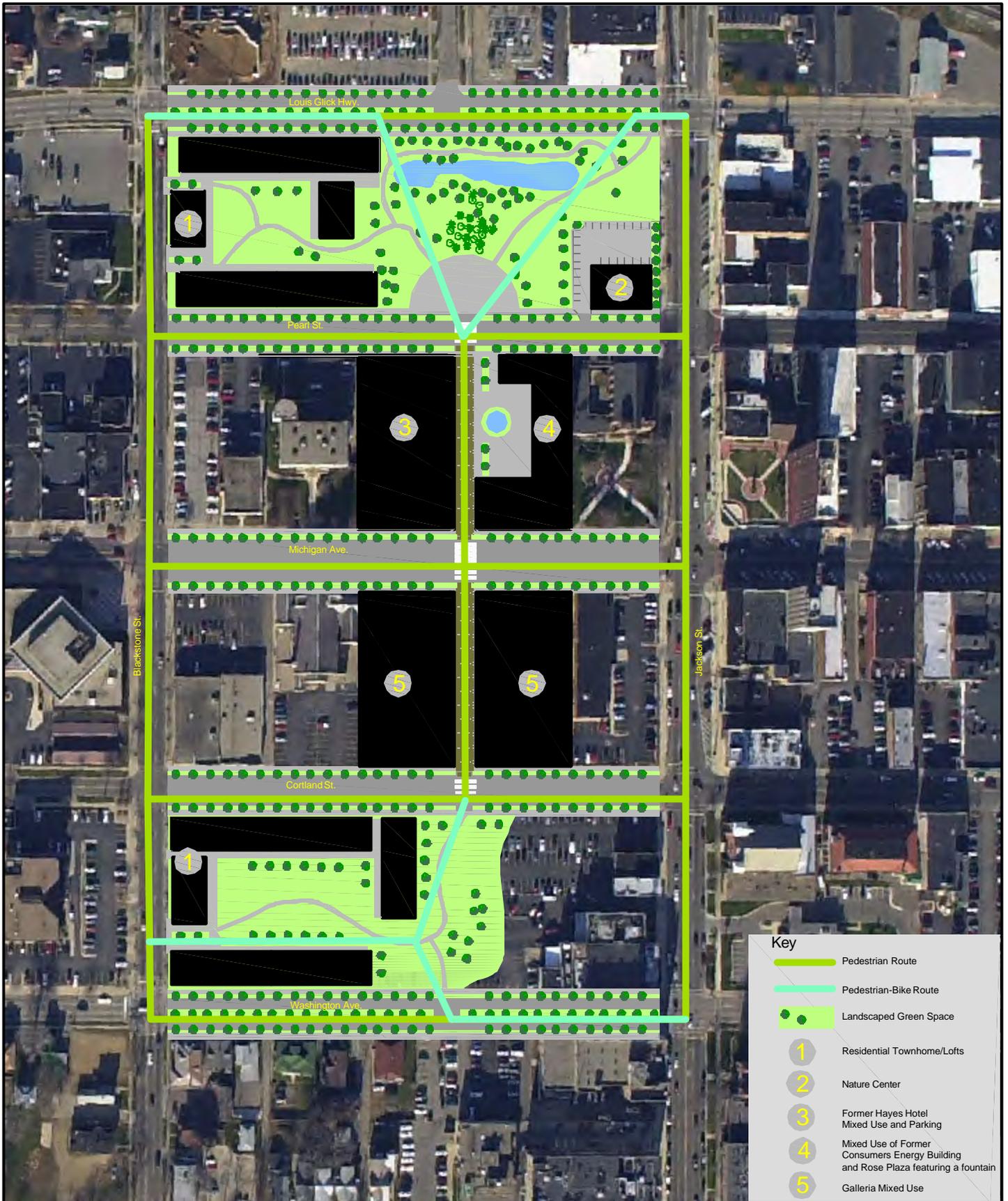
Cities that have planned bicycles into the roadway system have impressive bicycling rates. In Davis, California, a community which incorporated a bicycle network in its early development plans, 25% of all commutes are by bicycle. Though the impressive bicycling rates in Davis are due in part to a mild climate, Midwestern cities that have long planned for bicycles have witnessed impressive bicycling rates. In Madison, Wisconsin, which has a climate similar to Jackson, 11% of all work commutes are by bicycle.



Jackson. Cool. Connected



Figure 6- Automobile Circulation Map



**Key**

-  Pedestrian Route
-  Pedestrian-Bike Route
-  Landscaped Green Space
-  Residential Townhome/Lofts
-  Nature Center
-  Former Hayes Hotel Mixed Use and Parking
-  Mixed Use of Former Consumers Energy Building and Rose Plaza featuring a fountain
-  Galleria Mixed Use

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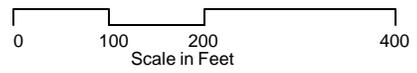
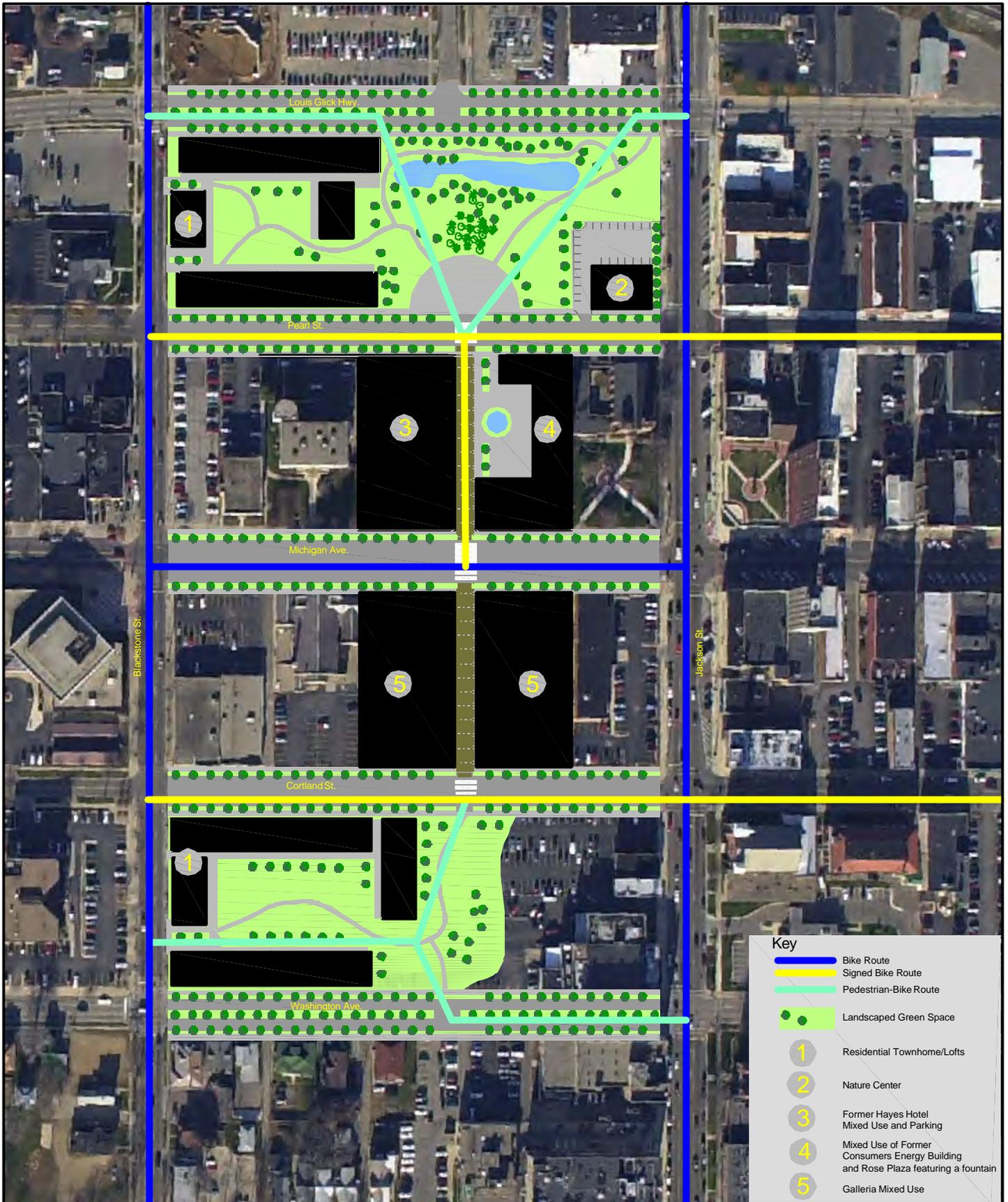


Figure 7- Pedestrian Circulation Map



**Key**

- Bike Route
- Signed Bike Route
- Pedestrian-Bike Route
- Landscaped Green Space
- 1 Residential Townhome/Lofts
- 2 Nature Center
- 3 Former Hayes Hotel Mixed Use and Parking
- 4 Mixed Use of Former Consumers Energy Building and Rose Plaza featuring a fountain
- 5 Galleria Mixed Use



Figure 8- Bike Circulation Map

## Circulation

### *Bicycle Routing Types*

There are a number of different route types that have been implemented effectively in bikeway systems in many of the world's healthiest, most livable cities. Our proposal offers the opportunity to develop a variety of these bicycle corridors that link strategically with pedestrian, bus, train, and auto corridors. The final development proposal is composed of the following routing types:

### *Bicycle Lanes*

Bicycle lane routes will be routes on the road right-of-way, providing for exclusive use of a portion of the road by bicyclists. Our plan calls for the development of bicycle lanes on Michigan, Jackson, and Blackstone Avenues. Our plan calls for the development of a bicycle lane that is a different color than the balance of the road on Michigan Avenue. The use of differentiated color will highlight the bicycle lane, increasing the awareness and safety of the bicycle zone for cyclists. In addition, a vibrantly colored bicycle lane will increase the sense of destination on Michigan Avenue. The bicycle network that the proposed routes will provide will enable high speed travel by advanced bicyclists for both commuting and recreation purposes.

### *Signed Bicycle Routes*

Signed routes will designate shared roadways by signing them as a preferred route for bicycle use. These routes will run along Pearl and Cortland to connect the West End with the rest of the downtown and provide safe avenues for less experienced and younger bicyclists where off-road paths are not available. The principal direct investment on these corridors will be signage, as well as street markings on the road to indicate the space that is shared by cars and bicycles. This designation was chosen because the signed segments of Pearl and Cortland are currently, or anticipated to become, high-volume pedestrian zones. Designating these streets as bicycle routes will permit auto access at very low speeds. We recommend that bicyclists and pedestrians be given priority status on the downtown section of these streets. In addition to signage and street markings, traffic calming measures would be an appropriate accompanying investment at several key locations. These investments are discussed later in the 'Safety and Security' section of the Transportation chapter.

### *Shared Use Paths*

Shared use paths accommodate all forms of non-motorized transportation, including bicycling, walking, and rollerblading. The paths through the Eco-Park and West End residential developments will provide non-motorized access to the heart of the West End.



*Bicycle lanes provide safe and convenient mobility for cyclists.*

## *Circulation*

The recommended West End bicycle infrastructure investments will work best within the framework of a comprehensive citywide bicycle network. Each type of bicycle corridors is best assigned based on an assessment of corridor-specific conditions within the larger citywide context. Typically, bicycle networks are most successful when planned in conjunction with greenway systems. Greenways are linear open spaces that link parks, nature reserves, cultural features or historic sites to create a cohesive open space system. They allow for protected non-motorized transportation between cultural and open space resources, and serve recreation and conservation purposes. The Jackson Riverwalk Trail provides the backbone of Jackson's potential greenway system. The non-motorized transportation investments contained in this report are intended to extend the relationship from the West End mixed use district to the Jackson Riverwalk.

### *Pedestrian Circulation*

Our proposal envisions the West End as a pedestrian-friendly district. All of the streets should feel safe and comfortable for walking. Additional mid-block walkways through the north and south residential developments increasing pedestrian access to the West End and the sense of connection to the adjacent neighborhoods. Pathways in the Eco-park will also extend this relationship and provide an atmosphere conducive to recreational walking. The Galleria will provide an important walkway that links the north and south halves of the West End.

*Pedestrian circulation is a key element of our proposal.*



*Preserving the Past. Promoting the Future.*

## Circulation

### Parking

Although we are creating a walkable environment, the automobile is still the dominant mode of transportation. According to the Urban Land Institute, “Parking in downtown is expensive, space consuming, sometimes ugly, and critical to a successful downtown.” Every city must address parking in order to create a balance between convenience and safety. Surface parking lots create vast oceans of concrete, diminishing a city’s urban feel and creating the perception of blight. Pedestrians feel unwelcome in such contexts, discouraging the pedestrian trip-chaining that is the hallmark of a healthy main street. Still, there needs to be ample parking for employees, shoppers, diners, and other city patrons. Our proposal attempts to delicately balance varied transportation needs without disrupting the urban landscape by providing staggered on-street parking, surface lots, and structure options.

### On-Street Parking

Our proposal calls for either parallel or angled parking for short-term visits on every street within the West End. These meter-enforced spots are perfect for the 2-hour lunch, movie, or shopping experience. With this option, time chalking enforcements are eradicated. If the visitor needs more time, they can simply deposit more money for this premium convenient parking. There will be over 300 spaces that will accommodate a healthy flow of short-term visits to the West End for shopping and dining. Further, on-street parking will provide a buffer between pedestrians and traffic, creating a friendlier environment for pedestrians.



*On-street parking needs must be delicately balanced within the urban landscape to satiate all modes of transportation without sacrificing pedestrian & cyclist comfort and safety.*

### Parking Structures

For the employees of the West End’s commercial establishments and the residents of the new Consumer’s Energy Lofts, a parking structure with street-level retail will be constructed behind the Hayes Building. This approximately 200 space structure will blend into Hayes Row boutiques on Hayes and Pearl Streets. Drivers will enter and exit from Pearl Street and walk into Hayes Row or exit onto Pearl Street where they can access the pedestrian crosswalk to enter the new Eco-Park.

### Surface Lots

Our proposal retains surface parking adjacent to the churches and calls for a new surface lot at the Nature Center. However, Jackson’s main spot for surface parking will be between Cortland and Washington across from the Galleria. The 75-115 space parking lot is nestled between the green-space of the new Blackstone Townhomes to the west and the Jackson Citizen Patriot to the east. This lot will be adequately lighted for maximum visibility, well maintained with landscaped walkways to keep pedestrians off the snow filled lots in the winter, ample trees for aesthetic and cooling pur-

## Circulation

poses in summer, and bioswales to minimize stormwater runoff.

### *Natural and Cultural Interpretive Opportunities*

#### **Natural Interpretive Opportunities**

A number of natural interpretive opportunities could be developed as components of the Eco-Park. The proposed Nature Center can be a home to education opportunities centered on stormwater management, riparian habitat, restoration biology, and local agricultural history and future. The integrated pathways can facilitate walking educational tours that cover the range of these issues with examples in place within the Eco-Park. The community garden within the Eco-Housing residential development and the tree orchard park within the south end residential development can extend the natural interpretive tours to encompass all of the West End.

#### **Cultural Interpretive Opportunities**

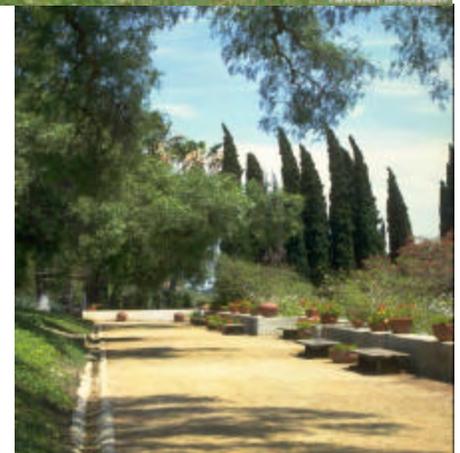
The historic architecture in the West End provides the basis for establishing walking tours of the downtown. The downtown branch library or Hayes Hotel could make ideal starting points for tours that could educate residents and visitors about Jackson's history. Such tours can play an important role in the place-making process.

#### **Car Free Days**

Car Free Days would designate streets for closure on special days to promote walking, bicycling, and community interaction. The proposed signed routes could provide ideal Car Free corridors. Car Free Days could be used to create a regular event by closing a network of streets to encourage families to do regular physical activity. Also, these corridors are well-suited as sites for live entertainment and temporary retail opportunities associated with festivals and street fairs. Pearl Avenue, between Hayes and the Farmer's Market, is well-suited to become a lively car-free zone on Saturdays and for festivals.

### *Impact on Economic Development*

The proposed non-motorized investments will complement retail and residential redevelopment efforts by providing additional recreation and opportunities, creating healthy street life, and providing alternative transportation corridors. Numerous studies have shown that there is a positive impact on property values in locations adjacent to parks and trails.



*Reports show that urban amenities such as bike paths, parks, and walking trails not only provide recreational opportunities, but bolster economic development.*

## Circulation

### Safe & Secure Transportation

Even the physically fit get tired. Some distances are just too far to walk. One way to have a flourishing pedestrian environment is to have quick, reliable and safe transit options.

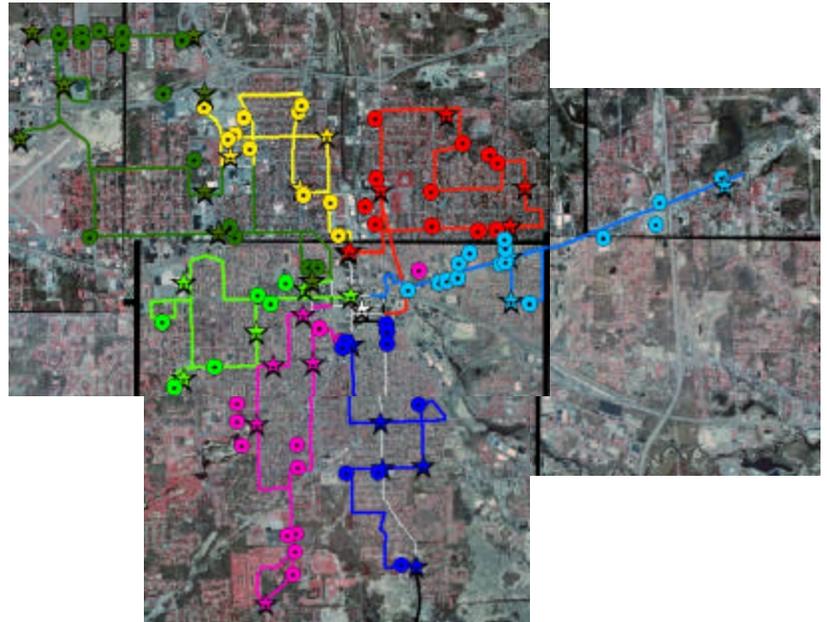
### Bus Service

Though the current bus system appears to function rather well, there are some opportunities for enhancing service. One inadequacy with the current system is the lack of evening and Sunday service, which may disproportionately affect lower-income citizens that work during these hours. The addition of evening and Sunday service should help increase disposable income that can be spent on an automobile to better access work opportunities. This new capital can be spent on other necessities, such as housing, food, or education.

### Downtown Trolley-Bus

Though the twice hourly downtown bus service may be adequate for those commuting to downtown Jackson, the heart of downtown could benefit from a route that services the downtown core. During peak hours like lunchtime, a designated bus on a fixed loop route could transport workers, shoppers, and commuters from one end of the downtown to the other. Assuming trips begin every ten minutes, Consumer's Energy employees could be picked up at in front of their office building and arrive at the Galleria, Amtrak Station Diner, or Armory Arts to eat lunch. When finished, they would get back on the bus to return to their destination—without ever worrying about parking!

The aesthetics of this bus would resemble a trolley from the 1920s, evoking Jackson's heyday when the bustling city and erected the Hayes Hotel and other historic structures. When not in use for downtown service, the Trolley bus can be rented for private functions like weddings and conventions.



*GPS analysis of current bus stops in the downtown area reveals service inefficiencies.*

The picture above was assembled in a GIS. Stars indicate timed priority stops. Circles indicate other non-timed stops.



*A downtown trolley bus is an efficient mode of transportation throughout the downtown region.*

## Circulation

Although a professional study should be conducted to verify the most comprehensive route, an example route could go as follows:

- A primary route (colored red in the picture) would start at the Amtrak Station Diner. It would take Milwaukee and Liberty to stop at the new Consumer's Energy building and then proceed westward on Cortland, to Mechanic, which it would take to Michigan. Stopping in the Retail district, the Galleria and Fountain Park Plaza, the trolley would turn north on Blackstone and east on Pearl. The trolley could stop for the Eco Park and its town homes then drive to the retail district. At Mechanic the trolley would head north, stopping at the Farmer's Market and Riverwalk. It would then take Cooper to Consumer's Energy and finally return to the Amtrak Station Diner.
- After the trolley completes the primary route twice, it will deviate to its secondary route (Shown in Blue). This route starts at the Amtrak Station Diner and heads north on Milwaukee, turns west at Gibson and then south on Cooper before turning west onto Ganson. The trolley stops at the Armory Arts and the fairground (when there's an event) and heads south on Jackson, stopping at Pearl, Michigan, and Cortland before turning east onto Washington. After stopping at the Transfer Center and the Partnership Park Neighborhood, the trolley would turn north onto Mechanic and east onto Cortland. At this point it would stop at the Consumer's Energy Building and return to the Amtrak Diner, where it would begin its primary route again.



*The Trolley Bus, with trips approximately every ten minutes, would have two routes (Primary - Red; Secondary - Blue) that would connect many of Jackson's fine establishments.*

## Circulation

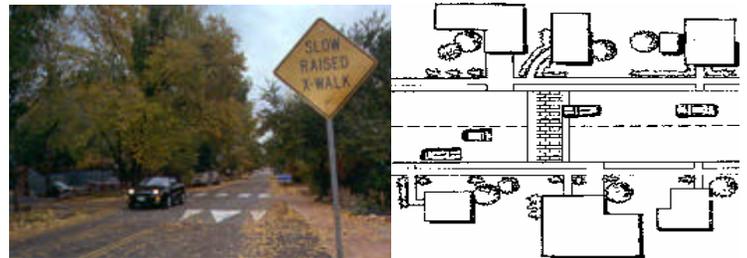
### Safety and Security

Perceptions of safety and security are positively correlated with levels of pedestrian activity. Because our goal is to create a walkable environment, the following measures target improving safety and security; count-down crosswalk signals, speed tables, boulevards, and curb bump-outs. Several modifications to the current traffic infrastructure will increase pedestrian safety from vehicular traffic. Count-down crosswalk signals tell pedestrians the time remaining to cross the street before the signal changes, decreasing the chance of being hit by an automobile or otherwise impeding vehicular traffic. The raised pedestrian walkways or “speed table<sup>1</sup>” is a very large speed bump that is flush with the sidewalk at the edge of the street. This provides a handicap accessible walkway, especially in the wintertime, while slowing vehicular traffic. This is an effective traffic calming measure that has been used successfully in main street districts in other cities. Boulevards will help pedestrians by calming traffic, and by providing a mid-point refuge for pedestrians when crossing busy roads. Curb bump-outs are spaces where the sidewalk is extended into the road to the width of the parking lane, leaving spaces for parking and giving protection to pedestrians from traffic flows.

*Design and Installation Issues for Speed Tables, Boulevards, Bike Lanes, and Curb Bump-outs*

### Speed Tables

- Typically 22 feet in the direction of travel with 6 foot ramps on each end and a 10 foot flat section in the middle; other lengths (32 and 48 feet) reported in U.S. practice
- Most common height is between 3 and 4 inches (and reported as high as 6 inches)
- Ramps are typically 6 feet long (reported up to 10 feet long) and are either parabolic or linear
- Careful design is needed for drainage



**Figure 1.** See *Speed Table Concept*.  
SOURCE: [www.ite.org/traffic/index.html](http://www.ite.org/traffic/index.html)

### Potential Impacts

- No effect on access
- Speeds are reduced, but usually to a higher crossing speed than at speed humps (typically between 25 and 27 miles per hour)
- Traffic volumes have been reduced on average by 12 percent depending on alternative routes available
- Collisions have been reduced on average by 45 percent on treated streets (not adjusted for traffic diversion)
- Reported to increase pedestrian visibility and likelihood that driver yields to pedestrian

<sup>1</sup> Figure 1. *Speed Table Concept*.

## Circulation

### Emergency Response Issues

- Typically preferred by fire departments over 12 to 14-foot speed humps
- Generally less than 3 seconds of delay per hump for fire trucks

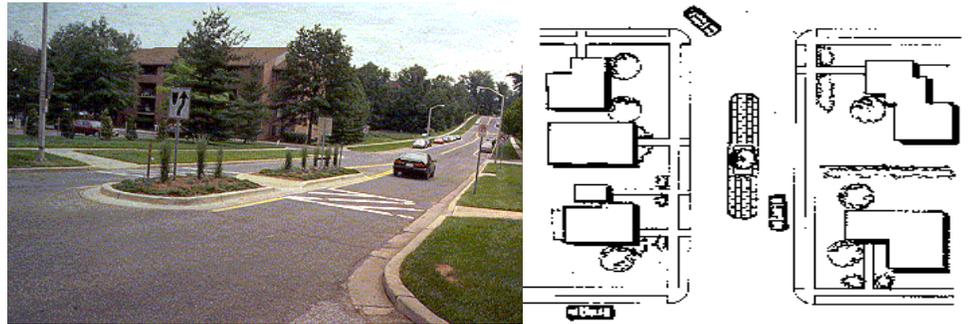
### Typical Cost

- Approximately \$2,500 (in 1997 dollars) for asphalt tables; higher for brickwork, stamped asphalt, concrete ramps and other enhancements sometimes used at pedestrian crossings

## Boulevards

### Description

- Raised islands located along the centerline of a street that narrow the travel lanes at that location
- Are often nicely landscaped to provide visual amenity and neighborhood identity
- Can help pedestrianism by providing a mid-point refuge for pedestrian crossings
- Sometimes used on wide streets to narrow travel lanes
- Works well when combined with crosswalks



**Figure 2. Boulevards**  
SOURCE: [www.ite.org/traffic/index.html](http://www.ite.org/traffic/index.html)

### Potential Impacts

- May reduce parking and driveway access
- Reduces pedestrian crossing width
- May visually enhance the street through landscaping but may also limit visibility of pedestrian crossings

### Emergency Response Issues

- Preferred by fire department/emergency response agencies to most other traffic calming measures

### Typical Cost

- Reported costs range between \$5,000 and \$15,000 (1997 dollars)

<sup>2</sup> Figure 2. Boulevard Concept

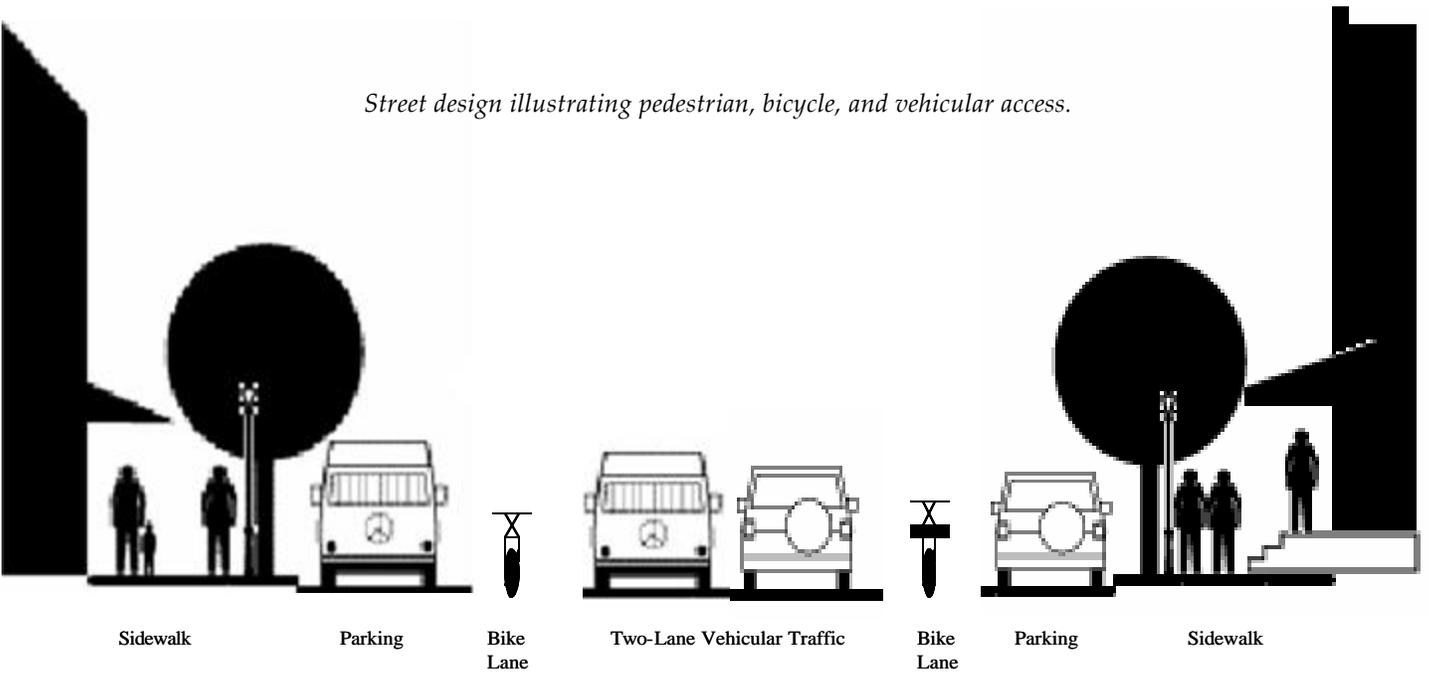
*Circulation*



*Bump-outs are spaces where the sidewalk bumps out in to the road, leaving spaces for parking and giving protection to pedestrians from traffic flows.*



*Bicycle lanes add space between traffic and pedestrians*



## *Circulation*

### *Transit and Information Technology: Bus GPS*

With GPS units on all buses, every person will know when the next bus is coming. They can sit down at a coffee shop and enjoy the paper, while an electronic ticker sign can give the approximate time of arrival for that particular bus. At home they can surf the Jackson transit website to see a live map for the entire system. Technology will continue to advance and cities must embrace these developments if they want to attract the creative class who want to live in a cool, connected, community.

### *Bus GPS System Cost Analysis<sup>3</sup>*

- \$2,750 per bus (one time fee)
- \$2,750 per LED sign (one time fee)
- \$110/mo cellular & ASP charges per bus
- \$110/mo cellular & ASP charges per LED sign
- \$6,000 per route one time engineering
- \$2,000 installation total
- \$1,000 training
- \$25 shipping charge per bus and per sign

Includes the following:

- Private website with service map showing routes and bus icons, 17 performance reports, schedule adherence screen and messaging to LED sign capability
- Public website with stop selector screen and service map showing routes and bus icons
- PDA access
- Optional telephone access

SOURCE: NextBus Information Systems, Inc. 2005. [www.nextbus.com](http://www.nextbus.com)

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<sup>3</sup> *Bus GPS System Cost Analysis*

## Conclusion

### *Solutions and Action Plans*

Our proposal calls for a balance of public and private investments, with a diverse mix of uses. A more flexible zoning tool should be set in place to achieve this end. The current zoning for the proposed projects in the West End is Central Commercial (C3)<sup>1</sup>. We recommend rezoning for a Planned Unit Development (PUD) to ease the development review process. The PUD zoning would promote redevelopment by allowing cluster development of residential units for greater open space. It would also permit the mix of uses proposed in the Galleria and the redevelopment of the Hayes Hotel and Consumers Energy Building.

The Galleria will anchor the west end of the primary business corridor on Michigan Avenue. Our land use design is structured in order to ensure that the Galleria acts as a funnel for pedestrian, retail, and cultural activities onto Michigan Avenue from the surrounding blocks and neighborhoods. The pedestrian access provided to the Galleria from both Hayes and Cortland will play an important role in linking the adjacent diverse land uses, which have been strategically placed to accomplish the following relationships in mind:

- The unique residential spaces that will be created in the Consumers Energy Building will set the tone for the West End as a mixed use district. This residential base and the visitor traffic it generates will contribute substantially to the success of the revitalization of the West End as a mixed use district.
- Renovation of the Hayes Hotel into a civic/cultural center which will include a music venue, a ballroom for community uses, dining, a historical museum, art galleries, and offices for the Jackson Symphony Orchestra.
- The Eco-Park will provide visual lines into the heart of The Galleria from Luis Glick Boulevard. Pathways through the Eco-Park will provide non-motorized access to The Galleria from the Armory Arts project, County Fairgrounds, and the neighborhoods to the north.
- The Nature Center will provide an additional destination site within the West End that will complement the district's other assets. In conjunction with the expanded Carnegie Library, the Nature Center, Eco-Park, Eco-Housing community gardens, and Blackstone Homes community orchards, the Nature Center can provide a base for environmental education tours that can cover the breadth of the West End.
- The Eco-Housing community will provide a moderately dense residential base that can provide critical support for the retail and entertainment venues that will be developed in the Galleria. Also, the central open space within the Eco-Housing site will allow for pleasant pedestrian and bicycle access into the heart of the Galleria.
- The Blackstone Homes project will provide additional local residential support for retail and entertainment offerings at the Galleria. The central open space within the Blackstone homes will also allow for pedestrian and bicycle access into the heart of the Galleria.
- The Carnegie Library expansion will solidify its role as Jackson's preeminent public center for the dissemination of knowledge. The library expansion will enable the Carnegie branch to serve a greater number of Jackson citizens, enhance the destination qualities of the West End through increased numbers of visitors, and complement the educational infrastructure associated with the Eco-Park.

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<sup>1</sup> See *Current and Future Zoning Plans*. Pages 55-56.

## *Conclusion*

### *Five Year Strategic Plan*

The comprehensive revitalization of the West End will be a major redevelopment process that will require several years to complete. Open space and infrastructure investments should be timed strategically in order to generate the greatest possible leverage of private funds in response to public investments. We recommend that the proposals laid out in this report be carried out as a five-year strategic plan. This plan should reflect the leveraging potential of public investments in the West End, with infrastructure investments timed to accommodate private investment in rehabilitation of the Hayes Hotel and Consumers Energy Building, as well as new construction of The Galleria, Eco-Housing, and Blackstone Homes. The sum of these public and private investments in the West End will serve to solidify the future prospects of the entire downtown area.

#### 2005

- Establish a steering committee to guide West End redevelopment
- Hold additional community input sessions
- Finalize a redevelopment plan
- Enact zoning changes for proposed land use changes
- Demolish single story portion of the Consumers Energy Building
- Assemble land and perform environmental assessment for the Eco-Park
- Extend Request for Quote (RFQ) for the Hayes Hotel

#### 2006

- Upgrade all necessary underground infrastructure on the north blocks
- Extend downtown streetscaping investments along Jackson and Blackstone within the West End
- Install bicycle lanes on Michigan and Jackson Avenues
- Extend RFQ for the Consumers Energy Building
- Extend RFQ for Eco-park design/build
- Rehabilitate the Consumers Energy
- Rehabilitate the Hayes Hotel

#### 2007

- Develop the Eco-park
- Install boulevard and pedestrian accommodations on Louis Glick
- Build parking garage expansion on Hayes Hotel
- Extend streetscaping investments to Pearl and Cortland
- Establish Pearl and Cortland assigned bike routes
- Begin summer Saturday car free days on Pearl
- Extend RFQ for the Eco-Housing Community
- Construct The Galleria on the south side of Michigan Avenue

## *Conclusion*

### 2008

- Construct the Nature Center at the Eco-Park
- Install street tables on Pearl, Michigan, and Cortland
- Vacate Hayes Street for use as a pedestrian mall
- Develop the Eco-Housing Community
- Rehabilitate the former Consumers Energy building
- Extend RFQ for the Blackstone Townhomes project

### 2009

- Install boulevard and pedestrian accommodations on Washington
- Develop the Rose Plaza
- Develop the Blackstone Townhomes project

Downtown Jackson has tremendous potential to reinvent itself and reestablish its position as the center of Greater Jackson. The combined local cultural assets, rich architectural history, concerned citizenry, and government support can together lead to the revitalization of one of Michigan's most important urban centers. Our plan draws on these assets, recommending a unique combination of land uses that we believe can provide lasting support for revitalization efforts in the greater downtown area. By preserving the past and promoting a fresh vision for the future, we hope that our recommendations will help the Jackson community become a cool and connected city of the future.



C-3  
Central Commercial

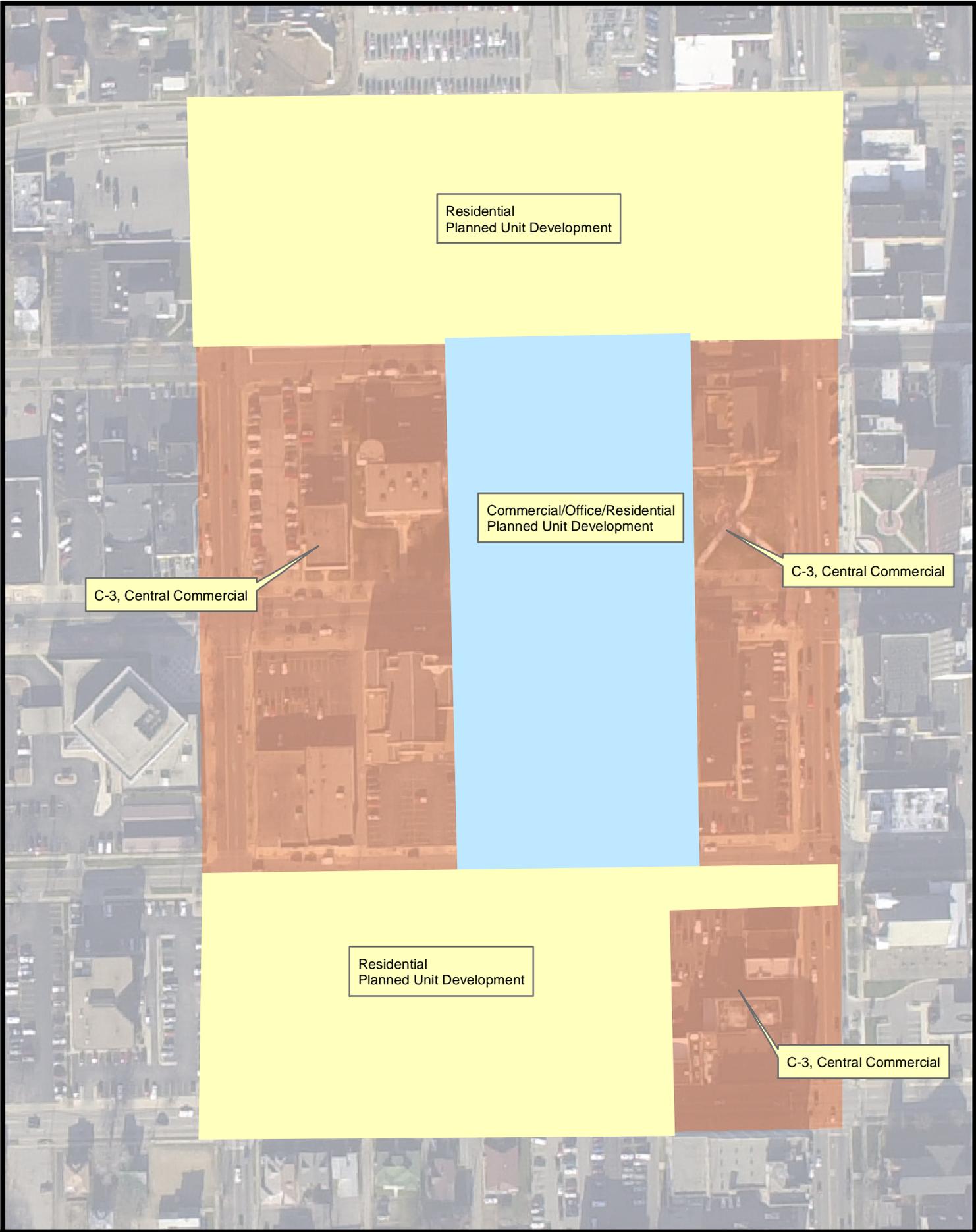


Figure 10- Proposed Zoning

## Appendix

### Jackson, Michigan Census Data

#### Population

Jackson city, Michigan	
Total	36,316

#### Race

	Jackson city, Michigan
Total:	36,316
White alone	26,939
Black or African American alone	6,898
American Indian and Alaska Native alone	237
Asian alone	150
Native Hawaiian and Other Pacific Islander alone	6
Some other race alone	723
Two or more races	1,363

#### Median Household Income

	Jackson city, Michigan
Median household income in 1999	31,294

#### Educational Attainment

Population 25 years and over	21,942
Less than 9th grade	1,250
9th to 12th grade, no diploma	3,735
High school graduate (includes equivalency)	6,772
Some college, no degree	5,707
Associate degree	1,613
Bachelor's degree	2,026
Graduate or professional degree	839

#### Tenure

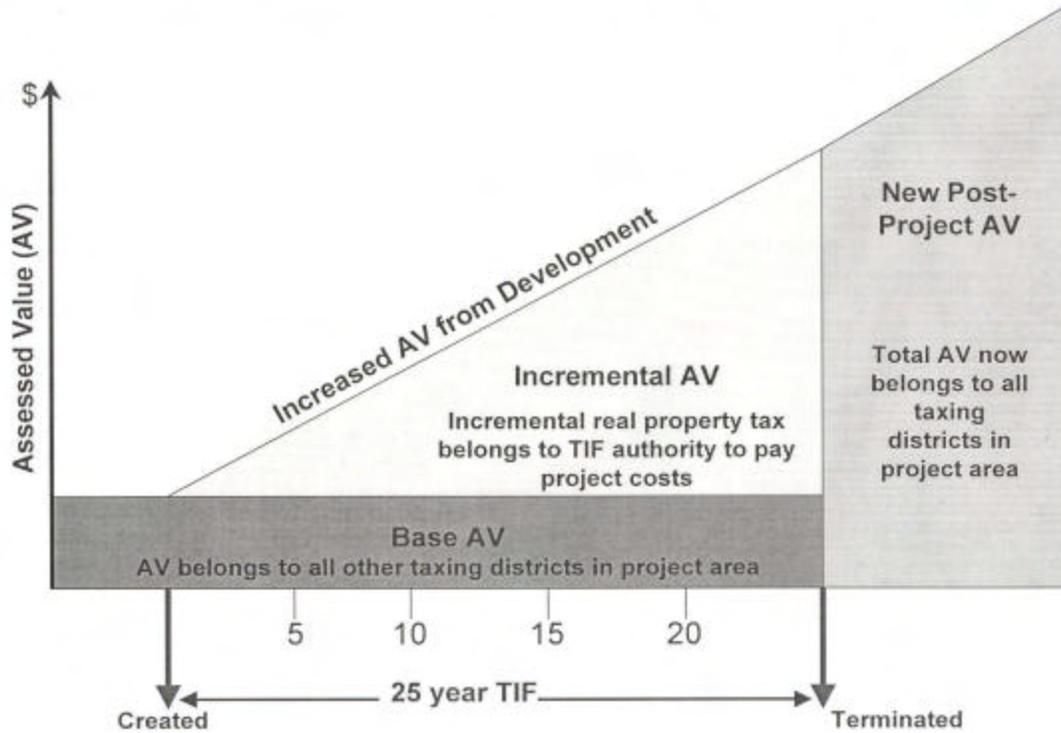
Owner-occupied housing units	8,179
Renter-occupied housing units	6,031

SOURCE: [www.census.gov](http://www.census.gov)

Appendix

Tax Incremental Financing<sup>1</sup>

Exhibit 1. TIF Assessed Value (AV) Over Project Life



## Resources

City of Jackson Comprehensive Plan, 2003.

H. Blount Hunter Retail and Real Estate Research Company. *Market Analysis and Retail Recruitment Strategy for Downtown Jackson*. June 2003

Michigan Economic Development Corporation. *Michigan Cool Cities Survey: A Summary of Findings*. April 2004.

Urban Land Institute. An Advisory Services Panel Report: West Palm Beach, Florida. June 8-13, 2003.

## Internet Resources

Greater Jackson Chamber of Commerce: [www.gjcc.org](http://www.gjcc.org)

City of Jackson: [www.jacksonmich.com](http://www.jacksonmich.com)

Next Bus Information Systems Inc.: [www.nextbus.com](http://www.nextbus.com)

U.S. Census Bureau: [www.census.gov](http://www.census.gov)

Congress for New Urbanism: [www.cnu.org/index.cfm](http://www.cnu.org/index.cfm)

U.S. Environmental Protection Agency: [www.epa.gov](http://www.epa.gov)

Hamilton, Ontario Canada Master Plan: [www.city.hamilton.on.ca](http://www.city.hamilton.on.ca)